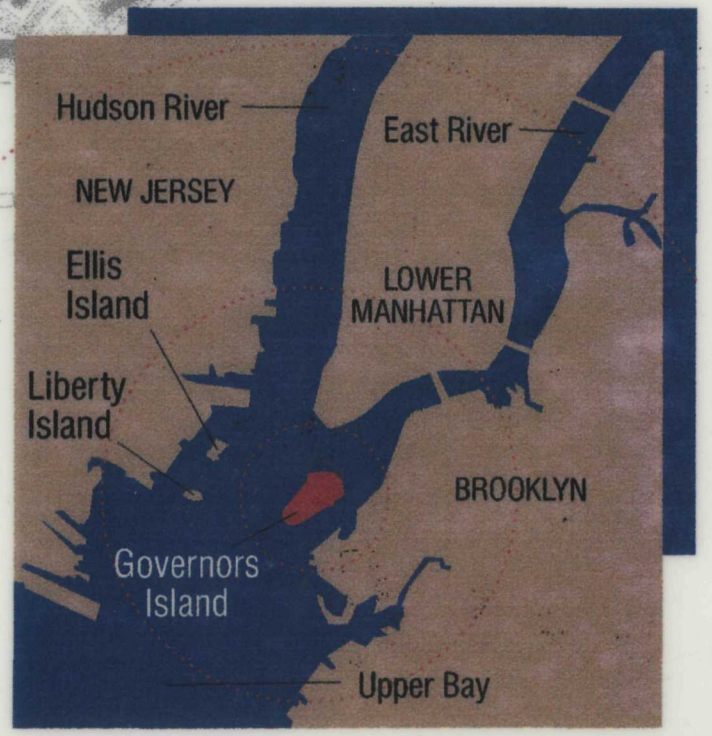
General Services Administration

FEIS

FINAL ENVIRONMENTAL IMPACT STATEMENT

NOVEMBER, 1998

GOVERNORS ISLAND DISPOSITION



EDWARDS AND KELCEY ENGINEERS, INC.

GENERAL SERVICES ADMINISTRATION

FINAL ENVIRONMENTAL IMPACT STATEMENT

for the

DISPOSITION OF GOVERNORS ISLAND, NEW YORK

Prepared By

Edwards and Kelcey Engineers, Inc.

Pursuant to the National Environmental Policy Act of 1969 as amended, 42 U.S.C. 4332(2)C.

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Final Environmental Impact Statement
Governors Island Disposition
New York Harbor, New York
November 4, 1998

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End of Review Period: December 14, 1998

Abstract:

The proposed action is the disposition of Governors Island, New York. The General Services Administration has been directed by the *Balanced Budget Act of 1997* to dispose of the island, for fair market value not before the year 2002. The Balanced Budget Act directs GSA to provide the right of first offer to the State and or City of New York. Governors Island was vacated by the United States Coast Guard in 1997 after determining that the island was no longer necessary to fulfil their mission. The approximately 172 acre island, encompasses 225 structures, including a National Register of Historic Places and New York City Landmarks District on the island's northern portion. The island is presently vacant and maintained in a caretaker status by the US Coast Guard.

This Final Environmental Impact Statement examines the Action Alternative or disposal of the island and a No-Action Alternative or retention of the island. The Disposition Alternative considers the potential disposal to the State and or City of New York as well as disposal to other entities. The Retention Alternative assumes that the island remains in its present state under caretaker status. In conjunction with the administrative action of disposing of the island, a range of reasonably foreseeable land use options has been examined to determine impacts and benefits of the island's future reuse by another party. GSA has no intentions or plans to implement a reuse of Governors Island. **This document identifies GSA's preferred alternative to be disposition of the island, in compliance with the Balanced Budget Act of 1997.**

The entire text of the draft EIS has been updated and included in the final EIS. Where changes or additions to the text of the draft EIS were required in response to comments, additions are underlined and deletions are ~~crossed out~~.

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General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

Executive Summary

EDWARDS AND KELCEY ENGINEERS, INC.

EXECUTIVE SUMMARY

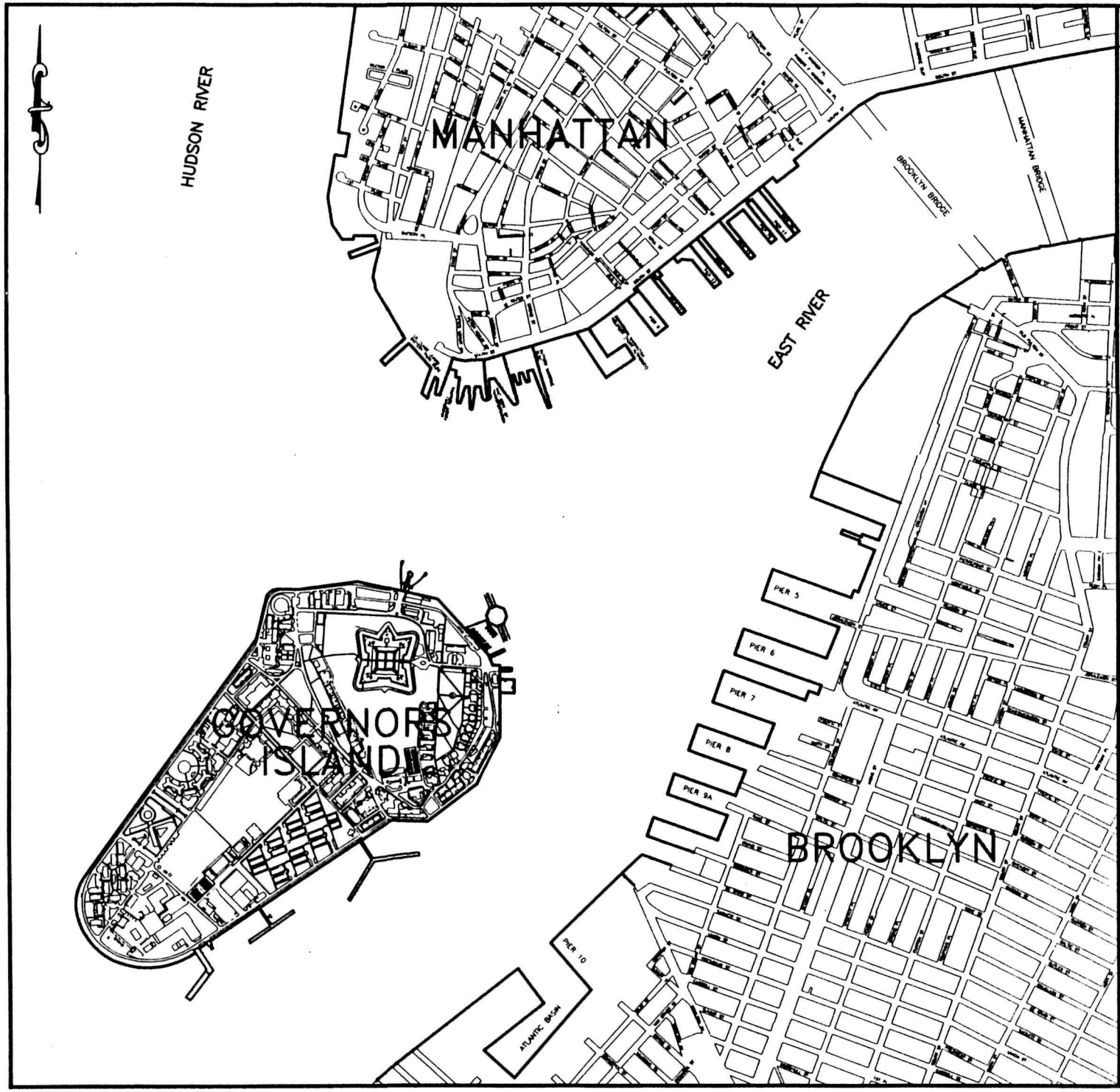
BACKGROUND

Governors Island is located in upper New York Bay, off the southern tip of Manhattan, approximately one-half mile from the Battery and one-third mile from Red Hook, Brooklyn (see Figure i). Currently, it is accessed by a United States Coast Guard (USCG) vessel from the city-owned Battery Maritime Building in Lower Manhattan. It contains approximately 172 acres above water and is improved with 225 structures, including buildings, maintenance sheds, recreation shelters, monuments, navigational towers, etc., totaling approximately 3,000,000 square feet (Figure ii). Approximately 50 percent of the island's building floor area consists of housing (74 buildings) and ancillary services for residents (commissary, schools, recreation, etc.). The island has provided housing for over 4,000 people which in the past included USCG personnel and family members. Until recently, approximately 1,500 people commuted to the island daily.

On October 16, 1995, the USCG announced that it would close Governors Island by the end of Summer 1997. This decision was made in response to the Presidential mandate to meet the goals of the National Performance and Results Act, and the challenge of reducing the Federal budget deficit. The Coast Guard was charged with identifying a permanent, recurring savings of $400 million. A cost/benefit analysis performed for the possible closure of Governors Island and the relocation of facilities estimated an annual savings to the Coast Guard to be initially $59.5 and $33 million thereafter. An Environmental Assessment (EA) was prepared (*Final Environmental Assessment for the Closure of Support Center New York, Governors Island, May 1995*) which evaluated the closure of Governors Island for potential environmental impacts. The EA concluded that no significant environmental impacts would result from the closure of Governors Island and relocation of commands under the Preferred Alternative of Standard Maintenance.

In April 1996, a Programmatic Agreement was signed by the USCG, United States General Services Administration (GSA), Advisory Council on Historic Preservation, New York State Historic Preservation Officer, and the New York City Landmarks Preservation Commission regarding the USCG's and GSA's consultation responsibilities under Sections 106 and 110(f) of the National Historic Preservation Act for the closure and disposal of the USCG Support Center on Governors Island. The agreement established that the closure and disposal of the island would be administered in accordance with a series of stipulations. Included in the Programmatic Agreement were the following stipulations: the continuation of caretaker maintenance on structures in the Governors Island National Historic Landmark district (GINHL); the development of preservation covenants in all licenses, leases, or transfers of property in the GINHL; and the development of a Governors Island Preservation and Design Manual. GSA is working closely with its historic preservation consultant to complete the Manual by late Fall 1998.

By August 1996 all Coast Guard residents and dependents had been relocated from Governors Island to other facilities. On October 1, 1997 a ~~55~~ 57-person caretaker crew of civilian and military Coast Guard personnel began providing security, fire protection and facility maintenance on Governors Island until its disposal, which is the responsibility of the GSA. The estimated caretaker cost for fiscal year 1998 is $6 million.



LEGEND:

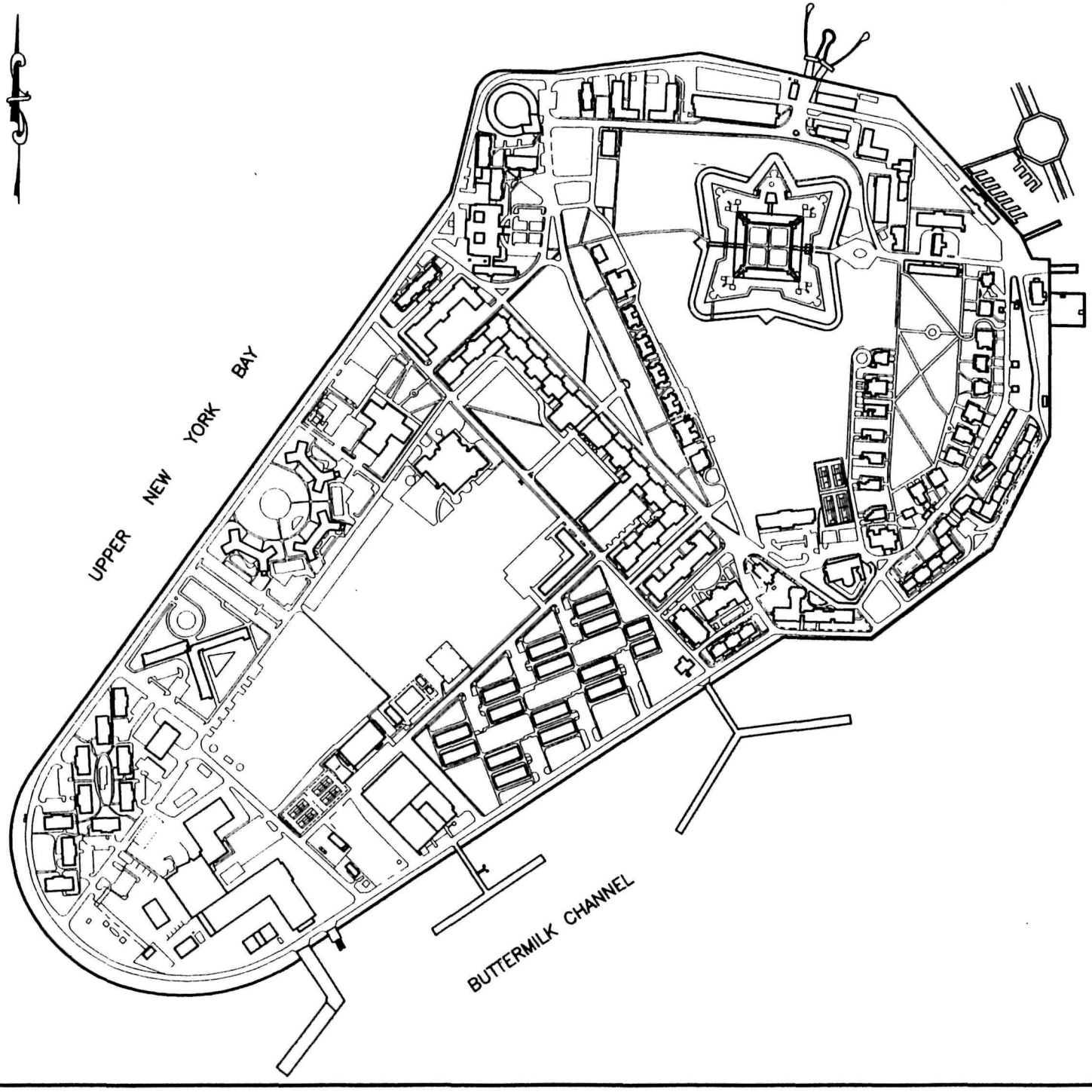
PROJECT LOCATION

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND ENVIRONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. 1



LEGEND:

GOVERNORS ISLAND

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. 11

THE GOVERNORS ISLAND LAND USE STUDY

The *Governors Island Land Use Study* (the Land Use Study) was commissioned by GSA to serve as a multipurpose information resource. The objectives of the Land Use Study were: (1) to identify and summarize information about Governors Island's land, facilities and infrastructure to aid in the evaluation of the property by the Federal government and others; (2) to create public awareness of the property and about the disposal process; (3) to identify and summarize the island's opportunities and constraints as a catalyst for ideas; and (4) to identify and evaluate reasonable land use options in conjunction with the disposition of the island, for eventual use in the FEIS. The study reviewed a number of land use options that could occur on the island.

By law, GSA can not implement nor direct any of the land use options identified in the Land Use Study and analyzed in this FEIS. Future reuse of the island as well as mitigation of potential impacts associated with reuse will be the responsibility of the party or parties who eventually acquire the island. Any reuse plans for the island would need to comply with all applicable local, state and Federal laws and regulations.

PURPOSE OF THE FEIS

The purpose of this FEIS is to examine the beneficial and adverse effects associated with the potential disposition of Governors Island. The FEIS incorporates the body of information contained within the DEIS as well as comments on the DEIS, responses to comments and any changes or additions to the DEIS. This FEIS was prepared in keeping with the intent of the National Environmental Policy Act of 1969 (NEPA) as amended (42 U.S.C. 4321, et. seq.). GSA's preparation of this FEIS is a result of its conclusion that disposition of Governors Island may have potential to create significant environmental effects. The General Services Administration (GSA) has been charged with disposing of Governors Island. GSA is the Federal agency responsible for the conveyance of excess and surplus Federal real estate, as stated in the Federal Property and Administrative Services Act of 1949 (FPAS). The FPAS act of 1949 provides no basis for the Administrator of the GSA to direct the future use of property to be disposed. As a result, the uncertainty over the ultimate reuse of Governors Island dictates a generalized regional approach in the FEIS when considering the reuse of the island. The FEIS addresses regionally significant issues and factors that could play a role in the decision-making process related to GSA's disposition responsibilities.

Because of GSA's mandate to dispose of the island to another party, as well as GSA's inability to specify or control the land uses that may be developed on disposed property in the future, a precise statement of the specific land use-related environmental and socioeconomic effects that could result from reuse would be largely speculative. In response to the lack of certainty concerning a future reuse for the island, GSA has developed a range of reasonable land use options that could result upon disposition of the island. These options emerged over a year-long process that included input from local, state and Federal agencies as well as significant public comment. **The specific purpose of the land use options was to describe the range of reasonable uses that could be implemented on the island upon disposition.**

In preparing the FEIS, all attempts were made to separate potential effects of future **reuse** of Governors Island from the effects associated with the actual **disposition**. While a range of reasonable conceptual land use options has been developed in an attempt to understand what may result from disposition, there is no way to predict with accuracy the future land uses that may ultimately be implemented. **Potential future uses would be subject to their own environmental and land use review processes. Consequently, future reuse of Governors Island is**

not considered to be a determining factor in assessment or selection of a preferred alternative.

NEED FOR THE PROPOSED ACTION

As one means of reducing the Federal budget, the USCG selected Governors Island as a facility for closure. The Balanced Budget Act of 1997 directs the GSA to sell Governors Island at fair market value no earlier than fiscal year 2002. Thus, the GSA is under a Federal mandate to dispose of the island and must pursue the action under consideration in this FEIS.

PROJECT ALTERNATIVES

There are two project alternatives considered in this EIS. **The Action Alternative involves the disposition of Governors Island by the Federal government to another party**. This alternative assumes that the Island is conveyed to a public or private entity not before the year 2002. As directed by the Balanced Budget Act of 1997, GSA has been limited to two distinct means by which to dispose of Governors Island:

- *Disposition to New York State or New York City for fair market value; or,*
- *Disposition to another entity or entities for fair market value.*

At the conclusion of the DEIS review process, GSA has determined that the Action Alternative, or disposition of Governors Island, is the preferred alternative.

The second alternative, **the No Action Alternative assumes that the Island is not disposed of by GSA**. NEPA regulations require consideration of this no action alternative; therefore it was considered even though this would conflict directly with GSA's mandate to dispose of surplus properties.

In conjunction with the **Action Alternative** and for the purpose of disclosing the potential impacts and benefits that could result from the island's reuse after disposition, a number of potential **Land Use Options** were considered for Governors Island. The potential land use options considered in this FEIS in conjunction with the Disposition Alternative are as follows:

*1. **Reuse Option.** This option reuses as many buildings as is feasible, while expanding open space. There is a strong residential focus.*

*2A. **Academic Option.** This option assumes use of the Island by an academic institution of approximately 4,000 students. There is a large open and recreational space component.*

*2B. **Academic Option with NYC Proposal for a Casino.** This option is similar to the academic option, with the inclusion of a gambling casino and its necessary ancillary facilities. Review of this option was commissioned by New York City during the environmental scoping period.*

*3. **Recreation Option.** This option's predominant use is a 70-acre public park. Some residential units and a conference center are also included.*

*4. **Mixed Use Option.** This option strikes a balance between new development and a public park.*

*5. **Maximum Development Option.** This option features the highest residential density. It also includes a 20-acre park, hotel, golf course and retail uses.*

*6. **Phase-In Option.** This option is intended for transitional use of existing facilities prior to implementation of any of the land use options. Residential and hotel or hostel use is emphasized.*

AFFECTED ENVIRONMENT

The affected environment for the disposition of Governors Island includes the on-island study area (the entirety of Governors Island) and two off-island study areas (an approximately ½-mile radius area surrounding the Battery Maritime Building in lower Manhattan and surrounding Piers 7 and 8 on the Brooklyn waterfront.) The Manhattan study area was selected because of the existing ferry access to the island from the Battery Maritime Building. The Brooklyn study area was selected for analysis because it possesses certain qualities that would be desirable for off-island access and ancillary parking, not because of any specific plans that connect it to the future development of Governors Island. Physical, biological, man-made, and socioeconomic characteristics of the project study area are summarized below.

Geology, Topography, Seismic Activity, and Soils. The existing topography reveals two distinct land areas of Governors Island. The northern area, which is the original land mass, ranges from an elevation of approximately 10 feet at the bulkhead rising to 40 feet at the base of Fort Jay's fortification walls, the highest point on the island. The southern land area, which consist of 103 acres of the Island's total 172 acres, is comprised of fill materials added between 1904 and 1908, and ranges in elevation from approximately 10 feet to 13.5 feet. Soils on Governors Island include a thin natural soil deposited or developed on the original pre-fill bedrock surface of the island, and manufactured fill materials that comprise the southern half of the island.

Existing topography for the Battery Maritime Building area measures approximately 10 feet at the base of the building. The shoreline has changed over time, and slips and pier areas were created though the placement of fill materials. Manufactured fill deposits are typically heterogeneous and include rock, brick, glass, concrete and other debris, in addition to clay, silt, sand, and gravel. Existing topography for Brooklyn Piers 7 and 8 measures approximately five feet at the top of the pier. Pier areas were created though the placement of fill materials.

Wind and Climate. Governors Island is located at 40° 41.5′ latitude and 74° 01′ longitude, and is subject to Mid-Atlantic off-shore weather patterns. The effect of the island's own micro-climate is significant—westerly winds are pronounced; many existing trees and shrubs are twisted, bent, and stunted; and buildings are frequently in need of repairs. The perceived temperature and comfort level are affected by the wind, as the wind-chill factor causes the island to seem much colder than a protected area. Precipitation is moderate and distributed fairly evenly throughout the year.

Similar to conditions on Governors Island, the Battery Maritime Building and Brooklyn Piers 7 and 8 are located within the Mid-Atlantic off-shore weather patterns and experience similar temperatures and levels of precipitation.

Water Quality. Governors Island and the two off-island study areas are located in Upper New York Bay. New York State Department of Environmental Conservation (NYSDEC) classifies the waters in the vicinity of the study areas as "Class I", which is suitable for secondary contact recreation (i.e., fishing and boating). Water quality data indicates that, on average, NYSDEC standards and guidance values are met. Due to the shallow depth of groundwater and proximity to New York Harbor, the groundwater from Governors Island is most likely saline and therefore unsuitable as a drinking water source.

Existing discharges from Governors Island consist solely of drainage from the island's storm sewer system. In the areas adjacent to the Battery Maritime Building and Piers 7 and 8, numerous Combined Sewer Outfalls (CSO) are located within the lower reaches of the Hudson River and the lower East River.

Wetlands and Floodplains. The shoreline of Governors Island, as well as those of the Battery Maritime Terminal and the Brooklyn Piers 7 and 8 off-island study areas, are entirely man-altered, consisting of bulkhead, rip rap and pier structures. As such, virtually no substrate required for the rooting of shoreline aquatic vegetation exists. A review of New York State Freshwater Wetlands maps showed that no regulated wetlands exist within any of the study sites. The National Wetlands Inventory (NWI) maps compiled by the U.S. Fish and Wildlife Service designates Governors Island and the Brooklyn Piers 7 and 8 study area as primarily upland areas, but which may include unclassified wetlands such as man-modified areas, nonphoto-identifiable areas and/or unintentional omissions. The NWI maps indicate that the Battery Maritime Building is located within an area designated as estuarine, subtidal, open water (E10W). This designation generally applies to deep water areas in coastal estuaries.

Lands along the entire shoreline perimeter of Governors Island are classified as being within the 100-year floodplain. The southern and western shoreline and areas seaward are delineated in the zone of 100-year coastal flood with velocity (wave action). The Brooklyn Piers 7 and 8 area from the pierhead line to a short distance inland is classified as being within the 100-year floodplain. The Battery Maritime Building area is classified as being in the zone of 100-year coastal flood with velocity (wave action) from the shoreline seaward, past the pierhead line.

Terrestrial and Aquatic Ecology. On Governors Island, few natural features remain and available habitat for wildlife is limited. Little native vegetation exists on Governors Island. The vegetative cover consists primarily of ornamentals and other species typical of landscaping. The majority of wildlife species consist of birds. In addition, several small mammal species have been observed. Terrestrial vegetation and wildlife within the off-island study areas is very limited.

Upper New York Bay constitutes a portion of the Hudson-Raritan Estuary. Though this environment is stressed by impacts caused by the surrounding urbanization, it supports a diverse aquatic ecosystem typical of estuaries. The Hudson-Raritan Estuary supports a diverse benthic community and a wide variety of finfish species.

Endangered and Threatened Species and Critical Habitats. No critical habitats exist in the study area, nor have any sensitive plant or animal species recently been identified at these locations. The peregrine falcon (*Falco peregrinus*), a federally listed endangered species is known to exist in the vicinity of Governors Island. In addition, transient individuals, such as the endangered shortnose sturgeon (*Acipenser brevirostrum*) which is under NMFS jurisdiction, may also inhabit the study area.

Community Facilities. Governors Island contains a wide variety of community facilities which were used during Coast Guard occupancy. Public School 26 is an elementary school on the island; its staff was employed by the New York City Board of Education. The Support Center Fire Department was a Coast Guard operation employing 22 personnel. The police force on Governors Island during Coast Guard residency consisted of 10 Coast Guard personnel. Two ambulances and 90 medical personnel equipped the health services clinic during the Coast Guard's use of the island.

Off-island, the Manhattan study area is situated within Manhattan Community District (CD) 1. Public School (PS) 234 is located here. There are no Intermediate/Middle Schools in Community District 1. Public High Schools within Community District 1 include Satellite Academic, High School for Leadership and Public Service, Stuyvesant High School, High School for Economic and Finance Careers, and Murray Bergtraum High School. The New York City Fire Department facilities within the Manhattan study area include Engine No. 4 and Ladder No. 15 at 42 South Street, Engine No. 10 and Ladder No. 10 at 124

Liberty Street, and Marine Company No. 1 located at Pier 12 on the Hudson River. Police service in the study area is provided by the New York Police Department (NYPD) 1st Precinct and Mounted Troop A. The NY Downtown Hospital (affiliated with NYU Medical Center) is outside the study area.

The portion of Brooklyn School District 15 within the Brooklyn study area includes PS 29 and District 15 Collaborative High School. Intermediate/Middle School 293 lies just outside the study area. NYPD 76th Precinct, located at 191 Union Street, is the nearest police facility to the study area within Brooklyn Community District 6. New York Fire Department Facilities in the Brooklyn study area include Engine No. 224 at 274 Hicks Street; and Engine No. 204 at 299 DeGraw Street. Long Island College Hospital is in the study area; it has 516 patient beds and a total of 2,700 employees.

Open Space. The island's 172 acres consist of approximately 58 percent open space, or 100 acres total. Open space resources on Governors Island include: Fort Jay Parade Grounds, Nolan Park, Colonels Row Park (Village Green), Fort Jay Courtyard, Fort Jay Ramparts, Arsenal Courtyard, Windward Shore Esplanade, Leeward Shore Esplanade, South Battery, Great Lawn, South Point Park, Building 400 Courtyards, Dining Hall Yard, Capehart Yard, Cunningham Yard, Liberty Village Center Court, and Brick Village Court.

There are three areas of public open space in the Lower Manhattan study area. Battery Park is comprised of 23-acres, Bowling Green is comprised of 0.52 acres, and Vietnam Veterans Plaza is comprised of 0.73 acres. North of Battery Park, on the other side of Pier A, is the Robert F. Wagner, Jr. Park and Battery Park City esplanade within Battery Park City.

Open spaces within the Brooklyn study area include Van Voorhees Park (5.25 acres), Cobble Hill Park (0.55 acres), Pierrepont Playground (0.54 acres), and part of the Brooklyn Heights Promenade.

Urban Design and Visual Resources. The northern part of the island offers some of the most picturesque, historic open spaces to be found anywhere, made all the more striking by their proximity to the Manhattan skyline. The area is characterized by residential parklands, tree-lined streets, intimate courtyards, open meadows of the Parade Ground golf course and the masonry defenses of the fort. The island's northern portion contains significant site and streetscape elements, including site walls and fortifications, monuments, lighting, fencing, brick sidewalks and benches. The southern portion of the island generally lacks any civic character and is formidable to the pedestrian. With the exception of the tree-lined esplanade along the southeastern shore, there is no cohesive landscape structure, due to both the fragmented development patterns and harsh environmental conditions on this end of the island.

The urban space in the Manhattan study area is dominated by vehicular traffic, vehicular ferry queuing and pedestrian circulation, necessary for access to the Staten Island Ferry Terminal. The Piers 7 and 8 area on the Brooklyn waterfront are characterized by large shipping related structures such as piers, warehouse facilities, road salt storage, cranes, and shipping containers. Occasional views are afforded of Governors Island between warehouses, ships and shipping containers. View corridors down several streets running perpendicular to Columbia Street also afford views of the island.

Neighborhood Character. On Governors Island, the neighborhood character is quite diverse. The northern portion of the island comprising the Governors Island National Historic Landmark (GINHL) maintains the atmosphere of a small town, which is to a large degree organized by its open spaces. The southern portion of the island is relatively flat and its organization is in keeping with a modern military base. A number of

incrementally developed residential communities are situated around this portion of the island's perimeter. The southernmost portion of the island was occupied by the USCG's industrial uses.

The Manhattan study area consists of a mix of older and modern office towers, built full on their lot with their ground floors occupied by retail uses and lobbies. The very southern tip of Manhattan is occupied by open space and the main pedestrian-generating facility in the area–the Whitehall Ferry Terminal. The Brooklyn Study area encompasses a portion of the Brooklyn working waterfront as well as upland areas of the Carroll Gardens community. Public access to the waterfront is prohibited because of the ongoing industrial and transportation uses.

Infrastructure and Solid Waste. Water is supplied to Governors Island via two 6-inch mains from Manhattan and two 8-inch mains from Brooklyn, all of which arrive at the island through the Brooklyn-Battery Tunnel. Average daily water consumption when the island was inhabited by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd). Sewage is pumped to the Red Hook Water Pollution Control Plant (WPCP) through a 10-inch main under Buttermilk Channel. The estimated capacity of the 10-inch force main leading from Governors Island is approximately 2.7-2.8 mgd, which is sufficient to support a residential community of approximately 13,000 people. An estimated 9,459 tons of solid waste per year, or 26 tons per day, were generated on Governors Island during Coast Guard occupation. Consolidated Edison Company of New York, Inc. supplies electrical service to the island through transmission lines from the Brooklyn Battery Tunnel ventilator. Consolidated Edison owns the on-island gas distribution system; however, natural gas is supplied by a third-party gas supply company.

Within New York City, a grid of underground mains distributes some 1.5 billion gallons of water per day to consumers and fire hydrants. Sewage from the Brooklyn study area is processed at the Red Hook WPCP; sewage from the Manhattan study area is processed at the Newtown Creek WPCP.

Hazardous Materials. The Environmental Compliance Evaluation (ECE) conducted at Governors Island in 1993 identified no significant findings, such as those requiring immediate attention to prevent a threat to human health or the environment. Additionally, an Environmental Baseline Survey (EBS) was completed at Governors Island in 1997. The ~~ECE~~ EBS identified seventeen projects necessary to complete closure. All seventeen projects were completed, though some have led to additional studies and identified subsequent corrective actions needed to complete closure prior to disposition of Governors Island. All activities have either been completed or are in process.

Since the proposed project does not include any physical change to the Battery Maritime Building, hazardous materials would not be added or disturbed. In the Brooklyn study area, a review of Leaking Underground Storage Tank (LUST) incident reports has revealed that there are six LUST sites within approximately 0.5 miles of Piers 7 and 8. Clean-up on all has ceased, indicating compliance and/or completion of remedial activities.

Traffic and Transportation. During Coast Guard occupation, two ferries were used to access Governors Island from the Battery Maritime Building, one leaving each dock at 15-minute intervals. The roadway pattern on island is made up of a loop around the perimeter of the island, an internal loop and other small connector roads between the loops. The roadways are generally structurally sound. During Coast Guard occupation one shuttle bus looped the island every twenty minutes, making 18 stops. The island can be traversed on foot from the west to east side in approximately 8 minutes and from the north to south in approximately 18 minutes.

Slips 6 and 7 at the Battery Maritime Building have been used for ferry services to Governors Island. There is limited parking in the Battery Maritime area. Several New York City Transit Bus Routes terminate near the Battery Maritime Building— M1, M6, and M15. There are three subway stations in the immediate vicinity of the Battery Maritime Building which serve a total of six subway lines— South Ferry Station (1 and 9 lines), Whitehall Station (N and R lines), and Bowling Green Station (4 and 5 lines).

In the Brooklyn study area, the BQE/Gowanus Expressway is a significant limited access highway. A 10-year reconstruction of the Gowanus Expressway in this area is planned. On and off-ramps to the BQE are located immediately adjacent to the study site at Atlantic Avenue (northbound) and Columbia Street (southbound). Atlantic Avenue is the major east-west arterial providing access to the site, while Columbia Street is the major north-south collector roadway providing access to the site. A significant traffic generator in the study area is the Long Island College Hospital. The Brooklyn waterfront study area has no subway service. The closest line is the F and G at the Bergen Street stop, which is located more the six blocks from the waterfront.

Air Quality. National Ambient Air Quality Standards (NAAQS) and New York State Standards have been established for major air pollutants. The Clean Air Act of 1990 requires that each state submit a State Implementation Plan (SIP) to the USEPA for attainment of NAAQS. New York State is also committed to implementing area-wide and site-specific control measures to reduce CO levels. Additionally, the City of New York has developed *de minimis* criteria to assess the significance of project-related impacts on local air quality levels. These criteria set the minimum range in CO concentrations for mobile sources (roadway vehicles) that indicates a significant air quality impact. NYSDEC operates a network of monitoring stations throughout the state to measure ambient air quality. With the exception of ozone, there were no monitored exceedances of the NAAQS for the six pollutants at these monitoring sites in 1995.

Mobile Source Noise. Local environmental quality standards consider 65 dBA (L_{eq}) as "an absolute noise level that should not be significantly exceeded." Four locations were measured and 12 representative locations were modeled on Governors Island to determine existing ambient conditions. The dominant noise source at all the locations is wind noise, most prevalent on the north and northwest sides of the island. According to New York City CEPO-CEQR Noise Standards, the peak-hour level at one site is marginally unacceptable, and at three other sites is acceptable.

Three locations were measured in the vicinity of Piers 7 and 8 in Brooklyn to determine existing ambient conditions. A high level of noise exists at all locations, which is fairly typical in urban areas. The dominant noise source at the monitoring sites is local traffic noise, with background noise from the BQE adding to local roadway noise. According to New York City CEPO-CEQR Noise Standards, the peak hour L_{10} at two sites is marginally unacceptable, and at one site is acceptable.

Energy. Operational energy (heating, cooling, fans, water heating, lighting, power, and auxiliaries) for Governors Island has been drastically reduced since its closure, as the buildings on the southern portion of the island, south of Division Road, have had the heat shut off, with the systems drained and secured. The majority of the buildings on the northern portion of the island are being maintained in accordance with the Historic Landmark District Maintenance Plan, with utilities reduced to a maintenance level to prevent damage to the structures. The annual energy expenditure required to operate the island in its current state is approximately 6.4×10^9 BTUs (61,700 cubic feet)

for gas and 5.1 x 10^9 BTUs (1,497,600 kWh) for electricity, for a total of 11.5 x 10^9 BTUs.

Population And Housing. Until Governors Island was closed in August 1996, it was estimated that approximately 4,000 military personnel and their dependents lived there. There are no residents on the Island presently. A total of ~~55~~ 57 Coast Guard daytime employees commute to the Island daily to perform maintenance and security on the Island. All of the existing 803 family-housing units and 437 single-person units are vacant.

Population in the Manhattan study area surrounding the Battery Maritime Building, which includes census tracts 7, 9 and 13, totaled 941 people in 1990. Reflecting the number of offices in the study area, an estimated number of 219,185 commute to the study area every day. The population growth rate in Community Board 1, within which the study area is located, is the highest among the 59 Community Boards in the City.

Population in the Brooklyn study area surrounding Piers 7 and 8, which includes census tracts 3.01, 3.02, 5, 7, 45, 47, and 49, contained 21,121 residents in 1990. This represents a decline of 2.05 percent from 1980 to 1990. The age characteristics of the individual census tracts which comprise the study area indicate the predominance of a young adult population.

Economic Conditions. The revenue which the Coast Guard contributed to the City's local economy during Governors Island's full operation was substantially diminished by the Island's closure in 1996. At the present time, the contribution of Governors Island to the economy is minimal, confined to money spent to maintain and secure the Island.

The Battery Maritime Building is devoted to office space for the New York City Department of Transportation (NYCDOT) and the operation of Slips 6 and 7. The overall Manhattan study area contains offices, retail stores and restaurants that cater to over 200,000 people who work in this area. There are also thousands of tourists who visit Lower Manhattan. The larger downtown Manhattan office market contains more than 20 million square feet of office space.

Brooklyn Piers 7 and 8 are identified as part of the Red Hook Container Port, under the jurisdiction of the Port Authority. Piers 7 and 8 contain break-bulk operations and storage space for containers of cocoa, coffee, and lumber. The upland portion of the pier, to Columbia Street, is leased to the Long Island College Hospital for parking on a month-to-month basis. The Brooklyn study area upland from the waterfront is predominantly residential.

Land Use. Housing comprises more than 50 percent of the building floor area on Governors Island. The large number of residents formerly on Governors Island during USCG occupancy supported a number of community facilities, which made up 12 percent of the building area on the island. Administrative functions for the Coast Guard were housed in several office buildings which make up 15 percent of island uses. Commercial establishments make up four percent of uses located on the island including a motel, a commissary, and a fast food restaurant. Industrial and storage uses are located primarily on the southeastern part of the island, comprising seven percent of the island total. In addition to the built environment, a significant portion of the island is used for open space purposes, including a nine-hole golf course, ball fields, paved tennis courts and a swimming pool.

The Battery Maritime Building contains both transportation and office uses. Uses along the Manhattan waterfront within the study area are predominantly transportation-oriented, as well as an open space land use, Battery Park. Office buildings are by far the predominant land use in the Lower Manhattan study area. This area includes the New York's financial district, focused on Wall Street. Retail in the study area is primarily comprised of

ground-floor commercial uses. Open space areas include Vietnam Veterans Plaza and Bowling Green. The only significant vacant parcels in the study area are both on William Street, at Liberty and Beaver Streets.

The waterfront area in the Brooklyn study area is dominated by transportation uses, as the shore is lined with piers which are generally used for shipping. The area also contains many industrial uses. This use generally dominates the first block inland from the piers. East of the waterfront industrial area along the piers, the study area is primarily residential, consisting mainly of walk-up multiple-family housing. This neighborhood has been both physically and visually separated by the BQE from the rest of Brooklyn to the east. This neighborhood supports many institutional uses, the most significant of which is Long Island College Hospital.

Zoning. Under the New York City Zoning Resolution, Governors Island is zoned entirely as "R3-2", intended for low-density residential uses. Many of the structures on Governors Island meet these zoning requirements. The Battery Maritime Building in Manhattan is located within the M1-4 zoning district, intended for light industrial uses. The entire remainder of the study area is zoned for commercial uses. Piers 7 and 8 in Brooklyn ~~is~~ are located within the M2-1 zoning district, intended for medium performance industrial uses. Moving inland from the M2-1 zone, M1-1 zoning is found, which permits light industrial uses. Beyond the M2-1 and M1-1 zones, the study area is dominated by R6 residential zoning.

Waterfront Planning and Zoning. Waterfront structures on Governors Island include a seawall which completely surrounds Governors Island. There are three large piers located along Buttermilk Channel: Yankee Pier, Tango Pier, and Lima Pier. There are also two smaller piers (Piers 101 and 102) and a dock (Omaha Dock.) The two ferry slips located on the Island are at the north end at Soissons Dock, adjacent to the Ferry Terminal Building. Slip 6 and Slip 7 at the Battery Maritime Building share a dock, but have separate transfer bridges. The City of New York owns the building and the slips, while the USCG leases and maintains the slips, waiting room, dock and machinery. To the west of the Battery Maritime Building are the Whitehall Ferry Terminal (for the Staten Island Ferry), the Coast Guard Marine Inspection Office, Battery Park, and Battery Park City.

The northern part of the Brooklyn study area waterfront contains the Brooklyn Piers. Owned by the Port Authority of New York and New Jersey, Piers 1-6 contain steel sheds used for short-term storage. Pier 6 is leased for maritime support services and parking. South of Piers 7 and 8, Piers 9A and 9B are included in the Red Hook Container Port, which is under the jurisdiction of the Port Authority. These piers are active, used for delivery and storage of goods.

Waterfront Policies. Policies regarding waterfront activities were investigated, including:

The *Waterfront Revitalization Program (WRP)* (1982), which established a Coastal Zone Boundary within which all projects were to be reviewed for consistency with the established policies (Governors Island is not included within the coastal zone. The State of New York's Coastal Zone Management Program contains 44 policies from which the 12 in the WRP are adapted. In 1997 a revision to the WRP was proposed to create a more manageable number of policies. <u>It is expected that the new policies will be adopted by New York City prior to the close of 1998.</u>

The *New York City Comprehensive Waterfront Plan (CWP)* (1992) established a long range vision for the shoreline's future development as well as calling for specific waterfront plans for each of the boroughs.

Plan for the Manhattan Waterfront (1993) and *Plan for the Brooklyn Waterfront* (1994) established specific waterfront plans for these boroughs.

Waterfront Zoning. Under the New York City Zoning Resolution, there are additional restrictions on waterfront properties in Article VI, Chapter 2, "Special Regulations Applying in the Waterfront Area." This article further regulates the waterfront area in terms of bulk, use, access, parking and loading and design standards.

Historic/Cultural Resources. Governors Island has a long history, including being a fortification for defense of New York Harbor, an embarkation point for soldiers being sent to the Mexican War, World War I, and World War II; headquarters of the First U.S. Army; and headquarters of the Coast Guard Support Center New York. The northern portion of the island is listed in the National Register of Historic Places as a National Historic Landmark. The nomination form states that the Governors Island National Historic Landmark (GINHL) district derives its significance largely from the island's role as a major component in the defense system of New York Harbor. It is also significant for its role as a major Army administrative center for nearly a century. The northern portion of the island is also a designated NYC landmark.

From prior research it is clear that within the limits of the GINHL district, subsurface cultural remains are extant in varying levels of context and integrity. On the remainder of the island, the likelihood of intact significant archeological deposits is considered to be low, due to the late date of creation of this portion of the island and the numerous episodes of construction, alteration, and reconstruction.

ENVIRONMENTAL CONSEQUENCES

Disclosure of environmental consequences represents the analysis component of the FEIS. A tabular summary of the adverse and beneficial impacts associated with the project alternatives and the associated land use options is located at the end of this section. Environmental consequences that may result from the implementation of either the Action Alternative (disposition of Governors Island, the preferred alternative) or the No Action Alternative (retention of Governors Island) are assessed for the year 2002 because of GSA's mandate to dispose of Governors Island no earlier than fiscal year 2002. This year represents the "action" year for the project alternatives.

For the land use options developed in conjunction with the Action Alternative (disposition of Governors Island, the preferred alternative), GSA has determined that a time horizon of approximately ten years from now, or the year 2008, is a reasonable estimate of the necessary time for another party to implement these options on Governors Island. The year 2008 year represents the "analysis" year for the land use options. The exception to this is the Phase-In Option, in which existing facilities would be reused as is, thus not requiring significant advance time for implementation. For this option the year 2002 was used as the analysis year.

Any mitigation related to the impacts resulting from the administrative act of disposition of Governors Island would be the responsibility of GSA. However, unlike many EIS's in which mitigation measures are binding or require a commitment to undertake those measures, the mitigation measures identified in connection with the land use options are not legally enforceable commitments. This is because **GSA itself has no intention of implementing any of the land use options, and only intends to transfer the property to another party who would determine the island's ultimate land use.** Mitigation measures pertaining to the land use options are generally provided at a concept level

and as recommendations only. A tabular summary of recommended mitigation measures is provided at the end of this section.

No Action Alternative

Under this alternative, the Federal government would continue to own Governors Island after 2002. The island would remain vacant except for the visiting maintenance and security crews. Maintenance of the Governors Island National Historic Landmark (GINHL) district would continue in accordance with the Programmatic Agreement. Since the island would remain in Federal ownership, the island would continue to be exempt from state and local taxes. The retention of the Island would represent a potential loss to the Federal Government of the fair market value that could be obtained through the sale of the island, as well as the yearly recurring cost of caretaker maintenance for the island. This cost would represent an adverse impact. Because the provision of standard maintenance (caretaking) is included in this alternative, no significant impact to historical and cultural resources in the GINHL would be created.

The continued withholding of public access and use of the island would not constitute a change from present conditions and thus would not be an adverse impact. The No Action Alternative would prevent GSA from meeting their mandates under either the Balanced Budget Act of 1997 or the Federal Property Administrative Purposes Act of 1949 (FPAS). The Balanced Budget Act and FPAS directives necessitates the disposal of Governors Island as soon after the year 2002 as feasible. Failure to do so would constitute a departure from GSA's mission and would represent an adverse impact.

The retention of Governors Island would not have any direct effect on the physical, biological or man-made environment. Such effects would only occur as a result of the island's future reuse by a party other than GSA.

Action Alternative (The Preferred Alternative)

Disposition to New York State and/or New York City. In this scenario, Governors Island would be disposed of to New York State or New York City (NYS and/or NYC) for fair market value as soon as the year 2002. The responsibility of continued preservation and maintenance of the National Register Landmark District would be transferred to NYS and/or NYC along with the island's title. Generally, properties owned by New York State or New York City do not generate tax revenue. Under this Action Alternative scenario, the change in public ownership would not necessarily constitute an increase in tax revenue for the city or state. The possibility does exist, however, that NYS and/or NYC would create an arrangement on the island where some land uses would be privately sponsored and would pay taxes. Similarly, if the island is disposed of to NYS and/or NYC the burden of providing services on the island would fall to local government. Transfer of the island to NYS and/or NYC could enable public access to a portion of the city previously unavailable to visitors and possibly create additional open space for the city. It is not anticipated that the addition of Governors Island to the New York City real estate market would adversely affect prices for comparable properties, as the current real estate market is strong and Governors Island possesses unique characteristics (size, location, existing facilities). Under the Action Alternative, the sale of Governors Island for fair market value would result in the Federal government realizing a monetary gain. Additionally, the Federal government's responsibility for caretaking on the island would cease and the annual recurring expense for caretaking would end. The disposition of Governors island would, to the maximum extent practicable, be consistent with the Coastal Management Program in accordance with section 307 (c) (1) of the Coastal Zone Management Act. The administrative act of disposing of Governors Island to NYS and/or NYC does not have any direct effect on the physical, biological or man-made environment.

Disposition to Another Entity. Under the second scenario associated with the Action Alternative, Governors Island would be disposed of to an entity other than NYS and/or NYC for fair market value. The continued preservation and maintenance of the GINHL district would be an obligation transferred along with the island's title. Disposition to an entity other than NYS and/or NYC under the Action Alternative would be beneficial in terms of the creation of new tax ratables within New York City. Additionally, if profit-generating uses occur on the island, these uses would generate sales or corporate taxes, which would accrue to New York State and New York City. Provision of police, fire and other municipal services to Governors Island would be necessary, the cost of which could be offset to some degree by taxes. The possibility exists that the island could be disposed of to a not-for-profit institution at fair market value, or some combination of not-for-profit and private entity. In this case the not-for-profit institution would be exempt from paying taxes. This could result in a burden to local services without commensurate tax relief. A Payment in Lieu of Taxes (PILOT) could offset this burden. Under this scenario, the Federal government would realize the financial gains generated from sale of the island, as well as yearly savings of $6 million a year to maintain the island. The disposition of Governors Island would, to the maximum extent practicable, be consistent with the Coastal Management Program in accordance with section 307 (c) (1) of the Coastal Zone Management Act. The administrative act of disposing of Governors Island to NYS and/or NYC does not have any direct effect on the physical, biological or man-made environment.

Land Use Options 2008

In conjunction with the 2002 Action Alternative (disposition of Governors Island by the Federal government, the preferred alternative), a number of potential land use options have been examined for the year 2008, when it is anticipated that reuse would be implemented. The following narrative describes each land use option and the projected impacts and benefits associated with their implementation by a party other than GSA.

1. Reuse Option. This option is based on reusing as many buildings as is feasible and marketable for their former use, while expanding and upgrading the open space for public recreation. The option includes approximately 1,100 residential units, housing 3,916 residents.

The GINHL would serve as the focal point of this plan featuring interpretive museum uses of the historic forts, permanent and transient residences in and around Nolan Park and Colonel's Row, and the reuse of the many community facilities. To attract visitors and facilitate a permanent population, the north ferry and arsenal areas would be assigned to mixed-use development consisting of small hotels, retail establishments, and restaurants. The southern portion of the island would remain residential with an active recreational public park. The industrial complex would be removed and the South Park expanded and improved.

The Reuse Option requires minimal changes to the existing infrastructure. Residents would be allowed to park on the island and bring their vehicles on and off the island via ferry to the Battery Maritime Building in Manhattan.

Geology, Topography, Seismic Activity, and Soils. Implementation of the Reuse Option would not result in any impacts to geologic resources on Governors Island or in the off-island study areas.

Wind and Climate. Implementation of the Reuse Option on Governors Island or at Brooklyn Piers 7 an 8, would not affect the regional wind or climate experienced on the island. However, wind and climate should be a consideration in the design and planning for the island to minimize the effects on inhabitants of the island.

Water Quality. Total impervious area, and associated pollutant loadings, are expected to decrease under the Reuse Option.

Therefore, existing water quality in the vicinity of Governors Island and the off-island sites would not be adversely effected and could improve as a result of implementing this option.

Wetlands. Implementation of the Reuse Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Terrestrial and Aquatic Ecology. Implementation of the Reuse Option on Governors Island could create a minor impact to aquatic ecology adjacent to the island or in the off-island study areas. Implementation of new marina facilities could temporarily affect aquatic habitats and/or species that frequent the area, however these effects would be small in size and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities from this option.

Endangered and Threatened Species and Critical Habitats. Implementation of the Reuse Option on Governors Island could create a minor impact to endangered and threatened species and critical habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. For these reasons, there could be minor changes in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

Community Facilities and Services. Implementation of the Reuse Option on Governors Island would not adversely impact educational services on-island or within the Manhattan and Brooklyn study areas. Implementation of this option would create demand for additional life/safety services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Reuse Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. This Option would increase available public open space within NYC.

Urban Design and Visual Resources. Implementation of the Reuse Option on Governors Island would not adversely impact urban design or visual resources on-island or in any of the project study areas.

Neighborhood Character. Implementation of the Reuse Option on Governors Island would not adversely impact neighborhood character resources on-island or in any of the project study areas.

Infrastructure and Solid Waste. Implementation of the Reuse Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas. Infrastructure systems on-island are sufficient of meeting the demand created by this option

Hazardous Materials. Implementation of the Reuse Option on Governors Island would not adversely impact hazardous materials on-island or in any of the project study areas. If dredging were required for the establishment of marina facilities, and dredging spoils were determined to be contaminated, this could result in a significant impact.

Recommended mitigation for the above impact could include the exclusion or reduction of new marina facilities if dredging was required, (and any associated dredging if necessary) from this option.

Traffic and Transportation. Implementation of the Reuse Option on Governors Island would not create adverse impacts to the transportation network on the Island. The addition of new vehicles accessing the island via the Battery Maritime Building in Manhattan would impact traffic on the roadway network in this off-island study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the AM and PM peak periods with the introduction of the Reuse Option to the Manhattan study area.

In the Manhattan study area, mitigation measures would need to be supplied by future parties as part of the project to avoid significant traffic impacts and allow traffic operations to continue at or near the levels at which they would operate without the project. Recommended mitigation in conjunction with this option in Manhattan includes the addition of an exclusive left turn lane on Water Street, the addition of an exclusive right turn lane on Broad Street, changes to pavement striping and reallocation of six seconds of green time to the westbound phase on the Broad/Water Street intersection.

Air Quality. Implementation of the Reuse Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Mobile Source Noise. Implementation of the Reuse Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas.

Energy. Implementation of the Reuse Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas. Sufficient energy resources exist to meet the demands of this Option.

Socioeconomic Conditions. The implementation of the Reuse Option will introduce a new population to Governors Island and the Manhattan study area. While substantial in number and distinct in income, this change is not expected to create a significant adverse socioeconomic impact due to the physical separation of the island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Land Use, Zoning, and Public Policy. Since this Option contemplates the reuse of existing facilities it would not have adverse impacts to land use, zoning, or public policy.

Waterfront Planning and Zoning. The Reuse Option would conform to local waterfront planning and zoning regulations. Accordingly, there would be no adverse environmental impacts.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts provided that alterations are made in accordance with the *Governors Island Preservation and dDesign Manual.* Reuse of areas outside the GINHL district would not be expected to have a negative impact on buildings within the GINHL. Removal of buildings in the GINHL, within sites of potential archeologic sensitivity may represent an adverse impact to cultural resources. However, any alterations in this district would need to comply with the provisions of the *Governors Island Preservation and Design Manual* and as such, would not create significant impacts.

2A. Academic Option. Governors Island's open space, athletic fields, and buildings readily lend themselves to academic or institutional uses. Without significantly altering the general layout of the island or the existing structures, a university

campus could be created, with academics physically located at the center of the program. The Academic Option assumes the use of the island by a four-year institution of approximately 4,000 students.

Classroom and library facilities would be centrally located on the island, and residential space for students and faculty would be distributed throughout the island with little change from the former layout. The Arsenal District and area surrounding the ferry landing would be reserved for administration and student services. Other student activities and community facilities would be located near a new east ferry landing.

On the southern portion of the island, the existing housing would be reused as dormitories. Research labs and athletic facilities would be accommodated in mostly new construction. A major new indoor sports center would be built adjacent to ballfields, basketball courts and an open landscape setting.

Open spaces would be enhanced with the use of trees and minor changes in the street layout to create an academic, campus-like atmosphere. The use of passenger cars on the island would be limited.

Geology, Topography, Seismic Activity, and Soils. Implementation of the Academic Option would not result in any impacts to geologic resources on Governors Island or in the off-island study areas. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils would be disturbed during construction activities, however, implementation of a soil erosion and sedimentation plan during construction activity on Governors Island would minimize impacts to topography and soils.

Wind and Climate. Implementation of the Academic Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Water Quality. Implementation of the Academic Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and associated pollutant loadings would decrease from existing conditions.

Wetlands. Implementation of the Academic Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Terrestrial and Aquatic Ecology. Since the Academic Option involves only minor improvements to on-island marina facilities, impact to aquatic ecology adjacent to the island and the off-island study areas would be minimal. Implementation of new marina facilities could temporarily affect aquatic habitats or species that frequent the area. These changes, however, would be temporary or minimal. In some instances, new aquatic habitats could be created, resulting in a beneficial impact

Endangered and Threatened Species and Critical Habitats. Implementation of the Academic Option on Governors Island would not result in impacts to endangered and threatened species and critical habitats.

Community Facilities and Services. Implementation of the Academic Option on Governors Island would create demand for additional life/safety services on-island. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or a Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Academic Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. This Option would increase public open space within NYC.

Urban Design and Visual Resources. Implementation of the Academic Option on Governors Island would not adversely impact urban design or visual resources on-island or in any of the off-island study areas. The reuse of the island as an academic campus is in keeping with its existing physical form.

Neighborhood Character. Implementation of the Academic Option on Governors Island would not adversely impact neighborhood character on Governors island or in any of the off-island study areas.

Infrastructure and Solid Waste. Implementation of the Academic Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas. Infrastructure systems on-island are sufficient to meet the demands created by this Option.

Hazardous Materials. Since clean-up and remediation of all identified sites would be completed previous to implementation of the Academic Option, and no dredging is anticipated, there would be no adverse impacts to hazardous materials on Governors Island.

Traffic and Transportation. Implementation of the Academic Option on Governors Island would not adversely impact traffic on-island or in any of the project study areas.

Air Quality. Implementation of the Academic Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Mobile Source Noise. Implementation of the Academic Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas.

Energy. Implementation of the Academic Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas. Sufficient energy resources exist to meet the needs of this Option.

Socioeconomic Conditions. The introduction of a 4,000-student university is not expected to create a significant adverse socioeconomic impact. This population will in fact be less than he level maintained by the USCG during their tenure on the island.

Land Use, Zoning, and Public Policy. Implementation of the Academic Option would not adversely impact land use, zoning, or public policy on Governors Island or within the Manhattan study area.

Waterfront Planning and Zoning. Implementation of the Academic Option would not result in adverse impacts to waterfront planning and zoning policies.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts provided that alterations are made in accordance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL would not be expected to have a negative impact to archeological or architectural resources within the GINHL, provided that proposed classroom and library buildings immediately south of Division Road are visually compatible with the historic character of the district. Removal of buildings in the GINHL within sites of potential archeologic sensitivity may represent an adverse impact to cultural resources. However, any alterations in this district would need to comply with the provisions of the *Governors*

Island Preservation and Design Manual. Accordingly, no significant impacts would be created.

2B. Academic Option With NYC Proposal For a Casino. In conjunction with the Academic Option, New York City requested (during the environmental scoping period) that GSA investigate the implications of a casino on Governors Island. It should be noted that a casino is not presently a legal use in New York State. This land use option includes a casino, hotel, and an academic institution of approximately 4,000 students. This option would be similar to the Academic Option described above except that the student housing would be decreased and the faculty housing would be increased.

The casino and hotel would be constructed at the southern tip of the island. The casino would include approximately 100,000 square feet for gaming areas, and an additional 150,000 square feet for retail and administrative areas. A 660,000 square foot hotel would provide 1,000 rooms, and 100,000 square feet of conference space in close proximity to the casino.

This option, unlike the other land use options considered within this document, has assumed that a range off-island debarkation points would be used to access the casino/hotel facility rather than a Manhattan and Brooklyn origin alone. This was assumed because of the magnitude of the regional attraction that a facility of this type would become. In addition to assuming that visitors would use the Battery Maritime Building and a site on the Brooklyn Waterfront to access the island, seven additional locations were identified for ferry access. This would have the benefit of distributing users to a larger network and decreasing impacts at any one site. Additional debarkation locations considered for this option include:

- Port Imperial, NJ (existing)
- Hoboken, NJ (existing)
- Harborside, NJ (proposed)
- St. George, Staten Island (existing)
- Hunters Point, Queens (existing)
- Stamford, Connecticut (proposed)
- Nyack Area, Rockland County, NY (proposed)

Geology, Topography, Seismic Activity, and Soils. Implementation of the Academic Option with NYC Proposal for a Casino would not result in any impacts to geologic resources on Governors Island. Topography and soils, however, would be disturbed during implementation activities. Implementation of a soil erosion and sedimentation plan on Governors Island and the Piers 7 and 8 area in Brooklyn would minimize impacts to topography and soils. No other mitigation would be necessary.

Wind and Climate. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Water Quality. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with this option would decrease from existing conditions.

Wetlands. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Terrestrial and Aquatic Ecology. Implementation of the Academic Option with NYC Proposal for a Casino could create a minor impact to aquatic ecology adjacent to the island or in off-island study

areas. Implementation of new marina facilities could temporarily affect aquatic habitats and or species that frequent the area. However, these changes would be small in area and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact. Recommended mitigation for this impact could include the exclusion or reduction of new marina facilities and any associated dredging if necessary for this option.

Endangered and Threatened Species and Critical Habitats. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island could create a minor impact to endangered and threatened species and critical habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. If dredging was necessary and the spoil were found to be contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. For these reasons, there could be minor changes in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

Community Facilities and Services. Implementation of the Academic Option with NYC Proposal for a Casino would create demand for additional life/safety services on Governors Island as well as at the off-island debarkation areas. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. This option would increase the available amount of open space in NYC.

Urban Design and Visual Resources. The implementation of this option would constitute a substantial change to the urban design and visual quality of Governors Island. These changes, however, would not create a negative impact. The implementation of a 1,200-space garage along the Brooklyn waterfront associated with the transport of visitors to the island would result in a significant impact to urban design and visual quality. In order to mitigate the potential impact, the single, large-footprint garage suggested in conjunction with this option could be developed as several smaller garages whose placement respects view corridors down streets that run perpendicular to the waterfront. Alternatively, smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location.

Neighborhood Character. The addition of a casino and its ancillary facilities and the activity associated with this facility on Governors Island would create a minor impact to the island's neighborhood character. The addition of a 1,200-space parking garage to the Piers 7 and 8 area of the Brooklyn waterfront would result in a significant impact to the neighborhood character of this area. In order to mitigate the significant impact to the Brooklyn study area, the size of the parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and distributing smaller parking areas within a reasonable distance of the ferry facility. Users could either walk to the ferry or use a jitney bus established for

this facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. These smaller sites would not have nearly as significant an impact as one larger, centralized facility. Finally, ferry access might be not permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the casino/hotel, exclusive of a Brooklyn location. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront.

Infrastructure and Solid Waste. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas. Infrastructure systems on-island are sufficient to meet the demand generated by this Option. Solid waste generated by this option would be in excess of the amount formerly generated by the Coast Guard. This however does not constitute an impact.

Hazardous Materials. If dredging were required to implement marina or ferry terminal facilities, a significant impact could be created by the disposal of dredging spoils. Recommended mitigation for the above impact could involve the exclusion or reduction of new docking facilities (and any associated dredging if necessary) from this option.

Traffic and Transportation. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not create adverse impacts to the transportation network on the island. The addition of new vehicles accessing the Battery Maritime Building ~~Manhattan~~ would impact traffic on the roadway network in the Manhattan study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the Off-Peak and Weekend periods with the introduction of the Academic Option with NYC Proposal for a Casino to the Manhattan study area. Within the Brooklyn study area, impacts in the form of degradation in levels of service (LOS) during both the Evening and Saturday periods would be expected without the implementation of mitigation measures.

Since no impacts to traffic on Governors Island have been identified, no mitigation is recommended. Within the Manhattan study area, mitigation measures would need to be supplied by future parties as part of the project to avoid significant traffic impacts and allow traffic operations to continue at or near the levels at which they would operate without the project. Recommended mitigation in conjunction with this option in Manhattan includes the addition of an exclusive right turn lane on Broad Street and changes to pavement striping. Recommended mitigation in conjunction with this option in Brooklyn includes construction of a three-phase traffic signal at Columbia/Congress Streets, re-striping of Congress Street, construction of a new driveway on Congress Street, inclusion of advanced eastbound left turn phase at Atlantic Avenue and Hicks Street, and changes in signal timing during the evening peak period at the intersections of Atlantic Avenue/Columbia Street and Columbia Street/ BQE ramps.

Air Quality. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact air quality on-island or in the Manhattan and Brooklyn study areas.

Mobile Source Noise. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact noise levels on-island or in any of the project study areas.

Energy. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely

impact energy resources on-island or in any of the project study areas. Sufficient energy resources exist to meet the demands of this Option.

Socioeconomic Conditions. The introduction of this new visitor population, while substantial in number, is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan and Brooklyn, and because a substantial number of tourists and workers currently visit Lower Manhattan. Additionally, the majority of visits associated with the casino will be during off-peak hours.

Land Use, Zoning, and Public Policy. The Academic Option with NYC Proposal for a Casino would create a significant adverse impact to public policy since the creation of the 1,200-space garage on the Brooklyn waterfront would be inconsistent with the New York City Waterfront Revitalization Program, which designates this area a Significant Maritime Industrial Area (SMIA). Recommended mitigation for this impact could include the creation of parking in an area other than the Significant Maritime Industrial Area (SMIA) with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations throughout the region to transport visitors to the island.

Waterfront Planning and Zoning. The implementation of this option involves the creation of a 1,200 space parking facility. This would potentially displace water-dependent industrial uses from the Brooklyn waterfront and would be inconsistent with the LWRP. This constitutes a significant impact. Recommended mitigation for this impact could include the creation of parking in an area other than Piers 7 and 8 with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations throughout the region to transport visitors to the island.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts provided that alterations are made in accordance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL district is not expected to have a negative impact on the historic district. Although the addition of the casino and hotel to the island introduce a building form to the island that has not previously existed, its location at the extreme southern end of the island ameliorates any impact this addition would have on the GINHL.

3. Recreation Option. The Recreation Option involves demolition of most of the buildings on the southern end of the island. This option allows the maximum amount of public open space and recreational activity. The Historic District under this option would serve primarily as a conference center, hospitality facility, and transient housing. Destination restaurants, entertainment, and retail uses would enliven the Arsenal District near the ferry landing. A new South Park would encompass the entire island south of Division Road. The total area of the park would be approximately 70 acres, and would include numerous ballfields and courts, a golf course, marina and trails, and an interpretive salt marsh and tidal basin.

Minimal improvements to the island's infrastructure are required. The use of passenger cars on the island would be limited, with access to the island occurring via ferry from the Battery Maritime Building.

Geology, Topography, Seismic Activity, and Soils. Implementation of the Recreation Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent

adverse impacts. Topography and soils, however, would be disturbed during construction activities. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island would minimize impacts to topography and soils.

Wind and Climate. Implementation of the Recreation Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Water Quality. Implementation of the Recreation Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Recreation Option would decrease from existing conditions.

Wetlands. The Recreation Option provides for the construction of a tidal basin with an interpretive salt marsh that would enhance the value of the area to various biota and wildlife and result in a net increase in wetlands. No wetlands would be impacted in either of the off-island study areas.

Terrestrial and Aquatic Ecology. The construction of a salt marsh and tidal basin described for the Recreation Option would presumably increase the likelihood that some species of flora and fauna typically associated with this type of habitat would colonize the area and/or use it as a potential spawning or feeding area. However, due to the limited scale of the created wetland habitat, the ecological relationships of the biota in this vicinity are not expected to be altered significantly. This option could also create a minor impact to aquatic ecology by the implementation of new marina facilities. These facilities could temporarily affect aquatic habitats and/or species that frequent the area. However, these changes would be small in area and temporary and/or minor. Recommended mitigation for this minor impact could include the exclusion or reduction of new marina facilities and any associated dredging if necessary from this option.

Endangered and Threatened Species and Critical Habitats. Implementation of the Recreation Option on Governors Island could create a minor impact to endangered and threatened species and critical habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. Because of the conceptual nature of the land use options, it is not clear if dredging would actually be necessary. For these reasons, there could be a change in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

Community Facilities and Services. Implementation of the Recreation Option on Governors Island would create demand for additional life/safety services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision.

Open Space. Implementation of the Recreation Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. Given the focus of this land use option on active and passive open spaces on the island, there would be a positive benefit to area open space resources resulting from the Recreation Option.

Urban Design and Visual Resources. The urban design character and visual quality of the island would not be adversely affected by the implementation of this land use option.

Neighborhood Character. There would be no impacts to neighborhood character resulting from the implementation of the Recreation Option.

Infrastructure and Solid Waste. Implementation of the Recreation Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Hazardous Materials. All environmental remediation activities will have been completed on Governors Island prior to it reuse. As a result, there will be no impact to hazardous materials. If dredging were required to implement marina facilities and spoils were determined to be contaminated, a significant impact could be created by the disposal of the spoils. Recommended mitigation for the above impact could involve the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

Traffic and Transportation. Implementation of the Recreation Option would not adversely impact traffic on-island or in any of the project study areas.

Air Quality. Implementation of the Recreation Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Mobile Source Noise. Implementation of the Recreation Option on Governors Island would not adversely impact noise levels on-island or in any of the off-island project study areas.

Energy. Implementation of the Recreation Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas. Sufficient energy resources exist to meet the demands of this Option.

Socioeconomic Conditions. The introduction of this new population is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Land Use, Zoning, and Public Policy. The Recreation Option would not have any impacts to land use, zoning, or public policies.

Waterfront Planning and Zoning. There would be no impacts to waterfront planning and zoning associated with the Recreation Option.

Historic/Cultural Resources. Removal of 23 non-contributing resources and a non-contributing portion of Building 400 G is not expected to have a negative impact; neither is refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

The Recreation Option could impact archeological resources where removal and new construction is proposed along Kimmel Road. Additions to Building 25, one of the earliest buildings within the GINHL district, could also negatively impact archeological resources. However, any alterations in this district would need to comply with the provisions of the *Governors Island Preservation and Design Manual* and as such, would not create significant impacts.

4. Mixed-Use Option. This option would strike a balance between new residential development and the creation of a large public park at the southern end of the island. A low-rise, 2,000-unit neighborhood would be located directly south of Division Road,

with a 35 to 40-acre public park situated at the southern end of the island. Nearly all structures south of Division Road would be demolished, including roads and utility corridors.

As in the Recreation Option, the Historic District would be developed with a large international conference complex and supplemental hospitality and transient housing uses, and the Arsenal District would become a mixed-use area.

A proposed total of 2,400 residential units on the island would present significant transportation demands. Vehicular ferry service and associated parking would require an alternative off-island location to the Battery Maritime Building, such as the Pier 7 and 8 area of the Brooklyn waterfront. An estimated 2,400 parking spaces would be needed.

Geology, Topography, Seismic Activity, and Soils. Implementation of the Mixed Use Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island would minimize impacts to topography and soils.

Wind and Climate. Implementation of the Mixed Use Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Water Quality. Implementation of the Mixed Use Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Mixed Use Option would decrease from existing conditions.

Wetlands. Implementation of the Mixed Use Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Endangered and Threatened Species and Critical Habitats. Implementation of the Mixed Use Option could create a minor impact to aquatic ecology adjacent to the island or in off-island study areas. Implementation of new marina facilities and/or dredging could temporarily affect aquatic habitats and or species that frequent the area. However, these changes would be small in area and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact. It should be noted, however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary. Recommended mitigation for the minor impact could include the removal of new marina facilities from this option or the development of marina facilities in a location and quantity that do not require dredging.

Community Facilities and Services. Implementation of the Mixed Use Option on Governors Island would create demand for additional life/safety and educational services. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of public schools and additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Mixed Use Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. Active and passive open space provided on-island exceeds local planning goals.

Urban Design and Visual Resources. There would be no significant adverse impacts to urban design or visual resources on-island under this option. The addition of a 2,400 space garage of this magnitude along the Brooklyn waterfront would create a significant impact to the area's urban design and visual quality. The 2,400 space garage would block a large section of waterfront where views previously existed. The garage would constitute a major adverse impact to the future 2008 baseline year design context. In order to mitigate this potential impact, the single large footprint garage could be developed as several smaller garages whose placement respects view corridors down streets that run perpendicular to the waterfront. Alternately, smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location. Finally, the parking ratio of one vehicle storage space per on-island residential unit could be lowered or eliminated altogether, reducing the necessity for significant amounts of new parking off-island.

Neighborhood Character. The addition of a 2,400 space garage to waterfront in the Brooklyn study area would result in a significant adverse impact to neighborhood character. The parking facility would significantly change the physical and visual environment, block waterfront views, create additional traffic, and potentially displace maritime related uses. In order to mitigate this impact, the size of the parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and or distributing smaller parking areas within a reasonable distance of the ferry facility. Users could either walk to the ferry or use a jitney bus established for this facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. Finally, ferry access might not be permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the island. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront.

Infrastructure and Solid Waste. Implementation of the Mixed Use Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas. The capacity of existing infrastructure systems is sufficient to meet the demands generated by this Option.

Hazardous Materials. If dredging were required to implement marina or ferry terminal facilities, a significant hazardous materials impact could be created by the disposal of contaminated dredging spoils. The construction of docks and piers on Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. Recommended mitigation for the above impact could involve the exclusion or reduction of new docking facilities (and any associated dredging if necessary) from this option.

Traffic and Transportation. Implementation of the Mixed Use Option on Governors Island would not adversely impact traffic on-island. Traffic circulation, pedestrian access, and transit use associated with the Mixed Use Option in the Brooklyn study areas would in all instances result in conditions less intensive than those described for the worst-case option for each location and peak period which were identified under the Reuse option, Maximum Development Option, and the Academic Option with NYC proposal for a Casino. It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand.

Air Quality. Implementation of the Mixed Use Option on Governors Island would not adversely impact air quality on-

island. Air quality effects associated with this Option in the off-island study areas would in all instances result in conditions less than those described for the worst-case condition, which was identified under the Maximum Development Option.

Mobile Source Noise. Implementation of the Mixed Use Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas. Since it has been determined that the noise level increases under the Maximum Development Option, which represents the worst-case condition, would not represent a significant impact, any increases in noise levels associated with this less intensive Option (Mixed Use Option) would also not have significant impacts.

Energy. Existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities, as well as construction of additional buildings associated with this Option. Implementation of the Mixed Use Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Socioeconomic Conditions. The introduction of this new residential and visitor population, while substantial in number, is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan and Brooklyn, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Land Use, Zoning, and Public Policy. The implementation of this option would constitute a significant impact to public policy as it locates a non-maritime-related use (parking) in the Brooklyn Significant Maritime Industrial Area (SMIA). This would also constitute an impact if it caused the direct displacement of the maritime uses currently existing in the Piers 7 and 8 area. Recommended mitigation for this impact could include the creation of parking in an area other than the SMIA, with a system of jitney buses to a central ferry location. Mitigation could also involve the exclusion of a ferry and parking facility on the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to Governors Island.

Waterfront Planning and Zoning. The development of a 2,400-space parking facility on the Brooklyn waterfront would not comply with Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas in the Zoning Resolution. Additionally, this use could displace a water dependent industrial use from the Brooklyn waterfront, creating an inconsistency with the LWRP. This would represent a significant impact to waterfront zoning policy. Recommended mitigation for the impact could include the creation of parking in an area other than land subject to special waterfront regulations, with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island. Mitigation might also be in the form of a zone change or variance.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts on Historic resources provided that alterations are made in compliance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL would not be expected to have a negative impact on the district. Removal of buildings in the GINHL, within sites of potential archaeologic sensitivity has the potential to create an adverse impact to archaeologic resources. However, any alterations or excavation would need to be completed in accordance with the provisions of the *Governors Island Preservation and Design Manual.* Accordingly, no significant impacts would result.

5. Maximum Development Option. This option would involve demolition of most buildings at the southern end of the island and would increase the size of the residential community to 4,100 units, with a 20-acre public park. As in the previous two options, a conference center and mixed-use development would be located in the Historic District. The residential area would be concentrated in the central and leeward portions of the southern portion of the island, skirted on the west and south by a public park. A broad central pedestrian promenade, placed on axis with Building 400, would lead through the residential development to the southern tip of the island.

The higher density of this option would require an increase in transportation services over previous options. Vehicular ferry service would require a ferry terminal along the industrial area of the Brooklyn waterfront, and associated off-island parking facilities would have to be built to accommodate approximately 4,500 vehicles.

Geology, Topography, Seismic Activity, and Soils. Construction associated with the Maximum Development Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities. New construction in the Brooklyn study area associated with the parking facility and ferry debarkation terminal for this option would not result in significant adverse impacts to the geology, topography, seismic activity and soil characteristics of the Piers 7 and 8 area along the Brooklyn waterfront. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island and in the Piers 7 and 8 area of the Brooklyn waterfront would minimize impacts to topography and soils.

Wind and Climate. Implementation of the Maximum Development Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize their effects on inhabitants of the island.

Water Quality. Implementation of the Maximum Development Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Maximum Development Option would decrease from existing conditions.

Wetlands. Implementation of the Maximum Development Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Terrestrial and Aquatic Ecology. Implementation of the Maximum Development Option on Governors Island could create a minor impact to aquatic ecology. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary. These activities could alter, albeit in very limited areas, aquatic ecology. Recommended mitigation for this minor impact could include the removal of new marina facilities from this option or the development of marina facilities in a location and quantity that did not require dredging.

Endangered and Threatened Species and Critical Habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted,

however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. For these reasons, there could be change in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

Community Facilities and Services. Implementation of the Maximum Development Option on Governors Island would create demand for additional life/safety and educational services. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of public schools and additional life/safety services could include the levying of property taxes on the island, development fees, and or Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Maximum Development Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. Active and passive open space provided on-island meets established planning goals for open space in NYC.

Urban Design and Visual Resources. The addition of a garage along the Brooklyn waterfront would create a significant impact to urban design and visual quality. A 4,450 space garage would block a large section of the waterfront where views previously existed.

In order to mitigate this impact, several smaller parking facilities could be developed in place of a single, large garage. These smaller garages could be located so as to preserve view corridors down key streets. Alternately, a larger number of smaller garages and surface parking lots could be used to service the island. These facilities could be scattered along the waterfront and upland, with access to a central ferry terminal provided by jitney service. Finally, the parking ratio of one vehicle per on-island residential unit could be decreased or eliminated all together.

Neighborhood Character. The addition of a ferry terminal and associated parking along the Brooklyn waterfront would result in a significant adverse impact to neighborhood character. The parking facility would significantly change the physical and visual environment, block waterfront views, create additional traffic and potentially displace existing maritime related uses. In order to mitigate this impact, the size of the Brooklyn parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and or distributing smaller parking areas within a reasonable distance of the ferry facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. Finally, ferry access might not be permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the island. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront.

Infrastructure and Solid Waste. Implementation of the Maximum Development Option on Governors Island, which represents the worst-case option in terms of demands on infrastructure, would not adversely impact infrastructure on-island or in any of the off-island study areas. It has been determined that existing infrastructure systems are capable of meeting the demand generated by this Option.

Hazardous Materials. The construction of docks and piers on Governors Island could require dredging or other permits under

the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. If dredging were required to implement marina or ferry terminal facilities, a significant hazardous materials impact could be created by the disposal of contaminated dredging spoils. Recommended mitigation for the above impact could involve the exclusion or reduction of new docking facilities (and any associated dredging if necessary) from this option

Traffic and Transportation. Implementation of the Maximum Development Option on Governors Island would not create adverse impacts to the transportation network on the island. The addition of new vehicles accessing the parking and ferry terminal at Piers 7 and 8 in Brooklyn would impact traffic on the roadway network in this off-island study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the AM and PM peak periods without the implementation of mitigation measures.

Within the Brooklyn study area, mitigation measures would need to be supplied by the future owner as part of the project to avoid significant traffic impacts, and to allow traffic operations to continue at or near the levels at which they would operate without the project. Recommended mitigation for the Brooklyn study area includes construction of a three-phase traffic signal at Columbia/Congress Streets, widening and re-striping of Columbia Street to accommodate exclusive turn lanes, construction of a new driveway on Congress Street, inclusion of an advanced southbound left turn phase at Columbia Street and the BQE southbound ramps, widening of Columbia Street, modification of BQE entrance ramps to two lanes, inclusion of an advanced westbound left turn phase at the intersection of Atlantic Avenue/Columbia Street, widening of Columbia to include a left turn lane, inclusion of advanced eastbound left turn phase at Atlantic Avenue and Hicks Street and modest changes to signal timing at the intersection of Atlantic Avenue and the BQE ramps.

Air Quality. Under the Maximum Development Option, a significant air quality impact would occur at the intersection of Columbia Street and Congress Street. The increment at this location was higher than one-half the difference between the baseline concentration and the NAAQS of 9 ppm. In addition to being a SIP violation, this is a violation of the *de minimis* criterion. To mitigate the air quality impact at the intersection of Columbia Street and Congress Street, several mitigation measures might be considered. Instead of one large parking facility, several smaller parking sites may need to be established. This would reduce the number of project-generated trips passing through this intersection and their associated pollutant emissions. In addition, multiple ferry access locations could be established along the waterfront. This would distribute project-generated vehicles to several locations, ameliorating the effects caused by one single, large facility. Alternately, a parking facility along the Brooklyn waterfront could be excluded from this Option, effectively eliminating off-island storage parking.

Mobile Source Noise. The implementation of this option would not result in an adverse impact to noise conditions on Governors island or in any of the off-island study areas.

Energy. Existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities, as well as construction of additional buildings associated with this Option. Implementation of the Maximum Development Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Socioeconomic Conditions. The Maximum Development Option would introduce a large new residential and visitor population on Governors Island as well as within the off-island study areas,

but would not result in adverse impacts to socioeconomic characteristics.

Land Use, Zoning, and Public Policy. The implementation of this option would constitute a significant impact to public policy as it locates a non-maritime-related use (parking) in the Brooklyn Significant Maritime Industrial Area. This would also constitute an impact if it caused the direct displacement of the maritime uses currently existing in the Piers 7 and 8 area. Recommended mitigation for the impact could include the creation of parking in an area other than the Significant Maritime Industrial Area, with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island.

Waterfront Planning and Zoning. The implementation of a 4,500-space parking facility on the Brooklyn waterfront would not comply with Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas in the New York City Zoning Resolution. Additionally, the parking facility could also displace a water-dependent industrial use from the Brooklyn waterfront, creating an inconsistency with the LWRP. Recommended mitigation for the impact could include the creation of parking in an area other than land subject to special waterfront regulations, with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island. Mitigation might also be provided in the form of a zone change or variance.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts on historic resources provided that alterations are made in compliance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL would not be expected to have a negative impact on the district. Removal of buildings in the GINHL, within sites of potential archaeologic sensitivity has the potential to create an adverse impact to archaeologic resources. However, any alterations or excavation would need to be completed in accordance with the provisions of the *Governors Island Preservation and Design Manual.* Accordingly, no significant impacts would result.

6. Phase-In Option. The concept behind this option is to allow immediate, transitional use of the island's existing buildings while plans are being advanced for the long-term use of the island. It is anticipated that this option could be implemented by the year 2002, immediately after disposition occurs.

This option is similar to the Reuse Option, but with lower density and fewer components. There would be approximately 800 residential units, with approximately 350 hostel and/or hotel units, a school, religious facilities, and some retail and community facilities. In most cases, minimal rehabilitation would be needed for immediate occupancy. In buildings where a change of use was planned, e.g., for retail facilities, moderate rehabilitation would be required.

A number of buildings under this option would be "mothballed," i.e., sealed off, with only basic maintenance and upkeep for weather protection and security. This Option would be accessed via ferry from the Battery Maritime Building.

Geology, Topography, Seismic Activity, and Soils. Building rehabilitation and demolition associated with the Phase-In Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, rehabilitation and demolition would not represent adverse impacts.

Wind and Climate. Implementation of the Phase-In Option on Governors Island would not adversely impact the regional wind

or climate experienced on the island, or within the Manhattan and Brooklyn study areas.

Water Quality. Implementation of the Phase-In Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface associated with the Phase-In Option would remain basically unchanged from existing conditions, and pollutant loadings would decrease slightly.

Wetlands. Implementation of the Phase-In Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas.

Terrestrial and Aquatic Ecology. Since the Phase-In Option does not involve any improvements to on-island marina facilities, impacts to aquatic ecology adjacent to the island and the off-island study areas would not occur.

Endangered and Threatened Species and Critical Habitats. Implementation of the Phase-In Option on Governors Island would not impact endangered and threatened species and critical habitats.

Community Facilities and Services. Implementation of the Phase-In Option on Governors Island would create demand for additional life/safety and educational services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision. Mitigation to offset the costs associated with the provision of public schools, additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

Open Space. Implementation of the Phase-In Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. This Option would increase available public open space within NYC.

Urban Design and Visual Resources. Implementation of the Phase-In Option on Governors Island would not adversely impact urban design resources on-island or in any of the project study areas. The Option either reuses or "mothballs" existing structures and would therefore not change the visual or urban design character of the island.

Neighborhood Character. Under this Option there are no significant impacts to neighborhood character. This option either reuses or "mothballs" existing structures while introducing uses that would not significantly differ from the former USCG use of the island.

Infrastructure and Solid Waste. Implementation of the Phase-In Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Hazardous Materials. As there would be no new construction under this land use option, implementation would create no hazardous materials impacts.

Traffic and Transportation. Implementation of the Phase-In Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Air Quality. Implementation of the Phase-In Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Mobile Source Noise. Implementation of the Phase-In Option on Governors Island would not adversely impact noise levels on-island or in any of the project study areas.

Energy. Implementation of the Phase-In Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas. Existing suppliers would be able to accommodate the increase in energy usage, for both

operation of island facilities, as well as construction of additional buildings associated with this Option.

Socioeconomic Conditions. The introduction of this new population is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the Island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Land Use, Zoning, and Public Policy. There would be no adverse impacts to land use, zoning, or public policy as a result of the Phase-In Option. No physical changes are proposed under this Option that might conflict with land use, zoning, or public policy.

Waterfront Planning and Zoning. Implementation of the Phase-In Option would not impact waterfront planning and zoning policies. This Option conforms with known waterfront plans and zoning.

Historic/Cultural Resources. Removal of non-contributing resources and refitting of historic buildings in the GINHL would not have any impacts on Historic resources provided that alterations are made in compliance with the *Governors Island Preservation and Design Manual*. Reuse of areas outside the GINHL would not be expected to have a negative impact on the district. Removal of buildings in the GINHL, within sites of potential archaeologic sensitivity has the potential to create an adverse impact to archaeologic resources. However, any alterations or excavation would need to be completed in accordance with the provisions of the *Governors Island Preservation and Design Manual*. Accordingly, no significant impacts would result.

TABLE 1

Comparison of Alternatives

Potential Impacts/Benefits of Alternatives	Retention	Disposition to NYS, NYC[1]	Disposition to Other[1]
Meets Mandates of the Balanced Budget Act of 1997	No	Yes	Yes
Meets Mandates of the Federal Property Administrative Services Act of 1949	No	Yes	Yes
Monetary Gain for the Federal Government	No	Yes	Yes
Provides for Continued Maintenance of the GINHL	Yes	Yes	Yes
Potential to Provide Public Access to the Island	No	Yes	Yes
Potential to Generate Tax Ratables to Local Government	No	Yes	Yes
Future Use Subject to Federal, State and Local Land Use and Environmental Regulations	Yes	Yes	Yes

[1] The preferred alternative

TABLE 2

Comparison of Environmental Impacts from Alternatives

Option	Retention			Disposition - NYS, NYC [1]			Disposition - Other [1]			Comments
Study Area	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	
Physical Characteristics										
Geology,/Topography, Seismic Activity/Soils	0	0	0	0	0	0	0	0	0	No Change
Wind and Climate	0	0	0	0	0	0	0	0	0	No Change
Biological Characteristics										
Water Quality	0	0	0	0	0	0	0	0	0	No Change
Wetlands	0	0	0	0	0	0	0	0	0	No Change
Aquatic Ecology	0	0	0	0	0	0	0	0	0	No Change
Endangered Species	0	0	0	0	0	0	0	0	0	No Change
Man-Made Characteristics										
Community Facilities	0	0	0	0	0	0	0	0	0	No Change
Open Space	-1	0	0	1	0	0	1	0	0	Public access will not be permitted under retention, while disposition could provide opportunity for public access
Urban Design	0	0	0	0	0	0	0	0	0	No Change
Neighborhood Character	0	0	0	0	0	0	0	0	0	No Change
Infrastructure/Solid Waste	0	0	0	0	0	0	0	0	0	No Change
Hazardous Materials	0	0	0	0	0	0	0	0	0	No Change

Legend: **GI** - Governors Island, **M** - Manhattan, **B** - Brooklyn
1 - Beneficial Impact, 0 - No Impact
-1 - Minor Impact, -2 - Moderate Impact, -3 - Significant Impact
[1] The preferred alternative

TABLE 2

Comparison of Environmental Impacts from Alternatives

Option	Retention			Disposition - NYS, NYC[1]			Disposition - Other[1]			Comments
Study Area	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	
Traffic/Transportation	0	0	0	0	0	0	0	0	0	No Change
Air Quality	0	0	0	0	0	0	0	0	0	No Change
Mobile Source Noise	0	0	0	0	0	0	0	0	0	No Change
Energy	0	0	0	0	0	0	0	0	0	No Change
Socioeconomic Characteristics										
Socioeconomic Conditions	-3	0	0	0	1	0	1	0	0	Federal government will continue to incur cost of caretaking; Federal government will forego revenue from sale of island; Island will fail to become a tax ratable under retention alternative
Land Use, Zoning, Public Policy	-3	0	0	0	1	0	1	0	0	GSA will fail to meet its mandate as directed in the Balanced Budget Act of 1997 under retention alternative
Waterfront Planning and Zoning	0	0	0	0	0	0	0	0	0	No Change
Historic/Cultural Resources	0	0	0	0	0	0	0	0	0	No Change
Environmental Justice	0	0	0	0	0	0	0	0	0	No Change

Legend: GI - Governors Island
M - Manhattan
B - Brooklyn

1 - Beneficial Impact
0 - No Impact

-1 - Minor Impact
-2 - Moderate Impact
-3 - Significant Impact

[1] The preferred alternative

TABLE 3

Comparison of Environmental Impacts from ~~Reuse~~ Land Use Options

Option	Reuse			Academic			Academic W/Casino			Recreation			Mixed Use			Maximum Development			Phase-In			Comments
Study Area	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	
Physical Characteristics																						
Geology/Topography/ Seismic Activity/Soils	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change
Wind and Climate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change
Biological Characteristics																						
Water Quality	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	0	0	0	Improvement due to a decrease in impervious surfaces
Wetlands and Floodplains	0	0	0	-1	0	0	-1	0	0	1	0	0	-1	0	0	-1	0	0	0	0	0	Some development on 100-yr. floodplain; ACOE permit required. Creation of wetlands on southern end of island in Rec. option
Aquatic Ecology	-1	0	0	0	0	0	-1	0	-1	-1	0	0	-1	0	-1	-1	0	-1	0	0	0	Creation of marina could impact aquatic ecology
Endangered Species	-1	0	0	0	0	0	-1	0	-1	-1	0	0	-1	0	-1	-1	0	-1	0	0	0	Potential dredging could impact transient species

Legend: GI - Governors Island
M - Manhattan
B - Brooklyn

1 - Beneficial Impact
0 - No Impact

-1 - Minor Impact
-2 - Moderate Impact
-3 - Significant Impact

[1] The preferred alternative

TABLE 3

Comparison of Environmental Impacts from ~~Reuse~~ Land Use Options

Option	Reuse			Academic			Academic W/Casino			Recreation			Mixed Use			Maximum Development			Phase-In			Comments
Study Area	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	
Man-Made Characteristics																						
Community Facilities	-1	-1	0	-1	0	0	-2	-2	-2	-1	-1	0	-2	-2	-2	-2	-2	-2	0	-1	0	Increased need for emergency services and schools
Open Space	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	On-island open space would become publicly accessible
Urban Design	0	0	0	0	0	0	0	0	-3	0	0	0	0	0	-3	0	0	-3	0	0	0	Large parking garage on Brooklyn waterfront would block views
Neighborhood Character	0	0	0	1	0	0	-1	0	-3	1	0	0	1	0	-3	1	0	-3	0	0	0	Would <u>generally</u> create cohesive, pedestrian friendly areas on-island; <u>Casino activity would conflict with island's neighborhood character;</u> increase in visitors, traffic, and garage would impact Brooklyn

Legend: GI - Governors Island
M - Manhattan
B - Brooklyn

1 - Beneficial Impact
0 - No Impact

-1 - Minor Impact
-2 - Moderate Impact
-3 - Significant Impact

[1] <u>The preferred alternative</u>

TABLE 3

Comparison of Environmental Impacts from ~~Reuse~~ Land Use Options

Option	Reuse			Academic			Academic W/Casino			Recreation			Mixed Use			Maximum Development			Phase-In			Comments
Study Area	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	**GI**	**M**	**B**	
Infrastructure/Solid Waste	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change
Hazardous Materials	-1	0	0	0	0	0	-2	0	0	-1	0	0	-1	0	0	-1	0	0	0	0	0	Remediation will be completed prior to disposition; Dredge spoils may create an impact
Traffic and Transportation	0	-3	0	0	0	0	0	0	-3	0	0	0	0	0	-3	0	-2	-3	0	-3	0	Increased traffic would require improvements
Air Quality	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	-3	0	0	0	De minimis violation caused by traffic
Mobile Source Noise	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change
Energy	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change
Socioeconomic Characteristics																						
Socioeconomic Conditions	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	Implementation of Options would generate local taxes and other revenues to economy

Legend: GI - Governors Island
M - Manhattan
B - Brooklyn

1 - Beneficial Impact
0 - No Impact

-1 - Minor Impact
-2 - Moderate Impact
-3 - Significant Impact

[1] The preferred alternative

TABLE 3

Comparison of Environmental Impacts from ~~Reuse~~ Land Use Options

Option	Reuse			Academic			Academic W/Casino			Recreation			Mixed Use			Maximum Development			Phase-In			Comments
Study Area	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	GI	M	B	
Land Use, Zoning, Public Policy	0	0	0	0	0	0	-3	0	-3	0	0	0	0	0	-3	0	0	-3	0	0	0	A casino is not permitted by law in NYS; Garage in Brooklyn could displace maritime uses
Waterfront Planning and Zoning	0	0	0	0	0	0	0	0	-3	0	0	0	0	0	-3	0	0	-3	0	0	0	Garage in Brooklyn could displace maritime uses
Historic/Cultural Resources	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	1	0	0	GINHL would continue to be maintained
Environmental Justice	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	No Change

Legend: **GI** - Governors Island
M - Manhattan
B - Brooklyn

1 - Beneficial Impact
0 - No Impact

-1 - Minor Impact
-2 - Moderate Impact
-3 - Significant Impact

[1] The preferred alternative

TABLE 4: RECOMMENDED MITIGATION MEASURES

OPTION	Physical Characteristics	Biological Characteristics	Man-Made Characteristics	Socioeconomic Characteristics
Reuse Option	No Mitigation Recommended	**Terrestrial/Aquatic Ecology** • exclusion or reduction of new marina facilities to avoid dredging or deposition of dredge spoils **Endangered Species** • exclusion or reduction of new marina facilities, or reuse as-is of existing concrete piers to mitigate minor impacts to transient endangered and threatened species and significant habitats	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Traffic/Transportation** • Manhattan study area: addition of an exclusive right turn lane on Broad Street, changes to pavement striping and reallocation of 6 seconds of green time to the westbound phase of the Broad/Water Street intersection to mitigate traffic impacts	None Mitigation Recommended
Academic Option	**Geology** • implementation of soil erosion/ sedimentation plan during construction to mitigate soil runoff	No Mitigation Recommended	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils	No Mitigation Recommended
Academic Option with Casino	**Geology** • implementation of soil erosion and sedimentation plan during construction to mitigate soil runoff	**Terrestrial/Aquatic Ecology** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Endangered Species** • exclusion or reduction of new marina facilities, or reuse as-is of existing concrete piers to mitigate minor impacts to transient endangered and threatened species and significant habitats	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Urban Design** • Brooklyn Study Area: several smaller garages could be developed whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location	**Public Policy** • diminish amount of parking or locate in an area other than the Significant Maritime Industrial Area (SMIA)to mitigate nonconformance with permitted uses in this area

TABLE 4: RECOMMENDED MITIGATION MEASURES

OPTION	Physical Characteristics	Biological Characteristics	Man-Made Characteristics	Socioeconomic Characteristics
Academic Option with Casino, continued			**Neighborhood Character** • Brooklyn Study Area: The single, large footprint garage could be replaced by several smaller garages whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location • ferry access could be prohibited from the Brooklyn waterfront altogether. Rather, existing and already proposed ferry sites within the region could be utilized **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Traffic/Transportation** • Manhattan Study Area: addition of an exclusive right turn lane on Broad Street, changes to pavement striping • Brooklyn Study Area: addition of a 3-phase traffic signal at Columbia/Congress Streets; restriping of Congress Street; construction of a new entrance driveway on Congress Street; inclusion of advanced eastbound left turn phase at Atlantic Avenue and Hicks Street; signal timing changes during the evening peak at the intersections of Atlantic Avenue/Columbia Street and Columbia Street/BQE ramps.	**Public Policy, cont'd** • exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations SMIA)to mitigate nonconformance with permitted uses in this area **Waterfront Planning and Zoning** • see recommended mitigation for public policy
Recreation Option	**Geology** • implementation of soil erosion and sedimentation plan during construction to mitigate soil runoff	**Terrestrial/Aquatic Ecology** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Endangered Species** • same as Academic w/Casino	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils	No Mitigation Recommended

TABLE 4: RECOMMENDED MITIGATION MEASURES

OPTION	Physical Characteristics	Biological Characteristics	Man-Made Characteristics	Socioeconomic Characteristics
Mixed Use Option	**Geology** • implementation of soil erosion and sedimentation plan during construction to mitigate soil runoff	**Terrestrial/Aquatic Ecology** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Endangered Species** • exclusion or reduction of new marina facilities, or reuse as-is of existing concrete piers to mitigate minor impacts to transient endangered and threatened species and significant habitats	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island and cost of additional public school costs on- or off-island **Urban Design** • Brooklyn Study Area: The single, large footprint garage could be developed as several smaller garages whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location **Neighborhood Character** • Brooklyn Study Area: The single, large footprint garage could be developed as several smaller garages whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location • ferry access could be prohibited from the Brooklyn waterfront altogether. Rather, existing and already proposed ferry sites within the region could be utilized **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils	**Public Policy** • creation of parking in an area other than the Significant Maritime Industrial Area (SMIA)to mitigate displacement of maritime uses • exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations SMIA)to mitigate nonconformance with permitted uses in this area **Waterfront Planning and Zoning** • see recommended mitigation for public policy

TABLE 4: RECOMMENDED MITIGATION MEASURES

OPTION	Physical Characteristics	Biological Characteristics	Man-Made Characteristics	Socioeconomic Characteristics
Maximum Development Option	**Geology** • implementation of soil erosion and sedimentation plan during construction to mitigate soil runoff	**Terrestrial/Aquatic Ecology** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils **Endangered Species** • exclusion or reduction of new marina facilities, or reuse as-is of existing concrete piers to mitigate minor impacts to transient endangered and threatened species and significant habitats	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island and cost of additional public school costs on- or off-island **Urban Design** • Brooklyn Study Area: The single, large footprint garage could be developed as several smaller garages whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location **Neighborhood Character** • Brooklyn Study Area: The single, large footprint garage could be developed as several smaller garages whose placement respects view corridors. • Numerous smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location • ferry access could be prohibited from the Brooklyn waterfront altogether. Rather, existing and already proposed ferry sites within the region could be utilized **Traffic/Transportation (Brooklyn Study Area only)** • construction of a three-phase traffic signal traffic signal at Columbia/Congress Streets • widening and restriping of Columbia Street to accommodate exclusive turn lanes • construction of a new driveway on Congress Street, inclusion of an advanced southbound left turn phase at Columbia Street and the BQE southbound ramps • widening of Columbia Street to include a left turn lane • modification of BQE entrance ramps to 2 lanes	• exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations SMIA)to mitigate nonconformance with permitted uses in this area **Public Policy** • creation of parking in an area other than the Significant Maritime Industrial Area (SMIA)to mitigate nonconformance with permitted uses in this area **Waterfront Planning and Zoning** • see recommended mitigation for public policy

TABLE 4: RECOMMENDED MITIGATION MEASURES

OPTION	Physical Characteristics	Biological Characteristics	Man-Made Characteristics	Socioeconomic Characteristics
Maximum Development Option, cont'd			**Traffic/Transportation (Brooklyn Study Area only)** • inclusion of an advanced westbound left turn phase at the intersection of Atlantic Avenue/Columbia Street • inclusion of advanced eastbound left true phase Atlantic Avenue and Hicks Street and modest changes to signal timing at the intersection of Atlantic Avenue and the BQE ramps **Air Quality** • several smaller parking sites, instead of one large one, may need to be established to mitigate the air quality impact at the intersection of Columbia Street and Congress Street. This would reduce the number of project-generated trips passing through this intersection and their associated pollutant emissions. • multiple ferry access locations could be established along the waterfront to distribute project-generated vehicles to several locations **Noise** • provide window-wall attenuation with a closed window condition to ensure interior noise levels at 45 dBA to mitigate potential future noise impacts **Hazardous Materials** • exclusion or reduction of new marina facilities to avoid dredging and deposition of dredge spoils	
Phase-In Option	None Recommended	None Recommended	**Community Facilities** • levying of property taxes, development fees or PILOT to mitigate public costs of additional life safety services on-island	None Recommended

SUMMARY OF SIGNIFICANT UNAVOIDABLE IMPACTS

Significant unavoidable or unmitigable impacts to resources on Governors Island and the off-island study areas under the project alternatives can be summarized as follows:

No Action Alternative

- Potential revenue from the sale of the island would be lost to the Federal government, while it would continue to bear the recurring expense (more than $6 million a year) of caretaking/maintenance of the island.

- Failure on the part of GSA to meet the mandates under either the Balanced Budget Act of 1997 or the Federal Property Administrative Services Act of 1949 (FPAS).

Action Alternative (The Preferred Alternative)

The administrative act of disposing of Governors Island to NYS/NYC would not result in any unavoidable impacts on the physical, biological, man-made, or socioeconomic characteristics of the environment. Other impacts outlined in this document, for both the project alternatives as well as the land use options, can all be mitigated.

RELATIONSHIP BETWEEN THE SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The National Environmental Policy Act requires a discussion of the balance between short-term uses, such as disturbances to the natural environment, and long-term productivity, such as public health and safety.

The proposed action, disposition by the U.S. Government of Governors Island as surplus property, would bring the long-term result of cost savings for the federal government and U.S. taxpayers. The Federal Government would realize the financial gains generated from the sale of the island, while the ongoing cost of maintaining the island would end as an annual recurring expense to the Federal Government.

Redevelopment of Governors Island by others as a result of the proposed action could precipitate any number of short-term uses of the environment, similar to those which have been analyzed in this report. While none of the land use options analyzed represent actual development proposals for Governors Island, the continued maintenance and protection of the Governors Island Historic Landmark District (GINHL) under any redevelopment scenario would ensure both short-term and potential long-term preservation and enjoyment of valuable cultural resources.

Additional construction on Governors Island similar to any of the land use options could augment the local housing stock in the short term. Demolition of non-contributing structures associated with redevelopment, particularly Building 877, would lend a continuity of scale to the built environment on the island and enhance views of the island, particularly from the west. In addition, the implementation of a new Brooklyn debarkation point, including parking deck and ferry slips (similar to that analyzed under several of the land use options), would commit a potentially valuable waterfront resource for vehicle storage and passenger loading, possibly displace maritime related land uses, change neighborhood character, and introduce additional motor vehicle traffic to the local street and highway network in Brooklyn.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

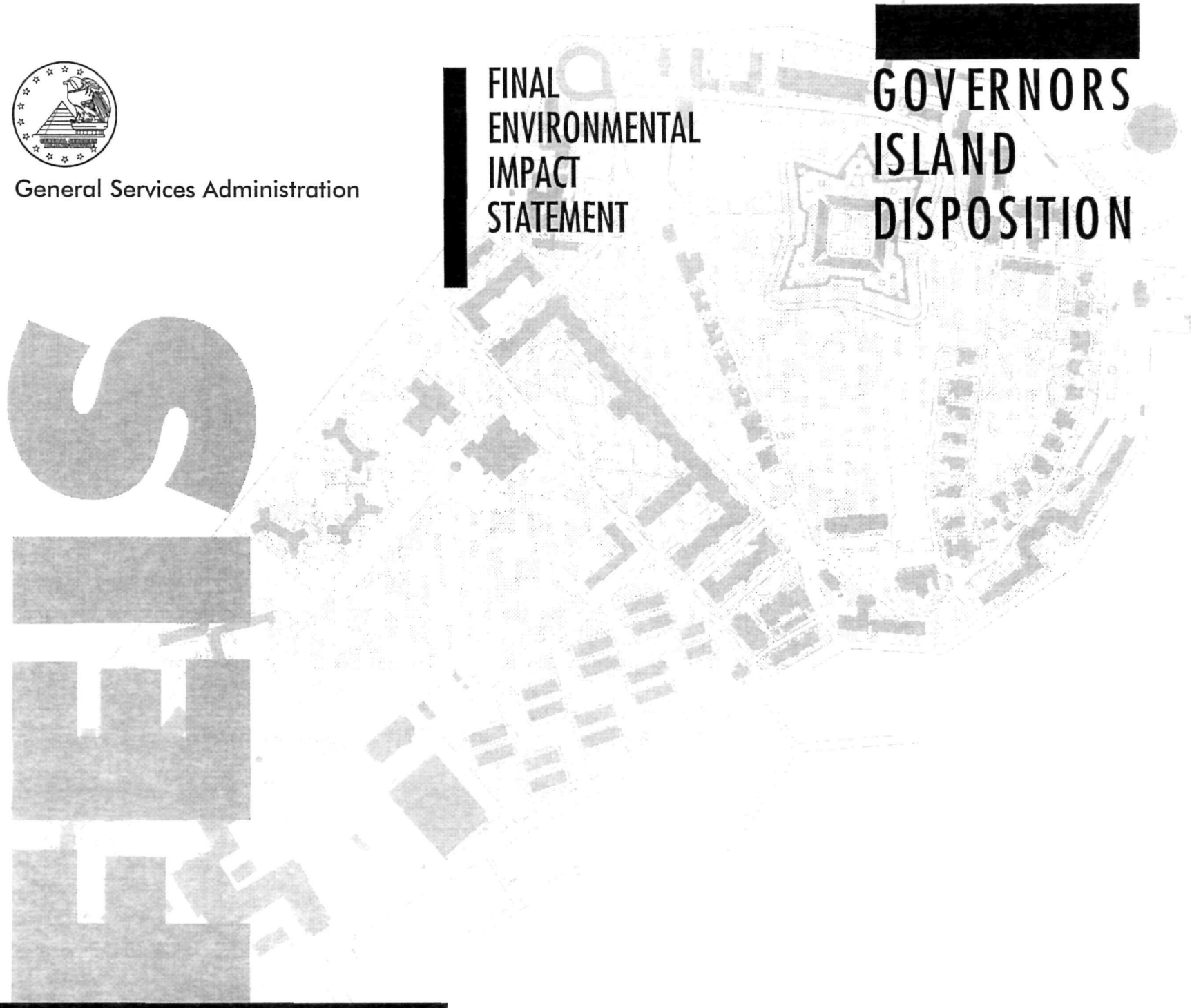
Irreversible or irretrievable resource commitments are related to the use of nonrenewable resources and the effect that the use would have on future generations. The proposed administrative action, disposal by the Federal government of Governors Island, would not in itself result in any irreversible or irretrievable commitments of resources.

Under the Action Alternative (the preferred alternative), subsequent redevelopment of Governors Island would likely involve the demolition of some existing structures and new construction, resulting in the commitment of some energy resources.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION



EIS

EDWARDS AND **KELCEY** ENGINEERS, INC.

Introduction and Overview

INTRODUCTION AND OVERVIEW

BACKGROUND

On October 16, 1995, the United States Coast Guard (USCG) announced that it would close Governors Island by the end of Summer 1997. This decision was made in response to the Presidential mandate to meet the goals of the National Performance and Results Act, and the challenge of reducing the Federal budget deficit. The Coast Guard was charged with identifying a permanent, recurring savings of $400 million.

The Coast Guard developed a five-part Integrated Business Decision Package, of which closing Support Center New York on Governors Island was a key element. In order to carry out USCG duties, over 500 Coast Guard civilian and military personnel were required to operate and maintain the facilities and infrastructure of Governors Island at full capacity at an annual cost of $59.5 million. A cost/benefit analysis performed for the possible closure of Governors Island and the relocation of facilities estimated the annual savings to the Coast Guard to be $33 million. The Coast Guard organization on Governors Island was divided into three groups, each of which was planned to be relocated as appropriate to their responsibilities.

The Coast Guard units which support maritime operations in the Port of New York and New Jersey have been relocated to Staten Island and New Jersey. Those units having regional responsibility for Coast Guard operations over the Eastern portion of the United States were relocated to the Tidewater Virginia area in 1996. At that time, all families and single member residents were moved from the island, with those remaining in New York relocated to Fort Wadsworth on Staten Island. The closure of the USCG Support Center New York has brought substantial savings to the Federal government.

An Environmental Assessment (EA) was prepared under the guidance of Coast Guard direction COMDTINST M16475.1B (*Final Environmental Assessment for the Closure of Support Center New York, Governors Island, May 1995*), pursuant to the National Environmental Policy Act (NEPA) of 1969, as amended. This EA evaluated the closure of Governors Island for potential environmental impacts including land use, infrastructure (traffic and utilities), socioeconomics, public services, hazardous materials, noise, air quality, geology and soils, water resources, biological resources, and cultural resources.

The EA examined the potential environmental impacts associated with three alternatives: closure with standard maintenance (continuous maintenance and upkeep of facilities); closure with basic maintenance (periodic repair of damaged structures, no regular preventative maintenance); and a no-action alternative that assumed the continued operation of Support Center New York. The EA concluded that closure would have no impacts to noise, geology and soils, water resources, and biological resources at Governors Island. Closure would have less than significant impacts on several resources, including land use, public services, and hazardous materials. Impacts to utilities, housing, employment, and population issues associated with the closure of Governors Island would be minor in the context of the surrounding New York City metropolitan area.

The basic maintenance alternative for closure of the island was determined to have the potential to create a significant impact to historic resources on the island since neglect of historic structures could lead to deterioration of the historic resources on the island.

In summary, the EA concluded that no significant environmental impacts would result from the closure of Governors Island and relocation of USCG commands under the preferred alternative of standard maintenance.

In April 1996, a Programmatic Agreement was signed by the USCG, GSA, Advisory Council on Historic Preservation, New York State Historic Preservation Officer, and the City of New York regarding the USCG's and GSA's consultation responsibilities under Sections 106 and 110(f) of the National Historic Preservation Act for the closure and disposal of the USCG Support Center on Governors Island. The agreement established that the closure and disposal of the island would be administered in accordance with a series of stipulations, until the time of property conveyance, in order to satisfy the Section 106 and Section 110(f) responsibilities of the USCG and GSA. Among these stipulations were the following conditions: The undertaking of archeological surveys on the island; the continuation of caretaker maintenance on structures in the Governors Island National Historic Landmark district (GINHL); the development of preservation covenants in all licenses, leases, or transfers of property in the GINHL; the development of a Governors Island Preservation and Design Manual; the incorporation of reuse of the GINHL into planning for the entire island during the development and analysis of land use options for reuse of the island; and the solicitation and encouragement of public involvement during the disposal process.

The Preservation and Design Manual is presently being prepared in response to the Programmatic Agreement as part of GSA's compliance with the National Historic Preservation Act. GSA is working closely with its historic preservation consultant to complete the Manual by late Fall 1998.

By August 1996 all Coast Guard residents and dependents had been relocated from Governors Island to other facilities. On October 1, 1997 the present organization on Governors Island transitioned from the 150-person Closure Project Resident Office to a ~~55~~ 57-person Caretaker Detachment. This caretaker crew of civilian and military Coast Guard Personnel is presently providing security, fire protection and facility maintenance on Governors Island until its disposal, which is the responsibility of the U.S. General Services Administration (GSA). Allocation of funds for the Caretaker Detachment on Governors Island must be approved by Congress for each fiscal year until disposition occurs.

OBJECTIVES OF THE FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

This Final Environmental Impact Statement (FEIS) concerns a proposed administrative action by the General Services Administration (GSA) pursuant to the Federal Property and Administrative Services Act of 1949, as amended (FPAS). The proposed action involves the disposition by GSA of surplus Federal property consisting of Governors Island, New York. The objectives of the FEIS are to disclose the potential beneficial and adverse effects associated with the disposition to another party or retention of Governors Island by the Federal government.

This final Environmental Impact Statement was prepared in accordance with the National Environmental Policy Act (NEPA). Section 101(2)(C) of NEPA provides that all agencies of the Federal Government shall prepare a detailed statement on major Federal actions significantly affecting the quality of the human environment. GSA procedures (ADM 1095.1D, February 1985) provide that an assessment shall be made of any proposed action to determine whether it constitutes a major Federal action significantly affecting the quality of the human environment. GSA's preparation of this FEIS is a result of its conclusion that the administrative act of disposing of Governors Island could potentially have significant environmental effects.

The objectives and scope of this FEIS concerning the disposal of surplus Federal real property is determined and limited by the legal authority vested in GSA by the FPAS, the Balanced Budget Act of 1997, and certain other general legislation. A general description of GSA's statutory authority with respect to property disposal actions is provided in *Chapter I. Purpose and Need for the Proposed Action.*

This FEIS incorporates the body of information contained within the DEIS as well as comments on the DEIS, responses to comments, and any changes or additions to the DEIS. Comments and responses to the DEIS are included in Chapter VIII of this document.

DESCRIPTION OF GOVERNORS ISLAND

Governors Island is located in upper New York Bay, off the southern tip of Manhattan, approximately one-half mile from the Battery and one-third mile from Red Hook, Brooklyn (see Figure 1). Currently, it is accessed by a USCG vessel from the city-owned Battery Maritime Building in Lower Manhattan. It contains approximately 172 acres and is improved with 225 structures, including buildings, maintenance sheds, recreation shelters, monuments, navigational towers, etc., totaling approximately 3,000,000 square feet (see Figure 2). Approximately 50 percent of the island's building floor area consists of housing (74 buildings) and ancillary services for residents (commissary, schools, recreation, etc.). The island has provided housing for over 4,000 people which in the past included USCG personnel and family members. Until recently, approximately 1,500 people commuted to the island daily.

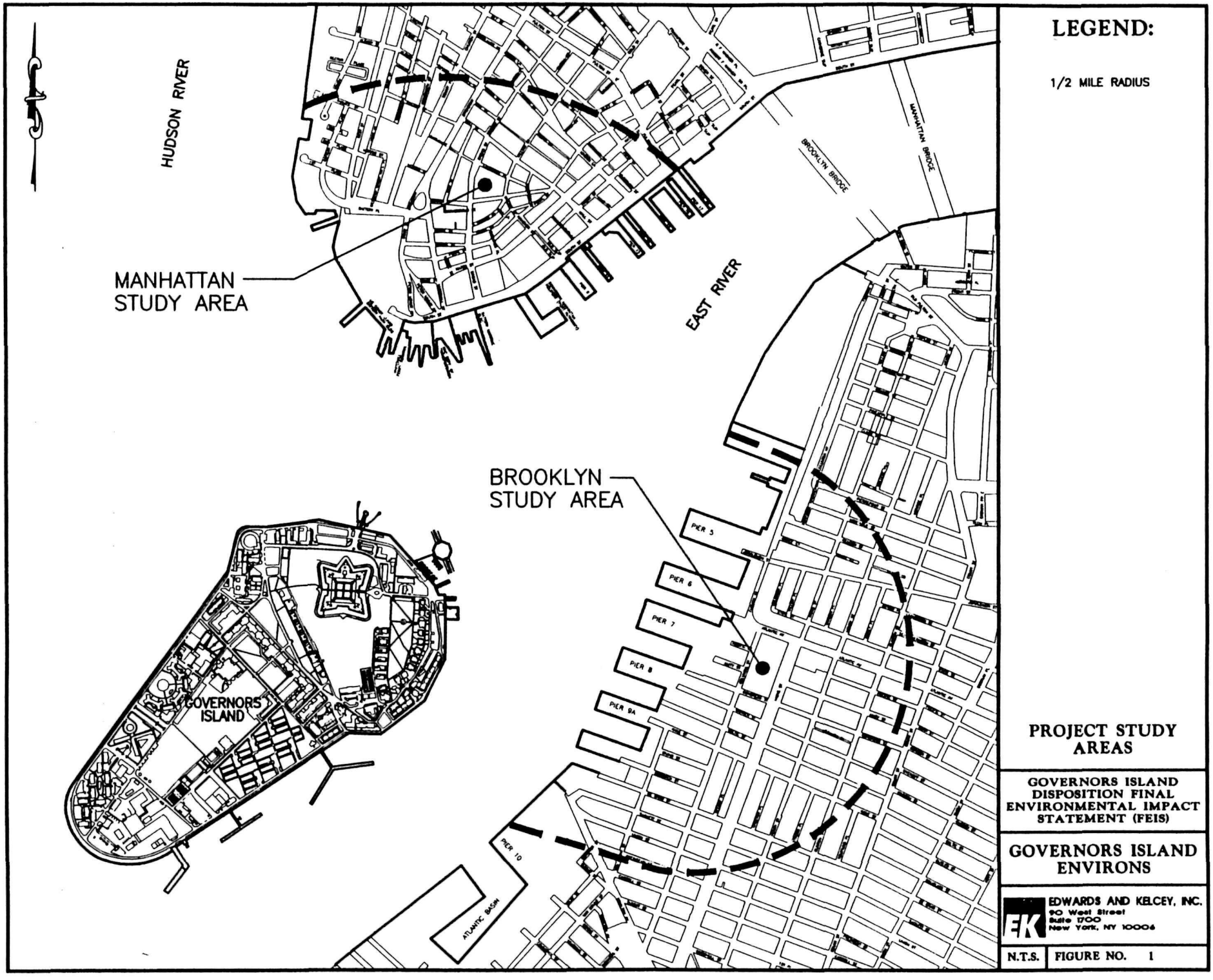
The northern portion of the island, containing approximately 90 acres with 102 buildings, is listed in the National Register of Historic Places as the Governors Island National Historic Landmark (GINHL) district (1985). In 1996, the New York City Landmarks Preservation Commission (LPC) designated the same area as an Historic District. There are nine individually listed landmarks including Fort Jay, the oldest structure on the island.

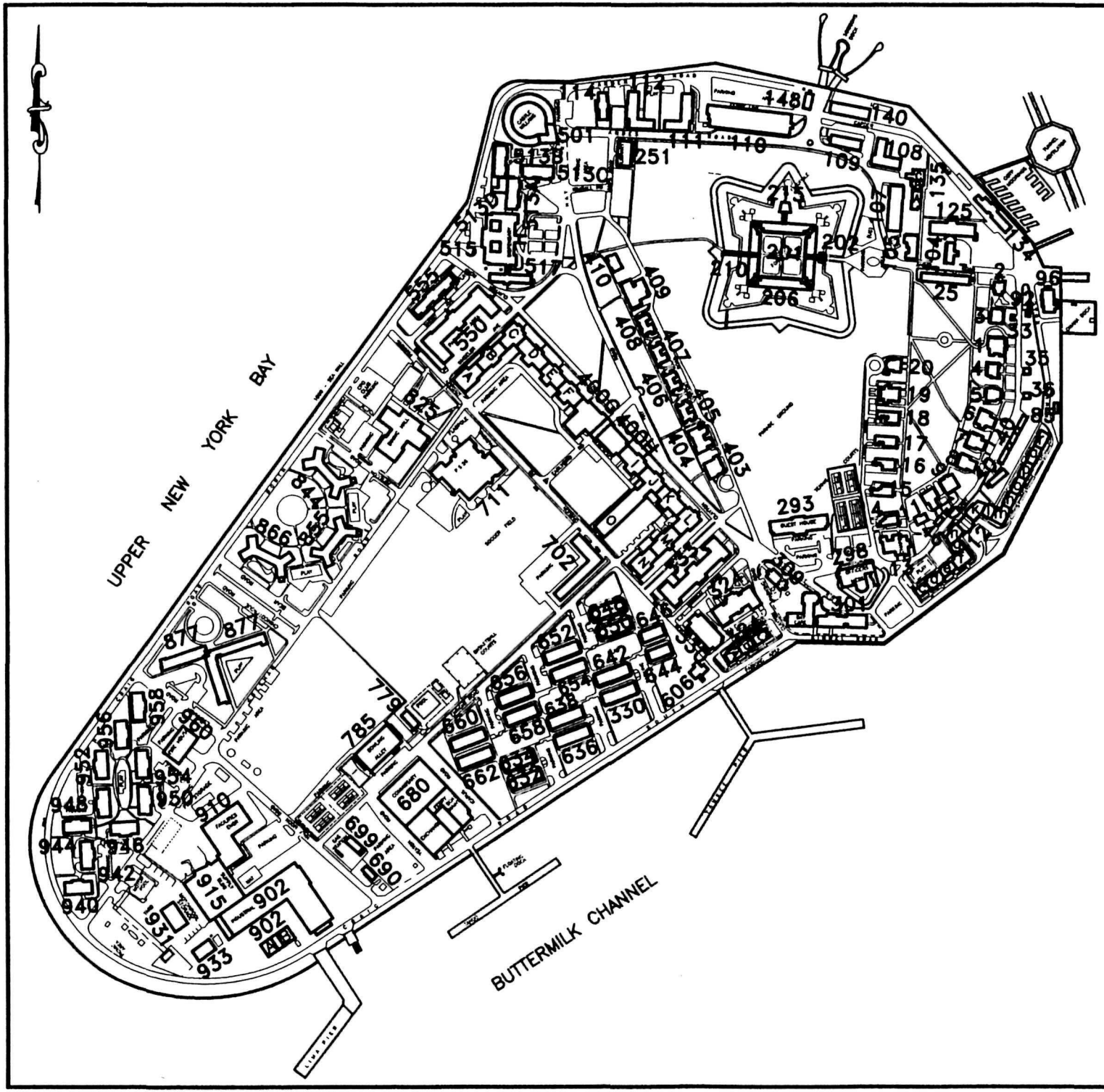
The island is zoned R3-2, a low-density residential district as defined in the New York City Zoning Resolution. There are no mapped city streets on Governors Island. Approximately 20 acres in the 82-acre southern portion of the island are devoted to active recreation, including ball fields, paved courts, a bowling alley, and an outdoor swimming pool. Approximately 5 acres on the northeast shore of the island contain 4 piers and 12 moorings which were used for a Search and Rescue Station. Approximately 12 acres in the southwest corner of the island were used for industrial operations.

Governors Island is accessed only by ferry, private vessel, or helicopter. Waterfront structures include two ferry slips, three piers and a breakwater by the Brooklyn Battery Tunnel ventilation building. The island's utilities are connected to the City's infrastructure, across Buttermilk Channel. These systems include New York City water supply and sewage disposal.

REGIONAL CONTEXT

Situated approximately 2,700 feet south of the tip of Manhattan in Upper New York Bay, a remarkably large and protected harbor, Governors Island is surrounded by New York's and New Jersey's most significant transportation facilities, including Brooklyn Battery Tunnel, Brooklyn-Queens Expressway, Gowanus Expressway, Verrazano-Narrows Bridge, I-278 and the New Jersey Turnpike. Mass transit facilities include the NYC Transit Authority's N, R, 1, 9, and 5 subway lines and PATH trains to New Jersey. In addition, ferries to Staten Island, Ellis Island, Liberty Island, Liberty State Park, Hoboken, the World Financial Center and La Guardia Airport are available from


HUDSON RIVER
MANHATTAN STUDY AREA
BROOKLYN BRIDGE
MANHATTAN BRIDGE
EAST RIVER
BROOKLYN STUDY AREA
PIER 5
PIER 6
PIER 7
PIER 8
PIER 9A
PIER 10
ATLANTIC BASIN
GOVERNORS ISLAND
LEGEND:
1/2 MILE RADIUS
PROJECT STUDY AREAS
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND ENVIRONS
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. 1



LEGEND:

BLDG. #	
1	ADMIRAL'S QUARTERS
2	GOVERNORS HOUSE
3	DUTCH HOUSE - FAMILY HOUSING
4-8	FAMILY HOUSING
9	BLOCK HOUSE - FAMILY HOUSING
10-12	FAMILY HOUSING
13	ST. CORNELIUS CHAPEL
14-20	FAMILY HOUSING
25	MLC LEGAL OFFICES
33-36	PARKING GARAGES
39	FAMILY HOUSING GARAGES
40	JEWISH CHAPEL
46	GARAGE
85	STORAGE
96	GROUP NY ENGINEERING
104	ATLANTIC AREA OFFICES
105	ATLANTIC AREA OFFICES
107	CIVIL ENGINEERING UNIT NY
108-109	GROUP NEW YORK
110	SUPPORT CENTER OFFICES
111	FAMILY HOUSING
112	FAMILY HOUSING
114	FAMILY HOUSING
125	ATLANTIC AREA OFFICES
134	STATION NEW YORK
135A	ADMINISTRATION OFFICES
135B	FAMILY HOUSING
136C	FAMILY HOUSING
138	STORAGE
140	POST OFFICE / POLICE
148	FERRY TERMINAL
201	FORT JAY
202	FORT JAY HOUSING
206	FORT JAY HOUSING
210	FORT JAY HOUSING
214	FORT JAY HOUSING
215	STORAGE
251	LIBRARY
293	SUPER 8 MOTEL
298	OFFICER'S CLUB
298	SOUTH BATTERY CLUB
301	CHILD DEVELOPMENT CENTER
309	OUR LADY STAR OF THE SEA CHAPEL
315	FAMILY HOUSING
324	MARINER'S CLUB
330	THEATRE
333	MLC OFFICES
400A-G	BACHELOR'S QUARTERS
400I-N	ADMINISTRATION OFFICES
400o	BACHELOR'S ENLISTED QUARTERS
400H	FITNESS CENTER
501	CASTLE WILLIAMS
513A	BACHELOR'S QUARTERS
513B	BACHELOR'S QUARTERS
513C	BACHELOR'S QUARTERS
515	BACHELOR'S QUARTERS
515	HEALTH SERVICES CLINIC
517	DENTAL CLINIC
550	MEDICAL AND DENTAL CLINIC
555	FAMILY HOUSING
606	GEAR LOCKER
632-662	FAMILY HOUSING
680	COMMISSARY
680	COUNTRY STORE
680	EXCHANGE
690	AUTO SHOP
699	GAS STATION
702	BACHELOR OFFICER'S QUARTERS
711	PUBLIC SCHOOL 26
779	BATH HOUSE & POOL
785	BOWLING ALLEY
785	BURGER KING
825	ISLAND CAFETERIA
844-877	FAMILY HOUSING
902	SUPPORT CENTER INDUSTRIAL DIVISION
903	SUPPORT CENTER INDUSTRIAL DIVISION
908	378 MAT TEAM
910	SUPPORT CENTER FACILITIES DIVISION
915	SUPPORT CENTER
922	STORAGE CENTER
928	SUPPORT CENTER MOTOR POOL
931	STORAGE CENTER MOTOR POOL
940-958	FAMILY HOUSING
960	FIRE DEPARTMENT

BUILDING IDENTIFICATION

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. 2

Lower Manhattan. Newark Airport is only 8 miles distance; Kennedy Airport, 12 miles; and La Guardia Airport, 9 miles. However, Governors Island's only link to these facilities and to the outside world is via vehicular and pedestrian ferry. Since the Coast Guard's closure of the island, ferry service is available only to caretaker staff and official visitors.

FUNCTIONS OF THE FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

The principal function of this FEIS is to disclose the potential beneficial and adverse effects associated with the disposition of Governors Island by GSA to another party. Additionally, in accordance with NEPA, the implications of taking no action, or retention of Governors Island by the Federal Government, are also examined. This FEIS is intended to disclose the implications and potential impacts as well as the cumulative effects of each course of action. This FEIS incorporates the body of information included in the DEIS as well as comments and responses to the DEIS, and any additional information incorporated since the DEIS. *Chapter I. Purpose and Need for the Proposed Action* describes the NEPA process.

In further accordance with NEPA, a secondary objective of this FEIS is to disclose information concerning the potential environmental effects associated with the future reuse of the island if disposition were to occur. The unique location and characteristics of Governors Island present considerable opportunities for reuse, with associated environmental and socioeconomic benefits and losses. Consequently, it is a purpose of this FEIS to disclose the potential regional effects that a range of reasonable conceptual land uses resulting from the disposition of Governors Island could have in the short and long term.

Because of GSA's mandate to dispose of the island to another party, as well as GSA's inability to specify or control the land uses that may be developed on disposed property in the future, a precise statement of the specific land use-related environmental and socioeconomic effects that could result from reuse would be largely hypothetical. In response to the lack of certainty concerning a future reuse for the island, GSA has developed a range of reasonable land use options (summarized in *Chapter II. Project Alternatives*) that might result upon disposition of the island. These options emerged over a year-long process that included input from local, State and Federal agencies as well as significant public comment. These land use options were developed through a planning effort undertaken by the USCG and GSA, with input from New York State and New York City officials as well as the public, which culminated in the *Governors Island Land Use Study*.

The specific purpose of the land use options was to describe the range of reasonable uses that could be implemented on the island upon disposition. The EIS will generically disclose the potential impacts pertaining to the short and long term, direct and indirect, beneficial and adverse significant regional cumulative impacts associated with these land use options.

It should be noted that this analysis has been provided in order to explore the issues associated with the reuse of the island by a party other than GSA. GSA has no intention of implementing any of the Land Use Options.

In preparing the FEIS, all attempts were made to separate potential effects of future **reuse** of Governors Island from the effects associated with the actual **disposition**. While a range of reasonable conceptual land use options have been developed in an attempt to understand what may result from disposition, there is no way to predict with accuracy the future land uses that may ultimately be implemented. Potential future uses will be

subject to their own environmental and land use review processes. Consequently, future reuse of Governors Island is not considered to be a determining factor in assessment or selection of a project alternative.

THE LAND USE STUDY

The *Governors Island Land Use Study* (the Land Use Study) was commissioned by GSA to serve as a multipurpose information resource. The objectives of the Land Use Study were: (1) to identify and summarize information about Governors Island's land, facilities and infrastructure to aid in the evaluation of the property by the Federal government and others; (2) to create public awareness of the property and about the disposal process; (3) to identify and summarize the island's opportunities and constraints as a catalyst for ideas; and (4) to identify and evaluate reasonable land use options in conjunction with the disposition of the island, for eventual use in the FEIS.

By law, GSA can not implement nor direct any of the land use options identified in the Land Use Study and analyzed in this FEIS. Future reuse of the island as well as mitigation of potential impacts associated with reuse would be the responsibility of the party or parties who eventually acquire the island. Any reuse plans for the island would need to comply with all applicable local, state and Federal laws and regulations.

The identification and assessment of impacts that may result from some theoretical alternative land uses represent a considerable amount of conjecture and assumption. Despite the recognized difficulty of preparing an accurate forecast of specific land use-related impacts that could result from the disposition action, the analysis of the land use options has been undertaken to comply with the intent of NEPA and provide information that may be useful for the disposal process.

SUMMARY OF THE PROCESS

As stated earlier, this FEIS is one milestone in a process that has been ongoing for a number of years. The culmination of the process will be the eventual decision by the Federal Government to retain or dispose of Governors Island. The following milestones summarize the key events that have led, and will lead, to the final decision concerning the status of Governors Island.

Summary of Key Project Milestones

August 1995	*National Performance and Results Act dictates that USCG identify means to reduce their annual budget by $400 million.*
October 1995	*USCG announces that it will vacate Governors Island.*
April 1996	*Programmatic Agreement signed regarding Historic Landmark District.*
August 1996	*USCG relocates residents from Governors Island.*
June 1996	*Northern portion of island Designated a New York City Historic Landmark District.*
August 1997	*USCG Support Center New York relocates from Governors Island.*
October 1997	*Implementation of Governors Island Caretaker Plan.*
December 1997	*Summary of Governors Island Land Use Study released.*

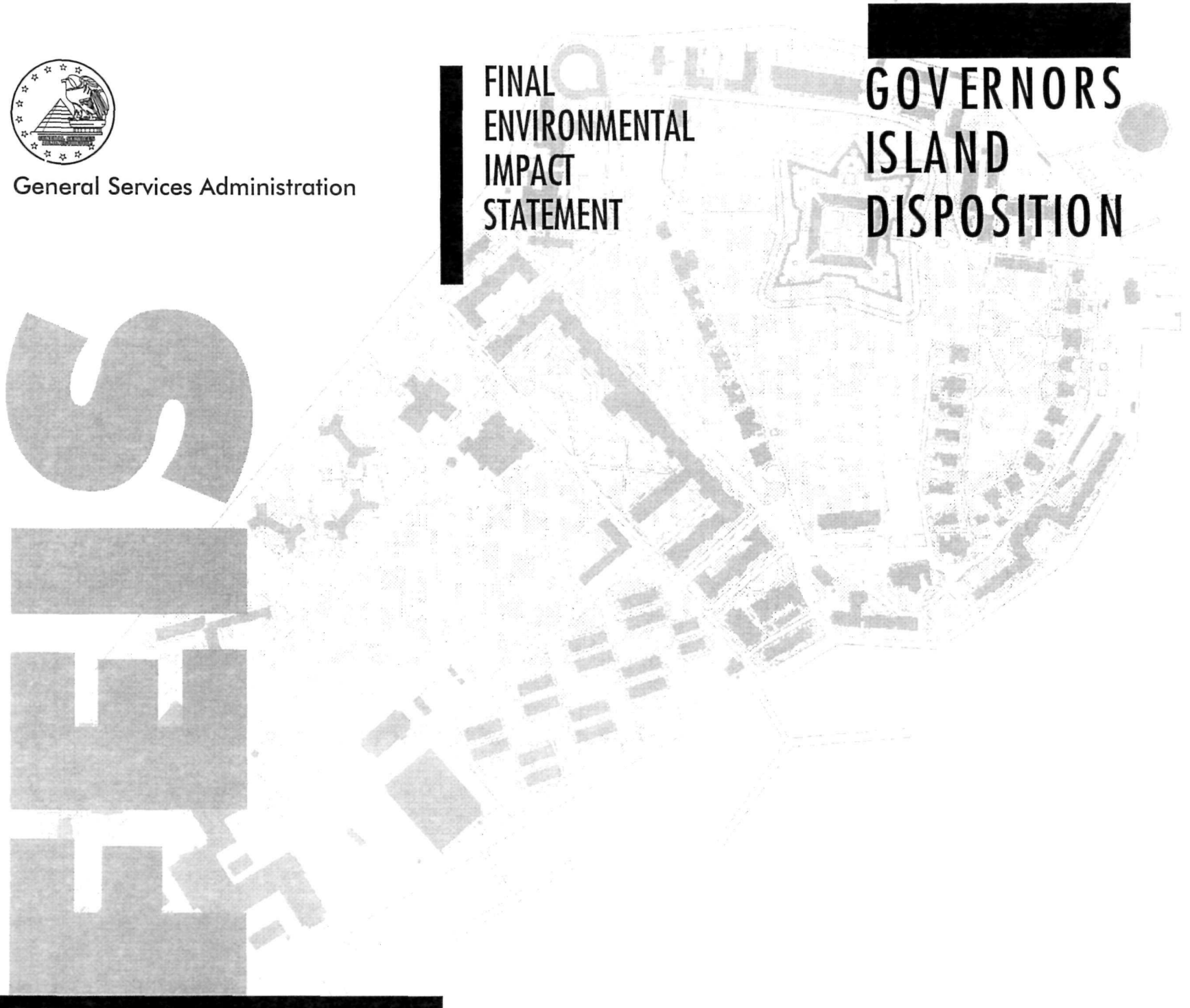
Summary of Key Project Milestones, continued

December 1997	*NEPA Notice of Intent (NOI) published.*
December 1997	*NEPA Public Scoping Meetings held.*
Dec./Jan. 1997	*NEPA Public Scoping Comment period.*
May 1998	*Notice of Availability (NOA) of DEIS published*
June/July 1998	*NEPA DEIS Comment period*
June 1998	*NEPA DEIS Public Hearings.*
November 1998	*NOA for FEIS Published.*
Nov./Dec 1998	*NEPA FEIS Comment Period.*
December 1998	*Record of Decision (ROD) signed.*

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION



EDWARDS AND **KELCEY** ENGINEERS, INC.

I. PURPOSE AND NEED FOR THE PROPOSED ACTION

PURPOSE OF THE PROPOSED ACTION AND THE FEIS

The purpose of this FEIS is to examine the beneficial and adverse effects associated with the potential disposition of Governors Island. This FEIS was prepared in accordance with the National Environmental Policy Act of 1969 (NEPA) as amended (42 U.S.C. 4321, et. seq.). Section 101(2)(C) of NEPA provides that all agencies of the Federal government shall prepare a detailed statement on major Federal actions significantly affecting the quality of the human environment. GSA procedures (ADM 1095.1D, February 1985) provide that an assessment shall be made of any proposed action to determine whether it constitutes a major Federal action significantly affecting the quality of the human environment. GSA's preparation of this FEIS is a result of its conclusion that disposition of Governors Island may have potential to create significant environmental effects.

This Final Environmental Impact Statement examines the Action Alternative, or disposal of the island and a No Action Alternative, or retention of the island. The Disposition Alternative considers the potential disposal of the State and/or City of New York as well as disposal to other entities. The Retention Alternative assumes that the island remains in its present state under caretaker status. In conjunction with the administrative action of disposing of the island, a range of reasonably foreseeable land use options has been examined to determine impacts and benefits to the island's future reuse by another party. GSA has no intentions or plans to implement a reuse of Governors Island. **This document identifies GSA's preferred alternative to be disposition of the island, in compliance with the Balanced Budget Act of 1997.**

GSA'S STATUTORY LAND DISPOSITION AUTHORITY

The General Services Administration (GSA) has been charged with disposing of Governors Island. GSA is the Federal agency responsible for the conveyance of excess and surplus Federal real estate, as stated in Section 203 of the Federal Property and Administrative Services Act of 1949 (FPAS), as amended (40 U.S.C. 484). GSA is invested with the statutory means whereby Federal real property holdings no longer required by Federal agencies for their needs are disposed of as surplus property for non-Federal public or private use.

Under the FPAS, when property is reported to GSA as "excess" to the needs of a Federal agency, GSA notifies other Federal agencies of the property's availability for further Federal use. If no other Federal use is identified, GSA then notifies State and local public agencies and eligible nonprofit organizations that the now "surplus" property is available for donation or at substantial monetary discount, for various public uses such as an historic monument, public parks and recreation areas, public airports, public health or educational use, wildlife conservation, public highways or the widening of public highways, streets or alleys, replacement of housing taken by eminent domain and housing for low and moderate income persons.

In addition, State and local public bodies may purchase the property at fair market value for a public purpose not contemplated by the public benefit programs listed above. In the absence of a public use as described above, GSA would then offer the property for competitive sale. In the sale of a property, the FPAS mandate provides no basis for the Administrator to direct the future use of the property.

However, Governors Island is subject to special legislation incorporated as part of the Balanced Budget Act of 1997 (Item 373:[17], Sec. 9101), as signed by President Clinton which supercedes the FPAS. The act directs GSA to sell Governors Island at fair market value no earlier than 2002. The State and City of New York have the right of first offer to purchase all or part of the island at fair market value.

> *"(a) In General -- Notwithstanding any other provision of law, the administrator of General Services shall, no earlier than fiscal year 2002, dispose of by sale at fair market value all rights, title, and interests of the United States in and to the land of, and improvements to, Governors Island, New York.*
>
> *"(b) Right of First Offer -- Before a sale is made under subsection (a) to any other parties, the State of New York and the City of New York shall be given the right of first offer to purchase all or part at fair market value as determined by the Administrator of General Services, such right may be exercised by either the State of New York or the City of New York or by both parties acting jointly.*
>
> *"(c) Proceeds -- Proceeds from the disposal of Governors Island under subsection (a) shall be deposited in the general fund of the Treasury and credited as miscellaneous receipts."*

As previously stated, the FPAS act of 1949 provides no basis for the Administrator of the GSA to direct the future use of property to be disposed. As a result, the uncertainty over the ultimate reuse of Governors Island dictates a generic regional approach in the FEIS when considering the reuse of the island. Information pertaining to land use-related impacts is provided with emphasis on significant cumulative and regional effects. **It is not the purpose of this EIS to satisfy the various Federal, State and local environmental requirements that would have to be complied with by the purchasers of the island.** Consequently, the FEIS is not at the level of detail normally associated with specific project-oriented EISs. Certain site-specific issues or concerns are not resolved in this FEIS as these are more related to the specific development plans of parties who may acquire Governors Island.

NEED FOR THE PROPOSED ACTION

In August 1995, the USCG was issued a mandate by the Federal Office of Management and Budget to reduce their annual budget by $400 million. As one means of accomplishing this task, the USCG decided to close five of its existing facilities. Governors Island was selected as one of the five sites for closure. A cost/benefit analysis developed by the USCG indicated that the closure of Governors Island in conjunction with the relocation of services to other existing USCG facilities would potentially result in an annual savings of $33 million. The island's closing will bring a substantial savings to the Federal Government.

An Environmental Assessment (EA) conducted pursuant to NEPA was prepared by the USCG to analyze the impacts associated with the operational closure of Governors Island as well as the relocation of USCG services to other existing facilities. The EA concluded that closure of the island with the ongoing provision of a standard maintenance plan would not result in any significant environmental impacts.

During the interim period prior to disposition, the Federal Government is responsible for the expenses associated with the caretaking effort on the island. The estimated caretaking cost for fiscal year 1998 is $6 million. Funds must be reauthorized each year until disposition occurs. The disposition of the island would result in the added savings associated with GSA's

relinquishment of its caretaking duties and would guarantee the maintenance of the historic landmarks on the island in conformance with the preservation covenants that would accompany the sale of the island.

Once it had been established that the USCG would vacate the island, the GSA was vested with the responsibility of disposing of this Federal property. Normally, this disposal would be conducted pursuant to the Federal Property and Administrative Services Act of 1949, as amended. This statute prescribes a process which GSA must normally adhere to in pursuing the eventual disposition of the property. As described previously, this process was superseded by special legislation that was incorporated into the Balanced Budget Act of 1997. This legislation directs the GSA to sell Governors Island at fair market value no earlier than fiscal year 2002, with the State and City of New York having right of first offer.

General Services Administration

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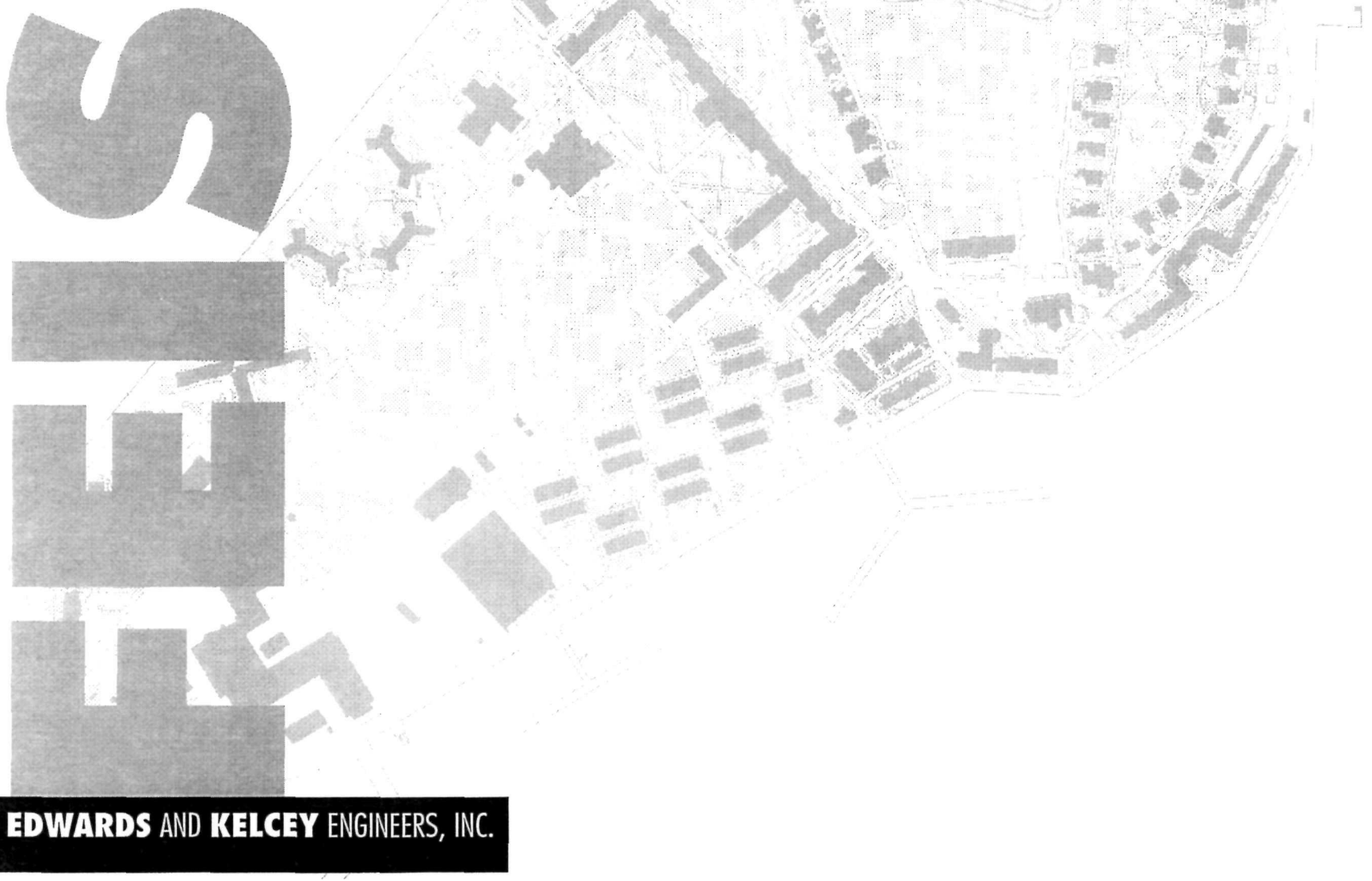

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II. Project Alternatives

II. PROJECT ALTERNATIVES

There are two project alternatives considered in this EIS. The first alternative involves the disposition methods available to the General Services Administration (GSA) in carrying out its statutory responsibilities.

As directed by the Balanced Budget Act of 1997, GSA has been limited to two distinct means by which to dispose of Governors Island:

- *Disposition to New York State or New York City for fair market value; and,*

- *Disposition to another entity or entities for fair market value.*

At the conclusion of the DEIS process, GSA has determined that disposition of Governors Island is the preferred alternative.

These two disposition methods comprise the **Action Alternative** in this EIS, as they both involve the disposition of Governors Island by the Federal government to another party. This alternative assumes that the island is conveyed to a public or private entity prior to the end of year 2002 (as directed in the Balanced Budget Act).

NEPA regulations also require consideration of an additional alternative, the alternative of taking no action. The **No Action Alternative** assumes that the island is not disposed of by GSA after the year 2002. Under this alternative, the Federal government would retain ownership of Governors Island, without active use or reuse of its facilities and without visitors coming to Governors Island. The annual appropriation of monies for the on-island caretaking effort are assumed to continue.

In order to disclose the potential impacts and benefits that could result from the island's reuse after disposition, a number of **potential Land Use Options** were considered for Governors Island. These options were developed during the preparation of the *Governors Island Land Use Study,* commissioned by GSA. The land use options are illustrative of a range of reasonable reuses that might be implemented on the island by another party or parties. The options were developed based on a year-long effort that included input from local, state and Federal agencies as well as the public at large. **The options are not reflective of any GSA plans for the future of the island.** The land use options encompass what GSA believes to be a range of reasonable and likely land uses, given the island's opportunities and constraints. Before the implementation of any future reuse of the island the sponsoring party would need to comply with all applicable local, State, and Federal laws and regulations. This may include the preparation of a project-specific Environmental Assessment (EA) or Environmental Impact Statement (EIS).

The potential land use options that resulted from the *Governors Island Land Use Study* for consideration in this FEIS and analyzed under the Disposition Alternative are as follows:

1. ***Reuse Option.*** *This option reuses as many buildings as is feasible and marketable, while expanding and upgrading open space for public recreation. There is a strong residential focus, with approximately 1,100 housing units.*

2A. ***Academic Option.*** *This option assumes use of the Island by an academic institution of approximately 4,000 students. There is a large open and recreational space component.*

2B. *Academic Option with New York City Proposal for a Casino. In response to requests from the City of New York, Department of City Planning during the environmental scoping period, this option will also be considered. The option is similar to the Academic Option for all but the southernmost section of the Island, where a casino and hotel/conference facility would be included.*

3. **Recreation Option.** *This option's predominant use is a 70-acre public park, which would include both passive and active recreational areas. Some residential units and a conference center are included, but do not represent a major focus of this open space option.*

4. **Mixed Use Option.** *This option strikes a balance between new development and a public park. Major components of this option include a 42-acre park and approximately 2,400 housing units.*

5. **Maximum Development Option.** *This option features the highest residential density (4,450 units in apartments and townhouses) of all the land use options. It also includes a 20-acre park, hotel, golf course and retail uses.*

6. **Phase-In Option.** *This option is intended for transitional use of existing facilities prior to implementation of any of the land use options. This option allows buildings to be occupied and maintained during any interim period between disposal and development or new construction. Residential and hotel or hostel use is emphasized.*

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

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III. Affected Environment

III. AFFECTED ENVIRONMENT

The Affected Environment includes Governors Island and those portions of the region encompassing Governors Island that possess the greatest potential for impact by the proposed action. Description of existing conditions concerning all aspects of the affected environment provides an overall context within which to determine the potential for project-related impacts, serves as a baseline for analysis of future years, and also highlights areas of particular concern.

The numerous aspects of the affected environment identified in this chapter are organized into four categories. The first two categories, physical and biological characteristics, focus on elements of the environment that occur naturally. The third category, man-made characteristics, deals specifically with elements of the built environment. The last category encompasses elements of the social and economic environment. For purposes of consistency, this organization is continued in Chapter IV, Environmental Consequences, which includes analysis of the project alternatives (Sections IV.B and IV.C), description of future years 2002 and 2008 baselines (Sections IV.A and IV.D), as well as analysis of the *Governors Island Land Use Study* land use options (Section IV.E). The four categories that comprise the affected environment are further divided into subcategories. The specific study area boundaries may vary for some subcategories identified, based on applicable technical parameters.

Section III.A Physical Characteristics

III.A.1 Geology, Topography, Seismic Activity, and Soils
III.A.2 Wind and Climate

Section III.B Biological Characteristics

III.B.1 Water Quality
III.B.2 Wetlands and Floodplains
III.B.3 Terrestrial and Aquatic Ecology
III.B.4 Endangered and Threatened Species and Critical Habitats

Section III.C Man-Made Characteristics

III.C.1 Community Facilities and Services
III.C.2 Open Space
III.C.3 Urban Design and Visual Resources
III.C.4 Neighborhood Character
III.C.5 Infrastructure and Solid Waste
III.C.6 Hazardous Materials
III.C.7 Traffic and Transportation
III.C.8 Air Quality
III.C.9 Mobile Source Noise
III.C.10 Energy

Section III.D Socioeconomic Characteristics

III.D.1 Socioeconomic Conditions
III.D.2 Land Use, Zoning, and Public Policy
III.D.3 Waterfront Planning and Zoning
III.D.4 Historic and Cultural Resources
III.D.5 Environmental Justice

The affected environment for the disposition of Governors Island includes one on-island study area, and two off-island study areas. The on-island study area comprises the entirety of Governors Island. The off-island study areas include an

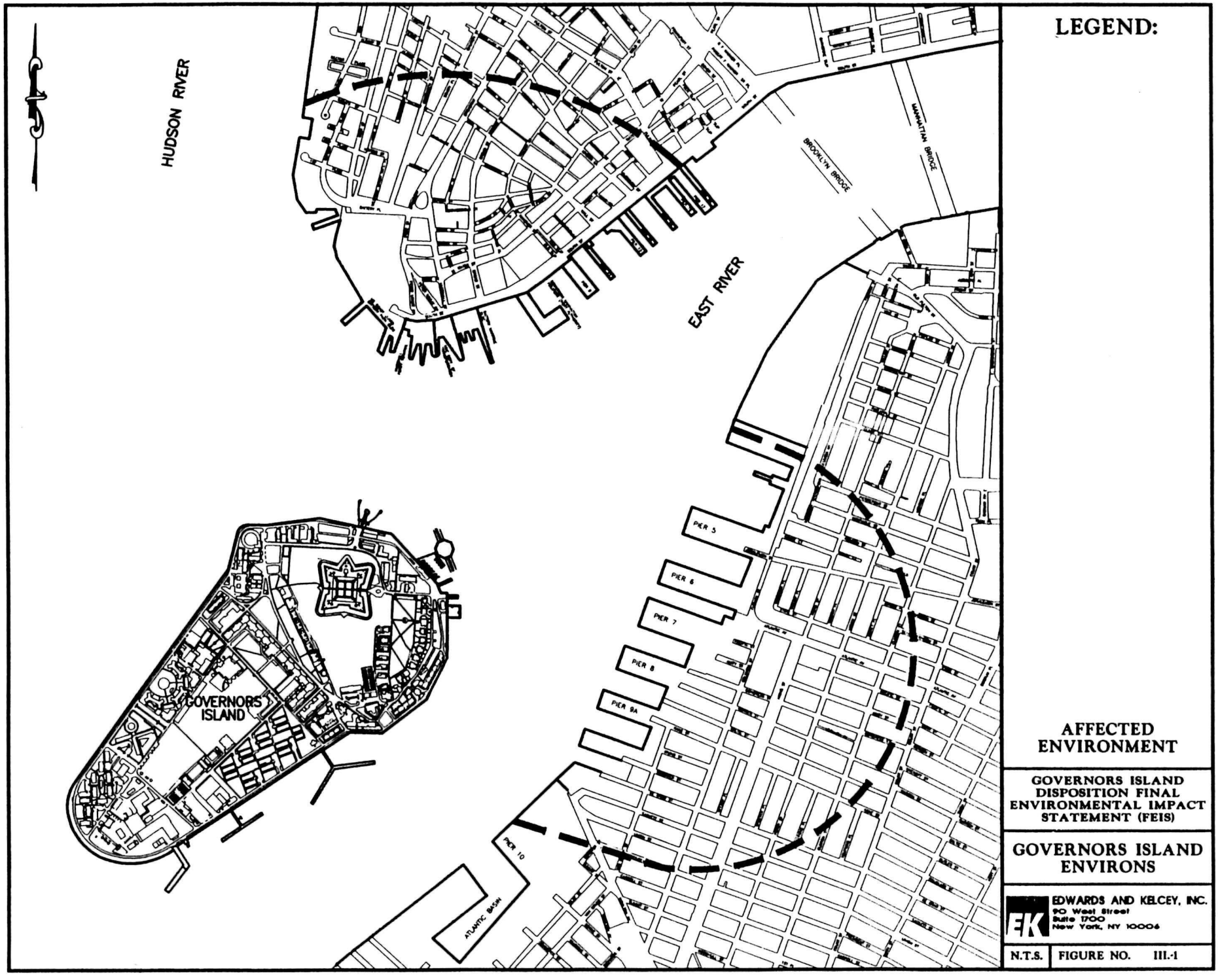
approximately ½-mile radius area surrounding the Battery Maritime Building in lower Manhattan, and an approximately ½-mile radius area surrounding Piers 7 and 8 on the Brooklyn waterfront (see Figure III-1, Affected Environment).

The Battery Maritime Building and surrounding area is included as an off-island study area, because it is assumed that future activity on the island would involve debarkation from this facility, as was the case when the USCG occupied Governors Island.

The area surrounding Piers 7 and 8 along the Brooklyn waterfront is also identified as an off-island study area for analysis in the FEIS. This area was chosen for a number of reasons. In developing the land use options in the *Governors Island Land Use Study,* it became apparent that for some of the higher density land use options an off-island debarkation point providing vehicular parking would need to be provided for island residents/visitors. The criteria for selection of possible sites for a "park and debark" facility included location on the New York City waterfront in the vicinity of Governors Island, existing land use, size, and access to a major arterial roadway. Since development of such a facility is clearly not within the scope of the action proposed in this FEIS, it was determined that for analysis purposes one "model" site would be selected to gain a sense of the issues that might be relevant to a future development of this type.

A number of possible sites for a "park and debark" facility were considered along the Brooklyn waterfront, due to its close proximity to Governors Island, and particularly the Island's existing waterfront piers. These sites include Piers 7 and 8 in Carroll Gardens, the Atlantic Basin in Red Hook, and Erie Basin, which is located at Red Hook's southern tip. After a preliminary investigation of these three sites, two were determined to be inappropriate as a model for the off-island facility proposed. Erie Basin was not selected, as it is the farthest location from Governors Island thus requiring a more extensive ferry operation, and because the New York City Police Department (NYPD) has proposed the construction of an expansive Evidence Vehicle Facility at this location. Atlantic Basin was also not selected as the model location because, while it is close in distance to Governors Island, and is of considerable size, the site is difficult to reach and requires a circuitous vehicular route through residential neighborhoods. In contrast, the Piers 7 and 8 area has almost direct access to the Brooklyn-Queens Expressway, is located close to Governors Island, and has a large ground footprint. Consequently, this area was chosen as the model site for the "park and debark" facility.

It should be clear that this site was selected for analysis strictly because it possesses certain qualities that would be desirable for off-island access and ancillary parking, not because of any specific plans that connect it to future development of Governors Island. The selection of this site also does not imply that establishment of such a facility at this location would be void of environmental impacts. Currently, Piers 7 and 8 are active waterfront piers owned by the Port Authority of New York and New Jersey (PANY/NJ), and are leased out for cocoa and coffee bean storage and surface parking for Long Island College Hospital staff. Any future plans for development or reuse of Piers 7 and 8 would be under the domain of the PANY/NJ, and would need to comply with all applicable local, State, and Federal laws and regulations.



LEGEND:

AFFECTED ENVIRONMENT

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND ENVIRONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.-1

A. PHYSICAL CHARACTERISTICS

1. Geology, Topography, Seismic Activity, and Soils

On-Island

Governors Island is a small rocky prominence in the mouth of the Hudson River. It is located in an area with a complex geologic history. The rocks on Governors Island are the southern termination of the Manhattan Prong, which is the southern extension of the New England physiographic province, which abuts the Triassic Lowland of New Jersey. It is included in the Southern Piedmont physiographic province, which borders on the Newark Basin. The Hudson River marks the boundary between the Piedmont province and the New England province. The Piedmont province passes northward through the Hudson Highlands and merges with the hilly and mountainous New England Province and with the Taconic Mountains along the eastern New York border.

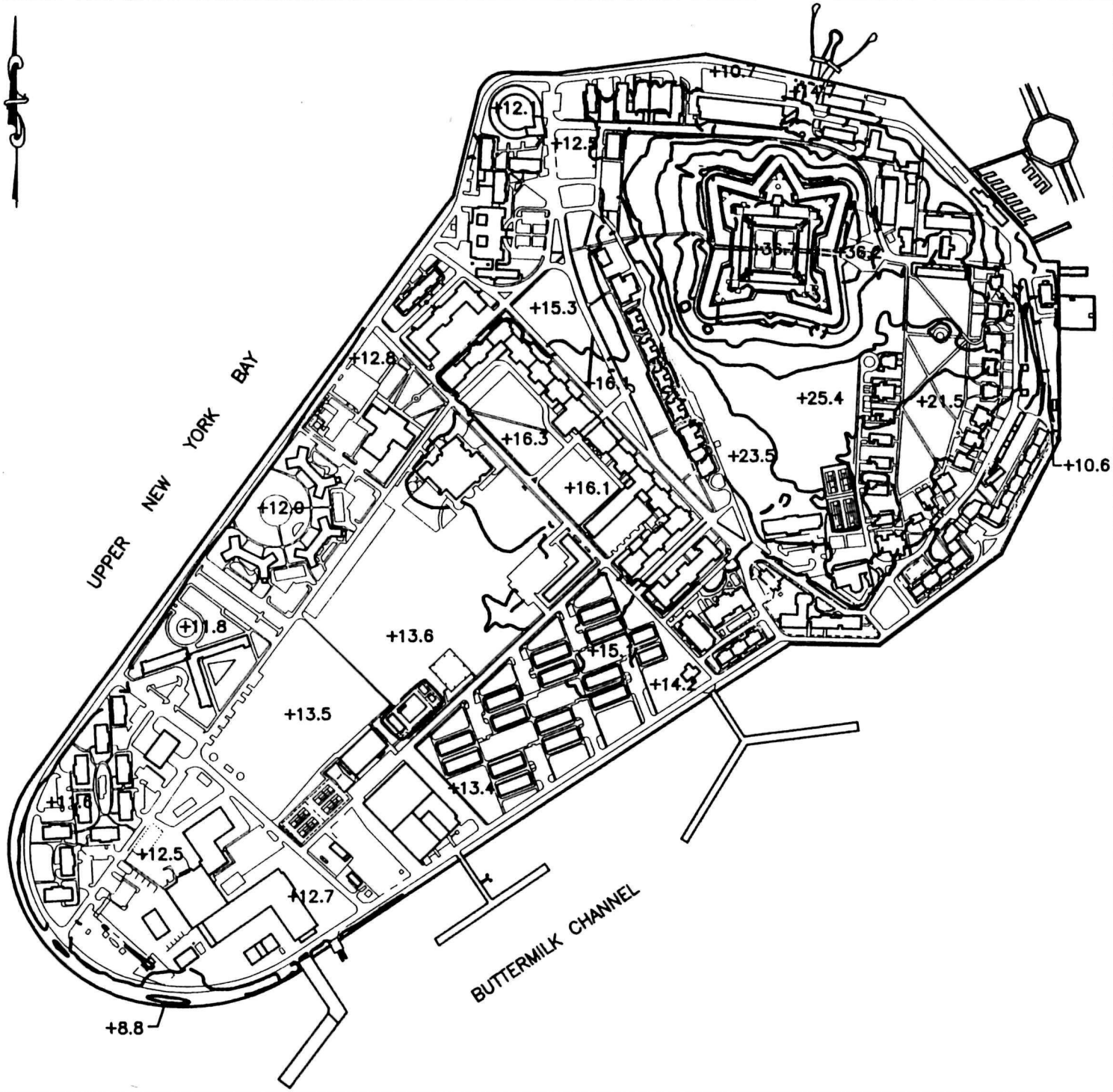
The existing topography reveals the two distinct land areas of Governors Island: the hilly northern part of the island and the flat, featureless southern portion of the island. The northern area, which is the original land mass, ranges from an elevation of approximately 10 feet at the bulkhead to 40 feet at the base of Fort Jay's fortification walls, the highest point on the island (see Figure III.A-1). The southern land area, which consist of 103 acres of the island's total 172 acres, is comprised of fill materials added between 1904 and 1908, and ranges approximately from elevation 10 to 13.5 feet.

No island-wide geotechnical or soil surveys have been performed. Site-specific surveys have been conducted as part of investigations at the Liberty Village housing complex on the island (U.S. Coast Guard 1991) and at other sites across the island.

New York City is underlain by a sequence of Proterozoic (greater than 570 million years before present) to lower Paleozoic (about 450 to 570 million years before present) crystalline rocks, consisting of schist, gneiss, and marble, that crop out in Manhattan and the Bronx, Governors Island, a strip along the west shore of Upper Bay, and the central upland of Staten Island. The basement rocks are overlain on Staten Island and to the west by Triassic (about 195 to 230 million years before present) and Cretaceous rocks (about 65 to 140 million years before present). These are in turn overlain by Pleistocene glacial deposits (less than 2 million years before present).

The basement rocks that comprise Governors Island consist of the Proterozoic to Cambrian feldspathic schistose gneiss that weathers brown-gray or rusty, called Manhattan schist. It is in thrust fault contact with a serpentine of the same age that forms the core of Staten Island. The thickness of the Manhattan schist in the area is not known, although it may be as much as one mile thick in some areas.

The New York City area is characterized by little seismic activity. The faults mapped in the city appear to be related to ancient mountain building and plate tectonic events of the Mesozoic Era (about 225 to 65 million years before present) or older. While there is no way to directly measure the amplitude of an earthquake, several indirect measurement methods are used. One method, magnitude, is measured on the Richter magnitude scale. This scale measures the total amount of energy released during a seismic event, which is expressed in a range of 0 to 9. Each step on this logarithmic scale represents a seismic disturbance with ground motion ten times as large as the previous step. A quake of 2 is the smallest felt by humans; a magnitude of 6 or greater is commonly considered major. An earthquake with a magnitude of 5.3 occurred on August 10, 1884 at Rockaway Beach, Queens. This quake was the largest recorded in the New York metropolitan area and was felt



LEGEND:

5' CONTOUR LINE

+12.7 GRADE ELEVATION

TOPOGRAPHY

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

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90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.A-1

throughout most of the northeastern United States and in some mid-Atlantic states.

The second method, intensity, is measured on the Mercali intensity scale. This scale is used to describe the effects of the earth's movement—on people, buildings, and landscape—during a seismic event, and is expressed in a range of 0 to XII. This descriptive scale indicates the degree of shaking at a specific location as the result of an earthquake. The scale includes levels that range from barely perceptible (II) up to total destruction of buildings (X). No earthquakes of greater than intensity V on the Mercali scale have been recorded in the New York City area. Beyond a distance of about 30 miles from Governors Island, earthquakes of Mercali intensity V to VII are relatively frequent. Several small magnitude earthquakes have been recorded during the past 20 years along faults west of New York City or in central Westchester County. No earthquakes of Mercali intensity greater than VII have been recorded in Connecticut, New York, or New Jersey.

Approximately 103 of the 172 acres that comprise Governors Island are fill materials added in the early twentieth century, which comprises the southern portion of the island. The depth of fill ranges from about 25 feet to 40 feet. Soils on Governors Island include a thin natural soil deposited or developed on the original pre-fill bedrock surface of the island, and manufactured fill materials that comprise the southern half of the island. Limited data are available to describe the deposits in the northern section of the island. Data from existing sources suggest that surficial soils on the northern half of the island have been extensively reworked. In the vicinity of Fort Jay, hand auger borings encountered a dark brown to black highly organic sandy loam in the upper six inches. From below six inches to about four feet were dark orange to dark brown soils consisting of moderately to well sorted medium grained quartz sand. This soil contained manufactured debris, suggesting that it may have been imported or reworked. An archeological study at the proposed guest house site on Comfort Road near the southeast end of the original island described soil strata encountered in test holes dug to a maximum depth of about eight feet. A natural B soil horizon was encountered at a depth of two to six feet. The natural soil was described as a yellowish brown silt loam (10 YR 5/6) with evidence of disturbance. This layer was 1 to 3 feet thick and was underlain by "unweathered parent material," which was not further described but was soft enough to be penetrated about one foot with a bucket auger (LBA 1986). In 1987, 65 three-foot-deep test pits along a proposed 4,000 foot utility right-of-way were excavated on the north side of the island. The pits encountered disturbed materials consisting mostly of silty sands grading to sand with depth, and containing varying amounts of gravel and cobbles as well as manufactured debris.

Manufactured fill deposits are typically heterogeneous and include rock, brick, glass, concrete and other debris, in addition to clay, silt, sand, and gravel. The upper 15 feet of soil in the vicinity of the Support Center Service Station, on the south side of the island, were sampled during an underground tank investigation. The site is about eight feet above the water table, which probably approximates mean sea level in the area. The upper 0.5 to 8.5 feet is described as fill material, dark brown, medium to medium-coarse sand with some gravel. Below this is a well-sorted coarse sand, interpreted as river sediment. The total thickness of deposits was not determined.

Off-Island

The Battery Maritime Building is located in a similar position to Governors Island both geographically as well as geologically. The Battery Maritime Building is located within the southwest tip of the Manhattan Prong. As stated above, New York City is underlain by a sequence of Proterozoic to lower Paleozoic crystalline rocks, consisting of schist, gneiss, and marble. These

are overlain by Triassic and Cretaceous rocks. These are in turn overlain by Pleistocene glacial deposits. The underlying geology is similar to that described for Governors Island.

Little seismic activity has been recorded in the New York City area. As described for Governors Island, no earthquakes greater than intensity V on the Mercali scale have been recorded in the New York City area.

Existing topography for the Battery Maritime slip area measures approximately 10 feet at the base of the Maritime Building. Based upon geologic maps for the area, the shoreline has changed over time, and slips and pier areas were created though the placement of fill materials. Manufactured fill deposits are typically heterogeneous and include rock, brick, glass, concrete and other debris, in addition to clay, silt, sand, and gravel. No geotechnical or soil surveys have been performed within the area of the Battery Maritime Slip area. Therefore, no on-site information with regard to soils are available.

The basement rocks that comprise Piers 7 and 8 along the Brooklyn waterfront consist of Proterozoic to Middle Ordovician interbedded units of schist, granite, amphibolite, and gneissic schist, known as the Hartland Formation. The piers lie southeast of Camerons Line, a major regional northeast striking fault that dips southeast. The Hartland Formation is in contact with the Ravenswood Granodiorite, longitudinally through Pier 7. This unit is Proterozoic in age and consists of either muscovite quartz and/or orthoclase layered gneiss.

As in the surrounding area, little seismic activity has been recorded in the vicinity of Piers 7 and 8. Existing topography for Piers 7 and 8 measures approximately 5 feet at the top of the pier.

Based upon Sanborn Maps dating back to 1886, and geologic maps for the Brooklyn shoreline, pier areas were created though the placement of fill materials. Manufactured fill deposits are typically heterogeneous and include rock, brick, glass, concrete, and other debris, in addition to clay, silt, sand, and gravel.

2. Wind and Climate

On-Island

Governors Island is located at 40° 41.5′ latitude and 74° 01′ longitude, and is subject to Mid-Atlantic off-shore weather patterns. These patterns include northwest winter winds with an average force of 5 on the Beaufort Scale and southwest summer winds with an average force of 3 on the Beaufort Scale (see Figure III.A-2). From April through to September, there is only a 3% to 4% frequency of calm days.

In addition to these general geographic marine climatic conditions, there is the effect of the island's own micro-climate. In the easterly directions, the island is protected from winds by Lower Manhattan and Brooklyn. In the westerly directions, however, the island is exposed to the open harbor and the lowlands of New Jersey beyond. Winds from the north come down the Hudson River and from due west and south, off the greater Upper Bay.

The effect of these off-island westerly winds is pronounced. Observing the existing trees and shrubs along Craig Road North, one can see their twisted, bent, and stunted forms. In addition, the buildings are also impacted by the constant buffeting winds. At Liberty Village, a 1980s housing complex at the southwestern end of the island, the new shingled roofs had to be immediately replaced with standing-seam metal roofs to better withstand the winds. The wooden porches need constant repainting due to the sandblasting effect of the winds, and windows need frequent repairs. By comparison, the housing built before 1950 was

generally located on the leeward (eastern), or northern side of the island.

The winds off the Upper Bay have an equally important effect; salt-spray and waves. Although the existing seawall is built above average mean high water, the added effect of winds can cause waves at high tide to break over the seawall and flood the upland shore. In the winter, the Island's western perimeter is often littered with the flotsam delivered by encroaching waves. The vegetation and the soil are also damaged by salt-spray.

The perceived temperature and comfort level on the island are also affected by the wind. The wind-chill factor causes the island to seem much colder than a protected area and limits the desirability of outdoor activities in the winter months.

The westerly winds on Governors Island are significant climatological factors which should be carefully considered in the planning and physical design of the island.

Precipitation is moderate and distributed fairly evenly throughout the year. Most of the rainfall from April through October comes from thunderstorms and are usually brief in duration and sometimes intense. For the other months of the year, precipitation is more likely to be associated with widespread storm areas, so that day-long rain or snow is more common. These storms have been responsible for record rains, snows, and high winds. The average annual rainfall total is 41.76 inches. The average snowfall is approximately 31 inches. The wettest month is August, with an average monthly precipitation of 4.1 inches. The maximum monthly precipitation was 17.41 inches, which occurred in August 1955. The maximum 24 hour precipitation was 6.59 inches, which also occurred in August 1955.

Off-Island

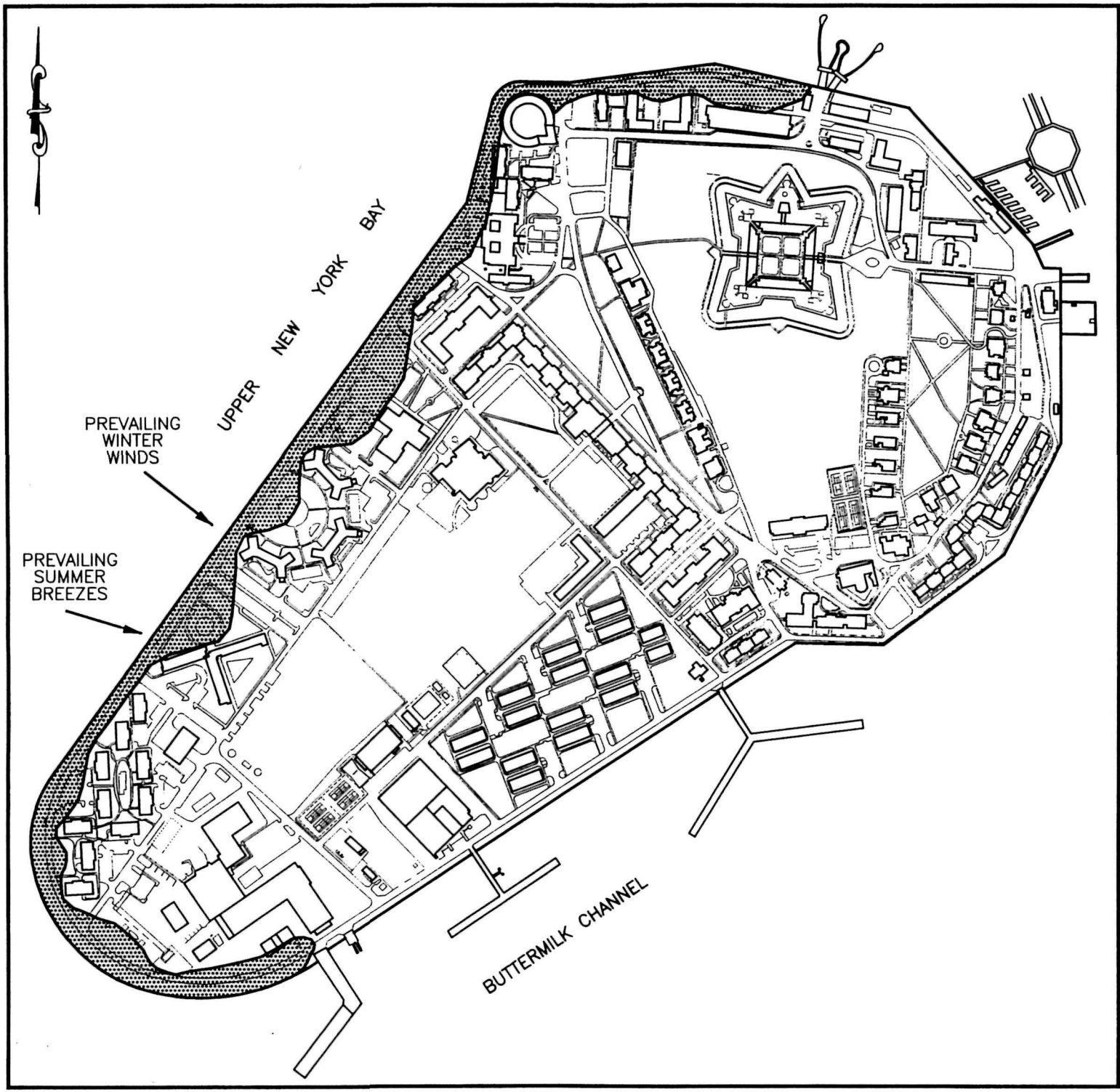
Similar to conditions on Governors Island, the Battery Maritime Building and Brooklyn Piers 7 and 8 are located within the Mid-Atlantic off-shore weather patterns. Wind patterns during winter months are out of the northwest and during the summer months out of the southwest.

The location of the Battery Maritime Building on the southern tip of Manhattan protects this waterfront area from direct northwesterly winter winds. Southeasterly winds experienced during the summer months are blocked out from reaching this waterfront area by Brooklyn.

Piers 7 and 8 on the northwestern side of Brooklyn are somewhat protected from wintry northwesterly winds by Manhattan Island. However, depending upon the angle of the wind direction, Brooklyn may receive direct northwesterly or westerly winds that come down the Hudson River during winter months. The geographic position of the Piers on the northwestern side limits summer, southeasterly winds from reaching the waterfront area.

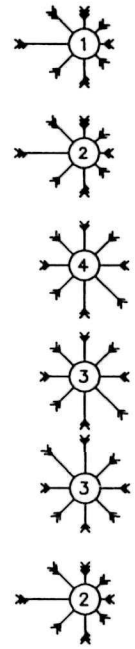
The perceived temperatures and comfort levels on both the Battery Maritime Slips and Brooklyn Piers 7 and 8 areas are affected by the wind. The wind-chill factor causes these waterfront areas to seem much colder than protected areas along the waterfront.

Due to the close proximity of the Battery Maritime Slips and Brooklyn Piers 7 and 8 to Governors Island, temperature and precipitation are the same.



LEGEND:

WIND ROSE FOR MID-ATLANTIC OFFSHORE
35°–40° LATITUDE:
70°–75° LONGITUDE



0% 50% 100%

SCALE OF WIND PERCENTAGES

LENGTH OF SHAFT = % OBSERVATIONS WIND BLOWN

NUMBER OF FEATHERS = AVERAGE FORCE. BEAUFORT SCALE

CENTER = % CALMS

AREA IMPACTED BY WIND, TIDES, WAVES AND SALT SPRAY.

CLIMATOLOGICAL FACTORS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.A-2

B. BIOLOGICAL CHARACTERISTICS

1. Water Quality

Governors Island and the two off-island study areas are located in Upper New York Bay in the vicinity of the Manhattan Battery. Existing baseline water quality conditions in the vicinity of Governors Island and the two off-island study areas were summarized from the most recent available data. The New York City Department of Environmental Protection (NYCDEP), as part of the Harbor Survey, has designated sampling stations throughout New York Harbor, including the Hudson River and East River, that are routinely sampled. Water samples are typically analyzed for conventional pollutants and additional water quality parameters. In addition, ambient metals concentration data was available from sampling conducted by Battelle Ocean Sciences for Region 2 of the U.S. Environmental Protection Agency (USEPA) during 1991. Harbor Survey water quality data for three stations in proximity to the study areas, specifically Hudson River stations, N5 and N6, and East River station, E1, are presented in Table C-1, found in Appendix C. For metals, data was available for Harbor Survey station N5 (Battelle Station H1). No additional metals data was available for the other Harbor Survey stations. Water quality station locations are shown on Figure III.B-1. The water quality data for these stations would generally be representative of conditions near Governors Island, Piers 7 and 8 and the Battery Maritime Building.

The data presented in Table C-1 (see Appendix C), unless otherwise noted, represents average values for sampling conducted during 1997. Also shown in Table C-1 are the corresponding New York State Department of Environmental Conservation (NYSDEC) water quality standards and guidance values. The NYSDEC classifies the waters in the vicinity of the study area as "Class I", which is suitable for secondary contact recreation (i.e., fishing and boating). Water quality data indicates that, on average, NYSDEC standards and guidance values are met. The absolute minimum value for dissolved oxygen for the East River station E1, presented in Table C-1, however, does not meet the water quality standard for dissolved oxygen. During the summer months, dissolved oxygen levels at E1 and in other sections of the East River are regularly at or below the water quality standard of 4.0 mg/l. Low dissolved oxygen concentrations can generally be attributed to combined sewer overflows (CSOs) and municipal Water Pollution Control Plant (WPCP) discharges.

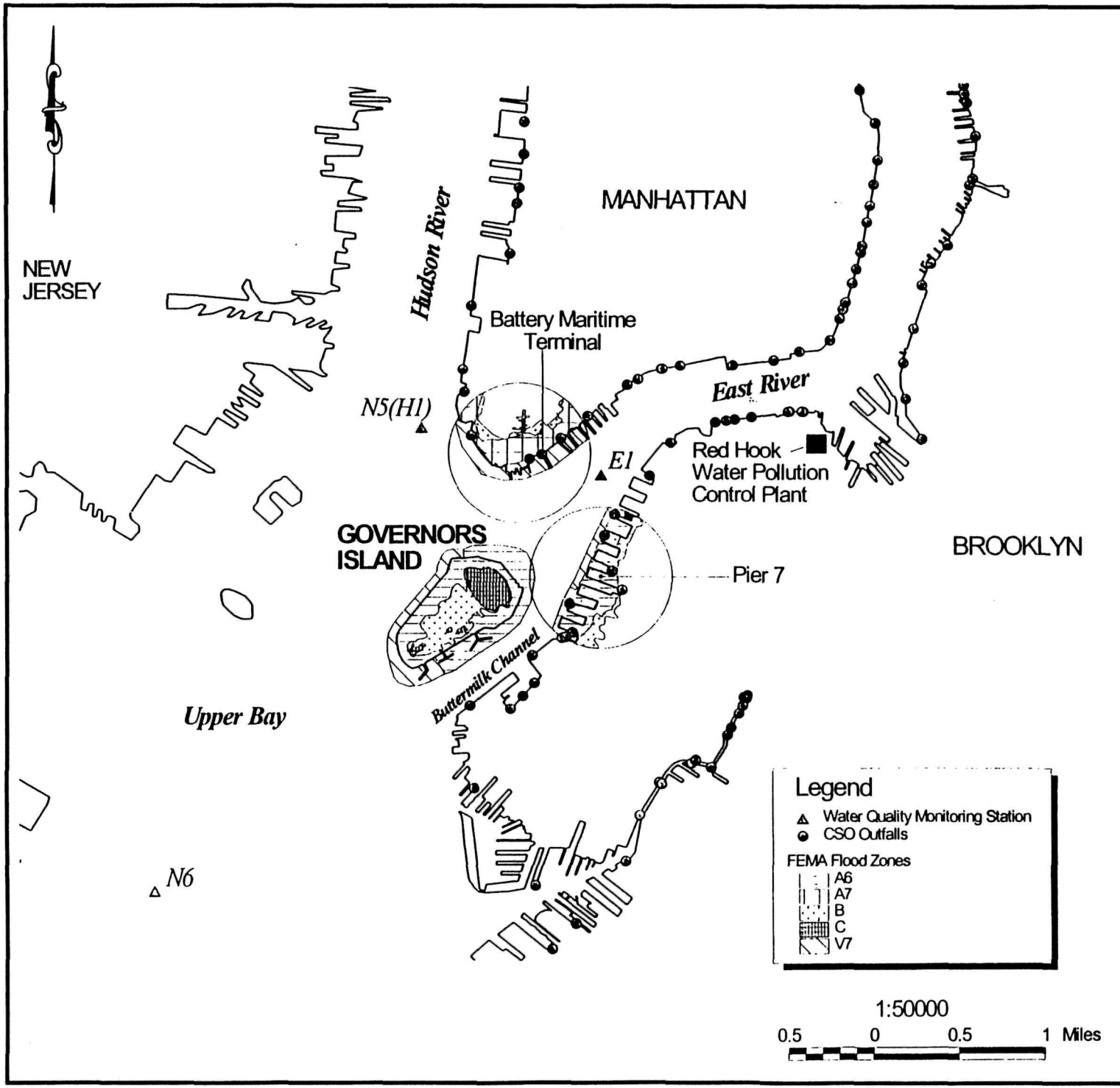
Groundwater Quality

On-Island

No extensive groundwater studies have been carried out on Governors Island. Drinking water is supplied to the island by the City of New York through water mains from Brooklyn and Manhattan. Groundwater for Governors Island is classified by the NYSDEC as Class GA, for potable freshwater aquifers. Specific drinking water criteria exist for priority pollutants and other contaminants for Class GA waters. However, due to the shallow depth of groundwater and proximity to New York Harbor, the groundwater from Governors Island is most likely saline and therefore unsuitable as a drinking water source.

Localized groundwater studies have been conducted on the island as part of site specific investigations related to underground storage tanks (USTs) and petroleum-related spills. These investigations indicated that certain Class GA groundwater standards were exceeded in at least two locations on the island. Groundwater studies were also conducted at the Liberty Village Housing Complex, in the southwestern part of the island, during an investigation of a leaking UST. Six monitoring wells were constructed as part of the investigation.

Based on the investigation, the water table in this area varies from 4.5 to 6.5 feet below the ground surface. Fluctuations in the



LEGEND:

WATER QUALITY STATIONS AND FLOOD ZONES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND ENVIRONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.B-1

water table range from two to four feet and are influenced by tidal cycles and seasonal rainfall patterns. Generally, there is a slight gradient in the water table surface to the west, with a groundwater flow rate of approximately 0.02 ft/day.

Off-Island

Drinking water for the off-island study areas is supplied by the City of New York from upstate surface water sources. Surficial sediments along the shorelines of Upper New York Bay are primarily comprised of glacial drift, salt-marsh deposits and artificial fill material. Near the shorelines, the shallow unconfined groundwater grades into the saline surface waters rendering it unsuitable as a drinking water source. Leaking sewers, contaminated fill, and runoff containing road salt and fertilizers contribute to the poor quality of the shallow groundwater along New York Bay. Deeper sources of groundwater beneath the shoreline areas are also contaminated by saltwater intrusion and are not usable as a potable drinking water source.

Existing Discharges

On-Island

Existing discharges from Governors Island consist solely of drainage from the island's storm sewer system. Stormwater within the island is collected via an extensive storm sewer system covering the entire island and then discharged directly into Upper New York Bay through approximately 25 outfalls and into Buttermilk Channel which is east of the island through approximately 15 outfalls. Since 1974, the island's sanitary and storm sewer systems have been independent systems, with sanitary wastewater collected and pumped to the Red Hook WPCP. No combined sewer overflow (CSO) outfalls or other discharges are known to be present on Governors Island.

Off-Island

Numerous CSO outfalls are located within the lower reaches of the Hudson River and the lower East River, including the areas adjacent to the Battery Maritime Building and Piers 7 and 8. In addition, the Red Hook Water Pollution Control Plant (WPCP) discharges to the East River approximately two miles north of these locations. The Red Hook WPCP has a design capacity of 60 million gallons per day (mgd) and during storm events can provide primary treatment for 120 mgd and full secondary treatment for 90 mgd. These discharge locations are identified on Figure III.B-1.

CSO discharges are typically composed of stormwater runoff and untreated sanitary waste. During heavy rainfall events, typically greater than 0.25 inches, only a portion of the combined stormwater and wastewater is directed to the plant for treatment. Excess flow from the CSO is then discharged directly into the receiving waters. These discharges often result in short term decreases in water quality, such as lower dissolved oxygen levels, increased suspended solids and coliform excursions.

Stormwater Pollutant Loadings

As previously discussed, stormwater runoff on Governors Island is collected through the island's storm sewer system and discharged directly to the surrounding surface waters. No sampling data for these outfalls is available. As a result, utilizing available databases on stormwater pollutant concentrations and local precipitation data, an estimate of existing stormwater pollutant loadings was calculated for Governors Island.

In the last 20 years, runoff from urban areas has been identified as a contributor to receiving water quality problems. As a result of Section 208 of the Federal Water Pollution Control Act Amendments of 1972, state and local water quality management agencies were designated to integrate water quality activities

and goals. In 1978, the USEPA reviewed the work performed under Section 208 and determined that additional, comparable data on urban runoff were needed. The Nationwide Urban Runoff Program (NURP) was therefore initiated to characterize pollutant types, loads and effects on receiving water quality and to evaluate various needs and alternatives for the control of stormwater pollution. The stormwater runoff data collected as part of the NURP studies indicated that urban runoff pollutant loadings were consistent between the many locations and typically fell within a well defined range. Average pollutant loadings determined from the NURP studies are considered to be representative of typical urban stormwater runoff.

Table C-2 (see Appendix C) presents the average concentrations of conventional pollutants and selected metals in urban stormwater runoff as determined from the NURP studies and additional stormwater databases. The three metals analyzed, copper, lead and zinc, are the predominant metals typically found in stormwater runoff. Average stormwater concentrations from additional sampling programs included studies funded by the Washington Council of Governments, the Federal Highway Administration and Santa Clara County, California. Studies in Jamaica Bay (Jamaica Bay Combined Sewer Overflow Facility Planning Project, O'Brien and Gere, 1993), Alley Creek (East River Combined Sewer Overflow Facility Planning Project, URS Consultants and Lawler, Matusky & Skelly, 1996) and the Outer Harbor areas of New York City (Outer Harbor CSO Facility Planning Project, Hazen and Sawyer and HydroQual, 1993), provided additional stormwater runoff data. The average data from these programs shown within Table C-2 (Appendix C) were used as representative of stormwater from Governors Island. Table C-2 presents the average pollutant concentrations used in the calculation of stormwater pollutant loadings for Governors Island.

The amount of runoff associated with storm events is directly related to the amount of impervious surface area. Impervious areas are those areas covered by buildings, roads, parking lots, or other similar features that water does not infiltrate. To determine the amount of stormwater runoff from Governors Island during rainfall events, rainfall data for Central Park was applied to the total impervious area for Governors Island. Governors Island currently encompasses 172.6 acres, of which 13% is covered by buildings, 29% are paved areas and 58% is open space. The total impervious area is therefore 42%, or 72.5 acres. Rainfall data measured at Central Park between 1969 and 1993 was analyzed to determine statistics on the duration and intensity of the storm events.

As a conservative estimate of existing pollutant loadings from Governors Island, the average daily rainfall calculated from the maximum annual rainfall was used to compute runoff volumes and pollutant loads. The estimated existing pollutant loads, in pounds per day, calculated for conventional pollutants and copper, lead, and zinc are presented in Table C-3 (Appendix C).

2. Wetlands and Floodplains

Tidal Wetlands

The shoreline of Governors Island, as well as those of the Battery Maritime Building and the Brooklyn Piers 7 and 8 off-island study areas, are entirely man-altered, consisting of bulkhead, rip rap, and pier structures. The Battery Maritime Building previously served as the primary land link to Governors Island, and Piers 7 and 8 are occupied by marine terminal facilities. As such, virtually no substrate required for the rooting of shoreline aquatic vegetation exists. A review of aerial photographs, federal and state wetlands maps, USGS quadrangle maps and applicable National Oceanic and Atmospheric Administration (NOAA) navigational charts confirms that these shorelines

contain no exposed mudflats, emergent aquatic vegetation or terrestrial vegetation. In addition, both off-island sites are located in areas where water depths from the shoreline seaward rapidly increase to greater than 20 feet, essentially precluding the existence of rooted submerged macrophytes, as these depths are well below the photic zone necessary for their development.

Field investigation of unclassified wetlands were conducted by a United States Army Corps of Engineers (USACOE) certified specialist. Based on USACOE criteria, these investigations revealed that no wetlands were located within the project study areas.

A review of National Wetlands Inventory (NWI) maps compiled by the U.S. Fish and Wildlife Service designates Governors Island and the Brooklyn Piers 7 and 8 study area as primarily upland areas, but which may include unclassified wetlands such as man-modified areas, nonphoto-identifiable areas and/or unintentional omissions. NWI maps indicate that the Battery Maritime Building off-island site is located within an area designated as estuarine, subtidal, open water (E10W). This designation generally applies to deep water areas in coastal estuaries.

NYSDEC Tidal Wetlands maps (582-504 and 584-504) indicate that the shoreline structures inclusive of the piers, bulkheads and docks of Governors Island and both off-island study sites lie within areas designated as littoral zone. NYSDEC defines the littoral zone as lands that lie under less than six feet of water at mean low water and are not included in any other category. An additional review of New York State Freshwater Wetlands maps showed that no regulated wetlands exist within any of the study sites.

Floodplains

A review of the Federal Emergency Management Agency (FEMA) flood maps determined that the lands along the entire shoreline perimeter of Governors Island are classified as Zone A which are areas located within the 100-year floodplain (see Figure III.B-1). Furthermore, the southern and western shoreline and areas seaward are delineated as Zone V, which includes areas located in the zone of 100-year coastal flood with velocity (wave action). The remaining portions of the island are designated as Zones B and C , which are within the 500-year floodplain. Zone B floodplains are considered Critical Action Floodplains, with development limitations that restrict hospitals, schools, and storage of irreplaceable records. Zone C floodplains are considered areas of minimal to no flooding.

The Brooklyn Piers 7 and 8 off-island study area is classified as Zone A from the pierhead line landward and continues a short distance inland. From the pierhead line seaward the area is designated as Zone V. The Battery Maritime Building area is classified as Zone V from the shoreline seaward, past the pierhead line. Additional areas landward of the shoreline are classified as Zone A and included in the 100-year floodplain designation.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology

On-Island

Governors Island has been extensively developed and a significant portion of the island was created with fill. Due to these attributes, few natural features remain and available habitat for wildlife is limited. Little native vegetation exists on Governors Island. Currently, the vegetative cover consists primarily of ornamentals and other species typical of

landscaping. The historic district along the northern portion of the island contains most of the mature trees found on the island. A complete listing of tree species inhabiting the island is presented in Table C-4 (Appendix C).

The majority of wildlife species residing on Governors Island and the surrounding harbor consists of various bird species. Many resident and transient passerines may inhabit the island, and it is expected that seasonal variations in the bird species present will occur. Both waterfowl and seabirds use the nearby harbor waters extensively. In addition, several small mammal species have been observed on the island or may be expected inhabitants. An inventory of wildlife species known or likely to occur on or in the vicinity of Governors Island are presented in Tables C-5 and C-6 (Appendix C).

Off-Island

Terrestrial vegetation and wildlife at the two off-island sites is very limited. Both sites are presently occupied by existing facilities and vegetative cover is largely absent. As a direct result, wildlife is similarly scarce due to the lack of suitable habitat.

Aquatic Ecology

Governors Island and the two off-island study areas are located in the Upper New York Bay, which constitutes a portion of the Hudson-Raritan Estuary. Though this environment is stressed by impacts caused by the surrounding urbanization, it supports a diverse aquatic ecosystem typical of estuaries. The convergence of fresh and salt waters in the estuary provides a unique habitat exploited by a variety of biota as both residents or seasonal transients. A thriving plankton population forms the basis for a complex food web that includes numerous species of benthos and finfish.

Benthic Macroinvertebrates. The Hudson-Raritan Estuary supports a diverse benthic community comprised of crustaceans, mollusks, nematodes, amphipods and annelids including oligochaetes and polychaetes. These organisms are important contributors to many of the natural processes occurring in their environments. As an example, many of these organisms function in seabed nutrient and energy cycling and serve as predator and prey in the estuary food chain.

Several studies have been conducted over the past ten or more years to define the benthic community structure in the vicinity of Governors Island. One survey was completed in 1991 in the lower East River approximately one-half mile north of the Battery Maritime Building. In addition, benthos sampling was also conducted in the lower East River as part of the Newtown Creek WPCP upgrade evaluation between 1980 and 1982. The organisms collected in this latter study are considered representative of those found throughout the New York Inner Harbor. Benthic macroinvertebrates species identified in these two studies are presented in Table C-7 (Appendix C).

A similar species composition was identified at these varied sites and appears to provide evidence of the widespread distribution of many of these organisms within the harbor system. Other studies within the harbor system have likewise found that polychaetes, oligochaetes, nematodes, amphipods, mussels and barnacles comprise the dominant species present in the benthic community.

Benthic invertebrate populations experience seasonal variations in community structure and display an affinity to certain habitat types. In a study conducted north of the project area (East River Landing Aquatic Environmental Study Final Report, EEA, Inc., 1991) it was determined that species diversity is greatest in May and declines in August, presumably as a result of the stresses associated with increased temperature and lower dissolved

oxygen levels. In this study a specie of spionid worm and organisms of the class Oligochaeta became more prevalent while many other species declined or disappeared as these environmental stresses increased. In addition, substrate type (e.g., hard or soft), disturbance (e.g., scouring by vessels or currents), and current speed have all been identified as factors that affect benthic community structure in a given area. Similarly, differences in habitat use associated with underpier and interpier environments have also been observed. Generally, the number of species present and their densities is greater in the underpier habitats. It is assumed that this may be attributable to the stable environment and more varied habitat frequently associated with these underpier areas. Minimal scouring as a result of vessel activity and currents allows for the accumulation of debris and the formation of a variety of substrate features. Typically, the sediments in the interpier zones are comprised of soft muds which limit the ability of these areas to support as diverse a benthos community.

Finally, benthic organism colonization studies were also conducted in the vicinity of the study area. A species inventory of the invertebrates likely to colonize available habitat in this portion of the estuary, i.e. the lower East River, is presented in Table C-8 (see Appendix C). In this study a polychaete worm was the dominant colonizing specie. Again, greatest species abundance was observed in August; however, unlike the sediment benthos surveys, the greatest species diversity was also observed in August (*East River Landing Aquatic Environmental Study Final Report,* EEA, Inc., 1991).

Fish. The harbor estuary system supports a wide variety of finfish species. The wide range of water quality characteristics, especially salinity gradients, that result from the convergence of fresh and marine waters make the estuary an attractive habitat for a variety of species. The surrounding channels are used by migratory anadromous and catadromous fishes such as American shad, striped bass, alewife and American eel as they move towards their spawning areas. Furthermore, the estuarine environment provides the preferred habitat for juveniles of several marine fish species including bluefish, weakfish, Atlantic menhaden and summer and winter flounder. Likewise, many primarily marine predatory fishes will frequently enter the estuary to exploit the abundant forage. The estuary is also an important wintering habitat for many species, most notably the striped bass. Several species and taxa, such as silversides, killifish, white perch and bay anchovy, complete their entire life cycle within the estuary (Draft Hudson River Estuary Management Plan, 1990). As a result, numerous finfish species exist in the vicinity of Governors Island and the off-island study areas. Table C-9 (Appendix C) presents a representative list of the many fish species that have been noted to occur in the waters surrounding Governors Island as compiled from various studies. Due to the varied life histories of these fishes, the presence of many of these species in the study area is seasonally dependent.

The interpier/underpier zones that persist along the majority of shorelines in the vicinity of the study area have been determined to be important habitats for many fish species. A comparison was made regarding the distribution of fishes among these habitats in a previous study (EEA, Inc., 1991) and the catch rates for the various species in each of the habitats presented in Table C-10 (see Appendix C) provide evidence that some species display a preference for either the underpier or interpier areas. In general, the interpier areas are more readily used by fish than the underpier habitat. Additional studies conducted as part of the 1991 study also identified the interpier/underpier interface as an extensively used portion of this zone. Species composition and habitat use would be anticipated to be similar for the off-island study sites and Governors Island.

4. Endangered and Threatened Species and Critical Habitats

The NYSDEC and New York State Department of State (NYSDOS) were contacted to determine if state designated significant habitats and endangered or threatened species were present at or in the vicinity of the study area. A review of the NYSDEC Natural Heritage Program database indicated that no significant habitats exist in the study area, nor have any sensitive plant or animal species recently been identified at these locations. The Battery Maritime Building off-island site, however, is located adjacent to the southern boundary of the Lower Hudson Reach Significant Coastal Fish and Wildlife Habitat as determined by the NYSDOS, Division of Coastal Resources and Waterfront Revitalization.

In addition, the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) were contacted to determine the occurrence of any federally-listed endangered or threatened species or their critical habitats on or in the vicinity of Governors Island and the off-island study areas. The USFWS indicated that the peregrine falcon (*Falco peregrinus*), a federally listed endangered species, is known to exist in the vicinity of Governors Island. In addition, transient individuals, such as the endangered shortnose sturgeon (*Acipenser brevirostrum*) which is under NMFS jurisdiction may also inhabit the study area. The NMFS has previously identified several protected species that could be located in the vicinity of the proposed study area, although primarily on a seasonal basis. Recent information being compiled by the NMFS for the greater New York metropolitan area indicates that the threatened loggerhead turtle (*Caretta caretta*), green sea turtle (Chelonia mydas), the endangered Kemps Ridley sea turtle (*Lepidochelys kempii*), and the leatherback sea turtle (*Dermochelys coriacea*) could likely be found in this portion of the New York Harbor. These reptiles can typically occur in the New York metropolitan area between June and November of any calendar year. In addition, the shortnose sturgeon, listed as an endangered species at both the Federal and State levels, along with the more common Atlantic sturgeon (*Acipenser oxyrhynchus*), which may reside in the Hudson-Raritan Estuary for several years as juveniles, could be found in the vicinity of the project site. The Atlantic sturgeon, however, is currently not an endangered or threatened species.

C. MAN-MADE CHARACTERISTICS

1. Community Facilities

Community facilities consist of public or publicly-funded schools, hospitals, libraries, day care centers, fire and police protection, and emergency care facilities. Information on public parks and recreational facilities can be found in Section III.C.2, Open Space.

On-Island

There are 225 structures on Governors Island, consisting of residential, office, and other facilities. A complete listing of Governors Island community facility structures and their sizes appears in Table C-11 (see Appendix C), and Figure III.C-1. Essential on-island community facilities are described in more detail in the text below.

Public School Facilities. Public School 26, an elementary school with a capacity of 530 students, was constructed by the Department of Defense and maintained by the Coast Guard. At the time Governors Island was occupied, the school's teaching and administrative staff was employed by the New York City Board of Education. The U.S. Department of Education annually provided the school with Federal impact aid for each student whose parents lived or worked at Support Center New York as payment in lieu of taxes, since the Support Center is exempt from property taxes as a Federal facility.

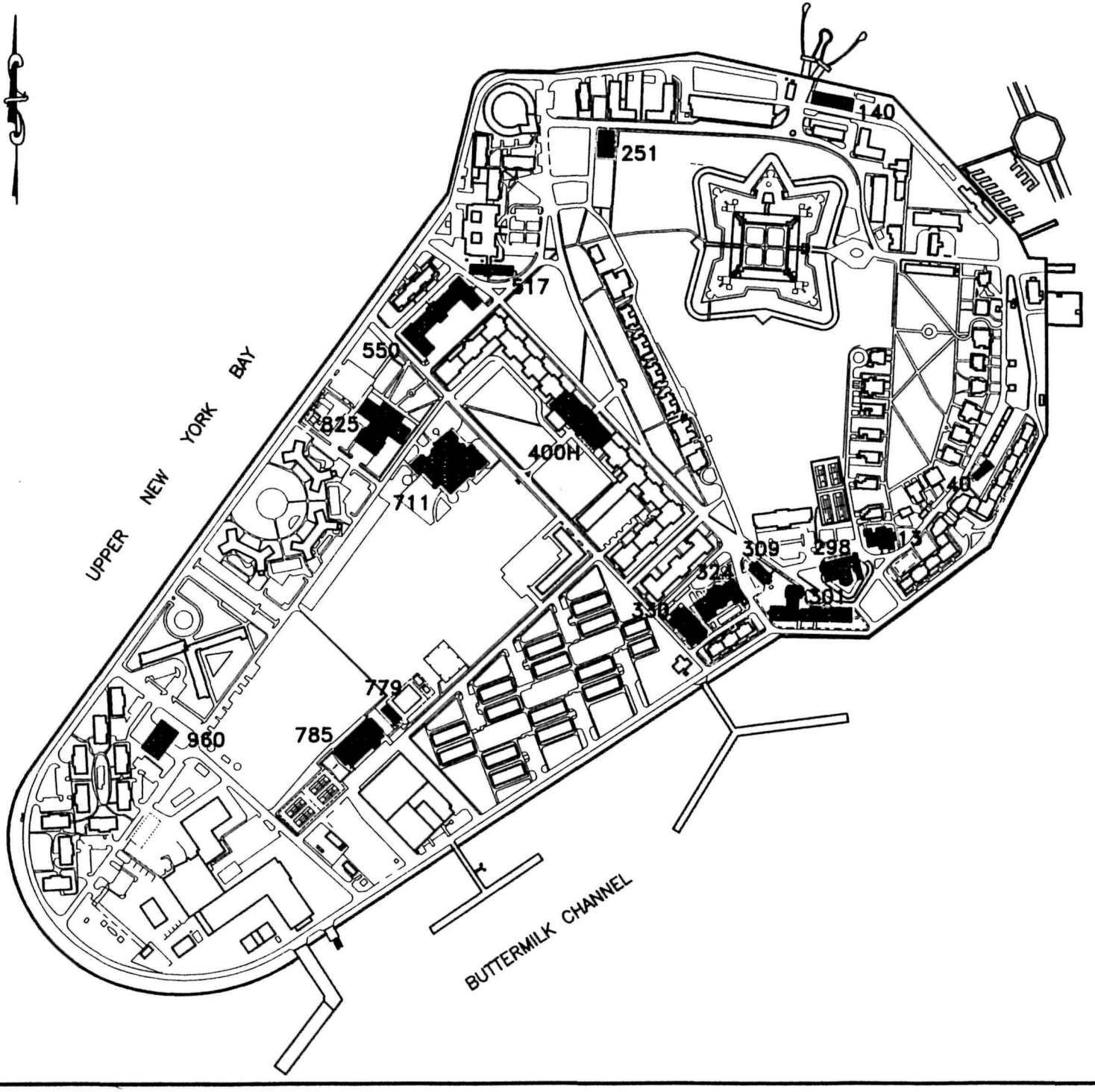
After fifth grade, school-age students would generally commute off-island to New York City intermediate and high schools in various boroughs. All public schools supporting students who lived on Governors Island received Federal impact aid as payment in lieu of property taxes.

Libraries. Building 251 was used as a library facility during Coast Guard occupation.

Fire Protection. During Governors Island's occupation by the Coast Guard, the Support Center Fire Department was a Coast Guard operation employing 22 personnel. The New York City Fire Department (FDNY) provided support/mutual aid on occasion when needed. FDNY officials recall four or five occasions in the past eight years when they were called upon for support. Engine Companies 4, 6, and 10, located at 42 South Street, 49 Beekman Street, and 124 Liberty Street, respectively, are the nearest fire stations to the ferry terminal at the Battery Maritime Building and are most likely to be the first called to respond to an alarm.

Currently, the Governors Island Fire Department is equipped with two ~~fully-outfitted 1,500 gallon per minute (gpm)~~ pumper trucks and ~~a 95-foot tower~~ ladder truck ~~with a 1,500 gpm pump~~. There are 92 fire hydrants located throughout the island, fitted with national standard threads, as opposed to NY Corp. threads. Seven FDNY units in lower Manhattan, including the three listed above, have been equipped with adapters enabling them to attach their apparatus to Governors Island fire hydrants if necessary. Additionally, an adapter kit is located at the Battery Maritime Building.

A Memorandum of Understanding signed on August 6, 1997 by the FDNY Chief and the Coast Guard Governors Island Commanding Officer details the Fire Department's response protocol to fire or other emergency calls from Governors Island. First response only involves trained firefighters to be transported to the island to operate on-island equipment, with back-up personnel and apparatus enlisted as needed. Two Marine Units (fire boats) would also be assigned upon transmission of any alarm from Governors Island.



LEGEND:

BLDG. NO.	
13	ST. CORNELIUS CHAPEL
40	JEWISH CHAPEL
140	POST OFFICE/POLICE
251	LIBRARY
298	OFFICER'S CLUB/ SOUTH BATTERY
301	CHILD DEVELOPMENT CENTER
309	CATHOLIC CHAPEL
324	MARINER'S CLUB/ FORMER YMCA
330	THEATRE
400H	FITNESS CENTER (ATTIC STORY)
517	DENTAL CLINIC
550	MEDICAL/DENTAL CLINIC
711	PUBLIC SCHOOL 26
779	POOL/BATH HOUSE
785	BOWLING ALLEY/BURGER KING
825	ISLAND CAFETERIA
960	FIRE DEPARTMENT

COMMUNITY FACILITIES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-1

Police Protection. During its occupation, Governors Island Police was a Coast Guard operation employing 10 personnel. There is one holding cell in the police station. Additional New York Police Department (NYPD) support was provided when needed. Currently the island is unoccupied; Coast Guard officers in their caretaking capacity are responsible for keeping trespassers off the island.

Emergency Medical/Health Services. Two ambulances and 90 medical personnel equipped the health services clinic during the Coast Guard's use of the island. Prior to the provision of two in-patient rooms in Building 550 in 1995, no in-patient services were available on the island. At that time, patients requiring such care were transported either to the Brooklyn Veterans Hospital or to Bayley-Seton Hospital on Staten Island.

Off-Island—Manhattan

Public School Facilities. The project study area is situated within Manhattan Community District (CD) 1, which in turn is located within New York City Board of Education's School District 2 (see Figure III.C-2). There is only one Elementary School in Manhattan CD1: Public School (PS) 234, Independence School, at 292 Greenwich Street (outside the project study area). According to the latest *Community District Needs*, it has already reached its capacity, with a 1994 enrollment of 645 students, and the district is in need of additional elementary school space.

The only other Elementary School within this Community District is the school on Governors Island, PS 26. There are no Intermediate/Middle Schools located within Manhattan Community District 1. The nearest is Junior High School (JHS) 56, Corlears Junior High (736 students), at 220 Henry Street in Community District 3. Public High Schools within Community District 1 include Satellite Academic (806 students), High School for Leadership and Public Service (242 students), Stuyvesant High School (2,796 students), High School for Economic and Finance Careers (273 students), and Murray Bergtraum High School, with 3,100 students.

Libraries. The New Amsterdam Branch of the New York Public Library, housing 211,637 volumes, is located at 9 Murray Street, outside of the project study area.

Fire Protection. The New York City Fire Department provides fire suppression and emergency response throughout the five boroughs. The Department responded in fiscal year 1997 to more than 446,864 calls. This included 29,649 calls for structural fires, 63,121 calls for non-fire emergencies, 37,506 calls for non-structural fires, 148,261 calls for emergency medical response and 68,327 malicious false alarms. The Fire Department responds with 410 firefighting-supervising units from 226 locations throughout the city. In addition, the Department has marine units located in Manhattan at Pier 12, in Brooklyn at the Brooklyn Navy Yard, and in Staten Island at the former Homeport.

Facilities within the Manhattan study area include Engine No. 4 and Ladder No. 15 at 42 South Street, Engine No. 10 and Ladder No. 10 at 124 Liberty Street, and Marine Company No. 1 located at Pier 12 on the Hudson River. A "box" system, corresponding to actual or conceptual locations of fire call boxes, determines the sequence in which firefighting companies respond to an alarm. Other factors, such as proximity to other facilities, time of day, and availability of firefighting units, further determine the emergency response protocol. The marine units (fire boats) respond both to supply water to land units as well as to serve directly as pumpers in fire suppression.

Police Protection. Police service in the study area is provided by the New York Police Department (NYPD) 1st Precinct and Mounted Troop A, stationed at 16 Ericsson Place, near the Holland Tunnel portal. This precinct serves all of Lower Manhattan up to West Houston Street on the west side of Broadway, and to Chambers



LEGEND:

HOSPITAL

NY DOWNTOWN HOSPITAL
170 WILLIAM STREET

FIRE DEPARTMENT

ENGINE 4 / LADDER 15
42 SOUTH STREET

ENGINE 10 / LADDER 10
124 LIBERTY STREET

ENGINE 6
49 BEEKMAN STREET

PUBLIC SCHOOLS

H.S. FOR LEADERSHIP & PUBLIC SERVICE / H.S. FOR ECONOMIC & FINANCE CAREERS
100 TRINITY PLACE

MURRAY BERGTRAUM H.S.
411 PEARL STREET

STUDY AREA BOUNDARY

COMMUNITY FACILITIES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

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Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-2

Street on the east side of Broadway. This encompasses approximately 1.42 square miles. Total uniformed personnel in the precinct number approximately 170.

The 1st Precinct operates three patrols (shifts) a day, seven days a week. Manpower per shift may fluctuate depending on current number of employees, illness, and vacation time. Seven radio patrol cars service the area, with two officers assigned per car. Specially trained youth patrol, community patrol, and club conditions (night club) patrol units operate at different hours from the standard patrols.

Emergency Medical/Health Services. The NY Downtown Hospital (affiliated with NYU Medical Center) is the only hospital within Community District 1, located at 170 William Street near its termination at Beekman Street, outside the study area. This hospital is an approximately 300-bed facility with approximately 1100 employees, including full- and part-time staff. NY Downtown Hospital is a community hospital, specially signed and staffed to accommodate the nearby Chinese and Hispanic communities. There are no specialized health care units at the hospital. Emergency facilities at the NY Downtown Hospital include an emergency room and two ambulance units, one operating 24 hours a day, seven days a week, and another operating eight hours a day, five days a week to serve the large daytime population of office workers in lower Manhattan. While trauma patients may be temporarily stabilized at NY Downtown Hospital's emergency room, they would likely be taken to a trauma center elsewhere in Manhattan for specialized treatment.

Off-Island—Brooklyn

Public School Facilities. The portion of Brooklyn School District 15 within the project study area includes PS 29 (778 students) and District 15 Collaborative High School (160 students). Intermediate/ Middle School 293 (648 students) lies just outside the study area at 284 Baltic Avenue. Other public schools within Brooklyn Community District 6 lie outside the study area (see Figure III.C-3).

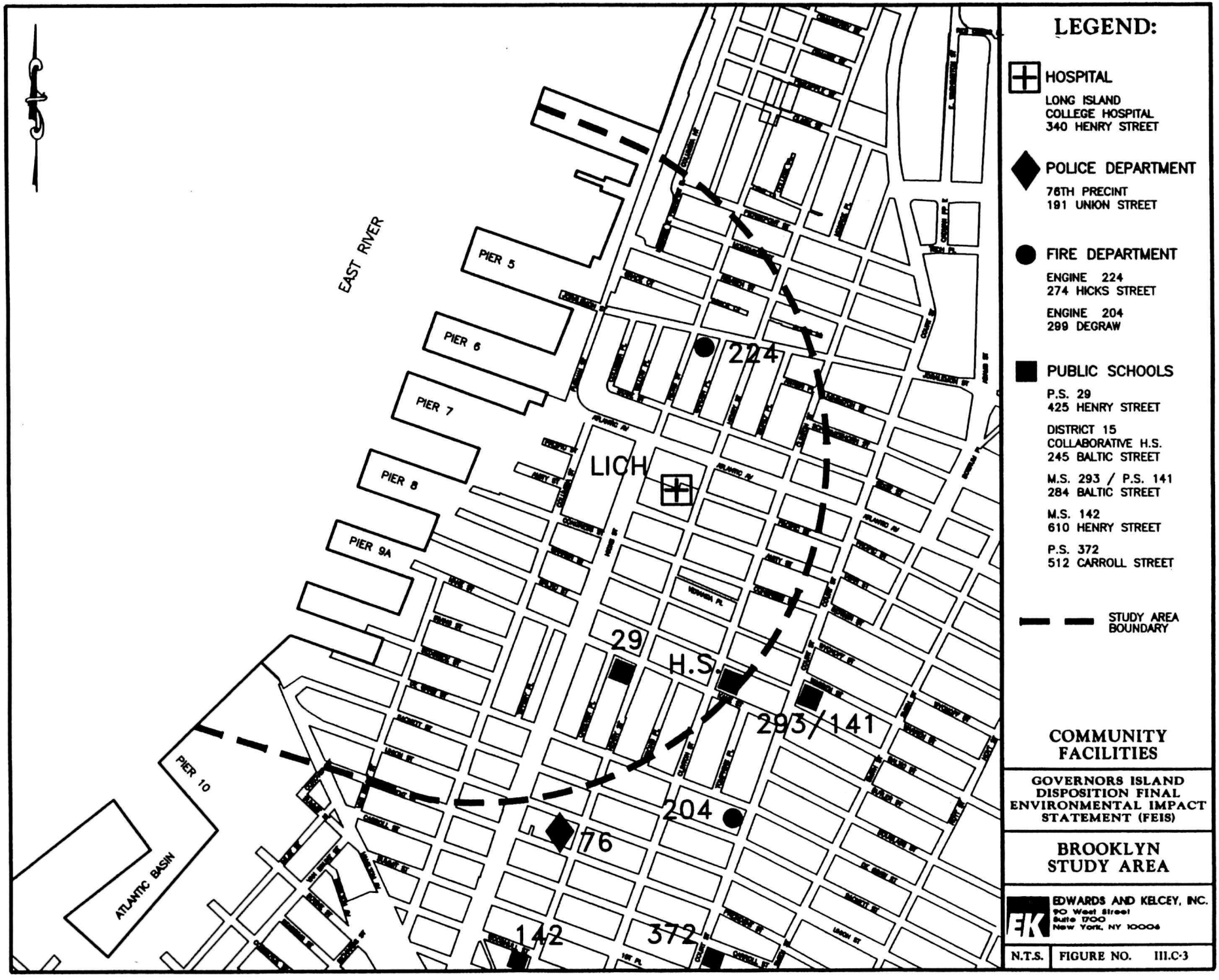
Libraries. The Carroll Gardens Library at 396 Clinton Street, with 130,460 volumes, is the nearest library to the study area.

Police Protection. NYPD 76th Precinct, located at 191 Union Street, is the nearest police facility to the study area within Brooklyn Community District 6. The boundaries of the precinct follow Atlantic Avenue from the East River east to Nevins Street, then south to the Gowanus Canal, following the canal all the way to upper New York Bay. This encompasses approximately 2.1 square miles. Total uniformed personnel in the precinct number approximately 125.

The 76th Precinct operates three patrols (shifts) a day, seven days a week. Manpower per shift may fluctuate depending on current number of employees, illness, and vacation time. Seven to eight radio patrol cars service the area, with two officers assigned per car. Specially trained patrol units within the precinct include an anti-crime unit, a plainclothes unit, and a community policing unit. These operate at different hours from the standard patrols.

Fire Protection. FDNY Facilities in the Brooklyn study area include Engine No. 224 at 274 Hicks Street; and Engine No. 204 at 299 DeGraw Street. A "box" system, corresponding to actual or conceptual locations of fire call boxes, determines the sequence in which engine and ladder companies respond to an alarm. Other factors, such as proximity to other facilities and time of day, further determine the nature and magnitude of the emergency response.

Emergency Medical/Health Services. Long Island College Hospital is the only hospital within the study area, located between Henry and Hicks Streets at Atlantic Avenue. It has 516 beds, and is a level two receiving hospital for non-trauma emergencies. The


EAST RIVER
PIER 5
PIER 6
PIER 7
PIER 8
PIER 9A
PIER 10
ATLANTIC BASIN
224
LICH
29
H.S.
293/141
204
76
142
372
LEGEND:
HOSPITAL
LONG ISLAND COLLEGE HOSPITAL
340 HENRY STREET
POLICE DEPARTMENT
76TH PRECINT
191 UNION STREET
FIRE DEPARTMENT
ENGINE 224
274 HICKS STREET
ENGINE 204
299 DEGRAW
PUBLIC SCHOOLS
P.S. 29
425 HENRY STREET
DISTRICT 15 COLLABORATIVE H.S.
245 BALTIC STREET
M.S. 293 / P.S. 141
284 BALTIC STREET
M.S. 142
610 HENRY STREET
P.S. 372
512 CARROLL STREET
STUDY AREA BOUNDARY
COMMUNITY FACILITIES
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
BROOKLYN STUDY AREA
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N.T.S.
FIGURE NO. III.C-3

hospital's own two mobile intensive care units, in addition to numerous independently-owned ambulances, respond to 911 calls and bring patients to Long Island College Hospital. The total number of employees, including full- and part-time staff, is approximately 2,700. The hospital, which is affiliated with SUNY Downstate Medical School, has strong teaching and research components, including residency training programs. Other than cardiac surgery and organ transplantation, Long Island College Hospital is equipped and staffed for any medical procedure.

2. Open Space

Open space is defined here as land that is publicly accessible and has been designated for leisure, play, or sport, or has been set aside for the protection and/or enhancement of the natural environment.

On-Island

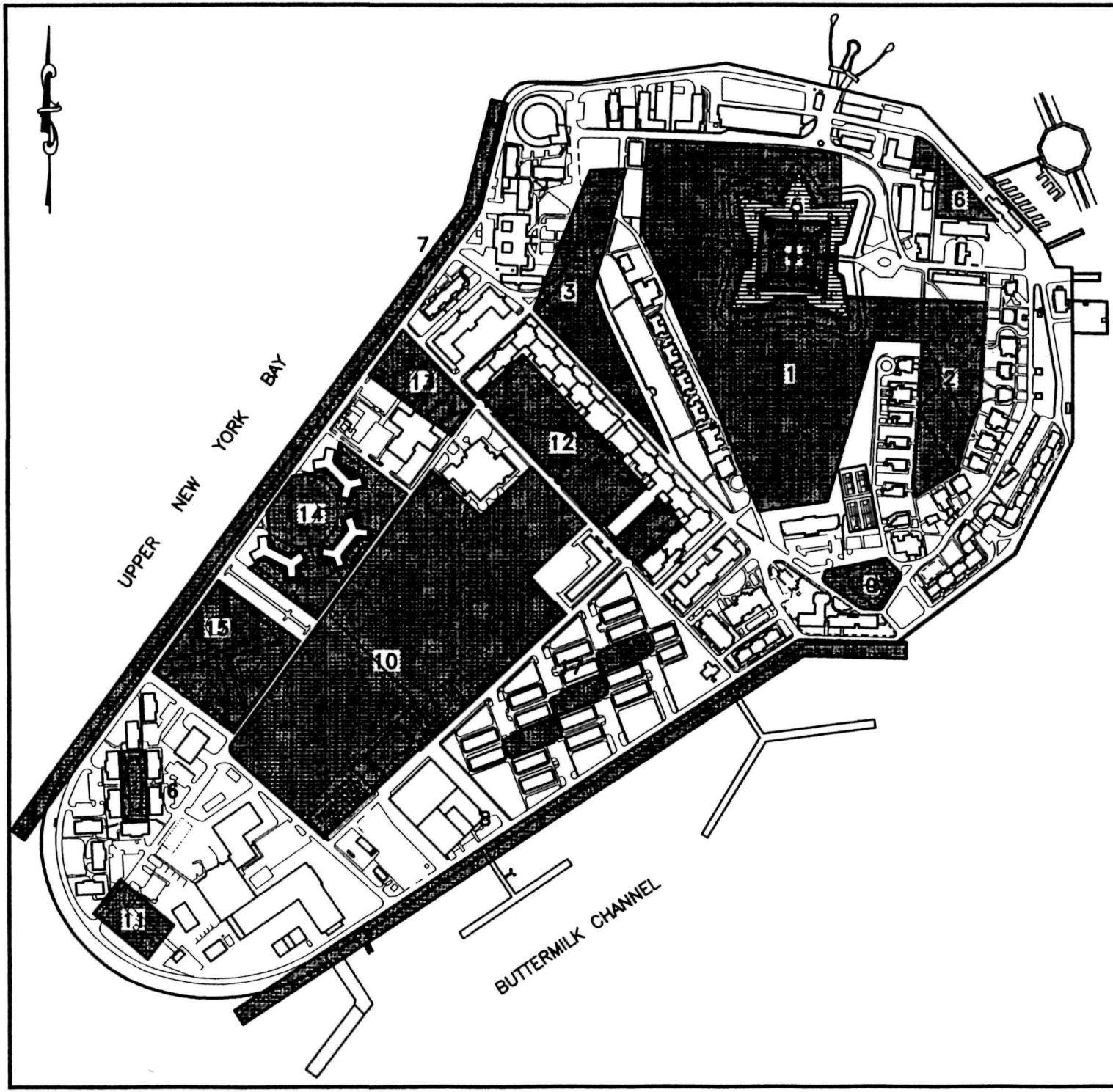
While none of Governors Island is technically publicly accessible at the present time, the island's 172 acres consist of approximately 58% open space, or 100 acres total. These spaces range from small, nondescript areas around and between existing buildings to the picturesque landscapes of the more substantial Colonel's Row and Nolan Parks, to the 20-acre Great Lawn at the southern end of the island and the 13-acre parade ground surrounding Fort Jay, with their respective ballfields and nine-hole golf course. Other on-island open spaces include small playground areas associated with residential building complexes and the north and south shore esplanades, which converge at the windswept picnic facilities of South Point Park. Open space on Governors Island has been identified as shown in Table C-12 (see Appendix C) and Figure III.C-4.

Off-Island—Manhattan

There are three areas of public open space in the lower Manhattan study area. The largest and nearest to the Battery Maritime Building is Battery Park. This 23-acre park, located west of State Street and south of Battery Place, is a level filled area consisting of trees, lawns, and walkways. It houses Castle Clinton, an early 19th-century circular fortification built as part of New York Harbor's defense system. The fort is now used for selling ferry tickets to the Statue of Liberty and Ellis Island National Park. Various other monuments, including a sizeable war memorial, are located within the park. Despite its relatively large size, Battery Park is underutilized as an open space due to a lack of accessibility. Pedestrians must cross an intimidating jumble of traffic islands, taxi layover lanes, and wide, curving streets to gain access to this corner of Manhattan (see Figure III.C-5).

To the north of Battery Park, on the other side of Pier A, the Hudson River waterfront is given to open space throughout and beyond the Manhattan study area. Extending north and west from West Street and Battery Place, Robert F. Wagner Jr. Park forms a superbly landscaped southern gateway into Battery Park City. The park terminates at the edge of the Manhattan study area at the foot of West End Avenue; however, linear open space along the Hudson River continues northward in the richly landscaped Battery Park Esplanade and Hudson River Park, which currently extend uninterrupted along the Hudson River to 14th Street.

Bowling Green (0.52 acres) is located at the foot of Broadway in the Manhattan study area between State and Whitehall Streets, in front of the former U.S. Custom House. Encircled by a low wrought iron fence, this small park's gates are unlocked and open to the public. A bench-lined paved path runs through the park in a north-south direction, interrupted by a raised circular planter in the center of the park. The path and benches encircle this planter, with grassy areas on either side of the path. The northern tip of the park is punctuated with the imposing bronze Merrill-Lynch Bull. A plaque at the park's southern entrance identifies Bowling Green as Manhattan's oldest park, having



LEGEND:

BLDG. NO.	
1	FORT JAY PARADE
2	NOLAN PARK
3	COLONELS ROW PARK (VILLAGE GREEN)
4	FORT JAY COURTYARD
5	FORT JAY RAMPARTS
6	ARSENAL COURTYARD
7	WINDWARD SHORE ESPLANADE
8	LEEWARD SHORE ESPLANADE
9	SOUTH BATTERY
10	GREAT LAWN
11	SOUTH POINT PARK
12	BUILDING 400 COURTYARDS
13	DINING HALL YARD
14	CAPEHART YARD
15	CUNNINGHAM YARD
16	LIBERTY VILLAGE CENTER COURT
17	BRICK VILLAGE COURTS

OPEN SPACE RESOURCES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

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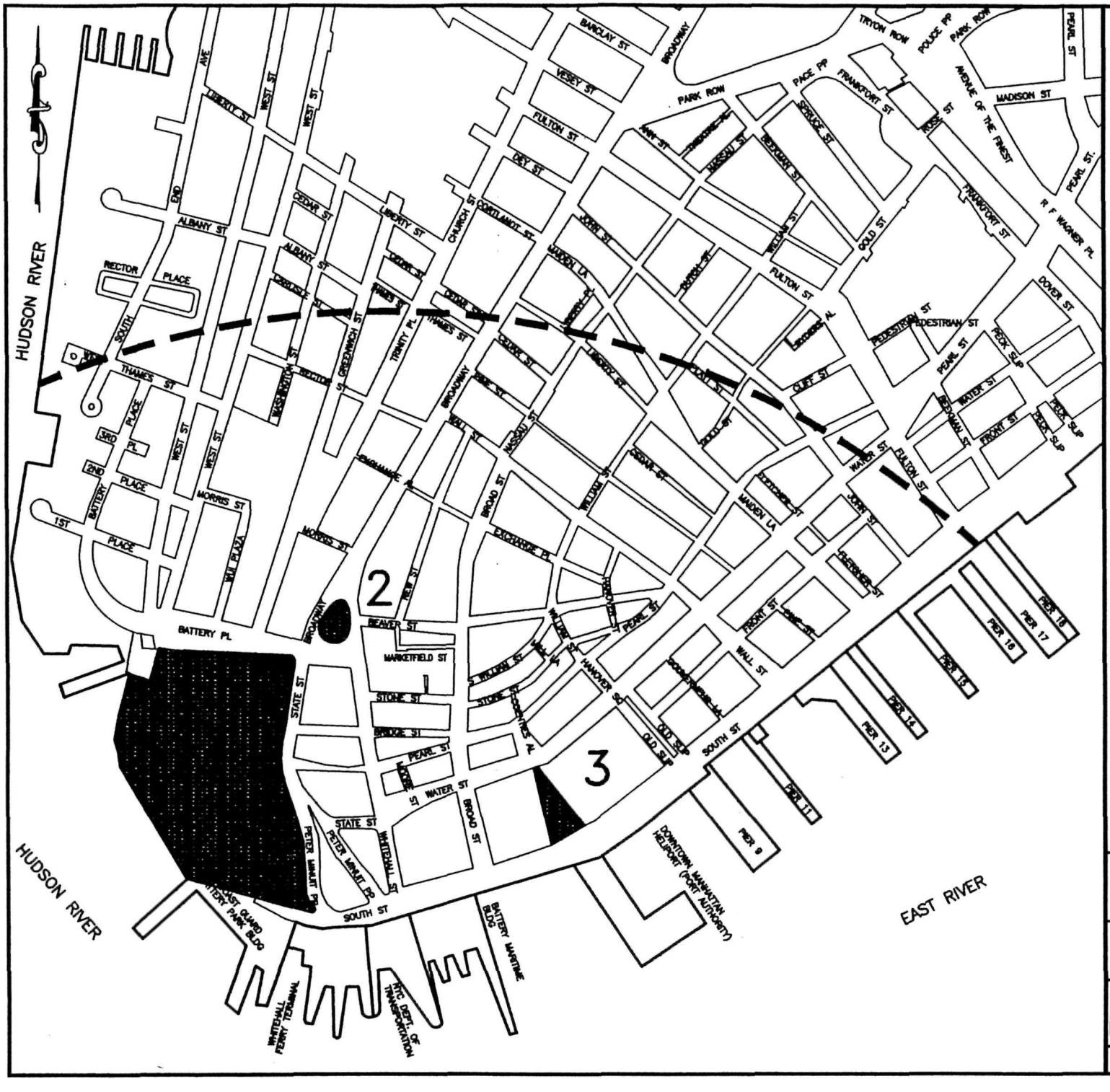
N.T.S. | FIGURE NO. III.C-4



LEGEND:

1 BATTERY PARK
2 BOWLING GREEN
3 VIETNAM VETERANS PLAZA

STUDY AREA BOUNDARY

OPEN SPACE RESOURCES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

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N.T.S. | FIGURE NO. III.C-5

been set aside as an open space from the time of the Dutch settlement.

Vietnam Veterans Plaza (0.73 acres) is located on the east side of the Manhattan study area, stretching from Water Street to South Street at Coenties Slip. Flanked by high-rise office buildings, the brick-paved plaza forms a terrace above South Street due to the site's downward slope toward the East River. The plaza features a small amphitheater whose stage area is backed by a lighted glass-block memorial inscribed with tributes.

Other features of the plaza include a fountain and water trough with pedestrian bridge and waterfall, stairs to an underground retail concourse at 55 Water Street, and trees planted at regular intervals, especially along South Street.

Off-Island—Brooklyn

Open spaces within the Brooklyn study area include Van Voorhees Park (5.25 acres), an irregular parcel of land framed by Congress, Columbia, and Pacific Streets adjacent to the Exit 27 ramps of the Brooklyn-Queens Expressway (BQE). This park features basketball courts, swing sets, and a comfort station (see Figure III.C-6).

Cobble Hill Park (0.55 acres) is a narrow strip of land between Congress Street and Verandah Place running from Clinton Street to the back of the properties on Henry Street. This park has a tot lot, paved paths with benches, grassy areas, and planters. In the Brooklyn Heights section of the study area on the corner of Pierrepont Street and Pierrepont Place is Pierrepont Playground (0.54 acres), which consists essentially of a tot lot. Part of the Brooklyn Heights Promenade, beginning at Remsen Street and stretching northward to Pierrepont Street, also falls within the study area. This space consists of a paved area with benches facing Downtown Manhattan across the East River.

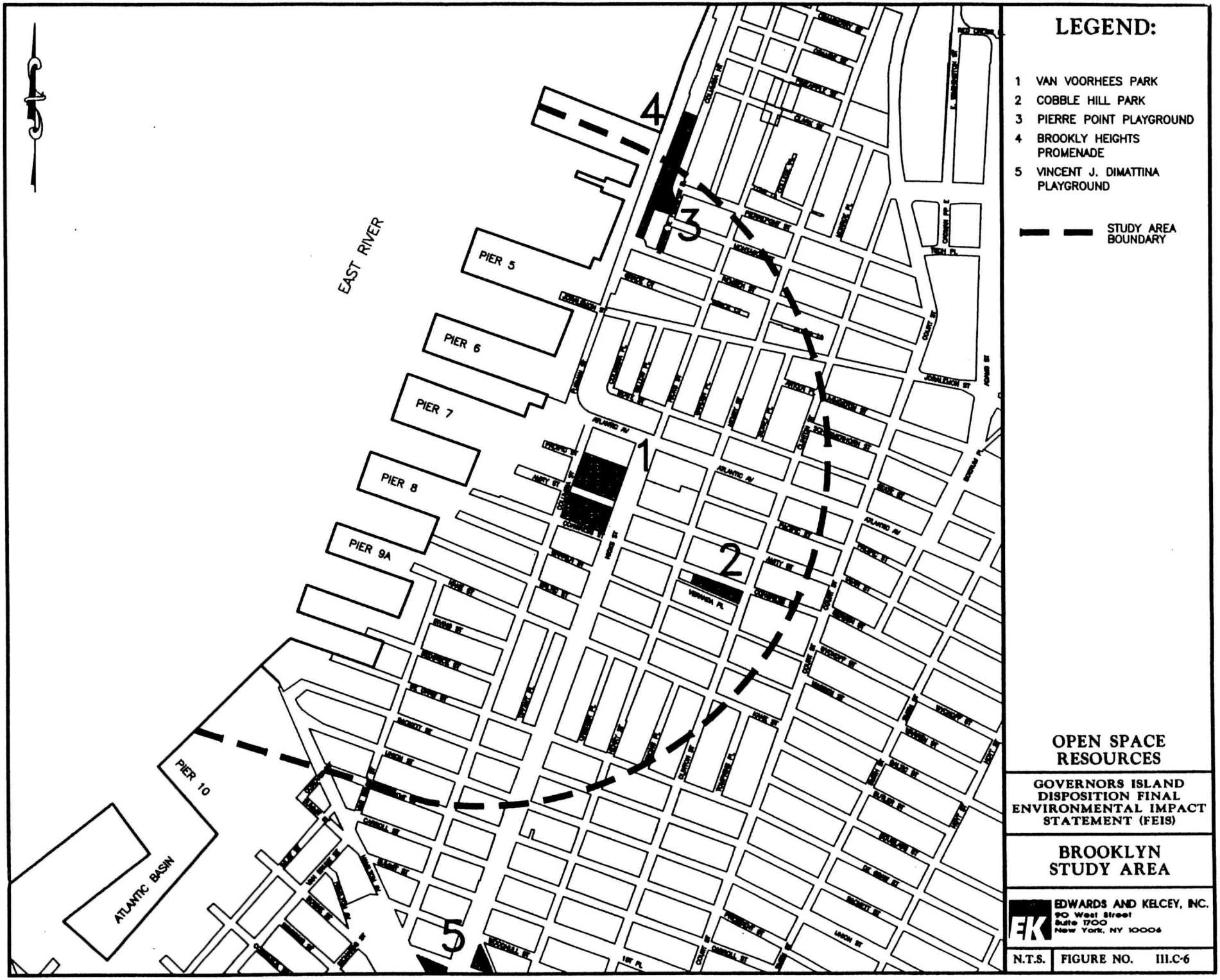
3. Urban Design and Visual Resources

Urban design and visual resources are the combination of elements that create the physical appearance, scale and visual character of an area. Elements considered within this category include the size, shape, and location of buildings; their relationship on blocks and to other buildings; the patterns and arrangements of streets; the types, location, and organization of open spaces; and key views to and from the area. When experienced and viewed in combination, these elements create the urban design and visual character that define a neighborhood.

This chapter refers extensively to photographs (photos 1 through 40) which have been appended at the end of the chapter. The photos are also referenced in Figures III.C-7, III.C-8, and III.C-9, which appear on the following pages.

On-Island

Governors Island comprises an area of approximately 172 acres, consisting of 225 structures, including buildings, maintenance sheds, recreation shelters, monuments, and navigational towers, totaling approximately 3,000,000 square feet of floor area. The northern portion of the island, consisting of 90 acres, is listed in the National Register of Historic Places as the Governors Island National Historic Landmark (GINHL) district (1985). A total of 102 structures can be found in this area, nine of which are individually listed landmarks, including Fort Jay, the oldest structure on the island. This part of the island offers some of the most picturesque, historic open spaces to be found anywhere, made all the more striking by their proximity to the Manhattan skyline. The area is characterized by residential parklands, tree-lined streets, intimate courtyards, the open meadows of the Parade Ground golf course, and the masonry defenses of the fort (Photo 1). The plantings in this area contribute significantly to the civic ambience and environmental conditions, providing shaded greens and defining open spaces and topographic edges.



LEGEND:

1 VAN VOORHEES PARK
2 COBBLE HILL PARK
3 PIERRE POINT PLAYGROUND
4 BROOKLY HEIGHTS PROMENADE
5 VINCENT J. DIMATTINA PLAYGROUND

STUDY AREA BOUNDARY

OPEN SPACE RESOURCES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA

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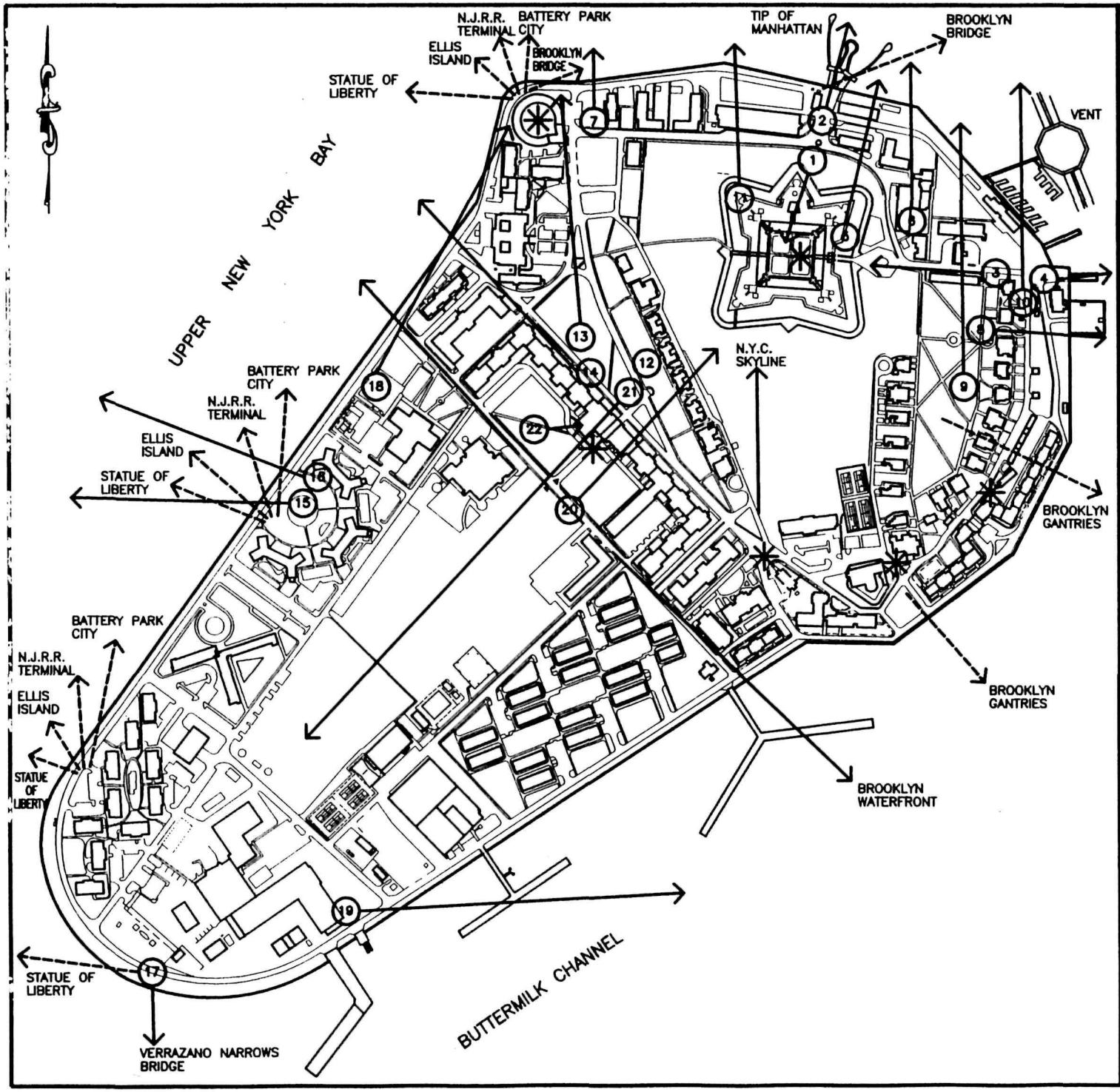
New York, NY 10006

N.T.S. | FIGURE NO. III.C-6



LEGEND:

- VISUAL LANDMARKS & KEY TO PHOTOS
- VIEW CORRIDOORS & KEY TO PHOTOS
- GENERAL VIEW TO SURROUNDING AREA

URBAN DESIGN CHARACTERISTICS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

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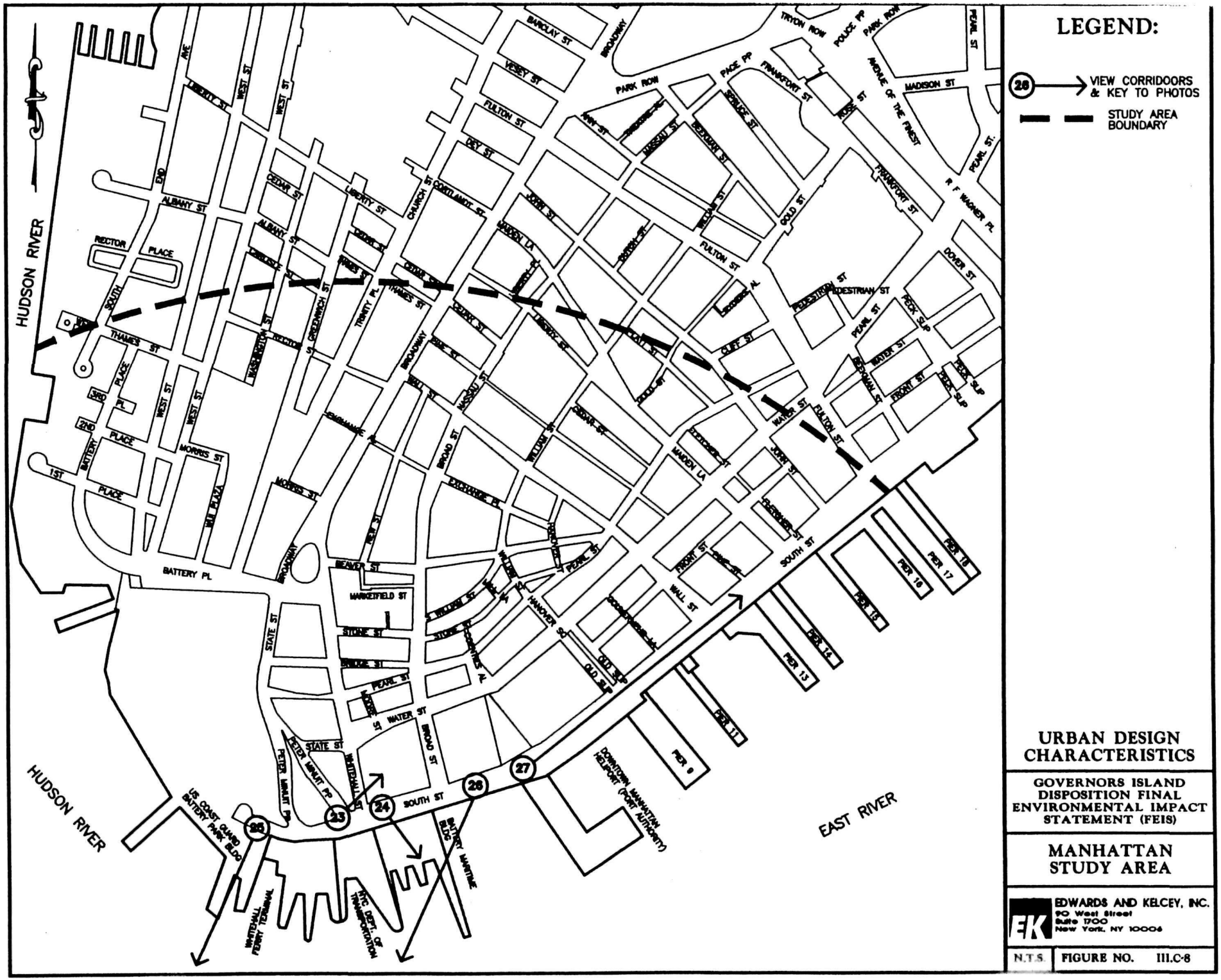
N.T.S. | FIGURE NO. III.C-7



URBAN DESIGN CHARACTERISTICS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

EDWARDS AND KELCEY, INC.
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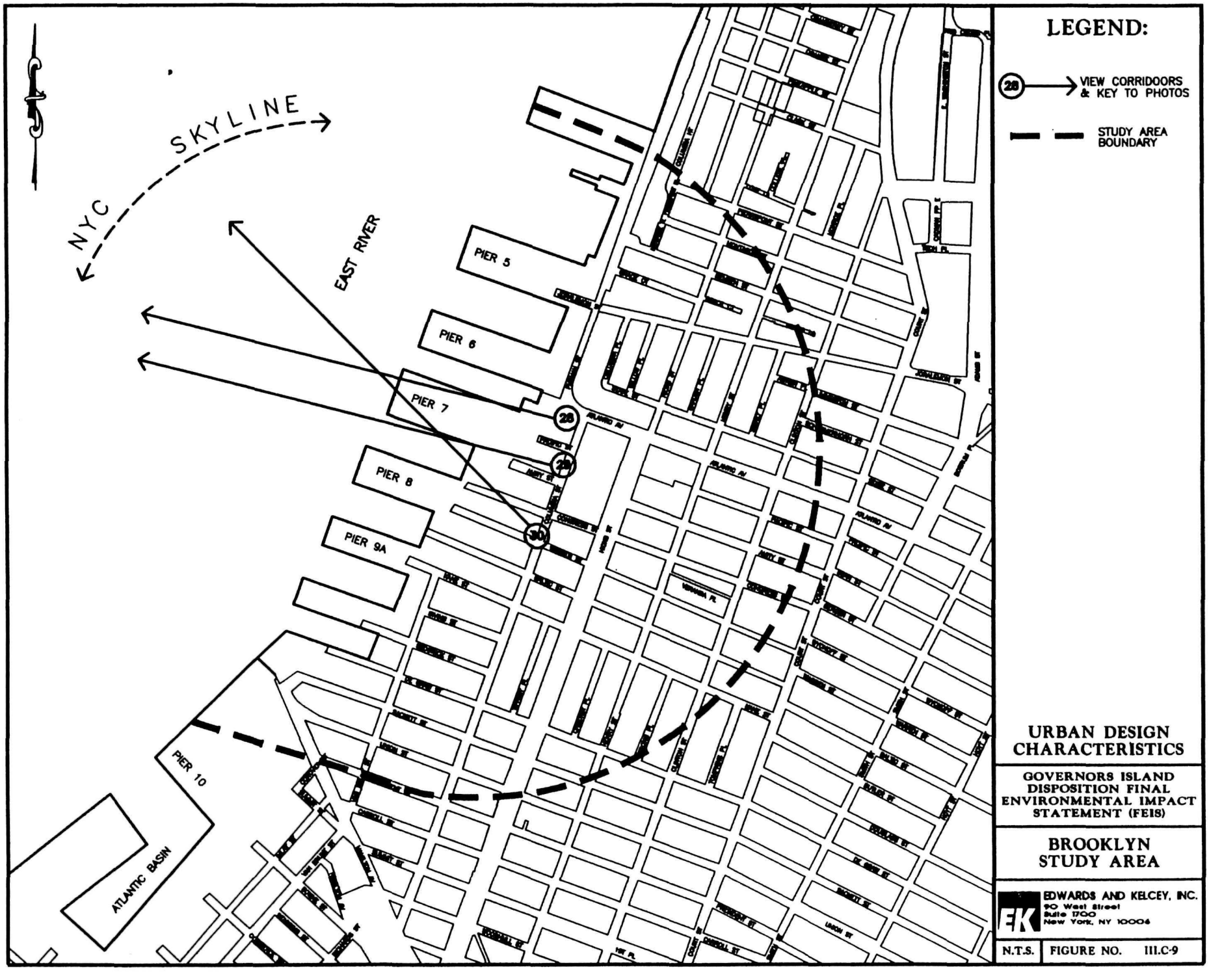
New York, NY 10006

N.T.S. FIGURE NO. III.C-8



URBAN DESIGN CHARACTERISTICS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA

EDWARDS AND KELCEY, INC.
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Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-9

The island's northern portion contains significant site and streetscape elements, including site walls and fortifications, monuments, lighting, fencing, brick sidewalks, and benches.

The southern portion of the island, created from fill taken from subway construction in Manhattan, is roughly 82 acres in size and contains multi-family housing units, bachelors' quarters, an industrial complex, and approximately 20 acres of active open space located in the center of this part of the island. The extensive open spaces on this portion of the island lack any civic character and are formidable to the pedestrian. The recreational fields still resemble the scale and landscape of the former airfield on which they were built, and the post-1960 residential complexes that ring the field are unsuccessful in forming useful human-scale spaces between them. With the exception of the tree-lined esplanade along the southeastern shore, there is no cohesive landscape structure, due to both the fragmented development patterns and harsh environmental conditions of this end of the island.

The island is zoned R3-2, a low density residential district, and is accessible only via ferry, private vessel or helicopter. The existing land use patterns show a low density development consisting of generally low- and mid-rise buildings, ~~organically~~ placed around the perimeter of the island's two districts. Vehicular circulation on the island consists of main perimeter loop roads and a smaller internal roadway system. The streets themselves are narrow, approximately 20 feet wide, and accommodate curbside parking. The historic district roads are picturesque, intimately scaled, and well situated within the topography (Photo 2). The southern district roads, by contrast, are mostly long, straight corridors with no particular character or scale. Governors Island, by virtue of its size, is easily accessible by foot. The existing pedestrian walkway system is extensive, particularly in the historic district.

The network of walkways is the result of a primarily pedestrian environment, reminiscent of a college campus (Photo 3). On the southern part of the island, however, there are fewer sidewalks, correlating to the larger scale development, and suggesting a greater dependence on the use of vehicles.

The island's waterfront is characterized by two ferry slips, three piers, and a promenade that runs along the perimeter of a portion of the island. The Brooklyn Battery Tunnel vent building is a prominent waterfront structure on the island's northeast side and is connected to the island by a breakwater.

Governors Island, as a consequence of its strategic position in New York Harbor, is highly visible from Manhattan and Brooklyn. The generally low and even profile of the island is interrupted by cupolas and Building 877, an 11 story apartment building. Along with Castle Williams jutting out into the water (Photo 4), these structures are clearly seen from Battery Park City, New York Harbor, and especially the Staten Island Ferry. The low profile of the buildings provides a picturesque foreground to the skyline of Lower Manhattan and the stepped-back profile of Brooklyn Heights (Photo 5). The views from Governors Island are unique in their scope and content. The Manhattan skyline, Brooklyn waterfront, Statue of Liberty, Ellis Island, the Brooklyn and Verrazano-Narrows Bridges, Staten Island, and the New Jersey waterfront are all easily viewed from the island. Panoramic views of the surrounding areas are offered from any perimeter point of the island and especially from the point near Castle Williams (Photo 6).

Within the park-like historic districts on the northern portion of the island, selective views through trees and between buildings are quite striking. From Nolan Park and the South Battery the Manhattan skyline towers over the residential structures and the Fort Jay Parade Grounds. Between the buildings, the Brooklyn waterfront and Brooklyn Heights can be seen, as can the vent structure for the Brooklyn-Battery Tunnel. Vistas of the water

are possible down the length of Division Road and westward on Clayton Road. Saint Cornelius Chapel and the main cupola of Building 400, internal visual markers, can be seen from different points on the island. In addition, the sculpture over the entry to Fort Jay is a significant visual landmark. The high point of the island, the Fort Jay earthworks, would offer spectacular views in all directions.

Governors Island is comprised of several distinct areas, each with unique open space and architectural characteristics. The Ferry Landing, the functional gateway to the island, consists of steel ferry structures and is a very public space dominated by asphalt roadways and concrete walks, which provide access for automobiles and pedestrians to the ferry. A small traffic island with brick walls in the center of this area contains directional signage and small plaque. Low-rise brick buildings frame a view to Fort Jay (Photo 7) which is partly obscured by chain link fencing, and conversely, views of the Manhattan skyline and the Brooklyn Bridge from the ferry queuing area are prominent. (Photo 8). The buildings in this area are mostly one-story brick structures built between 1875 and 1918. Buildings 110 and 140 exhibit elaborate architectural detailing reminiscent of the Romanesque style. A low brick wall separates the fort area from the roadway.

The east ferry landing, located near Omaha dock, was the original landing point on the island and is located at the end of Andes Road. The road leads from this landing directly to the entrance of Fort Jay and provides a vista framed by the low-rise brick arsenal buildings and mature trees (Photo 9). Sidewalks along the road between the buildings provide pedestrian access to the fort entry. These buildings, built from 1811 to 1850, do not front Andes Road, but the tower on Building 104 serves as a visual landmark for the area. Panoramic views of the Brooklyn waterfront are provided from this area (Photo 10).

The entry to Fort Jay is characterized by brick retaining walls and canopy trees which form the physical and visual boundaries of a circular court area. From this courtyard the Manhattan skyline can be clearly viewed (Photo 11). Fort Jay is the most significant structure and site element on Governors Island. The fort, on the high point of the island, is characterized by a series of walls enclosing the perimeter moat and the gun mounts that sit at the corners of the interior wall. High brick walls cut into the land to form an enclosed gateway area at the main entrance to the fort. An important landmark on the island is the sculpture above this entrance (Photo 12). While the entry courtyard is a public space, the interior courtyard of the fort is a semi-private space, surrounded by two-story brick barracks structures. Vehicular access is possible through the arched entry to the east of the courtyard from Andes Road and narrow asphalt drives run around the perimeter of the square. Only pedestrian access is possible through the west arch of the fort, and the square is divided into quadrants by sidewalks. At each corner of the square, a narrow cobblestone driveway passes between the housing structures and leads up to two small garages built into the slope.

The fort's gunmounts line the six-foot-high perimeter wall of the earthworks behind the garages. Views in all directions are possible from the top of the earthworks as this is the highest point on the island (Photo 13); however, physical and visual access to the earthworks is not possible due to existing chain link fencing and the height of the wall.

The ferry landing area presents a series of one and two story administrative, community and residential buildings set into the sloping land between Carder Road and Andes Road. While there is no discernible street pattern or consistent building entry orientation, the building arrangement forms a series of interesting interstitial spaces between the buildings. Selective views of Manhattan are provided from these courtyards, even though the spaces have previously been used for overflow

parking and utility structures (Photo 14). These courtyards have a semi-private feel to them, as do the series of green courtyards formed by the group of buildings closer to the water. These areas are characterized by large street trees, open lawn area and no understory.

Another pattern of courtyards can be found among the residential structures near Castle Williams in an area between Carder Road and Andes Road. These courtyards are comfortably scaled spaces offering tremendous views of Manhattan (Photo 15). The buildings in this area are characterized by brick and stone in the Neo-Georgian style and are 3.5 stories in height. Buildings 111 and 112 are L-shaped and face each other, forming a semi-private courtyard. Building 114 is a two-story building in the same style between Building 112 and Castle Williams. The courtyard between Buildings 112 and 114 is less private in nature, while the area between Building 114 and Castle Williams is more public and serves as the access area for Building 114. The street trees and sidewalks connecting these spaces give the area a pedestrian scale, but the spaces don't have the sense of enclosure that the previously discussed courtyards have.

Nolan Park is a five-acre open space surrounded by two-story residential buildings and is a contributing element in the GINHL district. The houses were built between 1813 and 1878, and include examples of Greek Revival, Georgian/Neo-Georgian, Italianate, Neo-Gothic and Victorian architecture. The most significant of these structures are the Governor's House, the Admiral's Quarters, and the Block House. At the southern tip of Nolan park is Saint Cornelius Chapel, a limestone Neo-Gothic Church built in 1906. The houses on both sides of the park are connected through the park by a pattern of criss-crossing brick sidewalks, and the park is dominated by large canopy trees, giving it a pedestrian scale and a semi-private feel. Occasional views of the Brooklyn waterfront can be seen between some of the houses (Photo 16); however, the dominant view from the park is that of the Manhattan skyline, clearly visible above the houses looking north (Photo 17). Another important view corridor is from the street running behind the Governor's House, looking between the street trees to lower Manhattan and the Battery Maritime Building (Photo 18). This street provides vehicular access to the back of the houses in Nolan Park, the dormitory (Building 12), and the South Battery.

The area around the South Battery includes buildings that formerly housed a Super 8 Motel and a child care facility. Our Lady Star of the Sea Chapel can also be found in this district. The area is a public space and is characterized by the roadway, parking lots, and large street trees. Open views across the parade ground to Fort Jay and the Manhattan skyline are afforded from the area in front of the Chapel (Photo 19).

To the west of Fort Jay is an area known as Colonel's Row Park, a nine-acre triangular open space bordered by the Officer's Housing on the northeast and by the Liggett Building (Building 400) on the southwest. Building 400 is the largest structure on the island, dividing the northern portion of the island from the filled portion to the south. The large monumental arch in the center of the building creates an axial orientation towards the southern portion of the island (Photo 20). This arch is a central feature of Colonel's Row Park. A brick monument with built-in bench seating is sited directly opposite the arch, while on the opposite (southwest) end of the axis through the arch is another monument honoring the Wright Brothers. Building 400 is a brick Neo-Georgian style building constructed in 1929, and is over three stories in height. The building's facade runs the entire length of the park.

The houses comprising Colonel's Row are of the Colonial and Romanesque styles and were built from 1893 to 1917. The housing is set on high ground 100 feet back from the edge of Hay Road. The privacy of the houses is further reinforced by a brick sidewalk that passes along the front of the houses, separate

from the public sidewalk along Hay Road. The streetscapes of Hay Road and Clayton Road are defining characteristics of the area, which is also a designated landmark. Consistent rows of large street trees line both sides of these converging streets, and with high canopies, open lawn areas and the lack of understory plants, the area has much the same feel as Nolan Park, but is less private due to the presence of the streets. A brick sidewalk running from Colonel's Row to Fort Jay provides a visual and physical connection between the two areas (Photo 21).

The hospital building (515) is oriented east toward the pedestrian entrance of Fort Jay and is a dominant feature in the landscape at the north end of the park. Views from the central area of the park looking north down Hay Road are primarily of the open waters in front of the Manhattan skyline and looking northwest down Clayton Road the view is of the New York Harbor waters (Photos 22 and 23). However, open views to Castle Williams are obscured by the Bachelors Quarters (513 A, B, C) constructed in 1970. From the southern tip of the park, near the Catholic Chapel, a striking view of the Lower Manhattan skyline is afforded over the parade ground between the row of houses and the fort. This grouping of buildings appears out of place with the historic context of the northern portion of the island. These buildings are not contributing elements to the GINHL.

Located near Castle Williams, the Building 513 residential complex forms two courtyards in and around their front entrances. Both in their use and visual appearance, the courtyard spaces are leftover spaces between the buildings. Concrete sidewalks criss-cross the courtyard lawn areas and the spaces have a semi-private feel to them, although they are out of character with other spaces in the GINHL. The buildings, only 25 feet from the Hospital and 45 feet from Castle Williams, block views to Ellis Island and the Statue of Liberty from Hay Road.

The windward (western) shore esplanade (Craig Road North) runs approximately 4,000 feet along the length of the island from Castle Williams to the south tip. From this esplanade extensive views of New York Harbor, the Statue of Liberty, Ellis Island, and Battery Park City are afforded (Photos 24 and 25). The edge of the esplanade is characterized by a four-foot chain link fence which sits on top of the granite seawall. The asphalt road hugs the water's edge adjacent to the fence.

From the southern end of the esplanade the view expands to include the Verrazano-Narrows Bridge (Photo 26). Looking north along the esplanade, Castle Williams juts out into the water and is a dominant feature at the terminus of the esplanade, with the Manhattan skyline beyond (Photo 27). At the northern end of the esplanade, between Castle Williams and Division road, the character of the esplanade is softened by several street trees, but the back of the hospital and the Building 513 complex face the water. The four different building complexes that abut the esplanade in the southern portion are completely different in character and massing, but are similar in that they all sit as objects in the landscape. As such, they provide poor definition of the esplanade and do little to shelter the interior recreational playfields from the wind. These developments are independent of any larger design organization within the southern portion of the island; they lack pedestrian scale and amenities, and geared towards vehicular access.

The resulting open spaces between the buildings do not have a pedestrian or intimate feel to them. All of the buildings in this area are situated between Craig Road North and Gresham Road, and are served and accessed by a series of roads and parking lots connecting one road to the other. Most of these buildings are brick, and were constructed between 1961 and 1988.

The leeward (eastern) shore esplanade runs for approximately 3,600 feet along Craig Road South and Kimmel Road from Half Moon Road north to the wharves near the East Landing. In

contrast to the windward esplanade, the leeward side is well defined by a consistent streetscape. The buildings along Craig Road South do not provide any architectural definition or organization to the area, but the existence of street trees on both sides of the road, in addition to a 30 foot wide lawn area and 4-foot-wide sidewalk at the water's edge, give the area its pedestrian scale character. As on the windward side, a 4-foot chain link fence sits on top of the granite seawall. Views from this part of the esplanade are across Buttermilk Channel toward the gantries along the working waterfront of Brooklyn (Photo 28).

Along Kimmel Road, the lawn area narrows down to a five foot concrete sidewalk. The esplanade is well defined by the linear residential Building 12, as well as the single-story Child Development Center, both of which are set back 50 to 60 feet from the water's edge. Both of these buildings are brick Neo-Georgian in style, constructed in the early 1930s.

Division Road is the boundary between the historic northern half of the island and the newer southern half and the only visual connection between north and south is through the monumental archway at the center of Building 400 (Photo 29). From the archway, the open space leaks out into wide areas with little or no edge definition. Looking back north through the archway, the intimate scale of Colonel's Row Park and Fort Jay beyond are still visible (Photo 30). Building 400, by virtue of its building wings on each end, forms a grand courtyard space that fronts Division Road. From this central part of the courtyard and along Division Road, the open water on both sides of the island is visible. The architecture of the archway itself and the white cupolas above the center and wings of Building 400 are defining features in the landscape (Photo 31).

The Great Lawn area south of Division Road is a central recreational open space surrounded by housing. This expanse of open fields seem out of scale with the low-rise buildings around the perimeter. Similar to the esplanade, the massing of the buildings as objects within their own superblock do little to contribute to the definition of the Great Lawn.

Off-Island—Manhattan

The urban space at the southern tip of Manhattan is dominated by hardscape elements endemic to traffic, vehicular ferry queuing, and pedestrian circulation, necessary for access to the Whitehall Ferry Terminal. This environment serves to obscure a small open space, Peter Minuit Plaza, in the center of the larger urban space (Photo 32). This open space, which serves to organize vehicular traffic flow, is also used by vendors and pedestrians, and has canopy trees and seating. Since the space is dominated by automobile traffic, pedestrian circulation in the area is confusing and navigation is difficult. Views from this space are primarily to the office buildings, Whitehall Ferry Terminal, and the Battery Maritime Building, while interrupted views to Battery Park are possible. However, most views are obstructed by the visual clutter caused by numerous traffic directional signs and concrete traffic barriers. The Rectory of the Shrine of St. Elizabeth Bayley Seton, an historic structure built during George Washington's presidency, is visible at the base of the office buildings to the north of the space. The mass and height of the office buildings dehumanize the scale of the area.

The Battery Maritime Building is located on South Street at the confluence of Whitehall Street and State Street. To the west of the Battery Maritime Building is the Whitehall Ferry Terminal and further west is Battery Park. North and east of the Battery Maritime Building are high-rise office buildings. Subway stations in the area include Bowling Green, South Ferry, and Whitehall Street. Originally the Municipal Ferry Piers, the Battery Maritime Building has provided ferry service for the USCG since 1963. The false front on these aging ferry slips shows a raised porch with 40-foot columns facing Whitehall Street. Green paint over sheet metal and steel structural members simulates verdigris copper (Photo 33).

Views to Governors Island from this urban space are obstructed by the Battery Maritime Building, the Whitehall Ferry Terminal and other maritime related structures. One can view the island from the west ramp of the Whitehall Ferry Terminal (Photo 34) and from the east side of the Battery Maritime Building from South Street (Photo 35). In addition, the Brooklyn Bridge is visible from South Street to the northeast (Photo 36).

Off-Island—Brooklyn

Brooklyn Piers 7 and 8 are located on Columbia Street, a four-lane arterial, below the Brooklyn Heights/Carroll Gardens neighborhood and to the east of Governors Island. The channel (west) side of Columbia Street is characterized by large shipping-related structures such as piers, warehouse facilities, road salt storage, cranes, and shipping containers, in addition to open parking lots.

Occasional views are offered to Governors Island between warehouses, ships and shipping containers (Photo 37 and 38), but the views are obstructed much of the time. In addition, chain link fencing contributes to the limited views and industrial nature of the area. View corridors down Congress Street, Warren Street, Baltic Street and Kane Street, which run perpendicular to Columbia Street, also offer occasional views to the island. In addition, views of the island are offered from a small neighborhood park on Hicks Street near Long Island College Hospital, overlooking the piers (Photo 39). Views to the Lower Manhattan skyline are afforded along Columbia Street in front of the Piers (Photo 40).

The east side of Columbia Street consists of mixed-use residential and commercial development. The brick structures are generally low-rise, three and four stories, and relatively close to the street. The buildings are typically arranged as attached rows, with detached structures occurring occasionally, separated by narrow drives or empty derelict lots. Columbia Street provides access to both the Brooklyn Battery Tunnel and the Brooklyn-Queens Expressway. Furthermore, trucks for transporting goods have access to the piers from Columbia Street. The area has an open, grand scale dominated by vehicular traffic and industrial waterfront activity, not conducive to pedestrian circulation.

4. Neighborhood Character

Neighborhood character is typically considered to be the sum of the different elements that give neighborhoods their distinct "personality." These elements include other environmental impact categories such as traffic, noise, land use, visual quality, urban design, socioeconomics, etc. Effectively, the neighborhood character section of this document describes how the cumulative effects of other environmental impact categories combine to alter the context and nature of a neighborhood. In order to determine if neighborhood character impacts exist, the combined effect of changes to the other impact categories are considered in unison.

On-Island

Since activity patterns and their accompanying characteristics play such a large role in defining neighborhood character, a description of a vacant Governors Island would not provide an accurate sense of the island's character. As such, the description of existing neighborhood character on Governors Island will make reference to the period during the USCG's habitation of the island just prior to their vacating of the facilities.

As a result of its site and situation, Governors Island is insular from the surrounding communities that line New York Harbor. The island is highly visible in New York Harbor from Manhattan, Brooklyn, Staten Island and New Jersey. In most instances, for the general public, the character of the island has not been experienced directly since access to Governors Island has historically been restricted. A vast majority of the general public's perception of the island's character has been based on



▲ Photo 1 - Fort Jay entry and masonry walls



▲ Photo 2 - Historic District Streetscape



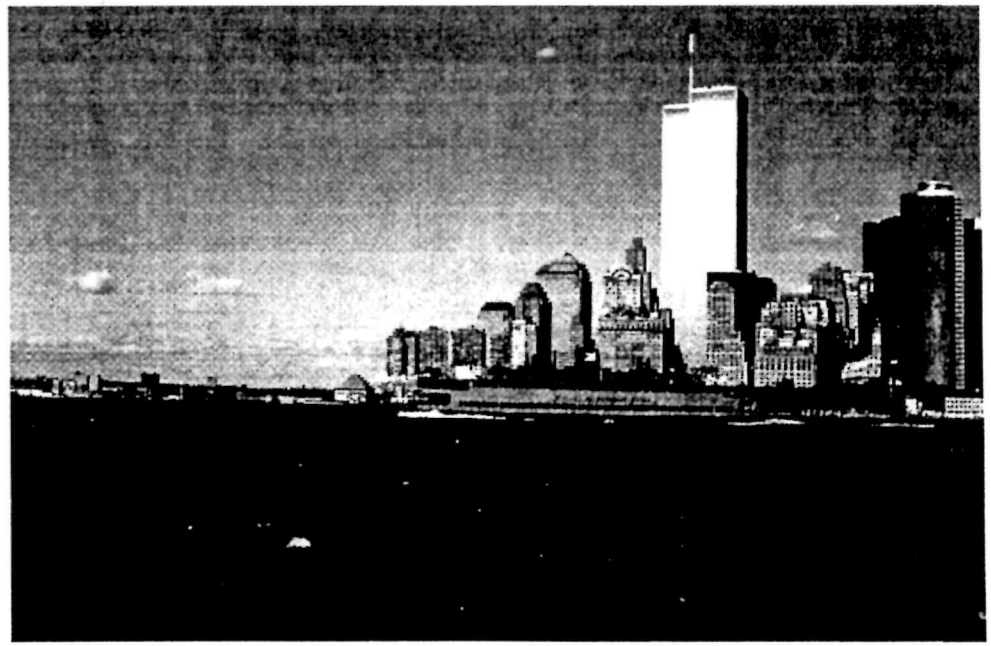
▲ Photo 3 - Walkway in Nolan Park



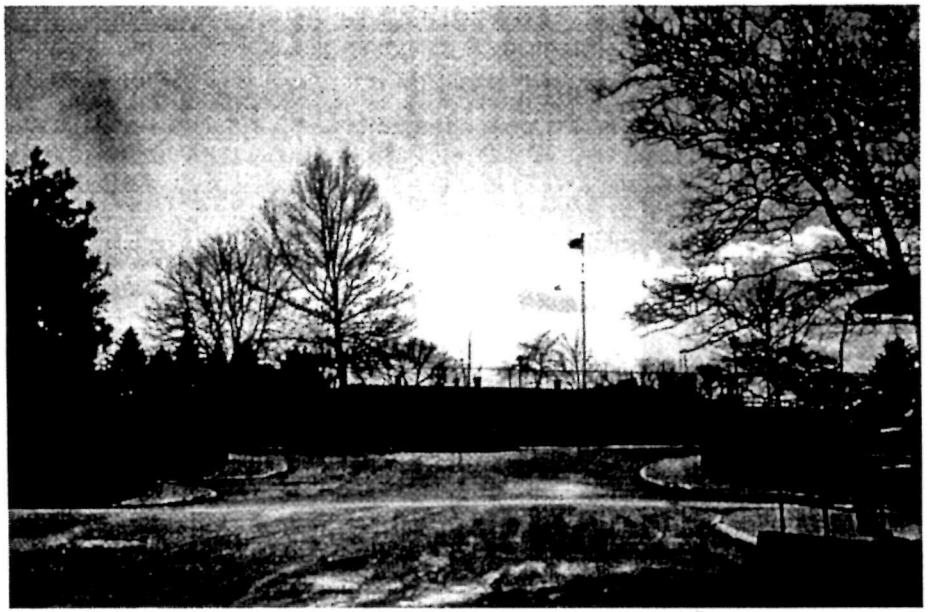
▲ Photo 4 - Castle Williams from the Staten Island Ferry



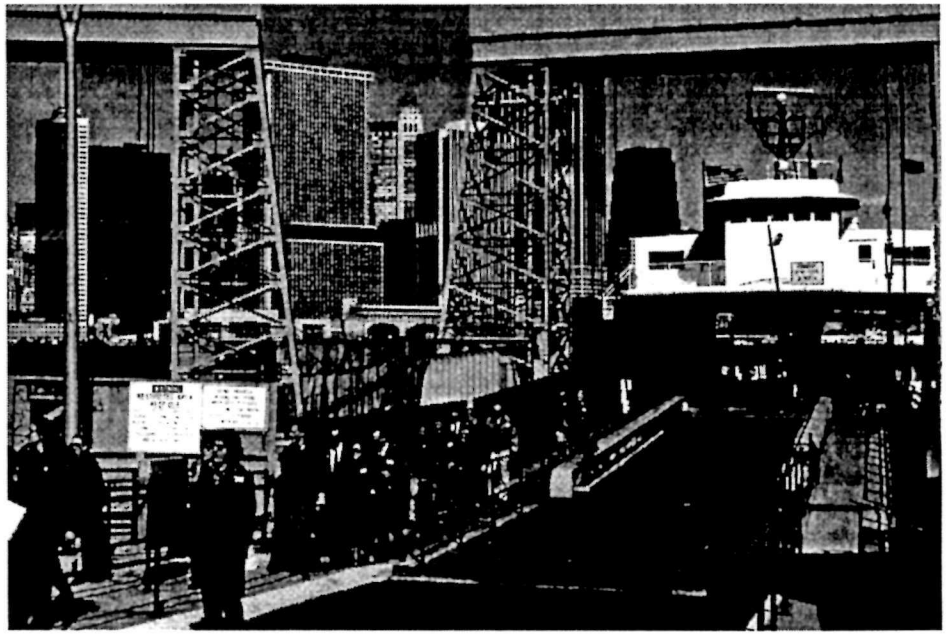
▲ Photo 5 - Brooklyn Heights from East Ferry



▲ Photo 6 - Lower Manhattan and Battery Park City from Castle Williams



▲ Photo 7 - Fort Jay from Ferry Landing showing brick parking island



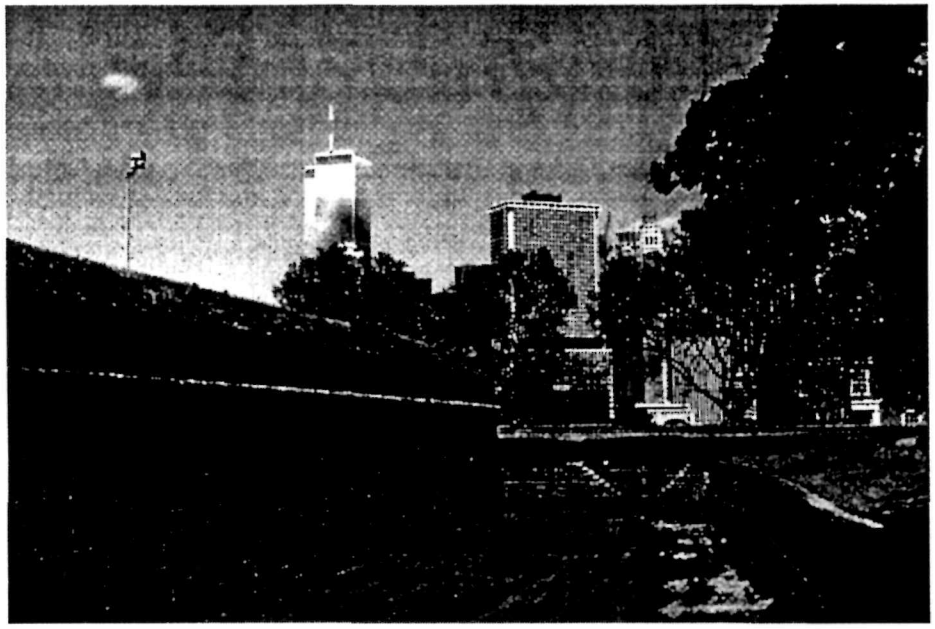
▲ Photo 8 - Ferry Landing environment and view to Manhattan



▲ Photo 9 - Vista to Fort Jay entry framed by street trees and brick buildings



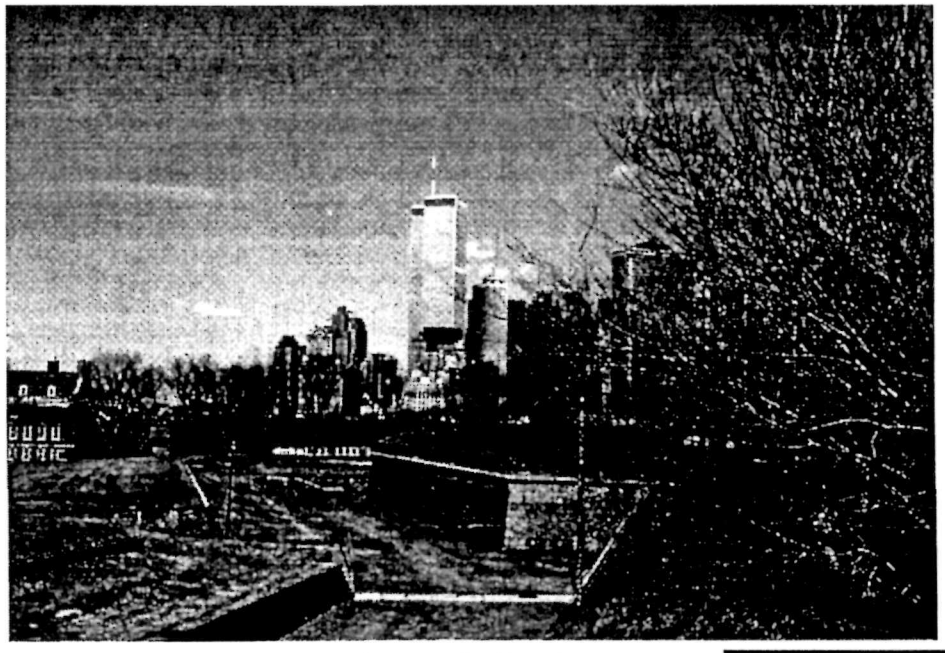
▲ Photo 10 - Panoramic view of Brooklyn Waterfront from East Ferry



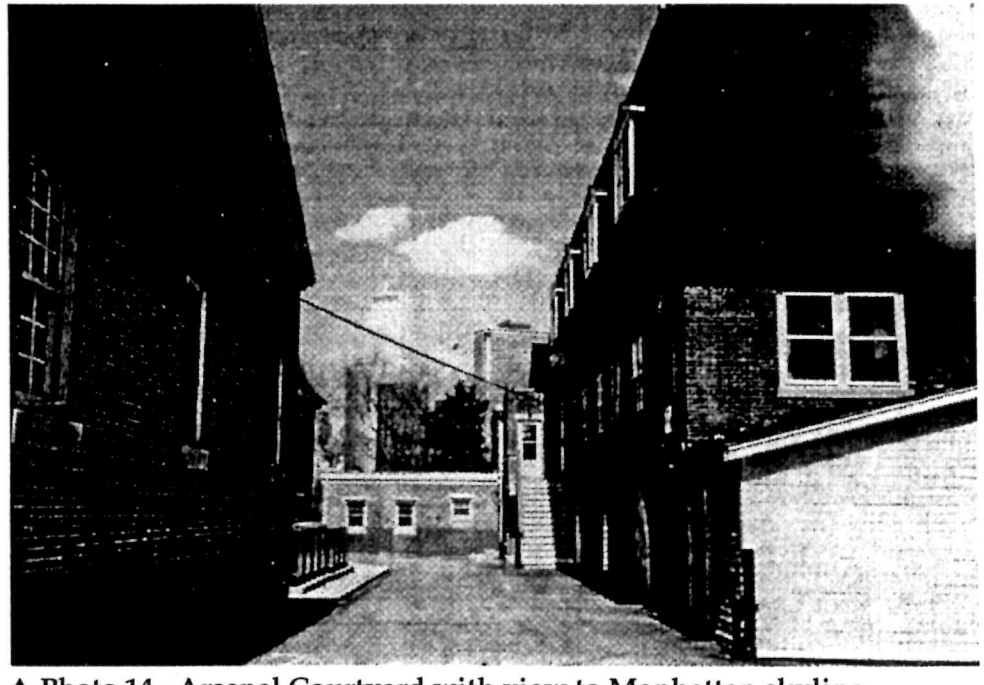
▲ Photo 11 - View of Manhattan skyline from Fort Jay entry courtyard



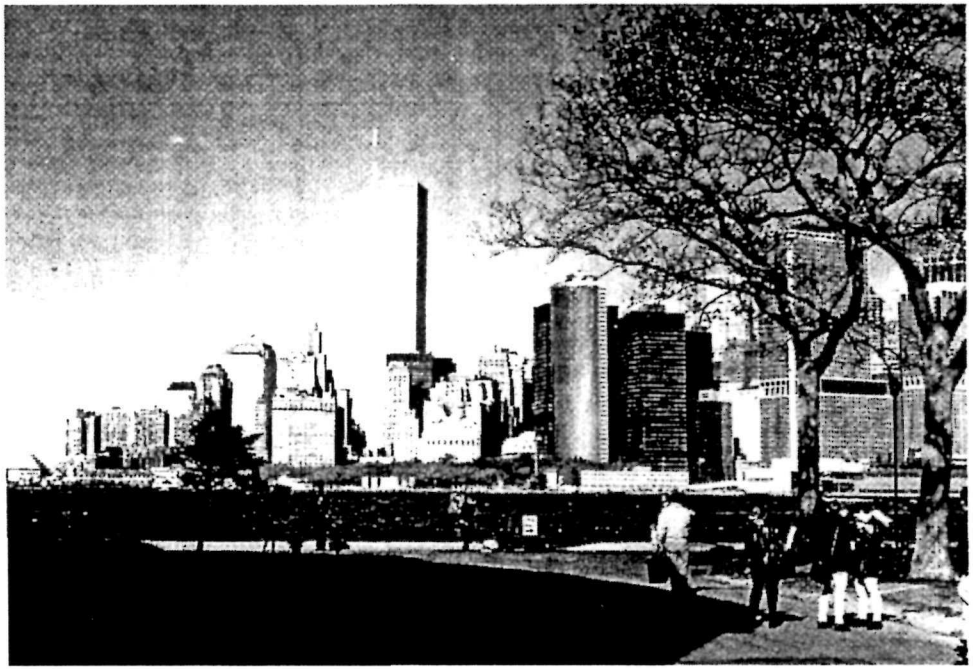
▲ Photo 12 - Sculpture above Fort Jay entry archway



▲ Photo 13 - View of Manhattan skyline from atop Fort Jay earthworks



▲ Photo 14 - Arsenal Courtyard with view to Manhattan skyline



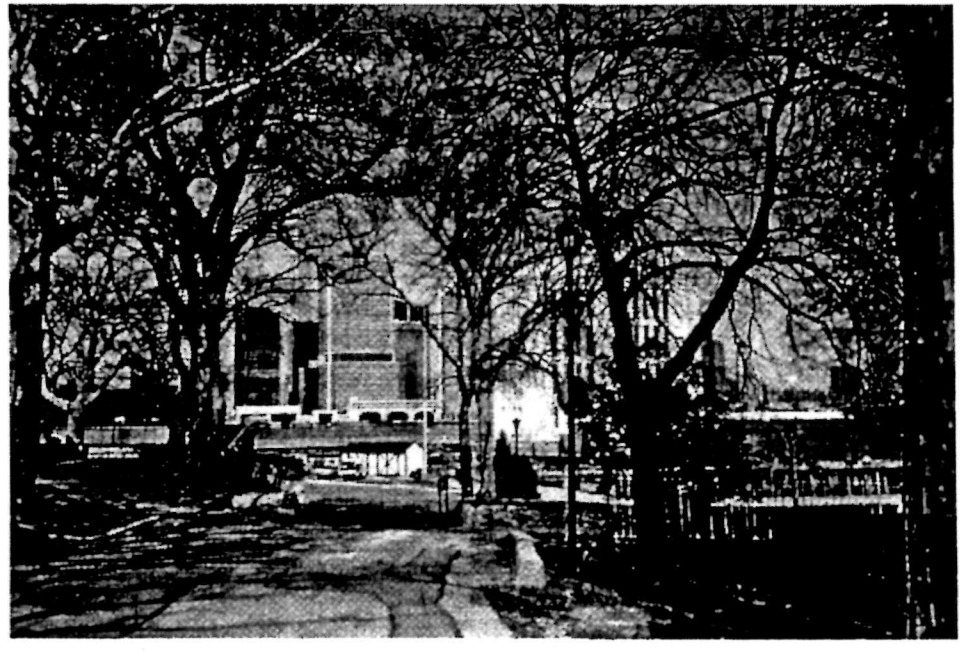
▲ Photo 15 - Example of view from courtyards near Buildings 111, 112, & 114



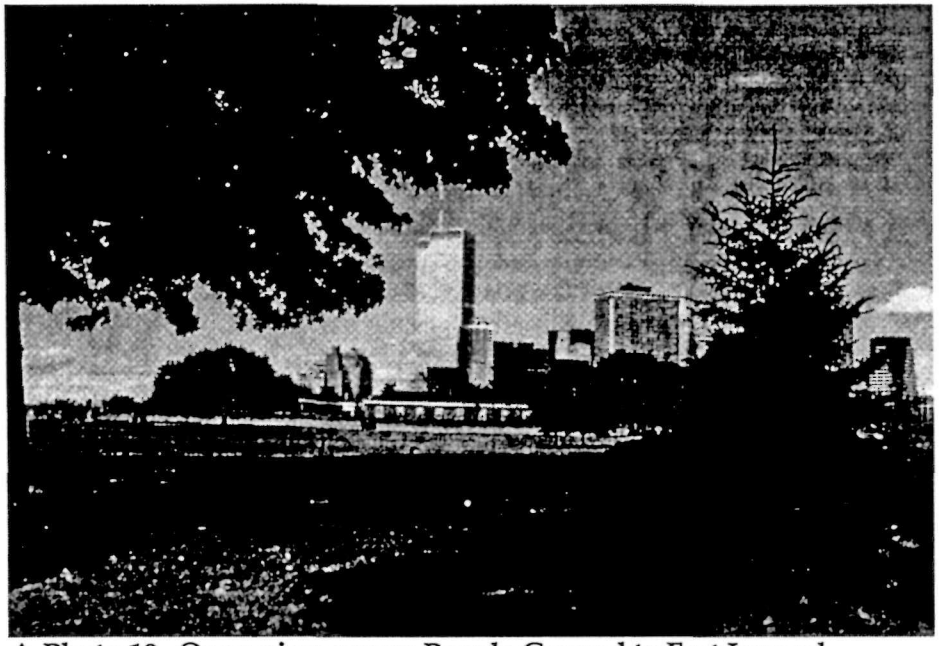
▲ Photo 16 - Vista adjacent to Admiral's House in Nolan Park to Brooklyn Waterfront



▲ Photo 17 - View looking north from Nolan Park of Manhattan skyline



▲ Photo 18 - View corridor looking north to Manhattan



▲ Photo 19 - Open view across Parade Ground to Fort Jay and Manhattan skyline



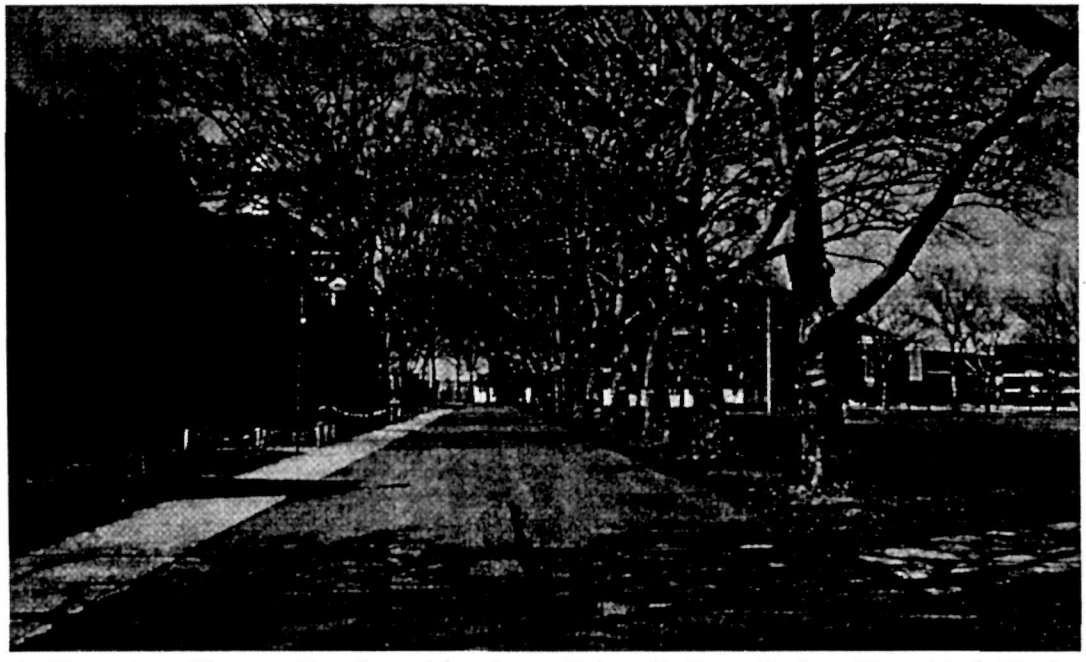
▲ Photo 20 - Axis through Building 400 archway looking south



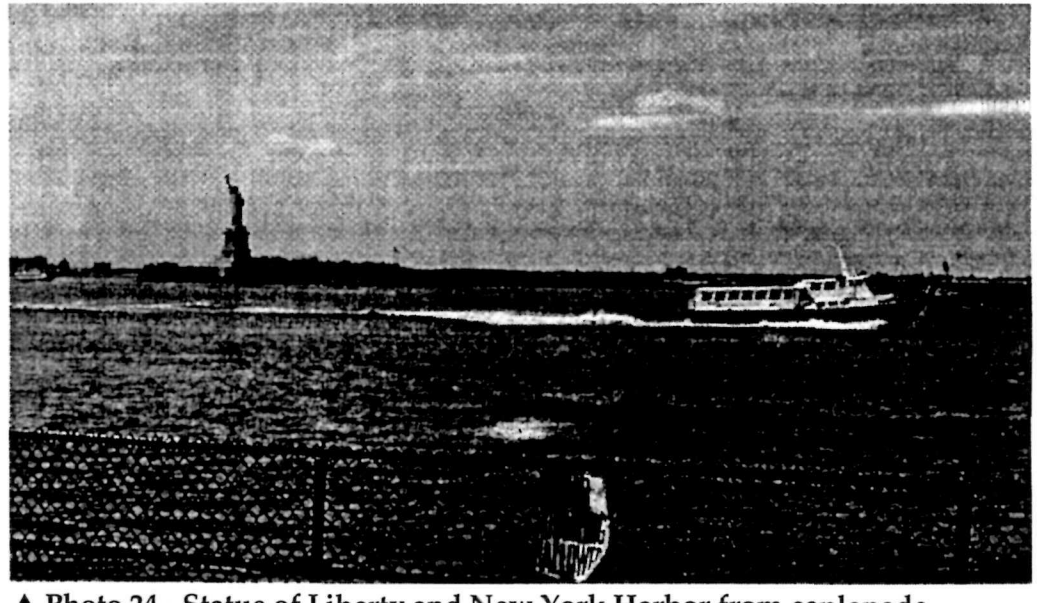
▲ Photo 21 - View and brick walkway connecting Colonel's Row Park and Fort Jay



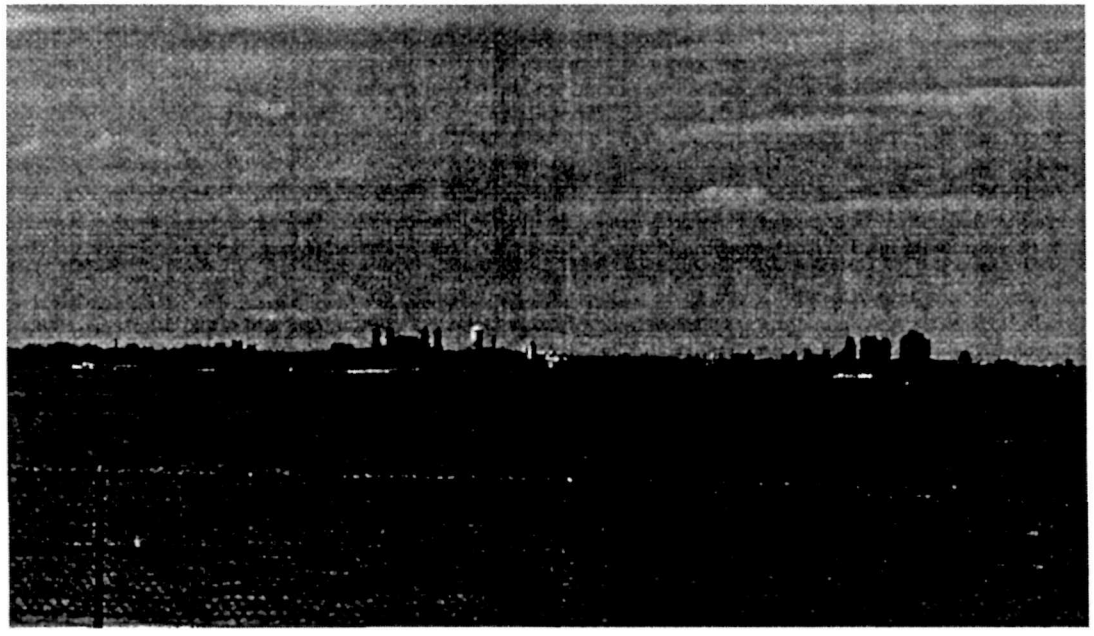
▲ Photo 22 - View down Hay Road looking north to Manhattan from Colonel's Row



▲ Photo 23 - Clayton Road corridor from Colonel's Row Park to New York Harbor



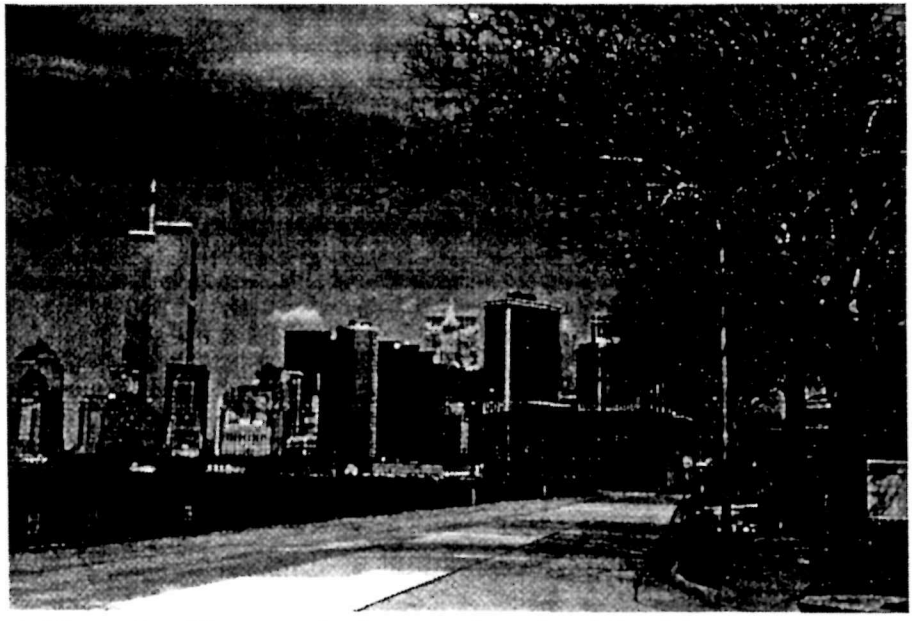
▲ Photo 24 - Statue of Liberty and New York Harbor from esplanade



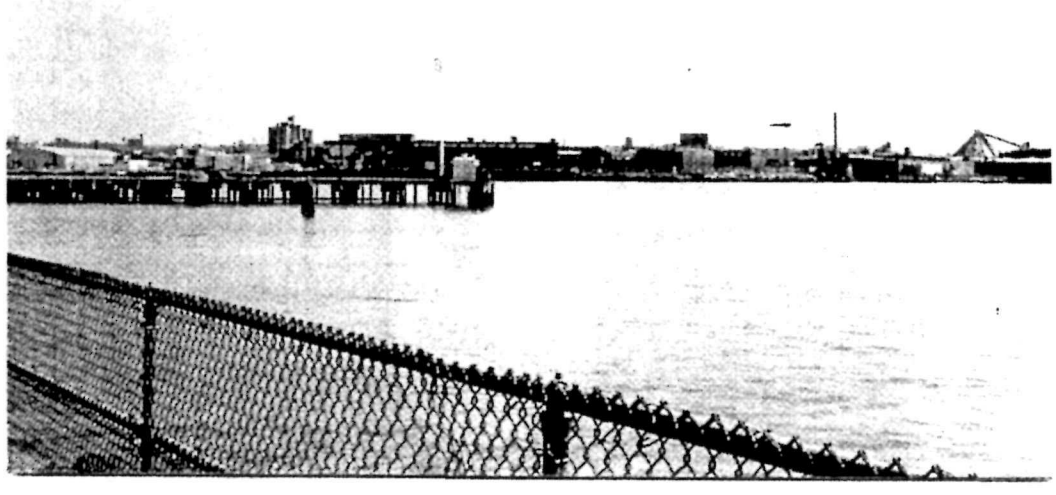
▲ Photo 25 - Ellis Island and New Jersey Waterfront from esplanade



▲ Photo 26 - Verrazano Narrows Bridge from esplanade at island's southern tip



▲ Photo 27 - View north along esplanade of Castle Williams and Lower Manhattan



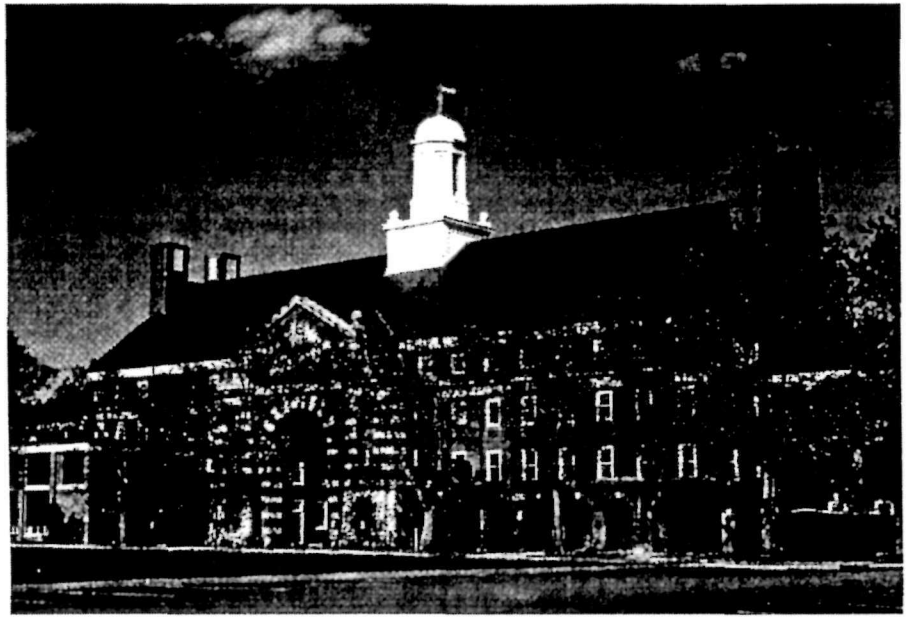
▲ Photo 28 - Brooklyn Waterfront across Buttermilk Channel from esplanade



▲ Photo 29 - Vista looking southwest through Building 400 arch to Wright Bros. monument



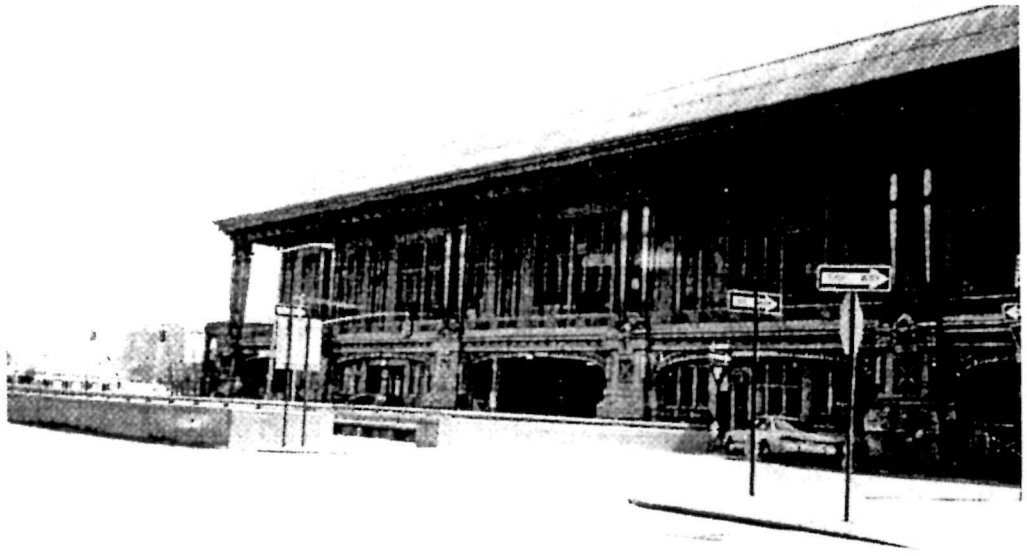
▲ Photo 30 - Vista looking northeast through Building 400 arch to monument



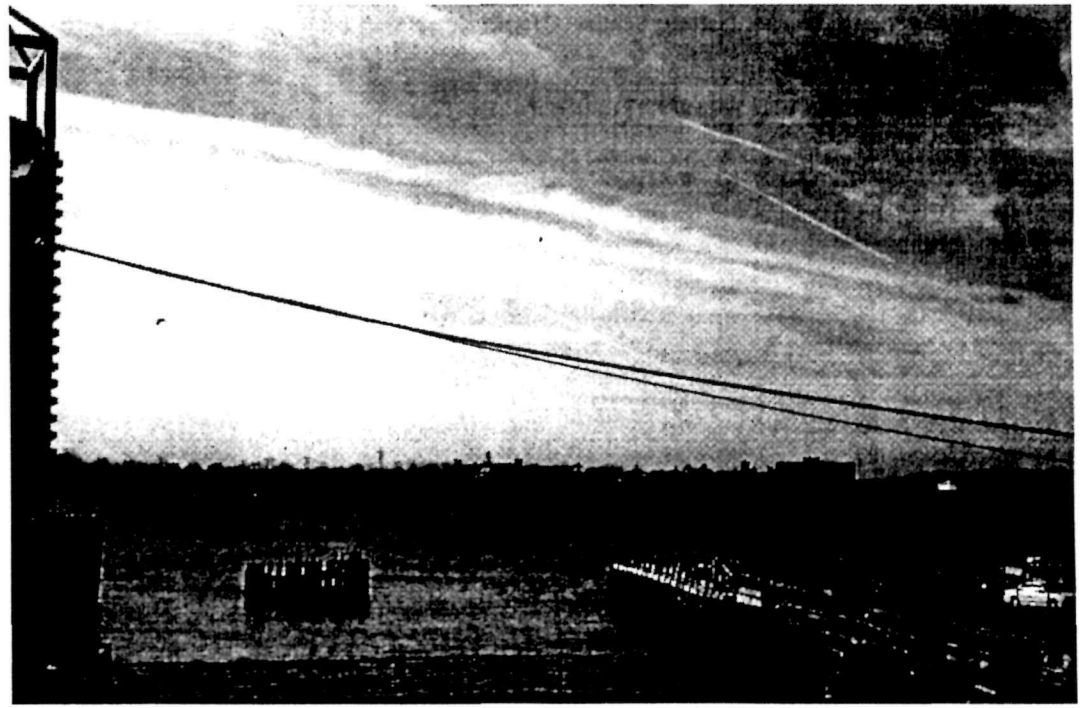
▲ Photo 31 - Building 400 with archway and cupola



▲ Photo 32 -Lower Manhattan urban space view from Battery Maritime Building showing office buildings, historic structure and open space



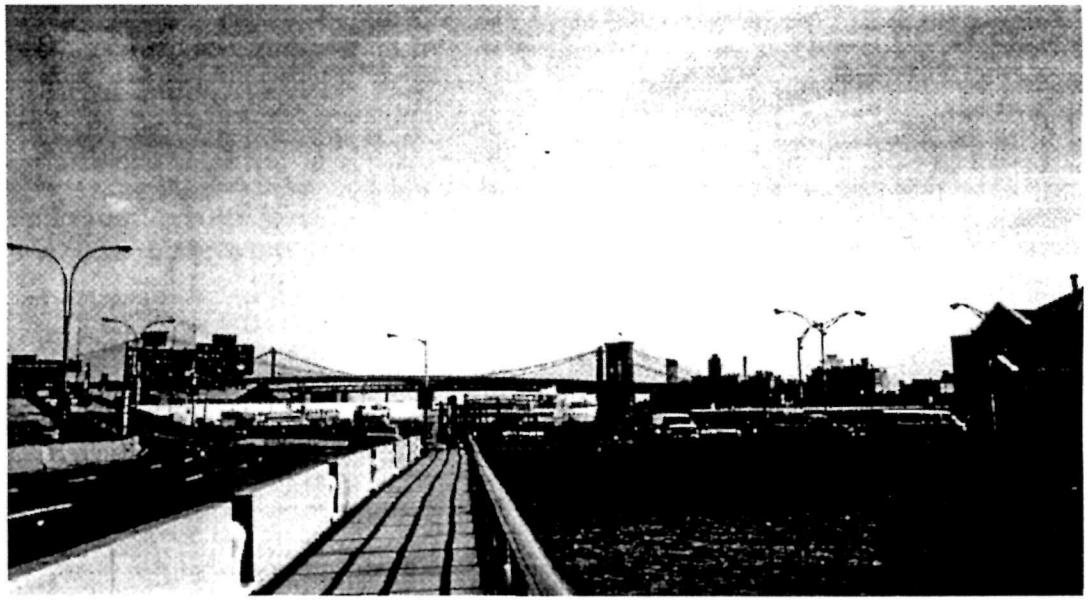
▲ Photo 33 - Battery Maritime Building



▲ Photo 34 - View to Historic District from ramp of Staten Island Ferry Terminal



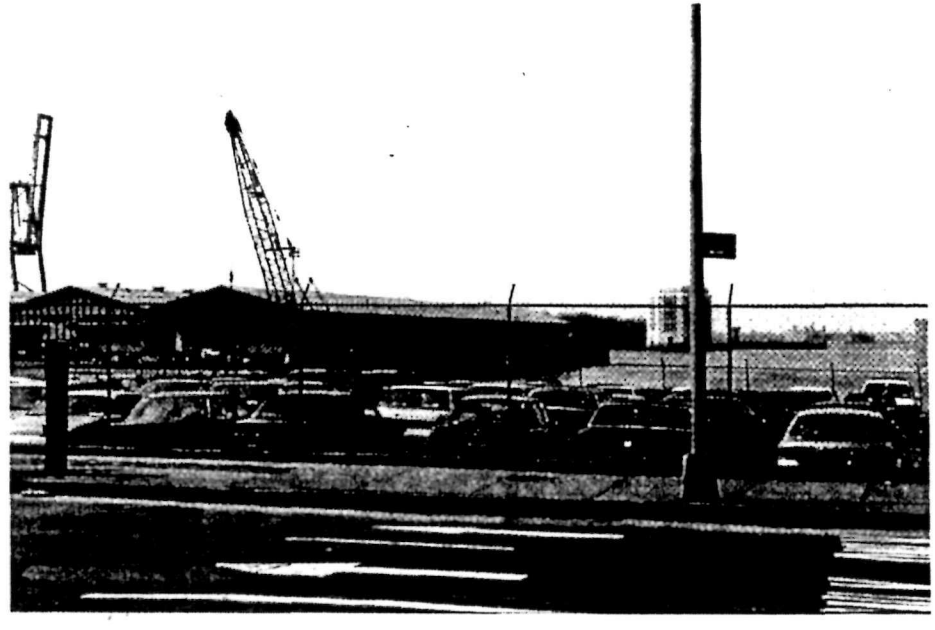
▲ Photo 35 - View of Governors Island from east of Battery Maritime Building



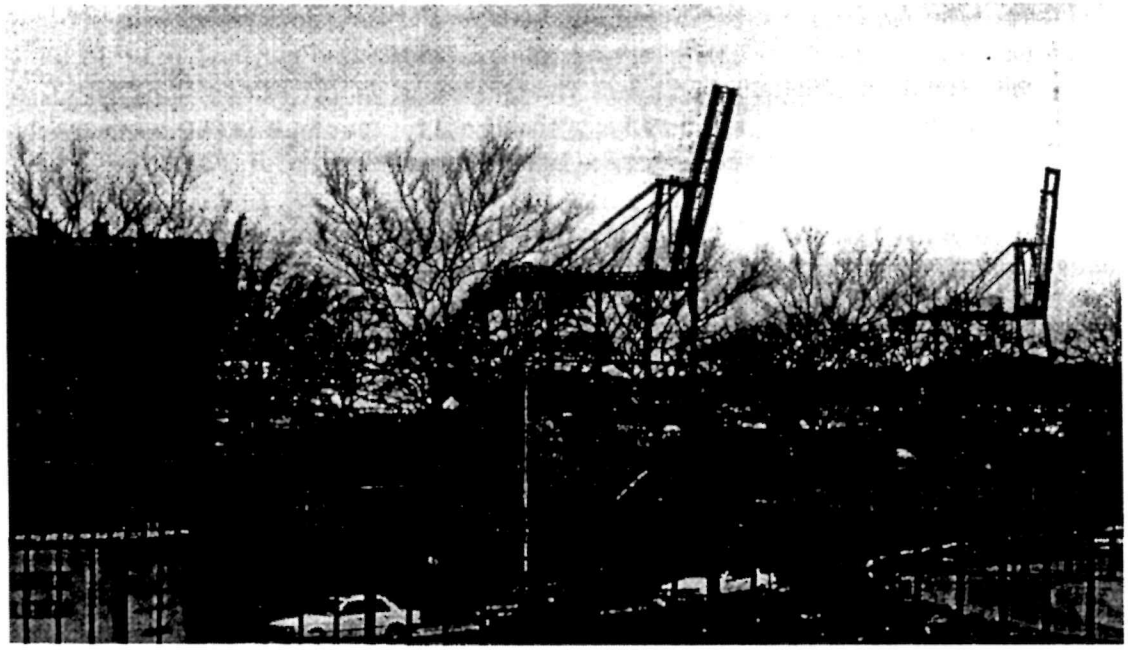
▲ Photo 36 - View of Brooklyn Bridge from Battery Maritime Building



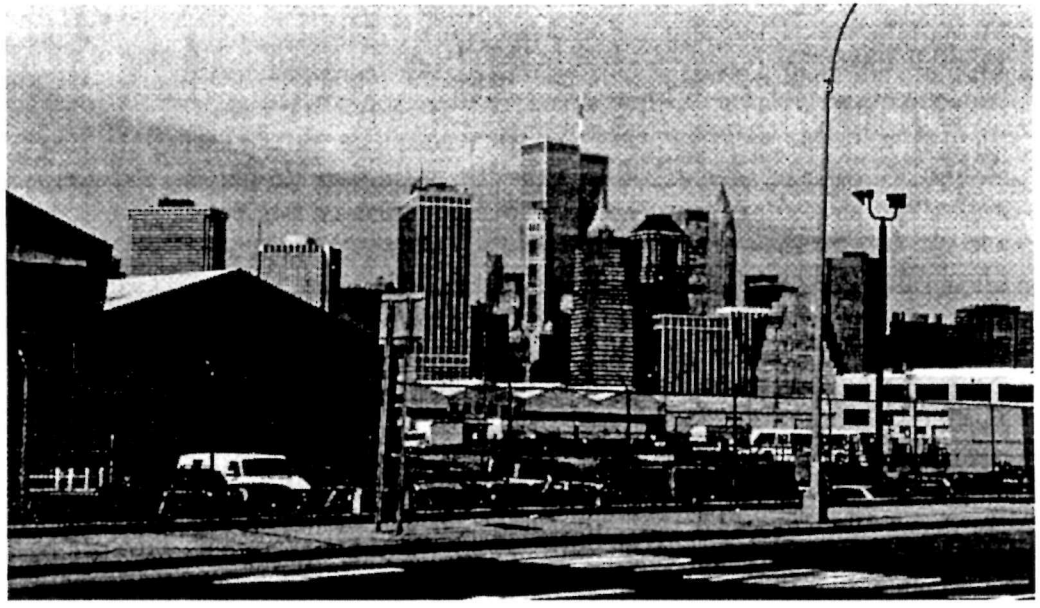
▲ Photo 37 - View to Governors Island from Pier 7, Brooklyn



▲ Photo 38 - View to Governors Island from Pier 8, Brooklyn



▲ Photo 39 - View above Piers 7 & 8 from Hicks Street near LIU Hospital



▲ Photo 40 - Manhattan skyline from Columbia Street looking over Pier 7

their view of the island from their homes, place of work, or in transit. Depending on the location of the viewer, the island displays different characteristics. From lower Manhattan, the northern end of the island appears low in scale and campus-like in its arrangement and type of buildings. The topographic relief of this portion of the island blocks much of the views of the southern end of the island. The frequent arrival and departure of USCG ferries to the northern end of the island (previously every 20 minutes) imparted a sense of activity and animation to the island. The view of the fortifications, Castle Williams and Fort Jay, indicate the previous military use and the historic nature of the island's previous inhabitants. During the summer months the island appears lush in mature vegetation. Finally, the vent structure for the Brooklyn-Battery Tunnel, visible from both Manhattan and Brooklyn, is a visual reminder of the island's tenuous connection to the mainland.

The view of the island and its perceived character from Brooklyn changes as one proceeds south from the Brooklyn Bridge. South through Brooklyn Heights, the island's historic northern portion is most visible. This view to the island is more distant than the view from the southern tip of Manhattan. Much of the activity previously associated with the island would not have been visible from this distance, thus the island appears to be more sedate in nature. As one moves south along the Brooklyn waterfront, the viewer comes closer to the island and begins to see the full extent of the island and its facilities. The edge of Nolan Park and its residential structures become more evident. The piers along the island's leeward shore, previously used by the USCG for maintenance and storage of their ships, reveal themselves. As one moves south through Carroll Gardens and Red Hook, the viewer comes even closer to the Island. USCG activity at Tango, Yankee, and Lima piers would have been clearly evident. The more recently developed facilities on the southern portion of the island, barracks style buildings, industrial "Butler" type buildings, and apartment blocks across the island on the windward shore, reveal the island's more recent military history. Cars and small trucks circling the island along its ring road, as well as pedestrians, would be visible to the viewer. The residential nature of the island is clearly more evident from the Brooklyn vantage point, as is the working nature of the island's leeward shore and southern tip.

From Staten Island and New Jersey the island provides a background view and is difficult to distinguish against the backdrop of Manhattan or Brooklyn. The island's detail, such as individual buildings and vegetation, are viewed as a whole rather than as individual elements. The island's activity is only evidenced by the ferry vessels and USCG ships that previously crossed the harbor back and forth to the island.

Once on Governors Island itself, the neighborhood character is quite diverse depending on the particular district of the island under consideration. The portion of the island that is encompassed by the Governors Island National Historic Landmark district maintains the atmosphere of a small town with several distinct districts. ~~This portion of the island appears organic in nature~~ by virtue of its successive growth and development.

The Ferry slips mark the island's arrival point. This area, when under USCG control, was quite active, with pedestrians and vehicles constantly leaving and arriving on the ferries. USCG administrative activities occurred in the adjoining buildings, with staff constantly moving through the area. The sense of arrival was evident in the pedestrian and vehicular activity as well as the associated noise, especially the horn of the ferry.

Moving further onto the island, an increase in elevation is noticeable, and the sense of enclosure quickly increases away from the water. The central focus of the island is Fort Jay with its walls and battlements. This star-shaped feature occupies the central portion of the northern part of the island. The interior streets of this northern section are generally lined with buildings

along one side. In some instances the buildings form a street wall while the smaller residential buildings tend to have front yards. The opposite sides of the streets tend to be occupied by open space, such as the golf course, Nolan Park, or Colonel's Row Park. Structures on the northern portion of the island are low in scale, ranging from one to several stories. Buildings here have most recently been used for both administrative purposes as well as residential use. Noise and traffic in the interior of the northern portion of the island tend to be relatively limited, mostly associated with local uses. Vehicular trips destined for the southern portion of the island would generally tend to travel along the island's perimeter road, where the effect of their noise and activity is lessened by the sound of the wind and the wider road width.

The interior of the northern part of the island is to a large degree organized by its open spaces. The golf course (the former Fort Jay parade ground), Nolan Park, and Colonel's Row Park provide orienting features around which built structures are organized. Each area possesses a different character based on the scale of the space, the surrounding structures, and the type of activity that occurs within. The golf course is the largest and most informal open space; its undulating terrain and lack of defining elements prevent it from being experienced as a single open space. Because it is not penetrated by roads it maintains an almost isolated character. This character, however, is constantly juxtaposed by the ever-imposing views of Manhattan and Brooklyn.

Nolan Park is quite different in that it maintains a very formal organization. Stately single-family homes line the park's east and west sides, and formal brick walkways intersect the park beneath large deciduous trees. In many ways this space functions as a residential town square, although it is somewhat private in nature. The formal nature of the park, and the rank of the surrounding homes' former occupants (USCG officers), dictated that the space be passive in nature. Again, the space was not penetrated by vehicles, thus noise and traffic activity were at a minimum.

Colonel's Row Park is contained on its southwest side by the massive Building 400. The formal, 1,065-foot long facade of this structure encloses this open space, and forms a street wall along Clayton Road. The park is surrounded on all sides by roadways and is more dominated by the noise and activity associated with vehicular traffic than the other open spaces on the northern part of the island. On-street parking also occurs adjacent to the park, reinforcing the public nature of this space. This space functioned as a large gathering area for USCG activities, so it was often occupied by large, noisy crowds involved in group activities.

The demarcation between north and south on the island is generally considered to be Division Road, although Building 400 functions in much the same way in a visual sense. The southern part of the island is relatively flat and its organization is in keeping with a modern military base. A large, central open space served the active recreation needs of the USCG community. Although central to this part of the island, the space does not function as an organizing element. Rather, the developments on this side of the island are generally oriented towards the surrounding ring road and the water.

A number of incrementally developed residential communities are situated around this portion of the island's perimeter. Each one appears quite independent in both function and design. Building type ranges from one-story townhouses to an eleven story apartment block. The buildings are quite generic in nature, reminiscent of a modern college campus from the 1960's or 1970's. Vehicular access is provided to each of these developments, with parking provided in small lots or directly in front of each building. Being more level than the northern part of the island, wind and wind-generated noise here penetrate to the interior portions of the island. The higher population

density on this portion of the island under the Coast Guard's occupation helped create a moderate level of activity by both pedestrians and vehicles. Views from this part of the island also differ significantly than from the northern half of the island. Brooklyn's industrial waterfront is visible from between buildings and down streets. Although Manhattan is still visible, it looms less imposingly over this more distant section of the island.

The southernmost portion of the island was occupied by USCG's industrial uses. Large footprint, "Butler" type buildings dominate this area. Large expanses of asphalt, previously used for outdoor work areas, are also evident. Although presently vacant, this area was once quite active with the movement of trucks and the noise of heavy equipment.

Although the island is distinctly divided into north and south districts, the surrounding ring road and esplanade act as a unifying element, helping to join the disparate forms and characters of this diverse island. Views from the island's perimeter are most striking, ranging from the foreground view of Brooklyn's working waterfront to the background view of Staten Island and New Jersey. The entire island can be circled by a pedestrian in a relatively short period of time, offering a uniquely comprehensive perspective of the island's features as well as the larger context of New York Harbor.

The windward side of the island is dominated by the area's dominant weather patterns, as well as the constant action of the harbor's wave activity. During some months of the year, weather along the island's west side can be quite brutal, to the point of restricting extensive outdoor activity. The leeward side of the island, to the contrary, is quite protected, and as such has historically been the mooring area for USCG vessels. Tango, Yankee, and Lima piers extend into Buttermilk Channel along this shore. Large Coast Guard service vessels would commonly moor in this area, either between tours of duty or for repairs. Activity associated with these operations were quite frequent, with the loading and unloading of supplies and equipment. Smaller private boats owned by USCG personnel were also docked in this area.

The final uniting element of this diverse island is its seawall. There is no natural shoreline along Governors Island. The entire island is surrounded with a concrete or stone seawall, or rip-rap. This hard edge along the island's entire length provides a common continuous element and acts as a reminder of the harsh weather as well as the island's long history of successive occupation.

Overall, the character of Governors Island is defined by its isolation in the middle of a densely-populated metropolitan area. Arrival by ferry is a key component of the island's character. The diverse districts on the island are more defined by their spatial organization and relative location on the island than by their activity patterns.

Off-Island—Manhattan

The Manhattan study area encompasses the lower portion of the Manhattan financial district. This area consists of a mix of older and modern office towers, built full on their lot with their ground floors occupied by retail uses and lobbies. Streets in this part of Manhattan are generally narrow and less grid-like than the northern portions of Manhattan. Buildings tend to be many times taller than the width of the streets creating highly enclosed canyon-like spaces between buildings. During peak hours, streets are heavily used by private vehicles, taxis, and delivery trucks. Additionally, during the mornings, lunchtime and evenings, pedestrian activity and volumes are quite high. This is especially true for the areas directly adjacent to the subway entrances, and in the vicinity of the Whitehall Ferry Terminal. Noise associated with traffic and pedestrian activity is loud but not out of character with a busy city center. Wind-generated noise is also notable because of nearby New York Harbor.

During off-peak hours, traffic and pedestrian activity are greatly curtailed. For instance, during the weekends, most of the major employee-generating uses are closed, thus activity associated with their use is greatly diminished. In its place, tourists and sightseers occupy the area, finding their way to the Staten Island Ferry, Battery Park, Battery Park City, and the South Street Seaport.

The very southern tip of Manhattan is occupied by open space and the main pedestrian-generating facility in the area—the Whitehall Ferry Terminal. Battery Park and Castle Clinton provide a significant amount of passive recreation area along the water's edge. The park contains large shade trees and meandering paths lined with benches. The park is heavily used by local workers at lunch time as well as by tourists who may be waiting for a ferry to the Statue of Liberty. The southeastern end of the park contains the Whitehall Ferry Terminal. The terminal is the primary portal for visitors going to or coming from Staten Island. During the peak commuting hours, significant volumes of pedestrians make their way to and from the terminal. The ferry also carries vehicles between Staten Island and Manhattan; however, their impact on the character of the Manhattan study area is negligible. Along the edge of the water the maritime influence is much more pronounced, with constant breezes, the smell of salt water, and the view of the working harbor.

Off-Island—Brooklyn

The Brooklyn Study area encompasses a portion of the Brooklyn working waterfront as well as upland areas of the Carroll Gardens community. The waterfront area is occupied by large concrete piers, many of which are occupied by one- to two-story enclosed structures. Uses on the waterfront range from vehicle and road salt storage to coffee and cocoa bean delivery and storage. Shipping containers, stacked two to three high in some instances, occupy a portion of the upland area adjacent to the piers. Access to the waterfront in this area is prohibited because of the ongoing industrial and transportation uses. Although the harbor can be viewed from the upland, direct access to the water is impossible. Small framed views of the waterfront occur down streets that run perpendicular to the water. These views are limited in some instances by head houses on the piers, cranes, moored ships unloading their containers, and shipping containers. These views are clearly indicative, however, of a working waterfront and its associated activity. Traffic in this area associated with the working waterfront consists of private vehicles for employees, and trucks associated with container transportation. An entry and exit to the Brooklyn Queens Expressway (BQE), adjacent to Pier 6, provides easy access to the regional network of highways. Noise associated with local traffic, the BQE, and the waterfront is variable. When the prevailing westerly winds are strong, associated wind noise is quite loud and pronounced. This, however, buffers some of the noise associated with traffic. Further inland, traffic-generated noise becomes more pronounced, especially adjacent to the BQE.

As one travels further upland into Carroll Gardens, the land uses begin to change from waterfront-related uses to residential and support retail in nature. The BQE is a major dividing element through this neighborhood. East of this depressed roadway, the land uses are almost exclusively residential and ancillary retail in nature, while on the west side uses are more variable in nature. Buildings are generally between one and three stories in height and are made of stone or brick. Many are set back from the street line, with front stoops leading to a second story entryway. Streets are generally narrow, with parking on both sides. Traffic flow alternates from street to street in a one-way direction. Retail uses tend to be located along the major north-south streets, with the east-west streets maintaining a strongly residential character.

5. Infrastructure and Solid Waste

On-Island

Water. According to the Governors Island *Land Use Study*, water is supplied to Governors Island by the New York City Department of Environmental Protection Bureau of Water Supply via two 6-inch mains from Manhattan and/or two 8-inch mains from Brooklyn, both of which arrive at the island through the Brooklyn-Battery Tunnel. Two 500,000 gallon underground reservoirs located adjacent to the northeast wall of Fort Jay retain the water for storage, re-chlorination, and eventual distribution. Water is pumped through 6-inch to 12-inch feeder mains for distribution to the buildings throughout the island (see Figure III.C-10). In addition, water is supplied to the 92 fire hydrants on the island.

The Base Closure Environmental Assessment (EA) reports that average daily water consumption when the island was inhabited by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Peak water consumption was approximately 1,250 gallons per minute. Maximum incoming capacity was estimated to be 3.3 mgd, leaving a surplus capacity of approximately 1.3 mgd above past maximum usage.

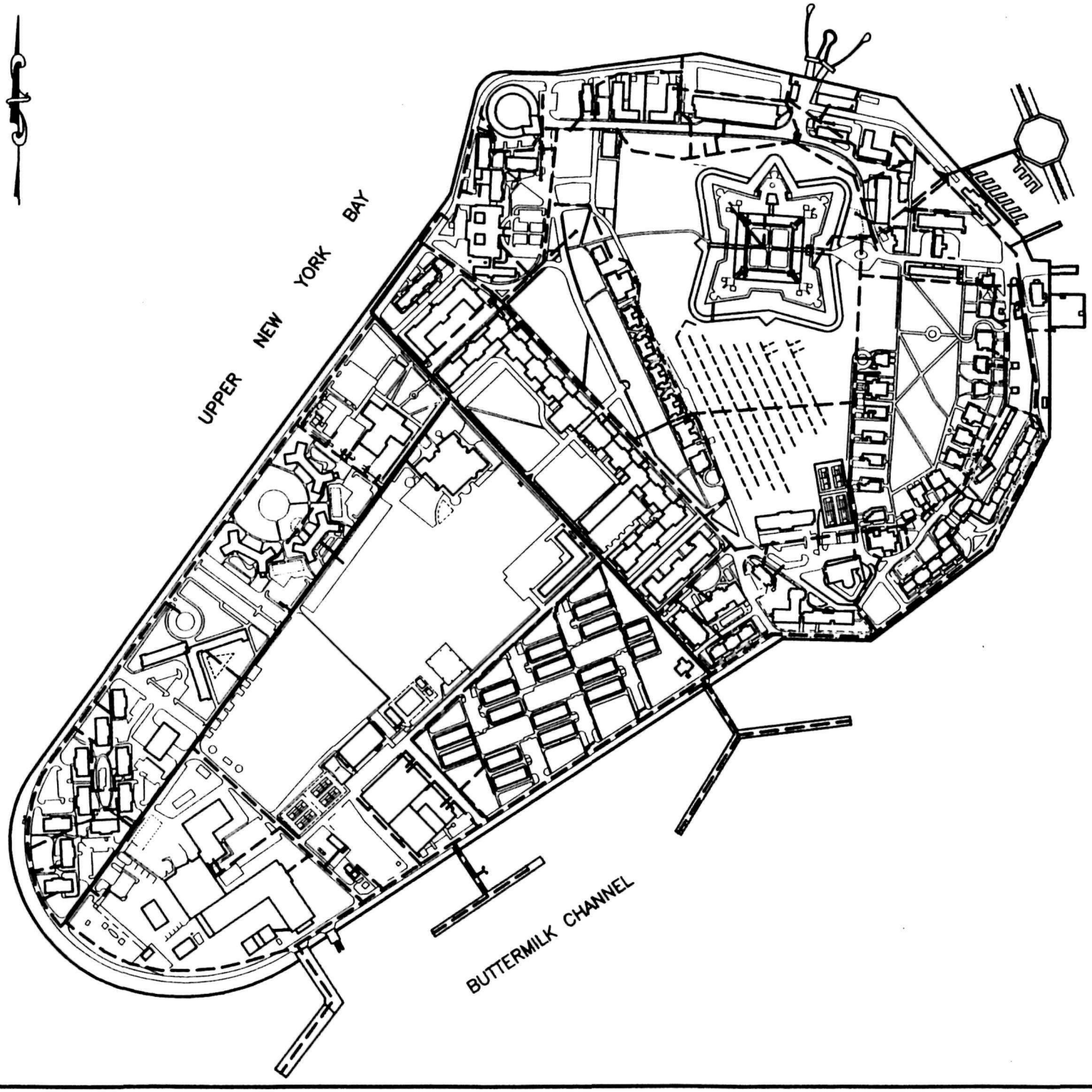
Sewer. Between 1966 and 1974 the island's original direct discharge combined sewer systems were separated into independent sanitary and storm sewer systems. The sanitary system serves all buildings as well as the three main piers, gathering sewage through a collection system of 6-inch to 24-inch diameter pipes to a lift station on the southeast side of the island (see Figure III.C-11). Sewage is then pumped to the Red Hook Water Pollution Control Plant (WPCP) through a 10-inch main under Buttermilk Channel. The City of New York takes over jurisdiction of this main beginning approximately at Ferris Street in Red Hook. The Red Hook WPCP is designed to process approximately 60 million gallons per day (mgd) of waste water, with an outfall into the East River. In 1995, the average annual dry weather flow through the Red Hook WPCP was 36 mgd; in 1996, it was 35 mgd; and in 1997, 34 mgd.

The estimated capacity of the 10-inch force main leading from Governors Island is approximately 2.7-2.8 mgd, which is sufficient to support a residential community of approximately 13,000 people. No capacity problems were experienced with the existing sewer system while Governors Island was fully staffed, as reported by the Base Closure EA. The historical peak water consumption on the island of 2.0 mgd was well within this system's capacity to handle, even with the unlikely assumption that all water consumed on the island was disposed of as sanitary waste water.

Stormwater runoff from Governors Island flows directly into New York Harbor from approximately 40 outfalls surrounding the island. Due to poor site grading and possibly collapsed or clogged storm drains, the four western parking lots at Brick Village flood during extreme weather conditions.

Solid Waste Disposal. A 1994 waste management plan conducted for Governors Island estimated that 9,459 tons of solid waste was generated on Governors Island each year during the Coast Guard's stay, according to the Base Closure EA. This translates roughly into 26 tons per day. Rutigliano Paper Stock, Inc. was the private solid waste contractor for the island. During full occupation, one truck normally served the entire island, with a daily trip off the island for solid waste removal.

Utilities. Governors Island receives utility services from commercial providers. During Coast Guard occupation, the USCG was responsible for maintenance of all on-island distribution systems.



LEGEND:

- 3" & SMALLER MAIN
- 4"–6" MAIN
- 10"–12" MAIN

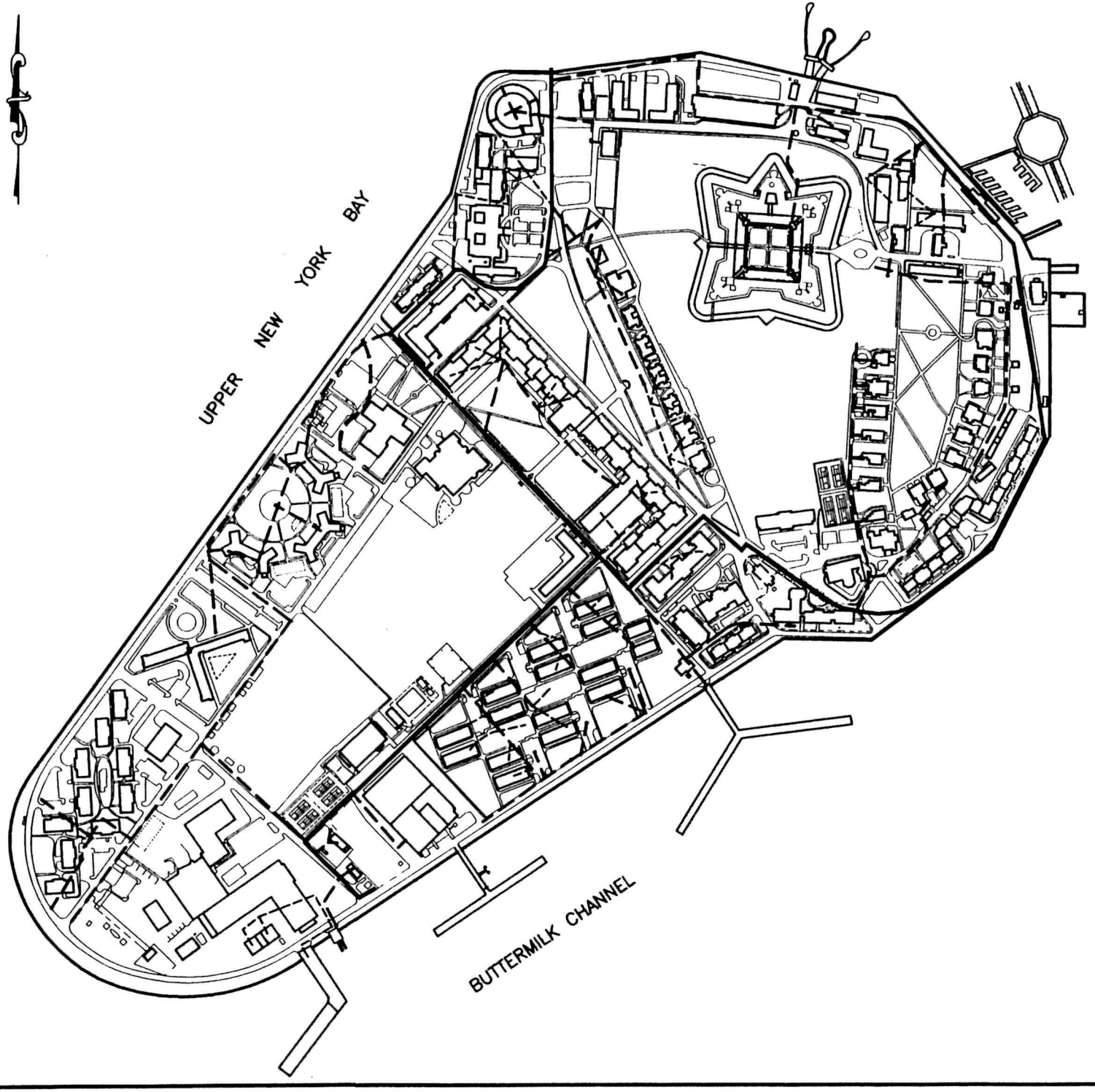
EXISTING WATER SUPPLY DISTRIBUTION

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-10



LEGEND:

- 6" MAIN
- 8", 10" & 12" MAIN
- 18" & 24" MAINS

EXISTING SEWER SANITARY MAINS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-11

Electricity. Consolidated Edison Company of New York, Inc. supplies electrical service to the island through transmission lines from the Brooklyn Battery Tunnel ventilator (see Figure III.C-12). During the USCG's tenure on the island, emergency generators provided back-up power to Buildings 110, 130, 140, 145, 400M, 519, 680, and 702.

Natural Gas. The Base Closure EA indicates that gas was first supplied to Governors Island in 1991/1992, when the oil heating systems on the island were converted to natural gas. At that time, in a joint venture, the Brooklyn Union Gas Company installed the gas supply system while Consolidated Edison agreed to own, operate, and maintain the system and supply the gas. Consolidated Edison continues to own the on-island gas system (see Figure III.C-13). At the present time, natural gas consumed on Governors Island is purchased from a third-party natural gas supply company.

Telecommunications. All telephone service, including payphone service, was provided on-island by NYNEX. The telephone trunk cable enters Governors Island from Manhattan.

Off-Island

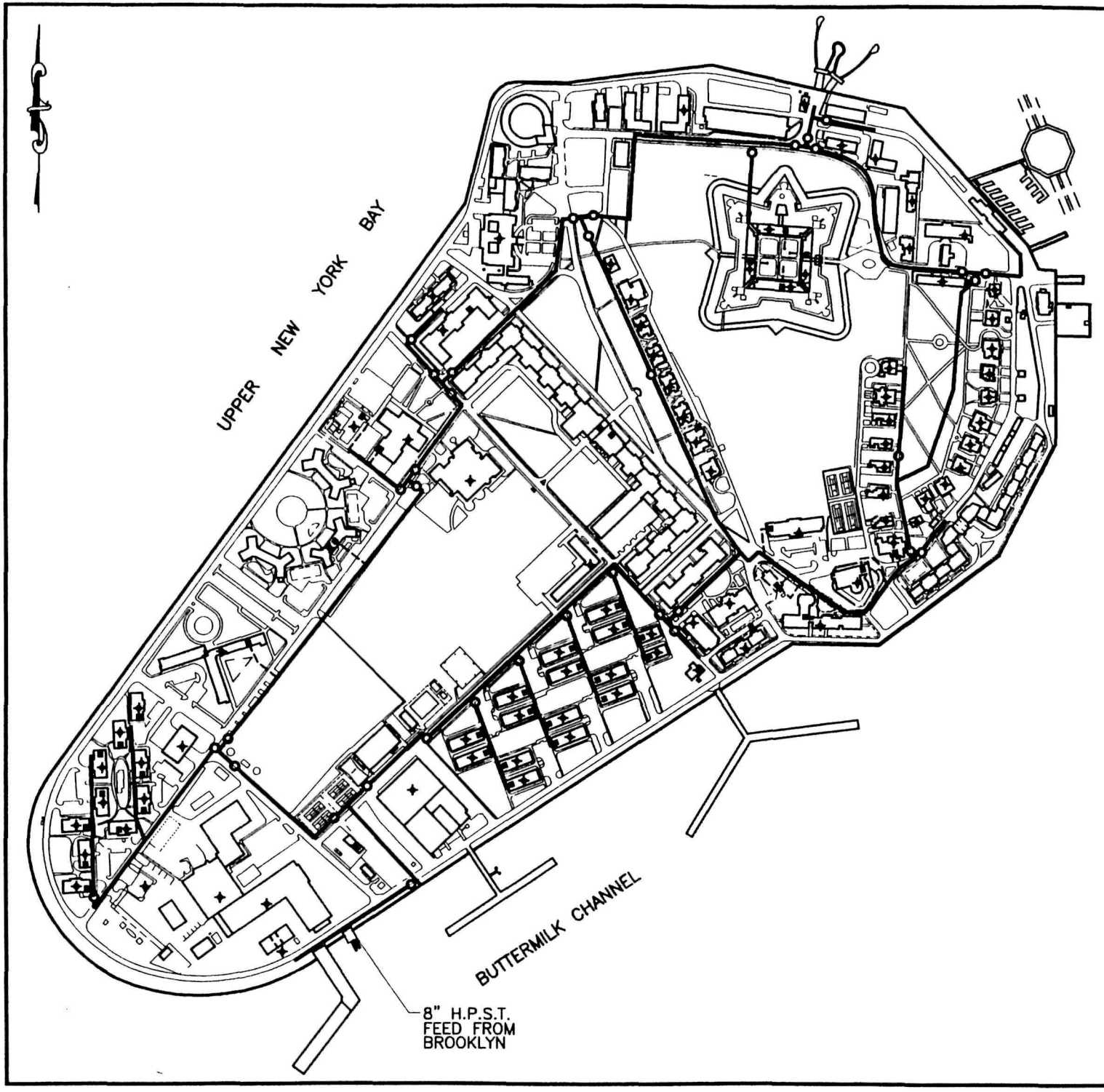
Water. New York City draws its vast water supply from the Catskill, Delaware, and Croton watersheds of upstate New York. The reservoirs and controlled lakes of New York City's water supply system have a storage capacity of 550 billion gallons. Within the city, a grid of underground distribution mains distributes approximately 1.5 billion gallons of water per day to consumers and fire hydrants. To reduce consumption, the City has instituted a number of water conservation programs, including installation of (or incentives to install) low-flow fixtures, water metering, hydrant locking, and public education.

Typically, water distribution mains last 100 years or more. However, whenever there is a street or road construction project or a water or sewer repair job that involves digging beneath New York City streets, it is NYCDEP policy to replace all exposed cast iron water distribution mains dating from prior to 1930 with new ductile iron mains. The age of all existing water infrastructure is documented on city water maps.

City Tunnel No. 3, a water supply aqueduct leading from Westchester County to New York City, has been under construction for over a decade. When opened it will allow City Tunnels No. 1 and 2 to be closed for repairs and renovation without interrupting the City's water supply. This ongoing major capital improvement does not directly impact the study areas.

Sewer. New York City's sewer system consists of a grid of sewers beneath the streets that sends wastewater flows to 14 different water pollution control plants (WPCPs). Most of this system (about 85%) carries both sanitary sewage from buildings and stormwater collected in catch basins and storm drains. Sewage from Governors Island and the Brooklyn study area is processed at the Red Hook WPCP, while sewage from the Manhattan study area is processed at the Newtown Creek WPCP. These sewage treatment plants have rated capacities of 60 and 310 million gallons per day, respectively.

Solid Waste Disposal. In New York City, municipal solid wastes generated by residences, some nonprofit institutions, and city agencies are collected by the Department of Sanitation. These do not include construction debris, asbestos, or hazardous industrial wastes from these sources. Commercial establishments (restaurants, retail, offices, industries, etc.) in the City are typically required to contract with private haulers for waste collection and disposal. Most of the City's nonrecyclable waste is transported to the Fresh Kills landfill on Staten Island, or to landfills outside the City. Some of the City's waste is taken to incinerators to reduce its volume before landfilling. Recyclable materials collected by the Department of Sanitation



LEGEND:

- BOILER ROOM
- PARTIAL P.O.E.'S
- SERV=98-1" H.P.P.E.
- MAIN=6" H.P.P.E.=4,500±
- MAIN=4" H.P.P.E.=2,700±
- MAIN=2" H.P.P.E.=11,300±

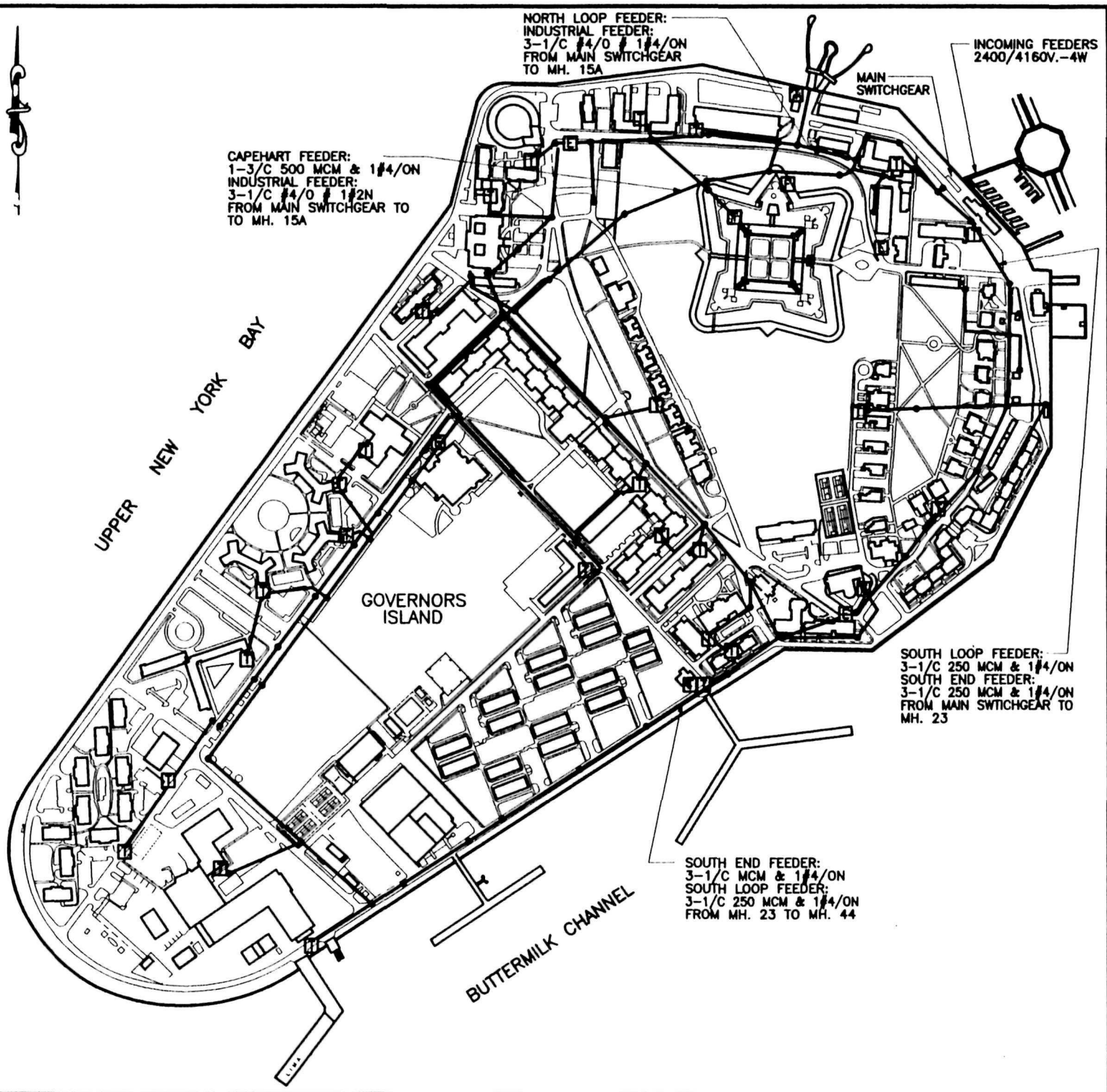
EXISTING GAS DISTRIBUTION SYSTEM

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-12



LEGEND:

- ELECTRICAL
- E — ELECTRICAL HAND HOLD
- T — TRANSFORMER
- F — FLAG POLE
- MANHOLE

EXISTING ELECTRIC DISTRIBUTION SYSTEM

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

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New York, NY 10006

N.T.S. | FIGURE NO. III.C-13

are separated into types and grades of materials, and prepared for shipping.

Utilities. The off-island study areas surrounding Governors Island comprise some of the most intensely developed real estate within New York City. Because of the intensive land uses already in place, and the limited potential for new development, these areas are served by a network of utilities which generally have sufficient capacity to accommodate any new development.

Electricity. Consolidated Edison supplies electrical service to New York City. Electrical lines are in place beneath the streets in the entire study area. No planned upgrades or improvements to electrical service were reported in the study areas.

Natural Gas. Brooklyn Union Gas Company supplies gas to the Brooklyn study area and Consolidated Edison supplies gas to the Manhattan study area. Gas mains are in place beneath the streets in the entire study area. No planned upgrades or improvements to gas service were reported in the study areas.

Telecommunications. Telephone service in New York City is provided by New York Telephone Company (NYNEX).

Cable television service is provided to New York City customers by a number of cable service providers including AmeriCable, Cablevision, and Time-Warner.

6. Hazardous Materials

On-Island

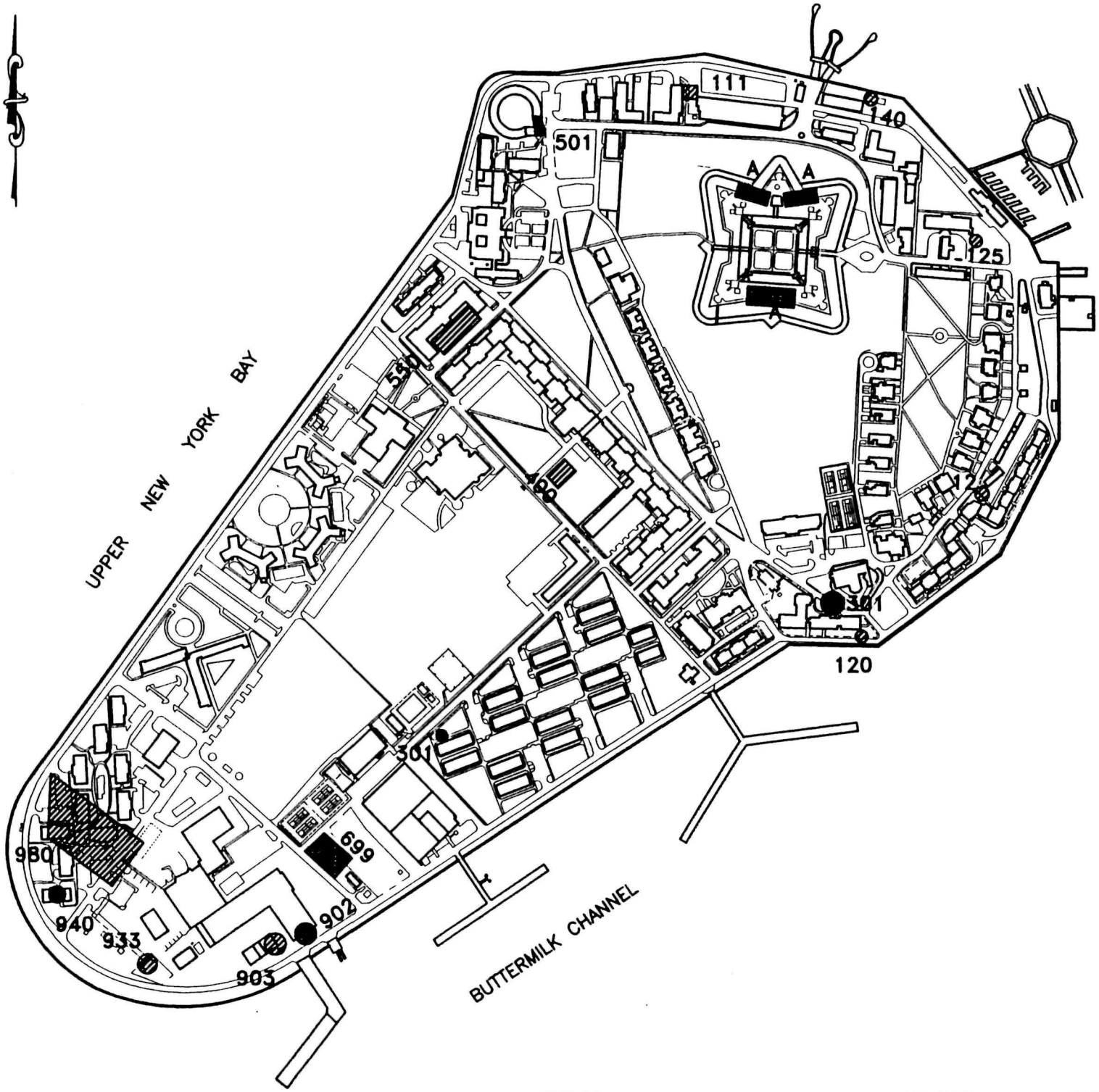
An Environmental Compliance Evaluation (ECE) was conducted at Governors Island in 1993 to evaluate environmental compliance issues. The inspection included a review of operations at Governors Island and an inspection of environmental documentation. The ECE identified no significant findings, i.e., those requiring immediate attention to prevent a threat to human health or the environment. This assessment resulted in the listing of Governors Island on the Federal Agency Hazardous Waste Compliance Docket as a facility where no further action is required to be in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). However, instances of regulatory noncompliance and poor management practices were identified and corrective actions were recommended.

An Environmental Baseline Survey was completed at Governors Island in 1997 to determine whether and to what extent contamination had occurred from Coast Guard activities; whether the facility was in compliance with applicable Federal, State, and local environmental laws; and whether there was a need for further action. A review of operations at Governors Island and an inspection of environmental documents were conducted to evaluate compliance issues.

The ~~ECE~~ EBS initially identified seventeen projects necessary to complete closure. All seventeen projects were completed, though some have led to additional studies and identified subsequent corrective actions needed to complete closure prior to disposition of Governors Island.

Tables C-13 and C-14 (see Appendix C) and Figure III.C-14 identify on-going and complete clean up-projects on Governors Island. Follow-up projects were identified during the ECE as needing corrective actions for site restoration. These projects are listed below with the estimated or actual completion dates, a brief description of the need for the investigation, and the project findings, where available. Overall, the environmental remediation areas are discrete and limited in scope.

Asbestos Containing Materials (ACMs) Survey. Asbestos, a fibrous mineral widely associated with building materials in the past, has commonly been used as a thermal insulator (for



LEGEND:

BLDG. NO.	
A	FORT JAY MACHINE GUN RANGE
12	BLDG. 12 UST CLOSURE
111	BLDG. 111 UST CLOSURE
120	FORMER BLDG. 120 DRY CLEANING INVESTIGATION
125	BLDG. 125 ETHYLENE GLYCOL SPILL INVESTIGATION
140	BLDG. 140 UST SITE ASSESSMENT
301	BLDG. 301 UST CLOSURE
400	BLDG. 400 UST CLOSURE
501	CASTLE WILLIAMS PESTICIDE STORAGE AREA CLEANUP
550	BLDG. 550 UST CLOSURE
660	BLDG. 660 UST SITE INVESTIGATION
699	BLDG. 699 GAS STATION CLOSURE
902	BLDG. 902 UST CLOSURE
903	BLDG. SANDBLAST BOOTH INVESTIGATION
933	BLDG. 933 HAZARDOUS WASTE STORAGE AREA
940	BLDG. 940 LIBERTY VILLAGE FUEL CLEANUP
980	FORMER 980 YARD HAZARDOUS WASTE STORAGE AREA

ON-GOING
COMPLETED

HAZARDOUS MATERIALS INVESTIGATIONS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-14

covering hot and cold pipes, ducts, boilers, and tanks) and as a binder material in construction supplies such as sprayed or trowel-applied ceilings and walls, shingles and floor tile, ceiling tile, paints, and wallboard. An investigation on ACMs was completed in February 1997. Utility tunnels and a number of buildings on Governors Island were determined to likely contain asbestos materials: Buildings 1 through 20, 40, 125, 298, 301, 513A, 50, 830, and 877. Unless the material was found to be friable (available freely as fibers), the asbestos would likely remain in place until renovation or demolition occurs. The USCG has an Asbestos Exposure Control Manual in place, which designates the need for an asbestos management plan, and authorization for repair, removal, and disposal of ACMs. Several buildings on Governors Island have been renovated in accordance with this plan.

Lead-Based Paint Survey. Provisions within the Residential Lead-Based Paint Hazard Reduction Act of 1992 that specifically addresses the transfer of Federal property to private residential users took effect on January 1, 1995. These provisions require housing units constructed prior to 1978 be tested for lead-based paint hazards. If lead-based paint is found, it would be removed in accordance with 29 CFR 1926. If construction debris is coated with lead-based paint and is determined to be a hazardous waste, this material would be disposed of in accordance with Federal and State Hazardous Waste Management Rules including 40 CFR 260-271 and 6 NYCRR 370.

A survey for lead-based paint in housing was completed in April 1997 with a final report generated in August 1997.

Building 400F - Lead Based Paint Abatement. As a result of the above survey, lead based paints were removed from Building 400F at an indoor pistol range in accordance with federal standards. Remedial actions were undertaken and completed in January 1998. A final report documenting remedial activities was generated in January 1998.

Buildings 12, 111, 400 UST Closure. USTs associated with these buildings were removed and closure was completed in January 1997.

Fort Jay - Firing Ranges. Fort Jay is located in the National Historic Landmark District, on the northwestern end of Governors Island. In November 1994, soil sampling was performed at Fort Jay to assess shallow soil quality conditions at two areas identified as having been previously used as small-arms firing ranges (ETC, 1995). The soil sample analytical results indicated concentrations of lead, copper, and zinc above background concentrations.

A Draft Remedial Action Plan for the Fort Jay firing range was completed for the USCG in June 1995 to assist in evaluating soil remedial alternatives. The USCG has completed remediation of lead contaminated soils within the pistol range (4/97). Other remedial activities associated with the firing ranges are on-going (see Fort Jay Machine Gun Range, described below).

Ordnance and Explosives, Archives Search Report, July 1997. In April 1997, the history of Governors Island was investigated through searches at various archives and records holding facilities for the types, quantities, and probable locations of ordnance items, possible disposal areas, and any unknown training areas. Information obtained during this investigation was presented in a report titled *Ordnance and Explosives, Archives Search Report*, July 1997. The investigation involved a review of existing historical documents and maps, interviews with individuals associated with the site or its operations, and personal visits to the site. This investigation culminated in analyzing the information gathered and developing recommendations for further actions at the site.

Owing to its geographic location, Governors Island's value as a strategic military post was recognized early on. Fort Jay, Castle Williams, and the South Battery were all completed before 1812,

and throughout the nineteenth century were equipped with approximately 100 cannons and heavy guns. During this and later times, a number of magazines located on the island provided storage for ammunition and gunpowder. While the island's role in the defense of New York City had diminished by 1900, a portion of Governors Island served as the New York Arsenal for the Ordnance Department from about 1833 until 1920. The arsenal's facilities included several ordnance storehouses, an ammunition storehouse, and several shot storage areas. Thousands of ordnance items were stored at the Arsenal before they were eventually shipped to other military facilities.

In addition to heavy arms and ordnance storage, two rifle ranges and a machine gun range were set up in the dry moat around Fort Jay. These were used occasionally until 1966. During the 1930s, another small arms range was located at the southern portion of the island, and Building 400 housed an indoor firing range.

The investigation initially recommended further action consisting of sampling for, and possibly removal of, unexploded ordnance. ~~However, the~~ The report concluded that, based upon the island's past and current use (most covered with concrete), and location (ten feet below the surface) and types of ordnance found in the past, sampling for ordnance was not recommended. However, the report recommended that the Coast Guard address the potential for ordnance existing below the surface and that precautions be taken during any future construction proposed for Governors Island. Precautions would include requiring an ordnance specialist to be present on site during any excavation work.

At the time of the above-referenced report (July, 1997), lead remediation at an indoor firing range in Building 400 was ongoing, as well as at firing ranges in the Fort Jay moat. In addition, lead remediation at the machine gun range was also anticipated. At the present time, as noted in the table, remediation has been completed on the Fort Jay Pistol Range (April, 1997). Remediation at the Fort Jay machine gun range is ongoing.

Former Building 120, S-651 Dry Cleaning Operations. A Laundry Facility (Former Building 120) was active during the time of the U.S. Army's presence on the island in the area where Building 301 is currently located. Former Building S-651 occupied the place where Building 650 is currently located. ~~The activities performed within this building are currently unknown; however, there~~ There is a potential that industrial-grade cleaning agents may have been used in laundering activities. A site investigation was conducted and it was concluded that no further action was necessary.

Building 550 - Leaking UST. A leak of Number 4 fuel oil from a 10,000-gallon UST adjacent to Building 550 was reported to NYSDEC on April 5, 1993. The release was assigned NYSDEC spill number 9300210; the quantity of the release is unknown. The UST was reportedly removed. No further investigation or remedial activities were necessary.

Building 125 - Ethylene Glycol Spill. An unknown quantity of ethylene glycol (antifreeze) was released to a grassy area east of Building 125 (ABB-ES, 1996c). The date of the spill is unknown. The spill is not recorded in the Federal or state environmental databases. No further action was deemed necessary.

Building 138/140 - Potential Leaking UST. An oily stain on the seawall and in the bay north of Building 140 has historically been observed by USCG personnel. The potential source of the petroleum was a UST near Building 140, which was removed in 1993. The UST was not reported to have leaked when it was removed. No additional investigations or remedial actions were necessary.

Environmental Baseline Survey (EBS). An Environmental Baseline Survey was prepared by ABB Environmental Services and a final version was generated in May 1997. The report documented environmental conditions and identified potential constraints that may impact the final lease or transfer of the land. Further investigations and remedial activities were identified for subparcels on the island.

CERFA Report for Governors Island. A Comprehensive Environmental Compliance Audit and Management Program Report (CECAMP) was prepared by AEPCO (1990). The objectives of the report were to identify actual and potential environmental compliance problems and facilitate development compliance management plans.

Building 933 - Hazardous Waste Storage Area. The Hazardous Waste Storage Yard (Building 933) has been used by the USCG for storage of hazardous waste prior to shipment off-site from 1986 to present. A subsurface soil evaluation was conducted in ~~January 1998~~ 1997 and results submitted to NYSDEC in January 1998. The NYSDEC in a February 1998 letter concurred that no further investigations or remedial activities were required for the site.

Building 903 - Sandblast Booth. ~~The CECAMP performed by AEPCO in 1990 indicated paint dust and blasting grit (potentially containing lead and copper) have been released at the blasting booth in Building 903B through incomplete sealing at the entrance door.~~ The NYSDEC in a February 1998 letter concurred that no further investigations or remedial activities were required for the site, based on the study completed by Environmental Compliance Inc.

Former 980 Yard, Hazardous Waste Storage Area. The former 980 Yard was historically a site of extensive salvaging activities and hazardous waste storage (HMTC, 1985). Hazardous materials may potentially have been released during storage at this facility. Pesticides, herbicides, and PCB-containing electrical transformers are known to have been stored in the former 980 Yard. In addition, a gas station and motor pool are known to have been located in the area surrounding the former 980 Yard. Hazardous wastes stored at the former motor pool included waste solvents, waste oil, and lead acid batteries. An Oil-Water Separator (OWS) and USTs were located adjacent to the former motor pool and reportedly received wastes generated from various activities on Governors Island. A Phase I Environmental Site Assessment of the former 980 Yard was conducted in ~~January 1998~~ 1997 and a report was generated presenting findings to NYSDEC in January 1998. The agency concurred that no further action was necessary in a February 1998 letter.

Solid Waste Transfer Facility. The Solid Waste Transfer Facility is located behind Building 933 and is used for transfer of Solid Waste and recyclable materials. A Phase I Environmental Site Assessment that included sampling and necessary remedial recommendations was conducted in ~~January 1998~~ 1997. A report was generated presenting findings to NYSDEC in January 1998. The agency concurred that no further action was necessary.

Building 699 - Gas Station Closure. The gas station, Building 699, is located in the southeastern corner of Governors Island, Zone 2. A preliminary Site Investigation (SI) was performed at the gas station as a result of a gasoline UST testing failure and reports of losses in inventory (SAIC, 1993). SI activities consisted of the installation and sampling of two groundwater monitoring wells. Results of the SI concluded that the unsaturated soils above the water table are contaminated with petroleum hydrocarbons in the vicinity of the USTs. However, a "major accumulation of free product" was not reported in the vicinity of the USTs (SAIC, 1993). The three USTs were replaced in 1985 with new tanks that conform to present regulatory design requirements (SAIC, 1993). Contaminated soil, which was encountered during excavation activities for the existing USTs, was aerated to reduce concentrations of volatile organic

compounds (VOCs), and disposed of in an off-site NYSDEC authorized landfill (Tetra Tech, 1995).

A Phase I Environmental Site Assessment at the gas station was conducted in January 1998. Remedial design is currently underway to address contamination identified in the site investigation. Remedial action is expected to begin in February 1999.

Building 902 - Leaking UST. Diesel fuel leaks from two 10,000-gallon USTs between Buildings 902 and 904 were reported on May 25, 1994 to NYSDEC (USCG, 1994e). The release was assigned NYSDEC spill number 9402753; the quantity of the release is unknown. The contaminated soil was excavated to the water table, and soil and groundwater sampled for analyses (USCG, 1994). All soil sample results were within the standards (as described in 6 NYCRR Part 371 and 40 CFR Section 261) except for naphthalene; the concentrations of several semi-volatile organic compounds in groundwater samples exceeded NYSDEC groundwater quality standards (USCG, 1994e). The USCG has proposed to NYSDEC (USCG, 1994e) that additional groundwater samples be collected and analyzed to help further define groundwater contamination, and to determine if further remedial action is warranted. Currently, groundwater sampling and installation of a recovery well are planned for this site beginning in April 1998.

Building 301 - UST. The USCG is currently in the process of obtaining NYS clean closure concurrence on this UST.

Building 940 - Liberty Village Fuel Spill. Liberty Village is located in the southwestern corner of Governors Island. Liberty Village consists of 10 housing units which were constructed in 1988. On April 30, 1991, a release estimated to be 2,000 gallons of No. 2 heating oil from an 8,000-gallon UST east of Building 940 was reported to the NYSDEC and assigned a spill number of 9101242. Site investigation activities were conducted during the month of August 1991 by PSI (PSI, 1991). The site investigation activities consisted of the installation and sampling of eight groundwater monitoring wells. The report indicated that the unsaturated zone was not contaminated, but that free petroleum product, estimated at 33,000 gallons, was detected in five out of eight monitoring wells. Groundwater samples taken at selected wells and analyzed for volatile organic compounds yielded non-detectable results. Additionally, the SI report indicates that the free product is relatively well confined and immobile (PSI, 1991). USCG personnel report that 6,000 gallons of free product were recovered through 1993 (SAIC, 1993). This waste was manifested off site to a commercial waste oil company as a non-hazardous waste.

In 1995, a follow-up groundwater investigation was conducted (ECI, 1995). Groundwater samples were collected and analyzed to document the effectiveness of the free product removal efforts, and to establish criteria for NYSDEC case closure approval. The groundwater analytical results indicate that concentrations of petroleum-related compounds did not change significantly since initial sampling and analysis performed in 1991. Analytical results also appear to confirm that contamination has not migrated beyond the extent delineated in 1991.

~~Initial~~ The initial site investigation was found to be inadequate for remedial design purposes; therefore the USCG ~~is undertaking~~ has undertaken additional site investigations, which ~~was conducted~~ were completed in February 1998. Subsequent work would include remedial design to address free product removal and groundwater monitoring to track remedial action efforts. Work is scheduled to be completed in February 1999.

Pesticide Storage Area, Castle Williams. Castle Williams (Building 501) has been used for storage of numerous substances which potentially may have been released during the time of

storage or transport. A Phase I Environmental Site Assessment was conducted in February 1998 to assess the pesticide storage area located at Castle Williams. The site investigation ~~was to include~~ included sampling, analysis, and remedial action recommendations. Investigations and remedial activities were ~~scheduled to be~~ completed in April 1998. Remedial actions are planned for October 1998.

Fort Jay Machine Gun Range. Remediation for lead contamination was completed in April 1998.

Building 660 - UST. A site investigation was ~~scheduled to begin February 1998.~~ completed in April 1998 and no further action is recommended.

Off-Island—Manhattan

The slips located at the Battery Maritime Building were used by the USCG to transport passengers, as well as private vehicles and commercial vehicles to the island. The two Battery Maritime slips, number 6 and 7 from west to east, were constructed in 1908. Each slip has a rack on both sides to guide vessels to either a transfer bridge or floating dock. The docks to the slips pass under the Battery Maritime Building and provide direct access to South Street. The New York City Department of Transportation owns the Battery Maritime Building. The USCG leases slips 6 and 7, the waiting room, dock, and machinery. NYCDOT maintains the building while the USCG was responsible for maintenance of the waiting room, docks, slips 6 and 7, and machinery.

The Maritime slips 6 and 7 are in need of piling upgrades and still use the original machinery. The steel and wooden transfer bridges are in need of rehabilitation, and a steel replacement is currently proposed. The overall condition of the Battery Maritime Building is poor, including problem areas such as the substructure, curtain walls, HVAC systems, and a leaking roof. The Battery Maritime Building and slips would continue to be owned by the NYCDOT. Therefore, NYCDOT would be responsible for the maintenance and upkeep of the building and associated structures.

Since the proposed project does not include any physical change to this facility, hazardous materials would not be added or disturbed. As a result, a formal investigation of hazardous materials at this location is not included in this FEIS.

Off-Island—Brooklyn

Brooklyn Piers 7 and 8 are part of an extensive pier system located along the Brooklyn waterfront. During the late 1800s, Brooklyn evolved into an important industrial and maritime center. The waterfront was developed with piers and ferry terminals to support adjacent industrial and manufacturing activity. Many Brooklyn industries received their raw materials directly by ship and exported their products via the harbor and railroads. Piers 7 and 8 are active piers, currently used for coffee bean and cocoa storage.

Piers 7 and 8 were originally constructed on wood piles. The shed contained skylights and was framed in corrugated iron with a wood floor and roof. The piers remained as constructed through the 1950s. Sanborn Insurance Maps show a change in the pier structures between the 1950s and 1970s. In 1977, the piers are shown as protected by concrete and the above structure as a steel framed concrete building apron walls.

The Leaking Underground Storage Tank (LUST) Incident Reports contain an inventory of reported leaking underground storage tank incidents. The data comes from the Department of Environmental Conservation's Spills Information Database. A review of Leaking Underground Storage Tank (LUST) incident reports has revealed that there are six LUST sites within approximately 0.5 miles of Piers 7 and 8:

Port Authority at 90 Columbia Street (3 tanks) Status:

- Tank 1: Clean-up ceased on July 9, 1992, thereby indicating compliance and/or completion of remedial activities.
- Tank 2: Clean-up ceased on February 23, 1993, thereby indicating compliance and/or completion of remedial activities.
- Tank 3: Clean-up ceased on October 24, 1995, known release with minimal potential for fire or hazard. DEC Response. Willing Responsible Party. Corrective action taken. Case closed October 24, 1995, thereby indicating compliance and/or completion of remedial activities.

110 Remsen Street. Status: Spill closed date on October 3, 1991, thereby indicating compliance and/or completion of remedial activities.

133-55 Montague Street. Status: Clean up ceased on July 7, 1994, thereby indicating compliance and/or completion of remedial activities.

Independence Savings Bank at 130 Court Street. Status: Clean up ceased on October 7, 1992, thereby indicating compliance and/or completion of remedial activities.

The RCRIS list is a compilation of records from a nationwide database created to maintain and regulate sites or facilities that handle, treat, store, or dispose of hazardous wastes under the Resource Conservation and Recovery Act (RCRA). Inclusion on the list is not necessarily indicative of contamination; rather, it indicates the presence of potential sources of contamination.

The database indicated that there are four RCRA Small Quantity Generators (SQG) and one Large Quantity Generator (LQG) within approximately 660 feet (0.125 mile) of the site. A SQG is defined as a facility that generates more than 100 and less than 1,000 kilograms (kg) of hazardous waste during any calendar month and accumulates less than 6,000 kg of hazardous waste at any time, or generates less than 100 kg of hazardous waste during any calendar month and accumulates more than 1,000 kg of hazardous waste at any time. A LQG is defined as a facility that generates 1,000 kg or more of hazardous waste during any calendar month, or generates more than 1 kg of acutely hazardous waste during any calendar month. A review of the Resource Conservation and Recovery Act database (RCRIS-SQG/RCRIS-LQG) has revealed that there are six sites within 0.25 miles of Piers 7 and 8:

RCRIS-SQG

- **NYSDOT Contract D254611** at 59 Atlantic Avenue
- **Watchtower Bible and Tract Society** at 360 Furman Street
- **Atlantic Star Cleaners** at 77 Atlantic Avenue
- **Deltic Inc. - JFK** at 97-30 Atlantic Avenue

RCRIS-LQG

- **Brooklyn PA Marine Terminal** at 90 Columbia Street
- **Gateway Ford, Inc.** at 81-20 Atlantic Avenue

7. Traffic and Transportation

On-Island

The comprehensive study by Beyer Blinder Belle, *Governors Island Land Use Study* (September 1997) contains specific information on the existing transportation network and circulation patterns on Governors Island during Coast Guard occupation. The traffic and transportation descriptions included in this section were gathered from this resource and confirmed during site visits.

Streets. There are approximately 6.5 miles of roadways on Governors Island (see Figure III.C-15). The roadway pattern consists of a loop around the perimeter of the island (Carder Road, Kimmel Road, Craig Road South, and Craig Road North); an internal loop circling the athletic fields and elementary school (Gresham Road, Division Road, Enright Road, Half Moon Road); an internal loop circling Fort Jay and the golf course; and other small connector roads between the loops. All roads are either one-way, one-lane or two-way, one lane per direction (with the exception of Early Bird Road, which is two-way/one-lane).

The streets on the island are narrow, approximately 20 feet wide, generally with no curbside parking. Roads on the northern end of the island can be characterized as having an intimate scale, with roads on the southern end of the island having little character and functioning as long, straight corridors.

The roadways on the island were all originally concrete slab; now 4.3 miles of the roadways have been covered with an asphalt overlay. The *Governors Island Land Use Study* found the roadways to be structurally sound, ~~expect~~ except for a few areas along the perimeter road where erosion has caused sinkholes, due to wave and/or tidal action eroding the subsoil through the seawall. Given the fair condition of the roadways, some major repairs and/or reconstruction may be required over the next few years as a result of problems including surface spalling and scaling, joint and slab failures, excessive raveling and potholes, surface cracks, and poor drainage.

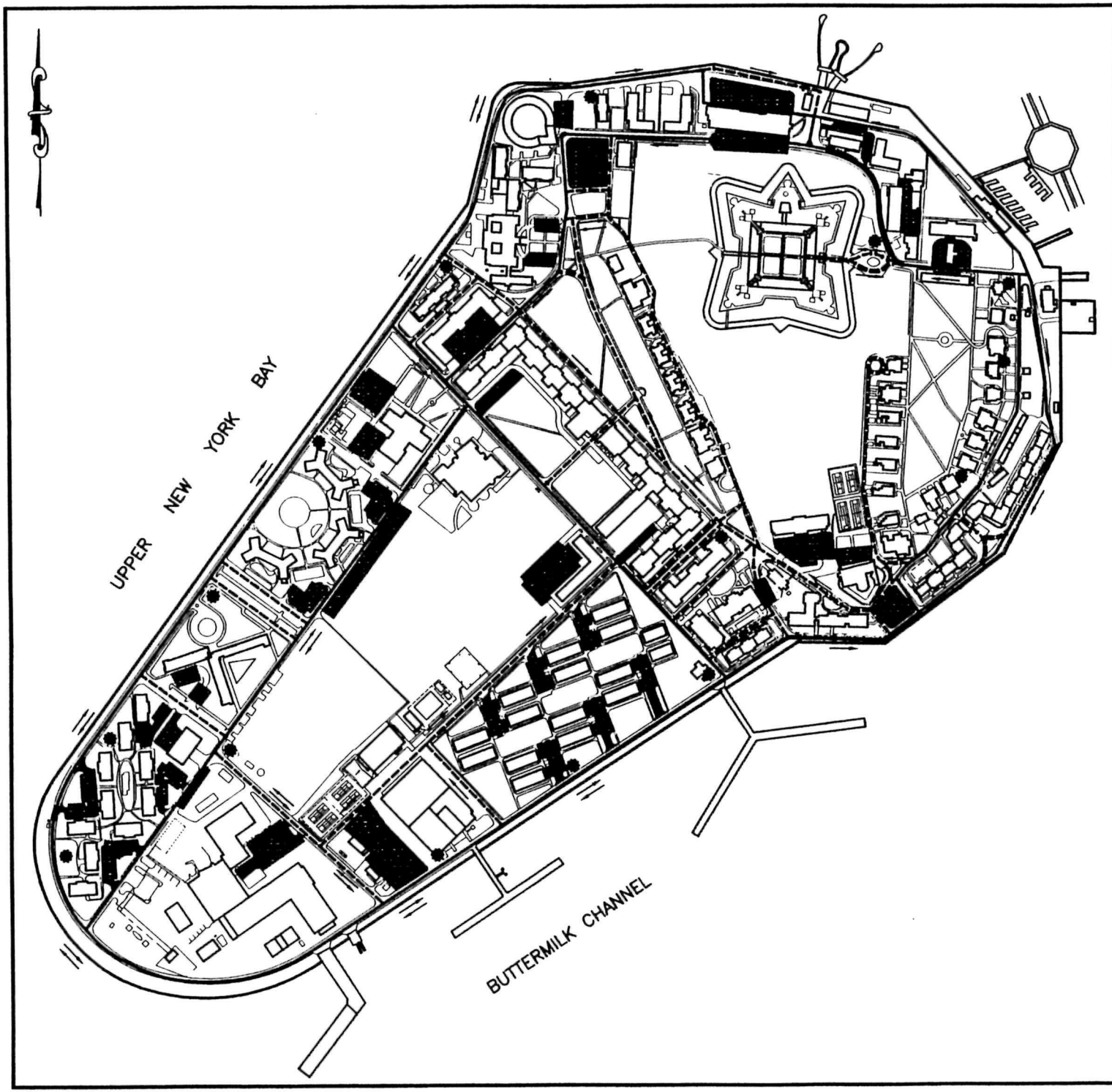
Parking. Aside from the perimeter road, there is very little curbside parking on the island. The majority of parking on the island is off-street; a 1994 parking study found that the island had 2,550 off-street parking spaces. On the northern half of the island, this parking is comprised of mostly small lots between buildings, as well as larger lots off Carder and Kimmel Roads. Parking on the southern half of the island is primarily in larger lots which serve several buildings. The 1994 parking study found that some buildings do not have enough parking for a space for each household; however, parking provided on the island does exceed the parking requirements of the New York City Zoning Resolution.

Transit. During Coast Guard occupation a free shuttle bus service was provided on the island. One bus was used on a route around the island, making 18 stops. The service ran every twenty minutes. Bus shelters were provided.

Sidewalks and Pedestrian Circulation. The small size and scale of Governors Island in general encourages a pedestrian friendly environment. Pedestrian access is convenient—the island can be traversed from the west to east side in approximately 7 ½ minutes and from the north to south in approximately 17 ½ minutes. Significant pedestrian areas on the island include Nolan Park, Liberty Village and Brick Village. The industrial area in the southern part of the island is the only area not pedestrian-oriented.

The *Governors Island Land Use Study* found the sidewalks to be generally in good condition. Sidewalks are an average of four feet wide and are generally buffered from the street.

Ferry. Aside from private vessel or helicopter, access to Governors Island can only be obtained via ferry. Ferries dock at Soissons Dock at the northern end of the island. During Coast Guard occupation, two ferries were used, one leaving each dock at 15-minute intervals from 6:00 am to 8:00 pm. From 8:00 pm to 6:00 am, one ferry was used, leaving every 30 minutes. The trip from Governors Island to the dock at the Battery Maritime Building in Lower Manhattan is approximately 6 to 8 minutes. The hourly capacity was 3,600 passengers and 168 passenger cars.



LEGEND:

- PARKING LOT
- DIRECTION OF TRAFFIC
- MAJOR ROAD
- SECONDARY ROAD
- SHUTTLE BUS STOP

MAJOR TRANSPORTATION FEATURES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-15

Off-Island

General information on the transportation network off-island was obtained from a variety of sources, including Beyer Blinder Belle, *Governors Island Land Use Study* (September 1997); Department of City Planning, *Plan for the Brooklyn Waterfront,* (1994); Department of City Planning, *Plan for the Manhattan Waterfront,* (1993); Department of City Planning, *Plan for Lower Manhattan,* (1993), and the *Whitehall Ferry Terminal Study,* (1995). Information from these sources were confirmed through site visits.

Detailed information on existing traffic conditions in the off-island areas in Manhattan and Brooklyn was defined through a field survey program conducted in February and March 1998. The data collection efforts were used to establish existing traffic volumes, intersection turning movements, number and utilization of existing travel lanes, vehicle classification, prevailing travel speeds, and on-street parking. The information was compiled and network traffic volumes were developed for the weekday AM (7-9 AM) and PM (4-6 PM) peak periods. Only the network traffic volumes for the Academic Option with New York City Proposal for a Casino were developed with a Weekday evening peak hour of 6:30-7:30 PM and Midday Saturday peak hour of 12:00-1:00 PM. Similar data was collected proximate to the Whitehall Ferry Terminal in Lower Manhattan. Details of the methodologies for determining the capacities and the level of service of intersections in the Brooklyn and Manhattan study areas are described below.

The capacity of an urban intersection is typically influenced by factors such as turning movements, signal timing, bus and truck traffic, pedestrian interference, and illegal or double parking that can interfere with traffic flows and reduce effective roadway space, thereby reducing capacity. Procedures set forth in the *1994 Highway Capacity Manual, Transportation Research Board, Special Report 209,* were followed in the analysis of intersection capacity and operational levels of service. This methodology determines capacities based on signal timing and phasing, effective travel lanes and lane usage, lane widths, turning movements, vehicle types within the traffic stream, and other related vehicular and pedestrian friction factors. The capacity analyses for the study intersections were performed using the *Highway Capacity Software (HCS) Release 2.1e,* prepared by the Federal Highway Administration. HCS is a series of computer programs strictly adhering to the guidelines set forth in the 1994 Highway Capacity Manual. Information obtained through field surveys and from the New York City Department of Transportation was incorporated in the capacity analyses.

Since factors that determine capacity fluctuate throughout the day, the resultant roadway capacity on a given link or intersection may also change from hour to hour. These differences in roadway capacities are due to changing traffic signal phasing, the percentage of truck and bus traffic on affected roadways, on-street parking levels and the proportion of left/right turns.

The capacity of an intersection is defined for each approach and measures the maximum rate of flow (for the subject approach) which may pass through the intersection under prevailing traffic, roadway, and signalization conditions. The level of service (LOS) of a signalized intersection is evaluated on the basis of average stopped delay measured in seconds per vehicle (sec/veh). Delay is a measure of driver discomfort, frustration, fuel consumption, and lost travel time. Table III.C-1 further details the LOS definitions for a signalized intersection.

The right of way at the two-way stop controlled (TWSC) intersection is controlled by stop signs on two opposing legs of an intersection (on one leg of a "T"-type intersection). The capacity of a controlled leg is based on the distribution of gaps in the major street flow, driver judgment in selecting a gap through which to execute the desired maneuver, and the follow-up time required by each driver in a queue.

Table III.C-1
Level of Service Criteria for Signalized Intersections

Level-of-Service A - describes operations with very low delay, i.e., less than 5.0 seconds per vehicle. This occurs when progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all.
Level-of-Service B - describes operations with delay in the range of 5.1 to 15.0 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay.
Level-of-Service C - describes operations with delay in the range of 15.1 to 25.0 seconds per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear in this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
Level-of-Service D - describes operations with delay in the range of 25.1 to 40.0 seconds per vehicle. At level D, the influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, longer cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines.
Level-of-Service E - describes operations with delay in the range of 40.1 to 60.0 seconds per vehicle. This is considered to be the limit of acceptable delay. The high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences.
Level-of-Service F - describes operations with delay in excess of 60.0 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with over saturation, i.e., when arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios below 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be contributing causes to such delay levels.

Source: Chapter 9, 1994 Highway Capacity Manual, Transportation Research Board Special Report 209.

TABLE III.C-2

Level of Service Criteria for Unsignalized Intersections

Level of Service	Average Total Delay (sec/vehicle)
A	0 to 5.0
B	5.1 to 10.0
C	10.1 to 20.0
D	20.1 to 30.0
E	30.1 to 45.0
F	greater than 45.0

As with signalized intersections, the LOS for the subject approach of a TWSC intersection is evaluated based on the average total delay per vehicle. Total delay is defined as the total elapsed time from when a vehicle stops at the end of a queue until the vehicle departs from the stop line. These criteria are applied to both the minor street movements and the major street left turns. Table III.C-2 further details the level of service definitions for unsignalized intersections.

Off-Island—Manhattan

Streets. The street network in the Manhattan Study area includes South Street, Whitehall Street, State Street, Water Street and Broad Street. South Street, located in front of the Battery Maritime Building, provides the only direct access to the building and essentially functions as a service road to FDR Drive. Two traffic lanes and a bus lane form the southbound roadway; a turnaround lane puts on-island traffic onto northbound South Street. A second lane for traffic queuing into

and exiting the Battery Maritime Building is also located on northbound South Street. Traffic queuing for the ferry at the Battery Maritime Building would use southbound South Street, use the turnaround lane, and queue in the second lane of northbound South Street. Traffic coming from the ferry via the Battery Maritime Building must turn right onto South Street northbound and can exit at the first ramp to return to the Manhattan street network.

In the area of South Street in front of the Battery Maritime Building, FDR Drive descends from an elevated roadway to an underpass beneath the Whitehall Ferry Terminal Building and Battery Park. Traffic to and from the Battery Maritime Building could access FDR Drive via South Street. FDR Drive provides access to the east side of Manhattan with connections to points north via area bridges and tunnels, as well as access to West Street/ Route 9A, which provides access to points north and west.

Whitehall Street is a major north-south roadway located in front of the Battery Maritime Building. Coming off of South Street southbound, the right onto Whitehall Street is the major turning movement. Whitehall Street between South and State/Water Streets is a one-way northbound. It is 40 feet wide and contains three lanes, one for through movement up Whitehall and two left-turn only lanes onto State Street. Whitehall Street north of State/Water Streets is a two-way road. It is 38 feet wide and contains one lane in each direction. State Street is a main north-south street in the study area. State Street provides access from West Street to the South Ferry area, particularly to the Whitehall Ferry Terminal. In general, State Street is 50 feet wide and contains two traffic lanes in each direction. Parking is prohibited along both curbs. Water Street is an east-west roadway in the area. It has two lanes in each direction and is generally 60 feet wide. In some areas truck loading/unloading is permitted; however, parking in general on the curbs is prohibited. Water and State Streets meet at Whitehall Street.

Broad Street is located east of the Battery Maritime Building and parallel to Whitehall Street. Broad Street provides the major traffic distribution from FDR Drive and South Street to lower Manhattan streets. It is 40-49 feet wide and has one moving lane and one parking lane in each direction.

Other streets located within the study area further from the Battery Maritime Building include Pearl Street (one-way, westbound, 2-traffic lanes), Bridge Street (one-way, eastbound, 1 traffic lane and 1 truck loading lane), Coenties Slip, and Old Slip (two-way, north-south streets, one lane each direction).

Parking. On-street parking is highly restricted in the area surrounding the Battery Maritime Building. Due to the convergence of three modes of mass transit in the area, there is a variety of alternatives to the use of private automobiles. Private off-street lots, such as the Meyers Parking Garage or the State Pearl Garage, accommodate the majority of the long term demand, with various short term meter parking available on side streets. A 200-car garage is located immediately across South Street from the Battery Maritime Building facing Whitehall Street. According to 1996 figures, this lot generally has excess capacity during the midday. There are additional areas in the vicinity used for official vehicle parking (Parks Department, Department of Transportation) which are at the end of South Street close to the Whitehall Ferry Terminal, adjacent to the Staten Island Ferry vehicle queuing lane and various closed street segments in the Plaza in front of the Whitehall Ferry Terminal.

Transit. Several New York City Transit Bus Routes terminate near the Battery Maritime Building, in front of the Whitehall Ferry Terminal: M1, M6, and M15. There are approximately 44 buses in the AM peak hour, 34 in the midday peak hour and 49 in the PM peak hour. State Street is the access street for 14-19 of these buses to access the Whitehall Ferry Terminal, with the remaining 20-30 using Water Street.

The bus route with the highest ridership in the United States, M1 is a route between 146th Street in Harlem and the South Ferry area in Lower Manhattan. The route travels Lenox Avenue, 139th Street, Fifth Avenue, Park Avenue South, Broadway, and Madison Avenue. Destinations along this route include the Metropolitan Museum of Art, the Guggenheim Museum, Rockefeller Center, Chinatown, and the Financial District. Service is seven days a week, 24 hours a day. Headways are 5 ½ minutes during the AM peak period and five minutes in the PM peak period. The *Whitehall Ferry Terminal Environmental Assessment Statement* found this route to have 84% of service capacity utilized at the maximum load point in the AM peak hour (located at Fifth Avenue and 72nd Street), and 87% of service capacity utilized at the maximum load point in the PM peak hour (located at Madison Avenue and 72nd Street).

The M6 is a route between Central Park South/59th Street in Midtown and the South Ferry area in Lower Manhattan. The route travels 7th Avenue, Broadway, State Street, Church Street and 6th Avenue. Destinations along this route include Radio City Music Hall, the Empire State Building, Macy's Department Store, New York University, Chinatown, the Financial District, the World Trade Center, and Battery Park. Service is seven days a week from 5:00 AM to 1:00 AM. Ten-minute headways are operated in the AM and midday peaks and 8 ½-minute headways are operated in the PM peak. The *Whitehall Ferry Terminal Environmental Assessment Statement* found this route to have 73 percent of service capacity utilized at the maximum load point in the AM peak hour (located at Broadway and 14th Street), and 83 percent of service capacity utilized at the maximum load point in the PM peak hour (located at 6th Avenue and 34th Street).

The M15 is a route between 2nd Avenue and 126th Street in East Harlem and Park Row and the South Ferry area in Lower Manhattan. The route travels 2nd Avenue, Allen Street, East Broadway, Chatham Square, Pearl Street, Water Street, State Street and 1st Avenue. Destinations along this route include the United Nations, the New York Stock Exchange, and South Street Seaport. Service is seven days a week, 24 hours a day. Headways are 1 ½ minutes during the AM and PM peak periods. A limited-stops service is also operated during the day. The *Whitehall Ferry Terminal Environmental Assessment Statement* found this route to have 94 percent of service capacity utilized at the maximum load point in the AM peak hour (located at 2nd Avenue and 79th Street), and 85 percent of service capacity utilized at the maximum load point in the PM peak hour (located at 1st Avenue and 79th Street).

This area is well served by several subway lines. There are three subway stations in the immediate vicinity of the Battery Maritime Building which serve a total of six subway lines.

The South Ferry Station of the 1 and 9 line is the southern terminus for this line, which serves the area of Broadway/7th Avenue. The station is located beneath the Whitehall Ferry Terminal. It consists of a single side platform located on the loop track for turning trains. The fare control area is at street level and consists of a two-person token booth and seven two-way turnstiles. The fare control area is connected to the platform level by a single 12-foot-wide stairway leading to two six-foot wide stairways. As part of the *Whitehall Ferry Terminal Environmental Assessment*, counts were conducted on the stairways and fare collection areas to obtain a level of service measurements for these facilities. The stairways to the street and to the platform were found to be operating at LOS C which can be described as having slight restrictions in speed and some difficulties in reverse flow. The fare collection area is operating at LOS A, having free flow conditions.

The Whitehall Street Station of the N and R lines is directly across the street from the Battery Maritime Building beneath Whitehall Street. There are two entrances to this station, one located mid-block on the east side of Whitehall Street and the

second located within the plaza in front of the Whitehall Ferry Terminal. At each entrance are two stairways leading to the station's mezzanine level, where the token booths and seven two-way turnstiles are located. A stairway and two escalators lead to a lower mezzanine and then a single stairway connects to the platform level. Another entrance to this station is located to the north at Whitehall and Stone Streets, where there are four turnstiles. Stairway S1 on the east side of Whitehall Street is the closest to the Battery Maritime Building and has a 15-minute two-way volume in the range of 700 to 750 persons during the AM and PM peak hours.

The Bowling Green Station of the 4 and 5 lines is located beneath Bowling Green to the north and west of the South Ferry area. This line serves Lexington Avenue. The main entrance is located on the east and west sides of State Street at Battery Place. Each entrance has a single stairway and two escalators to the mezzanine level containing the token booths and ten two-way turnstiles. The platform is reached by a stairway/escalator pair. An island platform serves Brooklyn-bound trains and a side platform serves uptown trains. The closest entrance to the ferry terminal is located in a landmarked headhouse in Battery Park on the west side of State Street near Bridge Street. The entrance contains two two-way turnstiles and a single stairway to the platform. Peak-hour volume through this entrance is approximately 930 during the AM peak hour two-way, and 1,305 during the PM peak hour two-way.

Sidewalks and Pedestrian Circulation. Due to the cyclical pedestrian flow peaks associated with arriving ferries at the Whitehall Ferry Terminal, the street network in the vicinity of the terminal accommodates as many as 700 to 900 pedestrians per minute. Approximately forty percent of this flow transfers to alternate modes of transportation (subway, bus, taxi). The area surrounding the terminal has been redesigned as part of another project to minimize vehicle-pedestrian conflicts. The resulting pedestrian flows are dispersed and channeled along the wide sidewalks characteristic of the area. In addition, the office building at One New York Plaza has a pedestrian esplanade which segregates pedestrians from the street system, thereby reducing sidewalk congestion. The existing sidewalk in front of the Battery Maritime Building is approximately four feet wide and is too narrow for significant levels of pedestrian circulation. The sidewalk is located between the building and the queuing lane for vehicles waiting to board the ferry and is not buffered from the street traffic. Crosswalks across South Street are located at Whitehall Street. The pedestrian circulation pattern from the building would primarily be via this crosswalk to points north on Whitehall Street, including the Whitehall Subway Station (N, R) and Bowling Green Subway Station (4, 5). Continuous sidewalks are not currently provided for clear pedestrian access to the Whitehall Ferry Terminal Building, where the South Ferry Subway Station (1, 9) is located.

Ferry. At the Battery Maritime Building, eight passenger cars can queue within the building, with four cars each at the entrance to Slips 6 and 7. At the service street in front of the building, there is curbside queuing space for approximately 10 cars. Exiting from the terminal building, a right turn must be made onto South Street, from which either South Street must be taken to local streets or FDR Drive can be taken to destinations further north.

During former Coast Guard occupation, the USCG ferries held 42-55 cars. They were operated at headways of 15 minutes from 6:00 am to 8:00pm and headways of 30 minutes from 8:00pm to 6:00am. Headways on weekdays and holidays were 30 minutes all day. Ferries typically transported up to 100 vehicles in each direction in the AM peak hour, with fewer vehicles transported in the midday and PM peak hours. Prior to April of 1992, when NYCDOT implemented a traffic plan involving the closure of three interior streets to traffic (with the exception of buses) in the South Ferry Plaza, vehicles queuing to the Battery Maritime Building used one of the interior streets in the plaza. The queue

for Battery Maritime vehicles was relocated along northbound South Street beside the building, occasionally extending to southbound South Street. A traffic light in front of the building on northbound South Street was manually operated to a red signal to stop traffic to allow vehicles from Governors Island to exit the ferry terminal onto South Street northbound. The process of discharging vehicles typically took 2-4 minutes and a queue of traffic would temporarily form on South Street, but would quickly dissipate when the signal turned back to green. Several other ferry services are provided nearby:

- *NY Waterways Ferry shares docking facilities at the Battery Maritime Building and provides access to and from Hoboken;*
- *Wall Street Ferry Pier (Pier 11) is the docking facility for services to La Guardia Airport; Fulton Landing; Brooklyn Army Terminal; and Highlands, New Jersey; and*
- *Staten Island Ferry is adjacent to the west in the Whitehall Ferry Terminal.*

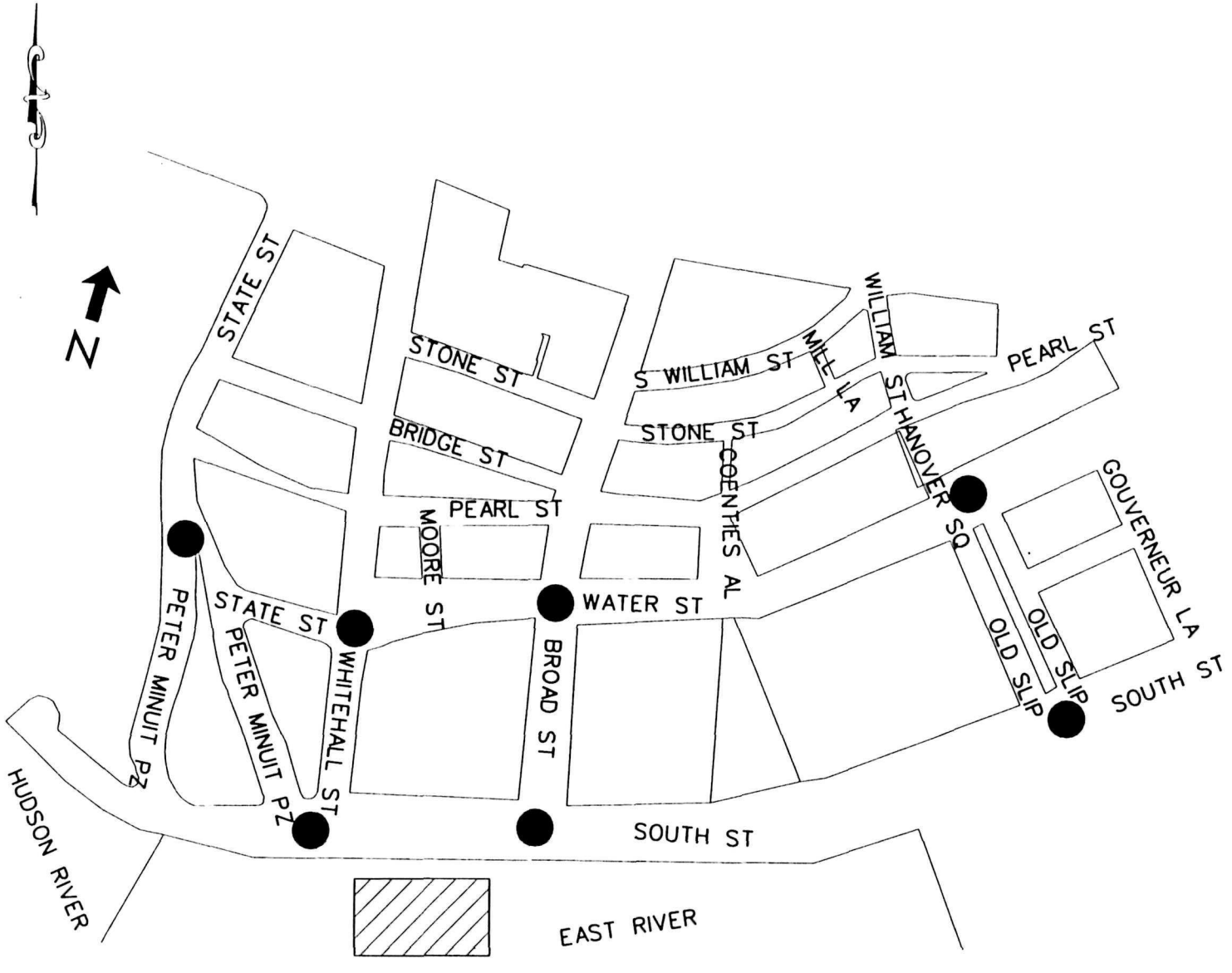
The Staten Island ferry service is seven days a week, 24 hours per day. During peak hours, passenger ferry service is operated on a 15-minute headway. Off-peak services are 30 minutes, with 60-minute headways from 12:00 AM to 6:00 AM. Total weekday ridership in 1994 averaged 59,435 passengers per weekday and 22,972 passengers per weekend day. In the AM peak hour an average of 8,100 passengers use the service. During the AM and PM peak hours, two departures and two arrivals of ferries which carry cars (car boats) are scheduled. Average weekday AM peak hour auto arrivals to Whitehall Ferry Terminal is 46 and departures is 28. During the PM peak hour there are 19 auto arrivals and 74 auto departures. The number of midday car boat arrivals and departures varies depending on equipment availability; however on the average weekday less than 20 vehicles arrive and depart in each direction in the midday peak hour.

Traffic Circulation: AM and PM Peak Periods. The traditional AM (7:00-9:00 AM) and PM (4:00-6:00PM) peaks were analyzed, as it is likely many future options for Governors Island would experience peak travel during these periods. Vehicular access to and from the Battery Maritime Building is provided by Broadway, Broad Street, Water Street and the East River Drive. Significant traffic generators in this area include the major corporate office complexes of New York Plaza, Battery Park Plaza and numerous other office buildings. Traffic volumes for the PM peak period were derived from the Whitehall Ferry Terminal study. Traffic volumes during the AM peak period were developed through direct field observations and intersection turning movement counts conducted in March 1998. Traffic surveys were conducted at the following intersections:

- Water Street with Park Street
- Water Street with Whitehall Street
- Water Street with Broad Street
- Water Street with Old Slip/Hanover Square
- South Street with Whitehall Street
- South Street westbound with Broad Street
- South Street westbound with William Street/Hanover Square

These locations are depicted in Figure III.C-16. Peak hour volumes at these locations are depicted in Figures III.C-17 and III.C-18 for the AM and PM peak hours, respectively. These network volumes are balanced. Except for locations where there is a break point (i.e., driveway or intersection) influencing traffic volumes, the traffic volume exiting one intersection equals the volume approaching the adjacent approach.

As can be seen in Table III.C-3, the movements at the signalized intersections operate at good to excellent levels of service ("A"



LEGEND:

FERRY SITE ACCESS

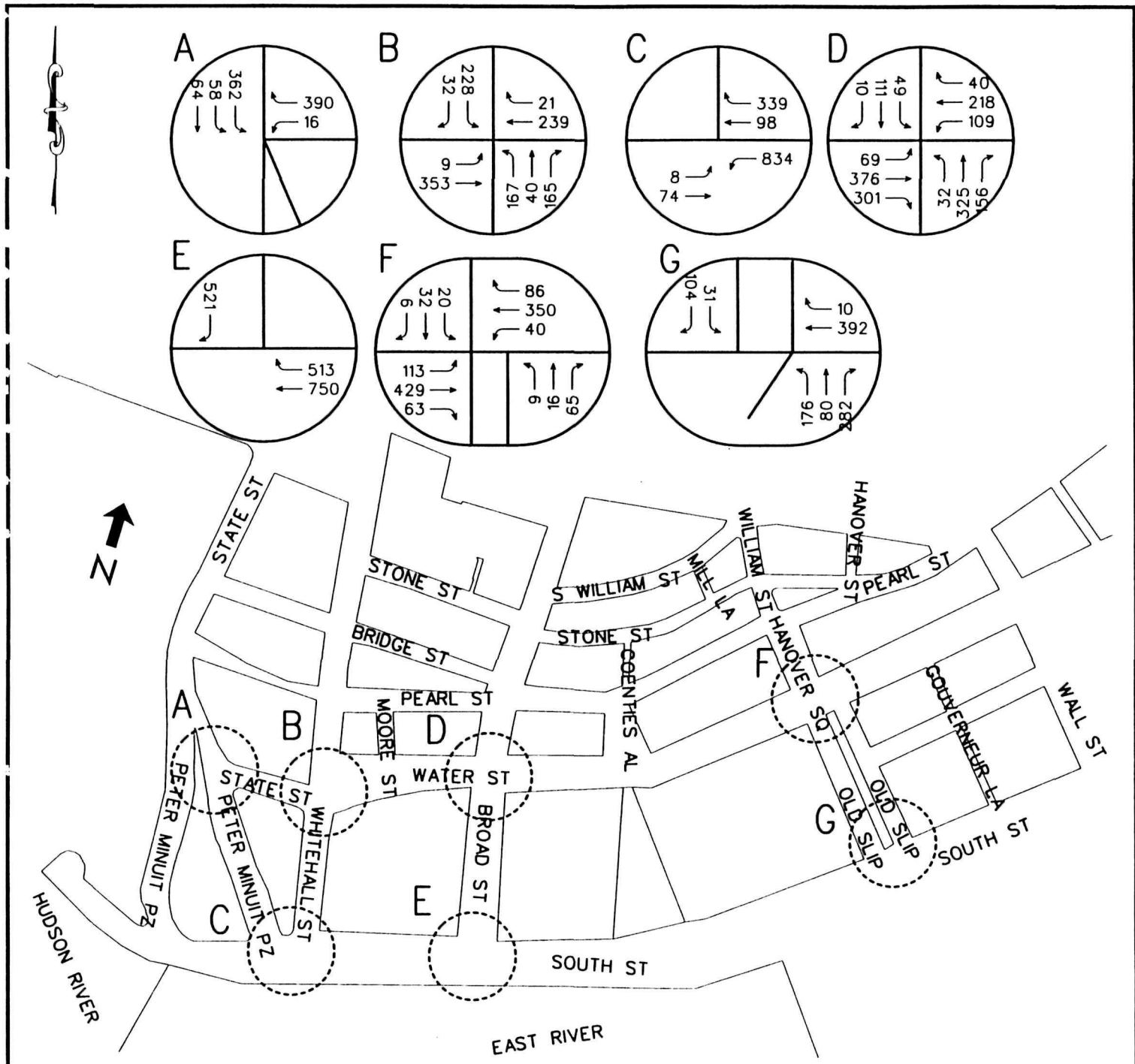
TRAFFIC ANALYSIS LOCATION

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA DATA COLLECTION/ ANALYSIS LOCATIONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-16



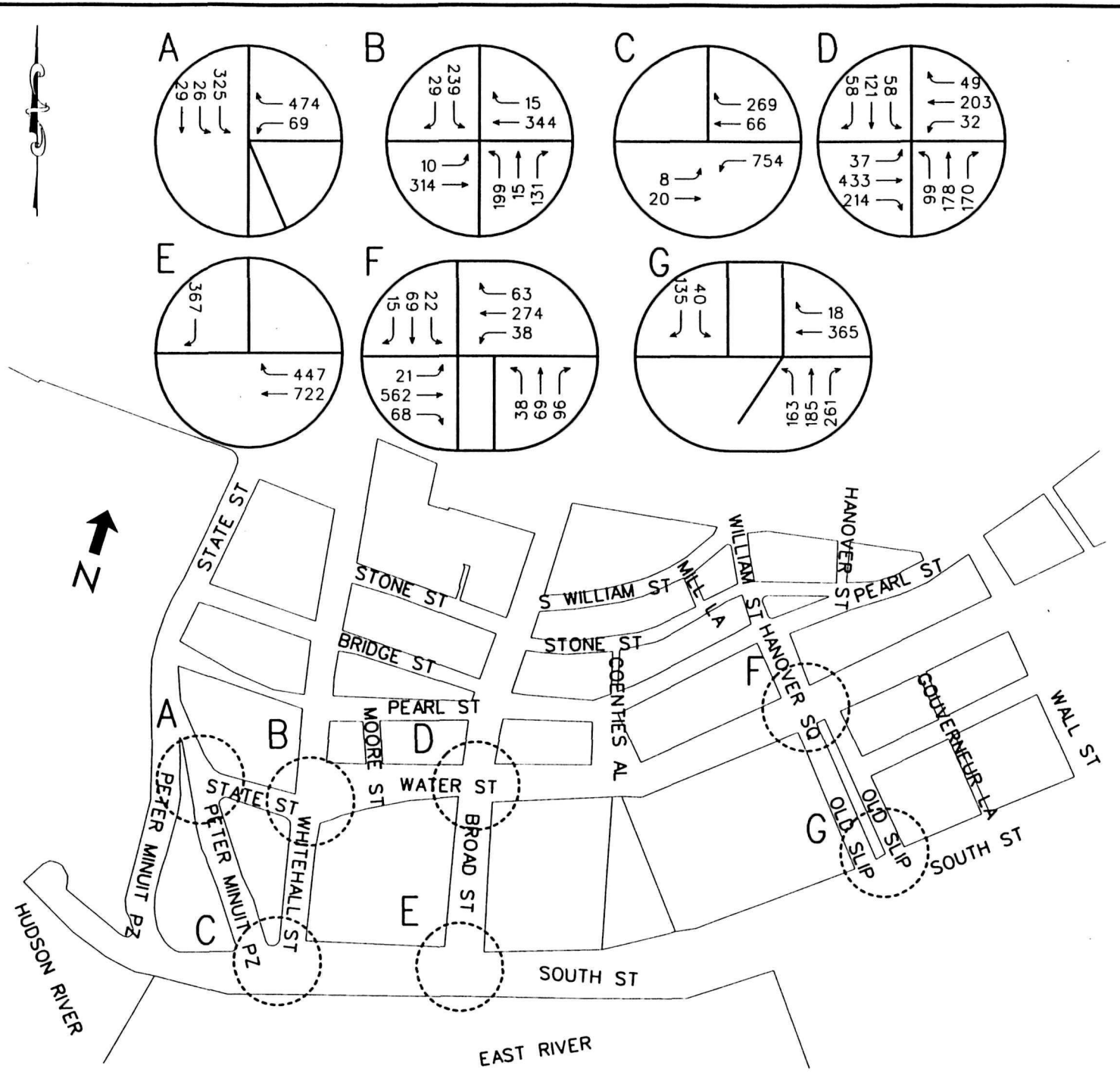
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA EXISTING TRAFFIC VOLUMES AM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-17



LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA
EXISTING TRAFFIC VOLUMES
PM PEAK HOUR

EDWARDS AND KELCEY, INC
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-18

TABLE III.C-3

Manhattan Study Area AM and PM Peak Period: 1998 Existing Level of Service

	Approach	Movement	AM Peak		PM Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections						
Park Street with State Street and Water Street	EB	TR	5.5	B	5.3	B
		R	4.9	A	4.7	A
	WB	LR	5.8	B	6.9	B
		R	5.8	B	6.0	B
State Street with Whitehall Street	EB	LT	13.9	B	13.6	B
	WB	TR	13.3	B	13.7	B
		R	12.1	B	12.0	B
	NB	L	19.1	C	19.3	C
		TR	30.2	D	22.7	C
	SB	LR	65.4	F	67.9	F
Water Street and Broad Street	EB	LTR	14.0	B	11.4	B
	WB	DfL L	28.7	D	N/A	N/A
		TR	11.0	B	N/A	N/A
		LTR	N/A	N/A	8.7	B
	NB	LTR	51.4	E	55.7	E
	SB	LTR	20.1	C	26.5	D
Water Street and Old Slip with William Street	EB	LTR	14.9	B	11.3	B
	WB	LTR	10.8	B	9.7	B
	NB	LTR	13.0	B	15.1	C
	SB	LTR	12.7	B	13.3	B
Unsignalized Intersections						
South Street and Whitehall Street	WB		4.0	A	2.8	A
	NB		1.1	A	1.1	A
South Street and Broad Street	SB	R	15.3	C	7.9	B
South Street and Old Slip	NB	L	12.4	C	11.2	C
		T	7.2	B	8.8	B
		R	3.3	A	3.3	A
	SB	L	15.0	C	19.2	C
		R	3.9	A	3.9	A

* *Level of service and delay are meaningless when the v/c ratio for any lane group approach exceeds 1/phf.*

– "C") during the peak periods with some exceptions. In addition, it can be seen that delays at the unsignalized intersections are minimal and levels of service range between "A" and "C." There are no movements which operate at LOS "D" or worse.

Traffic Circulation: Off-Peak and Weekend Periods. Because of the trip generation characteristics of the Academic Option with NYC Proposal for a Casino, which has a different peak than the traditional AM and PM peak, existing conditions at the Battery Maritime Building study area were also assessed for the weekday evening period(6:30-7:30 PM) and weekend midday Saturday peak periods (12:00-1:00 PM). Traffic volumes for the evening peak period were derived from the *Whitehall Ferry Terminal Environmental Assessment.* Traffic volumes during the Saturday peak period were developed through direct field observations and intersection turning movement counts conducted in March 1998 for the AM peak period and adjusted based upon statistics developed as part of the Whitehall Ferry Terminal study. Traffic flow networks were developed for the evening and Saturday peak hours, incorporating the following locations:

- Water Street with Park Street
- Water Street with Whitehall Street
- Water Street with Broad Street
- Water Street with William Street/Hanover Square
- South Street with Whitehall Street
- South Street westbound with Broad Street
- South Street westbound with Old Slip

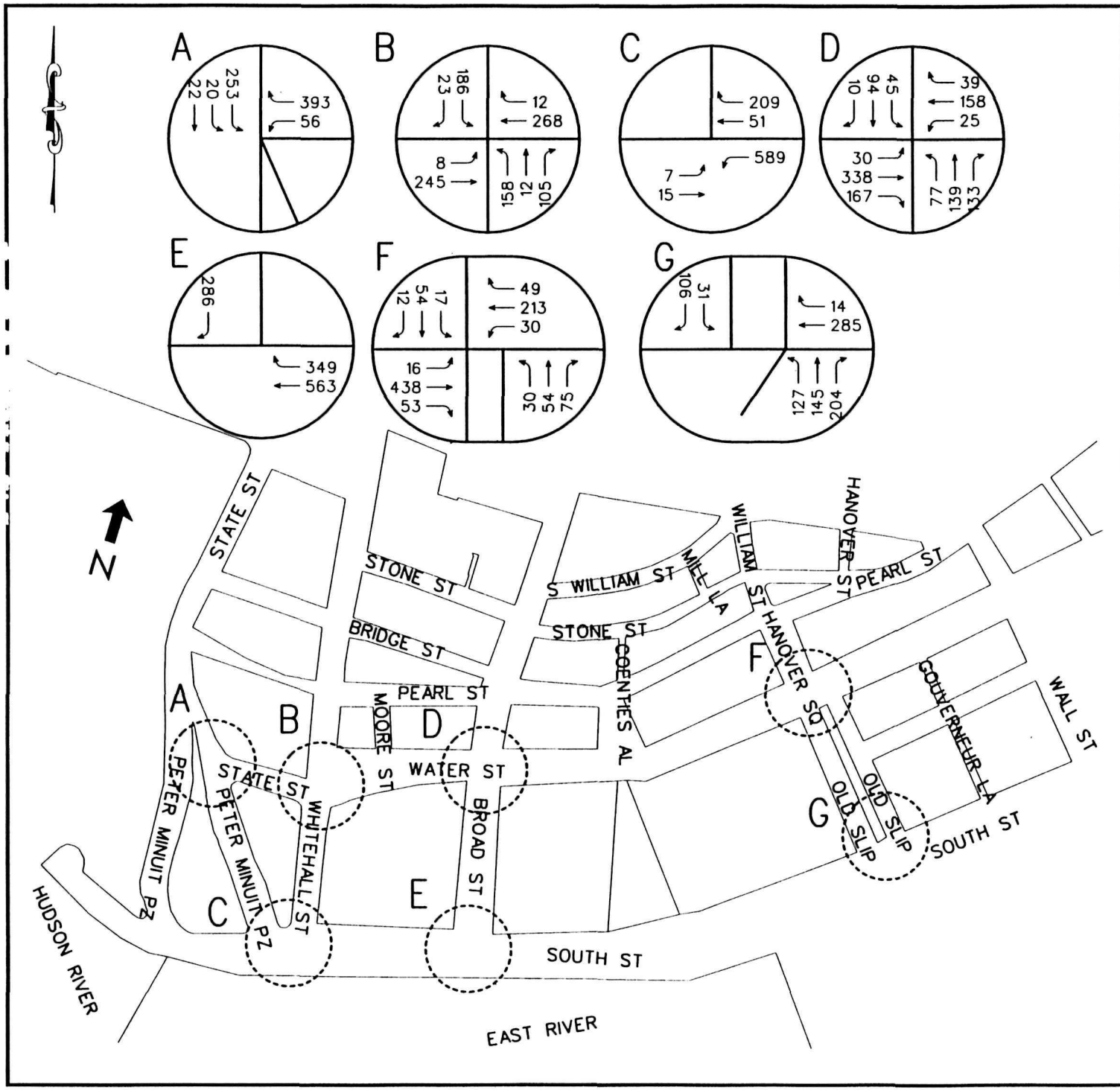
Peak hour volumes at these locations are depicted in Figures III.C-19 and III.C-20 for the evening and Saturday peak hours, respectively. These network volumes are balanced. Except for locations where there is a break point (i.e., driveway or intersection) influencing traffic volumes, the traffic volume exiting one intersection equals the volume approaching the adjacent approach.

As indicated in Table III.C-4, movements at the signalized intersections generally operate at good to excellent levels of service ("A" – "C") during the peak periods . In addition, it can be seen that delays at the unsignalized intersections are minimal and levels of service range between "A" and "C." There are no movements which operate at LOS "D" or worse.

Off-Island—Brooklyn

Streets. The BQE/Gowanus Expressway, which cuts along the waterfront of the study area, is a significant limited access highway in the region. It provides the study area with region-wide access for passenger vehicles and truck traffic. The BQE links the study area to the northern parts of the region via the Whitestone and Triborough bridges; to Long Island via the Long Island Expressway; to Manhattan and New Jersey via the Brooklyn-Battery Tunnel and the Brooklyn, Manhattan, and Williamsburg Bridges; and to Staten Island and New Jersey via the Verrazano Narrows Bridge. The Port Authority of New York and New Jersey identified the Gowanus/BQE as one of region's critical "segments of chronic congestion" and a weak link in the city's overall road freight system. The roadway was not designed to accommodate large tractor-trailer combinations; the lane capacities are inadequate for the volume of traffic it carries; the exit and entrance ramps are infrequent; there are not adequate acceleration or deceleration lanes; and there is not always a shoulder for disabled vehicles. A 10-year reconstruction of the Gowanus Expressway from the Brooklyn Battery Tunnel to 65th Street in Sunset Park is planned.

The construction of the BQE, beginning in the 1940s, has had the effect of both physically and visually separating the waterfront area from the rest of Brooklyn to the east. Several of the local streets have been severed by the highway, resulting in a loss of internal circulation within the neighborhood.



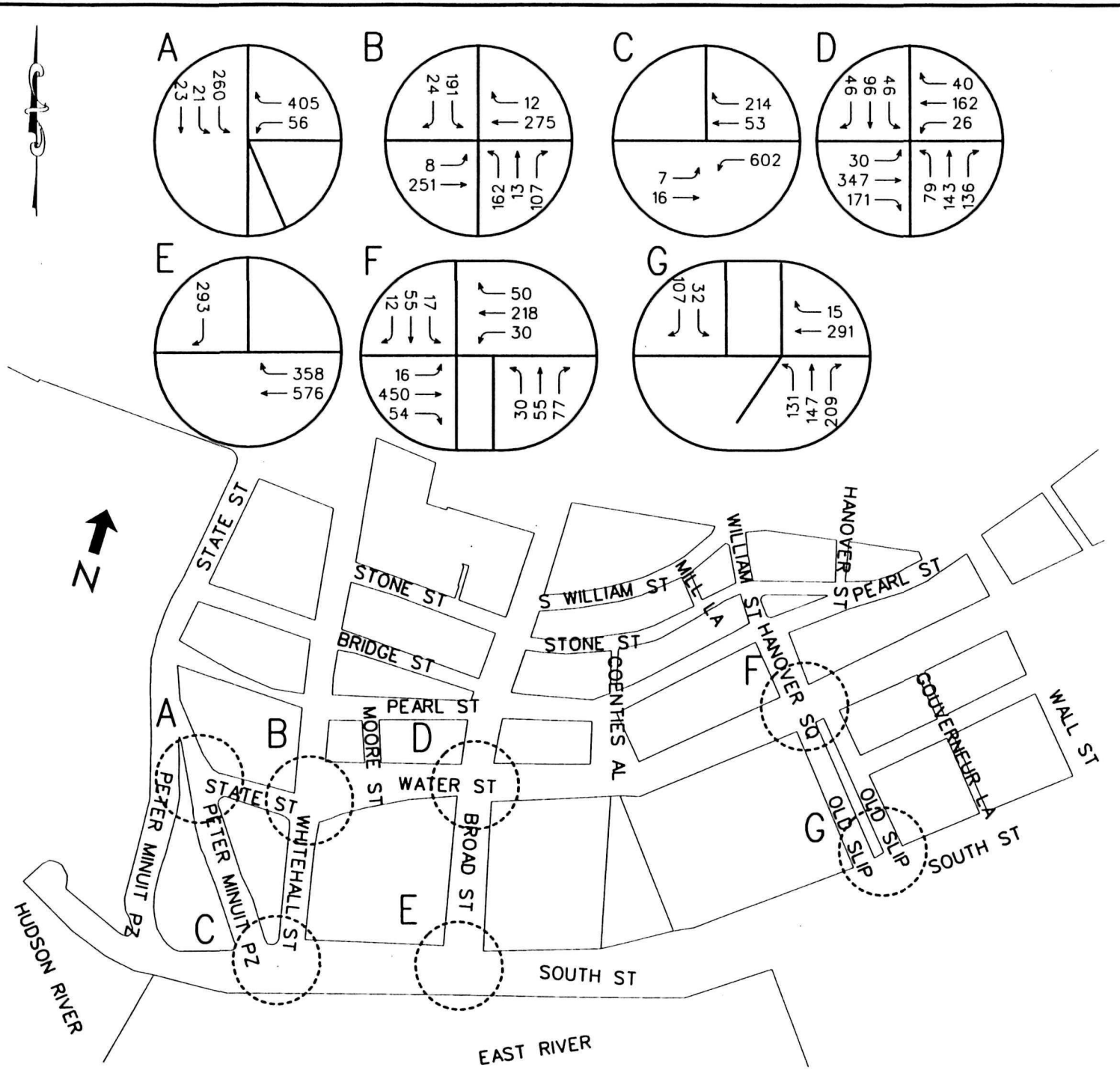
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA EXISTING TRAFFIC VOLUMES EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-19



LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA EXISTING TRAFFIC VOLUMES SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-20

TABLE III.C-4

Manhattan Study Area Evening and Saturday Peak Period: 1998 Existing Level of Service

	Approach	Movement	Evening Peak		Saturday Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections						
Park Street with State Street and Water Street	EB	TR	5.1	B	5.1	B
		R	4.7	A	4.7	A
	WB	LR	6.3	B	6.3	B
		R	5.8	B	5.8	B
State Street with Park Street and Whitehall Street	EB	LT	13.3	B	13.3	B
	WB	TR	13.3	B	13.4	B
		R	12.0	B	12.0	B
	NB	L	19.1	C	19.1	C
		TR	21.3	C	21.5	C
	SB	LR	70.8	F	69.1	F
Water Street and Broad Street	EB	LTR	10.1	B	10.2	B
	WB	LTR	8.2	B	8.3	B
	NB	LTR	36.9	D	41.3	E
	SB	LTR	18.1	C	18.5	C
Water Street and Old Slip with William Street	EB	LTR	10.3	B	10.4	B
	WB	LTR	9.2	B	9.2	B
	NB	LTR	14.3	B	14.3	B
	SB	LTR	13.0	B	13.0	B
Unsignalized Intersections						
South Street and Whitehall Street	WB		2.3	A	2.4	A
	NB		1.1	A	1.1	A
South Street and Broad Street	SB	R	6.0	B	6.2	B
South Street and Old Slip	NB	L	8.5	B	8.8	B
		T	7.1	B	7.2	B
		R	3.1	A	3.2	A
	SB	L	13.0	C	13.6	C
		R	3.6	A	3.6	A

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*

Parking. The area surrounding the Piers 7 and 8 area does not contain any appreciable publicly accessible off-street parking facilities. Virtually all of the parking within ¼ mile of the piers is either private off-street or on-street. On-street parking is generally free, with the exception of a limited number of metered spaces in the vicinity of the Long Island College Hospital. In total, there exists physical capacity for approximately 1,390 vehicles to park on the street during the day. Additional spaces become available during the overnight periods when daytime parking restrictions are not in effect.

During the day, however, legal capacity fluctuates due primarily to alternate side of the street regulations, imposed to facilitate street sweeping. These restrictions are in effect during the 8:00 to 11:00 AM period, and reduce the legal capacity from 1,390 spaces to approximately 980 spaces on any given day. Table C-15 (See Appendix C) summarizes the on-street parking supply and utilization within ¼ mile of the proposed facility. As shown in the table, parking demand exceeds legal capacity during the mid-morning period. During the mid-afternoon period, legal capacity is not exceeded, but fewer that 40 spaces were observed to be available.

Transit. The Brooklyn waterfront study area has no subway service. The closest line is the F and G at the Bergen Street stop, which is located more the six blocks from the waterfront. Other subway lines (2, 3, 4, 5, N, R, M) can be reached from the Court Street/ Borough Hall Station, located more than 12 blocks from the waterfront area under study.

Sidewalks and Pedestrian Circulation. Sidewalk widths along Columbia Street vary from eight to ten feet, and are wider along the commercial areas of Atlantic Avenue. The residential areas and neighborhood businesses along Columbia Street generate a small number of pedestrians which are easily accommodated by the existing walkways. Additional protection for pedestrians is offered at the intersection of Atlantic Avenue and Columbia Street, via a pedestrian island. Along Atlantic Avenue, pedestrians are generally segregated from vehicular street traffic by metered on-street parking. Most intersections, particularly along Atlantic Avenue, are controlled by traffic signals, which include pedestrian crossing indicators. The wide sidewalks, fifteen feet in some sections, provide ample space for the relatively low pedestrian demands. The pedestrian capacity is well in excess of current demand.

Ferry. No ferry services are currently provided in the study area.

Traffic Circulation: AM and PM Peak Periods. The Brooklyn Queens Expressway (BQE) is a limited access highway which provides direct access to the site. On and off-ramps to the BQE are located immediately adjacent to the study site at Atlantic Avenue (northbound) and Columbia Street (southbound). Atlantic Avenue is the major east-west arterial providing access to the site, while Columbia Street is the major north-south collector roadway providing access to the site.

A significant traffic generator in the study area, the Long Island College Hospital, is located on the corner of Atlantic Avenue and Hicks Street near the site. The surrounding land uses on Atlantic Avenue consist primarily of residential buildings and neighborhood-type retail businesses. The roadways intersecting Atlantic Avenue are mostly residential in nature. The LIC Hospital also maintains a parking facility on Columbia Street just south of Atlantic Avenue. Traffic generators on the west side of Columbia Street are primarily involved with marine shipping, while generators on the east side of the street are mostly tied to the residential and commercial uses.

Traffic surveys were conducted at the following intersections:

- Atlantic Avenue and Columbia Street/Furman Street
- Atlantic Avenue and the Brooklyn Queens Expressway NB entrance and exit ramps

- Atlantic Avenue and Hicks Street
- Columbia Street and the Brooklyn Queens Expressway SB entrance and exit ramps
- Columbia Street and Congress Street
- Congress Street and Hicks Street (North/Southbound)

Concurrent with the intersection counts, automatic traffic recorder (ATR) counts were conducted for a seven-day period at the following locations.

- Columbia Street south of Atlantic Avenue
- Atlantic Avenue west of Hicks Street

These locations are depicted in Figure III.C-21. Peak hour volumes at these locations are depicted in Figures III.C-22 and III.C-23 for the AM and PM peak hours, respectively. These network volumes are balanced. Except for locations where there is a break point (i.e.: driveway or intersection) influencing traffic volumes, the traffic volume exiting one intersection equal the volume approaching the adjacent approach.

For intersections under study, the average total delay per vehicle and level of service were determined. These existing traffic conditions are depicted in Table III.C-5. Movements at the signalized intersections generally operate at good to excellent levels of service ("A" – "C") during the peak periods. Intersections with LOS "D" or worse include Atlantic Avenue at Columbia Street, State Street at Whitehall Street, and Water Street and Broad Street. In addition, it can be seen that delays at the unsignalized intersections are minimal and levels of service range between "A" and "C", except for Columbia Street at LI College Hospital, in the eastbound approach.

Traffic Circulation: Off-Peak and Weekend Periods. As in the Manhattan study area, existing conditions for a different peak than the traditional AM and PM peak was also analyzed because of the nature of one of the Land Use Options, the Academic Option with NYC Proposal for a Casino, which has its peak in the evening and on Saturday. It is expected that activity generated by the casino would peak from 6:30 AM to 7:30 AM during a typical weekday, and from 12:00 PM to 1:00 PM during a typical Saturday or holiday. Traffic flow networks were developed based upon the intersection turning movement counts and ATR installations conducted at the following locations:

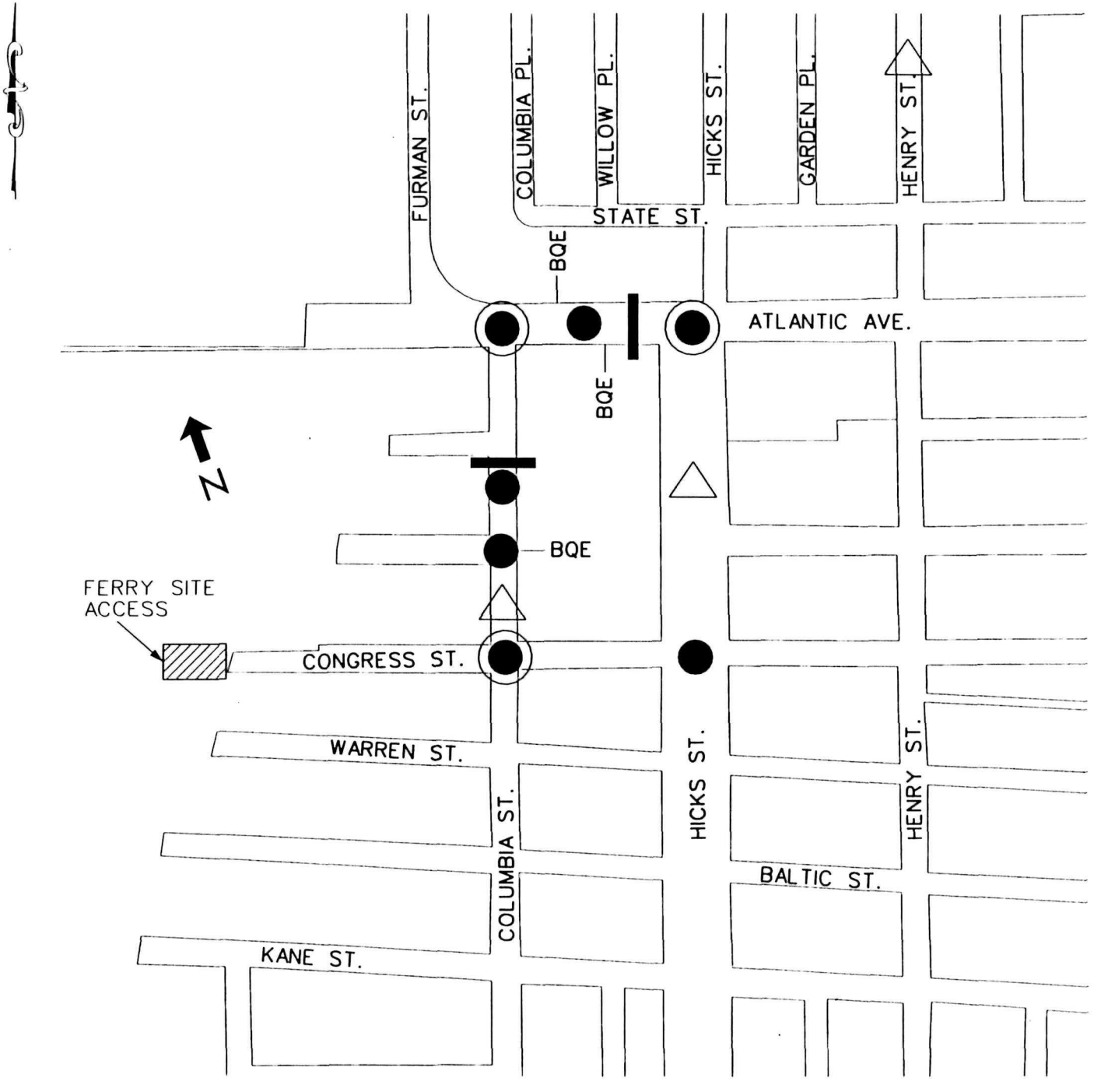
Intersection Turning Movement Counts:

- Atlantic Avenue and Columbia Street/Furman Street
- Atlantic Avenue and the Brooklyn Queens Expressway NB entrance/exit ramps
- Atlantic Avenue and Hicks Street
- Columbia Street and the Brooklyn Queens Expressway SB entrance/exit ramps
- Columbia Street and Congress Street
- Congress Street and Hicks Street (North/Southbound)

Automatic Traffic Recorder Locations:

- Columbia Street south of Atlantic Avenue
- Atlantic Avenue west of Hicks Street

These locations are shown in Figure III.C-21. Hourly volumes recorded by the ATRs were utilized as controls for the evening and Saturday peak period traffic flow networks. Turning movement percentages recorded during the PM commuter peak period counts were maintained, with the total traffic volumes adjusted commensurate with the ATR volumes. The resulting peak hour volumes at these locations are depicted in Figures III.C-24 and III.C-25 for the evening and Saturday peak hours, respectively. These network volumes are balanced. Except for locations where there is a break point (i.e., driveway or intersection) influencing traffic volumes, the traffic volume exiting one intersection equals the volume approaching the adjacent approach. For intersections under study, the average total delay per vehicle and level of service were determined. These existing traffic conditions are depicted in Table III.C-6.



LEGEND:

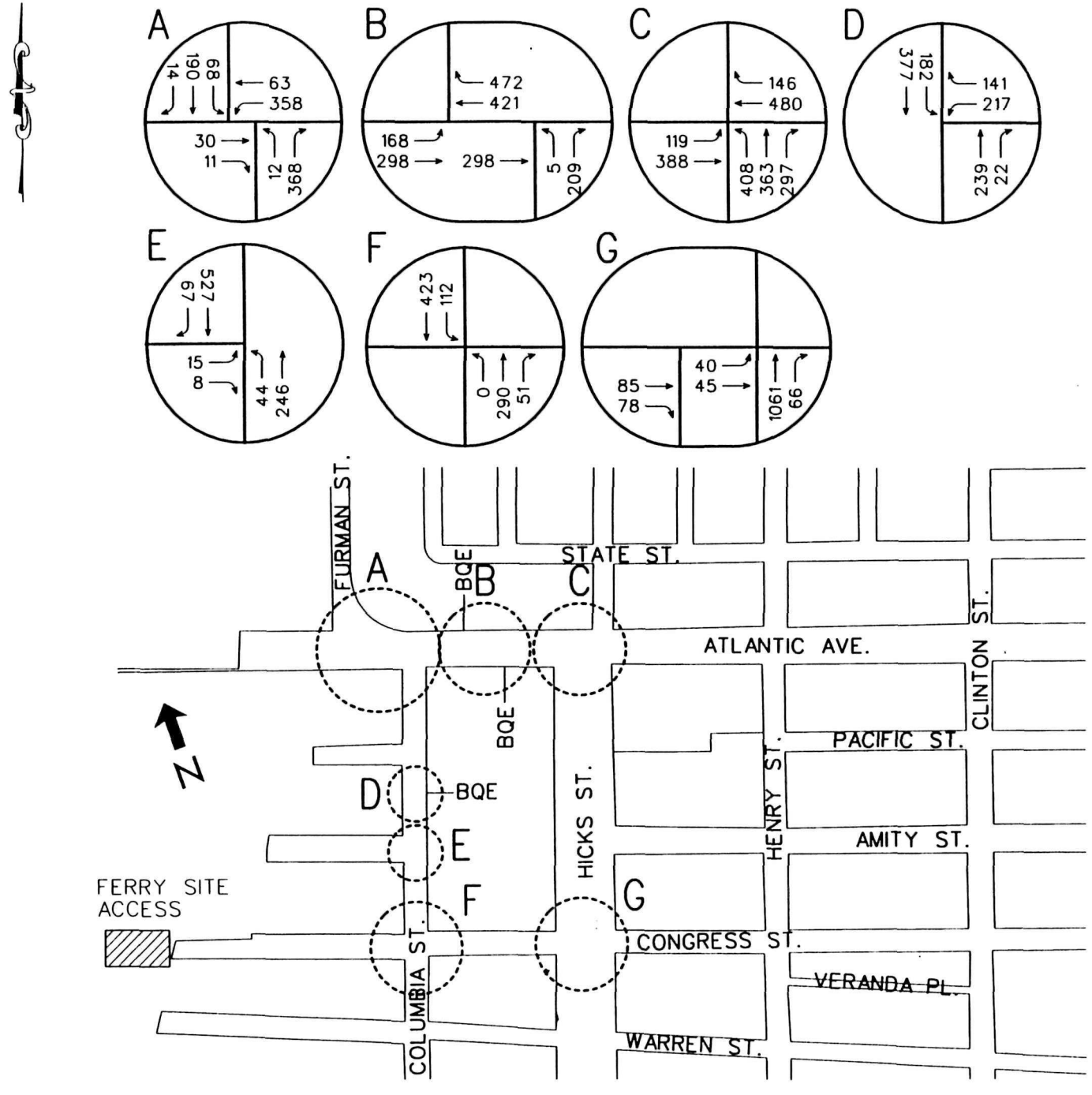
- FERRY SITE ACCESS
- TRAFFIC ANALYSIS LOCATION
- NOISE ANALYSIS
- AUTOMATIC TRAFFIC RECORDER
- AIR ANALYSIS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA DATA COLLECTION/ ANALYSIS LOCATIONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-21



LEGEND:

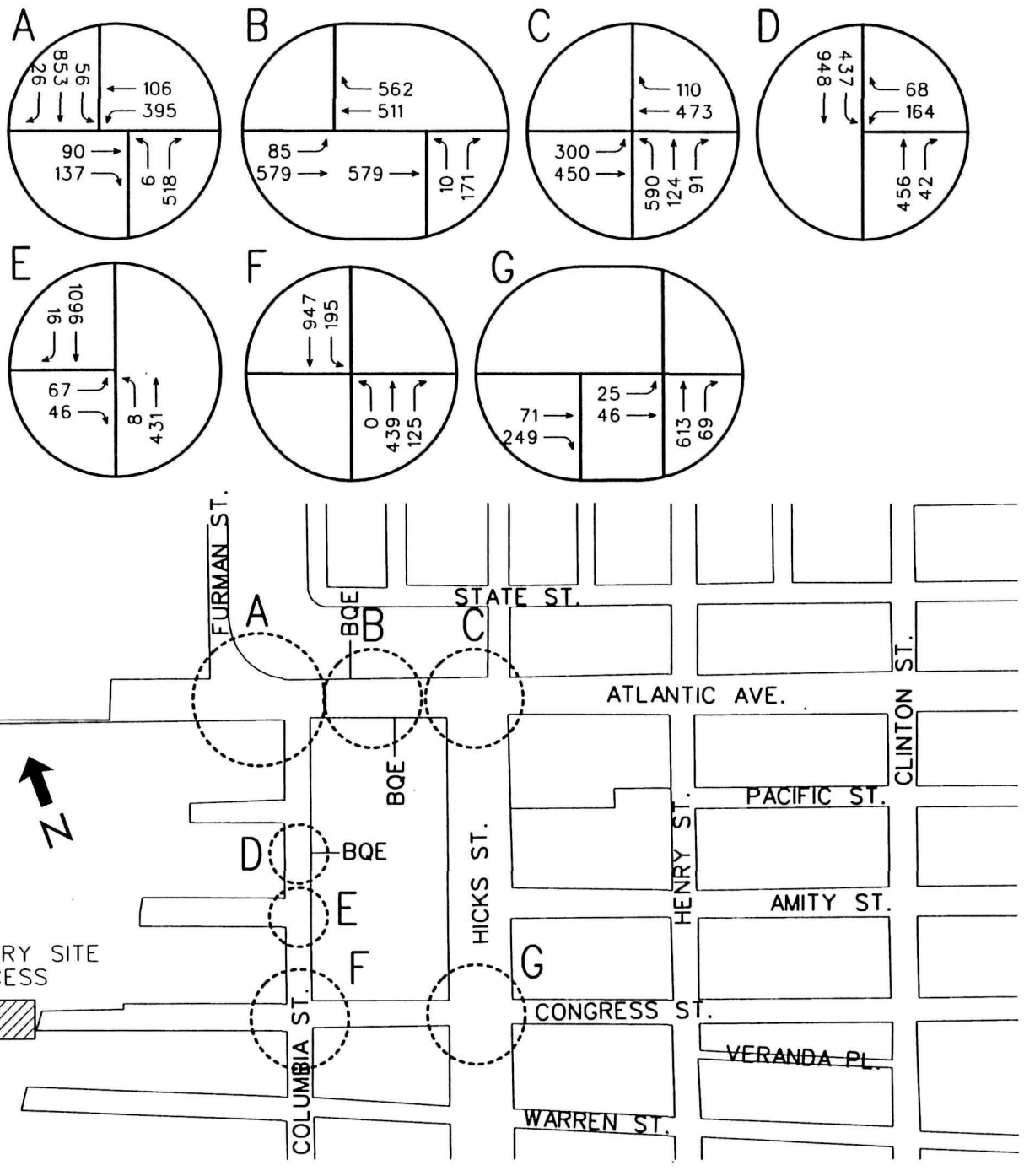
FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA EXISTING TRAFFIC VOLUMES AM PEAK HOUR

EDWARDS AND KELCEY, INC
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-22



LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA EXISTING TRAFFIC VOLUMES PM PEAK HOUR

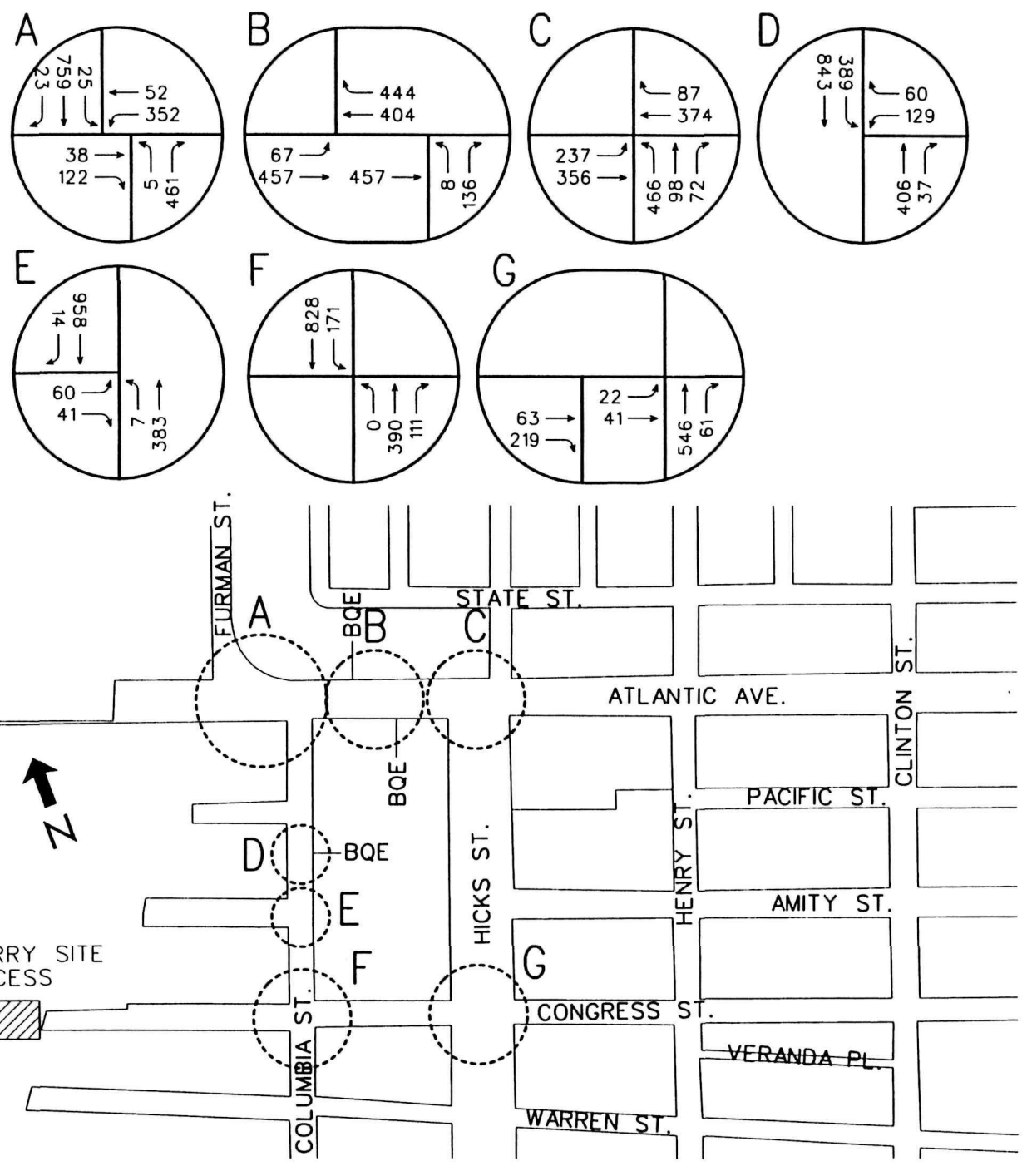
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-23

TABLE III.C-5
Brooklyn Study Area AM and PM Peak Period: 1998 Existing Level of Service

	Approach	Movement	AM Peak		PM Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections						
Atlantic Avenue & Columbia Street/Furman Street	NB	LR	23.7	C	54.5	E
		R	28.5	D	53.8	E
	SB	LT	23.7	C	42.2	E
		R	21.6	C	21.8	C
	EB	TR	2.8	A	3.5	A
	WB	L	3.5	A	5.1	B
		LT	3.9	A	7.3	B
Atlantic Avenue & BQE NB entr/exit ramps	NB	L	14.3	B	21.0	C
		R	17.5	C	25.0	C
	EB	L	16.0	C	8.0	B
		T	9.2	B	4.1	A
	WB	T	9.5	B	4.0	A
		R	18.7	C	13.0	B
Columbia Street & BQE SB entr/exit ramps	NB	T	3.4	A	4.2	A
		R	0.0	A	0.0	A
	SB	L	4.0	A	46.6	E
		T	3.2	A	4.2	A
	WB	L	10.3	B	9.8	B
		R	0.0	A	0.0	A
Atlantic Avenue & Hicks Street	NB	LTR	23.1	C	29.9	D
	EB	LT	12.7	B		
		DfL			42.7	E
		T			4.7	A
	WB	TR	11.1	B	4.1	A
Congress Street & Hicks Street	NB	TR	1.5	A	1.2	A
	EB	LTR	14.3	B	15.6	C
Unsignalized Intersections						
Columbia Street & Congress Street	EB	LTR	4.7	A	8.8	B
	NB	L	3.7	A	6.6	B
	SB	L	3.6	A	6.0	B
Columbia Street & Long Island Hospital	EB	LR	9.7	B	69.6	F
	NB	L	4.7	A	8.5	B

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*



LEGEND:

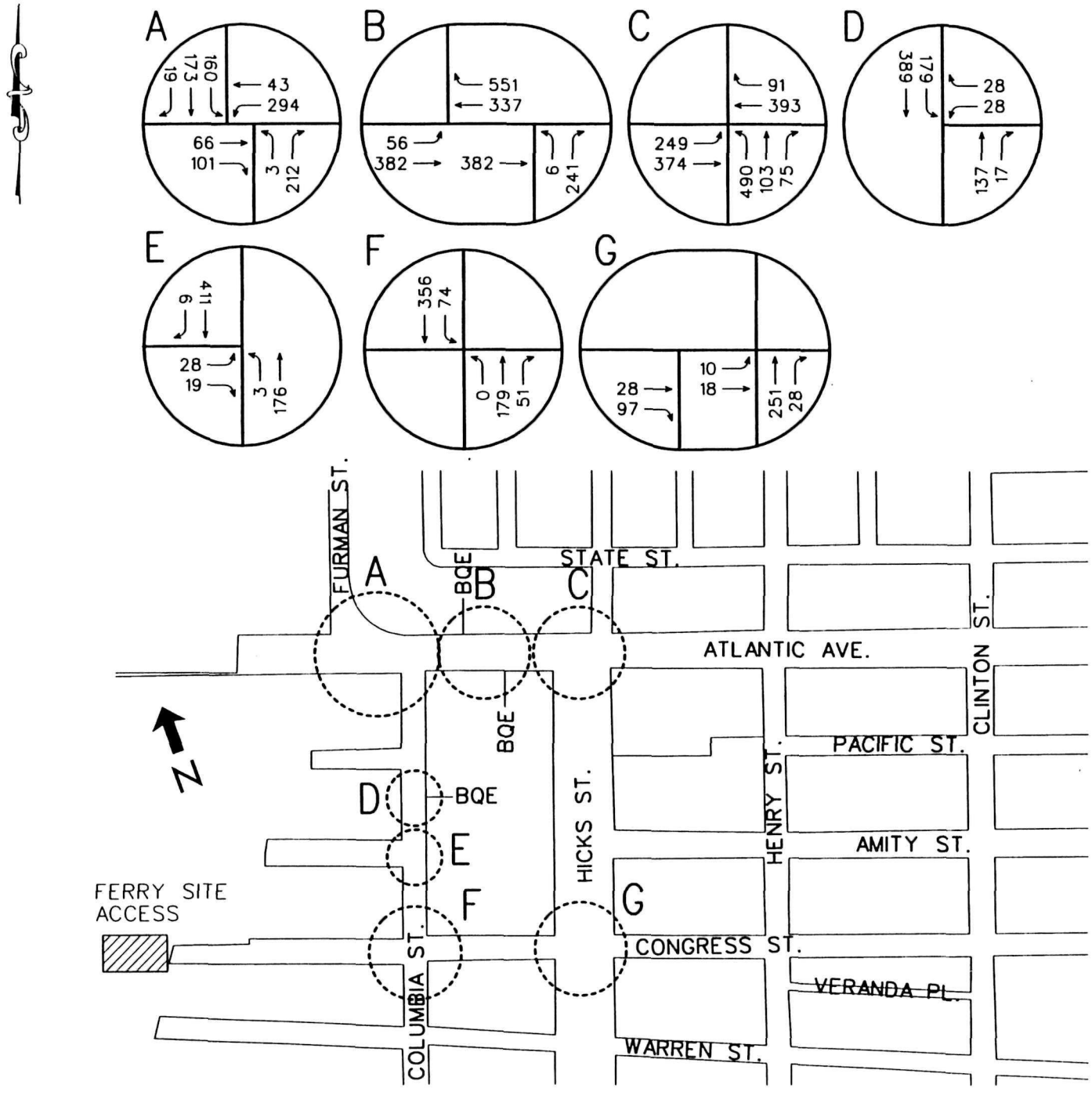
FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
EXISTING TRAFFIC VOLUMES
EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-24



LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA EXISTING TRAFFIC VOLUMES SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-25

Table III.C-6
Brooklyn Study Area Evening and Saturday Peak Period: 1998 Existing Level of Service

	Approach	Movement	AM Peak		PM Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections						
Atlantic Avenue & Columbia Street/Furman Street	NB	LR	34.3	D	24.7	C
		R	36.2	D	24.6	C
	SB	LT	31.7	D	24.1	C
		R	21.7	C	21.7	C
	EB	TR	3.2	A	3.2	A
	WB	L	3.8	A	3.6	A
		LT	4.1	A	3.6	A
Atlantic Avenue & BQE NB entr/exit ramps	NB	L	20.9	C	20.9	C
		R	23.8	C	28.6	D
	EB	L	7.3	B	7.0	B
		T	3.9	A	3.8	A
	WB	T	3.8	A	3.7	A
		R	10.3	B	12.7	B
Columbia Street & BQE SB entr/exit ramps	NB	T	3.9	A	3.2	A
		R	0.0	A	0.0	A
	SB	L	48.7	E	3.6	A
		T	3.9	A	3.2	A
	WB	L	9.4	B	8.7	B
		R	0.0	A	0.0	A
Atlantic Avenue & Hicks Street	NB	LTR	26.5	D	27.0	D
	EB	DfL	11.9	B	13.3	B
		T	4.3	A	4.4	A
	WB	TR	3.9	A	3.9	A
Congress Street & Hicks Street	NB	TR	1.2	A	1.1	A
	EB	LTR	15.2	C	14.1	B
Unsignalized Intersections						
Columbia Street & Congress Street	EB	LTR	7.5	B	4.1	A
	NB	L	5.7	B	3.2	A
	SB	L	5.2	B	3.0	A
Columbia Street & Long Island Hospital	EB	LR	34.1	E	6.6	B
	NB	L	7.1	B	3.5	A

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*

8. Air Quality

Six pollutants have been identified by the United States Environmental Protection Agency (USEPA) as being of concern nationwide: carbon monoxide (CO), nitrogen dioxide (NO_2), ozone (O_3), particulate matter (PM_{10}), sulfur dioxide (SO_2), and lead (Pb). The primary pollutant emissions from automobiles are CO, hydrocarbons (HC), and nitrogen oxides (NO_x). Levels of NO_x are influenced by both mobile and stationary sources, while levels of inhalable PM_{10} and SO_2 are directly associated with stationary sources. A summary of the characteristics of the pollutants follows:

Carbon monoxide is a colorless and odorless gas which is associated with the incomplete combustion of vehicle fuel. Carbon monoxide (CO) is very reactive and its concentrations are limited to relatively short distances near crowded intersections and along slow-moving, heavily traveled roadways. Under the Clean Air Act Amendments of 1990, each state is committed to offset any CO emissions resulting from Vehicle Miles Traveled (VMT) growth in a nonattainment area. For projects of regional significance, it is also important to predict CO emissions on a regional, or mesoscale basis.

Nitrogen oxides are produced when fuels are burned at high temperatures. Although there are a number of nitrogen oxides, only nitric oxide (NO) and nitrogen dioxide (NO_2) are released by motor vehicles into the atmosphere in appreciable quantities. Together, nitrogen oxides are often referred to as NO_x. Nitrogen oxides are also of particular concern due to their role in the formation of photochemical oxidants, commonly known as ozone. Ozone is formed through a series of chemical reactions which occur in the presence of sunlight. Elevated levels of ozone typically occur miles from the source since the series of chemical reactions is slow and pollutants are diffused downwind.

Lead (Pb) emissions are associated with industrial uses and motor vehicles that use gasoline containing lead additives. Most U.S. vehicles available since 1975, and all after 1980, are designed to use unleaded fuel. As these older vehicles have been replaced by newer models, lead emissions have decreased.

Sulfur dioxide (SO_2) emissions are primarily associated with the combustion of sulfur-containing fuels such as oil and coal. The major sources of this emission are fossil fuel fired power plants and oil refineries. No significant quantities are emitted from mobile sources.

Inhalable Particulates (PM_{10}) are emitted into the atmosphere from a variety of sources including industrial facilities, power plants, and construction activity. Gasoline-powered vehicles do not produce any measurable quantities of particulate emissions. Diesel-powered vehicles, especially heavy trucks and buses, emit particulates. Inhalable particulate concentrations may, therefore, be locally elevated near roadways with high volumes of heavy diesel-powered vehicles. The primary concern is with particulates that are less than 10 microns (μm, 1 micron equals 0.000001 meter or one one-millionth of a meter) in diameter, and can affect human respiratory functions.

Hydrocarbons (HC) include a variety of organic compounds emitted from the storage, handling, and use of fossil fuels. Hydrocarbons are considered a precursor to the formation of ozone.

National and State Ambient Air Quality Standards. National Ambient Air Quality Standards (NAAQS) and New York State Standards (refer to Table C-16 located in Appendix C) have been established for the major air pollutants. The primary standards are intended to prevent adverse health effects while the secondary standards are intended to further protect the public welfare by minimizing material damage and maximizing visibility.

State Implementation Plan (SIP). The Clean Air Act of 1990 requires that each state submit a State Implementation Plan (SIP) to the USEPA for attainment of NAAQS. In 1992, the NYSDEC submitted to the USEPA a CO attainment demonstration which stated that with an enhanced Inspection and Maintenance (I/M) program in effect, there would be no CO violations by the deadline of December 31, 1995. As part of its effort to attain the CO standard, New York State is also committed to implementing area-wide and site-specific control measures to reduce CO levels.

In New York State, the standard for ozone continues to be exceeded in many areas (including all of New York City). In November 1993, a proposed revision to the *New York SIP for Ozone Meeting the 15 Percent Rate of Progress Requirements* was submitted to USEPA by the NYSDEC. The report documents how the 15 percent reduction in ozone precursors would be achieved by the end of 1996. Reductions in mobile-source emissions are expected through a combination of measures, including the new motor vehicle emission control program, and a centralized, enhanced I/M program. Projects which do not result in violation of the NAAQS are considered consistent with the SIP.

De Minimis Criteria. In addition to the NAAQS, the City of New York has developed *de minimis* criteria to assess the significance of project-related impacts on local air quality levels. These criteria set the minimum range in CO concentrations for mobile sources (roadway vehicles) that indicates a significant air quality impact. Significant effects are defined as: (1) an increase in 0.5 parts per million (ppm) or greater for the maximum eight-hour concentration, when the ambient concentration is equal to or between 8.0 ppm and 8.5 ppm; and (2) an increase in one-half or more of the difference between the baseline concentrations and the eight-hour standard when concentrations are 8.0 ppm or below.

Methodology for Predicting Pollutant Concentrations from Mobile Sources. The prediction of vehicle-generated CO concentrations in an urban environment is dependent upon environmental and meteorological conditions, traffic characteristics, and the physical configuration of each affected intersection in the study area. Air pollutant dispersion models commonly used in New York City simulate how meteorological, physical and environmental characteristics of the project area affect pollutant concentrations. Most of these models are conservative and tend to over predict pollutant concentrations.

This CO analysis employed models and techniques which are commonly used for evaluating air quality-related impacts for projects throughout New York City and State. For this analysis, assumptions were made incorporating conservative parameters relating to meteorological conditions, traffic, background concentrations, and distance to receptors.

Dispersion Model. The prediction of CO concentrations was conducted using the CAL3QHC (Version 2.0) air quality dispersion model (EPA-404/12-92-006). This model is currently recommended in the *EPA Guidelines for Modeling Carbon Monoxide from Roadway Intersections* (EPA-454/R-92-005) for estimating CO levels near congested intersections and along heavily traveled roadways. This model estimates air pollutant concentrations downwind of a roadway based on the assumptions that pollutants emitted from motor vehicles traveling along a segment of roadway can be represented by a "line source" of emissions (represented by motor vehicles traveling in single file) that would disperse in a Gaussian or normal distribution from a defined mixing zone over the roadway being modeled. The rate at which pollutants disperse is assumed to be a function of wind speed, direction, and ambient temperatures.

Different emission rates occur when vehicles are stopped (idling), accelerating, decelerating, and traveling at different

speeds. CAL3QHC includes emissions contributions from freeflow and idling vehicles. CAL3QHC estimates the average number of vehicles that would queue during the red phase of an intersection based on the characteristics of both the intersection and the traffic. Contributions from idling emissions contribute significantly to the CO concentration at the intersection. CAL3QHC is a conservative model utilized for screening purposes. If results from CAL3QHC indicate an exceedance for CO, then a more refined analysis utilizing the CAL3QHCR model would be performed. CAL3QHCR is an enhanced version of CAL3QHC that utilizes the dispersion algorithm of CAL3QHC, and can process up to a year of meteorological data. Five separate years of meteorological data are processed, with the highest concentration reported. CAL3QHC was designed to process one hour of meteorological and traffic data.

Worst-Case Meteorological Conditions. Air quality at intersections from vehicular-related sources are influenced by such factors as wind direction, wind speed, and atmospheric stability. Wind speed and wind direction influence not only the absolute pollutant concentrations that would affect an area but also the specific locations that would be affected in the microscale analysis. The pollutant concentration predicted at any given location is inversely related to wind speed; therefore, lower wind speeds result in higher estimated CO concentrations.

The wind direction would determine the receptor locations that would be affected by the estimated concentrations. For this analysis the wind direction towards the receptors evaluated, was assumed to occur for the averaging period of one hour. A wind angle search was conducted, in one-degree increments, to determine the worst-case wind direction resulting in the maximum concentrations.

To simulate worst-case pollutant dispersion and CO levels at the receptor sites analyzed, wind speeds reflecting stable meteorological conditions were used for the microscale conditions. The worst-case wind speed was assumed to be one meter per second for both the peak one- and eight-hour predictions. A persistence factor of 0.70 and Stability Class D (i.e., neutral) was used in model predictions for the selected roadway receptors proximate to the project site. Persistence factors are utilized to estimate the eight-hour CO levels based on the peak hour predictions, to account for the variability of traffic and wind direction over the eight-hour period.

Atmospheric stability is a measure of atmospheric turbulence. If the atmosphere is stable, little vertical mixing of pollutants at varying altitudes occurs, resulting in the increase of pollutant levels at ground level. Under unstable atmospheric conditions, vertical mixing of pollutants can occur and as a result, ground level concentrations of pollutants actually decrease. Therefore, predictions were conducted assuming neutral atmospheric conditions.

Since the level of pollutant CO emissions from automobile engines reflected in the MOBILE5B model, described below, is higher at lower ambient temperatures, for conservatism in the air quality impact analysis, a mean temperature of 43 degrees Fahrenheit was used to project vehicle-related emissions.

Vehicle Emissions Data. To predict ambient air quality concentrations at selected receptor sites, emission levels from vehicle exhaust systems were estimated using the latest version of the USEPA emission factor model, MOBILE5B. Vehicular emissions are greatly affected by vehicle speed, thermal state (i.e., engine operating conditions), ambient temperature, vehicle age, and mileage distribution of the fleet. Emission estimates were prepared for the following seven classes of motor vehicles:

- Light-duty, gasoline-powered automobiles
- Light-duty, gasoline-powered (purchased new) taxis
- Light-duty, gasoline-powered (purchased from old police cars) taxis

- Light-duty, gasoline-powered trucks (0-6,000 pounds)
- Light-duty, gasoline-powered trucks (6,001-8,000 pounds)
- Heavy-duty, gasoline-powered vehicles

Light- and heavy-duty diesel-powered vehicles were not assumed for this analysis since a comparable class of gasoline-powered vehicles was used in place of diesel-powered vehicles as they emit higher levels of CO, yielding a more conservative estimate for total emissions.

In accordance with the latest guidance from NYCDEP, new taxis were assumed to comprise 75% of the taxi fleet, with the remainder purchased used (old police vehicles).

Existing emissions estimates were also based on the implementation of a basic Inspection and Maintenance (I/M) program; and the taxi I/M program which commenced in 1990. The I/M program requires the annual inspection of automobiles and light trucks to ensure the adherence to strict emission standards. Vehicles which fail the test would require maintenance prior to retesting. A new I/M program is proposed to take effect in 2001. Future emissions estimates were based on the new I/M program findings. The taxi I/M is more stringent. Taxis are required to undergo inspection three times each year.

For this analysis, heavy-duty emission estimates reflect engine displacement and loading characteristics. Light-duty and heavy-duty truck percentages (LDGT and HDGT) used for modeling emissions were based on a default vehicle mix obtained from the NYCDEP publication, Report #34 (revised).

Estimates for automobile and light-duty gasoline-powered truck emissions considered three potential vehicle operating conditions: cold-vehicle operation (non-catalytic and catalytic equipped vehicles) and hot-start operation. Carbon monoxide is emitted at different rates based on the operating conditions of the vehicles. As shown in Table III.C-7, automobile and light-duty gasoline-powered truck operating conditions utilized for emission calculations were obtained from the NYCDEP publication, *Report #34 (revised)* for Brooklyn local roadways. All taxis were assumed to operate in a hot stabilized thermal condition.

TABLE III.C-7

Vehicle Operating Conditions

Vehicle Type	Thermal Conditions	Brooklyn	
		AM	PM
Automobiles	% Cold, Non-Catalytic	31.80	24.57
	% Cold, Catalytic	32.23	30.67
	% Hot, Catalytic	1.90	11.35
Light-Duty Trucks	% Cold, Non-Catalytic	~~5.40~~ 4.10	~~5.40~~ 4.10
	% Cold, Catalytic	~~50.50~~ 5.40	~~50.50~~ 5.40
	% Hot, Catalytic	~~4.10~~ 5.50	~~4.10~~ 5.50

Traffic Data. Traffic volumes and running speeds for air quality analysis were derived through field counts conducted as part of the project's traffic analysis. For this analysis, concentrations were predicted for the AM and PM peak periods, due to the traffic generation characteristics of the proposed project. The values for the time period when predicted concentrations are highest are denoted in this analysis. Running (or free flow) and travel speeds (which include delay) were verified through recent field reconnaissance conducted in April, 1998.

The peak 8-hour concentrations were determined by applying a persistence factor of 0.70 to the maximum predicted 1-hour concentrations. This persistence factor takes into account that over 8 hours, vehicle volumes would fluctuate downward from the peak, speeds may vary, and wind directions and speeds would change somewhat, as compared with the conservative assumptions used for the single highest hour.

Background Concentrations. Background concentrations are those pollutant concentrations not directly accounted for through the modeling analysis (the modeling analysis directly accounts for vehicle-generated emissions on the streets immediately adjacent to the receptor location).

Background concentrations must be added to this value to account for CO emitted from existing sources, independent of the project, in the vicinity. A value of 2.7 parts per million (ppm) was added to the eight-hour results for the existing year. Background concentrations of 2.1 ppm and 2.0 ppm were added to the eight-hour results for the future Action year of 2008.

Receptor Locations. The receptor locations analyzed for this study were selected based on where maximum changes in vehicular activity would be expected to occur with the implementation of the Land Use Options (refer to Figure III.C.-21). Receptors were placed at the center of the sidewalks and along queue lanes. Emissions from idling vehicles may contribute to higher concentration along queue lanes than at intersection locations.

Existing Monitored Air Quality Conditions; Representative Monitored Pollutant Levels. NYSDEC operates a network of monitoring stations throughout the state to measure ambient air quality. Monitored concentrations of carbon monoxide (CO), sulfur dioxide (SO_2), particulates (PM_{10}), nitrogen dioxides (NO_2), lead (Pb) and ozone (O_3) for the study area are shown in Table C-17 in Appendix C, and represent the most recent published data available. With the exception of ozone, there were no monitored exceedances of the NAAQS for the six pollutants at these monitoring sites in 1995.

Screening Analysis to Determine Degree of Impact. A screening analysis was performed for the project study areas to determine the locations of greatest potential for air quality impact resulting from the implementation of the Land Use Options. The criteria upon which potential impact is measured differ for mobile and stationary source emissions.

Criteria for screening future mobile source emissions are based on the amount of traffic induced by the proposed alternative and/or development option. Intersections within the study area that currently experience the highest amount of traffic congestion, or are anticipated to experience significant increases in traffic congestion from the project, are selected for detailed analysis. For the study area, air quality impacts from mobile source emissions were assessed for congested intersections (i.e., LOS of "D" or worse and high intersection vehicular volumes) in which the proposed development would add *65 or more* induced vehicular trips. The traffic analysis was utilized to identify vehicular traffic induced by the Land Use Options.

On-Island

Traffic on Governors Island has been reduced significantly and is not estimated to be great enough to generate any air quality impacts. Therefore, a mobile source analysis was not performed for the island.

Off-Island—Manhattan

The screening analysis for mobile source emissions shows three intersections within the study which exceeded the 65-trip threshold; however, none of the intersections are expected to be congested in the future (refer to Table III.C-8). As a result of proposed improvements to the Whitehall Ferry Terminal, the intersection of Water Street and Broad Street actually improves by 2008, from LOS D to LOS B. Therefore, since none of the

intersections which would experience increased traffic would be congested in the future (LOS D or greater), a mobile source analysis was not required.

TABLE III.C-8

Manhattan Study Area Project-Generated Traffic and Level of Service (LOS)

Intersections	PM		Saturday	
	Vol.	LOS	Vol.	LOS
Peter Minuit Plaza at State Street	90	B	156	B
Water Street at Broad Street	65	B	113	B
Water Street at Hanover Square	84	B	135	B

Off-Island—Brooklyn

Seven intersections in the study area were found to exceed the 65-trip threshold (refer to Table III.C-9).

The intersections which experience the greatest proportion of induced traffic and significant degradation of intersection LOS were selected for microscale analysis. The intersections selected for analysis were:

- Atlantic Avenue at Columbia Street
- Atlantic Avenue at Hicks Street
- Columbia Street at Congress Street

These three intersections would accommodate a significant amount of site-generated vehicle trips and are expected to operate at LOS "C" or worse.

TABLE III.C-9

Brooklyn Study Area Project-Generated Traffic and LOS

Intersections	AM		PM	
	Vol.	LOS	Vol.	LOS
Atlantic Avenue at Columbia Street/Furman Street	267	C	330	E
Atlantic Avenue at BQE NB entrance ramp	255	D	277	D
Atlantic Avenue at Hicks Street	284	C	243	C
Columbia Street at BQE SB entrance/exit ramp	369	D	543	D
Columbia Street at Congress Street	614	C	758	D
Congress Street at Hicks Street SB	222	C	96	C
Congress Street at Hicks Street NB	197	A	85	A

For purposes of the modeling process, receptors were placed at multiple locations at the selected intersections. Carbon monoxide concentrations were calculated for each receptor location for the AM and PM peak periods. Table III.C-10 shows the maximum predicted existing (1998) carbon monoxide 8-hour concentrations at these locations. The values shown are the highest predicted concentrations for each receptor location at the specified time of day.

~~As illustrated in Table III.C-10, one intersection, Atlantic Avenue at Columbia Street, has a maximum predicted 8-hour average carbon monoxide concentration greater than the standard 9.0 ppm.~~

TABLE III.C-10

Existing Condition (1998) Predicted CO Concentration

Receptor Location	Eight-Hour Concentration*	
	AM	PM
Atlantic Avenue at Columbia Street	7.0	~~9.4~~ 6.9
Atlantic Avenue at Hicks Street	7.2	7.5
Columbia Street at Congress Street	3.6	5.0

* Includes background concentration of 2.7 ppm

9. Mobile Source Noise

Sound levels are measured in logarithmic units called decibels (dB). An overall measurement of sound results in a single decibel value that describes the sound environment, taking all frequencies into account. The human ear, however, does not sense all frequencies in the same manner; it is more sensitive to middle and high frequency sounds than it is to low frequency sounds. Therefore, noise measurements utilizing noise equipment are often adjusted or weighted to account for human perception and sensitivities. The "A"-weighted scale (units expressed as dBA) was developed to closely approximate the human sensory response from highway-related noise.

Under normal conditions, a change in noise level of three decibels is required for the average person to perceive a difference in noise levels. A decrease of 10 decibels appears to the listener to be a halving of noise levels, while an increase of 10 decibels appears to be a doubling of the noise. Typically, public reaction to noise levels is a function of location (urban, suburban, rural), time of day, fluctuation of noise levels, duration, and individual judgment of the listener. A scale of common noise sources and their associated sound levels are shown in Figure III.C-26.

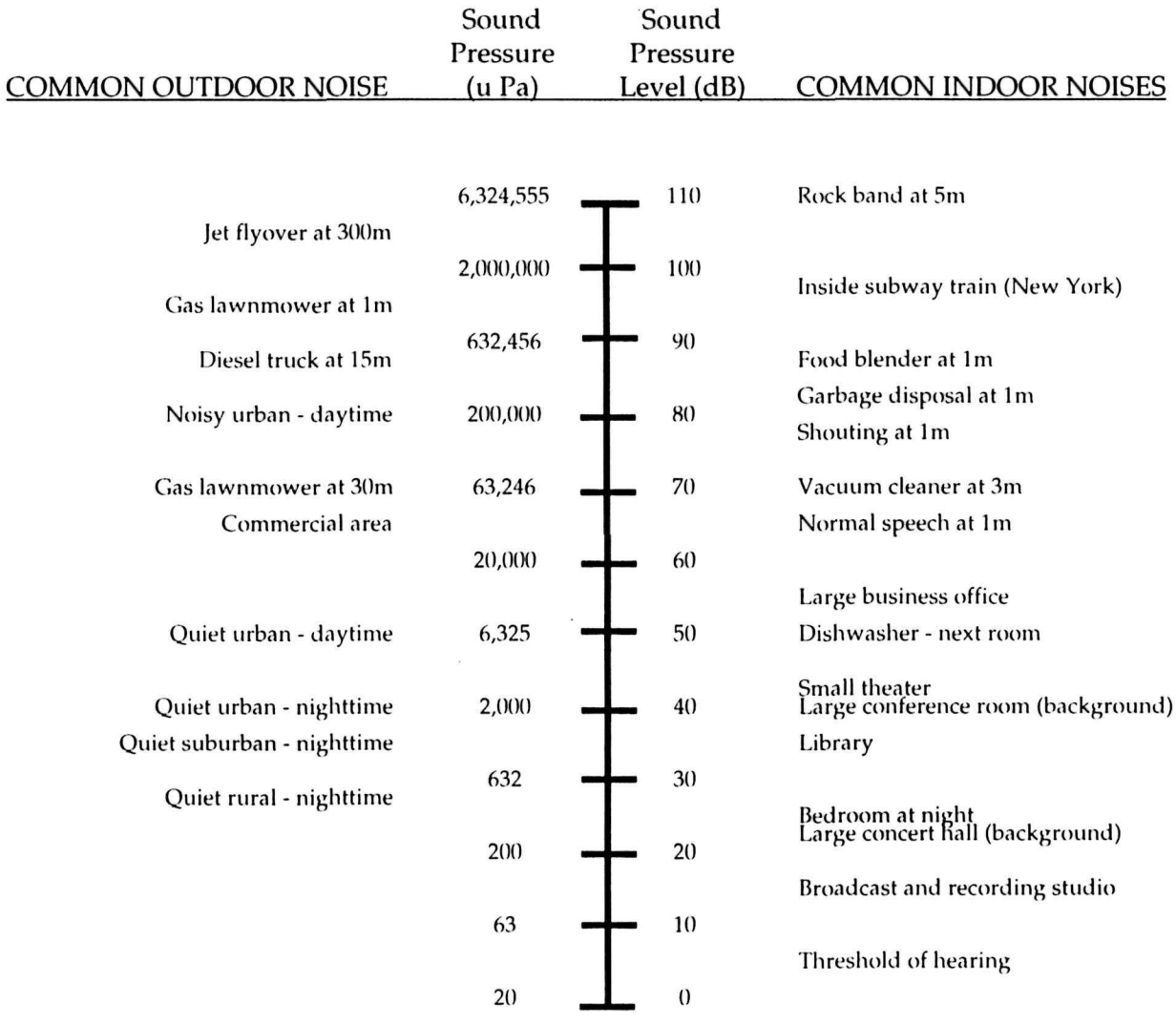
Noise Descriptors. In order to describe the fluctuating noise over a specific period, statistical sound level descriptors are used. The most commonly used statistical noise levels are the L_{10}, L_{90}, and L_{eq}. L_{10}, the maximum one-hour sound level exceeded 10 percent of the time, is the most appropriate descriptor for traffic noise assessments. The L_{90} descriptor represents the level exceeded for 90 percent of the time and is generally taken as the background level. The L_{eq} is the equivalent steady-state sound level, which, in a stated period of time, contains the same acoustic energy as the time-varying sound level during the time period. L_{max} is also useful to find the highest single reading over the measurement period.

As required by New York City's criteria, L_{10} is used to assess the impact caused by the project generated traffic. The equivalent noise level, L_{eq}, is used for stationary source noise evaluation.

New York City Environmental Protection Order (CEPO)-CEQR Standards and Criteria. The New York City Department of Environmental Protection (NYCDEP) has established four categories of acceptability based on receptor type and land use for vehicular traffic, train, and aircraft noise sources. The categories include: "generally acceptable"; "marginally acceptable"; "marginally unacceptable"; and, "clearly unacceptable". These category definitions are shown in Tables C-18 and C-19 (see Appendix C).

The noise impact assessment was performed in accordance with local environmental quality standards. These standards consider 65 dBA (L_{eq}) to be "an absolute noise level that should not be significantly exceeded." Thus, if the existing noise level is 62 dBA (L_{eq}) or above, the incremental significant impact threshold

FIGURE III.C-26—Common Noise Levels



Source: Edwards & Kelcey Engineers, Inc.

would be 3 dBA; if the existing noise level is 60 dBA (L_{eq}), the incremental significant impact threshold would be 5 dBA (L_{eq}).

Existing noise measurements were taken at each receptor location following local environmental quality standard procedures. A Metrosonics db-308 sound analyzer was used to measure existing sound levels. The db-308 is a microprocessor-based state of the art instrument that can monitor in accordance with all noise exposure criteria currently in use. The sound analyzer was tripod-mounted and equipped with a wind screen. The sound analyzer was calibrated with an acoustical calibrator before and after each measurement. Weather conditions were also noted to ensure a true reading.

On-Island

Four locations were measured on the island on Thursday, February 26, 1998 for 15 minutes at each location to determine ambient conditions. Since there is no traffic on the island, the measurements were not dependent upon traffic conditions. Following are the locations that were analyzed (refer to Figure III.C-27). Table III.C-11 summarizes the measurements recorded at each location

Site 1: the grassy area between Buildings 111 and 112 at Carder Road on the north side of the island.

Site 2: the parking area between Buildings 844 and 855 on Gresham Road on the northwest side of the island.

Site 3: the grassy area between Buildings 662 and 634 on Craig Road South on the south side of the island.

Site 4: the grassy area south of Building 12 on Craig Road South on the southeast side of the island.

TABLE III.C-11

Existing On-Island Noise Levels

Site	Start Time	L_{eq} (dBA)	L_{10} (dBA)	L_{90} (dBA)	L_{max} (dBA)
1	12:20	65.8	62.0	50.0	91.0
2	12:45	68.1	71.0	44.0	79.0
3	1:10	61.0	63.0	44.0	79.0
4	1:35	60.1	57.0	45.0	83.0

The dominant noise source at all locations is wind noise, most prevalent on the north and northwest sides of the island. According to New York City CEPO-CEQR Noise Standards, the peak hour L_{10} at site 2 is marginally unacceptable, and at sites 1, 3, and 4 is acceptable.

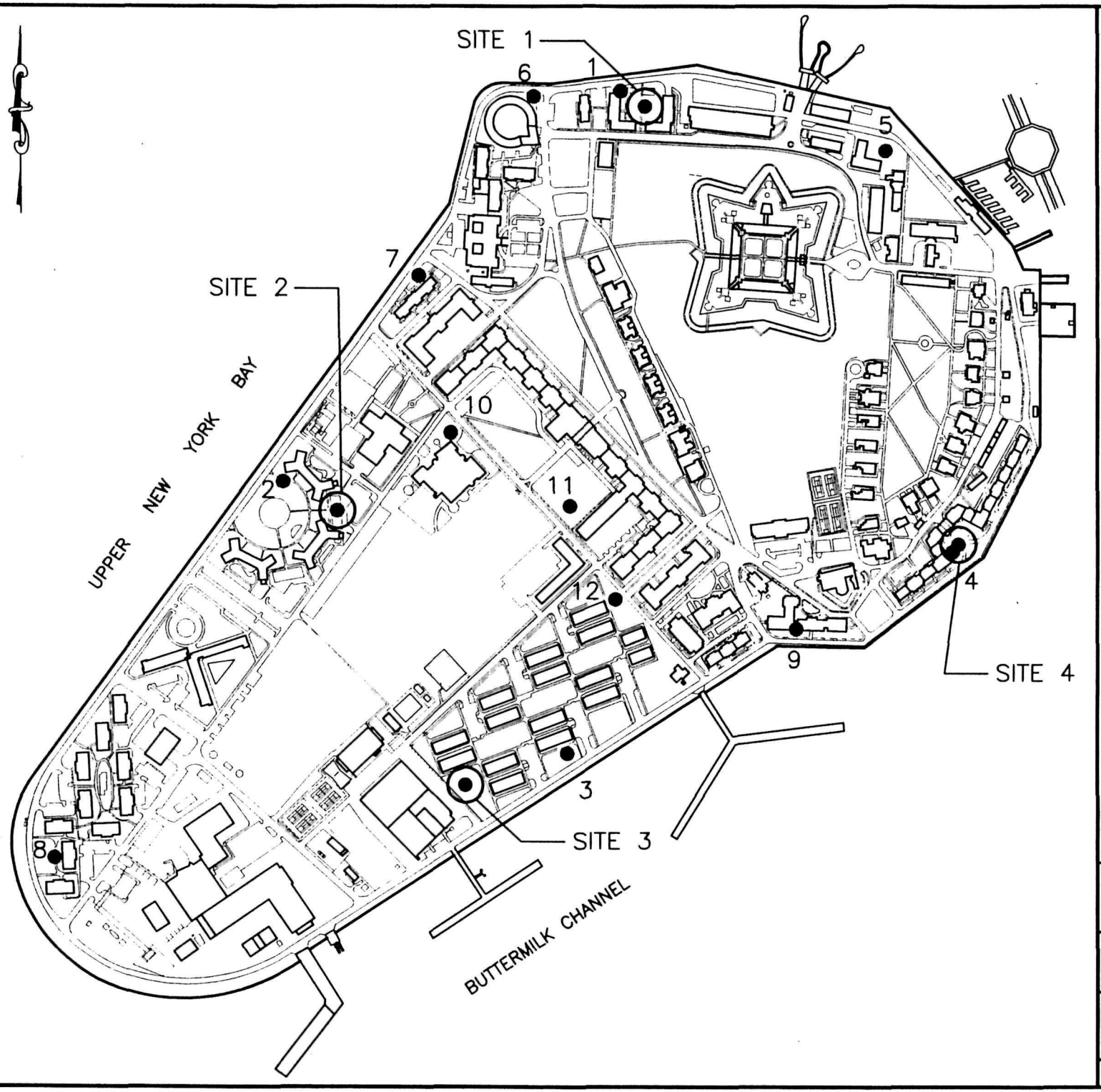
Off-Island—Manhattan

Since the worst case Land Use Option would not result in a doubling of Passenger Car Equivalents (PCEs) adjacent to the nearest sensitive receptor (Battery Park) a quantitative noise analysis for the Manhattan Study area is not included in this FEIS.

Off-Island—Brooklyn

Two locations were measured in the vicinity of Piers 7 and 8 in Brooklyn. These locations are along the existing routes of travel to Piers 7 and 8 (refer to Figure III.C-28).

Site 5: A vacant lot across Columbia and Congress Streets from Van Voorhees Park.



LEGEND:

- MONITORING LOCATIONS
- # MODELED RECEPTOR LOCATIONS

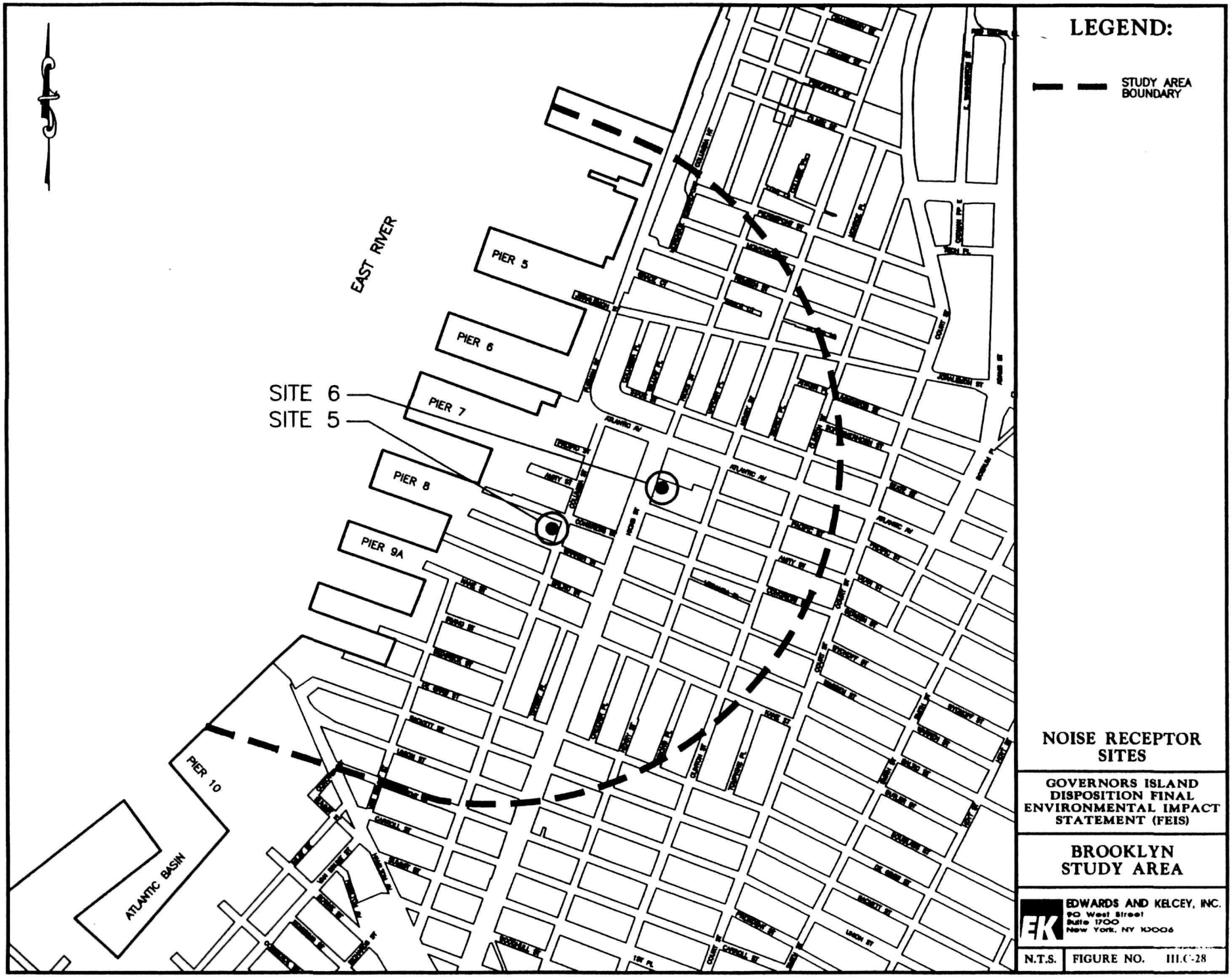
NOISE RECEPTOR SITES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.C-27


EAST RIVER
PIER 5
PIER 6
PIER 7
PIER 8
PIER 9A
PIER 10
ATLANTIC BASIN
SITE 6
SITE 5
LEGEND:
STUDY AREA BOUNDARY
NOISE RECEPTOR SITES
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
BROOKLYN STUDY AREA
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. III.C-28

Site 6: Long Island College Hospital at Hicks Street, between Amity Street and Atlantic Avenue.

To measure existing noise levels, 20-minute measurements were taken during the AM and PM peak hours on Thursday, February 26, 1998. Traffic counts and classifications were performed at each location to calculate the Passenger Car Equivalents (PCEs). According to the local environmental standards, the values used for calculating PCEs are as follows: automobile=1 PCE; medium truck=16 PCEs; and, heavy truck=85 PCEs.

Table III.C-12 summarizes the results of the noise measurements at the two sites in the vicinity of Piers 7 and 8 in Brooklyn. A high level of noise exists at both locations, which is fairly typical in urban areas. The dominant noise source at the monitoring sites is local traffic noise, with background noise from the Brooklyn Queens Expressway (BQE) adding to local roadway noise at both of the sites.

According to New York City CEPO-CEQR Noise Standards, the peak hour L_{10} at both of the sites is marginally unacceptable.

TABLE III.C-12

Existing Noise Levels Off Island: Piers 7 and 8, Brooklyn

Site	Distance from road	Start Time	L_{eq} (dBA)	L_{10} (dBA)	L_{90} (dBA)	L_{max} (dBA)
AM Peak Hour Measurements						
5	37 feet	8:00	67.8	70.0	57.0	88.0
6	12 feet	8:22	72.7	75.0	64.0	88.0
PM Peak Hour Measurements						
5	37 feet	5:00	67.2	70.0	55.0	81
6	12 feet	5:22	70.1	72.0	62.0	90
* Hourly PCEs were calculated by multiplying 20-minute traffic counts by three.						

10. Energy

On-Island

The amount of energy consumed annually is referred to as operational energy. Operational energy consumption includes energy used for heating, cooling, fans, water heating, lighting, power, and auxiliaries. For details on energy providers refer to Section III.C.5, *Infrastructure*. Operational energy for Governors Island has been drastically reduced since the closure, as the buildings on the southern portion of the island, south of Division Road, have had the heat shut off, with the systems drained and secured. The majority of the buildings on the northern portion of the island are being maintained in accordance with the Historic Landmark District Maintenance Plan, with utilities reduced to a maintenance level to prevent damage to the structures. Heat has been reduced to approximately 60°F, and heat sensors have been installed to ensure heat is maintained at the required level. In general unneeded utility lines have been capped off throughout the island, hot water heaters have been emptied, and air conditioners have been closed down. Water lines and branches have been filled and pressurized and reservoirs have been filled for fire suppression.

Operational energy is calculated in British Thermal Units (BTUs) per year. One BTU is the quantity of heat required to raise the temperature of one pound of water one degree Fahrenheit. According to recent meter readings for gas and electricity, the annual BTUs required to operate the island in its current state is approximately 6.4×10^9 BTUs (61,700 cubic feet) for gas and 5.1×10^9 BTUs (1,497,600 kWh) for electricity, for a total of 11.5×10^9 BTUs.

Off-Island

Operational energy usage off-island is minimal, and would only include operation of the ferry terminal in lower Manhattan. Operation of the ferry terminal requires approximately 3.7×10^7 BTUs per year.

Since there is no existing ferry terminal at Brooklyn Piers 7 and 8, or any other support service for Governors Island, there is no existing operational energy usage in the Brooklyn study area.

D. SOCIOECONOMIC CHARACTERISTICS

1. Socioeconomic Conditions

Population And Housing

On-Island

Until Governors Island was closed in August 1996, it was estimated that approximately 4,000 military personnel and their dependents lived there. However, according to 1990 census figures, Governors Island (which constitutes all of Manhattan census tract 5) contained a total of 2,813 persons. There are no residents on the island presently. A total of 30 Coast Guard daytime employees commute to the island daily. They perform maintenance and maintain security on the island.

Governors Island has a daytime weekday population of approximately 55 Coast Guard employees, with no residents on site. All of the existing 803 family-housing units and 437 single-person units on the island are vacant.

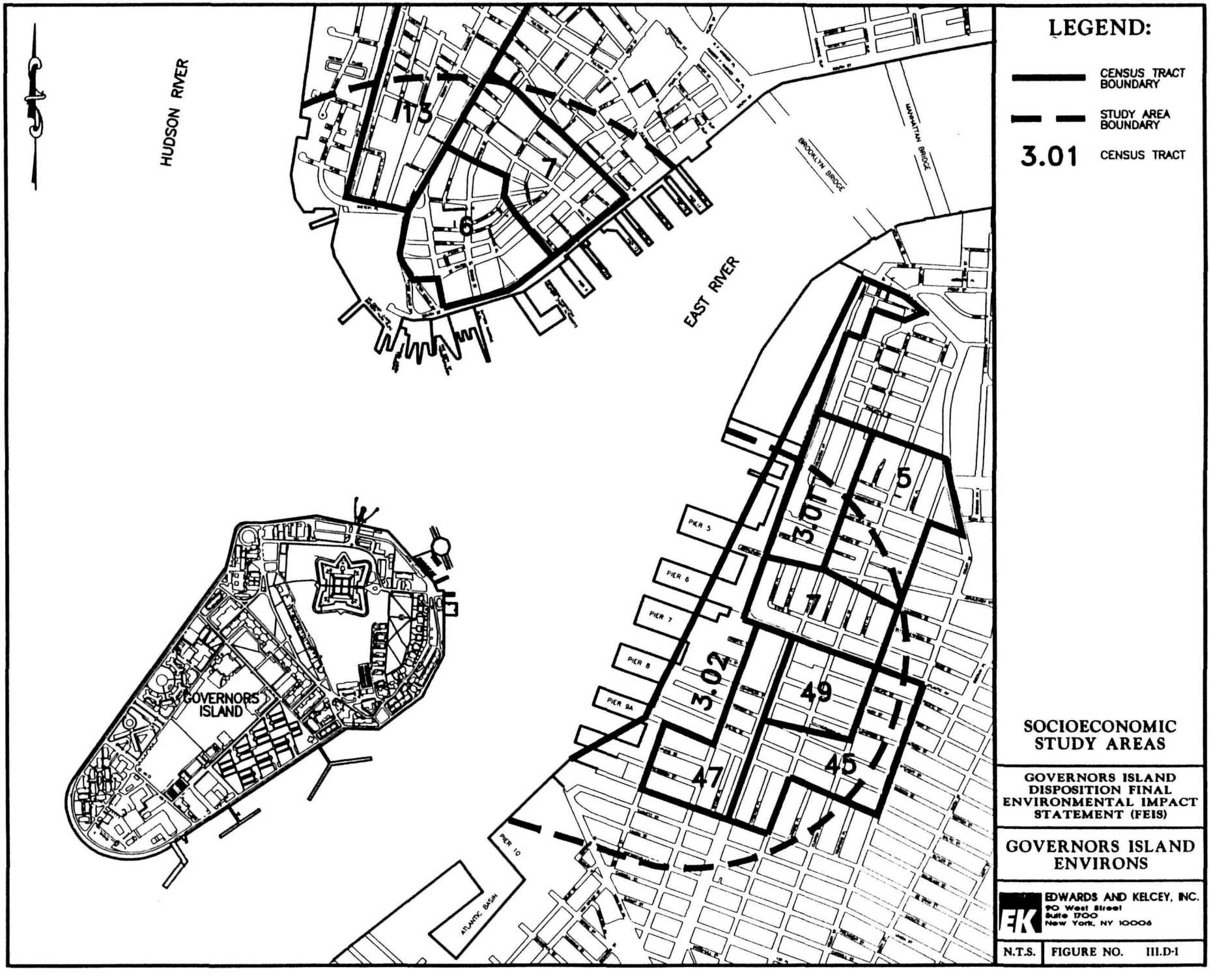
Off-Island—Manhattan

The Manhattan study area has the Battery Maritime Building and associated slips 6 and 7 as its focal point. The Battery Maritime Building is occupied during the day by a small number of employees who work in the city offices within the building. Several people are employed by the Coast Guard to provide ferry service for Governors Island. There is no resident population at this building. The Battery Maritime Building contains no housing.

Population in the Manhattan study area surrounding the Battery Maritime Building, which includes census tracts 7, 9 and 13, totaled 941 people in 1990 (see Figure III.D-1). Reflecting the number of offices in the study area, an estimated 219,185 workers commute to the study area every day. Contrasted to the dense office development in this part of lower Manhattan, there are few residences there. Only 246 residents were added to the study area for the decade between 1980 and 1990 (see Table C-20, located in Appendix C). Based upon population estimates, there are 169 more people living in the three combined census tracts in 1997 than in 1990. In census tract 7, the area surrounding Wall Street, population declined by 62 percent between 1980 and 1990. The study area is within Manhattan Community District 1, which encompasses lower Manhattan south of Canal Street with the exception of Chinatown. The population in Community District 1, which was 15,918 people in 1980, grew by 59.4 percent to 25,366 people in 1990. In the study area, population increased by 35 percent during those years. These increases surpass the overall growth rate for Manhattan of 4.1 percent and for the City as a whole, which grew by 3.5 percent between 1980 and 1990. The growth rate in Community District 1 was the highest among the 59 Community Districts in the City, continuing the trend of residential development between 1970 and 1980, when the population in the District grew by 100.2 percent.

In 1997, population estimates indicate that 169 people were added to the Manhattan study area—an increase of 18 percent over the 1990 population. Of the three census tracts in the study area, it is estimated that census tract 9 experienced the greatest amount of growth, with a 36 percent increase over 1990.

In the study area and especially within each census tract, there is a pronounced absence of children and young adults. Within census tracts 7 and 13, no individuals below age 19 were recorded in the 1990 census. In addition, the census tracts in the study area show a smaller proportion of elderly persons than the City as a whole.



SOCIOECONOMIC STUDY AREAS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND ENVIRONS

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.D-1

In 1990, the study area contained 475 housing units. Census tract 9, at the tip of Manhattan, accounted for the largest share, with 280 housing units. Total housing units in the study area declined by 12 percent between 1980 and 1990, while population increased by 35 percent during the decade, indicating an increase in household size in each of the census tracts of Manhattan (see Table C-21 and C-22 in Appendix C). The trend towards larger household sizes was not confined to the study area, but also occurred in Community District 1, the Borough of Manhattan, and the City as a whole. Increases in household size also account for population increases in census tract 13, where the number of total housing units decreased by 15 percent but population increased by 119 percent.

Since 1990, no new housing units have been recorded in either census tract 7 or 9. Census tract 9 lost 3 units, despite an estimated increase in population, once again attributable to an increase in the average household size from 1.55 in 1990 to 1.58 in 1997.

Off-Island—Brooklyn

Located in the Red Hook Marine Terminal, Brooklyn's Piers 7 and 8 contain storage warehouses leased by the Port Authority, as well as a parking lot under lease by the Port Authority to the Long Island College Hospital. This area has been designated a Significant Maritime/Industrial Area by the Department of City Planning due to the nature of these facilities and the number of maritime-related jobs in the larger Red Hook Marine Terminal. The Brooklyn project site contains no residential housing units and no resident population.

Population in the Brooklyn study area surrounding Piers 7 and 8, which includes census tracts 3.01, 3.02, 5, 7, 45, 47 and 49, contained 21,517 residents in 1980 and 21,121 residents in 1990. This represents a decline of 2.05 percent during the decade, in contrast to Brooklyn and Manhattan, where the population grew by 3.1 percent and 3.5 percent, respectively. The decline is more representative of the Red Hook, Cobble Hill, and Park Slope neighborhoods encompassing Brooklyn's Community District 6, where population declined by 7.3 percent during the decade between 1980 and 1990.

Between 1980 and 1990, most census tracts within the Brooklyn study area lost population, except for census tracts 3.01, 3.02, and 47 (see Table C-20). Census tract 3.01, which is located north of Joralemon Street, gained 510 persons (a 10 percent increase), census tract 3.02 near the Brooklyn Piers gained 263 persons (an increase of 584 percent), and census tract 47 had no change. Population losses were greatest in census tract 7, located immediately north of Atlantic Avenue, which lost 672 people (a decline of 18 percent during the decade).

The current (1997) population estimates indicate 140 additional people in the study area, or an increase of one percent from 1990. Despite no change in population between 1980 and 1990, census tract 47, located north of DeGraw Avenue, is estimated to have experienced the largest population increase in the study area between 1990 and 1997 by gaining 119 new people (a 22 percent increase). Census tract 7, reversing a trend where population declined between 1980 and 1990 by 18 percent, is estimated to have increased by 4 percent (104 additional people) by 1997. These estimates indicate a reversal in previous population declines in the Cobble Hill area, which generally encompasses census tracts 45, 47, and 49.

The age characteristics of the individual census tracts which comprise the study area indicate the predominance of a young adult population. Almost 50 percent of the study area's population is between 25 and 44 years old. The proportion of elderly or very young persons in this study area is smaller than that of Community District 6 in Brooklyn, the Borough of

Brooklyn, or the City, where the very young comprise about seven percent of the overall population.

In 1990, the Brooklyn study area contained 11,224 housing units. Between 1980 and 1990, total housing units declined by nine percent in the study area overall, for a loss of 1,103 units (see Table C-22 in Appendix C). This exceeds housing unit loss in Brooklyn Community District 6, where the total number of housing units declined by one percent.

Since 1990, 79 new housing units have been added to the study area. Of the 79 new units, 72 new housing units were added to census tract 47, whereas only 7 new units were added to census tract 7. Both census tracts were estimated to have gained population since 1990. There were insignificant losses in housing units in the other census tracts in the study area, such as a loss of 2 units in census tract 45.

The study area indicates a significant proportion of renters contrasted to owners in the area (see Table C-23 in Appendix C).

In the Brooklyn study area, approximately 56 percent of the residential buildings consist of ten units or more (see Table C-24 in Appendix C). Approximately 20 percent of the buildings contain 2 to 4 units. Almost a quarter of the buildings in the study area contain 50 units or more. Compared to Community District 6, the percentage of buildings with one- or two-family dwellings is lower and the presence of large buildings (that is, buildings with more than 50 units) is substantially higher in the study area. In Brooklyn, the housing types are more evenly distributed than in the study area or the individual census tracts.

Economic Conditions. This section provides a general profile of the economic base of the study area. Included in this profile are the economic activities that characterize the area's businesses and employment, such as the Containerport located on Pier 8. Notable recent trends in commercial development and employment are also considered.

On-Island

The revenue which the Coast Guard contributed to the City's local economy in the form of construction costs, maintenance costs and consumer spending during the Island's full operation as a Coast Guard facility was substantially diminished by the Island's closure in 1996. At the present time, the contribution of Governors Island to the study areas' and the City's economy is minimal, confined to the relatively small amount of money spent to maintain and secure the buildings and facilities on the island, and to pay the ~~30~~ 57 personnel employed by the Coast Guard to carry out such duties.

Off-Island—Manhattan

The Battery Maritime Building is devoted to office space for the New York City Department of Transportation (NYCDOT), with Maritime slips 6 and 7 formerly used by ferries traveling to Governors Island. At the present time the ferries do not operate on a schedule. Smaller Coast Guard vessels are used as needed to transport the 30 Coast Guard employees and official visitors to and from the island.

The overall Manhattan study area contains offices, retail stores and restaurants that cater to over 200,000 people who work in this area of downtown Manhattan every day. There are also thousands of tourists who visit the museums and special attractions that Lower Manhattan has to offer. The small number of residences in the area are served by a limited number of neighborhood stores and supermarkets.

The larger downtown Manhattan office market contains more than 20 million square feet of office space. Lower Manhattan vacancies, at about 19 percent in 1996, are relatively high, but recent reports have shown increased leasing activity. In

response to declining rental rates, downtown office vacancy levels are expected to decrease. The Residential Conversion Tax Exemption Program provides incentives for the conversion of older office buildings to residences. This has already started, but with the return of a strong market for office space, such conversions may not continue in the future. In line with the conversion tax incentive and stronger office market, existing vacant office space is expected to be absorbed by the market, and lower vacancy rates in the downtown can be expected.

Off-Island—Brooklyn

Brooklyn Piers 7 and south (from Atlantic Basin to Kane Street) are identified as the Red Hook Container Port and are under the jurisdiction of the Port Authority of New York and New Jersey. Piers 7 and 8 contain break-bulk operations. There is also storage space for containers of cocoa, coffee, and lumber. These piers are part of the larger Red Hook Significant Maritime Industrial Area recently designated by the Department of City Planning in their Comprehensive Waterfront Plan. On Piers 7 and 8, the storage facilities have direct access to the waterfront, as is required for ship-borne deliveries. The upland portion of the pier, to Columbia Street, is leased to the Long Island College Hospital on a month-to-month basis for parking.

The Brooklyn study area is predominantly residential. The retail establishments which are concentrated along Atlantic Avenue predominantly serve neighborhood residents. Another retail area, located immediately outside the study area, is also supported predominantly by neighborhood residents. Businesses in the study area employ a total of 14,000 people.

The greatest concentration of jobs is located in census tract 49, with 4,724 jobs, and in census tract 5, with 3,456 jobs. Census tract 3.02, along the industrially-zoned waterfront, contains the third largest concentration of jobs, with 2,905 workers. On the west side of the study area, west of Furman Street and the Brooklyn-Queens Expressway, are the Brooklyn Piers, the largest concentration of industrial activity in the study area. The larger Brooklyn Piers area (the pier area extends southward beyond the study area) includes 45 firms providing 933 industrial jobs and 39 firms providing 109 non-industrial jobs, of which the Container Port accounts for the largest share.[1] Currently, the market for industrial space in Brooklyn is fairly strong, with the exception of large buildings in excess of 100,000 square feet. For the remainder of the industrial market, prices have started to rise more rapidly since available smaller-size industrial buildings are being absorbed more quickly.

2. Land Use, Zoning, and Public Policy

Land Use

The *Governors Island Land Use Study* contains specific information on the former use of each building on the island at the time of USCG occupation, as well as age, height, construction type, condition, code compliance, architectural significance, views, suitability for additions, eligibility for demolition and reuse potential. The land use descriptions included in this section were gathered from this resource and confirmed on site visits to the island.

On-Island

The 172 acres which comprise Governors Island have been developed into a wide variety of uses. The pattern of development which has occurred over its more than 200-year history has often been compared to a small town. The original portion of the island, comprising 69 acres and located north of Division Street, contains a mix of integrated and varying land

[1] (NYS Department of Labor ES202 Covered Employment Data, calculations by the Department of City Planning).

uses. The southern portion of the Island, comprising 102 acres, and constructed from fill material resulting from construction of the Lexington Avenue subway, is generally clustered by use with a stronger industrial and residential focus. Throughout, the pattern of development is at a relatively low density for an urban setting. Building coverage on the island is approximately 13 percent, with roads and open space comprising the remaining 87 percent. The scale of the buildings themselves is also of a smaller magnitude, with the majority of the buildings on the island rising one or two stories, and none of the buildings in the historic district being over five stories.

The history of the island has shaped its development patterns. The 49 buildings built on the island before 1917 are clustered in the northern section of the island, while the 121 buildings constructed after 1917 are primarily on the southern end of the island. As reported in the *Governors Island Land Use Study,* 90 percent of the island's buildings were found to be in excellent to good condition. Buildings on the island were constructed with an exemption from New York City Building Codes and may not comply with the Americans with Disabilities Act (ADA). As a result, it was also found that 68 percent of buildings on the island do not comply with codes for reasons such as lack of an elevator, lack of ramps, and dead-end corridors.

The use of buildings on Governors Island at the time of the Coast Guard occupation have been categorized into the following land uses, depicted in Figure III.D-2 on the following page and Table C-25 (see Appendix C):

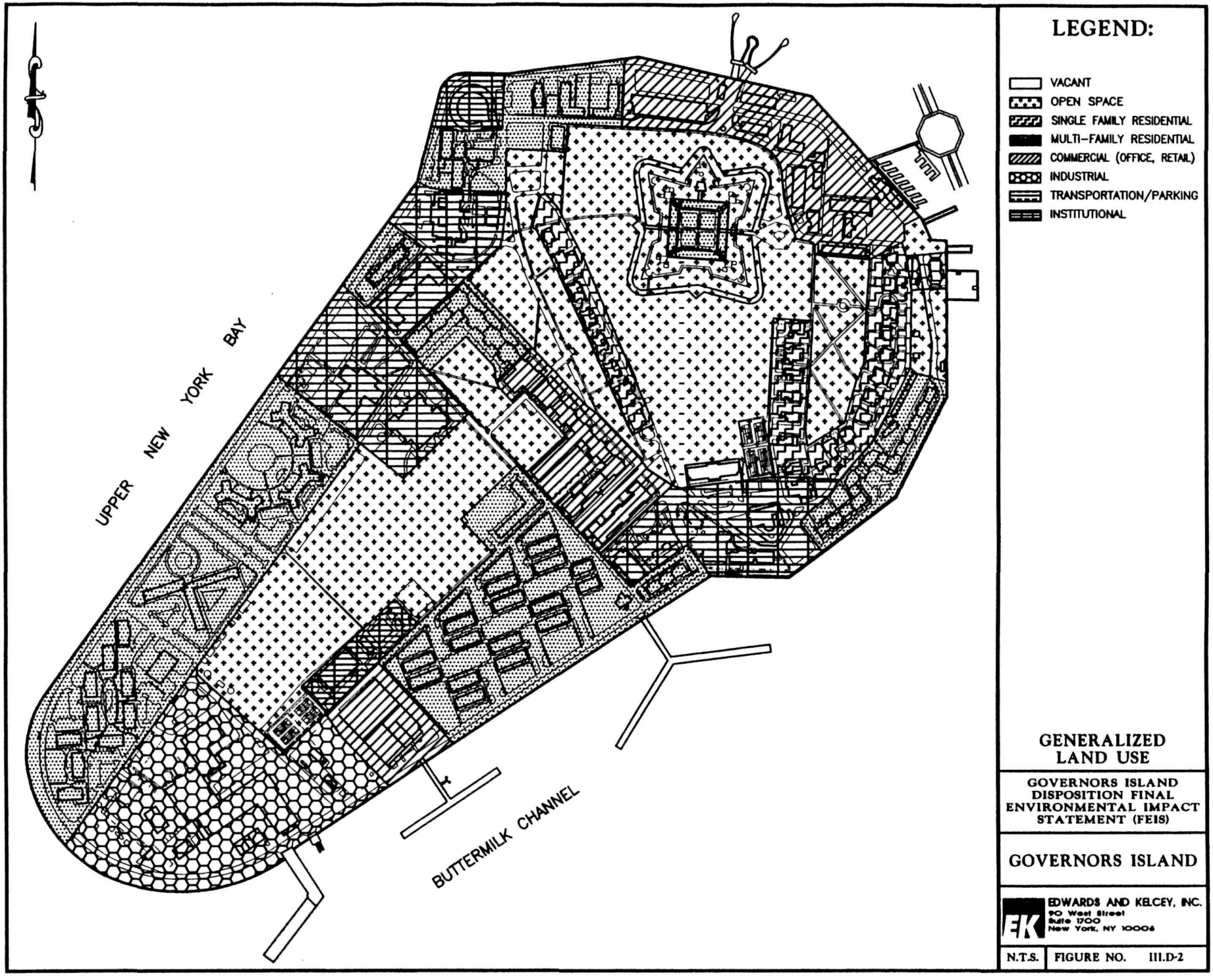
- Residential
- Community Facilities
- Office
- Commercial
- Industrial/Storage

Residential. Housing comprises more than 50 percent of the building floor area on Governors Island. At its peak, housing was provided for approximately 4,000 USCG personnel and their families. Residential units include a range of single-family, two-family, three-family, four-family and multi-family apartment buildings. All of the single-, two-, three- and four-family housing units are found on the northern part of the island within the historic district (see Table C-26 in Appendix C).

Nolan Park and Colonel's Row are two clusters of historic single- and two-family homes in this part of the island. Several of the older buildings in the historic district have been converted to multi-family dwellings, including such historic buildings as Fort Jay. The majority of the multi-family apartment buildings are on the southern part of the island. These buildings are clustered into three multi-family apartment complexes, made up of 594 units of 2-,3-,4-, and 5-bedroom apartments. The tallest structure on the island, Building 877, is an 11-story multi-family apartment building on the western edge of the island's southern half.

Community Facilities. The large number of former residents on Governors Island supported a number of community facilities located throughout the island. Described in more detail in Section III.C.1, *Community Facilities,* these uses make up 12 percent of the building area on the island. The facilities include a school, day care center, firehouse, a newly renovated medical facility, a dining hall, officers club, theater, recreation centers (bowling alley, gymnasium) and houses of worship.

Office. Administrative functions for the Coast Guard were housed in several office buildings. These uses are located primarily in the historic district east of the ferry docks on the northern end of the island.


LEGEND:
VACANT
OPEN SPACE
SINGLE FAMILY RESIDENTIAL
MULTI-FAMILY RESIDENTIAL
COMMERCIAL (OFFICE, RETAIL)
INDUSTRIAL
TRANSPORTATION/PARKING
INSTITUTIONAL
UPPER NEW YORK BAY
BUTTERMILK CHANNEL
GENERALIZED LAND USE
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. III.D-2

Commercial. Several commercial uses are located on the island as well. These uses include a motel located in the historic district, as well as a retail development on the southeastern section of the island containing the commissary and a fast food restaurant, among other commercial establishments.

Industrial/Storage. Industrial and storage uses are located primarily on the southeastern part of the island. The five large industrial buildings on the southeast section of the island comprise 12 acres, and were used primarily for vehicle maintenance and storage, and buoy maintenance operations.

Parking Structures. All of the enclosed parking structures are located on the northern end of the island, adjacent to many of the residential uses located in Nolan Park and Colonel's Row.

Open Space. In addition to the built environment, a significant portion of the island is used for open space purposes. In the historic landmark district in the northern section, significant open space areas include the former parade grounds around Fort Jay, which are now developed as a nine-hole golf course, as well as Nolan Park and Colonel's Row Park.

Development on the southern portion of the island surrounds a large open space area which contains approximately 20 acres devoted to recreational pursuits, including ball fields, paved courts and a swimming pool. Open space areas are discussed in more detail in Section III.C-2, *Open Space.*

Off-Island—Manhattan

Generalized land use in the area surrounding the existing ferry debarkation point at the Battery Maritime Building in Manhattan is depicted in Figure III.D-3. The debarkation point at the Battery Maritime Building on the southeast tip of Manhattan contains both transportation and office uses, similar to most of the surrounding waterfront area south of South Street. The Battery Maritime Building is owned and operated by the New York City Department of Transportation (NYCDOT). The tip of Manhattan to the west is dominated by an open space land use, Battery Park, as well as a few accessory parking lots and some vacant land[2].

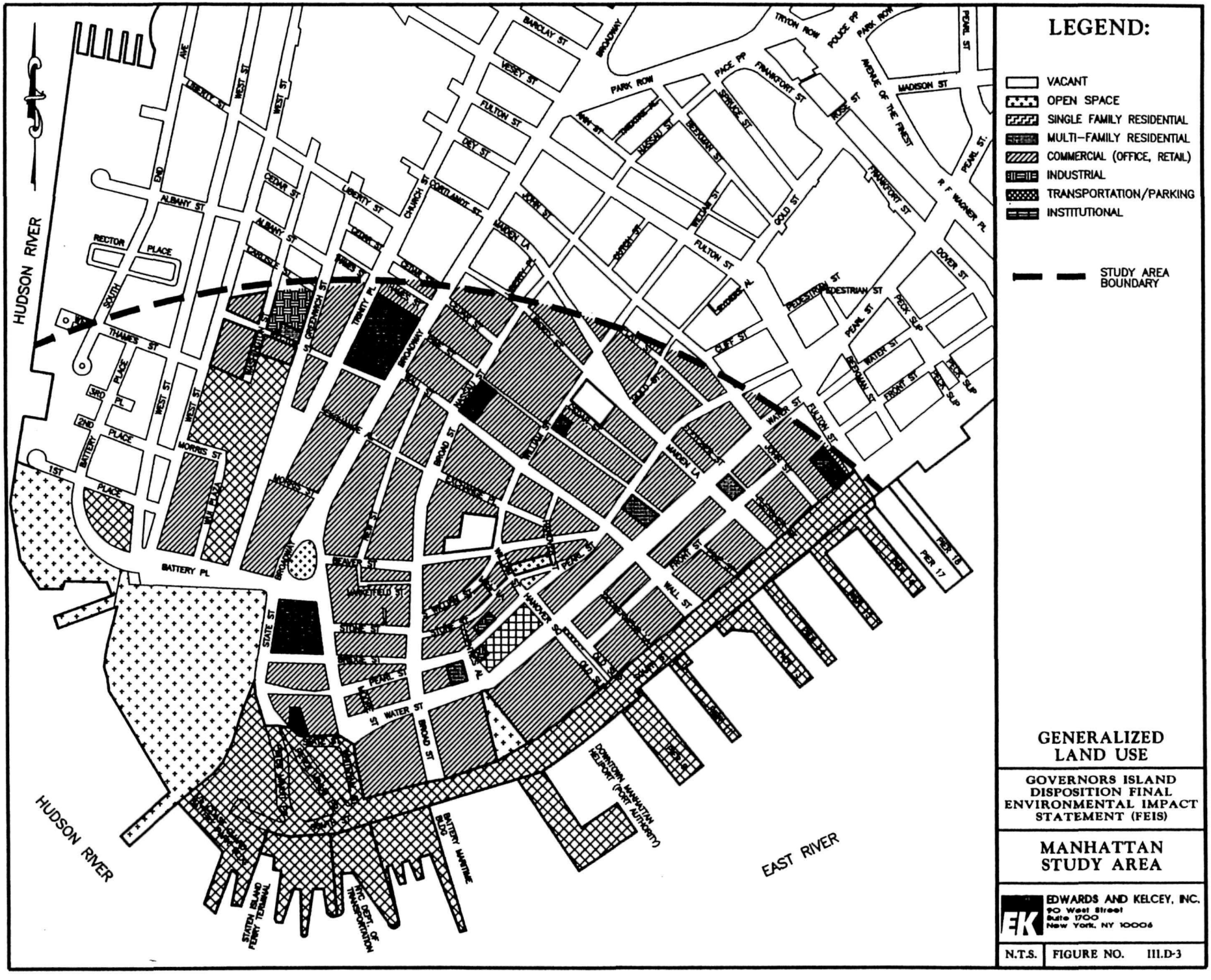
Office buildings are by far the predominant land use in Lower Manhattan; historically the area has contained very little resident population. This trend has changed somewhat over the past two decades - in 1970 there were 833 residents living south of Chambers Street, while by 1990 this number had jumped to 14,000. Today, 80 percent of Lower Manhattan's residents live in the 32 apartment buildings constructed since 1970.

Residential. Half of Lower Manhattan's population lives in Battery Park City. Some of the remaining increase in residential housing is accounted for by the conversion in the 1980s of many 19th Century offices and warehouses into apartment and loft dwellings. The primary residential neighborhoods in Lower Manhattan are:

- Battery Park City (northwest of the study area)
- Southbridge Towers-South Street Seaport area (northeast of the study area)
- South Tribeca between Murray and Chambers (north of the study area)
- Coenties Slip-Hanover Square (within the southeast part of the study area)

Commercial and Office Uses. The core of the commercial and office district is the Lower Manhattan financial district, which has

[2] Land use for the off-island areas was obtained from NYC Department of City Planning land use maps. Land uses on these maps were confirmed through site visits conducted on 1/28/98 and 2/23/98.



GENERALIZED LAND USE

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.D-3

traditionally been bounded by Maiden Lane to the north, Beaver Street to the south, Pearl Street to the east, and Broadway to the west. North of the financial district is the civic center district. In the 1960's construction around the periphery of these areas expanded, including the World Trade Center and the buildings in the Water Street corridor. Another significant increase in office space occurred in the 1980s with the construction of the World Financial Center in Battery Park City.

Retail. Retail in the study area is primarily comprised of ground-floor commercial uses, including specialty retail, eating and drinking establishments, convenience retail, and financial services. The major destination retail areas in Lower Manhattan are located just outside the study area boundaries at the World Trade Center, South Street Seaport and World Financial Center.

Industrial/Storage. A limited number of automotive storage and service parking lots are scattered throughout the study area, the most significant of which is located beneath FDR Drive. An additional significant transportation use in the study area is the entrance to the Brooklyn Battery Tunnel at West Street.

Institutional and Vacant Uses. Institutional uses in the study area include Trinity Cemetery and the Museum of the American Indian in the former U.S. Custom House, both on Broadway. Open space areas include Vietnam Veterans Plaza and Bowling Green. The only significant vacant parcels in the study area are both on William Street at Liberty and Beaver Streets.

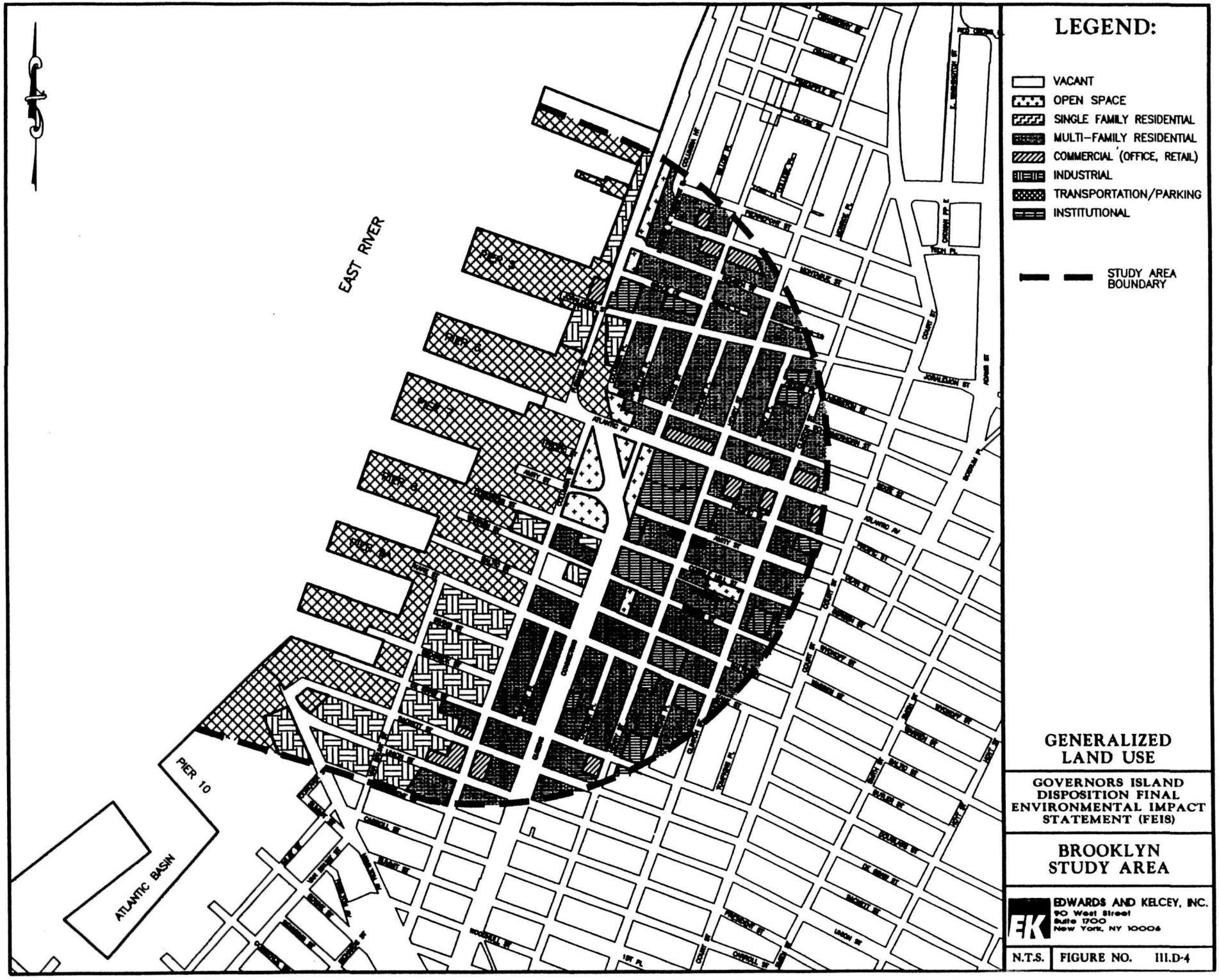
Just beyond the reaches of the study area are several notable New York City developments, including Battery Park City, the World Trade Center, City Hall, Federal Plaza, and the Brooklyn Bridge anchorage.

Off-Island—Brooklyn

Land use in the area surrounding Piers 7 and 8 in Brooklyn is depicted in Figure III.D-4. The study area contains three distinct sections in terms of the land use pattern, physically separated by major roadways which form barriers between the areas—the waterfront area between the shoreline and the BQE; the Cobble Hill neighborhood, east of the BQE, west of Court Street, and south of Joralemon Street; and the Brooklyn Heights neighbor hood, north of Joralemon Street and along the waterfront.

Residential. East of the waterfront industrial area along the piers in Brooklyn, the study area is primarily residential. The block south and east of the Piers 7 and 8 area contains multi-family residential uses. Much of the inland area to the south of Piers 7 and 8 and west of the BQE contains residential neighborhoods consisting primarily of walk-up multiple-family housing. This neighborhood, whose character is similar to other areas of Brooklyn to the east and north, has been both physically and visually separated by the BQE from the rest of Brooklyn to the east. The residential neighborhood east of the BQE is comprised mainly of multiple-family walk-up development. Similarly, the residential development north of Joralemon Street is characterized by walk-up multiple residences. This area is the part of the Brooklyn Heights neighborhood.

Commercial and Office Uses. Neighborhood commercial uses for residential areas west of the BQE are clustered primarily along Columbia Street. East of the BQE, Atlantic Avenue is a heavily-traveled commercial corridor which forms a barrier between the Pier 7 and 8 area and the neighborhood to the north. To the north, the Brooklyn Heights neighborhood portion of the study area includes a part of Montague Street, which is a main commercial and office corridor in this area.


EAST RIVER
PIER 10
ATLANTIC BASIN
LEGEND:
VACANT
OPEN SPACE
SINGLE FAMILY RESIDENTIAL
MULTI-FAMILY RESIDENTIAL
COMMERCIAL (OFFICE, RETAIL)
INDUSTRIAL
TRANSPORTATION/PARKING
INSTITUTIONAL
STUDY AREA BOUNDARY
GENERALIZED LAND USE
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
BROOKLYN STUDY AREA
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. III.D-4

Community Facilities. The residential neighborhood west of the BQE is also separated from neighborhood community facilities, which are located east of the BQE. This neighborhood supports many institutional uses, including several schools and churches. A significant institutional development in the area is the Long Island College Hospital on Atlantic Avenue, which covers several blocks and has many associated institutional uses scattered throughout this area. The neighborhood north of Joralemon Street also supports several institutional uses, including several churches.

Industrial/Storage. Industrial development in the Brooklyn study area is primarily located along the waterfront. The pier area is used for a variety of businesses involved in industrial, warehouse and storage uses. This use generally dominates the first block inland from the piers.

Transportation. The waterfront area in this part of Brooklyn is dominated by transportation uses, as the shore is lined with piers which are generally used for shipping. Other transportation uses in the area include the parking lot adjacent to Piers 7 and 8, currently in use as overflow parking for Long Island College Hospital. Several other smaller parking lots are scattered throughout the study area, particularly in the vicinity of Long Island College Hospital. Another significant transportation use is the on/off ramps to the Brooklyn-Queens Expressway (BQE) located across Columbia Street from Piers 7 and 8.

Open Space. Van Voorhees Park, located across Columbia Street from Piers 7 and 8, is an open space park and recreation area in close proximity to the proposed site. A significant open space feature located along the waterfront in the upper reaches of this part of the study area is the Brooklyn Heights Promenade, renowned for its views of the Manhattan skyline. Other smaller neighborhood parks and playgrounds are scattered throughout the study area and are discussed in more detail in Section III.C-2, *Open Space.*

Zoning

The *Governors Island Land Use Study* was used to collect information on the zoning on Governors Island. This information was confirmed using the City of New York Zoning Resolution as well as discussions with the New York City Department of City Planning.

On-Island

Under the New York City Zoning Resolution, Governors Island is zoned entirely as "R3-2." This designation indicates a residential district, with the following requirements:

- maximum Floor Area Ratio (FAR) of 0.5
- minimum required open space of 65 percent
- zero lot line buildings not permitted
- 15 foot minimum front yard
- 8 foot minimum side yard
- 30 foot minimum rear yard
- maximum perimeter wall height of 21 feet
- maximum roof ridge line of 35 feet

Many of the structures on Governors Island meet these zoning requirements. One clear exception is the 11-story multi-family apartment building on the southwestern edge of the island. There are no mapped city streets on Governors Island. In addition, there are restrictions on waterfront properties under the New York City Zoning Resolution. These restrictions are described in detail in Section III.D-3, *Waterfront Planning and Zoning.*

In comparison to lower Manhattan, Governors Island has been developed at a relatively low density. For example, if the island

were considered to be one zoning lot, its 7,518,815 square feet (172 acres) containing 2,885,852 square feet of total building area would have a floor area ratio (FAR) of 0.38. The allowable FAR for this zone is 0.5 (3,759,408 square feet), considerably more dense than present development on Governors Island.

Off-Island—Manhattan

The Battery Maritime Building in Manhattan is located within the M1-4 zoning district, intended for light industrial uses (see Table C-27 in Appendix C). In this study area, the M1-4 district generally extends from the pierhead line to South Street along the waterfront and includes the area around the Battery Maritime Building, Whitehall Ferry Terminal, and the Coast Guard Marine Inspection Office. Ferry dock uses are among the types of light industrial uses permitted in this area. This type of zoning has strict performance standards for noise, vibrations, and smoke, and requires enclosed industrial activity. The M1-4 zone is located mainly in the Manhattan Central Business District (CBD) and is exempt from parking requirements. The Floor Area Ratio (FAR) for this zone is 2.0.

The entire remainder of the study area is zoned for commercial uses (see Figure III.D-5). A wide range of local retail and service uses are permitted in C2 districts; however, they are limited to one or two floors. The FAR for the C2-8 district is 2.0.

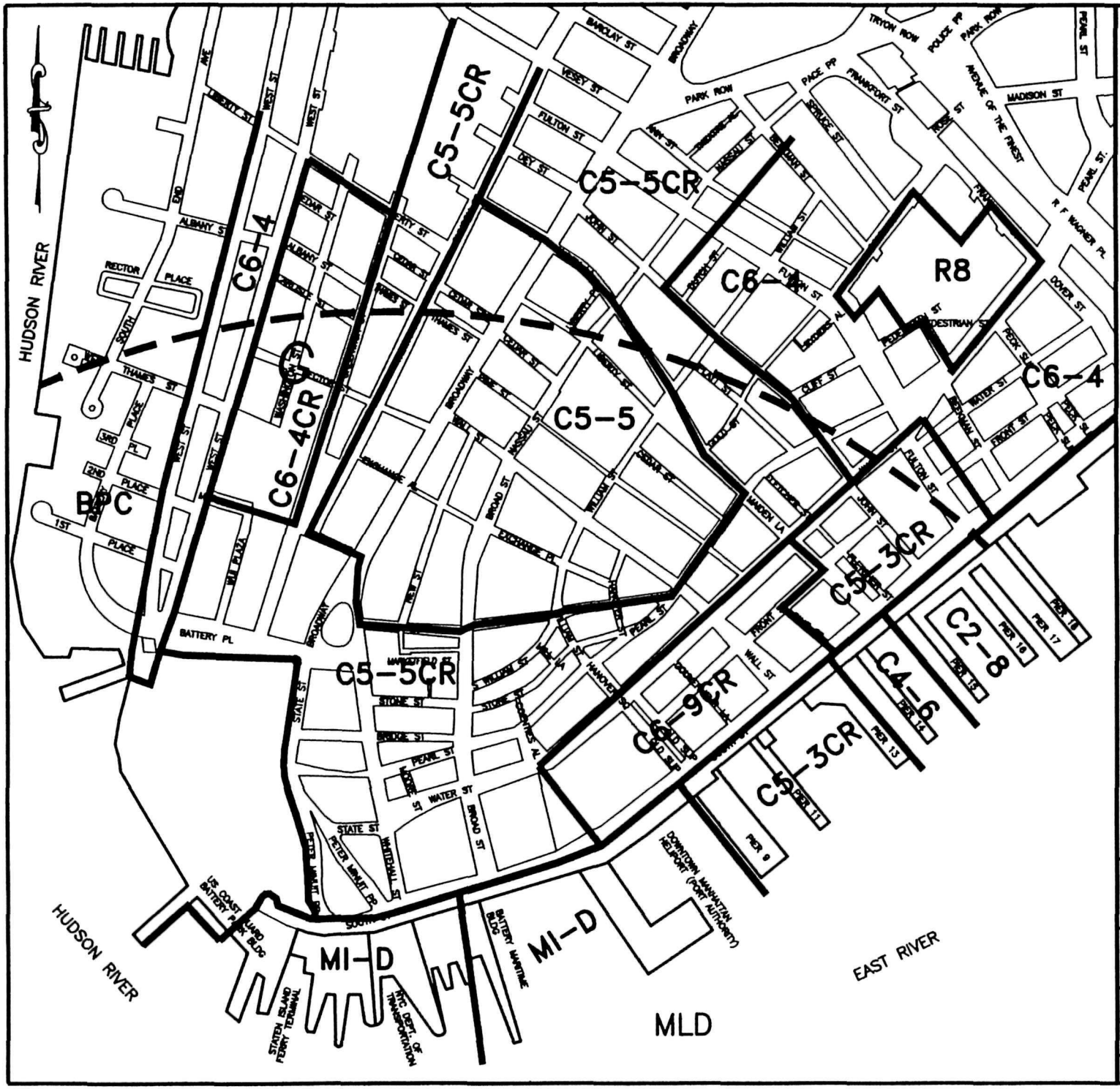
Department stores, theaters, and other commercial uses that serve a large area are permitted in C4 zoning districts. C4-6 zoning districts are generally used for shopping centers and offices located in densely built areas. The FAR for the C4-6 district is 3.4.

Areas in a C5 zoning district are typically developed with department stores, large office buildings, and mixed use buildings with residential space above office or commercial floors. Uses in these areas generally serve the metropolitan area and often have continuous retail frontage. This study area contains zones which are considered high bulk commercial districts - the C5-3 zone has a FAR of 15.0 and the C5-5 zone has a FAR of 10.0. This commercial core is zoned for the city's highest allowable commercial density.

High bulk commercial uses in a central location, such as corporate headquarters, large hotels, entertainment facilities, and retail stores, are zoned C6. In the Manhattan study area, there are C6-4 and C6-9 zoned districts. The C6-4 zoning is for medium bulk office districts with a FAR of 10.0. The C6-9 zoning is for high bulk office districts with a FAR of 10.0.

There are also four special overlay districts in the study area which were implemented to achieve area-specific planning objectives. These are:

- The Special Greenwich Street Development District (G) established in 1971 for improved pedestrian and vehicular circulation and to encourage new retail establishments.
- The Special Manhattan Landing Development District (MLD) established in 1973, was created to encourage mixed use development and public access in this area of the waterfront.
- The Special South Street Seaport District (S) established in 1972, sought to preserve a group of low-rise historic buildings by allowing transfer of development rights; it has developed since into shops, restaurants, and other after-office hours uses.
- The Special Battery Park City District (BPC) established in 1969 to control building design and development in Battery Park City.



LEGEND:

M – MANUFACTURING

C – COMMERCIAL

R – RESIDENTIAL

STUDY AREA BOUNDARY

ZONING DISTRICTS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.D-5

Off-Island—Brooklyn

Piers 7 and 8 in Brooklyn are located within the M2-1 zoning district, intended for medium performance industrial uses (see Figure III.D-6). In this study area, the M2-1 district generally extends from the pierhead line to the first street paralleling the shoreline (Columbia Street, Furman Street and Van Brunt Street.) Uses permitted in this zone include general industrial uses with performance characteristics less desirable that those permitted in M1 districts, as well as most commercial uses. The floor area ratio (FAR) for this zone is 2.0. Docks for vessels are permitted as-of-right in this zone (see Table C-28 in Appendix C).

Moving inland from the M2-1 zone, an area bounded by Van Brunt Street and Columbia Street is zoned M1-1, as is a pocket on Tiffany Place and an area between Columbia Street, the BQE, Congress Street, and Baltic Street. M1-1 permits light industrial uses such as bottling plants or wholesale service facilities, all commercial uses, and certain community facility uses. Residential development is generally not permitted. Uses typically found in this zone are similar to those permitted in M2-1; however, due to its proximity to residential areas, the zone has stricter performance standards for noise, vibrations and smoke, and requires enclosed industrial activity. The FAR for this zone is 1.0.

Beyond the M2-1 and M1-1 zones, the study area is dominated by R6 residential zoning. The R6 district is zoned for medium density residential development. R6 development is typically between three and twelve stories, and the FAR can range from 0.78 to 2.43. The far northeast edge of the study area includes an R7-1 zone, zoned for medium density apartment houses.

A special overlay district is found in this study area, SV-1. SV-1 is the Special Scenic View District, located west of the Brooklyn Heights Promenade. It is intended to protect the waterfront views of the river, the Lower Manhattan skyline, Governors Island, the Statute of Liberty, and the Brooklyn Bridge. No structures are allowed to penetrate the view plane, except by special permit from the City Planning Commission.

Public Policy

Many public policies and plans in the metropolitan area have broad reaching effects. The following policies and plans, described below, could potentially relate to Governors Island:

- *Plan for the Revitalization of Lower Manhattan*
- *Local Waterfront Revitalization Program*
- *Special Regulations Applying in the Waterfront Area*
- *New York City Comprehensive Waterfront Plan*

Plan for the Revitalization of Lower Manhattan (1994). This plan was written in response to increasing job losses, decreasing assessed valuations, and increasing vacancy rates at that time. It identified the critical issues for Lower Manhattan's future and recommended a series of actions. These recommendations are grouped into a tax benefits plan, a transportation plan, an historic preservation plan, and a planning and zoning plan. The Plan recommended conversion of underutilized office space for residential use. This recommendation led to two zoning text amendments in 1995 and 1996 to accommodate this change. Another recommendation of the Plan, the creation of a new special district for Lower Manhattan, has led to the proposed zoning text and map amendment, discussed in Chapter IV.D-4, Baseline 2002, *Land Use, Zoning and Public Policy.*

Local Waterfront Revitalization Program. The Federal Coastal Zone Management Act of 1972 established coastal zone management to support and protect the distinctive character of the waterfront and set forth standard policies for reviewing



ZONING DISTRICTS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA

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Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.D-6

proposed development projects along coastlines. The Local Waterfront Revitalization Plan (LWRP) for the City of New York responds to these and New York State requirements for a local waterfront program. New York City's LWRP is comprised of 56 policies against which proposed waterfront developments must be analyzed. These are discussed in more detail in Chapter III.D-3, *Waterfront Planning and Zoning.*

Special Regulations Applying in the Waterfront Area. New waterfront zoning text was adopted in 1993, partially as a result of the recommendations of the Comprehensive Waterfront Plan. Under the New York City Zoning Resolution, there are additional restrictions on waterfront properties in "Article VI, Chapter 2, Special Regulations Applying in the Waterfront Area." The Waterfront Zoning Amendment does the following:

- introduces mandatory public access requirements and view corridors in most non-industrial developments
- encourages water-dependent and waterfront-enhancing uses (for example, ferries, marinas, recreation, enhancing commercial activities)
- ensures scale of development appropriate for the waterfront blocks through height and setback requirements
- regulates uses, bulk, and height on piers and platforms
- many of the specific controls exempt water-dependent and industrial uses

Waterfront zoning is discussed in more detail in Chapter III.D-3, *Waterfront Planning and Zoning.*

New York City Comprehensive Waterfront Plan. The Comprehensive Waterfront Plan (CWP) provides a framework to guide land use in ways that balance the multiple needs of natural resource areas, the working port, recreation, residential needs, and commercial activities. The CWP is a document which presents a vision for the waterfront for the 21st Century. This plan proposes waterfront zoning reforms to encourage a development mix, which were incorporated into the new zoning text adopted in 1993. The plan presents proposed redevelopment opportunities for each of the boroughs. In Manhattan, the recommendations revolve around improving public access and recreation on the waterfront (the "public" waterfront), while in Brooklyn the recommendations involved the water-dependent industrial uses (the "working" waterfront). The CWP is discussed in more detail in Chapter III.D-3, *Waterfront Planning and Zoning.*

3. Waterfront Planning and Zoning

Information contained in the Beyer Blinder Belle, *Governors Island Land Use Study* (March 1997) on existing waterfront development was used as an inventory. These descriptions of the waterfront conditions were confirmed on site visits.

Off-island waterfront conditions were gathered from New York City Department of City Planning, *Investing in the Waterfront: New York City's Waterfront Revitalization Program* (1997); Department of City Planning, *New York City Comprehensive Waterfront Plan: Reclaiming the City's Edge,* (1992); Department of City Planning, *Plan for the Brooklyn Waterfront,* (1994); Department of City Planning, *Plan for the Manhattan Waterfront,* (1993); Department of City Planning, *Plan for Lower Manhattan,* (1993). These descriptions were confirmed on site visits.

Other information on waterfront policies, plans and zoning was gathered from a variety of sources, including the Department of City Planning documents listed above and the New York City Zoning Resolution. These issues relate to both on-island and off-island development.

On-Island

Because Governors Island can only be reached by boat, its waterfront infrastructure is important to the character of both existing and future development. Waterfront structures include the seawall, piers, ferry slips and marinas (see Figure III.D-7).

Seawall. Governors Island is completely surrounded by a seawall which serves to break the force of waves from Upper New York Bay and Buttermilk Channel, and to protect the shore from erosion. A four-foot chain link fence is on top of the seawall. Constructed of large concrete block and rock rubble, the seawall was found to be in excellent condition by the *Governors Island Land Use Study*. The seawall is least effective on the western side of the southern portion of the island. Here the wave action at times washes over the seawall, causing flooding and depositing harbor debris onto the island. This has resulted in erosion of the soil and roadway, and in places, has caused sinkholes.

Piers. The piers on Governors Island were used for access, repair and storage of Coast Guard vessels and ferry boats and other ships and barges. There are three large piers on Governors Island, located along Buttermilk Channel on the southeast side of the island. The largest of these piers is located furthest to the north, Yankee Pier, which is "Y" shaped. This pier was primarily used to service large ships, and can accommodate dual-axle trucks up to 28 tons. Moving south is Tango Pier, which is "T" shaped. It was primarily used to service ferry boats and can only accommodate dual-axle trucks up to 10 tons. The two USCG auto and passenger ferries used on Governors Island are now docked at Tango Pier. Lima Pier is the furthest to the south and is "L" shaped. This was primarily used as a buoy depot pier and has a dual axle truck limit of up to 20 tons. All three piers are connected to the island's sewage, water and electrical systems. They were found to be in good condition by the *Governors Island Land Use Study*.

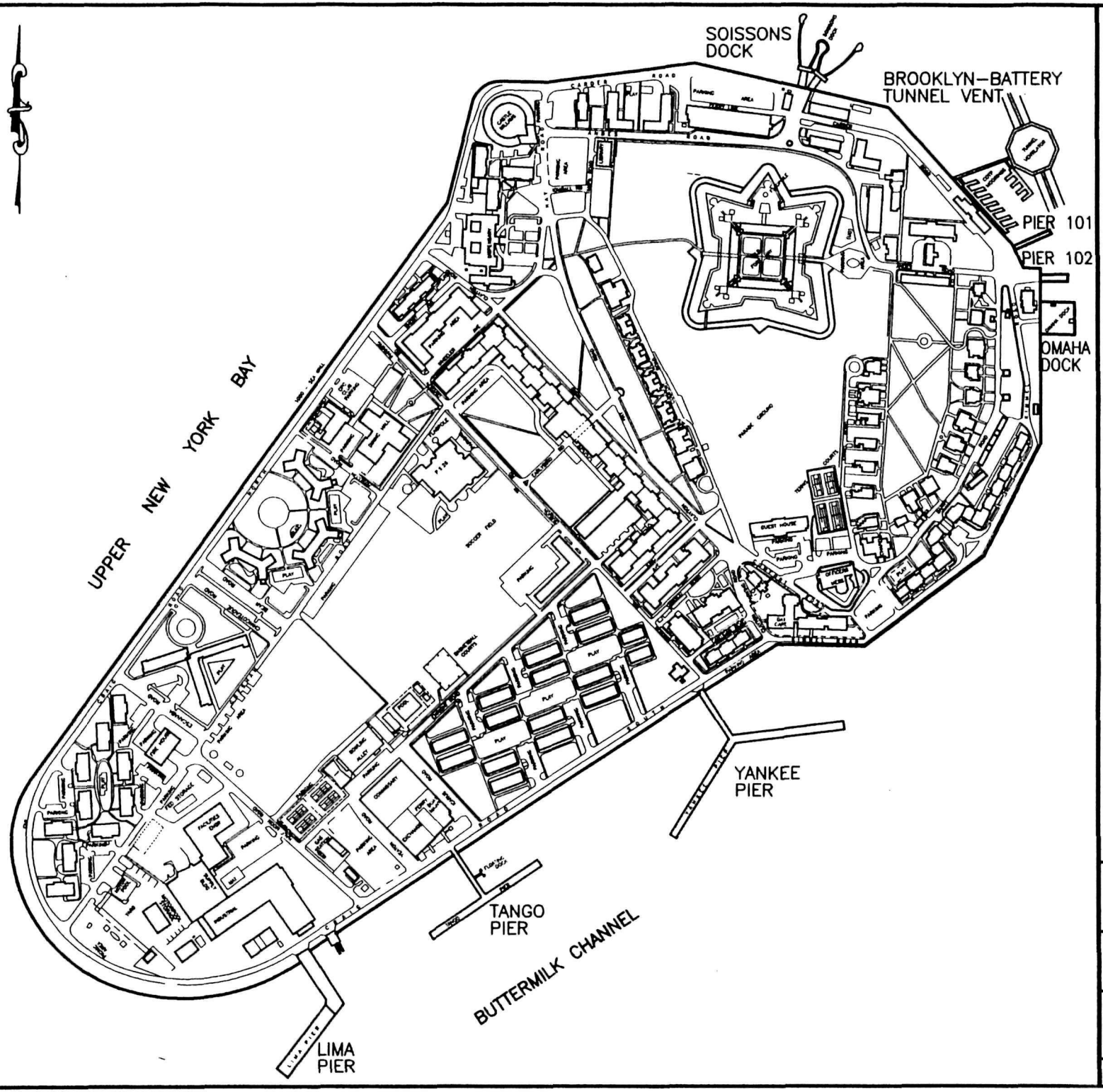
There are also two smaller piers (Piers 101 and 102) and a dock (Omaha Dock) on the northeast side of the island. All three have been condemned due to structural deficiencies.

Ferry Slips. The two ferry slips located on the Island are at the north end at Soissons Dock, adjacent to the Ferry Terminal Building. Each slip has a transfer bridge and racks to guide the ferries to the transfer bridges. On the bridge there is a center lane for vehicles with a walkway on either side. According to the *Governors Island Land Use Study* the transfer bridges were constructed in the 1980s and as such, both they and the racks are in good condition.

Marina. Station New York ~~is~~ was formerly located adjacent to the Brooklyn-Battery Tunnel Vent Shaft. It is a small marina made up of finger piers for smaller crafts. The 16 slips at Station New York are being retained by the USCG and ~~will be moved~~ has to be located to Staten Island.

Off-Island—Manhattan

The debarkation point for ferries from Governors Island during Coast Guard occupation has been at two ferry slips, Slip 6 and Slip 7, at the Battery Maritime Building at the tip of Lower Manhattan (see Figure III.D-8). These slips share a dock, but have separate transfer bridges. Built in 1908, the slips are in need of upgrades. The City of New York owns the building and the slips. The USCG leases and maintains the slips, waiting room, dock, and machinery, while the City maintains the



LEGEND:

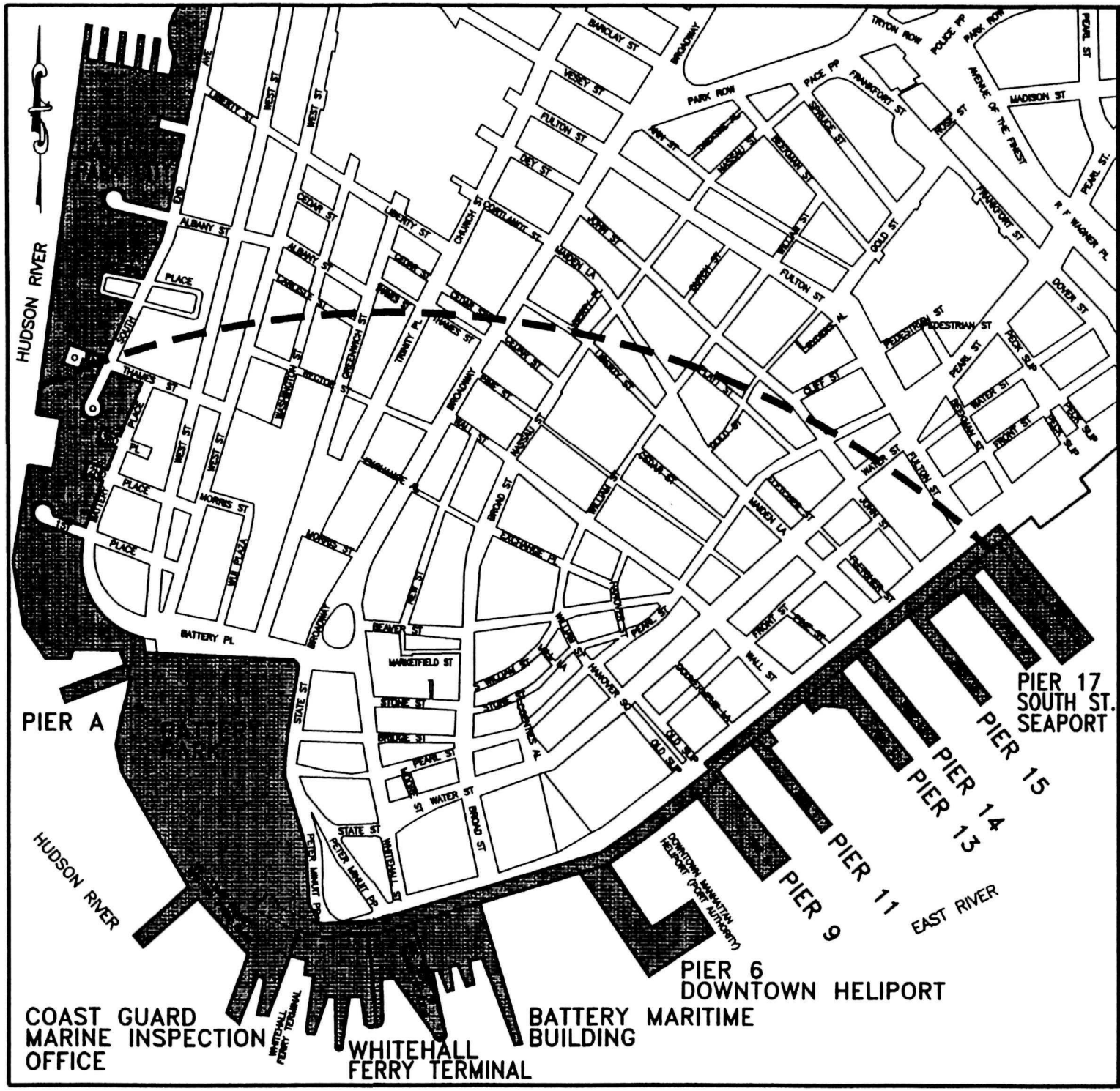
WATERFRONT FEATURES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. III.D-7



WATERFRONT FEATURES

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

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New York, NY 10006

N.T.S. | FIGURE NO. III.D-8

building. Adjacent Slip 5 is leased to New York Waterways and has its own dock and transfer bridge. The Battery Maritime Building is a historic landmark. Currently, the upper portions of the building are occupied by City offices.

To the west of the Battery Maritime Building, the waterfront in the Lower Manhattan study area includes the Whitehall Ferry Terminal. This building is the terminal for the Staten Island Ferry. A plan to reconstruct the building, damaged during a fire, is in the design stage.

West of Whitehall Ferry Terminal is the Coast Guard Marine Inspection Office. This three-story building contains three ferry piers, two which are in poor condition and one of which is used by the National Park Service. Owned and operated by the Federal government, this building is underutilized. Its current use is for registering recreation vessels, inspection of commercial vessels, licensing of fishing vessels, and issuing sailing documents.

Battery Park dominates a large section of the waterfront further to the west on the tip of Manhattan. North of the park, Battery Park City stretches along the Hudson River waterfront, with its mix of residential, office, retail, and open spaces.

To the east of the Battery Maritime Building is the existing Heliport at Pier 6. Moving north up the East River is the area known as the East River Docks. Pier 9, which was formerly used for a parking lot, is currently closed and in need of rehabilitation. Pier 11 is the primary site for commuter ferries, with services to Brooklyn, New Jersey, and La Guardia Airport. Piers 13 and 14 are City-owned and leased to the New York Health and Racquet Club. Air-supported structures housing a tennis facility are on these piers. South Street Seaport includes Piers 15, 16, and 17, featuring a shopping pavilion on Pier 17 and a deck for outdoor entertainment events at Pier 16. Pier 15 is currently closed and in need of rehabilitation.

Esplanades currently exist along portions of the Lower Manhattan waterfront. An esplanade exists in Battery Park City the length from Chambers Street to South Cove. Within Battery Park itself, there is an esplanade which is currently undergoing improvement in several phases. An esplanade runs from the Battery Maritime Building to Pier 13, then there is a gap between Pier 13 and 15, where the esplanade along South Street Seaport picks up.

Off-Island—Brooklyn

The northern part of the Brooklyn study area waterfront contains the Brooklyn Piers. Owned by the Port Authority of New York and New Jersey, Piers 1-6 contain steel sheds used for short-term storage. Pier 6 is leased for maritime support services and parking (see Figure III.D-9). The defining character of the area is the physical separation of the upland area from the pier area, providing the upland area with scenic views of the water and Manhattan.

South of Piers 7 and 8, Piers 9A and 9B are included in the Red Hook Container Port which is under the jurisdiction of the Port Authority. These piers are active, and are used for delivery and storage of goods.

Waterfront Planning. Actions involving the New York City waterfront in any way are affected by the New York City Coastal Zone Management Program, established under the Federal Coastal Zone Management Act of 1972. The NYC Coastal Zone Management Program is responsible for implementation of all State and Federal policies relating to the land within the coastal zone. All of the study area surrounding the debarkation points for Governors Island falls within this zone. Governors Island is currently not included within the

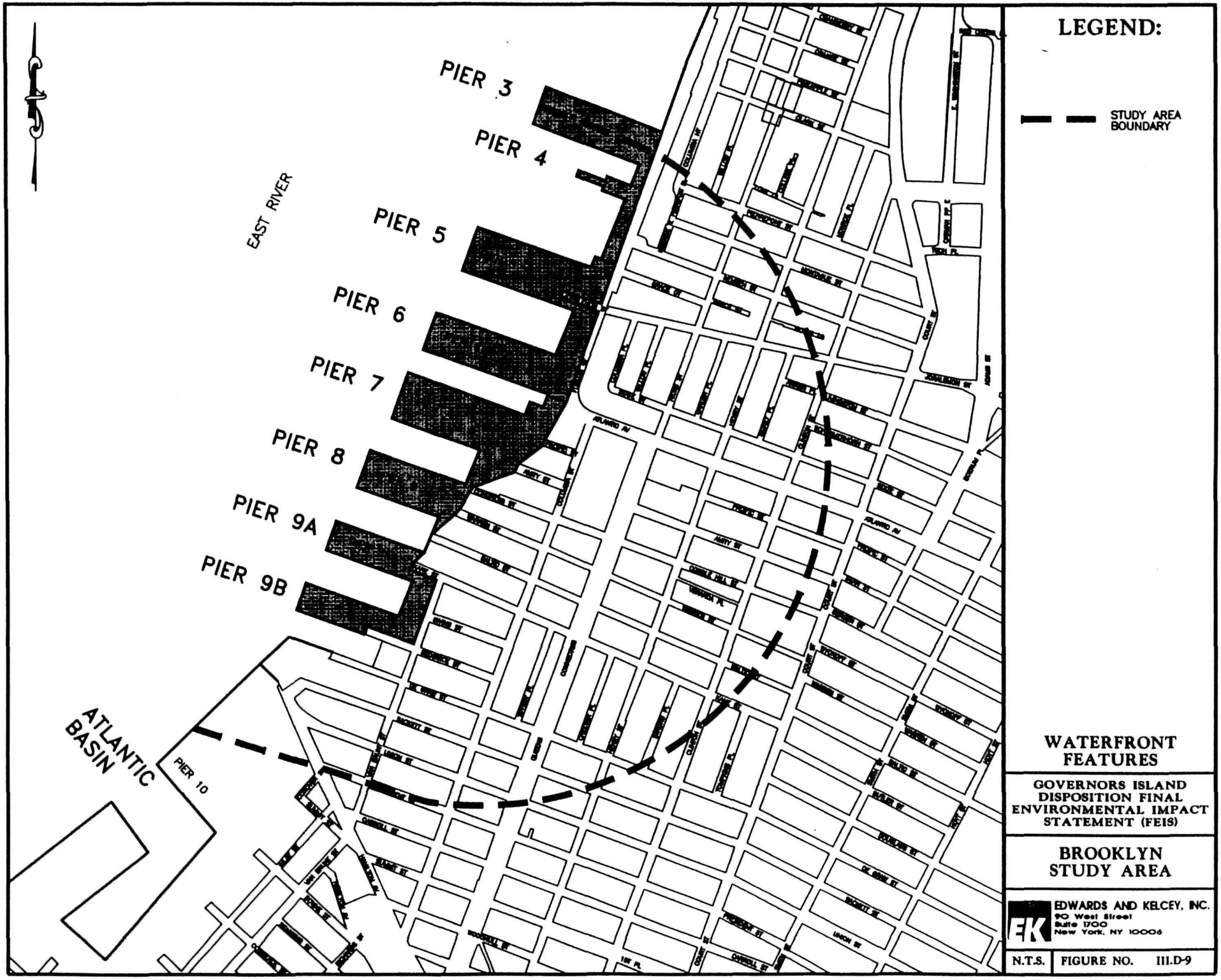
PIER 3
PIER 4
PIER 5
PIER 6
PIER 7
PIER 8
PIER 9A
PIER 9B
EAST RIVER
ATLANTIC BASIN
PIER 10
LEGEND:
STUDY AREA BOUNDARY
WATERFRONT FEATURES
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
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FIGURE NO. III.D-9

coastal zone boundary; however, this status may change if the island is disposed. In 1982, the New York City Department of City Planning adopted the *Waterfront Revitalization Program (WRP)* in response to local, State, and Federal issues in the waterfront area. The WRP established a Coastal Zone Boundary within which all projects were to be reviewed by the Department of City Planning for consistency with the established policies. The State of New York's Coastal Zone Management Program contains 44 policies from which the 12 WRP policies are adapted. In 1992, the Department of City Planning produced the *New York City Comprehensive Waterfront Plan (CWP)* as a long-range vision for the shoreline's future development and investment. The CWP called for specific waterfront plans for each of the boroughs. In 1993 the *Plan for the Manhattan Waterfront* and in 1994 the *Plan for the Brooklyn Waterfront* were published. The recommendations and vision of the CWP influenced the adoption of new waterfront zoning text in 1993 to include *Article VI Chapter II, Special Regulations Applying in the Waterfront Area.* In 1997 a revision to the WRP was proposed to create a more manageable number of policies and simplify the consistency review process. This WRP is currently under public review and is likely to be adopted in the fall of 1998. The following describes in more detail each of these waterfront policies/plans.

Department of City Planning, *Investing in the Waterfront: New York City's Waterfront Revitalization Program (WRP)*, 1982: In response to the New York State Waterfront Revitalization and Coastal Resources Act and the Federal Coastal Zone Management Act, the New York City Department of City Planning adopted the Waterfront Revitalization Program (WRP) in 1982. Proposed projects falling within the designated coastal zone are required to be reviewed against the WRP policies to ensure the project does not impact any of its policies. The policies consist of 44 State and 12 local, for a total of 56. The program responds to local, State and Federal concerns about the deterioration and inappropriate use of the waterfront. These policies are presented in Table C-29 in Appendix C.

Department of City Planning, *New York City Comprehensive Waterfront Plan: Reclaiming the City's Edge (CWP)*, 1992: The Comprehensive Waterfront Plan provides a framework to guide land use in ways that balance the multiple needs of natural resource areas, the working port, recreation, residential needs, and commercial activities. The CWP is a document which presents a vision for the waterfront for the 21st Century. This plan proposes waterfront zoning reforms to encourage a development mix, which were incorporated into the new zoning text adopted in 1993. The plan presents proposed redevelopment opportunities for each of the boroughs. In Manhattan, the recommendations revolve around improving the public waterfront, while in Brooklyn the recommendations involve the working waterfront. In the study area these include:

- Brooklyn Piers 1-5 (Brooklyn Harbor), proposal to develop mixed uses (open space, housing, retail marinas).
- Red Hook between Van Brunt and Wolcott Streets in Brooklyn, proposal to rezone for residential and commercial uses and reuse Van Brunt warehouse.
- Red Hook Marine Terminal designated as one of six Significant Maritime Industrial Areas (SMIA).
- East Side Docks in Manhattan, proposal to include public-oriented uses, ferry services, and a continuous esplanade along the waterfront.

- Ferry Terminal in Manhattan, proposal to reconstruct with retail and restaurants, and improve pedestrian access.

- Pier A in Manhattan, proposal to renovate for restaurant, visitor's center, and public access.

The individual borough plans present more detailed waterfront recommendations:

Department of City Planning, *Plan for the Brooklyn Waterfront*, 1994: The Plan for the Brooklyn Waterfront, part of the New York City Comprehensive Waterfront Plan, is a detailed study of the borough's waterfront area, including the history of the waterfront area, existing conditions, waterfront planning issues, and recommended actions for achieving these goals. The issues and recommendations are divided into four areas: Natural Waterfront, Public Waterfront, Working Waterfront, and the Redeveloping Waterfront.

The Natural Waterfront. The plan in this part of the study area was found to contain no natural features of significance and made no recommendations relevant to the area.

The Public Waterfront. The waterfront in this area is mostly in private ownership or occupied by fixed industrial uses. Safety and operational considerations make public access virtually impossible. The plan supports a major public open space from the Empire-Fulton Ferry State Park to the Brooklyn Harbor, located to the north of this study area. Other public access could likely only be pursued as sites are redeveloped. An area which was targeted for a public waterfront is in Red Hook. The plan recommends developing waterfront access in the wedge-shaped area from Van Brunt to Wolcott as it is redeveloped. As this area is primarily industrial, the plan notes that public access must be well planned to minimize conflict.

The Working Waterfront. The plan identifies that this area of the Brooklyn waterfront has been, and will remain to be, a primarily "working waterfront." This area has been the location of significant investment in industrial and marine infrastructure, while it designates Red Hook Container Port and the vicinity as a Significant Maritime and Industrial Area. It also recommends improving truck movement and access in the industrial area around Red Hook. The plan also promotes new ferry services in this area of Brooklyn, suggesting 39th Street, Coffey Street, Van Brunt Street, Fulton Landing, and Atlantic Avenue as possible locations.

The Developing Waterfront. Two areas within the Brooklyn study area were identified in the plan for potential residential and commercial redevelopment, one at each end of the study area. On the far north end, the Brooklyn Piers 1-5 are recommended for redevelopment in accordance with community goals. On the south end of the study area, the Red Hook area is recommended for a rezoning to facilitate commercial, industrial and residential reuse. These recommendations focus on the wedge-shaped area formed by Van Brunt and Wolcott Streets. They include:

- Strengthening the industrial and maritime areas around Red Hook,

- Developing Van Brunt Street as a major access, commercial, and residential corridor,

- Developing affordable low and moderate income housing in the Conover Square area,

- Rezoning to permit residential uses in areas currently containing vacant lots and some city-owned property,

- Reducing conflicts between industry and residences, such as routing trucks away from residential blocks,

- Improving transit access through bus service.

Department of City Planning, *Plan for the Manhattan Waterfront*, 1993: The Plan for the Manhattan Waterfront, part of the New York City Comprehensive Waterfront Plan, is a detailed study of the borough's waterfront area, including the history of the waterfront area, existing conditions, waterfront planning issues, and recommended actions for achieving these goals. The issues and recommendations are divided into four areas: Natural Waterfront, Public Waterfront, Working Waterfront, and the Redeveloping Waterfront.

The Natural Waterfront. Regarding the natural waterfront, the plan recommends supporting the designation of the Lower Hudson River as a Significant Coastal Fish and Wildlife Habitat. This recommendation relates to and recognizes the importance of the WRP consistency reviews.

The Public Waterfront. Issues and recommendations regarding the public waterfront are of major importance in Lower Manhattan. Recommendations of the Plan include:

- Create additional access across West Street to the Battery Park City esplanade;

- Reconstruct Battery Park in accordance with the Department of Parks and Recreation master plan;

- Consolidate the Peter Minuit Park traffic islands to create a major public space for both circulation and events;

- Along the East River, create or improve waterfront routes between the Battery Maritime Building and the South Street Seaport, and from the Seaport to the Brooklyn Bridge;

- Upgrade access points across South Street with signage and crosswalk treatment; relocate or reconfigure parking, and improve lighting under the FDR Drive;

- Enhance the variety of public experience at the waterfront by introducing appropriate new uses;

- Provide a bicycle connection from the proposed Route 9A bikeway past Battery Park to the East River corridor.

The Working Waterfront. The section on the working waterfront acknowledges that the primary issues regarding the working waterfront in Lower Manhattan have to do with water-dependent uses. A major recommendation of the Plan is to create new opportunities for waterborne transport at a reconstructed and enlivened Whitehall Ferry Terminal, at the Battery Maritime Building, the Coast Guard Marine Inspection Office, the East River Docks area, and the South Street Seaport area. Other recommendations include protecting existing waterborne transportation uses at Piers 9 and 11, expanding excursion boat use at Pier 9; and considering transferring helicopter sightseeing flights to Pier 6.

The Developing Waterfront. Regarding the developing waterfront, the Plan maintains consistency with the *Plan for Lower Manhattan*. It identifies sites which are, or are soon to be, in the process of redevelopment: the remaining parts of Battery Park City; Pier A; and the Whitehall Ferry Terminal.

Department of City Planning, *Plan for Lower Manhattan*, 1993: The Plan for Lower Manhattan presents goals for several topic areas, including the waterfront, the business center, tourism, residential neighborhoods, land use, historic

preservation, zoning, open spaces, pedestrian environment, and access and mobility. Goals specifically regarding the waterfront include:

- **Bring new, diverse, and improved attractions to the waterfront**. Recommendations included completion of Pier A (under way), renovation of Battery Park, and new uses for the Battery Maritime Building and the Coast Guard Marine Inspection Office.

- **Create a continuous esplanade around Lower Manhattan.** Recommendations included completion of the East River esplanade and completion of the new link (Pier A) between Battery Park City and Battery Park.

- **Enhance the Role and Functions of the Whitehall Ferry Terminal.** Recommendations included completion of the design and construction of the new Whitehall Ferry Terminal.

- **Improve Access from Upland Areas to the Waterfront.** Recommendations included improved access as part of Route 9A reconstruction and the East River docks project.

Waterfront Zoning

Under the New York City Zoning Resolution, there are additional restrictions on waterfront properties in "Article VI, Chapter 2, Special Regulations Applying in the Waterfront Area." This article further regulates the waterfront area in terms of bulk, use, access, parking, and loading and design standards. The new waterfront zoning text was adopted in 1993, partially as a result of the recommendations of the Comprehensive Waterfront Plan. Public involvement on the proposed amendment took place in 1992-1993, and the new zoning was approved by the City Planning Commission in August of 1993 and adopted by City Council in October of 1993. The Waterfront Zoning Amendment introduces:

- Mandatory public access requirements and view corridors in most non-industrial developments;

- Encourages water-dependent and waterfront-enhancing uses (for example, ferries, marinas, recreation, enhancing commercial activities);

- Ensures scale of development appropriate for the waterfront blocks through height and setback requirements;

- Regulates uses, bulk, and height on piers and platforms;

- Specific controls exempting water-dependent and industrial uses.

- A key regulation is "Section 62-40, Requirements for Waterfront Public Access and Visual Corridors." This regulation does not apply to areas zoned R-3 (residential) as Governors Island currently is; however, should the zoning change in the future, this could be a likely requirement. These regulations include:

- 30-foot wide Shore Public Walkway along the length of the shoreline;

- Minimum 20-foot wide upland connection to public street or public park at 600-foot intervals or less; and

- Visual corridors, meant to be extensions of the upland streets perpendicular to the shoreline, also at 600-foot intervals or less.

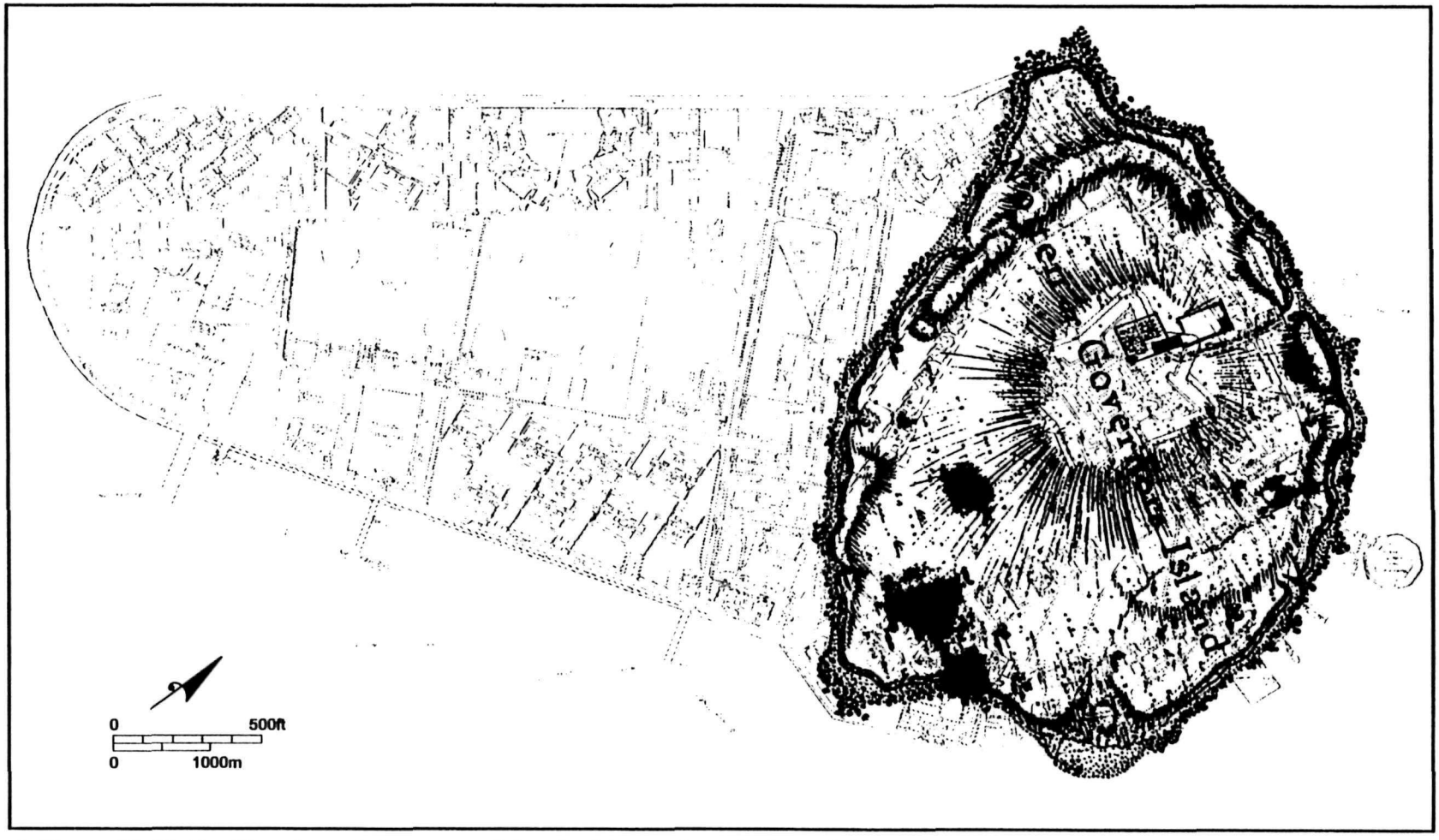
4. Historic/Cultural Resources

On-Island

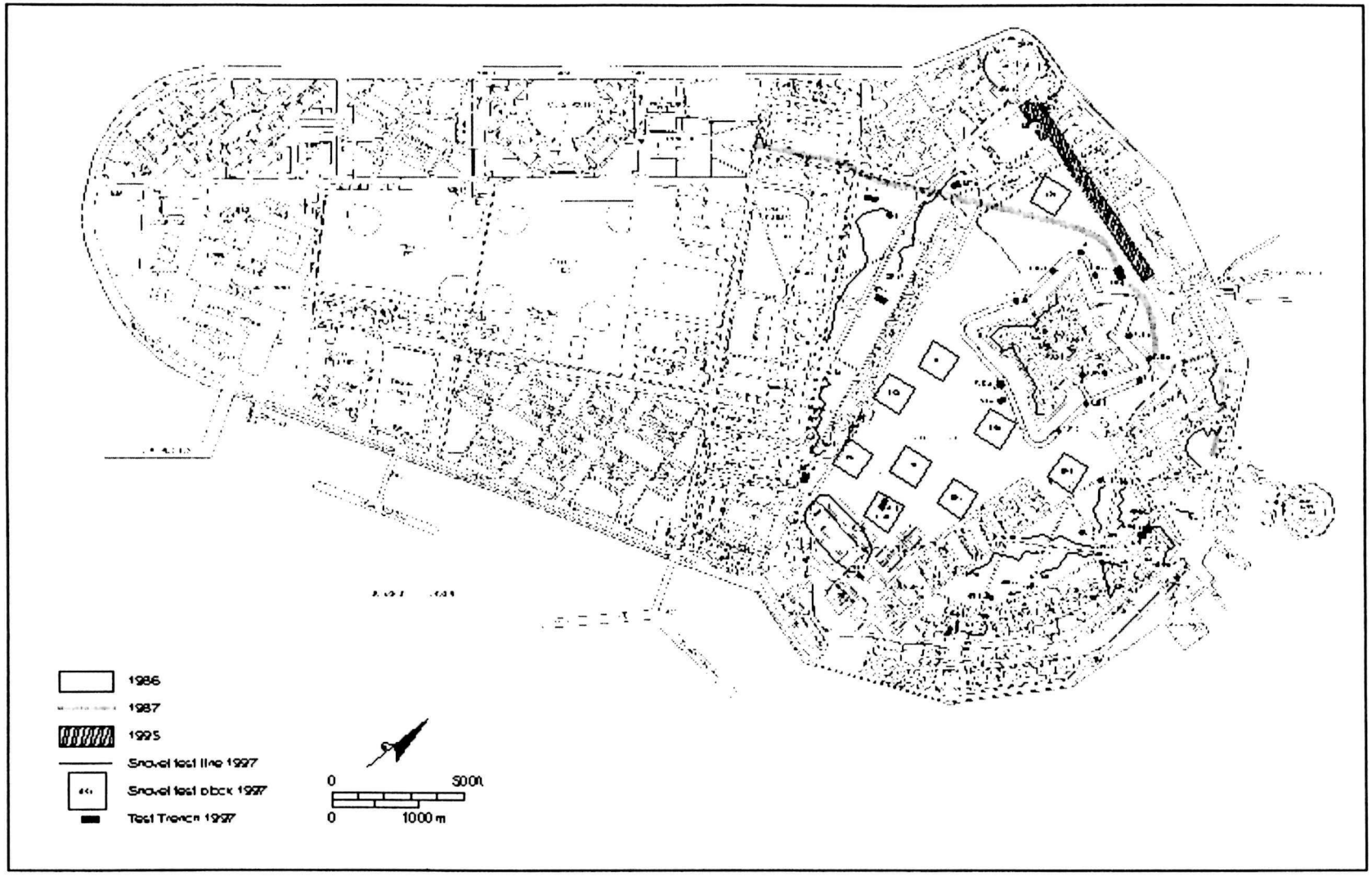
Governors Island lies off the southern end of Manhattan Island in Upper New York Bay below the confluence of the Hudson and East rivers. The lower Hudson River is a drowned river valley estuary, and can be characterized as the world's lowest latitude glacial fjord. The glacial history of the river valley profoundly influenced its character and development. At the zenith of the last glaciation, sea level stood as much as 430 ft (130 m) below its present level. In general, as the ice sheets melted, sea level rose, drowning the continental shelf and the lower Hudson River. The configuration of Governors Island varied continuously through time as sea level rose. The island was probably not separated from the mainland (Long Island) until sometime after 7,000 years ago. Upper New York Bay and the lower Hudson River developed extensive marshes and estuarine environments characteristic of the present condition after the rate of sea level rise slowed when the ice sheets had completely melted approximately 6,000 years ago.

At present, Governors Island is a composite of two parts. The original island (meaning the island as mapped before 1800; Figure III.D-10) is included within the Governors Island National Historic Landmark (GINHL) district and is also a designated New York City Landmark District. The southern portion of the island (the extension) was created from fill placed behind seawalls between 1901 and 1910. The southwest shore of the original island extended from the South Battery to Castle Williams along the line of Hay Road. Fill at the south end of the extension is approximately 40 feet deep reaching to 30 feet below sea level. Sea wall construction around the original island began in the early nineteenth century to protect the shore from erosion. Historical accounts suggest that the island was over twice as large (approximately 160 acres) in the mid-seventeenth century as it was at the beginning of the twentieth century (69.8 acres). Shoreline erosion was probably greatest along the southwestern shore of the island facing the longest fetches across open water to the southwest towards the Narrows and Staten Island. The process of coastal erosion likely reduced the island by approximately one half over the past 4,000 years, and not within historical times.

Prehistoric Archeology. The greater New York City region was occupied throughout all periods of prehistory encompassing the last 11,000 years. Owing to the fact of historic and modern development, the prehistory of New York City is known from only a few sites. However, early reports of numerous archeological sites on Manhattan Island, Staten Island, and Long Island attest to a prehistoric presence in the greater New York City region. For example, a prehistoric shell midden was located on the southern tip of Manhattan Island directly opposite Governors Island. However, by 1909, the only intact remains left on Manhattan Island were at the north end. Despite this observation made at the beginning of the twentieth century, more than a dozen prehistoric archeological sites were identified in the boroughs of New York City during the 1980s. Prehistoric archeological sites were also identified on both Ellis and Liberty islands, as well as on Staten Island, on the southern end of Manhattan Island, and in the Bronx. During the 1990s the only intact prehistoric archeological sites identified in New York City were on Governors Island. The potential for prehistoric archeological resources on Governors Island had been characterized as "low" prior to the discovery of prehistoric cultural material during utility construction (Figure III.D-11). After prehistoric cultural material was found, the potential for intact prehistoric deposits was revised to "high" in relatively undisturbed areas. The Native American presence on the island was "more extensive than anticipated" in a recent archeological survey of the GINHL district. Governors Island is thus one of the few areas in greater New York City with the potential for undisturbed prehistoric archeological deposits.



▲ **Figure III.D-10 - Site plan of Governors Island with overlay of a late eighteenth century map.**



▲ Figure III.D-11 - Plan of the locations of previous archeological investigations on Governors Island.

Governors Island has been protected from the large-scale development characteristic of all surrounding areas on the Jersey shore, Manhattan Island, and the other boroughs of New York City. Therefore, any intact prehistoric archeological deposits on Governors Island are potentially significant.

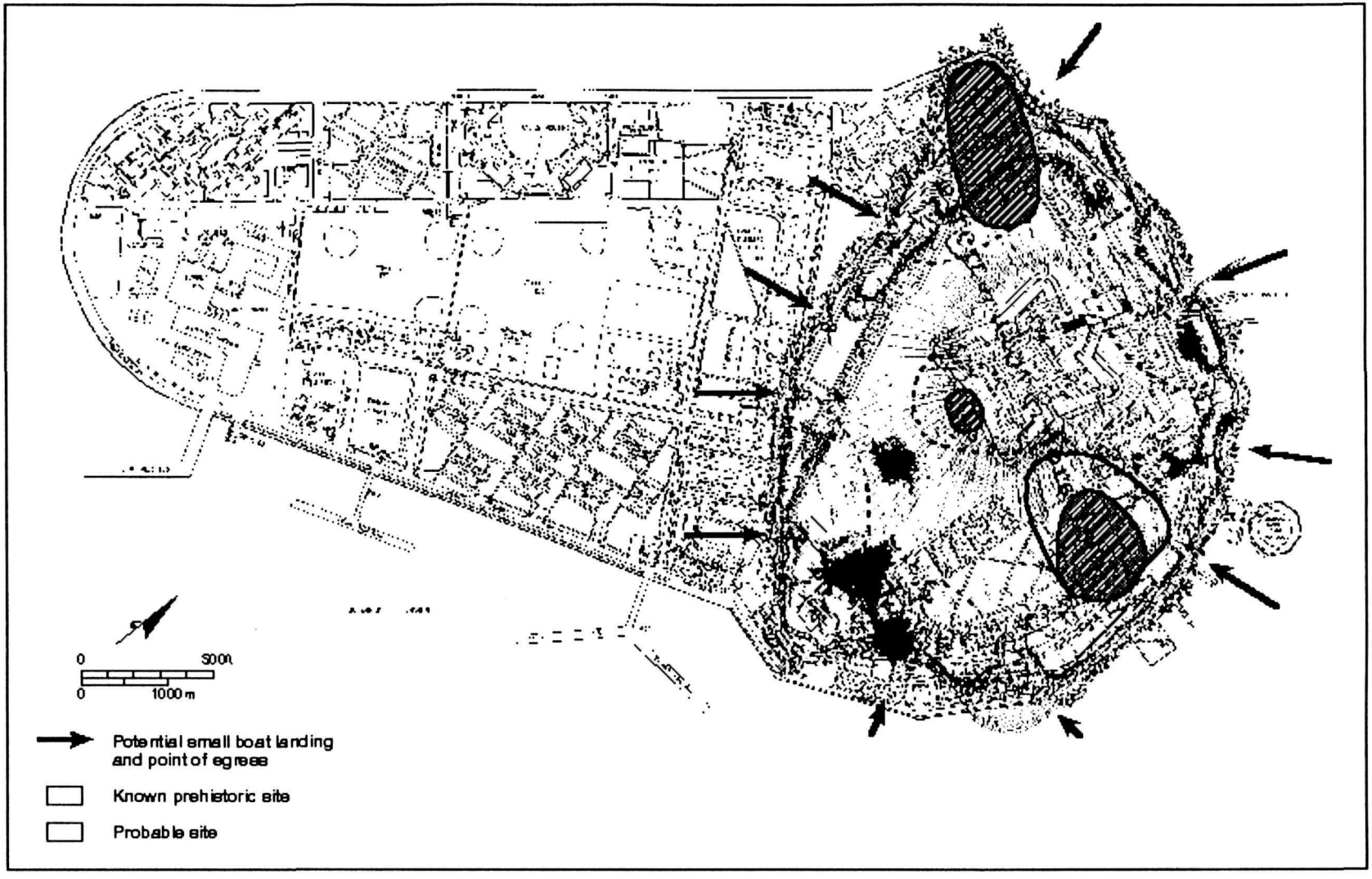
Prehistoric use of islands along glaciated coasts is largely dependent on suitable small boat landings at locations protected from waves that provided access to the island (Figure III.D-12). In addition, access to fresh water sources was important for prehistoric occupation. Based on the likely configuration of the island immediately prior to European colonization, as determined from historic maps and analysis of previous findings, there are at least five, and possibly six, prehistoric archeological sites on Governors Island (Figure III.D-13). Four of the five prehistoric sites are associated with possible small boat landings and points of ingress onto the island. Two of the sites are associated with fresh water sources as well.

The potential for prehistoric archeological resources on Governors Island can be placed into six zones:

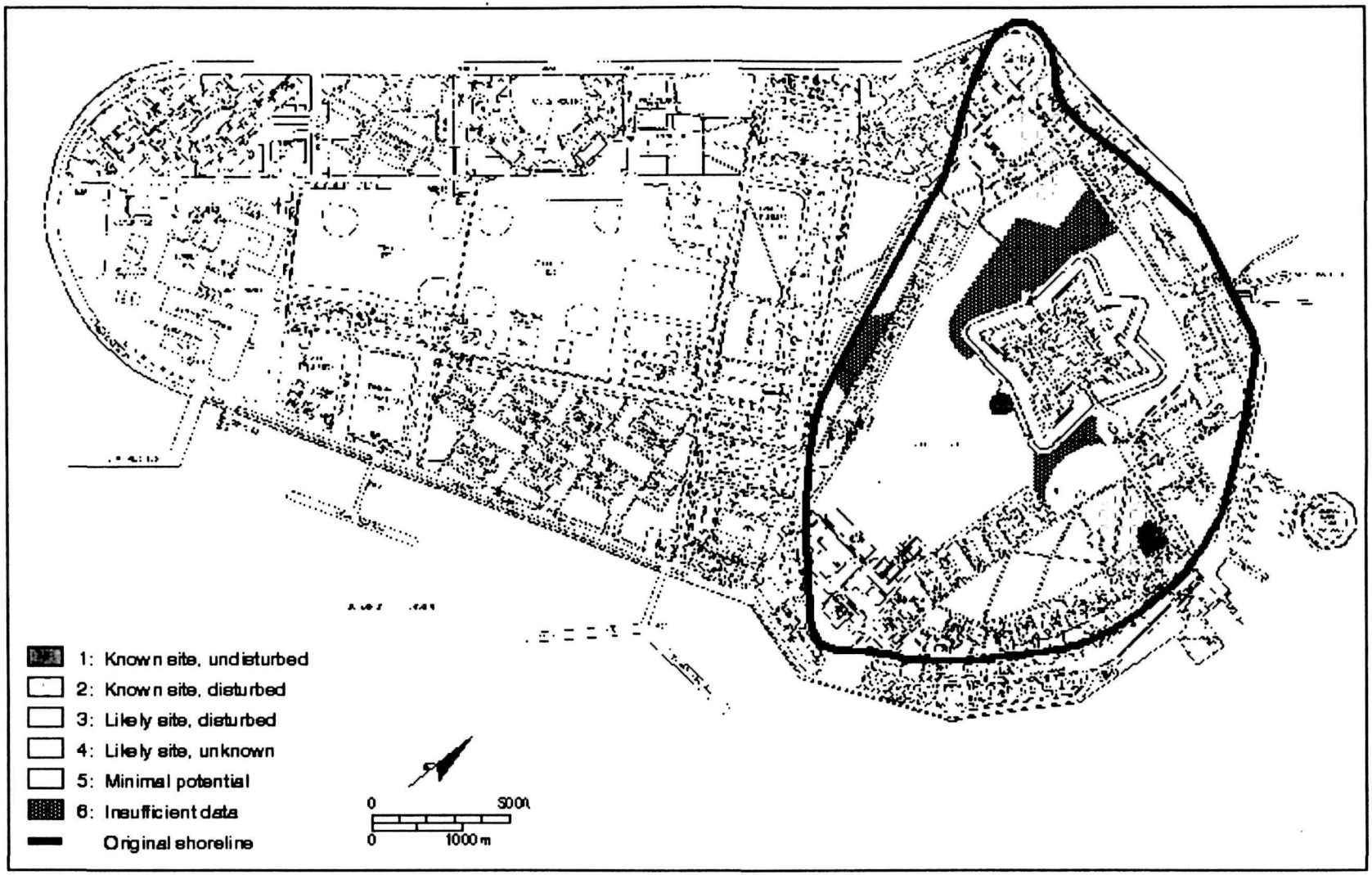
Zone 1: areas of known, undisturbed prehistoric occupation;
Zone 2: areas of known, disturbed prehistoric occupation;
Zone 3: areas of likely prehistoric occupation known to be disturbed;
Zone 4: areas of likely prehistoric occupation, but unknown condition;
Zone 5: areas of minimal potential; and
Zone 6: areas of insufficient data.

Only very small areas of undisturbed prehistoric occupation (Zone 1) have been identified on Governors Island. The first area, the Nolan Park prehistoric site, is situated in the northeast corner of Nolan Park and in the west yard of the Governor's House. The second area (Zone 1) lies along the southern edge of Fort Jay. A disturbed prehistoric site was identified during emergency excavations in 1995. Thus, it is likely that a disturbed prehistoric site (Zone 2) is present at the northwest end of the island within the GINHL district. The locality provides a panoramic view of Upper New York Bay that would have had strategic value in prehistoric, as well as historic, times. Finds of prehistoric cultural material in disturbed contexts suggest two other likely, but disturbed prehistoric site areas (Zone 3) at the southern end of the GINHL district. Both areas are near probable small boat landings and points of ingress. A fresh water source existed on the island near one of the site areas as well. Another possible site may have faced Manhattan on the north end of the Island at the present ferry slips.

Prehistoric remains are likely but unknown (Zone 4) in two areas associated with intact prehistoric remains. There is the potential for intact deposits under the south side of the Fort Jay embankment. There also may be intact deposits to the north of the Nolan Park prehistoric site around buildings 104 and 105, and south of Building 125. The potential for undisturbed prehistoric deposits can be characterized as minimal for the majority of the island (Zone 5). The area of the island extension holds minimal potential for intact prehistoric archeological resources due to coastal erosion over the past several thousand years and subsequent filling. Other areas of minimal potential have been heavily disturbed. The potential for undisturbed prehistoric deposits is also minimal in the majority of the Golf Course and Nolan Park. The potential for undisturbed prehistoric remains is considered unknown due to insufficient data (Zone 6) for isolated areas of the original island.



▲ Figure III.D-12 - Hypothetical model of prehistoric occupation of Governors Island.



▲ Figure III.D-13 - Plan of Governors Island showing areas of prehistoric archeological sensitivity.

Disturbance is likely in these areas due to buried utilities and landscaping, but the disturbances may be limited and localized.

Historic Archeology. Dutch use of the island was not particularly intensive or extensive during the 43 years that they held New Netherlands (1624-1664). The meager documentary record speaks of a sawmill, probably wind-powered, situated on the northwestern tip of the island. Dutch use of the island was more directed toward the extraction of natural resources, such as the clearing of the island of its timber, and the grazing of cattle.

The occupation and use of Governors Island by the British Empire spanned a longer period of time (1664-1783) and was considerably more intensive and extensive than the Dutch period. Initial use of the island by the British was similar to that of the Dutch, and a few permanent structures were erected in this early period. British military occupation of the island began during the French and Indian Wars (1754-1760). During the Revolutionary War, Governors Island was occupied by the Americans and, after the fall of New York, by the British until the end of the conflict. By 1780 a British naval hospital with associated structures was situated on the island and was used until 1783.

Due to the long duration of this period (1783-1997) and the intensive occupation of Governors Island by various branches of the United States Army and Coast Guard, the largest number of existing and potential cultural resources within the GINHL district date from this time. Present Fort Jay/Columbus was erected (completed 1809), along with Castle Williams (built 1807-1811) and the South Battery (erected 1812). The general layout of buildings and structures and the configuration of the island visible today had their roots during this period.

The War Department transferral of U.S. First Division Headquarters to Governors Island in 1821 and the relocation of Castle Clinton's garrison to the island in 1822 spurred the construction of new barracks buildings in Fort Jay. The majority of work conducted by the army on the island throughout the first half of the nineteenth century focused on the repair, strengthening, and maintenance of the fortifications. In 1833 the establishment of the New York Arsenal on the island served to divide the six-acre area in the northeastern quadrant of the island from the remainder of the post. Arsenal buildings were erected in the 1830s, the 1850s, and in 1875. One of the earliest seawall sections around the island was built by the Ordnance Department to protect the arsenal. In the southeastern portion of the island, the building stock on the island was little changed in the third decade of the century. The Civil War transformed the island, adding new construction and uses, including a prisoner-of-war camp.

With the establishment of the headquarters of the Military Division of the Atlantic and the Department of the East on Governors Island in 1878, the island became an administrative center. The new command required additional accommodations for officers and repairs to existing buildings. Governors Island's new status as a major headquarters helped to spur renewed interest in the restoration and construction of an adequate seawall, and between 1866 and 1888 the seawall surrounding the island was completed.

The extension of Governors Island between 1901 and 1910 provided a 102-acre land mass that has been continuously worked by the U.S. Army and the Coast Guard for nearly eighty years. Documentary records clearly show the varied uses of the southern end of the island. An airfield was constructed by 1909, and during World War I the area was covered with warehouses, offices, garages, sheds, and shops. A building program begun in the 1920s saw the erection of numerous

structures. Since the end of World War II, the southern end of Governors Island has been altered and reworked numerous times.

The potential for historic archeological resources within the GINHL district on Governors Island can be divided into six zones (Figure III.D-14):

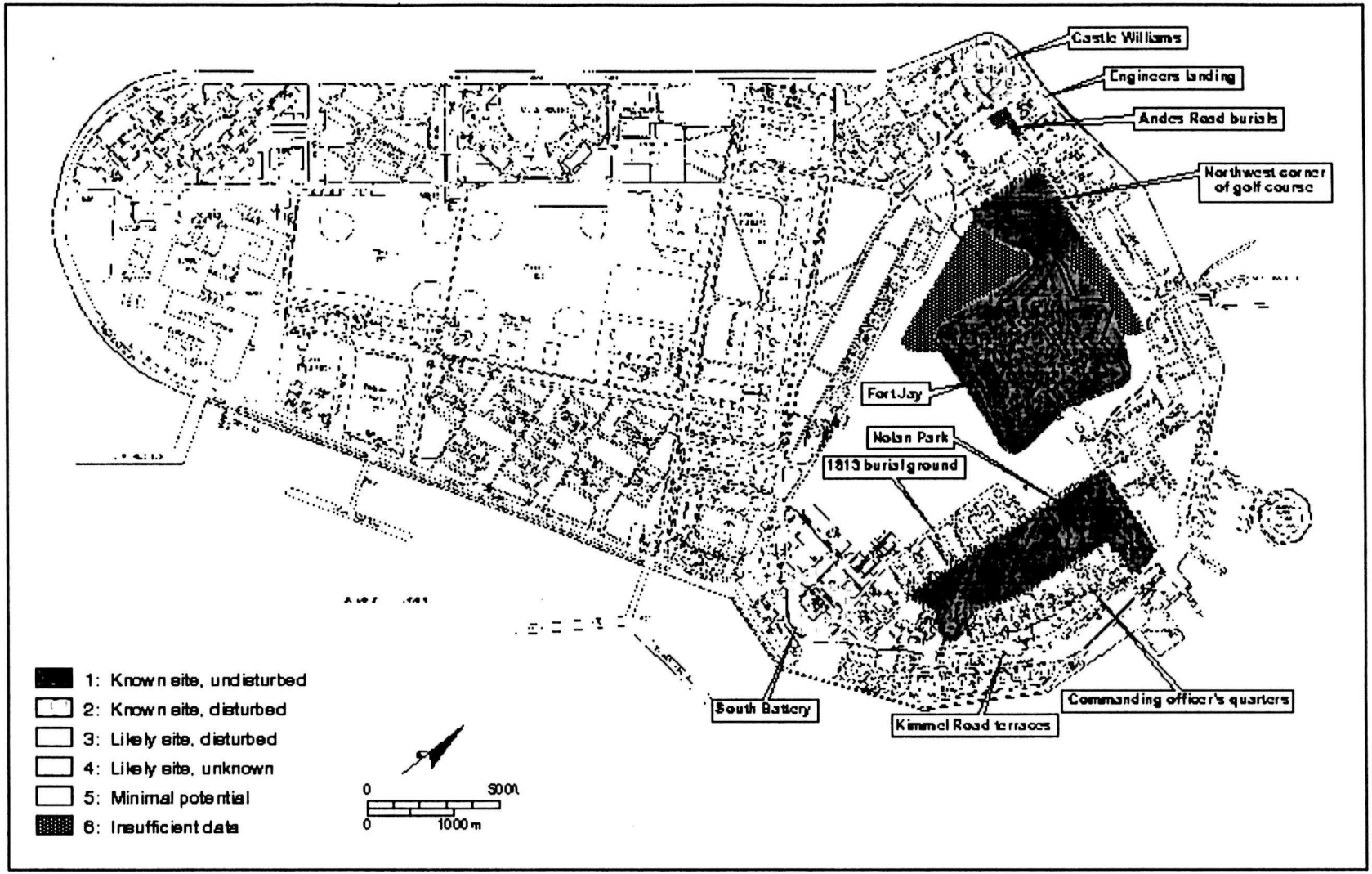
Zone 1: areas of known, undisturbed historic occupation;
Zone 2: areas of known, disturbed historic occupation;
Zone 3: areas of likely historic occupation known to be disturbed;
Zone 4: areas of likely historic occupation, but unknown condition;
Zone 5: areas of minimal potential; and
Zone 6: areas of insufficient data.

Three areas are considered to be areas of known undisturbed historic occupation (Zone 1). First, the area encompassed by Fort Jay includes all earthen and masonry features associated with the fort, including the extant topographical feature representing a remnant of the "covered way" that extended from the northwest bastion of Fort Jay to Castle Williams. Second, previous archeological investigations have identified a potential eighteenth-century occupation area within the northwest corner of the golf course. This area is clearly a high sensitivity area for historic archeological remains. Finally, the area encompassed by Nolan Park is considered to be of high archeological sensitivity.

Castle Williams, the Commanding Officer's Quarters (Building 1), and South Battery are areas considered to be known sites with disturbed archeological remains (Zone 2). Archeological investigations around these structures clearly revealed the degree of disturbance in the vicinity.

Several areas are locations of likely historic occupation but in disturbed contexts (Zone 3). Previous archeological investigations in these areas found considerable evidence of disturbance, earthmoving, demolition, and filling. Included in this zone is the portion of the GINHL district west of Colonels Row along Hay Road, the area west of Carder Road (the former New York Arsenal), and the north side of the island between the Soissons Dock and Building 114. These areas are considered to be of low archeological sensitivity. In the case of the former New York Arsenal, however, the potential for unexploded ordnance is present.

There are three areas of the GINHL district that are likely to contain historic archeological deposits that have not been fully examined (Zone 4). The first is the 1813 burial ground which may still be extant in the vicinity of Building 17 (Figure III.D-14). There is no evidence that conclusively determines that the burial ground is not still present. A second area of the district that may still contain intact historic archeological deposits is the Kimmel Road terraces. Located along the east side of Nolan Park, to the rear of the Commanding Officer's House and the other quarters, these terraces provide evidence of the changing seawall line along this side of the island. It is likely that archeological remains of the stable, sheds, shops, outbuildings, and privies that were located along a succession of timber and stone seawalls during the period from *ca.* 1810 to *ca.* 1883 are still intact. A third location for potential historic archeological remains is located northeast of Castle Williams near the point where Hay Road reaches the north seawall. Shoreline alterations and filling in the 1880s may have preserved evidence of the engineers' docks located in the area between Castle Williams and Building 114. The landing was situated at a natural ravine or cut in the island's topography. Structures at the landing included a privy, boat house, carpenter and blacksmith shops, and a mastic shed.



▲ Figure III.D-14 - Plan of Governors Island showing areas of historic archeological sensitivity.

Areas of minimal potential (Zone 5) are defined based on documentary and archeological evidence that reveal considerable disturbance. The final zone to be considered consists of areas of the GINHL district where insufficient archeological data is available to make adequate and informed management decisions (Zone 6).

Areas covered under this zone include the Andes Road Burials and portions of the golf course. The Andes Road Burials are a unique case on the island. The precise area of sensitivity for the cemetery cannot be established using current knowledge without knowing the limits of the burial ground. The other areas within Zone 6 are likely to contain historic deposits associated with the historic occupation of the island during the eighteenth and nineteenth centuries.

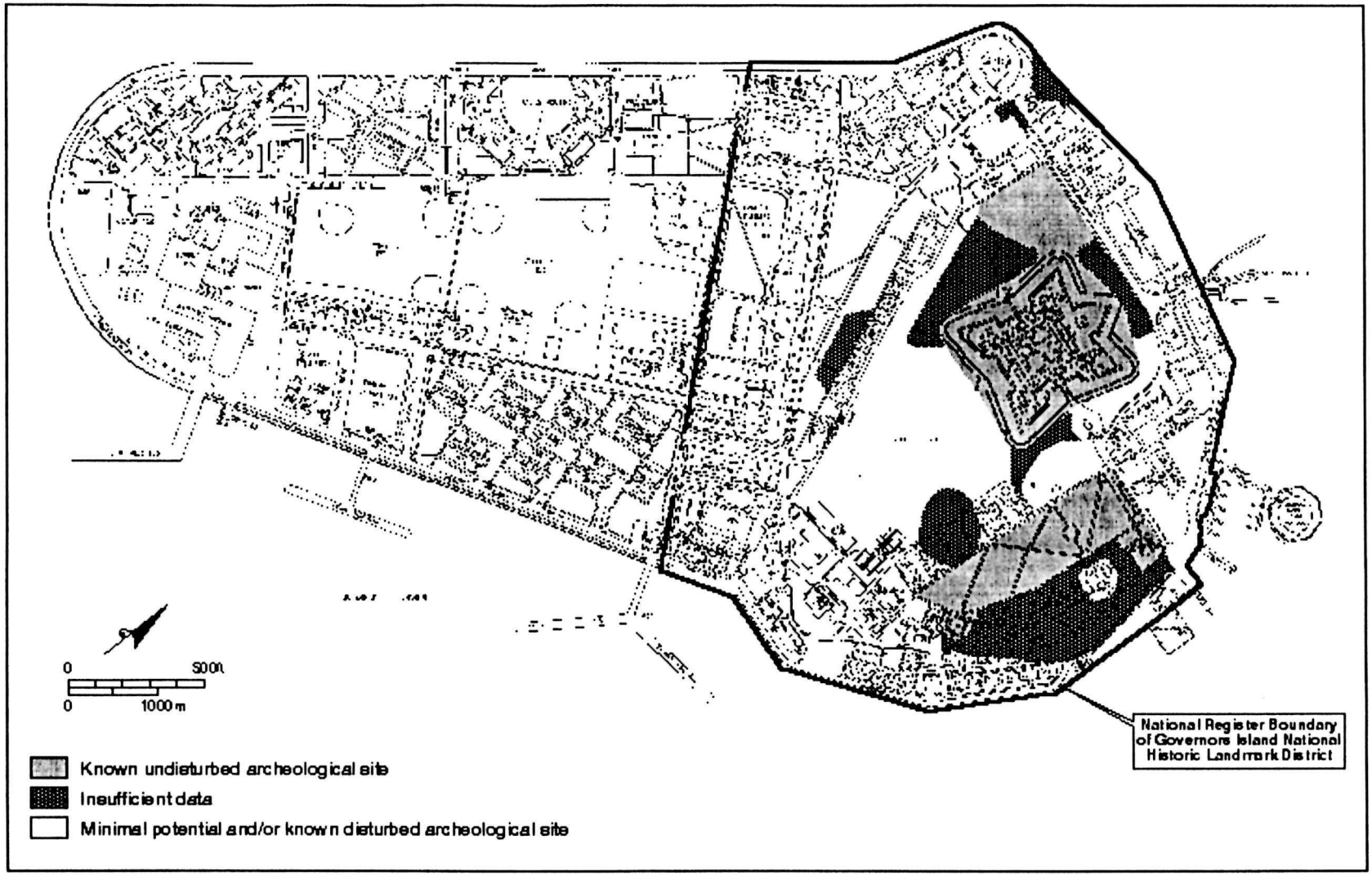
Archeological Summary. Sensitivity zones for prehistoric and historic archeological resources can be combined into three composite zones (Figure III.D-15). The most sensitive zone includes areas of known intact archeological resources as identified by previous investigations and study of historic maps. The archeological sensitivity of the insufficient data zone is not known due to lack of subsurface investigations or the absence of known previous disturbance that would have destroyed archeological resources. The third composite management zone of minimal archeological potential includes all areas of known but disturbed archeological resources and areas known not to contain archeological resources. The island extension is included within the zone of minimal archeological potential.

Historic Architecture. The GINHL designation on the North Island denotes properties possessing outstanding national importance in American history. The nomination form states that the NHL District derives its significance largely from the island's role as a major component in the defense system of New York Harbor. It also is significant for its role as a major Army administrative center for nearly a century.

The GINHL district nomination form identifies 66 contributing resources and 46 non-contributing resources. While one contributing resource (Building S-293) and nine non-contributing resources (Buildings S-93, S-97, S-103, S-116, 138, 155, S-253, 506, and S-510) have been demolished since 1983, when the nomination was prepared, 100 survive and are listed in Table C-30 (see Appendix C). In addition to these contributing and non-contributing resources, a field examination confirmed the presence of nine buildings and structures located north of Division Road that were not addressed in the nomination. These components are also listed in Table C-30 (Appendix C). With one exception, the seawall (Structure 1000, north of Division Road), none appears eligible as a contributing resource of the district. Dating from the mid-19th through early 20th centuries, the seawall is integral to historical development of the GINHL district.

The New York City Landmark district, established in 1996, includes nine structures that are also designated as individual landmark buildings. These include Castle Williams, Fort Jay and its four barracks, the Admiral's House, the Governor's House, and the Blockhouse(refer to Figure 2, page 5).

Outside the National Register boundary of the GINHL district south of Division Road, only two buildings and structures meet the 50-year age consideration of the National Register criteria. These include Structure 1000, the seawall built during the early twentieth century as part of island expansion, and Building 606, a maintenance gear locker dating from the World War II period. As isolated survivors of their respective historic contexts, these components no longer retain integrity of setting, feeling, or association. Furthermore, neither component possesses exceptional design value of its own.



▲ Figure III.D-15 - Plan of Governors Island showing composite sensitivity zones for archeological resources.

National Register criteria allow that properties less than 50 years of age may be eligible for the National Register if they are of "exceptional importance." None of the buildings and structures south of Division Road that date from 1948 or later appears to possess "exceptional importance." Most were built to provide housing and services to USCG personnel, while others were constructed to accommodate support functions of the installation, such as vehicle maintenance, fire protection, storage, infrastructure maintenance, and ship mooring. None is notable for its architecture or engineering, and most are similar to buildings and structures of their time, constructed at other government installations and elsewhere in the region.

Off-Island—Manhattan

No physical change will be occurring to the Battery Maritime Building ferry slips in connection with the proposed action. No archeological investigation of this study area is required.

Off-Island—Brooklyn

Prehistoric Archeological Potential. No prehistoric archeological sites are recorded along the Brooklyn shore of Buttermilk Channel in either the New York State Historic Preservation Office (SHPO) site files, or at the New York State Museum.

Three sites are known in Brooklyn beyond the study area. An "Indian Burial Ground" is on record at the intersection of Baltic and Hoyt streets in Brooklyn. The second site, an "Indian Camp," was reported on the east side of Red Hook Lane at Henry and Third streets. The third site, an "Indian Village Site," was recorded at the intersection of Warren and Hoyt Streets. All three sites are situated away from the shore in the vicinity of Gowanus Creek.

Historic Archeological Potential. Based on an examination of the New York State site files, there are no recorded archeological sites located within the off-island study area.

Three historic sites have been recorded in the vicinity of the Brooklyn waterfront, including the remnant of a seventeenth-century dock and the remains of a tavern dated ca. 1750–1812, both in Fulton Street, and early nineteenth-century made land in the Fulton Ferry Historic District. Historic maps and secondary literature indicate that the majority of the study area did not consist of land above water until the decade between 1853 and 1863. As historic maps of the area indicate, much of the study area was located in the shallow water north of Red Hook and south of the original village center of Brooklyn. Developable land was present only along the extreme eastern edge of the study area in the 1760s. A distillery and several structures, apparently owned by Philip Livingston and R.G. Livingston, were recorded in 1766/67. To the south of Livingston's distillery and the wharf was an area known as Red Mill(s), apparently operated by C. Seabring. This area bordered on a large pond or estuary, possibly created by damming the precursor of the Atlantic Basin.

By 1837 significant changes in the shoreline of the East River south of Brooklyn had occurred, illustrating the period of most rapid growth and expansion of Brooklyn in the Cobble Hill area (just to the east of the study area). Immediately north of the study area, the South Ferry landing and the Long Island Railroad terminus were located at the foot of Atlantic Avenue. The cove or indentation along the shoreline, apparent on maps depicting the study area for at least a century, was still present, but considerable alteration of the landscape was apparent. A network of gridded streets criss-crossed the study area, and Pacific, Dean, Bergen, Wykoff, Baltic, Butler, and DeGraw streets all terminated along the shoreline. By 1853 a north-south street was projected across the water in the study area. South of the study area the location of the Atlantic Basin was still undeveloped, identified as Cornels Mill Pond.

By 1863 a system of wharves and piers was present in the study area, and the shoreline had been significantly altered. The

development of the Atlantic Basin, south of the study area, was complete, and commercial development had advanced into the study area from both the north and south. Piers were extended into the East River at the foot of all the streets in the study area. Changes to the original shoreline occurred by 1875, when the pier line was extended 200 feet (from 600 to 800 feet) further into the East River. By the 1930s the waterfront of Brooklyn consisted of wharves, piers, and warehouses, fitted for ocean-going vessels. It has been substantially unchanged since then. Figures III.D-16 through III.D-19 illustrate historic resources within the Brooklyn study area.

5. Environmental Justice

On February 11, 1994, President Clinton issued Executive Order 12898, to ensure that agencies fully analyze environmental effects on minority and low-income communities. As a result, the National Environmental Policy Act (NEPA) mandates that federal agencies fully analyze, as part of the human environment, effects on minority and low-income communities. These social and economic conditions are reflected by considerations of race, poverty levels and income.

Depending upon the action, consideration of the following potential impacts is required: degradation of aesthetic values (such as changes in landscape), community disruption, and impacts to the community or changes to the economic structure, including impacts on the availability of housing. The first step in the analysis is to determine whether a significant proportion of the population in the study area is low-income or minority. To the extent that such low-income or minority populations **do not** comprise a significant proportion of the total population, then no further analysis is necessary. To the extent that such low-income or minority populations **do** comprise a significant proportion of the population, potential impacts on such a population must be considered. In 1997, the Bureau of the Census definition of poverty was an annual income of $8,178, $10,468 and $12,803 for one-, two- or three-person households respectively.

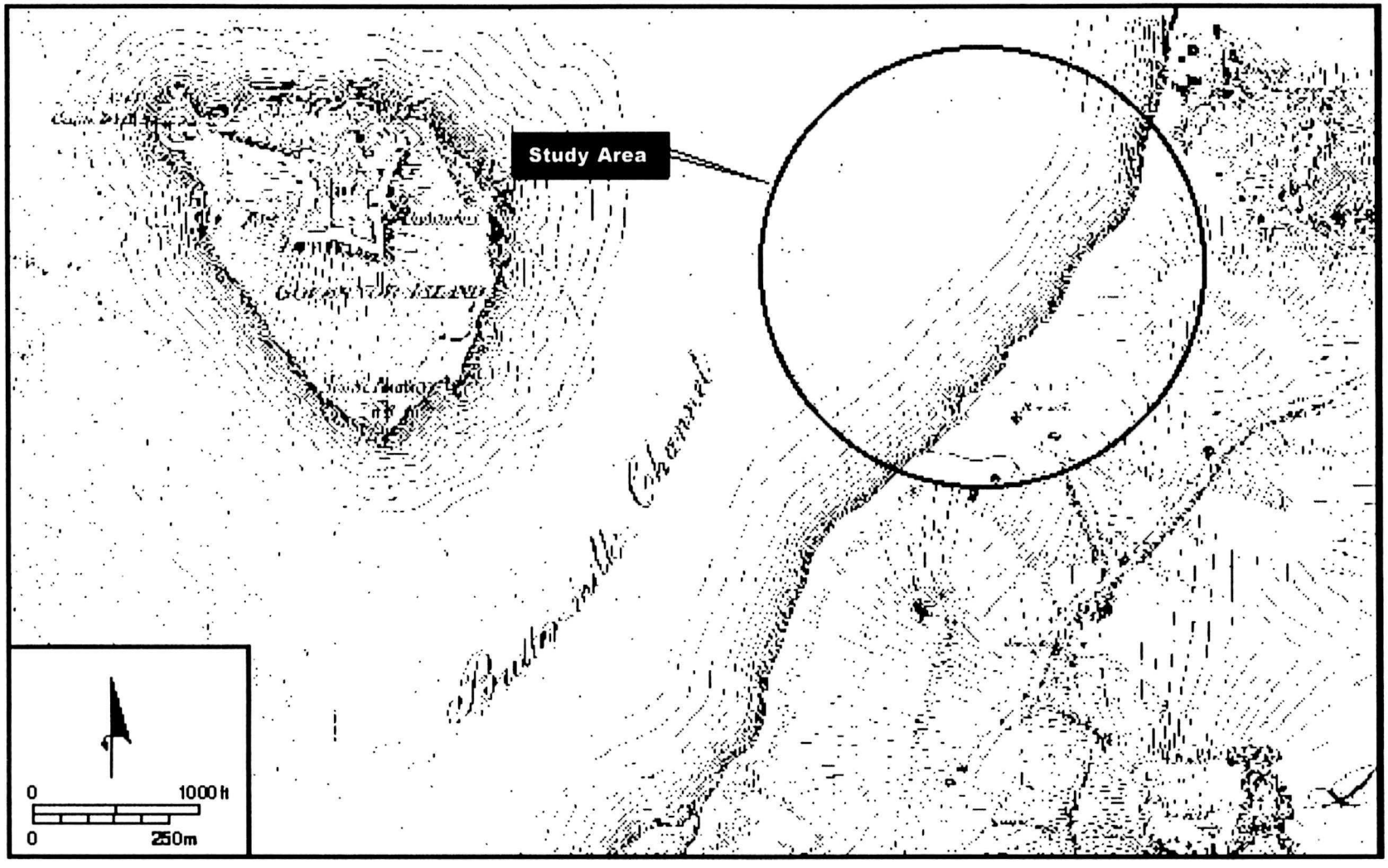
On-Island

Governors Island is currently unoccupied. As such, no analysis is warranted.

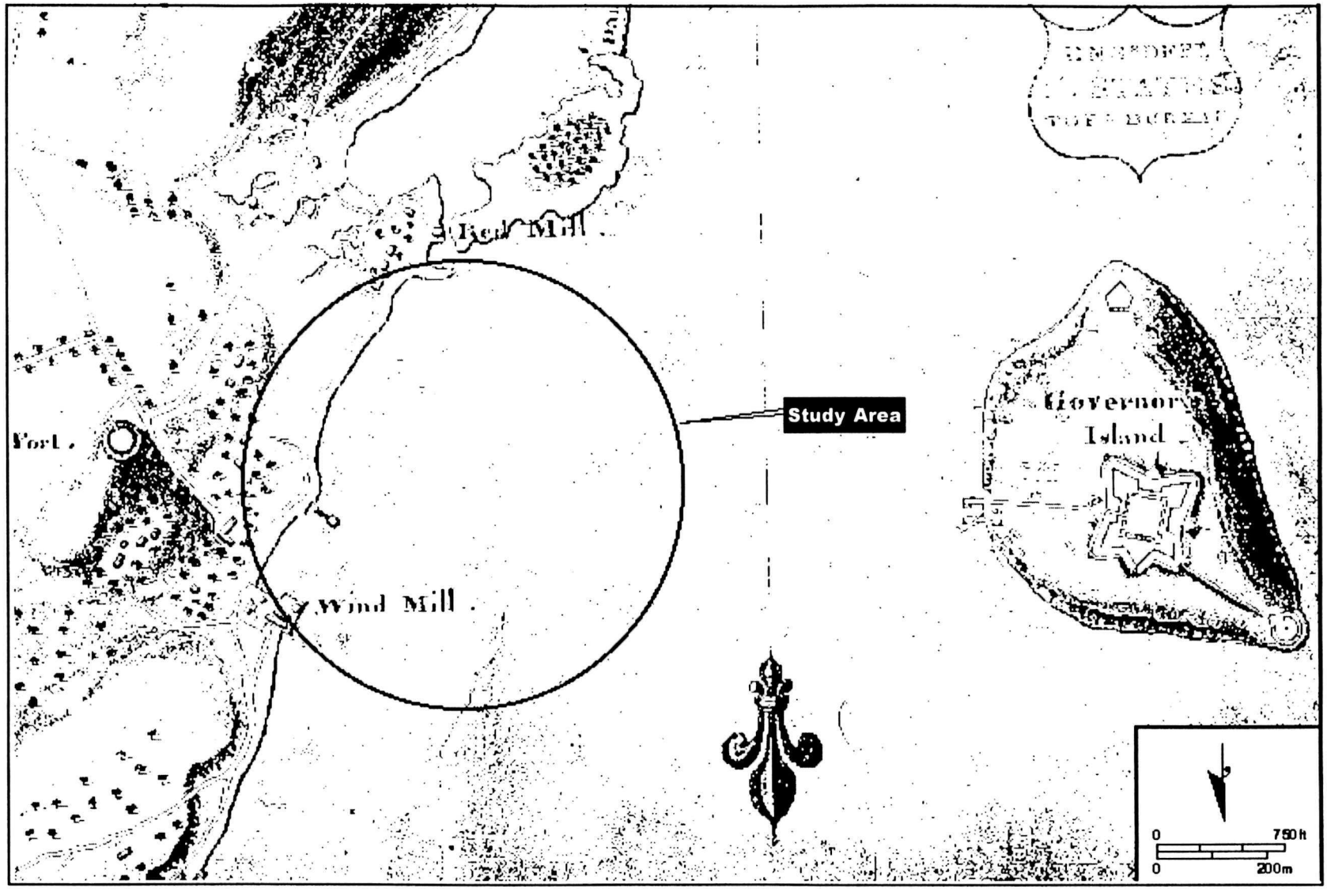
Off-Island—Manhattan

The study area has similar racial characteristics to those of Community District 1, with a predominance of white persons (70.6 percent for the study area and 71.3 percent for the District; see Table C-31 in Appendix C). As expected, because of its proximity to Chinatown, census tract 7 contains a higher Asian population (slightly over 20 percent), much higher than the proportion for the Borough as a whole (at nearly 10 percent) or for the City (at 7 percent of the entire population). The proportion of blacks is lower throughout the study area, with the exception of census tract 13, whose black population is 26.6 percent of the total, similar to that of the City at 28.7 percent of the population.

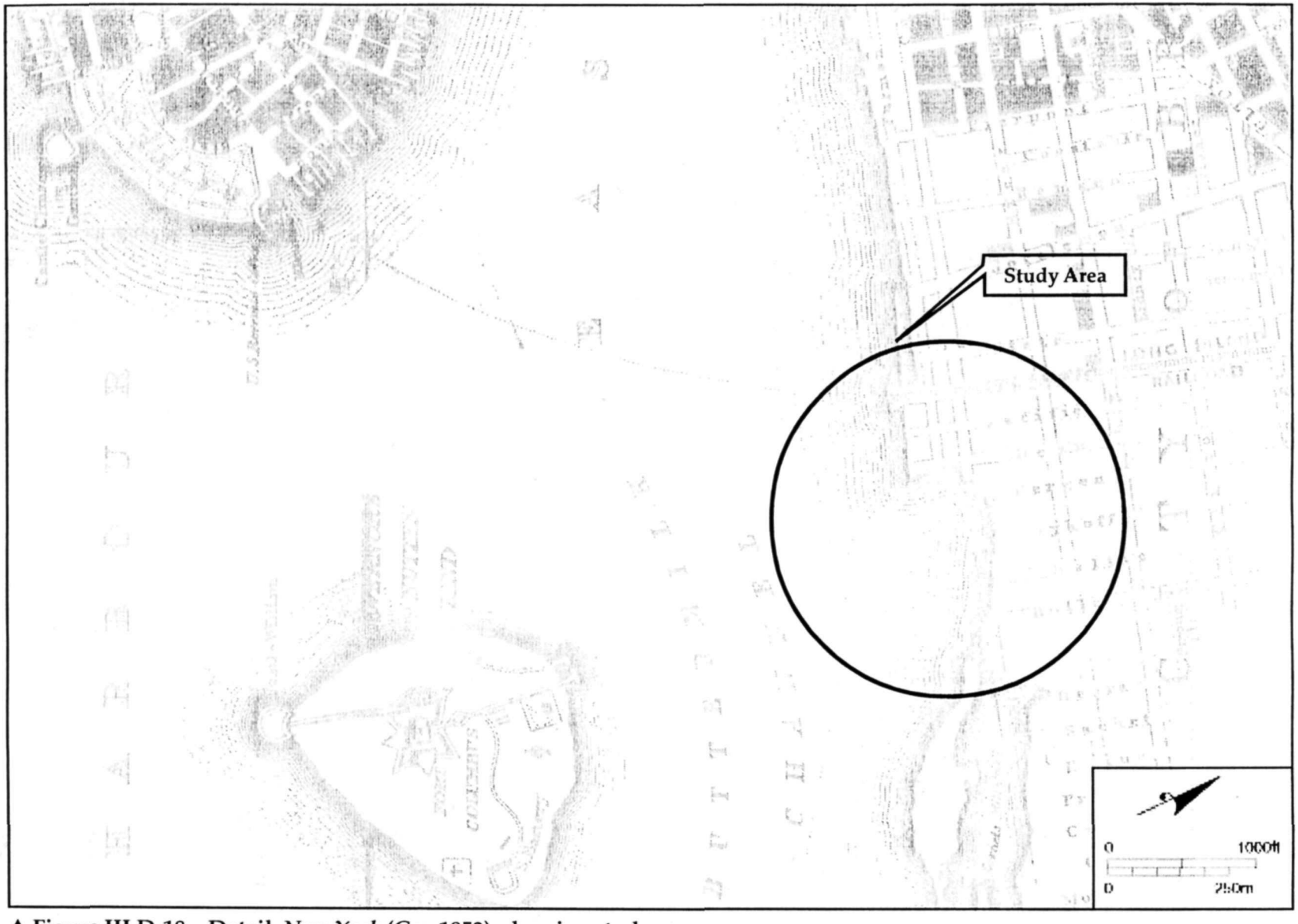
In 1990, median household income in census tracts 7 and 9 was higher than either the borough or the City, with median household incomes of $41,316 and $68,333, respectively (see Table C-32 in Appendix C). When compared to the Borough or the City, and the other census tracts in the study area, higher poverty levels and lower household incomes are found only in census tract 13. In census tract 9, one-quarter of the estimated population is below the poverty level, while median household income, at $68,333, was markedly higher than the other census tracts, Community District 1 or the City as a whole, indicating a somewhat polarized population in terms of income. In census tract 7, poverty levels and median household more closely reflect that of Community District 1, which has higher income levels and lower poverty rates than Manhattan or the City.



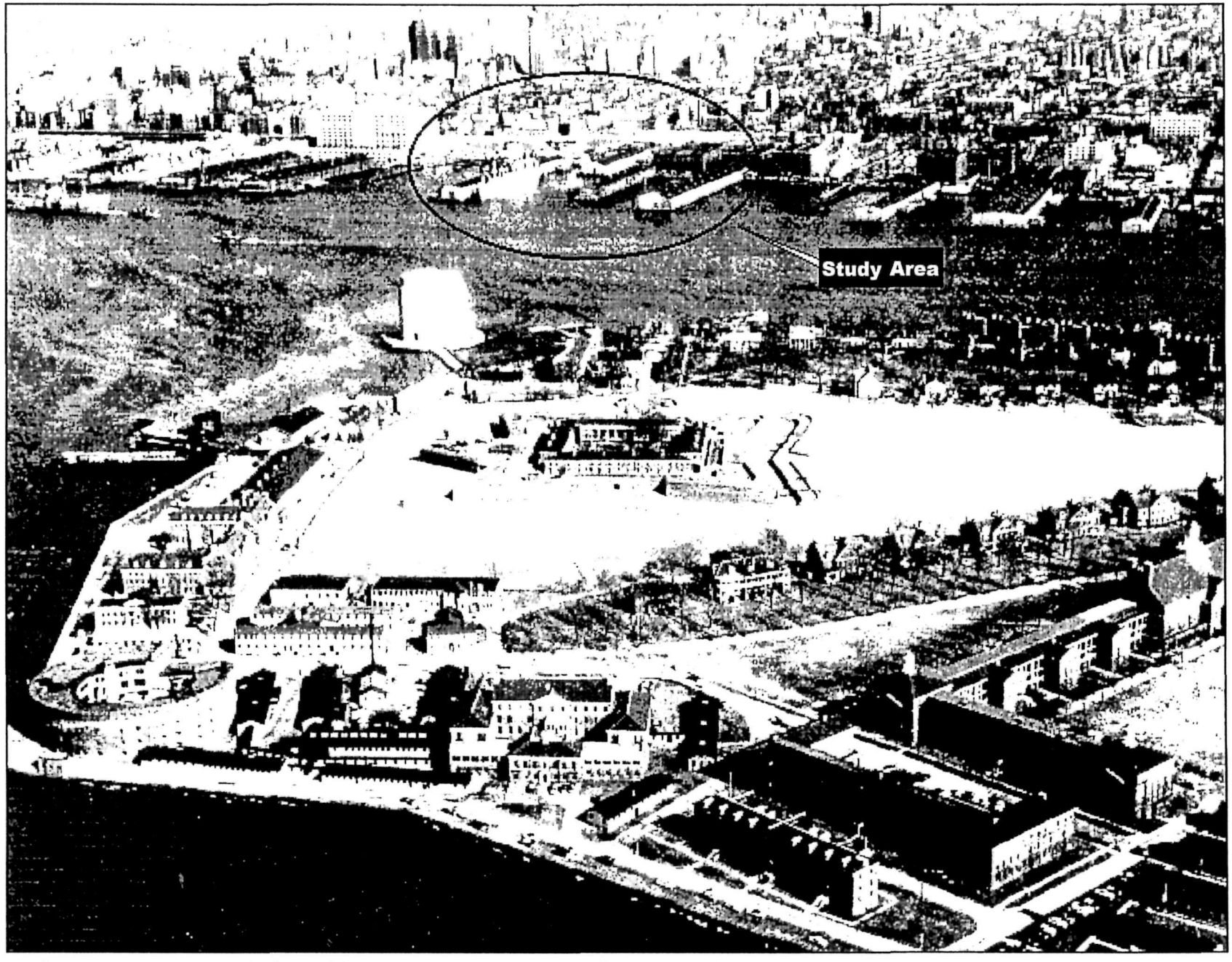
▲ Figure III.D-16 - Detail, *Part of Long Island* (Poussin [1813-1819]), showing study area.



▲ Figure III.D-17 - Detail, *Plan of the Shore of Long Island from Wallabout Bay to Red-Hook* (Anonymous 1815), showing study area.



▲ Figure III.D-18 - Detail, *New York* (Cox 1853), showing study area.



▲ Figure III.D-19 - Aerial view of Governors Island, New York, ca. 1959, showing study area.

The study area reflects the characteristics of a population with varying incomes and racial segments. After considering racial composition and the income characteristics of the Manhattan study area, there is not a significant proportion of the population which is low-income or minority. Such minority and low-income communities therefore would not be disproportionately or appreciably affected under any of the Land Use Options set forth in this Environmental Impact Statement; therefore, such potential impacts need not be analyzed any further.

Off-Island—Brooklyn

The population in the study area and in each census tract is predominantly white, with markedly lower percentages of black persons in the study area (6 percent), compared to Community District 6 (15.8 percent), to Brooklyn (34.7 percent), or to the City (28.7 percent).

According to 1990 census data, poverty levels in the study area range from three percent of the population in census tracts 3.02 and 45, to 14 percent in census tract 47 (which is located west of the Brooklyn-Queens Expressway and north of DeGraw Street). This is a lower rate of poverty than in either Community District 6 or Brooklyn as a whole, where poverty levels of 18 percent and 23 percent are found, respectively. From 1980 to 1990, there was a marked decline in poverty levels in census tracts 45, 49 and 47, in line with new housing built in these areas and increased incomes attributable to the population who would have occupied such new housing units. Poverty levels declined by as much as 25 percent in census tract 47, and 7 percent in census tract 45, which is substantially greater than the 4 percent and 1 percent decline found in Community District 6 and Brooklyn, respectively. On the other hand, poverty levels increased slightly in census tracts 3.01, 3.02, and 5, but remained unchanged in census tract 7 (see Table C-33 in Appendix C).

The study area reflects the characteristics of a population with varying incomes and racial segments. After considering racial composition and the income characteristics of the Brooklyn study area, there is not a significant proportion of the population which is low-income or minority. Such minority and low-income communities therefore would not be disproportionately or appreciably affected under any of the land use scenarios set forth in this environmental impact statement; therefore, such potential impacts need not be analyzed any further.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION



EDWARDS AND KELCEY ENGINEERS, INC.

IV. Environmental Consequences and Recommended Mitigation

IV. ENVIRONMENTAL CONSEQUENCES AND RECOMMENDED MITIGATION

This chapter investigates the potential for impacts to the affected environment and suggests measures that could mitigate the effects of disclosed impacts. Disclosure of environmental consequences represents the analysis component of the FEIS. Analysis has been provided for each of the project alternatives as well as for each of the land use options for both Governors Island and the off-island study areas.

ENVIRONMENTAL CONSEQUENCES

Environmental consequences that may result from the implementation of either the Action Alternative (disposition of Governors Island, the preferred alternative) or the No Action Alternative (retention of Governors Island) are assessed for the year 2002. The year 2002 was selected as a reasonable point in time because of GSA's mandate noted in the Balanced Budget Act of 1997 to *"... no earlier than fiscal year 2002, dispose of by sale at fair market value. . . Governors Island."* Disposing of Governors Island at the earliest possible time (2002) permits GSA to carry out its mission of disposing of surplus property in an economical and efficient manner. This year represents the "action" year for the project alternatives. A future baseline description is also presented for this "action" year.

The future baseline condition is provided as a measuring stick against which the incremental changes generated by the action can be evaluated. This defines the context against which to assess project impacts. Consequently, the future year baseline is projected for the year the actions could occur, 2002. Future baseline conditions have been established using existing conditions of the affected environment together with information about expected future growth and developments.

In conjunction with the Action Alternative (the preferred alternative), a series of Land Use Options are also examined in order to disclose and understand the potential impacts that could result from the island's reuse. These options represent a reasonable estimate of reuses that another party might choose to implement in the future. It is also assumed that another party would develop all necessary improvements to accommodate activity associated with such future development.

Given GSA's mandate of waiting until 2002 before disposing of Governors Island, and the necessary amount of time to fully establish a reuse on Governors Island, an analysis year beyond 2002 is necessary for the reasonable evaluation of six of the seven options. GSA has determined that a time horizon of approximately ten years from now, or the year 2008, is a reasonable estimate of the necessary time for another party to implement these options on Governors Island. This time span was also selected because much of the work for *the Governors Island Land Use Study*, which forms the base of information for this FEIS, was projected for a ten-year horizon. Thus, 2008 represents the "analysis" year (a future baseline description is also presented for this "analysis" year), for the review of the following Governors Island land use options:

- Reuse Option
- Academic Option
- Academic Option with NYC Proposal for a Casino
- Recreation Option
- Mixed-Use Option
- Maximum Development Option

The remaining land use option, the Phase-In Option, assumes that the existing facilities on Governors Island could be reused as is. This option does not necessarily require any advance time to allow for reconstruction or public approvals. As such, it has

been determined that this option would be examined for the year 2002, the earliest year that disposition could occur. In that case, the Phase-In Option would occur immediately after disposition, with one of the other land use options occurring gradually until fully implemented in 2008. The Phase-In Option will be compared to the previously established 2002 baseline year. Table IV-1 summarizes the various years and conditions described above.

In a generic analysis such as this, the future baseline is developed with emphasis on trends and policy, rather than on specific or quantifiable changes. While a number of proposed developments have been identified within or near the study areas, the specifics of their implementation, as well as their potential for impact or influence relative to the future baseline, are uncertain. Some specific future developments include:

- Lower Manhattan Rezoning
- West Side Pier Stabilization
- Robert F. Wagner, Jr. Park
- Pier A Visitors Center
- Whitehall Ferry Terminal
- Battery Maritime Building Rehabilitation
- Coffey Street Pier Reconstruction
- Gowanus Expressway (1-278) Rehabilitation Project
- Red Hook Park Reconstruction
- Brooklyn Army Terminal Park-and-Sail
- St. George Ferry Terminal

RECOMMENDED MITIGATION

This chapter also includes a description of recommended and appropriate mitigation measures based on the described impacts. Any mitigation related to the impacts resulting from the administrative act of disposition or retention of Governors Island would be the responsibility of GSA. However, unlike many EISs in which mitigation measures are binding or require a commitment that they will be undertaken, the mitigation measures identified in connection with the land use options are not legally enforceable commitments. This is because **GSA itself has no intention of implementing any of the land use options, and only intends to sell the property as is to a another party who will determine the island's ultimate land use.** This is also the result of GSA's limited ability to control land use once disposition occurs.

Any necessary mitigation measures would be the obligation of the future developers of Governors Island. Mitigation would be identified as part of project-specific land use or environmental reviews required for compliance with applicable local, State, and Federal regulations. It is likely that some mitigation measures would be included as part of development schemes to accommodate future activity. As such, mitigation relative to the land use options has been assumed to either be built into the specific development scheme, or included to illustrate what reasonably could be done by parties implementing a reuse on the island to minimize adverse effects associated with their reuse.

In response to GSA's limited role in controlling future land use of the island, the uncertainty of the specific type and nature of land use that may be implemented on the island, and the focus of the FEIS on cumulative regional effects, the discussion of mitigation measures is somewhat general. However, sufficient and appropriate information has been presented describing the nature of each mitigation measure and the order of magnitude to which it would diminish or eliminate adverse effects.

Some of the mitigation measures suggested in this FEIS may eventually be implemented, as parties intending to reuse Governors Island must comply with appropriate Federal, State, and local land use and environmental regulations. The implementation of a particular reuse scheme on Governors

Island may require a project specific EIS, which may incorporate some of the mitigation discussed in this document.

Additionally, permits required from Federal, State, or local agencies may also include provisions which incorporate some of the measures identified in this document. As a result, this EIS can be viewed as a reference document to aid in assessing the order of magnitude of effects that the future reuse of Governors Island might have, as well as strategies for mitigating the adverse effects associated with the island's reuse.

TABLE IV-1

Summary of Conditions and Years

Alternative/Option	Existing Conditions	Future Baseline Conditions	Action Year	Analysis Year
No Action Condition (Retention of Governors Island)	1998	2002	2002	
Action Condition (Disposition of Governors Island, the preferred alternative)	1998	2002	2002	
Reuse Option	1998	2008		2008
Academic Option	1998	2008		2008
Academic Option with New York City Proposal for a Casino	1998	2008		2008
Recreation Option	1998	2008		2008
Mixed Use Option	1998	2008		2008
Maximum Development Option	1998	2008		2008
Phase In-Option	1998	2002		2002

A. BASELINE YEAR 2002

Overall, conditions in the future baseline year 2002 are not significantly different than those described for the affected environment. It is assumed that in 2002, Governors Island will still be unoccupied, with a caretaker detachment continuing to provide basic maintenance to existing structures (as it is GSA's and the USCG's intention to maintain the island as long as funds are made available). There will be no changes in use or physical appearance to the island, nor will it be available for public use.

1. Physical Characteristics

Geology, Topography, Seismic Activity, and Soils

The continued maintenance of Governors Island through 2002 would not alter geologic resources. New construction would not occur, thereby eliminating impacts to geologic resources resulting from construction activities such as erosion, slope instability, or loss of mineral resources. Erosion would only be a concern if the vegetation and concrete that now cover the island were allowed to deteriorate. If bare ground were present, the tidal action within the harbor might cause adverse impacts from erosion of the soils The island is not subject to severe seismic risk.

The Battery Maritime Slips 6 and 7 are in need of piling upgrades and still use the original machinery. The steel and wooden transfer bridges are in need of rehabilitation and a steel replacement is currently proposed. The overall condition of the Battery Maritime Building is poor, including problem areas such as the substructure, curtain walls, HVAC systems, and a leaking roof. The proposed modifications and upgrades are scheduled to be undertaken at the Battery Maritime Building and slips 6 and 7 prior to 2002. However, no impacts to geologic resources are anticipated to result from construction activities.

Any modifications or upgrades undertaken on Brooklyn Piers 7 and 8 prior to 2002 would also not result in impacts to geologic resources resulting from construction activities.

Wind and Climate

The continued maintenance of Governors Island will ensure that buildings exposed to winds and rains will not deteriorate from exposure, especially those buildings located along the western shore of the island.

Climatic effects experienced at the Battery Maritime Building and slips and Brooklyn Piers 7 and 8 are not expected to change or be impacted by the year 2002.

2. Biological Characteristics

Water Quality

Water quality conditions in the vicinity of Governors Island and the adjacent Manhattan and Brooklyn study areas would be expected to generally improve by the year 2002. Ongoing programs within the City of New York and New Jersey geared towards reducing the impacts of Combined Sewer Outfalls (CSOs) would be anticipated to result in improved water quality over the long term. In addition, ongoing improvements and upgrades to Water Pollution Control Plants (WPCPs) throughout the Harbor complex would also likely contribute to the continued improvement of water quality.

Wetlands and Floodplains

Due to the nature of the developed shorelines in the study areas, it is not anticipated that any net increase or decrease in wetlands would occur within the vicinity of Governors Island or the off-island sites. In addition, minimal changes to the existing

terrestrial fauna and flora on Governors Island would be expected. There would be no changes to floodplain areas.

Aquatic Ecology

Continued improvements in water quality within the harbor system would be expected to cause changes in the composition of aquatic biota populations located in the three study areas. Pollution-intolerant fish and benthos that may be inhibited spatially and/or seasonally by present water quality conditions may no longer experience these constraints. Likewise, pollution-tolerant species may become displaced by inhabitants requiring more pristine environments. However, the present environmental conditions in the study areas are not especially deleterious to aquatic biota and projected changes in water quality by 2002 would be minimal. It is therefore not expected that any significant alterations of aquatic biota populations and their ecological relationships will occur.

Endangered and Threatened Species and Critical Habitats

Continued maintenance of the island through 2002 with no new construction will not reduce the amount of vegetation on the island and is unlikely to change aquatic habitats in New York Harbor.

The Battery Maritime Building and slips and Brooklyn Piers 7 and 8 are unlikely to have habitat areas that are essential to supporting migratory birds or other sensitive resources. The continued physical state of the above-referenced areas through 2002 with no new construction is unlikely to change aquatic habitats in New York Harbor or the East River.

3. Man-Made Characteristics

Community Facilities And Services

Governors Island, still vacant in 2002, will require no community facilities and services.

Representatives from the Department of City Planning, Borough President's Offices, and other agencies within each of the off-island study areas identified no specific future plans or projects that would generate additional residential population within the off-island study areas in Manhattan and Brooklyn. Population projections for the Manhattan and Brooklyn study areas for the year 2002 are flat (Claritas, Inc, 1998). There would therefore be no additional demands placed on local facilities and service delivery by the police and fire departments resulting from future development or background growth. Conversion of office space to residential units is an on-going trend in the Manhattan study area which is likely to continue. As service delivery was also required at relatively similar level for the former use, demand for community facilities and services would remain similar to existing conditions.

Open Space

No background developments have been identified that would generate additional demand to the study areas' open space resources. Although conversion of some office space to residential units in the Manhattan study area is an on-going trend which is likely to continue, development of this nature would not impact demand for open space resources, as a relatively similar capacity would already exist from the former use. No additional demand to open space resources is anticipated in the Brooklyn study area as well.

It is anticipated that improvements to Peter Minuit Plaza, in conjunction with the Whitehall Ferry Terminal rehabilitation,

will have occurred. The new facility would rationalize circulation by reorganizing Peter Minuit Plaza for pedestrian access, with vehicular access on the plaza's west side. A master plan for the improvement of nearby Battery Park is being implemented on a phase-by-phase basis as funding becomes available. In the Brooklyn study area, a waterfront park in the area north of Pier 6 has been planned; however, the implementation schedule is uncertain due to funding limitations.

Urban Design and Visual Resources

By the future baseline year of 2002 minimal changes will occur in any of the project study areas. Governors Island will have remained vacant with its infrastructure, grounds, and buildings having been maintained under caretaker status. Thus significant changes would not have taken place on the island.

In the Manhattan study area, by the year 2002, it is expected that the Whitehall Ferry Terminal and Peter Minuit Plaza will have been rebuilt. The new structure will replace the functionally obsolete terminal. Overall, this new facility would be in keeping with the urban design and visual character of Lower Manhattan.

In Brooklyn, by the year 2002, the reconstruction of the Gowanus Expressway will have begun; however this is south of the study area identified for this report and it is not expected that this will affect urban design and visual resources in the Brooklyn Study area. Plans are also being developed for a Brooklyn waterfront park in the area north of Pier 6, however funding for this park has not been secured, thus the date of its implementation is unsure. No individual development projects within the Brooklyn study area have been identified.

Neighborhood Character

By the future baseline year of 2002 neighborhood character will have experienced minimal change in any of the project study areas. Governors Island will have remained vacant with its infrastructure, grounds, and buildings having been maintained under caretaker status. Thus significant changes would not have taken place on the island.

In the Manhattan study area, by the year 2002, it is expected that the Whitehall Ferry Terminal and Peter Minuit Plaza will have been rebuilt. The new structure will replace the functionally obsolete terminal. Overall, this new facility would improve neighborhood character within this study area.

In Brooklyn, by the year 2002, the reconstruction of the Gowanus Expressway will have begun; however this is south of the study area identified for this report and it is not expected that this will significantly change traffic in the Brooklyn Study area. Plans are also being developed for a Brooklyn waterfront park in the area north of Pier 6. However, funding for this park has not been secured thus the date of its implementation is unsure. No individual development projects within the Brooklyn study area have been identified.

Infrastructure and Solid Waste

No new or proposed developments have been identified that would place additional demand on existing infrastructure and waste disposal services within the project study areas. Although conversion of some office space to residential units is an ongoing trend in the Manhattan study area which is likely to continue, development of this nature would not impact the capacity of the existing infrastructure and solid waste system as a relatively similar capacity would already exist from the former use. Background change in population would not significantly impact the demand on the area's infrastructure.

Hazardous Materials

The USCG is in the process of completing the removal of most of the underground storage tanks on the island. In addition, the Coast Guard is responsible for the cleanup of any hazardous materials associated with their activities on the island. A number of site investigations and remedial actions have been completed for the island and a small number are still in progress (See Section III.C-6). Under Coast Guard occupation the island was identified as a RCRA LQG (Resource Conservation Recovery Act Large Quantity Generator) and Title 5 Air Quality Operating Permits were maintained. The Title 5 permits will have expired by this time. All remediation activities will be completed prior to disposal of the island. Governors Island is currently in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act and is expected to remain in compliance through 2002.

Traffic and Transportation

Since Governors Island will remain unoccupied to the year 2002, no changes to transportation conditions on-island will occur. Transportation conditions off-island in Lower Manhattan and Brooklyn in the year 2002 are also anticipated to remain relatively similar to existing conditions. Several changes may occur In the Manhattan study area, as outlined below; however, these are not anticipated to change the overall condition of the study area network.

The in-place reconstruction of the Whitehall Ferry Terminal, which serves the Staten Island Ferry, is being planned for completion by the end of 2001 (*Whitehall Ferry Terminal Environmental Assessment*) and would therefore be in place in the baseline 2002 condition. The proposed project would demolish the present Whitehall Ferry Terminal building and replace it with a new facility. In addition to its function as the terminal for the Staten Island Ferry, the building will contain some office space, concession space, a viewing deck, and a connection to the 1 and 9 subway lines. This project also involves changes to the existing street and circulation pattern in the South Ferry area. The current South Ferry plaza, containing five traffic islands and three interior roadways, will be reconfigured into a single unobstructed open space of granite and asphalt unit pavers. While existing roadways within the plaza will be eliminated, Peter Minuit Place, a new mapped street, will be constructed to the west of the building. It will contain a paved turnaround loop for bus loading and unloading, a ferry vehicle queuing lane and an access road to Battery Park. The newly created plaza in front of the Whitehall Ferry Terminal would improve pedestrian circulation in the area and provide cleared connections with subway stations, buses, and taxis. An additional open space area would be created by this project at the foot of Whitehall Street between the Whitehall Ferry Terminal and the Battery Maritime Building which would enhance pedestrian features of the study area. The improved ferry terminal would not change the operating characteristics of the Staten Island Ferry service; therefore additional ferry passengers are not anticipated as part of this improvement.

Some minor changes to transit services are likely by the year 2002. Due to the nature of bus service, NYC Transit often changes service patterns to meet ridership demands. However, no specific alterations of current services in this study area are anticipated by the year 2002. A minimal increase in ridership can be anticipated due to background growth. Bus access to the ferry area will change as a result of the Whitehall Ferry Terminal reconstruction, from the front of the terminal, to a new bus turnaround loop off of the planned new street, Peter Minuit Place.

Volumes at the South Ferry Station (1&9 lines) for year 2002 are anticipated to be similar to current conditions. It can be assumed that demand at this station from sites developed during this period would be minimal. In the *Whitehall Ferry*

Terminal Environmental Assessment, background growth rates of 0.5% per year were assumed to the year 2001. This growth did not change the level of service on the stairways, which remained at LOS C, or the level of service in the fare collection area, which remained at LOS A, having free flow conditions. According to the *Whitehall Ferry Terminal Environmental Assessment,* NYC Transit plans on replacing two of the stairways at the Whitehall Street Station (N&R lines) with a single larger stairway within Peter Minuit Plaza. This location would be slightly closer to the Staten Island Ferry Terminal Building. The Bowling Green Station (4&5 lines) is not anticipated to change by the year 2002. A minimal level of background growth is anticipated which could be accommodated.

Air Quality

Under the future baseline 2002, there would be no vehicular activity on Governors Island; therefore, no change to air quality conditions on-island will occur.

Air quality conditions are expected to improve between existing conditions and future baseline 2002 due to the level of anticipated traffic conditions and the beneficial effects of continued vehicle turnover, which increases the percentage of the vehicle fleet equipped with enhanced emission control technology. However, these values do not reflect the benefits of the mandated use of oxygenated fuels, and are therefore conservative.

Mobile Source Noise

No changes in noise levels are expected to occur between current conditions on Governors Island and the future baseline year 2002, as no new vehicles are expected to operate on the island.

According to NYC environmental guidelines, if there is less than a doubling of passenger car equivalents (PCEs) as a result of the project, then no impact to mobile source noise would result. If the PCEs were to double as a result of the project, then two methodologies could be used to predict future noise levels. The following formula is one method for predicting future noise levels:

*Future Noise Level Increase = 10 * log (Future PCEs/Existing PCEs)*

Another method is use of the Federal Highway Administration's (FHWA) traffic noise prediction model (STAMINA 2.0). STAMINA estimates the acoustic intensity at a receptor resulting from the combination of noise sources traveling along straight line roadway segments, the distance to noise sources, type of ground surface, and any shielding or buffer which may inhibit or reduce the level of noise generated by traffic.

Table IV.A-1 shows the existing PCEs for the Brooklyn study area compared to the future baseline 2002 PCEs, and the expected increase in noise level expected as a result of the increase in PCEs.

As can be seen in Table IV.A-1, the increase in PCEs between existing conditions and future baseline 2002 is minimal, which results in increases in noise levels of less than 1 dBA.

Energy

The required operational energy to maintain the island is expected to stay the same for future baseline 2002 as it is currently. Operation of the island should require approximately 11.5×10^9 BTUs per year.

In both the Manhattan and Brooklyn study areas energy consumption will increase minimally by the year 2002.

TABLE IV.A-1

Predicted Future Baseline 2002 Noise Levels; Brooklyn Study Area

Site	Existing PCEs	Future Baseline 2002 PCEs	Change in Noise Level (dBA)	Existing L_{10} (dBA)	Future Baseline 2002 L_{10} (dBA)
AM Peak Hour Measurements					
5	2,802	2,916	0.2	70.0	70.2
6	2,852	2,968	0.2	75.0	75.2
PM Peak Hour Measurements					
5	5,265	5,481	0.2	70.0	70.2
6	1,652	1,720	0.2	72.0	72.2

4. Socioeconomic Characteristics

Socioeconomic Conditions

Population and Housing. There would be no change to the resident population or housing units on Governors Island in the year 2002. The 803 family housing units and 437 single-person units would remain on the island, but be unoccupied. The caretaker detachment staff would still be present.

There would be no resident population or housing units at the Battery Maritime Building site. There are no known specific future development projects, either public or private, within the Manhattan Study Area. The population in this study area is not expected to grow significantly by the year 2002. Although conversion of some office space to residential units in the Manhattan study area is an ongoing trend which is likely to continue, specific projects have not been identified which would significantly alter the overall composition of the study area by 2002.

There would be no resident population or housing units at the Piers 7 and 8 location in the Brooklyn study area. There are no known specific future development sites, either public or private, within the study area. The population in this study area is projected to be 2,398 persons in the year 2002. The number of housing units in the Brooklyn study area would be approximately the same as in 1997.

Economic Conditions. By the year 2002 the funding and employment for maintenance and security of Governors Island would be more or less equal to the present levels; only slight increases—due to inflation—would be anticipated.

During the year 2002, the Battery Maritime Building would continue to provide office space to New York City Department of Transportation workers. There are no known future development sites, either public or private, within the study area which are likely to affect economic conditions in the future. There are several economic trends which are expected to continue to 2002. These trends are the continued growth and viability of Lower Manhattan as one of the major dominant forces in the New York region and the nation. The Residential Conversion Tax Exemption Program is expected to promote the conversion of older office buildings to residences. In line with this tax incentive, new office buildings are expected to be absorbed into the market.

Brooklyn Piers 7 and 8 are located adjacent to the Red Hook Marine Terminal, an area recently designated by the Department of City Planning, as part of the Red Hook Significant Maritime Industrial Area (see Section III.D-3, *Waterfront Planning and Zoning*). The viability of this use and continued governmental support is expected to continue. Under this scenario, there are

no known future development proposals, either public or private, within the study area. Economic trends that are expected to continue in the future are the continued decline of the industrial sector in Brooklyn, although more slowly than in the past. An exception is the demand for waterfront industrial land.

Land Use, Zoning, and Public Policy

Land Use. Land use for the future baseline year 2002 on Governors Island will remain as described in the *Affected Environment*, Section III.D-2.

Land use for the future baseline year 2002 in the Manhattan study area will remain similar to existing conditions. Except for the waterfront, virtually the entire study area is well established with office uses, which are predicted to be maintained as such to the year 2002. The area is almost completely developed, with few remaining parcels unoccupied and available for development. Currently vacant sites in the study area which have development potential include:

15 William Street. Located at the intersection of William and Beaver Streets, this 24,200-square foot lot is currently vacant and used as a construction staging site. With as-of-right bonuses, it could achieve 18 FAR with a maximum floor area of 435,600 square feet. There are presently no specific plans for this site.

76 William Street. Bounded by Cedar Street on the south, William Street on the west, Maiden Lane/Liberty Street on the north and an existing office development on the east, this 18,600 square foot lot is currently vacant and was used formerly by the Bank of Canada. With as-of-right bonuses, it could achieve 18 FAR with a maximum floor area of 334,800 square feet. There are presently no specific plans for this site.

140 Liberty Street. Bounded by Liberty, West, Cedar and Washington Streets, this 18,700 square foot lot is a U-shaped parcel surrounding an existing church located on Cedar Street. With as-of-right bonuses, it could achieve 18 FAR with a maximum floor area of 336,600 square feet. There are presently no specific plans for this site.

An additional area with development potential is in the vicinity of West and Greenwich Streets. Uses in this area are dominated by infrastructure and facilities for the entrance ramps to Brooklyn Battery Tunnel and associated tunnel garages. This area has been identified as having development potential; however no specific development proposals have been made for this area.

It is also possible that other developments could take place by the future baseline year 2002 involving reuse of obsolete buildings and the assemblage of smaller buildings. Residential conversions of pre-1977 office buildings are predicted to occur as a result of zoning and tax incentives, which have become an increasing trend in recent years. It is both difficult to predict where this type of development will take place, and whether this trend of residential conversions will continue, given the uncertainty of future market conditions. If residential conversions do increase, an increase in accompanying retail services and other commercial uses are likely.

A variety of development plans include improvements to existing facilities within or adjacent to the waterfront area. These improvements are discussed in more detail in Section III.D-3, *Waterfront Planning and Zoning*. Projects anticipated for completion in the year 2002 in the waterfront include improvements to Battery Park and the in-place reconstruction of the Whitehall Ferry Terminal, including the redesign of the south Ferry Plaza. The terminal will also include office and concession space under this proposal. The existing plaza, which includes five traffic islands and three interior roadways, will be

reconfigured into Peter Minuit Plaza, an unobstructed open space; and Peter Minuit Place, a mapped street containing a paved bus loop, a ferry vehicle queuing lane and an access road for the New York City Department of Parks and Recreation and the United States Coast Guard. According to the *Whitehall Ferry Terminal Environmental Assessment Statement*, this project is scheduled for completion by the end of 2001.

Land use for the future baseline year 2002 in the Brooklyn Study Area will remain similar to the description of existing conditions. The area east of the BQE contains developed, well established residential neighborhoods which are predicted to be maintained to the year 2002. Similarly, the neighborhood west of the BQE, south of Piers 7 and 8 and north of Hamilton Avenue contain established residential neighborhoods which are unlikely to change in character by the year 2002. The warehousing and maritime uses along the waterfront are also well established and unlikely to experience any significant change in land use during this period. North of Piers 7 and 8, a variety of plans are proposed for redevelopment of Port Authority-owned Piers 1-5 into public space and recreational use. However, no formal development proposal has been submitted for this area.

Zoning. Zoning for the future baseline year 2002 on Governors Island will remain as described for existing conditions.

Zoning for the future baseline year 2002 in the Brooklyn study area is also anticipated to remain as described for existing conditions.

Zoning for the future baseline year 2002 in the Manhattan study area will change as a result of the rezoning proposal for Lower Manhattan. The Department of City Planning is proposing to establish a Special Lower Manhattan District (LMD). The district would simplify the overlapping and complicated regulations which exist in Lower Manhattan. This district would eliminate the Special Manhattan Landing and Greenwich Street Development Districts; establish a new subdistrict for the Historic and Commercial Core; and retain the existing Special South Street Seaport District as a subdistrict. This proposed action would change both the zoning text and the zoning map.

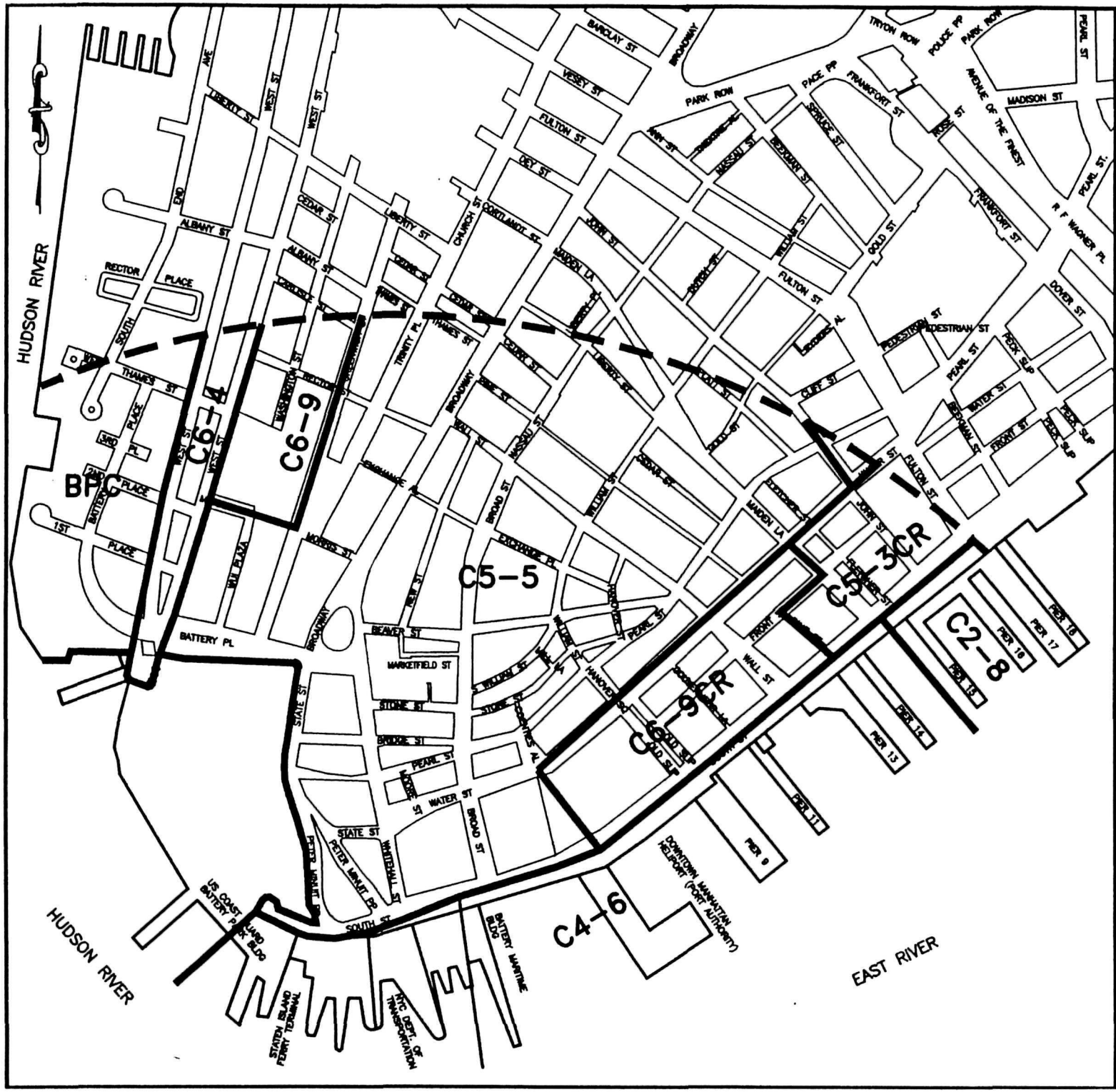
The proposed rezoning would not necessarily alter the magnitude of permissible development potential, but would make it easier for mixed uses to develop. The rezoning expands the retail and service uses in C5 districts. These changes allow for a greater variety of uses in the area, such as more recreation, movies, restaurants and retail uses. The FAR's are kept the same; however there are changes in density control. These changes do not increase density, but change the way density is calculated. Included as well are changes in height and setback regulations. The rezoning has been certified and has started the public review process. The New York City Planning Commission and the City Council are expected to adopt the rezoning proposal in September, 1998. The proposed new zoning map for the study area is shown in Figure IV.A-1.

Public Policy. Public policies as described for the affected environment will remain relevant in the study area for the future baseline year 2002.

Waterfront Planning and Zoning

Waterfront conditions for the future baseline year 2002 on Governors Island will remain as described for the affected environment.

Waterfront conditions for the future baseline year 2002 in the Manhattan study area will remain similar to current conditions. Projects anticipated for completion in the year 2002 along the waterfront include improvements to Battery Park and the reconstruction of Whitehall Ferry Terminal, including improved pedestrian access in the Peter Minuit Plaza area. A variety of



LEGEND:

- **M** – MANUFACTURING
- **C** – COMMERCIAL
- **BPC** – BATTERY PARK CITY SPECIAL ZONING
- STUDY AREA BOUNDARY

REZONING PROPOSAL FOR LOWER MANHATTAN

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.A-1

other projects and plans have been proposed for the Lower Manhattan waterfront; however, no formal development proposals have been submitted. These plans have included an East River Docks Project in the Piers 9-13 area, development on Pier A, and creation of a continuous esplanade along the waterfront.

Waterfront conditions for the future baseline year 2002 in the Brooklyn study area will also remain similar to current conditions. Warehousing and maritime uses along the waterfront are well established and unlikely to experience any significant change during this period. North of Piers 7 and 8, a variety of plans have proposed the redevelopment of Port Authority-owned Piers 1-5 into public space and recreational use; however, no formal development proposal has been submitted for this area.

Waterfront Policies. The proposed 1997 Waterfront Revitalization Program (WRP) is a revision of the 1982 WRP, incorporating recommendations of the Comprehensive Waterfront Program. New York State's WRP has been developed in response to the Federal Coastal Zone Management Act (CZMA). Consistency with the state's WRP or an approved Local Waterfront Revitalization Program (LWRP) is required within the coastal zone. Although Governors Island is not designated as being included within the Coastal Zone (as Federal properties and facilities are exempt from consistency review), once disposition of a Federal property or facility occurs it becomes part of the coastal zone and a consistency review with the WRP or LWRP is necessary.

The 1997 proposed revision creates a more manageable structure for review of individual projects for consistency with the Program by narrowing the policies to 10 from 56. Weaknesses of the 56 policies, comprised of 12 city policies and 44 state policies, were that some were vague or redundant. In New York State, actions must be consistent to the maximum extent possible with a municipality's "Local Waterfront Revitalization Program" (LWRP). The LWRP for New York City is the WRP, which is the City's principal coastal zone management tool. Projects involving the coastal zone, the boundary of which is mapped in the WRP, require a determination of their consistency with the goals of the WRP policies. It is assumed that these policies will have been adopted by the year 2002. The goals set forth in the 1997 WRP are:

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

Consistent with this policy, proposed projects within the designated coastal zone must:

- encourage commercial and residential redevelopment in appropriate coastal zone areas,
- encourage non-industrial development that enlivens the waterfront and attracts the public,
- encourage redevelopment in the coastal area where public facilities and infrastructure are adequate or will be developed.

This is a revision of existing WRP policy numbers 1, 2, 5, A, B, 41, 42, and 43.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

Consistent with this policy, proposed projects within the designated coastal zone must:

- promote water-dependent and industrial uses in Significant Maritime and Industrial Areas
- encourage working waterfront uses at appropriate sites outside the Significant Maritime and Industrial Areas
- provide infrastructure improvements necessary to support working waterfront uses

This is a revision of existing WRP policy numbers 3, 4, 5, 41, 42, 43, 27, I and L.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

Consistent with this policy, proposed projects within the designated coastal zone must:

- support and encourage recreational and commercial boating in New York city's maritime centers

- minimize conflicts between recreational, commercial, and ocean-going freight vessels
- minimize impact of commercial and recreational boating activities on the aquatic environment and surrounding land and water uses

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Consistent with this policy, proposed projects within the designated coastal zone must:

- protect and restore the ecological quality and component habitats and resources within the Special Natural Waterfront Areas, Recognized Ecological complexes, and Significant Coastal Fish and Wildlife Habitats
- protect and restore tidal and freshwater wetlands
- protect vulnerable plant, fish and wildlife species, and rare ecological communities. Design and develop land and water uses to maximize their integration or compatibility with the identified ecological community
- maintain and protect living aquatic resources

This is a revision of existing WRP policy numbers 7, 44, 9 and 10.

Policy 5: Protect and improve water quality in the New York City coastal area.

Consistent with this policy, proposed projects within the designated coastal zone must:

- manage direct or indirect discharges to waterbodies
- protect the quality of New York City's waters by managing activities that generate nonpoint source pollution
- protect water quality when excavating or placing fill in navigable waters and in or near marshes, estuaries, tidal marshes, and wetlands
- protect the quality and quantity of groundwater, streams, and the sources of water for wetlands

This is a revision of existing WRP policy numbers 30, 31, 32, 33, 34, 35, 37, 38, 40 41, 42, and 43.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Consistent with this policy, proposed projects within the designated coastal zone must:

- minimize losses from flooding and erosion by employing non-structural and structural management measures appropriate to the condition and use of the property to be protected and the surrounding area
- direct public funding for flood prevention or erosion control measures to those locations where the investment will yield significant public benefit
- protect and preserve non-renewable sources of sand for nourishment

This is a revision of existing WRP policy numbers 11, 12, 13, 14, 15, 16, 17, C, D, E, G, 27, I and L.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

Consistent with this policy, proposed projects within the designated coastal zone must:

- manage solid waste material, hazardous wastes, toxic pollutants, and substances hazardous to the environment to protect public health, control pollution and prevent degradation of coastal ecosystems
- prevent and remediate discharge of petroleum products
- transport solid waste and hazardous substances and site solid and hazardous waste facilities in a manner that minimizes potential degradation of coastal resources

This is a revision of existing WRP policy numbers 8, 30, 36, 39, K, I, J, L 27, I and L.

Policy 8: Provide public access to and along New York City's coastal waters.

Consistent with this policy, proposed projects within the designated coastal zone must:

- preserve, protect and maintain existing physical, visual and recreation access to the waterfront
- incorporate public access into new public and private development where compatible with proposed land use and coastal location
- provide visual access to coastal lands, waters and open space where physically practical
- preserve and develop waterfront open space and recreation on publicly owned land at suitable locations
- preserve the public interest in and use of land and waters held in pubic trust by the state and city

This is a revision of existing WRP policy numbers 9, 19, 20, 21, 22, F, and G.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

Consistent with this policy, proposed projects within the designated coastal zone must:

- protect and improve visual quality associated with New York City's urban context and the historic and working waterfront
- protect scenic values associated with natural resources

This is a revision of existing WRP policy numbers 24 and 25.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

Consistent with this policy, proposed projects within the designated coastal zone must:

- retain and preserve designated historic resources and enhance resources significant to the coastal culture of New York City
- protect and preserve archaeological resources and artifacts

This is a revision of existing WRP policy number 23.

Waterfront Zoning. Under the rezoning proposal for Lower Manhattan, a new special permit is being proposed which would effect Article VI Chapter II, Special Regulations Applying in the Waterfront Area. The new special permit would allow for flexible and coordinated development of Piers 9 through 14. The special permit would allow the four piers to be treated as a unified development, permitting distribution of bulk and other modifications in order to achieve a better site plan and to maximize the usability of the open public spaces.

Historic And Cultural Resources

In the future baseline 2002, no construction or ground disturbance would occur on Governors Island. Accordingly, no disturbance of potentially significant prehistoric and historic archeological resources would occur.

Historic buildings located within the Governors Island National Historic Landmark (GINHL) district would be maintained in accordance with the *Governors Island Preservation and Design Manual.*

No physical changes are anticipated in the off-island study areas that would alter historic and/or cultural resources.

Environmental Justice

As discussed in Section III.D-5, Environmental Justice, the off-island study area populations do not possess the racial and economic characteristics that would warrant an environmental justice analysis.

B. NO ACTION ALTERNATIVE YEAR 2002

Under the No Action Alternative it is assumed that Governors Island is **not** disposed of by GSA in the year 2002. As a result of coordination between the USCG, GSA, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, and the City of New York, a Programmatic Agreement was developed in fulfillment of the USCG's and GSA's responsibilities under Section 106 and Section 110(f) of the National Historic Preservation Act. The Programmatic Agreement committed the USCG and GSA to provide for the continued standard maintenance of the structures within the Governors Island National Historic Landmark (GINHL) district until conveyance.

The GSA is committed to making an annual request for funding to the U.S. Congress to apply towards the maintenance of the island's historic landmark district.

Under the scenario of retention of the island, the Federal government would continue to own Governors Island. The island would remain vacant except for the visiting maintenance and security crews. Public access to the island would still not be permitted except for official business. Passing boats would be prohibited from mooring on the island's piers. Maintenance of the GINHL district would continue in accordance with the Programmatic Agreement.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. The No Action Alternative would not adversely impact the geology, topography, seismic activity, and soils of the island or of the off-island study areas.

Recommended Mitigation. Since no adverse impacts to the above resources have been identified, no mitigation is recommended.

2. Wind and Climate

Impacts. The No Action Alternative would not adversely impact wind and climate on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Impacts. The No Action Alternative would not adversely impact ground water quality on the island or in the off-island study areas; or the water quality of New York Harbor. Activities associated with caretaker maintenance are minimal and would be conducted in compliance with all Federal, State and local environmental regulations.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. The No Action Alternative would not adversely impact wetlands or floodplains on the island or in the off-island study areas. There are no designated State or Federal wetlands in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Impacts. The No Action Alternative would not adversely impact the terrestrial and aquatic ecology of the island or of the off-island study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Endangered and Threatened Species and Critical Habitats

Impacts. The No Action Alternative would not adversely impact Endangered and Threatened Species and Critical Habitats on the island or on the off-island study areas. No known endangered and threatened species (other than transient species) or critical habitats are located on Governors Island or the off-island study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

C. Man-Made Characteristics

1. Community Facilities and Services

Impacts. The No Action Alternative would not adversely impact community facilities on the island or in the off-island study areas. There would be no demand for community facilities on Governors Island except under emergency conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Open Space

Impacts. The No Action Alternative would not adversely impact open space located on Governors Island or the off-island study areas. This Alternative would maintain the present policy of allowing no public access to Governors Island. This represents a missed opportunity, given the availability of open space on the island and the density of population in the region. It is not guaranteed, however, that public access would be provided by the new owners of the island if disposal were to occur. Denial of public access would not constitute a change from present conditions and thus is not an adverse impact.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

Impacts. The No Action Alternative would not adversely impact urban design and visual resources on the island or in the off-island study areas. These resources would remain unchanged if the island is retained by the Federal Government.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Neighborhood Character

Impacts. The No Action Alternative would not adversely impact neighborhood character on the island or in the off-island study areas. There would be no new activities or development resulting from this alternative within the project study areas that would affect neighborhood character.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

5. Infrastructure and Solid Waste

Impacts. The No Action Alternative would not adversely impact infrastructure and solid waste on the island or in the off-island study areas. Use of infrastructure and generation of solid waste during caretaking would be far below the level during USCG operation of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Impacts. The No Action Alternative would not adversely impact hazardous materials on Governors Island or the off-island study areas. All USCG remediation activities will be completed by this time. No new activities that could result in the creation of the need for additional remediation during caretaking are expected to occur on the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

7. Traffic and Transportation

Impacts. The No Action Alternative would not adversely impact traffic on the island or in the off-island study areas. A 55-person caretaker crew would be deployed on the island. The entire crew would not be on the island at any one time. Trips associated with this activity would be insignificant.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

8. Air Quality

Impacts. The No Action Alternative would not adversely impact air quality on the island or in the off-island study areas. Traffic associated with caretaking would be minimal and no new stationary sources that could generate air quality impacts would be created.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

Impacts. The No Action Alternative would not adversely impact noise conditions on the island or in the off-island study areas. Noise-generating activities associated with caretaking would be significantly below those associated with the USCG's operation on the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Impacts. The No Action Alternative would not adversely impact energy consumption on the island or in the off-island study areas. Energy consumption associated with caretaking would be significantly below the amount consumed when the island was under operation.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

The No Action Alternative could adversely impact socioeconomic conditions on the island or in the off-island study areas. Since the island would remain in Federal ownership, the island would continue to be exempt from state or local taxes. This would be similar to the condition under which the USCG inhabited the island. The City of New York would not be responsible for providing police, fire, or life safety services except under emergency conditions. As the island would be uninhabited, there would also be no additional burden on New York City utilities, or other community facilities. Consequently, this alternative would not create a financial burden to the City of New York.

Federal retention of the island would represent, among other things, a lost opportunity to the City of New York in terms of the creation of new tax ratables, which would almost certainly be created if the island were to be disposed of and reused for residential or commercial use. This, however, does not constitute an impact, since the island does not presently generate tax ratables.

Retention of the island would represent a loss to the Federal government of the fair market value that could be obtained through the sale of the island. Under the No Action Alternative, the Federal government would not receive fair market value for the island. Additionally, the annual recurring cost of caretaker maintenance would continue for the Federal government as long as the island is retained. This would not be consistent with the mandate to reduce Federal expenses, which was the original purpose of relocating the USCG off of the island.

Impacts. The retention of the island would result in a minor adverse impact to the Federal government in that fair market value of the island would not be realized by the government. Additionally, the annual cost associated with caretaking would continue as a Federal burden indefinitely.

Recommended Mitigation. Potential mitigation for this impact could include the disposition of the island as mandated under the Balanced Budget Act of 1997 or the discontinuance of caretaking activities. The discontinuance of caretaking activities, however, is not a viable mitigation since the GSA is a signatory to the Governors Island Programmatic Agreement and is committed to maintaining the island if Congress continues to appropriate the necessary funds.

2. Land Use, Zoning, and Public Policy

The No-Action Alternative would prevent GSA from meeting the mandates under either the Balanced Budget Act of 1997 or the Federal Property and Administrative Services Act of 1949 (FPAS) as amended. Under the Balanced Budget Act of 1997, GSA was directed to *"... no earlier than 2002, dispose of by sale at fair market value all rights, title, and interests of the United States in and to the land of, and improvements to, Governors Island, New York."* Although this legislation does not note a final date by which disposition must occur, the ongoing carrying costs associated with the property, and the FPAS directive, necessitate the disposal of Governors Island as soon after the year 2002 as feasible. The failure to do so would constitute an adverse effect.

Impacts. The No Action Alternative would not adversely impact land use and zoning on the island or in the off-island study areas. There would be no change to land use or zoning as a result of the Federal government retaining the island.

The No Action Alternative would create a minor impact to GSA policy by preventing GSA from meeting its mandates under the Balanced Budget Act of 1997 and the FPAS of 1949.

Recommended Mitigation. Potential mitigation for this impact would be the disposition of the island by GSA as mandated under the Balanced Budget Act of 1997 or the FPAS of 1949, or the disposition of the island pursuant to subsequent Federal legislation.

3. Waterfront Planning and Zoning

Impacts. The No Action Alternative would not adversely impact waterfront planning and zoning on the island or in the off-island study areas. Consideration of coastal issues in all federal actions is mandated by the Coastal Zone Management Act of 1972. The Act designated that Federal actions within the identified "coastal zone" should be consistent with the state coastal zone management program. In New York State, municipalities are permitted to implement approved local waterfront revitalization programs (LWRP) which must include, and can supplement, state requirements for waterfront planning consistency. Therefore, projects consistent with New York City's WRP are generally considered to be consistent with State and Federal policies regarding coastal zone management. The Coastal Zone boundary was designated in 1982 in the New York City WRP. Federally-owned properties are not included within the Coastal Zone as currently defined; therefore activities on Governors Island are technically exempt from Coastal Zone consistency analysis. The administrative act of retention of the island would not preserve existing waterfront conditions and would not impact the coast of the island or nearby areas in any way. Should GSA dispose of Governors Island to another party, however, it would no longer be exempt from Coastal Zone consistency analysis. Although GSA would not implement any of the land use options, the future owner would likely have to consider, and be consistent with, LWRP policies. Therefore, an analysis considering the island's reuse has been included in the Land Use Options chapter (IV.E) within this FEIS. Although not a requirement, an analysis of the No Action Alternative which follows was performed against WRP policies which are assumed to have been adopted by the year 2002.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any change in development, therefore commercial or residential development would be neither supported nor discouraged by this alternative.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any change in use of the island, therefore water-dependent and industrial development would be neither supported nor discouraged by this alternative.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any change in access to the island, therefore commercial and recreation boating and water-dependent transportation would be neither supported nor discouraged by this alternative.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any

change to the natural habitat on or surrounding the island, therefore the quality of the ecological systems would be neither improved or diminished.

Policy 5: Protect and improve water quality in the New York City coastal area.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any development on the island, therefore water quality on or surrounding the island would be neither improved or diminished.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any development on the island, therefore potential for flooding and erosion on the island would be neither increased or decreased.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any development on the island, therefore environmental degradation from solid waste and hazardous substances would be neither improved or diminished.

Policy 8: Provide public access to and along New York City's coastal waters.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would continue to involve prohibiting public access to the island, as is the current situation, therefore public access to coastal waters would be neither increased or decreased.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would not involve any development or activities on the island, therefore existing scenic resources and the visual quality of the island's coastal area would be preserved.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

This policy is not negatively impacted by the No Action Alternative as retention of the Island would involve preservation of the historic district on the northern end of the island, therefore assuring the preservation of historical, archaeological and cultural resources in the coastal areas of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Historic and/or Cultural Resources

Impacts. The No Action Alternative would not adversely impact historic and/or cultural resources on the island or in the off-island study areas. The GINHL district would be maintained in accordance with the *Governors Island Preservation and Design Manual.*

The continued provision of standard caretaker maintenance under this alternative would also concur with the conclusion of the *Governors Island Closure Environmental Assessment,* which stated that closure of the USCG facility on Governors Island with

the provision of a standard maintenance plan would not create an impact to the GINHL district.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

5. Environmental Justice

Impacts. The No Action Alternative would not adversely impact environmental justice on the island or in the off-island study areas. There are currently no residents on Governors Island, and the off-island study areas do not have a significant low-income or minority population.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

C. ACTION ALTERNATIVE YEAR 2002

The Action Alternative, the preferred alternative, involves the disposition of Governors Island by GSA to another party. GSA is mandated to dispose of this surplus property, at fair market value, not before the year 2002 in response to the Balanced Budget Act of 1997.

Under normal circumstances GSA's statutory authority regarding excess and surplus property disposition is embodied in the Federal Property and Administrative Services Act of 1949 (FPAS), as amended. This act requires GSA to consider disposition first to other Federal agencies, second to State and local public agencies and eligible nonprofit organizations for donation or at substantial monetary discount. In the absence of a request from a State or local public body or other eligible applicant, GSA must dispose of surplus property by either negotiated sale to eligible state or local public agencies or public sale for unrestricted use at no less than the property's fair market value.

If the disposition of Governors Island were being conducted in compliance with the FPAS, this FEIS would examine the multiple methods of disposition that could occur. However, as a result of the Balanced Budget Act, the normal disposition process has been superseded. The mandated options for disposition of the island are:

- Disposition to New York State and/or New York City for fair market value;
- Disposition to another entity or entities for fair market value.

Disposition to New York State and/or New York City

Under the first scenario, Governors Island would be disposed of to New York State and/or New York City (NYS and/or NYC) for fair market value as soon as the year 2002. This alternative assumes that the island has remained in Federal ownership until disposition occurs. Upon disposition, full title would be transferred to NYS and/or NYC for a fair market value. It is assumed that the responsibility of continued preservation and maintenance of the GINHL district would be transferred to NYS and/or NYC along with the island's title.

The administrative act of disposing of Governors Island to NYS and/or NYC would not have any direct effect on the physical, biological, or man-made environment. Such effects would only occur as a result of the island's future reuse by a party other than GSA. Analysis of the land use options (Chapter IV.E) generally discloses the potential effects of a broad range of reuse schemes.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. This scenario under the Action Alternative would not adversely impact the geology, topography, seismic activity, and soils of the island or of the off-island study areas.

Recommended Mitigation. Since no adverse impacts have been identified to the above resources, no mitigation is recommended.

2. Wind and Climate

Impacts. This scenario under the Action Alternative would not adversely impact wind and climate on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Impacts. This scenario under the Action Alternative would not adversely impact ground water quality on the island or in the off-island study areas; or the water quality of New York Harbor.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. This scenario under the Action Alternative would not adversely impact wetlands or floodplains on the island or in the off-island study areas. There are no designated Federal or State wetlands in any of the project study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Impacts. This scenario under the Action Alternative would not adversely impact the terrestrial and aquatic ecology of the island or of the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Endangered and Threatened Species and Critical Habitats

Impacts. This scenario under the Action Alternative would not adversely impact Endangered and Threatened Species and Critical Habitats on the island or in the off-island study areas. No endangered and threatened species (other than transient species) or critical habitats are located on Governors Island or the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

C. Man-Made Characteristics

1. Community Facilities and Services

Impacts. This scenario under the Action Alternative would not adversely impact community facilities on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

2. Open Space

Transfer of the island to NYS and/or NYC could enable public access to a portion of the city previously unavailable to visitors. Under USCG tenure, the island was only populated by USCG personnel and families, civilian employees, and invited visitors. The island was unavailable to the general public. For that matter, during its entire history as a military base the island was unavailable to the general public except for special events. The transfer of ownership of the island to NYS and/or NYC would presumably result in some portion of the island being available for public access and use. This would constitute a positive benefit in terms of increasing the available publicly accessible open space in a densely populated city.

Impacts. This scenario under the Action Alternative would not adversely impact open space located on Governors Island or the off-island study areas. This Alternative would probably result in some portion of the island becoming available as public open space. This would be a positive benefit associated with disposition of the island.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Urban Design and Visual Resources

Impacts. This scenario under the Action Alternative would not adversely impact urban design and visual resources on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Neighborhood Character

Impacts. This scenario under the Action Alternative would not adversely impact neighborhood character on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

5. Infrastructure and Solid Waste

Impacts. This scenario under the Action Alternative would not adversely impact infrastructure and solid waste on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

6. Hazardous Materials

Impacts. This scenario under the Action Alternative would not adversely impact hazardous materials on Governors Island or the off-island study areas. All USCG remediation activities will be completed by this time.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

7. Traffic and Transportation

Impacts. This scenario under the Action Alternative would not adversely impact traffic on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

8. Air Quality

Impacts. This scenario under the Action Alternative would not adversely impact air quality on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

9. Mobile Source Noise

Impacts. This scenario under the Action Alternative would not adversely impact noise conditions on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

10. Energy

Impacts. This scenario under the Action Alternative would not adversely impact energy consumption on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Under the Action Alternative, the sale of Governors Island for fair market value to NYS and/or NYC will result in the Federal government realizing a monetary gain. The Balanced Budget Act of 1997 states that the proceeds from the fair market sale of Governors Island will be deposited in the general fund of the Treasury and credited as miscellaneous receipts. Additionally, upon disposition of the island, the Federal government's responsibility for caretaking on the island will cease. This will result in the elimination of an annual recurring expense to the Federal government. These effects resulting from the disposition of Governors Island represent a positive benefit to the government of the United States in its pursuit of a balanced budget.

Disposition to NYS and/or NYC at fair market value would constitute a direct cost to the receiving entity. This cost would represent a reduction in monies available for other public projects. This reduction would likely be offset in future years by ground rent, taxes, or user fees generated by uses on the island. In the long term the transfer of the island to NYS and/or NYC under the Action Alternative could constitute a positive cash flow for the receiving entity based on the particular uses instituted.

Disposition of Governors Island to NYS and/or NYC would transfer a publicly-owned, non-tax generating property to ownership by another public entity. Generally, properties owned by New York State or New York City do not generate tax revenue. Under this Action Alternative scenario, the change in public ownership would not necessarily constitute an increase in tax revenue for local or state government. The possibility does exist, however, that NYS and/or NYC would create an arrangement on the island where some land uses would be privately sponsored and would pay ground rent and property taxes, or user fees. These uses would also possibly generate revenue through sales tax, again constituting a benefit to NYS and/or NYC.

Similarly, if the island were disposed of to NYS and/or NYC the burden of providing services on the island would fall to local government. Police, fire, and other life safety services would become a municipal responsibility. The costs of such services however, could also be offset by ground rents, taxes, or user fees.

The responsibility of maintaining the GINHL District in compliance with the Programmatic Agreement and the *Governors Island Preservation and Design Manual* would also be an obligation transferred with the island. This obligation would have monetary costs associated with it. Again, these costs could be offset by ground rents, taxes, or user fees if charged by the owners.

In some instances the addition of large blocks of property to a local real estate market could adversely affect prices for comparable properties. The sale of Governors Island to NYS and/or NYC for fair market value, however, would probably not have this effect. If the island were made available to NYS and/or NYC it would not compete against other properties on the larger market. The sale would be directly negotiated between NYS and/or NYC at a mutually agreeable fair market

value. Even if NYS and/or NYC were to sell the property or offer long-term leases on it, the current real estate market in New York City is sufficiently strong to absorb this property into its existing inventory. Additionally, because of Governors Island's unique characteristics (size, location, existing facilities) it is difficult to identify any comparable properties in New York City. It is not anticipated that the addition of Governors Island to the New York City real estate market will adversely affect prices for comparable properties.

Impacts. The disposition of the island to NYS and/or NYC would result in a beneficial impact to the Federal government in that fair market value of the island would be realized by the government. Additionally, the annual cost associated with caretaking would be discontinued as a Federal burden.

Recommended Mitigation. Since no negative impacts have been identified to the above resources, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Under the Action Alternative, GSA would be undertaking the disposition in accordance with the Balanced Budget Act of 1997, and the island will not be available for transfer to another Federal agency or at a substantially reduced price relative to fair market cost. These stipulations included in the Balanced Budget Act will limit the audience to whom the island might otherwise have been available for disposition. Additionally, under the FPAS, when property is disposed of to a State or local entity for a reduced price relative to fair market value, it is quite often for a public benefit use. Under this alternative, that is not necessarily the case. NYS and/or NYC could lease all or portions of Governors Island to a private entity, and depending on the terms of the lease, could allow the implementation of non-public benefit uses on the island.

If Governors Island were acquired by NYS and/or NYC its reuse would be subject to all applicable local, State and Federal land use and environmental controls. As such, the processes surrounding any public approvals regarding the eventual reuse would include a public participation component. This would allow for public input regarding the approvals and potentially would play a role in shaping the reuse plan, identifying project specific impacts and benefits, and defining appropriate mitigation measures.

Impacts. This scenario under the Action Alternative would not adversely impact land use and zoning on the island or in the off-island study areas.

This scenario under the Action Alternative would create a beneficial impact to GSA policy by allowing GSA to meet its mandates under the Balanced Budget Act of 1997.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Waterfront Planning and Zoning

Impacts. The disposition of Governors Island would be consistent with Federal, State and local Coastal Zone Management Program/Waterfront Revitalization Program policy to the maximum extent practicable. Further, to the maximum extent practicable, the disposal complies with the Coastal Management Program in accordance with Section 307(c)(1) of the Coastal Zone Management Act. GSA is presently engaging in consultation with the New York State Department of State concerning this matter.

This scenario under the Action Alternative would not adversely impact waterfront planning and zoning on the island or in the off-island study areas. Consideration of coastal issues in all Federal actions is mandated by the Coastal Zone

Management Act of 1972. However, Federally-owned properties are not included within the Coastal Zone as currently defined; therefore activities on Governors Island are technically exempt from coastal zone consistency analysis. By disposing of Governors Island to NYS/NYC, the island would no longer be a Federally-owned property and would be included within the Coastal Zone Boundary and require consistency analysis. Regardless of whether the Island is considered within the Coastal Zone, under this scenario, the administrative act of disposal would not itself trigger any impacts to coastal resources. It is the reuse of the island, in which GSA will not be involved, that brings the potential for coastal impacts. This potential is explored further in the Land Use Options Chapter (IV.E) within this FEIS. Although not a requirement, an analysis of the Action Alternative, Disposition to New York State and /or New York City which follows was performed against WRP policies which are assumed to have been adopted by the year 2002.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any change in development, therefore commercial or residential development would be neither supported nor discouraged by this alternative.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any change in use of the island, therefore water-dependent and industrial development would be neither supported nor discouraged by this alternative.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any change in access to the island, therefore commercial and recreation boating and water-dependent transportation would be neither supported nor discouraged by this alternative.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any change to the natural habitat on or surrounding the island, therefore the quality of the ecological systems would be neither improved or diminished.

Policy 5: Protect and improve water quality in the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any development on the island, therefore water quality on or surrounding the island would be neither improved or diminished.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any development on the island, therefore potential for flooding and erosion on the island would be neither increased or decreased.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any development on the island, therefore environmental degradation from solid waste and hazardous substances would be neither improved or diminished.

Policy 8: Provide public access to and along New York City's coastal waters.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would continue to involve prohibiting public access to the island, as is the current situation, therefore public access to coastal waters would be neither increased or decreased.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would not involve any development or activities on the island, therefore existing scenic resources and the visual quality of the island's coastal area would be preserved.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to New York State and /or New York City, as the administrative act of disposing of the Island would involve preservation of the historic district on the northern end of the island, therefore assuring the protection of historical, archaeological and cultural resources in the coastal areas of the island.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Historic and/or Cultural Resources

Impacts. This scenario under the Action Alternative would not adversely impact historic and/or cultural resources on the island or in the off-island study areas. Deed covenants requiring the maintenance of the GINHL in accordance with the *Governors Island Preservation and Design Manual* would be transferred with the island. The GINHL would continue to be maintained in accordance with the Programmatic Agreement.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

5. Environmental Justice

Impacts. This scenario under the Action Alternative would not adversely impact energy consumption on the island or in the off-island study areas..

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

Disposition to Another Entity or Entities

Under the second scenario associated with the Action Alternative, the preferred alternative, Governors Island would be disposed of to a public or private entity other than NYS and/or NYC for fair market value. Upon disposition, title would be transferred to this entity or entities in return for a fair market price. It is assumed that the continued preservation and maintenance of the GINHL district would be an obligation transferred along with the island's title.

The administrative act of disposing of Governors Island to an entity other than NYS and/or NYC does not have any direct effect on the physical, biological or manmade environment. Effects on these components of the environment could occur as a result of the island's future reuse by a party other than GSA. These effects have been examined and disclosed in the section of this report dealing with the land use options (Chapter IV.E).

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. This scenario under the Action Alternative would not adversely impact the geology, topography, seismic activity, and soils of the island or of the off-island study areas.

Recommended Mitigation. Since no adverse impacts have been identified to the above resources, no mitigation is recommended.

2. Wind and Climate

Impacts. This scenario under the Action Alternative would not adversely impact wind and climate on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Impacts. This scenario under the Action Alternative would not adversely impact ground water quality on the island or in the off-island study areas; or the water quality of New York Harbor.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

2. Wetlands

Impacts. This scenario under the Action Alternative would not adversely impact wetlands on the island or in the off-island study areas. There are no designated Federal or State wetlands in any of the project study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Impacts. This scenario under the Action Alternative would not adversely impact the terrestrial and aquatic ecology of the island or of the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Endangered and Threatened Species and Critical Habitats

Impacts. This scenario under the Action Alternative would not adversely impact Endangered and Threatened Species and Critical Habitats on the island or in the off-island study areas. No endangered and threatened species (other than transient species) or critical habitats are located on Governors Island or the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

C. Man-Made Characteristics

1. Community Facilities and Services

Once the island is no longer under Federal ownership, police, fire, and other municipal services would need to be supplied on the island. It is likely that the City of New York would need to supply some or all of these services, the cost of which could be offset to some degree by taxes. The exact relationship between taxes generated and cost of supplying services can not presently be determined, however, because the future use of the island is highly speculative.

Impacts. This scenario under the Action Alternative could have a minor impact on community facilities on the island or in the off-island study areas. It is possible that the City of New York would become responsible for the provision of community facility services after disposal; this could result in an additional burden to NYC.

Recommended Mitigation. Potential mitigation to this minor impact could include the levying of taxes, ground rent, Payments in Lieu of Taxes (PILOT), or other fees for the users of Governors Island to offset the added community facility burden to NYC.

2. Open Space

Transfer of the island to NYS and/or NYC could enable public access to a portion of the city previously unavailable to visitors. Under USCG tenure, the island was only populated by USCG personnel and families, civilian employees, and invited visitors. The island was unavailable to the general public. For that matter, during its entire history as a military base the island was unavailable to the general public except for special events. The transfer of ownership of the island to an entity other than NYS and/or NYC, however, would not guarantee public access to the island. Thus this could result in the continuance of the existing no-public-access policy for Governors Island.

Impacts. This scenario under the Action Alternative would not adversely impact open space located on Governors Island or the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Urban Design and Visual Resources

Impacts. This scenario under the Action Alternative would not adversely impact urban design and visual resources on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Neighborhood Character

Impacts. This scenario under the Action Alternative would not adversely impact neighborhood character on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

5. Infrastructure and Solid Waste

Impacts. This scenario under the Action Alternative would not adversely impact infrastructure and solid waste on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

6. Hazardous Materials

Impacts. This scenario under the Action Alternative would not adversely impact hazardous materials on Governors Island or the off-island study areas. All USCG remediation activities will be completed by this time.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

7. Traffic and Transportation

Impacts. This scenario under the Action Alternative would not adversely impact traffic on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

8. Air Quality

Impacts. This scenario under the Action Alternative would not adversely impact air quality on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

9. Mobile Source Noise

Impacts. This scenario under the Action Alternative would not adversely impact noise conditions on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

10. Energy

Impacts. This scenario under the Action Alternative would not adversely impact energy consumption on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Under this scenario, the Federal government would realize the financial gains generated from sale of the island. As stated earlier, the proceeds from the fair market value sale of the island would accrue to the general fund of the U.S. Treasury. Additionally, the cost of maintaining the island, more than $6 million a year, would discontinue as an annual recurring expense to the Federal government.

Disposition to a private entity would not entail a purchase cost to NYS and/or NYC, as would be the case in the previous scenario. Rather, the purchase price of the island would be raised through traditional private market means of capital

acquisition. It does not appear likely that dedication of the capital necessary for the fair market purchase of Governors Island would affect the supply and demand of larger financial markets or the ability of others to access these markets.

Disposition to an entity other than NYS and/or NYC under the Action Alternative would be beneficial in terms of the creation of new tax ratables within New York City. If a private entity purchased the island at fair market value, the owners would be responsible for property taxes similar to other privately-held properties in New York City. Additionally, if profit-generating uses occur on the island, these uses would generate sales or corporate taxes, which would in turn be available to NYS and/or NYC.

Under the Action Alternative, the possibility exists that the island could be disposed of to a not-for-profit institution at fair market value, or some combination of not-for-profit and private entity. In this case the not-for-profit institution would be exempt from paying taxes. This could result in a burden to local services without commensurate tax relief. It would not be unusual, however, for an institution to supply much of its own services which would offset this potential burden. Additionally, if it is perceived that the use of public services might be required by an institution purchasing and locating to Governors Island, then a Payment in Lieu of Taxes (PILOT) might be considered.

Impacts. The disposition of the island to an entity other than NYS and/or NYC would result in a beneficial impact to the Federal government in that fair market value of the island would be realized by the government. Additionally, the annual cost associated with caretaking would be discontinued as a Federal burden. This scenario would also represent a beneficial impact to the City of New York in that the island would become available to generate taxes. These taxes would be available to offset the cost of providing services on the island. Anything in excess of this amount could be available for other NYC expenses.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Under the Action Alternative, GSA would be undertaking the disposition in accordance with the Balanced Budget Act of 1997.

If Governors Island were acquired by an entity other than NYS and/or NYC its reuse would be subject to all applicable local, State, and Federal land use and environmental controls. As such the processes surrounding any public approvals regarding the eventual reuse would include a public participation component. This would allow for public input regarding the approvals and potentially would play a role in shaping the reuse plan, identifying project-specific impacts and benefits, and defining appropriate mitigation measures.

Impacts. This scenario under the Action Alternative would not adversely impact land use and zoning on the island or in the off-island study areas.

This scenario under the Action Alternative would create a beneficial impact to GSA policy by allowing GSA to meet its mandates under the Balanced Budget Act of 1997.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

3. Waterfront Planning and Zoning

Impacts. This scenario under the Action Alternative would not adversely impact waterfront planning and zoning on the island or in the off-island study areas. As discussed in the disposition to New York State/New York City Scenario, as a Federally-owned property Governors Island is not technically required to meet Local Waterfront Revitalization Program (LWRP) consistency analyses. However, by disposing of Governors Island to another entity, it would no longer be a Federally-owned property and could potentially be included within the Coastal Zone Boundary and require consistency analysis. Regardless of whether the island is considered within the Coastal Zone, under this scenario, the administrative act of disposal would not itself trigger any impacts to coastal resources. It is the reuse of the island, in which GSA will not be involved, which brings the potential for coastal impacts. This potential is explored further in the land use options Chapter (IV.E) within this FEIS. Although not a requirement, an analysis of the ~~No~~ Action Alternative which follows was performed against WRP policies which are assumed to have been adopted by the year 2002.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any change in development, therefore commercial or residential development would be neither supported nor discouraged by this alternative.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any change in use of the island, therefore water-dependent and industrial development would be neither supported nor discouraged by this alternative.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any change in access to the island, therefore commercial and recreation boating and water-dependent transportation would be neither supported nor discouraged by this alternative.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any change to the natural habitat on or surrounding the island, therefore the quality of the ecological systems would be neither improved or diminished.

Policy 5: Protect and improve water quality in the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any development on the island, therefore water quality on or surrounding the island would be neither improved or diminished.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any development on the island, therefore potential for flooding and erosion on the island would be neither increased or decreased.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any development on the island, therefore environmental degradation from solid waste and hazardous substances would be neither improved or diminished.

Policy 8: Provide public access to and along New York City's coastal waters.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would continue to involve prohibiting public access to the island, as is the current situation, therefore public access to coastal waters would be neither increased or decreased.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would not involve any development or activities on the island, therefore existing scenic resources and the visual quality of the island's coastal area would be preserved.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

This policy is not negatively impacted by the Action Alternative, Disposition to a Private Entity or Entities, as the administrative act of disposing of the Island would involve preservation of the historic district on the northern end of the island, assuring the protection of historical, archaeological, and cultural resources in the coastal areas of the island.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

4. Historic and/or Cultural Resources

Impacts. This scenario under the Action Alternative would not adversely impact historic and/or cultural resources on the island or in the off-island study areas. Deed covenants requiring the maintenance of the GINHL would be transferred with the island. The GINHL would continue to be maintained in accordance with the Programmatic Agreement.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

5. Environmental Justice

Impacts. This scenario under the Action Alternative would not adversely impact environmental justice on the island or in the off-island study areas.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

D. FUTURE BASELINE 2008

A future baseline year of 2008 was established for the analysis of potential impacts associated with the land use options. A comparison of the various land use options with these future baseline conditions is the basis upon which the effects of the land use options are described and evaluated in section IV.E, *Land Use Options 2008.* The future baseline conditions were devised by examining existing conditions and established trends in the areas of population and housing as they apply to the project study areas. The future baseline 2008 was created as a projection of the existing conditions identified within Chapter III, *Affected Environment,* and includes any changes previously described in the future baseline 2002.

1. Physical Characteristics

Geology, Topography, Seismic Activity, and Soils

The physical characteristics comprising the environment in the vicinity of Governors Island as well as the off-island study areas are not anticipated to differ significantly from those described for the year 2002. For this reason it is expected that there will be no significant change in the composition of physical characteristics in the study area at this time.

Wind and Climate

Climatic effects experienced on Governors Island as well as in the off-island study areas are not expected to change or be impacted by the year 2008.

2. Biological Characteristics

Water Quality

Water quality conditions in the vicinity of Governors Island and the adjacent off-island locations would be expected to generally improve by the year 2008. Ongoing programs within the City of New York and New Jersey geared towards reducing the impacts of Combined Sewer Outfalls (CSOs) are anticipated to result in improved water quality over the long term. In addition, ongoing improvements and upgrades to Water Pollution Control Plants (WPCPs) throughout the harbor system would also likely contribute to the continued improvement of water quality.

Wetlands and Floodplains

Due to the nature of the developed shorelines in the study area, it is not anticipated that any net increase or decrease in wetlands would occur within the vicinity of Governors Island or the off-island sites. In addition, minimal changes to the existing terrestrial fauna and flora on Governors Island would be expected. Likewise, no significant changes to Hudson River floodplain zones is anticipated.

Aquatic Ecology

Continued improvements in water quality within the harbor system would be expected to cause changes in the composition of aquatic biota populations located in the study area. Pollution intolerant fish and benthos that may be inhibited spatially and/or seasonally by present water quality conditions may no longer experience these constraints. Likewise, pollution-tolerant species may be displaced by inhabitants requiring more pristine environments. However, the present environmental conditions in the study area are not especially deleterious to aquatic biota and projected changes

in water quality by 2008 would be minimal. It is therefore not expected that any significant alterations of aquatic biota populations and their ecological relationships will occur.

Endangered and Threatened Species and Critical Habitats

Continued maintenance of the island through 2002 with no new construction will not reduce the amount of vegetation on the island and is unlikely to change aquatic habitats in New York Harbor. No changes are expected in the off-island study areas as well.

3. Man-Made Characteristics

Community Facilities and Services

No specific future development plans or projects were identified by city agencies that would result in new population in the off-island study areas. Population projections for the Manhattan and Brooklyn study areas for the year 2008 indicate only a very slight increase for the two off-island study areas. There would therefore be little or no additional demands placed on local facilities and service delivery by the police and fire departments resulting from future development or background growth. Although no specific projects have been identified which would significantly alter future conditions, conversion of office space to residential units in the Manhattan study area is an ongoing trend which is likely to continue.

Open Space

No background development projects have been identified that would generate an effect upon the off-island study areas' open space resources. No significant additional demand is anticipated from potential projects within each of the study areas on their open space resources, other than that resulting from background growth. Conversion of office space to residential units in the Manhattan study area is an ongoing trend which is likely to continue. As service delivery was also required at similar levels for the former use, demand for open space facilities would remain similar to existing conditions. By the year 2008, Peter Minuit Plaza in front of the Whitehall Ferry Terminal will be reconfigured into a more pedestrian-friendly environment. The Battery Park Master Plan is anticipated to be largely implemented by 2008 as well.

Urban Design and Visual Resources

Under future baseline conditions for the year 2008, Governors Island will have remained vacant. The island will have been maintained under the USCG's caretaker plan. The island's character will have remained unchanged except for the lack of human activity on the island.

The Manhattan study area will not have had any significant individual developments occur; however, general background growth will have taken place. Based on current policy, the study area will have become more residential in nature; however, commercial office use will still be the predominant activity. Urban design and visual resources will not have experienced any significant changes.

In the Brooklyn study area for the 2008 future baseline condition no specific development projects have been identified. Long Island College Hospital temporary parking located adjacent to Pier 7 will have been relocated from the waterfront by this time. Both the New York City Economic Development Corporation (EDC) and the Port Authority of New York and New Jersey are undertaking Port Master Plan studies. It is presently unclear what policy initiatives will result from these studies. For the purposes of establishing a 2008 future baseline condition, however, it has been assumed that the Piers 6 through 10 area of the Brooklyn waterfront will

remain in a condition and use similar to those currently existing. The upland areas will remain predominantly residential, with the stronger residential core remaining east of the depressed BQE. General background growth will have taken place. Urban design and visual resources will not have experienced any significant changes by this time.

Neighborhood Character

Under future baseline conditions for the year 2008, Governors Island will have remained vacant. The island will have been maintained under the USCG's caretaker plan. The island's character will have remained unchanged except for the lack of human activity on the island.

The Manhattan Study area will not have had any significant individual developments occur; however, general background growth will have taken place. Based on current policy, the study area will have become more residential in nature; however, commercial office use will still be the predominant activity. Neighborhood character will not have experienced any significant changes.

The Brooklyn study area for the 2008 future baseline condition will also not have experienced any significant change to neighborhood character.

Infrastructure and Solid Waste

Wastewater flow projections were performed by the New York City Department of Environmental Protection, Office of Environmental Planning and Assessment, incorporating population and employment projections for the study area. These projections account for benefits from future water conservation programs, as well as a factor for future increased per capita water consumption. The wastewater flow projection for the Red Hook WPCP for 2008 is 47.8 mgd, well below the plant's rated capacity of 60 mgd.

No specific new or proposed developments have been identified that would be implemented by the year 2008, and population is projected to remain relatively stable. Therefore, no additional demand on existing infrastructure and services within the project study areas is anticipated. Although conversion of some office space to residential units in the Manhattan study area is an ongoing trend which is likely to continue, development of this nature would not impact the capacity of the existing infrastructure and solid waste system, as a relatively similar capacity would already exist from the former use.

Hazardous Materials

By the year 2008, all remediation activities necessary for disposal of the island will have taken place. Governors Island is currently in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and is expected to remain in compliance through 2008.

Traffic and Transportation

Under 2008 baseline conditions, no significant modifications to the on-island transportation network are anticipated.

Off-Island - Manhattan

Significant changes in the roadway transportation network in Lower Manhattan proximate to the study area are not anticipated between the 1998 existing and baseline 2008 conditions. It is anticipated that the street network, parking supply, and availability of bus and subway service will remain essentially in their current state. Similarly, pedestrian circulation patterns are not likely to change appreciably under

the 2008 baseline condition. Capacity for pedestrian activity is expected to increase significantly through the reconstruction of the Whitehall Street Subway Station. Expansion of stairways and platforms, and the addition of escalators, will effectively double the capacity for pedestrians accessing and egressing the station. Traffic conditions are likely to experience an increase in background growth, as described below.

Traffic Circulation: AM and PM Peak Periods. To aid in determining potential impacts related to the Land Use Options, traffic volumes were projected to the year 2008 with the assumption that Governors Island would remain vacant. Typically, growth in traffic volumes is a result of two influences: continual growth in area land uses, population, and automobile ownership; and vehicular traffic generated by specific land use developments within or proximate to the study area. No significant land use developments are anticipated within the study area prior to 2008, therefore, no site-specific traffic volumes were added to the roadway network. Typically, a background traffic growth rate of one half (0.5) percent per year is utilized for projections in Lower Manhattan. However, while there are no planned developments proximate to the Battery Maritime Building, a number of residential, retail, and commercial developments are anticipated in the northern sections of Battery Park City and north of Chambers Street. While these developments are not expected to exert a significant effect on the project study area, as a conservative measure, future background traffic volumes were projected by applying an annual traffic growth rate of one percent per year from 1998 to 2008. The one percent growth is sufficient to account for regional growth and minor land use changes in the immediate area.

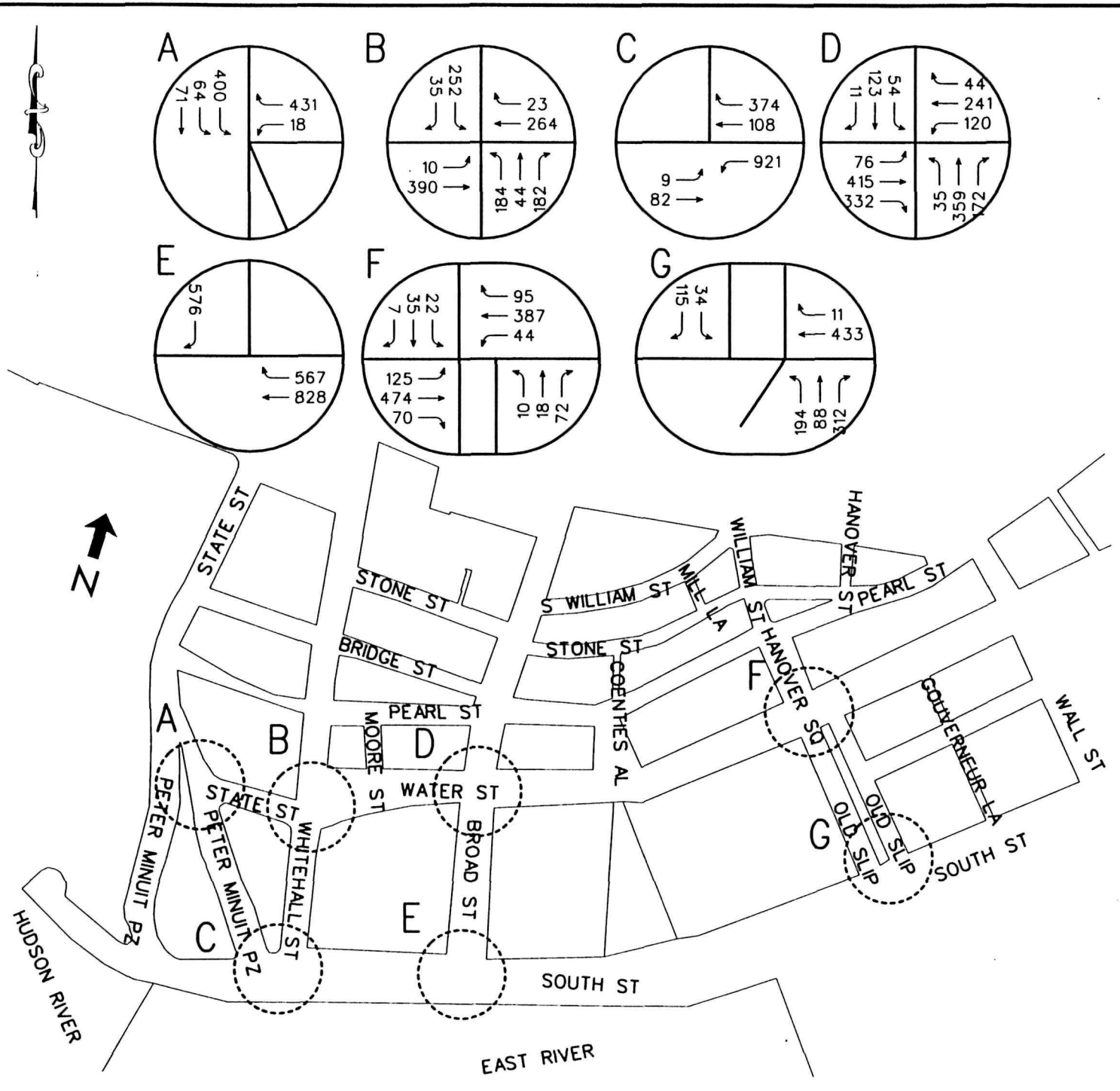
The resulting 2008 baseline year volumes are displayed in Figures IV.D-1 and IV.D-2, for the AM and PM peak hours, respectively. The same intersections analyzed under 1998 existing conditions were analyzed for the 2008 baseline condition. The analysis results indicate that several intersections in the study area will experience degradation in operations and level of service under the 2008 baseline condition. Level of service summaries for selected intersections for the 2008 baseline condition are shown in Table IV.D-1.

As indicated in Table IV.D-1, most of the intersection movements will continue to operate at good to excellent levels of service ("A" – "C"). However, a few movements will suffer a degradation in level of service.

Traffic Circulation: Off-Peak and Weekend Periods. 2008 traffic conditions for weekend and off-peak conditions were also examined in anticipation of the Academic Option with NYC Proposal for a Casino's off-peak characteristics. As with the AM and PM peak commuter periods, a background traffic growth rate of 1.0 percent per year was utilized for projections of background traffic volumes for evening and weekend peak periods. The resulting 2008 baseline volumes are displayed in Figures IV.D-3 and IV.D-4, for the evening and Saturday peak hours, respectively. The same intersections analyzed under 1998 existing conditions were analyzed for the 2008 baseline condition. The analysis results indicate that several intersections in the study area will experience degradation in operations and level of service under the 2008 baseline condition. Saturday and off-peak level of service summaries for the study intersections for the 2008 baseline condition are shown in Table IV.D-2.

As indicated in Table IV.D-2, most of the intersection movements will continue to operate at good to excellent levels of service ("A"–"C"). However, a few movements will suffer a degradation in level of service.

In addition, as shown in Table IV.D-2, stopped delays at the unsignalized intersections would generally be minimal, with levels of service ranging between "A" and "C." There are no movements which would operate at LOS "D" or worse.



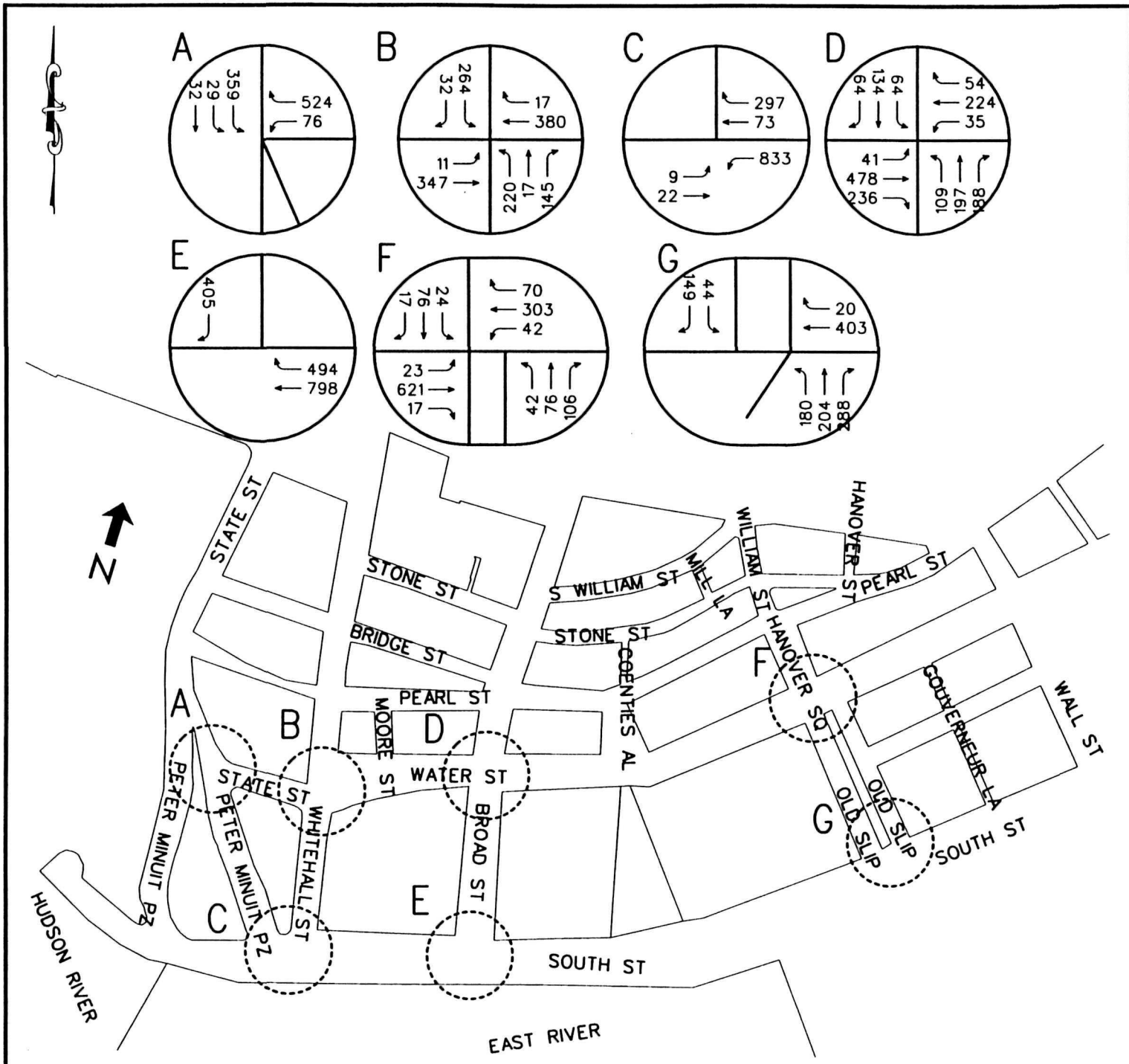
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA 2008 BASELINE TRAFFIC VOLUMES AM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-1



LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA 2008 BASELINE TRAFFIC VOLUMES PM PEAK HOUR

EDWARDS AND KELCEY, INC
90 West Street
Suite 1700
New York, NY 10006

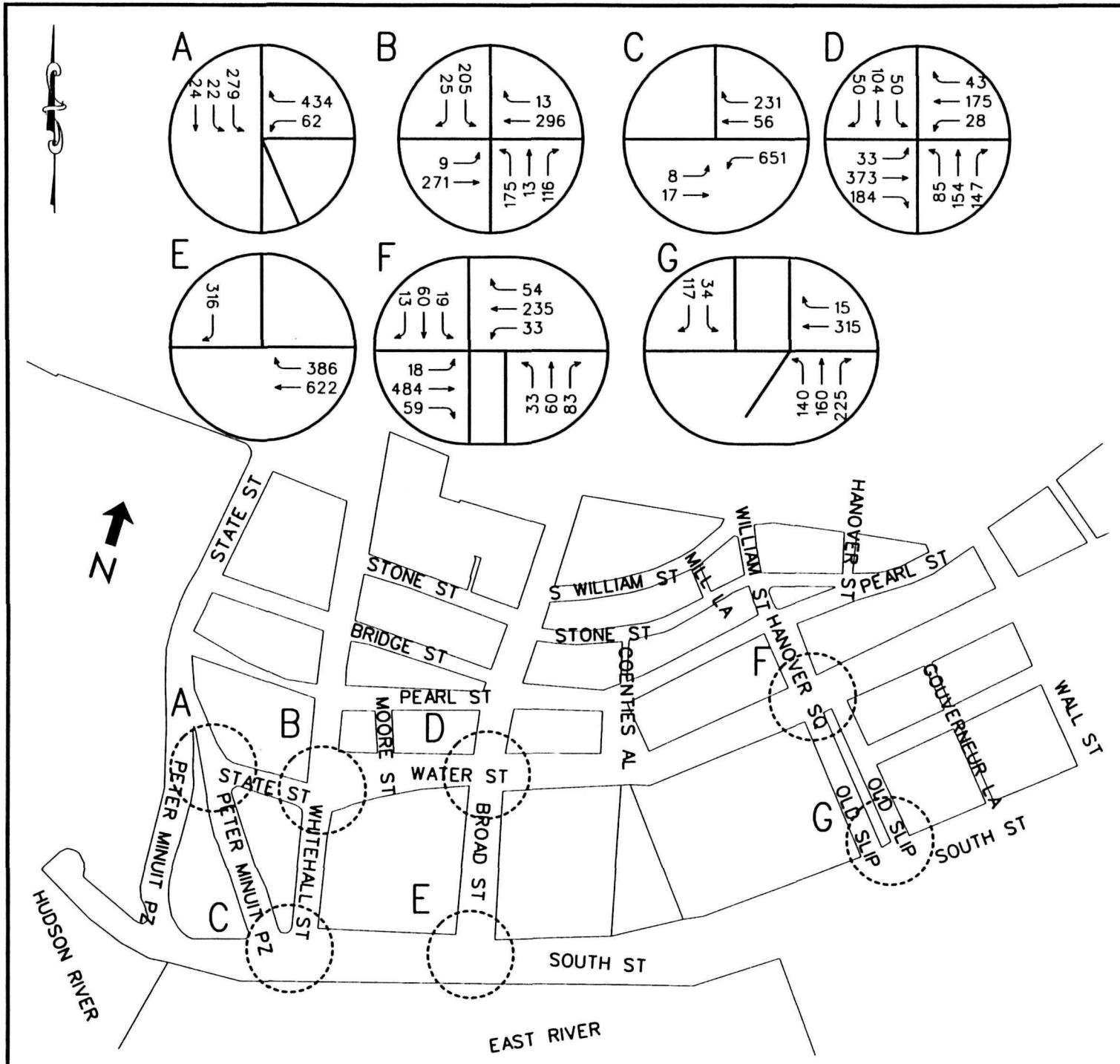
N.T.S. | FIGURE NO. IV.D-2

TABLE IV.D-1

Manhattan Study Area AM and PM Peak Period: 2008 Baseline Level of Service

Intersection	Approach	Movement	AM Peak		PM Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections						
Park Street with State Street and Water Street	EB	TR	5.6	B	5.3	B
		R	4.9	A	4.7	A
	WB	LR	6.0	B	7.7	B
		R	6.0	B	6.2	B
State Street with Whitehall Street	EB	LT	14.1	B	13.9	B
	WB	TR	13.4	B	13.9	B
		R	12.1	B	12.0	B
	NB	L	19.2	C	19.5	C
		TR	**36.1**	**D**	**23.9**	**C**
	SB	**LR**	*	*	*	*
Water Street and Broad Street	EB	LTR	17.3	C	12.6	B
	WB	**DfL**	**38.5**	**D**	**N/A**	**N/A**
		TR	12.0	B	N/A	N/A
		LTR	**N/A**	**N/A**	**9.1**	**B**
	NB	LTR	*	*	*	*
	SB	**LTR**	**26.6**	**D**	**42.8**	**E**
Water Street and Old Slip with William Street	EB	LTR	20.7	C	12.0	B
	WB	LTR	11.7	B	10.3	B
	NB	LTR	13.2	B	15.8	C
	SB	LTR	12.8	B	13.6	B
Unsignalized Intersections						
South Street and Whitehall Street	WB		4.6	A	3.1	A
	NB		1.1	A	1.1	A
South Street and Broad Street	**SB**	**R**	**26.8**	**D**	**9.7**	**B**
South Street and Old Slip	NB	L	15.7	C	13.8	C
		T	7.9	B	10.2	C
		R	3.4	A	3.4	A
	SB	**L**	**18.4**	**C**	**25.1**	**D**
		R	4.0	A	4.0	A

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*



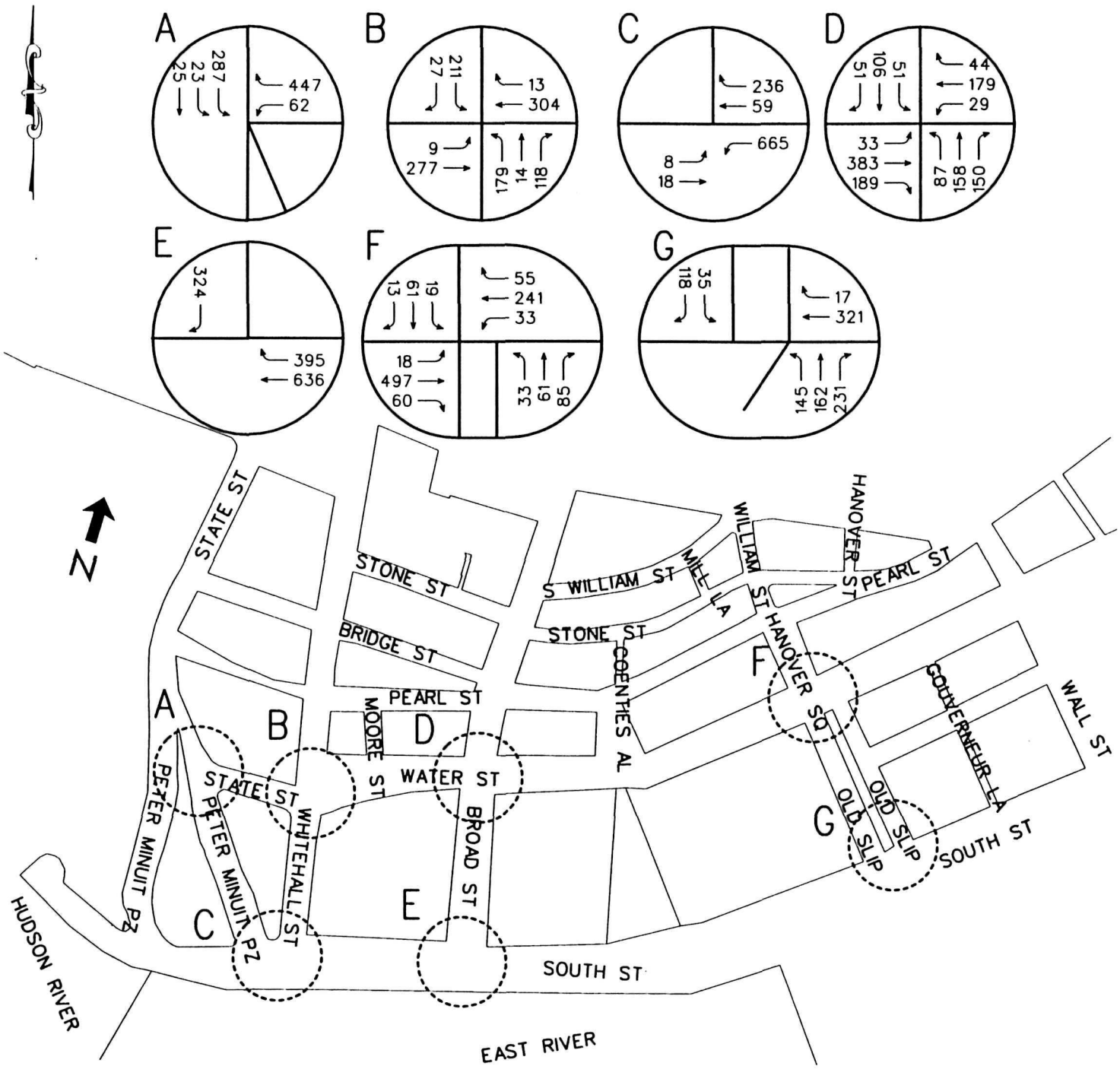
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA 2008 BASELINE TRAFFIC VOLUMES EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
60 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-3



LEGEND:

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

MANHATTAN STUDY AREA
2008 BASELINE
TRAFFIC VOLUMES
SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-4

TABLE IV.D-2

Manhattan Study Area Evening and Saturday Peak Period: 2008 Baseline Level of Service

Intersection	Approach	Movement	AM Peak		PM Peak	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersection						
Park Street with State Street and Water Street	EB	TR	5.2	B	5.2	B
		R	4.7	A	4.7	A
	WB	LR	6.7	B	6.8	B
		R	6.0	B	6.0	B
State Street with Park Street and Whitehall Street	EB	LT	13.5	B	13.5	B
	WB	TR	13.5	B	13.6	B
		R	12.0	B	12.0	B
	NB	L	19.2	C	19.2	C
		TR	22.0	C	22.2	C
	SB	**LR**	*	*	*	*
Water Street and Broad Street	EB	LTR	10.7	B	10.9	B
	WB	LTR	8.5	B	8.5	B
	NB	**LTR**	**67.1**	**F**	**78.1**	**F**
	SB	LTR	21.1	C	22.0	C
Water Street and Old Slip with William Street	EB	LTR	10.8	C	10.9	B
	WB	LTR	9.5	B	9.5	B
	NB	LTR	14.7	B	14.8	B
	SB	LTR	13.2	B	13.2	B
Unsignalized Intersection						
South Street and Whitehall Street	WB		2.5	A	2.6	A
	NB		1.1	A	1.1	A
South Street and Broad Street	SB	R	6.8	B	7.0	B
South Street and Old Slip	NB	L	9.8	B	10.2	C
		T	7.9	B	8.0	B
		R	3.2	A	3.2	A
	SB	L	15.8	C	16.5	C
		R	3.7	A	3.8	A

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*

Off-Island - Brooklyn

Significant changes in the transportation network are not anticipated between the 1998 existing and baseline 2008 conditions. It is anticipated that the street network, parking supply, and availability of bus and subway service will remain essentially in their current state. Similarly, pedestrian circulation patterns are not likely to change appreciably under the 2008 baseline condition. Traffic conditions are likely to experience an increase in background growth, as described below.

Traffic Circulation: AM and PM Peak Periods. For use as a base for determination of the potential project-related impacts, traffic volumes were projected to the year 2008 without anticipated development on Governors Island. Future background traffic volumes were projected by applying an annual traffic growth rate of one percent per year from 1998 to 2008. No significant land use developments are anticipated in the study area prior to 2008. Therefore, no site-specific traffic volumes were added to the roadway network. The one percent growth rate is sufficient to account for regional growth and minor land use changes in the immediate area.

The resulting 2008 future baseline year volumes are displayed in Figures IV.D-5 and IV.D-6, for the AM and PM peak hours, respectively. The same intersections analyzed under 1998 existing conditions were analyzed for the 2008 baseline condition. The analysis results indicate that several intersections in the study area will experience degradation in operations and level of service under the 2008 baseline condition.

As shown in Table IV.D-3, most of the intersection movements will continue to operate at good to excellent levels of service ("A" – "C"). However, a few movements will suffer a degradation in level of service. Stopped delays at the unsignalized intersections would also generally be minimal, with levels of service range between "A" and "C" with a few exceptions.

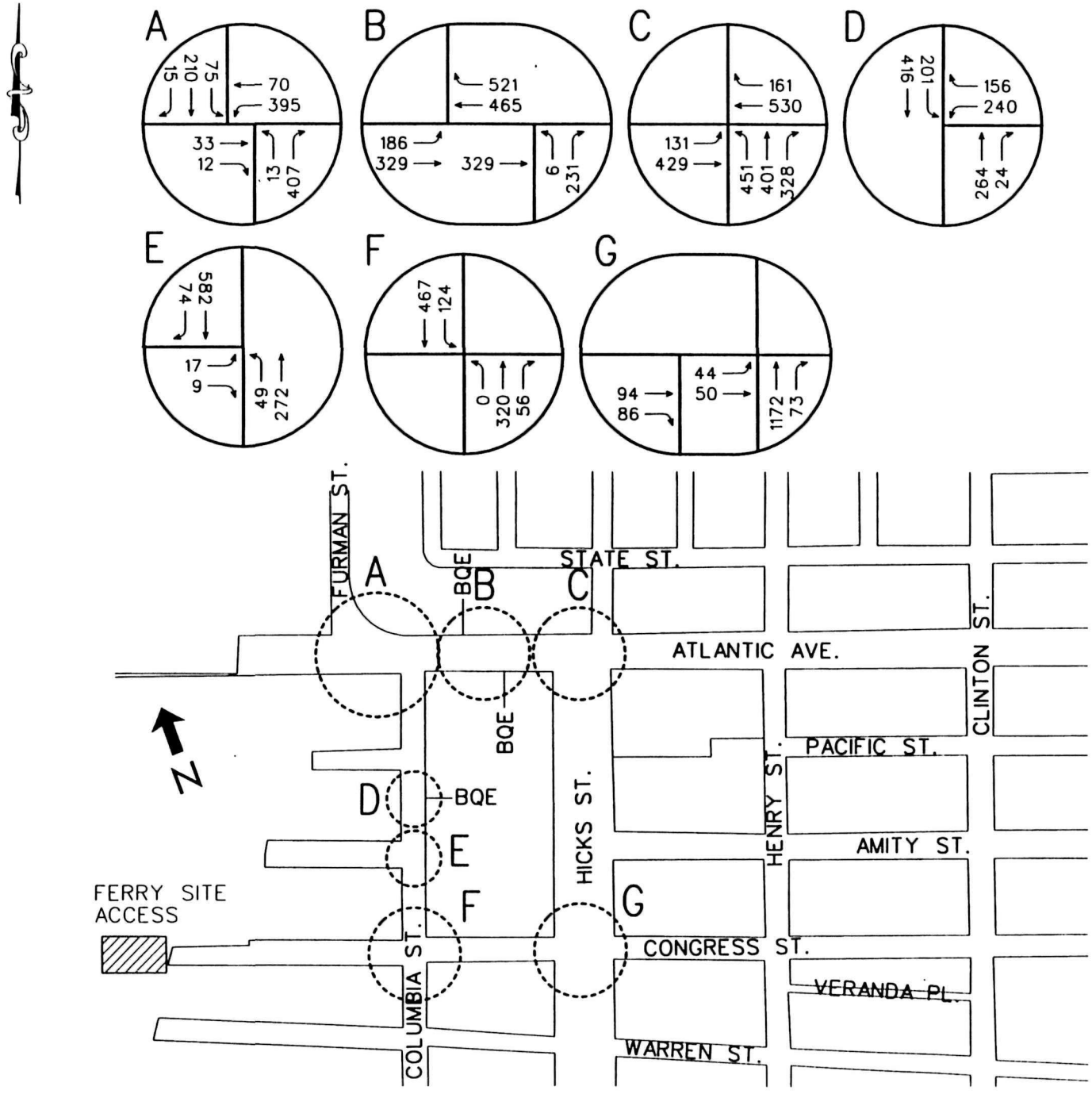
Traffic Circulation: Off-Peak and Weekend Periods. Similar to the AM and PM commuter peak periods, future evening and weekend peak background traffic volumes were projected by applying an annual traffic growth rate of 1.0 percent per year from 1998 to 2008, which is sufficient to account for regional growth and minor land use changes in the immediate area. The resulting 2008 baseline volumes are displayed in Figures IV.D-7 and IV.D-8, for the evening and Saturday peak hours, respectively. The same intersections analyzed under 1998 existing conditions were analyzed for the 2008 baseline condition. The analysis results indicate that several intersections in the study area will experience degradation in operations and level of service under the 2008 baseline condition.

As shown in Table IV.D-4, most of the intersection movements will continue to operate at good to excellent levels of service ("A" – "C"). However, a few movements will suffer a degradation in level of service. In addition, stopped delays at the unsignalized intersections would generally be minimal, with levels of service ranging between "A" and "C" with few exceptions.

Air Quality

Under the future baseline 2008, there would be no vehicular activity on Governors Island, therefore, no change to air quality conditions on-island would occur.

Based on a review of the traffic study, it was determined that none of the studied intersections in Manhattan would create an air quality impact, therefore no further analysis was conducted for the Manhattan Study Area. Air quality conditions are generally expected to improve between existing conditions and future baseline 2008 due to the level of anticipated traffic



LEGEND:

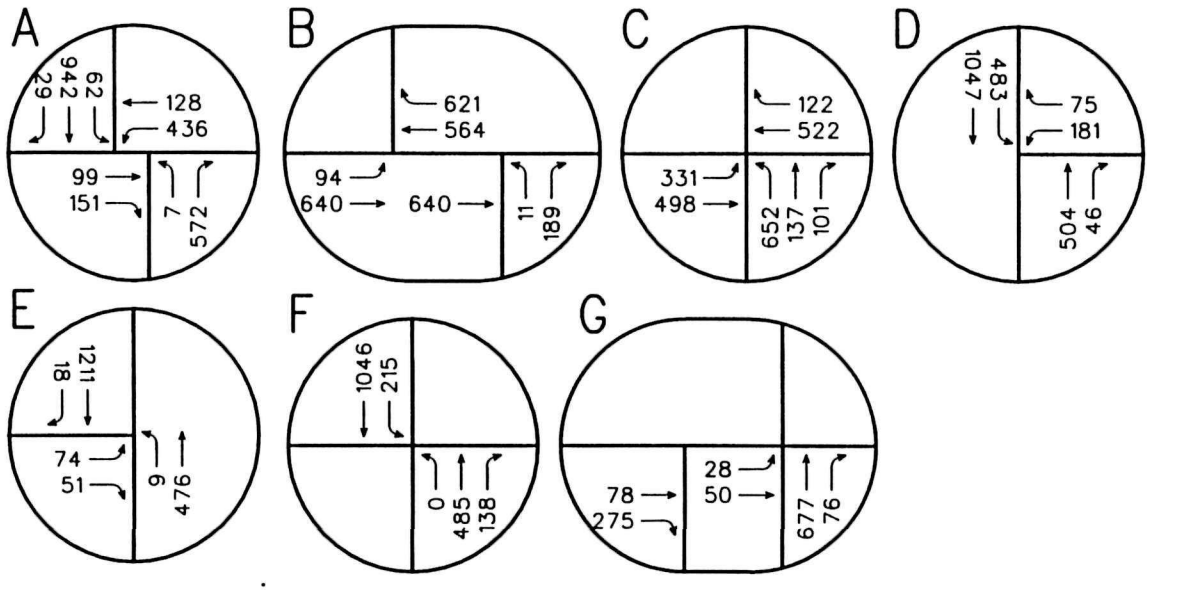
FERRY SITE ACCESS

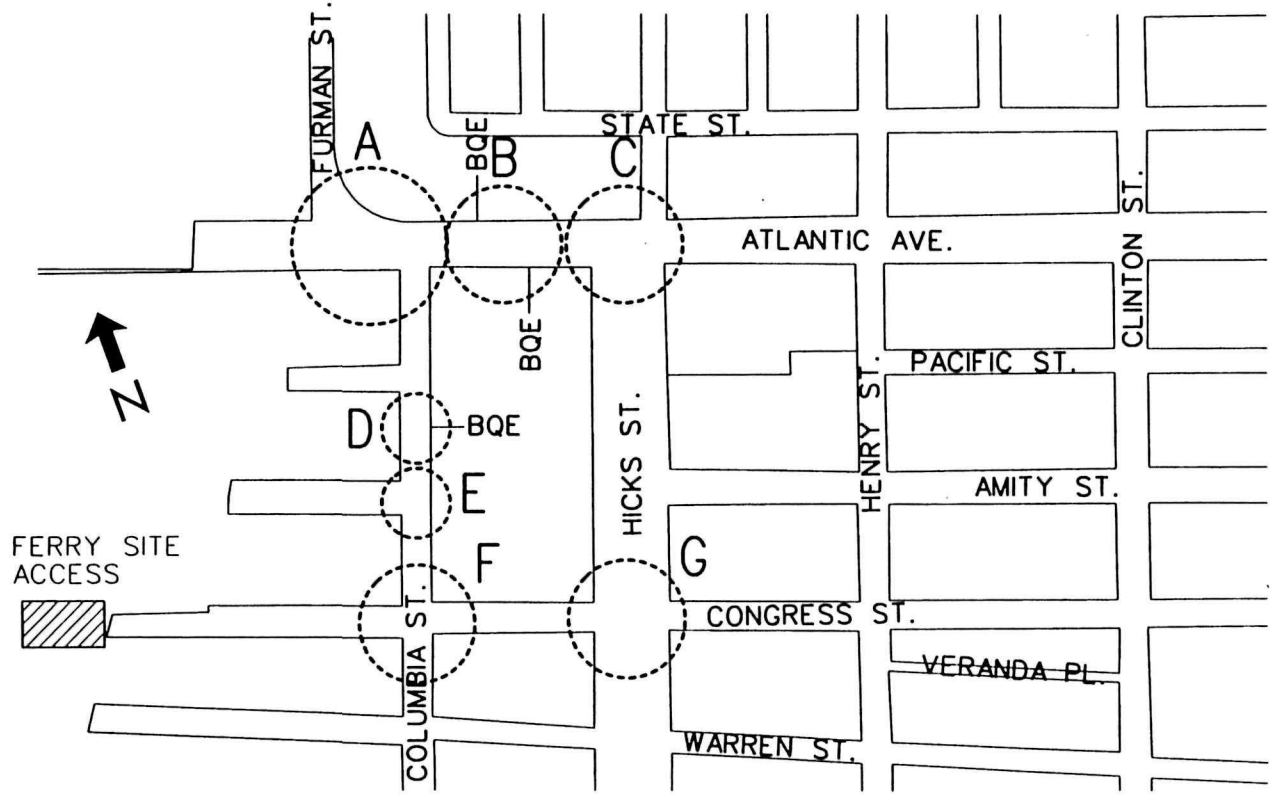
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA FUTURE 2008 BASELINE TRAFFIC VOLUMES AM PEAK HOUR

EDWARDS AND KELCEY, INC
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-5





LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA FUTURE 2008 BASELINE TRAFFIC VOLUMES PM PEAK HOUR

EDWARDS AND KELCEY, INC.
60 West Street
Suite 1700
New York, NY 10006

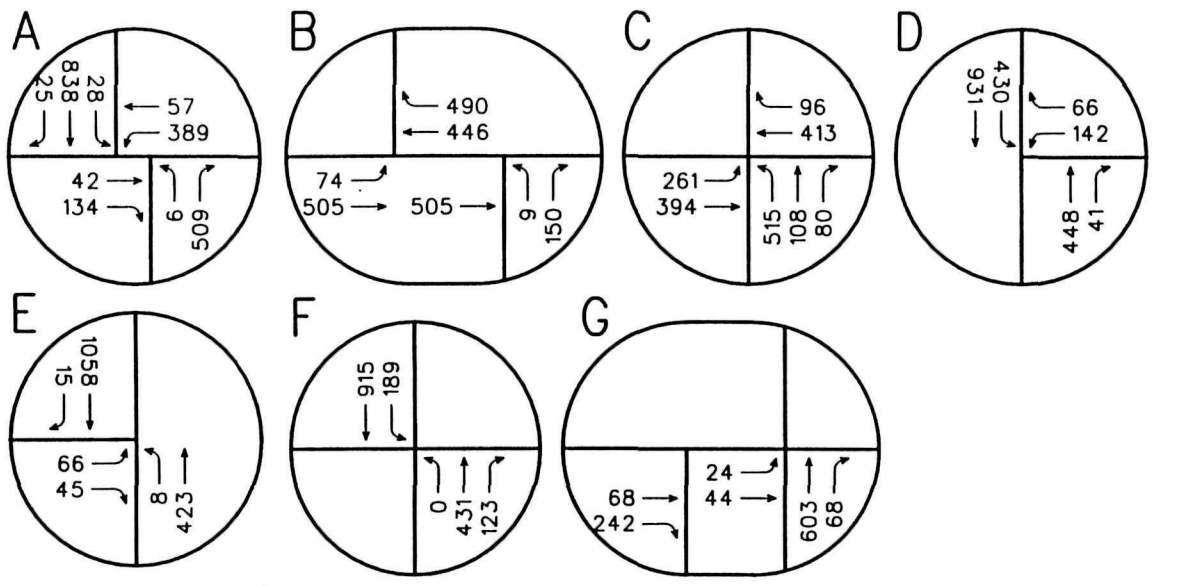
N.T.S. | FIGURE NO. IV.D-6

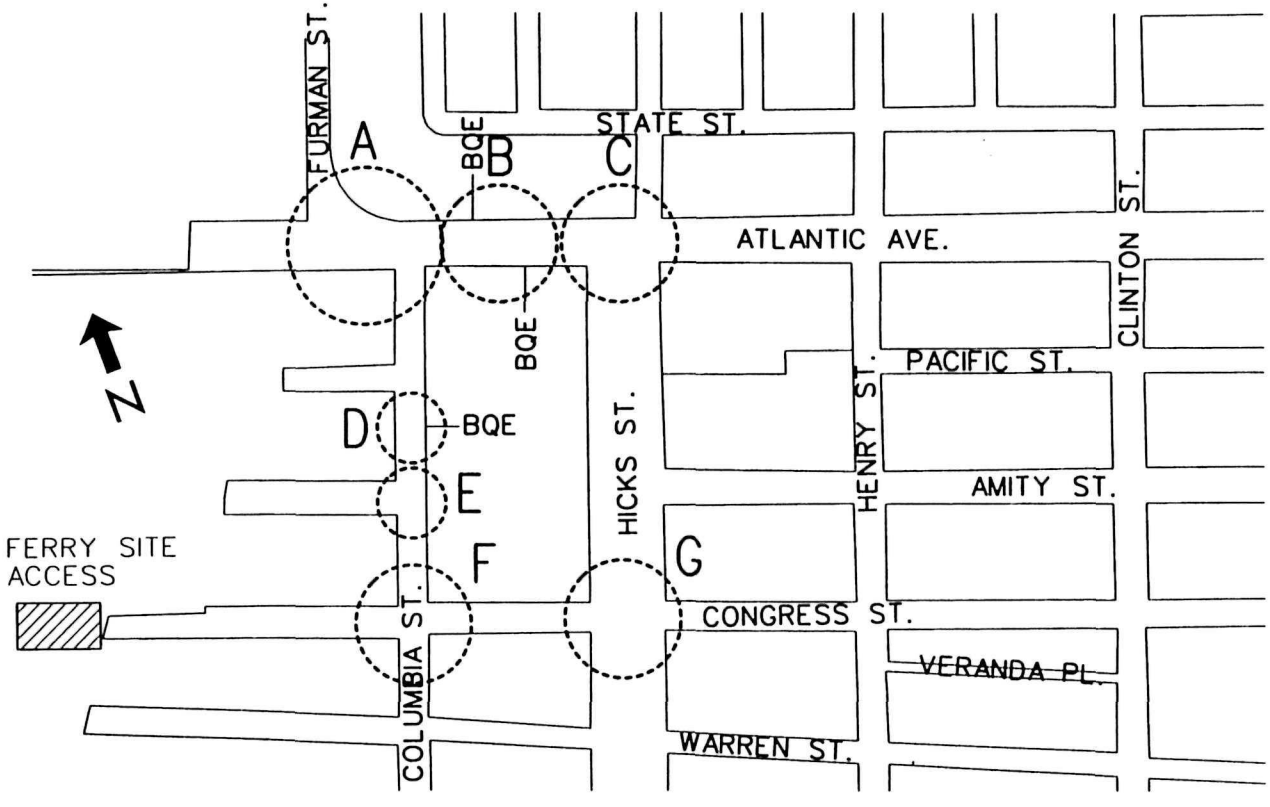
TABLE IV.D-3

Brooklyn Study Area AM and PM Peak Period: 2008 Baseline Level of Service

Intersection	Approach	Movement	AM Peak Delay (sec/veh)	AM Peak LOS	PM Peak Delay (sec/veh)	PM Peak LOS
Signalized Intersection						
Atlantic Avenue &	**NB**	**LR**	**22.8**	**C**	**26.0**	**D**
Columbia Street/		**R**	**26.5**	**D**	**32.0**	**D**
Furman Street	**SB**	**LT**	**24.0**	**C**	**68.4**	**F**
		R	21.6	C	21.8	C
	EB	TR	2.8	A	3.6	A
	WB	L	3.6	A	6.5	B
		LT	4.1	A	12.7	B
Atlantic Avenue &	NB	L	14.3	B	21.0	C
BQE NB entr/exit ramps		**R**	**18.0**	**C**	**25.7**	**D**
	EB	L	18.4	C	8.8	B
		T	9.3	B	4.2	A
	WB	T	9.7	B	4.0	A
		R	20.9	C	15.3	C
Columbia Street &	NB	T	3.5	A	4.5	A
BQE SB entr/exit ramps		R	0.0	A	0.0	A
	SB	**L**	**4.6**	**A**	*	*
		T	3.2	A	4.5	A
	WB	L	10.6	B	9.9	B
		R	0.0	A	0.0	A
Atlantic Avenue &	**NB**	**LTR**	**25.9**	**D**	**33.0**	**D**
Hicks Street	EB	LT	14.9	B		
		DfL			*	*
		T			5.0	A
	WB	TR	11.5	B	4.2	A
Congress Street &	NB	TR	1.7	A	1.3	A
Hicks Street	EB	LTR	14.4	B	16.0	C
Signalized Intersection						
Columbia Street &	EB	LTR	5.0	A	10.0	B
Congress Street	NB	L	3.9	A	7.4	B
	SB	L	3.8	A	7.0	B
Columbia Street &	**EB**	**LR**	**11.4**	**C**	**156.3**	**F**
Long Island Hospital	NB	L	5.2	B	9.8	B

**Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*





LEGEND:

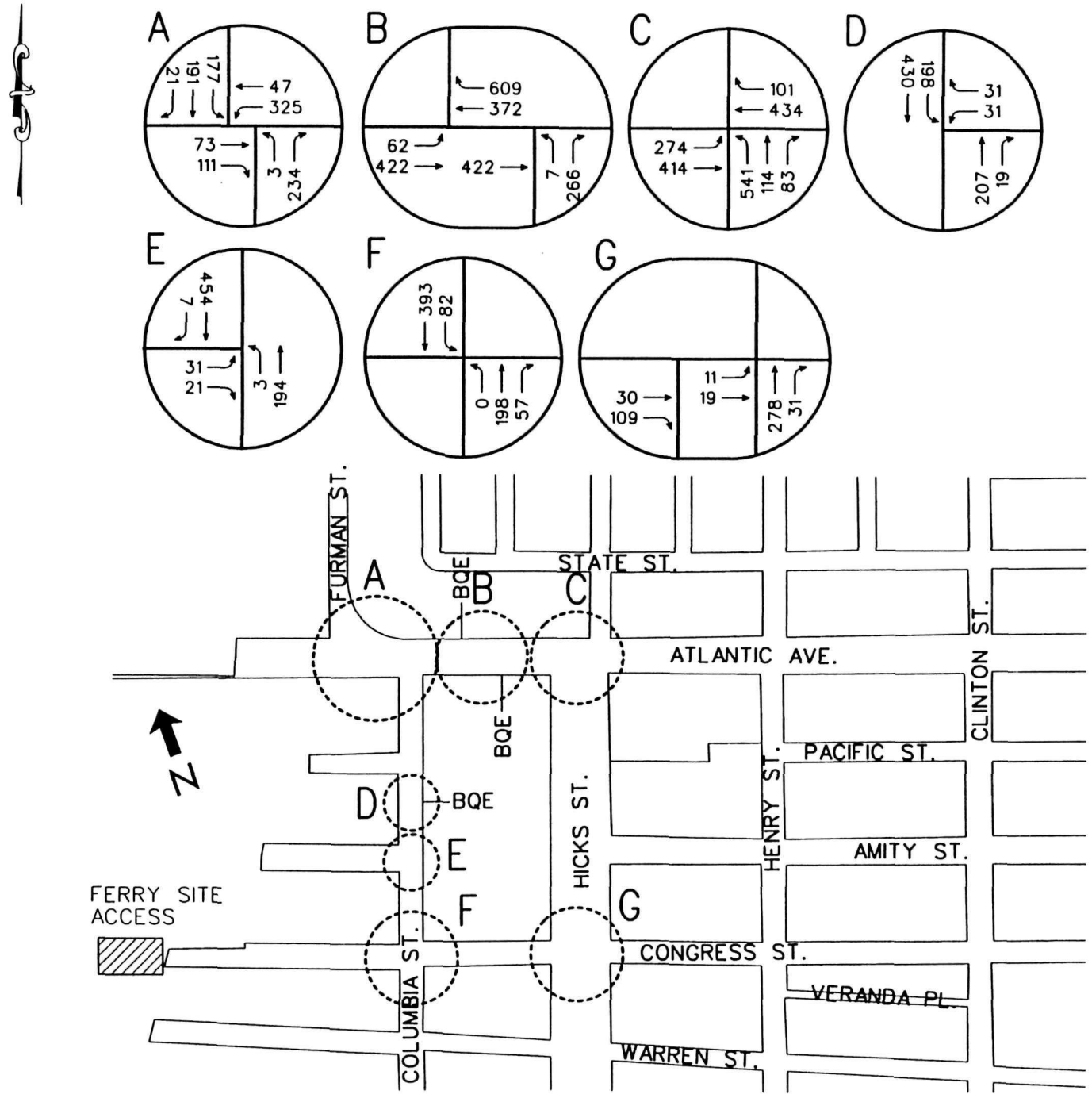
FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA 2008 BASELINE TRAFFIC VOLUMES EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-7



LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA 2008 BASELINE TRAFFIC VOLUMES SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
50 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.D-8

TABLE IV.D-4

Brooklyn Study Area Evening and Saturday Peak Period: 2008 Baseline Level of Service

Intersection	Approach	Movement	AM Peak Delay (sec/veh)	AM Peak LOS	PM Peak Delay (sec/veh)	PM Peak LOS
Signalized Intersection						
Atlantic Avenue &	**NB**	**LR**	**73.2**	**F**	**25.1**	**D**
Columbia Street/		R	43.9	E	25.0	C
Furman Street	**SB**	**LT**	**36.6**	**D**	**24.5**	**C**
		R	21.8	C	21.7	C
	EB	TR	3.3	A	3.3	A
	WB	L	4.2	A	3.8	A
		LT	4.7	A	4.1	A
Atlantic Avenue &	NB	L	20.9	C	20.9	C
BQE NB entr/exit ramps		**R**	**24.3**	**C**	**30.7**	**D**
	EB	L	7.5	B	7.2	B
		T	3.9	A	3.8	A
	WB	T	3.8	A	3.7	A
		R	11.2	B	14.7	B
Columbia Street &	NB	T	4.2	A	3.2	A
BQE SB entr/exit ramps		R	0.0	A	0.0	A
	SB	L	*	*	3.6	A
		T	4.2	A	3.2	A
	WB	L	9.6	B	8.7	B
		R	0.0	A	0.0	A
Atlantic Avenue &	**NB**	**LTR**	**27.6**	**D**	**28.3**	**D**
Hicks Street	EB	DfL	15.5	C	19.2	C
		T	4.5	A	4.5	A
	WB	TR	4.0	A	4.0	A
Congress Street &	NB	TR	1.2	A	1.1	A
Hicks Street	EB	LTR	15.5	C	14.1	B
Unsignalized Intersection						
Columbia Street &	EB	LTR	8.4	B	4.3	A
Congress Street	NB	L	6.3	B	3.4	A
	SB	L	5.8	B	3.2	A
Columbia Street &	**EB**	**LR**	**65.5**	**F**	**7.2**	**B**
Long Island Hospital	NB	L	8.1	B	3.7	A

* *Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf.*

conditions and the beneficial effects of continued vehicle turnover, which increases the percentage of the vehicle fleet equipped with enhanced emission control technology. However, these values do not reflect the benefits of the mandated use of oxygenated fuels, and are therefore conservative.

Air quality concentrations were predicted at study area intersections in Brooklyn for the future baseline 2008. The same intersections selected for microscale analysis under the existing conditions were modeled for future baseline 2008.

Table IV.D-5 shows the maximum predicted future baseline 2008 carbon monoxide 8-hour concentrations. The values shown are the highest predicted concentrations for each receptor location at the specified time of day.

The future baseline predicted concentration levels are lower than the existing condition values, and there are no predicted exceedances of the 8-hour CO standards without the project in 2008.

TABLE IV.D-5

Future Baseline 2008 Predicted CO Concentration–Brooklyn Study Area

Receptor Location	Eight-Hour Concentration*	
	AM	PM
Atlantic Avenue at Columbia Street	4.6	6.1
Atlantic Avenue at Hicks Street	6.9	6.7
Columbia Street at Congress Street	3.0	5.2

* Includes background concentrations of 2.3 ppm for 2008.

Mobile Source Noise

No changes in noise levels are expect to occur on Governors Island between existing conditions, future baseline 2002, and future baseline 2008, as no new vehicles are expected to operate on the island.

A quantitative noise analysis was not conducted for the Manhattan Study area. Background traffic in the Brooklyn study area is expected to increase slightly between existing conditions and the 2008 future baseline. Table IV.D-6 shows the existing Passenger Car Equivalents (PCEs) compared to the future baseline 2008 PCEs, and the increase in noise level expected as a result of the increase in PCEs.

TABLE IV.D-6

Predicted Future Baseline 2008 Noise Levels, Brooklyn Study Area

Site	Existing 1998 PCEs	Future Baseline 2008 PCEs	Change in Noise Level (dBA)	Existing 1998 L_{10} (dBA)	Future Baseline 2008 L10 (dBA)
AM Peak Hour Measurements					
5	2,802	3,094	0.4	67.0	67.4
6	2,852	3,149	0.4	73.0	73.4
PM Peak Hour Measurements					
5	5,265	5,817	0.4	67.0	67.4
6	1,652	1,826	0.4	73.0	73.4

As can be seen in Table IV.D-6, the increase in PCEs between existing conditions and the future baseline 2008 is minimal, with only a slight increase in noise levels, less than 1 dBA.

Energy

No changes are expected to occur between existing conditions, and the future baseline 2008. The required operational energy to maintain the island is expected to stay the same. Operation of the island should require approximately 11.5 x 10^9 BTUs per year.

Operational energy usage off-island is also expected to remain stable.

4. Socioeconomic Characteristics

Socioeconomic Conditions

Population and Housing Characteristics. Insofar as the study areas are concerned, increases in population will continue at modest rates. This projection is based upon the fact that modest population increases occurred in the Manhattan study area between 1980 and 1990, and even though there are no specific future residential development projects in the study area, some new construction is likely to occur. In addition, residential conversion of office space in the Manhattan study area is a trend which is likely to continue and contribute to this moderate growth in residential population in the study area. Insofar as the Brooklyn study area is concerned, there was a slight decrease in population in the study area between 1980 and 1990. There are also no known future development projects in the Brooklyn study area. However, a slight increase in population is expected due to increased household size and some new construction, which is likely to occur. The overall population growth, however, is expected to be minor.

Economic Conditions. The 2008 future baseline conditions incorporate any significant economic activity and any discernible economic trends which can be used to establish future baseline conditions for comparing the impacts of the project under review. Caretaking of the island would continue to the year 2008 with the annual cost increasing slightly due to inflation.

Several present economic conditions are expected to continue in the future. In Manhattan, the present strong market for office space may abate somewhat, but the demand and provision of such space will continue to increase. Past declines in industrial activity in selected areas of Brooklyn are expected to slow down, in contrast to the decline in manufacturing activity found in Brooklyn in the past, with increasing support by the government for some industries. For example, the designation of the Red Hook Marine Terminal as a Significant Maritime Industrial Area is expected to promote water-related economic activity and strengthen the viability of existing uses.

Land Use, Zoning, and Public Policy

In the baseline 2008 condition, the status of Governors Island is assumed to remain uninhabited, therefore the land use will be unchanged from existing conditions. No significant changes to land use are expected to occur between existing conditions and the future baseline 2008 in the off-island study areas as well. The few remaining underutilized sites in Lower Manhattan, described in the Future Baseline 2002, may or may not experience development by the year 2008. In the event that these sites are developed, it is likely that they will be in keeping with the character of adjacent uses.

Some development that may take place by the future baseline year 2008 involves reuse of obsolete buildings and the assemblage of smaller buildings. Residential conversions of pre-1977 office buildings are predicted to occur as a result of zoning and tax incentives, which have become an increasing trend in

recent years. It is both difficult to predict where this type of development will take place, and whether this trend of residential conversions will continue, given the uncertainty of future market conditions. If residential conversions do increase, an increase in accompanying retail services and other commercial uses are likely to increase as well.

Aside from the Lower Manhattan rezoning which is scheduled to be implemented by the year 2008, no zoning or policy changes are known for the project study areas.

Waterfront Planning and Zoning

Waterfront planning and zoning policies for the future baseline year 2008 in the project study areas will remain similar to current conditions. It is assumed that the WRP policies proposed in 1997 will have been adopted by the year 2008. It is also assumed that projects anticipated for completion by the year 2002 along the waterfront, including improvements to Battery Park and the reconstruction of the Whitehall Ferry Terminal Building and the Peter Minuit Plaza area will have successfully taken place. A variety of other projects and plans have been proposed for the Lower Manhattan waterfront; however, no formal development proposals have been submitted. These plans have included an East River Docks Project in the Piers 9-13 area, development on Pier A, and creation of a continuous esplanade along the waterfront.

Waterfront conditions for the future baseline year 2008 in the Brooklyn Study Area will also remain similar to current conditions. Warehousing and maritime uses along the waterfront are well established and unlikely to experience any significant change during this period. North of Piers 7 and 8, a variety of plans have proposed the redevelopment of Port Authority-owned Piers 1-5 into public space and recreational use; however, no formal development proposal has been submitted for this area.

Historic and Cultural Resources

In the future baseline 2008, the historic properties located within the Historic Landmark District would be maintained in keeping with the *Governors Island Preservation and Design Manual.*

No physical changes are anticipated in the off-island study areas that would alter historic and/or cultural resources.

Environmental Justice

No analysis is required for environmental justice in the 2008 baseline year.

E. LAND USE OPTIONS YEAR 2008

In conjunction with the 2002 Action Alternative, disposition of Governors Island by the Federal government (the preferred alternative), a number of potential land use options have been examined for the year 2008. This year was chosen as a point in the future when it is anticipated that reuse could be fully implemented. The impacts and benefits associated with these land use options have been analyzed and are presented here.

The land use options were not created with the ultimate intention of development or implementation by the Federal Government. The options were developed to encompass a range of reasonable land uses in order to understand the implications of reuse, including possible future mitigation needs.

The land use options represent a range of reasonable uses and densities, as developed in the *Governors Island Land Use Study*. Within this chapter, potential impacts from the land use options have been assessed relative to the 2008 future baseline year. Physical highlights of the different land use options are provided in Table IV.E-1. Projected residential and visitor populations for the different options are provided in Table IV.E-2.

In developing these land use options, an effort was made by GSA to utilize or preserve a number of common planning elements. The options have also been developed in response to comments received during several public outreach meetings. Objectives voiced during public outreach and considered during the development of the options include:

Access, Transportation, and Infrastructure

- Plan for an affordable new ferry service (possibly privatized)
- Provide for an on-island jitney service

Public Open Space

- Plan for a continuous 2.2-mile esplanade around the perimeter of the island
- Preserve Fort Jay Parade Grounds, Nolan Park, and Colonel's Row
- Plan for active recreation and a South Point Park on the southern portion of the island.

Views

- Maintain view corridors in the Historic District
- Consider views of the island from the west in any new development on the southern portion of the island

Northern Portion of the Island: GINHL

- Consider appropriate additions and new construction within the GINHL district in compliance with the *Governors Island Preservation and Design Manual*
- Consider the removal of non-contributing buildings in the GINHL
- Provide for the interpretation of historic forts
- Plan for the reuse of all contributing buildings
- Provide for the creative reuse of Building 400
- Consider reuse of existing community facilities

Southern Portion of the Island

- Pay particular attention to climate in the design of buildings or open space on the windward shore
- Limit the maximum height of any new buildings to the ridge line of Building 400

The sequence in which the land use options are presented in this document does not imply any order of preference; rather, they are arranged to show a graduation in the amount of demolition, development, and density on the island. Each land use option has been reviewed as a whole based on the previously established organization of environmental topic areas. In order

TABLE IV.E-1

Governors Island Land Use Options–Land Use

	Existing Condition	Reuse Option	Academic Option	Academic Option w/ NYC Proposal for a Casino	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option
RESIDENTIAL/HOUSING (SF)								
Residential	1,752,686	1,618,000	---	---	179,800	2,997,640	4,537,600	1,350,100
Hospitality	27,018	224,000	27,018	27,018	623,500	798,300	852,500	27,000
Student/Faculty/ Hostel Housing	---	---	1,119,000	1,119,000	438,000	62,300	62,300	281,600
NONRESIDENTIAL (SF)								
Mixed Use	762,839	143,000	25,466	935,466	189,700	298,600	297,242	140,700
Community Facilities	261,466	118,500	---	---	90,500	111,300	111,300	104,850
Academic	---	---	1,474,200	1,474,200	---	---	---	---
"Mothball Buildings"	---	---	---	---	---	---	---	773,400
MUSEUM FACILITIES (SF)								
Castle Williams	65,000	65,000	65,000	65,000	65,000	65,000	65,000	65,000
Fort Jay	286,200	286,200	340,127	340,127	286,200	286,200	286,200	286,200
Building 515	53,200	53,200	---	---	74,700	74,700	74,700	53,200
OPEN SPACE AND RECREATION								
Recreation	---	---	28a		---	---	---	---
South Park	20a	46a	---	20a	70a	35a	20a	20a
Esplanade	---	8.5a	8.5a	8.5a	8.5a	8.5a	8.5a	---
Marina	---	440 slips	88 slips	300 slips	440 slips	440 slips	440 slips	88 slips
Golf (pitch/putt)	9 hole	18 hole	18 hole	18 hole	18 hole	18 hole	18 hole	—

TABLE IV.E-2

Governors Island Land Use Options—Population Projections

Population	Reuse Option	Academic Option	Academic Option w/ NYC Proposal for a Casino	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option
Residents Other Than School-Age Children	3,477	3,150	3,150	479	6,347	9,298	3,009
Resident School-Age Children	440	--	--	48	1,009	1,832	332
Employees	805	452	5,957	1,557	1,687	1,594	696
Daytime Visitors	993	888	25,917	1,863	1,416	1,310	831
Nighttime Visitors (Hotel Guests)	243	43	542	1,006	678	566	174
Total Daytime Population	5,688	4,469	35,023	3,920	10,432	14,006	4,848
Total Nighttime Population	4,160	3,193	3,692	1,533	8,034	11,696	3,515

to simplify this chapter, a number of tables describing characteristics of the options have been included in Appendix D, attached at the end of this report.

To succinctly present the information and analysis associated with the land use options, an effort has been made to not be unnecessarily repetitious. This has been achieved in most instances by placing summary tables that compare all the options in Appendix D rather than repeating the table within each option. Additionally, the greatest amount of detail has been provided in the first option presented, the Reuse Option, to serve as a model for the remaining options that follow. These options then omit lengthy discussions of methodology and focus on impact assessment. Finally, in some instances, analyses were prepared for the most intensive options rather than all the options with the assumption that the less intense options would have no impacts or fewer impacts than these "worst-case" scenarios.

1. REUSE OPTION

This option maximizes the development potential of existing island facilities, while expanding and upgrading the island's available open space for public recreation (Figure IV.E-1). Since the majority of the island's buildings were formerly used for residential and residential support functions, the theme of this option is a residential community that could accommodate up to approximately 1,100 housing units.

The Reuse Option requires minimal changes to the existing infrastructure. There are currently 2,550 off-street parking spaces on Governors Island. These would be more than adequate, assuming a one-to-one ratio of passenger cars to dwelling units, to accommodate the proposed population. Under this option, residents would be allowed to park on the island and bring their vehicles on and off the island via ferry to the Battery Maritime Building in Manhattan.

The Governors Island National Historic Landmark (GINHL) would serve as the focal point of this plan. Castle Williams, Fort Jay, the South Battery, and Building 515 could house interpretive museum facilities, providing a unified program for the reuse of the District as a whole. Nolan Park and Colonel's Row could continue as permanent single- and two-family residential areas. Rental apartments could be housed in the older apartment buildings within the GINHL. To attract visitors and facilitate a permanent population, the North Ferry and Arsenal areas would be assigned to mixed-use development consisting of small hotels, retail establishments, and restaurants.

Buildings 333, 400, and 550 would be renovated for apartment or condominium units. Other apartment buildings on the island would continue as multi-family rental or purchased residential buildings, bringing the total available units to approximately 1,100.

Existing community facilities would be used to serve the island's permanent population. A school and daycare facility, post office, marina support buildings, theater, fitness center, and religious buildings, as well as fire and police protection facilities, would continue to be used.

Demolition under this option would be limited to non-code-compliant buildings as well as incompatible buildings within the GINHL. In this and all other land use options, the 11-story Building 877 would be torn down.

Open space would be expanded by extending into areas of proposed building demolition, and improved with landscaping. Available public open space would increase to 46 acres, including playing fields and ball courts.

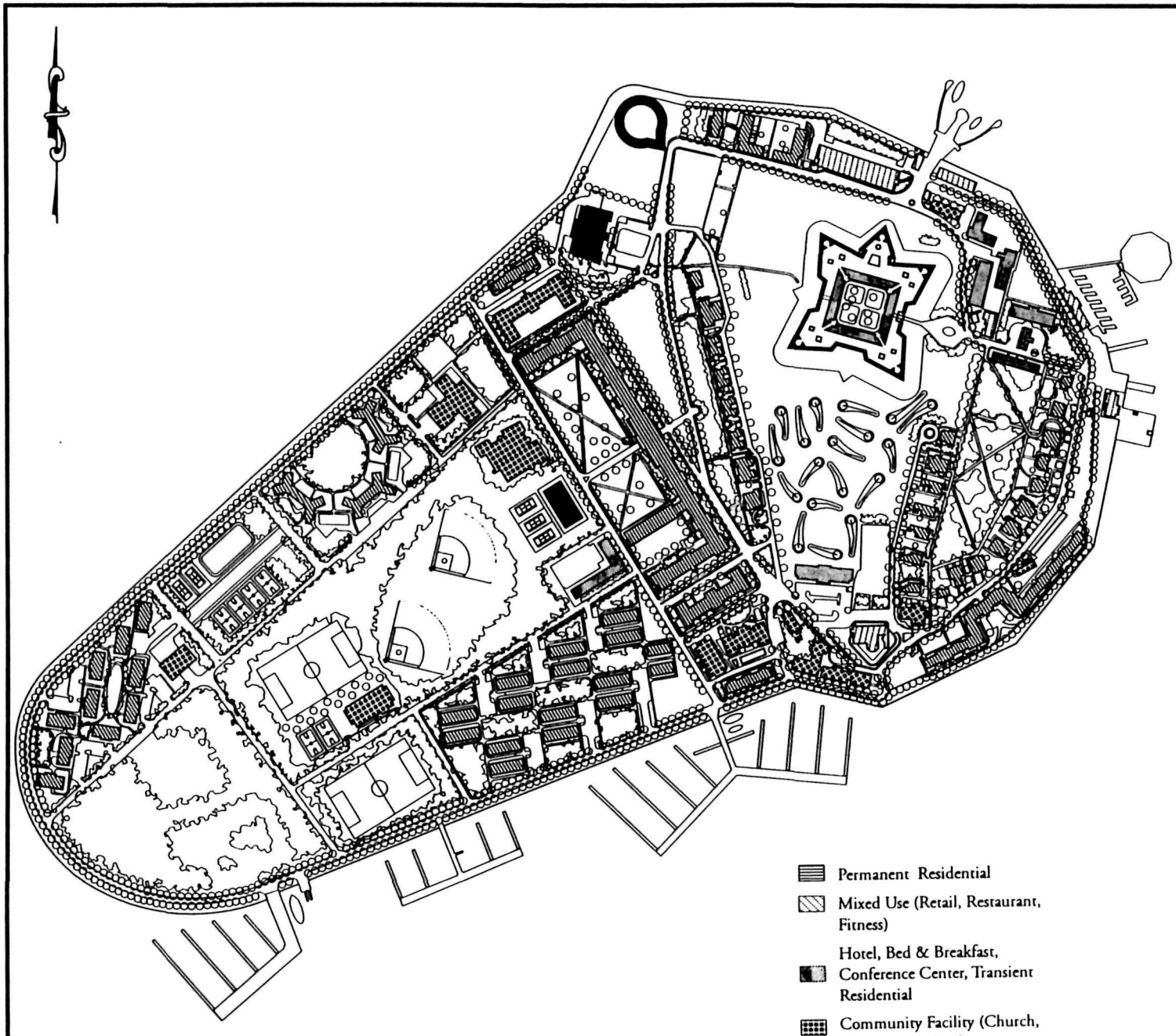
A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. The implementation of this land use option would not adversely impact geology, topography, seismic activity, and soils on the island or in the off-island study areas. Construction associated with the Reuse Option would be minimal. Topography and soils may be disturbed during construction activities; however, through the implementation of a soil erosion and sedimentation plan, impacts resulting from these activities would be minimized.

This land use option does not include any construction activity in the off-island study areas. As such, no impacts would result.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.


LEGEND:
Permanent Residential
Mixed Use (Retail, Restaurant, Fitness)
Hotel, Bed & Breakfast, Conference Center, Transient Residential
Community Facility (Church, Fire Police, School, Childcare,Post Office, Medical Offices)
Museum, Interpretive Center
Illustrative Site Plan
Reuse Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. IV.E-1
Beyer Blinder Belle Consortium

2. Wind and Climate

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Pollutant loadings potentially associated with the land use options were estimated following the procedures described in existing conditions. As previously discussed, the amount of runoff associated with storm events is directly related to the amount of impervious surface area. To determine the amount of stormwater runoff from Governors Island during rainfall events, rainfall data for Central Park was applied to the total impervious area for Governors Island for each of the land use options. Rainfall data measured at Central Park between 1969 and 1993 was analyzed to determine statistics on the duration and intensity of the storm events. As a conservative analysis, the average daily rain for the wettest year of the 25-year period of record was computed and utilized in the runoff calculations.

From a water quality perspective, the basic variation between the different land use options is the total impervious area that may exist under the various scenarios. The land use characteristics for the existing conditions (i.e. 13 percent buildings, 29 percent paved, and 58 percent open space) were adjusted for each of the land use options based on the predicted land use planning elements within each scenario. Architectural layouts and corresponding discussions provided for each of the land use options (*Governors Island Land Use Study, Executive Summary, 1997*) were utilized to compare the land use changes with existing site conditions. For the purpose of this analysis, it was assumed that insignificant changes in land use would occur at the off-island sites as these sites would remain largely impervious. Estimated land use characteristics, open space, and impervious surface, for the land use options are presented in Table D-1 (see Appendix D, Land Use Options 2008 Tables). In general, only minor variations in the amount of impervious area between existing conditions and the various land use options were noted. This is primarily due to the common planning elements which are inherent to all the options. One aspect common to all of the options is the preservation of the character of the historic district, which encompasses 92 acres, or 53 percent of Governors Island. In terms of land use characteristics, proposed changes to the historic district under the various use alternatives would have little or no effect on existing open space. In addition, the island's park areas and open space character are considered key assets and were retained to the maximum extent possible under all the land use options. As a result, the total acreage available for change within each option is limited.

If the Reuse Option were to be implemented, retail, storage, and industrial buildings located on the southeast end of the island would be demolished, along with a large parking area, and replaced with open park area resulting in an estimated five percent net loss in impervious area.

Stormwater Pollutant Loadings. The estimated pollutant loadings potentially associated with the land use options were estimated. Pollutant loadings were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas, and the average pollutant concentrations presented in Table C-3 in

Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2 (see Appendix D). Pollutant loadings associated with the Reuse Option would be less than the existing condition pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were then used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor. The 208 model is a mathematical model that predicts changes in dissolved oxygen levels and determines incremental concentrations of other pollutants, including total suspended solids, heavy metals, and nutrients. The calculated concentrations of the constituents is considered conservative because only dispersion is considered; no other reduction method (e.g., oxidation, complexation, sinking to sea bed sediments) is used.

The 208 model was used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options. For the Reuse Option, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this Option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for this Option would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely affected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Reuse Option.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact water quality within the vicinity of the island, or the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Reuse Option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as

a function of the construction, replacement, or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would emigrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. Implementation of the Reuse Option on Governors Island could create a minor impact to aquatic ecology adjacent to the island or in the off-island study areas. Implementation of new marina facilities could temporarily affect aquatic habitats and/or species that frequent the area, however these effects would be small in size and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities from this option. A more limited marina could be implemented using the existing concrete piers on the island, or boats could be moored off the island and a water jitney could provide access.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Reuse Option on Governors Island could create a minor impact to endangered and threatened species and significant habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. If dredging was necessary and the spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. For these reasons, there could be minor changes in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

C. Man-Made Characteristics

1. Community Facilities and Services

To determine impacts that may result from the implementation of the land use options, future increases in daytime populations were calculated to assess whether they would affect police, fire, hospitals, schools, or other community facilities. The potential demands of each land use option were then reviewed against community facility capacities within the project study areas to determine whether the added population would affect service delivery.

A total daytime population of 5,688 and a total resident population of 4,160 would be associated with the Reuse Option. This would require essential police, fire prevention and/or abatement, and public school services in proportion to population size and, for fire services, building quantity, type, and density. Upon reuse of the island, it would be the charge of administrators at the New York Police Department, Fire Department of New York, and New York City Board of Education to determine how to appropriately respond and equip the island and/or surrounding areas to accommodate the needs of any future population for community facilities and services.

An elementary school facility, P.S. 26, was operated by the New York City Board of Education in Building 711 on Governors Island during USCG occupation. The facility has a capacity for 530 students. Building 711 is programmed for use as a public school in the Reuse Option.

Junior High School and High School age children residing on Governors Island could be incorporated into one of several nearby New York City school districts, either in Lower Manhattan, Brooklyn, or Staten Island. Approximately 440 school age children could be expected to reside on the island under this option (Appendix D, Table D-3.) Some school age children may not attend local public schools, but rather be enrolled at private or parochial schools within the New York metropolitan region. As a result, it is difficult to determine the exact number of children who would be placed on-island or in area public schools under each of the land use options.

Under the Reuse Option, the elementary school age residential population would be 271, which could be accommodated by the on-island school. Junior high school and high school age residents projected for this option number 169. There would be no facilities provided for these students on-island; those wishing to attend public school could be absorbed into local school districts. The school district located within the Manhattan study area, District #2, does not have additional capacity for elementary school students, nor does it have facilities for junior high school students. Junior High School Students would need to be enrolled in schools within other school districts in Manhattan, or in Brooklyn or Staten Island. There are a number of public high schools within the Manhattan study area which could accommodate the additional demand. The 169 students who would be enrolled into local public junior high schools and high schools is not significant, and would not result in an adverse impact to local area schools.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island.

These services could either be provided directly by the City of New York or through a private service provider depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes, or a Payments in Lieu of Taxes (PILOT).

Additional services may be needed in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services.

The addition of a new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. This addition is not to the residential or

even daytime population within the study area, which constitutes over 200,000 residents and workers and thousands of tourists daily. The increase would not represent a significant adverse impact.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact educational services on-island or within the Manhattan and Brooklyn study areas. Implementation of this option would create demand for additional life/safety services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

2. Open Space

The number of open space users residing on and visiting Governors Island would change dramatically from its current vacant state as a result of any reuse of the island. The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D); Open space ratios for both daytime and resident population of the island have been calculated from these figures.

Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based on local environmental (CEQR) guidelines, which suggest an allowance of 2.5 acres of active open space per thousand residents and 0.15 acres passive open space for nonresidents. Because Governors Island's open space resources qualify it as a regional open space facility, this analysis goes beyond the simple calculation of active open space for residents and passive space for daytime visitors. Unlike typical open spaces within New York City, Governors Island is physically cut off from its densely developed and populated surroundings. Therefore it would not attract casual users of its passive open space resources such as daytime workers on their lunch hour, etc. Likewise, a certain number of visitors to Governors Island would be traveling there with the express intention of utilizing its active open space resources, requiring a departure from the conventional analysis which limits the need for active open space to area residents.

Total active and passive open space capacities were determined based on 2.5 acres per 1,000 users and 0.15 acres per 1,000 users, respectively (per CEQR guidelines). Active open space ratios are determined by calculating the relationship of total active open space to the resident population and the recreational visitor population. For this analysis, passive open space ratios were determined by dividing by the composite resident and visitor population since 1) island residents would be somewhat constrained by their limited accessibility to restrict their use of passive open spaces to those available on the island, 2) visitors to the island may at any time elect to utilize passive rather than active open spaces while on the island, and 3) as mentioned elsewhere in this EIS, Governors Island offers unparalleled views of Manhattan and other visual resources in and around New York Harbor, creating the potential for an unusual demand for passive open space resources. The analysis therefore allows for a maximum "worst case" demand on these resources.

In the Reuse Option, the active open space ratio of available open space for residents and recreational visitors exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 0.15 acres per 1,000 residents/users guideline. Accordingly, there would be no impact to open space resources resulting from this land use option.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

As described earlier, the land use options for Governors Island assume as their point of departure common planning elements. These elements were intended to protect the island's historic resources and views, augment extensive open spaces, improve access and links to the region, exploit the potential for water-related activities, and advocate appropriate and practical reuse. All options assumed the continuation and improvement of the following open spaces: the public waterfront esplanade around the entire island, the Parade Grounds, Nolan Park, Colonel's Row Park, South Park and South Point. Additionally, the *Governors Island Land Use Study* assumed the preservation and enhancement of crucial view corridors on the island, particularly within the Governors Island National Historic Landmark district (GINHL). These include Fort Jay to the East Ferry Landing, Fort Jay to the Soissons Dock, Clayton Road westward, Division Road westward and eastward, Hay Road westward, and southward through the Building 400 archway. Castle Williams and Fort Jay provide elevated views of the island, the harbor, and the Lower Manhattan skyline. The arch in Building 400 frames views both north and south and the intimate views among the shaded lawns in Nolan Park and Colonel's Row Park evoke the image of the typical American "Village Green."

The *Land Use Study* also considered the impact on views from Manhattan, Brooklyn, the Staten Island Ferry, the Statue of Liberty, and Ellis Island. Governors Island is one of the best locations in New York for offering the drama and panorama of views to the Manhattan and Brooklyn skylines, as well as the New York Harbor attractions. Maintaining these view corridors was also key among the common planning elements.

The northern portion of the island, by virtue of its historic status, remains virtually unchanged throughout the land use options with the exception of limited urban infill in the higher-density options. Additionally, Buildings 513 A, B, C, and D, as well as Building 517 have been removed in several of the options. These changes are minor and do not adversely affect the urban design character of the northern portion of the island. In fact, these changes help to rationalize the open space surrounding Castle Williams and provide new views to the harbor. The addition of minor infill buildings in the area of Building 515, adjacent to the North Ferry Landing, and in the area of the Super 8 Motel, would not block any existing view corridors or negatively affect the urban design character or visual quality of the northern portion of the island. Additionally, any changes in the GINHL would require consultation with the New York State Historic Preservation Office (SHPO) and/or the New York City Landmarks Preservation Commission (LPC) prior to implementation. Accordingly, no significant changes to either

the urban design or the visual resources characteristics occurs in the northern portion of the island in any of the land use options.

On the southern portion of the island the Reuse Option effectively reuses existing facilities and increases and upgrades open space. The former industrial district near the south of the island is replaced with open space. As a result, no changes are anticipated to either the urban design or the visual resources characteristics of the island. Visual characteristics from the Manhattan study area would not change with the implementation of this land use option. This option does not include access to the island from Brooklyn. Thus, there would be no significant adverse impact to urban design or visual resources under this option.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact urban design or visual resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Neighborhood Character

Changes to the physical plan of the island are relatively limited, with the major organization of spaces and roadways remaining intact. The north end of the island remains basically unchanged in terms of its physical organization. Several minor buildings adjacent to Castle Williams would be removed if this option were implemented (buildings 251, 517, and 513 A, B, C, and D). These buildings are not contributing elements to the Governors Island National Historic Landmark (GINHL) and they do not act to define any major spaces. Residential uses, mixed use (retail, restaurant, and fitness), and museums would be located within existing buildings on the north end of the island. The basic organization of outdoor spaces and streets would remain unchanged. Nolan Park, Fort Jay Parade Grounds/Golf Course, and Colonel's Row Park would remain unchanged. The North Ferry Landing would also remain physically unchanged.

Land uses on the north end of the island, which is presently vacant, would not change significantly from its former USCG occupation. Most of the existing residential units would remain in that use. Fort Jay and Castle Williams are programmed as museum space under this option. The Arsenal District, adjacent to the ferry landing, would be reused for retail, restaurants and small hotels.

The south portion of the island would experience more significant physical change than the north. The center of the island would still remain primarily in active open space, with a portion of the former USCG residential units along the perimeter of the island being reused for their intended purpose. Former industrial uses on the south end of the island, Building 877 and the former commissary area are replaced by active and passive recreation space under this option. A 440-slip marina would be created in connection with the existing Yankee, Tango, and Lima Piers on the island's leeward shore.

This option does not significantly change the character of Governors Island from the time of Coast Guard occupation. The island's organization of streets, open space, and built structure remains basically intact. The island previously maintained a resident population of 4,000 people and 800 residential units, as well as 2,550 surface parking spaces and ferry service every 20 minutes during peak hours. The Reuse Option would provide facilities for approximately 3,900 residents. Approximately 2,550 surface parking spaces would be available on the island. Approximately 805 employees would work on the island. In effect, the activity associated with this option would not be significantly different than what occurred under USCG occupation. There would be a comparable amount of residents and vehicles on the island under this option relative to when the Coast Guard used the island. Major open spaces and views

would also remain intact. In fact, the amount and quality of open space would be significantly upgraded.

There would be increased visitors to the island. Approximately 362,300 users (an average of approximately 993 per day) would travel to the island over a year to use the open space and visit the museums. Under USCG ownership, visitors to the island were restricted to invited guests and workers, thus the increase in visitors is a change relative to the 2008 future baseline condition or when the USCG occupied the island. This number of visitors, however, spread over an area of 172 acres, would not create a substantial increase in the level of activity on the island relative to the USCG's tenure. This increase would not significantly affect the character of the island.

Overall, this option does not substantially change the physical organization and built form of the island. New land use on the island associated with this option is similar to uses under the USCG's tenure. Activity on the island associated with pedestrians and vehicles would also not substantially increase. As such, the implementation of this option would not create a significant adverse impact to neighborhood character on Governors Island.

This option would only be accessible via the Battery Maritime Building in Manhattan. Service from this building would not differ significantly from service provided during the USCG's tenure of Governors Island. There would be no physical changes to the Manhattan study area associated with this option relative to the 2008 analysis year. As such, neighborhood character would not be impacted.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact neighborhood character resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems was assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas. The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG occupied Governors Island. If infrastructure demand for each of the land use options was calculated to be equal to or less than demand met during USCG occupation, then no significant impact would result.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, has been used as the determinant of impact for these services. If the infrastructure demands of the Maximum Development Option do not exceed peak usage under USCG tenure, then it can be assumed that no significant impact would result under less-intensive land use options. A detailed description of the infrastructure analysis conducted on the Maximum Development Option is located with that option.

The Reuse Option would generate approximately 0.6 mgd in water and sewer usage, and would generate approximately 69 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

Approximately 180 tons of municipal solid waste per week was generated when Governors island was occupied by the USCG. Existing infrastructure capacity on-island is sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials.

The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place. An Environmental ~~Compliance Evaluation (ECE) was conducted at Governors Island in 1993~~ Baseline Survey (EBS) was completed in 1997 to determine whether and to what extent contamination had occurred from Coast Guard activities. Overall, the environmental remediation areas identified are discrete and limited in scope.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. The Reuse Option would involve the creation of additional on-island open space resources in what is currently the paved industrial area of the island. This would involve demolition of Buildings 699, 902, 903, and 933, the respective sites of two on-going and two completed hazardous materials investigations, and the removal of most of the pavement surrounding them. Because clean-up and remediation activities would have been completed, no adverse impacts are anticipated. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

The construction of docks and piers at Governors Island in connection with marina facilities could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, the because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. If dredging was

determined necessary and the spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact hazardous materials on-island or in any of the project study areas. If dredging were required for the establishment of marina facilities, and dredging spoils were determined to be contaminated, this could result in a significant impact.

Recommended Mitigation. Recommended mitigation for the above impact could include the exclusion or reduction of new marina facilities if dredging was required, (and any associated dredging if necessary) from this option.

7. Traffic and Transportation

On-Island

The level and type of development identified under each of the land use options would affect transportation systems, both in terms of internal circulation on-island and access to the island. Planning for the transportation system for the Reuse Option revolves around island residents commuting to and from Manhattan and the circulation of their vehicles on island, mostly in the off-peak. Under USCG occupation, there was an intensive network of streets and parking lots to accommodate the numerous automobiles and trucks on-island. The Reuse Option maintains the street network as located under existing conditions with no changes.

Parking. All reuse options assume a parking restriction on the island. Parking would be limited to the reuse of some or all existing parking facilities already on the island. In the case of the Reuse Option, parking would be permitted at approximately the same level as when the island was occupied by the USCG (2,550 off-street parking spaces).

Transit. To augment private vehicles a jitney service has been planned in conjunction with all options (Appendix D, Table D-8). The service would be used for internal circulation on the island for residents, employees, and visitors, as well as for access to and from the ferry. Service could include a loop around the GINHL and a loop around the island's perimeter. The Reuse Option jitney service would consist of 10 buses running on a two- to three-minute headway along two bus routes.

Ferry. Access to the island under all options would be via ferry service. Provision of bridge or tunnel access was eliminated from consideration as they would be cost-prohibitive and inappropriate to the nature of the historic district on the northern end of the island. New ferries would be used—passenger-only ferries with 10- to 15-minute headways during the day and reduced service at night, and vehicle ferries for trucks, emergency vehicles, and a limited number of cars.

Ferry service would be offered from the existing Soissons Dock on the north end of the island. The Reuse Option requires the use of two ferries which can accommodate both passenger and vehicular traffic via the Battery Maritime Building in Manhattan. These ferries can accommodate 25 cars and 250 passengers.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed for on-island traffic impacts since it represented the most intensive use of Governors Island. This analysis is presented in conjunction with that option. The other options would in all instances cause fewer impacts than the Maximum Development Option. On-island traffic associated with the Reuse Option would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate traffic demand. These improvements could

include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the island's new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options. This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan Study Area.
- The Maximum Development Option for transit and pedestrian circulation in the Manhattan Study Area; and AM and PM Peak traffic conditions in the Brooklyn Study Area.
- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak traffic conditions in the Manhattan and Brooklyn Study Areas.

See the appropriate option for the description of the associated analysis. In evaluating the potential impacts of the land use options, traffic operations under the 2008 analysis year condition were compared to operations under the 2008 baseline year condition. The 2008 analysis year conditions incorporate the volumes associated with the baseline conditions, and the new vehicle trips anticipated to be generated by a particular land use option.

This analysis assumes that the physical and operating characteristics of the roadway network would remain constant. With the exception of isolated physical and operational control changes assumed to be part of the development program, no increases or modifications to the existing signal system, other control measures, or in-street capacity are assumed under this analysis. This analysis presents the most conservative condition that could result from the potential implementation of the land use options, since a series of "worst-case" assumptions have been incorporated. However, it is unlikely that each of these "worst-case" assumptions would occur during the future condition.

Trip generation, modal split, and distribution were developed for the land use options. Only the options that would represent the largest number of additional vehicle trips, and hence the greatest potential for significant impacts to the roadway system, were fully analyzed for the Brooklyn and Manhattan study areas.

Off-Island—Manhattan

Ferry. Ferry service for the Reuse Option would be operated from the Battery Maritime Building in Manhattan. Although the building, a historic structure, is in need of major rehabilitation, the options could be implemented with minimal improvement to the structure. Slips 6 and 7 at Battery Maritime Building would be utilized.

The Reuse Option requires the use of two ferries which can accommodate both passenger and vehicular traffic via the Battery Maritime Building in Manhattan. These ferries can accommodate 25 cars and 250 passengers. Ferries would operate with 10-15 minute headways during the day.

Parking. On-street parking is highly restricted in the area surrounding the Battery Maritime Building. Due to the convergence of three modes of mass transit in the area, there is little need for commuters and visitors to drive private automobiles to the area. Private off-street lots, such as the Meyers Parking Garage or the State Pearl Garage, accommodate

the majority of the long term demand, with various short term meter parking available on side streets. As discussed above, a significant majority of the new trips generated by the land use options would not include an automobile component. The land use options are not expected to have a significant effect on the parking environment in the Lower Manhattan area.

Transit. The alternative with the greatest number of passengers arriving at the Battery Maritime Building is the Maximum Development Option. See that option for an analysis of transit conditions.

Sidewalks and Pedestrian Circulation. The Maximum Development Option would add the greatest number of pedestrians to the circulation pattern in the Battery Maritime Building area. See that option for an analysis of pedestrian conditions.

Traffic Circulation: AM and PM Peak Periods. The Reuse Option would provide vehicular access to Governors Island from the Battery Maritime Building only. This Option represents the most traffic-intensive option for the Manhattan study area during the normal AM and PM peaks. Under this option, Governors Island would be developed with approximately 1,291 residential units and 246 hotel and/or bed and breakfast units, along with miscellaneous ancillary retail and commercial space. The only access to the island would be provided from the Battery Maritime Building in Lower Manhattan. No parking spaces are anticipated to be constructed within Lower Manhattan as part of this development option.

Trip Generation and Modal Split. Based upon the projections detailed in the *Governors Island Land Use Study*, the total number of daily and peak-hour person trips to and from Governors Island were estimated. Table IV.E-3 details the trip generating characteristics of the Reuse Option.

TABLE IV.E-3

2008 Reuse Option Person-Trip Generation

	Island Bound	Mainland Bound
AM Peak Hour	377	861
PM Peak Hour	1033	393

Not all of these trips would be made by automobile. A significant portion would be made by bus, subway, or walking. The percentage of person trips made by automobile was estimated based upon statistics presented in the *Governors Island Land Use Study*. Table IV.E-4 details the number of automobile trips associated with the Reuse Option.

TABLE IV.E-4

2008 Reuse Option Vehicle Trip Generation

	Island Bound	Mainland Bound
AM Peak Hour	57	102
PM Peak Hour	109	36

Trip Distribution. Peak hour vehicle trips were distributed geographically. Distribution of traffic generated by the site was based upon trends detailed in the *Whitehall Ferry Terminal EIS*. Once the geographic distribution of vehicles was determined, it was necessary to determine which roadways would be most likely to receive the newly generated traffic, in vehicular volume and direction during the peak hours. The existing roadway network in the vicinity of the site was examined in conjunction with the above referenced studies, with the site-generated

vehicular traffic assigned to the roadway system based upon shortest travel path between the ferry terminal and their destination zones.

Traffic Circulation. Site-generated traffic was superimposed on the future 2008 baseline year traffic volumes, resulting in the2008 analysis year traffic volumes. The future "Analysis Year" volumes are shown respectively on Figures IV.E-2 and IV.E-3.

Intersection Operations. The intersections analyzed under existing and 2008 baseline conditions were reanalyzed under the 2008 analysis year condition. As before, the analysis was performed following procedures outlined in the *1994 Highway Capacity Manual (Special Report 209)*. Several modifications to the roadway system and traffic control devices were incorporated into the analysis. These modifications were deemed necessary, based upon the volume of traffic anticipated to be generated by this land use option, to allow traffic operations to continue at or near the levels at which they would operate without the project. The following is a description of the modifications included in the analysis:

Water Street and Broad Street - During the AM peak hour, significant degradation in levels of service would occur on the westbound left turn movement. Degradation in levels of service would occur during both AM and PM peak periods in the northbound left/through/right turn movements. Removal of approximately 10 parking spaces on the eastern leg of this intersection (five on each side of Water Street) would allow the addition of an exclusive left turn lane on the eastern leg of Water Street. Removal of an additional five parking spaces on the southern leg of this intersection (five on the right side of Broad Street) would allow the addition of an exclusive right turn lane on the northbound leg of Broad Street.

These additional lanes could be created through changes in pavement striping within the existing pavement width. Reallocation of six seconds of green time to a westbound leading phase in the AM peak period collectively with the additional exclusive turn lanes would eliminate the degradation in levels of service at this location. Although the supply of parking within the study area would be decreased by 15 spaces, this would not result in a significant reduction in the availability of parking within the study area.

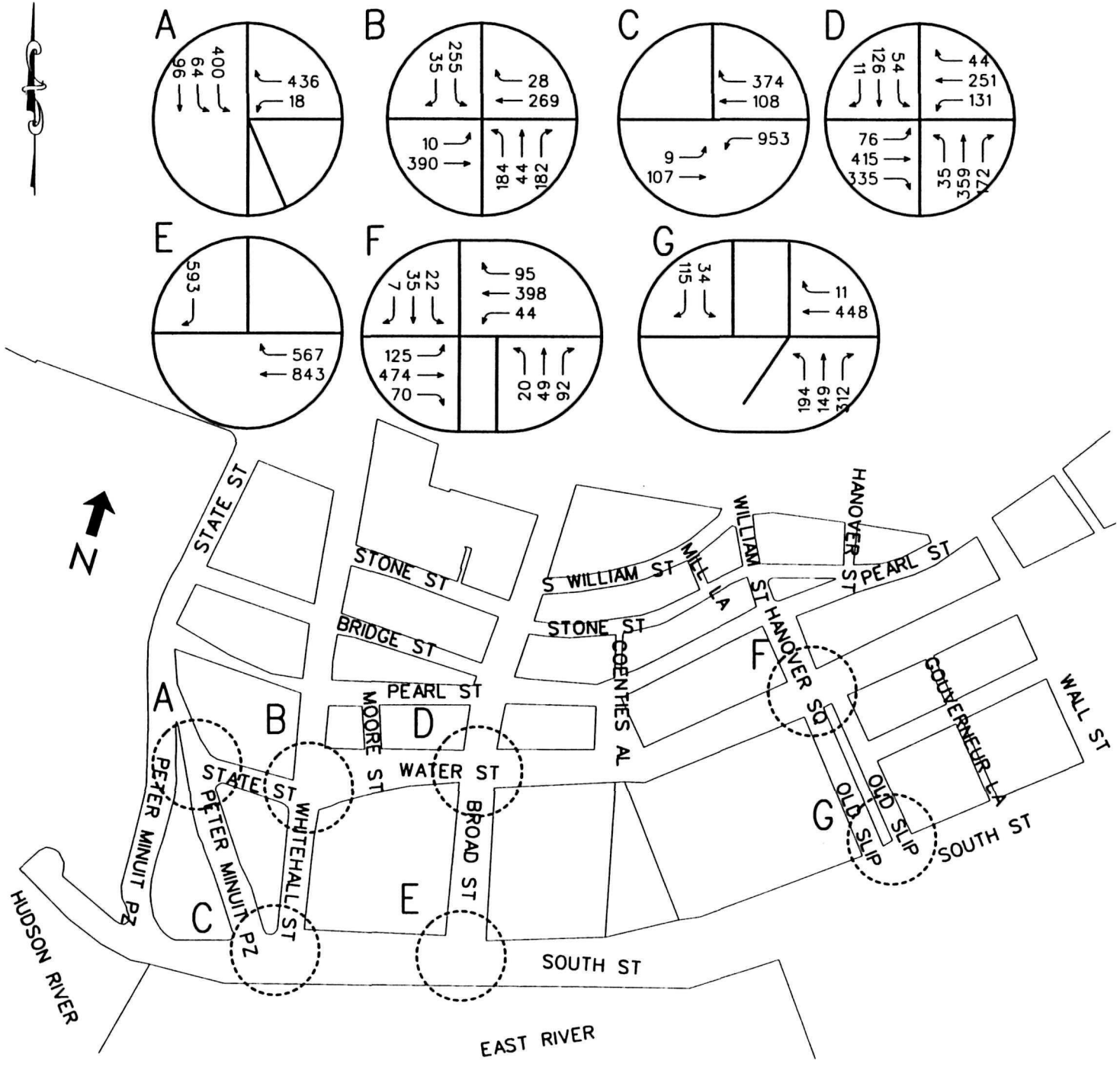
State/Water Street and Whitehall Street - During the AM and PM peak hours, there would be a degradation of LOS due primarily to the increase in background traffic between existing conditions and the year 2008. This non-project related growth in traffic is detailed in Section IV.D

CEQR Guidelines define a significant impact based upon the increase in average vehicle stopped delay time. Based upon the capacity analysis prepared for this intersection under year 2008 conditions, the delay time is incalculable. Incalculable delay times are represented with an asterisk.

Comparison of the volume to capacity ratios between the baseline capacity analysis and the Reuse Option for the affected approach indicates an increase during the AM period of 0.010, and an increase during the PM period of 0.021. These increases are relatively small. These increases are a result of the addition of 3 and 5 vehicles per hour for the AM and PM peak hours, under the Reuse Option. These volumes would represent an insignificant increase in traffic volumes. As such, it was felt that the Reuse Option would not result in a significant impact at this location.

Table IV.E-5 presents a summary of the operational levels of service anticipated under the future baseline and analysis year conditions with the incorporated improvements.

Upon a review of Table IV.E-5, it can be seen that most of the signalized intersections would continue to operate at good to



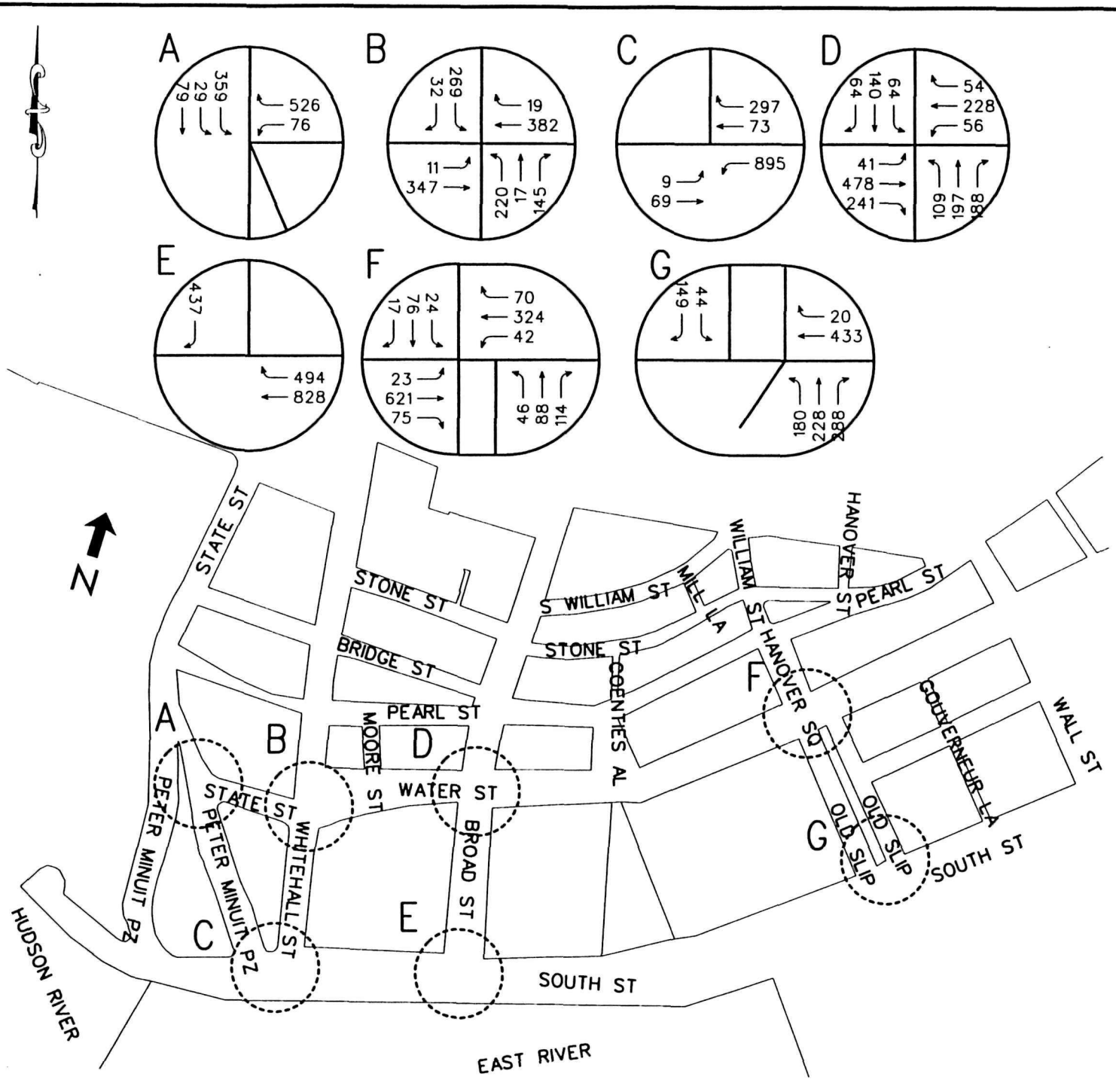
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA
REUSE OPTION
2008 ANALYSIS YEAR
AM PEAK HOUR

EDWARDS AND KELCEY, INC
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-2



LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA
REUSE OPTION
2008 ANALYSIS YEAR
PM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-3

TABLE IV.E-5

Manhattan Study Area AM and PM Peak Period: Level of Service Comparison: 2008 Baseline Conditions to 2008 Analysis Year Condition (Reuse Option)

			AM Peak				PM Peak			
			Baseline 2008 Year		2008 Analysis Year		Baseline 2008 Year		2008 Analysis Year	
	Approach	Movement	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections										
Park Street and	EB	TR	5.6	B	5.6	B	5.3	B	5.4	B
Water Street		R	4.9	A	5.0	A	4.7	A	4.8	A
	WB	LR	6.0	B	6.0	B	7.7	B	7.8	B
		R	6.0	B	6.0	B	6.2	B	6.3	B
State Street with	EB	LT	14.1	B	14.1	B	13.9	B	13.9	B
Park Street and	WB	TR	13.4	B	13.5	B	13.9	B	14.0	B
Whitehall Street		R	12.1	B	12.2	B	12.0	B	12.0	B
	NB	L	19.2	C	19.2	C	19.5	C	19.5	C
		TR	36.1	D	36.1	D	23.9	C	23.9	C
	SB	LR	*	*	*	*	*	*	*	*
Water Street and	EB	LTR	17.3	C	30.1	D	12.6	B	12.6	B
Broad Street	WB	DfL	38.5	D	NA	NA	NA	NA	NA	NA
		L	NA	NA	20.5	C	NA	NA	10.8	B
		TR	12.0	B	7.1	B	NA	NA	8.1	B
		LTR	NA	NA	NA	NA	9.1	B	NA	NA
	NB	LTR	*	*	NA	NA	*	*	NA	NA
		LT	NA	NA	16.2	C	NA	NA	17.6	C
		R	NA	NA	12.8	B	NA	NA	15.5	C
	SB	LTR	26.6	D	27.3	D	42.8	E	31.8	D
Water Street and	EB	LTR	20.7	C	21.5	C	12.0	B	12.0	B
Old Slip with	WB	LTR	11.7	B	11.8	B	10.3	B	10.4	B
William Street	NB	LTR	13.2	B	14.1	B	15.8	C	16.7	C
	SB	LTR	12.8	B	12.8	B	13.6	B	13.6	B
Unsignalized Intersections										
South Street and	WB		4.6	A	4.6	A	3.1	A	3.1	A
Whitehall Street	NB		1.1	A	1.1	A	1.1	A	1.1	A
South Street and Broad Street	SB	R	26.8	D	33.1	E	9.7	B	11.2	C
South Street and Old Slip	NB	L	15.7	C	16.6	C	13.8	C	15.0	C
		T	7.9	B	9.5	B	10.2	C	11.9	C
		R	3.4	A	3.4	A	3.4	A	3.4	A
	SB	L	18.4	C	23.4	D	25.1	D	30.4	E
		R	4.0	A	4.1	A	4.0	A	4.1	A

** Level of service and delay are meaningless when the v/c ratio for any lane group approach exceeds 1/phf.*
*** See signalized intersection table for Build Level of Service.*

excellent levels of service ("A" to "C"). However, as listed in Tables IV.E-6 and IV.E-7, several of the signalized intersections would operate at a LOS "D" or worse under one or more peak hours. Similarly, unsignalized intersections would generally continue to operate at good to excellent levels of service ("A" to "C"), with some degradation of service for several intersections during the peak hours.

Traffic Circulation: Off-Peak and Weekend Periods. The Academic Option with NYC Proposal for a Casino was analyzed for off-peak conditions. See that option for off -peak conditions.

Off-Island – Brooklyn

Access to Governors Island for the Reuse Option would not be provided from Brooklyn. As such, a traffic analysis for the Brooklyn study area was not conducted for this option.

Impacts. Implementation of the Reuse Option on Governors Island would not create adverse impacts to the transportation network on the Island. The addition of new vehicles accessing the island via the Battery Maritime Building in Manhattan would impact traffic on the roadway network in this off-island study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the AM and PM peak periods with the introduction of the Reuse Option to the Manhattan study area. As there would be no access under this option from Brooklyn, there would be no traffic impacts in Brooklyn associated with this project.

Recommended Mitigation. Since no impacts to traffic on Governors Island have been identified, no mitigation is recommended. In the Manhattan study area, mitigation measures would need to be supplied by future parties as part of the project to avoid significant traffic impacts and allow traffic operations to continue at or near the levels they would operate without the project. Recommended mitigation in conjunction with this option in Manhattan includes the addition of an exclusive left turn lane on Water Street, addition of an exclusive right turn lane on Broad Street, changes to pavement striping, and reallocation of six seconds of green time to the westbound phase of the Broad/Water Street intersection.

TABLE IV.E-6
Signalized Intersections with LOS "D" or Worse

AM Peak				
Intersection	Approach	Movement	Delay	LOS
State St. & Whitehall St.	NB SB	TR LR	36.1 *	D *
Water St. & Broad St.	EB SB	LTR LTR	30.1 27.3	D D
PM Peak				
Intersection	Approach	Movement	Delay	LOS
State St. & Whitehall St.	SB	LR	*	*
Water St. & Broad St.	SB	LTR	31.8	D

TABLE IV.E-7
Unsignalized Intersections with LOS "D" or Worse

AM Peak				
Intersection	Approach	Movement	Delay	LOS
South St. & Broad St.	SB	R	33.1	E
South St. & Hanover Sq.	SB	L	23.4	D
PM Peak				
Intersection	Approach	Movement	Delay	LOS
South St. & Hanover Sq.	SB	L	30.4	E

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality have been planned in conjunction with any of the land use options. Accordingly, no stationary source analysis was undertaken.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, Chapter III.C), thus a quantitative analysis was also not conducted for the Manhattan study area.

The Reuse Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. Air quality within the Brooklyn study area would not be impacted by this option.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents the greatest amount of regular activity throughout the island. The

analysis determined that noise levels predicted for the land use options fall within New York City environmental regulations' limits of acceptability for noise, and would not represent an adverse environmental impact (refer to Maximum Development Option analysis for detailed description).

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis was not necessary for the Manhattan study area.

The Reuse Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. There would be no noise impacts to this study area.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as existing buildings would be reopened or new buildings would be constructed and put into operation (refer to Tables D-9 through D-13 in Appendix D). The Reuse Option (similar to the Phase-In Option) would require the least amount of embodied energy of all the options, since no new construction would be expected.

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities, as well as construction of additional buildings.

Impacts. Implementation of the Reuse Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under the Reuse Option, there would be 39 single-family units, 92 row houses and 945 multifamily residential units on the Island. The 1,076 new residential units would house a total of approximately 3,917 persons (refer to Table D-14 in Appendix D).

The Reuse Option would also contain 116,886 square feet of retail space, 488 hotel, hostel, and bed-and-breakfast rooms, a school, a fitness center, medical offices and a marina (refer to Tables D-15 and D-16 in Appendix D). These facilities are anticipated to accommodate 362,300 total visitors a year (or an average of 993 visitors per day) and employ 805 people (refer to Tables D-17 and D-18 in Appendix D).

This option is expected to generate a modest level of increase in activity in the Manhattan study area. However, compared to the significant activity generated by the number of tourists and workers that come to this area of Lower Manhattan, this effect is not considered significant.

Based upon marketing studies conducted for the *Governors Island Land Use Study*, residential units on Governors Island would generally be priced approximately 15 percent below prime market values in Manhattan (such as in Battery Park City) because of the Island's separation from Manhattan. As a result,

the housing units could reasonably be sold to households with incomes of $90,000 for a one-bedroom unit, $220,000 for a two-bedroom unit, $480,000 for a three-bedroom unit, and over 1 million dollars for a four-bedroom unit (see Table D-19 in Appendix D.)

The income required to absorb such costs exceeds the average income levels found in the Manhattan study area. This land use option, however, would meet the continuing demand for housing in a city with low vacancy rates, and with a high demand for housing units at all income levels. The land use option would introduce children to an area with a pronounced absence of people below the age of 18. Although the land use option attempts to accommodate the needs of this new population on the island, there may be increased demands on community services nearest to the Governors Island access points.

Economic Conditions. The Reuse Option is estimated to cost $195 million to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in a project are related to construction labor and employment expenses. Utilizing base theory income multipliers, and direct and indirect expenditures, the total economic activity resulting from this option could generate $250 million to the local economy

A total of 805 employees would be needed for the maintenance and operation of the Reuse Option. This includes, for example, employees for maintenance of the residential buildings, the retail stores, the hotel, and the marina.

The Reuse Option could place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Reuse Option could generate $9,400,000 in real estate property tax for the City (refer to Table D-20 in Appendix D). In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Secondary Displacement. The Reuse Option is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is already in place (refer to the Maximum Development Option for detailed secondary displacement discussion).

Impacts. The introduction of this new population, while substantial in number and distinct in income, is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Due to the conceptual nature of the various scenarios examined, sources of funding for construction of the on-island school, the museums, or the parks have not been established. As a result, potential economic impact associated with these components can not be identified. It is assumed, however, that all facilities would be financed by the future developer. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Access to Governors Island would not be provided from Brooklyn under this option. As a result, no significant impacts under this option are anticipated in the Brooklyn study area.

Recommended Mitigation. Since no population, housing, or economic impacts have been identified for the Reuse Option, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Land Use. The generalized land use pattern in the year 2008 for the Reuse Option is depicted in Figure IV.E-4. Of the year 2008 options, the Reuse Option's land use pattern most closely resembles conditions during Coast Guard occupation.

The pattern of land uses would not change at the Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

Zoning. Under Coast Guard occupation, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current residential zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts as described below. The rezoning would require review pursuant to New York City's Uniform Land Use Review Procedure (ULURP).

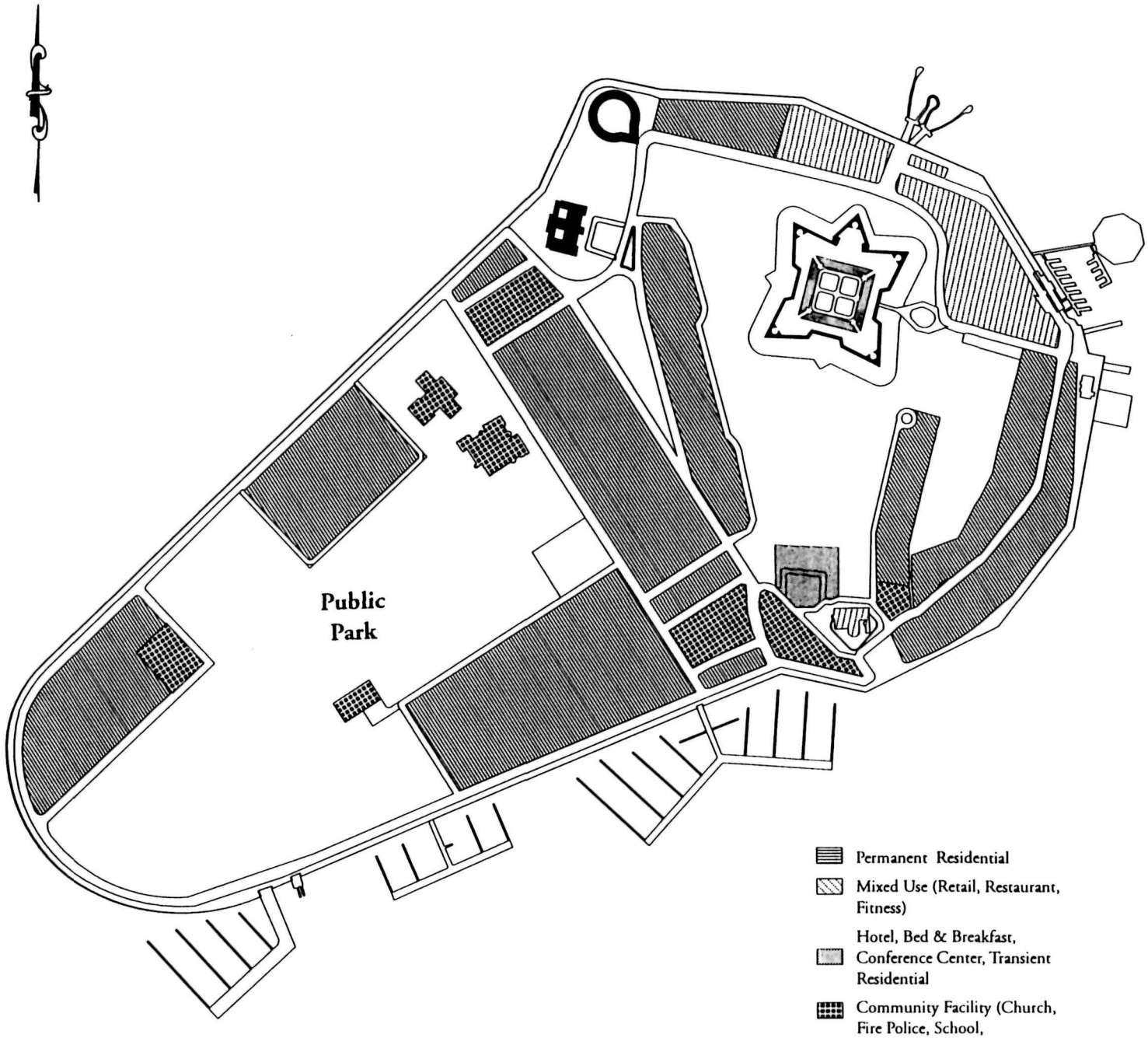
- **Special District**: Due to the unique characteristics of Governors Island, i.e. its low density, history, and ferry-only access, designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning for residential uses could be accommodated by the R3-2 district, which is the current zoning designation of the island. All uses proposed under the Reuse Option would comply to R3-2 height and bulk limitations. Commercial uses envisioned are generally of the type accommodated in the C1 district. The uses included in this district are retail and personal service shops needed in residential neighborhoods, catering to the daily needs of the immediate neighborhood. Use of a commercial zone overlay on residential districts may be appropriate for the island.

Reuse of the Battery Maritime Building under the Reuse Option, for both passenger and vehicular ferry service, is a permitted use under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate the land use options.

Public Policy. The Reuse Option, which essentially retains the status quo of the development pattern during Coast Guard occupation, can be assumed to be consistent with any regional plans and policies.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront,* encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.



Beyer Blinder Belle Consortium

LEGEND:

Land Use Map
Reuse Option

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-4

The Reuse Option would not have any impacts to public policies related to Brooklyn, since access from the Brooklyn waterfront is not included in this option.

Impacts. The Reuse Option would not have adverse impacts to land use, zoning, or public policy.

Recommended Mitigation. Since no impacts have been identified for the Reuse Option, no mitigation is recommended.

3. Waterfront Planning and Zoning

Both vehicular and passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan. The three piers on the island, Yankee, Tango, and Lima, would be retained and reused for marina development, with floating docks to moor recreational boats. The Reuse Option proposes Yankee Pier as the East Ferry Landing and Marina, Tango Pier as a Marina, and Lima Pier as a South Ferry Landing for special events. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications is provided for in this option. An 18-foot pedestrian promenade along the water's edge is suggested for the entire circumference of the island except for selected locations where it would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Use of the Battery Maritime Building as identified in this option is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City *Comprehensive Waterfront Plan*, acknowledges the importance of providing for waterborne transportation uses along the Manhattan waterfront. The plan identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit Park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. The Reuse Option would not conflict with these policies.

Plans to bring ferry service to the Battery Maritime Building as identified under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not be in conflict with these policies.

The land use options were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Reuse Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Reuse Option is supportive of this policy. The unique features of the island readily lend themselves to residential and commercial development. Public facilities and infrastructure are adequate for this option or would be developed in conjunction with the option.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

Use of the Battery Maritime Building for passenger and vehicular ferry would be consistent with the goals of this policy.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

Water-borne transportation is the primary mode of transportation to and from the island. Island site conditions are appropriate for commercial ferry service and some recreational boating.

Use of the Battery Maritime Building for passenger and vehicular ferry would also be consistent with the goals of this policy.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities; however, these impacts would be minimal and temporary in nature only. These impacts would only occur if dredging were required.

Policy 5: Protect and improve water quality in the New York City coastal area.

Impervious surface and pollutant loadings associated with the Reuse Option would decrease from existing conditions, and represent an improvement in water quality.

Policy 6: Minimize loss of life, structure, and natural resources caused by flooding and erosion.

The Reuse Option would not increase flooding or erosion in the New York Harbor. See Section IV.E.1.B.2.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

The Reuse Option on-island and at the Battery Maritime Building is consistent with this policy. With the exception of potential dredging activity, the land use options would not have a significant impact on hazardous substances. All hazardous materials on-island have been or are in the process of being remediated. Refer to Section III.C.6 for a detailed discussion.

Policy 8: Provide public access to and along New York City's coastal waters.

The Reuse Option is supportive of this policy. A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The island has important visual and scenic resources which would be preserved under the Reuse Option. It is a common planning element for all land use options that any new development on the island would preserve views of Governors Island from passing boats; Manhattan, Liberty and Ellis Islands; as well as from Governors Island; which are some of the most picturesque in the region.

Policy 10: Protect, preserve, and enhance resources significant to the historical, archeological, and cultural legacy of the New York City coastal area.

Development and reuse associated with the Reuse Option would follow the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations applicable to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which describes an 18-foot pedestrian promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI of the Zoning Resolution. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, additional waterfront public access would not be necessary.

The reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

Impacts. The Reuse Option would conform to local waterfront planning and zoning regulations. Accordingly, there would be no adverse environmental impacts.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

4. Historic/Cultural Resources

The Reuse Option would reuse as many buildings as possible, while expanding and upgrading open space for public use. Within the GINHL district, proposed museum, residential, and support uses would be compatible with the existing historic environment. Potential removal of 21 non-contributing resources (Buildings 33; 35; 36; 39; 85; 92; 106; 203; 205; 208; 209; 211; 212; 217; 218; S-251; 303; 513 A, B, and C; S-517; 519; and 525) and a non-contributing portion of Building 400 G is not expected to have a negative impact. Refitting of historic buildings for new uses, would also not have associated adverse impacts provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Reuse of areas outside the GINHL district would not be expected to have a negative impact on buildings within the GINHL. Negative impacts on archeological resources would be minimal under the Reuse Option except where buildings are removed along Kimmel Road, in portions of the existing golf course, and in areas of the existing golf course that would be landscaped or altered for creation of the "Pitch and Putt" golf course. These locations have been identified as potentially sensitive archeological areas.

Impacts. Removal of buildings in the GINHL, within sites of potential archeologic sensitivity may represent an adverse impact to cultural resources. However, any alterations in this district would need to comply with the provisions of the *Governors Island Preservation and Design Manual* and as such, would not create significant impacts.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

2A. ACADEMIC OPTION

Governors Island's open space, athletic fields, and buildings readily lend themselves to academic or institutional uses. Without significantly altering the general layout of the island or the existing structures, a university campus could be created, with academics physically located at the center of the program. The Academic Option assumes the use of the island by a four-year institution of approximately 4,000 students (Figure IV.E-5). The existing physical layout and area distribution of the island easily accommodates the functions of a university or college. Classroom and library facilities could be centrally located on the island, and residential space for students and faculty could be distributed throughout the island with little change from the former layout. The Arsenal District and area surrounding the ferry landing could be reserved for administration and student services. Other student activities and community facilities would be located near a new east ferry landing.

A significant amount of new construction in the southern portion of the island would be needed to accommodate research and athletic facilities. The former Industrial Area and Tango Pier could be devoted to laboratory space, while the 11-story Building 877 would be cleared for a new athletic facility.

The use of students' passenger cars on the island under this option could be restricted to moving in and out of dormitories. Faculty, certain administrative staff, and special visitors would be allowed to bring their vehicles to the island for a fee. An on-island jitney bus system would be provided.

It is assumed for this option that there would be a high percentage of full-time and part-time students commuting to the island. A maximum of 1,000 day students could be accommodated, in addition to 3,000 resident students.

This option also incorporates a museum at Castle Williams and Fort Jay, reusing the Fort Jay apartments as museum facilities. Open spaces could be enhanced with the use of trees and minor changes in the street layout to create an academic, campus-like atmosphere.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

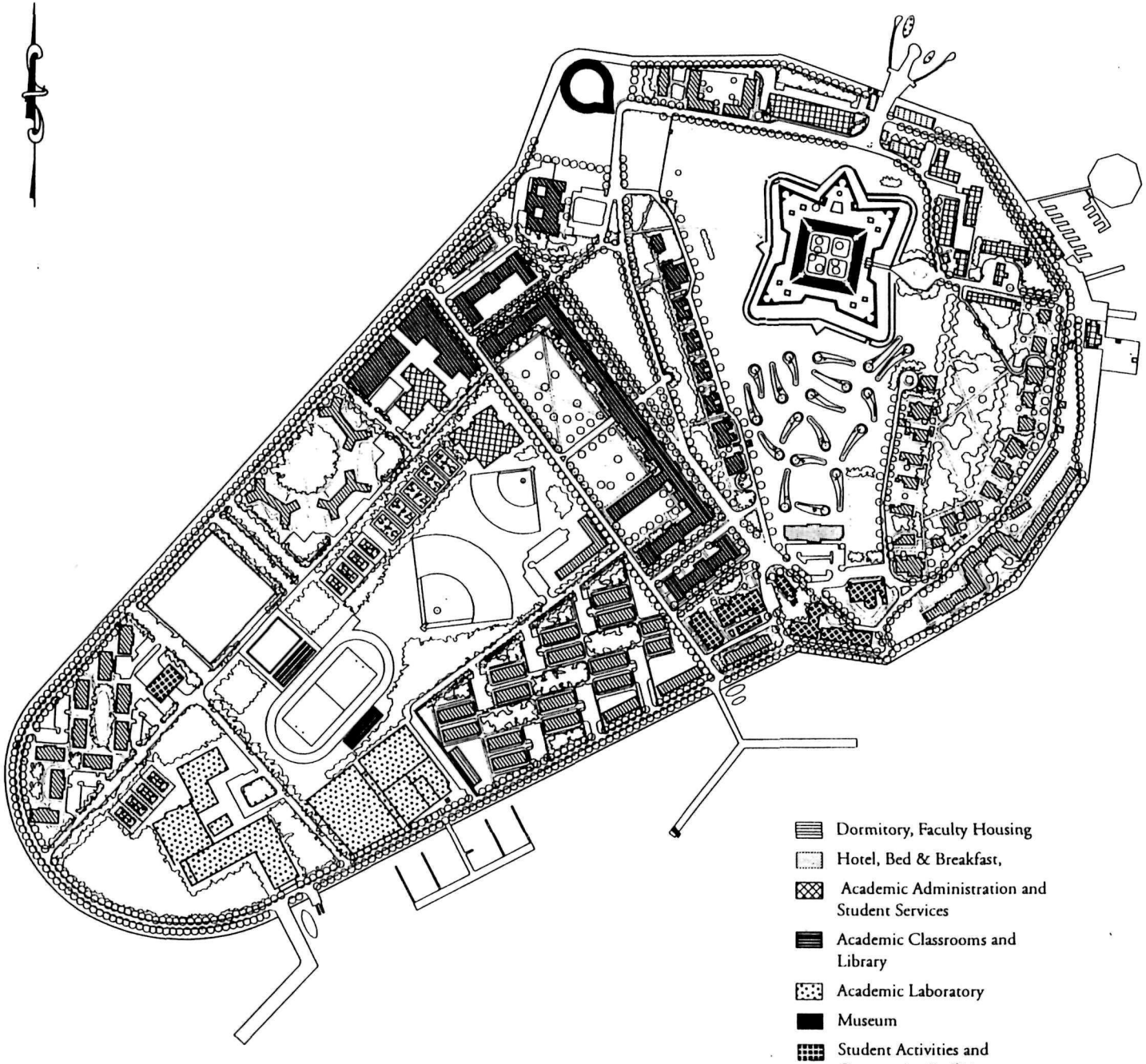
Impacts. Implementation of the Academic Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities.

This land use option does not propose any construction activity at the Battery Maritime Building or at Brooklyn Piers 7 and 8. As such, no impacts would result.

Recommended Mitigation. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island would minimize impacts to topography and soils. No other mitigation would be necessary.

2. Wind and Climate

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.



Illustrative Site Plan
Academic Option

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-5

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). In general, only minor variations in the amount of impervious area between existing conditions and the Academic Option were noted. This is primarily due to the preservation of the historic district, which encompasses 92 acres, or 53 percent of Governors Island. In addition, the island's park areas and open space character were retained to the maximum extent possible under all scenarios Under the Academic Option, an athletic center, tennis courts, new classrooms, and a library would cover existing open areas. A new park would be created on the southeast end of the island in areas that were previously paved. This would result in an estimated one percent net gain in open space, and a corresponding one percent net reduction in impervious area.

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas and the average pollutant concentrations presented in Table C-3 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2. Estimated runoff volume and pollutant loadings are also presented in Table D-2 (see Appendix D).

Pollutant loadings associated with the Academic Option were somewhat less than the existing pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 model was used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Academic Option, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Academic Option.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Academic Option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact wetlands since no Federal or

State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as a function of the construction, replacement, or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would emigrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. Since the Academic Option involves only minor improvements to on-island marina facilities, impact to aquatic ecology adjacent to the island and the off-island study areas would be minimal. Implementation of new marina facilities could temporarily affect aquatic habitats or species that frequent the area. These changes, however, would be temporary or minimal. In some instances, new aquatic habitats could be created, resulting in a beneficial impact.

Recommended Mitigation. Since no impacts to terrestrial or aquatic ecology have been identified, no mitigation is recommended.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Academic Option on Governors Island would not result in impacts to endangered and threatened species and significant habitats.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

C. Man-Made Characteristics

1. Community Facilities and Services

A total daytime population of 4,469 and a total resident population of 3,193 would be associated with the Academic Option. This population would require essential police, fire

prevention and/or abatement in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department, and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

The Academic Option does not include a residential population other than student dormitories. There would be no children living on the island. Accordingly, there would be no impact to area school facilities.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider, depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes, or a Payments in Lieu of Taxes (PILOT).

The addition of this new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

Impacts. Implementation of the Academic Option on Governors Island would create demand for additional life/safety services on-island. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or a Payments in Lieu of Taxes (PILOT).

2. Open Space

The number of open space users residing on and visiting Governors Island would change dramatically from its current vacant state as a result of any reuse of the island. The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D). Open space ratios for both daytime and resident population of the island have been calculated from these figures.

Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based on local environmental (CEQR) guidelines (refer to Reuse Option analysis).

In the Academic Option, the active open space ratio of available open space for residents and recreational visitors exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 0.15 acres per 1,000 residents/users guideline. Accordingly, there would be no impact to open space resources resulting from these land use options.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the

nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

The northern portion of the island, by virtue of its historic status, remains virtually unchanged throughout the land use options with the exception of limited urban infill in the higher-density options. Additionally, Buildings 513 A, B, C, and D, as well as Building 517 have been removed in several of the options. These changes are minor and do not adversely affect the urban design character of the northern portion of the island. In fact, these changes help to rationalize the open space surrounding Castle Williams and provide new views to the harbor. The addition of minor infill buildings in the area of Building 515, adjacent to the North Ferry Landing, and in the area of the Super 8 Motel, would not block any existing view corridors or negatively affect the urban design character or visual quality of the northern portion of the island. Additionally, any changes in the GINHL would require consultation with SHPO or LPC prior to implementation. Accordingly, no significant changes to either the urban design or the visual resources characteristics occurs in the northern portion of the island in any of the land use options.

The Academic Option proposes use of the island by an educational institution of approximately 4,000 students. Similar to the Reuse Option, the Academic Option also incorporates reuse of as many existing buildings as possible. The result is a land use plan which takes advantage of the defined subareas of the island, the architecture of the historic buildings, the large areas of open space, and the available residential units on the island. The existing physical layout and area distribution of the island easily accommodates the functions of a university or college. Classroom and library facilities are centrally located on the island, taking advantage of the campus-like situation of Colonel's Row and the quadrangle formed by the wings of Building 400 and Division Road. Faculty housing is located in the houses of Nolan Park and the older apartment buildings in the GINHL, and the southern portion of the island reuses much of the existing residential space for dormitories.

This option recommends new buildings for classrooms, library, a science center, laboratories, and an athletic center along the island's periphery. These buildings would be sited where existing buildings are demolished or within existing blocks. As a result, the existing street pattern and building massing do not change in this alternative, and visual resources are not affected. Key views from the island and to the island, and views within the island would not change.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact urban design or visual resources on-island or in any of the off-island study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Neighborhood Character

The Academic Option assumes reuse of the island by an academic institution or a number of academic institutions. The goal of this option is to create a collegiate environment by taking advantage of the defined sub-areas on the island, the architecture of the historic buildings, the large quantities of open space, and the many residential units. Changes to the physical plan of the island are relatively limited.

Land uses on the north end of the island, which is presently vacant, would be changed from what they were under the former USCG occupation. Many of the previous residential units would become dormitories or faculty housing, while other former residential buildings such as Building 400 and homes on Colonel's Row are designated as classroom space. Fort Jay and Castle Williams are depicted as museum space under this option. The Arsenal District, adjacent to the ferry landing, would be reused for administrative and student services.

The south portion of the island would experience more significant physical change than the north. The center of the island still remains primarily in active open space, with the former USCG residential units along the perimeter of the island being reused for the same purposes. Additional new athletic facilities, science labs, and classrooms are also located along the southern portion of the island's perimeter in new or reused structures. This option also includes a landscaped open space esplanade surrounding the entire island.

This option does not significantly change the character of Governors Island from the time of Coast Guard Occupation. The island's organization of streets, open space, and built structure remains basically intact. In fact the character of the island itself has often been described as "campus-like" by many visitors. The island previously maintained a resident population of 4,000 people and 800 residential units, as well as 2,550 surface parking spaces and ferry service every 20 minutes during the peak. The academic option would provide facilities for approximately 4,000 students, with approximately 1,050 students commuting and 2,950 students residing on the island. Approximately 300 parking spaces would be available on-island. Approximately 452 employees would work on the island, with 133 of them residing on-island. In effect, the activity associated with this option would not be significantly different than what occurred under USCG occupation. There would be fewer residents and vehicles on the island under this option than when the Coast Guard used the island. Major open spaces and views would also remain intact.

There would be increased numbers of visitors to the island. Approximately 324,210 users (an average of 888 per day) would travel to the island over a year to use the open space and visit the museums. Under USCG ownership, visitors to the island were restricted to invited guests and workers. This number of visitors, however, spread over an area of 172 acres, would not create a substantial increase in the level of activity on the island relative to the USCG's tenure. This increase would not significantly affect the character of the island.

Overall, this option does not substantially change the physical organization and built form of the island. New land use on the island associated with this option is similar to uses under the USCG's tenure. Activity on the island associated with pedestrians and vehicles would also not substantially increase. As such, the implementation of this option would not create a significant adverse impact to neighborhood character on Governors Island.

This option would only be accessible via ferry from the Battery Maritime building in Manhattan. Service from this building would not differ significantly from service provided during the USCG's tenure of Governors Island. There would be no physical changes to the Manhattan study area associated with this option

relative to the 2008 analysis year. Additionally, the increase in activity at this facility would not be significant given the Lower Manhattan context.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact neighborhood character on Governors island or in any of the off-island study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems was assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas. The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG was in occupation of Governors Island. If infrastructure demand for each of the land use options was calculated to be equal to or less than demand met during USCG occupation, then no significant impact would result.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, has been used as the determinant of impact for these services. If the Maximum Development Option does not exceed the demand placed on infrastructure that resulted from USCG occupation, since it is the greatest user of infrastructure facilities, then no significant adverse impact would result. A detailed description of the infrastructure analysis conducted on the Maximum Development Option is located with that option.

The Academic Option would generate approximately 0.8 mgd in water and sewer usage, and would generate approximately 43 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

Approximately 180 tons of municipal solid waste per week was generated when Governors island was occupied by the USCG. Existing infrastructure capacity on-island is therefore sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials.

The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place. An Environmental ~~Compliance Evaluation (ECE) was conducted at Governors Island in 1993~~ Baseline Survey (EBS) was completed in 1997 to determine whether and to what extent contamination had occurred from Coast Guard activities. Overall, the environmental remediation areas identified are discrete and limited in scope.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. The Academic Option would involve the reworking of the island's former industrial area. New construction associated with the science center and laboratory buildings would completely cover the site of Building 699 (former gas station). The site of Buildings 903 and 933, currently paved, would be cleared and planted to create open space.

The construction of docks and piers at Governors Island in connection with marina facilities could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. If dredge spoil is contaminated, or is ocean-dumped, this could constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. The Academic Option, however, includes only very limited marina facilities that would not require dredging.

Impacts. Since clean-up and remediation of all identified sites would be completed previous to implementation of the Academic Option, there would be no adverse impacts to hazardous materials on Governors Island. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

7. Traffic and Transportation

On-Island

The Academic Option only allows limited vehicular access to the island itself. Students would not be permitted to bring vehicles to the island, except under special circumstances, where permission would need to be secured in advance. This situation would also be true for daily employees on the island. As such, internal circulation via the on-island jitney service would be an important feature of this option.

Streets. Roadway conditions would remain unchanged from existing conditions under this Option, except that Enright Road would be terminated at the intersection of Icarus Road.

Parking. On-island parking is restricted under this option. Existing parking supply on-island is far in excess of the number of vehicles that would access the island.

Transit. To augment private vehicles a jitney service has been planned in conjunction with the Academic Option (Appendix D, Table D-8). The service would be used for internal circulation on the island for students, residents, employees, and visitors, as well as for access to and from the ferry. Service could include a loop around the Historic District and a loop around the island's perimeter. The Academic Option jitney service would consist of 8 buses running on three-minute headways along two routes.

Ferry. Access to the island under the Academic Option would be via ferry service originating at the Battery maritime Building in Manhattan. Passenger only ferries would operate with 10- to 15-minute headways during the day and reduced service at night. Vehicle ferries for trucks, emergency vehicles and a limited number of cars would also be provided. Ferries would accommodate 250 passengers and 25 cars. Ferry service would be offered from the existing Soissons Dock on the north end of the island.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most intensive use of Governors Island. This analysis is presented in conjunction with that option. The other options would in all instances cause less impacts than the Maximum Development Option. On-island traffic associated with the Academic Option would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options. This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan Study Area.
- The Maximum Development Option for transit and pedestrian circulation in the Manhattan Study Area; and AM and PM Peak conditions in the Brooklyn Study Area.
- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak Conditions in the Manhattan and Brooklyn Study Areas.

See the appropriate option for the description of the associated analysis. Traffic circulation, pedestrian access, and transit use associated with the Academic Option in the Manhattan Study Area would in all instances result in conditions less than those described for the worst-case option.

The Academic Option does not include access from the Brooklyn Study Area; as such, no analysis is necessary.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact traffic on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to traffic have been identified, no mitigation is recommended.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of the Academic Option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, Section III.C). A stationary source air quality analysis was also not conducted for the Manhattan study area.

The Academic Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. Air quality within the Brooklyn study area would not be impacted by this option.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents the greatest amount of regular activity throughout the island (refer to the Maximum Development Option analysis for detailed information). The analysis determined that noise levels predicted for the land use options fall within New York City environmental regulations' limits of acceptability for noise, and would not represent an adverse environmental impact.

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis would not be necessary for the Manhattan study area.

The Academic Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. There would be no noise impacts to this study area.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as existing buildings would be reopened or new buildings would be constructed and put into operation (refer to tables D-9 through D-13 in Appendix D).

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities as well as construction of additional buildings.

Impacts. Implementation of the Academic Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under this option, the Island would accommodate an academic institution of approximately 4,000 students. There would be 133 residential units devoted to faculty housing and an undergraduate dormitory for 2,650 students. In addition, 300 units of residential housing would be provided on the Island. The academic complex would include classrooms, laboratories, an administration building, athletic facilities and a student activity center. Fort Jay would be used as a museum. A total of 3,150 people who attend the institution would be expected to reside on the Island and 452 employees would be expected to work on the Island. This option also would have a considerable amount of recreational and tourist space, with the hotel, the museum and the large open space component. As a result, there are expected to be 324,210 visitors a year to the Island (or an average of 888 per day) aside from academic use.

This option is expected to generate a modest level of increase in activity in the Manhattan study area. However, compared to the significant activity generated by the number of tourists and workers that come to this area of Lower Manhattan, this effect is not considered a significant adverse impact.

Access to Governors Island would not be provided from Brooklyn under this option. As a result, no significant impacts under this option are anticipated in the Brooklyn study area.

Economic Conditions. The Academic Option is estimated to cost $311 million, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, direct and indirect expenditures, the total economic activity resulting from this option could generate $398 million to the local economy.

A total of 452 employees would be needed for the maintenance and operation of the Academic Option. This includes, for example, employees for maintenance of the academic buildings, administrative employees and employees for the medical facilities.

The Academic Option could place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Academic Option could generate as much as $14,600,000 in real estate property tax for the City assuming the Island is privately owned and operated (see Table D-20 in Appendix D). In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Secondary Displacement. The Academic Option is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is already in place (refer to the Maximum Development Option for detailed secondary displacement analysis).

Impacts. The introduction of a 4,000-student university is not expected to create a significant adverse socioeconomic impact.

Due to the conceptual nature of the various scenarios examined, sources of funding for construction of the museums or the parks

have not been established. As a result, potential economic impact can associated with this component not be identified. It is assumed, however, that all facilities would be financed by the future developer. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Access to Governors Island would not be provided from Brooklyn under this option. As a result, no significant impacts under this option are anticipated in the Brooklyn study area.

Recommended Mitigation. Since no population, housing, or economic impacts have been identified for the Academic Option, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Land Use. The generalized land use pattern for the Academic Option is depicted in Figure IV.E-6. Similar to the Reuse Option, the Academic Option reuses most of the island's buildings for the same use; however, under the Academic Option the entire island is operated by a college or university, comprising classrooms, dormitories, and administrative offices.

The pattern of land uses would not change at the Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

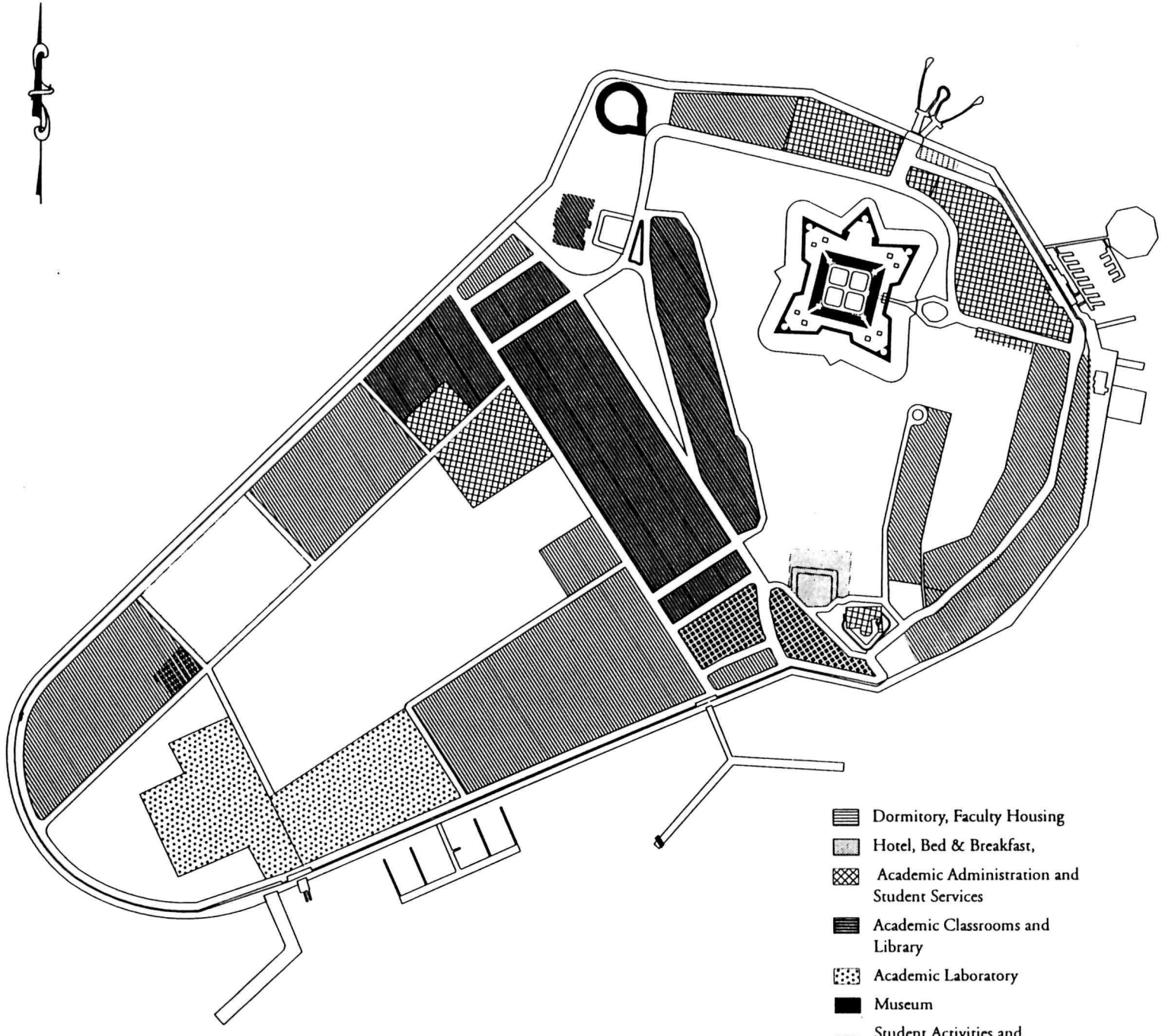
Zoning. Under Coast Guard tenure, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts.

- **Special District**: Due to the unique characteristics of Governors Island, i.e., its low density, history, and ferry-only access, designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning for residential uses could be accommodated by the R3-2 district, which is the current zoning designation of the island. All uses proposed under the Academic Option would generally comply to R3-2 height and bulk limitations. Commercial uses envisioned are generally of the type accommodated in the C1 district. The uses included in this district are retail and personal service shops needed in residential neighborhoods, catering to the daily needs of the immediate neighborhood. Use of a commercial zone overlay to residential districts may also be appropriate.

Reuse of the Battery Maritime Building under each of the land use options, whether for passenger or vehicular ferry service, is a permitted use under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate any of the land use options.

Public Policy. The Academic Option, which essentially retains the status quo of the development pattern during Coast Guard


LEGEND:
Dormitory, Faculty Housing
Hotel, Bed & Breakfast,
Academic Administration and Student Services
Academic Classrooms and Library
Academic Laboratory
Museum
Student Activities and Community Facilities
Student Athletic Facility
Mixed Use (Retail, Restaurant)
Land Use Plan
Academic Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
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New York, NY 10006
N.T.S.
FIGURE NO. IV.E-6
Beyer Blinder Belle Consortium

occupation, can be assumed to be consistent with any regional plans and policies.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront*, encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.

The Academic Option would not have any impacts to public policies related to Brooklyn, as access from the Brooklyn waterfront is not included.

Impacts. The Academic Option would not adversely impact land use, zoning, or public policy on Governors Island or within the Manhattan study area.

Recommended Mitigation. As no adverse impacts have been identified, no mitigation is recommended.

3. Waterfront Planning and Zoning

Both vehicular and passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan. Tango Pier could be used for maritime research related to the academic use. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications is also incorporated as a component of this option. An 18-foot pedestrian promenade along the water's edge has also been included for the entire circumference of the island except for selected locations where this would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City Comprehensive Waterfront Plan, acknowledges the importance of providing for waterborne transportation uses along the Manhattan Waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This options would not conflict with these policies.

Plans to bring ferry service to the Battery Maritime Building as proposed under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not be in conflict with these policies.

The land use options were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Academic Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The goal of the Academic Option is not primarily residential and commercial activity, however, there is a dormitory component to this option. Some commercial development is also included the design of this option. The Academic Option would be compatible with this policy.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

Governors Island is not well-suited to water-dependent and industrial uses. The existing GINHL and the difficulty in moving goods and materials to the island would not make this an alternative industrial area. The substantial development of such use would be inappropriate on the island, aside from ferry service to and from the island for access.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

The Academic Option promotes water-borne transportation, as it is the primary mode to and from the island. Island site conditions are appropriate for commercial ferry service and some recreational boating. Use of the Battery Maritime Building for access to the island is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be temporary in nature only. Decreased impervious surface identified in the Academic Option would represent an improvement to ecological systems.

Policy 5: Protect and improve water quality in the New York City coastal area.

Decreased impervious surface identified in this land use option would result in an improvement of water quality surrounding Governors Island.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Academic Option will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor would be minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

The Academic Option is supportive of this policy. A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The Academic Option is supportive of this policy. The island's many visual and scenic resources would be taken into consideration in this option. It is a common planning element for all options that any new development on the island,

particularly South Island, should consider the impact on views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island, which are some of the best views in the region.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Academic Option would preserve the GINHL district on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which includes an 18' pedestrian promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

The reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

Impacts. The Academic Option would not result in adverse impacts to waterfront planning and zoning policies.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

4. Historic/Cultural Resources

The Academic Option assumes use of the island by an academic institution of approximately 4,000 students. Within the GINHL district, proposed museum, faculty housing, dormitory, classroom, and support uses could be compatible with the existing historic environment. Removal of 17 non-contributing resources (Buildings 33; 85; 92; 203; 205; 208; 209; 211; 212; 217; 218; S-251; 303; 513 A, B, and C; S-517; 519; and 525) and a non-contributing portion of Building 400 G is not expected to have a negative impact. Refitting of historic buildings for new uses would also not have associated impacts, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Reuse of areas outside the GINHL district would not be expected to have a negative impact to archeological or architectural resources within the GINHL, provided that proposed classroom and library buildings immediately south of Division Road are visually compatible with the historic character of the district.

Potential effects on archeological resources under the Academic Option would be similar to those of the Reuse Option.

Impacts. Removal of buildings in the GINHL within sites of potential archeologic sensitivity may represent an adverse impact to cultural resources. However, any alterations in this district would need to comply with the provisions of the *Governors Island Preservation and Design Manual.* Accordingly, no significant impacts would be created.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

2B. ACADEMIC OPTION WITH NYC PROPOSAL FOR A CASINO

In conjunction with the Academic Option, New York City has requested that GSA investigate the implications of a casino on Governors Island. This was requested by New York City during the environmental scoping process. Casinos are not presently permitted by land in New York State. This land use option includes a casino, hotel, and an academic institution of approximately 4,000 students. This option would be similar to the Academic Option described above except that the student housing may be decreased and the faculty housing may be increased.

The casino and hotel would be constructed at the southern tip of the Island. The casino itself would be approximately 100,000 square feet. An additional 150,000 square feet would be provided for retail and administrative uses in conjunction with the casino. A 660,000 square foot hotel would provide 1,000 rooms, and 100,000 square feet of conference space (Figure IV.E-7) in close proximity to the casino.

The research and athletic facilities described under the Academic Option not part of the program requested by New York City. However, for purposes of consistency, it is assumed throughout this analysis that the casino/hotel complex would be added directly to the previous Academic Option, without any deletions.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities.

New construction in the Brooklyn study area associated with the parking facility and ferry debarkation terminal for this option would not result in significant adverse impacts to the geology, topography, seismic activity, and soil characteristics of the Piers 7 and 8 area along the Brooklyn waterfront.

Recommended Mitigation. Implementation of a soil erosion and sedimentation plan during implementation on Governors Island and the Piers 7 and 8 area in Brooklyn would minimize impacts to topography and soils. No other mitigation would be necessary.

2. Wind and Climate

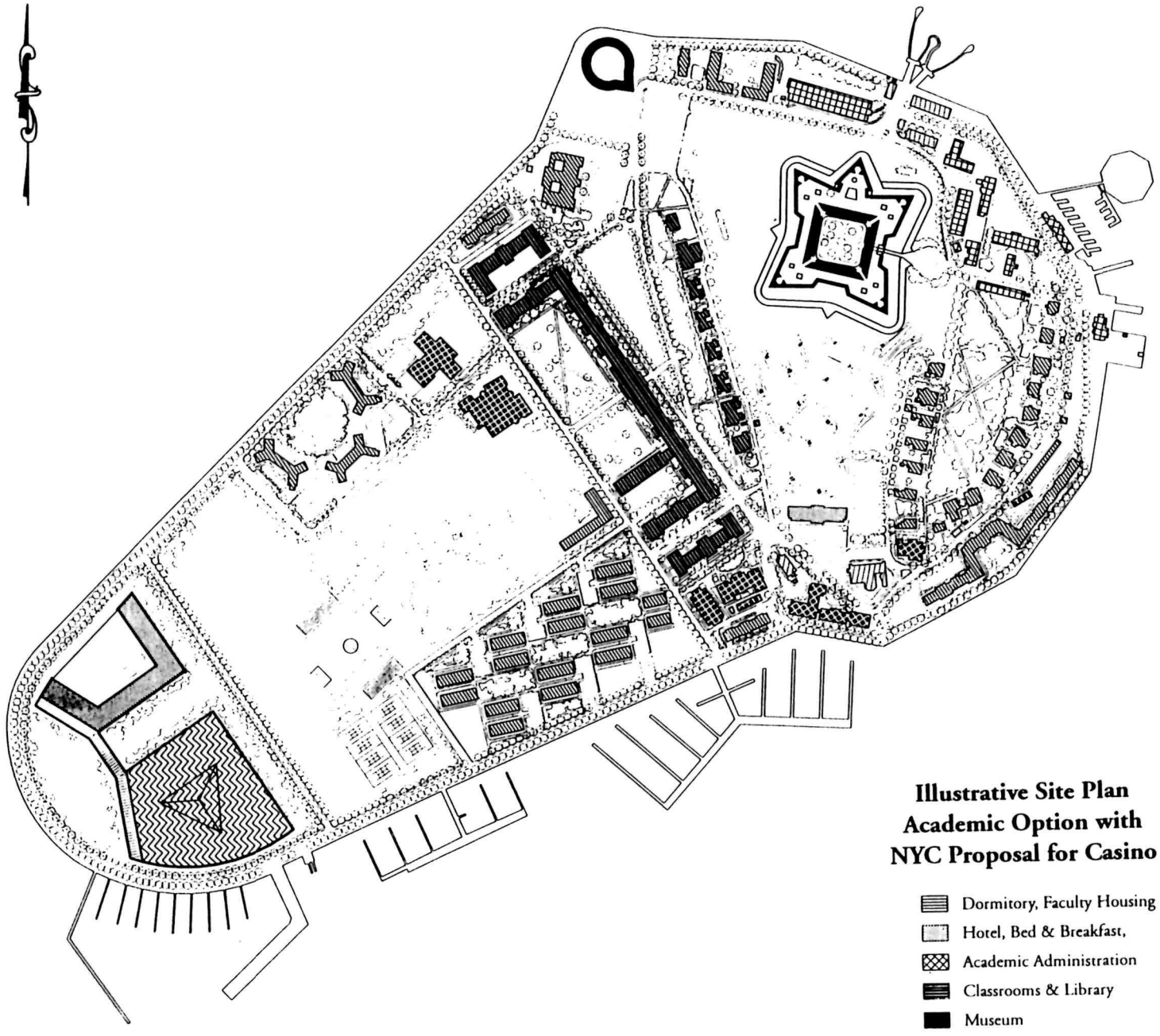
Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). In general, only minor variations in the amount of impervious area between existing



Illustrative Site Plan
Academic Option with
NYC Proposal for Casino

- Dormitory, Faculty Housing
- Hotel, Bed & Breakfast,
- Academic Administration
- Classrooms & Library
- Museum
- Community Facilities
- Retail
- Casino

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LEGEND:

0 500'

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conditions and the Academic Option with NYC Proposal for a Casino were noted. This is primarily due to the preservation of the historic district, which encompasses 92 acres, or 53 percent of Governors Island.

This option is similar to the Academic Option, but with a 250,000-square-foot casino facility and 1,000-room hotel located on the southernmost 25 acres of the island. This additional construction would be offset by removal of the athletic center, tennis courts and new classrooms and library constructed under the Academic Option. The net change from existing conditions is estimated to be the same as with the Academic Option, or a one percent net reduction in impervious area.

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas and the average pollutant concentrations presented in Table C-3 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2. Estimated runoff volume and pollutant loadings are also presented in Table D-2 (see Appendix D).

Pollutant loadings associated with the Academic Option with NYC Proposal for a Casino would be somewhat less than the existing pollutant loadings. This is due to the increase in open space included in this option.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 model was used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Academic Option with NYC Proposal for a Casino, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Academic Option with NYC Proposal for a Casino.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with this option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as a function of the construction, replacement, or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would emigrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino could create a minor impact to aquatic ecology adjacent to the island or in off-island study areas. Implementation of new marina facilities could temporarily affect aquatic habitats and or species that frequent the area. However, these changes would be small in area and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact.

Recommended Mitigation. Recommended mitigation for this impact could include the exclusion or reduction of new marina facilities and any associated dredging if necessary for this option.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island could create a minor impact to endangered and threatened species and significant habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. If dredge spoil was necessary and found to be contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. For these reasons, there could be minor changes in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

C. Man-Made Characteristics

1. Community Facilities and Services

To determine impacts that may result from the implementation of the land use options, future increases in daytime populations were calculated to assess whether they would affect police, fire, hospitals, schools, or other community facilities. The potential demands of each land use option were then reviewed against community facility capacities within the project study areas to determine whether the added population would affect service delivery.

A total peak daytime population of 35,023 and a total resident population of 3,692 could be associated with the Academic Option with NYC Proposal for a Casino. This population would require essential police, fire prevention and/or abatement in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department, and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

The Academic Option with NYC Proposal for a Casino does not include a residential population other than student dormitories and some faculty apartments. It is assumed that there would be no children living on the island. Accordingly, there would be no impact to area school facilities.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes, or Payments in Lieu of Taxes (PILOT).

Additional services needed on the island could be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. Existing facilities (police, fire) on-island may not be sufficient to meet the demand generated by approximately 35,000 peak users. Additional facilities may need to be constructed.

The addition of this new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan associated with users traveling to a casino would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

The Academic Option with NYC Proposal for a Casino includes a debarkation and parking facility at Piers 7 and 8 along the Brooklyn waterfront. The parking facility would be a new structure at this location, and would require police and fire protection. The parking area would provide space for 1,200 vehicles.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino would create demand for additional life/safety services on Governors Island as well as at the off-island debarkation areas. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

2. Open Space

The number of open space users residing on and visiting Governors Island would change dramatically from its current vacant state as a result of any reuse of the island. The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D). Open space ratios for both daytime and resident population of the island have been calculated from these figures.

Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based on local environmental (CEQR) guidelines (refer to the Reuse Option analysis).

In the Academic Option with NYC Proposal for a Casino, the active open space ratio of available open space for residents and recreational visitors exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 00.15 acres per 1,000 residents/users guideline by more than 10 times. Accordingly, there would be no impact to open space resources resulting from these land use options.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

This option uses as its planning basis the Academic Option, with no changes to land use proposed in the GINHL. The plan for the southern portion of the island is altered considerably from the Academic Option, however, in that the previously proposed laboratory, classroom, and library space has been eliminated and only faculty, student and employee housing, and athletic facilities are recommended. The casino component of this land use option would occur on the southernmost portion of the island, and consists of a 660,000-square-foot hotel which includes 100,000 square feet of conference area, and a two-story, 250,000-square-foot casino including ancillary facilities. The public esplanade, as in the previous options, would remain around the southern part of the island.

In order to allow for access to the casino, a new ten-berth ferry mooring area would be provided on the leeward shore of the southern portion of the island, just south of Lima Pier. A covered pedestrian walkway would allow access to and from the casino and hotel in a weather protected environment.

The addition of the casino and hotel to the Academic Option constitutes a significant departure from the option. Although the northern portion of the island remains unchanged, the southern portion of the island would be dominated by new, large-footprint, bulky buildings. The hotel would be comparable in height to existing Building 877. The casino would only be two stories in height, but would occupy an approximately six-acre footprint. This would be larger than any existing building footprint on the island. The covered walkway would also introduce an element on the island that did not previously exist.

Although the addition of the hotel and casino are significant changes to the existing and future baseline condition urban design character and visual resources, they do not constitute a significant adverse impact. The casino and hotel are located as far away from the more sensitive physical environment of the northern portion of the island as possible. Thus the potential effect to the urban design character and visual quality of the GINHL are minimal. The pattern of development on the southern portion of the island has previously been established as a collection of independent and discontinuous built features surrounded by open space. The addition of the casino and hotel to this portion of the island is in keeping with that pattern of development. Although the scale and size of the casino and hotel would be a new element to the island, their relative location and the existing context of the built southern portion of the island would alleviate any potential impact to urban design and visual quality.

As viewed from off-island, the addition of the casino and hotel would also constitute a change to the future baseline urban design condition. The south portion of the island is most visible to the Brooklyn waterfront, from the Atlantic Basin to the Carroll Gardens waterfront. The casino would be a relatively low building and would not block views across the island that previously existed. These views were already interrupted by buildings 902, 915, 910, and Independence Village.

The hotel would constitute a new visual element on this portion of the island. As a building of this height already exists on the island under the 2008 baseline year condition, however, an existing maximum height threshold would not be penetrated by the hotel. Additionally, the Brooklyn waterfront area, where the hotel would be most visible, is industrial in nature and has relatively limited access. This would continue to be true in 2008, when it is anticipated that development on Governors Island would have taken place. As such, the population capable of viewing this option directly from the Brooklyn waterfront would be limited.

Additionally, the casino/hotel addition to the Academic Option would not block any significant views that are available in the 2008 baseline year condition (Photo 41). In summary, although the addition of a casino and hotel to the Academic Option constitutes a change to the 2008 baseline year condition urban design and visual resources, this change does not constitute a significant adverse impact.

The addition of a garage along the Brooklyn waterfront would create a significant impact to the urban design and visual quality. Although large structures are common on piers in this area, they are normally perpendicular to the water and allow access to views of the waterfront between piers. The 1,200 space garage would block an area of the waterfront where views previously existed. The garage would constitute a major change to the 2008 baseline year design context.

Impacts. The implementation of this option would constitute a change to the urban design and visual quality of Governors Island. These changes, however, would not create a negative impact. The implementation of a 1,200-space garage along the Brooklyn waterfront associated with the transport of visitors to the island would result in a significant impact to urban design and visual quality.



▲ Photo 41 - View of island from Brooklyn with addition of casino and 8-story hotel

Recommended Mitigation. In order to mitigate the potential impact, the single, large-footprint garage suggested in conjunction with this option could be developed as several smaller garages whose placement respects view corridors down streets that run perpendicular to the waterfront. Alternatively, smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location.

4. Neighborhood Character

This option uses as its planning basis the previously discussed Academic Option, with no changes to land use proposed in the GINHL. The casino development is proposed for the southernmost portion of the island. The southern portion of the island north of the casino/hotel complex is exclusively used for faculty and/or employee housing and recreational uses. Built form is concentrated along the periphery of the island in existing structures with recreation space occupying the central portion and extending to the waterfront along the casino/hotel complex's northern boundary. These changes to the form and organization of the northern part of the island's southern half would not affect neighborhood character.

The southernmost 25 acres of the island would be occupied by the casino/hotel complex. This would displace existing industrial and residential uses. The form of the casino and its ancillary facilities would be unlike any of the other structures on the island. It would occupy an approximately six-acre footprint on the island. The casino facility would only be two stories in height; however, this would be significantly taller than a typical residential or commercial two-story building. The casino would be surrounded by passive open space, as well as a covered walkway from a new ferry mooring area on the leeward shore.

The hotel would occupy a similar footprint, and would be comparable in height to existing Building 877, the tallest building on the island. The hotel would also be connected to the new south ferry landing via a covered pedestrian walkway.

The casino/hotel facilities would be surrounded by a roadway providing service and emergency access to the complex. The island's pedestrian esplanade would also continue around the southern portion of the island as in the Academic Option.

Visitors to the casino, the hotel, and the related conference facilities would arrive on-island via ferry service to a new south ferry landing. Once on the island they would walk to their destination, or use a jitney bus service: Those wishing to access the casino could only do so through the new south ferry landing. Visitors traveling to the island via the north ferry landing would not be permitted to access the casino. Thus, visitors associated with the casino would not need to travel through the northern portion of the island to access their destination. Some percentage of these visitors, however, would undoubtedly move north through the island and potentially use other island facilities.

Activity associated with the casino/hotel would occur at a different peak hour than the academic use associated with this option. The casino would receive its maximum attendance on a weekend evening, which would be a time of lower activity for the academic, museum, and recreational uses. A peak weekend day might experience as many visitors as 25,000 to the casino/hotel. This would result in a peak hourly volume of 5,500 visitors and employees, in addition to visitors to the academic, museum, and recreational uses. This represents a significant increase over the number of visitors to the island under the 2008 analysis year condition or under the conditions that existed under USCG tenure on the island.

It is anticipated that a maximum of eight ferries would be moored at the south ferry landing at any one time in order to serve the casino/hotel. This would also represent a significant

increase in ferry traffic to the island relative to the 2008 analysis condition or under the USCG's tenure. The leeward shore of the island did previously serve as the USCG's location for mooring and servicing major vessels. The activity associated with the casino ferry service, however, would exceed any activity the USCG experienced in this area.

In summary, the island would not experience significant physical change or reorganization except in the southernmost 25-acre portion. The addition of the casino, hotel, and south ferry landing would be substantially different than anything on the island today. The activity associated with this use would differ in its temporal characteristics as well as its intensity from that experienced during the USCG's tenure. The addition of this use to the academic option would undoubtedly change the character of at least a portion of the island.

The location of the casino at the southernmost portion of the island would sufficiently ameliorate its visual impact on the northern portion of the island. The casino would be nearly one half mile from Clayton Road, which adjoins Building 400. Additionally, Building 400's orientation and size acts to block views from the northern portion of the island towards the south.

The large footprint of the casino and hotel are new elements on the island. Within the context of the southern portion of the island, however, this alone does not constitute an impact. The southern portion of the island has already established a physical precedent of unrelated groupings of buildings set in open space. Built form on the southern portion of the island is not based on the traditional form of streetwall buildings enclosing public streets, interspersed with public spaces at key axes or street intersections. Rather, the built form on the southern portion of the island is more representative of a suburban development model. Individual groupings of buildings are organized on unrelated grids, and located in distinct precincts. These precincts are connected by roadways built to move vehicular traffic rather than pedestrian traffic.

Although the built form of the casino and hotel represent a scale of development that does not exist on the island, its location on the southernmost point of Governors Island, together with the built context of the southern portion of the island, soften the effect of this development on neighborhood character.

The potential for the addition of nearly 26,000 visitors to the island during a peak period, in addition to academic, museum, and recreational space users, would change the character of the island. These visitors would, however, be concentrated in the south part of the island, where their primary destination is located. Additionally, these visitors would not be using private vehicles, rather, they would be pedestrians or would use an on-island jitney service. Given the pedestrian focus of these visitors, the lack of changes to the physical organization and design of the majority of the island, and the different peak characteristics of the casino vs. the academic use, this increase in visitorship would constitute a minor impact to neighborhood character on Governors Island.

This option would also affect the neighborhood character associated with the off-island study areas. In Manhattan, there would be a larger number of users traveling to the Battery Maritime Building. These users would arrive via mass transit, taxi, black car service, private vehicle, and as pedestrians, increasing the number of visitors accessing the Battery Maritime Building. This activity's peak hours would occur at a different time than the peak of surrounding downtown uses. Additionally, the character of this portion of downtown Manhattan is based on its high level of activity and hurried pedestrian environment. The addition of these visitors, while an increase above the level of non-peak visitors this area typically accommodates, would not constitute a significant adverse impact to neighborhood character on Governors Island. The

addition of these visitors might also spur the creation of secondary support uses to meet the immediate consumer or other needs of this new population.

Since this portion of Manhattan is already heavily developed, and there are no identified development sites in the immediate area, it is not anticipated that this new population would spur any significant additional secondary development. There could be an incentive to create new or enhanced ground floor consumer services in the area, and these could displace some existing uses; however, since there is not a consistent neighborhood character attached to these existing ground floor uses, this change would not negatively affect neighborhood character and would not constitute a significant adverse impact. There are no direct physical changes (such as the creation of new parking areas) associated with this option in the Manhattan study area.

In the Brooklyn study area a new ferry access point was investigated in connection with this option. This facility would result in the addition of approximately 1,200 parking spaces and a ferry terminal. It is anticipated that the parking could be accommodated in structured parking in the Piers 7 and 8 area. This would result in a significant change to the physical and visual environment of this area. Views to the waterfront could also be blocked by this facility. Traffic associated with this terminal would also be a new addition to the neighborhood.

The possibility also exists that because of the availability of vacant and underutilized property in this portion of the waterfront, some secondary development could be spurred. This development would most probably be in the form of support services to casino patrons. These uses could potentially displace other viable land uses in the area. The addition of this use could also directly or indirectly displace maritime-related uses along the waterfront, either through directly using necessary land area, through interfering with landside or waterside operations sufficiently to make them no longer feasible, or through encouraging secondary development which could displace these uses.

This option, unlike the other land use options considered within this document, has already assumed that a range off-island debarkation points would be used to access the casino/hotel facility. This was assumed because of the magnitude of the regional attraction that a facility of this type would become. In addition to assuming that visitors would use the Battery Maritime Building and a site on the Brooklyn Waterfront to access the island, seven additional locations were identified for ferry access. This would have the benefit of distributing users to a larger network and decreasing impacts at any one site. Additional debarkation locations considered for this option include:

- Port Imperial, NJ (existing)
- Hoboken, NJ (existing)
- Harborside, NJ (proposed)
- St. George, Staten Island (existing)
- Hunters Point, Queens (existing)
- Stamford, Connecticut (proposed)
- Nyack Area, Rockland County, NY (proposed)

Potential effects on neighborhood character in connection with the use of these areas for ferry debarkation to the Governors Island casino/hotel could include the development of new or expanded parking to meet increased demand; changes to the urban design and visual environments resulting from increased parking; displacement of existing land uses for the purpose of expanding parking; and the stimulation of secondary development in connection with Governors Island casino/hotel visitors.

Impacts. The addition of a casino and its ancillary facilities on Governors Island would create a minor impact to the island's

neighborhood character. The addition of a 1,200-space parking garage to the Piers 7 and 8 area of the Brooklyn waterfront would result in a significant impact to the neighborhood character of this area.

Recommended Mitigation. In order to mitigate the significant impact to the Brooklyn study area, the size of the parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and distributing smaller parking areas within a reasonable distance of the ferry facility. Users could either walk to the ferry or use a jitney bus established for this facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. These smaller sites would not have nearly as significant an impact as one larger, centralized facility. Finally, ferry access might be not permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the casino/hotel, exclusive of a Brooklyn location. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront. Possible facility locations are listed below:

- Weehawken, NJ (Port Imperial)
- Weehawken, NJ (Lincoln Harbor)
- Hoboken, NJ
- Jersey City, NJ (Colgate-Palmolive)
- Hunters Point, Queens
- Jersey City, NJ (Port Liberté)
- South Street Seaport, Manhattan
- Highlands and Atlantic Highlands, NJ
- La Guardia Airport, Queens
- Mariners Harbor, Staten Island
- St. George, Staten Island

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems was assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas. The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG was in occupation of Governors Island. If infrastructure demand for each of the land use options was calculated to be equal to or less than demand met during USCG occupation, then no significant impact would result.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, has been used as the determinant of impact for these services. If the Maximum Development Option does not exceed the demand placed on infrastructure that resulted from USCG occupation, since it is the greatest user of infrastructure facilities, then no significant adverse impact would result. A detailed description of the infrastructure analysis conducted on the Maximum Development Option is located with that option.

The Academic Option with the NYC Proposal for a Casino would generate approximately 1.4 million gallons per day (mgd) in water and sewer usage, and would generate approximately 317 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 mgd, with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing

infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

The maximum projected total solid waste generated under the land use options was calculated to be 317 tons per week, or 45.3 tons per day for the Academic Option with NYC Proposal for a Casino. This number represents approximately 174 percent of the approximately 26 tons per day that was being generated when the island was fully occupied by the Coast Guard. Removal of solid waste could be accomplished and would not be considered an impact.

Approximately 180 tons of municipal solid waste per week was generated when Governors island was occupied by the USCG. The increased amount of solid waste generated under this land use option could be managed by increasing the number and/or capacity of trucks hauling solid waste off the island each day. This would not represent an adverse impact. The infrastructure capacity on-island is sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Figure III.C-14 shows completed and ongoing hazardous materials investigations on Governors Island. The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place.

Since all required cleanup or other remediation would have occurred by the time any of the land use options are implemented, including the Phase-In Option, which could be implemented as early as 2002, no significant adverse impacts would occur. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. Remediation areas in the southern portion of the island, however, would be affected to varying degrees depending on the nature and extent of disturbance to these cleaned-up areas under the different land use options.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the

environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

The Academic Option with NYC Proposal for a Casino would have the same hazardous materials impacts as the Mixed Use Option, except that there would be no new construction in the proximity of Building 660. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. If dredging was determined to be necessary, and the spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Leaking Underground Storage Tanks (UST) identified within 0.5 miles of Piers 7 and 8 have had remedial action undertaken to address contamination issues and all were found to be in compliance with State and Federal regulations. Therefore, no further action was deemed necessary with regard to the spill incident. Because clean-up and remediation have been completed, no adverse impacts are anticipated with any future disturbance proposed at the piers. All RCRA generators were found to be in compliance with State and Federal regulations; therefore, no impacts to the piers are anticipated.

Impacts. If dredging were required to implement marina or ferry terminal facilities, a significant impact could be created by the disposal of dredging spoils.

Recommended Mitigation. Recommended mitigation for the above impact could involve the exclusion or reduction of new docking facilities (and any associated dredging if necessary) from this option.

7. Traffic and Transportation

On-Island

The Academic Option with NYC Proposal for a Casino, like the Academic Option, allows limited vehicular access to the island itself. Students would not be permitted to bring vehicles to the island, except under special circumstances, where permission would need to be secured in advance. This situation would also be true for casino visitors and daily employees on the island. As such, internal circulation via the on-island jitney service would be an important feature of this option. This option is distinguished by the off-peak characteristics of its visitors as well as the volume of ferries required to move the visitors to the island.

Streets. Roadway conditions would remain unchanged from existing conditions on the north end of the island. The roadway network on the southern end of the island would be substantially altered under this option. An esplanade road would continue to ring this portion of the island, with a new cross-island road dividing the casino and ancillary facilities from the recreational uses to the north.

Parking. On-island parking is restricted under this option. Similar to the Academic Option, existing parking supply on-island is far in excess of the number of vehicles that would access the island.

Transit. To augment private vehicles a jitney service has been planned in conjunction with the Academic Option with NYC Proposal for a Casino (Appendix D, Table D-8). The service would be used for internal circulation on the island for students, residents, employees, and visitors, as well as for access to and from the north ferry terminal. Jitney service for the Academic Option with NYC Proposal for a Casino would consist of nine buses running on three-minute headways. Visitors to the casino facility would be able to walk to their destination along weather-protected walkways.

Ferry. Access to the island under the Academic Option with NYC Proposal for a Casino would be via ferry service originating at a number of existing or already proposed ferry terminals throughout the region. An expanded number of ferry origins was determined to be appropriate for the analysis of this option because of the regional demand characteristics that would be generated by a casino on the island. Access to the academic and associated uses on the island would occur via the existing terminal at the northern end of the island.

In addition to assuming that visitors would use the Battery Maritime Building and a site on the Brooklyn Waterfront to access the island, seven additional locations were identified for ferry access. This would have the benefit of distributing users to a larger network and decreasing impacts at any one site. Additional debarkation locations considered for this option include:

- Port Imperial, NJ (existing)
- Hoboken, NJ (existing)
- Harborside, NJ (proposed)
- St. George, Staten Island (existing)
- Hunters Point, Queens (existing)
- Stamford, Connecticut (proposed)
- Nyack Area, Rockland County, NY (proposed)

Ten ferry berths would be located on the leeward shore of the very southern portion of the island. This casino terminal area would be located directly adjacent to the casino and hotel facility. Visitors would arrive via ferry and walk to the facility beneath a covered walkway. Only visitors arriving at this casino ferry terminal area would be able to access the casino. Students and other visitors arriving at the ferry terminal at the north end of the island could not gain access to the casino without a ticket indicating they arrived via the casino ferry terminal. This restriction would prevent large numbers of guests from traveling through the northern end of the island to access the casino.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most intensive use of Governors Island. This analysis is presented in conjunction with that option. The other options would in all instances cause less impacts than the Maximum development Option. On-island traffic associated with the Academic Option with the NYC Proposal for a Casino would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options (see the appropriate option for the associated analysis). This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan Study Area.
- The Maximum Development Option for transit and pedestrian circulation in the Manhattan Study Area; and AM and PM Peak conditions in the Brooklyn Study Area.
- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak Conditions in the Manhattan and Brooklyn Study Areas.

Off-Island Regional

For analysis purposes, eight regional locations were selected as ferry origins for access to the casino and its ancillary facilities. These locations include:

- Port Imperial, New Jersey (existing)
- Harborside, New Jersey (proposed)
- St. George, Staten Island (existing)
- Piers 7/8, Brooklyn (for analysis purposes)
- Hunters Point, Queens (existing)
- Stamford, Connecticut (proposed)
- Nyack, Rockland County NY (proposed)
- Battery Maritime Building, Manhattan (existing)

Five of the locations are existing and three are proposed. These facilities include sites in Manhattan, Queens, Brooklyn, Staten Island, New Jersey, Rockland County and Connecticut. A total of 14 ferries would be needed during peak periods. It is anticipated that all existing ferry terminals would have sufficient parking except for the Hunters Point location, which would have a deficit of approximately 475 spaces.

Off-Island—Manhattan

Ferry. Ferry service for the Academic Option with NYC Proposal for a Casino would be operated from the Battery Maritime Building in Manhattan. Although the building, a historic structure, is in need of major rehabilitation, the options could be implemented with minimal improvement to the structure. Slips 6 and 7 at Battery Maritime Building would be utilized.

The Academic Option with NYC Proposal for a Casino would require four ferries operating at 7.5 minute headways during peak operations (Saturday). Piers 6 and 7 at the Battery Maritime Building would be adequate to handle this level of service.

Parking. On-street parking is highly restricted in the area surrounding the Battery Maritime Building. Due to the convergence of three modes of mass transit in the area, there is little need for commuters and visitors to drive private automobiles to the area. Private off-street lots, such as the Meyers Parking Garage or the State Pearl Garage, accommodate the majority of the long term demand, with various short term meter parking available on side streets. A significant majority of the new trips generated by this option would not include an automobile component. Additionally, this option's peak would occur during traditional off-peak hours, and is not expected to have a significant effect on the parking environment in the Lower Manhattan area.

Transit. The alternative with the greatest number of passengers arriving at the Battery Maritime Building is the Maximum Development Option. See that option for an analysis of transit conditions.

Sidewalks and Pedestrian Circulation. The Maximum Development Option would add the greatest number of pedestrians to the circulation pattern in the Battery Maritime Building area. See that option for an analysis of pedestrian conditions.

Traffic Circulation: AM and PM Peak Periods. The Reuse Option, since it is only accessed from the Battery Maritime Building and private vehicles are permitted to access the island, represents the most traffic-intensive option in the Manhattan Study Area. See that option for a detailed description of the AM and PM Peak periods.

Traffic Circulation: Off-Peak and Weekend Periods. Under the Academic Option with NYC Proposal for a Casino, ferries would operate from both Brooklyn and Manhattan. To account for the different peaking characteristics of the casino, the weekday evening (6:30-7:30 PM) and the Saturday midday (12:00-1:00 PM) periods were examined.

Based upon the projections detailed in the *Governors Island Land Use Study*, the total number of daily and peak-hour person trips to and from Governors Island were estimated. Table IV.E-8 details the trip-generating characteristics of the Academic Option with NYC Proposal for a Casino.

TABLE IV.E-8

2008 Analysis Year Academic Option with NYC Proposal for a Casino: Person Trip Generation

	Island Bound	Mainland Bound
Midday Saturday Peak Hour	1182	296
Weekday Evening Peak Hr.	875	219

Not all of these trips would be made by automobile. A significant portion would be made by bus, subway, or walking. The percentage of person trips made by automobile was estimated based upon statistics developed for the *Governors Island Land Use Study*. Table IV.E-9 details the number of automobile trips associated with the Academic Option with NYC Proposal for a Casino.

Trip Distribution. Subsequent to the determination of the number of peak hour vehicle trips, the trips were distributed geographically. Distribution of traffic generated by the site was based upon the results of a trip distribution model developed for the *Governors Island Land Use Study*. Once the geographic distribution of vehicles was determined, it was necessary to determine which roadway would most likely receive the newly generated traffic, in vehicular volume and direction during the peak hours. The existing roadway network in the vicinity of the site was examined in conjunction with the above-referenced studies. The site-generated traffic was assigned to the roadway network based upon the shortest travel path between the ferry terminal and the trip origin or destination.

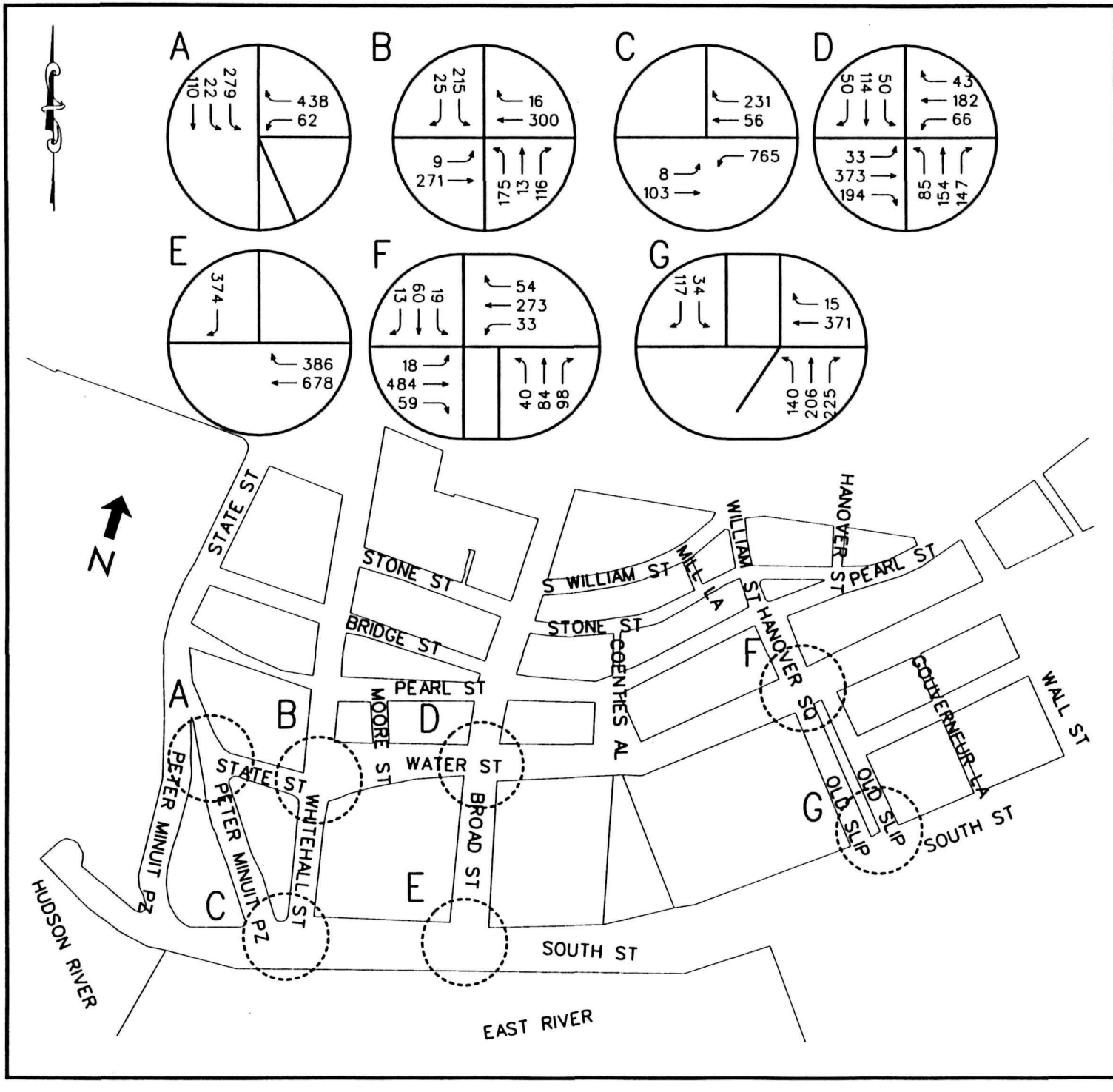
TABLE IV.E-9

2008 Analysis Year Academic Option with NYC Proposal for a Casino - Vehicle Trip Generation

	Island Bound	Mainland Bound
Midday Saturday Peak Hour	352	100
Weekday Evening Peak Hr.	200	67

Traffic Circulation. The site-generated traffic was superimposed on the 2008 baseline year traffic volumes, resulting in the 2008 Analysis Year traffic volumes. The "Analysis Year" volumes are shown respectively in Figures IV.E-8 and IV.E-9.

The intersections analyzed under existing and 2008 baseline conditions were reanalyzed under the 2008 analysis year condition. As before, the analysis was performed following procedures outlined in the *1994 Highway Capacity Manual (Special Report 209)*. Several modifications to the roadway system and traffic control devices were incorporated into the analysis. These modifications were deemed necessary, based upon the volume of traffic anticipated to be generated by this land use option, to allow traffic operations to continue at or near the levels at which they would operate without the project. These modifications include:



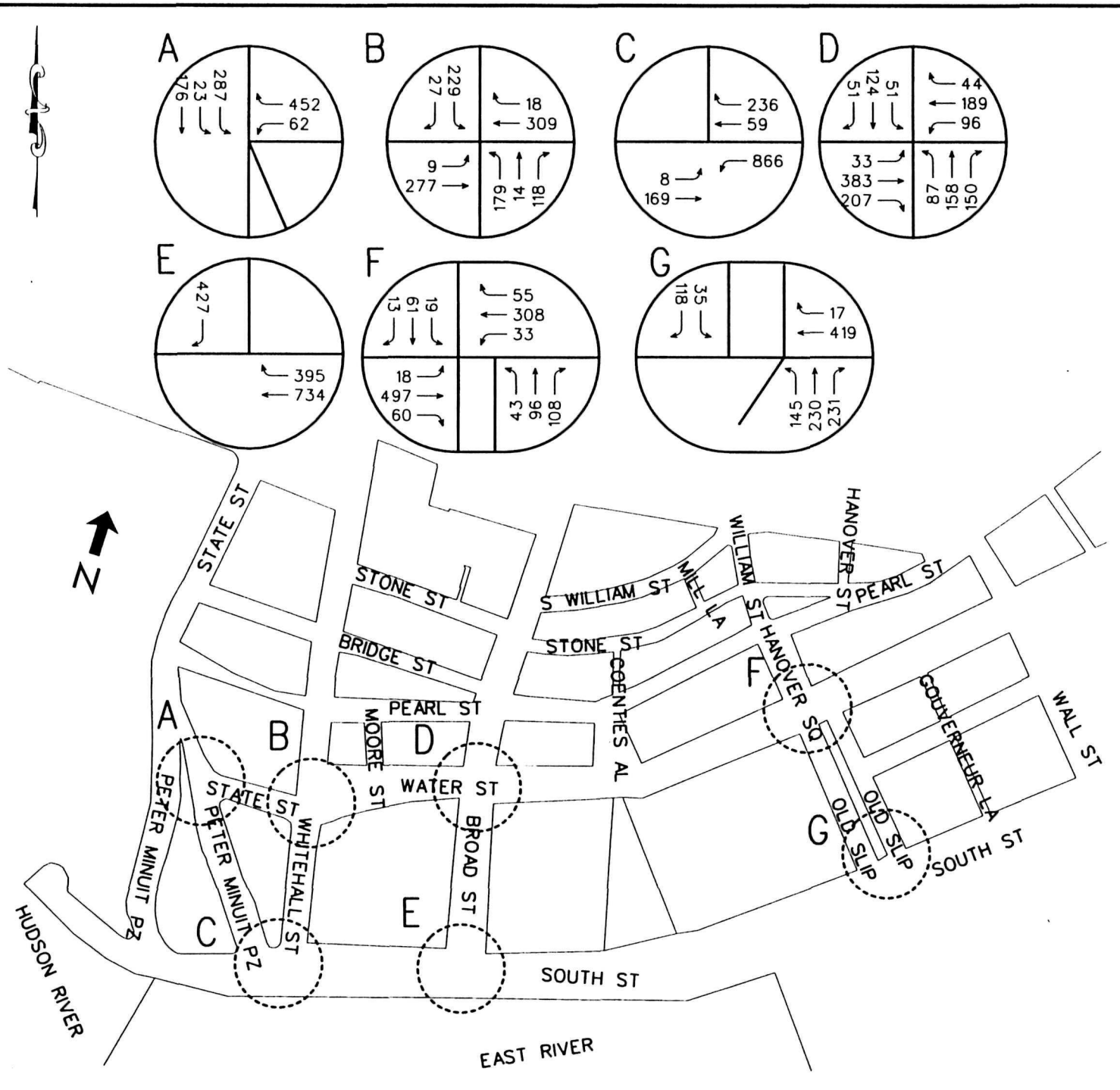
LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA
CASINO OPTION
2008 ANALYSIS YEAR
TRAFFIC VOLUMES
EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
80 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-8



LEGEND:

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA
CASINO OPTION
2008 ANALYSIS YEAR
TRAFFIC VOLUMES
SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-9

- **Water Street and Broad Street** - Degradation in levels of service would occur during both Evening and Saturday peak periods in the northbound left/through/right turn movements. Removal of five parking spaces on the southern leg of this intersection (five on the right side of Broad Street) would allow the addition of an exclusive right turn lane on the northbound leg of Broad Street. This additional lane could be created through changes in pavement striping within the existing pavement width. This additional exclusive right turn lane would eliminate the degradation in levels of service at this location. Although the supply of parking within the study area would be decreased by five spaces, this would not result in a significant degradation to the availability of parking within the study area.

State/Water Street and Whitehall Street - During the AM and PM peak hours, there would be a degradation of LOS due primarily to the increase in background traffic between existing conditions and the year 2008. This non-project related growth in traffic is detailed in Section IV.D

CEQR Guidelines define a significant impact based upon the increase in average vehicle stopped delay time. Based upon the capacity analysis prepared for this intersection under year 2008 conditions, the delay time is incalculable. Incalculable delay times are represented with an asterisk.

Comparison of the volume to capacity ratios between the baseline capacity analysis and the Academic Option with New York City Proposal for a Casino for the affected approach indicates an increase during the Saturday Midday period of 0.082, and an increase during the Off-Peak Evening period of 0.049. These increases are relatively small. These increases are a result of the addition of 18 and 10 vehicles per hour for the Saturday Midday and Off-Peak Evening peak hours, under the Academic Option with New York City Proposal for a Casino. These volumes would represent an insignificant increase in traffic volumes. As such, it was felt that the Academic Option with New York City Proposal for a Casino would not result in a significant impact at this location.

Table IV.E-10 presents the a summary of the operational levels of service anticipated under the 2008 baseline year and 2008 analysis year conditions. Upon a review of Table IV.E-10, it can be seen that most of the signalized intersections would continue to operate at good to excellent levels of service ("A" to "C"). However, as listed in Table IV.E-11, several of the signalized intersections would operate at a LOS "D" or worse under one or more peak hours.

Unsignalized intersections would continue to operate at good to excellent levels of service ("A" to "C"). However, as listed Table IV.E-12, several of the unsignalized intersections would operate at a LOS "D" or worse under one or more peak hours.

Off-Island—Brooklyn

Ferry. For the purpose of analysis, ferry access for the Academic Option with the NYC Proposal for a Casino was also considered from the Piers 7 and 8 area of the Brooklyn Waterfront. Access from this location would be provided for both pedestrians and vehicles. As noted earlier, private vehicle access to the island associated with this option would be limited. Scheduled deliveries and other trucks would use this access point to reach the island under this option. Two ferries operating at an approximate headway of ten minutes would be necessary from this location during the casino's peak operating hour.

Parking. On-street parking demand in the vicinity of Piers 7 and 8 currently exceeds available capacity. Virtually no publicly-accessible off-street parking exists within the ¼-mile study area. The Academic Option with NYC Proposal for a Casino on Governors Island would significantly increase demand for parking in Brooklyn. Under this option, parking demand at the ferry site in Brooklyn would be met by the implementation of a

Table IV.E-10

Manhattan Study Area Evening and Saturday Peak Period: Level of Service Comparison: 2008 Baseline Year Condition to 2008 Analysis Year Condition (Academic Option with NYC Proposal for a Casino)

			AM Peak				PM Peak			
			Baseline 2008 Year		2008 Analysis Year		Baseline 2008 Year		2008 Analysis Year	
	Approach	Movement	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersections										
	EB	TR	4.2	B	5.2	B	5.2	B	5.3	B
Park Street and		R	4.7	A	5.1	B	4.7	A	5.4	B
Water Street	WB	LR	6.7	B	6.7	B	6.8	B	6.8	B
		R	6.0	B	6.0	B	6.0	B	6.0	B
State Street with	EB	LT	13.5	B	13.5	B	13.5	B	13.5	B
Park Street and	WB	TR	13.5	B	13.5	B	13.6	B	13.6	B
Whitehall Street		R	12.0	B	12.0	B	12.0	B	12.1	B
	NB	L	19.2	C	19.2	C	19.2	C	19.2	C
		TR	22.0	C	22.0	C	22.2	C	22.2	C
	SB	LR	*	*	*	*	*	*	*	*
Water Street and	EB	LTR	10.7	B	10.9	B	10.9	B	11.3	B
Broad Street	WB	LTR	8.5	B	9.2	B	8.5	B	10.2	B
	NB	LTR	67.1	F			78.1	F		
		LT			23.4	C			26.6	D
		R			14.8	B			14.8	B
	SB	LTR	21.1	C	18.9	C	22.0	C	19.8	C
Water Street and	EB	LTR	10.8	B	10.8	B	10.9	B	10.9	B
Old Slip with	WB	LTR	9.5	B	9.7	B	9.5	B	9.9	B
William Street	NB	LTR	14.7	B	15.9	C	14.8	B	16.9	C
	SB	LTR	13.2	B	13.2	B	13.2	B	13.2	B
Unsignalized Intersections										
South Street and	WB		2.5	A	2.5	A	2.6	A	2.6	A
Whitehall Street	NB		1.1	A	1.1	A	1.1	A	1.1	A
South Street and Broad Street	SB	R	6.8	B	8.4	B	7.0	B	10.9	C
South Street and	NB	L	9.8	B	11.4	C	10.2	C	13.4	C
Old Slip		T	7.9	B	10.3	C	8.0	B	13.0	C
		R	3.2	A	3.2	A	3.2	A	3.2	A
	SB	L	15.8	C	21.8	D	16.5	C	29.5	D
		R	3.7	A	3.9	A	3.8	A	4.1	A

** Level of service and delay are meaningless when the v/c ratio for any lane group approach exceeds 1/phf.*

TABLE IV.E-11

Signalized Intersections with LOS "D" or Worse
Academic Option with NYC Proposal for a Casino

Evening Peak				
Intersection	Approach	Movement	Delay	LOS
State St. & Whitehall St.	SB	LR	*	*
Saturday Peak				
Intersection	Approach	Movement	Delay	LOS
State St. & Whitehall St.	SB	LR	*	*
Water St. & Broad St.	NB	LT	26.6	D

TABLE IV.E-12

Unsignalized Intersections with LOS "D" or Worse
Academic Option with NYC Proposal for a Casino

Evening Peak				
Intersection	Approach	Movement	Delay	LOS
South St. & Hanover Sq.	SB	L	21.8	D
Saturday Peak				
Intersection	Approach	Movement	Delay	LOS
South St. & Hanover Sq.	SB	L	29.5	D

1,200-space parking deck. Based upon the trip generation projections, The parking structures would be adequate to accommodate the demand related to this option and would prevent negative impacts to the on-street parking situation surrounding the site.

Sidewalks and Pedestrian Circulation. The existing pedestrian pathways (sidewalks and crosswalks) have excess capacity due to the relatively small number of pedestrians in the vicinity of Piers 7 and 8. The majority of the trips generated by the ferry site would involve vehicles, with only a small number of trips made on foot. Existing pedestrian pathways are adequate to absorb the site-generated pedestrian volumes. It is assumed that if a facility of this type were to be implemented, adequate facilities to accommodate the pedestrian demand between the parking garage and the ferry terminal would be provided.

Traffic Circulation: AM and PM Peak Periods. The Land use Option which would have the greatest traffic impact in the Brooklyn Study Area in the AM and PM peak periods is the Maximum Development Option. See that option for a detailed discussion of the AM and PM peak periods.

Traffic Circulation: Off-Peak and Weekend Periods. The Academic Option with the NYC Proposal for a Casino assumes vehicular access to a Piers 7 and 8 ferry parking facility. The peaking characteristics of traffic accessing the casino ferry operations, which differ from the typical AM and PM commuter peak periods, were examined for the weekday evening (6:30-7:30 PM) and the Saturday midday (12:00-1:00 PM) periods. Based upon the projections detailed in the *Governors Island Land Use Study*, the total number of daily and peak-hour person trips to and from Governors Island were estimated. Table IV.E-13 details the trip-generating characteristics of the Academic Option with the NYC Proposal for a Casino.

TABLE IV.E-13

2008 Analysis Year Academic Option with
NYC Proposal for a Casino
Person-Trip Generation

	Island Bound	Mainland Bound
Midday Saturday Peak Hour	651	163
Weekday Evening Peak Hr.	365	91

Not all of these trips would be made by automobile. A significant portion would be made by bus, subway, or walking. The percentage of person trips made by automobile was estimated based upon the *Land Use Study*. Table IV.E-14 details the number of automobile trips associated with the Academic Option with NYC Proposal for a Casino.

Trip Distribution. Subsequent to the determination of the number of peak hour vehicle trips, the trips were distributed geographically. Once the geographic distribution of vehicles was determined, it was necessary to determine which roadway would most likely receive the newly generated traffic, in vehicular volume and direction, during the peak hours. The existing roadway network in the vicinity of the site was examined in conjunction with the above-referenced studies. The site generated traffic was assigned to the roadway network based upon the shortest travel path between the ferry terminal and the trip origin or destination.

TABLE IV.E-14

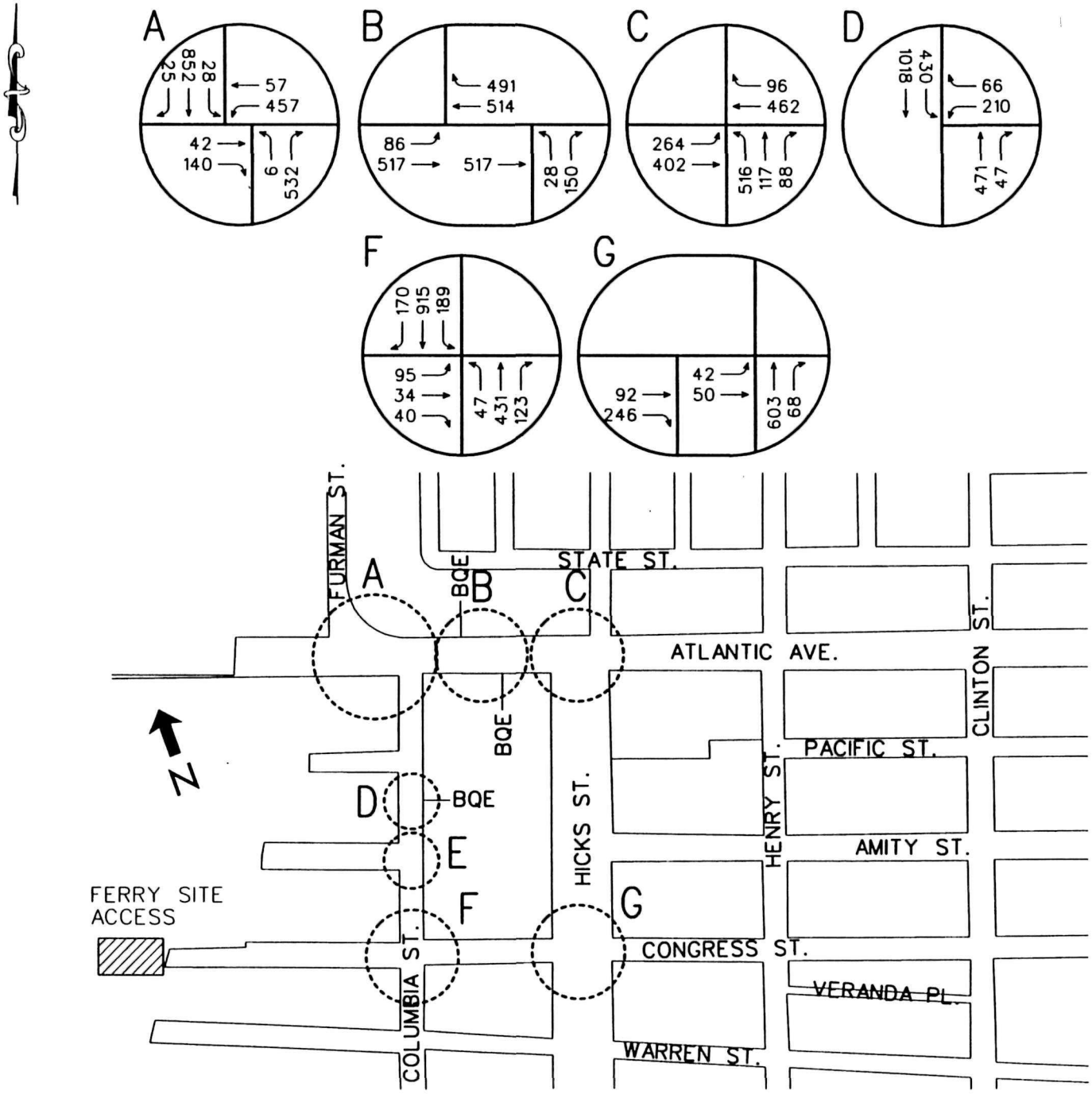
2008 Analysis Year Academic Option with
NYC Proposal for a Casino
Vehicle Trip Generation

	Island Bound	Mainland Bound
Midday Saturday Peak Hour	338	94
Weekday Evening Peak Hr.	194	58

Traffic Circulation. The site generated traffic was superimposed on the 2008 baseline year traffic volumes, resulting in the 2008 Analysis Year traffic volumes. The "Analysis Year" volumes are shown respectively in Figures IV.E-10 and IV.E-11.

Intersection Operations. The intersections analyzed under existing and 2008 baseline conditions were reanalyzed under the 2008 Analysis Year condition. As before, the analysis was performed following procedures outlined in the *1994 Highway Capacity Manual (Special Report 209)*. A number of modifications to the roadway system and traffic control devices were incorporated into the analysis. These modifications were deemed necessary, based upon the volume of traffic anticipated to be generated by the land use options, to allow traffic operations to continue at or near the levels at which they would operate without the project. It is assumed that these improvements would be implemented by the future owners as part of the project. The following is a description of the modifications included in the analysis:

- **Columbia Street and Congress Street** - This intersection would provide the only access to the ferry parking area. Therefore, significant improvements would be necessary. A three-phase traffic signal would be constructed to control the



LEGEND:

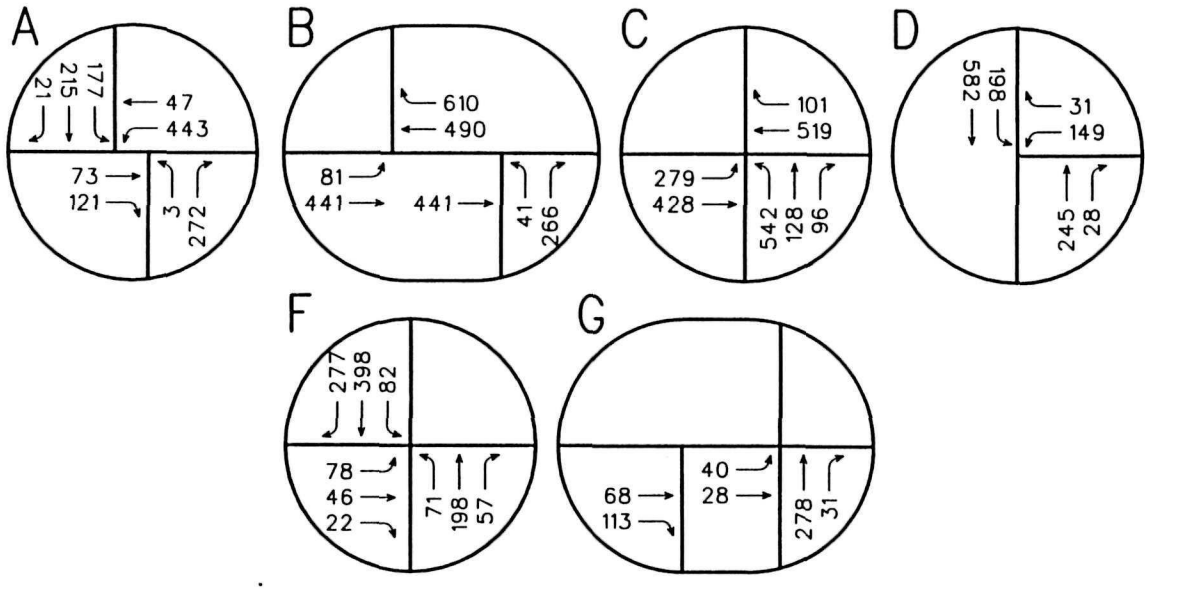
FERRY SITE ACCESS

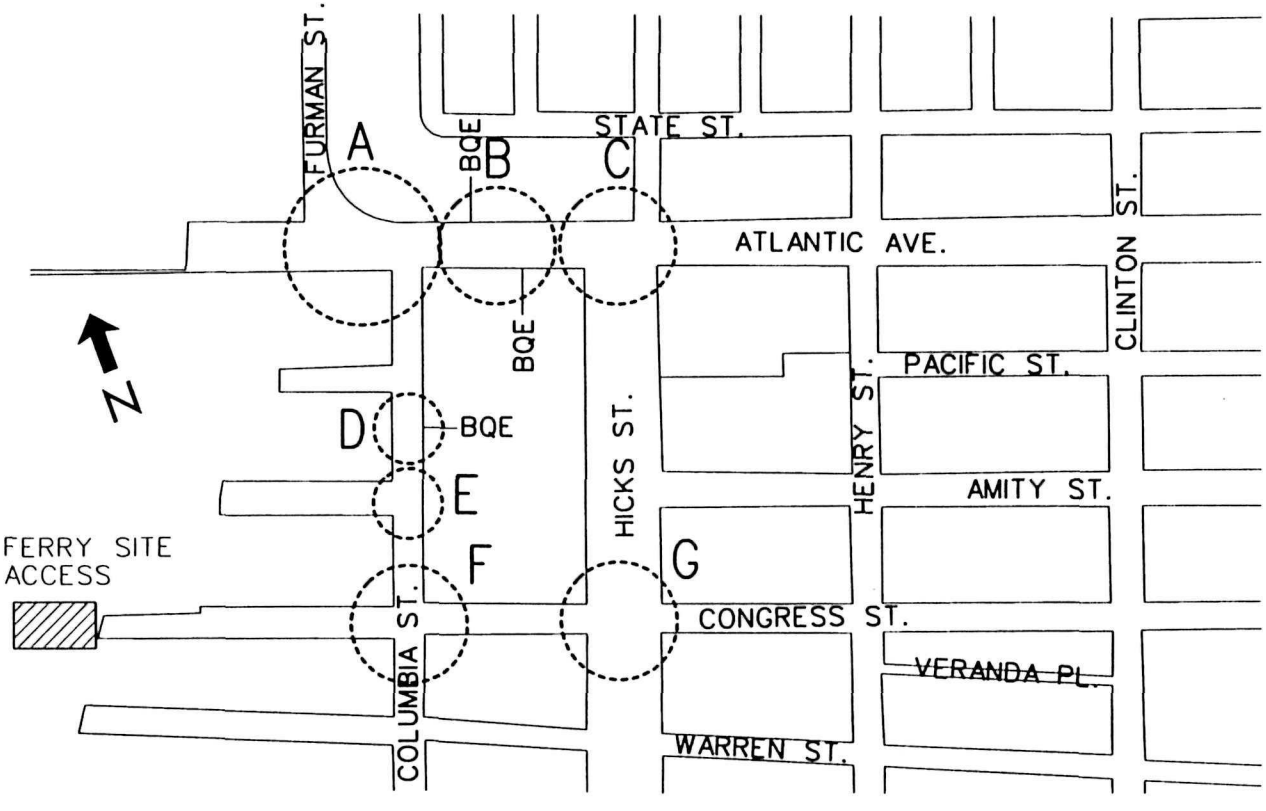
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
CASINO OPTION
2008 ANALYSIS YEAR
TRAFFIC VOLUMES
EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
60 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-10





LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
CASINO OPTION
2008 ANALYSIS YEAR
TRAFFIC VOLUMES
SATURDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-11

flow of traffic. The eastbound approach of Congress Street would be striped for a left turn lane and a through-right lane. No improvements would be necessary on Columbia Street. In addition, the existing driveway on Columbia Street for the Long Island Hospital parking field would be closed. A new driveway would be constructed on Congress Street, thereby providing these vehicles with access to the signal at the intersection of Columbia Street and Congress Street.

- **Atlantic Avenue and Hicks Street** - The traffic signal at this intersection would be modified to include an advanced eastbound left turn phase. No modifications would be performed to the existing lane configuration.

While there would be no physical improvements to the intersection of Atlantic Avenue and Columbia Street or Columbia Street and the BQE Southbound ramps, slight changes to the signal timing during the evening peak period would be necessary to accommodate the changing traffic patterns in the future. No changes would occur to the actual signal phasing.

Table IV.E-15 presents the a summary of the operational levels of service anticipated under the future baseline and analysis year conditions. It can be seen that with the addition of the project traffic and the implementation of the roadway improvements, there would be no significant impacts to any study intersection or lane group. It can also be seen that for the analysis year conditions, most of the lane groups for the signalized intersections would operate at good to excellent levels of service ("A" to "C") during the peak periods. Exceptions occur at the following locations:

- **Atlantic Avenue and Columbia Street/Furman Street** - During the evening peak, the northbound left-right and right turn would operate at a level of service "E" and the southbound left-through would operate at a level of service "D." The delays for these movements are lower than the baseline delays for these movements. During the Saturday peak, the northbound left-right and right turn would operate at a level of service "D." This is an acceptable level of service and does not represent an impact when compared to the baseline levels of service for these movements.

- **Atlantic Avenue and the BQE Northbound Ramps** - During the Saturday peak the northbound right turn would operate at a level of service "D." This is an acceptable level of service and does not represent an impact when compared to the baseline level of service for this movement.

- **Columbia Street and the BQE Southbound Ramps** - During the evening peak the southbound left turn would operate at a level of service "E". This represents an improvement when compared to the baseline level of service for this movement.

- **Atlantic Avenue and the Hicks Street** - During both the evening and Saturday peak periods the northbound approach would operate at a level of service "D." This is an acceptable level of service and does not represent an impact when compared to the baseline levels of service for this approach.

- **Columbia Street and Congress Street** - During both the evening and Saturday peak periods the eastbound left turn and the eastbound through-right would operate at a level of service "D." Also, during the evening peak the northbound approach would operate at a level of service "D." This is an acceptable level of service.

TABLE IV.E-15

Brooklyn Study Area Evening and Saturday Peak Period: Level of Service Comparison: 1998 Existing Conditions to 2008 Analysis Year (Academic Option with NYC Proposal for a Casino)

Signalized Intersection	Approach	Movement	Evening Peak				Saturday Peak			
			2008 Baseline		2008 Analysis		2008 Baseline		2008 Analysis	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Atlantic Avenue &	NB	LR	73.2	F	55.0	E	25.1	D	25.9	D
Columbia Street/		R	43.9	E	41.6	E	25.0	C	25.7	D
Furman Street	SB	LT	36.6	D	32.8	D	24.5	C	24.7	C
		R	21.8	C	20.4	C	21.7	C	21.7	C
	EB	TR	3.3	A	4.0	A	3.3	A	3.3	A
	WB	L	4.2	A	6.0	B	3.8	A	5.0	A
		LT	4.7	A	7.0	B	4.1	A	5.8	B
Atlantic Avenue &	NB	L	20.9	C	21.3	C	20.9	C	21.6	C
BQE NB entr/exit		R	24.3	C	24.3	C	30.7	D	30.7	D
ramps	EB	L	7.5	B	8.1	B	7.2	B	7.8	B
		T	3.9	A	4.0	A	3.8	A	3.8	A
	WB	T	3.8	A	4.0	A	3.7	A	3.9	A
		R	11.2	B	11.2	B	14.7	B	14.8	B
Columbia Street &	NB	T	4.3	A	2.8	A	3.2	A	3.3	A
BQE SB entr/exit		R	0.0	A	0.0	A	0.0	A	0.0	A
ramps	SB	L	*	*	51.3	E	3.6	A	4.1	A
		T	4.2	A	2.8	A	3.2	A	3.5	A
	WB	L	9.6	B	12.7	B	8.7	B	9.6	B
		R	0.0	A	0.0	A	0.0	A	0.0	A
Atlantic Avenue &	NB	LTR	27.6	D	29.8	D	28.3	D	29.9	D
Hicks Street	EB	DfL	15.5	C			19.2	C		
		T	4.5	A			4.5	A		
		LT			3.8	A			4.3	A
	WB	TR	4.0	A	6.9	B	4.0	A	7.6	B
Congress Street &	NB	TR	1.2	A	1.2	A	1.1	A	1.1	A
Hicks Street	EB	LTR	15.5	C	15.8	C	14.1	B	14.1	B
Columbia Street &	NB	LTR	**		28.6	D	**		11.8	B
Congress Street	SB	L	**		5.2	B	**		0.3	A
With L.I. Hosp.		TR	**		8.7	B	**		1.0	A
Parking	EB	L	**		28.5	D	**		28.2	D
		TR	**		28.1	D	**		27.9	D

** Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf. ** See unsignalized intersection table for Baseline Level of Service.*

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not create adverse impacts to the transportation network on the island. The addition of new vehicles accessing the island via the Battery Maritime Building Manhattan would impact traffic on the roadway network in the Manhattan study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the Off-Peak and Weekend periods with the introduction of the Academic Option with NYC Proposal for a Casino to the Manhattan study area. Within the Brooklyn study area, impacts in the form of degradation in levels of service (LOS) during both the Evening and Saturday periods would be expected without the implementation of mitigation measures.

Mitigation. Since no impacts to traffic on Governors Island have been identified, no mitigation is recommended. Within the Manhattan study area, mitigation measures would need to be supplied by future parties as part of the project to avoid significant traffic impacts and allow traffic operations to continue at or near the levels at which they would operate without the project. Recommended mitigation in conjunction with this option in Manhattan includes the addition of an exclusive right turn lane on Broad Street and changes to pavement striping. Recommended mitigation in conjunction with this option in Brooklyn includes construction of a three-phase traffic signal at Columbia/Congress Streets, re-striping of Congress Street, construction of a new driveway on Congress Street, inclusion of advanced eastbound left turn phase at Atlantic Avenue and Hicks Street, and changes in signal timing during the evening peak period at the intersections of Atlantic Avenue/Columbia Street and Columbia Street/ BQE ramps.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of this option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, chapter III.C), thus a quantitative analysis was also not conducted for the Manhattan study area.

Air quality analysis was conducted for the Brooklyn study area for both mobile and stationary sources. This analysis was undertaken for the Maximum Development Option. Refer to the Maximum Development Option analysis for a detailed description.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact air quality on-island or in the Manhattan and Brooklyn study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents to greatest amount of regular activity throughout the island. The analysis determined that noise levels predicted for the land use

options fall within New York City environmental regulations limits of acceptability for noise, and would not represent an adverse environmental impact.

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis would not be performed for the Manhattan study area.

Existing noise levels in the vicinity of Brooklyn Piers 7 and 8 are considered marginally unacceptable, as gauged by New York City environmental regulations. The Maximum Development Option was used as a "worst-case" scenario for noise analysis, since this option would result in the greatest number of vehicles accessing this Brooklyn debarkation site. The analysis determined that the Maximum Development Option would not result in a 3 dBA increase, which is the typical increase required for a perceivable difference in noise level. With the addition of land use option-related noise, the noise levels at this location would still be considered marginally unacceptable, and the difference would not represent a significant impact.

The debarkation and parking facility at Brooklyn Piers 7 and 8 associated with the Academic Option with NYC Proposal for a Casino would contain space for 1,200 vehicles. This is considerably smaller than the Maximum Development Option, which proposes a 4,500-space parking facility. Since it has been determined that the noise level increases under the Maximum Development Option would not represent a significant impact, any increases in noise levels associated with the smaller, 1,200-space parking facility would clearly also not have significant impacts.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact noise levels on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as existing buildings would be reopened or new buildings would be constructed and put into operation (refer to Tables D-9 through D-12 in Appendix D).

Operational energy usage and embodied energy usage off-island is expected to increase for the Academic Option with NYC Proposal for a Casino, since the option would require construction and operation of an additional ferry terminal in Brooklyn. Table D-13 (see Appendix D) shows the estimated operational energy expected for each option, as well as the estimated embodied energy required for each option.

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities, as well as construction of additional buildings.

Impacts. Implementation of the Academic Option with NYC Proposal for a Casino on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under this option, the island would accommodate a casino, hotel, and an academic institution of approximately 4,000 students. This option would be similar to the Academic Option except that the student housing would be decreased and the faculty housing may be increased. Visitors are expected to be much higher as a result of the addition of the casino.

A total of 3,083 residential units would be provided, housing a population of 3,150. Fort Jay would be used as a museum, and a considerable amount of recreational and tourist space would be provided. The casino and hotel would be placed at the southern tip of the Island. The annual visitor population is expected to be 9,459,705 (or an average of 25,917 per day). The expected number of employees is 5,957, with 5,500 dedicated to the casino/hotel complex.

A substantial amount of activity is expected to be added to the Lower Manhattan and Brooklyn study areas as a result of the number of visitors. In Brooklyn, the increases in population and the number of workers are expected to generate additional demands on the surrounding streets and on increased services that accompany the influx of this visitor and/or employee population. Some increased demand on surrounding commercial enterprises can be expected, which may provide additional support for the existing businesses there.

In this option, a 1,20- space parking garage would be located on Brooklyn Piers 7 and 8, potentially displacing the uses there.

Economic Conditions. This option is anticipated to cost $1.1 billion to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, and direct and indirect expenditures, total economic activity resulting from this option could generate $1.4 billion to the local economy.

A total of 5,957 employees would be needed for the maintenance and operation of the Academic Option with NYC Proposal for a Casino. The majority of the employees are for the operation of the casino and the associated facilities.

This option could place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under this option could generate as much as $51,800,000 in real estate property tax for the City, assuming the island is privately owned and operated. In addition, other revenues in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Due to the conceptual nature of the various scenarios considered in this FEIS, under this option, sources of funding for construction of the school and the other facilities that would be part of the Academic Option with NYC Proposal for a Casino have not been established. It is assumed that all facilities would be financed by the developer of the project. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Secondary Displacement. The Academic Option with NYC Proposal for a Casino is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is already in place (refer to the Maximum

Development Option for detailed secondary displacement analysis).

Impacts. The introduction of this new visitor population, while substantial in number, is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan and Brooklyn, and because a substantial number of tourists and workers currently visit Lower Manhattan.

Recommended Mitigation. Since no population, housing, or economic impacts have been identified for the Academic Option with NYC Proposal for a Casino, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Land Use. The generalized land use pattern for the Academic Option with NYC Proposal for a Casino is very similar to the Academic Option, with the major exception of the addition of a 250,000 square foot casino and a 1,000 room hotel/conference center on the southern end of the island (see Figure IV.E-12).

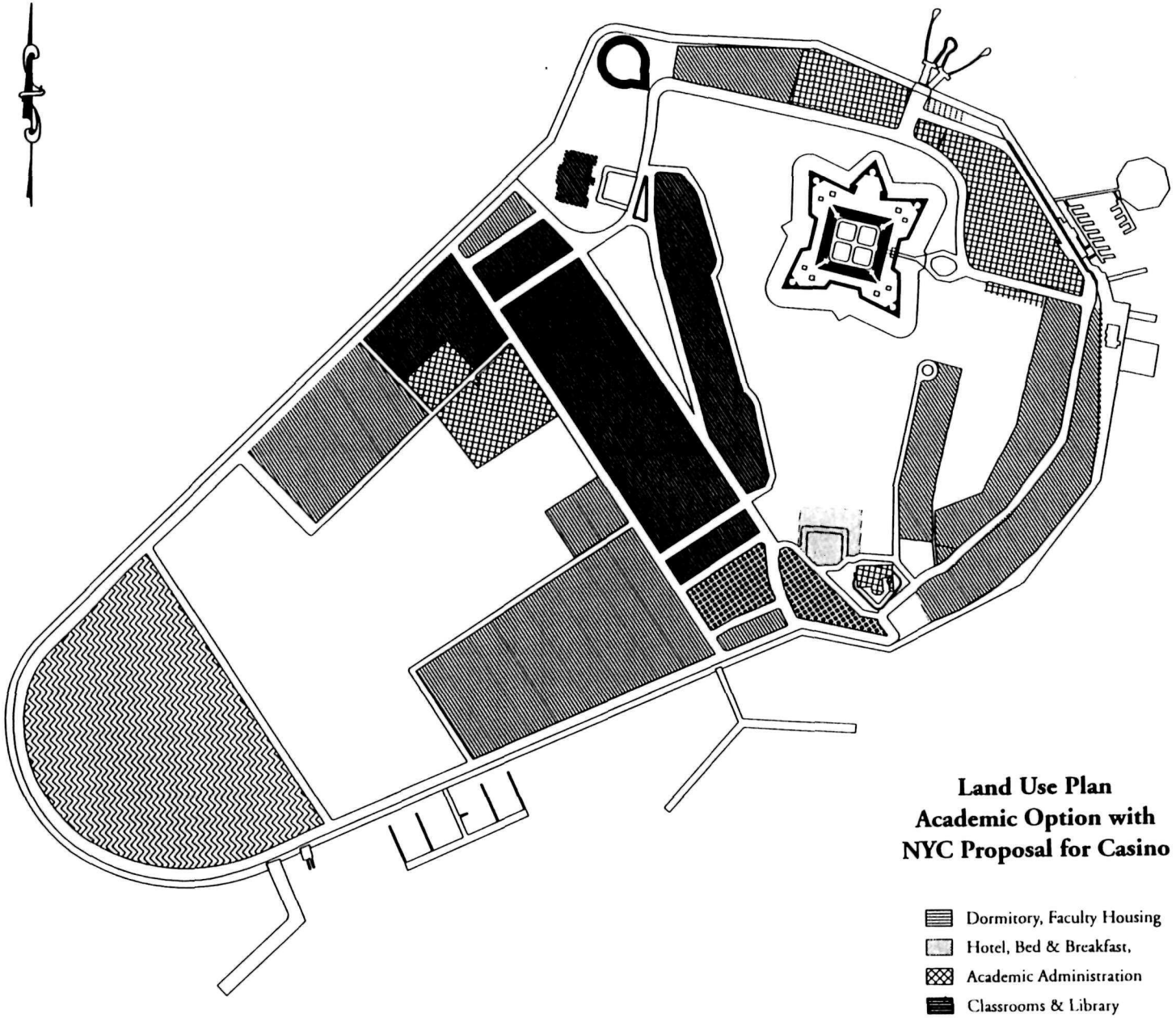
The pattern of land uses would not change at the Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

The Academic Option with NYC Proposal for a Casino identifies a significant increase in off-peak visitors to the island. A portion of these visitors are assumed to drive to Brooklyn, park their cars at Piers 7 and 8 along the Brooklyn waterfront, and use a ferry service to access the Island.

The land use on the existing parcel at Piers 7 and 8 in Brooklyn would change from a surface parking lot for Long Island College Hospital to a 1,200 space parking structure for the Academic Option with NYC Proposal for a Casino. The change in use from a surface parking lot to a structure lot appears to be compatible with surrounding industrial and maritime uses. The pier would become a transportation use, with the construction of necessary dock, transfer bridge, slip and terminal building facilities associated with the ferry use. This development changes the use of the pier from maritime use to transportation use. This land use change is consistent with the character of neighboring uses as it is located on the waterfront; however, it is not consistent with the land use priorities set forth in the *New York City Waterfront Revitalization Program* (WRP). The WRP designates this area as a Significant Maritime Industrial Area (SMIA), with priority given to development of maritime uses in this area. However, reuse of this site for parking, and the potential direct displacement of a maritime related use from this site would constitute a significant adverse impact.

Zoning. Under Coast Guard tenure, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts.

- **Special District**: Due to the unique characteristics of Governors Island, i.e. its low density, history, and ferry-only access; designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.



Land Use Plan
Academic Option with
NYC Proposal for Casino

Beyer Blinder Belle Consortium

LEGEND:

- Dormitory, Faculty Housing
- Hotel, Bed & Breakfast,
- Academic Administration
- Classrooms & Library
- Museum
- Community Facilities
- Retail
- Casino

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-12

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning to accommodate residential use could fall under the R3-2 district, which is the current designation for the entire island. The residential uses identified within the Academic Option with NYC Proposal for a Casino would comply with the R3-2 height and bulk limitations.

Due to the significant number of hotel units included in this land use option, the Academic Option with NYC Proposal for a Casino may require a commercial zone such as C2 or higher to accommodate this use. As casinos are not currently permitted in the State of New York, casinos or gaming facilities are not included in the index of uses in the New York City Zoning Resolution. Casino development would require a variance from any existing zoning regulations, therefore a Special District may be the only appropriate means of zoning for this land use option.

Reuse of the Battery Maritime Building under this land use option for passenger ferry service is a permitted use under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate this land use option.

The development of Piers 7 and 8 for passenger and vehicular ferry service under the Academic Option with NYC Proposal for a Casino is a permitted use under the current M2-1 zoning district. Any site plan which might be developed at this location for this land use option would be required to conform to regulations set forth in Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Some of the regulations would include regulation of bulk, yard regulations, height and setback requirements, requirements for waterfront public access and visual corridors, and passenger drop-off and pickup areas.

Public Policy. While this option clearly promotes policies seeking to attract recreational dollars to the Manhattan economy, existing policies or laws do not provide for casino gambling of this nature in the State of New York. In order for a casino to be permitted by law in New York State, two successive majority votes by the State Legislature would be required, followed by a public referendum.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront*, encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.

The Academic Option with NYC Proposal for a Casino includes vehicular and pedestrian access from Brooklyn, and therefore could impact Brooklyn policies. The *Plan for the Brooklyn Waterfront* and the LWRP have designated the Red Hook area, extending to Piers 7 and 8, as a Significant Maritime Industrial Area (SMIA.) This designation indicates the Borough of Brooklyn's commitment to encouraging the use of this part of the waterfront for maritime activities.

Impacts. The Academic Option with NYC Proposal for a Casino would create a significant adverse impact to public policy since the creation of the 1,200-space garage on the Brooklyn waterfront would be inconsistent with the New York City Waterfront Revitalization Program, which designates this area a Significant Maritime Industrial Area (SMIA).

Recommended Mitigation. Recommended mitigation for this impact could include the creation of parking in an area other than the Significant Maritime Industrial Area (SMIA) with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or

planned ferry locations throughout the region to transport visitors to the island.

3. Waterfront Planning and Zoning

Both vehicular and passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan; service is also provided to Piers 7 and 8 in Brooklyn. The three piers on the island, Yankee, Tango, and Lima, would be retained and reused for marina development with floating docks to moor recreational boats. The Academic Option with NYC Proposal for a Casino would require additional docking facilities due to the increased number of ferries under the scenario. Lima Pier is expanded to become a "ferry marina" for the casino access portion of this alternative, with the academic access remaining at Soissons Dock on the northern end of the island. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications, is also incorporated as part of this option. An 18-foot pedestrian promenade along the water's edge is included for the entire circumference of the island except for selected locations where it would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building as identified in this option is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City Comprehensive Waterfront Plan, acknowledges the importance of providing for waterborne transportation uses along the Manhattan waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This options would not conflict with these policies.

The *Plan for the Brooklyn Waterfront* (Department of City Planning, 1994), part of the New York City Comprehensive Waterfront Plan, supports the designation of the Red Hook area of the waterfront as a Significant Maritime and Industrial Area and recommends the continued use for such. Piers 7 and 8 in Brooklyn, which are proposed for use as a ferry terminal under this option, would fall within this area. However, the plan also indicates new ferry services in this area of Brooklyn, such as from Atlantic Avenue, could possibly be an option. Ferry service to Governors Island could possibly be developed in conjunction with other services that may be developed in Brooklyn. The development of a large parking lot along this portion of the waterfront, and the displacement of maritime-related uses constitutes a significant adverse impact to waterfront policy.

Plans to bring ferry service to the Battery Maritime Building as proposed under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not conflict with these policies.

The land use options were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Academic

Option with NYC Proposal for a Casino Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Academic Option with NYC Proposal for a Casino does not include a large residential component. There would be a significant amount of retail development associated with the casino and hotel facility, which are both commercial uses. Public facilities and infrastructure are adequate for this option or would be upgraded as necessary.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not relevant to the proposed Academic Option with NYC Proposal for a Casino Option on Governors Island. The island is not well-suited to water-dependent and industrial uses. The substantial development of such use would be inappropriate on the island, given the existing GINHL and the difficulty associated with moving goods and materials to and from the island. The establishment of ferry service to and from the island would be consistent with this goal.

This option could displace water-dependent industrial uses along the Brooklyn waterfront by the establishment of a large parking facility, which would be inconsistent with this policy.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

All land use options are supportive of this policy, since water-borne transportation is the primary mode to and from the island. This land use option would include a marina for commercial ferry service and recreational boating.

Provision of ferry access from Manhattan and Brooklyn for this option is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be minor and temporary in nature only. Decreased impervious surface identified in the Academic Option would represent an improvement to ecological systems.

Policy 5: Protect and improve water quality in the New York City coastal area.

Decreased impervious surface identified in this land use option would result in an improvement of water quality surrounding Governors Island.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Academic Option with NYC Proposal for a Casino will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor as a result of this option is minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. If dredging were required and dredge soils were contaminated or ocean-dumped, this could be inconsistent with this policy. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc. The island, with its recreational and historic uses, is particularly suited for public access. Ferry access from the Battery Maritime Building and Brooklyn Piers 7 and 8 in this area would be consistent with this policy.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The Academic Option with NYC Proposal for a Casino Option is supportive of this policy. The island's visual and scenic resources are taken into consideration in the design of this option. It is a common planning element for all options that any new development on the island, particularly South Island, should consider the impact on views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island, which are some of the best views in the region.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Academic Option with NYC Proposal for a Casino would preserve the GINHL district on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which suggests an 18' walking promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

Reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

The development of Piers 7 and 8 in Brooklyn under this option for passenger/vehicular ferry service should also conform to the requirements of the waterfront zoning chapter. The most significant feature in this regard is the parking requirements for ferry docks, which are governed by Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Requirements for parking for this option would have to be met in accordance with this chapter. The development of a garage of the size and scale described for the Piers 7 and 8 area, however, would probably not comply with the bulk, height and setback requirements. This would represent an inconsistency with this policy.

Impacts. The implementation of this option involves the creation of a 1,200 space parking facility. This would potentially displace water-dependent industrial uses from the Brooklyn waterfront and would be inconsistent with the LWRP. This constitutes a significant impact.

Recommended Mitigation. Recommended mitigation for this impact could include the creation of parking in an area other than Piers 7 and 8 with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location on the Brooklyn waterfront and reliance on already existing or planned ferry locations throughout the region to transport visitors to the island.

4. Historic/Cultural Resources

The Academic Option with NYC Proposal for a Casino is similar to the Academic Option, except that a casino and support services would be placed at the south end of the island. Within the GINHL district, proposed museum, faculty housing, dormitory, classroom, and support uses would be compatible with the existing historic environment. Removal of 17 non-contributing resources (Buildings 33; 85; 92; 203; 205; 208; 209; 211; 212; 217; 218; S-251; 303; 513 A, B, and C; S-517; 519; and 525) and a non-contributing portion of Building 400 G is not expected to have a negative impact. Refitting of historic buildings for new uses would also not have an adverse impact, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.* Negative impacts on archeologic resources in the GINHL would also be minimal, provided that any excavation is conducted in accordance with the *Governors Island Preservation and Design Manual.*

Reuse of areas outside the GINHL district is not expected to have a negative impact on the historic district. Although the addition of the casino and hotel to the island introduce a building form to the island that has not previously existed, its location at the extreme southern end of the island ameliorates any impact this addition would have on the GINHL. Activities on the southern portion of the island outside the GINHL district would not impact potentially significant archeological resources. Therefore, the addition of a casino to the Academic Option would not change or worsen the potential for impacts to archeological resources than that previously described for the Academic Option.

Impacts. No adverse impacts to historic/cultural resources are expected as a result of the implementation of this option. All changes within the GINHL would need to comply with the *Governors Island Preservation and Design Manual,* which will be mandated under a deed covenant transferred with the island.

Recommended Mitigation. Since no adverse impacts have been identified, no mitigation is recommended.

3. RECREATION OPTION

The Recreation Option involves demolition of most of the buildings on the southern portion of the island. This option allows the maximum amount of public open space and recreational activity. The GINHL under this option would serve primarily as a conference center, hospitality facility, and transient housing (Figure IV.E-13).

A new park would be created on the southern portion of the island. This facility would total approximately 70 acres, excluding roads and the public esplanade. Total public open space, including parks on the northern portion of the island, the esplanade, etc., would total 109 acres, or 63 percent of the island.

Nolan Park, Colonel's Row, and portions of the Arsenal District would serve as a luxury hotel and conference center, bed and breakfast facilities, and small hotels. Permanent residential areas would be limited to the GINHL's leeward shore. Many of the buildings in the southeastern portion of the District would retain their former uses as community facilities and retail centers. Restaurants, entertainment, and retail uses would enliven the Arsenal District near the ferry landing.

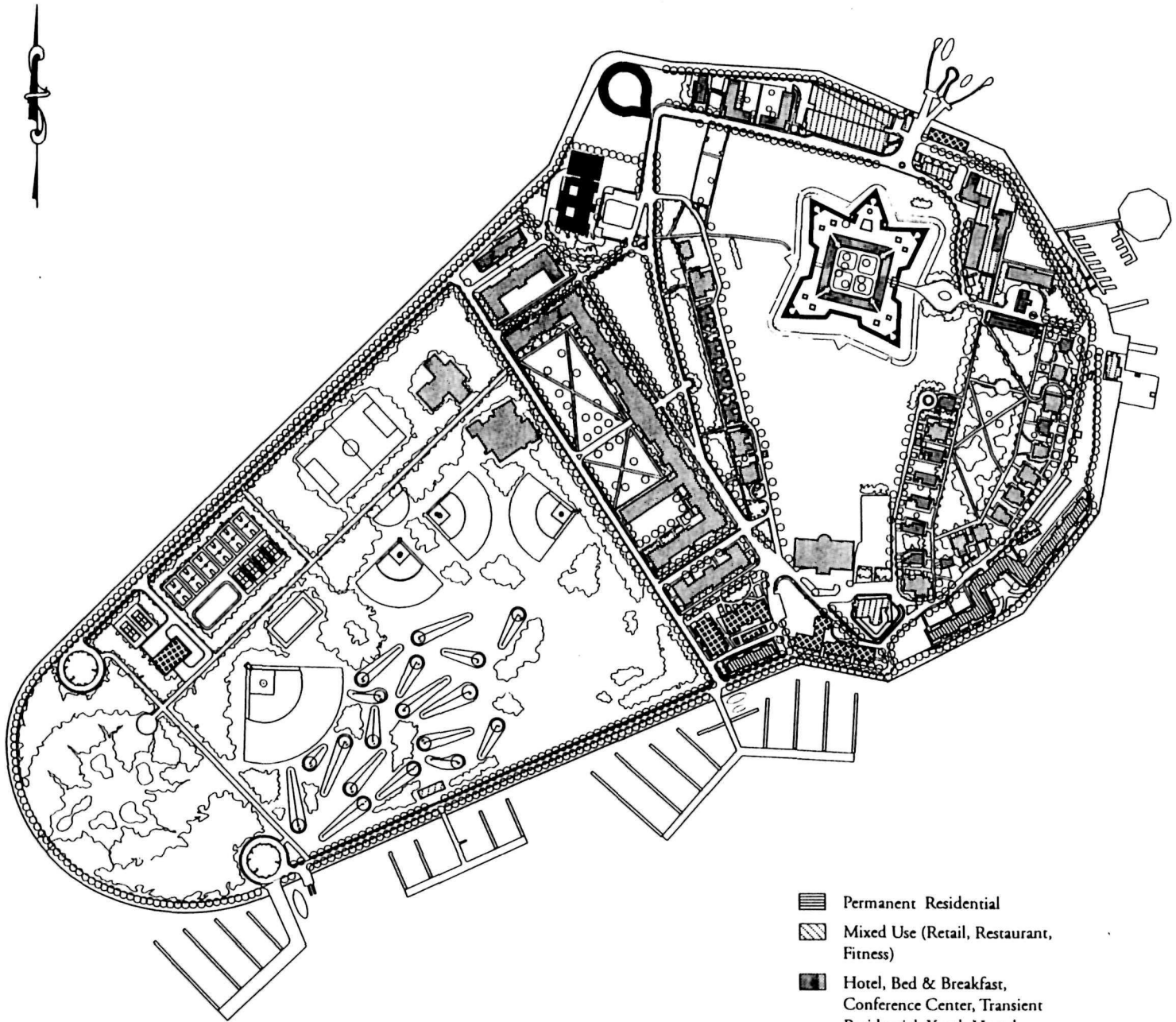
The Recreation Option is estimated to draw some 1,500 visitors on an average weekday and 3,000 visitors on an average weekend day. A jitney bus system would provide four buses, two on each route, with approximately 7.5-minute headways.

The western portion of Building 400 would become the main facility of the conference center/hotel. The existing cafeteria building and public school would be remodeled to provide 60,000 square feet to accommodate the need for large meeting rooms and conference facilities. The houses along Colonel's Row would be used either for hospitality or conference center amenities. The eastern sections of Building 400 would be used for transient housing—either as student housing or as expansion space for the adjacent hotel.

Other than the firehouse, cafeteria, and public school, the existing structures on the southern portion of the island would be demolished and the space devoted to the creation of a public park and a major recreational facility, including an 18-hole pitch-and-putt golf course, new tennis and/or basketball courts, and ballfields. As with the previous options, the construction of a marina and pedestrian esplanade, and the creation of a museum joining the historic forts, would contribute to the overall environment of the island as a public resource.

Enhancements to the open space features of the island unique to the Recreation Option would include the following:

- Creation of an interpretive salt marsh and tidal basin at the south end of the island.
- Termination of the circumferential roadway portion of the esplanade at the marsh and basin, creating a pedestrian- and bicycle-only environment for the southern third of the island.
- Elimination of Enright Road and conversion of Gresham Road to a pedestrian walkway.
- Location of hard court sport areas within vacant building footprints on the windward side of the island, providing additional weather protection to the Great Lawn playing fields.
- Expansion eastward of the Great Lawn into space created by building demolition.
- Framing of Gresham Road corridor, sports facilities, and playing fields with trees.


LEGEND:
Permanent Residential
Mixed Use (Retail, Restaurant, Fitness)
Hotel, Bed & Breakfast, Conference Center, Transient Residential, Youth Hostel, Student Housing
Community Facility (Church, Fire Police, School)
Museum
Beyer Blinder Belle Consortium
Illustrative Site Plan
Recreation Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. IV.E-13

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. Construction associated with the Recreation Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities.

This land use option does not propose any construction activity at the Battery Maritime Building or at Brooklyn Piers 7 and 8. As such, no impacts would result.

Recommended Mitigation. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island would minimize impacts to topography and soils.

2. Wind and Climate

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). In general, only minor variations in the amount of impervious area between existing conditions and the Recreation Option were noted. This is primarily due to the preservation of the historic district, which encompasses 92 acres, or 53 percent of Governors Island. In addition, the island's park areas and open space character were retained to the maximum extent possible under all scenarios. Significant additional open space would be created on the southern half of the island under this land use option following demolition of numerous buildings and parking areas, resulting in an estimated seven percent net reduction in impervious area.

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas, and the average pollutant concentrations presented in Table C-3 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2 (see Appendix D). Pollutant loadings associated with the Recreation Option were less than the existing pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 model was used to predict the effects on receiving water quality of the

stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Recreation Option, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Recreation Option.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Recreation Option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. The Recreation Option provides for the construction of a tidal basin with an interpretive salt marsh that would enhance the value of the area to various biota and wildlife and result in a net increase in wetlands. No wetlands would be impacted in either of the off-island study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as a function of the construction, replacement or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would migrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. The construction of a salt marsh and tidal basin described for the Recreation Option would presumably increase the likelihood that some species of flora and fauna typically associated with this type of habitat would colonize the area and/or use it as a potential spawning or feeding area. However, due to the limited scale of the created wetland habitat, the ecological relationships of the biota in this vicinity are not expected to be altered significantly. This option could also create a minor impact to aquatic ecology by the implementation of new marina facilities. These facilities could temporarily affect aquatic habitats and/or species that frequent the area. However, these changes would be small in area and temporary and/or minor.

Recommended Mitigation. Recommended mitigation for this minor impact could include the exclusion or reduction of new marina facilities and any associated dredging if necessary from this option.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Recreation Option on Governors Island could create a minor impact to endangered and threatened species and significant habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act. Because of the conceptual nature of the land use options, it is not clear if dredging would actually be necessary.

For these reasons, there could be change in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

C. Man-Made Characteristics

1. Community Facilities and Services

A total daytime population of 3,920 and a total resident population of 1,533 would be associated with the Recreation Option. This population would require essential police, fire prevention and/or abatement, and public school services in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department, and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

An elementary school facility, P.S. 26, was operated by the New York City Board of Education in Building 711 on Governors Island during USCG occupation. The facility has a capacity for 530 students. The Recreation Option does not propose reuse of Building 711 as an elementary school. The projected residential population for this option includes 29 elementary school age children and 19 junior high and/or high school age children. These children would be enrolled in area public schools within the surrounding boroughs.

School age children residing on Governors Island would be incorporated into one of several nearby New York City school districts, either in Lower Manhattan, Brooklyn, or Staten Island.

The projected number of school age children is provided in Table D-3 in Appendix D. Some school age children may not attend local public schools, but rather be enrolled at private or parochial schools within the New York metropolitan region. As a result, it is difficult to determine the exact number of children who would be placed on-island or in area public schools from each of the land use options.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider, depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes, or Payments in Lieu of Taxes (PILOT).

Additional service requirements may be in the form of police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services.

The addition of this new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

Impacts. Implementation of the Recreation Option on Governors Island would create demand for additional life/safety services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision.

The small number of school students that would be created by this option, distributed among different educational levels, would not represent an impact to local educational facilities.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of public schools and additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

2. Open Space

The number of open space users residing on and visiting Governors Island would change dramatically from its current vacant state as a result of any reuse of the island. The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D); Open space ratios for both daytime and resident population of the island have been calculated from these figures.

In the Recreation Option, the active open space ratio of available open space for residents and recreational visitors significantly exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 0.15 acres per 1,000 residents/users guideline by more than 10 times. Accordingly, there would be no impact to open space resources resulting from these land use options.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the

nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas. Given the focus of this land use option on active and passive open spaces on the island, there would be a positive benefit to area open space resources resulting from the Recreation Option.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

This option recommends the creation of passive and active recreation as a primary use for the southern portion of the island. The proposed "South Park" occupies all of the land south of Division Road and reuses only three of the existing buildings in this area. The northern portion of the island would reuse existing buildings for a major conference center, hospitality facilities, retail, and restaurants. Infill construction in the Arsenal District would seek to link the existing structures and capitalize on the exceptional views, creating a complex of retail and hospitality services. Craig Road (north and south) would no longer continue around the south portion of the island as this area would become an interpretive salt marsh and tidal basin, accessible only by pedestrians and cyclists. The Gresham Road corridor would be framed with trees and retained as a pedestrian way. Creating significant open space on the southern portion of the island would enhance the visual qualities of the area by opening up views to all of the area's landmarks. Ferry service would be similar to the previous options.

Views of the island from surrounding areas would not be affected except that the southern portion of the island would appear as much more natural, with fewer buildings. Views within the GINHL would remain the same, and become more expansive on the southern portion of the island due to the removal of a majority of the buildings. Views down the length of the promenade would remain essentially unchanged. Although significant physical changes would occur on the southern portion of the island, these changes would be made to a poorly-organized and low-quality existing urban design context. The implementation of this option would in many ways improve urban design and visual quality on the southern portion of the island. The ill-conceived spaces that exist between the residential and industrial buildings would be replaced with recreation uses such as golf, tennis, basketball, and passive recreational uses. The esplanade would be improved with new finishes, plantings, and streetscape elements.

Impacts. The urban design character and visual quality of the island would not be adversely affected by the implementation of this land use option.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Neighborhood Character

This option proposes extensive demolition and the development of expanded recreational facilities on the southern portion of the island. This option was developed in response to widespread interest in publicly-accessible open space on Governors Island.

The northern portion of the island is reused for publicly-oriented facilities such as a conference center, hospitality facilities, retail and restaurants. The physical organization of the northern portion of the island, as well as the vast majority of the buildings, would remain unchanged. Buildings 513 A, B, C and D; and Building 309 would be demolished on the northern portion of the island. None of these buildings are contributing elements to the GINHL, nor are they integral elements of the urban design character of the northern portion of the island. The golf course is removed from the Fort Jay Parade Grounds; however, the Parade Grounds remain an open space.

New additions to the northern portion of the island would include an extension to Building 515 as a museum and interpretive center; an addition to Building 110 to house retail space; new infill construction in the arsenal district to permit retail, restaurants, and small hotels; an addition to building 25 for hospitality use; and a new enlarged hotel to replace the existing on-island motel. These additions and replacements would be comparable in scale to existing development and would comply with the *Governors Island Preservation and Design Manual* currently being developed by GSA.

The majority of smaller residential buildings on the northern portion of the island would be used for transient residential uses. The arsenal district surrounding the north ferry landing would effectively become the retail district for the island. Building 400, the largest building on the island, would be converted to a major conference center with meeting rooms. This would represent the most substantial change on the north part of the island.

Visitors to the island would generally be restricted from bringing private vehicles and would traverse the island as pedestrians or on a jitney bus service. Thus, vehicular traffic on the island would be minimal, creating a pedestrian-oriented facility. Permanent residents on-island would be quite limited, numbering 527 full-time residents. It is projected that approximately 680,000 annual visitors would travel to the island to use its recreational facilities and to take part in conferences. This would consist of approximately 1,500 visitors on a given weekday and 3,000 visitors on a weekend day. Both of these numbers would be below the former resident population of the island under the USCG's tenure.

The southern portion of the island would be significantly reconfigured from its present arrangement. All existing buildings, with the exception of Buildings 711 and 825, would be demolished and replaced with outdoor passive and active recreational facilities, including a golf course, various playing fields, basketball courts, a pool, and a skating rink. An interpretive salt marsh and tidal basin are envisioned for the southern tip of the island. Additionally, a marina and south ferry landing (for special events), have been added to the leeward side of the island, and an improved esplanade would be reestablished around the island's perimeter.

These new facilities constitute a significant change to the existing built form of the southern portion of the island. The original organization of the southern portion of the island with open space in the central portion and isolated buildings along the perimeter, has been altered. The previous organization of the island, however, did not possess a consistent urban design character or any exceptional neighborhood characteristics. Additionally, the level and type of visitor activity relative to the size of the island is not dissimilar to that which occurred under the Coast Guard's occupation of the island.

In sum, the changes to neighborhood character on Governors Island associated with this option do not constitute a significant adverse impact. In many ways, these changes would effect an improved neighborhood character, especially in the southern portion of the island, by replacing an inconsistent, unrelated

pattern of development with a cohesive, pedestrian friendly, recreation scheme.

Access to Governors Island under this land use option would occur via ferry from the Battery Maritime Building. There are no anticipated physical changes associated with this option in Lower Manhattan. An increased number of visitors would travel through Lower Manhattan to access the island; however, these additional visitors would be transient in nature and would not be substantial enough to affect neighborhood character. Overall, there would be no significant adverse impacts to the Manhattan study area as a result of this option.

Impacts. There would be no impacts to neighborhood character resulting from the implementation of the Recreation Option.

Recommended Mitigation. As no impacts have been identified, no mitigation is recommended.

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems were assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas. The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG was in occupation of Governors Island. If infrastructure demand for a given land use option was calculated to be equal to or less than demand met during USCG occupation, then no significant impact would result.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, has been used as the determinant of impact for these services. If the Maximum Development Option does not exceed the demand placed on infrastructure that resulted from USCG occupation, since it is the greatest user of infrastructure facilities, then no significant adverse impact would result. A detailed description of the infrastructure analysis conducted on the Maximum Development Option can be found under that option.

The Recreation Option would generate approximately 0.5 mgd in water and sewer usage, and would generate approximately 100 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

Approximately 180 tons of municipal solid waste per week was generated when Governors Island was occupied by the USCG. Existing infrastructure capacity on-island is therefore sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Figure III.C-14 shows completed and ongoing hazardous materials investigations on Governors Island. The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place.

Since all required cleanup or other remediation would have occurred by the time any of the land use options would be implemented—including the Phase-In Option, which could be implemented as early as 2002—no significant adverse impacts would occur. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. Remediation areas in the southern portion of the island, however, would be affected to varying degrees depending on the nature and extent of disturbance to these cleaned-up areas under the different land use options.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

This option, in which the southern portion of the island is given almost entirely to open space resources, would involve demolition and removal of Buildings 660, 699, 902, 903, 933, and 940, as well as former area 980. Most of the paved area surrounding these buildings would be removed as well. In addition, excavation associated with the creation of a salt marsh and/or tidal basin in the South Park area would likely involve excavation of remediated hazardous materials sites. Because clean-up and remediation of these sites would already be completed, no adverse impacts are anticipated.

The construction of docks and piers at Governors Island could require a dredging permit, or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. If dredging were necessary and the spoils were contaminated, or ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Leaking Underground Storage Tanks (UST) identified within 0.5 miles of Piers 7 and 8 within the Brooklyn study area have had remedial action undertaken to address contamination issues and all were found to be in compliance with State and Federal regulations. Therefore, no further action was deemed necessary with regard to the spill incident. Because clean-up and remediation have been completed, no adverse impacts are anticipated with any future disturbance proposed at the piers.

All RCRA generators were found to be in compliance with State and Federal regulations; therefore, no impacts to the piers are anticipated.

Impacts. All environmental remediation activities will have been completed on Governors Island prior to it reuse. As a result, there will be no impact to hazardous materials. If dredging were required to implement marina facilities, a significant impact could be created by the disposal of dredged spoils.

Recommended Mitigation. Recommended mitigation for the above impact could involve the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

7. Traffic and Transportation

On-Island

The transportation characteristics of the Recreation Option are focused on the movement of pedestrians to and from the island during off-peak hours, particularly weekends. This is the least traffic-intensive option, with the majority of the island given over to recreational use for daily or short-term visitors.

Streets. The on-island street network remains unchanged in the northern portion of the island, while a number of streets are replaced in the southern portion with active recreation areas.

Parking. Vehicular access to the island is limited under this option. Private vehicles are not permitted on the island except under special conditions. Existing parking supply on the island is far in excess of the parking demand this option would generate.

Transit. An on-island jitney service would be provided in conjunction with this option. The option would generate a demand for a four-bus system operating on a 7.5-minute headway.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most intensive use of Governors Island. This analysis is presented in conjunction with that option. The other options would in all instances cause less impacts than the Maximum Development Option. On-island traffic associated with the Recreation Option would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections may be required. These improvements would be the responsibility of the new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options. This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan study area.
- The Maximum Development Option for transit and pedestrian circulation in the Manhattan Study Area, and AM and PM Peak conditions in the Brooklyn study area.
- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak

Conditions in the Manhattan and Brooklyn study areas.

See the appropriate option for the description of the associated analysis. Traffic circulation, pedestrian access, and transit use associated with the Recreation Option in the Manhattan Study Area would in all instances result in conditions less than those described for the worst-case Option.

The Recreation Option does not include access from the Brooklyn study area; as such, no analysis is necessary.

Impacts. Implementation of the Recreation Option would not adversely impact traffic on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to traffic have been identified, no mitigation is recommended.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of this option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, section III.C). Thus, a quantitative analysis was also not conducted for the Manhattan study area.

The Recreation Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. Air quality within the Brooklyn study area would not be impacted by this option.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents the greatest amount of regular activity throughout the island (refer to that option for a detailed discussion). The analysis determined that noise levels predicted for the land use options fall within New York City environmental regulations' limits of acceptability for noise, and would not represent an adverse environmental impact.

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis was not necessary for the Manhattan study area.

The Recreation Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. There would be no impacts to this study area.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact noise levels on-island or in any of the off-island project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as existing buildings would be reopened or new buildings would be constructed and put into operation (refer to Tables D-9 through D-12 in Appendix D). The Recreation Option would require the least amount of operational energy of all the options, due to the large amount of open space included in this option.

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities as well as construction of additional buildings.

Impacts. Implementation of the Recreation Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under this option, public recreation would be developed on the entire Island. There would be 163,636 square feet of retail space, a hotel and a large conference center, a school, a 125,988 square-foot museum, and a 440-slip marina. In addition, soccer fields, baseball fields and other active and passive recreational facilities would be provided. Aside from these recreational facilities, 117 units of housing accommodating 527 people would be provided. Facilities on the Island under this option are projected to employ 1,557 people and to attract 679,980 visitors to Governors Island on an annual basis.

In addition to the many people that work in Lower Manhattan, nearly 700,000 additional people would travel to Governors Island via the Manhattan study area on an annual basis under the Recreation Option. While this would represent an increase in the level of activity, by virtue of the fact that there is already such a large number of daily workers and visitors to this area, this addition is not considered to be a significant adverse impact.

Access to Governors Island would not be provided from Brooklyn under this option. As a result, no significant impacts under this option are anticipated in the Brooklyn study area.

Economic Condition. The Recreation Option is estimated to cost $270 million to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, and direct and indirect expenditures, the total economic activity resulting from this option could generate $346 million to the local economy.

A total of 1,557 employees would be needed for the maintenance and operation of the Recreation Option. This includes, for example, employees for the luxury hotel and conference center, the 163,636 square foot retail store, the fitness center and other facilities included under this option.

The Recreation Option would place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Recreation Option is anticipated to generate $12,700,000 in real estate property tax for the City. In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Due to the conceptual nature of the various scenarios considered in this FEIS, under this option, sources of funding for construction of the museums or the parks have not been established. It is assumed that all facilities would be financed by the developer of the project. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Secondary Displacement. The Recreation Option is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is already in place (refer to the Maximum Development Option for detailed secondary displacement analysis).

Impacts. The introduction of this new population is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Recommended Mitigation. Since no population, housing, or economic impacts have been identified for the Recreation Option, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

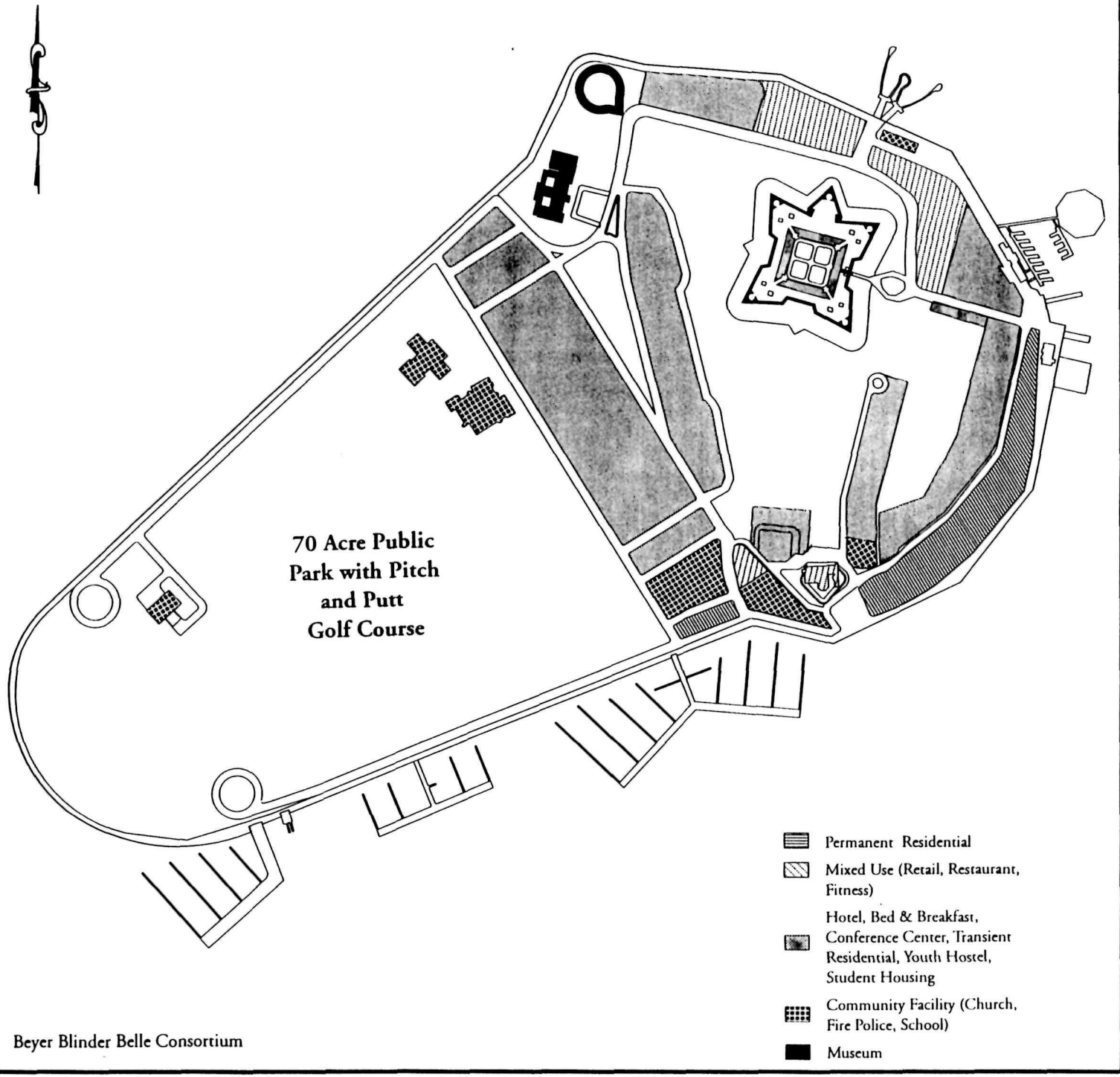
Land Use. The generalized land use pattern in the year 2008 for the Recreation Option is depicted in Figure IV.E-14. The Recreation Option greatly alters land use on the southern end of the island in order to increase recreational opportunities.

The pattern of land uses would not change at the Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

Zoning. Under Coast Guard occupation, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts.

- **Special District**: Due to the unique characteristics of Governors Island, i.e. its low density, history, and ferry-only access, designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning for residential use included within the Recreation Option could be accommodated by the island's current zoning designation, R3-2. The residential activity in this option would conform to the R3-2 district's height and bulk limitations. Commercial uses envisioned are generally of the



Beyer Blinder Belle Consortium

LEGEND:

Land Use Map
Recreation Option

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-14

type accommodated in the C1 district. The uses included in Pattern this district are retail and personal service shops needed in residential neighborhoods, catering to the daily needs of the immediate neighborhood. Due to the large number of hotel units included in its design, the Recreation Option may require a commercial zone such as C2 or higher to accommodate this use.

Reuse of the Battery Maritime Building under the Recreation Option, for both passenger and vehicular ferry service, is a permitted use under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate any of the land use options.

Public Policy. The Recreation Option includes open space as its dominant use, which is consistent with New York City and regional policies that seek to increase recreational uses in the Metropolitan area.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront*, encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.

The Recreation Option would not have any impacts to public policies related to Brooklyn, as access to Brooklyn is not included in this option.

Impacts. The Recreation Option would not have any impacts to land use, zoning, or public policies.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

3. Waterfront Planning and Zoning

Both vehicular and passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan. The three piers on the island, Yankee, Tango, and Lima, would be retained and reused for marina development with floating docks to moor recreational boats. The Recreation Option proposes Yankee Pier as the East Ferry Landing and Marina, Tango Pier as a Marina, and Lima Pier as a South Ferry Landing for special events. The retention of the existing waterfront esplanade, made up of the granite seawall, road and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications is suggested. An 18-foot pedestrian promenade along the water's edge is included for the entire circumference of the island except for where infeasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building as proposed in this option is in keeping with the *Plan for the Manhattan Waterfront*(Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City *Comprehensive Waterfront Plan*, acknowledges the importance of providing for waterborne transportation uses along the Manhattan waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit Park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This option would not conflict with these policies.

Plans to bring ferry service to the Battery Maritime Building as proposed under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not conflict with these policies.

The land use options under study were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Recreation Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Recreation Option includes residential, commercial and recreational activities in its design. Public facilities and infrastructure are adequate for this option or would be developed if not adequate.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not relevant to the proposed Recreation Option. The island is not well-suited to water-dependent and industrial uses. The transport of goods and materials to and from the island for industrial uses would not be efficient. The substantial development of such use would be inappropriate on the island, aside from ferry service to and from the island for access.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

The Recreation Option is supportive of this policy, as water-borne transportation is the primary mode to and from the island. Island site conditions are appropriate for commercial ferry service and some recreational boating. Development of ferry access in Manhattan for the Recreation Option is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be temporary in nature only. Decreased impervious surface identified in the Recreation Option would represent an improvement to ecological systems.

Policy 5: Protect and improve water quality in the New York City coastal area.

Decreased impervious surface identified in this land use option would result in an improvement of water quality surrounding Governors Island.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Recreation Option will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor is minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. If dredging is required to establish a marina and the spoils are contaminated or are ocean dumping is required, an inconsistency could exist with this policy. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

The Recreation Option is supportive of this policy. A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

It is a common planning element for all options that any new development on the island, particularly on the southern end of the island, should consider the impact on views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island, which are some of the best views in the region.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Recreation Option would preserve the GINHL district on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which suggests an 18' walking promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

Reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

Impacts. There would be no impacts to waterfront planning and zoning associated with the Recreation Option.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

4. Historic/Cultural Resources

The Recreation Option focuses on active and passive recreational use. Within the GINHL, proposed museum, housing, conference, and support uses would be compatible with the existing historic environment. Removal of 23 non-contributing resources (Buildings 33; 35; 36; 39; 85; 92; 106; 203; 205; 208; 209;

211; 212; 217; 218; S-251; 293; 303; 309; 513 A, B, and C; S-517; 519; and 525) and a non-contributing portion of Building 400 G is not expected to have a negative impact. Refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual* would also not have an adverse impact.

The introduction of new buildings and/or infill adjoining buildings 25, 107, 110, and 515, and on the site of the present Building 293 is not expected to have a negative impact, provided that new construction is designed in accordance with the *Governors Island Preservation and Design Manual.*

Reuse of areas outside the GINHL is not expected to have a negative impact on the historic district since most of the island would be devoted to open space. The Recreation Option could impact archeological resources where removal and new construction is proposed along Kimmel Road. Additions to Building 25, one of the earliest buildings within the GINHL, might also negatively impact archeological resources. New and infill construction elsewhere would not affect potentially significant archeological resources.

Impacts. Removal of 23 non-contributing resources and a non-contributing portion of Building 400 G is not expected to have a negative impact; neither is refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

The Recreation Option could impact archeological resources where removal and new construction is proposed along Kimmel Road. Additions to Building 25, one of the earliest buildings within the GINHL district, could also negatively impact archeological resources. However, any alterations in this district would need to comply with the provisions of the *Governors Island Preservation and Design Manual* and as such, would not create significant impacts.

Recommended Mitigation. Since no impacts have been identified, no mitigation is required.

4. MIXED USE OPTION

This option would strike a balance between new residential development and the creation of a large public park on the southern portion of the island. A low-rise, medium-density 2,000-unit neighborhood would be located directly south of Division Road, with a 35- to 40-acre public park situated at the southern end of the island. As in the Recreation Option, the GINHL would be developed with a large international conference complex and supplemental hospitality and transient housing uses (Figure IV.E-15).

Permanent residential facilities are a major theme of this program. New mixed-density residential housing would occupy the middle third of the island, with permanent residential facilities located throughout the GINHL as well. Additional ground-floor retail would be located on the eastern side of the new neighborhood, adjacent to an east ferry landing.

A public park on the southern portion of the island would occupy approximately 35-40 acres. Additional open space on the southern portion of the island would be located in the neighborhood park and playground at the public school. Total public open space under this option, including the parks in the GINHL, is approximately 66 acres.

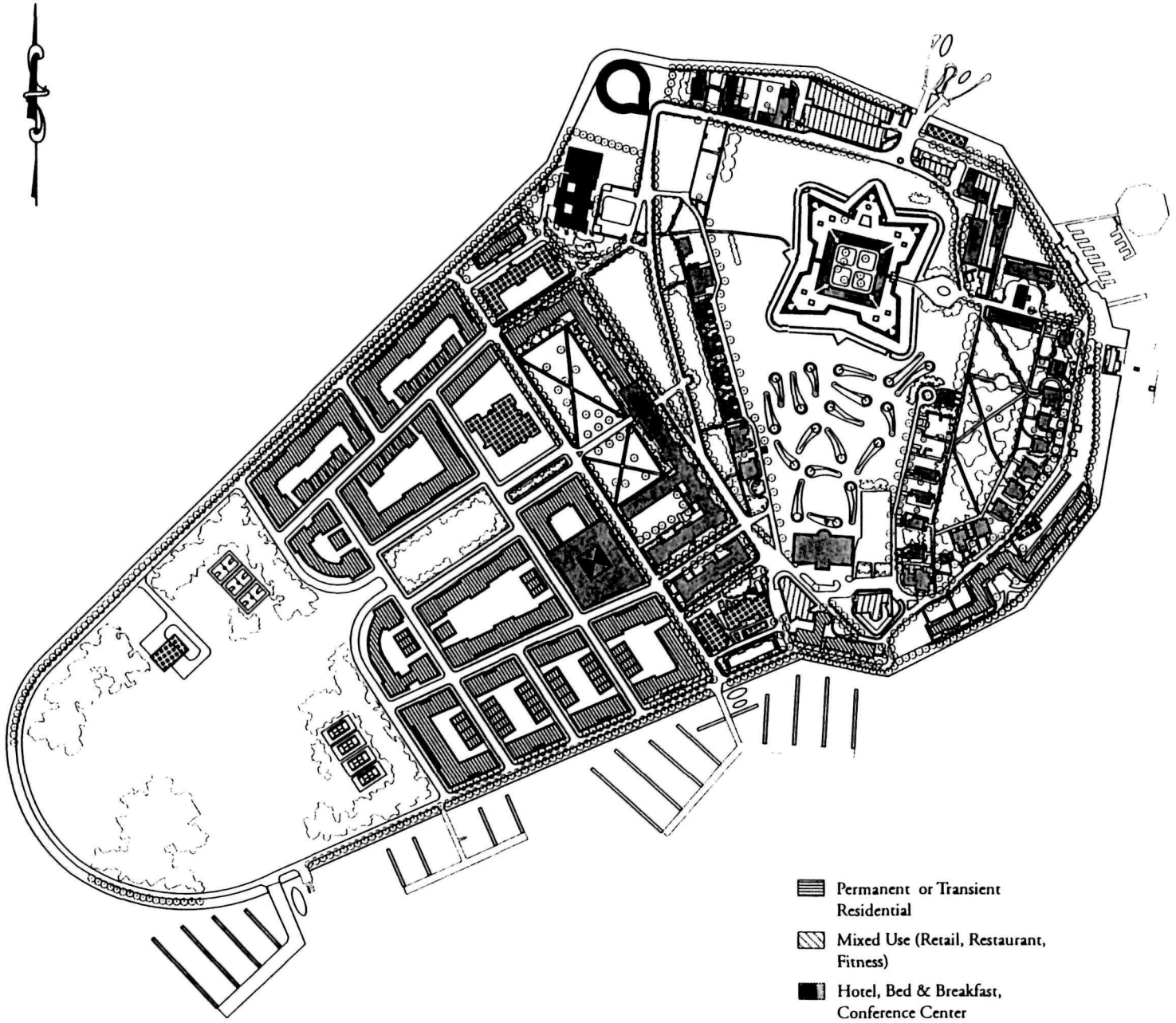
The Arsenal District could become a mixed-use area, with bed-and-breakfast facilities located in the historic Nolan Park homes. One half of Building 400 could contain conference center facilities, with the other half used for additional permanent or transient residential space.

A total of 2,400 residential units on the island would present significant transportation demands. Off-island vehicular ferry service could be provided at two locations, including the Battery Maritime Building and from the industrial section of the Brooklyn waterfront. Two larger ferries with 20 two-axle truck capacity would be needed, possibly providing service from Brooklyn with 15-minute headways. Passenger service could continue from Manhattan via two 350-passenger-only ferries running on 10-minute headways, assuming a 20-minute round trip per ferry.

As a result of the increase in passenger and vehicle demand, this option would require the off-island construction of a dock, transfer bridge, and slip, as well as a terminal building and parking facilities. An estimated 2,400 parking spaces would be needed. On-island, a jitney bus system consisting of 17 buses (ten on the long route and seven on the short route) would operate with approximately two-minute headways.

To balance the built and open spaces of this option, new construction would be limited to four blocks in the northern section of the southern portion of the island. The buildings would be no taller than the ridge line of the center of Building 400, limiting new buildings to approximately 80 feet in height. Long blocks on the windward side of the island would create a windbreak for the entire neighborhood. Building 711 would continue to be used as a public elementary school under this option, and the existing firehouse would remain in service.

The southernmost third of the island would become a park, 35 to 40 acres in size, with active recreational facilities such as courts and fields. Under this option, nearly all structures south of Division Road would be demolished, including roads and utility corridors.


LEGEND:
Permanent or Transient Residential
Mixed Use (Retail, Restaurant, Fitness)
Hotel, Bed & Breakfast, Conference Center
Community Facility (Church, Fire, Police, School)
Museum
Note: Heavy lines denote new construction
Illustrative Site Plan
Mixed-Use Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. IV.E-15
Beyer Blinder Belle Consortium

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. Construction associated with the Mixed Use Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities.

New construction in the Brooklyn study area associated with the parking facility and ferry debarkation terminal for this option would not result in significant adverse impacts to the geology, topography, seismic activity, and soil characteristics of the Piers 7 and 8 area along the Brooklyn waterfront.

Recommended Mitigation. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island and at Piers 7 and 8 in Brooklyn would minimize impacts to topography and soils. No other mitigation would be necessary.

2. Wind and Climate

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). In general, only minor variations in the amount of impervious area between existing conditions and the Mixed Use Option were noted. This is primarily due to the preservation of the historic district, which encompasses 92 acres, or 53 percent of Governors Island. In addition, the island's park areas and open space character were retained to the maximum extent possible under all scenarios.

Under the Mixed Use Option the entire southern third of the island would be converted to park, somewhat offset by new development in the center of island covering existing open space. This would result in an estimated three percent net reduction in impervious area.

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas, and the average pollutant concentrations presented in Table C-3 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2 (see Appendix D). Pollutant loadings associated with the Mixed Use Option were calculated to be less than the existing pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 Model was

used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Mixed Use Option, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Mixed Use Option.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Mixed Use Option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as a function of the construction, replacement or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would emigrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. Implementation of the Mixed Use Option could create a minor impact to aquatic ecology adjacent to the island or in off-island study areas. Implementation of new marina facilities and/or dredging could temporarily affect aquatic habitats and or species that frequent the area. However, these changes would be small in area and temporary and/or minor. In some instances, new aquatic habitats could be created, resulting in a beneficial impact. It should be noted, however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary.

Recommended Mitigation. Recommended mitigation for the minor impact could include the removal of new marina facilities from this option or the development of marina facilities in a location and quantity that do not require dredging.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Mixed Use Option on Governors Island could create a minor impact to endangered and threatened species and significant habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

For these reasons, there could be change in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

C. Man-Made Characteristics

1. Community Facilities and Services

To determine impacts that may result from the implementation of the land use options, future increases in daytime populations were calculated to assess whether they would affect police, fire, hospitals, schools, or other community facilities. The potential demands of each land use option were then reviewed against community facility capacities within the project study areas to determine whether the added population would affect service delivery.

A total daytime population of 10,432 and a total resident population of 8,034 would be associated with the Mixed Use Option. This population would require essential police, fire prevention and/or abatement, and public school services in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department, and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

This option proposes reuse of the 530-student capacity elementary school, Building 711. The projected elementary school age residential population for this option numbers 611, which could not be fully accommodated by the school on-island. If all elementary school age children living on-island were enrolled in public school, the existing facility would need to be expanded, or some students would have to attend school off-island. Junior high school and high school age residents projected for this option number 398. There would be no

facilities provided for these students on-island; those wishing to attend public school would be absorbed into local school districts in Manhattan, Brooklyn or Staten Island. School District #2, located within the Manhattan study area, would not have facilities to accommodate the additional demand for elementary and junior high school students. It is likely that the 81 elementary school and 398 junior high school and high school-age residents would have an impact on area public schools.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes, or Payments in Lieu of Taxes (PILOT). Existing facilities on Governors Island would probably need to be augmented in order to serve a residential population of this size.

The addition of this new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

The Mixed Use Option includes a debarkation and parking facility at Piers 7 and 8 along the Brooklyn waterfront. The parking facility would be a new structure at this location, and would require police and fire protection. The parking area would provide space for 2,400 vehicles.

Impacts. Implementation of the Mixed Use Option on Governors Island would create demand for additional life/safety and educational services. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of public schools and additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

2. Open Space

The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in D-4 (see Appendix D). Open space ratios for both daytime and resident population of the island have been calculated from these figures. Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based on local environmental (CEQR) guidelines (refer to Reuse Option analysis).

In the Mixed Use Option, the active open space ratio of available open space for residents and recreational visitors exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 0.15 acres per 1,000 residents/users guideline by more than 10 times. Accordingly, there would be no impact to open space resources resulting from this land use option. Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from

Governors Island. This is because of the nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not likely make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

The Mixed Use Option creates a balance between new development and a 35-acre public park on the southern portion of the island. The result is a low rise, medium-density, 2,100 unit residential neighborhood and a public park with recreational fields and courts (Photo 42). A new street pattern creates twelve blocks of residential buildings with a maximum height not in excess of the roof line of Building 400. The neighborhood is linked to Division Road by two primary north-south streets, with secondary streets creating efficient pedestrian and vehicular circulation paths. Each block is designed to have building mass on the perimeter of the block with open space in the middle. Building 711 (the public school) is incorporated into the plan and continues to be used as an elementary school.

Views of the southern portion of the island from surrounding areas would not change significantly as the residential buildings would have a low profile and the perimeter esplanade would be improved with added landscaping. View corridors and views within the GINHL would remain unchanged. The proposed street pattern on the southern portion of the island creates new view corridors to the southern part of the island and east to Buttermilk Channel.

Views to New York Harbor would become focused along east/west streets lined by residential buildings. The major view corridor created in this option is the open space along the central axis of Building 400, which leads to the public park. Although this option would significantly alter the physical form of the southern portion of the island, these changes would create a well-organized medium-scale residential neighborhood with a high level of pedestrian amenity. There would be no significant adverse impacts to urban design or visual resources on-island under this option.

In addition to the new neighborhood, permanent residential facilities are located throughout the GINHL in existing structures, situated adjacent to community facilities and retail areas. As in the Recreation Option, infill construction would take place in the Arsenal District and the northern portion of the island would contain a mix of public and private uses to create a lively and viable GINHL. Bed and breakfast facilities are located in houses within Nolan Park, and conference center facilities are located in one half of Building 400.

Because of the increase in residential units associated with this option, the Land Use Study proposed that 2,400 parking spaces be provided off-island. This represents one parking space per on-island residential unit. In order to supply this number of spaces, an approximately four-story, large-footprint garage structure and ferry terminal adjacent to Piers 7 and 8 on the Brooklyn waterfront was investigated. Views to Governors Island from Columbia Street between Piers 7 and 8, and along Baltic Street, would be blocked by the addition of this parking facility.



▲ Photo 42 - View of esplanade with apartment building

Impacts. The addition of a garage of this magnitude along the Brooklyn waterfront would create a significant impact to the area's urban design and visual quality. Although large structures are common on piers in this area, they are perpendicular to the water and allow access to views of the waterfront between piers. The 2,400 space garage would block a large section of waterfront where views previously existed. The garage would constitute a major adverse impact to the future 2008 baseline year design context.

Recommended Mitigation. In order to mitigate this potential impact, the single large footprint garage could be developed as several smaller garages whose placement respects view corridors down streets that run perpendicular to the waterfront. Alternately, smaller garages and surface parking areas could be located at multiple points along the waterfront with jitney service provided to a central ferry location. Finally, the parking ratio of one vehicle storage space per on-island residential unit could be lowered or eliminated altogether, reducing the necessity for significant amounts of new parking off-island.

4. Neighborhood Character

Under this option the northern portion of the island is reused for residential, transient residential, retail, and conference facilities. The southern portion of the island is redeveloped with a new low-rise residential neighborhood and an expansive 35-acre south park.

The northern portion of the island is nearly identical to the scheme described for the previous Recreation Option except that there are fewer conference facilities and more residential uses in Building 400; and a reconfigured golf course is retained on the Fort Jay Parade Grounds. These changes do not affect the basic organization, design, or scale of the northern portion of the island.

The southern portion of the island is completely redeveloped under this scheme except for Public School 26, which is retained for its intended use, as well as the existing firehouse. The northern half of the southern portion of the island is reorganized into twelve blocks, each containing low-rise residential buildings centered around public open space. The height of the new buildings would not exceed the center roof ridge line of Building 400, or 80 feet in height. A series of local streets would be interspersed throughout this district, allowing vehicular access. Buildings would create streetwalls along their front lot lines, providing scale and enclosure to the public streets. On-island parking would generally not be permitted. A central landscaped open space, on axis with the Building 400 arch, would serve as the new neighborhood's civic focus. Ground floor retail would be provided on the eastern side of the new neighborhood, near an eastern ferry landing.

The southernmost portion of the island would be dedicated to a 35-acre south park. The park would contain a large expanse of multi-use open space capable of providing for the needs of the island's residents as well as the general public visiting the island. The existing firehouse would remain intact and continue to serve the island. Additionally, an improved pedestrian esplanade would also be developed around the entire perimeter of the island.

Although the addition of the new neighborhood and open space to the southern portion of the island represents a substantial change in neighborhood character for Governors Island, this change is not negative. The previous organization of the southern portion of the island was representative of a series of discontinuous developments, separated by poorly-defined open spaces and parking lots. These developments were connected by streets that lacked any sense of scale or character. Building type, height, and orientation were inconsistent and lacked any overall sense or organization. The replacement of this disparate collection of developments with a cohesively organized urban

neighborhood would, in fact, create a new neighborhood character consistent with many New York neighborhoods that are considered to have a high quality character. Additionally, the scale of this new neighborhood and its location south of the expansive Building 400 would also minimize any effects it has on the already established character of the northern portion of the island. Overall, these physical changes to the southern portion of the island would not result in a significant adverse impact to the island's neighborhood character.

In addition to the 7,356 residents expected to live on-island under this option, another 1,416 visitors would travel to the island daily. This population would exceed that of the USCG when they inhabited the island. Increased ferry traffic to the island would be necessary to accommodate this demand. This total visitor population however, would be less than the Recreation Option, and even with the level of residential population it is not expected to create a significant adverse impact on the island's neighborhood character.

In the Manhattan study area, there are no physical changes associated with this option. An increased number of visitors would travel through Lower Manhattan and the Battery Maritime Building; however, this should not adversely affect the neighborhood character of the area.

In the Brooklyn study area, in order to accommodate parking for on-island residents and visitors, a total of approximately 2,400 parking spaces would be provided in a new structure. This would be located adjacent to Piers 7 and 8 on the Brooklyn waterfront. This would result in a significant change to the physical and visual environment of this area. Views to the waterfront could also be blocked by this facility. Traffic associated with this terminal would also be a new addition to the neighborhood. The addition of this use could also directly or indirectly displace maritime-related uses along the waterfront, either through directly using necessary land area, through interfering with landside or waterside operations sufficiently to make them no longer feasible, or through encouraging secondary development which could displace these uses.

Impacts. The addition of a ferry terminal and associated parking in the Brooklyn study area would result in a significant adverse impact to neighborhood character.

Recommended Mitigation. In order to mitigate this impact, the size of the parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and or distributing smaller parking areas within a reasonable distance of the ferry facility. Users could either walk to the ferry or use a jitney bus established for this facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. These smaller sites would not have nearly as significant an impact as one larger, centralized facility. Finally, ferry access might not be permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the island. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront. These facilities are listed below:

- Weehawken, NJ (Port Imperial)
- Weehawken, NJ (Lincoln Harbor)
- Hoboken, NJ
- Colgate-Palmolive, NJ
- Hunters Point, Queens
- Port Liberté, NJ
- South Street Seaport, Manhattan
- Highlands and Atlantic Highlands, NJ

- La Guardia Airport
- Mariners Harbor, Staten Island
- St George, Staten Island

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems was assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas. The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG was in occupation of Governors Island. If infrastructure demand for each of the land use options was calculated to be equal to or less than demand met during USCG occupation, then no significant impact would result.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, has been used as the determinant of impact for these services. If the Maximum Development Option does not exceed the demand placed on infrastructure that resulted from USCG occupation, since it is the greatest user of infrastructure facilities, then no significant adverse impact would result. A detailed description of the infrastructure analysis conducted on the Maximum Development Option is located with that option.

The Mixed Use Option would generate approximately 1.3 mgd in water and sewer usage, and would generate approximately 149 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

Approximately 180 tons of municipal solid waste per week was generated when Governors Island was occupied by the USCG. Existing infrastructure capacity on-island is therefore sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Figure III.C-14 shows completed and ongoing hazardous materials investigations on Governors Island. The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place.

Since all required cleanup or other remediation would have occurred by the time any of the land use options are

implemented, including the Phase-In Option, which could be implemented as early as 2002, no significant adverse impacts would occur. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

As described previously in Section III.C-6, an Environmental Compliance Evaluation (ECE) was conducted at Governors Island in 1993 to determine whether and to what extent contamination had occurred from Coast Guard activities. Overall, the environmental remediation areas identified are discrete and limited in scope. The U.S. Coast Guard is completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. Remediation areas in the southern portion of the island, however, would be affected to varying degrees depending on the nature and extent of disturbance to these cleaned-up areas under the different land use options.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

This land use option would effect the same remediation sites as the Recreation Option, but would not require the excavation for a new tidal basin. Again, because clean-up and remediation would have been completed, no adverse impacts are anticipated.

The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. If dredging was determined to be necessary, and the spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Leaking Underground Storage Tanks (UST) identified within 0.5 miles of Piers 7 and 8 have had remedial action undertaken to address contamination issues and all were found to be in compliance with State and Federal regulations. Therefore, no further action was deemed necessary with regard to the spill incident. Because clean-up and remediation have been completed, no adverse impacts are anticipated with any future disturbance proposed at the piers. All RCRA generators were found to be in compliance with State and Federal regulations; therefore, no impacts to the piers are anticipated.

Impacts. If dredging were required to implement marina or ferry terminal facilities, a significant impact could be created by the disposal of dredging spoils.

Recommended Mitigation. Recommended mitigation for the above impact could involve the exclusion or reduction of new

docking facilities (and any associated dredging if necessary) from this option.

7. Traffic and Transportation

On-Island

The transportation characteristics of the Mixed Use Option are focused towards meeting the needs of the residents, employees and visitors traveling to and from the island. The 2,400 housing units on island would generate most of its trips during the traditional peak hours, while recreational visitors to the island would be focused in the off-peak hours. Vehicular access to the island would be limited, however, because of the large amount of residential units associated with this option it has been assumed that off-island vehicle storage space would be necessary. This Option would be accessed from either the Battery Maritime Building in Manhattan or the Piers 7 and 8 area of the Brooklyn Waterfront.

Streets. The on-island street network remains unchanged in the northern portion of the island, while a new street grid is introduced on the southern portion of the island. A series of local neighborhood streets would provide access to the residential component and a new south park.

Parking. Vehicular access to the island would be limited under this option. Private vehicles would not be permitted on the island except under special conditions. Existing parking supply on the island is far in excess of the parking demand this option would generate.

Transit. An on-island jitney service would be provided in conjunction with this option. The option would generate a demand for a 17-bus system operating over two routes at two-minute headways.

Ferry. Ferry access to Governors Island would occur from both the Battery Maritime Building and the Piers 7 and 8 area of the Brooklyn waterfront under this option. Passenger only ferries would debark from the Battery Maritime Building and passenger/vehicular ferries would access the island from Brooklyn. Because of the higher densities associated with this option, ferries with a capacity of 350 passengers were considered as more appropriate to meeting the island's transportation needs. Two ferries would serve the island on 15-minute peak headways from both Manhattan and Brooklyn. Ferries would land at the existing Soissons Dock at the north end of the island.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most intensive use of Governors Island. This analysis is presented in conjunction with that option. The other options would in all instances cause less impacts than the Maximum Development Option. On-island traffic associated with the Mixed Use Option would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options. This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan study area.

- The Maximum Development Option for transit and pedestrian circulation in the Manhattan Study Area; and AM and PM Peak conditions in the Brooklyn study area.

- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak Conditions in the Manhattan and Brooklyn study areas.

Refer to the appropriate option for description of the associated analysis.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact traffic on-island. Traffic circulation, pedestrian access, and transit use associated with the Mixed Use Option in the Brooklyn study areas would in all instances result in conditions less intensive than those described for the worst-case option, the Maximum Development Option.

Recommended Mitigation. Since no impacts to traffic have been identified for the Mixed Use Option, no mitigation is recommended. It should be noted however that future parties may be responsible for implementing some localized improvements with regard to traffic.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of this option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, Chapter III.C), thus a quantitative analysis was also not conducted for the Manhattan study area.

An air quality analysis was conducted for the Brooklyn study area based on the Maximum Development Option. Refer to that option for the detailed analysis.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact air quality on-island. In the Brooklyn study area, implementation of this option would not violate SIP standards of NAAQS of 9.0 ppm.

Vehicular activity at the garage would not result in a significant air quality impact from this stationary source as the increment would be less than half the difference between the baseline concentration and the NAAQS.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents the greatest amount of regular activity throughout the island. The analysis determined that noise levels predicted for the land use options fall within New York City environmental regulations'

limits of acceptability for noise, and would not represent an adverse environmental impact.

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis would not be performed for the Manhattan study area.

The debarkation and parking facility at Brooklyn Piers 7 and 8 associated with the Mixed Use Option would contain space for 2,400 vehicles. This is considerably smaller than the Maximum Development Option, which proposes a 4,500-space parking facility. Since it has been determined that the noise level increases under the Maximum Development Option would not represent a significant impact, any increases in noise levels associated with the smaller, 2,400-space parking facility would also not have significant impacts.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact noise conditions on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as buildings would be reopened or new buildings would be constructed and put into operation (refer to Tables D-9 through D-12 in Appendix D).

Operational energy usage and embodied energy usage off-island is expected to increase for the Mixed Use Option, since the option would require construction and operation of an additional ferry terminal in Brooklyn. Table D-13 (see Appendix D) shows the estimated operational energy expected for each option, as well as the estimated embodied energy required for each option.

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of island facilities, as well as construction of additional buildings.

Impacts. Implementation of the Mixed Use Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under this option, 2,400 residential units would be built on Governors Island. The island would also provide a bed-and-breakfast facility, a hotel, a student hostel, a luxury hotel, and a conference center. There would be two large retail facilities comprising 272,586 square feet of retail space. There would also be a fitness center and a community facility building. These facilities would accommodate 7,356 residents on the island and 1,687 employees. A total of 516,770 visitors would come to Governors Island on an annual basis.

In addition to the use of a ferry terminal in Manhattan, this development option would include a 2,400-car parking garage and new ferry terminal on Piers 7 and 8 in Brooklyn.

By virtue of the fact that all residents, employees, and visitors generated by the Mixed Use Option would use the ferry service in either Brooklyn or Lower Manhattan, a substantial amount of

activity would be added to these study areas. This activity is expected to be significant with respect to greater demands on services, increased commercial activity, and elevated levels of pedestrian activity which follow significant increases in the number and concentrations of people passing through these areas. The increases, however, are not strictly confined to Manhattan, as in many of the other options described previously, where only the Manhattan ferry terminal would be operating. Therefore, the magnitude of the changes in such activity in Manhattan and Brooklyn is based upon assumptions relating to the relative distribution of the people between the two study areas. Significant increases in pedestrian activity are most likely to occur in Manhattan, with incremental increases in consumer demand for convenience retail, restaurants, and other forms of commercial activity related to consumer services. It should be noted that most of this increased demand would be accommodated in the facilities provided on Governors Island itself.

In Brooklyn, the increases in population and the number of workers are expected to generate additional demands on the surrounding streets and on increased services that accompany the influx of this new transient population. Some increased demand on surrounding commercial enterprises can be expected, which may provide additional support for the existing businesses there. The 2,400-space parking garage on Brooklyn's Piers 7 and 8 could displace existing maritime uses.

Economic Conditions. The Mixed Use Option is anticipated to cost $777 million to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, and direct and indirect expenditures, the total economic activity resulting from this option could generate approximately $995 million towards the local economy.

A total of 1,687 employees would be needed for the maintenance and operation of the Mixed Use Option. This includes, for example, employees for maintenance of the residential buildings; new employees for the hotel, the conference center, the retail store, and the school; and employees to maintain the large open space component.

The Mixed Use Option would place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Mixed Use Option could generate $37,500,000 in real estate property tax for New York City. In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Due to the theoretical nature of the various scenarios considered in this EIS, under this option, sources of funding for construction of the school, the museums, or the parks have not been established. It is assumed that all facilities would be financed by the developer of the project. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Under this option, there would be a 2,400-space parking garage located on Piers 7 and 8 in Brooklyn. This garage would displace water-related industrial uses located in the City's Significant Maritime and Industrial Area.

Secondary Displacement. The Mixed Use Option is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is

already in place (refer to the Maximum Development Option for detailed secondary displacement analysis).

Impacts. The introduction of this new residential and visitor population, while substantial in number, is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the island from Lower Manhattan and Brooklyn, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Recommended Mitigation. Since no population, housing, or economic impacts have been identified for the Mixed Option, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Land Use. The generalized land use pattern in the year 2008 for the Mixed Use Option is depicted in Figure IV.E-16. Like the Recreation Option, the Mixed Use Option redevelops the southern end of the island; however, under this option only part is devoted to recreational activities and the remainder is developed for residential use.

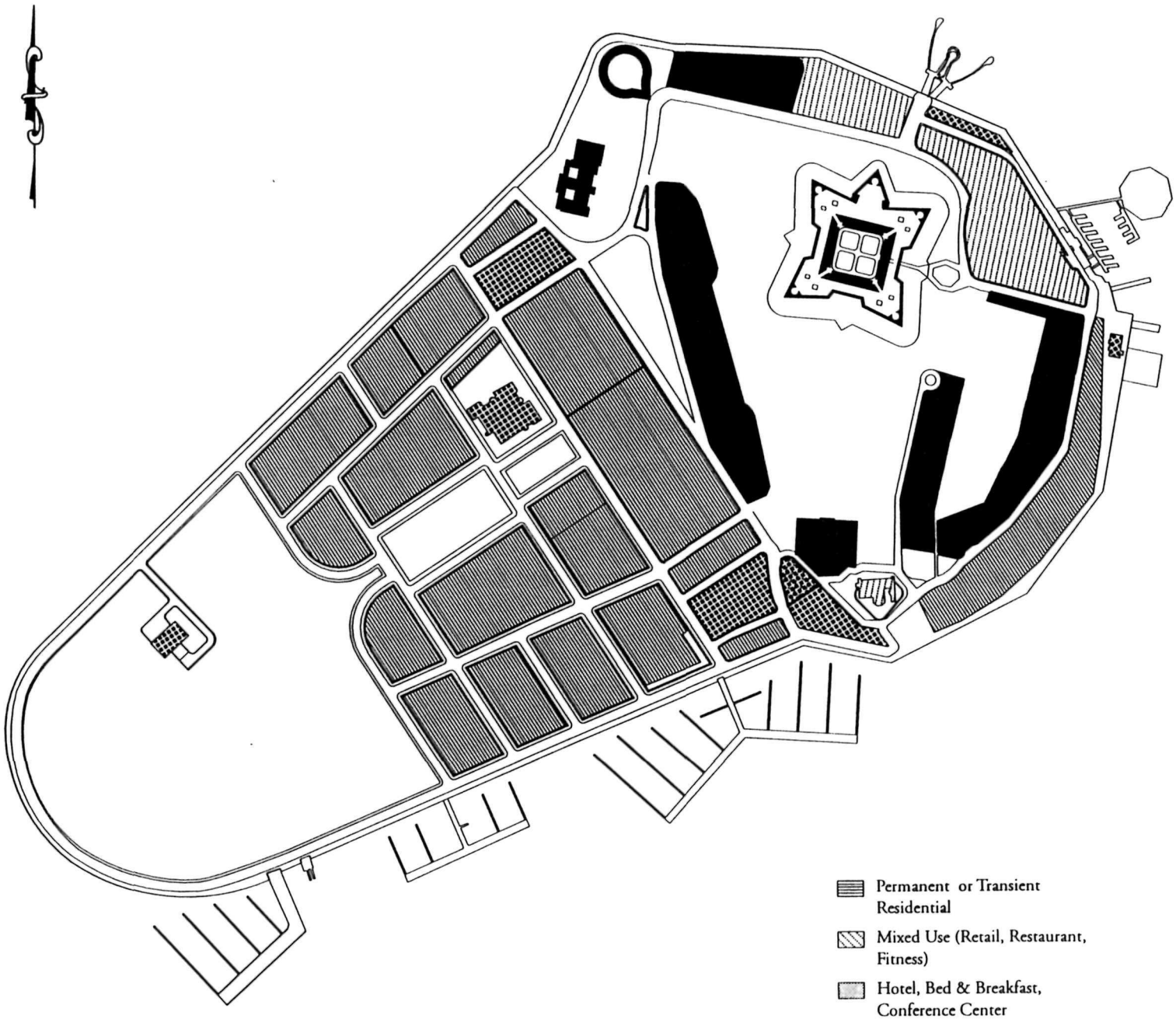
The pattern of land uses would not change at the Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

If a Brooklyn ferry terminal and 2,400-space garage were implemented in the Piers 7 and 8 area, the piers would house a transportation use with the construction of necessary dock, transfer bridge, slip and terminal building facilities associated with the ferry use. This development would change the use of the pier from maritime use to transportation use. This land use change is consistent with the character of neighboring uses, as it is located on the waterfront; however, it is not in keeping with the land use priorities set forth in the New York City Waterfront Revitalization Program (WRP.) The WRP designates this area as a Significant Maritime Industrial Area (SMIA), with priority given to development of maritime uses in this area. Reuse of this site for parking, and the potential direct displacement of a maritime related use from this site, would constitute a significant adverse impact.

Zoning. Under Coast Guard tenure, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts.

- **Special District**: Due to the unique characteristics of Governors Island, i.e., its low density, history, and ferry-only access, designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning to accommodate residential use under the Mixed Use Option could be accomplished within the R4 or R5 zoning districts, which allow greater building height and bulk than the existing R3-2 district. Community facilities on-island would likely be located in whatever residential zones are chosen.


LEGEND:
Permanent or Transient Residential
Mixed Use (Retail, Restaurant, Fitness)
Hotel, Bed & Breakfast, Conference Center
Community Facility (Church, Fire, Police, School)
Museum
Note: Heavy lines denote new construction
Land Use Plan
Mixed-Use Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. IV.E-16
Beyer Blinder Belle Consortium

Commercial uses envisioned are generally of the type accommodated in the C1 district. The uses included in this district are retail and personal service shops needed in residential neighborhoods, catering to the daily needs of the immediate neighborhood. Due to the large number of hotel units included in its design, the Mixed Use Option may require a commercial zone such as C2 or higher to accommodate this use. Use of a commercial zone overlay to residential districts may also be appropriate.

Reuse of the Battery Maritime Building under the Mixed Use Option for passenger ferry service is permitted under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate any of the land use options.

The development of Piers 7 and 8 for passenger and vehicular ferry service under the Mixed Use Option is a permitted use under the current M2-1 zoning district. Any site plan which might be developed at this location would be required to conform to regulations set forth in Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Some of the regulations would include regulation of bulk, yard regulations, height and setback requirements, requirements for waterfront public access and visual corridors, and passenger drop-off and pickup areas.

Public Policy. The Mixed Use Option, which identifies significant increases in residential use on the island, addresses those public policies that promote increasing housing units in the region.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront,* encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.

The Mixed Use Option includes vehicular and pedestrian access from the Brooklyn waterfront, and therefore could impact Brooklyn policies. The *Plan for the Brooklyn Waterfront* and the LWRP have designated the Red Hook area, extending to Piers 7 and 8, as a Significant Maritime Industrial Area (SMIA.) This designation indicates the Borough of Brooklyn's commitment to encouraging the use of this part of the waterfront for maritime activities.

Impacts. The implementation of this option would constitute a significant impact to public policy as it locates a non-maritime-related use (parking) in the Brooklyn Significant Maritime Industrial Area. This would also constitute an impact if it caused the direct displacement of the maritime uses currently existing in the Piers 7 and 8 area.

Recommended Mitigation. Recommended mitigation for this impact could include the creation of parking in an area other than the Significant Maritime Industrial Area, with a system of jitney buses to a central ferry location. Mitigation could also involve the exclusion of a ferry and parking facility on the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to Governors Island.

3. Waterfront Planning and Zoning

Passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan; vehicular service is provided to Piers 7 and 8 in Brooklyn. The three piers on the island, Yankee, Tango, and Lima, would be retained and reused for marina development, with floating docks to moor recreational boats. The Mixed Use Option proposes Yankee Pier

as the East Ferry Landing and Marina, Tango Pier as a Marina, and Lima Pier as a South Ferry Landing for special events. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications, is suggested. An 18-foot pedestrian promenade along the water's edge is included for the entire circumference of the island except for selected locations where that would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building as proposed in this option is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City *Comprehensive Waterfront Plan*, acknowledges the importance of providing for waterborne transportation uses along the Manhattan waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit Park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This option would not conflict with these policies.

The *Plan for the Brooklyn Waterfront* (Department of City Planning, 1994), part of the New York City Comprehensive Waterfront Plan, supports the designation of the Red Hook area of the waterfront as a Significant Maritime and Industrial Area and recommends the continued use for such. Piers 7 and 8 in Brooklyn, which are proposed for use as a ferry terminal under this option, would fall within this area. However, the plan also indicates new ferry services in this area of Brooklyn, such as from Atlantic Avenue, could possibly be an option. Ferry service to Governors Island could possibly be developed in conjunction with other services that may be developed in Brooklyn. The development of a large parking lot along this portion of the waterfront, and the displacement of maritime-related uses constitutes a significant adverse impact to waterfront policy.

Plans to bring ferry service to the Battery Maritime Building as proposed under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not conflict with these policies.

The land use options were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Mixed Use Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Mixed Use Option includes 2,400 residential units, as well as almost 300,000 square feet of retail uses. Public facilities and infrastructure are adequate for this option or would be developed if not adequate.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not relevant to the proposed Mixed Use Option. The island is not well-suited to water-dependent and industrial

uses. The substantial development of such use would be inappropriate on the island, aside from ferry service to and from the island for access. Additionally, the movement of goods and materials to and from the island for industrial purposes would be inefficient.

This option would also displace a water-dependent industrial use from the Brooklyn waterfront by the establishment of a large parking facility. This would be inconsistent with this policy.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

The Mixed Use Option is supportive of this policy, as water-borne transportation is the primary mode to and from the island. Island site conditions are appropriate for commercial ferry service and recreational boating. The development of ferry access in Manhattan and Brooklyn for the Mixed Use Option is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be temporary in nature only. Decreased impervious surface identified in the Mixed Use Option would represent an improvement to ecological systems.

Policy 5: Protect and improve water quality in the New York City coastal area.

Decreased impervious surface identified in this land use option would result in an improvement of water quality surrounding Governors Island.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Mixed Use Option will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor is minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. If dredging is required and soils are contaminated or ocean-dumped, this could create an inconsistency with this option. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The Mixed Use Option is supportive of this policy. The island's visual and scenic resources were taken into consideration in the design of this option. It is a common planning element for all options that any new development on the island, particularly on the southern end of the island, should consider the impact on

views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Mixed Use Option would preserve the GINHL district on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which suggests an 18foot pedestrian promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

Reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

Development of Piers 7 and 8 in Brooklyn under this option for passenger/vehicular ferry service should also conform to the requirements of the waterfront zoning chapter. The most significant feature in this regard is the parking requirements for ferry docks, which are governed by Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Requirements for parking for this option would have to be met in accordance with this Chapter. The development of a garage of the size and scale described for the Piers 7 and 8 area, however, would probably not comply with the bulk, height and setback requirements. This would represent an inconsistency with this policy.

Impacts. The development of a 2,400-space parking facility on the Brooklyn waterfront would not comply with Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas in the Zoning Resolution. Additionally, this use could displace a water dependent industrial use from the Brooklyn waterfront, creating an inconsistency with the LWRP. This would represent a significant impact to waterfront zoning policy.

Recommended Mitigation. Recommended mitigation for the impact could include the creation of parking in an area other than land subject to special waterfront regulations, with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island. Mitigation might also be in the form of a zone change or variance.

4. Historic/Cultural Resources

The Mixed Use Option includes a 42-acre park and approximately 2,400 housing units. Within the GINHL district, proposed museum, housing, conference, and support uses would be compatible with the existing historic environment. Removal of 21 non-contributing resources (Buildings 33; 35; 36; 85; 92; 134; 203; 205; 208; 209; 211; 212; 217; 218; S-251; 293; 303; 309; 513 A, B, and C; S-517; and 519) and a non-contributing portion of Building 400 G is not expected to have a negative

impact. Refitting of historic buildings for new uses would also not have significant impacts, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

The introduction of new buildings and/or infill adjoining Buildings 25, 107, 110, and 515, and on the sites of the present Buildings 293 and S-309 is not expected to have a negative impact, provided that new construction is designed in accordance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL is not expected to have a negative impact on the GINHL, provided that residential and conference buildings immediately south of Division Road are visually compatible with the historic character of the district. Under this option, development on the southern portion of the island would generally be low in scale and pedestrian in character. This would be compatible with the adjoining GINHL. Additionally, the significant length and height of Building 400 separates this new development from the GINHL.

Effects to archeological resources under the Mixed Use Option would be similar to those of the Recreation Option. Additions to Building 25, removals and modifications to buildings along Kimmel Road, the addition of the "Pitch and Putt" golf course, and some landscaping or ground disturbance associated with removal of the existing golf course could negatively impact archeological resources.

Impacts. Removal of 21 non-contributing resources and a non-contributing portion of Building 400 G is not expected to have a negative impact; neither is refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Effects to archeological resources under the Mixed Use Option would be similar to those of the Recreation Option. Additions to Building 25, removals and modifications to buildings along Kimmel Road, the addition of the "Pitch and Putt" golf course, and some landscaping or ground disturbance associated with removal of the existing golf course could negatively impact archeological resources. However, any alterations or excavation would need to be completed in accordance with the provisions of the *Governors Island Preservation and Design Manual.* Accordingly, no significant impacts would result.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

5. MAXIMUM DEVELOPMENT OPTION

This option would involve demolition of most buildings on the southern portion of Governors Island and would maximize the size of the residential community to 4,450 units. A new 20-acre public park would be included as part of this option. As in previous options, a conference center and mixed-use development would be located in the GINHL. The residential area would be concentrated in the central and leeward portions of the southern part of the island, skirted on the west and south by the public park. A broad central pedestrian promenade, placed on axis with Building 400, would lead through the residential development to the southern tip of the island (Figure IV.E-17).

Residential buildings under this option would consist of both large apartment buildings and townhouse-type structures, averaging five stories in height, with none higher than the ridge line of Building 400.

The higher density of this option would require an increase in transportation services over previous options. The number of 350-passenger ferries in service would need to be increased from two to five, with commercial service similar to that in previous options. On the island, 42 jitney buses would be needed during peak periods, yielding headways of less than one minute. Use of larger buses (50-passenger rather than 24-passenger jitneys) could cut the number of vehicles needed in half and lengthen their operating headways. Off-island parking facilities would likewise have to be built to accommodate approximately 4,450 spaces to serve the large residential community under this option.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. Construction associated with the Maximum Development Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, new construction would not represent adverse impacts. Topography and soils, however, would be disturbed during construction activities.

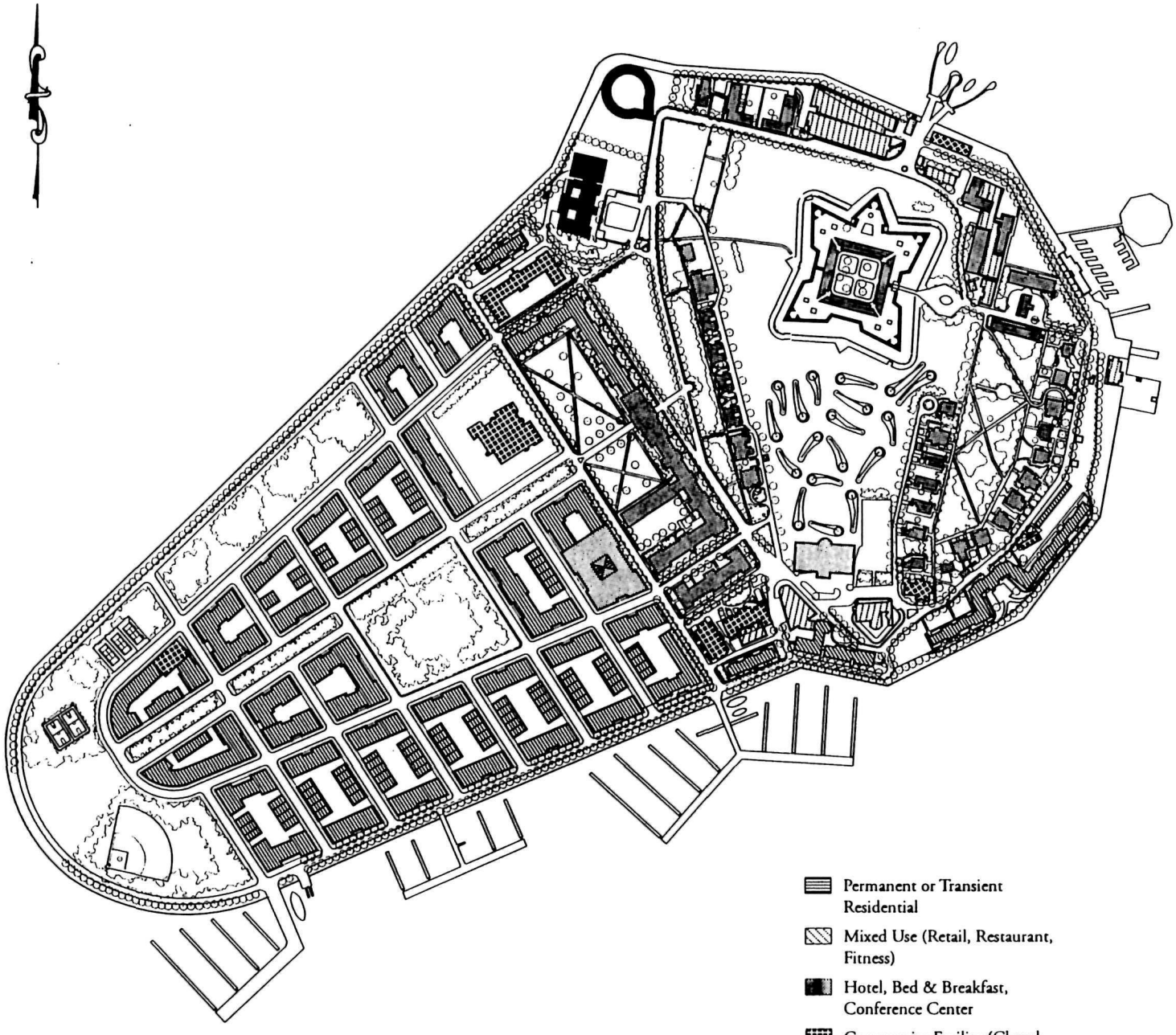
New construction in the Brooklyn study area associated with the parking facility and ferry debarkation terminal for this option would not result in significant adverse impacts to the geology, topography, seismic activity and soil characteristics of the Piers 7 and 8 area along the Brooklyn waterfront.

Recommended Mitigation. Implementation of a soil erosion and sedimentation plan during construction activity on Governors Island and in the Piers 7 and 8 area of the Brooklyn waterfront would minimize impacts to topography and soils. No other mitigation would be necessary.

2. Wind and Climate

Impacts. Implementation of the Maximum Development Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize their effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.



Beyer Blinder Belle Consortium

LEGEND:

Illustrative Site Plan
Maximum -Use Option

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-17

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). In general, only minor variations in the amount of impervious area between existing conditions and the Maximum Development Option were noted. This is primarily due to the preservation of the historic district, which encompasses 92 acres, or 53 percent of Governors Island. In addition, the island's park areas and open space character were retained to the maximum extent possible under this scenario.

The Maximum Development Option would result in more development on the southern end of island than the Mixed Use Option, although significant open spaces would be retained, yielding an estimated one percent net reduction in impervious area.

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas, and the average pollutant concentrations are presented in Table C-5 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2 (see Appendix D). Pollutant loadings associated with the Maximum Development Option would be less than the existing pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 model was used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Maximum Development Option, pollutant loadings would decrease from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Maximum Development Option.

Impacts. Implementation of the Maximum Development Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface and pollutant loadings associated with the Maximum Development Option would decrease from existing conditions.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Maximum Development Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, along the Hudson

River, even a very large project would have minimal effect, because of the great volume of the total floodplain area.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. Minor changes in aquatic ecology may be associated with some or all of the land use options, primarily as a function of the construction, replacement or demolition of marine structures. As has been demonstrated by several ecological studies, many forms of biota display a habitat preference between underpier and open water environments. Any increases in dock and pier availability would likely be associated with increases in the occurrence of benthos and finfish that prefer underpier habitats based upon previous studies of these habitats within the East River and Hudson River. Likewise, any changes to the marine bottom composition that may result from dredging or scouring may dictate which benthos species would occupy the habitat. Periods of increased water turbidity associated with marine construction operations would not adversely impact resident organisms for an extended period. Benthic macroinvertebrates are well adapted to intermittent highly turbid conditions and fish that are unable to tolerate these conditions would emigrate and return to the area when water quality improves or returns to normal. It should be noted that turbidity resulting from construction activities is typically of short duration and localized in nature.

Impacts. Implementation of the Maximum Development Option on Governors Island could create a minor impact to aquatic ecology. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary. These activities could alter, albeit in very limited areas, aquatic ecology. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Recommended Mitigation. Recommended mitigation for this minor impact could include the removal of new marina facilities from this option or the development of marina facilities in a location and quantity that did not require dredging.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Maximum Development Option on Governors Island could create a minor impact to endangered and threatened species and significant habitats. The construction of docks and piers at Governors Island could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, because of the conceptual nature of the land use options, it is unclear if dredging would actually be necessary. If dredge spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

For these reasons, there could be change in the use of the area by transient individuals listed as endangered or threatened such as sea turtles, or as wintering habitat for fish species such as striped bass.

Recommended Mitigation. Recommended mitigation for the above minor impact could include the exclusion or reduction of new marina facilities (and any associated dredging if necessary) from this option.

C. Man-Made Characteristics

1. Community Facilities and Services

To determine impacts that may result from the implementation of the land use options, future increases in daytime populations were calculated to assess whether they would affect police, fire, hospitals, schools, or other community facilities. The potential demands of each land use option were then reviewed against community facility capacities within the project study areas to determine whether the added population would affect service delivery.

A total daytime population of 14,006 and a total resident population of 11,696 would be associated with the Maximum Development Option. This population would require essential police, fire prevention and/or abatement, and public school services in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department, and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

Similar to the Mixed Use Option, this option proposes use of Building 711 as an elementary school. The capacity of this facility is not sufficient to meet the demands of the projected elementary school population of 1,109 students. Further, the 723 projected junior high school and high school students would need to be incorporated into area school districts within Manhattan, Brooklyn and Staten Island. School District #2, located within the Manhattan study area, would not have facilities to accommodate the additional demand for elementary and junior high school students.

The full extent of this potential impact is uncertain, since some children may enroll in private or parochial schools. The New York City Board of Education would determine the best approach to accommodating these additional students. This might include development of a new school, expansion of existing facilities off-island, or expansion of Building 711 on-island. This could require the hiring of additional teachers and other employees associated with educational facilities. The financial burden associated with these additional facilities would be offset to some degree by ground rent, and/or additional tax revenue from the island's reuse.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider, depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes or Payments in Lieu of Taxes (PILOT). Existing facilities on Governors Island would probably need to be augmented in order to serve a residential population of this size.

The addition of this new transient population to Lower Manhattan may require enhanced police and emergency

services, but would likely not include additional demand of fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

The Maximum Development Option includes a debarkation and parking facility at Piers 7 and 8 along the Brooklyn waterfront. The parking facility would be a new structure at this location, and would require police and fire protection. The parking area would provide space for 4,500 vehicles.

Impacts. Implementation of the Maximum Development Option on Governors Island would create demand for additional life/safety and educational services. The provision of these services by NYC could create a moderate impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of public schools and additional life/safety services could include the levying of property taxes on the island, development fees, and or Payments in Lieu of Taxes (PILOT).

2. Open Space

The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D). Open space ratios for both daytime and resident population of the island have been calculated from these figures. Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based on local environmental (CEQR) guidelines (refer to the Reuse Option analysis).

The Maximum Development Option provides the smallest amount of open space of all the land use options. This option does not meet the planning goal of 2.5 acres per 1,000 residents active open space ratio of available open space for residents and recreational visitors. This option does, however, exceed the minimum requirement active open space ratio of 1.5 acres per 1,000 residents for active open space. This would not represent an impact to open space resources on Governors Island.

The passive open space provided in this option exceeds the 0.15 acres per 1,000 residents/users guideline by more than 10 times. Accordingly, there would be no impact to open space resources resulting from these land use options.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Maximum Development Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

This option is intended to create the greatest number of new residential units, while at the same time preserving and creating public park space. A 4,450-unit residential development and a 20-acre park is recommended on the southern portion of the island. A mix of public and private uses is planned for the northern portion of the island, as in the Mixed Use Option. This option is an extension of the scheme proposed for the southern portion of the island in the Mixed Use Option, adding eight more residential blocks and continuing the same street pattern (Photos 43, 44, and 45). The arrangement of the blocks provides ample area for a large apartment building as well as townhouse type structures. Designated green spaces create a boulevard down the center of the neighborhood. The public park forms a green belt along the windward shore and wraps around the southern shore of the island.

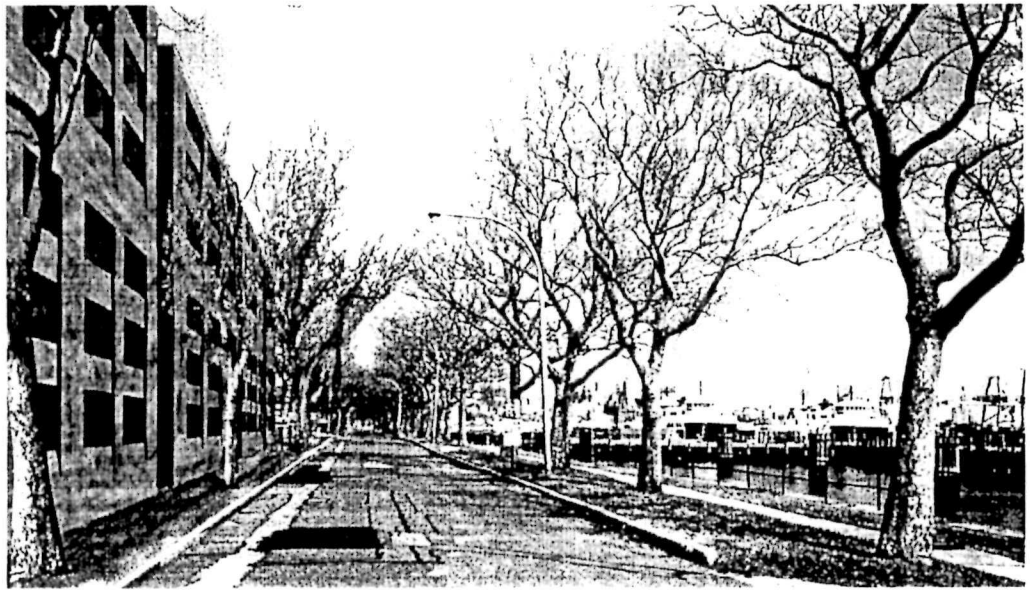
Formally, the neighborhood follows the geography of the island, with an offset street grid supplemented by public open space. As in the previous scheme, the proposed buildings have a low profile and are set back sufficiently from the water's edge so as not to detract from surrounding views. View corridors both north-south and east-west, by virtue of the proposed street grid on the southern portion of the island, are created.

As in the Mixed Use Option, this option would significantly alter the physical form of the southern portion of the island. These changes would create a formalized, medium-density residential neighborhood interspersed with neighborhood parks and waterfront open space on the southern portion of the island. Although this is significantly different than the 2008 baseline year condition on the island, these changes do not constitute a significant adverse impact to urban design and visual quality. Major view corridors to the water are maintained, and the scale of development is not out of context with the southern portion of the island. In effect, a new urban design and visual context would be created. As a result, there would be no significant adverse impact to urban design or visual resources on the island if this land use option were to be implemented.

Off-island changes to urban design and visual resources are also similar to the Mixed Use Option. No changes are anticipated to the Manhattan study area. The Brooklyn study area would include the addition of an approximately eight-story parking structure in the vicinity of Piers 7 and 8 (Photos 46 and 47). This structure, however, would be approximately twice the size of the garage proposed as part of the Mixed Use Option.

Impacts. The addition of a garage of this magnitude along the Brooklyn waterfront would create a significant impact to urban design and visual quality. A 4,450 space garage would block a large section of the waterfront where views previously existed. The garage would constitute a major change to the future baseline 2008 urban design context. The implementation of a garage of this magnitude in the vicinity of Piers 7 and 8 on the Brooklyn waterfront would constitute a significant adverse impact to the existing urban design and visual resources.

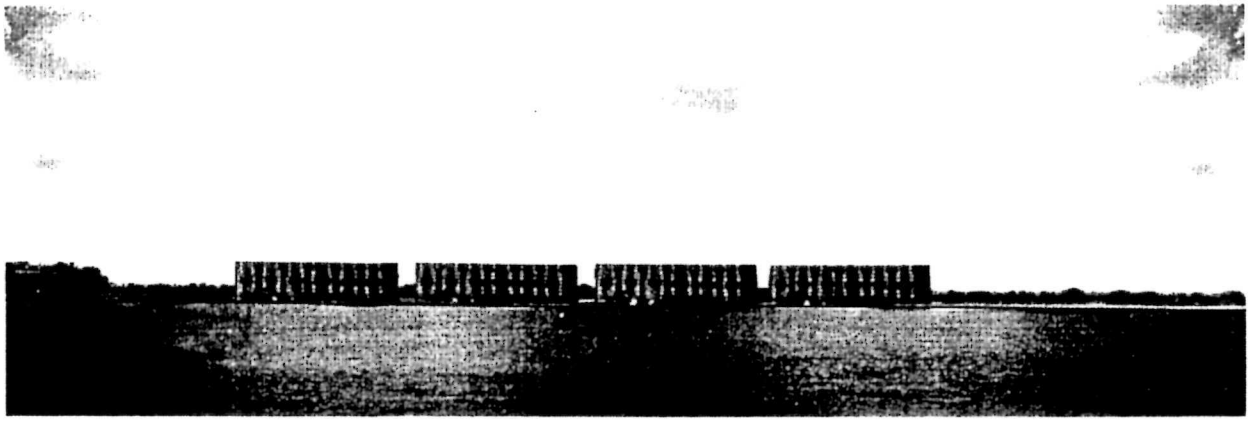
Recommended Mitigation. In order to mitigate this impact, several smaller parking facilities could be developed in place of a single, large garage. These smaller garages could be located so as to preserve view corridors down key streets. This would still probably be insufficient mitigation, however, because the smaller garages would require smaller footprints and would be significantly taller than eight stories. Alternately, a larger number of smaller garages and surface parking lots could be used to service the island. These facilities could be scattered along the waterfront and upland, with access to a central ferry terminal provided by jitney service. This would alleviate the impact of a single large garage but might create new urban design impacts over a wider area. Finally, the parking ratio of one vehicle per on-island residential unit could be decreased or



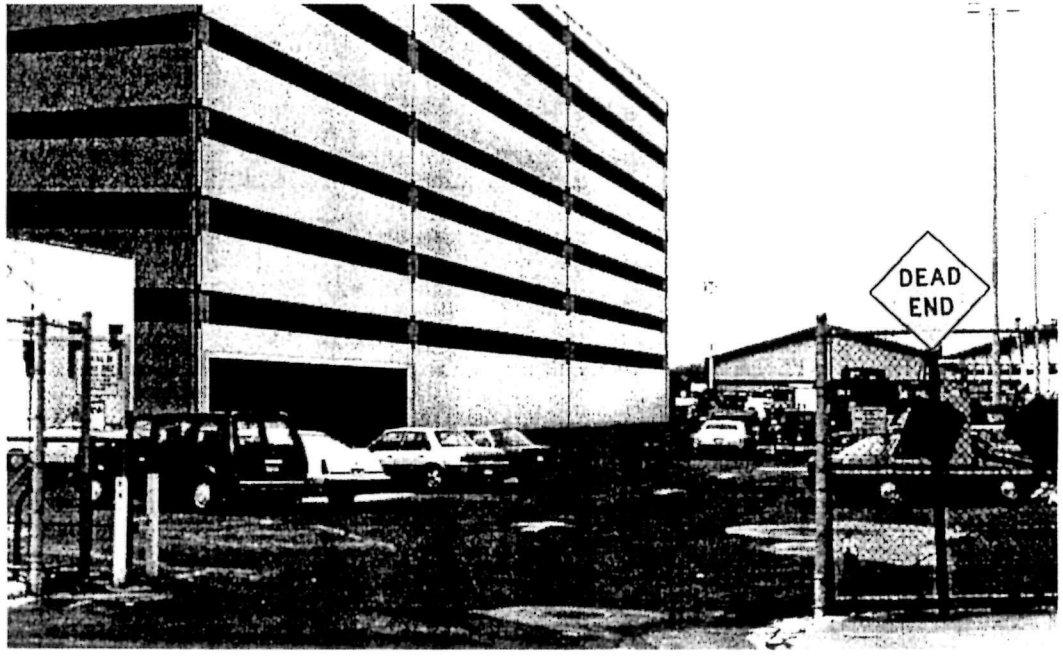
▲ Photo 43 - Leeward esplanade showing proposed residential structure



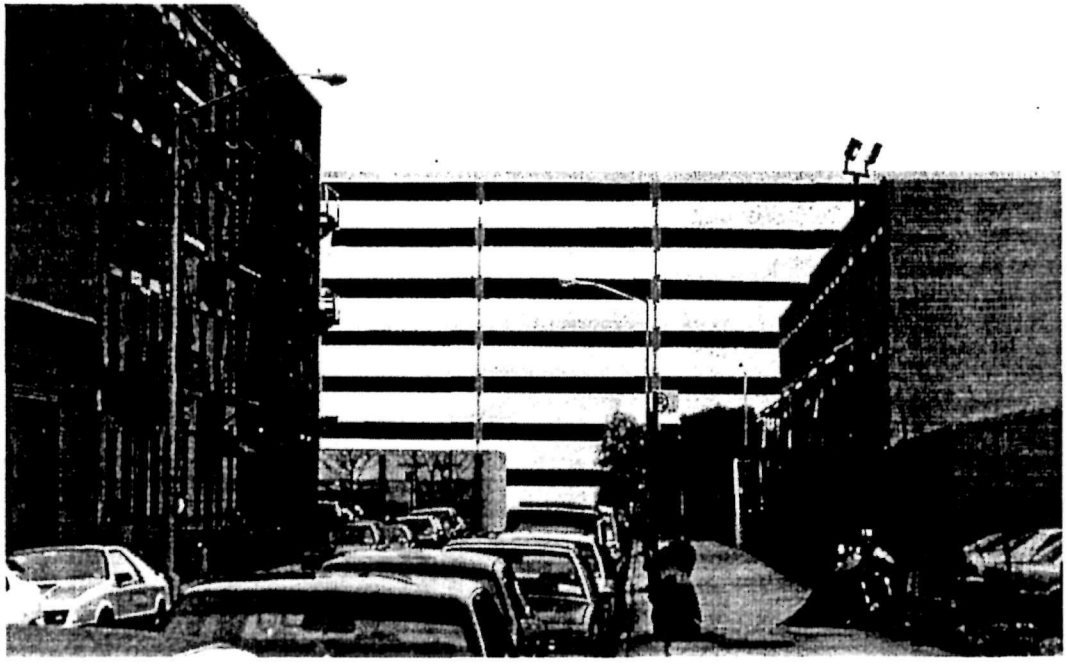
▲ Photo 44 - View to Building 400 with residential building



▲ Photo 45 - View of southern end of island showing residential buildings along promenade



▲ Photo 46 - View from Pier 8 showing addition of 8-story parking structure



▲ Photo 47 - View down Baltic Street with addition of 8-story parking structure

eliminated altogether. This would reduce the necessity for significant amounts of new parking off-island and mitigating the potential significant adverse effect to urban design and visual resources.

4. Neighborhood Character

The Maximum Development Option is intended to create the greatest number of new residential units without sacrificing a public park. This results in an option that incorporates approximately 4,450 residential units in both existing structures on the northern portion of the island and in a new residential neighborhood on the southern portion of the island.

The northern portion of the island remains essentially unchanged from the previous Mixed Use Option. As such the direct changes to its neighborhood character are not significant.

On the southern portion of the island, a new residential development encompasses 20 blocks containing streetwall buildings enclosing public open space. The scale and organization of these buildings is similar to the Mixed Use Option. A public park is located along the windward shore and south tip of the island, acting as a buffer for the residential uses. An east ferry landing and marina serves as the residential community's primary access point to the island.

Again, similar to the Mixed Use Option, the Maximum Development Option replaces a poorly-organized and inconsistent series of developments on the southern portion of the island. The new residential neighborhood would create a new neighborhood character consistent with a low-rise, medium-density urban neighborhood interspersed with public space. Private vehicles would generally not be permitted on the island under this scheme, other than for temporary uses. In effect, this would be a pedestrian-oriented neighborhood. The scale of the new neighborhood, in addition to its location south of the expansive Building 400, would also act to mitigate its effect on the neighborhood character of the northern portion of the island. In sum, this option would not create a significant adverse impact on the neighborhood character of Governors Island.

In the Manhattan study area, there are no physical changes associated with this option. An increased number of visitors would travel through Lower Manhattan and the Battery Maritime Building; however, this should not adversely affect the area's neighborhood character.

In the Brooklyn study area, in order to accommodate, parking for on-island residents and visitors, a total of approximately 4,450 parking spaces would be provided in a new structure. This would be located adjacent to Piers 7 and 8 on the Brooklyn waterfront. This would result in a significant change to the physical and visual environment of this area. Views to the waterfront would also be blocked by this facility. Traffic associated with this terminal would also be a new addition to the neighborhood.

The addition of this use could also directly or indirectly displace maritime-related uses along the waterfront either through directly using necessary land area, through interfering with landside or waterside operations sufficiently to make them no longer feasible, or through encouraging secondary development which could displace these uses.

Impacts. The addition of a ferry terminal and associated parking in this area could result in a significant adverse impact to neighborhood character.

Recommended Mitigation. In order to mitigate this impact, the size of the Brooklyn parking facility could be diminished. This could be accomplished by decreasing the amount of available parking and or distributing smaller parking areas within a

reasonable distance of the ferry facility. Users could either walk to the ferry or use a jitney bus established for this facility. Alternately, multiple ferry locations could be established along the waterfront in areas where direct displacement of existing uses would not occur. These smaller sites would not have nearly as significant an impact as one larger, centralized facility. Finally, ferry access might not be permitted from the Brooklyn waterfront at all. Rather, existing and already proposed ferry sites within New York City and the region could be used to transport visitors to the island. The distribution of visitors to this greater number of locations could ameliorate the effects caused by the concentration of a large facility on the Brooklyn waterfront. These facilities could include:

- Weehawken, NJ (Port Imperial)
- Weehawken, NJ (Lincoln Harbor)
- Hoboken, NJ
- Colgate-Palmolive, NJ
- Hunters Point, Queens
- Port Liberte, NJ
- South Street Seaport, Manhattan
- Highlands and Atlantic Highlands, NJ
- La Guardia Airport
- Mariners Harbor, Staten Island
- St George, Staten Island

5. Infrastructure and Solid Waste

The assessment of impact for the various infrastructure elements was based on how the proposed demand differed from demand placed on infrastructure when the USCG operated on Governors Island. If infrastructure demand for each of the land use options is equal to or less than demand met during USCG occupation of Governors Island, then no significant impact would result.

Water. Water usage and sewage generation under the land use options were calculated by applying New York City environmental regulation (CEQR) generation rates based on square footage, taking into consideration identified resident and visitor populations.

Residential water usage and sewage generation was calculated using the locally-accepted generation rate of 112 gallons per day (gpd) per person plus, for school-age children, 30 gpd for those from kindergarten through sixth grade, assuming they would be attending a K-6 facility on Governors Island. Water and/or sewer usage by visitors was calculated making the following assumptions:

- Total employees x 25 gpd per person (commercial and/or office generation rate);
- Total hotel guests/visitors x 150 gpd per room per occupant (hotel generation rate) plus three restaurant meals at 10 gpd per meal;
- Total recreation visitors x 65 gpd per patron (health club generation rate) plus one fast food meal at 2 gpd per meal; and,
- Total museum visitors and/or tourists x 5 gpd (movie/theater generation rate) plus 2 gpd (assuming one fast food meal).

Water usage associated with central air conditioning units (cooling water) is generally calculated at 0.17 gallons per day per square foot for non-residential buildings. This water does not contribute to sewage generation since it dissipates partially by evaporation, with the balance draining into the stormwater system.

The maximum total projected daily water consumption, 1.7 million gallons per day, occurs under the Maximum Development Option. This is less than the 1.8 million gallon average daily water consumption when Governors Island was inhabited by approximately 4,000 residential tenants. The maximum incoming capacity of the water mains feeding

Governors Island has been estimated to be 3.3. mgd, leaving a projected surplus capacity of 1.6 mgd—almost twice the capacity as the amount projected to be consumed. There would be no adverse significant impact to water resources and supply to Governors Island resulting from any of the land use options.

Water usage at the Battery Maritime Building and at the Brooklyn Piers 7 and 8 area would be minimal. There would be no impact resulting from this minimal usage.

Sewer. The estimated capacity of the 10-inch sewer force main leading from Governors Island is approximately 2.7-2.8 mgd. The maximum total projected sewage generation rate under the land use options was calculated to be 1.4 mgd for the Maximum Development Option. This figure represents approximately half of the existing sewer system's rated capacity. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. The worst-case sewage generation would not represent an adverse impact to existing sewage capacity.

Sewage generation at the Manhattan and Brooklyn debarkation points would be minimal. Sewage would be generated from restroom facilities provided for ferry users only.

Solid Waste Generation. Under the disposition scenario, the New York City Department of Sanitation would have to determine whether a public or private carter would collect municipal solid waste generated by residences on Governors Island. On-island commercial establishments would likely comply with New York City policy to have private carters haul their waste away. In either case, a ferry or barge capable of carrying a garbage truck would be necessary to expedite the service.

The amount of municipal solid waste generated under each of the land use options was obtained using New York City solid waste generation rates as a guide. The residential rate of 17 pounds per individual per week was used for island residents, except under the Academic Option, where the rate was increased to 18 pounds per resident per week to allow for New York City regulations stipulating a one-pound-per-pupil rate for college students. Elementary school-age children were likewise assigned an additional three pounds per week. Employees were divided into categories for each land use option and assigned generation rates based on New York City solid waste guidelines, as shown in Table D-6 (see Appendix D).

Hotel guests and visitors were assigned a 75 pound per week hotel rate. Recreational and museum visitors, on the other hand, were not anticipated to be major generators of municipal solid waste for this analysis; therefore, they were assigned a rather moderate four pound per week rate.

The maximum projected total solid waste generated under the land use options was calculated to be 317 tons per week, or 45.3 tons per day, for the Academic Option with NYC Proposal for a Casino. This number represents approximately 174 percent of the approximately 26 tons per day that was being generated when the island was fully occupied by the Coast Guard. The solid waste generated under the Maximum Development Option would be less than this amount. Although this represents an increase in solid waste over the amount generated by the USCG, it does not qualify as a significant impact.

Municipal solid waste generated at the Manhattan and Brooklyn debarkation points would be minimal, and would not result in an impact.

Impacts. Implementation of the Maximum Development Option on Governors Island, which represents the worst-case option in terms of demands on infrastructure, would not adversely impact

infrastructure on-island or in any of the off-island study areas. In circumstances where the land use options generate a larger demand than during USCG occupation, it has been determined that existing systems are capable of meeting the larger demand.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Figure III.C-14 shows completed and ongoing hazardous materials investigations on Governors Island. The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place.

Since all required cleanup or other remediation would have occurred by the time any of the land use options would be implemented—including the Phase-In Option, which could be implemented as early as 2002—no significant adverse impacts would occur. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

As described previously in Section III.C-6, an Environmental Compliance Evaluation (ECE) was conducted at Governors Island in 1993 to determine whether and to what extent contamination had occurred from Coast Guard activities. Overall, the environmental remediation areas identified are discrete and limited in scope. The U.S. Coast Guard is completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. Remediation areas in the southern portion of the island, however, would be affected to varying degrees depending on the nature and extent of disturbance to these cleaned-up areas under the different land use options.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

The Maximum Development Option would affect the same remediated sites as the Mixed Use Option. Because clean-up and remediation would have been completed, no adverse impacts are anticipated.

The construction of docks and piers on Governors Island proposed as part of the Maximum Development Option could require dredging or other permits under the U.S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options, it is not clear if dredging is actually necessary. If dredging was determined to be necessary, and the spoil is contaminated, or is ocean-dumped, this may constitute an

impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act.

Leaking Underground Storage Tanks (UST) identified within 0.5 miles of Piers 7 and 8 have had remedial action undertaken to address contamination issues and all were found to be in compliance with State and Federal regulations. Therefore, no further action was deemed necessary with regard to the spill incident. Because clean-up and remediation have been completed, no adverse impacts are anticipated with any future disturbance proposed at the piers. All RCRA generators were found to be in compliance with State and Federal regulations; therefore, no impacts to the piers are anticipated.

Impacts. If dredging were required to implement marina or ferry terminal facilities, a significant hazardous materials impact could be created by the disposal of dredging spoils.

Recommended Mitigation. Recommended mitigation for the above impact could involve the exclusion or reduction of new docking facilities (and any associated dredging if necessary) from this option.

7. Traffic and Transportation

On-Island

The Maximum Development Option represents the most intensively developed land use option. A residential community of 4,450 units would be established on the island, as well as a 20-acre public park. A conference center and mixed-use development would be located in the GINHL. Vehicular access to the island would be restricted and would be permitted only for limited periods of time. Overnight parking would generally not be permitted on the island. Access to the island would be by ferry from both the Battery Maritime Building and the Piers 7 and 8 area of the Brooklyn Waterfront.

Streets. The on-island street network remains unchanged in the northern portion of the island under this option, while an extensive new system of streets is introduced on the southern portion of the island. These streets would provide access to the residential component and a new south park. No on-street parking would be permitted under this scheme.

Parking. Vehicular access to the island is limited under this option. Private vehicles are not permitted on the island except under special conditions. Existing parking supply on the island is far in excess of the parking demand this option would generate.

Transit. An on-island jitney service would be provided in conjunction with this option. The option would generate a demand for a 42-bus system operating at less than one-minute headways. This number of jitneys could be reduced by using larger 50-passenger buses if determined appropriate.

Ferry. Ferry access to Governors Island would occur from both the Battery Maritime Building and the pier 7 and 8 area of the Brooklyn waterfront under this option. Passenger-only ferries would arrive from the Battery Maritime Building and passenger/vehicular ferries would access the island from Brooklyn. Because of the higher densities associated with this Option, passenger ferries with a capacity of 350 were considered as more appropriate to meeting the island's transportation needs. Five ferries would serve the island on 15-minute peak headways from both Manhattan and Brooklyn. Ferries would land at the existing Soissons Dock at the north end of the island. It was also suggested in the *Governors Island Land Use Study* that this option could utilize a second ferry landing on-island along Buttermilk Channel if desired.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most

traffic-intensive use of Governors Island. The other options would in all instances cause fewer impacts than this option. The Maximum Development Option proposes the highest amount of residential units, and would require an on-island roadway network capable of accommodating the circulation needs of 4,450 residential units and 1,200 hotel units. Under this option, a minimum of five passenger ferries would be required to accommodate peak operations. Movement of persons on-island would require the use of approximately 42 jitney-type buses, each with a capacity of 24 persons.

Based upon the anticipated peak travel demand associated with the Maximum Development Option, the existing roadway network, with site-specific enhancements, would likely be adequate to accommodate the vehicular flows. Assuming that each ferry could accommodate a maximum of 40 automobiles per trip, with each of the five ferry boats making two round trips per hour, a maximum of 400 vehicles could be transported in each direction (island-bound and mainland bound) per hour. This would result in a maximum of 800 automobiles entering or exiting the ferry terminal during the peak hour.

This level of activity is highly unlikely due to the directionality of flow of the typical commuter traffic stream as well as the limitation of vehicular access to the island. During the morning peak, relatively few vehicles would be traveling island-bound, while during the PM peak, relatively few vehicles would be traveling mainland-bound. It is not anticipated that more than a total of 500 vehicles would be entering or exiting the terminal area during any given hour.

In addition to the private automobile traffic, the 42 on-island jitneys would all likely stop at the ferry terminal to pick-up or discharge passengers. Assuming that each jitney makes four circuits per hour, the 42 jitneys would make a total of 168 trips to the terminal and 168 trips away from the terminal. In combination with the private automobile trips, this would equate to approximately 836 vehicle trip ends (568 peak direction vehicle trips and 268 off-peak direction vehicle trips) during the peak hour.

While it is unlikely that these peak travel demands would occur on a regular basis, during the periods when this would occur, the typical two-lane roadway system with stop controlled intersections would likely be sufficient to accommodate the demand. A typical 2-way stop-controlled (TWSC) intersection can effectively process in excess of 1,200 vehicles per hour. This is in excess of the anticipated 836 vehicle per hour peaks on roadways adjacent to the ferry terminal. Traffic volumes would be lower in other areas of the island due to natural trip dispersion.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the new owner.

Off-Island

Ferry. As noted earlier, ferry service for the Maximum Development Option would be provided from the Battery Maritime Building. Ferries with a capacity of 350 passengers would operate from Slips 6 and 7 with 10- to 15-minute headways. These ferries would provide passenger-only service except under emergency conditions. Implementation of this option, or, for that matter, any of the options, could have a positive impact on existing ferry conditions at the Battery Maritime Building. Traditionally used for this purpose, the building is currently underutilized and in disrepair. Reuse of the facility for its intended purpose, and any reinvestment in the

structure which may result, would be an improvement over the baseline condition for this facility.

Implementation of this option should be coordinated with the future plans for the Staten Island Ferry service and the rehabilitation of Whitehall Ferry Terminal. The character of the South Ferry area is tied to development of these two facilities, and it is important that they be considered together when examining future conditions. The volume of passengers from the Maximum Development Option, for example, would increase activity in the South Ferry area. However, the operation of the Staten Island Ferry service would not be impacted by this option.

Parking. On-street parking is highly restricted in the area surrounding the Battery Maritime Building. Due to the convergence of three modes of mass transit in the area, there is little need for commuters and visitors to drive private automobiles to the area. Private off-street lots, such as the Meyers Parking Garage or the State-Pearl Garage, accommodate the majority of the long term demand, with various short term meter parking available on side streets. A significant majority of the new trips generated by this option would not include an automobile component. This option is not expected to have a significant effect on the parking environment in the Lower Manhattan area.

Transit. The alternative with the greatest number of peak hour passengers arriving at the Battery Maritime Building is the Maximum Development Option, with 3,562 passengers. Based upon mode splits of the Staten Island Ferry (*Whitehall Ferry Terminal Environmental Assessment),* approximately 40 percent of passenger arrivals can be anticipated to connect to public transportation, with the remaining 60 percent accessing their destination on foot. Under the Maximum Development Option, there would therefore be approximately 1,425 additional transit users. Of these, 1,069 would be subway users, 249 would be bus users, and 43 would be taxi users.

Under the Maximum Development Option, there would be approximately 249 bus users in the peak hour. Based on the frequency of the three local bus routes serving the South Ferry area, this increase would result in an average of less than 6 additional passengers per bus. Based on a maximum capacity of 60 riders per bus, the M1, with an average of 51 passengers at the maximum load point in the peak hour, and the M6, with an average of 44 passengers at the maximum load point in the peak hour, have enough capacity to accommodate this demand. The M15, with an average of 56 passengers at the maximum load point in the peak hour, would be at capacity with the additional passengers.

Approximately half of the 1,069 subway trips, or 535, can be anticipated on the 1&9 trains from South Ferry Station, with the remaining trips split evenly between the N&R trains from Whitehall Street Station, 267 trips, and the 4&5 trains from Bowling Green Station, 267 trips.

Existing data indicates that the South Ferry Station in the 2008 analysis year would have a peak 15-minute volume of approximately 1,213. The 535 Maximum Development Option peak hour trips can be assumed to create an additional 134 users in the peak fifteen minutes. This would therefore increase overall demand at this station by 11 percent. The capacity for this station for this period varies from 1,440 (stairway to street), 1,410 (stairways to platform) and 3,360 (fare collection area). These additional users can be supported given this facility's capacity.

Whitehall Street Station currently has existing peak hour volumes of 300 to 350 at stairway 1, and 700 to 750 at stairway 2 in the peak hour; the 267 Maximum Development Option trips

would therefore increase overall demand at this station by 24 percent in the peak hour.

Bowling Green Station currently has existing peak hour volumes of between 930 and 1,305; the 267 Maximum Development Option trips would therefore increase overall demand at this station 20 percent in the peak hour.

Sidewalks and Pedestrian Circulation. While Governor's Island was operated by the U.S. Coast Guard, regular ferry service was provided to the island. A manually actuated pedestrian phase incorporated into the signal on South Street in front of the Battery Maritime Building stopped traffic to allow platooned pedestrian flows to exit the area. The protection offered by this signal would be of great benefit to passengers exiting the ferry, and would be expected to remain.

The circulation pattern for trips to and from the Battery Maritime Building under all of the land use options would be similar to that of the Staten Island Ferry, documented in the *Whitehall Ferry Terminal Environmental Assessment.* The main pattern for pedestrian trips is up Whitehall Street. A smaller percentage use State Street, Water Street, and other local streets. The Maximum Development Option would add the greatest number of pedestrians to the circulation pattern in the South Ferry area. In this option, 3,562 passengers are estimated to debark the ferry at the Battery Maritime Building in the peak period. Forty percent of these passengers would walk to transit from the terminal, while the remaining 2,137 peak hour passengers would walk from the terminal to their destinations. Pedestrians can be accommodated by and would benefit from planned improvements to pedestrian circulation in Peter Minuit Plaza.

The sidewalk immediately in front of the Battery Maritime Building is not optimal to accommodate anticipated passenger volumes. Sidewalk improvements should be considered as part of the land use options, including possible widening, improvement of conditions, clearer signage for pedestrians, and buffers between the sidewalk and the vehicle queuing lane.

Traffic Circulation: AM and PM Peak Periods. The Reuse Option, since it is only accessed from the Battery Maritime Building, and private vehicles are permitted to access the island, represents the most traffic-intensive option in the Manhattan Study Area. See that option for a detailed description of the AM and PM Peak periods.

Traffic Circulation: Off-Peak and Weekends. Because of its off-peak trip generation characteristics, the Academic Option with NYC Proposal for a Casino was analyzed for off-peak conditions. See that option for a discussion of off-peak conditions.

Off-Island—Brooklyn

Ferry. For the purpose of this analysis, vehicular and passenger ferry service for the Maximum Development Option would be located adjacent to Piers 7 and 8 on the Brooklyn waterfront. This terminal would serve as a storage location for island vehicles, and an access point for delivery trucks, emergency vehicles, and a limited number of private vehicles visiting the island on a temporary basis. Most ferry passengers would be pedestrians, having parked in the facility on-site and traveling to the island as a visitor, employee, or resident. Ferry service would be provided by two ferries operating on a 15-minute headway.

Parking. On-street parking demand in the vicinity of Piers 7 and 8 currently exceeds available capacity. Virtually no publicly accessible off-street parking exists within the ¼ mile study area. The Maximum Development Option would significantly increase demand for parking in Brooklyn. *The Governors Island Land Use Study* assumed that each on-island residential unit would require one off-island parking space. For analysis purposes, the Maximum Development Option assumes the

presence of a 4,500-space parking garage in conjunction with the Brooklyn waterfront ferry terminal. Based upon the trip generation projections, implementation of this parking structure would be adequate to accommodate the project-related demand. Implementation of this facility would prevent negative impacts to the on-street parking situation surrounding the site.

Sidewalks and Pedestrian Circulation. The existing pedestrian pathways (sidewalks and crosswalks) have excess capacity due to the relatively small number of pedestrians in the vicinity of Piers 7 and 8. The majority of the trips generated by the ferry site would involve vehicles, with only a small number of trips made on foot. Existing pedestrian pathways are adequate to absorb the site-generated pedestrian volumes. It is assumed that adequate facilities to accommodate the pedestrian demand between the parking garage and the ferry terminal would be provided if this option were to be implemented.

Traffic Circulation: AM and PM Peak Periods. The land use option which could have the greatest traffic impact in the Brooklyn study area in the AM and PM peak periods is the Maximum Development Option. Under this option, Governors Island would be developed with approximately 4,450 residential units and approximately 1,200 hotel and/or bed and breakfast units, along with other ancillary uses. In Brooklyn, this option assumes the construction of 4,500 parking spaces to accommodate project-generated demand.

Based upon the projections detailed in the *Governors Island Land Use Study*, the total number of daily and peak-hour person trips to and from Governors Island were estimated. Table IV.E-16 details the trip generating characteristics of the Maximum Development Option.

Not all of these trips would be made by automobile. A significant portion would be made by bus, subway, or walking. The percentage of person trips made by automobile was estimated based upon statistics presented in the *Governors Island Land Use Study*. Table IV.E-17 details the number of automobile trips associated with the Maximum Development Option.

TABLE IV.E-16

2008 Analysis Year Maximum Development Option
Person Trip Generation

	Island Bound	Mainland Bound
AM Peak Hour	176	566
PM Peak Hour	628	244

TABLE IV.E-17

2008 Analysis Year Maximum Development Option
Vehicle Trip Generation

	Island Bound	Mainland Bound
AM Peak Hour	153	492
PM Peak Hour	546	212

Peak hour vehicle trips were distributed geographically based on a review of the existing roadway patterns, the population distribution, and the trip generators in the vicinity of the site. The vehicle trips generated by this land use option were distributed geographically based on a population study encompassing a one-mile radius surrounding the site. Once the geographic distribution of vehicles was determined, it was necessary to determine which roadway(s) would most probably receive the newly generated traffic, in vehicular volume and

direction, during the peak hours. The existing roadway network in the vicinity of the site was examined in conjunction with the above-referenced studies.

Traffic Circulation. The site-generated traffic was superimposed on the 2008 baseline year traffic volumes, resulting in the 2008 analysis year traffic volumes. The 2008 analysis year volumes are shown respectively in Figures IV.E-18 and IV.E-19.

The intersections analyzed under existing and 2008 baseline year conditions were reanalyzed under the 2008 Analysis Year condition. As before, the analysis was performed following procedures outlined in the *1994 Highway Capacity Manual (Special Report 209)*. Several modifications to the roadway system and traffic control devices were incorporated into the analysis. These modifications were deemed necessary, based upon the volume of traffic anticipated to be generated by this land use option, to allow traffic operations to continue at or near the levels at which they would operate without implementation of the option. It is assumed that these improvements would be implemented by another party. The following is a description of the modifications included in the analysis:

- **Columbia Street and Congress Street** - This intersection would provide the only access to the ferry parking area. Therefore, significant improvements would be required. Signalization of this intersection, running a three-phase operation, would be required to control the flow of traffic. The north- and southbound approaches of Columbia Street would be widened to accommodate exclusive turn lanes. The northbound approach could be striped for a left turn lane and a through-right lane. The southbound approach could be striped for a left turn lane, a through lane and a right turn lane. The eastbound approach of Congress Street would be striped for a left turn lane and a through-right lane. In addition, the existing driveway on Columbia Street for the Long Island College Hospital parking field would need to be closed. A new driveway to accommodate existing demand at this facility would be constructed along Congress Street, thereby providing these vehicles with access to the signal at the intersection of Columbia Street and Congress Street.

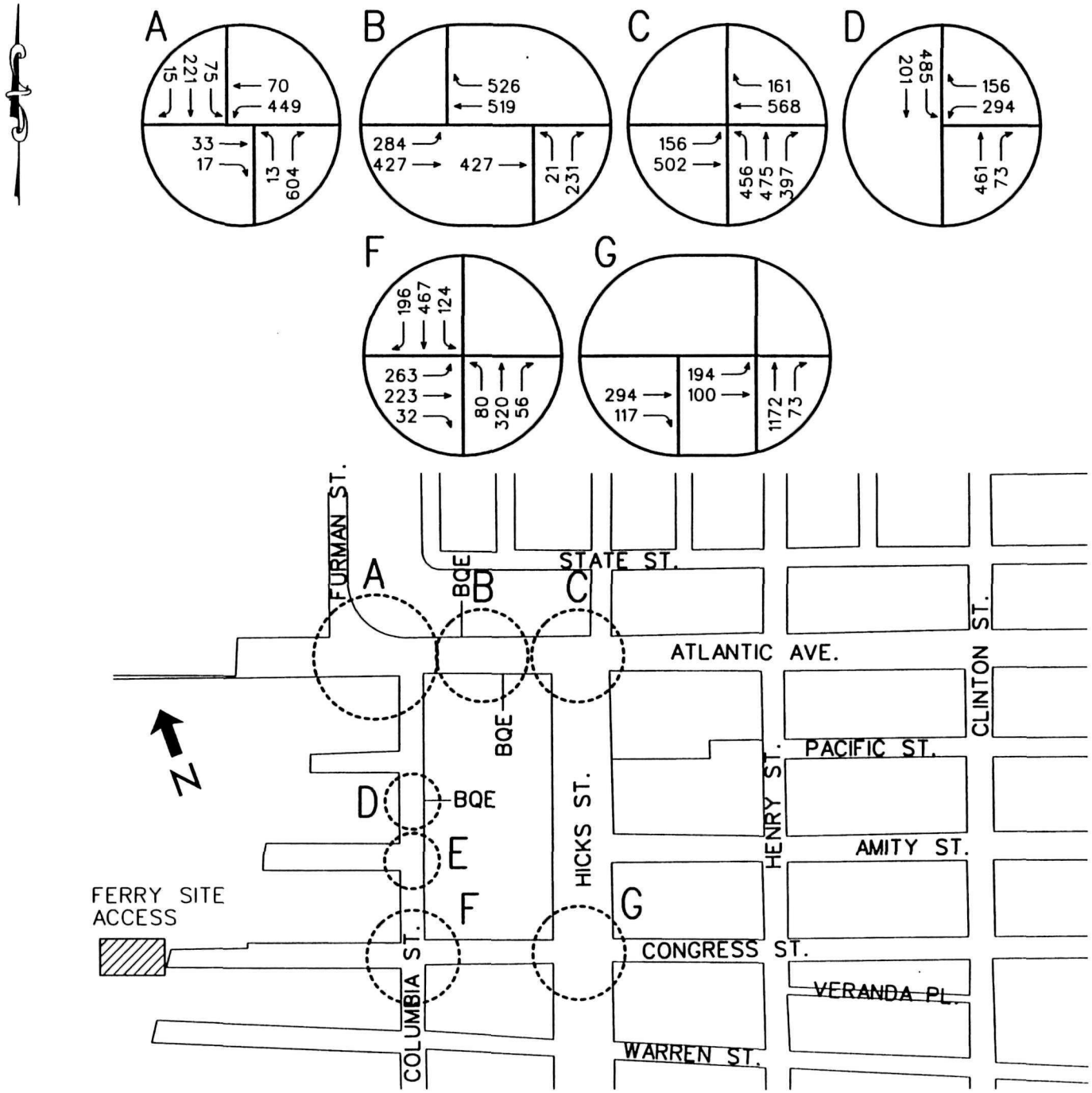
- **Columbia Street and the BQE Southbound Ramps** - The traffic signal at this intersection would be modified to include an advanced southbound left turn phase. In addition, the southbound approach of Columbia Street would be widened to include an additional left turn lane. The entrance ramp to the BQE would require modification to receive the two lanes of entering traffic.

- **Atlantic Avenue and Columbia Street** - The traffic signal at this intersection would be modified to include an advanced westbound left turn phase. In addition, the northbound approach of Columbia Street would be widened to include a left turn lane. The lane configuration of this approach would be a left turn lane and two right turn lanes.

- **Atlantic Avenue and Hicks Street** - The traffic signal at this intersection would be modified to include an advanced eastbound left turn phase. No modifications of the existing lane configuration would be required.

While there would be no physical improvements to the intersection of Atlantic Avenue and the BQE northbound ramps, modest changes to the signal timing would be necessary to accommodate the changing traffic patterns in the future. No changes to the phasing would be required. Table IV.E-18 presents the summary of the operational levels of service anticipated under the 2008 baseline year and the 2008 analysis year conditions.

Upon a review of Table IV.E-18, it can be seen that with the addition of the project traffic and the implementation of the

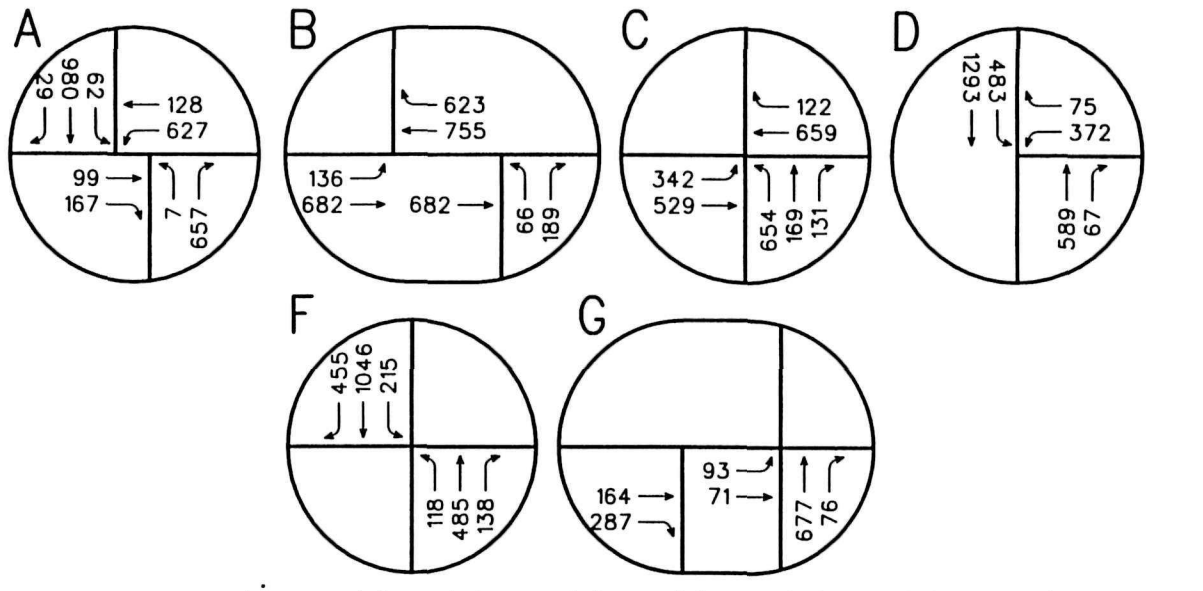


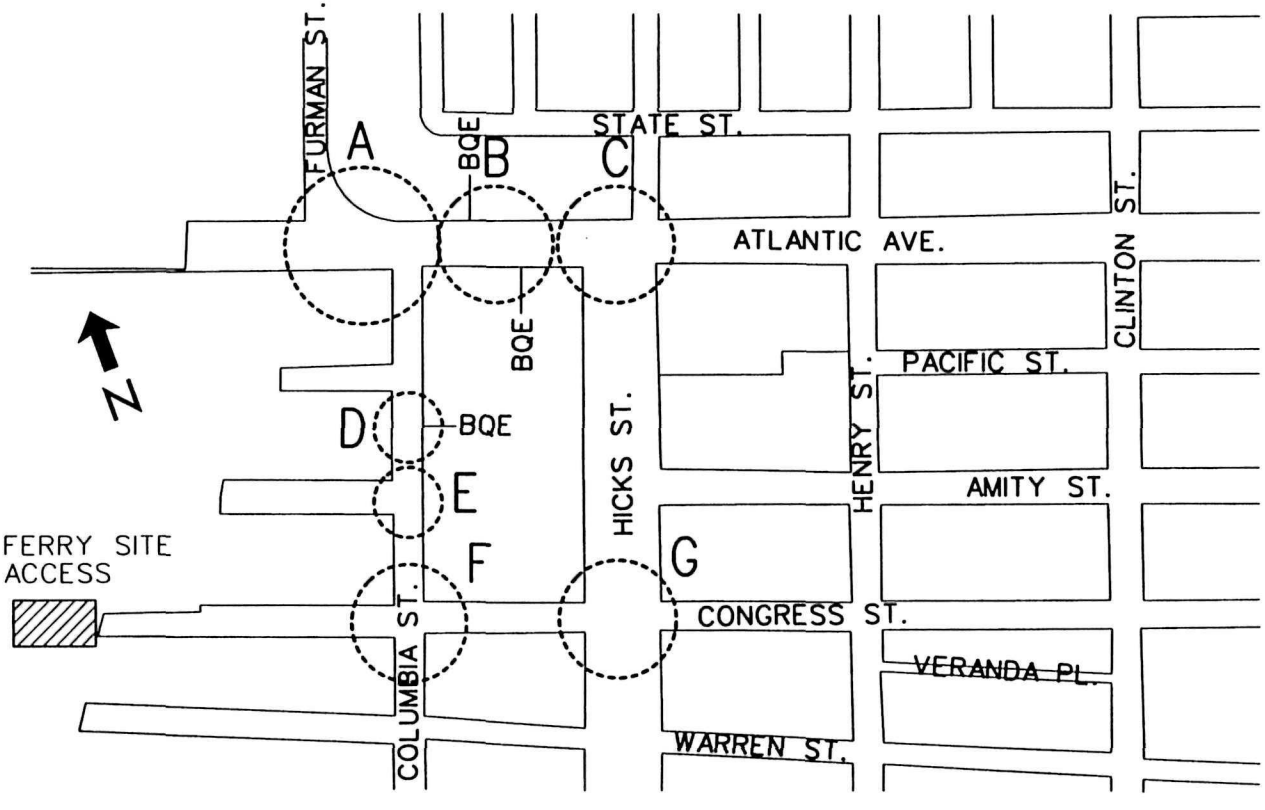
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
2008 ANALYSIS YEAR
MAXIMUM DEVELOPMENT OPTION
TRAFFIC VOLUMES
AM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-18





LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
2008 ANALYSIS YEAR
MAXIMUM DEVELOPMENT OPTION
TRAFFIC VOLUMES
PM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-19

TABLE IV.E-18

Brooklyn Study Area AM/ PM Peak Period LOS Comparison: 2008 Baseline Year to 2008 Analysis Year (Maximum Development Option)

Intersection	Approach	Movement	AM Peak				PM Peak			
			Baseline		Build		Baseline		Build	
			Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Signalized Intersection										
Atlantic Avenue &	NB	L			16.7	C			21.4	C
Columbia Street/		**LR**	**24.0**	**C**			*	*		
Furman Street		R	30.3	D	23.4	C	32.0	D	36.2	D
	SB	LT	24.0	C	18.5	C	68.4	F	52.1	E
		R	21.6	C	16.6	C	21.8	C	19.9	C
	EB	TR	2.8	A	14.8	B	3.6	A	17.4	C
	WB	L	3.6	A	11.1	B	6.5	B	28.1	D
		LT	4.1	A	5.7	B	12.7	B	6.9	B
Atlantic Avenue &	NB	L	14.3	B	16.7	C	21.0	C	23.5	C
BQE NB entr/exit		R	18.0	C	21.0	C	25.7	D	27.2	D
ramps	EB	L	18.4	C	31.4	D	8.8	C	20.6	C
		T	9.3	B	7.3	B	4.2	A	3.5	A
	WB	T	9.7	B	7.5	B	4.0	A	3.7	A
		R	20.9	C	17.1	C	15.3	C	14.0	B
Columbia Street &	NB	T	3.5	A	24.3	C	4.5	A	32.0	D
BQE SB entr/exit		R	0.0	A	3.0	A	0.0	A	4.1	A
ramps	SB	L	4.6	A	30.1	D	*	*	30.0	D
		T	3.2	A	3.6	A	4.5	A	3.9	A
	WB	L	10.6	B	24.8	C	9.9	B	31.4	D
		R	0.0	A	6.3	B	0.0	A	5.1	B
Atlantic Avenue &	NB	LTR	25.9	D	23.2	C	33.0	D	22.9	C
Hicks Street	EB	LT	14.9	B	13.6	B			10.8	B
		DfL					*	*		
		T					5.0	A		
	WB	TR	11.5	B	22.8	C	4.2	A	21.6	C
Congress Street &	NB	TR	1.7	A	1.7	A	1.3	A	1.3	A
Hicks Street	EB	LTR	14.4	B	17.2	C	16.0	C	21.8	C
Columbia Street &	NB	L	**		6.1	B	**		9.2	B
Congress Street		TR	**		10.8	B	**		5.9	B
With L.I. Hospital	SB	L	**		5.7	B	**		22.6	C
Parking		T	**		11.5	B	**		31.3	D
		R	**		5.3	B	**		0.9	A
	EB	L	**		19.8	C	**		29.9	D
		TR	**		19.4	C	**		29.2	D

** Level of service and delay are meaningless when the v/c ratio for any lane group or approach exceeds 1/phf. ** See unsignalized intersection table for Baseline Level of Service.*

roadway improvements there would be no significant impacts to any study intersection or lane group. It can also be seen that for the analysis year conditions most of the lane groups for the signalized intersections would operate at good to excellent levels of service ("A" to "C") during the peak periods. Exceptions would occur at the following locations:

- **Atlantic Avenue and Columbia Street/Furman Street** - During the PM peak the northbound right turn would operate at level of service "D". This is an acceptable level of service and does not represent an impact when compared to the baseline level of service for this movement. The southbound left-through lane group would operate at level of service "E". This is an improvement over the baseline level of service ("F") for this movement.

- **Atlantic Avenue and the BQE Northbound Ramps** - During the PM peak the northbound right turn would operate at level of service "D." This is an acceptable level of service and does not represent an impact when compared to the baseline level of service for this movement. During the AM peak the eastbound left turn would operate at level of service "D."

- **Columbia Street and the BQE Southbound Ramps** - During the PM peak the northbound through, the southbound left-turn, and the westbound left turn would operate at level of service "D." This is an acceptable level of service and in the case of the southbound left turn represents an improvement when compared to the baseline level of service for this movement. During the AM peak the southbound left turn would operate at level of service "D."

- **Columbia Street and Congress Street** - During the PM peak the southbound through, the eastbound left-turn, and the eastbound through-right would operate at level of service "D." This is an acceptable level of service.

Traffic Circulation: Off-Peak and Weekend Periods. Because of its off-peak traffic generation characteristics, the Academic Option with NYC Proposal for a Casino was analyzed for those periods. See that option for Brooklyn study area off-peak conditions.

Impacts. Implementation of the Maximum Development Option on Governors Island would not create adverse impacts to the transportation network on the island. There would be no traffic impacts in Manhattan associated with this project.

The addition of new vehicles accessing the island via Piers 7 and 8 in Brooklyn would impact traffic on the roadway network in this off-island study area. Some degradation of service for several signalized and unsignalized intersections would occur during both the AM and PM peak periods without the implementation of mitigation measures.

Mitigation. Since no impacts to traffic on Governors Island or in Manhattan have been identified, no mitigation is recommended. Within the Brooklyn study area, mitigation measures would need to be supplied by the future owner as part of the project to avoid significant traffic impacts, and to allow traffic operations to continue at or near the levels at which they would operate without the project. Recommended mitigation for Brooklyn study area includes construction of a three-phase traffic signal at Columbia/Congress Streets, widening and re-striping of Columbia Street to accommodate exclusive turn lanes, construction of a new driveway on Congress Street, inclusion of an advanced southbound left turn phase at Columbia Street and the BQE southbound ramps, widening of Columbia Street, modification of BQE entrance ramps to two lanes, inclusion of an advanced westbound left turn phase at the intersection of Atlantic Avenue/Columbia Street, widening of Columbia to include a left turn lane, inclusion of advanced

eastbound left turn phase at Atlantic Avenue and Hicks Street and modest changes to signal timing at the intersection of Atlantic Avenue and the BQE ramps.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of this option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, chapter III.C), thus a quantitative analysis was also not conducted for the Manhattan study area.

A quantitative analysis was prepared for the Brooklyn study area because of the increases in traffic identified in conjunction with the Maximum Development Option. Carbon monoxide (CO) concentrations within the study area were predicted for the 2008 analysis year. Table IV.E-19 illustrates that under the Maximum Development Option, the worst case traffic scenario, a significant impact would occur at one location. At the intersection of Columbia Street at Congress Street, the increment at this location was higher than one-half the difference between the baseline concentration and the NAAQS of 9 ppm. In addition to being a State Implementation Plan (SIP) violation, this is a violation of the *de minimis* criterion. Therefore, mitigation would be required at this intersection. No significant air quality impacts would occur at the other two studied intersections.

The addition of a 4,500-space parking garage introduces a new emission source and necessitates a stationary source air quality analysis. The analysis used to project carbon monoxide concentrations at the midpoint of the near and opposite sidewalks are based on the EPA manual, *Workbook of Atmospheric Dispersion Estimates*. For the purposes of this analysis, a receptor was placed at the nearest sidewalk, located approximately 250 feet away, and the nearest operable windows, located approximately 100 feet away.

TABLE IV.E-19

Maximum Development Option
2008 Analysis Year Predicted CO Concentration

Receptor Location	Eight-Hour Concentration*			
	AM	increase	PM	increase
Atlantic Avenue at Columbia Street	4.7	0.1	6.4	0.3
Atlantic Avenue at Hicks Street	6.7	-0.2	7.0	-0.3
Columbia Street at Congress Street	5.2	2.2	9.1	3.9

* Includes background concentrations of 2.0 ppm for 2008.

Reasonably conservative parameters were utilized for the garage analysis. All arriving vehicles were assumed to be operating in a hot, stabilized state, and all departing vehicles were assumed to be operating in a cold start condition. Since the majority of garage users would be island residents, vehicles are assumed to be randomly distributed throughout the garage. Equal numbers

of vehicles were assigned to each floor. The travel distance of each level was adjusted accordingly. The AM peak hour period was chosen for analysis, due to a greater volume of exiting cars (refer to Table IV.E-20) operating in a cold condition, which results in higher CO emissions.

TABLE IV.E-20

Maximum Development Option 2008 Analysis Year Induced Traffic at the Piers 7 and 8 Parking Garage

Peak Hour	Ins	Outs	Total
AM	276	578	854
PM	307	103	410

The analysis projects an 8-hour concentration of 1.0 ppm and 0.7 ppm CO at the near and opposite sidewalks, respectively, as a result of the project- and garage-induced vehicles. The concentration at the opposite sidewalk includes the contribution from on-street traffic. For the opposite sidewalks, the dispersion modeling considered only those wind angles that included contributions from the proposed garage and on-street traffic. The total concentrations (including background concentration of 2.0 ppm) are 3.0 ppm and 2.7 ppm at the nearest sidewalk and the nearest operable windows, respectively. This is well under the 8-hour NAAQS of 9 ppm.

Impacts. Under the Maximum Development Option, a significant impact would occur at the intersection of Columbia Street and Congress Street. The increment at this location was higher than one-half the difference between the baseline concentration and the NAAQS of 9 ppm. In addition to being a SIP violation, this is a violation of the *de minimis* criterion. Therefore, mitigation would be required at this intersection. No significant air quality impacts would occur at the other two studied intersections.

Vehicular activity at the garage would not result in a significant air quality impact from this stationary source as the increment would be less than half the difference between the baseline concentration and the NAAQS.

Recommended Mitigation. To mitigate the air quality impact at the intersection of Columbia Street and Congress Street, several mitigation measures might be considered. Instead of one large parking facility, several smaller parking sites may need to be established. This would reduce the number of project-generated trips passing through this intersection and their associated pollutant emissions. In addition, multiple ferry access locations could be established along the waterfront. This would distribute project-generated vehicles to several locations, ameliorating the effects caused by one single, large facility.

9. Mobile Source Noise

Since there is no traffic currently on the island, predictions for future noise levels on Governors Island resulting from the Maximum Development Option related traffic were predicted using the FHWA's STAMINA model. In spite of the absence of traffic during noise monitoring on Governors Island, the noise measurements were higher than normally expected due to wind-related noise. Assuming that this would also be the case if this option were implemented, to more accurately predict the future sound levels the ambient sound levels were logarithmically added to the predicted sound levels. These new sound levels include the addition of traffic, as well as the existing sound generated by the wind on the island. The following formula was used for this addition:

$$Total\ Predicted\ Sound\ Level = 10\ log\ (10^{traffic\ sound\ level/10} + 10^{ambient\ sound\ level/10})$$

Existing noise measurements were taken at four on-island sites. ~~while noise conditions have been analyzed and modeled for twelve sites~~. These sites were selected because: they are representative of the existing ambient sound levels; they are dispersed across the whole of the island and cover each corner; and, they are representative of the prevailing wind characteristics, based on wind direction and speed. These four monitored sites were then extrapolated to twelve representative analysis locations using the STAMINA model. The monitored site with the most similar wind direction and speed to the modeled site was chosen to represent ambient conditions. The existing measurement site which most closely resembles the same wind patterns was chosen to add to the predicted level. The worst case traffic condition, which occurs during the Maximum Development Option, was analyzed to determine the worst case impact on sound levels. Table IV.E-21 shows the existing sound levels, the sound levels expected to occur as a result of the addition of traffic, and the total level predicted for each site.

The mobile source noise components range from 56.3 to 64.7 dBA. According to local standards, these sound levels are considered to be acceptable. The total sound levels, after adding the ambient sound levels to adjust for the wind noise, range from 63.1 to 71.7 dBA.

The higher noise levels were estimated for the windward side of the island, ranging from 64.9 to 71.7 dBA. For the leeward side of the island, the predicted noise levels were much lower, ranging from 63.1 to 66.3. ~~These noise levels fall within New York City environmental regulations' limits of acceptability for noise, and would not represent an adverse impact~~. For a number of the monitoring sites the overall increase in sound levels exceeded the 3 to 5 dBA increase, which is the New York City environmental regulations' limit of acceptability for noise increases. Consequently, implementation of the Maximum Development option would result in significant noise impacts.

The option that would have the greatest impact to roads in the Brooklyn study area, the Maximum Development Option, was analyzed to determine the worst case noise impact for the Brooklyn study area. Table IV.E-22 shows the future baseline 2008 PCEs and noise levels compared to the Maximum Development Option.

As shown in Table IV.E-22, traffic increased moderately between the 2008 baseline year and the 2008 analysis year. However, the noise levels increased only minimally, with the largest increase being only 1 dBA, which is not a significant change.

TABLE IV.E-21

Comparison of 2008 Baseline Year Condition and 2008 Analysis Year Condition Noise for Maximum Development Option on Governors Island

Noise Level (dBA) in L_{10}	Site											
	1	2	3	4	5	6	7	8	9	10	11	12
2008 Baseline Year	62.0	71.0	63.0	57.0	62.0	62.0	71.0	71.0	57.0	57.0	57.0	57.0
Maximum Development Option Mobile Noise - AM	63.3	60.5	63.5	63.8	64.3	63.8	63.7	57.6	63.8	63.6	63.4	64.7
Maximum Development Option Mobile Noise - PM	61.8	59.0	62.0	62.3	62.9	62.3	62.1	56.3	62.2	62.1	61.9	63.2
Total Predicted AM Sound Levels	65.7	71.4	66.3	64.6	66.3	66.0	71.7	71.2	64.6	64.5	64.3	65.4
Change in Sound Level - AM	*3.7**	0.4	*3.3*	*7.6*	*4.3*	*4.0*	0.7	0.2	*7.6*	*7.5*	*7.3*	*8.4*
Total Predicted PM Sound Levels	64.9	71.3	65.5	63.4	65.5	65.2	71.5	71.1	63.3	63.3	63.1	64.1
Change in Sound Level - PM	2.9	0.3	2.5	*6.4*	*3.5*	*3.2*	0.5	0.1	*6.3*	*6.3*	*6.1*	*7.1*

* Italicized numbers represent significant increases in noise levels

TABLE IV.E-22

Comparison of 2008 Baseline Year Condition and 2008 Analysis Year Condition Noise for Maximum Development Option in Brooklyn Study Area

	AM Peak Hour		PM Peak Hour	
Noise Level (dBA)	Site 5	Site 6	Site 5	Site 6
2008 Baseline PCEs	3,094	3,149	5,817	1,826
2008 Baseline Noise Level (dBA)	70.4	75.4	70.4	72.4
Maximum Development Option PCEs	3,512	3,533	7,316	1,992
Change in Noise Level (dBA)	0.6	0.5	1.0	0.4
Maximum Development Option Noise Level (dBA)	71.0	75.9	71.4	72.8

As discussed in section III.C.9, since the Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences, a formal noise analysis at this location was not undertaken.

Impacts. As discussed in the methodology section (Section III.C.8), an increase of 3 dBA is typically required for the average person to perceive a difference in noise levels. According to the local standards, the existing noise levels were considered to be marginally unacceptable. With the addition of land use option-related traffic, ~~the~~ noise levels at several of the sites would still be considered marginally unacceptable ~~and the difference would not represent a significant adverse impact~~. Some sites experienced noise increases greater than the 3 to 5 dBA threshold (see Table IV.E-21) This would represent a significant noise impact.

Recommended Mitigation. ~~Since a significant adverse impact has not been identified, no mitigation is recommended~~. Future development under the Maximum Development Option would be required to mitigate potential impacts by providing window-wall attenuation with a closed window condition to ensure interior noise levels at 45 dBA.

10. Energy

Operational energy usage is expected to increase for each of the land use options, as buildings would be reopened or new buildings are put into operation. The amount of BTUs necessary to operate the buildings is based on the year of construction and the use of the building. Table D-9 (see Appendix D, Land Use Options 2008 Tables) shows the figures used to calculate the operational energy usage for the island. Table D-10 shows the operational energy usage for each option.

The energy required for the construction of additional buildings is referred to as embodied energy, and includes the energy required for the production of construction materials. Table D-11 shows the figures used to calculate the embodied energy usage for the construction of buildings on the island, and Table D-12 shows the estimated embodied energy for each land use option.

Table D-12 shows that the Maximum Development Option would have the greatest annual energy consumption, comprised of both the highest operational energy consumption, as well as the greatest amount of energy required to construct the planned buildings, the embodied energy.

The operational energy required for all the land use options is much greater than the existing operational energy of 11.5 billion BTUs. However, as discussed in Section III.C.-5, existing suppliers would be able to accommodate the increase in energy usage, for both operation of the island and construction of the additional buildings.

Operational energy usage and embodied energy usage off-island are expected to increase for the Maximum Development Option, since the option would require construction and operation of an additional ferry terminal and parking facility in Brooklyn. Table D-13 (see Appendix D) shows the estimated operational energy expected for each option, as well as the estimated embodied energy required for each option.

Impacts. As discussed above, existing suppliers would be able to accommodate the increase in energy usage required to implement and operate this option. Therefore, there would be no significant adverse impact to energy resources.

Recommended Mitigation. Since there would be no adverse impact to energy resources, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. This option includes a total of 4,452 residential dwelling units. There would also be a bed-and-breakfast facility, a student hostel, two hotels, a conference center, 272,586 square feet of retail space, a theater, a fitness center, a school, a museum, and medical offices. A 440-slip marina, a golf course, and a large open space component with an esplanade would also be built. This option is projected to accommodate 11,130 residents on the island, employing 1,594 people, with an estimated 478,080 visitors to the island per year.

The Maximum Development Option is expected to generate population increases and place new demands on local services. However, most of this new demand would be accommodated by the supportive retail and community service components which would accompany this option on-island. Again, significant increases in activity can be expected from the passage of the residents, employees, and visitors through the study areas on their way to and from Governors Island. Most of the employee and visitor populations would pass through Manhattan, whereas the resident population would be more evenly divided between the two study areas. Because of the magnitude of the changes, the full effects of this land use option are more appropriately addressed in the land use, neighborhood character, and traffic and transportation sections related to this option. Please refer to these sections for a more complete discussion.

Economic Conditions. The Maximum Development Option is estimated to cost $754 million to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, direct and indirect expenditures, or total economic activity resulting from this option, could generate approximately $966 million towards the local economy.

A total of 1,594 employees would be needed for the maintenance and operation of the Maximum Development Option. This includes, for example, employees for maintenance and operation of the residential buildings, employees for the hotels, the conference center, the retail store, and the fitness center, and employees to maintain the large open space component.

The Maximum Development Option would place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Maximum Development Option is estimated to generate $36,700,000 in real estate property tax for the City. In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Due to the conceptual nature of the various scenarios considered in this EIS, under this option, sources of funding for construction of the school, the museums, or the parks have not been established. It is assumed that all facilities would be financed by the developer of the project. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Under this option, there would be a 4,500 space parking garage located on Piers 7 and 8 in Brooklyn. This garage, if implemented, would displace water-related industrial uses located in the City's Significant Maritime and Industrial Area.

Secondary Displacement. Socioeconomic impacts occur when a proposal has the potential to change the population, housing, or economy of an area, either directly or indirectly (secondary effects). One of the purposes of an environmental impact statement is to consider if these changes to the social environment are beneficial, adverse, significant, or insignificant, and are viewed within the context of the area. Increased economic activity from a proposal which provides jobs may or may not be substantial and may or may not be beneficial to every party. The purpose of this analysis is to determine if the land use options would produce new development that could lead to indirect displacement by affecting conditions in the real estate market in the larger study area for the residential population. This section also considers effects on a specific commerce or industry or local business, where appropriate.

For the existing population and the housing provided within any given study area, the existing regulatory framework plays a large part when considering the potential for secondary displacement. A primary consideration is the rent regulations established by the New York State Department of Housing and Community Renewal, which administers the rent control and rent stabilization measures. These procedures protect many tenants in buildings with six or more units constructed before 1947. Current and projected real estate market conditions in New York City and the region provide strong support for development of residential, retail, and hotel uses. The strength of the market has also led to increasing demand for recreational uses, such as marinas, golf, and health club facilities.

Neighborhood and speciality retail is strong throughout the region, with developers hoping to capitalize on household growth and income trends. The island's setting, particularly the views of the harbor, lends itself to expanding neighborhood retail to specialty uses, such as restaurants, to capture the views. Domestic demand for hotels in Manhattan, due primarily to growth in tourism and the business community, has caused a dramatic increase in hotel occupancy and room rates, including hostels and bed and breakfast facilities. In 1996, New York City experienced a 1.2 million-person increase in tourism. These trends would continue in the future independent of the future of Governors Island.

The Manhattan study area contains rising residential sales prices. In each of the options examined, sales prices of units on Governors Island would be competitive with, or 15 to 20 percent below, prime Manhattan residential unit rates. The land use options are expected to create no significant adverse secondary displacement impacts despite the scale and magnitude of some of the options, given the substantial population and economic market that is already in place.

Only three of the land use options would have any connection to the Brooklyn study area—the Academic Option with NYC Proposal for a Casino, the Mixed Use Option, and the Maximum Development Option. In the Academic Option with NYC Proposal for a Casino, a 1,200-space garage was identified for the Brooklyn waterfront. In the Mixed Use Option there would be a 2,400-car parking garage located on Piers 7 and 8, and under the Maximum Development Option, there would be a 4,450-car parking garage located on the same piers.

The surrounding area would undoubtedly be affected by the location of the parking garage under any of these options. There would be increased traffic and some increased pedestrian activity, with the latter garage, at almost double the size, having a greater effect on the surrounding neighborhood. Although there would be neighborhood character effects in connection with the placement of the parking garages, neighborhood character effects do not necessarily translate into significant secondary displacement impacts.

The possibility exists that increased demand for consumer goods may place displacement pressures on surrounding business and residences in the immediate vicinity of the site, although these changes are expected to be incremental and not significant. The potential for secondary displacement along the Brooklyn waterfront is lessened by the Significant Maritime Industrial Area designation on the industrially zoned land south of Piers 7 and 8.

Impacts. The Maximum Development Option would introduce a large new residential and visitor population on Governors Island as well as within the off-island study areas, but would not result in adverse impacts to socioeconomic characteristics.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

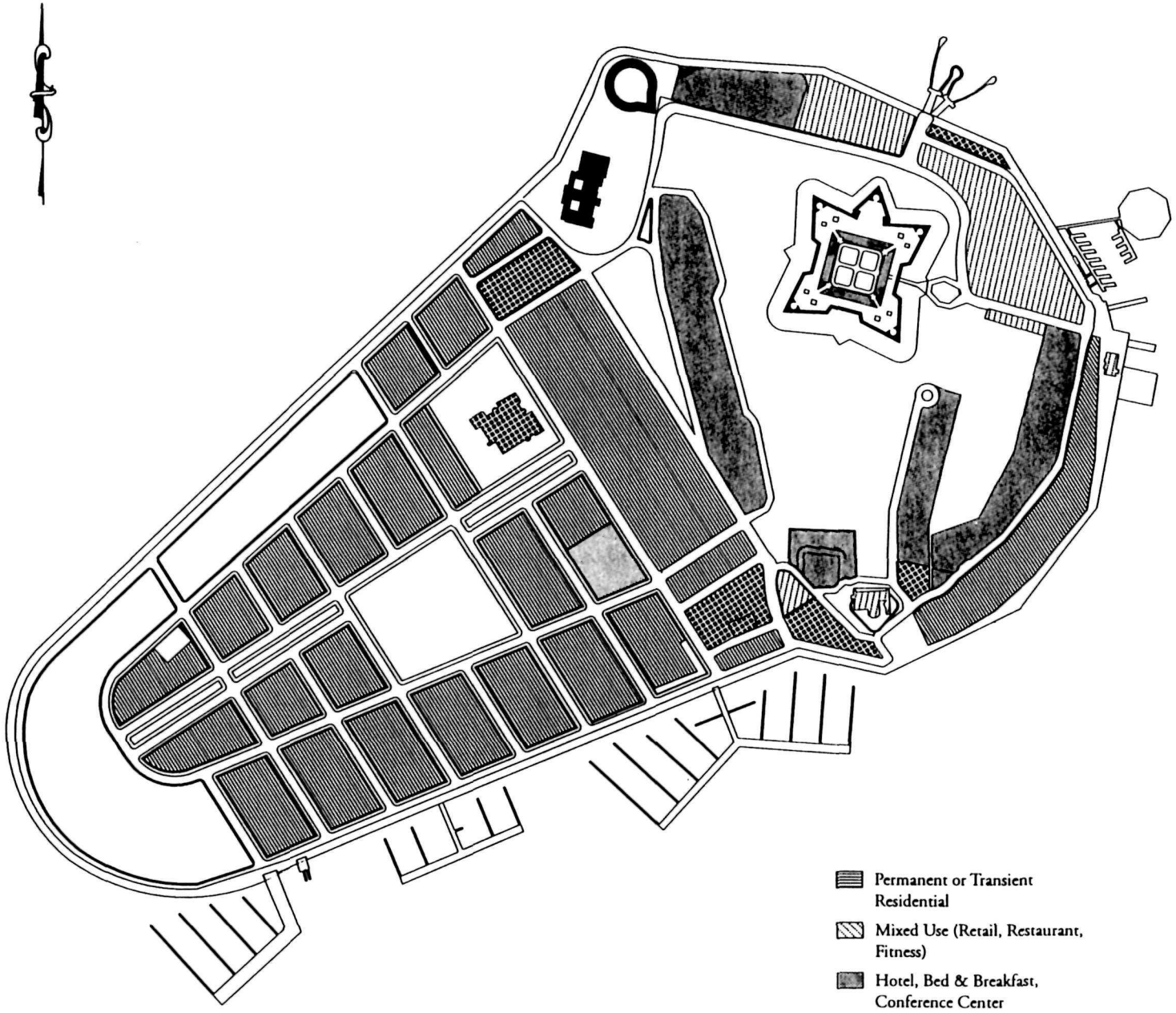
Land Use. The generalized land use pattern in the year 2008 for the Maximum Development Option is depicted in Figure IV.E-20. The Maximum Development Option proposes the greatest level of residential development identified to be practical on-island.

The pattern of land uses would not change at the Manhattan Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

The land use on the existing parcel at Piers 7 and 8 in Brooklyn would change from a surface parking lot for Long Island College Hospital to a 4,450-space parking structure for the Maximum Development Option. The change in use from a surface parking lot to a parking structure appears to be compatible with surrounding industrial and maritime uses. If a Brooklyn ferry terminal and 4,500-space garage were implemented in the Piers 7 and 8 area, the pier would house a transportation use with the construction of necessary dock, transfer bridge, slip, and terminal building facilities associated with the ferry use. This development changes the use of the pier from maritime use to transportation use. This land use change is consistent with the character of neighboring uses as it is located on the waterfront, however it is not in keeping with the land use priorities set forth in the New York City Waterfront Revitalization Program (WRP.) The WRP designates this area as a Significant Maritime Industrial Area (SMIA), with priority given to development of maritime uses in this area. Reuse of this site for parking, and the potential direct displacement of a maritime related use from this site, would constitute a significant adverse impact.

Zoning. Under Coast Guard tenure, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts:

- **Special District**: Due to the unique characteristics of Governors Island, i.e. its low density, history, and ferry-only access; designation as a Special District may be an appropriate manner in which to regulate the island. A Special District allows for pursuing specific planning objectives and/or providing incentives for developers to create the specific qualities which are to be promoted in the district. Examples of other Special Districts in Manhattan are the Special Battery Park City District and the Special South Street Seaport District.


LEGEND:
Permanent or Transient Residential
Mixed Use (Retail, Restaurant, Fitness)
Hotel, Bed & Breakfast, Conference Center
Community Facility (Church, Fire, Police, School)
Museum
Note: Heavy lines denote new construction
Land Use Plan
Maximum -Use Option
0
500'
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)
GOVERNORS ISLAND
EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006
N.T.S.
FIGURE NO. IV.E-20
Beyer Blinder Belle Consortium

- **Multiple Districts**: Another possibility is to zone the island into several different districts, as appropriate. Zoning to accommodate residential use within the Maximum Development Option would most appropriately fall within the R4 or R5 districts, which allow for greater building bulk and height than the existing R3-2 district. Community facilities on-island would likely be located in whatever residential zones are chosen.

Commercial uses envisioned are generally of the type accommodated in the C1 district. The uses included in this district are retail and personal service shops needed in residential neighborhoods, catering to the daily needs of the immediate neighborhood. Due to the large number of hotel units included within the Maximum Development Option, a commercial zone such as C2 may be appropriate to accommodate this use.

Reuse of the Battery Maritime Building under the Maximum Development Option, for passenger ferry service, is a permitted use under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate any of the land use options.

The development of Piers 7 and 8 for passenger and vehicular ferry service under the Maximum Development Option is a permitted use under the current M2-1 zoning district. Any site plan which may be developed at this location would be required to conform to regulations set forth in Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Some of the regulations would include regulation of bulk, yard regulations, height and setback requirements, requirements for waterfront public access and visual corridors, and passenger drop-off and pickup areas.

Public Policy. The Maximum Development Option, which identifies significant increases in residential use on the island, addresses those public policies which promote increasing the regional housing stock.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront*, encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under this option appears to be consistent with policies for Lower Manhattan.

The Maximum Development Option could impact Brooklyn policies, as it includes ferry debarkation and vehicular parking from the Brooklyn waterfront. The *Plan for the Brooklyn Waterfront* and the LWRP have designated the Red Hook area, extending to Piers 7 and 8, as a Significant Maritime Industrial Area (SMIA). This designation indicates the Borough of Brooklyn's commitment to encouraging the use of this part of the waterfront for maritime activities.

Impacts. The implementation of this option would constitute a significant impact to public policy as it locates a non-maritime-related use (parking) in the Brooklyn Significant Maritime Industrial Area. This would also constitute an impact if it caused the direct displacement of the maritime uses currently existing in the Piers 7 and 8 area.

Recommended Mitigation. Recommended mitigation for the impact could include the creation of parking in an area other than the Significant Maritime Industrial Area, with a system of jitney buses to a central ferry terminal. Mitigation could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island.

3. Waterfront Planning and Zoning

Passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan; vehicular service is provided to Piers 7 and 8 in Brooklyn. The three piers on the island, Yankee, Tango, and Lima, would be retained and reused for marina development with floating docks to moor recreational boats. The Maximum Development Option proposes Yankee Pier as the East Ferry Landing and Marina, Tango Pier as a Marina, and Lima Pier as a South Ferry Landing for special events. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications, is suggested. An 18-foot pedestrian promenade along the water's edge is included for the entire circumference of the island except for selected locations where it would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building as proposed in this option is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The *Plan for the Manhattan Waterfront*, part of the New York City Comprehensive Waterfront Plan, acknowledges the importance of providing for waterborne transportation uses along the Manhattan Waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit Park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This option would not conflict with these policies.

The *Plan for the Brooklyn Waterfront* (Department of City Planning, 1994), part of the New York City Comprehensive Waterfront Plan, supports the designation of the Red Hook area of the waterfront as a Significant Maritime and Industrial Area and recommends the continued use for such. Piers 7 and 8 in Brooklyn, which are proposed for use as a ferry terminal under this option, would fall within this area. However, the plan also indicates that new ferry services in this area of Brooklyn, such as from Atlantic Avenue, could possibly be an option. Ferry service to Governors Island could possibly be developed in conjunction with other services that may be developed in Brooklyn. The development of a large parking facility along this portion of the waterfront, and the consequent displacement of maritime-related uses, constitutes a significant adverse impact to waterfront policy.

Plans to bring ferry service to the Battery Maritime Building, as proposed under this option, would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not conflict with these policies.

The land use options under study were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Maximum Development Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Maximum Development Option includes approximately 4,500 residential units, and almost 300,000 square feet of retail uses. The unique features of the island readily lend themselves to such development. Public facilities and infrastructure are adequate for this option or would be developed if not adequate.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not relevant to the proposed Mixed Use Option. The island is not well-suited to water-dependent and industrial uses. The substantial development of such use would be inappropriate on the island, aside from ferry service to and from the island for access. Additionally, the movement of goods and materials to and from the island for industrial purposes would be inefficient.

This option would also displace a water-dependent industrial use from the Brooklyn waterfront by the establishment of a large parking facility. This would be inconsistent with this policy.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

The Maximum Development Option is supportive of this policy. It promotes water-borne transportation, as it is the primary mode to and from the island. Island site conditions are appropriate for commercial ferry service and recreational boating. The Maximum Development Option includes a 440-slip marina.

The development of ferry access in Manhattan and Brooklyn for the Maximum Development Option is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be temporary in nature only.

Policy 5: Protect and improve water quality in the New York City coastal area.

The amount of impervious surface would not increase under the Maximum Development Option. Water quality would not be degraded by increased runoff associated with impervious surface.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Maximum Development Option will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor is minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. If dredging is required and soils are contaminated or ocean-dumped, this could create an inconsistency with this option. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The Maximum Development Option is supportive of this policy. The island's visual and scenic resources would be taken into consideration in the design of this option. It is a common planning element for all options that any new development on the island, particularly on the southern end of the island, should consider the impact on views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island, which are some of the best views in the region.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Maximum Development Option would preserve the GINHL on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which suggests an 18-foot pedestrian promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

The proposed reuse of the existing Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the water side of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

The development of Piers 7 and 8 in Brooklyn under this option for passenger/vehicular ferry service should also conform to the requirements of the waterfront zoning chapter. The most significant feature in this regard is the parking requirements for ferry docks which is governed by Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas. Requirements for parking for this option should be met in accordance with this Chapter. The development of a garage of the size and scale described for the Piers 7 and 8 area, however, would probably not comply with the bulk, height, and setback requirements. This would represent an inconsistency with this policy.

Impacts. The implementation of a 4,500-space parking facility on the Brooklyn waterfront would not comply with Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas in the New York City Zoning Resolution. Additionally, the parking facility could also displace a water-dependent industrial use from the Brooklyn waterfront, creating an inconsistency with the LWRP. This would represent an adverse impact to waterfront zoning policy.

Recommended Mitigation. Recommended mitigation for the impact could include the creation of parking in an area other than land subject to special waterfront regulations, with a system of jitney buses to a central ferry terminal. Mitigation

could also include the exclusion of a ferry and parking location in the Brooklyn waterfront and reliance on existing or planned ferry locations throughout the region to transport visitors to the island. Mitigation might also be provided in the form of a zone change or variance.

4. Historic/Cultural Resources

The Maximum Development Option includes a 20-acre park and approximately 4,450 housing units. Within the GINHL, proposed museum, housing, conference, and support uses would be compatible with the existing historic environment. Removal of 21 non-contributing resources (buildings 33; 35; 36; 85; 92; 134; 203; 205; 208; 209; 211; 212; 217; 218; S-251; 293; 303; 309; 513 A, B, and C; S-517; and 519), and a non-contributing portion of Building 400 G is not expected to have a negative impact. Similarly, refitting of historic buildings for new uses would also not have associated adverse impacts, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

The introduction of new buildings and/or infill adjoining Buildings 25, 107, 110, 324, and 515, and on the sites of the present Buildings 293 and S-309 is not expected to have a negative impact, provided that new construction is designed in accordance with the *Governors Island Preservation and Design Manual.* Reuse of areas outside the GINHL is not expected to have a negative impact on the GINHL, provided that residential and conference buildings immediately south of Division Road are visually compatible with the historic character of the district. Under this option, development on the southern portion of the island would generally be low in scale, and pedestrian in nature. This would be compatible with the adjoining GINHL. Additionally, the significant length and height of Building 400 would to a large degree separate this new development from the GINHL.

Potential negative impacts on archeological resources under the Maximum Development Option would be the same as those under the Mixed Use Option.

Impacts. Removal of 21 non-contributing resources and a non-contributing portion of Building 400 G is not expected to have a negative impact; nor is refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Potential negative impacts on archeological resources under the Maximum Development Option would be the same as those of the Mixed Use Option. Removal or alteration of buildings in the area of Kimmel Road could impact archeological resources. However, any alterations would need to be completed in accordance with the provisions of the *Governors Island Preservation and Design Manual,* and therefore would not create significant impacts.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

6. PHASE-IN OPTION

The concept behind this option is to allow immediate, transitional use of the island's existing buildings while plans are being advanced for the long-term use of the island. It is anticipated that this option could be implemented by the year 2002, immediately after disposition occurs (Figure IV.E-21).

This option is similar to the Reuse Option, but with lower density and fewer components. There would be approximately 800 residential units, with approximately 350 hostel and/or hotel units, a school, religious facilities, and some retail and community facilities. In most cases, minimal rehabilitation would be needed for immediate occupancy. In buildings where a change of use was planned, e.g., for retail facilities, moderate rehabilitation would be required.

A number of buildings under this option would be "mothballed," i.e., sealed off, with only basic maintenance and upkeep for weather protection and security. As with all other land use options, Buildings 877, 517, and 251 would be scheduled for demolition. On-island transportation under this option would be similar to the Reuse Option, with two ferries and eight jitney buses. There would be no physical changes made to the island's open spaces under this option; investment would be limited strictly to rehabilitation of selected buildings.

A. Physical Characteristics

1. Geology, Topography, Seismic Activity, and Soils

Impacts. Building rehabilitation and demolition associated with the Phase-In Option would not result in any impacts to geologic resources on Governors Island. Since the island is not subject to severe seismic risk, rehabilitation and demolition would not represent adverse impacts.

This land use option does not propose any construction activity at the Battery Maritime Building or at Brooklyn Piers 7 and 8. As such, no impacts would result.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

2. Wind and Climate

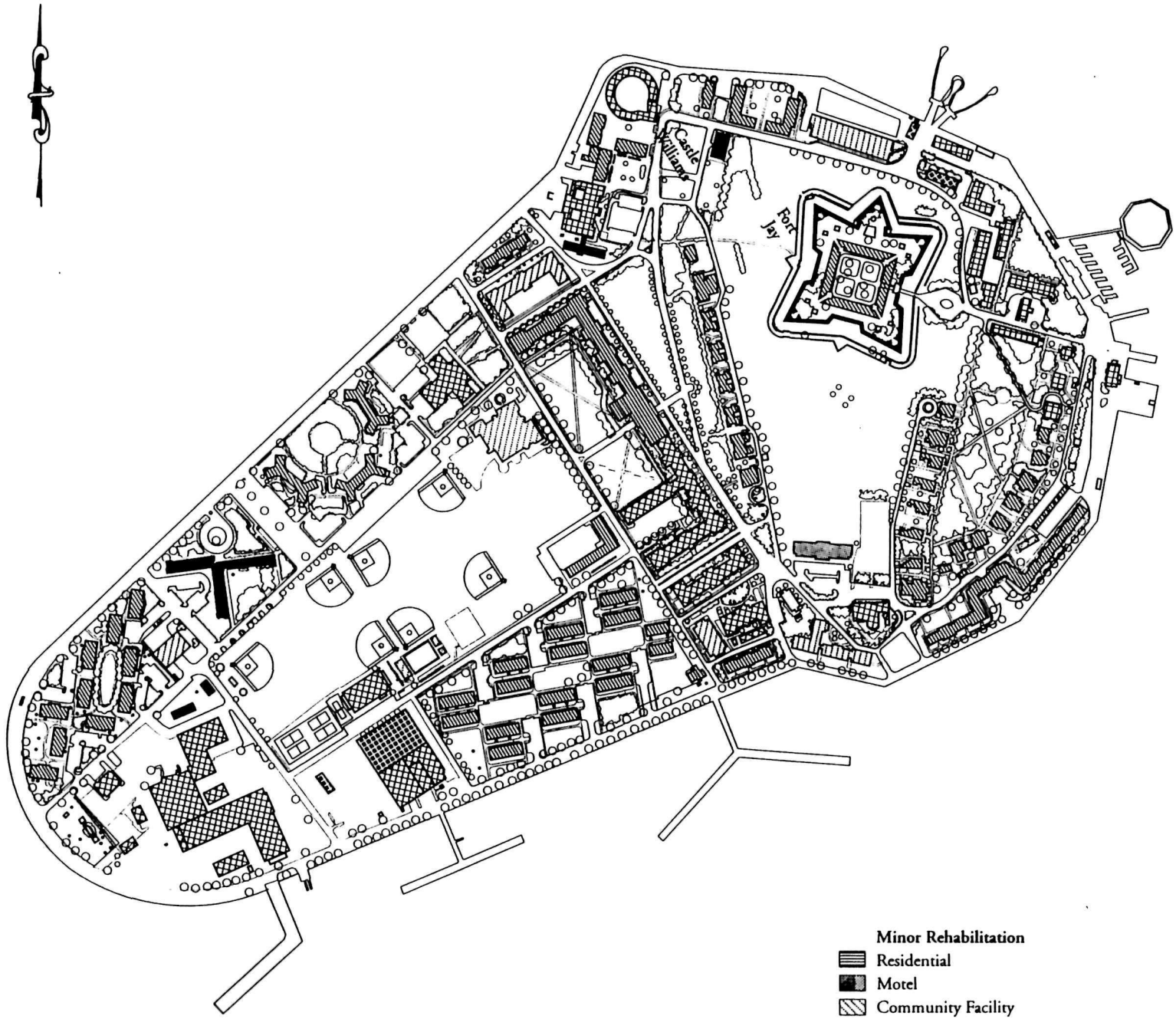
Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact the regional wind or climate experienced on the island, or within the Manhattan and Brooklyn study areas. However, wind and climate should be a consideration in the design and planning for the island, to minimize the effects on inhabitants of the island.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

B. Biological Characteristics

1. Water Quality

Land Use Characteristics. Estimated land use characteristics, open space and impervious surface, for the land use options are presented in Table D-1 (see Appendix D). A very minor variation in the amount of impervious area between existing conditions and the Phase-In Option were noted. This is primarily due to the relative lack of change from existing conditions identified for this option. Selected buildings would be mothballed, but remain as they presently exist. Minor areas of demolition would most likely remain as impervious surface. A zero net change in impervious area would result from implementation of this option.



Beyer Blinder Belle Consortium

LEGEND:

Illustrative Plan
Phase-In Option

0 500'

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

GOVERNORS ISLAND

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. IV.E-21

Stormwater Pollutant Loadings. Pollutant loadings for the land use options were computed using the average daily rainfall calculated from the maximum annual rainfall, computed runoff coefficients for the various impervious surface areas, and the average pollutant concentrations are presented in Table C-3 in Appendix C. Estimated runoff volumes and pollutant loadings, in pounds per day, potentially associated with the land use options are presented in Table D-2 (see Appendix D). Pollutant loadings associated with Phase-In Option are somewhat less than the existing pollutant loadings.

Water Quality Modeling. The stormwater pollutant loadings associated with the land use options for Governors Island were used as inputs to the New York Harbor Seasonal Steady State Water Quality 208 Model (the "208 Model") to determine the effects of the various land use options upon the water quality of the harbor (see Reuse Option discussion). The 208 model was used to predict the effects on receiving water quality of the stormwater pollutant loadings associated with runoff from Governors Island for the various land use options.

For the Phase-In Option, pollutant loadings would decrease slightly from existing conditions. Thus, no impacts to water quality are indicated to result from these loadings. The effects of the estimated pollutant loadings associated with this option results in predicted immeasurable decreases in pollutant concentrations and an immeasurable increase in dissolved oxygen. Changes to receiving water concentrations predicted for the potential land use options would therefore be considered insignificant. Therefore, existing water quality in the vicinity of Governors Island and the off-island study areas would not be adversely effected and could improve due to the predicted changes in stormwater runoff and pollutant loadings associated with the Phase-In Option.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact water quality on the island, or within the Manhattan and Brooklyn study areas. Impervious surface associated with the Phase-In Option would remain basically unchanged from existing conditions, and pollutant loadings would decrease slightly.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

2. Wetlands and Floodplains

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact wetlands since no Federal or State designated wetlands exist in any of the project study areas. The study areas are all surrounded by floodplain zones; however, under the Phase-In Option, no new construction would be taking place on the island, therefore there would be no impacts to floodplains.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Terrestrial and Aquatic Ecology

Terrestrial Ecology. Each of the land use options provides for the maintenance and/or expansion of open space on Governors Island. The increase in open space associated with all of the land use options would be anticipated to increase the amount of available habitat for existing biota, especially passerine birds. The landscaping involved in the creation of these open spaces and parks would also potentially result in the addition of new vegetative species to the island's inventory. No significant changes to terrestrial vegetation, and therefore to ecology, would be expected for either of the off-island study areas.

Aquatic Ecology. The Phase-In Option does not incorporate any physical changes to the islands piers or bulkhead. Activities on

the island are in all cases less intensive than under USCG tenure. The option will not affect aquatic ecology.

Impacts. Since the Phase-In Option does not involve any improvements to on-island marina facilities, impacts to aquatic ecology adjacent to the island and the off-island study areas would not occur.

Recommended Mitigation. Since no impacts to terrestrial or aquatic ecology have been identified, no mitigation is recommended.

4. Endangered and Threatened Species and Critical Habitats

Impacts. Implementation of the Phase-In Option on Governors Island would not impact endangered and threatened species and significant habitats.

Recommended Mitigation. Since no impacts have been identified to the above resources, no mitigation is recommended.

C. Man-Made Characteristics

1. Community Facilities and Services

A total daytime population of 4,848 and a total resident population of 3,515 would be associated with the Phase-In Option. This population would require essential police, fire prevention and/or abatement, and public school services in proportion to population size and, for fire services, building quantity, type, and density. Prior to future development, it would be the responsibility of administrators at the New York Police Department and Fire Department of New York to determine how to appropriately accommodate the needs of any future population for community facilities and services.

This option proposes reuse of the 530-student capacity elementary school, Building 711. The projected elementary school age residential population would be 206, which could be accommodated by the school on-island. Junior high school and high school age residents projected for this option number 126. There would be no facilities provided for these students on-island; those wishing to attend public school would be absorbed into local school districts in Manhattan, Brooklyn, or Staten Island, or into shared facilities within Building 711 on-island. The 126-student increase in local public junior high and high school enrollment is not significant, and would not result in an adverse impact to local area educational facilities.

As described in section III.C.1, Governors Island is equipped with facilities for police and fire prevention activity. It is assumed that provision of such public safety services would continue to exist on-island. These services could either be provided directly by the City of New York or through a private service provider, depending on the eventual owner of the island. The cost of providing such service could be offset by revenues generated by ground rent, taxes or Payments in Lieu of Taxes (PILOT).

The addition of a new transient population to Lower Manhattan may require enhanced police and emergency services, but would likely not include additional demand for fire protection since the Battery Maritime Building would remain basically unchanged. Enhanced services may be in the form of additional police for security and traffic control, emergency medical technicians and ambulance services, and added demand for emergency hospital services. On a daily basis, however, the increase in population to Lower Manhattan would not be very dramatic and would only be on a transient basis. The increase would not represent a significant adverse impact.

Impacts. Implementation of the Phase-In Option on Governors Island would create demand for additional life/safety and

educational services. The provision of these services by NYC could create a minor impact caused by the additional financial burden associated with their provision.

Recommended Mitigation. Mitigation to offset the costs associated with the provision of public schools, additional life/safety services could include the levying of property taxes on the island, development fees, and/or Payments in Lieu of Taxes (PILOT).

2. Open Space

The amount and type of open space incorporated into each land use option and resident and daytime user populations projected for each of the land use options are listed in Table D-4 (see Appendix D). Open space ratios for both daytime and resident population of the island have been calculated from these figures. Calculation of the island's ability to serve projected daytime and resident populations' open space needs was based loosely on local environmental (CEQR) guidelines (refer to the Reuse Option analysis).

In the Phase-In Option, the active open space ratio of available open space for residents and recreational visitors exceeds the planning goal of 2.5 acres per 1,000 residents. The passive open space provided in this option also exceeds the 0.15 acres per 1,000 residents/users guideline by more than 10 times. Accordingly, there would be no impact to open space resources resulting from this land use option.

Upon reviewing the off-island open spaces in the context of the land use options, it was determined that these facilities would not be affected by visitors and/or Governors Island residents traveling to or from Governors Island. This is because of the nature of Governors Island as a regional open space facility and the relative abundance of open space contained on the island. Residents or visitors traveling to the island, via either the Battery Maritime Building or a Brooklyn debarkation point, would be unlikely to linger at open spaces in the vicinity of the debarkation points. Likewise, residents or visitors leaving Governors Island would not be doing so to make use of these relatively small off-island open spaces, which offer fewer recreational choices to the potential open space user.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact open space resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

3. Urban Design and Visual Resources

The Phase-in Option allows for the in-kind use of existing structures by 2002 while long-term planning is completed for ultimate reuse. In effect, this option explores an interim use of the island between disposition and the 2008 analysis year. It makes use of many of the buildings without precluding other permanent options to occur. This option emphasizes reusing as many of the existing buildings as possible for various types of residential space, with supportive retail and hospitality uses.

The effects on urban design and visual resources would be similar to those in the Reuse Option. The existing visual resources and urban design conditions would remain unchanged. Views to and from the island would be the same as in the existing condition. As such, no impact to urban design and visual resources would result from the implementation of this option.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact urban design resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

4. Neighborhood Character

The Phase-In Option assumes reuse and mothballing of some of the existing facilities on-island beginning in the year 2002. This could occur either as an interim condition or a final use of the island. This option's effects on neighborhood character, both on-island and off-island, are comparable to the Reuse Option.

Impacts. Under this option there are no significant impacts to neighborhood character.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

5. Infrastructure and Solid Waste

The adequacy and future levels of service of infrastructure systems was assessed with respect to demands generated by the implementation of each of the land use options, as well as development within the off-island study areas.

The infrastructure demand for each of the land use options is provided in Tables D-5, D-6, and D-7 (see Appendix D). The worst-case demand for infrastructure, the Maximum Development Option, was used as the determinant of impact for these services. If the Maximum Development Option did not exceed the demand placed on infrastructure that resulted from USCG occupation, since it would be the greatest user of infrastructure facilities, then no significant adverse impact would result. A detailed description of the infrastructure analysis conducted on the Maximum Development Option is located with that option.

The Phase-In Option would generate approximately 0.5 mgd in water and sewer usage, and would generate approximately 57 tons of municipal solid waste per week. The average daily water consumption when Governors Island was occupied by approximately 4,000 residential tenants was approximately 1.8 million gallons per day (mgd), with a maximum consumption of 2.0 mgd. Furthermore, maximum incoming capacity has been estimated to be 3.3 mgd.

The estimated capacity of the 10-inch force sewer main leading from Governors Island is approximately 2.7-2.8 mgd. Sewage generated on-island would be pumped via existing infrastructure to the Red Hook Water Pollution Control Plant (WPCP) in Brooklyn. The Red Hook WPCP has the capacity to process approximately 60 million gallons of waste water per day. In 1996, the average annual dry weather flow through the Red Hook WPCP was 35 mgd; in 1997, it was 34 mgd. No sewer capacity problems were experienced with the existing sewer system while Governors Island was occupied by the Coast Guard.

Approximately 180 tons of municipal solid waste per week was generated when Governors Island was occupied by the USCG. Existing infrastructure capacity on-island is therefore sufficient to meet expected demand created by implementation of this land use option.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact infrastructure on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

6. Hazardous Materials

Figure III.C-14 shows completed and ongoing hazardous materials investigations on Governors Island. The USCG is currently completing all environmental closure and clean-up operations in compliance with Federal, State, and local regulatory standards prior to disposal of the island. By the year 2008, all remediation activities are anticipated to have taken place.

Since all required cleanup or other remediation would have occurred by the time any of the land use options are implemented, including the Phase-In Option—which could be implemented as early as 2002—no significant adverse impacts would occur. Due to the large presence of fill materials on Governors Island, however, hazardous materials testing and remediation may be required for any future development.

Remediation areas located within the GINHL would not likely be impacted by reuse of Governors Island, as demolition and/or new construction on this portion of the island would be extremely limited in scope. Remediation areas in the southern portion of the island, however, would be affected to varying degrees depending on the nature and extent of disturbance to these cleaned-up areas under the different land use options.

Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

Impacts. As there would be no new construction under this land use option, implementation would create no hazardous materials impacts.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

7. Traffic and Transportation

On-Island

The Phase-in Option was developed in order to allow for the immediate, transitional use of many of the island's buildings while plans are being advanced for the long-term use of the island. It is anticipated that this option could be implemented by the year 2002. This option is similar to the Reuse Option, but with lower density.

Streets. The on-island street network remains unchanged in the northern and southern portions of the island.

Parking. Vehicular access is permitted to the island under this option. However, existing parking supply on the island is far in excess of the parking demand this option would generate.

Transit. An on-island jitney service would be provided in conjunction with this option. The option would generate a demand for an eight-bus system operating on a 10-minute headway.

Traffic Circulation. Traffic operations on-island are heavily dependent upon the land use option considered. The Maximum Development Option was analyzed since it represented the most intensive use of Governors Island. This analysis is presented in

conjunction with that Option. The other options would in all instances cause less impacts than the Maximum development Option. On-island traffic associated with the Phase-in Option, would be adequate to accommodate flow.

It should be noted that future parties may be responsible for implementing localized improvements, as required, to accommodate the traffic demand. These improvements are envisioned to include such elements as dedicated jitney pull-off areas, and vehicle staging areas adjacent to the ferry terminal. Depending upon the final configuration of the land uses to be developed, minor intersection widening to incorporate exclusive left turn lanes at selected intersections might be required. These improvements would be the responsibility of the new owner.

Off-Island

Off-island traffic conditions were analyzed for the worst-case conditions generated by the land use options. This included:

- The Reuse Option for AM and PM Peak conditions in the Manhattan study area.
- The Maximum Development Option for transit and pedestrian circulation in the Manhattan study area; and AM and PM Peak conditions in the Brooklyn study area.
- The Academic Option with NYC Proposal for a Casino for Evening and Saturday Off-Peak Conditions in the Manhattan and Brooklyn study areas.

See the appropriate option for the description of the associated analysis. Traffic circulation, pedestrian access, and transit use associated with the Phase-in Option in the Manhattan study area would in all instances result in conditions less intensive than those described for the worst-case option.

The Phase-in Option does not include access from the Brooklyn Study Area, as such no analysis is necessary.

Impacts. Implementation of the Phase-In Option would not adversely impact traffic on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to traffic have been identified, no mitigation is recommended.

8. Air Quality

None of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island. As vehicle emissions are improving over time, it is anticipated that air quality on-island would not be degraded relative to conditions under USCG tenure. As such, no mobile source air quality analysis was conducted for Governors Island itself.

No new stationary sources that might degrade air quality are planned as part of this option. As such, no stationary source air quality analysis was conducted for Governors Island.

In the Manhattan study area, none of the intersections considered critical for air quality were shown to have experienced a significant change in Level of Service (LOS) as a result of induced traffic (see screening analysis for air quality, section III.C), thus a quantitative analysis was also not conducted for the Manhattan study area.

The Phase-In Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. Air quality within the Brooklyn study area would not be impacted by this option.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact air quality on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

9. Mobile Source Noise

An analysis of on-island noise levels that would result from the land use options was conducted. The Maximum Development Option was used as a "worst-case" model, since it represents the greatest amount of regular activity throughout the island (refer to that option for a detailed analysis). The analysis determined that noise levels predicted for the land use options fall within New York City environmental regulations' limits of acceptability for noise, and would not represent an adverse environmental impact.

The Battery Maritime Building is not located proximate to any traditional sensitive noise receptors, such as residences. As a result, it was determined that a formal noise analysis was not necessary for the Manhattan study area.

The Phase-In Option does not include use of Brooklyn Piers 7 and 8 for ferry debarkation or vehicular parking. There would be no impacts to this study area.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact noise levels on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

10. Energy

Operational and embodied energy consumption would increase with the land use options, as buildings would be reopened or new buildings would be constructed and put into operation (refer to Tables D-9 through D-12 in Appendix D). The Phase-In Option would require the least amount of embodied energy of all the options, since no new construction would be expected.

As discussed in Section III.C-5, existing suppliers would be able to accommodate the increase in energy usage for operation of island facilities.

Impacts. Implementation of the Phase-In Option on Governors Island would not adversely impact energy resources on-island or in any of the project study areas.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

D. Socioeconomic Characteristics

1. Socioeconomic Conditions

Population and Housing. Under this option, it is assumed that immediate occupancy of most of the existing buildings on Governors Island would occur. No substantial modifications or improvements to the site would occur, however, and investment would be limited to making selected buildings ready for habitation.

This option would be a transitional use wherein 39 single-family houses, 92 row house units, and 683 multifamily dwellings, a total of 814 residential units, would be reoccupied by a population of 3,341 (refer to Table D-14 in Appendix D).

Some buildings would not be reused under this option, and would be mothballed. However, many nonresidential buildings would also be occupied or reused: the school, the fire station, a recreation center, a theater or cinema, retail store, a museum, a hotel, and a marina. These facilities would primarily serve the population that would reside on the island. However, the 55-room hotel, 295-room hostel, the museum, the recreational facilities, and 20 acres of open space would also serve a visitor population. The visitor population under this option would be 303,440 per year and the number of employees would be 696. It is not expected that this option would create a significant impact to population and housing.

Economic Conditions. The Phase-in Option is estimated to cost $59 million to implement, without taking into account land and financing costs. Most of this cost, about 90 percent, would be for hard costs, i.e., costs related to construction expenditures. The remaining 10 percent are part of the soft costs required for a construction project, such as costs of design or project management. Approximately 45 percent of the hard costs in the project are related to construction labor and employment expenses. Utilizing base theory income multipliers, and direct and indirect expenditures, the total economic activity resulting from this option could generate approximately $76 million towards the local economy.

A total of 696 employees would be needed for the maintenance and operation of the Phase-In Option. This includes, for example, employees for maintenance of the academic buildings, administrative employees, and employees for the medical facilities.

This option would place a site on the tax rolls which currently generates no real estate tax revenue. Governors Island under the Phase-In Option could generate $2,900,000 in real estate property tax for the City. In addition, other revenues, in the form of personal income taxes on wages and salaries for on-site workers, sales taxes on retail sales, and income taxes from businesses, would accrue to the City.

Due to the conceptual nature of the land use options considered in this EIS, sources of funding for construction of the school, the museums, or the parks have not been established. It is assumed that all facilities would be financed by the developer of the project. In addition, any subsidies or tax abatements have not been fully explored or assumed. These could include governmental tax reduction or financing programs.

Secondary Displacement. The Phase-In Option is not expected to create significant adverse secondary displacement impacts, given the substantial population and economic market that is already in place (refer to the Maximum Development Option for detailed secondary displacement analysis).

Impacts. The introduction of this new population is not expected to create a significant adverse socioeconomic impact on the affected areas due to the physical separation of the Island from Lower Manhattan, and because a substantial number of tourists and workers currently visit this area of Lower Manhattan.

Access to Governors Island would not be provided from Brooklyn under this option. As a result, no significant impacts under this option are anticipated in the Brooklyn study area.

Recommended Mitigation. Since no population, housing or economic impacts have been identified for the Phase-In Option, no mitigation is recommended.

2. Land Use, Zoning, and Public Policy

Land Use. The Phase-In Option provides for a scenario which would allow for transitional use of the existing structures. As such, this scenario has minimal changes in land use over the existing conditions compared to when the Coast Guard occupied

the island and has a similar land use pattern to the Reuse Option. The most significant exception is that some of the structures would be mothballed. The majority of the residential, community facility and open space uses would remain as in the existing conditions. A mixed-use area would be added on the northwest part of the island to accommodate retail needs.

The pattern of land uses would not change at the Manhattan Battery Maritime Building as a result of implementation of any of the land use options. In some circumstances, however, the intensity of use may change.

Zoning. Under Coast Guard occupation, New York City Zoning Regulations did not apply to Governors Island. Accordingly, there are buildings on the island that do not comply with the current zoning for the island, R3-2, particularly in terms of building height and use. Under the land use options, it is assumed that the island would come under New York City regulations and would be rezoned in a manner appropriate to its future uses. This may be accomplished via rezoning as a Special District or as multiple districts.

Reuse of the Battery Maritime Building under the Phase-In Option for passenger and vehicular ferry service is permitted under the current M1-4 zoning district. According to Article VI, Chapter 2, Special Regulations Applying in Waterfront Areas, no parking for ferry services in this zone is required. No zone change in Manhattan would be required to accommodate this land use option.

Public Policy. The Phase-In Option, which essentially retains the status quo of the development pattern on Governors Island, can be considered consistent with any regional plans and policies.

Plans for Manhattan, such as the *Plan for the Manhattan Waterfront*, encourage continued use of the waterfront for water-dependent and waterfront-enhancing uses. Continued use and/or expansion of ferry service at the Battery Maritime Building under all options appears to be consistent with policies for Lower Manhattan.

The Phase-In Option does not include access from the Brooklyn waterfront, and would not impact related public policies.

Impacts. There would be no adverse impacts to land use, zoning, or public policy as a result of the Phase-In Option.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

3. Waterfront Planning and Zoning

Both vehicular and passenger ferry service under this option is provided from Soissons Dock on the northwest side of Governors Island to the Battery Maritime Building in Manhattan. The three piers on the island, Yankee, Tango, and Lima, would be retained. Due to the nature of the Phase-In Option, these piers may or may not be reused in this interim use option. The retention of the existing waterfront esplanade, made up of the granite seawall, road, and sidewalk, with improvements to make it a publicly-accessible walkway with landscape improvements and functional modifications, is suggested. An 18-foot pedestrian promenade along the water's edge is included for the entire circumference of the island except for selected locations where it would not be feasible. Special landscape features and plantings on the windward esplanade would be used to provide screening from high winds.

Waterfront Planning. Reuse of the Battery Maritime Building as proposed in this option is in keeping with the *Plan for the Manhattan Waterfront* (Department of City Planning, 1993). The Plan for the Manhattan Waterfront, part of the New York City Comprehensive Waterfront Plan, acknowledges the importance of providing for waterborne transportation uses along the

Manhattan Waterfront. It identifies the need to create new opportunities for waterborne transport at many Lower Manhattan facilities, including the Battery Maritime Building. Other policies mentioned in the plan are Manhattan's desire to consolidate the Peter Minuit park traffic islands to create a major public space for both circulation and events and the need to upgrade access points across South Street with signage and crosswalk treatment. This options would not conflict with these policies.

Plans to bring ferry service to the Battery Maritime Building as proposed under this option would be supportive of the *Plan for Lower Manhattan* (Department of City Planning, 1993) as a way of bringing new, diverse, and improved attractions to the waterfront. Other recommendations of the plan are to create a continuous esplanade around Lower Manhattan and to enhance the role and functions of the Whitehall Ferry Terminal. This land use option would not conflict with these policies.

The Phase-In Option assumes the Island is disposed of to New York State/New York City or another entity, therefore it is possible that it could come under the consistency analysis requirements of New York City's Waterfront Revitalization Program, as it would no longer be a Federal property and could be included within Coastal Zone boundary. The 1997 Waterfront Revitalization Program (Department of City Planning, 1997) is a revision of the 1982 WRP, incorporating recommendations of the Comprehensive Waterfront Program, 1992. The land use options under study were examined for consistency with New York City's Waterfront Revitalization Program (WRP). The policies included in the 1997 proposed revision were used, as these policies, or a similar version, would be in place in the year 2008. The following outlines the analysis of the Phase-In Option against each of these policies.

Policy 1: Support and facilitate commercial and residential redevelopment in areas well-suited to such development.

The Phase-In Option includes approximately 800 units, and roughly 140,000 square feet of retail uses. Public facilities and infrastructure are adequate for this option or would be developed if not adequate.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

This policy is not relevant to the proposed Phase-In Option. The island is not well-suited to water-dependent and industrial uses. The movement of goods and materials to and from the island for industrial purposes would be inefficient. The substantial development of such use would be inappropriate on the island, aside from ferry service to and from the island for access.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

The Phase-In Option is supportive of this policy. It promotes water-borne transportation, as it is the primary mode to and from the island. Island site conditions are appropriate for commercial ferry service and some recreational boating. Provision of ferry access in Manhattan for the Phase-In Option is consistent with this policy, as ferry service is a water-dependent use and site conditions here would support its development and operation.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Aquatic habitats adjacent to Governors Island may be impacted during construction activities, however, these impacts would be minimal and temporary in nature only.

Policy 5: Protect and improve water quality in the New York City coastal area.

The amount of impervious surface would not increase under the Phase-In Option. Water quality would not be degraded by increased runoff associated with impervious surface.

Policy 6: Minimize loss of life, structure and natural resources caused by flooding and erosion.

Construction activity associated with the Phase-In Option will include an erosion and sedimentation plan, to minimize the potential for erosion or other site disturbance. The likelihood of flooding in the New York Harbor is minimal.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

All hazardous materials on Governors Island will be remediated in advance of property disposition or future development. Solid waste will be removed from the island by a private hauler.

Policy 8: Provide public access to and along New York City's coastal waters.

A common planning element included in all land use options is a public waterfront esplanade, which includes a walkway as an important recreational amenity for island residents and visitors, capitalizing on its dramatic views of Manhattan, etc.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

The Phase-In Option is supportive of this policy. The island's visual and scenic resources were taken into consideration in the design of this option. It is a common planning element for all options that any new development on the island, particularly on the southern end of the island, should consider the impact on views of Governors Island from passing boats, Manhattan, Liberty and Ellis Island, as well as from Governors Island, which are some of the best views in the region.

Policy 10: Protect, preserve and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

The Phase-In Option would preserve the GINHL on the northern portion of the island. All site work and maintenance conducted within the GINHL would be in conformance with the *Governors Island Preservation and Design Manual.*

Waterfront Zoning. One of the most significant regulations relative to Governors Island is the requirement for a Shore Public Walkway along the entire length of the shoreline. This requirement would be satisfied by a common planning element throughout all of the land use options which suggests an 18' walking promenade along the water's edge for the entire circumference of the island. This would provide an uninterrupted public pedestrian way around the island and would meet the requirements of Article VI. As the existing waterfront perimeter roads would likely become mapped roadways if zoned, an additional Waterfront Public Access may not be necessary.

Reuse of the Battery Maritime Building, whether for passenger or vehicular ferry service, should not be affected by the Waterfront Zoning regulations. A consideration would be the waterfront public access requirement, which although not possible on the waterside of the building, could possibly be accommodated in the site design as part of the circulation pattern in front of the building.

Impacts. Implementation of the Phase-In option would not impact waterfront planning and zoning policies.

Recommended Mitigation. Since no impacts have been identified, no mitigation is recommended.

4. Historic/Cultural Resources

The Phase-In Option is intended for transitional use of existing facilities prior to implementation of another reuse option. Within the GINHL, proposed housing and support uses would be compatible with the existing historic environment. Removal or mothballing of 21 non-contributing resources (Buildings 33, 35, 36, 85, 92, 106, 134, 203, 205, 208, 209, 211, 212, 217, 218, S-251, 303, 309, S-517, 519, and 525) is not expected to have a negative impact. This is also the case for refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Reuse of areas outside the GINHL is not expected to have a negative impact on within the GINHL. The Phase-In Option could impact archeological resources only where building demolitions within the GINHL are proposed along Kimmel Road.

Impacts. Removal or mothballing of 21 non-contributing resources is not expected to have a negative impact; neither is refitting of historic buildings for new uses, provided that alterations to historic fabric are made in accordance with the *Governors Island Preservation and Design Manual.*

Removal or construction of buildings along Kimmel Road has the potential to create an impact to archeological resources. Any alterations in this district, however, would need to comply with the provisions of the *Governors Island Preservation and Design Manual*. Accordingly, there would be no significant impacts.

Recommended Mitigation. Since no impacts to the above resources have been identified, no mitigation is recommended.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND KELCEY ENGINEERS, INC.

V. Summary of Significant Impacts

V. SUMMARY OF SIGNIFICANT UNAVOIDABLE IMPACTS

Significant unavoidable or unmitigable impacts to resources on Governors Island and the off-island study areas under the project alternatives can be summarized as follows:

No Action Alternative

- Potential revenue from the sale of the island would be lost to the Federal government, while it would continue to bear the recurring expense (more than $6 million a year) of caretaking/maintenance of the island.

- Failure on the part of GSA to meet the mandates under either the Balanced Budget Act of 1997 or the Federal Property Administrative Services Act of 1949 (FPAS).

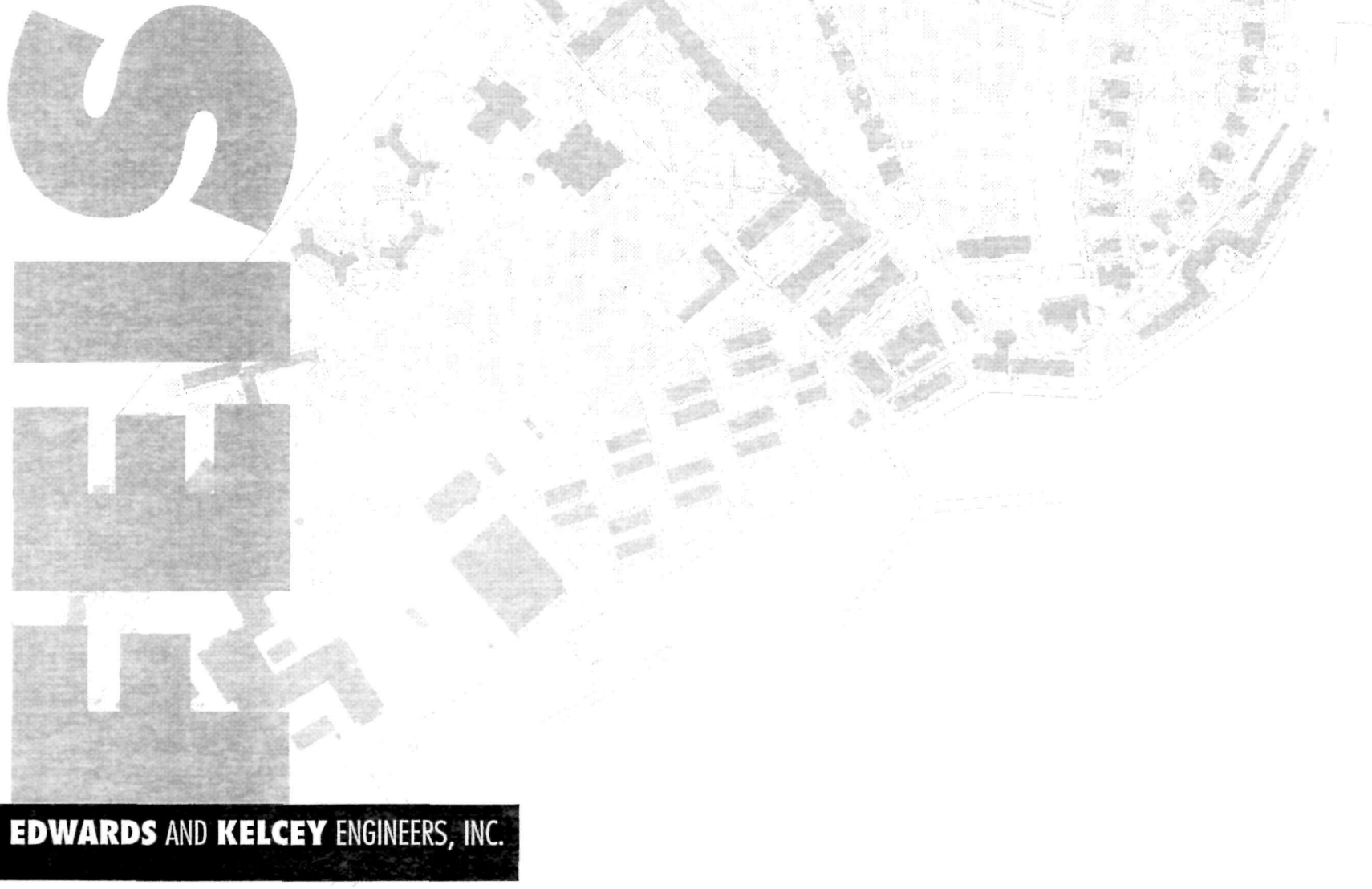
Action Alternative (The Preferred Alternative)

The administrative act of disposing of Governors Island to NYS/NYC would not result in any unavoidable impacts on the physical, biological, man-made, or socioeconomic characteristics of the environment. Other impacts outlined in this document, for both the project alternatives as well as the land use options, can all be mitigated.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION



EDWARDS AND **KELCEY** ENGINEERS, INC.

IV. Environmental Consequences and Recommended Mitigation

VI. RELATIONSHIP BETWEEN THE SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The National Environmental Policy Act (NEPA) requires a discussion of the balance between short-term uses, such as disturbances to the natural environment, and long-term productivity, such as public health and safety.

The proposed action, disposition by the U.S. Government of Governors Island as surplus property, would bring the long-term result of cost savings for the federal government and U.S. taxpayers. The Federal Government would realize the financial gains generated from the sale of the island, while the ongoing cost of maintaining the island, more than $6 million a year, would end as an annual recurring expense to the Federal Government.

Redevelopment of Governors Island by others as a result of the proposed action could precipitate any number of short-term uses of the environment, similar to those which have been analyzed in this report. While none of the land use options analyzed represent actual development proposals for Governors Island, the continued maintenance and protection of the GINHL district under any redevelopment scenario would ensure both short-term and potential long-term preservation and enjoyment of valuable cultural resources.

Demolition of vacant, non-contributing structures on Governors Island under the Recreation Option would bring long-term enhancements to local and regional open space resources. Over the long term, the increase in on-island vegetation and possible introduction of a salt marsh/tidal basin under this scenario would enhance the island's currently limited potential value as wildlife habitat.

Additional construction on Governors Island under the Maximum Development or Mixed Use Options would augment the local housing stock in the short term. Demolition of non-contributing structures associated with redevelopment, particularly Building 877, would lend a continuity of scale to the built environment on the island and enhance views of the island, particularly from the west.

The construction of a new Brooklyn debarkation point, including parking deck and ferry slips, would commit a potentially valuable waterfront resource for vehicle storage and passenger loading, and introduce additional motor vehicle traffic to the local street and highway network in Brooklyn.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND KELCEY ENGINEERS, INC.

VII. Irreversible and Irretrievable Commitments of Resources and Cumulative Impacts

VII. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES AND CUMULATIVE IMPACTS

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Irreversible or irretrievable resource commitments are related to the use of nonrenewable resources and the effect that the use would have on future generations. The proposed action, disposal by the Federal government of Governors Island, would not in itself result in any irreversible or irretrievable commitments of resources.

The future purchase and redevelopment of Governors Island under any of the Land Use Options would require a substantial monetary investment. A significant amount of human resources would be devoted to the planning, design, construction and operation of Governors Island following disposition. Although this would represent an irreversible commitment, an economic and productive use of available labor could be realized.

CUMULATIVE IMPACTS

Cumulative Impacts are the effect on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions (40 CFR §1508.7).

In order to formulate any hypotheses regarding the cumulative impacts of the proposed action combined with other past, present, and future actions, it is necessary to take an "overview" approach to the projects implemented in the past, and planned for the future, in the study area. Furthermore, impacts on various resources have different geographical limits. While impacts on air and water quality have less distinct physical boundaries, effects on infrastructure, neighborhood character, and economics are more narrowly targeted to areas clearly defined by physical, political, or administrative boundaries. Cumulative impacts have therefore been considered within each of their appropriate contexts.

While the proposed administrative action (disposal by the Federal government of Governors Island) in and of itself would not be likely to result in any measurable impacts, the worst-case impacts resulting from implementation of any of the land use options by another party have been considered within this analysis. Table VII-1 summarizes past, present, and future trends with regard to impacts on various aspects of the environment, including the incremental impacts, if any, that are likely to result from implementation of the highest-impact land use option by a party other than GSA.

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Geology, Topography, Seismic Activity, and Soils	Regional urbanization greatly altered surface resources	Little change to subsurface resources	No change	*Land Use Options:* No or minimal change *Regional:* Sprawl and soil disturbance continue to proceed controversially at urban edge	Little change to existing conditions in study areas
Wind and Climate	Microclimates created by construction	No perceptible changes	No change	*Land Use Options:* Sensitive building placement and landscaping will lessen climatic effects. *Regional:* Microclimates created and affected locally.	Gradual reduction in creation and impact of microclimates.
Water Quality	Severe reduction in water quality	Regulatory standards mandate water treatment and pollution prevention	No change	*Land Use Options:* No increase in impervious surfaces or pollution from land use options. *Regional:* Greater regulation/ conservation measures anticipated.	Gradual stabilization/ improvement of water quality
Wetlands	Wholesale filling/reduction in acreage of wetlands	Permits required; annual losses are small; sometimes mitigated 2 to 1	No change	*Land Use Options:* No net increase or reduction in wetlands. *Regional:* Continued minor losses with legislated mitigation.	Gradual slowing in loss of wetlands; creation of some new acreage

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Aquatic Ecology	Decrease in numbers and species diversity	Occasional documented fish/fauna kills	No change	*Land Use Options:* Increased interpier area in some land use options will encourage diverse species. Dredging could impact some species. *Regional:* Loss of cold-water species due to regional change in temperature	Continued decline in numbers and species diversity
Endangered and Threatened Species and Significant Habitats	Decrease in numbers and species diversity from development	Small losses annually	No change	*Land Use Options:* Increase in open space may create new habitats on-island. Dredging could affect transient species. *Regional:* Continued gradual losses; habitat destruction has a synergistic effect	Continued gradual loss in numbers and diversity of species
Community Facilities and Services	Development has led to overall increase in demand and availability of services with a corresponding increase in the cost of these services	Little additional demand on services planned for study area other than for transient visitors	Responsibility for provision of emergency services transfers to New York City or private entity	*Land Use Options:* Additional need for New York City services under some land use options with a corresponding financial burden associated with these services	City services will become inadequate to meet needs unless services are increased. Financial burden of services could be offset by new tax ratables

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Open Space	Urbanization has caused large reduction in acreage of open space. Quality and availability of urban parks is variable but constrained	Limited creation of new urban parks; takings require in-kind replacement	May provide public access to a new open space resource	*Land Use Options:* Moderate to significant increase in high-quality regional open space resources. *Regional:* Urban public open space remains limited with small increases and improvements	Stabilization/small increase in quality and quantity of urban open space resources
Urban Design and Visual Resources	Zoning maintains minimal standards for Urban Design, resulting in an enormous variation of quality	Designs subject to review and local regulation	No Change	*Land Use Options:* Changes to island's physical form will generally Urban Design/Visual quality *Regional:* Increased sensitivity to aesthetic resources will drive more careful design	Gradual transition to a more aesthetically pleasing urban fabric
Neighborhood Character	Large-scale projects have destroyed neighborhoods while some high-quality neighborhoods continued to be maintained	More recent attempts to preserve/restore neighborhood character	No Change	*Land Use Options:* On-Island character generally preserved/enhanced under land use options *Regional:* Neighborhood character changes minimally over time except when large projects displace neighborhoods	Existing neighborhoods change minimally over time

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Infrastructure and Solid Waste	Large-scale systems installed to absorb demand	Gradual additional demand on services; conservation measures minimize impacts	No Change	*Land Use Options:* Manageable increase in infrastructure demand *Regional:* Planned upgrades to increase capacity; continued conservation and recycling	Increases in capacity and efficiency reduce long-term adverse impacts
Hazardous Materials	Unregulated pollution and storage of hazardous materials	Regulations prohibit dumping and mandate clean-up activity	No Change	*Land Use Options:* Coast Guard to complete clean-up prior to disposal; dredging could create an impact *Regional:* Continued regulation, clean-up activity, and incentives to redevelop brownfields	Gradual reduction and clean-up of urban hazardous waste sites
Traffic and Transportation	Capacity increases are eventually met with demand and congestion	Maximum demands placed on existing capacity, efforts to improve system	No Change	*Land Use Options:* Increased demands placed on existing capacity under some land use options	Increased congestion despite increased capacity; development patterns become more transit-oriented

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Air Quality (AQ)	Past impacts due to increased traffic; impacts begin to improve in response to Clean Air Act	Reduction in summer visibility; CO non-attainment area; other AQ standards still met	No Change	*Land Use Options:* Increased vehicle traffic and parking activity under some land use options further threaten air quality *Regional:* Auto emissions improve; further regulation will slow worsening of air quality	Federal/local regulations mandate air quality improvements
Mobile Source Noise	Traffic generates locally concentrated noise; standards established to abate noise	Mitigation measures, e.g., noise walls, being implemented	No Change	*Land Use Option:* Minor increase to localized motor vehicle noise in Brooklyn area under three of the land use options *Regional:* Continued noise reduction measures mitigate continued traffic increases	Locally concentrated noise impacts; some mitigable through noise attenuation devices, etc.
Energy	Inefficient consumption of fossil fuels and increased demand create shortages	Continued energy consumption with conservation encouraged; some energy-saving measures in place	No Change	*Land Use Options:* New construction would be more energy-efficient *Regional:* Greater efforts to conserve energy, technological developments to use energy resources more efficiently	Overall more efficient consumption of expendable energy resources

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Socioeconomic Conditions	Rise and fall of industrial/ manufacturing economy; service economy becomes predominant	Growth of service/financial sectors of economy; manufacturing jobs decrease	Potential for property to be put on New York State/New York City tax rolls (if disposed of to a private entity)	*Land Use Options:* Expand service economy and provision of short-term construction employment *Regional:* Continued growth of service economy and decline of industrial/ manufacturing sector	Local transformation to service and tourist economy with focus on financial and high-tech sectors
Land Use, Zoning, and Public Policy	Regulations put in place over a period of time to separate incompatible uses and provide access to light and air	Adherence to public policy guidelines including zoning	No Change	*Land Use Options:* Land use options may require zone changes *Regional:* Continued compliance with land use policy	Built environment reflects considered planning goals and objectives
Waterfront Planning and Zoning	Waterfront given to transportation/ warehouse / industrial uses without public access considerations	Programs to preserve maritime heritage and increase the waterfront's aesthetic value and public access	Disposition could create a new waterfront public destination	*Land Use Options:* Displacement of maritime industrial uses could occur in Brooklyn *Regional:* Improved waterfront access and ferry transportation are implemented	Gradual increase in access to New York City's waterfront; maritime related uses continue to be maintained

TABLE VII-1

Cumulative Effects on Resources Based on Implementation of Disposition Alternative (Preferred Alternative)

Resource	Past Actions	Concurrent Actions	Action (Disposition)	Future Actions	Cumulative Effect
Historic and Cultural Resources	Chronic disregard for historic/cultural resources; backlash occurs with the demolition of Penn Station, New York	More sensitive/ regulated treatment of cultural resources; Landmarks Preservation Commission reviews actions	Governors Island National Historic Landmark district (GINHL) will continue to be maintained	Continued movement toward historic preservation, restoration, and adaptive reuse	Improved condition, presence, and awareness of historic and cultural resources
Environmental Justice	Minority sectors of society impacted to varying degrees by public works projects	Policies and regulations to analyze and avoid potential dumping of undesirable projects on minority communities	No Change	*Land Use Options:* Will not create environmental justice impacts *Regional:* Fair Share analysis requires consideration of environmental justice issues	More equitable distribution of public projects

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND **KELCEY** ENGINEERS, INC.

VIII. RESPONSE TO COMMENTS ON THE DEIS

Public and agency comments were received and reviewed by GSA on the DEIS, dated June 1, 1998, for the disposition of Governors Island, New York. These comments were expressed either as testimony at public hearings or in written correspondence addressed to GSA. The 45-day public comment period for the DEIS began on June 12, 1998 and ended on July 27, 1998. A public hearing was held on June 24, 1998 at the U.S. Custom House in Lower Manhattan, and also on June 25, 1998 at the U.S. District Court in Downtown Brooklyn.

All comments are addressed in this chapter of the Final Environmental Impact Statement (FEIS) and are additionally addressed in the body of the FEIS as appropriate. The comments and responses in this chapter have been organized into twelve sections that generally correspond with the subject matter of questions asked. An index of comments is provided on the following page. Where changes or additions to the text of the DEIS are required in response to comments, additions have been <u>underlined</u> and deletions are ~~crossed out~~.

Comment responses have been separated into twelve topic categories, generally correlating to impact categories reviewed in the FEIS. The comment number is noted on the lower right hand corner of each page of the comment letter.

The following table contains those individuals in attendance at the public hearings who presented either verbal or written comments as well as those not in attendance who submitted written comments. The transcripts of the two public hearings and the written comments are included in their entirety at the rear of this chapter.

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Comment Topic		Commentor	Comment #	Response #
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2.	Project Alternatives/Land Use Options	Co. Bernard Wray, United War Veterans Council	public hearing testimony	2.C-1
		Co. Bernard Wray, United War Veterans Council	19	2.C-2
		Bill Hine	12	2.C-3
		Scott Stringer, New York State Assembly	1	2.C-4
		Robert Pirani, Regional Plan Association	10	2.C-5
		Elizabeth Lusskin, Alliance for Downtown NY	15	2.C-6
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		Howard Santamore, Committee to Save Governors Island	20	2.C-12
		Suzanne Wertz, Grunig Wertz and Associates	11	2.C-13
3.	GSA's Role/Responsibility	Robert Hargrove, US Environmental Protection Agency	6	3.C-1
		Robert Pirani, Regional Plan Association	10	3.C-2
		Elizabeth Lusskin, Alliance for Downtown NY	15	3.C-3
4.	Natural Resources	Robert Hargrove, US Environmental Protection Agency	6	4.C-1
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6.	Urban Design and Visual Resources	Sarelle Weisberg	public hearing testimony	6.C-1

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		Robert Pirani, Regional Plan Association	10	6.C-3
		Suzanne Wertz, Grunig Wertz and Associates	11	6.C-4
7.	Hazardous Materials	Randy Levine, Deputy Mayor, New York City	13	7.C-1
		Robert Hargrove, US Environmental Protection Agency	6	7.C-2
8.	Traffic and Transportation	Randy Levine, Deputy Mayor, New York City	13	8.C-1
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		Suzanne Wertz, Grunig Wertz and Associates	11	8.C-3
9.	Air Quality	Randy Levine, Deputy Mayor, New York City	13	9.C-1
		Robert Hargrove, US Environmental Protection Agency	6	9.C-2
10.	Noise	Randy Levine, Deputy Mayor, New York City	13	10.C-1
11.	Historic Resources	Randy Levine, Deputy Mayor, New York City	13	11.C-1
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COMMENTS AND RESPONSES BY GSA

1. Project Goals and Objectives

1.C-1 Richard Maitino, State of New York Department of Transportation

"The goals of the project should include but not be limited to:

- Minimize adverse environmental air, noise and energy impacts.
- Provide an Integrated transportation system: Multi modal
  - Off-Island (External); Ferry, Hydrofoil, Boats, Buses, NYC/NJ public transportation systems.
  - On-Island (Internal): Ped, Bike, LRT/Monorail/Elec Cars
- Provide safety & security system, especially Brooklyn Battery Tunnel Ventilation Facility. (Since major utilities such as water, electric entering the Island through this point)."

Response: The alternatives under consideration by GSA are the retention or disposition of Governors Island. GSA has no authority to implement a reuse on Governors Island. The land use options examined in conjunction with the disposition alternative have been included in the DEIS in order to examine potential environmental thresholds and issues associated with reasonably foreseeable reuses by another party. The goals and objectives for the reuse options were developed during a process that involved extensive public outreach. These were identified in the *Governors Island Land Use Study Executive Summary* and in the Introduction and Overview of the DEIS. GSA's goal in undertaking the DEIS process is to comply with NEPA as well as to meet GSA's mandate under the Balanced Budget Act of 1997 to dispose of Governors Island. Goals that are more specific to the ultimate reuse of the island will be identified by the party that implements a reuse on the island.

2. Project Alternatives/Land Use Options

2.C-1 Colonel Bernard Wray, United War Veterans Council of New York County (public hearing testimony)

"The veterans community, many of us have worked on the Island, been stationed on the Island, we are very fearful that if a decision is not made the present assets which we believe can be in part used by disabled, aging and homeless veterans, as well as the Veterans Administration, will be ruined. We are prepared to make an interim use of the Island while other parts of the Island could be developed for Community Board 1, for the children and for other purposes."

"We're adamantly opposed to any use that would include gambling and we think that it's unconscionable. And I can tell you that from what was stated by Representative Maloney and Nadler, I don't think we'll see that alternative. I have a written statement which I would like to propose. But I believe that the Island is an invaluable Island and that the Federal government should maintain its possession of that island with a public trust, which would include our veterans' interests as well as the interests of the community."

Response: Because of GSA's mandate to dispose of the island to another party, as well as GSA's inability to specify or control the land uses that may be developed on disposed property in the future, a precise statement of the specific land use-related environmental and socioeconomic effects that could result from reuse would be largely hypothetical. In response to the lack of certainty concerning a future reuse for the island, GSA has developed a range of reasonable land use options (summarized in *Chapter II. Project Alternatives*) that might result upon disposition of the island. These options emerged over a year-long process that included input from local, State and Federal agencies as well as significant public comment. These land use

options were developed through a planning effort undertaken by the USCG and GSA, with input from New York State and New York City officials as well as the public, which culminated in the *Governors Island Land Use Study*.

The specific purpose of the land use options was to describe the range of reasonable uses that could be implemented on the island upon disposition. The DEIS generically discloses the potential impacts pertaining to the short and long term, direct and indirect, beneficial and adverse, significant regional cumulative impacts associated with these land use options.

This analysis has been provided in order to explore the issues associated with the reuse of the island by a party other than GSA. GSA has no intention of implementing any of the Land Use Options.

In preparing the FEIS, all attempts were made to separate the potential effects of the future reuse of Governors Island from the effects associated with the actual disposition. While a range of reasonable conceptual land use options have been developed in an attempt to understand what may result from disposition of the island, there is no way to predict with accuracy the future land uses that may ultimately be implemented. Potential future uses will be subject to their own environmental and land use review processes. Consequently, future reuse of Governors Island is not considered to be a determining factor in assessment or selection of a project alternative.

2.C-2 Colonel Bernard Wray, United War Veterans Council of New York County

"The Federal government per diem rates have now been substantially raised to $240 per day in the City of New York, including all five boroughs. The extremely high hotel rates, and the difficulty in renting hotel rooms makes the existing housing which the federal government built for the Coast Guard, and which is in excellent shape can be converted into safe, secure and modern two bedroom apartments for federal employees on TDY [temporary duty] to the NYC area . . . The remaining 700 apartments would be used to house Disabled Veterans and their families; and Aging Veterans and their families."

". . . Our plan includes housing in single rooms for 300 homeless veterans. It is planned to train and utilize these veterans to provide the maintenance, and other trades needed to operate Gov. I. . . . Programs for youths to utilize existing athletic facilities would be provided . . . We also recommend that a NYC Magnet High School of Military Science be established on Governors I. from the existing school building still in excellent shape. on Governors Island."

"We recommend that a VA Residence for Aging Veterans be established where the present Coast Guard Hospital is located."

Response: Comment noted. See response to comment 2.C-1 above.

2.C-3 Bill Hine

"...the DEIS and interrelated Land Use Study fail to explore a public benefit use that would be self-sustaining, even though this was requested during the EIS scoping process. As a result, such an extensively-preferred use has been inaccurately represented as being economically unfeasible."

Response: Comment noted. Refer to response to comment 2.C-1 above.

2.C-4 Scott Stringer, New York State Assembly

"I would like to . . . strongly urge the U.S. General Services Administration (GSA) to work with the City and State to conduct an in-depth study of the feasibility of using Governor's Island to create affordable housing for middle income New Yorkers along with a spectacular park on the banks of the Hudson. This alternative is far more likely, not to mention desirable, than exploring the impacts of putting a casino which is not even legal -- next to a university campus setting. I can hardly imagine a more incompatible mixture of residential and commercial uses than a casino and a college campus. As if the problem of excessive drinking on college campuses is not enough, now we're proposing 'slots 101' for freshman?"

Response: The alternatives under consideration in the DEIS are disposition or retention of Governors Island, not the site-specific redevelopment of the Island by a future owner. GSA has no mandate to direct the future use of Governors Island once this property has been removed from Federal ownership.

The land use options are conceptual and illustrative in nature, intended only to represent a range of reasonably foreseeable land uses to provide a tool for environmental impact analysis. The ultimate reuse scheme for the island will be determined by the future owners, and will be subject to all applicable Federal, state and local regulations. The development of the Academic Option with NYC Proposal for a Casino was requested by New York City during the environmental scoping period.

2.C-5 Robert Pirani, Regional Plan Association

"The land use study prepared by Beyer Blinder Belle was intended to provide what GSA believes to be a range of 'reasonable and likely land uses' that might be implemented on the island. Clearly, the financial costs and benefits of these reuses are key to establishing this expectation of reasonableness. However, neither the DEIS nor the land use study includes any of the financial information that could be used to gauge whether or not these uses are truly viable. The study outlines what capital improvements might be included and describes the operations associated with the Island's reuse. It also provides a brief summary of what the final costs and benefits are. But it does not make clear the relationship between these assumptions and the final estimate of financial viability. Absent a transparent accounting for what the federal government is assuming would be required to make the Island fit for reuse, it is difficult to accept any assertion of reasonableness . . ."

"The DEIS carefully proposes only two action alternatives -- disposition to either NYS and/or NYC or federal disposition directly to one or more private entities. But then it fails to adequately assess the differences between them. For some reason, this discussion is largely limited to the difference in potential future tax status of the Island. But there are many other clear differences between these alternatives. Passing on the Island to state or local government allows the public to impose conditions of reuse -- including limiting new uses -- on any future party, whether they be a public agency, a leaseholder, or a new owner. It would allow subdivision of the property and ease the mapping of streets and parks. It could ensure continued maintenance of historic properties during the transitory period. While government still has the ability to protect historic buildings and control land use under its zoning and other regulatory powers, it is much more hampered in its ability to direct new uses if it does not directly control the property."

Response: The land use options considered in the DEIS were developed during an extensive process that involved the public, local officials, and City and State agencies. GSA

considers the options to be representative of a range of reasonably foreseeable future uses that could be implemented on the island. The financial analysis described in the *Governors Island Land Use Study Executive Summary* indicates the general revenues and costs associated with each option. GSA believes that the options as presented are reasonably foreseeable and satisfy the requirements of NEPA.

GSA is limited in its ability to control future uses on disposed property under the Federal Property and Administrative Services Act of 1949 (FPASA). GSA has also been mandated by the Balanced Budget Act of 1997 to dispose of the island for fair market value. The Balanced Budget Act contains no stipulation to require or allow GSA to dictate future uses on Governors Island. If New York City or New York State do receive Governors Island they will have the ability to govern land use similar to other areas within New York City. Based on the need for any discretionary actions or the nature of future reuses, a project-specific plan for the island would need to comply with all local ordinances, including mandates included in the New York City Charter, as well as local environmental regulations such as SEQRA and CEQR. The Executive Summary and Chapter IV.C of the DEIS identify the differences between the two action alternatives.

2.C-6 Elizabeth Lusskin, Alliance for Downtown New York, Inc.

". . . in analyzing the alternatives of disposing to the City and State versus to a private developer, the analysts discuss the potential for tax revenues to local government from private use. We believe that such an analysis is outside the scope of an environmental impact statement, and belongs in a full cost-benefit analysis which would take into account the myriad benefits to the local economy of each of the proposed land use options. To place one factor, one which is not even a federal concern, in this DEIS is unhelpful at best."

Response: GSA believes that an estimate of the potential tax revenue stream that would be available to local government based on a particular reuse of Governors Island is within the scope of the environmental analysis for Governors Island. NEPA mandates consideration of the potential beneficial and negative impacts of a particular action. In the same way that the DEIS indicates that an additional burden could be created on the local municipality to provide additional life safety services associated with the island's reuse, it is important to point out that the taxes generated by reuse of the island may be available to offset these costs. Since the alternatives under consideration by GSA are the actual retention or disposition of Governors Island, not the selection of a land use option, it would be outside the scope of GSA's authority to prepare a full cost-benefit analysis for the various reuse options that could occur on the island.

2.C-7 Jane McCarthy, The City Club of New York

"The development scenarios carefully detailed seven possible development options that could occur should the island be sold. But it failed to look at development options that would be possible if the island were to be retained by the Federal government. The DEIS assumes that if the Federal government retained Governors Island it 'would remain vacant except for the visiting maintenance and security crews.' This is surely not the only outcome."

" The Federal government could retain ownership of the island and create a public trust that would take over the management of its development . . . in the DEIS description of the No Action Alternative it is assumed that there would be no active use or reuse of its facilities and that annual appropriations would be needed for the on-island caretaking effort."

"NEPA requires that the No Action Alternative be given serious consideration . . . The City Club of New York believes that the No Action Alternative was not given appropriate analysis . . . The City Club of New York requests that the DEIS be amended to include a more comprehensive study of the No Action Alternative."

Response: GSA has been directed by the U.S. Congress to dispose of Governors Island for fair market value no earlier than fiscal year 2002. GSA has no authority to develop the island. As a result, the DEIS analyzed two alternatives: Disposition of Governors Island and Retention of Governors Island. Retention of the island by GSA represents the "No-Action" alternative. In this case, "No-Action" signifies no change from the current level of management intensity. This alternative can be considered in terms of continuing with the present course of action until the action is changed.

Further, no Federal agency has expressed an interest in transfer of the property. Accordingly, this property has been made surplus by the Federal government, and is earmarked for disposal.

Presently, the island is maintained by the U.S. Coast Guard in a caretaker status. Access to the island is prohibited except for maintenance and security crews and invited guests. Funds for this caretaking are appropriated by the U.S. Congress on an annual basis. The continued maintenance of the island in this present manner, given that it is an ongoing situation resulting from the U.S. Coast Guard's decision to vacate the island, is a reasonable choice for a No-Action alternative.

2.C-8 Randy Levine, Deputy Mayor, New York City

"Several land use options analyzed in the DEIS require a parking garage on the Brooklyn waterfront. Alternatively, the EIS should analyze impacts of a parking garage on-island in the residential use or casino land use options;
and
the EIS should evaluate other ferry terminal sites such as the Brooklyn Army terminal and Staten Island Ferry terminal in St. George."

Response: The land use options were developed over a year-long planning process, which involved public and governmental input. GSA considers the options to be representative of a range of reasonably foreseeable future uses that could be implemented on the island. A number of land use options do include parking on-island, such as the Reuse Option, Recreation Option, and the Phase-In Option. For the land use options that restrict parking of private vehicles to off-island locations, it was determined that the Brooklyn waterfront Piers 7 and 8 could be a potential site for analysis since they possess certain qualities that might be desirable for off-island access and ancillary parking. GSA has no authority to develop the island. Future reuse of the island will be subject to its own environmental and land use review processes. Refer to comment 2.C-1 above.

2.C-9 Carolyn Maloney, United States Congress

"The DEIS is careful to state that it does not support the implementation of any one proposal for disposition of the island--that its purpose is to assess each option separately. If the DEIS is going to adequately assess the impact of a Casino in conjunction with the development of academic facilities, it must account for the *societal* impact the implementation of this option would have. The DEIS comes close by discussing the

impact on Neighborhood Character and Socioeconomic Characteristics of the island, but the analysis must delve deeper."

"There are larger issues that the DEIS must address. First, what impact would a Casino have on the student population? How does gambling affect the productivity of students who are confined to a small island in closed proximity to the Casino? . . . An analysis of casino gambling's impact is incomplete without a full assessment of the negative impact gambling has on young people. . ."

"Second, the DEIS omits any discussion of the negative impact of casino gambling on the well being of New York residents. . . Studies have also shown that gamblers have such problems as drug abuse and alcoholism that contribute to suicidal behavior. These problems also lead to an increase in crime, as well as rates of personal bankruptcy. . ."

"By concluding that the environmental impact of the Casino option 'would not adversely impact' a variety of environmental resources, both physical and social, the DEIS is implying that a Casino is in fact an acceptable option. I believe that this implication is faulty and that the Casino/Academic option must be reassessed to take into account the negative societal impact of gambling."

Response: Two alternatives are considered in the DEIS, the disposition, or "Action" alternative, and retention of the island, the "No-Action" alternative. The potential societal impacts resulting from operation of a casino on Governors Island, or the implementation of any of the land use options, would not represent a direct effect of the alternatives under consideration by GSA in the DEIS. Indirect effects may be assessed in a DEIS if it can be ascertained that such an effect would be a reasonably foreseeable outcome of implementation of the project alternatives. The negative societal impacts of casino gambling (which is currently illegal in New York State) are not within the range of reasonably foreseeable indirect effects of the disposition or retention of Governors Island by the Federal government.

Further, the land use options are conceptual and illustrative in nature, intended only to represent a range of reasonable land uses to provide a tool for environmental impact analysis. GSA will not control or direct development of the island, therefore, any in-depth analyses would be speculative at best. The ultimate reuse scheme for the island will be determined by the future owners, and will be subject to all applicable Federal, state and local regulations. Refer to comment 2.C-1 above.

2.C-10 Richard Maitino, State of New York Department of Transportation

"The Future Use or Alternatives considered should consider:

- Allow only authorized/permitted vehicles on the Island.
- Upgrade infrastructure
- Maximize opportunities for transit access to ferries that serve the Island."

"Future use with the Casino or Entertainment Complex options would appear to have some impacts on the highway system due to the large number of visitors accessing the Island. Transit buses and improved public transportation services can mitigate the amount of private cars accessing the Island."

"It may be beneficial for the State, City and Governors Island National Historic Landmark District to form a task force to look at proposals made by BOT (Build, Operate, Transfer) or DBOM (Design, Build, Operate, Manage) consortium."

Response: As a general rule, the land use options were developed based on maximizing the use of public and ferry transportation on-island as well as to the island. Once disposition occurs, it will be the responsibility of the future owners to ensure that any traffic impacts associated with a specific development proposal are mitigated in accordance with Federal, state and local regulations, including but not limited to NEPA, the Clean Air Act, SEQRA and CEQR.

2.C-11 *Howard Golden, Brooklyn Borough President*

i. "Some of the development scenarios presented in the DEIS were based on having a ferry terminal and a parking garage with capacity ranging from 1200 to 4500 parking spaces at the Red Hook Marine Terminal's Piers 7 and 8. These piers are part of an active port facility that has greatly increased its handling of cargo . . . Any utilization of this site for other purposes would interfere with this near-term vision. Therefore, any development predicated on using Piers 7 and 8 and its upland area would be unacceptable."

"While the DEIS acknowledges the possibility that Piers 7 and 8 may not be available, it overlooks a viable location for ferry service. The Brooklyn Army Terminal's Pier 4 in Sunset Park includes a 500 car parking lot developed initially as a mitigation feature to address traffic congestion associated with the reconstruction of the Gowanus Expressway. It is likely that by the 2008 build year of any redevelopment of Governors Island, this pier would no longer be significantly needed as an alternative means of transportation for the Gowanus Expressway corridor . . ."

ii. "In addition, should any ferry service be in operation in the vicinity of Downtown Brooklyn, there are ample parking resources that serve the weekday office work force. Buses or shuttles can transport people from the parking facilities and from LIRR and subway stops to the waterfront."

Response:

i. The DEIS indicated in Section III.D-3 that Brooklyn Piers 7 and 8 are designated as a Significant Maritime Industrial Area, which is intended for water-dependent industrial uses only. The DEIS also states that displacement of such activity, currently taking place on Piers 7 and 8, would represent a significant adverse impact. The land use options were developed over a year-long planning process, which involved public and governmental input. GSA considers the options to be representative of a range of reasonably foreseeable future uses that could be implemented on the island. A number of land use options do include parking on-island, such as the Reuse Option, Recreation Option, and the Phase-In Option. For the land use options that restrict parking of private vehicles to off-island locations, it was determined that the Brooklyn waterfront Piers 7 and 8 could be a potential site for analysis since they possess certain qualities that might be desirable for off-island access and ancillary parking. GSA has no authority to develop the island. Future reuse of the island will be subject to its own environmental and land use review processes. Refer to comment 2.C-1.

ii. Comment noted. The DEIS states that possible mitigation for displacement of maritime activity at the Brooklyn waterfront could include a system of jitney buses to a central ferry terminal (Chapter IV.E).

2.C-12 Howard Santamore, Committee to Save Governors Island

"Our committee firmly believes that whatever option is approved it should be based upon the maximum health and monetary benefit it will bring to most people. We disapprove of all other options except number 3 the recreational option because it meets up to the above criteria. We strongly oppose any permanent residential units. Housing begets housing and with it all the constant increasing physical and social costly needs."

"Note that the EPA has control of all wetlands. Before a man made wetland is established on the south end of the island as proposed in option 3, a written agreement from EPA stating they have no jurisdiction should be obtained."

"Please note that our committee was refused any input into the New York City plans for Governor's Island. Considering we have worked on Governor's Island reuse for almost 2 years I was amazed with mayor's deputy mayor said that the city planning proposal for Governor's Island option 2b was stated for academic use with the New York City proposal for a casino we were amazed. We believe this unconstitutional as no public input was allowed. . ."

Response: Comment noted. Please refer to response to comment 2.C-1 above.

2.C-13 Suzanne Wertz, Grunig, Wertz and Associates

"Disposition to another Federal agency, such as the National Park Service alone or in combination with state and local governmental agencies, should be an alternative. This would 'conflict' with the Balanced Budget Act of 1997 no more than the No Action Alternative (wherein it is not disposed of by the GSA)."

Response: See response to comment 2.C-7 above.

3. GSA's Role/Responsibility

3.C-1 Robert Hargrove, United State Environmental Protection Agency (USEPA)

"More specific environmental analyses will need to be prepared, and mitigation measures developed, once actual reuses are proposed and, thus, are able to be analyzed in sufficient detail. Accordingly, we strongly recommend that the final EIS and Record of Decision document GSA's commitment to prepare more detailed NEPA analyses, which can be tiered off the current EIS, on the planned reuses of the property prior to transfer."

Response: Because of GSA's mandate to dispose of Governors Island to another party as well as GSA's inability to specify or control future land uses that may be developed on disposed property, a precise statement of the specific land use-related environmental and socioeconomic effects that could result from reuse would be largely speculative. However, as set forth in response to comment 2.C-1 above, GSA has analyzed the options considered to be representative of a range of reasonably foreseeable future uses that could be implemented on the island.

After Governors Island is disposed by GSA, as required by the Balanced Budget Act of 1997, project-specific environmental analysis and any resulting mitigation would be the responsibility of the party that eventually implements a specific reuse plan on the island. Parties intending to reuse Governors Island must comply with appropriate Federal, state and local land use and environmental regulations. The implementation of a particular reuse on Governors Island may require a project-specific EIS and mitigation at some future point by the developer of the island.

3.C-2 Robert Pirani, Regional Plan Association

"The DEIS asserts that because GSA has no intention of implementing any of the land use options, it has no responsibility legally enforcing or otherwise securing a commitment for mitigation. This is simply an abrogation of GSA responsibilities. The Federal Property and Administrative Services Act of 1949 (FPASA) that governs the disposal of federal property charges GSA to consider the needs of the community, the protection of national assets, and the return to the taxpayer in conducting any disposal activity. While the Balanced Budget Act is now governing the actual disposition process, and constraining GSA's choices, the DEIS must still examine the role that GSA could play in fulfilling its obligations under the FPASA."

Response: GSA is mandated under the Balanced Budget Act of 1997 to dispose of Governors Island no earlier than fiscal year 2002. The FPASA provides no basis for GSA to direct the future use of the property. Prior to preparing the DEIS, GSA had undertaken a land use study to examine the implications of future reuses of Governors Island. This process extended over a one-year period and involved three public meetings. The disposition alternative (the "preferred" alternative), however, does not result in any direct impacts and therefore no mitigation measures have been recommended. However, the Land Use Study along with GSA's participation in the NEPA process and compliance with the National Historic Preservation Act and other regulations are examples of GSA's commitment to meeting its mandates.

Once disposition has occurred, GSA will no longer be in a position of authority or stewardship of the property. As described in the response to comment 2.C-1 above, mitigation of any identified environmental impacts will be the responsibility of the future owner.

3.C-3 Elizabeth Lusskin, Alliance for Downtown New York, Inc.

"... while it is laudable that the General Services Administration ("GSA") is so expeditiously undertaking the formal steps required for disposition, preparation of a DEIS some four years before the Island can be legally disposed of seems overeager. More importantly, it forces an unnecessarily speculative analysis..."

Response: The conceptual, or "speculative", approach employed in examining environmental issues associated with future reuses of Governors Island is based on GSA's inability to dictate or control future use of the Island regardless of when it occurs, and not on the timing of the environmental review process relative to the actual disposition. Further, comprehensive environmental analysis involves consideration of the cumulative effects of future actions. Such analysis often requires projecting out several years into the future. In the event that Congress amends the Balanced Budget Act of 1997 to allow GSA to dispose of Governors Island prior to 2002, GSA wished to have the FEIS in place in order to permit the immediate disposal of Governors Island.

4. Natural Resources

4.C-1 Robert Hargrove, United State Environmental Protection Agency (USEPA)

i. "The draft EIS states that although there are no New York State regulated wetlands present on the island, there could be unclassified wetlands present and/or unintentional wetland omissions on the available National Wetlands Inventory mapping. Considering the limited area involved, this uncertainty should be resolved through an appropriate field investigation."

ii. "In addition, the final EIS should note that development of in-water structures, as well as any filling activity in wetlands, could require a permit from the Army Corps of Engineers. A discussion of the federal wetlands permitting requirements of Section 404 of the Clean Water Act should be included in the final EIS, together with analyses of potential impacts and appropriate mitigation measures."

Response:

i. Field investigation of unclassified wetlands were conducted during the preparation of the DEIS by an United States Army Corps of Engineers (USACOE)-certified specialist. Based on USACOE criteria, these investigations revealed that no wetlands were located within the project study areas. The FEIS has been revised to note this investigation on Page III.B-5.

ii. The DEIS states on pages IV.E-9, IV.E-52, IV.E-90, IV.E-109, and IV.E-131 that "The construction of docks and piers at Governors Island could require dredging or other permits under the U. S. Army Corps of Engineers regulations for Section 404 of the Clean Water Act and/or Section 10 of the Rivers and Harbors Act. It should be noted, however, that because of the conceptual nature of the land use options it is not clear if dredging is actually necessary. If dredging was necessary and the spoil is contaminated, or is ocean-dumped, this may constitute an impact under Section 103 of the Marine Protection, Research, and Sanctuaries Act." If these actions were to take place recommended mitigation measures would be designed through the USACOE permitting process as special conditions to any permit required by the future parties who implement a reuse on Governors Island after disposal.

4.C-2 Stanley Gorski, National Oceanic and Atmospheric Administration

"As you know, the National Marine Fisheries Service has jurisdiction over endangered and threatened marine species including some of the large baleen whales, sea turtles and shortnose sturgeon. Some of these species, notably shortnose sturgeon and several federally listed sea turtle species, occur as transients in the aquatic portions of the defined project areas described in the DEIS. To obtain protection from the "take" provisions of the Endangered Species Act, further consultation pursuant to Section 7 of the Act will be required of all involved federal authorizing or funding agencies if any in-water activities are proposed, if project conditions change or if new information becomes available which changes the basis for this conclusion."

Response: GSA has no mandate to direct or authorize future uses on Governors Island, nor will the agency be providing funding for the implementation of any future reuse on the island. At this time, it is impossible to predict the actual reuse of the island or associated boat activity, let alone the exact magnitude of waterborne and marina activity associated with the various land use options analyzed in the DEIS. However, after disposition, the future developer of the island (public or private) would need to comply with all Federal, State or local laws with regard to environmental review. In that case, if an environmental review were conducted for a specific development plan, and it indicated that there were impacts to endangered species resulting from waterborne and marina activity, specific mitigation would need to be proposed and implemented by the project proponent if the developer were to proceed.

5. Open Space

5.C-1 Robert Pirani, Regional Plan Association

". . . the DEIS fails to examine how the federal government, through the disposition process, can ensure that visitors and residents of New York are able to enjoy this treasure in the future, including the possibility of transferring easements or title to federal, state, or city park agencies."

Response: As indicated in the FPASA, GSA has no mandate to direct the future use of the property to be disposed. As such, GSA cannot require the provision of public open space on Governors Island. However, the land use options considered in the DEIS have incorporated large public open space components. Further, an extensive open space analysis was conducted for each of the options in the DEIS. Based on this analysis, each of the land use options meets local environmental standards for the provision of open space.

Once this property is transferred to another party, local regulatory agencies may require the provision of open space in conjunction with other approvals. This would likely be considered during the environmental review process for a project-specific reuse plan. The reuse of the island, in almost all instances (public or private), would require some type of local discretionary action, such as a rezoning, special permits, street mappings, etc. If this were the case, it would be reasonable to assume that Article VI, Chapter 2 of the NYC Zoning Resolution, *Special Regulations Applying in the Waterfront Area*, would be applied to the island. This section of the Zoning Resolution introduces mandatory public access requirements and view corridors in most non-industrial areas.

6. Urban Design and Visual Resources

6.C-1 Sarelle Weisberg, (public hearing testimony)

". . . I'm speaking now as much as an architect and urban designer when I say that we have been hearing all the possibilities of the southern part will do this and the middle part will do that and the northern part which we all know will be preserved. And I think we're concerned that there will be a breakup and sort of segregation of segments of the Island and the overall consideration may be lost in terms of its total public use."

"We're really excited and looking forward to the criteria that the historic district report will have. I think that we will be making a formal statement. And I just wanted for the record to say that we're really not on the gambling side tonight."

Response: The Land Use study considered reuse of the island as a whole during the development of the land use options. A design element that is representative of the comprehensive approach is the esplanade located along the perimeter of the island. Further, maximum building height and other urban design characteristics associated with the land use options, such as building height and organization, were derived from existing on-island elements, further emphasizing the comprehensive approach to the reuse options. References to "segments" of the island in the DEIS were included for purposes of describing locations and relationships of various plan elements only.

The Governors Island Preservation and Design Manual is presently being prepared. It is expected that the manual will be completed during the Fall of 1998. The manual prescribes standards and guidelines for construction, maintenance and renovation within the GINHL. The responsibility for

adherence to the requirements and standards outlined in the manual will be transferred to the future owner(s) through deed covenants and encumbrances upon the islands's disposition.

6.C-2 Carol Clark and Sarelle Weisberg, Governors Island Task Force, American Institute of Architects New York Chapter

"Several of the options in the DEIS infer a segmenting of the Island, defining separate zones for use and control, which we believe denies the extraordinary opportunity to create and preserve the totality of this unique open space for the entire city and region. . . Certainly, there is agreement as to the identified significance of the "Historic Village" of the northern portion, but we are concerned with land use options that isolate it from its larger context of the Island, and may detract from the meaning of this treasure."

"We have noted that in addressing the southern portion of the Island, particularly as it relates to the casino option, the DEIS acknowledges the bulk and size of the existing buildings and then considers them as environmental justification for recreating large and obtrusive casino structures in this area. As urban designers and architects, we know the visual impact and out-of-scale environmental characteristics of the existing structures and are opposed to accepting this for future development on the Island. Both in relation to the historic precinct and to the pivotal visual and symbolic role of Governors Island in the New York Harbor, we look to a solution that significantly improves the urban design of the southern part of the Island."

Response: Because GSA has no authority to specify or control the land uses that may be developed on Governors Island in the future, a precise statement of the specific land use-related effects that could result from reuse would be largely hypothetical. GSA has developed a range of reasonably foreseeable land use options that might result upon disposition of the island. These options emerged over a year-long process that included input from governmental agencies as well as significant public comment.

Urban design and visual quality within the GINHL will be regulated in the future based on the Governors Island Preservation and Design Manual whose adherence will be dictated by deed covenants passed on to the future owners of the island. Refer to responses to comments 2.C-1 and 6.C-1 above.

6.C-3 Robert Pirani, Regional Plan Association

"The DEIS repeatedly states that the character of the GINHL and views to and from the water would not be impacted from expected new development. Further, the DEIS notes that because structures in the southern half of the Island are already out of scale with GINHL, and because expected new development would be similar in character or far away from the GINHL, there would not be a new adverse impact ... "

"These design decisions appear to be based neither on the physical nature of the Island nor on any market determinations, but rather on aesthetic judgements made by GSA and its consultants. The DEIS must articulate any physical and/or economic constraints that make these design decisions are reasonable choices. If the decisions are based on the need to protect urban design and visual resources or otherwise respond to public input, then the DEIS must propose mechanisms that can help ensure that these conditions are in fact imposed on future owners of the Island."

Response: GSA has prepared a DEIS based on its mandate under the Balanced Budget Act of 1997. Based on that Act, GSA is charged with disposing of Governors Island for fair market

value. Through the disposition process, GSA has no mandate to direct future uses or, for that matter, designs of reuse plans that could be implemented on the island by another party.

The land use options were designed under the guidance of Common Planning Elements established in the *Governors Island Land Use Study*. The Common Planning Elements were intended to "protect the island's historic resources and views; augment its extensive open spaces; improve access and links to the region; exploit the potential for water-related activities; and to advocate appropriate and practical reuse." Based on the results of this study, which incorporated significant public comment, GSA considers the physical configuration of the land use options to be reasonably foreseeable. Further, GSA considers the analysis of visual quality and the assessment of impact included in the DEIS to be based on objective criteria such as existing physical context, view corridors, building height, distance to the GINHL, and street layout.

Urban design and visual quality within the GINHL will be regulated in the future based on the Governors Island Preservation and Design Manual whose adherence will be dictated by deed covenants passed on to the future owners of the island.

6.C-4 Suzanne Wertz, Grunig, Wertz and Associates

"The baseline for assessing negative impact [to urban design and visual resources] is set too low. This is a city blessed with forward-looking planning and urban design through the years . . . ".

"We can do better than use the military pattern of development accurately described in the DEIS as 'a collection of independent and discontinuous built features surrounded by open space' and 'the southern portion of the island generally lacks any civic character and is formidable to the pedestrian . . . there is no cohesive landscape structure, due to both the fragmented development patterns and harsh environmental conditions . . . .' We disagree that perpetuating eight-story buildings and introducing a high two-story six-acre footprint building in the New York harbor would not be a significant adverse impact."

Response: Comment noted. Refer to comment 6.C-3.

7. Hazardous Materials

7.C-1 Randy Levine, Deputy Mayor, New York City

"Due to the large presence of fill material on Governors Island, the FEIS should state that hazardous materials testing and remediation may be required for future development."

Response: The FEIS has been revised on pages IV.E-15, IV.E-40, IV.E-61, IV.E-95, IV.E-116, IV.E-141, and IV.E-172 to indicate that, "due to the large presence of fill material on Governors Island, however, hazardous materials testing and remediation may be required for any future development."

7.C-2 Robert Hargrove, United State Environmental Protection Agency (USEPA)

i. "According to the draft EIS, the necessary environmental compliance projects (17 in total) identified in the U.S. Coast Guard's 1993 Environmental Compliance Evaluation have been completed. Some additional studies and/or corrective actions resulting from these are still ongoing, but are planned to be completed prior to the disposal of the property. . .The final EIS should contain an updated status of completion for each of these projects."

ii. "We note that the draft EIS states that many of the existing buildings on Governors Island could contain

asbestos materials and/or lead-based paint. The final EIS should indicate that, prior to any demolition and/or renovation activities, appropriate asbestos and lead paint surveys would need to be prepared, and that any necessary abatement activities would need to be performed in accordance with all applicable regulations. In particular, it should note that all lead and asbestos abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection."

iii. "With respect to completion of any remaining remedial actions prior to transfer of the property, the final EIS should note that, pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States."

Response:

i. The FEIS includes an update of on-island remediation activities conducted by the US Coast Guard. This update is found in Section III.C-6, and in Table III.C-13 and III.C-14.

ii. The FEIS has been revised on pages IV.E-15, IV.E-40, IV.E-61, IV.E-95, IV.E-116, IV.E-141, and IV.E-172 to indicate that "Any necessary abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection."

iii. The FEIS has also been revised on pages IV.E-15, IV.E-40, IV.E-61, IV.E-95, IV.E-116, IV.E-141, and IV.E-172 to indicate that "Pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the Federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States."

8. Traffic and Transportation

8.C-1 Randy Levine, Deputy Mayor, New York City

i. "A trip generation person trip to vehicle trip conversion Table and related vehicle trip assignments should be provided for each land use option. All sources and assumptions should be identified."

ii. "The EIS should include a Table which compares the vehicle trips from each land use option . . ."

iii. "Under the City Environmental Quality Review methodologies, State and Whitehall Streets (in Manhattan) would be considered significant but wasn't categorized as such in the document."

Response:

i. The FEIS has been revised to include a vehicle trip conversion table for all the development options (Appendix E). The FEIS has also been revised to include distribution percentage maps, one for each study area, and site generated volumes for the analyzed development options (Appendix E). All sources for the development of the trip conversion table are noted on page III.C-61 of the DEIS. The sources that relate to the trip table are the "*Governors Island Land Use Study*" and the "*Whitehall Ferry Terminal Study*". The person, vehicle trips and distribution percentages were derived from these sources. To complete the trip table, the *Institute of Traffic Engineers (ITE) 6th Edition of its Trip Generation Manual* was used to determine time period distribution percentages not provided by either the Governors Island or Whitehall Ferry Studies.

ii. A vehicle trip comparison for each land use is shown on the vehicle trip conversion table provided in Appendix E.

iii. New York City Environmental Quality Review (CEQR) guidelines define a significant impact based upon the increase in average vehicle stopped delay time. Based upon the Highway Capacity Software (HCS) analysis prepared for the intersection of State and Whitehall Street under year 2008 conditions, the delay time is not capable of being calculated. The program presents an asterisk rather than computing a delay time. This is true under the future baseline and the various land use options analyzed.

Comparison of the volume to capacity ratios between the baseline capacity analysis and the relevant land use (Reuse, Academic with Casino) options for the affected approach indicates relatively small increases. These increases are a result of the addition of 3 and 5 vehicles per hour for the AM and PM peak hours under the Reuse Option, and the addition of 18 and 10 vehicles per hour for the AM and PM peak hours for the Academic Option with NYC Proposal for a Casino. These volumes represent an insignificant increase in traffic volumes. As such, it was felt that the land use options would not result in a significant impact at this location. The FEIS has been revised on pages IV.E-19 and IV.E-68 to reflect the information above.

8.C-2 Howard Golden, Brooklyn Borough President

i. "Although a one-half mile radius is appropriate for a land use analysis to determine the study area boundary, it is inappropriate for the analysis of traffic movement."

ii. "The intersections of Atlantic Avenue and Clinton and Court Streets; and Boerum Place and Flatbush/Fourth Avenues may be appropriate for evaluation to determine if a redevelopment of the island would result in an adverse impact at any of these locations and if mitigation is feasible."

"While the DEIS acknowledges the pending construction of the Gowanus Expressway and the trip generation associated with the Long Island College Hospital as major influences on traffic in the area, the DEIS also should recognize the cumulative influence of Downtown Brooklyn."

iii. "In addition to acknowledging the headway between ferry departures, it would be informative to indicate how long a ferry would be required to unload and then reload passengers in order to determine how many ferries are

required to sustain a prescribed headway. This would be relevant to determining the number of required docking slips."

iv. "The weekday evening traffic congestion along eastbound Atlantic Avenue and southbound Columbus Street likely peaks at an earlier hour than the 6:30 to 7:30 peak hour analyzed for mitigation in the DEIS. . .."

Response:

i. GSA believes that the intersections reviewed are sufficient for traffic analysis in the DEIS. A half -mile radius from the site was used as the study area . Critical intersections that would be traversed between the Brooklyn Queens Expressway and the proposed debarkation point were included within the study area and were analyzed. Future reuse of Governors Island may require a site specific Environmental Impact Statement which could address surrounding area traffic concerns.

ii. The DEIS addresses the Brooklyn study area in relation to "worst-case" development options. Future reuse of Governors Island may require a site specific EIS which could address surrounding area traffic concerns.

iii. Ferry headways (time between boats) are determined by the capacity of the individual boats, the peak travel demand, and the time required to complete a crossing including the pick-up and discharge of passengers. The comment does not appear to be concerned with the number of boats running at any given time, but rather, the number of boats that would require storage (mooring along the waterfront) during off-peak times. The FEIS has been revised to include the total number of boats identified by the land use options.

iv. The Maximum Development and Reuse Options were analyzed using the commuter peaks as follows; the AM period between 7 to 9 and the PM period between 4 to 6. The Academic Option with NYC Proposal for a Casino used a Saturday Midday peak hour of 12 PM to 1PM and weekday evening peak hour of 6:30 PM to 7:30 PM. The casino peak is based on prevailing peak hours for casino activities. Page III.C-61 of the FEIS has been revised to further clarify the different peak times used for analysis.

8.C-3 Suzanne Wertz, Grunig, Wertz and Associates

"It is stated that the casino would receive its maximum attendance on a weekend evening. But for the Academic Option with Casino, for Off-Island - Manhattan and Off-Island Brooklyn Traffic Circulation, weekday evenings and Saturday mid-day were studied, not weekend evenings. The traffic studies for the Maximum Development Option which are used for this option has peak periods of weekday morning and evening rush hours, not weekend evenings."

Response: The Academic Option with NYC Proposal for a Casino used a Saturday Midday peak hour of 12 PM to 1PM and weekday evening peak hour of 6:30 PM to 7:30 PM. The casino peak is based on prevailing peak hours for casino activities. Page III.C-61 of the FEIS has been revised to further clarify the different peak times used for analysis.

9. Air Quality

9.C-1 Randy Levine, Deputy Mayor, New York City

i. "The thermal conditions for light duty trucks listed on Table III.C-7 (p. III.C-88) are incorrect and should be changed as follows: cold non-catalyst - 4.10; hot catalyst - 5.50; cold catalyst - 5.40 . . ."

ii. "The DEIS predicts a CO SIP hot spot for existing 1998 conditions in the Brooklyn study area. It is unclear whether the CAL3QHCR model was used in the analysis. So that the department can ascertain whether a SIP violation has occurred, the GSA should submit all back-up data including link diagrams showing receptor locations, traffic volumes, vehicle classifications, vehicle speeds, roadway geometry, capacity analysis and inputs and outputs for Mobile 5B, CAL3QHC and/or CAL3QHCR."

Response:

i. Table III.C-7 of the FEIS has been corrected to include the thermal conditions listed above. The analysis provided in the DEIS is based on the correct data.

ii. Upon reexamination of the intersection that had been previously identified with a SIP violation, this intersection does not have a traffic signal for one of the movements approaching the intersection. The intersection was reanalyzed reflecting the absence of a queue formation and its associated idle emissions, and the results of this analysis indicated no SIP violation at this location. Section III.C-8, Air Quality (pp. III.C-89, III.C-90), has been revised to reflect these new results. Since there is no SIP violation at this location, dispersion modeling with CAL3QHCR is not necessary.

9.C-2 Robert Hargrove, United State Environmental Protection Agency (USEPA)

"The project area is classified as a moderate nonattainment for carbon monoxide (CO) and particulate matter (PM10) and as severe nonattainment for ozone. In accordance with 40 CFR Part 93, the General Services Administration (GSA) is required to determine whether the project conforms to the New York State Implementation Plan (SIP) such that the project does not cause or contribute to or increase the frequency or severity of a new violation of the national ambient air quality standard. All reasonably foreseeable project reuses must be considered in assessing the air quality impacts of this project and its potential interim effects on the attainment status of New York County."

"The draft EIS indicates that 'none of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island,' and concludes that air quality on the island would not be degraded relative to those conditions. However, no information is presented by which to compare air quality under those previous conditions to present 'no-action' conditions and to projected future conditions. Furthermore, the conclusion does not take into account that the number of vehicle miles traveled could actually increase, regardless of the number of vehicles present, and that associated emissions would increase proportionately. The final EIS should include analyses which project on-island air quality based on various realistic vehicle usage and traffic conditions."

"The final EIS should include an on-island mobile source emission analysis for each of the reuse scenarios, together with a statement concerning the project's conformance with the SIP, with documentation fully supporting this conclusion. It should also assess whether there are mechanisms in place to ensure that, in the future, the air emissions associated with both on- and off-road sources associated with reuses of the island will be considered and appropriately mitigated in conformance with the SIP. The Final EIS should specify that all such impact assessment must follow EPA's Guidelines on Air Quality Models (40 CFR Part 51, Appendix W) and the Guidelines for Modeling Carbon Monoxide from Roadway intersections (November 1992, EPA-45554/R-92-005) and employ the latest vehicle emissions model (currently MOBILE5b) with appropriate inputs (oxygenated fuels, inspection and

maintenance systems, etc.) The above points must be addressed and/or clarified before EPA can concur that the proposed project conforms with the SIP."

Response: In accordance with 40 CFR Part 93.153 (c) (xiv), *"Determining Conformity of General Federal Actions to State or Federal Implementation Plans"*, GSA is exempt from performing a conformity determination because the action under consideration is the disposition of a Federal property. Further, because GSA's Preferred Alternative is disposition of Governors Island, the action of disposition will not result in any de minimus emissions.

Because GSA has no authority to specify or control the land uses that may be developed on Governors Island in the future, a precise statement of the specific land use-related effects that could result from reuse would be largely hypothetical. GSA has developed a range of reasonably foreseeable land use options that might result upon disposition of the island. Accordingly, the air quality analysis performed for the land use options focused on only the most sensitive points, off-island areas of concentration. Further, in keeping with the appropriate level of detail for this conceptual analysis, only the "worst-case" land use scenarios were investigated. Additional analysis may be necessary for a project-specific EIS in the future, at which point conformance with the Clean Air Act will be mandatory. Depending on the scope of local approvals necessary to implement a future reuse on the island, New York City CEQR regulations require both mobile source emission and dispersion analysis, which may also need to be performed by the project developer prior to future reuse.

10. Noise

10.C-1 Randy Levine, Deputy Mayor, New York City

i. "The noise analysis for the Maximum Development option (p. IV.E-153) states that on Governors Island '...[predicted] noise levels fall within New York City environmental regulations' limits of acceptability for noise and would not represent an adverse impact.' However, the total predicted sound levels at several sites exceed 65dBA. Therefore, in conformance with the City's CEQR Technical Manual, the DEIS should state that the project would result in significant noise impacts and that future development would be required to mitigate this impact by providing window-wall attenuation with a closed window condition to ensure interior noise levels at 45 dBA;"

ii. "The noise levels, which are based on field measurements on Governors Island, do not correlate well with those predicted by the Stamina model, and, therefore, the results of the model are questionable. The EIS' noise analysis should be rerun using USEPA's recently released 'TNM' noise model. The analysis using the new model could determine whether a better correlation would result;"

iii. "The noise analysis for Governors Island was based on measurements taken at four locations and applied to twelve sites according to meteorological conditions. The FEIS should document how the measurement locations were selected to represent the 12 analysis locations. Include a map showing these locations; and"

iv. "An analysis of the impacts of noise generated by the Brooklyn garage facility on surrounding residents should

be provided. The current analysis only addresses noise generated by induced traffic at nearby intersections."

Response:

i. The noise analysis for the Maximum Development option (pp. IV.E-154, IV.E-156) in the FEIS has been revised to state that the implementation of that land use option would result in significant noise impacts. Future development under this option would be required to mitigate potential impacts by providing window-wall attenuation with a closed window condition to ensure interior noise levels at 45 dBA.

ii. As noted in the comment, the STAMINA models do not correlate well with the monitored ambient conditions. Therefore, the ambient conditions, which on the island are dominated by wind noise, were added to the results of the STAMINA model. This yielded a conservative estimate of the total sound levels that would be expected on the island, should traffic be added to the existing wind dominated sound levels. The analysis as performed is conservative in nature and is indicative of noise conditions that could be expected if this option were implemented. Since USEPA's "TNM" noise model was not available until after the DEIS was published, it was not used in this noise analysis.

iii. The FEIS has been revised on page IV.E-154 to clarify how the four measurement locations were chosen. These locations were representative of the existing ambient sound levels; they are dispersed across the whole of the island, covering each corner; and the locations are representative of the prevailing wind characteristics, based on the wind direction and speed, on island. These four monitored sites were extrapolated to 12 representative analysis locations using the STAMINA model. The monitored site with the most similar wind direction and speed to the modeled site was chosen to represent ambient conditions. The FEIS has been revised to include a map of the 12 analysis locations (Figure III.C-27).

iv. An analysis for the Brooklyn garage facility on surrounding residents was not performed, since according to US DOT guidelines, a garage facility of this size would not impact sensitive receptors farther than 150 feet. As there are no sensitive residents closer than 150 feet, it was determined that an analysis was not required.

11. Historic Resources

11.C-1 Randy Levine, Deputy Mayor, New York City

"The discussion on the Historic Districts should indicate that the district is a NYC Historic District and that certain buildings on Governors Island are designated NYC Landmarks."

Response: The DEIS states, on page xiii of the Executive Summary, that the "northern portion of the Island is [also] a designated NYC Landmark." Page III.D-27 of the FEIS has been revised to indicate this as well. Page III.D-36 of the FEIS has been revised to indicate that nine buildings and/or structures are individually listed as NYC landmarks.

11.C-2 Robert Hargrove, United States Environmental Protection Agency (USEPA)

i. "The Governors Island National Historic Landmark District (GINHLD) is eligible for listing in the National Register of Historic Places. The draft EIS asserts that

impacts to these resources resulting from disposal and reuse of the island would be mitigated through the use of deed covenants. These preservation covenants, coordinated with New York City's Landmarks Preservation Law, would mandate that all changes within the GINHLD would need to comply with a Governors Island Preservation and Design Manual (GIPDM), to be developed in accordance with the stipulations of a 1996 interagency Programmatic Agreement on compliance with Section 106 of the National Historic Preservation Act. While these measures could mitigate the impacts associated with planned changes within the GINHLD, of significant concern to EPA is that a variety of other types of potential impacts to historic resources have not been addressed in the draft EIS. These include impacts that could result from vandalism and theft, neglect, inappropriate or no maintenance caused by budgetary shortfalls, and visual impacts resulting from incompatible adjacent development."

ii. "In light of the very high historic values associated with the property and the vague discussion of actual mitigation measures, we would like an opportunity to review the information contained in the GIPDM as part of our NEPA review. Accordingly, the final EIS should include a copy of the GIPDM, together with a thorough and comprehensive analysis of all the potential impacts which are reasonably foreseeable indirect impacts of transferring the property. In addition, where appropriate, the document should include analyses of the feasibility of incorporating additional mitigation measures together with an analysis of the likelihood of their success."

Response:

i. The Governors Island National Historic Landmark District (GINHL) was listed on the National Register of Historic Places on February 4, 1985.

The Programmatic Agreement, signed by the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Office, and the City of New York commits the United States Coast Guard and GSA to provide for the continued standard maintenance of the structures within the GINHL until conveyance of the property. This standard maintenance also includes security of the grounds and structures. The Programmatic Agreement was entered in fulfillment of the U.S. Coast Guard and GSA's responsibilities under the National Historic Preservation Act (NHPA).

The DEIS states that "GSA is committed to making an annual request for funding to the U.S. Congress to apply towards the maintenance of the island's historic landmark district." The Programmatic Agreement also commits GSA to provision of standard maintenance, which includes basic security and grounds upkeep.

ii. The Preservation and Design Manual is currently being prepared in response to the Programmatic Agreement as part of GSA's compliance with the NHPA. GSA is working closely with its historic preservation consultant to complete the Manual by late Fall 1998. Public outreach will occur prior to completion of the Preservation and Design Manual. The Programmatic Agreement, a copy of which is included in the FEIS as Appendix A, is sufficient documentation of GSA's commitment to complete the *Governors Island Preservation and Design Manual;*

require adherence to this manual through restrictive covenants; and guarantee that the GINHL and its listed and eligible components will be preserved and protected.

11.C-3 Robert Pirani, Regional Plan Association

"The DEIS assumes that the preservation of the National Historic District would be an obligation passed along to the new owners, whether they are New York State (NYS) and/or New York City (NYC) or a private entity. The FEIS should affirmatively state how these obligations will be passed along to the new owners. The DEIS further states that the precise federal interest in these properties is to be spelled out in a Governors Island Preservation and Design Manual and repeatedly states that new construction would be comparable in scale to existing development or otherwise be in accordance with the Design Manual. But the Manual and its guidelines are still being drafted and have not been made available for public review. It simply is not possible to adequately assess whether impacts to the District are being adequately assessed or how they could be mitigated without being able to review this document. Completion of the EIS process should await the publication of the manual."

Response: GSA is presently fulfilling its responsibilities under Section 106 and 110(f) of the NHPA for the disposition of Governors Island. The NHPA process can be a separate process from NEPA, however, they often run concurrently. GSA must complete the NHPA process prior to disposition of the island. However, there is no prohibition against completing the NEPA review prior to completion of the NHPA process. We maintain that the Programmatic Agreement, a copy of which is included in the FEIS as Appendix A, is sufficient documentation to GSA's commitment to complete the *Governors Island Preservation and Design Manual*; require adherence to this manual through restrictive covenants; and guarantee that the GINHL and its listed or eligible components will be preserved and protected. GSA is working closely with its historic preservation consultant to complete the Manual by late Fall 1998. Refer to response to comment 11.C-2 above.

11.C-4 Andrew Raddant, United States Department of the Interior

"We understand that the Preservation Manual is still in preparation. We recommend that its completion and/or state of progress be reported in the Final Environmental Impact Statement (FEIS), and a clear commitment be given as to the use of that manual, along with the other cultural resource protection assurance documents in Appendix A [of the DEIS], as to be diligently pursued and accomplished by whoever becomes owner and responsible for the recognized historic and archeological resources of Governors Island."

Response: A description of the current status of the Preservation and Design Manual has been included in the FEIS (Introduction and Overview, p. 2). The Programmatic Agreement, signed by the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Office, and the City of New York, was undertaken in compliance with the NHPA. This agreement commits GSA to the development of the Preservation and Design Manual. The manual proscribes standards and guidelines for construction, maintenance, and renovation within the GINHL. Responsibility for adherence to the Preservation and Design Manual will be passed on to the new owner of the property. The Programmatic Agreement is included in Appendix A of the FEIS.

12. General

12.C-1 Kenneth Holt, Department of Health and Human Services

"We believe that current environmental issues have been adequately addressed, and no significant adverse impacts will occur as a direct result of official disposition of the island to another party. To the extent possible with the above restrictions on this DEIS, future options have been described, however, we understand that future reuse is not considered a determining factor in assessment or selection of a preferred alternative. Therefore, we have no specific comments to offer at this time."

Response: Comment noted.

12.C-2 Oscar Tuazon

"In looking over the map of off-island study areas used in the DEIS, I realize that I am unclear about how the form adopted for demarcation of the study-areas was arrived at. Were the semi-circular lines used here developed as a site-specific response to the particularities of this disposition, or have these standard shapes been determined beforehand and applied in this situation?"

"Secondly, I am curious about the aspects of the semi-circular shape which are considered advantageous to the aims of the DEIS. What factors determine the relative rigidity or flexibility of these boundaries?"

Response: The study area boundaries were developed based on NYC Environmental Quality Review (CEQR) Technical Manual guidelines, which identify an approximately ½-mile radius surrounding the project site. In some instances, the boundaries have been extended to conform with other physical or political boundaries, such as census tracts, police or fire department service areas, or key physical features that create boundaries, such as major highways or other transportation thoroughfares.

12.C-3 Elizabeth Lusskin, Alliance for Downtown New York, Inc.

". . . the demarcation of the Manhattan off-island study area is illogical and damaging as a precedent for future analysis of actual development plans for the Island. . . From City Hall down to the Battery, Lower Manhattan is an integrated whole, the parts of which cannot be meaningfully separated. This becomes most clear when the analysts have attempted to describe the resources of the area, and struggle to both give an accurate picture and yet stay within their self-imposed boundaries."

"We urge GSA to instruct its analysts to broaden the Lower Manhattan study area to include the entire area from Chambers Street south. This is the commonly accepted, logical border for this area, and its combined resources and challenges will both affect and be affected by any disposition and subsequent use of the Island."

Response: CEQR guidelines identify a ½-mile radius as appropriate for analysis of a project study area. If determined to be appropriate, future project-specific reuse plans for the island may include an expanded project study area.

12.C-4 Randy Levine, Deputy Mayor, New York City

"All sections of the DEIS, including IV.A, should make it clear that Waterfront Revitalization Program checklist revisions proposed in 1997 have not been adopted."

Response: Page III.D-23 of the DEIS states that "In 1997 a revision to the WRP was proposed to create a more manageable

number of policies and simplify the consistency review process. This WRP is currently under public review and is likely to be adopted in the fall of 1998." Pages IV.A-10, IV.B-5, IV.C-6, IV.C-12, and IV.D-20 of the FEIS have been revised to state clearly that the proposed checklist revisions have not yet been adopted.

12.C-5 Robert Hargrove, United State Environmental Protection Agency (USEPA)

". . . the final EIS should contain a matrix of all reuse options and associated recommended mitigation measures, together with an analysis of the likelihood that each of the specified mitigation measures will be implemented. Moreover, for necessary mitigation measures that are not likely to be implemented or are not enforceable through existing federal, state, or local laws or programs, the final EIS should evaluate alternatives that ensure implementation of necessary mitigation measures either through the use of deed encumbrances or some other effective means (e.g. performance bonds)."

Response: The FEIS has been revised to include a matrix of all land use options and associated recommended mitigation measures(Executive Summary, Table 4). However, it is speculative to predict with any degree of certainty the future use of Governors Island. GSA has no mandate to direct the future use of this property once it has been disposed of. The land use options were included in the DEIS to provide a range of reasonably foreseeable reuses that another party might implement on Governors Island after disposal. The impacts and mitigation associated with a specific development plan could range significantly. Mitigation for a specific development plan will be the responsibility of the future owners of the island. As a result, it would also be largely speculative to identify the likelihood of future mitigation measures that would be required or that could be implemented.

GSA is responsible for providing mitigation on its project alternatives, the retention or disposition of Governors Island. The DEIS indicated that no significant adverse impacts would result from either of these alternatives. As a result, no mitigation has been identified or recommended.

12.C-6 Rachel Marino, United States Coast Guard

Various text changes recommended; these changes have been made to the text and indicated with underlining. Refer to rear of chapter for comments.

12.C-7 John Tozzi, United States Coast Guard

Various text changes recommended; these changes have been made to the text and indicated with underlining. Refer to rear of chapter for comments.



Albany Office: Room 536, Legislative Office Building, Albany, NY 12248, (518) 455-5802
District Office: 230 West 72nd Street, New York, NY 10023, (212) 873-6368

news from assemblymember
SCOTT M. STRINGER
67th ASSEMBLY DISTRICT

Date: June 29, 1998

ASSEMBLYMEMBER SCOTT STRINGER'S TESTIMONY ON GOVERNOR'S ISLAND DEIS

Good evening. I am here today to comment on the Draft Environmental Impact Statement (DEIS) prepared by the General Services Administration (GSA) for Governor's Island.

2.C-4 I would like to take this opportunity to strongly urge the U.S. General Services Administration (GSA) to work with the City and State to conduct an in-depth study of the feasibility of using Governor's Island to create affordable housing for middle income New Yorkers along with a spectacular park on the banks of the Hudson. This alternative is far more likely, not to mention desirable, than exploring the impacts of putting a casino which is not even legal – next to a university campus setting. I can hardly imagine a more incompatible mixture of residential and commercial uses than a casino and a college campus. As if the problem of excessive drinking on college campuses is not enough, now we're proposing "slots 101" for freshman?

Even if casino gambling were legal in New York City – an unlikely possibility that could not feasibly happen until the year 2000, at the earliest - the resultant social and economic impacts of building a casino in the middle of New York City would be the worst possible scenario. The need for decent, affordable housing in this City is so desperate – we have the worst housing crisis in the nation - that precious time and resources should be devoted to development proposals which enhance communities and improve the quality of life for New Yorkers, rather than exacerbate problems that plague all urban areas.

A casino would only usher in the myriad social, economic and criminal problems associated with gambling, while affordable housing and open space would help alleviate the most pressing need of the City's middle class. In addition, a vibrant community of which we can all be proud would be created, rather than an unnecessary and potentially harmful gambling oasis next to an institution of higher learning.

Numerous studies have concluded that casinos do not generate significant income or spur economic development in surrounding areas – look at the proof in Atlantic City, which remains a dump after 20 years of massive gambling development subsidized by State and City tax dollars. Even if casinos were the answer to encouraging economic development, I do not believe that responsible government should be in the business of promoting gambling and all its attendant problems – especially when we are seeing historic drops in the crime rate.

New York City is in desperate need of decent affordable housing as well as open public park space. Governor's Island could easily be dedicated to both of these worthy uses, and generate enough revenue to maintain the Island and expand the City's tax base. The City Club of New York has put together an impressive plan to mix high density, low-rise development with commercial and office enterprises as well as park space on the Island.

The Island's historic district would be preserved and a new, thriving, profitable community would be created. In fact, the City Club's proposed private-public partnership would ensure profits for private developers, and $45 million annually for Island maintenance. New, affordable housing would be created alongside a world class park, without the need for significant government subsidies. Perhaps most importantly, there would be no adverse impacts on the social or economic fabric of New York City.

COMMENT 1

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PORTFOLIO MGMT. - 2PT
98 JUL -9 PM 2:42

STATE OF NEW YORK
DEPARTMENT OF TRANSPORTATION
HUNTERS POINT PLAZA
47-40 21ST STREET
LONG ISLAND CITY, N.Y. 11101

RICHARD A. MAITINO
REGIONAL DIRECTOR

July 6, 1998

JOSEPH H. BOARDMAN
COMMISSIONER

Mr. Peter A. Sneed
Portfolio Management - 2PT
General Services Administration, Region 2
26 Federal Plaza
New York, NY 10278-0090

Dear Mr. Sneed:

We have reviewed the Draft Environment Impact Statement (DEIS) for the Governor's Island Disposition document and we would like to suggest the following:

1.C-1

1. The goals of the project should include but not be limited to:
   - Minimize adverse environmental air, noise and energy impacts.
   - Provide an Integrated transportation system: Multi modal
     - Off-Island (External); Ferry, Hydrofoil, Boats, Buses, NYC/NJ public transportation systems.
     - On-Island (Internal): Ped, Bike, LRT/Monorail/Elec Cars
   - Provide safety & security system, especially Brooklyn Battery Tunnel Ventilation Facility. (Since major utilities such as water, elec. entering the Island through this point).

2.C-10

2. The Future Use or Alternatives considered should consider:
   - Allow only authorized/permitted vehicles on the Island.
   - Upgrade infrastructure.
   - Maximize opportunities for transit access to ferries that serve the Island.

3. Future use with the Casino or Entertainment Complex options would appear to have some impacts on the highway system due to the large number of visitors accessing the Island. Transit buses and improved public transportation services can mitigate the amount of private cars accessing the Island.

COMMENT 2

2.C-10 4. It may be beneficial for the State, City and Governors Island National Historic Landmark District to form a task force to look at proposals made by BOT (Build, Operate, Transfer) or DBOM (Design, Build, Operate, Manage) consortium.

If you have any question regarding this letter, please let us know.

Sincerely,

Richard A. Maitino
Regional Director

COMMENT 2

CAROLYN B. MALONEY
14TH DISTRICT, NEW YORK

1330 LONGWORTH BUILDING
WASHINGTON, DC 20515-3214
(202) 225-7944

COMMITTEES
BANKING AND FINANCIAL SERVICES

GOVERNMENT REFORM AND OVERSIGHT

JOINT ECONOMIC COMMITTEE

Congress of the United States
House of Representatives
Washington, DC 20515–3214

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PORTFOLIO MGMT. - 2PT
98 JUL 15 AM 7:07

July 7, 1998

Peter A. Sneed
Senior Program Analyst
General Services Administration
26 Federal Plaza, Room 1609
New York, NY 10278

I am writing to comment on the Draft Environmental Impact Statement (DEIS) prepared by Edwards and Kelcey for the disposition of Governors Island. Specifically, I am writing to comment on the Casino/Academic option that has been added to the DEIS.

The DEIS is careful to state that is does not support the implementation of any one proposal for disposition of the island--that its purpose is to assess each option separately. If the DEIS is going to adequately assess the impact of a Casino in conjunction with the development of academic facilities, it must account for the *societal* impact the implementation of this option would have. The DEIS comes close by discussing the impact on Neighborhood Character and Socioeconomic Characteristics of the island, but the analysis must delve deeper.

2.C-9 There are larger issues that the DEIS must address. First, what impact would a Casino have on the student population? How does gambling affect the productivity of students who are confined to a small island in close proximity to the Casino? Will parents want to send their children to school next door to a casino? These concerns are not raised in the DEIS and they should be part of a complete environmental assessment. An analysis of casino gambling's impact is incomplete without a full assessment of the negative impact gambling has on young people. For instance a study done in New Mexico found that 50% of people with serious gambling problems in the state of New Mexico began gambling before the age of 21. Studies have also noted that young people are far more likely than older people to become compulsive gamblers. On a college campus in Iowa, where there is a casino forty miles away, more than half of the 800 students surveyed said they gambled. If the casino is on the same small island as a university and is, moreover, the sole source of entertainment, it is easy to imagine that the impact would be even higher. Accordingly, I believe that the addition of a casino will adversely affect the viability of the educational component.

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COMMENT 3

Second, the DEIS omits any discussion of the negative impact of casino gambling on the well being of New York residents. For example, evidence indicates that cities with legalized gambling have higher rates of suicide. Las Vegas, Nevada, a gambling mecca, has the highest suicide rate in the country. Studies have also shown that gamblers have such problems as drug abuse and alcoholism that contribute to suicidal behavior. These problems also lead to an increase in crime, as well as rates of personal bankruptcy. Las Vegas, Nevada, in addition to its high suicide rate, also has the highest rate of bankruptcy claims. Most experts agree that eventually, gambling affects the emotional stability of the gambler. State studies show that the socio-economic costs of gambling, such as welfare and crime, take away money that could be used for education. It is ironic that there is a proposal to include an educational institution in the same plan to build a casino on Governors Island.

2.C-9

This island has so much potential. It is a wonderful resource for the city of New York. I am saddened by the thought that instead of being the source of knowledge and beauty, it will become the source of hardship and corruption.

By concluding that the environmental impact of the Casino option "would not adversely impact" a variety of environmental resources, both physical and social, the DEIS is implying that a Casino is in fact an acceptable option. I believe that this implication is faulty and that the Casino/Academic option must be reassessed to take into account the negative societal impact of gambling.

Sincerely,

CAROLYN B. MALONEY
MEMBER OF CONGRESS

CBM/klh

COMMENT 3

UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE
Habitat Conservation Division
James J. Howard Marine
Sciences Laboratory
74 Magruder Road
Highlands, New Jersey 07732

July 8, 1998

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL 21 AM 7:12

Ms. Susan B. Fruchter
Acting NEPA Coordinator
US Department of Commerce
Office of the Under Secretary for Oceans and Atmosphere
Washington, D.C. 20230

Re: DEIS-9806-06 -- Governors Island Disposition New York

Dear Ms. Fruchter:

In response to your request for comments on the subject Draft Environmental Impact Statement (DEIS), we have reviewed the documentation provided and find that it meets the criteria for project assessment under the National Environmental Policy Act (NEPA). Accordingly, no specific comments are provided with respect to the DEIS format, contents and conclusions.

4.C-2

As you know, the National Marine Fisheries Service has jurisdiction over endangered and threatened marine species including some of the large baleen whales, sea turtles and shortnose sturgeon. Some of these species, notably shortnose sturgeon and several federally listed sea turtle species, occur as transients in the aquatic portions of the defined project areas described in the DEIS. To obtain protection from the "take" provisions of the Endangered Species Act, further consultation pursuant to Section 7 of the Act will be required of all involved federal authorizing or funding agencies if any in-water activities are proposed, if project conditions change or if new information becomes available which changes the basis for this conclusion.

This response is provided as preliminary coordination and does not constitute final comments from this agency. We may provide an additional response when the final plans are advertized by the Corps of Engineers, US Coast Guard or General Services Administration during the public review period. Should you wish to discuss this matter further, please contact Diane Rusanowsky at: (203) 783-4228.

Sincerely,

Stanley W. Gorski
Field Offices Supervisor

COMMENT 4

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JUL 15 1998
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GP

July 20, 1998

Oscar Tuazon
67 South 3rd Street
Brooklyn, NY 11211
(718) 384-6117

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL 27 AM 8:07

Peter Sneed, Senior Program Analyst
U.S. General Services Administration
PBS Portfolio Management 2PT
26 Federal Plaza, Room 1609
New York, NY 10278

Dear Mr. Sneed:

Thank you again for introducing me to Mark Dremel. I have been in touch with him regarding a tour of Governor's Island sometime in September, and at last it looks like I will have the opportunity to take pictures of the island itself. In the meantime, I have found the Draft Environmental Impact Statement a great resource for understanding how potential impacts are identified and addressed.

I realize that the June 27 deadline for public comments about the DEIS is by now almost a month past, but to be honest the questions I want to ask have just occured to me lately. In looking over the map of off-island study areas used in the DEIS, I realize that I am unclear about how the form adopted for demarcation of the study-areas was arrived at. Were the semi-circular lines used here developed as a site-specific response to the particularities of this disposition, or have these standard shapes been determined beforehand and applied in this situation? 12.C-2

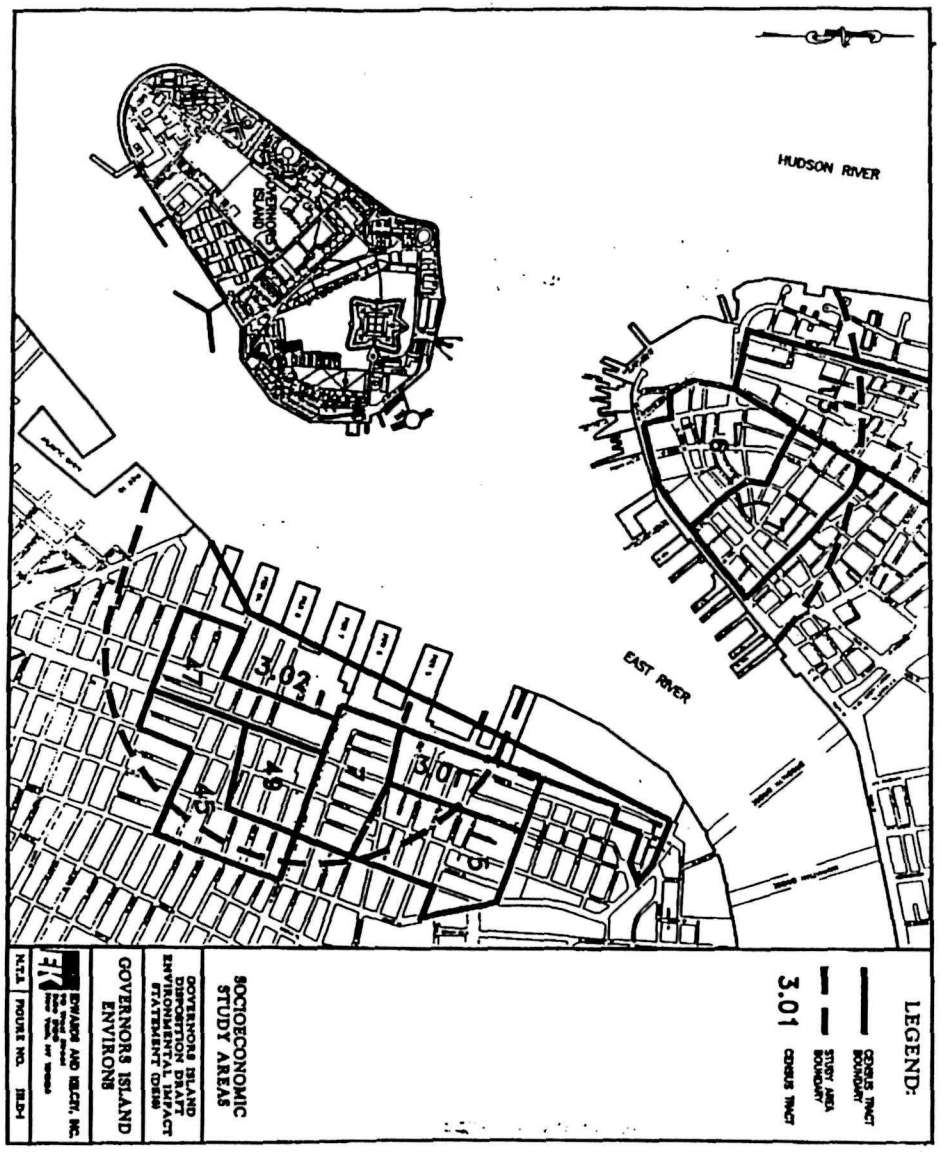
Secondly, I am curious about the aspects of the semi-circular shape which are considered advantageous to the aims of the DEIS. What factors determine the relative rigidity or flexibility of these boundaries? If I have overlooked these explanations in the text of the DEIS, please point to the sections within that might answer my questions. Thank you for your consideration.

Sincerely,

Oscar Tuazon

encl.

COMMENT 5



COMMENT 5

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 2
290 BROADWAY
NEW YORK, NY 10007-1866

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'98 JUL 27 AM 8:07

JUL 23 1998

Peter A. Sneed
U.S. General Services Administration
Portfolio Management - 2PT
26 Federal Plaza, Room 1609
New York, New York 10278-0090

Class: EC-2

Dear Mr. Sneed:

The Environmental Protection Agency (EPA) has reviewed the General Services Administration's (GSA) draft environmental impact statement (EIS) for Disposition of Governors Island, New York. This review was conducted in accordance with Section 309 of the Clean Air Act, as amended (42 U.S.C. 7609, PL 91-604 12(a), 84 Stat. 1709), and the National Environmental Policy Act (NEPA).

The proposed project involves the sale of Governors Island, at fair market value, to the City or State of New York, or to other entities, in accordance with the requirements of the Balanced Budget Act of 1997. In addition to the no-action alternative, only one alternative is analyzed - sale of the property. In analyzing this alternative, the draft EIS considered a range of potential land use options, including recreational/open space/parkland, retail, residential, hotel, academic institution, and casino. Based on our review, we offer the following comments.

General

At this time, there is a great deal of uncertainty about the future ownership of the property, and what its reuses will be. Consequently, the draft EIS was only able to evaluate the environmental impacts that would be associated with potential reuses in a general manner. In fact, until prospective purchasers of the property provide their specific plans for reusing the property, the reuse-specific indirect impacts associated with disposal cannot be assessed. Therefore, the present document provides only a gross analysis of the types of indirect impacts associated with the types of reuses that may occur on Governors Island. More specific environmental analyses will need to be prepared, and mitigation measures developed, once actual reuses are proposed and, thus, are able to be analyzed in sufficient detail. Accordingly, we strongly recommend that the final EIS and Record of Decision document GSA's commitment to prepare more detailed NEPA analyses, which can be tiered off the current EIS, on the planned reuses of the property prior to transfer.

3.C-1

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Implementation of Mitigation Measures

The draft EIS states that GSA's disposal of Governors Island would not result in any unavoidable impacts upon the environment, and that all of the various indirect impacts that could result from the land use options considered in the document could be mitigated by the purchasers and/or developers of the property. While implementation of mitigation measures by others is possible, it is not certain. We believe that this approach should be used only after thorough consideration of its probable effectiveness and the adverse impacts which could result if it does not succeed.

Accordingly, consistent with the Council on Environmental Quality's direction in its responses to Questions 18 and 19 of "Memorandum: Forty Most Asked Questions Concerning the Council on Environmental Quality's NEPA Regulations," the final EIS should contain a matrix of all of reuse options and associated recommended mitigation measures, together with an analysis of the likelihood that each of the specified mitigation measures will be implemented. Moreover, for necessary mitigation measures that are not likely to be implemented or are not enforceable through existing federal, state, or local laws or programs, the final EIS should evaluate alternatives that ensure implementation of necessary mitigation measures either through the use of deed encumbrances or some other effective means (e.g., performance bonds). For example, in NEPA documents for disposal of federal property through the Base Realignment and Closure (BRAC) program, the Department of Defense routinely evaluates "encumbered disposal alternatives" to ensure implementation of mitigation measures by incorporating their requirements into long-term deed encumbrances.

12.C-5

Cultural Resources

The Governors Island National Historic Landmark District (GINHLD) is eligible for listing on the National Register of Historic Places. The draft EIS asserts that impacts to these resources resulting from disposal and reuse of the island would be mitigated thorough the use of deed covenants. These preservation covenants, coordinated with New York City's Landmarks Preservation Law, would mandate that all changes within the GINHLD would need to comply with a Governors Island Preservation and Design Manual (GIPDM), to be developed in accordance with the stipulations of a 1996 interagency Programmatic Agreement on compliance with Section 106 of the National Historic Preservation

11.C-2

Act. While these measures could mitigate the impacts associated with planned changes within the GINHLD, of significant concern to EPA is that a variety of other types of potential impacts to historic resources have not been addressed in the draft EIS. These include impacts that could result from vandalism and theft, neglect, inappropriate or no maintenance caused by budgetary shortfalls, and visual impacts resulting from incompatible adjacent development.

1.C-2 In light of the very high historic values associated with the property and the vague discussion of actual mitigation measures, we would like an opportunity to review the information contained in the GIPDM as part of our NEPA review. Accordingly, the final EIS should include a copy the GIPDM, together with a thorough and comprehensive analysis of all the potential impacts which are reasonably foreseeable indirect impacts of transferring the property. In addition, where appropriate, the document should include analyses of the feasibility of incorpporating additional mitigation measures together with an analysis of the likelihood of their success.

Air Quality

The project area is classified as a moderate nonattainment for carbon monoxide (CO) and particulate matter (PM10) and as severe nonattainment for ozone. In accordance with 40 CFR Part 93, the General Services Administration (GSA) is required to determine whether the project conforms to the New York State Implementation Plan (SIP) such that the project does not cause or contribute to or increase the frequency or severity of a new violation of the national ambient air quality standard. All reasonably foreseeable project reuses must be considered in assessing the air quality impacts of this project and its potential interim effects on the attainment status of New York County.

9.C-2

The draft EIS indicates that "none of the land use options anticipate more on-island vehicles than existed during the Coast Guard's tenure of the island," and concludes that air quality on the island would not be degraded relative to those conditions. However, no information is presented by which to compare air quality under those previous conditions to present "no action" conditions and to projected future conditions. Furthermore, the conclusion does not take into account that the number of vehicle miles traveled could actually increase, regardless of the number of vehicles present, and that associated emissions would increase proportionately. The final EIS should include analyses which project on-island air quality based on various realistic vehicle usage and traffic conditions.

COMMENT 6

In addition, because Governors Island is only accessible by ferry, private vessel, or helicopter, any changes in its use could have air quality impacts on the attainment status of the adjacent Boroughs of New York City and Counties of New Jersey, which would function as the "terminals" for these modes of transport. In fact, under a Maximum Development reuse scenario, the draft EIS predicts an air quality violation at the intersection of Columbia Street and Congress Streets, in Brooklyn, resulting from traffic conditions in the vicinity of the parking garage/ferry terminal that is envisioned under this scenario. Nevertheless, the discussion of who would be responsible for ensuring that the project's air impacts are analyzed and mitigated in the future is vague.

The final EIS should include an on-island mobile source emission analysis for each of the reuse scenarios, together with a statement concerning the project's conformance with the SIP, with documentation fully supporting this conclusion. It should also assess whether there are mechanisms in place to ensure that, in the future, the air emissions associated with both on- and off-road sources associated with reuses of the island will be considered and appropriately mitigated in conformance with the

9.C-2 SIP. The final EIS should specify that all such impact assessments must follow EPA's Guidelines on Air Quality Models (40 CFR Part 51, Appendix W) and the Guidelines for Modeling Carbon Monoxide from Roadway Intersections (November 1992, EPA-45554/R-92-005) and employ the latest vehicle emissions model (currently MOBILE5b) with appropriate inputs (oxygenated fuels, inspection and maintenance systems, etc.). The above points must be addressed and/or clarified before EPA can concur that the proposed project conforms with the SIP.

Hazardous Substances

According to the draft EIS, the necessary environmental compliance projects (17 in total) identified in the U.S. Coast Guard's 1993 Environmental Compliance Evaluation have been completed. Some additional studies and/or corrective actions resulting from these are still ongoing, but are planned to be completed prior to disposal of the property. These include: closure of underground storage tanks (USTs); treatment system to address contamination at Building 699 (gas station closure);

7.C-2 installation of a groundwater recovery well at Building 902 for diesel fuel leaked from an UST; installation of a recovery system and monitoring well for heating oil leaked from an UST (Liberty Village); and investigation of a pesticide storage area with potential remedial action recommended. The final EIS should contain an updated status of completion for each of these projects. Enclosed, for your information and use, is a list of standards that may be applicable to these actions and any future environmental analyses and/or remedial actions.

COMMENT 6

We note that the draft EIS states that many of the existing buildings on Governors Island could contain asbestos materials and/or lead-based paint. The final EIS should indicate that, prior to any demolition and/or renovation activities, appropriate asbestos and lead paint surveys would need to be prepared, and that any necessary abatement activities would need to be performed in accordance with all applicable regulations. In particular, it should note that all lead and asbestos abatement activities would need to comply with EPA's National Emission Standards for Hazardous Air Pollutants (NESHAP), the U.S. Occupational Safety and Health Administration's (OSHA) regulations, and the applicable regulations of the New York State Department of Labor and the New York City Department of Environmental Protection.

With respect to completion of any remaining remedial actions prior to transfer of the property, the final EIS should note that, pursuant to Section 120(h) of the Comprehensive Environmental Response, Compensation, and Liability Act, the federal government is required to state in the transfer deed that all remedial action necessary to protect human health and the environment has been taken, and that any additional remedial actions found necessary after the transfer date shall be conducted by the United States.

Wetlands

The draft EIS states that although there are no New York State regulated wetlands present on the island, there could be unclassified wetlands present and/or unintentional wetland omissions on the available National Wetlands Inventory mapping. Considering the limited area involved, this uncertainty should be resolved through an appropriate field investigation. In addition, the final EIS should note that development of in-water structures, as well as any filling activity in wetlands, could require a permit from the Army Corps of Engineers. A discussion of the federal wetlands permitting requirements of Section 404 of the Clean Water Act should be included in the final EIS, together with analyses of potential impacts and appropriate mitigation measures.

Conclusion

In accordance with EPA policy, we have rated this draft EIS as EC-2, which indicates that we have environmental concerns (EC) about potentially significant indirect impacts to historic resources and air quality which could result from implementation of this project, and that additional information (2), as described above, should be presented in the final EIS to address these concerns.

COMMENT 6

Should you have any questions concerning our review, please contact William P. Lawler, P.E. of my staff at (212) 637-3728.

Sincerely yours,

Robert W. Hargrove, Chief
Strategic Planning and Multi-Media Programs Branch

Enclosure

COMMENT 6

Enclosure

Potentially Applicable Standards/Contacts

- 40 CFR Part 279, Standards for the Management of Used Oil

- 40 CFR Part 280, Technical Standards and Corrective Action Requirements for Owners and Operators of Underground Storage Tanks (USTs). New York State (NYS) also has a set of regulations dealing with USTs. The NYS contact is Mr. Paul Sausville at (518) 457-4351, and the EPA contact is Mr. David Bernstein at (212) 636-5532.

- 40 CFR Part 61, Subpart M, National Emission Standards for Asbestos. These regulations are applicable to the removal and disposal of materials containing asbestos. The EPA contact for asbestos removal is Mr. Robert Fitzpatrick at (212) 637-4042.

- New York State Department of Environmental Conservation (NYSDEC) regulations, Parts 371-373. These regulations are applicable to the removal and disposal of lead-based paint and the testing procedures to determine if materials such as oil and miscellaneous debris are considered hazardous waste under NYSDEC regulations.

- If materials at the site are generated for disposal and are determined to be RCRA solid wastes but not RCRA hazardous wastes, they are subject to control under Subtitle D. If they are determined to be a RCRA hazardous waste, they may be subject to control under Subtitle C (see below).

- 40 CFR Part 261, Identification and Listing of Hazardous Waste: If materials at the site are to be managed or disposed of, it must be determined if the materials are considered a hazardous waste as defined in 40 CFR 261, Subpart D; or is a mixture that contains waste listed in Subpart D and, is not excluded from the list by 40 CFR 260.20 and 260.22; or exhibits any of the characteristics specified in 40 CFR Part 261, Subpart C. It was not stated in the draft EIS whether listed wastes (40 CFR 261, Subpart D) were present at the site. If listed wastes are determined to be present, or if the waste exhibits any of the characteristics specified in 40 CFR Part 261, Subpart C (i.e., ignitability, corrosivity, reactivity, or toxicity) the waste would be classified as a RCRA hazardous waste and the regulations listed below would be applicable.

COMMENT 6

- 40 CFR Part 262, Standards Applicable to Generators of Hazardous Waste

- 40 CFR Part 263, Standards Applicable to Transporters of Hazardous Waste

- Any shipment of contaminated media off-site to a treatment/disposal facility should also be consistent with the EPA's OSWER (Office of Solid Waste and Emergency Response) Off-Site Policy Directive Number 9834.11, which became effective November 13, 1987. This directive is intended to ensure that facilities authorized to accept CERCLA generated wastes comply with RCRA operating standards.

- 40 CFR Part 264, Standards for Owners and Operators of Hazardous Waste Treatment, Storage and Disposal Facilities: These standards are applicable to any on-site units that treat, store, or dispose of RCRA listed or characteristic hazardous wastes. Subpart F (Releases From Solid Waste Management Units) and Subpart G (Closure and Post-Closure) which contain regulations addressing groundwater and closure are applicable. Part 265, Subparts I and J (container and tank standards) are relevant and appropriate if storage of waste on-site is less than 90 days. In addition, the date which accumulation began must be clearly indicated on each container/tank.

- 40 CFR Part 268, Land Disposal Restrictions: Any removal, management, and off-site disposal of media contaminated with RCRA hazardous waste, and residues generated from its treatment, must be managed according to applicable regulations specified in 40 CFR Part 268 (Land Disposal Restrictions). According to 40 CFR § 268.35(e), effective May 8, 1993, debris that is contaminated with wastes listed in 40 CFR §§ 268.10, 268.11 and 268.12, and debris that is contaminated with any characteristic waste for which treatment standards are established in 40 CFR Part 268, Subpart D, are prohibited from land disposal. Wastes must meet the Land Disposal Restriction Levels specified in 40 CFR § 268.40 prior to disposal. Toxicity Characteristic hazardous waste must be treated to achieve levels below the maximum Concentration of Contaminants for the Toxicity Characteristic, as specified in Table 1 of 40 CFR § 261.24.

COMMENT 6

DEPARTMENT OF HEALTH & HUMAN SERVICES

Public Health Service

Centers for Disease Control
and Prevention (CDC)
Atlanta GA 30341-3724

July 24, 1998

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL 29 PM 3:34

Mr. Peter A. Sneed
Portfolio Management - 2PT
General Services Administration
26 Federal Plaza
New York, New York 10278-0090

Dear Mr. Sneed:

We have completed our review of the Draft Environmental Impact Statement (DEIS) for the Disposition of Governors Island, Upper New York Bay, New York. We are responding on behalf of the U.S. Public Health Service, Department of Health and Human Services.

We noted that to reduce the Federal budget, the USCG selected Governors Island as a facility for closure, and the GSA is under a Federal mandate to dispose of the island and must pursue the action under consideration in this DEIS. The Balanced Budget Act of 1997 directs the GSA to sell Governors Island at fair market value no earlier than fiscal year 2002. It is stated that by law, GSA cannot implement nor direct any of the land use options identified in this DEIS. Any reuse and mitigation of impacts associated with reuse will be the responsibility of the new owner, and all plans for the island would need to comply with all applicable laws and regulations.

12.C-1 We believe that current environmental issues have been adequately addressed, and no significant adverse impacts will occur as a direct result of official disposition of the island to another party. To the extent possible with the above restrictions on this DEIS, future options have been described, however, we understand that future reuse is not considered a determining factor in assessment or selection of a preferred alternative. Therefore, we have no specific comments to offer at this time.

Thank you for the opportunity to review and comment on this DEIS. Please send us a copy of the Final EIS, and any future environmental impact statements which may indicate potential public health impact and are developed under the National Environmental Policy Act (NEPA).

Sincerely,

Kenneth W. Holt

Kenneth W. Holt, MSEH
Special Programs Group (F16)
National Center for Environmental Health

COMMENT 7

AIA New York Chapter
The Founding Chapter of
The American Institute of Architects

July 24, 1998

Mr. Peter A. Sneed
Portfolio Management – 2PT
General Services Administration
26 Federal Plaza
New York, NY 10278-0090

Re: Draft Environment Impact Statement (DEIS) for the Disposition of Governors Island

Dear Mr. Sneed

PRESIDENT
Rolf H. Ohlhausen, FAIA
PRESIDENT ELECT
Walter A. Hunt, Jr., AIA
VICE PRESIDENT
Richard Dattner, FAIA
VICE PRESIDENT
Mark E. Ginsberg, AIA
VICE PRESIDENT
Margaret Helfand, AIA
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James L. Sawyer, AIA
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Fredric M. Bell, AIA
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Denise A. Hall, AIA
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Terrence O'Neal, AIA
DIRECTOR
L. Bradford Perkins, Jr., FAIA
DIRECTOR
Ronnette Riley, AIA
ASSOCIATE DIRECTOR
Michael Resnick, Assoc. AIA
PUBLIC DIRECTOR
Frank J. Sciame, Jr.
LEGAL COUNSEL
James Frankel, Esq.
EXECUTIVE DIRECTOR
Carol Clark

The AIA New York Chapter, the founding Chapter of the American Institute of Architects, has been working over the last few years, with the Governors Island Group. We would like to bring several points to your attention that reflect our architectural and urban design concerns at this time.

We are pleased to note that you have included in the Project Alternatives the Recreation Option, as well as a Phase-In Option, as these address our concern and commitment that access for public benefit and public use be a major consideration in the long term thinking about use of the Island. In the short term, to prevent deterioration of the existing facilities, a program for temporary and/or immediate uses must be pursued. For any phasing options to be initiated, however, we anticipate a need for a framework or administrative structure – perhaps using an in-place authority – to enable immediate action.

Two major concerns are:

6.C-2

1. Several of the options in the DEIS infer a segmenting of the Island, defining separate zones for use and control, which we believe denies the extraordinary opportunity to create and preserve the totality of this unique open space for the entire city and region. Unfortunately, the value of open land is not easily quantified with a line-item dollar value, but we consider the preservation of this open space in perpetuity to be a critical factor for the disposition of Governors Island.

   Certainly, there is agreement as to the identified significance of the "Historic Village" of the northern portion, but we are concerned with land use options that isolate it from its larger context of the Island, and may detract from the meaning of this treasure.

2. We have noted that in addressing the southern portion of the Island, particularly as it relates to the casino option, the DEIS acknowledges the bulk and size of the existing buildings and then considers them as environmental justification for recreating large

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212.696.5022 fax
e-mail: alany@way.com

COMMENT 8

6.C-2 and obtrusive casino structures in this area. As urban designers and architects, we know the visual impact and out-of-scale environmental characteristics of the existing structures and are opposed to accepting this for future development on the Island. Both in relation to the historic precinct and to the pivotal visual and symbolic role of Governors Island in the New York Harbor, we look to a solution that significantly improves the urban design of the southern part of the Island.

The AIA New York Chapter looks forward to continued discussion of design criteria and design guidelines, and to the Historic Study Report that the GSA has commissioned, to ensure that criteria for development will define the Island as a truly open and public space, acknowledging it as an extraordinary amenity for the future, with the potential for appropriate income generation. We believe that when a full exploration of the cost/benefit relationships and the overriding concept of open public access is evaluated and understood, the Recreation Option can be enhanced with appropriate new programs and the reuse of the historic buildings for a broad range of profitable public uses which could include clearly defined academic/educational uses.

Sincerely,

Carol Clark
Executive Director

Sarelle T. Weisberg, FAIA
Coordinator, Governors Island Task Force

COMMENT 8

The City Club of New York
Founded 1892

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL 27 PM 3:49

July 24, 1998

Mr. Peter A. Sneed
Portfolio Management - 2PT
General Services Administration
26 Federal Plaza
New York, NY 10278-0090

Re: Governors Island DEIS

Dear Mr. Sneed:

The City Club of New York respectfully submits that the DEIS for Governors Island failed to consider a significant alternative in its environmental review of the potential impacts of the disposition of Governors Island.

The development scenarios carefully detailed seven possible development options that could occur should the island be sold. But it failed to look at development options that would be possible if the island were to be retained by the Federal government. The DEIS assumes that if the Federal government retained Governors Island it "would remain vacant except for the visiting maintenance and security crews." This is surely not the only outcome. 2.C-7

The Federal government could retain ownership of the island and create a public trust that would take over the management of its development. NEPA regulations require consideration of the alternative of taking no action; in each instance, in the DEIS description of the No Action Alternative it is assumed that there would be no active use or reuse of its facilities and that annual appropriations would be needed for the on-island caretaking effort.

NEPA requires that the No Action Alternative be given serious consideration. While The Balanced Budget Act of 1997 directs GSA to sell Governors Island at fair market value, the demands of NEPA require a serious look at options that would be available under a No Action Alternative. The City Club of New York believes that the No Action Alternative was not given appropriate analysis. Apparently GSA took its mandate under the Balanced Budget Act to have greater authority than its responsibility under NEPA to consider viable options should the property remain under Federal government control.

The City Club of New York requests that the DEIS be amended to include a more comprehensive study of the No Action Alternative.

Sincerely,

Jane McCarthy

COMMENT 9

10 Columbus Circle Suite 1030 New York, NY 10019 Tel: (212) 664-0954 Fax: (212) 664-0937

RPA

Regional Plan Association

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98 JUL 27 AM 11:23

Testimony of Robert Pirani Director -- Environmental Programs

Governors Island Disposition Draft Environmental Impact Statement
July 24, 1998

For more than 70 years Regional Plan Association has been a non-partisan voice for the wise conservation *and* development of the Tri-State New York/New Jersey/Connecticut Metropolitan area. Our Board of Directors is composed of senior officers and staff of some of the largest corporations, civic associations, labor unions and academic institutions in the 31-county, 13,000 square mile metropolitan area.

For the past three years, RPA has led the Governors Island Group, a coalition of more than 20 civic and business organizations. As part of that effort we have undertaken several planning efforts, including holding a town meeting to gather citizen input on the Island's future and sponsoring a planning charette of national experts that examined the Island's potential. We are now developing a detailed redevelopment plan for the Island's future.

The DEIS is crafted to address a narrowly defined question about the Island disposition: The impact of the federal government's action of passing the Island on to its new owners. It leaves broader concerns about the relative impacts of alternative reuse schemes to the future. But even within this narrowly-drawn framework, the DEIS is deficient in terms of the amount of information it contains, the mitigation strategies it proposes, and, most importantly, the scope of its analysis regarding the action alternatives. These questions must be fully answered before the federal government commences its formal disposition process.

1. The DEIS fails to establish the feasibility of the various land use options. The land use study prepared by Beyer Blinder Belle was intended to provide what GSA believes to be a range of "reasonable and likely land uses" that might be implemented on the island. Clearly, the financial costs and benefits of these reuses are key to establishing this expectation of reasonableness. However, neither the DEIS nor the land use study includes any of the financial information that could be used to gauge whether or not these uses are truly viable. The study outlines what capital improvements might be included and describes the operations associated with the Island's reuse. It also provides a brief summary of what the final costs and benefits are. But it does not make clear the relationship between these assumptions and the final estimate of financial viability. Absent a transparent accounting for what the federal government is assuming would be required to make the Island fit for reuse, it is difficult to accept any assertion of reasonableness. Moreover, allowing public scrutiny of figures, especially those related to the provision of public services on the island, would only advance the ability of the government to find appropriate new users for the island.

2.C-5

COMMENT 10

4 Irving Place, 7th Floor, New York, New York 10003 • Telephone 212.253.2727 • Fax 212.253.5666

2. The DEIS does not adequately describe GSA's responsibility and its role in mitigating future impacts. The DEIS asserts that because GSA has no intention of implementing any of the land use options, it has no responsibility legally enforcing or otherwise securing a commitment for mitigation. This is simply an abrogation of GSA responsibilities. The Federal Property and Administrative Services Act of 1949 (FPASA) that governs the disposal of federal property charges GSA to consider the needs of the community, the protection of national assets, and the return to the taxpayer in conducting any disposal activity. While the Balanced Budget Act is now governing the actual disposition process, and constraining GSA's choices, the DEIS must still examine the role that GSA could play in fulfilling its obligations under the FPASA.

3.C-2

GSA has, in fact, established "key assets that deserve consideration under any reuse scenario". These are the common planning elements outlined in the land use study. The land use options assume these common planning elements as their point of departure (p. IV.E-12). As noted in the DEIS, these objectives represented the needs of the community as expressed during the public outreach meetings (p. IV E-1). Accordingly, the DEIS should note how the federal government could obligate future owners of the property to incorporate these elements. Three of these assets are of critical importance, and especially deserve additional attention:

Protection of the National Historic Landmark District (GINHL) and National Registry Buildings. Protection and interpretation of these federally-designated structures are obviously in the national interest and need to be incorporated under any future use of the Island. Section 106 of the National Historic Preservation Act Resources gives GSA the standing to include restrictive covenants or other conditions as part of the sale or transfer. As was suggested by the Land Use Study, this should include possible restrictions on future building heights and massing both and inside of and outside of the District, including a buffer zone between the district and any new uses.

The DEIS assumes that the preservation of the National Historic District would an obligation passed along to the new owners, whether they are New York State (NYS) and/or New York City (NYC) or a private entity. The FEIS should affirmatively state how these obligations will be passed along to the new owners. The DEIS further states that the precise federal interest in these properties is to be spelled out in a Governors Island Preservation and Design Manual and repeatedly states that new construction would be comparable in scale to existing development or otherwise be in accordance with the Design Manual. But the Manual and its guidelines are still being drafted and have not been made available for public review. It simply not possible to adequately assess whether impacts to the District are being adequately

11.C-3

COMMENT 10

11.C-3 assessed or how they could be mitigated without being able to review this document. Completion of the EIS process should await the publication of the manual.

- Providing Public Access to the Island. As noted in the DEIS, public access to the Island and the provision of recreational services was a clear message expressed during the public hearings and scoping session. The possibility of providing public access to the Island and its waterfront is a clear benefit of the Coast Guard's departure. But the DEIS fails to examine how the federal government, through the disposition process, can ensure that visitors and residents of New York are able to enjoy this treasure in the future, including the possibility of transferring easements or title to federal, state, or city park agencies. The FPASA, as well as the federal Coastal Zone Management Act, the State Coastal Zone Management Program and the City's own Comprehensive Waterfront Plan gives clear direction as to the importance and legitimacy of public access to public waters. The EIS must describe how this important public goal can be met.

5.C-1

Protecting Urban Design and Visual Resources. The DEIS repeatedly states that the character of the GINHL and views to and from the water would not be impacted from expected new development. Further, the DEIS notes that because structures in the southern half of the Island are already out of scale with GINHL, and because expected new development would be similar in character or far away from the GINHL, there would not be a new adverse impact. These statements are made by assuming future decisions about building height, massing, and location. Some of these assumptions are contained in the common planning elements referred to earlier.

6.C-3

These design decisions appear to be based neither on the physical nature of the Island nor on any market determinations, but rather on aesthetic judgments made by GSA and its consultants. The DEIS must articulate any physical and/or economic constraints that make these design decisions are reasonable choices. If the decisions are based on the need to protect urban design and visual resources or otherwise respond to public input, then the DEIS must propose mechanisms that can help ensure that these conditions are in fact imposed on future owners of the Island.

3. The DEIS does not adequately examine the consequences of its action alternatives. The DEIS carefully proposes only two action alternatives -- disposition to either NYS and/or NYC or federal disposition directly to one or more private entities. But then it fails to adequately assess the differences between them. For some reason, this discussion is largely limited to the difference in potential future tax status of the Island. But there are many other clear differences between these alternatives. Passing on the Island to state or local government allows the public to impose conditions of reuse -- including limiting new uses --

2.C-5

2.C-5 on any future party, whether they be a public agency, a leaseholder, or a new owner. It would allow subdivision of the property and ease the mapping of streets and parks. It could ensure continued maintenance of historic properties during the transitory period. While government still has the ability to protect historic buildings and control land use under its zoning and other regulatory powers, it is much more hampered in its ability to direct new uses if it does not directly control the property.

Some of these differences are alluded to in the DEIS, for example, where it states that the transfer of ownership to an entity other than NYS and/or NYC *would* not guarantee public access while transfer to NYS and/or NYC *could*. But the DEIS must clearly spell out all the differences between its two action alternatives, both in terms of impacts and in terms of potential for mitigation.

Thank you for this opportunity to testify.

Grunig, Wertz and Associates Architects
261 West 35th Street New York NY 10001 212 736 0890
Fax 212 736 0819

RECEIVED
PORTFOLIO MGMT. - 2PJ
98 JUL 27 PM 3:43

Mr. Peter A. Sneed
Senior Program Analyst
Portfolio Management Division
General Services Administration
26 Federal Plaza, Room 1609
New York, NY 10278

Re: Disposition of Governors Island
Upper New York Bay, New York
DEIS

July 24, 1998

Dear Mr. Sneed:

Here are my comments on the Draft Environmental Impact Statement:

1. *Executive Summary: Project Alternatives (Page v):* Disposition to another Federal agency, such as the National Park Service alone or in combination with state and local governmental agencies, should be an alternative. This would "conflict" with the Balanced Budget Act of 1997 no more than the No Action Alternative (wherein it is not disposed of by the GSA).

2.C-13

2. *Executive Summary: Affected Environment: Waterfront Policies (Page xii):* Acknowledgement should be made that more than 90% of the Island is within New York City's Waterfront Area and subject to its special requirements as defined in the *New York City Zoning Resolution*, Article VI, Chapter 2.

3. *Executive Summary: Table 3, Comparison of Environmental Impacts from Reuse Options (Page xxxviii and ff):* It is generally a very good table. But, the Beneficial Impacts should be as finely detailed as the negative Impacts: the scale should be 3, 2, 1, 0, -1, -2, -3 rather than just 1 through -3 as presented. As it is presented, the totals for the reuse options fairly represent the negative side, but level off and dumb down the results on the positive side so that possible significant beneficial impacts of some options are not evident. For instance:
   - The Academic and Recreation options might have ratings of 2 and 3 respectively for Open Space and Neighborhood Character on GI;
   - Recreation might have 3 on GI for Mobile Source Noise and Air Quality (having the least vehicular traffic); and

COMMENT 11

   - Academic w/Casino, Mixed Use and Maximum Development might have 3, 2 and 3 respectively for Socioeconomic Conditions (although a casino use might be downgraded when the socioeconomic impact of gambling on families throughout the metropolitan area is considered).

The imbalance of the rating system is evident when the present ratings are totalled for each option and compared. I believe that the Academic and Recreation options would not be as close as they are (+3 and +1 on a scale of +3 to -28) if the beneficial ratings were more detailed: there are big differences in type and amounts of open space resources and public access thereto between a private campus with student housing and an urban park.

4. *IV. E. Land Use Options Year 2008: Public Open Space (Page IV.E-1):* Full public access is not listed as one of the objectives. During the public outreach meetings, many civic groups and individuals supported the concept of full public access to and throughout the island as being of utmost importance.

5. *IV. E. 2A. Academic Option: D. Socioeconomic Characteristics: 1. Socioeconomic Conditions: Economic Conditions (Page IV.E-42):* Private universities are normally not-for-profit organizations and do not pay real estate property taxes; the $14,600,000 annual taxes may be overstated. A university may make payments in lieu of taxes to cover the cost of City-provided services, but they would not be net income to the City. The payments received from an academic option would not compare favorably with the taxes received from income-producing hospitality components of a recreation option.

6. *IV. E. 2B. Academic Option With NYC Proposal for a Casino: C. Man-Made Characteristics: 3. Urban Design and Visual Resources (Page IV.E-54):*

The baseline for assessing negative impact is set too low. This is a city blessed with forward-looking planning and urban design through the years — the first zoning resolution, great urban parks, striking visual images recognized all over the world (including the Statue of Liberty dwarfed in Photo 41).

6.C-4

We can do better than use the military pattern of development accurately described in the DEIS as "a collection of independent and discontinuous built features surrounded by open space" and "the southern portion of the island generally lacks any civic character and is formidable to the pedestrian. ... there is no cohesive landscape structure, due to both the fragmented development patterns and harsh environmental conditions ...". We disagree that perpetuating eight-story buildings and introducing a high two-story six-acre footprint building in the New York harbor would not be a significant adverse impact. It would be a significant negative

COMMENT 11

impact to not seize the opportunity to improve the visual and urban environment of the southern portion of the island.

7. *IV. E. 2B. Academic Option With NYC Proposal for a Casino: C. Man-Made Characteristics: 4. Neighborhood Character (Page IV.E-56) and 7. Traffic and Transportation (Page IV.E-63 and -69):* It is stated that the casino would receive its maximum attendance on a weekend evening. But for the Academic Option with Casino, for Off-Island—Manhattan and Off-Island—Brooklyn Traffic Circulation, weekday evenings and Saturday mid-day were studied, not weekend evenings. The traffic studies for the Maximum Development Option which are used for this option has peak periods of weekday morning and evening rush hours, not weekend evenings.

8.C-3

It is a significant and useful Draft EIS. Although I am on the Governors Island Task Force and the Zoning and Urban Design Committee of the New York Chapter of the AIA, these opinions are mine and are not necessarily those of the AIA. Thank you for considering these comments; I hope they are helpful and look forward to the Final.

Sincerely,

Suzanne Wertz, AIA

COMMENT 11

G: C:\WAIAZ\DEIS.LET

Mr. Peter A. Sneed,
Senior Program Analyst
U.S. General Services Administration
PBS Portfolio Management 2PT
26 Federal Plaza, Room 1609
New York, NY 10278

July 24, 1998

Re: Request that an economically-feasible public benefit option be included in the Governors Island EIS

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL 27 PM 4:37

Dear Mr. Sneed:

The General Services Administration deserves credit for responding to recommendations from professional groups and the public during the reuse study for Governors Island. An overwhelming number of those recommendations were for public benefit use, including from the Urban Land Institute, the Governors Island Group, leaders of New York's real estate community, civic and planning organizations, and many individuals. As a result, the Recreation Option was included in the GSA Land Use Study, and also in the Governors Island Disposition Draft Environmental Impact Statement (DEIS). Because all alternatives are either from or based on the Land Use Study, it serves as an integral part of the EIS process.

Requirement to provide (economically) feasible alternatives for an EIS process

However, an unfeasible alternative is invalid for an EIS alternative. As we are all too aware, economic feasibility is critical to any reuse of the island, especially because of its isolation. Key representatives of New York's real estate organizations testified at a Congressional hearing that such problems make Governors Island "without value" for private development. Instead, they recommended that the island be used for the public's benefit. In addition, special consideration is required to protect the island because of its extraordinary historic significance, cultural assocations, and location. Therefore, showing the full economic potential for public benefit use — to make the island self sufficient -- could become the fulcrum on which the future of Governors Island is decided.

Unfortunately, the DEIS and interrelated Land Use Study fail to explore a public benefit use that would be self sustaining, even though this was requested during the EIS scoping process. As a result, such an extensively-preferred use has been inaccurately represented as being economically unfeasible.

2.C-3

Equal treatment for options requiring special legislation

The minimum requirement of an EIS for Governors Island focuses on whether or not the federal government should dispose of the property (an action which is presently required by the federal budget). However, the DEIS expanded the Land Use Study to include Option 2B, an Academic Option with NYC Proposal for a Casino. This would only be possible through extended special legislation. To provide equal treatment, while also meeting the requirement that the EIS include

COMMENT 12

feasible alternatives, the EIS should include an economically-feasible public benefit use. This is especially important because special legislation has been introduced in Congress that would remove the forced sale of the island from the federal budget.

An economically-feasible public benefit use

Based on information from the Executive Summary of the Land Use Study, and also from discussing potentials with urban planning specialists, an economically-feasible public benefit option could be developed for Governors Island. This could be verified from existing material contained in the Land Use Study.

Simply stated, such an alternative would extend the Phase-In Option (likely modified to be more effective, and to insure greater protection) for several decades to provide an investment trust. At the appropriate time, this would be transformed into a public benefit option. Such a direction would provide the following advantages:

A. The earliest form of security by reusing buildings and facilities

B. The earliest potential for public access to the island

C. The earliest revenue stream, which the Land Use Study shows to be more than two and a half times greater than any other option

D. The possibility of harvesting the value of inappropriate non-historic buildings, prior to their removal

E. The development of an investment trust -- combined with continuing revenues from remaining buildings and facilities, this has the potential for making Governors Island economically self sufficient

F. Protection for the island and its resources which could exceed what would be available if the island were privately owned

G. Economic enhancement to the city and region, making New York a more desirable place to live, work, and visit

H. The greatest service to the country as a whole, by maximizing the public benefit potential for this National Historic Landmark

These possibilities are described with greater detail in the attached December 31, 1997 letter (submitted as part of the EIS scoping process), and the graph which projects economic potential for the island, part of the January 17, 1998 letter to GSA.

Because of the reasons listed above, an economically-feasible public benefit option that shows the extended economic potential needs to be included in the Governors Island Environmental Impact Statement. Otherwise, GSA is misrepresenting public benefit use for the island by showing that it would be dependent on substantial subsidies.

COMMENT 12

Appreciation should be expressed to GSA personnel for their extensive work to protect the island, efforts to insure an orderly transfer of the property, and continuing outreach to the public. Along with the commendable preservation work by the Coast Guard, we have been left with a national treasure that must be saved for the benefit of all.

Bill Hine

enclosures:
December 31, 1997 letter
January 17, 1998 letter and graph

COMMENT 12

Bill Hine. 119 Bank Street, New York, NY 10014 / (212) 675-0941

Mr. Peter A. Sneed
Senior Program Analyst
General Services Administration-PBS-2PT
26 Federal Plaza, Room 1609
New York, NY 10278

December 31, 1997

Re: Phase-in/Historic Park Option
for Governors Island

Dear Mr. Sneed:

This letter is both comment regarding scoping for the Governors Island Environmental Impact Statement and a request that another option for reuse of the island be added to the six which have been evaluated.

During public forums for the Governors Island land use study, perhaps the statement with the greatest resonance was that we should find the right future for the island.

What is the right future for a small island in New York's Upper Bay that, for a broad segment of Americans, is a neighbor for two of our most cherished symbols? Today, the link among these isles is no doubt as strong as when they were part of a cannon crossfire strategy to protect New York.

From the forums, one also remembers and is touched by the statement of an officer who served on Governors Island, expressing hope that it can again become a community. To do justice to its neighbors at this entryway to America, would that be a community devoted to solving health problems that plague the world, bringing to mind immigrants who died here in quarantine? Or expanding human understanding to prevent the type of conflicts that the island protected against?

In spite of the spectacular panoramic view from the island, the view of the present political administration stops abruptly at the bulkhead. Apparently no effort has been made to link income for the island to development in the city as a whole, or to communities where increased commercial activity is needed to improve lives. As far as we have gotten is gaming tables, for a site where political forebearers had a game perserve.

The Land Use Study executive summary shows that even maximum development for a new community of condo owners would not provide an answer. Instead, Governors Island could be a place for bringing people together. Rather than a closed village, perhaps the right future is to open up the place so we can experience and understand our common background. This would be a way to save the historic buildings through reuse. Along the way, they could provide a place and framework for expressing our culture, and our heritage, and appreciating what surrounds us.

A Phase-in/Historic Park Option is the direction that I outlined by letter to the General Services Administration during its land use study for the island. You may recall that I also briefly discussed it with you during a break at the evening session for EIS scoping this month in Manhattan.

COMMENT 12

The option could dramatically increase revenues for a park concept, compared to the one included in the Governors Island Land Use Study executive summary, by the Beyer Blinder Belle consortium. Inclusion of this new option in the EIS would be in line with the offer made by Karen Adler earlier this year. Unless a park option of this type is included (such as described below), the EIS will fail to properly show the potential for such use.

BACKGROUND

From the outset, some assumed that massive private development for the southern section of Governors Island would be the way to provide adequate funding, to maintain the island, and to insure proper maintenance for the historic district. However, earlier this year at the Congressional hearing regarding the island, key representatives of New York City's real estate community testified that Governors Island would be "without value" for private development. This is reinforced by the (limited) financial information shown in the executive summary of the study. Instead, those who testified at the hearing recommended that the island be retained in public ownership, for public benefit use.

As suggested by Coast Guard personnel, and vividly confirmed by the executive summary, a far more profitable option would be reusing existing buildings for an extended interim period. This basic direction is also recommended by the Urban Land Institute's study. An option of this type could provide the maximum investment revenues for a public entity to administer the island in the public's best interest -- largely allowing it to bypass debt service expenses.

PHASE-IN/HISTORIC PARK OPTION (GUIDELINES)

The following guidelines are included for preliminary evaluation of this option. However, adjustments can and should be made in finalizing the structure of this option to insure the greatest financial potential. Only then, with financial projections for the various guidelines in hand, can properly informed decisions be made. For example, the interim use period may need to be extended to provide sufficient revenues. Or certain services of the operating entity might be transferred to the private sector to increase returns. Later, refinements would be made to balance adequate income with maximum public benefit.

1. For an extended period, perhaps five decades or more if necessary, buildings and facilities would be reused in a way which requires minimum (or justified) conversion. The use of interim housing would be in line with recommendations of the Urban Land Institute, but with restrictive provisions.

The BBB study projects a ten year cash flow from its Phase-in Option at $65 million. Although a yearly breakdown is not provided,

COMMENT 12

with implementation in place, revenues at year ten could be expected to be considerably higher than the ten-year average. In addition, this BBB option does not utilize segments of housing units, and other building types. The eastern portion of Building 400 could be considered for a use such as student housing. And more consideration could be given to interim use of building 877, rather than having it demolished from the outset. Adding just this building would increase the phase-in housing units by 20 percent. As a result, annual cash flow could likely exceed $10 million. Over time, this would produce significant resources, even if from outside investments.

2. Safeguards would be provided to insure an orderly transition to the final park plan. These could include short term leases, special state legislation, or perhaps interim use of housing limited to groups such as students or government employees.

3. This option is based on removing the forced sale of the island from the federal budget, and obtaining the island essentially cost free through screening provisions of the '49 Act.

4. At designated points of transition, housing units would be converted to accommodations for visitors. These would include hotels, bed and breakfasts, etc. Those in the historic district would be part of the final park plan.

5. Conference centers would be included to function in conjunction with accommodations for visitors.

6. To the extent possible, market rate, private sector ferry service would be used for transporting people. Lower rates could be provided during non-peak periods and on weekends, when more vessels could be available. This could be especially promising after conversion to the park concept, when there is less conflict between peak hours. A shared use of Staten Island ferries could be investigated for moving vehicles.

7. Special incentives could be included to attract tourists and visitors, beyond those who normally come to New York. For example, check-through ferry service could be available from the airports. This also could utilize private sector commuter ferries during non-peak hours, at market rate. Such waterborne transportation could take visitors to the Statue of Liberty, Ellis Island, and various parts of the city for theater, dining, shopping, museums, the convention center, sports and other special events. Day cruises and overnight trips could extend throughout the metropolitan area and the Hudson River. Deep sea fishing could be included.

New York City's extensive arts and entertainment talent could be highlighted, perhaps by providing space at special rates. There could be "out of town" tryouts for new shows, plus concerts, or even wandering performers at informal encounters — indoors and out.

8. Historical tours, interpretive museums, and galleries would describe the island's heritage.

COMMENT 12

9. Extended use of buildings in the southern section of the island would allow their value to be harvested, prior to removal. Part of their accumulated income would pay for their removal, and for converting the open space into parkland.

10. Revenue projections would be based on actively and imaginatively promoting Governors Island as a unique place to visit and stay, rather than simply as an alternative to the congestion of Midtown. This would be based on excellent private sector ferry service to the city's attractions. Such resources as the internet, "I Love New York" campaign, etc., would be used.

11. Financial benefits to the city and state from tourism (because of the island) would be projected. According to the New York Convention and Visitors Bureau, 31.9 million visitors are forecast to visit the city in 1997, spending $13.7 billion. This is an average of approximately $430 each. The amount spent by visitors in other parts of the city, while staying at Governors Island, would be added to the overall benefits that the island provides.

12. Projections of the advantages that the island provides to the city and state's residents, as a place to live and work, would also be included with the financial benefits of the island.

ADVANTAGES OF PHASE-IN/HISTORIC PARK OPTION

Related to the six options included in the land use study, this Phase-in/Historic Park Option would have protective, use, and financial advantages, as listed below.

Most appropriate use. Rather than turning this unique historic treasure over to a private developer, which specialists testified would be impractical, we would retain the island in the public's interest. This is especially important because of its historic resources and location, across the shipping channel from the Statue of Liberty and Ellis Island.

Maximum public access. With uses combining tourism and a historic park, people would be drawn to the island to enjoy its resources, amenities, views, and to learn of its heritage.

Earliest protection. Making use of existing buildings and facilities, without waiting for major alterations or construction, would take the least amount of time, and provide the earliest reuse. With buildings occupied, security would be increased, and protection would be addressed at the earliest point.

Highest revenues. Of the six BBB options, the executive summary shows that the Phase-in Option is at the top of the list for revenues. By extending interim uses well beyond the indicated ten years, we have the best chance economically to realize a park concept.

COMMENT 12

Enhancement to tourism industry. The island could be the focal point for enhancing this major New York industry.

Public interest. Studies by the Urban Land Institute, and the Regional Plan Association with members of the Governors Island Group, using experts from across the country, have recommended public benfit uses. Also, this has been overwhelmingly supported by civic groups and the public at large, even though relatively few have visited the island. Conveying this National Historic Landmark to private interests would be a major concern to those who care about providing the best use for the island.

Maximum control. In spite of protective covenants and guidelines for the historic district, private ownership would, by necessity, be based on profit. Control could be far greater in the public sector, where impacts from changes could be addressed in advance, rather than after the fact.

Reduced risks. If a private endeavor turns sour, both the investment and historic resources would be at risk.

Greater public benefit. Taken together, advantages of this Phase-in/ Historic Park Option show greater potential for public benefit than other options. This would provide the highest value to the public at large for this unique historic village.

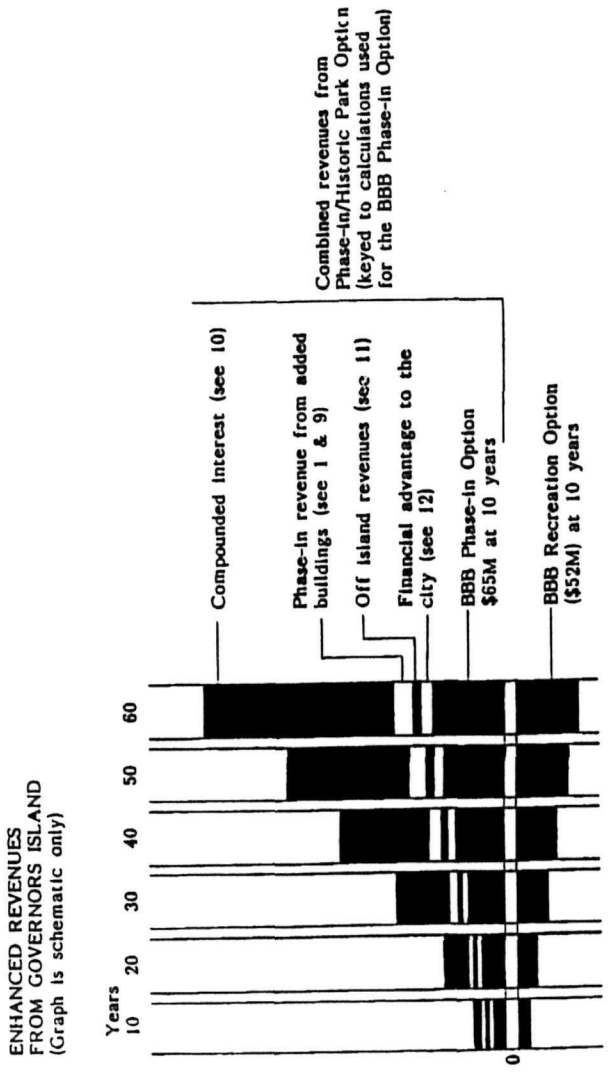
Not to include an option which would have the best chance to serve the public's interest would result in an incomplete EIS.

Although this option would not provide instant gratification, as some would desire, it does show the direction for long-term solutions which could provide the best future for the island, to best serve New York and the country as a whole. More than being this generation's gift to those who follow, such a course is also this generation's obligation.

Sincerely,

Bill Hine

Attached graph:
Enhanced Revenues from Governors Island



COMMENT 12

COMMENT 12

Bill Hine. 119 Bank Street. New York. NY 10014 / (212) 675-0941

Mr. Peter A. Sneed
Senior Program Analyst
General Services Administration-PBS-2PT
26 Federal Plaza, Room 1609
New York, NY 10278

January 17, 1998

Re: Phase-in/Historic Park Option
for Governors Island

Dear Mr. Sneed:

The enclosed graph shows the potential for accumulating operational funds for Governors Island with the Phase-in/Historic Park Option that I outlined in a letter dated December 31, 1997.

This option shows far greater feasibility than the Park Option included in the land use study's executive summary. Therefore, I request that the Phase-in/Historic Park Option be included in the EIS for Governors Island.

Sincerely,

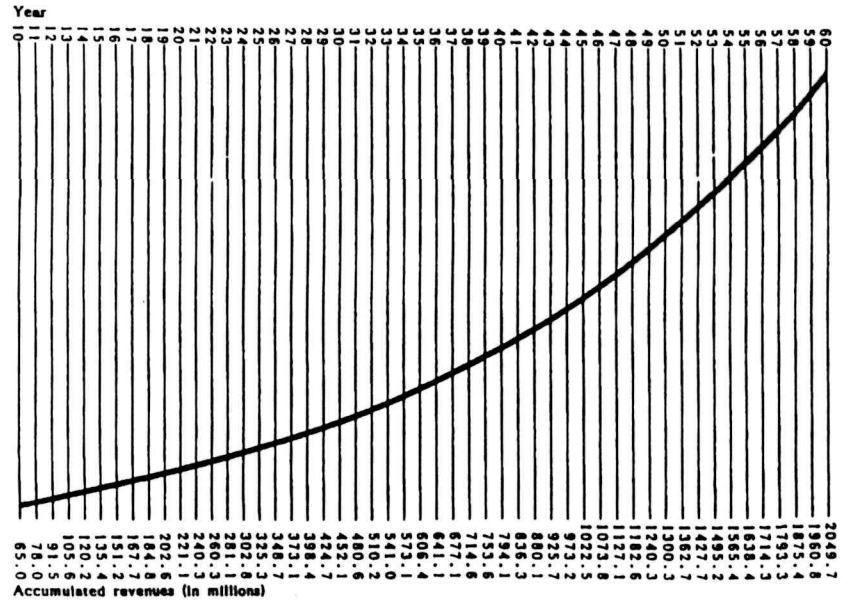
Bill Hine

Attachment:
Graph Projecting (partial) Accumulated Funds, by Year

COMMENT 12

Phase-in/Historic Park Option
for Governors Island

GRAPH PROJECTING (partial) ACCUMULATED FUNDS, BY YEAR



Based on the Beyer Blinder Belle consortium Land Use Study Phase-in Option with $65 million during the first ten years. This projection anticipates that by year ten and thereafter, the annual cash flow could be at least $10 million. The graph includes compounded interest at four percent per year (with allowance for inflation included.)* Even disregarding continuing income, interest from investment at year 60 could provide annual revenues (inflation adjusted) of approximately $82 million. The amount accumulated could obviously be more or less, depending on various factors and potential adjustments.

* Note: Revenue projections are not included for the financial advantage to the city (see 12 in December 31, 1997 letter), off-island revenues (see 11), and phase-in revenues from use of additional existing buildings (see 1 & 9).

COMMENT 12

RECEIVED
PORTFOLIO MGMT. - 2PT
98 JUL -3 AM 10: 06

THE CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK, N.Y. 10007

RANDY L. LEVINE
DEPUTY MAYOR FOR ECONOMIC DEVELOPMENT,
PLANNING AND ADMINISTRATION

July 27, 1998

Mr. Peter Sneed
Portfolio Management – 2PT
General Services Administration
26 Federal Plaza
New York, New York 10278

RE: Draft Environmental Impact Statement Governors Island Disposition – New York City Comments

Dear Mr. Sneed:

The City of New York has reviewed the General Services Administration's Draft Environmental Impact Statement for the disposition of Governors Island. Attached are detailed comments prepared by City agencies.

If you have any questions regarding our comments, please contact Annette Barbaccia, Director of the Mayor's Office of Environmental Coordination at 212 788-2937

Sincerely,

Randy L. Levine

Enc

c. Annette Barbaccia

COMMENT 13

July 27, 1998

New York City Comments
Draft Environmental Impact Statement – Governors Island Disposition

Transportation:

8.C-1

- A trip generation person trip to vehicle trip conversion Table and related vehicle trip assignments should be provided for each land use option. All sources and assumptions should be identified;
- The EIS should include a Table which compares the vehicle trips from each land use option; and
- Under the City Environmental Quality Review methodologies, State and Whitehall Streets (in Manhattan) would be considered significant but wasn't categorized as such in the document.

Air Quality:

9.C-1

- The thermal conditions for light duty trucks listed on Table III C-7 (p. III C-88) are incorrect and should be changed as follows: cold non-catalyst - 4 10, hot catalyst – 50.50; cold catalyst – 5.40; and
- The DEIS predicts a CO SIP hot spot for existing 1998 conditions in the Brooklyn Study area. It is unclear whether the CAL3QHCR model was used in the analysis. So that the department can ascertain whether a SIP violation has occurred, the GSA should submit all back-up data including link diagrams showing receptor locations, traffic volumes, vehicle classifications vehicle speeds, roadway geometry, capacity analysis and imputs and outputs for Mobile 5B, CAL3QHC and/or CAL3QHCR.

Noise:

10.C-1

- The noise analysis for the Maximum Development option (p IV E-153) states that on Governors Island "...[predicted] noise levels fall within New York City environmental regulations' limits of acceptability for noise and would not represent an adverse impact." However, the total predicted sound levels at several sites exceed 65 dBA. Therefore, in conformance with the City's CEQR Technical Manual, the DEIS should state that the project would result in significant noise impacts and that future development would be required to mitigate this impact by providing window-wall attenuation with a closed window condition to ensure interior noise levels at 45 dBA;
- The noise levels, which are based on field measurements on Governors Island, do not correlate well with those predicted by the Stamina model, and,

COMMENT 13

therefore, the results of the model are questionable. The EIS' noise analysis should be rerun using USEPA's recently released "TNM" noise model. The analysis using the new model could determine whether a better correlation would result;

- The noise analysis for Governors Island was based on measurements taken at four locations and applied to twelve sites according to meteorological conditions. The FEIS should document how the measurement locations were selected to represent the 12 analysis locations. Include a map showing these locations; and

10.C-1

- An analysis of the impacts of noise generated by the Brooklyn garage facility on surrounding residents should be provided. The current analysis only addresses noise generated by induced traffic at nearby intersections.

Hazardous Materials:

- Due to the large presence of fill material on Governors Island, the FEIS should state that hazardous materials testing and remediation may be required for future development.

7.C-1

Coastal Zone/Local Waterfront Revitalization Program:

- All sections of the DEIS, including IVA, should make it clear that Waterfront Revitalization Program checklist revisions proposed in 1997 have not been adopted.

12.C-4

Land Use Options:

- several land use options analyzed in the DEIS require a parking garage on the Brooklyn waterfront. Alternatively, the EIS should analyze impacts of a parking garage on-island in the residential use or casino land use options; and
- the EIS should evaluate other ferry terminal sites such as the Brooklyn Army terminal and Staten Island Ferry terminal in St. George.

2.C-8

Historic Resources:

- The discussion on the Historic Districts should indicate that the district is a NYC Historic District and that certain buildings on Governors Island are designated NYC Landmarks.

11.C-1

COMMENT 13

CITY OF NEW YORK

PRESIDENT OF THE BOROUGH OF BROOKLYN

BOROUGH HALL 209 JORALEMON STREET BROOKLYN, N.Y. 11201

HOWARD GOLDEN
PRESIDENT

T: 1-718/802-3200
FAX: 1-718/802-3775

July 27, 1998

98 JUL 27 AM 11:25
REGEIVED
PORTFOLIO MGMT. - 2PT

Mr. Peter A. Sneed
Portfolio Management-2PT
General Services Administration
26 Federal Plaza
New York, New York 10278-0090

Dear Mr. Sneed:

I am in receipt of the Draft Environmental Impact Statement (DEIS) for the Governors Island Disposition dated June 1998.

I fully support this effort to return this historic island to productive use. However, I reserve the right to comment on particular development proposals as they are brought forth. These proposals would most likely require discretionary review evaluations.

Some of the development scenarios presented in the DEIS were based on having a ferry terminal and a parking garage with capacity ranging from 1200 to 4500 parking spaces at the Red Hook Marine Terminal's Piers 7 and 8. These piers are part of an active port facility that has greatly increased its handling of cargo. To that extent, I have been working with the Port Authority and the city on plans to facilitate a significant expansion of this economic resource. Any utilization of this site for other purposes would interfere with this near-term vision. Therefore, any development predicated on using Piers 7 and 8 and its upland area would be unacceptable.

2.C-11

While the DEIS acknowledges the possibility that Piers 7 and 8 may not be available, it overlooks a viable location for ferry service. The Brooklyn Army Terminal's Pier 4 in Sunset Park includes a 500 car parking lot developed initially as a mitigation feature to address traffic congestion associated with the reconstruction of the Gowanus Expressway. It is likely that by the 2006 build year of any redevelopment of Governors Island, this pier would no longer be significantly needed as an alternative means of transportation for the Gowanus Expressway corridor. In addition to Pier 4's parking deck, bus service and subway transfers link the pier to communities throughout Brooklyn.

COMMENT 14

2.C-11 In addition, should any ferry service be in operation in the vicinity of Downtown Brooklyn, there are ample parking resources that serve the weekday office work force. Buses or shuttles can transport people from the parking facilities and from LIRR and subway stops to the waterfront.

Attached are specific comments that my staff has prepared on the DEIS. Please address these comments in your preparation of the FEIS.

Thank you for this opportunity to comment. I look forward to learning your views.

Sincerely,

Howard Golden

Howard Golden

Enc.

cc: Honorable Jerrold L. Nadler
Honorable Nydia Velazquez
Honorable Virginia Fields
Honorable Angel Rodriguez
Deputy Mayor Randy Levine
Ms. Pauline Blake, Chair
Community Board Six
Mr. Robert Martin, Acting Regional Administrator (2A)
General Services Administration, Region 2

COMMENT 14

DRAFT ENVIRONMENTAL IMPACT STATEMENT FOR THE GOVERNORS ISLAND DISPOSITION

ADDITIONAL COMMENTS BY BROOKLYN BOROUGH PRESIDENT HOWARD GOLDEN

JUNE 27, 1998

TRAFFIC

Although a one-half mile radius is appropriate for a land use analysis to determine the study area boundary, it is inappropriate for the analysis of traffic movement.

The intersections of Atlantic Avenue and Clinton and Court Streets; and Boerum Place and Flatbush/Fourth Avenues may be appropriate for evaluation to determine if a redevelopment of the island would result in an adverse impact at any of these locations and if mitigation is feasible.

While the DEIS acknowledges the pending construction of the Gowanus Expressway and the trip generation associated with Long Island College Hospital as major influences on traffic in the area, the DEIS also should recognize the cumulative influence of Downtown Brooklyn. 8.C-2

The multiple feeder ferry scenario should also assume the use of the Brooklyn Army Terminal's Pier 4.

In addition to acknowledging the headway between ferry departures, it would be informative to indicate how long a ferry would be required to unload and then reload passengers in order to determine how many ferries are required to sustain a prescribed headway. This would be relevant to determining the number of required docking slips.

The weekday evening traffic congestion along eastbound Atlantic Avenue and southbound Columbia Street likely peaks at an earlier hour than the 6:30 to 7:30 peak hour analyzed for mitigation in the DEIS. Mitigation analysis should be based on the one hour increment of the morning or evening rush hour when the largest volume of traffic occurs as opposed to the development scenario's anticipated peak hour.

Page IV. E-147, detail "F," does not include traffic leaving Piers 7 and 8 during the evening peak hour. This information was included for all other analysis in the DEIS.

COMMENT 14

Jul 27 '98 10:47 P.04

Alliance for
Downtown New York Inc.
120 Broadway
New York, NY 10271
Tel 212 566 6700
Fax 212 566 6707
www.downtownny.com

July 27, 1998

RECEIVED
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98 JUL 27 PM 4:37

Mr. Peter A. Sneed
Portfolio Management – 2PT
General Services Administration
26 Federal Plaza
New York, NY 10278-0090

Dear Mr. Sneed:

Thank you for the opportunity to comment on the Draft Environmental Impact Statement ("DEIS") for the proposed disposition of Governors Island ("Island"). The Alliance for Downtown New York, Inc. ("Alliance"), a non-profit corporation, is the District Management Association for the Downtown-Lower Manhattan Business Improvement District. Our area of direct interest is roughly all of Lower Manhattan south of City Hall. While Governors Island does not lie within our District's boundaries, its future development will have a direct impact on our area. This impact can be positive, if the Island adds to the attractiveness of our area for tourists, residents and business, and negative, if the conditions created by that new use are not properly dealt with.

The DEIS gives token acknowledgement to this unavoidable interrelationship by including a portion of Lower Manhattan in the study area. Beyond that, however, we believe that the DEIS gives little substantive study to the impacts of disposition on Lower Manhattan's environment. It is for this reason in particular that we are submitting comments today.

C-3 First, though, we must note that while it is laudable that the General Services Administration ("GSA") is so expeditiously undertaking the formal steps required for disposition, preparation of a DEIS some four years before the Island can legally be disposed of seems overeager. More importantly, it forces an unnecessarily speculative analysis. While all EISs include a large measure of extrapolation of existing conditions to assess future impacts of a development, they start from a set of known factors, and from a fairly well-defined project. As the actual disposition of the Island approaches, both the base conditions can be more accurately defined, and there will likely be a better indication of what disposition will result in. Both factors will result in a more meaningful EIS. For these reasons, it seems unnecessarily speculative to undertake environmental analysis at this point.

COMMENT 15

12.C-3 Second, the demarcation of the Manhattan off-island study area is illogical and damaging as a precedent for future analysis of actual development plans for the Island. The analysts took, by their terms "an approximately ½ mile radius area surrounding the Battery Maritime Building" for their study area. While this may sound acceptable, a quick perusal of the map of Lower Manhattan shows it to be inappropriate. From City Hall down to the Battery, Lower Manhattan is an integrated whole, the parts of which cannot be meaningfully separated. This becomes most clear when the analysts have attempted to describe the resources of the area, and struggle to both give an accurate picture and yet stay within their self-imposed boundaries.

Thus, for example, to describe community facilities, they switch to looking at the entire Community Board 1 (called "Community District 1" in the DEIS) district in order to include Stuyvesant High School which is on the southern border of the next area to the north, known as Tribeca, and not in what is traditionally known as Lower Manhattan. But they describe the NY Downtown Hospital, immediately adjacent to the ½ mile radius line, as being "outside the study area."

The impact of the artificial ½ mile boundary becomes most apparent when the analysis moves to describing transportation resources. Lower Manhattan has 21 subway stations, covering 14 subway lines, is a major connection point to the New Jersey commuter rail PATH system, and has major ferry terminals on both the east and west sides of Manhattan. Yet, because of the way the study area has been drawn, only three subway stations and six lines, none of the commuter rail and only a few of the ferries have been included. And our free jitney loop linking the east and west portions of Lower Manhattan, a key distributor for our overall transportation network, is not mentioned at all.

Likewise, the DEIS describes Lower Manhattan as having 200,000 workers – it is unclear whether only within the study area or as a whole – and 20 million square feet of office space. In fact, there are 400,000 daily workers and 110 million square feet of office space.

While frankly it is not possible to give an accurate picture of Lower Manhattan by exploring only the designated study area, the analysts have poorly described even the area they chose. For example, Lower Manhattan is well along in its transformation to a mixed use community. Since 1995, 1,869 new residential units have opened and been occupied within the DEIS' study area, and 2,418 within Lower Manhattan as a whole, and another 1,528 are either under construction or in the planning stages. As a result, the residential population of Lower Manhattan will have doubled by 2002, the same year as the proposed disposition of the Island. Yet despite this, the DEIS shows a declining residential population.

Another prime example is that despite the fact that Lower Manhattan has 49 official city landmarks (at least 22 of which are also listed on the Federal National Register), three historic districts, a landmarked street pattern, and four National Monuments, the vast majority of which are within the defined study area -- no historic resources for Lower Manhattan are mentioned.

COMMENT 15

Regarding schools, the analysts chose to go beyond the study area, yet still failed to mention the new public grade school and intermediate school which are opening this fall in Battery Park City, despite the fact that they are closer to the study area than Stuyvesant High School, which they do mention. These two new schools will have a dramatic impact on the educational resources of Lower Manhattan, and presumably Governors Island as well.

Furthermore, the entire zoning of Lower Manhattan, including the waterfront, is about to be completely overhauled, in part to facilitate this transformation to a more mixed-use community, and in part to facilitate development of the east side piers, including for more open space. By next year, this new zoning will be in place, and a fundamental factor in any environmental analysis for future development of the Island. This is a prime example of why such an analysis should not be undertaken earlier than necessary.

Even with the problems outlined above, the analysts still had enough information at their disposal to correctly describe the chief impact that any use of the island will have on Lower Manhattan, and yet they failed to do so. No matter what is done with the Island – housing, academic use, casino, public park, or any combination thereof – it will attract more people to the island than its prior Coast Guard use did. And these people will access the Island not only from the Brooklyn waterfront, as the DEIS discusses, but also from Lower Manhattan. And they will bring their cars. Unfortunately, though, no realistic discussion of the impact those cars would have on Lower Manhattan in terms of traffic, parking and other effects is included in this DEIS. Rather, the analysts state that by building parking only in Brooklyn, people will only bring their cars through Brooklyn. This defies demographics and human nature. The only mitigation proposed for Lower Manhattan is a change in two traffic lights and removing existing parking spots to facilitate traffic flow. This must be corrected before any final EIS is issued.

Regarding all of the above comments, we have extensive information which we believe could be helpful in correcting the omissions and inaccuracies of the DEIS and would be happy to make it available. The above are merely examples of a pervasive problem, and we firmly believe that this DEIS, especially given its speculative nature, must at least be correct on the base facts.

12.C-3 We also urge GSA to instruct its analysts to broaden the Lower Manhattan study area to include the entire area from Chambers Street south. This is the commonly accepted, logical border for this area, and its combined resources and challenges will both affect and be affected by any disposition and subsequent use of the Island.

2.C-6 Finally, we note that in analyzing the alternatives of disposing to the City and State versus to a private developer, the analysts discuss the potential for tax revenues to local government from private use. We believe that such an analysis is outside the scope of an environmental impact statement, and belongs in a full cost-benefit analysis which would take into account the myriad benefits to the local economy of each of the proposed land use options. To place one factor, one which is not even a federal concern, in this DEIS is unhelpful at best.

COMMENT 15

Governors Island DEIS Comments
Alliance for Downtown New York, Inc.
July 27, 1998

Again, we appreciate this opportunity to comment and sympathize with the position that GSA is in with respect to this complicated disposition. We urge GSA, therefore, to not squander this opportunity for constructive analysis by finishing it prematurely and with a study area which is unrealistic, and with assessments that ignore major traffic and parking impacts on Lower Manhattan. We would be delighted to work with you further on this study, and hope that we will be afforded the opportunity to do so.

Sincerely,



Elizabeth Lusskin
General Counsel

COMMENT 15

U.S. Department of Transportation

United States Coast Guard

Civil Engineering Unit Providence
United States Coast Guard

300 Metro Center Blvd
Warwick, RI 02886
Staff Symbol:
Phone: (401) 736-1746
FAX: (401) 736-1703

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16478
07/28/98

Mr. Peter A. Sneed
Portfolio Management – 2PT
General Services Adminstration
26 Federal Plaza
New York, New York 10278-0090

Re: Draft Environmental Impact Statement (EIS) for Governors Island Disposition

Dear Mr. Sneed:

We appreciated the opportunity to review the Draft Environmental Impact Statement for Governors Island Disposition. Our comments are provided in enclosure (1).

If you have any questions on these comments, please contact me at (401) 736-1746.

Sincerely,

Rachel Marino
Environmental Branch Chief
By direction of the Commanding Officer

Encl: (1) Comments on Draft EIS for Governors Island Disposition

Copy:
MLCA (se)
G-SEC-3
GSA (Attn: Ms. Donna Meyer)

12.C-6

COMMENTS ON
ENVIRONMENTAL IMPACT STATEMENT
FOR
GOVERNORS ISLAND DISPOSITION

Note: para refers to the first full paragraph on the page from the left column

1. Page iv, para 1, last sent: Insert "on" after "could occur..."

2. Page xii, para 1, sent 5, **Zoning**: Replace "is located" with "are located".

3. Page III-2, para 3: Reference is made to Carroll Gardens, Atlantic Basin Red Hook and Eire Basin. Recommend that a figure showing these sites be provided.

4. Page III.C-15, para 3, sent 2: The word "organically" is misused and should be replaced.

5. Page III.C-42, para 2, sent 3: See Comment #4.

6. Figure No. III.C-10: This figure shows 9 rows of small dashed lines on the Parade Ground. The legend indicates that this is a series of 3 inch mains but this seems unlikely. Is this a reservoir? If so, it should be noted as such.

7. Page III.C-52, Section 6: Although there was an Environmental Compliance Evaluation (ECE) completed in 1993, this was not the report which determined to what extent contamination had occurred as a result of Coast Guard activities and which identified the projects necessary to complete base closure under CERCLA. The ECE is an inspection to evaluate environmental compliance issues. The ECE identified no significant findings as correctly stated in this section.

In 1997, the Coast Guard completed an Environmental Baseline Survey (EBS) to determine whether Coast Guard activities caused contamination and whether or not further action was needed.

Paragraph 1 of Section 6 should read: An Environmental Compliance Evaluation (ECE) was conducted at Governors Island in 1993 to evaluate environmental compliance issues. The inspection included a review of operations at Governors Island and an inspection of environmental documentation. The ECE identified no significant findings...(next two sentences)...corrective actions were recommended. (end paragraph)

New Paragraph 2 of Section 6: An Environmental Baseline Survey was completed at Governors Island in 1997 to determine ... The EBS identified 17 projects necessary to complete closure ... Complete closure prior to disposition of Governors Island."

Paragraph 3 of Section 6, sent 2: Replace ECE with EBS.

COMMENT 16

COMMENT 16

8. Page III.C-54, Building 400F: Insert "...**at an indoor pistol range** in accordance with federal standards."

9. Page III.C-55, para 2, sent 3: Delete "However" at the beginning of this sentence.

10. Page III.C-55, Dry Cleaning Operations: In the past, dry cleaning operations were conducted at both former Buildings 120 and S-651. It is incorrect to state that activities performed within these buildings is unknown since we know that dry cleaning operations were performed. Delete **"The activities performed within this building are currently unknown; however,"** It should also be stated that former Building S-651 was located where Building 650 currently is.

11. Page III.C-56, Building 933: The subsurface investigation was conducted in 1997 and a final report was completed in January 1998. Please correct as indicated.

12. Page III.C-56, Building 903: There was a more recent site investigation of Building 903 than the study noted. NYSDEC concurred that no further action was needed based on the study completed by Environmental Compliance Inc. Recommend that reference to the CECAMP be deleted.

13. Page III.C-56, Former 980 Yard: Same comment as #11.

12.C-6

14. Page III.C-56, Solid Waste Transfer Facility: Same comment as #11.

15. Page III.C-57, Building 940 Liberty Village Fuel Spill, para 3: This paragraph is grammatically poor; it also needs to be updated. The first sentence should begin: **The** initial site investigation ...therefore, **the** USCG has undertaken additional site investigations which were completed in February 1998.

16. Page III.C-57, Castle Williams, sent 3: Update, should read – "The site investigation **included** sampling ... The investigation was completed in April 1998. Remedial actions are planned for October 1998."

17. Page III.C-57, Building 660: Update – A site investigation was completed in April 1998 and no further action is recommended.

18. Page III.C-61, Para 1, sent 2: Replace "expect" with "except".

19. Page III.D-4, On-Island: It is stated that the Coast Guard contributed to the City's local economy and upon the closure of Governors Island, the local economy was **"substantially diminished".** Quantify in dollars what the Coast Guard's contribution was to the City's economy.

20. Page III.D-18, Marina: Update – Station New York was **formerly** located adjacent to ... Rephrase the following sentence as follows: Station New York has be relocated to Staten Island.

COMMENT 16

21. Page III.D-30: Recommend referencing a figure (Figure III.D-14) showing Zones 1-6 which have the potential for archeological sites. The reference to Figure III.D-13 in paragraph 2 is not consistent with the discussion.

22. Page IV-2, second column, boldface type: Delete "a" before "another party".

23. Page IV.A-10, Waterfront Policies, sent 2: Correct spelling of Coastal.

12.C-6

24. Page IV.E-15 Section 6, para 1, sent 3: This should be Environmental Baseline Survey as indicated in Comment #7.

25. Page IV.E-39, Section 6, para 1, sent 3: Same as Comments #7 and #24.

26. Page IV.E-48, Section 2B, Academic Option with NYC Proposal for a Casino: How is this option compatible – academic and casino? A discussion on the compatibility of this land use option is recommended.

27. Page D-17, Table D-18, second column: Provide a notation for the meaning of [2] and [3].

COMMENT 16

U.S. Department of Transportation
United States Coast Guard

Commandant
United States Coast Guard

2100 2nd St., S.W.
Washington, DC 20593-0001
Staff Symbol: G-SEC-1
Phone: (202) 267-6142

11011

JUL 29 1998

RECEIVED
PORTFOLIO MGMT. - 2PT

Mr. Peter A. Sneed
Portfolio Management - 2PT
General Services Administration
26 Federal Plaza
New York, NY 10278-0090

Dear Mr. Sneed:

This letter is in response to the General Services Administration request dated 15 June 1998, regarding the Notice of Availability and the Draft Environmental Impact Statement (DEIS) for the disposition of Governors Island, NY.

The Coast Guard Headquarters staff has reviewed the DEIS for Governors Island and comments are provided in enclosure (1). Please note that our field units will be sending comments separately.

If you require further information or assistance, please contact CDR T. E. Hobaica at (202) 267-1907.

Sincerely,

JOHN T. TOZZI
REAR ADMIRAL, U.S. COAST GUARD
ASSISTANT COMMANDANT FOR SYSTEMS

RECEIVED
PORTFOLIO MGMT. - 2PT
98 AUG -4 AM 7:16

Encl: (1) HQ Comments on DEIS

COMMENT 17

HQ Comments on DEIS

1. The following comments are minor or data were factually incorrect.

   a. Fourth paragraph of the Executive Summary (Page I). Change, "...55-person caretaker crew..." to read, "...57-person caretaker crew...".

   b. Third paragraph on Page 2. Change the caretaker crew size from 55 to 57.

   c. Page III.C-1, second paragraph in the Fire Protection section. The paragraph describes the two pumper trucks and ladder truck in detail (two 1500 GPM pumpers, 95 foot tower ladder truck w/1500 GPM pump). We are switching out the equipment, and the "new" ladder truck has a shorter ladder. Please use the *generic terms two pumper trucks and a ladder truck to describe the* current fire fighting capability on GOVIS.

12.C-7

   d. Page XI-2. RADM Barrett was the MLCA commander and RADM Allen is Commandant (G-CRC). Also, RADM Brown relieved RADM Barrett at MLCA subsequent to the DEIS being distributed - so the next version should list RADM Brown vice RADM Barrett. Please substitute CWO T. Denehy for LT Agen as the CAREDET supervisor and eliminate CWO Roeck (listed as the CPRO property officer). Change CEU Providence CO from CAPT Abbott to CDR Frost.

   e. Page III.D.4 in the On Island Economic Conditions section. Change, "... 30 5 personnel employed by the Coast Guard..." to, "... 57 personnel employed...".

   f. Chapter XII, Appendix A. Include amendments to the Programmatic Agreement (e.g.: Amendment No. 1 to Programmatic Agreement among the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, the City of New York, and the National Trust for Historic Preservation Regarding Closure and the Process for Disposal of the United States Coast Guard Support Center on Governors Island, New York, New York, dated May 31, 1996).

ENCLOSURE 1

COMMENT 17

United States Department of the Interior

OFFICE OF THE SECRETARY
Office of Environmental Policy and Compliance
408 Atlantic Avenue - Room 142
Boston, Massachusetts 02210-3334

August 3, 1998

ER 98/372

Mr. Robert Martin
Acting Regional Administrator
U.S. General Services Administration
26 Federal Plaza, Room 18-102
New York, New York 10278

Dear Mr. Martin:

This responds to a request for Department of the Interior review and comment on the Draft Environmental Impact Statement (DEIS) for the Disposition of Governors Island, Upper New York Bay, New York.

We are pleased to note your concern for the recognized significant historic, archeological and prehistoric resource values of Governors Island National Historic Landmark district. The district contains such features as Fort Jay, Castle William and sites of early seats of government of New York as well as continuing primary headquarters for various Army elements since the American Revolution and most recently U.S. Coast Guard operations for the greater New York City area. These concerns are borne out in the Programmatic Agreement now in place in compliance with the National Historic Preservation Act of 1966, a Caretaker Maintenance Summary, and a product description for A Governors Island Preservation and Design Manual, all three of which are displayed in Appendix A of this DEIS. We understand that the Preservation Manual is still in preparation. We recommend that its completion and/or state of progress be reported in the Final Environmental Impact Statement (FEIS), and a clear commitment be given as to the use of that manual, along with the other cultural resource protection assurance documents in Appendix A, as to be diligently pursued and accomplished by whoever becomes owner and responsible for the recognized historic and archeological resources of Governors Island.

11.C-4

We appreciate the opportunity to comment, and look forward to seeing a FEIS and Record of Decision that duly and properly handle this significant case of disposition of government property.

Sincerely,

Andrew L. Raddant
Regional Environmental Officer

cc: Ms. Donna M. Meyer, GSA

AUG 06 1998 **COMMENT 18**

Col, B. WRAY, United Way Volunteers of NY County 9-346 BWAT (9/6)
2/2-964-3346

GOVERNORS ISLAND HOUSING FINANCIAL PLAN

1.0 The Federal government per diem rates have now been substantially raised to $240 per day in the City of New York, including all five boroughs. The extremely high hotel rates, and the difficulty in renting hotel rooms makes the existing housing which the Federal government built for the Coast Guard, and which is in excellent shape can be converted into safe, secure and modern two bedroom apartments for federal employees on TDY to the NYC area. Our financial analysis shows that if 500 out of the existing 1,200 apartments on Gov.I. aeare used to house 1,000Federal TDY employees per night, and the government pays $120 per night for each employee to stay in his own apartment (2 employees per 2 bedroom apt.) then, this will produce income, based upon 300 days per year occupancy in excess of $36,000,000 per year:

2.C-2

1,000 (employees per night on Gov.I.O
x $120 (rental per night deucted from per diem)

$120,000 (Income to Gov.I. housing per night)
x 300 9nights per year that apts would be used

$36,000,000 (annual income produced by 500 unit

The $36,000,000 in per diem income produced by providing safe and secure housing for federal employees temporarily Assigned to New York City would provide operating income for the Federal Government to continue operating Governors island.

2.) The remaining 700 apartments would be used to house Disabled Veterans and their families; and Aging Veterans and their families. Our financial plan projects that the 700 apartments to be occupied by Disabled and Aging Veterans will produce $5,040,000 per year annual rental income.

This is based upon a subsidized rental of $600 per month per apt.

$7200 per apt per yr.
x700 apts

$5,040,000

COMMENT 19

5.) The Coast Guard built a modern BOQ a few years ago (75 rooms); and the Coast Guard had Super 8 Motels build a modern motel a few years ago (60 rooms.. Our financial projection indicates that if these rooms were rented on a nightly basis to retired and active duty military at the bargain rate for NYC of $80 per night, these 135 modern rooms would produce

#$3,240,000 per annum (This figure is based upon 300 dyas per annum occupancy.

6.) Total annual income produced for the federal government to operate Governors Island per year would be as follows:

$36000,000 (Per Diem Rental Income
5,040,000 (Apartment rental income
$3,240,000 (for 700 units of disabled and aging Veterans housing.)

$44,280,000 (Total Annual Gov.I. income.

7.) HOMELESS VETERANS HOUSING; There are in excess of 500 single ro used by Coast Guard for sailors. Our plan includes housing in single rooms for 300 homeless veterans. It is planned to train and utilize these veterans to provide the maintenance, and other trades needed to operate Gov. I.
We would ask the Vetaerans Administration to provide funding for the housing and maintenance of these veterans, pursuant to funds made available by Congress under the McKinney Act.

2.C-2 We would recommendthat the Homeless Veterans be trained and supervis by the Salvation Army.

8. Programs for youths to utlize existing athletic facilities would be provided from the income that the Governors Island Conserva will have available from the above income sources.

We also recommend that a NYC Magnet High School of Military Sci be established on Governors I. from the exisiting school building still in excellent shape. on Governors island.

9.) We recommend that a VA Residence for Aging Veterans be established where the present Coast Guard Hospital is located.

LT COL Bernard A.
KEN ZORN
(UNITED VAR VETERANS ARMY COUNT.

6/22/98

COMMENT 19 -2-

GOV. I. FINANCIAL

1000 EMPLOYEE PER NIGHT
X 120 (PER DIEM deducted FOR Gov. I. Apt)
20000
1000
120,000 PER NIGHT
X 300 (NIGHTS)
$36,000,000 per yr.

1) -THIRTY SIX MILLION dollars IN INCOME will be produced by renting 500, 2 bed ROOM APARTMENTS ON GOV. I. TO Federal employees ON TDY IN NEW YORK AR
* Per DIEM ALLOWANCE HAS been RAISED TO $240 per DAY While ON TRAVEL IN NEW YORK AREA.

2) - The use of 500 existing 2 bed room apts on GOV. I. (out of 1200 will produce income to the Federal GOVT. of $36,000,000 per yr., which will be used to operate Gov. I.

3) - The Remaining 700 apts will be used to house Disabled veterans And Their FAMILIES; And AGING veterans And their FAMILIES.
- We estimate THAT The 700 apartm will produce additional income

3

COMMENT 19

4.) REMAINING 700 APTS., WITH PROJECTED FINANCIAL FIGURES

$600 per MO
x 12
$7,200 per apt; per yr.
x 700 APS
$5,040,000

5.) BOQ + Super Seva Motel
- There are An Additional 120 Mote Rooms which we would Rent TO Military Families And veterans at $80 per NIGHT

120 ROOMS (BOQ + Motel)
x $80 ($80 per NIGHT)
$9600
x 365 (NIGHTS)
$3,504,000 (Income per yr.)

6.) TOTAL ANNUAL INCOME FOR GOV. I. Hou
$36,000,000 (Per diem RENTAL PAYMENTS)
5,040,000 (RENTAL INCOME FOR DISABLED, (And AGING APTS.)
3,504,000 - BOQ + MOTEL INCOME
$44,544,000 ANNUAL GOV. I. HOUSI INCOM

7) 300 homeless Vets Residence - Surg ROOMS IN CG BARRACKS
LT COL B. WRAY

COMMENT 19

July 22, 1998

Mr. Robert Martin
(DEIS) Governor's Island
General Services Administration
Jacob K Javits Federal Bldg
New York, N. Y. 10278

Dear Mr. Martin:

Rarely in one's life, does the opportunity arrise where one can fight for a cause which will benefit so many millions of his fellow citizens of the world. Central Park is a prime example of this type of struggle. It is a struggle where we separate the boys and girls from the men and women. It is impossible to estimate the billions of dollars which the park has brought to the millions who have visited it. It wil be the same if Governor's Island is made into a people's park.

Finding the Coast Guard was going to vacate Staten Island "Our Committee to Save Governor's Island" was formed. After much discussion with various civic and veterans groups our plan was developed to make full use of existing recreation facilities add a park. Great care must be taken in planning the future use of this island including the phase-in option.

2.C-12 Our committee firmly believes that whatever option is approved it should be based upon the maximum health and monetary benefit it will bring to most people. We disapprove of all other options except number 3 the recreational option because it meets up to the above criteria. We strongly oppose any permanent residential units. Housing begets housing and with it all the constant increasing physical and social costly needs.

It if start up money you seek let it be from tourist admission fees to historical sites, recreation facilities, conference centers, marinas and a trust fund similar to that set up for Ellis Island.

2.C-12 Note that EPA has control of all wetlands. Before a man made wetland is established on the south end of the island as proposed in option 3, a written agreement from EPA stating they have no jurisdiction should be otained.

Note - no winter storage of boats or their repair should be allowed on the island.

COMMENT

Tables V11-1 page V11-2 to V11-8 would be more meaningful if they were listed for each proposed option.

2.C-12 Please note that our commitee was refused any imput into the New York City plans for Governor's Island. Considering we have worked on Governor's Island reuse for almost 2 years I was amazed with mayor's deputy mayor said that the city planning proposal for Governor's Island option 2b was stated for academic use with the New York City proposal for a casino we were amazed. We believe this unconstitutional as no public imput was allowed. The Draft Environmental Imput statement of June 1998 on Governor's Island by the GSA although voluminous and packed with many charts falls for short as it does not give a full accounting of the true nature of the various options for the vast number of people here and vistors from abroad.

It is our hope you will take these suggestions seriously in light of this future use of this island.

Yours truly,

Howard Santamore

Howard Santamore
Chairman of the
Committee To Save
Governor's Island

COMMENT 20

ORIGINAL

----------X

IN THE MATTER OF

THE GOVERNORS ISLAND DISPOSITION
DRAFT ENVIRONMENTAL IMPACT STATEMENT
(DEIS) MEETING

----------X

US Customs House
New York, New York

June 24, 1998
6:00 p.m.

B e f o r e:

PETER A. SNEED,
Senior Program Analyst
GSA - PBS 2PT
26 Federal Plaza, Room 1609
New York, New York 10278

A P P E A R A N C E S:

FOR GSA:

PETER A. SNEED
Senior Program Analyst

NANCY CZAPEK,
Project Manager, Governors Island
Disposition

FOR EDWARDS AND KELCEY ENGINEERS, INC.:

JIM DOWLING, AICP
Project Manager

TABLE OF SPEAKERS:

NAME	PAGE
BERNARD WRAY	23
SARELLE WEISBERG	25

* * *

Margaret Devine, R.P.R.
Reporter

ROY ALLEN & ASSOCIATES, INC.
521 Fifth Avenue, 17th Floor, New York, New York 10175
(212) 840-1167

P R O C E E D I N G S

MR. SNEED: Hi folks. My name is Pete Sneed.

It's five after 6. We're going to wait five more minutes, then we will start, and see if the tour bus pulls up out front. If you bear with us, we'll be back.

(At 6:15 o'clock p.m., the Proceedings resumed.)

MR. SNEED: Good evening, ladies and gentlemen.

My name is Peter Sneed. I am with the General Services Administration. As you see, Donnelly Advertising made that sign there for us. I'm going to chair this public hearing this evening.

Of course, we thank you for coming.

Of course, the purpose of the hearing is to receive comments on the Draft Environmental Impact Statement that's been prepared for the disposition of Governors Island.

With me this evening are two people here. Nancy Czapek is with the General

Services Administration; and Jim Dowling is with our contractor, Edwards and Kelcey Engineering, who does our environmental documents for us.

Nancy is going to speak in a minute and talk for a couple of minutes about the process of the disposition of Governors Island and some of the background. And then Jim Dowling is going to take a few more minutes and go through the process that they went through to develop the Environmental Impact Statement.

The whole introduction should take ten or 15 minutes. And at that point we will open the floor up for comments from you folks.

I would just like to remind everybody of a couple points. That is, that the purpose of this hearing tonight is to receive comments. We are not going to take questions from the floor about the process or about the proposed action. We're just here to hear your comments. Your comments can be presented orally this evening. They can also be submitted in writing to my office at that address. The hearing period runs for 45 days. It started June 12th and runs through July 27th. We would encourage you, invite you all to

submit written comments.

If you have a written statement tonight along with your oral comments, we would appreciate it if you could provide that also. It will help our stenographer. Our stenographer will take a verbatim transcript of this evening's session.

Also, we will have another session tomorrow over in Brooklyn at the Federal Courthouse at 225 Cadman Plaza.

Also, I will ask that if you make comments to limit your comments to five minutes so that everybody gets a chance to speak.

With that, let me introduce Nancy.

MS. CZAPEK: Hello. My name is Nancy Czapek.

I would like to welcome all of you here tonight and thank you for your interest.

I'm going to be following up my comments that I gave last December and update them.

First, I am going to explain the process the Federal government must follow to dispose of Governors Island. Specifically, I'm

going to talk about the legislation that Congress passed last August.

Secondly, I'm going to outline the work we are doing in conjunction with the Environmental Impact Statement. Specifically, I'm going to talk about the Land Use Study and the Preservation and Design Manual. Both of these have moved forward since our last meeting.

Regarding the status of the Island, nothing much has changed since the last time. The Coast Guard has moved off the Island and we're in a caretaker status. There are a number of Coast Guard employees still on the Island providing protection and maintenance. And they will continue to remain on the Island until we have conveyed the property to a new owner given appropriate funding.

Now, let's review the special legislation.

As I mentioned, the Balanced Budget Act of 1997 was passed by Congress last August. It directs GSA to sell the Island at fair market value no earlier than fiscal year 2002. The City and State of New York have first right of offer for the Island at fair market value for all or part

of the Island.

As we prepare to implement this law, we are doing a number of studies. In conjunction with the Environmental Impact Statement which we're here to talk about tonight we prepared a Land Use Study and we're doing a Preservation and Design Manual, which outlines how we are going to protect the historic district.

Let me first talk about the Land Use Study. Beyer Blinder Belle completed the study for us earlier this year. We undertook the Land Use Study for a number of reasons.

One was to create public awareness of the property.

Secondly was to generate public involvement in the process to help define a number of reasonable reuse options that could be used and inform the Environmental Impact Statement.

And lastly, the Land Use Study was developed to provide information to participants, to help them evaluate the property. And this was specifically in the form of the Facility Assessment Report.

I want to remind people that the

Land Use Study generated options not recommendations. The Federal government is not going to be implementing any of these. GSA is the seller of the property. We are not the developer. The EIS, the Environmental Impact Statement, will not choose one of these options.

In addition to the Land Use Study we are preparing the Preservation and Design Manual to protect the historic district. This is being developed as a result of the programmatic agreement we undertook in accordance with Section 106 of the National Historic Preservation Act. This agreement was between GSA, New York City Landmarks Commission and the New York City Planning Department, the State Historic Preservation Office, the Advisory Council on Historic Preservation, the United States Coast Guard and the National Trust also participated. Any conveyance documentation will contain covenants protecting the historic district.

The Preservation and Design Manual will outline what can and cannot be done to the buildings within the historic district, where additions can be made, where new buildings can be

made and where buildings can be demolished.

Again, I would like to thank all of you for your interest in the Island. And I'm going to turn it over to Jim, because that's what you're here to hear about tonight.

MR. DOWLING: Thank you, Nancy.

My name is Jim Dowling. I am the project manager for the Environmental Impact Statement, employed by Edwards and Kelcey Engineers. We're the environmental contractors to the GSA Region 2.

As Peter indicated earlier, GSA is presently undertaking the environmental review for the disposition of Governors Island. The environmental review is being conducted in accordance with the National Environmental Policy Act, NEPA, as well as GSA's own internal procedures.

GSA is preparing the Environmental Impact Statement to examine the beneficial and adverse impacts or effects associated with the potential retention or disposition of Governors Island.

The meeting today is intended to

allow agencies, as well as the public, to provide input and comments on the Draft Environmental Impact Statement which has been distributed. In order to allow GSA to carefully consider and respond to pertinent comments we may receive today, questions will not be answered during the meeting. Comments and questions will be responded to in writing in the FEIS. And we have a stenographer here today to get everyone's comments.

As a bit of background on the environmental process that we have gone through already and intend to pursue in the future, the Notice of Intent to prepare the Environmental Impact Statement was published on December 6, 1997. Public scoping meetings were held on December 16th and 17th respectively in Manhattan and Brooklyn. The notice of availability for the DEIS, as well as the DEIS itself, was distributed on Friday, June 12, 1998.

And for anybody that has not reviewed the EIS, it is available at a large number of public libraries and I will be happy after the meeting to direct people where that might be.

The public hearing you're attending tonight, as well as the one tomorrow in

Brooklyn, was advertised in a number of newspapers; the "New York Times," "Daily News," the "Downtown Express," "The Villager," "Carroll Gardens Courier." So it's been well advertised.

After tonight's hearing and tomorrow's hearing the record will remain open until July 27th to take additional written comments. GSA intends to publish a final EIS and Record of Decision, the ROD, in late summer and early fall. All comments concerning the DEIS should be sent directly to Peter Sneed at that address. The address is also noted on the agenda which is at the front door if you haven't received one already.

I would like to spend a few minutes now summarizing the content and the framework of the DEIS itself.

In response to the Balanced Budget Act of 1997 GSA has been charged with disposing of Governors Island. GSA has no authority to direct the future use of property to be disposed.

Let me repeat that.

GSA has no authority to mandate or direct the future reuse of Governors Island, nor do they intend to implement a reuse of Governors

Island itself.

The actions which GSA has the authority to undertake and which have been considered in the DEIS are two.

The first is the retention alternative or the no-action alternative. Under this alternative the Island remains under Federal ownership ina caretaking or moth-balled status. The Island would remain vacant except for visiting maintenance or security crews, similar to the existing condition presently.

The second alternative is the disposition alternative or the action alternative. This alternative is in compliance with the Balanced Budget Act of 1997. The Island is disposed of by GSA to another entity or entities at fair market value not before the year 2002.

Again, the Balance's Budget Act stipulates a right of first offer of the Island to New York State or New York City and the DEIS considers this as will.

Under both alternatives the Governors Island National Historic Landmark would continue to be maintained in compliance with the

programmatic agreement described earlier by Nancy. Since these two alternatives are administrative actions in nature and do not entail any physical changes or alterations to the Island or its environs themselves they do not directly effect the physical, biological or manmade environment of Governors Island. There are impacts and benefits associated with these administrative actions however.

For instance, for the retention alternative, the Island would continue to be exempt from state and local taxes. The fair market value of the Island would not be realized by the Federal government since no transfer of the Island would have occurred. The recurring maintenance cost for the Island, which the Federal government presently covers, will continue into the future under this alternative. Also, GSA would not meet its mandate under the Balanced Budget Act of 1997 or the Federal Property Administrative Services Act of 1949.

In regard to the second alternative, the disposition alternative, the impacts and benefits associated with this administrative action include, first, if the Island were disposed to New York State or New York City the

Island would be exempt from property taxes unless portions of the Island are privately leased or ground rent is charged or portions of the Island is sold by the City or perhaps a PILOT, payment in lieu of taxes, is implemented.

If disposed of to a private entity directly it would obviously generate property taxes to the local municipality. The cost of local services, fire, police, life protection services, would be borne by the local municipality if the Island were disposed. This could obviously again be offset by taxes or ground rent.

Public access to the Island would be more likely under the disposition alternative. The fair market value of the Island would accrue to the Federal government, whatever that fair market value is under the disposition alternative. And the Federal government will not be responsible for the recurring maintenance cost of the Island if disposed.

Finally, GSA will meet its mandate under the Balanced Budget Act of '97 as well as the Federal Property Administrative Services Act.

The land use options that were the focus of public meetings held earlier last year also played a role in the Environmental Impact Statement. Because of GSA's mandate to dispose of the Island to another party, as well as GSA's inability to specify or control the land uses that may be developed on the disposed property in the future, a precise statement of the specific land use related environmental and socioeconomic effects that could result from reuse tended to be largely speculative. In response to this lack of certainty concerning a future reuse of the Island, the Governors Island land use options were developed. Some of you probably attended some of those meetings early last year.

In conjunction with the disposition alternative, which I mentioned earlier, the land use options for the reuse of Governors Island have been examined within the DEIS. The options were developed to encompass a range of reasonable land uses in order to understand the implications of reuse, including possible future mitigation needs by the party or parties that ultimately reuse the Island.

The land use options were not created with the ultimate intention of development or implementation by the Federal government. The options emerged over the yearlong process and included input from New York City, the state, federal agencies, as well as the public during three public meetings. The options are conceptual in nature and the ultimate reuse of the Island will need to comply with all federal, state and local laws such as NEPA, SEQRA, CEQR or ULURP. And very well could require a project specific environmental review mitigation plan, depending on the particular specific reuse and required discretionary actions and/or funding for a specific project.

Actually, as far as GSA knows right now, there are no specific plans by any party public or private to implement any of the specific land use options which we have considered.

I should point out that all the options include protection of the Governors Island National Historic Landmark District which will be governed by the Preservation and Design Manual in accordance with the programmatic agreement that Nancy mentioned. All options also include a

pedestrian esplanade around the perimeter of the Island and publicly accessible open space and some form of a marina.

I would like to give you a brief summary of each of the options beginning with the first option, which is the reuse option.

This options maximizes the development potential of existing Island facilities while expanding and upgrading the Island's available open space for public recreation. It would include housing in existing buildings and a significant public park.

The second option is the academic option. This assumes the use of the Island by a four-year institution of approximately 4,000 students. Campus housing, recreational facilities and public open space would be available for students and visitors on the Island.

The third option, the recreation option, allows the maximum amount of public open space and recreational activity. The historic district would serve primarily as a conference center, hospitality facility and have transient housing. A new south park would encompass the

entire Island south of Division Road. However, to enable to have a park of this size, demolition of most of the buildings on the southern portion of the Island outside of the historic district would be necessary.

The fourth option, or the mixed use option, includes both a major residential and open space component with low-rise residential development and a public park situated at the southern portion of the Island. The large residential component for this option would present significant parking demands, which could be met with an alternate off-island ferry and parking facility along the Brooklyn waterfront. An estimated 2,400 parking spaces would be provided under this option.

The fifth option, or maximum development option, represents the most densely developmed option. This option would increase the size of the residential community and decrease the size of the park relative to the previously mixed use option. Again, the higher density of this option would require an increase in the amount of parking over the previous option. This also includes an additional ferry terminal along the

Brooklyn waterfront with parking capacity for approximately 4,500 vehicles.

The sixth option is the phase-in option. This option would allow immediate transient use of the Island's existing buildings while plans are advanced for the long-term use of the Island. In most cases minimal rehabilitation would be needed for immediate occupancy. Additionally, a number of existing buildings on the Island would be moth balled, they would be stored for future use.

We also, during the scoping period, we developed a variation on the second option, the academic option. We call this the academic option with New York City proposal for a casino. And this was included at the request of New York City during the scoping period.

This option would be similar to the academic option I just described with the addition of a 100,000 square-foot casino, a 1,000 room hotel and 100,000 square-foot conference center on the far southern portion of the Island.

It should be pointed out that gambling, as most of you are aware, is presently not permitted by law in New York State. Due to the

magnitude of the regional attraction that a facility of this type would become, this option assumes that a number of existing, as well as proposed, metropolitan area ferry locations would be used to access the casino facility and hotel rather than a Manhattan and/or Brooklyn origin alone as in the other options.

After reviewing all the options the DEIS concluded that there was a number of positive and negative impacts associated with these options. I will quickly summarize a few of them.

First, if dredging and disposal of spoils is required for marine facilities or marina facilities this could create an impact to marine habitats, transient endangered species and hazardous materials. Obviously reduction or elimination of marina facilities associated with the reuse of the Island would mitigate these potential impacts. The more intensely developed options would create additional community facility demands, such as school and life-safety services, police and fire. Again, this could be offset to some degree by additional taxes or ground rent by users of the Island.

The addition of off-island parking on the Brooklyn waterfront at the levels we just discussed, approximately 2500 and 4500 spaces, could create significant impacts to urban design, neighborhood character, public policy, traffic and transportation, as well as air quality. These impacts could be mitigated by reducing the amount of parking, changing the location of parking to many scattered sites rather than one large one or by not providing off-Island parking at all.

Also, the more intensely developed options could create traffic impacts in downtown Manhattan. These could be mitigated by minor roadway improvements.

On the positive side, the Island would become publicly accessible with varying amounts of new public open space under all the options we considered, as well as the fact that they could generate a varying amount of taxes and other funds to the local municipalities.

Finally, the Governors Island National Historic Landmark would continue to be maintained based on these options due to the covenant accompanying the lease transfer. It will

be required that whoever receives the Island will comply with the Preservation and Design Manual as well as programmatic agreement.

These options have been reviewed in the DEIS in order to understand the potential implications and thresholds associated with the Island's reuse and to permit the maximum amount of public consideration and comment during the disposal process.

I will emphasize once again, for the last time I think, that it is not GSA's intention to implement the reuse on Governors Island or to select a preferred option of the ones I have just described. The focus of GSA's mandate is disposition or retention of Governors Island.

In terms of our next steps or where we're going with this process, as I said, the public comment period on the DEIS itself will continue until July 27th. So please, if you have comments we would like to receive them prior to that date.

The final EIS reflecting those public comments will be distributed near the end of the summer and the record of decision, or the ROD,

will be distributed, completed, signed by GSA in the beginning of the fall.

I know our comments are summary in nature. We wanted to make sure that everybody had the opportunity to make comments today.

So with that, we will throw the meeting back to Pete and begin the public comment session.

Thank you.

MR. SNEED: Now we will invite the people to come up and speak. We would ask you when you come up to speak, please, spell your name for the record. And if you're representing some agency or organization, please state that for the record also.

The first speaker is Colonel Wray.

MR. WRAY: Yes.

MR. SNEED: If you would come down and use the microphone, that way everybody will be able to hear you.

MR. WRAY: Hello. I am Colonel Wray, representing the United War Veterans Council of New York County.

We participated in a conference on June 22nd with Representatives Maloney and Nadler who have introduced new legislation, HR 3884, dealing with the disposition of Governors Island. We support that legislation. That legislation would make a Governors Island commission which would come to a decision within six months as to what the disposition would be.

The veterans community, many of us have worked on the Island, been stationed on the Island, we are very fearful that if a decision is not made the present assets which we believe can be in part used by disabled, aging and homeless veterans, as well as the Veterans Administration, will be ruined. We are prepared to make an interim use of the Island while other parts of the Island could be developed for Community Board 1, for the children and for other purposes. **2.C-1**

We're adamantly opposed to any use that would include gambling and we think that it's unconscionable. And I can tell you that from what was stated by Representative Maloney and Nadler, I don't think we'll see that alternative.

I have a written statement which

I would like to propose. But I believe that the Island is an invaluable Island and that the Federal government should maintain its possession of that island with a public trust, which would include our veterans' interests as well as the interests of the community.

2.C-1

I will submit my statement.

Thank you very much.

MR. SNEED: Thank you.

Next is Sarelle Weisberg.

MS. WEISBERG: I have been participating for the past several years with the Regional Plan Group, and I believe the American Institute of Architects and many other advocacy groups has been participating for a long time, is prepared to make a much more detailed and elaborate response than I thought tonight.

I have been participating in something called the task force in the American Institute of Architects New York Chapter. It's not the official position yet, but we are preparing a written statement once the board has seen that. But I think that we have been hearing about the legislation which we are very positive about that

and hoping that will move forward.

And I think I'm speaking now as much as an architect and urban designer when I say that we have been hearing all the possibilities of the southern part will do this and the middle part will do that and the northern part which we all know will be preserved. And I think we're concerned that there will be a breakup and sort of segregation of segments of the Island and the overall consideration may be lost in terms of its total public use.

6.C-1

We're really excited and looking forward to the criteria that the historic district report will have. I think that we will be making a formal statement. And I just wanted for the record to say that we're really not on the gambling side tonight.

Thank you.

MR. SNEED: Thank you very much.

I have nobody else listed who wants to speak. If anybody feels inspired, please come down. We would be happy to hear you.

(No response.)

MR. SNEED: I see nobody jumping

up to come rushing to the microphone.

What we will do is adjourn. We will be here until 8:00 o'clock, but we will just stand adjourned until anyone comes in and wants to speak.

Thank you very much for coming.

Again, written comments you can send there. A number of you had put on the sign-in sheet that you would like to get on our mailing list and you could help us out if a couple of you come down and tell us what your zip code is.

Off the record.

(At 6:45 o'clock p.m., a recess was taken.)

(At 8:00 o'clock p.m., the Proceedings resumed.)

MR. SNEED: It's now 8:00 o'clock and nobody has come to speak so we're going to close the hearing.

(At 8:01 o'clock p.m., the Proceedings were concluded.)

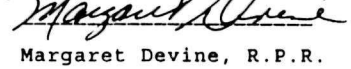
C E R T I F I C A T E

STATE OF NEW YORK)
) SS:
COUNTY OF NEW YORK)

I, MARGARET DEVINE, a Registered Professional (Stenotype) Reporter and Notary Public of the State of New York, do hereby certify that the foregoing transcript of the Proceedings taken at the time and place aforesaid, is a true and correct transcription of my shorthand notes.

I further certify that I am neither counsel for nor related to any party to this action, nor in any wise interested in the result or outcome thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this 10th day of July, 1998.



Margaret Devine, R.P.R.

ORIGINAL

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In the Matter of :

THE GOVERNORS ISLAND DISPOSITION :
DRAFT ENVIRONMENTAL IMPACT STATEMENT
(DEIS) MEETING :

----------x

U. S. District Court
225 Cadman Plaza
Brooklyn, New York

June 25, 1998
6:15 o'clock p.m.

B e f o r e:

PETER A. SNEED,

Senior Program Analyst
GSA-PBS-2PT
26 Federal Plaza, Room 1609
New York, New York 10278

A P P E A R A N C E S:

For the General Services Administration:

Peter Sneed

John Marcic

For Edwards and Kelcey:

Jim Dowling, AICP
Project Manager

T A B L E O F S P E A K E R S

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PROCEEDINGS

THE HEARING OFFICER: Good evening, ladies and gentlemen.

Thank you for coming this evening. We appreciate your attendance.

My name is Peter Sneed. I would like to welcome you to our second public hearing on the Draft Environmental Impact Statement for the Disposition of Governors Island.

With me here this evening are:

John Marcic, who in a couple of minutes will take a couple of minutes and talk about the disposition process;

And then Jim Dowling, to John's left, who is with the firm of Edwards and Kelcey, Engineers. Jim has been the Project Manager for the development of the Draft EIS, and Jim will take a few minutes and go through the steps that they have taken to produce the document.

And then after that, we will invite comments from you folks.

The comment period is forty-five days long. It started on June 12th when the Draft EIS was published. It ends on July 27th.

Any written comments can be submitted to my office. The address is over there, compliments of Donnelly Advertising.

And I will turn it over to John.

MR. MARCIC: Thank you.

Good evening also.

My name is John Marcic. I'm with the General Services Administration.

I would like to welcome you all to the meeting and thank you for your interest.

First, I plan to explain to you the process the Federal Government must follow to convey Governors Island to a new owner. Specifically, I am going to discuss the special legislation.

Secondly, I am going to outline the work we are doing in conjunction with the Environmental Impact Statement, specifically the Land Use Study and the Preservation and Design Manual. Both of these have moved forward since our last meeting in Brooklyn, which was held in December.

Regarding the status of the Island, the U. S. Coast Guard has vacated the

Island except for a caretaker detachment. This staff will provide protection and maintenance until disposition assuming appropriate funding.

Now, let's review the special legislation.

The Balanced Budget Act of 1997, passed last summer by Congress, directs GSA to sell Governors Island at fair market value no earlier than the year 2002.

New York City and New York State have first right of offer to purchase all or part at fair market value.

As we prepare to implement this law, we are doing a number of studies including the Environmental Impact Statement. The other two are the Land Use Study, whose purpose, among other things, is to outline a wide range of options that will inform the Environmental Impact Statement, and the Preservation and Design Manual which outlines how we are going to protect the historic district.

Let me first talk about the Land Use Study which Beyer Blinder Belle, our contractor, completed earlier this year.

For your reference the study is available at the same libraries as the Environmental Impact Statement.

We undertook the Land Use Study for a number of reasons.

First, we wanted to create public awareness in the property.

Second, we wanted to generate public involvement in the potential reuse of the property. And in doing so, we developed as wide a range of options as we could to inform the Environmental Impact Statement.

And third, and lastly, the Land Use Study provides information about the property to aid participants in their evaluation of the property, specifically in the form of the Facilities Assessment Report.

I want to remind people that the Land Use Study generated options, not recommendations.

The Federal Government is not going to implement any of these. GSA is the seller of the property. We are not the developer. Nor will the EIS choose one of these options.

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In addition to the Land Use Study, we are preparing the Preservation and Design Manual to protect the historic district. This is being developed as a result of a programmatic agreement in accordance with Section 106 of the National Historic Preservation Act.

The programmatic agreement is between GSA, New York City Landmarks Commission and Planning Department, New York State Historic Preservation Office, the Advisory Council on Historic Preservation and the United States Coast Guard. The National Trust for Historic Preservation also participates.

Any conveyance documentation will contain covenants protecting the historic district.

The Preservation and Design Manual will outline what can or cannot be done to the historic buildings within the historic district, where additions and buildings can be built and where buildings can be demolished.

We want you, the community, to know that GSA has taken the initiative in briefing officials of the City and the State

every step of the way and will continue to share information. City and State representatives have been meeting with our contractors and us as we have been going through the process.

Again, I would like to thank you all for your interest in the Island, and I am going to turn it over to Jim.

MR. DOWLING: Thank you, John.

Hi! Good evening. My name is Jim Dowling. I'm the Project Manager for the Environmental Impact Statement. I work for Edwards and Kelcey, Engineers, who is the term contractor to GSA Region II for environmental planning projects.

As Pete has indicated, GSA is presently undertaking the environmental review for the disposition of Governors Island. The environmental review is being conducted in accordance with the National Environmental Policy Act, or NEPA, as well as GSA's own internal procedures and policies.

GSA is preparing an Environmental Impact Statement to examine the beneficial and adverse effects associated with

the potential retention or disposition of the Island.

The meeting today is intended to allow agencies and the public to provide input and comment on the Draft Environmental Impact Statement.

In order to allow GSA to carefully consider and respond to pertinent comments, questions will not be answered during the meeting tonight. The comments and questions will be responded to in writing in the Final Environmental Impact Statement.

As a bit of background concerning the environmental process that we've already undertaken and plan to continue to undertake, the Notice of Intent to Prepare Environmental Impact Statement was published on December 5, 1997. Public scoping meetings were held on December 16th and 17th respectively in both Manhattan and Brooklyn.

The Notice of Availability, the NOA, was published, and the DEIS was distributed on Friday, June 12, 1998.

The public hearing that we are

attending today, as well as the one yesterday, was advertised in The New York Times, The Daily News, The Downtown Express, The Villager, and The Carroll Gardens Courier.

After tonight's hearing, the record will remain open, as Pete indicated, until July 27th to take additional written comments. So if you would like to make comments, please get them to Pete before that date.

GSA intends to publish a Final Environmental Impact Statement and the Record of Decision, or ROD, in the late summer and early fall.

All comments, again, should be sent directly to Pete at the address indicated on the board as well as in the agenda at the front desk.

In response to the Balanced Budget Act of '97, GSA has been charged with disposing of the Island. GSA has no authority to direct the future use of property to be disposed. I'm going to repeat that because it's a very important point of the analysis we have undertaken. GSA has no authority at all to

mandate or direct the future reuse of Governors Island, nor do they intend to implement a reuse on Governors Island.

The actions which GSA has the authority to undertake and which have been considered in the DEIS are two.

The first one is the retention alternative or the no action alternative. Under this alternative the Island remains under the Federal government in a caretaking or mothballed status, much as it is today. The Island would remain vacant except for visiting maintenance and security crews.

The second alternative considered within the Draft Environmental Impact Statement is the disposition alternative or the action alternative. This alternative is in compliance with the Balanced Budget Act of 1997. The Island is disposed by GSA under this alternative to another entity or entities at fair market value not before 2002.

I should also point out that the Balanced Budget Act stipulates a right of first offer of the Island to New York State or New York

City, and the DEIS considers that as well.

Under both alternatives the Governors Island National Historic Landmark would continue to be maintained in compliance with the programmatic agreement described earlier by John Marcic.

Since these alternatives are administrative actions in nature and do not entail any physical changes or alterations to the Island or its environs themselves, they do not directly affect the physical, biological or man-made environment of Governors Island. However, there are impacts and benefits associated with these administrative actions and I would like to spend a moment discussing them.

First, for the retention alternative, the Island would continue to be exempt from State and local taxes as it would remain to be owned by the Federal government.

The fair market value of the Island, whatever that might be, will not be realized by the Federal government since no transfer of the Island would occur.

The recurring maintenance costs

for the Island, which the Federal government presently covers, would continue.

And, again, GSA will not meet its mandate under the Balanced Budget Act of '97 or the Federal Property Administrative Services Act of 1949 if it fails to dispose of the Island.

Next, for the disposition alternative impacts and benefits associated with that administrative action.

First, if disposed of directly to New York State or New York City, the Island would be exempt from property taxes unless portions of the Island are privately leased or ground rent is charged or a Payment In Lieu of Taxes is implemented.

If the Island were disposed directly to a private entity, it would obviously generate property taxes to the local municipality.

The cost of local services, such as fire, police, other life/safety services would be borne by the local municipality if the Island were disposed.

Public access to the Island

would be much more likely under this alternative relative to the present condition on the Island.

The fair market value of the Island would accrue to the Federal government if disposed, and the Federal government, again, would not be responsible for the recurring maintenance costs of the Island once it were disposed.

Finally, under this alternative GSA would meet its mandate under both the Balanced Budget Act as well as the Federal Property Administrative Services Act.

Now, in connection with the disposition and retention alternatives, we've also considered the land use options that John had mentioned. Because of GSA's mandate to dispose of the Island to another party, as well as GSA's inability to specify and control the land uses that may be developed on disposed property in the future, a precise statement of the specific land use related environmental and socio-economic effects that could result from reuse is largely speculative.

In response to this lack of

certainty concerning the future reuse of the Island, the Governors Island land use options were developed.

In conjunction with the disposition alternative, the land use options for the reuse of Governors Island have been examined in some detail in the DEIS. The options were developed to encompass a range of reasonable land uses in order to understand the implications of reuse, including possible future mitigation needs by the party or parties that ultimately reuse the Island.

The land use options were not created with the ultimate intention of development or implementation by the Federal government.

The options emerged over a year-long process that included input from New York City, the State, other Federal agencies, as well as the public during three public meetings which some of you may have attended.

The options are conceptual in nature and the ultimate reuse of the Island will need to comply with all Federal, State and local

laws such as NEPA, CEQR, SEQRA or ULURP, and very well could require a project specific environmental review and mitigation plan depending on the particular specific reuse and required discretionary actions and/or funding for the reuse.

Presently, as far as GSA knows, there are no plans by any party, both public or private, to implement any of the specific options.

I should point out that all the options include protection of the Governors Island National Historic Landmark District which would be governed by the Preservation and Design Manual in accordance with the programmatic agreement.

All options also include a pedestrian esplanade around the perimeter of the Island and publicly accessible open space as well as some form of a marina.

I would like to spend a moment giving a very brief description of the options.

The first option that we've looked at was the reuse option. This option

maximizes the development potential of existing Island facilities while expanding and upgrading the Island's available open space for public recreation. It includes housing in existing buildings as well as a significant public park.

The second option we termed the academic option. This assumes the use of the Island by a four-year institution of approximately four thousand students. Campus housing and recreational facilities and public open space would be available for students and visitors on the Island.

The third option, called the recreation option, allows the maximum amount of public open space and recreational activity of all the options. The Historic District would serve primarily as a conference center, hospitality facility with some transient housing, and a new South Park would encompass the entire Island south of Division Road. To allow for a park of this magnitude, it would require demolition of most of the buildings on the southern portion of the Island. Now this is outside of the National Historic Landmark

District.

And the fourth option is the mixed use option. This option includes both the major residential and open space component with low-rise residential development and a public park situated at the southern-most point of the Island. The large residential component for this option presents significant parking demands which could be met with an alternate off-Island ferry or parking location along the Brooklyn waterfront. It is estimated that approximately 2400 parking spaces would be provided with this option off-Island.

The fifth option, the maximum development option, represents the most densely developed of all the options. This option would increase the size of the residential community and decrease the size of the park relative to the mixed use option. Again, the higher density for the option would require an increase in parking capabilities. This option also includes an additional ferry terminal location along the Brooklyn waterfront with parking capacity for an estimated 4,500 vehicles.

The sixth option or the last option that we at least went into the scoping period with was the phase-in option. This option would allow immediate transient use of the Island's existing buildings while plans are advanced for the long-term use of the Island. In most cases minimal rehabilitation would be needed for immediate occupancy while a number of buildings would remain mothballed on the Island for a future use.

During the scoping period the City of New York requested that we examine the implications associated with locating a casino and ancillary facilities on the Island. This option would be similar to the academic option. It's actually termed the academic option with New York City proposal for a casino. It would include many of the same things as the academic option with the addition of a 100,000 square foot casino, a 1000-room hotel and a 100,000 square foot conference center on the very southern end of the Island.

It should be pointed out that gambling presently, as many of you now know,

casino gambling at least, is not permitted by law in New York State.

Due to the magnitude of the regional attraction that a facility of this type would become, this option assumes that a number of existing as well as proposed metropolitan area ferry locations would be used to access the casino facility and hotel rather than just a Manhattan and/or Brooklyn ferry location.

After reviewing all of these options, the DEIS concluded that a number of positive and negative impacts are associated with the options. And I would just like to summarize them briefly without going into any level of detail. The detail is in the document itself.

First, if dredging and disposal of dredged spoils is required for a marina facility on the Island, this could create an impact to marine habitats, transient endangered species, as well as hazardous materials. A reduction or elimination of marina facilities would obviously mitigate these potential impacts.

Also, the more intensely developed options would create additional

community facility demands such as school and life/safety services for the Island itself. This, of course, could be offset by additional taxes or ground rents generated by the Island.

The addition of off-Island parking on the Brooklyn waterfront for Island residents and visitors could create significant impacts to urban design, neighborhood character, public policy, traffic, transportation as well as air quality. These impacts could be mitigated by reducing the amount of parking, scattering it to multiple locations or by not providing for off-Island parking in Brooklyn at all.

The more intensely developed options, again, could create traffic impacts in downtown Manhattan which could be mitigated by minor roadway improvements.

On the positive side, the Island would become publicly accessible with varying amounts of new public open space if any of these options were to be implemented.

And the Island itself would generate varying amounts of taxes and other funds which would accrue to the municipality if any of

these options were to be implemented.

And also the Governors Island National Historic Landmark would continue to be maintained due to the covenant accompanying the lease transfer under all of these options.

These options have been reviewed in the DEIS in order to understand the potential impacts, implications and thresholds associated with the Island's reuse and to permit the maximum amount of public consideration and comment during the disposal process.

Again, and it's important to say this, it's not GSA's intention to implement a reuse on Governors Island or to select a preferred option of the ones just described. The focus of GSA's mandate is the disposition or the retention of the Island.

In terms of our next steps, where we will be going with this process in the near future, again the public comment period will close July 27th. So, please, if you have comments and you would like to submit them, get them to us before that point.

The Final Environmental Impact

Statement reflecting those public comments will be distributed near the end of the summer and the Record of Decision will be distributed, completed and signed by GSA in the beginning of the fall.

I think with that I'll throw it back to Peter so we can begin the public comment period.

THE HEARING OFFICER: Thank you, Jim.

At this point we will invite anybody to come up and make a statement.

Do we have anybody who would like to come up and make a statement?

(No response.)

THE HEARING OFFICER: Would you please have the record show that nobody would like to make a statement.

So at this point we will adjourn. We will be here until eight o'clock. If anybody is inspired or anybody new comes in, we will reassemble and take statements.

Thank you for coming.

(At 6:40 o'clock p.m. there was a recess in the proceedings.)

(At 8:00 o'clock p.m. the proceedings were resumed.)

THE HEARING OFFICER: It now being eight o'clock and nobody has come to present any testimony, we are closing the hearing.

Thank you very much. Good night.

(At 8:00 o'clock p.m. the proceedings were concluded.)

* * *

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) SS.
COUNTY OF NEW YORK)

I, ROY A. SELENSKE, a Certified Shorthand (Stenotype) Reporter and Notary Public within and for the State of New York, do hereby certify that the foregoing pages 1 through 24 taken at the time and place aforesaid, is a true and correct transcription of my shorthand notes.

IN WITNESS WHEREOF, I have hereunto set my name this 8th day of July, 1998.

ROY A. SELENSKE, C.S.R.

* * *

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND KELCEY ENGINEERS, INC.

IX. CONSULTATION AND COORDINATION

The following governmental agencies have been contacted in the preparation of this document. Continuing coordination will occur as the project advances.

Ashman, Alicia. Department of City Planning, City of New York.

Benguiat, Jon. Director of Planning, Office of the Borough President of Brooklyn.

Berak, Richard. Office of the Borough President of Brooklyn

Bohn, Denis. Director, Community Affairs, New York Downtown Hospital.

Campo, Dan. District Manager, Community Board #6, Brooklyn.

Colon, Henry. Mayor's Office of Environmental Coordination.

Corcoran, Lt. David. Chief, 1st Division, Fire Department of the City of New York.

Dinerstein, Barry. Department of City Planning, City of New York.

Glaisek, Christopher. Community District #1 Liaison, Manhattan Borough Office, Department of City Planning, City of New York.

Goldstein, Paul. District Manager, Community Board #1, Manhattan.

Kapur, Purnima. Brooklyn Borough Office, Department of City Planning, City of New York.

Lionetti, Michael. Revenue Department, New York City Department of Parks and Recreation.

Magden, Brian. United States General Services Administration.

McCarthy, John. Community Affairs Officer, 76th Precinct, Brooklyn. New York City Police Department.

Nolan, Chris. Manhattan Office, New York City Department of Parks and Recreation.

Price, Warrie. Administrator, Battery Park, New York City Department of Parks and Recreation.

Ms. Phillips. New York State Division of Housing and Community Renewal, Office of Rent Administration.

Salamo, Carmine. Community Board #2, Brooklyn.

Sanos, Irene. Department of City Planning, City of New York.

Satkin, Richard, Department of City Planning, City of New York.

Schneider, Philip. Manhattan Borough Office, Department of City Planning, City of New York.

Scott, Walter. Manhattan Office, New York City Department of Parks and Recreation.

Mr. George R. Stafford, Director
NYS Department of State,
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41 State Street Albany, NY 12231-0001

Styles, Lt. Billy. Community Affairs Officer, 1st Precinct, Manhattan. New York City Police Department.

Thompson, Eric. Manhattan Office, New York City Department of Parks and Recreation.

Tierney, Lynn. Deputy Commissioner, Intergovernmental Affairs. Fire Department of the City of New York.

Woods, Bill. Department of City Planning, City of New York.

Zambrano, John. New York State Department of Environmental Conservation.

General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND KELCEY ENGINEERS, INC.

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FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

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FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION



EDWARDS AND **KELCEY** ENGINEERS, INC.

XII. Agencies, Officials, and the General Public from which Comments are Requested

XII. AGENCIES, OFFICIALS, AND THE GENERAL PUBLIC FROM WHICH COMMENTS ARE REQUESTED

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General Services Administration

FINAL ENVIRONMENTAL IMPACT STATEMENT

GOVERNORS ISLAND DISPOSITION

FEIS

EDWARDS AND **KELCEY** ENGINEERS, INC.

XIII. Appendices

XIII. APPENDICES

A. *Programmatic Agreement Among the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, and the City of New York Regarding Closure and the Process for Disposal of the United States Coast Guard Support Center on Governors Island, New York, New York.*

Amendment No. 1 to Programmatic Agreement Among the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, and the City of New York Regarding Closure and the Process for Disposal of the United States Coast Guard Support Center on Governors Island, New York, New York.

B. *Coastal Zone Management Consistency Determination*

C. *Affected Environment Tables*

D. *Environmental Consequences Tables*

E. *Traffic Analysis Tables in Response to Comments*

APPENDIX A.

Programmatic Agreement Among the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, and the City of New York Regarding Closure and the Process for Disposal of the United States Coast Guard Support Center on Governors Island, New York , New York.

Amendment No. 1 to Programmatic Agreement Among the United States Coast Guard, the General Services Administration, the Advisory Council on Historic Preservation, the New York State Historic Preservation Officer, and the City of New York Regarding Closure and the Process for Disposal of the United States Coast Guard Support Center on Governors Island, New York, New York.

PROGRAMMATIC AGREEMENT AMONG THE UNITED STATES COAST GUARD, THE GENERAL SERVICES ADMINISTRATION, THE ADVISORY COUNCIL ON HISTORIC PRESERVATION, THE NEW YORK STATE HISTORIC PRESERVATION OFFICER THE CITY OF NEW YORK AND THE NATIONAL TRUST FOR HISTORIC PRESERVATION REGARDING CLOSURE AND THE PROCESS FOR DISPOSAL OF THE UNITED STATES COAST GUARD SUPPORT CENTER ON GOVERNORS ISLAND, NEW YORK, NEW YORK

WHEREAS, the United States Coast Guard (USCG) intends to close the USCG Support Center and tenant facilities on Governors Island, New York, New York (the Island), and relocate some local functions to sites in the New York Harbor area; and

WHEREAS, this Programmatic Agreement is being executed in anticipation of the potential disposal of Governors Island by the General Services Administration (GSA) or, if so authorized by Congress, by the United States Coast Guard. At this time, neither agency has either proposed or decided to dispose of Governors Island; and

WHEREAS, the USCG and GSA have determined that closure and subsequent disposal of the Island would have an effect upon properties included in, or eligible for inclusion, in the National Register of Historic Places, including the Governors Island National Historic Landmark District (GINHL), and have consulted with the New York State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (Council) pursuant to Section 800.13 of the regulations (36 CFR Part 800) implementing Section 106 of the National Historic Preservation Act (the Act) (16 USC 470f) and Section 110(f) of the same Act (16 USC 470h-2(f)); and

WHEREAS, the effects upon eligible tenant relocation sites within the New York Harbor area have been assessed, and no adverse effects would result to those eligible relocation sites from the intended closure of Governors Island; and

WHEREAS, the City of New York (the City) participated in the consultation for this Programmatic Agreement (this Agreement);

WHEREAS, the National Trust for Historic Preservation (National Trust) participated in the consultation for this Agreement, and has been invited to concur;

NOW THEREFORE, the USCG, GSA, the Council, the SHPO, and the City agree that the closure and disposal of the Island shall be administered in accordance with the following stipulations, until property conveyance, in order to satisfy the Section 106 and Section 110(f) responsibilities of the USCG and GSA.

STIPULATIONS

I. Identification of Archeological Properties

The USCG shall ensure that a Stage I and Stage II archeological survey of the Island are conducted in consultation with the SHPO and, as appropriate, Native Americans. A report of the survey, meeting the standards of the Secretary of the Interior for archeology, shall be submitted to the SHPO for review prior to disposal. The USCG shall evaluate properties identified through the survey in accordance with 36 CFR Section 800.4(c).

II. Caretaker Maintenance Following Operational Closure

A. Upon operational closure of the Island, and until conveyance to another organizational entity, the USCG shall perform standard caretaker maintenance on the structures within the GINHL in accordance with the attached "Governors Island Standard Maintenance Summary" (Attachment A of this Agreement).

B. Should GSA assume responsibility for funding the caretaker maintenance of the Island, the USCG shall apply such funding to ensure the continued maintenance of structures within the GINHL in accordance with Attachment A. If for any reason GSA believes that it cannot continue to ensure funding for maintenance in accordance with Attachment A, GSA shall notify the USCG, the Council, the SHPO, and the City, and shall initiate consultation to seek ways to avoid potential adverse effects to the GINHL.

C. The Council, the SHPO, and/or the City may periodically visit the Island to survey the condition of buildings within the GINHL. The USCG and GSA shall cooperate with the Council, the SHPO, and/or the City in scheduling such visits.

D. After two years of caretaker maintenance, the USCG and GSA shall consult with the Council, the SHPO, and the City to determine what, if any, changes are needed in the caretaker maintenance program.

III. Property Disposal

Responsibility for implementing the stipulations contained in this Section III will depend upon which Federal agency has responsibility for disposal of the Island. If the USCG reports the Island to GSA as excess property, then GSA shall be responsible for ensuring that the following stipulations are carried out. If the USCG is authorized by the Congress to dispose of the property directly, the USCG shall be solely responsible for implementing such stipulations.

A. The disposal agency shall consult with the Council, the SHPO, the City, the National Trust, and the USCG (if not the disposal agency) in developing a Governors Island Preservation and Design Manual (Manual) which will establish minimum standards for activities within the GINHL. These standards, together with supplemental guidelines for their application, will ensure long term protection of the Island's historic resources. The Manual shall include, but not be limited to, the elements contained in the product description "The Governors Island Preservation and Design Manual" (Attachment B).

B. Preservation covenants will be included in all licenses, leases, or transfers of property in the GINHL. The disposal agency will consult with the Council, the New York SHPO, the City, and the USCG (if not the disposal agency) to develop the content of the covenants. The covenants shall require adherence to the Manual's standards and guidelines. The assignment of covenants will be addressed in an amendment to this Agreement in accordance with Section VI.D of this Programmatic Agreement. If an amendment is not executed by June 1, 1996, the Council shall make the determination as to what party, either the SHPO, the City, or both, shall hold the covenants. The Council's determination shall be binding to the parties to this agreement. Administration of the covenants will be determined through a partnership agreement between the City and SHPO. Administration of the covenants will be appropriately coordinated with the City Landmarks Preservation Law.

C. In the development and analysis of alternatives for reuse of the Island, the disposal agency shall incorporate reuse of the GINHL into planning for the entire island. The disposal agency shall consult with the Council, the SHPO, the City, the National Trust, and the USCG (if not the disposal agency) to identify and implement methods for facilitating creative planning.

D. The disposal agency shall solicit and encourage public involvement during the disposal process. The disposal agency shall include a discussion of the Section 106 process and a copy of this Agreement in the National Environmental Policy Act (NEPA) document prepared for the disposal. Joint public hearings pursuant to NEPA and Section 106 of the National Historic Preservation Act shall be held. The disposal agency shall consult with the Council, the SHPO, the City, and the USCG (if not the disposal agency) to determine whether any additional public outreach, including additional public hearings, may be warranted.

IV. Coordination of Consultation

During consultation pursuant to this Agreement, the disposal agency shall seek to identify interested persons, as defined in 36 CFR Section 800.2(h), who wish to participate in consultation. Such interested persons shall be invited to participate as consulting parties, provided that GSA, the USCG, the New York SHPO, and the Council agree that such participation would be appropriate.

V. Dispute Resolution

A. During any consultation pursuant to this Agreement, the disposal agency shall consider the views of all parties participating in the consultation. If the disposal agency, the Council, the SHPO, and the City reach agreement during any consultation pursuant to this Agreement, these parties may proceed to finalize and implement the agreed-upon measures.

B. Other than as provided for in Stipulation III.B, should the disposal agency, the Council, the SHPO, and the City be unable to reach agreement during any consultation pursuant to this Agreement, the disposal agency shall request the views of the Council. Within 30 days of such request, the Council shall either:

1. Provide the disposal agency with recommendations, which the disposal agency shall take into account in reaching a final decision regarding the issue; or

2. Notify the disposal agency that the Council will comment pursuant to 36 CFR Section 800.6(b), and proceed to comment. The resulting comment shall be taken into account by the disposal agency in accordance with 36 CFR Section 800.6(c)(2) and Section 110(l) of the Act.

Any recommendation or comment provided by the Council is understood to relate only to the subject in dispute. The remaining provisions of this Agreement will remain unaffected.

C. If at any time during implementation of this Agreement a written objection pertaining to this Agreement is raised by a member of the public, the disposal agency shall provide the signatories to this Agreement with a copy, and take the objection into account.

VI. Duration, Implementation, Termination, and Amendments

A. The fulfillment of the stipulations in this Agreement is subject to the availability of funds. This Agreement is not an obligation of funds in advance of an appropriation of such funds, and it does not constitute authority for the expenditure of funds. If funds are not available to fulfill the stipulations of this Agreement, the disposal agency shall notify the Council, the SHPO, and the City and comply with all requirements of 36 CFR Part 800.

B. Execution and implementation of this Agreement evidences that the USCG and GSA have satisfied their Section 106 and Section 110(f) responsibilities for closure and disposal of the Island.

C. Any signatory party may terminate this Agreement by providing 30 days notice to other parties, provided that the terminating party agrees to consult with all parties during the period prior to termination to seek agreement on amendments or other actions that would avoid termination. In the event of termination, the disposal agency shall comply with 36 CFR Parts 800.4 – 800.6. Notwithstanding the foregoing, the City may withdraw from this Agreement by providing 30 days notice to the other parties, and such withdrawal shall not result in the termination of the Agreement. Such withdrawal shall not affect the USCG's and the GSA's satisfaction of their Section 106 and Section 110(f) responsibilities. In the event that the City elects to so withdraw, any covenant assigned to the City pursuant to Section III.B, or any amendment thereto, shall go to SHPO.

D. Any party to this Agreement may request that it be amended, whereupon the parties will consult in accordance with 36 CFR Part 800.13 to consider such amendment.

Concurrent Approval and Signature Page for
the Programmatic Agreement Among
the United States Coast Guard,
the Advisory Council on Historic Preservation,
the New York State Historic Preservation Officer,
the City of New York, and
the National Trust for Historic Preservation
Regarding Closure and the Process for Disposal of
the United States Coast Guard Support Center
on Governors Island, New York, New York

NEW YORK STATE HISTORIC PRESERVATION OFFICER

By: J.W. Aldrich Date: 12 April '96

J. Winthrop Aldrich
Deputy Commissioner for Historic Preservation

Concurrent Approval and Signature Page for
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ADVISORY COUNCIL ON HISTORIC PRESERVATION

By: Cathryn Slater Date: 4-12-96

Cathryn Slater
Chairman

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on Governors Island, New York, New York

UNITED STATES COAST GUARD

By: _____ Date: APR 11 1996

J. D. Garrison, Captain, U. S. Coast Guard
Deputy Commander, Maintenance and Logistics Command Atlantic

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GENERAL SERVICES ADMINISTRATION

By: _____ Date: 4/12/96

Paul M. Lynch
Director, New England Zone
Property Disposal Division

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THE CITY OF NEW YORK

By: _____ Date: 4/12/96

Fran Reiter
Deputy Mayor

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Concurring Party:

NATIONAL TRUST FOR HISTORIC PRESERVATION

By: _____ Date: _____

Richard Moe
President, National Trust for Historic Preservation

April 11, 1996

Governors Island Standard Maintenance Summary

Scope of Standard Caretaker Maintenance:

The equivalent of BRAC Level III (as described in the Navy document, "Base Realignment and Closure Facility Layaway and Caretaker Maintenance Standards" dated September 1994), which anticipates reuse within 6 to 24 months.

Structural integrity, weather tightness, and utility systems will be maintained to prevent deterioration (e.g. water faucets, toilets in vacant buildings periodically turned on to maintain "wet traps"; unnecessary electrical circuits deenergized, etc.). Heat maintained above 50 degrees in the winter, no air conditioning. Appliances winterized. Grounds maintenance is continued to maintain marketable appearance.

A facility maintenance staff of approximately 24 employees is anticipated for the caretaker maintenance of both historic and non-historic facilities on Governors Island. Coast Guard design, contracting, and construction management offices will supplement the caretaker maintenance staff for contracted maintenance projects.

Routine Cyclical Historic Maintenance:

From the Governors Island Historic Maintenance Plan, developed by John Milner and Associates in 1994, the following cyclical maintenance will be performed on historic structures.

Fall:
- Clean gutters and downspouts of leaves and debris
- Clean window wells of debris
- Repair window and storm sash as needed to ensure proper functioning and weathertightness
- Turn off water and drain exterior hose bibs
- Service heating system as required to ready for winter heating season
- Clean working chimney flues

Winter:
- Shovel snow and ice from walkways (minimize use of de-icing salts)
- Bleed boilers according to manufacturer's instructions

Spring:
- Clean gutters and downspouts of leaves and debris
- Clean window wells of debris
- Repair broken window screens
- Shut down heating plant according to manufacturer's instructions

Summer:
- Remove weeds located adjacent to foundations

Non-seasonal:
- Replace broken window glass
- Prune certain types of shrubs and trees
- Repair damage caused by severe weather

Attachment A

Routine Historic Inspection Schedule:

Semi-Annually:

- Foundations
  - Site Drainage
- Roofing Systems
  - Clogged gutters and downspouts
  - Broken/disconnected downspouts
  - Open Seams
  - Paint failure in terne metal roofs
  - Cracked, broken, and missing shingles
  - Loose, bent, and displaced flashings
- Windows and Doors
  - Broken glass

Annually:

- Foundations
  - Cracked, spalled, and displaced masonry
  - Open mortar joints
  - Efflorescence
  - Flaking, scaling, and crumbling stone
- Walls
  - Cracked, spalled, and displaced masonry
  - Open mortar joints
  - Efflorescence
  - Flaking, scaling, and crumbling stone
  - Paint failure endangering wood substrate
  - Rotted wood
- Windows and Doors
  - Glazing and sealant failure
  - Rotted wood or rusted steel
  - Missing or broken screens and storm sash
  - Paint failure
- Other
  - Sealant at dissimilar materials
  - Paint failure at iron and steel elements
  - Plant growth

Non-Recurring Historic Maintenance:

Accomplishment of Governors Island Historic Maintenance Plan Level I and II exterior work shall be performed on a prioritized basis, at a rate of roughly 10% of the Plan per year. Non-recurring historic maintenance will not include purely cosmetic maintenance nor capital improvements. The maintenance shall be accomplished both by in-house workforce and by commercial contractors. Historic maintenance shall be prioritized in such a manner to minimize deterioration of the historic structures. Work shall be performed in accordance with The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (revised 1992).

The SHPO and the City may provide recommended maintenance priorities to the disposal agency by December 31st of each year, for maintenance projects to be programmed for the upcoming maintenance season. The disposal agency shall consider the maintenance priorities in development of a maintenance program.

Fire Protection:

Limited On-Island fire fighting staff will be provided to protect historic property, since fire risk will be greatly reduced due to minimum number of residents and fewer hazardous type operations (e.g. welding).

One fully staffed pumper truck will be provided in standard maintenance, in conformance with NFPA and OSHA guidelines. At least five (5) career fire fighting staff will be on duty at any time. The career fire fighting staff may be supplemented by staff from the caretaker crew. Existing fire fighting apparatus and equipment will remain on Governors Island during caretaker status.

Manhattan fire department can currently respond within 1-hour. The USCG shall modify the CG mutual aid agreement with NYC to respond in second response. Caretaker crew would be responsible for locating the fire and attempting to prevent it from spreading by creating "fire breaks/boundaries". NYC Fire Boats are located at South Battery less than a mile away to handle any waterfront structures.

Security:

At least two 24-hour roving security guards will be provided to perform security patrols. Special care will be afforded to the historic structures to prevent vandalism. Historic properties will be securely locked. The roving watch shall check all locked structures, and prevent boats from landing. The exact number of security guards and vehicles shall be determined by the disposal agency, recognizing the cost of vandalism repairs. Street lighting will be provided during caretaker status. "No Trespassing" signs will be posted at all points of boat landing.

If security measures prove inadequate to protect the historic properties, the disposal agency shall renew consultation with the Advisory Council, the SHPO, and the City.

Monitoring Standard Maintenance:

The disposal agency shall submit an annual report to the Advisory Council and the NY SHPO and the City, covering the Federal fiscal year ending September 30th, detailing the historic maintenance accomplished during the year, and a summary of historical structure inspections conducted during the year. This report will be provided by October 30th of each year.

April 11, 1996

U. S. GENERAL SERVICES ADMINISTRATION

PRODUCT DESCRIPTION

for

GOVERNORS ISLAND PRESERVATION AND DESIGN MANUAL

Governors Island, New York, NY

The Governors Island Preservation and Design Manual will provide minimum standards for design, preservation, rehabilitation, conservation, restoration, maintenance, adaptive reuse and new construction for buildings, structures, objects, cultural landscapes, sites, and other cultural resources contained within, or associated with, the Governors Island National Historic Landmark District (the Historic Landmark District). These standards, together with supplemental guidelines for their application, are intended to ensure long-term protection of the Island's historic resources consistent with the Secretary of the Interior's Standards and Guidelines while facilitating and encouraging adaptive reuse and economic development. These standards will apply to prospective purchasers, developers, and / or users of the Island's historic resources. The Maintenance Plan for Governors Island National Landmark Historic District, prepared by John Milner Associates, Inc. for the U. S. Coast Guard, dated January 31, 1994, will serve as a reference document to the Design Manual.

The Design Manual will establish categorical preservation treatments, encompassing all historic and cultural resources within the Historic Landmark District, each of which will include minimum preservation and construction standards, along with appropriate guidelines for adaptive reuse. Each building, structure, object, cultural landscape, site and other cultural resource will be evaluated and assigned a particular treatment category, against which future development and adaptive reuse plans may be assessed. Where applicable, contiguous or similar resources may be designated as treatment "zones," with corresponding sets of preservation standards. Procedures will be provided for the identification, evaluation and treatment of historic and pre-historic archeological resources. Such treatment categories shall include a designation termed "fully specified" for historic element treatments that are specified to the degree that a significant level of interpretation is not required. The Manual will also include a historical overview of the Island and key map(s) identifying each cultural resource by its designated category or zone, including identified archeological sites or archeologically sensitive areas.

A transition, or buffer, zone along the boundary of the Historic Landmark District will be considered, and if required, identified in the Design Manual. A separate set of design standards will be considered for this area. Transition zone standards (and restrictions), if required, will focus primarily on ensuring compatibility of new construction, landscape, and streetscape improvements/amenities to minimize future adverse impact of development in this area on the extant Historic Landmark District. Guidelines for new building construction, alterations, and adaptive reuse will focus on the compatibility of such design elements as massing, scale,

ATTACHMENT B

materials, color, orientation, proportions, form(s), and siting. As with preservation standards and treatments, guidelines will draw heavily upon photographic examples, sketches, and other illustrations to assist the user(s) in interpreting and applying the content of the Design Manual. While preservation standards will stress retention of historic fabric wherever possible, and identify restrictions on demolition, alteration, and expansion as necessary, the Manual will also focus on utilizing the historic character of the Island as a catalyst for promoting/enhancing economic development and reuse.

Although broader land use planning issues, particularly for the non-historic district areas, are outside the scope of the guidelines, extensive coordination with the development of the overall land use/master plan, being separately undertaken, will be required.

Additionally, the Design Manual shall include a synopsis of the historical significance of key buildings and areas within the Historic Landmark District. Individual buildings should be classified in terms of listing as National Historic Landmarks, National Register of Historic Places properties, and/or New York City Landmarks. All buildings within the Historic Landmark District shall be listed and classified according to their relative significance.

AMENDMENT NO. 1
TO
PROGRAMMATIC AGREEMENT
AMONG
THE UNITED STATES COAST GUARD,
THE GENERAL SERVICES ADMINISTRATION,
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION,
THE NEW YORK STATE HISTORIC PRESERVATION OFFICER
THE CITY OF NEW YORK
AND
THE NATIONAL TRUST FOR HISTORIC PRESERVATION
REGARDING CLOSURE AND THE PROCESS FOR DISPOSAL OF
THE UNITED STATES COAST GUARD SUPPORT CENTER
ON GOVERNORS ISLAND, NEW YORK, NEW YORK

WHEREAS, the United States Coast Guard (USCG) the General Services Administration (GSA), the Advisory Council on Historic Preservation (Council), the New York State Historic Preservation Officer (SHPO), the City of New York (City), and the National Trust for Historic Preservation (National Trust) (the "parties") have executed a Programmatic Agreement dated April 11, 1996, in accordance with Sections 106 and 110(f) of the National Historic Preservation Act (the "Agreement");

WHEREAS, Paragraph III.B of the Agreement anticipates that the assignment of covenants will be addressed in an amendment to the Agreement; and

WHEREAS, the parties have consulted one another on this issue in accordance with Paragraph VI.D of the Agreement and 36 CFR Part 800.13;

NOW THEREFORE, the USCG, GSA, the Council, the SHPO, and the City agree that the Agreement shall be amended as follows:

1. Paragraph III.B should be deleted and in its place new paragraph III.B should be inserted as follows:

III.B.1. The disposal agency shall consult with the Council, the SHPO, the City, and the USCG (if not the disposal agency) to develop the contents of preservation covenants ("covenants"). SHPO shall hold the covenants and shall be designated as the "Covenantee" in the covenants. The disposal agency agrees that the covenants shall be recorded against the property and shall be included as part of the terms and conditions in any and all licenses, leases, or transfers of property in the Governors Island National Historic Landmark District (GINHL), except for cases where property is not determined surplus to the Federal Government and is transferred to another Federal Agency. In addition to any other terms agreed upon, the covenants with respect to transfer of ownership shall include the following terms:

" a. The Covenantor agrees to be bound by the Manual's standards and guidelines.

b. Covenantor agrees that the SHPO may at SHPO's discretion, without prior notice to covenantor, convey and assign all or part of its rights and responsibilities contained in the covenant to a third party, including the City of New York.

c. Covenantor recognizes that the City's Landmark Preservation Law gives the City independent review, enforcement and approval authority of projects within the GINHL. In order to facilitate and coordinate review, approval and enforcement under the City's Landmark Preservation Law and pursuant to this covenant, and in order to avoid duplicative reviews, SHPO and the City have entered into a covenant administration agreement, a copy of which is attached and incorporated by reference. Covenantor agrees to be bound by the terms of this agreement and specifically consents to administration and enforcement of the covenants by SHPO and the City as provided in the covenant administration agreement. Covenantor hereby grants to SHPO and the City such rights of entry as may be required to permit administration and enforcement pursuant to the terms of the covenant administration agreement.

d. The covenant shall be a binding servitude upon GINHL and shall be deemed to run with the land and inure to the benefit of SHPO and its successors and assigns. Execution of this covenant shall constitute conclusive evidence that (name of recipient) agrees to be bound by the foregoing conditions and restrictions and to perform the obligations herein set forth. "

2. As part of the covenant administration agreement referred to in subparagraph III.B(1)(c), SHPO and the City shall use their best efforts to develop a review process that will eliminate duplicative reviews of projects and assist project applicants in complying with the terms of the covenants and the City Landmarks Preservation Laws.

Concurrent Approval and Signature Page for
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the Advisory Council on Historic Preservation,
the New York State Historic Preservation Officer,
the City of New York, and
the National Trust for Historic Preservation
Regarding Closure and the Process for Disposal of
the United States Coast Guard Support Center
on Governors Island, New York, New York

NEW YORK STATE HISTORIC PRESERVATION OFFICER

By: _____ Date: 3 June 96

J. Winthrop Aldrich
Deputy Commissioner for Historic Preservation

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ADVISORY COUNCIL ON HISTORIC PRESERVATION

By: Cathryn Slater Date: 6-5-96

Cathryn Slater
Chairman

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UNITED STATES COAST GUARD

By: P. J. Barrett Date: 6-17-96

T. Barrett, Captain, U. S. Coast Guard
Deputy Commander, Maintenance and Logistics Command Atlantic

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GENERAL SERVICES ADMINISTRATION

By: _____ Date: 6/4/96

Paul M. Lynch
Director, New England Zone
Property Disposal Division

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THE CITY OF NEW YORK

By: _____ Date: 6/6/96

Fran Reiter
Deputy Mayor

Concurrent Approval and Signature Page for
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Concurring Party:

NATIONAL TRUST FOR HISTORIC PRESERVATION

By: _____ Date: _____

Richard Moe
President, National Trust for Historic Preservation

APPENDIX B.

Coastal Zone Boundary Consistency Determination
New York City Waterfront Revitalization Program

COASTAL ZONE BOUNDARY CONSISTENCY DETERMINATION; NEW YORK CITY WATERFRONT REVITALIZATION PROGRAM

The New York City Waterfront Revitalization Program (WRP) currently consists of 56 policies which range from general policy directives to guidelines and practical instruction. The New York State Coastal Zone Management Program, which implements all Federal policies regarding the coastal zone, makes up 44 of these 56 policies. The remaining 12 policies are specific to New York City's program.

The New York City Department of City Planning adopted the Waterfront Revitalization Program (WRP) in 1982 in response to local, state, and federal issues in the waterfront area. The WRP established a Coastal Zone Boundary within which all projects are to be reviewed by the Department of City Planning for consistency with the established policies. This boundary does not include Federally-owned properties. As such, Governors Island is not technically included within the zone and would therefore not require a Waterfront Consistency Assessment.

The General Services Administration recognizes the potential that Governors Island could be disposed of to a non-Federal entity. In this case, such transfer of ownership could trigger a change in the Coastal Zone Boundary to include Governors Island. This change would require a Waterfront Consistency Assessment be performed for future actions on the island. In response to this understanding, the attached appendix contains a NYC Waterfront Revitalization Program Consistency Assessment Form based on the administrative action of disposal of Governors Island. Although not a requirement, the form has been completed and included to demonstrate that the Federal Government administrative action of disposal of Governors Island would not be inconsistent with the New York City Waterfront Revitalization Program. GSA is presently in consultation with the New York State Department of State, Division of Coastal Resources, concerning consistency of the disposal action with New York State and New York City's Coastal Zone Management Programs.

An assessment for the Disposition action has also been conducted to the proposed revisions to the NYC WRP policies. This assessment has been included in the Environmental Consequences Chapter (IV.B and IV.C). Information concerning the potential consistency of Governors Island **reuse** with the NYC WRP has been addressed within the Environmental Consequences Chapter (IV.E). Consistency with the WRP has been reviewed for each of the Land Use Options analyzed in this report. It would be the ultimate responsibility of the parties who eventually implement a site specific plan on Governors Island to demonstrate their plans consistency or lack of consistency with the NYC WRP.

NEW YORK CITY WATERFRONT REVITALIZATION PROGRAM

Consistency Assessment Form

Proposed actions subject to CEQR, ULURP, State or Federal Agency Actions that are situated within the designated boundaries of New York City's Coastal Zone must be assessed for their consistency with the City's Local Waterfront Revitalization Program (LWRP). New York City's LWRP was adopted as a 197-a Plan in coordination with local, State, and Federal laws and regulations, including the State's Coastal Management Program (Executive Law, Article 42) and the Federal Coastal Zone Management Act of 1972 (P.L. 92-583). This form is intended to assist an applicant in certifying that the proposed activity is consistent with the local Waterfront Revitalization Program. It should be completed at the time when the local or state application is prepared. The Department of City Planning will use the completed form and accompanying information in its review of the applicant's certification of consistency. Answering "yes" to a question in section C does not necessarily mean an inconsistency exists but rather is intended to alert the applicant and reviewer that additional information is required.

A. APPLICANT

1. Name: General Services Administration (GSA)
   (please print)

2. Address: Peter Sneed, GSA 26 Federal Plaza, Room 1609 New York, New York 10278

3. Telephone: Area Code (212) 264-3581

   Owner: The United States of America

B. PROPOSED ACTIVITY

1. Brief description of activity: Disposition of Federal Property to another entity. A specific entity has not been selected nor is a specific reuse being proposed. The property under consideration for disposal is Governors Island, New York.

2. Purpose of activity: To comply with the Balanced Budget Act of 1997

3. Location of activity:

   New York County — County

   Governors Island, New York Harbor — Street or Site Description

4. Type of local or state action required: The action is an administrative action of the Federal Government and requires no local action

5. If a federal or state permit/license was issued or is required for the proposed activity, identify the agency and provide the application or permit number, if known: NA

6. IS federal or state funding being used to finance the project? If so, please identify the funding source.
   No financing is being requested as this is an administrative action

C.COASTAL ASSESSMENT The following checklist represents in a broad sense, the 44 State Coastal Zone Management Program policies and 12 City LWRP policies. (The numbers and letters in parentheses after each question indicated the policy or policies that are the focus of the question.) A listing and detailed explanation of the Waterfront Revitalization Program policies titled New York City Waterfront Revitalization Program Manual can be obtained from the Department of City Planning Book Store located at 22 Reade Street, Manhattan, (212) 720-3667. Figures listed after various questions can be found in Section 3K of the Manual and are simplified, for information concerning detailed maps please contact the Department of City Planning, Waterfront and Open Space Division, (212) 720-3620.

Check either "Yes" or "No" for each of the following questions.

		YES	NO
1.	Is the site(s) that would be affected by the action located in or near any significant coastal fish and wildlife habitats? (7) (see Figure 3K-2)	__	X
2.	Would the action involve any activity in or near a tidal or freshwater wetland? (44) (see Figure 3K-3)	__	X
3.	Would the action result in any activities within a Federally designated flood hazard area and/or State-designated erosion hazard area? (11, 12, 17, C, D, E) (see Figure 3K-4)	__	X
4.	Would the action involve construction or reconstruction of a flood or erosion control structure? (13, 14, 16, 17, C, D, E)	__	X
5.	Would the action involve any new or increased activity on or near any beach, dune, barrier island, or bluff? (12, G)	__	X
6.	Would the action involve mining, dredging, or dredge disposal, or placement of dredged or fill materials in coastal waters? (15, 35, B)	__	X
7.	Would the action result in any of the following: -Shipping, handling, or storing of solid wastes, hazardous materials, or other pollutants; -Development of a site that may contain contamination or has a history of underground fuel tanks, oil spills, etc.; -Construction activities that could lead to erosion. (8, 36, 37, 38, 39)	__ __ __	X X X
8.	Would the action result in the discharge of toxins, hazardous substances, or other pollutants, effluent, or waste into any waters? (8, 30, 31, 34, 37, 38, 40)	__	X
9.	Would the action result in the draining of storm water runoff or sewer overflows into coastal waters? (8, 32, 33)	__	X
10.	Would the project in any way affect the water quality classification of nearby waters or be unable to be consistent with that classification? (31) (see Figure 3K-5)	__	X
11.	Would the action cause violations of the National or State air quality standards? (41, 42)	__	X
12.	Would the action result in significant amounts of acid rain precursors (nitrates and sulfates)? (43)	__	X
13.	Would the action have any effect on commercial or recreational use of fish resources? (9, 10)	__	X
14.	Would the action have any effects on surface water or groundwater supplies? (38)	__	X
15.	Would the action result in a reduction of existing or required access to or along coastal waters, public access areas, public parks or open spaces? (19, 20, 21, F)	__	X

		Yes	No
16.	Would the action result in any development along the shoreline but NOT include new water-enhanced or water-dependent recreation space? (21, 22)	__	X
17.	Would the action result in new open space that is not accessible to immobile (handicapped) user groups? (F)	__	X
18.	Would the action result in the provision of open space without the provision for its maintenance? (H)	__	X
19.	Would the action affect natural or built resources that contribute to the scenic quality of a coastal area? (25)	__	X
20.	Does the site currently include elements that degrade the area's scenic quality or block views to the water? (25)	__	X
21.	Would the proposed action have a significant adverse impact on historic or archaeological resources? (23)	__	X
22.	Would the action be located in an important maritime and industrial area as shown in the New York City Comprehensive Waterfront Plan? (see Figure 3K-6) Some of these areas may include portions of the following locations: -Kill Van Kull in Staten Island from Howland Hook to Snug Harbor; -Brooklyn waterfront at Red Hook and Sunset Park (from Pier 6 to Owls Head); -Brooklyn Navy Yard; -Newtown Creek; and -South Bronx (Port Morris and Hunts Point). (2, 3)	__	X
23.	Would the action be located in a small harbor area (any area with a unique maritime identity; for example, Sheepshead Bay or City Island)? (4)	__	X
24.	Would the action involve the siting or construction of a facility essential to the generation or transmission of energy, or a natural gas facility, or would it develop new energy resources? (27, 29, I)	__	X
25.	Would the action involve ice management practices? (28)	__	X
26.	Would the action affect any sites that have been used as landfills? (J, L)	__	X
27.	Is illegal dumping occurring on a site that would be affected by the action? (K)	__	X
28.	Would the action affect solid waste management goals and objectives? (L)	__	X
29.	Is the site of the action a deteriorated or underutilized waterfront site? (1, A)	__	X
30.	Does the site of the action include any waterfront structures (e.g., piers, docks, bulkheads, wharves, or erosion protection devices)? (A)	__	X
31.	Would the action result in a change in scale or character of a neighborhood? (1)	__	X
32.	If the action would affect a site located on the waterfront, would it facilitate the siting of a use that is NOT water-dependent? (2)	__	X

33. Would the proposed action require provision of new public services or infrastructure in an undeveloped or sparsely populated section of the coastal area? (5, 6) Yes: _ No: X

34. Would the action result in a physical alteration to a site along the waterfront, including land along the shoreline, land underwater, or coastal waters? (2, 11, 12, 18, 20-22, 25, 28, 32, 35, 37, 38, 41, 43, 44, A-E) Yes: _ No: X

D. ADDITIONAL STEPS

If any of the questions in Section C are answered "Yes", then the applicant or agent is advised to consult the local Waterfront Revitalization Program document, available at the Department of City Planning Book Store. The proposed activity must be analyzed in more detail with respect to the applicable state or local coastal policies. On a separate page(s), the applicant or agent shall: (a) identify, by policy numbers, which coastal policies are affected by the activity, (b) briefly assess the effects of the activity upon the policy; and, (c) state how the activity is consistent with each policy. Following the completion of this written assessment, the applicant or agency shall complete Section E and submit the documentation required by Section F.

E. CERTIFICATION

The applicant or agent must certify that the information provided is truthful and that the proposed activity is consistent with the New York City Waterfront Revitalization Program or the State Coastal Management Program, as appropriate. If this certification cannot be made, the proposed activity shall not be undertaken as proposed and the applicant should contact the Waterfront and Open Space Division for further instructions. If the certification can be made, complete this Section.

"The proposed activity complies with New York State's approved Coastal Management Program, or with the applicable New York City Waterfront Revitalization Program, and will be conducted in a manner consistent with such program."

Applicant/Agent's Signature: James P. Dowling For Peter Sneed, GSA Date: June 1, 1998

F. SUBMISSION REQUIREMENTS

1. The applicant or agent shall submit the following documents to the New York City Department of City Planning, Waterfront and Open Space Division, 22 Reade Street, 6W, New York, NY, 10007.

   a. Original signed Waterfront Revitalization Program Assessment Form.
   b. Copy of the completed ULURP, CEQR, or State Permit Application. (If applicable)
   c. Other available information which would support the certification of consistency.

2. If there are any questions regarding the completion or submission of this form, contact the Department of City Planning, Waterfront and Open Space Division at (212) 720-3620.

APPENDIX C.

Affected Environment Tables

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TABLE C-1

New York Harbor Water Quality; Selected Hudson River (N5, N6) and East River (E1) Stations; Calendar Year 1997

Parameter	Units	Average Concentration N5	N6	E1	NYS Class I Standard
Dissolved Oxygen (surface)	mg/l	6.5[1] (5.04)[2]	6.5[1] (5.23)[2]	5.5[1]	4.0
Dissolved Oxygen (bottom)	mg/l	5.8[1] (4.36)[2]	6.5[1] (5.17)[2]	5.4[1] (3.33)[2]	4.0
BOD_5 (surface)/BOD_5 (bottom)	mg/l	2.1/2.3	2.8/2.7	2.2/ 2.4	--
Total Coliform (surface)	MPN/100 ml	1,991[3]	2,634[3]	1,914[3]	10,000
Total Coliform (bottom)	MPN/100 ml	1,494[3]	979[3]	1,004[3]	10,000
Fecal Coliform (surface)	MPN/100 ml	42	65	53	2,000
Fecal Coliform (bottom)	MPN/100 ml	21	40	39	2,000
Total Suspended Solids (surface/bottom)	mg/l	23/35	23/29	23/26	--
NH_4-N/(NO_3 + NO_2) - N	mg/l	0.773/0.371	0.354/0.317	0.448/0.36	--
Total Phosphorus	mg/l	0.144	0.138	0.154	--
Arsenic	µg/l	--	--	--	36[5,6]
Cadmium	µg/l	0.089[4,7]	--	--	7.7[5,7]
Chromium	µg/l	--	--	--	50[5,7]
Copper/Lead	µg/l	1.81[4,8]	--	--	5.6/7.9[9]
Lead	µg/l	1.38[4,7]	--	--	8.6[5,7]
Mercury	µg/l	0.0128[4,8]	--	--	0.1[5,8]
Nickel/Silver	µg/l	1.63[4,7]/0.038[4,8]	--	--	7.1[5,7]/---
Zinc/Cyanide	µg/l	7.56[4,7]/---	--	--	67[5,7]/1.0[5]

N5 = Hudson River, Pier A - The Battery; N6 = Upper New York Bay, Bell Buoy 1G; E5 = Lower East River, Pier 10; [1] Represents a summer average for data obtained between June 1 and September 30; [2] Absolute minimum value for calendar year 1997; [3] Latest available data 1996; [4] Data from Battelle Ocean Sciences conducted for USEPA Region 2, Jan. & Oct. 1991, for Hudson River station H1; [5] NYSDEC Guidance Value (NYSDEC TOGS 1.1.1, October 22, 1993); [6] Guidance value and data are for dissolved metal [7] Guidance value and data are for acid-soluble metal; [8] Guidance value and data are for total recoverable metal; [9] Site specific chronic and acute criteria for dissolved copper in NY/NJ Harbor (John Zambrano, NYSDEC, April 25, 1997)

TABLE C-2

Stormwater Runoff Quality for Various Studies

Pollutant	National Stormwater Data				NYC Stormwater Data			Average
	I[1]	II[2]	III[3]	IV[4]	V[5]	VI[6]	VII[7]	
Conventional Pollutants (mg/l)								
BOD_5	9	5	14	8	12	10	18	11
Total Suspended Solids	100	26	93	66	25	-	55	61
NH_3-N	-	0.26	-	-	-	-	0.41	0.34
$(NO_3 + NO_2)$-N	0.68	0.50	0.66	0.62	-	-	0.79	0.65
Total Phosphorus	0.33	0.26	0.29	0.26	-	-	0.53	0.33
Dissolved Phosphorus	0.12	0.16	-	-	-	-	-	0.14
Coliform Bacteria (MPN/100ml)								
Total Coliform	-	-	-	-	175,000	75,000	265,000	172,000
Fecal Coliform	21,000	-	-	2,000	37,000	20,000	92,000	34000
Heavy Metals (μg/l)								
Copper	34	-	39	31	-	-	-	35
Lead	144	18	234	37	-	-	-	28 [8]
Zinc	160	37	217	200	-	-	-	154

(1) US EPA, 1983. Final Report of the Nationwide Urban Runoff Program. USEPA Water Planning Division, Washington, D.C.

(2) T.R. Schueler, 1987. Controlling Urban Runoff : A Practical Manual for Planning and Designing Urban BMPs. Metropolitan Washington Council of Governments. Washington, D.C.

(3) E.D. Driscoll, 1990 Pollutant Loadings and Impacts from Highway Stormwater Runoff. Volume III: Analytical Investigation and Research Report. Federal Highway Administration, McLean, VA.

(4) Loads Assessment Report, Santa Clara County Urban Runoff Program, Woodward Clyde Consultants, 1991.

(5) Jamaica Bay Combined Sewer Overflow Facility Planning Project. O'Brien & Gere Engineers, Inc., 1993.

(6) Outer Harbor CSO Facility Planning Project. Hazen and Sawyer, P.C. and HydroQual, Inc., 1993.

(7) East River Combined Sewer Overflow Facility Planning Project. URS Consultants, Inc. & Lawler, Matusky & Skelly Engineers, 1996.

(8) Lead concentrations monitored in the 1970's and early 1980's reflect leaded gasoline use. As a result stormwater data for II and IV were used to develop average concentrations.

TABLE C-3

Estimated Existing Runoff Volume and Pollutant Loads; Governors Island, New York

Pollutant	Conc.	Units	Pollutant Loading (lbs/day)
Conventional Pollutants			
BOD_5	11	mg/l	33.1
Total Suspended Solids	61	mg/l	183.7
NH_3-N	0.34	mg/l	1.02
$(NO_3 + NO_2)$-N	0.65	mg/l	1.96
Total Phosphorus	0.33	mg/l	0.99
Dissolved Phosphorus	0.14	mg/l	0.42
Coliform Bacteria			
Total Coliform	172,000	MPN/ 100ml	517,900[2]
Fecal Coliform	34,000	MPN/ 100ml	102,400[2]
Heavy Metals			
Copper	35	µg/l	0.105
Lead	28	µg/l	0.084
Zinc	154	µg/l	0.464

Total Area (acre) = 172.6 % Impervious = 42

Average Daily Rain (inch) = 0.18 Runoff Coefficient (Rv) = 0.43[1]

(from maximum annual rainfall) Runoff Volume (MGD) = 0.361

[1] Schueler, T.R., 1987. Controlling Urban Runoff: A Practical Manual for Planning and Designing Urban BMPs. Metropolitan Washington Council of Governments. Washington, D. C

[2] Coliform loads are not shown in pounds/day. Values shown are input to 208 Model, with output results comparable to MPN/100ml.

TABLE C-4

Resident Tree Species,[1] Governors Island, New York

Common Name	Scientific Name	Common Name	Scientific Name
Norway maple	*Acer platanoides*	Eastern cottonwood	*Populus deltoides*
Red maple	*Acer rubrum*	Red Oak	*Quercus rubra*
Silver maple	*Acer saccharinum*	White Willow	*Salix alba*
Horse chestnut	*Aesculus hippocastanum*	Japanese Pagoda	*Sophora japonica*
Flowering dogwood	*Cornus florida*	Littleleaf linden	*Tilia cordata*
Tulip tree (yellow poplar)	*Liriodendron tulipifera*	Eastern hemlock	*Tsuga canadensis*
Loebner magnolia	*Magnolia loebneri*	American Elm	*Ulmus americana*
White spruce	*Picea glauca*	Scotch Elm	*Ulmus glabra*
Colorado spruce	*Picea pungens*	Japanese zelkova	*Zelkova serrata*
Austrian pine	*Pinus nigra*	Pin oak	*Quercus palustris*
American sycamore	*Platanus occidentalis*	Red oak	*Quercus rubra*

(1) Environmental Baseline Survey Report for USCG Support Center New York, Governors Island, New York, ABB Environmental Services, Inc., 1996

TABLE C-5

Resident and Transient Bird Species,[1] Governors Island, New York

Common Name	Scientific Name	Common Name	Scientific Name
Spotted sandpiper	*Actitus macularia*	Common loon	*Gavia immer*
American widgeon	*Anas americana*	Northern oriole	*Icterus galbula*
Mallard	*Anas platyrhynchos*	Herring gull	*Larus argentatus*
American black duck	*Anas rubripes*	Laughing gull	*Larus atricilla*
Lesser scaup	*Aythya affinus*	Ring-billed gull	*Larus delewarensis*
Redhead	*Aythya americana*	Great black-backed gull	*Larus marinus*
Greater scaup	*Aythya marila*	Red-breasted merganser	*Mergus serrator*
Canvasback	*Aythya valisineria*	Northern mockingbird	*Mimus polyglottos*
Brant	*Branta berncla*	Black-and-white warbler	*Mniotilta varia*
Canada goose	*Branta canadensis*	Black-capped chickadee	*Parus atricapillus*
Bufflehead	*Bucephala clangula*	House sparrow	*Passer domesticus*
Northern cardinal	*Cardinalis cardinalis*	Double-crested cormorant	*Phalacrocorax auritus*
House finch	*Carpodacus mexicanus*	Downy woodpecker	*Picoides pubescens*
Chimney swift	*Chaetura pelagica*	Common tern	*Sterna hirundo*
Killdeer	*Charadrius ociferus*	European starling	*Strunus vulgaris*
Northern flicker	*Colaptes auratus*	House wren	*Troglodytes aedon*
Rock dove	*Columbia livia*	American robin	*Turdus migratorius*
American crow	*Corvax branchyryhnchos*	Mourning dove	*Zenaida macroura*
Blue jay	*Cyanocitta cristata*	Horned lark	*Eremophila alpestris*

[1] Environmental Assessment for the Closure of Support Center New York, Tetra Tech, 1995.

TABLE C-6

Mammal Species,[1] Governors Island, New York

Common Name	Scientific Name
Feral cat	*Felis domesticus*
House mouse	*Mus musculus*
Keen's bat	*Myotis keeni*
Little brown bat	*Myotis lucifungus*
Eastern pipistrel bat	*Pipistrellus subflavus*
Norway rat	*Rattus norvegicus*
Black rat	*Rattus rattus*
Eastern grey squirrel	*Scurius carolinensis*
Fox squirrel	*Scurius niger*

[1] Environmental Assessment for the Closure of Support Center New York, Tetra Tech, 1995.

TABLE C-7

Representative Macroinvertebrates Species in the East River,[1,2] Governors Island, New York

Macroinvertebrates		
Acteon punctostriatus	Crepidula fornicata	Hexapanopeus angustifrons
Addisonia paradoxa	Crepidula plana	HIRUDINEA, unid. sp.
Alteutha depressa	Cyathura polita	Hydractinia echinata
Ampelisca abdita	Diadumene leucolena	Hydrobidae sp.
AMPITHOIDAE, unid. sp.	Dispio uncinata	HYDROZOA, unid. sp.
Amphithoe rubricata	Doridella obscura	Hypaniola grayi
Amphitrite ornata	Edotea triloba	Jaera marina
Ampithoe valida	Elasmopus levis	Jassa marmorata
Ampithoe longimana	Electra crustulenta	Lagisca extenuata
Anobothrus gracilis	Ensis directus	Leitoscoloplos robustus
ANTHOZOA, unid. sp.	Erichthonius brasiliensis	Leitoscoloplos, unid. sp.
Asabellides oculata	Eteone heteropoda	Lembros smithi
Autolytus prolifer	Eubranchus exiguus	Lembros websteri
Balanus improvisus	Eulalia sanquinea	Lepidonotus squamatus
Barentsia major	Eumida sanguinea	Lepidonotus sublevis
BIVALVIA, unid. sp.	Euplana gracilis	Lepidametriz commensalis
Botryllus schlosseri	Eurypanopeus depressus	LEPTONIDAE, unid. sp.
Campanularia flexuosa	Fabriciola sp.	Leucon americanus
Cancer irroratus	Gammarus annulatus	Libinia emarginata
Capitella capitata	Gammarus daiberi	Limnoria lignorum
Caprella linearis	Gammarus sp., juv	Limnoria tripunctata
Caprella penantis	GASTROPODA, unid. sp.	Lineus bicolor
Cerebratulus lacteus	Glycera americana	Lineus ruber
Chaetogaster diaphanus	Glycera dibranchiata	Listriella barnardi
CHIRONOMIDAE, unid. sp.	GLYCERIDAE, unid. sp.	Lumbrineris tenuis
CIRRATULIDAE, unid. sp.	Grammarus fasciatus	Macoma balthica
Cirratulus cirratus	Grammarus lawrencianus	Mediomastus ambiseta
Cirratulus grandis	Gyptis vittata	Melita nitida
Corophium acherusicum	Haliclona canaliculata	Mercenaria mercenaria
Corophium bonelli	Haliclona loosanoffi	Microdeutopus anomalus

TABLE C-7

Representative Macroinvertebrates Species in the East River,[1,2] Governors Island, New York

Macroinvertebrates		
Corophium insidiosum	Haliplanella luciae	Microdeutopus damnoniensis
Corophium tubercculatum	Haminoea solitaria	Microdeutopus gryllotalpa
Corophium volutoator	Harmothoe extenuata	Microphthalmus aberrans
Crangon septemspinosa	Harmothoe imbricata	Microphthalmus sczelkowii
Crangon septemspinosus	HESIONIDAE, unid. sp.	Modiolus demissus
Crangonyx pseudogracilis	Heteromastus filiformis	Mogula manhattensis
Cratena pilata	Heteromastus sp.	Molgula manhattensis
Crepidula convexa	Heteromysis formosa	Monoculodes edwardsi
Monoculodes sp. A	Pagurus longicarpus	SABELLIDAE, unid. sp.
Monopylephodous irroratus	Palaemonetes vulgaris	Schistomeringos rudolphi
Mucrogammarus mucronatus	Panopeus herbstii	Schizoporella unicornis
Mulinia lateralis	Paracaprella tenuis	Scolecolepides viridis
Mya arenaria	Parahesione luteola	SIGALIONIDAE, unid. sp.
MYTILIDAE, unid. sp.	Parametopella cypris	Smithsondrilus marinus
Mytilus edulis	Paranaites speciosa	Spio filicornis
Nassarius obsoletus	Parapleustes aestuarius	Spio setosa
Nassarius trivittatus	Pectinaria gouldii	Spio sp., juv
NEMATODA	Pedicellina cernua	Spiochaetopterus costarum
NEMERTINEA, unid. sp.	Peloscolex benedeni	SPIONIDAE, unid. sp.
Neomysis americana	Pelscolex gabriellae	Spiophanes bombyx
Neopanope sayi	Petricola pholadiformis	Spiophanes wigleyi
Neopanopeus sayi	Phyllodoce arenae	Streblospio benedicti
NEPHTYIIDAE, unid. sp.	Pinnixa sayana	Stylochus ellipticus
NEREIDIDAE, unid. sp.	Pinnotheridae sp.	SYLLIDAE, unid. sp.
Nereis acuminata	Podarke obscura	Sytlaria lacustris
Nereis arenaceodonta	Podarkeopsis levifuscina	Tagelus sp., juv
Nereis succinea	Polydora cornuta	Tellina agilis
Nereis virens	Polydora ligni	Tergipes despectus
Odostomia bisuturalis	POLYNOIDAE, unid. sp.	Tharyx acutus
OLIGOCHAETA, unid. sp.	Potamilla sp. A	Tharyx sp. A
Ophelina acuminata	Proceraea sp. A	Tubularia crocea
Orbinia ornata	Rhithropanopeus harrisii	TURBELLARIA, unid. sp.
Ovalipes ocellatus	Sabella microphthalma	Uncilia irrorate
Oxyurostylis smithi	Sabellaria vulgaris	Unciola serrata

[1]East River Landing Aquatic Environmental Study Final Report, EEA, Inc., 1991
[2]Newtown Creek Water WPCP Application for Modification of Secondary Treatment, Hazen and Sawyer, 1984.

TABLE C-8

Colonizing Benthic Invertebrates Sampled in the Lower East River,[1] November 1986 through August 1987

Colonizing Benthic Invertebrates	
Polydora cornuta	*Parapleustes aestuarius*
Microdeutopus gryllotalpa	*Caprella penantis*
Mogula manhattensis	*Ampithoe valida*
Mytilus edulis	*Eteone heteropoda*
Jassa marmorata	*COROPHIIDAE, unid. sp.*
Paracaprella tenuis	*Botryllus sp.*
Botryllus schlosseri	*Potamilla sp. A*
Elasmopus levis	*SYLLIDAE, unid. sp.*
Balanus improvisus	*Unciola serrata*
Corophium insidiosum	*SABELLIDAE, unid. sp.*
Melita nitida	*Lepidonotus squamatus*
Sabellaria vulgaris	*Limnoria tripunctata*
Nereis succinea	*ANTHOZOA, unid. sp.*
Eumida sanguinea	*Phyllodoce, sp., juv*
CAPRELLIDAE, unid. sp.	*Gammarus sp., juv*
NUDIBRANCHIA	*Edotea triloba*
Parametopella cypris	*Sabella microphthalma*
Fabriciola sp.	*NEREIDIDAE, unid. sp.*
Stylochus ellipticus	*Harmothoe imbricata*
Proceraea sp. A	*Capitella capitata*
Corophium sp.	*Stenothoe minuta*
Euplana gracilis	*OLIGOCHAETA, unid. sp.*
HYDROZOA, unid. sp.	*Streblospio benedicti*
Paranaites speciosa	*Gammarus annulatus*

[1]East River Landing Aquatic Environmental Study Final Report, EEA Inc., 1991

TABLE C-9

Representative Fish Species Occurring in the Waters Surrounding the Study Area,[1,2,3] Governors Island, New York

Common Name	Scientific Name	Common Name	Scientific Name
Atlantic sturgeon	*Acipenser oxrhynchus*	Yellowtail flounder	*Limanda ferruginea*
Blueback herring	*Alosa aestivalis*	Tidewater silverside	*Menidia beryllina*
Hickory shad	*Alosa mediocris*	Atlantic silverside	*Menidia menidia*
River herring	*Alosa pseudoharangus*	Northern kingfish	*Menticirrhus saxatilis*
Alewife	*Alosa pseudoharfengus*	Silver hake	*Merluccius bilinearis*
American shad	*Alosa sapidissima*	Atlantic tomcod	*Microgadus tomcod*
American sand lance	*Ammodytes americanus*	Atlantic croaker	*Micropogonias undulatus*
Bay anchovy	*Anchoa mitchilli*	White perch	*Morone americana*
American eel	*Anguilla rostrata*	Striped bass	*Morone saxatilis*
Fourspine stickleback	*Apeltes quadracus*	Striped mullet	*Mugil cephalus*
Silver perch	*Bairdiella chrysura*	White mullet	*Mugil curema*
Gulf menhaden	*Brevoortia patronus*	Smooth dogfish	*Mustelis canis*
Atlantic menhaden	*Brevoortia tyrannus*	Grubby	*Myoxocephalus aeneus*
Black sea bass	*Centropristis striata*	Longhorn sculpin	*Myoxocephalus octodecemspinosus*
Striped blenny	*Chasmodes bosquianus*	Shorthorn sculpin	*Myoxocephalus scorpius*
Atlantic herring	*Clupea harengus harengus*	Oyster toadfish	*Opsanus tau*
Weakfish	*Cynoscion regalis*	Smelt	*Osmerus mordax*
Sheepshead minnow	*Cyprinodon variegatus*	Summer flounder	*Paralichthes dentatus*
Banded killfish	*Fundulus diaphanus*	Butterfish	*Peprilus triacanthus*
Mummichog	*Fundulus heteroclitus*	Rock gunnel	*Pholis gunnelus*
Spotfin killifish	*Fundulus luciae*	Butterfish	*Peprilus triacanthus*
Striped killifish	*Fundulus majalis*	Northern searobin	*Prionotus carolinus*
Atlantic cod	*Gadus morhua*	Striped searobin	*Prionotus evolans*
Threespine stickleback	*Gasterosteus aculeatus*	Winter flounder	*Pseudopleunnectes americanus*
Blackspotted stickleback	*Gasterosteus wheatlandi*	Ninespine stickleback	*Pungitis pungitis*
Lined seahorse	*Hippocampinus erectus*	Big skate	*Raja diaphanes*
Spot	*Leiostomus xanthurus*	Atlantic mackerel	*Scomber scombrus*
Atlantic moonfish	*Selene setapinnis*	Windowpane	*Scophthalmus aquosus*
Northern puffer	*Sphoeroides maculatus*	Hogchoker	*Trinectes maculatus*
Spiny dogfish	*Squalus acanthias*	Red hake	*Urophycis tenuis*
Scup	*Stenotomus chrysops*	White hake	*Urophycis chuss*
Northern pipefish	*Syngnathus fuscus*	Spotted hake	*Urophycis regius*
Tautog	*Tautoga onitis*	Eel pout	*Zoarces anguillaris*

(1) Environmental Assessment for the Closure of Support Center New York, Tetra Tech, 1995.
(2) Inner Harbor CSO Facility Planning Study Hazen and Sawyer, P.C. and HydroQual, Inc., 1993
(3) East River Landing Aquatic Environmental Study Final Report, EEA, Inc., 1991.

TABLE C-10

Summary of Underpier/Interpier Trawl Catch Data by Species,[1] August 1986 through April 1988 (Catch-Per-Unit-Effort)

Taxa	Underpier	Interpier
Winter Flounder	0.012	0.078
Summer Flounder	0.003	0.023
Northern Pipefish	0.003	0.023
Striped Bass	0.003	0.014
American Eel	0.003	0.006
White Perch	0.003	0.006
Atlantic Silversides	0.000	0.006
Lined Seahorse	0.003	0.003
Northern Searobin	0.000	0.006
Grubby	0.006	0.000
Hogchoker	0.003	0.003
Black Sea Bass	0.003	0.000
Atlantic Croaker	0.000	0.003

[1] East River Landing Aquatic Environmental Study Final Report, EEA Inc., 1991.

TABLE C-11
Community Facility Structures on Governors Island

Building Number	Building Name	Total Floor Area ($ft.^2$)	Dimensions (in feet)
13	Saint Cornelius Chapel	14,740	110 x 134
40	Jewish Chapel	2,480	80 x 31
140	Post Office/Police Station	16,038	150 x 53
251	Library Building	8,721	51 x 171
298	Officer's Club/South Battery Club	23,068	146 x 79, 2 stories
301	Child Development Center	22,560	235 x 96
309	Our Lady Star of the Sea Chapel	3,384	36 x 94
324	Mariner's Club	24,656	184 x 67, 2 stories
330	Theater	9,768	74 x 132
400H	Fitness Center (Attic Section of Building 400 Block)	7,120	89 x 180, 3 stories
515	Health Services Clinic (part)	60,988	190 x 80, 4 stories
517	Dental Clinic	4,658	28 x 166
550	Medical/Dental Clinic	70,724	292 x 81, 3 stories
711	Public School 26	28,056	180 x 78, 2 stories
779	Pool/Bath House	1,855	35 x 53
785	Bowling Alley/Burger King	15,876 total	98 x 162 total
825	Island Cafeteria	23,432	160 x 146
960	Firehouse	7,592	73 x 104

TABLE C-12
Open Space Resources on Governors Island

Name	Location	Size	Facilities
Fort Jay Parade	Surrounding Fort Jay	13 acres	Fort Jay; golf course with sand bunkers; a few trees
Nolan Park	Between wooden frame houses at eastern end of Island	5 acres	large canopy trees, brick walkways, pedestrian lighting
Colonels Row Park (Village Green)	Between Officers' Housing and Building. 400	9 acres	brick monument at center; views of Manhattan
Fort Jay Courtyard	Framed by Fort Jay residences	36,100 square feet	planted quadrants; former playground
Fort Jay Ramparts	Outside Fort Jay residences		trees; gunmounts; views in all directions
Arsenal Courtyard	Surrounding Arsenal Building		semi-private
Windward Shore Esplanade	Northwest side of the Island	4000 linear feet	Views of Statue of Liberty; harbor traffic; very windy
Leeward Shore Esplanade	Southeast side of the Island	3600 linear feet	Views of Brooklyn Waterfront; 30-foot lawn
South Battery			Historic fortification; Views of Brooklyn Waterfront
Great Lawn	Center of SW portion of island	Approx. 20 acres	7 ballfields, 1 soccer fd., 1 volleyball ct., 6 basketball nets, tennis courts, swimming pool, bowling alley, picnic area.
South Point Park	Extreme south-western tip of the island	1.0 acre	3 gazebos, swings, steel barbecues, toilet facilities, views of Statue of Liberty/ Verrazano Bridge
Building 400 Courtyards	Center of island		grass
Dining Hall Yard	In front of Island Cafeteria		Undistinguished open lawn with shrubs and trees
Capehart Yard	Between and around 3 seven-story apt. buildings		some parking and playground areas, former ice rink
Cunningham Yard	3 spaces around 11-story high- rise apt building	0.5 to 1 acre each	2 with drop-off areas; 1 landscaped park
Liberty Village Center Court	Interior of Liberty Village Complex near South Point Park	0.5 acre courtyard	landscaping and a playground
Brick Village Courts	3 diagonally connected central courtyards	less than 0.5 acres	stark, not landscaped; former playground

TABLE C-13

Summary of On-Going and Planned Hazardous Materials Investigations and Remedial Activities, Governors Island, New York

USCG PCN	Project Description	Completion Date	Comments
5372	Archaeological Survey Phase II (non-EC&R)	~~4/98~~ 8/98	~~Field work started 3/98.~~ Completed 8/98, awaiting SHPO concurrence
7197 7255 7249	Building 699, Gas Station Closure	~~2/99~~ ongoing	~~Field work started 2/98.~~ Study completed. Coast Guard currently in discussion with U.S. Navy regarding use of remediation contract.
6081 7160	Building 902 UST	~~4/98~~ ongoing	~~Field work to begin 4/98.~~ Groundwater wells in place.
5818	Buildings 301, UST	~~2/98~~ ongoing	In the process of obtaining clean closure concurrence from NYSDEC.
5376 7217 7232	Liberty Village Fuel Spill	~~2/99~~ ongoing	~~Field work started 2/98.~~ Study completed. Coast Guard currently in discussion with U.S. Navy regarding use of remediation contract.
7213 7238	Pesticide Storage Area, Castle Williams	~~4/98~~ ongoing	~~Field work to begin 4/98.~~ Awaiting contract award.
7139	Fort Jay Machine Gun Range	~~4/98~~ ongoing	~~Field work to begin 4/98.~~ Awaiting contract award.
~~8009~~	~~Building 660 UST~~	~~2/98~~	~~Site investigation started 2/98.~~
~~7136~~	~~Operation and Maintenance for Remediation Systems~~	~~4/98~~	~~Field work to begin 4/98.~~

TABLE C-14

Summary of Completed Hazardous Materials Investigations and Remedial Activities, Governors Island, New York

USCG PCN	Project Description	Completion Date	Comments
	ACM Survey	2/97	Final Report 8/97.
	Lead Based Paint Survey/Assessment Report	4/97	Final Report 8/97.
7189	Lead Based Paint Abatement, Building 400F	1/98	Remediation completed.
2802	Buildings 12, 111, 400 UST Closure	1/97	Removal and closure completed.
7006	Fort Jay Pistol Range	4/97	Remediation completed.
7091	Unexploded Ordnance Survey	4/97	Survey completed; no further action.
4092	Building 120, S-651, Dry Cleaning Operations	4/97	No further action.
6083	Building 550, UST	4/97	No further action.
4464	Building 125, Ethylene Glycol Spill	4/97	No further action.
6043	Buildings 138/140, UST Site Assessment	4/97	No further action.
5380	Environmental Baseline Survey (EBS)	4/97	Final report received 5/27/97.
5540	CERFA Report for GI	4/97	Combine CERFA report with EBS.
5372	Archaeological Survey Phase IA	3/94	Final Phase IA completed 6/96.
5372	Archaeological Survey Phase IB	4/97	Final Phase IB completed 8/97.
7006 7250	Building 933, Hazardous Waste Storage Area	2/98	No further action. NYSDEC concurrence letter dated 1/22/98.
6042	Building 903, Sandblast Booth	2/98	No further action. NYSDEC concurrence letter dated 1/22/98.
5820	Building 980, Former Hazardous Waste Storage Area	2/98	No further action. NYSDEC concurrence letter dated 1/22/98.
5862	Solid Waste Transfer	2/98	No further action. NYSDEC concurrence letter dated 1/22/98.
8009	Building 660 UST	2/98	Site investigation completed 4/98; no further action

TABLE C-15: On-Street Parking Conditions, Brooklyn Study Area

Roadway	Physical Capacity	Legal Capacity		Observed Occupancy	
		Mid-Morning	Mid-Afternoon	Mid-Morning	Mid-Afternoon
Joralemon St	94	66	94	94	94
State St	49	49	49	48	48
Atlantic Ave	52	52	52	56	67
Pacific St	43	23	43	43	46
Amity St	76	33	76	76	84
Congress St	77	42	77	17	78
Warren St	100	100	100	77	77
Baltic St	32	32	32	48	54
Kane St	70	56	70	53	56
Degraw St	79	45	79	50	76
Columbia St	51	39	51	36	41
Columbia Pl	24	24	24	24	23
Hicks St SB	38	38	38	27	22
Hicks St NB	82	64	82	39	64
Cheever Pl	59	30	59	51	43
Henry St	118	65	118	80	165
Clinton St	243	119	243	205	234
Tiffany Pl	33	33	33	31	26
Willow Pl	24	24	24	22	21
Garden Pl	24	24	24	23	24
Sidney Pl	22	22	22	20	18
TOTAL	1,390	980	1,390	1,120	1,357

TABLE C-16

National Ambient Air Quality and New York State Standards

Pollutant	Avg. Period	NAAQS		NY State Standards
		Primary	Secondary	Primary
Carbon Monoxide	1 hr.	35 ppm	35 ppm	35 ppm
	8 hr.	9 ppm	9 ppm	9 ppm
Ozone	1 hr.	0.12 ppm ($235\ \mu g/m^3$)	0.12 ppm ($235\ \mu g/m^3$)	0.12 ppm ($235\ \mu g/m^3$)
Nitrogen Dioxide	1 yr.	0.05 ppm	0.05 ppm	0.05 ppm
Lead	3 mos.	$1.5\ \mu g/m^3$	$1.5\ \mu g/m^3$	$1.5\ \mu g/m^3$ (in 24 hours)
Particulates	24 hrs.	$150\ \mu g/m^3$	$150\ \mu g/m^3$	$150\ \mu g/m^3$
	1 yr.	$50\ \mu g/m^3$	$50\ \mu g/m^3$	$50\ \mu g/m^3$
Sulfur Dioxide	3 hr.	--	0.50 ppm ($1300\ \mu g/m^3$)	0.50 ppm ($1300\ \mu g/m^3$)
	24 hr.	0.14 ppm ($365\ \mu g/m^3$)	--	0.14 ppm ($365\ \mu g/m^3$)
	1 yr.	0.03 ppm ($80\ \mu g/m^3$)	--	0.03 ppm ($80\ \mu g/m^3$)
ppm = parts per million				

Source: New York State Department of Environmental Conservation, 1996.

TABLE C-17

Existing Monitored Air Quality Conditions

Pollutant	Monitoring Station	1996 Maximum Values		NY State Standards	Federal Standards	
					Primary	Secondary
Carbon Monoxide	Botanical Gardens	1-hour	11.2 ppm	35.0 ppm	35.0 ppm	35.0 ppm
		8-hour	6.5 ppm	9.0 ppm	9.0 ppm	9.0 ppm
Ozone	Botanical Gardens	1-hour	0.117 ppm	0.12 ppm	0.12 ppm	0.08 ppm
Nitrogen Dioxide (NO_2)	Botanical Gardens	12-month	0.035 ppm	0.05 ppm	0.05 ppm	0.05 ppm
Lead (PB)	Greenpoint	3 months (1st qtr)	0.16 $\mu g/m^3$	1.5 $\mu g/m^3$	1.5 $\mu g/m^3$	--
Particulates (PM_{10})	Morrisania	24-hour	65.0 $\mu g/m^3$	--	150 $\mu g/m^3$	150 $\mu g/m^3$
Sulfur Dioxide (SO_2)	Morrisania	3-hour	0.081 ppm	--	--	0.5 ppm
		24-hour	0.039 ppm	0.14 ppm	0.14 ppm	--

- Maximum values are not to be exceeded more than once a year (one-hour period), except for the O_3 standard. The O_3 standard is not to be exceeded more than one day per year averaged over the last three years.
- ppm = parts per million

Source: New York State Department of Environmental Conservation, March 1998

TABLE C-18
CEPO-CEQR Noise Exposure Standards

Receptor Type	Time Period	Acceptable General External Exposure	Marginally Acceptable General External Exposure	Marginally Unacceptable General External Exposure	Clearly Unacceptable General External Exposure
1.Outdoor area requiring serenity and quiet[2]					
2.Hospital, Nursing Home		$L_{10} \leq 55$ dBA	$55 < L_{10} \leq 65$dBA	$65 < L_{10} \leq 80$dBA	$L_{10} > 80$ dBA
3.Residence, residential hotel or motel	7 AM to 11 PM	$L_{10} \leq 65$ dBA	$65 < L_{10} \leq 70$dBA	$70 < L_{10} \leq 80$dBA	$L_{10} > 80$ dBA
	11 PM to 7 AM	$L_{10} \leq 55$ dBA	$55 < L_{10} \leq 70$dBA	$70 < L_{10} \leq 80$dBA	$L_{10} > 80$ dBA
4.School, museum, library, court, house of worship, transient hotel or motel, public meeting room, auditorium, out-patient public health facility		Same as Residential Day (7 AM - 11 PM)	Same as Residential Day (7 AM - 11 PM)	Same as Residential Day (7 AM - 11 PM)	Same as Residential Day (7 AM - 11 PM)
5.Commercial or office		Same as Residential Day (7 AM - 11 PM)	Same as Residential Day(7 AM - 11 PM)	Same as Residential Day (7 AM - 11 PM)	Same as Residential Day (7 AM - 11 PM)
6.Industrial, public areas only[4]	Note 4	Note 4	Note 4	Note 4	Note 4

Source:
New York City Department of Environmental Protection (adopted by DEP for use in CEQR-1983).

Notes:
(I) In addition, any new activity shall not increase the ambient noise level by 3 dBA or more;
(II) CEPO-CEQR Noise Standards for train noise are similar to the above aircraft noise standards: the noise category for train noise is found by taking the L_{dn} value for such train noise to be an L^{y}_{dn} (L_{dn} contour) value (see Table 3R-5).

[1] Measurements and projections of noise exposures are to be made at appropriate heights above site boundaries as given by ANSI Standards; all values are for the worst hour in the time period.

[2] Tracts of land where serenity and quiet are extraordinarily important and serve an important public need and where the preservation of these qualities is essential of the area to serve its intended purpose. Such areas could include amphitheaters, particular parks or portions of parks or open spaces dedicated or recognized by appropriate local officials for activities requiring special qualities of serenity and quiet. Examples are grounds for ambulatory hospital patients and patients and residents of sanitariums and old-age homes.

[3] One may use the FAA-approved Land contours supplied by the Port Authority, or the noise contours may be computed from the federally approved INM Computer Model using flight data supplied by the Port Authority of New York and New Jersey.

[4] External Noise Exposure standards for industrial areas of sounds produced by industrial operations other than operating motor vehicles or other transportation facilities are spelled out in the New York City Zoning Resolution, Sections 42-20 and 43-21. The referenced standards apply to M1, M2, and M3 manufacturing districts and to adjoining residence districts (performance standards are octave band standards).

TABLE C-19

CEPO-CEQR Exterior Noise Standards and Attenuation Values

Noise Category	Marginally Acceptable	Marginally Unacceptable		Clearly Unacceptable		
Vehicular [a,b]	$65 < L_{10} \leq 70$	$70 < L_{10} \leq 75$	$75 < L_{10} \leq 80$	$80 < L_{10} \leq 85$	$85 < L_{10} \leq 90$	$90 < L_{10} \leq 95$
Train [a,b]	$60 < L_{10} \leq 65$	$65 < L_{dn} \leq 70$	$70 < L_{10} \leq 75$	$75 < L_{dn} \leq 80$	$80 < L_{dn} \leq 85$	$85 < L_{dn} \leq 90$
Aircraft [a,b]	$60 < L^{y}_{dn} \leq 65$	$65 < L^{y}_{dn} \leq 70$	$70 < L^{y}_{10} \leq 75$	$L^{y}_{dn} > 75$	N/A	N/A
Required Attenuation [c]	25 dB(A)	(I) 30 dB(A)	(II) 35 dB(A)	(I) 40 dB(A)	(II) 45 dB(A)	(III) 50 B(A)

Notes:

[a] Different descriptors are used for each noise source: L_{10} for vehicular traffic; L_{dn} for train noise; and L^{y}_{dn} (L_{dn} Contour) for aircraft noise. [*,†]

[b] The various noise sources at a receptor location are measured and reported separately in accordance with generally accepted procedures for assessing an overall noise level. Cases where there is not a clearly dominant noise source require a judicious decision based on adequate field experience and analysis to determine the final noise category that is deemed appropriate for the overall noise exposure at each noise receptor site.

[c] The above composite window-wall attenuation values are for residential dwellings. Commercial office spaces and meeting rooms would be 5 dBA less in each category. All the above categories require a closed window situation and hence an alternate means of ventilation.

[*] L_{dn} requires a 24-hour measurement or supportive analysis if a shorter period is employed.

[†] L^{y}_{dn} = "L_{dn} Contour" is an annual average of L_{dn} values ("y" indicates "yearly average")

TABLE C-20

Population

Area	1980	1990	1997	2002	Change 1980-1990	%	Change 1990-1997	%	Change 1997-2002	%
Governors Island	3,489	2,802	0	n/a	(687)	-20%	(2,802)	-100%		
Manhattan										
Manhattan CT 7	408	154	209	212	(254)	-62%	55	36%	3	1%
Manhattan CT 9	121	424	530	543	303	250%	106	25%	13	2%
Manhattan CT 13	166	363	371	371	197	119%	8	2%	0	0%
Manhattan Study Area	695	941	1,110	1,126	246	35%	169	18%	16	1%
Community District 1	15,918	25,366	n/a	2,334,000	9,448	59%				
Manhattan Borough	1,428,285	1,487,536	n/a	1,528,000	59,251	4%				
New York City	7,071,637	7,322,564	7,381,737	7,370,399	250,927	4%	59,173	1%	(11,338)	-0%
Brooklyn										
Brooklyn CT 3.01	5,353	5,863	5,835	5,790	510	10%	(28)	-0%	(45)	-1%
Brooklyn CT 3.02	45	308	291	282	263	584%	(17)	-6%	(9)	-3%
Brooklyn CT 5	6,173	5,995	5,968	5,907	(178)	-3%	(27)	-0%	(61)	-1%
Brooklyn CT 7	3,272	2,693	2,804	2,838	(579)	-18%	111	4%	34	1%
Brooklyn CT 45	3,587	3,312	3,288	3,272	(275)	-8%	(24)	-1%	(16)	-0%
Brooklyn CT 47	553	553	672	728	0	0%	119	22%	56	8%
Brooklyn CT 49	2,534	2,397	2,403	2,398	(137)	-5%	6	0%	(5)	-0%
Brooklyn Study Area	21,517	21,121	21,261	21,215	(396)	-2%	140	1%	(46)	-0%
Brooklyn Community District 6	110,228	102,228	n/a	n/a	(8,000)	-7%				n/a
Brooklyn Borough	2,231,028	2,300,664	n/a	2,334,000	69,636	3%				n/a

TABLE C-21

Number of Households, Governors Island and Off-Island Study Areas

Area	1980	1990	1997	2002	Change 1980-1990	%	Change 1990-1997	%	Change 1997-2002	%
Governors Island	640	784			144	22%	(784)	-100%	0	
Manhattan										
Manhattan CT 7	278	98	100	102	(180)	-65%	2	2%	2	2%
Manhattan CT 9	78	242	254	262	164	210%	12	5%	8	3%
Manhattan CT 13	98	82	79	79	(16)	-16%	(3)	-4%	0	0%
Study Area	454	422	433	443	(32)	-7%	11	3%	10	2%
Manhattan District 1	6,927	11,576			4,649	67%	(11,576)	-100%	0	
Manhattan Borough	704,502	716,422	738,194	752,497	11,920	2%	21,772	3%	14,303	2%
New York City	2,788,529	2,819,401	2,830,391	2,830,651	30,872	1%	10,990	0%	260	0%
Brooklyn										
Brooklyn CT 3.01	2,557	2,196	2,156	2,123	(361)	-14%	(40)	-2%	(33)	-2%
Brooklyn CT 3.02	24	128	123	119	104	433%	(5)	-4%	(4)	-3%
Brooklyn CT 5	4,111	3,589	3,544	3,501	(522)	-13%	(45)	-1%	(43)	-1%
Brooklyn CT 7	1,774	1,457	1,503	1,520	(317)	-18%	46	3%	17	1%
Brooklyn CT 45	1,772	1,631	1,628	1,618	(141)	-8%	(3)	-0%	(10)	-1%
Brooklyn CT 47	211	242	293	317	31	15%	51	21%	24	8%
Brooklyn CT 49	898	902	900	896	4	0%	(2)	-0%	(4)	-0%
Study Area	11,347	10,145	10,147	10,094	(1,202)	-11%	2	0%	(53)	-1%
Brooklyn Community District 6	43,718	43,376			(342)	-1%	(43,376)	-100%	0	n/a
Brooklyn Borough	828,286	828,199	810,706	796,398	(87)	-0%	(17,493)	-2%	(14,308)	-2%

TABLE C-22

Total Housing Units

Area	1980	1990	Change 1980-1990	%
Governors Island	683	1,023	340	50%
Manhattan				
Manhattan CT 7	346	106	(240)	-69%
Manhattan CT 9	91	280	189	208%
Manhattan CT 13	105	89	(16)	-15%
Manhattan Study Area	542	475	(67)	-12%
Manhattan CD 1	7,214	13,127	5,913	82%
Manhattan Borough	754,416	785,127	30,711	4%
New York City	2,941,860	2,992,169	50,309	2%
Brooklyn				
Brooklyn 3.01	2,725	2,376	(349)	-13%
Brooklyn 3.02	27	132	105	389%
Brooklyn 5	4,424	3,971	(453)	-10%
Brooklyn 7	1,888	1,617	(271)	-14%
Brooklyn 45	1,863	1,777	(86)	-5%
Brooklyn 47	287	345	58	20%
Brooklyn 49	1,113	1,006	(107)	-10%
Brooklyn Study Area	12,327	11,224	(1,103)	-9%
Brooklyn CD 6	47,244	46,742	(502)	-1%
Brooklyn Borough	880,980	873,671	(7,309)	-1%

TABLE C-23

Renter/Owner Occupied Housing Units

Area	1980	1990	Change 1980-1990	%
Governors Island				
Owner	2	4	2	100%
Renter	638	780	142	22%
Manhattan Study Area				
Owner	4	174	170	4250%
Renter	450	224	(226)	-50%
Manhattan Borough				
Owner	54,517	128,037	73,520	135%
Renter	649,985	588,385	(61,600)	-9%
New York City				
Owner	651,612	807,378	155,766	24%
Renter	2,136,918	2,012,023	(124,895)	-6%
Brooklyn				
Brooklyn Study Area				
Owner	1,597	3,378	1,781	112%
Renter	9,723	6,639	(3,084)	-32%
Brooklyn Borough				
Owner	193,482	214,788	21,306	11%
Renter	634,775	613,411	(21,364)	-3%

TABLE C-24

Housing Units per Structure

Area	1980	%	1990	%	1980-1990	%
Governors Island						
1, detached or attached	48	7.0%	53	5.2%	5	10%
2	19	2.8%	18	1.8%	(1)	-5%
3 and 4	81	11.9%	21	2.1%	(60)	-74%
5 to 9	54	7.9%	175	17.1%	121	224%
10 to 49	96	14.1%	339	33.1%	243	253%
50 or more	385	56.4%	409	40.0%	24	6%
other	0	0.0%	8	0.8%	8	n/a
Total	683	100.0%	1,023	100.0%	340	50%
Manhattan Study Area						
1, detached or attached	48	3.9%	53	3.5%	5	10%
2	27	2.2%	18	1.2%	(9)	-33%
3 and 4	94	7.6%	53	3.5%	(41)	-44%
5 to 9	92	7.4%	228	15.2%	136	148%
10 to 49	229	18.5%	484	32.3%	255	111%
50 or more	744	60.0%	633	42.3%	(111)	-15%
Other	5	0.4%	29	1.9%	24	480%
Total	1,239	100.0%	1,498	100.0%	259	21%
Manhattan Borough						
1, detached or attached	2,699	0.4%	4,652	0.7%	1,953	72%
2	3,400	0.5%	3,715	0.5%	315	9%
3 and 4	11,587	1.8%	13,612	2.0%	2,025	17%
5 to 9	43,164	6.8%	47,100	6.8%	3,936	9%
10 to 49	184,010	28.8%	193,481	28.0%	9,471	5%
50 or more	392,469	61.4%	415,956	60.2%	23,487	6%
other	1,423	0.2%	12,121	1.8%	10,698	752%
Total	638,752	100.0%	690,637	100.0%	51,885	8%
New York City						

TABLE C-24

Housing Units per Structure

Area	1980	%	1990	%	1980-1990	%
1, detached or attached	345,137	11.7%	439,135	14.7%	93,998	27%
2	437,704	14.9%	376,950	12.6%	(60,754)	-14%
3 and 4	256,947	8.7%	264,695	8.8%	7,748	3%
5 to 9	207,593	7.1%	201,410	6.7%	(6,183)	-3%
10 to 49	712,679	24.2%	716,350	23.9%	3,671	1%
50 or more	978,068	33.2%	942,494	31.5%	(35,574)	-4%
Other	3,732	0.1%	51,135	1.7%	47,403	1270%
Total	2,941,860	100.0%	2,992,169	100.0%	50,309	2%
Brooklyn Study Area						
1, detached or attached	326	2.7%	361	3.2%	35	11%
2	630	5.1%	600	5.4%	(30)	-5%
3 and 4	1,577	12.8%	1,624	14.5%	47	3%
5 to 9	2,222	18.1%	2,118	18.9%	(104)	-5%
10 to 49	4,569	37.2%	3,906	34.9%	(663)	-15%
50 or more	2,929	23.9%	2,400	21.5%	(529)	-18%
other	24	0.2%	173	1.5%	149	621%
Total	12,277	100.0%	11,182	100.0%	(1,095)	-9%
Brooklyn Borough						
1, detached or attached	74,091	8.4%	103,147	11.8%	29,056	39%
2	186,954	21.2%	164,340	18.8%	(22,614)	-12%
3 and 4	141,659	16.1%	142,060	16.3%	401	0%
5 to 9	108,594	12.3%	94,893	10.9%	(13,701)	-13%
10 to 49	172,099	19.5%	174,766	20.0%	2,667	2%
50 or more	196,688	22.3%	181,266	20.7%	(15,422)	-8%
other	895	0.1%	13,199	1.5%	12,304	1375%
Total	880,980	100.0%	873,671	100.0%	(7,309)	-1%

TABLE C-25

Governors Island Generalized Land Use

Use	Units	Within Historic District	Outside Historic District	Square Feet	Percent of Total
Residential	79	48	31	1,752,686	62
Community Facilities/Medical	18	12	6	326,466	12
Office/Administrative	18	18	0	414,684	15
Commercial (Retail/Motel)	3	2	1	102,390	4
Storage/Industrial/Vacant/Other	23	9	14	207,783	7
Parking Structures	26	26	0	19,402	1

Source: Beyer Blinder Belle, *Governors Island Land Use Study* (September 1997)
Note: Due to the various uses associated with Building 400, the *Land Use Study* counted each section individually. This results in a higher total number than the actual number of buildings in the Historic District.

TABLE C-26

Residential Land Use

Residential Use	Units	Within Historic District	Outside Historic District	Square Feet	Percent of Total
Single-Family	9	9	0	57,792	3
Two-Family	15	15	0	148,139	8
Three- to Four-Family	5	5	0	52,854	3
Multi-Family Apartment	39	9	30	1,130,417	65
Barrack Rooms	13	12	1	363,484	21

Source: Beyer Blinder Belle, *Governors Island Land Use Study* (September 1997)

TABLE C-27

Zoning Districts within the Manhattan Study Area

District	Definition/General Use	Floor Area Ratio
C2-8	Local shopping and services with residential uses	2.0
C4-6	Shopping centers and offices in densely built areas	3.4
C5-3CR	High bulk commercial district	15.0 (18.0 with bonus)
C5-5	High bulk commercial district	15.0 (18.0 with bonus)
C5-5CR	High bulk commercial district	15.0 (18.0 with bonus)
C6-4	Medium bulk office district	10.0 (12.0 with bonus)
C6-4CR	Medium bulk office district	10.0 (12.0 with bonus)
C6-9CR	High bulk office district	15.0 (18.0 with bonus)
M1-4	Light manufacturing uses - high performance standards	2.0
BPC	Special Battery Park City District	
G	Special Greenwich Street Development District	
S	Special South Street Seaport District	
MLD	Special Manhattan Landing Development District	

TABLE C-28

Zoning Districts within the Brooklyn Study Area

District	Definition/General Use	Floor Area Ratio
M1-1	light manufacturing use - high performance standards, located adjacent to low density residential areas	1.0
M2-1	medium manufacturing uses - medium performance standards, mainly in older manufacturing areas	2.0
R6	medium density residential uses	0.78 to 2.43
R7-1	medium density apartment house uses	0.87 to 3.44
SV-1	Special Scenic View District	

TABLE C-29

New York City's Existing and Proposed Waterfront Revitalization Program (WRP) Policies, Department of City Planning, 1982 and 1997

Existing LWRP Policy	Objective	Proposed LWRP Policy
1	Restore, revitalize, and develop deteriorated and underutilized waterfront areas for commercial, industrial, cultural, recreational, and other compatible uses.	1
A (NYC)	Improve urban shorelines by maintaining, removing, or recycling waterfront structures (piers, docks, wharves, etc.) under waterfront development policies and plans. Identify alternative uses for underutilized waterfront structures.	1
2	Facilitate the siting of water dependent uses and facilities on or adjacent to coastal waters.	1
B (NYC)	Improve channels as necessary to maintain and stimulate economic conditions.	1
3	Promote the development and use of the State's major ports as centers of commerce and industry, emphasizing the siting within port areas of land use and development that is necessary to, or in support of, the waterborne transportation of cargo and people. The State's major ports are the ports of Albany, Buffalo, New York, Ogdensburg, and Oswego.	2
4	Strengthen the economic base of smaller harbor areas by encouraging the development and enhancement of those activities that have provided such areas with a unique identity.	2
5	Encourage the location of development in areas where public services and facilities essential to such development are adequate.	1, 2
6	Expedite existing permit procedures to facilitate the siting of development activities at suitable locations.	1,2
7	Significant coastal fish and wildlife habitats will be protected and preserved so as to maintain their viability as habitats.	4
8	Protect fish and wildlife resources in the coastal area from the introduction of hazardous wastes or other pollutants that bioaccumulate in the food chain or cause significant sublethal or lethal effects on those resources.	7
9	Expand recreational use of fish and wildlife resources in coastal areas by increasing access to existing resources, supplementing existing stocks, and developing new resources.	4,8
10	Further develop commercial finfish, shellfish, and crustacean resources in the coastal areas by encouraging the construction or improvement of existing onshore commercial fishing facilities, increasing marketing of the State's seafood products, maintaining adequate stocks, and expanding agriculture facilities.	4
11	Buildings and other structures will be sited in the coastal area so as to minimize damage to property and the endangering of human lives caused by flooding and erosion.	6

TABLE C-29

New York City's Existing and Proposed Waterfront Revitalization Program (WRP) Policies, Department of City Planning, 1982 and 1997

Existing LWRP Policy	Objective	Proposed LWRP Policy
C (NYC)	Provide shorefront protection against coastal erosion hazards where there is public benefit and public use along nonpublic shores.	6
D (NYC)	Provide technical assistance for the identification and evaluation of erosion problems, as well as the development of erosion control plans along privately owned eroding shores.	6
E (NYC)	Implement public and private structural flood and erosion control projects only when: • Public economic and environmental benefits exceed public economic and environmental costs; • Non-structural solutions are proven to be ineffective or cost prohibitive; • Projects are compatible with other coastal management goals and objectives, including aesthetics, access, and recreation; • Adverse environmental impacts are minimized; • Natural protective features are not impaired; • Adjacent (downdrift) shorelines are not adversely affected.	6
12	Activities or development in the coastal area will be undertaken so as to minimize their adverse effects on natural features that protect against flooding and erosion.	6
13	The construction or reconstruction or erosion protection structures shall be undertaken only if they have a reasonable probability of controlling erosion for at least 30 years as demonstrated in design and construction standards and/or assured maintenance or replacement programs.	6
14	Activities and development including the construction or reconstruction of erosion protection measures, shall be undertaken so that there will be no measurable increase in erosion or flooding at the site of such activities or development at other locations.	6
15	Mining, excavation, or dredging in coastal waters shall not significantly interfere with the natural coastal processes that supply beach materials to land adjacent to such waters and shall be undertaken in a manner that will not cause as increase in erosion of such lands.	6
16	Public funds shall be expended for activities and development, including the construction or reconstruction of erosion structures, only where the public benefits clearly outweigh their long-term monetary and other costs including their adverse effects on natural protective features.	6
17	Nonstructural measures to minimize damage to natural resources and property from flooding and erosion shall be used whenever possible.	6

TABLE C-29

New York City's Existing and Proposed Waterfront Revitalization Program (WRP) Policies, Department of City Planning, 1982 and 1997

Existing LWRP Policy	Objective	Proposed LWRP Policy
18	To safeguard the vital interest of the State of New York and of its citizens in the waters and other valuable resources of the State's coastal area, all practicable steps shall be taken to ensure that such interests are accorded full consideration in the deliberations, decisions and actions of State and Federal bodies with authority over those waters and resources.	10
19	Protect, maintain, and increase the level and types of access to water-related recreation resources.	8
20	Access to the publicly owned foreshore, or water's edge, and to the publicly owned lands immediately adjacent to these areas shall be provided and it shall be provided in a manner compatible with adjoining uses. To ensure that such lands remain available for public use, they will be retained in public ownership.	8
21	Water-dependent/enhanced recreation will be encouraged and facilitated, and will be given priority over non-water-related uses along the coast.	8
F (NYC)	Priority shall be given to the development of mapped parkland and appropriate space where the opportunity exists to meet the recreational needs of: • Immobile user groups; and • Communities without adequate waterfront park space and/or facilities.	8
G (NYC)	Maintain and protect New York City beaches to the fullest extent possible.	6,8
22	Development when located adjacent to the shore will provide for water-related recreation activities whenever such recreational use is appropriate in light of reasonably anticipated demand for such activities, and the primary purpose of the development.	8
23	Protect, enhance, and restore structures, districts, areas, or sites that are of significance in the history, architecture, archeology, or culture of the State, its communities, or the nation.	10
H (NYC)	Ensure ongoing maintenance of all waterfront parks and beaches to promote full use of secure, clean areas with fully operable facilities.	8,9
24	Prevent impairment of scenic resources of Statewide significance.	9
25	Protect, restore, and enhance the natural and manmade resources that are not identified as being of Statewide significance, but which contribute to the overall scenic quality of the coastal area.	9
26	Conserve and protect agricultural lands in the State's coastal area.	4

TABLE C-29

New York City's Existing and Proposed Waterfront Revitalization Program (WRP) Policies, Department of City Planning, 1982 and 1997

Existing LWRP Policy	Objective	Proposed LWRP Policy
27	Decisions on the siting and construction of major energy facilities in the coastal area will be based on public energy needs, compatibility of such facilities with the environmental, and the facility's need for a shorefront location.	2,6,7
I (NYC)	Siting of liquefied and substitute natural gas facilities, including those associated with the tankering of such gas, shall take into consideration State and National energy needs, public safety concerns, and the necessity for shorefront locations.	2,6,7
28	Ice management practices shall not damage significant fish and wildlife and their habitats, increase shoreline erosion or flooding, or interfere with the production of hydroelectric power.	4
29	Encourage the development of energy resources on the outer continental shelf (OCS) and in other water bodies and ensure the environmental safety of such activities.	2,6,7
30	Municipal, industrial and commercial discharge of pollutants, including, but not limited to, toxic and hazardous substances, into coastal waters will conform to State and National water quality standards.	5,7
31	State coastal area policies and management objectives of approved local waterfront revitalization programs will be considered while reviewing coastal water classification and while modifying water quality standards; however, those waters already over-burdened with contaminants will be recognized as being a development constraint.	5
32	Encourage the use of alternative or innovative sanitary waste systems in smaller communities where the cost of conventional facilities are unreasonably high, given the size of the existing tax base for these communities.	5
33	Best management practices will be used to ensure the control of storm water runoff and combined sewer overflows draining into coastal waters.	5
34	Discharge of waste material into coastal waters from vessels under the State's jurisdiction will be limited so as to protect significant fish and wildlife habitats, recreational area, and water supply areas.	5
35	Dredging and dredge spoil disposal in coastal waters will be undertaken in a manner that meets existing state dredging permit requirements and protects significant fish and wildlife habitats, aesthetic resources, natural protective features, important agricultural lands, and wetlands.	5
36	Activities related to the shipment and storage of petroleum and other hazardous materials will be conducted in a manner that will prevent or at least minimize spills into coastal waters: all practicable efforts will be undertaken to expedite the cleanup of such discharges; restitution for damages will be required when these spills occur.	7
37	Best management practices will be utilized to minimize the nonpoint discharge of excess nutrients, organics, and eroded soils into coastal waters.	5

TABLE C-29

New York City's Existing and Proposed Waterfront Revitalization Program (WRP) Policies, Department of City Planning, 1982 and 1997

Existing LWRP Policy	Objective	Proposed LWRP Policy
38	The quality and quantity of surface water and groundwater supplies will be conserved and protected, particularly where such waters constitute the primary or sole source of water supply.	5
39	The transport, storage, treatment, and disposal of solid wastes, particularly hazardous wastes, within coastal areas will be conducted in such a manner so as to protect groundwater and surface water supplies, significant fish and wildlife habitats, recreation areas, important agricultural lands, and scenic resources.	7
J (NYC)	Adopt end-use plans for landfill areas that specify the following: • Final capacity; • Final contours; • Leachate, erosion, and gas control systems; • Revegetation strategies; and • Interim review schedules.	7
K (NYC)	Curtail illegal dumping throughout the coastal zone and restore areas scarred by this practice.	7
L (NYC)	Encourage energy development from waste and waste landfills.	2,6,7
40	Effluent discharged from major steam, electric generating, and industrial facilities into coastal waters will not be unduly injurious to fish and wildlife and will conform to State water quality standards.	5
41	Land use or development in the coastal area will not cause national or state air quality standards to be violated.	1,2,5
42	Coastal management policies will be considered if the State reclassifies land areas pursuant to the prevention of significant deterioration of the Federal Clean Air Act.	1,2,5
43	Land use or development in the coastal area must not cause the generation of significant amounts of the acid rain precursors: nitrates and sulfates.	1,2,5
44	Preserve and protect tidal and freshwater wetlands and preserve the benefits derived from these areas.	4

TABLE C-30

Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
1	Commanding Officer's Quarters	1843	Building 1 is a basically rectangular brick dwelling set on a high basement to accommodate the slope of its site. Both the west (front) and east (rear) elevations are dominated by full-height Doric porticos. A hip-roofed porch topped by a wrought iron balustrade extends from the southwest end of the west facade. The building was subsequently known as the Admiral's House. In 1886, the south wing was added; in 1893 and 1918, roof slopes were raised for installation of columns; and in 1936-37 major interior and exterior renovations took place.
2	Guard House	c.1805-1813	The Guard House is a two-story brick residence with a pyramidal roof and central projecting facade bay. This bay features a central entry door sheltered by an Ionic portico with a lunette window centered in the pediment. The building was also formerly known as the Governor's House. In 1939, a brick addition was appended to the east side.
3	Officers' Quarters: Family Housing	1846	This utilitarian brick building was constructed as a commissary storehouse and Quartermaster storehouse and was converted to officers' quarters in the twentieth century. Basically rectangular in plan, its gable ends feature stepped parapets. Hip-roofed, single story porches project from the ends of the Nolan Park elevation and shelter the front doors. In 1920-22, the building was reoriented from north to west, porches were added, and door and window openings were altered.
4	Officers' Quarters: Family Housing	1855-1857	Buildings 4 and 5, both built as two-unit field officers' quarters, were constructed to the same plan. Present differences represent later alterations. Both are two-story, side-gabled, wood-framed dwellings with a full-width, wood-framed, hip-roofed, front porch. Two gabled dormers project from the front and rear roof slopes. The dormers were added in the latter portion of the nineteenth century, and a south addition was constructed in the twentieth century.
5	Officers' Quarters: Family Housing	1855-1857	Buildings 4 and 5, both built as two-unit field officers' quarters, were constructed to the same plan. Present differences represent later alterations. Both are two-story, side-gabled, wood-framed dwellings with a full-width, wood-framed, hip-roofed front porch. Two gabled dormers project from the front and rear roof slopes. Building 5 has been enlarged with the addition of two-story, wood-framed, shallow hip-roofed wings. Porches and dormers were added in the late nineteenth century, the south wing was added in about 1900, and the north wing and rear additions were constructed in the twentieth century.
6	Officers' Quarters: Family Housing	1878	Buildings 6 and 7, both originally two-unit company officers' quarters, were constructed to the same plan. Both are T-shaped, two-story, side-gabled, wood-framed duplexes with full-width, hip-roofed, wood-framed front porches. A double dormer flanked by single dormers projects from the front roof slope, while two double dormers project from the rear roof slope. A one-story south addition was added in the early twentieth century, and a one-story east addition was constructed at an unknown date.
7	Officers' Quarters: Family Housing	1878	Buildings 6 and 7, both originally two-unit company officers' quarters, were constructed to the same plan. Both are T-shaped, two-story, side-gabled, wood-framed duplexes with full-width, hip-roofed, wood-framed front porches. A one-story addition was made to the northeast corner in the early twentieth century, and sun rooms were added to the rear in 1936-1937.
8	Officers' Quarters: Family Housing	1878	Building 8, constructed as two-unit company officers' quarters, is similar to buildings 6 and 7. A two-story, wood-framed, T-shaped, clapboarded duplex, its facade is marked by a full-width, hip-roofed, wood-framed porch. A gabled, double wall dormer marks the center of the facade wall and is flanked by single, gabled wall dormers. In 1936-38, the floor plan was altered, and second story sun porches were added over the rear kitchen.

TABLE C-30

Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
9	Post Hospital	1839	The original Post Hospital, also formerly known as the Block House, is a two-story, hip-roofed, brick building, square in plan with a raised foundation marked by a granite band course. The central front door is set within a granite surround and is reached by granite steps. In 1864, the original flat roof was replaced with a hipped roof; in 1879 it was converted from a hospital to offices; and in 1947, it was converted to four sets of officers' quarters.
10	Officers' Quarters: Family Housing	1878	Building 10, originally two-unit Company Officers' Quarters, was constructed to the same plan as Building 8. A two-story, wood-framed, T-shaped, clapboarded duplex, its facade is marked by a full-width, hip-roofed, wood-framed porch. A gabled, double wall dormer marks the center of the facade wall and is flanked by single, gabled wall dormers. In 1936-38, the floor plan was altered, a second story sun porch was added over the rear kitchen, and the middle front dormer was enlarged.
11	Non-Commissioned Officer's Quarters: Family Housing	1878	Building 11, constructed as the Hospital Steward's Quarters, is a basically rectangular, three bay, single story structure set on a raised foundation. A full-width porch with a shallow hipped roof extends across the facade and is reached by central wood steps. In the 1930s, the interior was remodeled, and a north addition was constructed.
12	Officers' Quarters: Family Housing	1931	Building 12 is a large, multi-family apartment building composed of fifteen sections. The central seven sections form a reverse U; three sections extend to the west of the U and five sections extend to the east. The three and one-half and four and one-half story building is of reinforced concrete construction sheathed in brick. It is trimmed in limestone.
13	Chapel of St. Cornelius the Centurion	1905-1906	The roughly cruciform plan church is faced in coursed, rusticated, rock-faced limestone. A three story bell tower located at the northeast corner contains the main entrance. The sanctuary is dominated by a large lancet-shaped stained glass window with ornamental stone tracery.
14	Officer's Quarters: Family Housing	1878-1879	Buildings 14 - 18, originally company officer's quarters, are identical in original plan. Each is a 2-story, L-shaped, wood-framed dwelling with a full-width, shallow hip-roofed front porch. The porch has elaborate wood brackets and a sawn wood balustrade. Three single wall dormers are spaced across the facade.
15	Officer's Quarters: Family Housing	1878-1879	Buildings 14 through 18, originally company officer's quarters, are identical in original plan. Each is a two-story, L-shaped, wood-framed dwelling with a full-width, shallow hip-roofed front porch. The porch has elaborate wood brackets and a sawn wood balustrade. Three single wall dormers are spaced across the facade. In the twentieth century, a garage to Building 15 was added and a one-story addition, was constructed at the southwest corner of the house.
16	Officer's Quarters: Family Housing	1878-1879	Buildings 14 through 18, originally company officer's quarters, are identical in original plan. Each is a two-story, L-shaped, wood-framed dwelling with a full-width, shallow hip-roofed front porch. The porch has elaborate wood brackets and a sawn wood balustrade. Three single wall dormers are spaced across the facade. In 1936-38, a one-story addition was made to the southwest corner, and in the 1990s, a large attached garage was added to the west side of the building.
17	Officer's Quarters: Family Housing	1878-1879	Buildings 14 through 18, originally company officer's quarters, are identical in original plan. Each is a two-story, L-shaped, wood-framed dwelling with a full-width, shallow hip-roofed front porch. The porch has elaborate wood brackets and a sawn wood balustrade. Three single wall dormers are spaced across the facade. In the twentieth century, a garage, an one-story addition, and an enclosed rear porch were added to the house.

TABLE C-30

Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
18	Officer's Quarters: Family Housing	1878-1879	Buildings 14 through 18, originally company officer's quarters, are identical in original plan. Each is a two-story, L-shaped, wood-framed dwelling with a full-width, shallow hip-roofed front porch. The porch has elaborate wood brackets and a sawn wood balustrade. Three single wall dormers are spaced across the facade. In the twentieth century, a garage was appended to the rear elevation.
19	Officers' Quarters: Family Housing	1891	Building 19, originally two-unit company officers' quarters, is a two-story, wood-framed, cross-gabled house. Wraparound, hip-roofed, wood-framed porches marked with decorative brackets flank the central projecting facade bay. In 1902, octagonal wings were added to the north and south sides of the house, and the porches were extended.
20	Officers' Quarters: Family Housing	1902	Building 20, constructed as a company officer's quarters, is a large, two and one-half story, wood-framed, cross-gabled dwelling. Wraparound porches flank the front projecting block and have square posts, shallow hipped roofs, and decorative scrollwork brackets and balustrades. In 1936-38, the interior was configured to accommodate two families, the front porch was reconfigured and rebuilt, the south bay was removed, and brackets and dentils were removed from the eaves.
25	Ordnance Storehouse	1811	Building 25, whose south facade faces the end of Nolan Park, is a long, narrow, rectangular, hip-roofed structure, two stories in height on the south side and three stories on the north. A cantilevered, wood-framed addition replaced an earlier open porch that extended the length of the south facade. The building addition dates from about 1880. In 1936-38, the porch was partially enclosed, and in 1953, additional sections of the porch were enclosed.
none	Nolan Park	c. 1871	Nolan Park is a landscape, roughly rectangular plot around which officers' housing and several major administrative buildings were constructed beginning early in the nineteenth century. Diagonal walks cross the park, and large trees date from the nineteenth century.
26	Underground storage vault	1940	This 13 by 11 foot, reinforced concrete vault was built to house an emergency generator.
33	Garage	1934-1935	This one-story, flat-roofed, brick garage measures 14 by 18 feet. Two modern overhead doors are placed in its facade. The garage is located on Barry Road behind Building 3.
35	Garage	1934-1935	This single story brick garage measures 22 feet square. Two modern, overhead garage doors are placed in its facade. It is located on Barry Road behind Building 4.
36	Garage	1934-1935	This single story brick garage measures 22 feet square. Two modern, overhead garage doors are placed in its facade. It is located on Barry Road behind Building 5.
39	Garage	1938	This two story, brick garage is accessible from the front and rear and provided parking for Building 12 and the Nolan Park residences. The building, which measures 203 feet long and 20 feet wide, has six overhead doors spaced across its facade.
S-40	Jewish Chapel	1918	Building S-40, constructed as temporary storage, is a one-story, rectangular, gable-roofed, wood-framed building sheathed in clapboards. An enclosed gabled vestibule projects off-center from its facade wall and contains two-leaf wood doors. The building was probably altered in the 1960s to accommodate worship and meeting space.
45	Transformer Building	1933	This brick, single story building, located on Barry Road behind Building 10, measures 9 feet 4 inches by 14 feet 4 inches.

TABLE C-30

Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
S-46	Garage	c. 1942	Building S-46 is a single story, wood-framed, side-gabled garage, sheathed in clapboards. The building, which measures 60 feet wide and 30 feet deep, has four modern, overhead garage doors spaced across its facade. It is located on Barry Road between buildings 10 and 11.
85	Storehouse	1932	This single-story, brick, hip-roofed storehouse measures 39 feet by 15 feet 4 inches. It is located on Kimmel Road. Fenestration consists of groups of four, four-light windows. Other openings contain paired steel doors.
91	Omaha Dock		Omaha Dock is a deteriorating rectangular structure constructed of timber pilings and framework. The dock surface is concrete and metal bollards are spaced along the edges.
92	Transformer Building	1942	This one story brick building measures 13 feet 5 inches by 8 feet 6 inches. It is located near the intersection of Kimmel Road and Barry Road. Four steel doors are spaced across its Kimmel Road facade. An unusual aspect is the incorporation of steps leading upward from Kimmel Road at the north end of the building.
96	USCG Group: New York Engineers: Shops	1986	Building 96 is a one-story, rectangular, gable-roofed, steel-framed structure that measures 63 feet by 22 feet. It is faced in American bond brick and set on a concrete foundation. Openings are emphasized by segmental-arched lintels.
101	Pier		Pier 101 has a concrete surface with concrete curbs and timber bumpers, and is anchored to the bottom by timber pilings.
102	Pier		This pier has a concrete surface, steel gates, timber bumpers, and tall modern light fixtures.
104	Coast Guard Offices	1850	Built as Storehouse No. 1 and subsequently used as the Museum and offices of the Military Services Institute of the United States, Building 104 is a rectangular, brick, two-story building. A central three-story tower projects from its east elevation. Gabled dormers project from the front and rear roof slopes. In the late nineteenth century, second story windows were added; in 1934, these windows were enlarged, and roof dormers were added. In about 1950, an entrance porch was appended to the west elevation, and in 1985, the east entrance was enclosed.
105	Offices	1853, 1856	Building 105, constructed as the armory and offices of the New York Arsenal, consists of two mid-nineteenth century, gable-roofed brick structures joined by a later, gable-roofed connecting block. The two original blocks are faced in common bond brick and are trimmed in granite. The north and south ends, were built in 1860. The west wing at the south end and the segment joining the north and south blocks were constructed in 1882. In 1940, additions were made to the east and west sides of the building.
106	Reservoir Pumphouse	1941	Building 106 measures approximately 33 feet by 22 feet 6 inches and projects about four feet above ground level. It is a small, rectangular building laid in American bond brick with a flat concrete roof. It has metal hopper windows, louvered vents, and metal doors.
107	Offices	1856-1857	This building, which originally served as a storehouse for the New York Arsenal, is a single story, rectangular brick building with a double gabled roof. The main entrance faces east, has as a splayed lintel with keystone, and is flanked by brick pilasters. The eastern section and southwestern corner were built in the early twentieth century; the addition to the southeast corner was made in 1940. In about 1980, a brick entry porch was constructed at the north end of the western section.
108	Marshall Hall	1945	This building, named for General George C. Marshall, originally served as an office building for the First Army. It is an L-shaped, neo-Georgian, two-story building with basement, constructed of brick laid in five-course American bond. The main entrance is located at the west end of the south elevation and has a wood surround of Tuscan columns supporting a flat entablature.

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Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
109	Offices-Captain of the Post	1918; 1945	This building, erected in 1918 as a storehouse for the New York Arsenal, was rebuilt in brick in 1945. It is a double gable roofed, single story, brick building set on a raised basement. The corners are ornamented with brick quoins, and the side walls with brick diamond panels.
110	Offices	1870/1879	Building 110, constructed as a storehouse of the New York Arsenal, is a two-story, rectangular, shallow gabled, brick building, divided into bays by brick pilasters. The main entrance, in its east gable end, is set within an elliptical brick arch surround. The window openings have brownstone lintels and concrete sills. In the 1930s, window openings were enlarged, and in 1955, a utility wing was added to the west elevation.
111	Officers' Quarters: Family Housing	1934	Building 111 is a three and one-half story, L-shaped, reinforced concrete structure sheathed in brick. The building is ornamented with limestone trim including elaborate broken pedimented surrounds for the east and south entries. The south facade is marked by a central triangular pediment. Gabled dormers project from the south roof slope.
112	Officers' Quarters: Family Housing	1934	Building 112 has the same basic plan as the adjacent Building 111. This three and one-half story, L-shaped, reinforced concrete building, sheathed in Flemish bond brick, is trimmed with limestone. Particularly notable details are the broken pediment door surrounds at the center of the west and south elevations. Gabled dormers project from the roof slopes.
114	Bachelor Officers' Quarters	1934	Building 114 was built as Fort Jay Nurses' Quarters. It is a rectangular, reinforced concrete structure sheathed in brick. It features a central, pedimented, two and one-half story pavilion flanked by two-story wings. The building is ornamented with limestone trim, including a columned, central west entry porch.
125	Pershing Hall	1934	Building 125 was constructed as the First United States Army Headquarters Building. It is a rectangular, three-story, reinforced concrete, gable-roofed building, sheathed in brick. A central cross-gabled pavilion projects from the center of the north facade. The south facade is marked by a central, raised, arcaded entry accessed by semi-circular granite steps. In 1978, exterior fire escapes were added, ground floor entries were created on the south side, and a doorway below the loggia was converted to a window.
130	Shops and offices	1843; 1971	This long, narrow one and one-half story brick building was built as a workshop for the New York Arsenal. The building was built in several sections, the far south end being the original portion. In 1971, all additions and structures built on the north end of the original block were razed and replaced with the present addition.
132	Pedestrian Causeway		Structure 132 is a pedestrian causeway that provides access to the Brooklyn-Battery Tunnel ventilation shaft and Structure 133 (COTP moorings). Structure 132 has a concrete surface with steel railings mounted on steel posts. It rests on rip rap, and at least one utility pipe extends beneath the walkway.
133	COTP Moorings		Structure 133 consists of a series of wood docks extending off two parallel walkways. These docks are anchored by timber pilings.
134	USCG Group: Station New York	1986	Building 134 is largely a two-story steel framed, gable-roofed building sheathed in steel panels. It is somewhat hidden from the earlier buildings of the historic district by a step-parapeted brick screen with central semi-elliptical arched entry. Detailing of the screen is formed from cast stone. An arcade extends along the waterside of the building.

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Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
135	Offices and warehouse	c.1835, 1839, 1852	Building 135 is composed of three blocks constructed at different times. Their earliest uses were as quarters of the Commanding Officer of the New York Arsenal and storehouse. The north block is a gable-fronted, brick, Greek Revival residence. A two-story, flat-roofed middle section, built as an extension to the residence, is faced in brick with brownstone trim. The three story, southern storehouse section of the building has been heavily modified. Its first story is faced in rusticated granite; the second is brick; the third story has a recently installed asphalt-shingled mansard. The storehouse was constructed in about 1835, while the officer's quarters was erected in 1839. The addition joining the two was constructed in 1852, and in 1879, porches were added to the officer's quarters. In 1884, a one-story brick addition was appended to the west side of the officer's quarters, and in 1935 an additional block was constructed on the west side.
140	Post Office and Security Office	1875	Building 140, constructed as a storehouse for the New York Arsenal, is a single-story, brick, front-gabled building. Large, arched entrances are centered in the east and west gable ends of the building and are flanked by double hung windows set within arched surrounds. The brick cornice is ornamented with corbeling and dentils. In 1938, the porch was removed from the north facade, and the main entrance was reoriented to the west elevation.
142 and 144	Ferry slips	1947	Structures 142 and 144 are the ferry slips on the north side of the island that accommodate ferries from lower Manhattan. These slips have timber piers and steel gantry structures.
146	Transformer Building	1934	This single story building is of brick construction and consists of two rectangular blocks. The western portion has a shed roof, while the eastern portion has a flat roof. The south facade of the flat-roofed portion is pierced by a window enclosed with a steel panel and a steel door.
147	HVAC Building		This small rectangular, single story, flat-roofed structure is sheathed in prefabricated, textured panels. A vent hood projects from its side wall, and a steel door is centered in its west wall.
148	Ferry Waiting Room	1917	This single story, rectangular, shallow hip-roofed, brick building has altered windows, entries, and steps.
200	Reservoir	1942	Structure 200 is an underground, reinforced concrete reservoir, located adjacent to the east side of Fort Jay.
201	Fort Jay and Guard house	1806-1809	Fort Jay is surrounded by a nearly intact, sodded glacis. The fort is sunken to allow the glacis to cover the wall up to the base of the parapet and then slope down and away from the fort on all sides. A masonry structure, the fort has four bastions enclosed by a dry moat. It is surrounded by three walls, an inner scarp wall, a moat wall, and an outer scarp wall. The scarp walls are constructed of dressed ashlar granite, surmounted by a projecting granite cordon and a brick parapet.
202	Officers' Family Housing	1834-1836	Buildings 202, 206, 210 and 214, constructed as Fort Columbus barracks, are arranged in a quadrangle within the walls of Fort Jay. A long, narrow, rectangular building, two stories in height, Building 202 is faced in Flemish bond brick on a granite and sandstone foundation. A recessed porch with two-story Doric columns extends the width of the facade. In 1920-1921, the rear elevation at the basement level was altered, and in 1934, the porches in the end bays of the facade were enclosed.
203, 205, 208, 209, 211, 212, 217, and 218	Garages	1935-1938	These flat-roofed brick buildings, each measuring 20 feet 8 inches by 21 feet 8 inches served as garages for officers quartered in Fort Jay. Each has two modern overhead doors placed in its facade.

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Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
204, 207, 213	Storage	1834-1836	These small, triangular brick, granite and sandstone structures were built at the same time as the Fort Columbus barracks. Originally, there were eight structures, one at each end of each barracks building. They were used as storerooms, privies, and shops. The others have been incorporated into the main buildings. The buildings measure approximately 22 by 21 feet in outside dimension and are fenestrated with four over four, double hung, sash windows.
206	Officers' Family Housing	1834-1836	Buildings 202, 206, 210 and 214, constructed as Fort Columbus barracks, are arranged in a quadrangle within the walls of Fort Jay. A long, narrow, two story, Greek Revival building, Building 206 is sheathed in brick laid up in Flemish bond with a granite and sandstone foundation. A recessed porch with two story Doric columns extends the width of the facade. Continuous iron balconies reached by iron staircases are placed in front of the second story windows. In the 1860s, iron balustrades were placed at the second story of the facade and the triangular storage buildings were incorporated into the main structure. In 1920-21, the rear elevation was altered at the basement level.
210	Officers' Family Housing	1834-1836	Buildings 202, 206, 210 and 214, constructed as Fort Columbus barracks, are arranged in a quadrangle within the walls of Fort Jay. A long, narrow, two story, Greek Revival building, Building 210 is sheathed in brick laid up in Flemish bond with a granite and sandstone foundation. A recessed porch with two story Doric columns extends the width of the facade. Continuous iron balconies reached by iron staircases are placed in front of the second story windows. In the 1860s, iron balconies were placed at the second story of the facade, and in 1880, the triangular storage structures were incorporated into the building. In 1920-21, the rear elevation was altered at the basement level.
214	Officers' Family Housing	1834-1836	Buildings 202, 206, 210 and 214, constructed as Fort Columbus barracks, are arranged in a quadrangle within the walls of Fort Jay. A long, narrow, two story, Greek Revival building, Building 214 is sheathed in brick laid up in Flemish bond with a granite and sandstone foundation. A recessed porch with two story Doric columns extends the width of the facade. Continuous iron balconies reached by iron staircases are placed in front of the second story windows. The balconies were placed in the 1860s, and in 1898 triangular storage structures were incorporated into the barracks building. In 1920-21, the rear elevation was altered at the basement level.
215	Powder magazine	1806-1809	This powder magazine, located underground in the north ravelin and approached by a ramp under the north quarters, appears little changed from its original condition. The tunnel and central court of magazine have brick walls and flagstone floors. Two cells flank the tunnel, and two magazine chambers are situated in the north tip of the ravelin.
216	Flagpole		This 77 foot high tubular steel flagpole is set in the north ravelin of Fort Jay.
219	Vehicle bridge	1952	This concrete bridge set on sandstone piers replaced an earlier bridge at the east entrance to Fort Jay.
S-221	Pedestrian bridge	1952	This wood foot bridge spans the moat at the southwest bastion of Fort Jay.
S-251	Tampa Memorial Library	c. 1908	This single-story, wood-framed, hip-roofed building measures 50 feet by 89 feet and was constructed as a Quartermaster storehouse and shop. It is set on a raised brick basement. The northern half of the structure is sheathed in asbestos shingles, while the southern half is sheathed in aluminum siding.
293	Super 8 Motel	1986	This building was constructed as the Governors Island Guest House. It is a basically rectangular, hip and gabled roof, two story, brick clad, steel-framed building. Pedimented entrance porticos are placed in the center of the north and south elevations.

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Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
298	Officers' Club and Corbin Hall	1812; 1936-1937	The original portion of this building was constructed in 1812 as the South Battery or Half Moon Battery, one of the early fortifications of Governors Island. This structure is incorporated into the red sandstone block wall of the lower level. A one story, rectangular brick building was constructed within the battery in the 1840s and a second story was added in the 1860s. Major remodeling of the building took place in 1904, and in 1936-37, the second story was rebuilt as Corbin Hall. Notable details include the Flemish bond brick walls and the prominent Palladian window.
301	Child Development Center	1934	Building 301, built as Public School 26, is a single-story, modified L-plan building. The central section, which contains the main entry, has a pyramidal roof with cupola, and a pedimented entrance pavilion on the north elevation. The building is laid up in Flemish bond brick and brick quoins mark the corners. Wings were added to the building in 1959-60.
303	Picnic shelter	1978	This open, gable-roofed, wood-framed structure with exposed rafter tails is set on a concrete slab.
S-309	Our Lady Star of the Sea Catholic Chapel	c. 1942	The chapel is a rectangular, wood-framed building which was sheathed in vinyl siding in the 1970s. A steeple rises from a square base at the west end of the roof, and an open gabled vestibule adjoins the west gable end.
315	Officers' Quarters: Family Housing	1938-1940	Building 315 is a three part, three and one-half story, hip-roofed building constructed of reinforced concrete sheathed in brick. Trim includes a cast stone water table and door surrounds. Gabled dormers project from the roof slopes.
324	Army YMCA	1926	The Army YMCA consists of a two-story, rectangular, hip-roofed block flanked by single story wings. The central block is highlighted by a two-story, wood-framed entrance portico with gabled pediment.
330	War Department Theatre	1937-1939	The War Department Theatre is a two-story, hip-roofed, reinforced concrete building faced in brick. The corners of the building are marked by brick quoins. An entrance porch extends most of the width of the west facade wall, and a two-story, gabled, projecting bay rises from the center of the porch.
333	Offices, Training Center	1938-1940	Building 333, constructed as Detachment Barracks for the First Army, is a three-story, cross-gabled, shallow U-shaped building constructed of reinforced concrete sheathed in brick. A central projecting bay contains an entrance porch composed of stone columns and pilasters supporting an iron balustrade. The exterior is trimmed in limestone.
400	Liggett Hall	1929-1930	Liggett Hall was constructed as the 16th Infantry Regimental Barracks. This huge three, four and four and one-half story building is constructed of reinforced concrete faced in brick and encompasses a U-shaped plan. A Roman arched sallyport marks the center of the building and spans Early Bird Road. The building has stone trim, including quoins, and its roof is sheathed in slate. In the 1950, the porches and arcades on the quadrangle were enclosed. In 1967-68, a dormitory wing was added and a rear wing was extended from Section G.
403	Officer's Quarters: Family Housing	1904-1906	This quarters is located at the southeastern end of a row of similar brick structures on Hay Road known as Colonels' Row or Brick Row. The two and one-half story, brick dwelling is L-shaped in general plan with a projecting, pedimented front gable with stylized Palladian window in the pediment. A hip-roofed porch with Tuscan columns extends the width of this bay and wraps around to its east side. In 1931, a garage was appended to the northeast corner of the building.

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Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
404	Officers' Quarters: Family Housing	1902-1905	This building, located on Colonels' Row or Brick Row, is a double house and is similar in design to buildings 405 to 408. The facade of the building faces toward Hay Road and is marked by a central pedimented, two and one half story, front gable projecting slightly from the eaves-front main block. Window openings are marked by segmental arched brick lintels, and the main entries are placed at either end of the south facade. In 1936-38, a sun porch wing was added to the north side. In 1952, Building 404 was converted to a four-unit dwelling, front entrance porches were removed, and copper canopies were installed over the front entrances.
405	Officers' Quarters: Family Housing	1893	Building 405 is one of several similar buildings on the northeast side of Hay Road that comprise Colonels' Row or Brick Row. Its south facade is marked by a central, projecting, two and one-half story, pedimented bay flanked by hip-roofed, wood-framed entry porches. Window openings are defined by segmental arched lintels and hip-roofed dormers project from the front roof slope. In 1931, the present attached garages were added.
406	Officers' Quarters: Family Housing	1893	Building 406 is one of several similar buildings on the northeast side of Hay Road that comprise Colonels' Row or Brick Row. It is very similar to the adjacent Building 405. Its south facade is marked by a central, projecting, two and one-half story, pedimented bay flanked by hip-roofed, wood-framed entry porches. Window openings are defined by segmental arched lintels and hip-roofed dormers project from the front roof slope. In 1931, the present attached garages were added.
407	Officers' Quarters: Family Housing	1894	Building 407 is one of several similar buildings on the northeast side of Hay Road that comprise Colonels' Row or Brick Row. It is marked by a central, two and one-half story, pedimented gable projecting from an eaves front main block. The projecting bay is flanked by hip-roofed entry porches, the eastern one enclosed and enlarged. Hip-roofed dormer project from the front roof slope. In 1931, the attached garages were added. In 1936-38, Quarters 407B was completely remodeled, and its porch was rebuilt and enclosed.
408	Officers' Quarters: Family Housing	1895	Building 408 is one of several similar buildings on the northeast side of Hay Road that comprise Colonels' Row or Brick Row. It is marked by a central, two and one-half story, pedimented gabled bay fenestrated with arch-topped windows. This bay is flanked by single-story, hip-roofed entry porches sheathed in brick. Pedimented gabled dormers project from the front roof slope. At an undetermined time, the entry porches were rebuilt.
409	Bachelor Officers' Quarters	1910	Building 409 is located near the west end of Colonels' Row, a group of brick dwellings situated on the northeast side of Hay Road. A basically rectangular, two and one-half story, hip-roofed residence, its west facade is marked by a two-story, wood-framed porch. This deep porch shelters first and second story doors and windows. Three double hip-roofed dormers are spaced across the west roof slope as are square chimneys with corbeled caps. In 1931, garages were added at the north and south sides. At an undetermined time, some wood porch columns were replaced by brick columns.
410	Officers' Quarters: Family Housing	1917	Building 410 is located at the northwest end of Colonel's Row, a group of brick dwellings located on the northeast side of Hay Road. The facade of this two story, hip-roofed, brick, double house is eight bays wide and is marked by a central, hip-roofed, single story, wood-framed double porch. The windows of the house have limestone sills. In the 20th century, a screened porch was added to the rear of the building.
414	Garage	1941	This single story, brick garage is located between buildings 403 and 404 off Comfort Road in Colonel's Row. It measures 11 feet wide and 21 feet deep.
415	Garage	1941	This single story, brick garage is located behind Building 404. A short driveway provides access to it from Comfort Road. Identical in design to Building 414, it measures 11 feet wide and 21 feet deep.
431	Exedra and bench	1938	This red brick and cast stone exedra and bench was constructed by the WPA as a "monumental setting for a bronze plaque." The plaque, bearing the date of June 16, 1937, commemorates the 300th anniversary of the purchase of Governors Island. It is situated in the triangle between Colonels' Row and Building 400.

TABLE C-30

Inventory of Buildings and Structures, Governors Island National Historic Landmark District

Bldg/ Structure No.	Name	Date	Description
456	Early Bird Monument	1954	This monument is a rough-cut granite marker to which a bronze propeller is attached. The propeller was cast from a wood propeller used by the Wright brothers and recognizes the island's role in the early history of aviation. The monument is located on a small triangular island at the intersection of Division Road and Early Bird Road.
501	Castle Williams	1807-1811	Castle Williams, one of the surviving early island fortifications, has three-tiered masonry walls forming three-fifths of a circle two hundred feet in diameter. These walls enclose a large interior courtyard. A two story, L-shaped, masonry gate house completes the circle. The walls of the building, eight feet thick at the base and seven feet thick at the top are constructed of tooled Newark red sandstone. Around 1900, its parapet wall was extended, and the two story gate house was added prior to 1916. In 1936-38, interior timber framing was removed and replaced with steel and concrete framing.
513 A, B and C	Enlisted Bachelors' Housing	1970	Buildings 513 A, B and C are three story, reinforced concrete dormitories faced in red brick. They are located adjacent to Castle Williams. Each building has balconies on its front elevation and measures 121 feet long and 48 feet wide. In 1993, extensive interior and exterior renovations were made.
515	Enlisted Bachelors' Housing	1935	Building 515, constructed originally as the Post Hospital, is a three part composition with a central, four story, eaves front, 11-bay central pavilion, flanked by two, symmetrical, three-story, hip-roofed wings. The central block features a central entrance pavilion marked by rusticated limestone pilasters and crowned with a gabled pediment with central oculus. A granite double staircase leads to a second story porch in front of the entrance pavilion. In the 1950s, the second story porches of the west wing were enclosed.
S-517	Dental clinic	c. 1942	Building S-517, constructed as a medical clinic, is a single-story, end gabled, wood-framed building that measures 28 feet wide and 166 feet long. It is sheathed in cement-asbestos shingles. Doors are located in the center of each gable end, and the building is fenestrated with six over six, double hung, sash windows.
519	Emergency generator building	1958	This brick, single story structure housed an emergency generator for the hospital.
525	Storehouse	1964	This brick, single story structure was used as a storage facility for adjacent Building 515.
550	Offices, Training Center	1938-1940	This three story, U-shaped, brick structure, constructed as Detachment Barracks for the First Army, is marked by a central pedimented entry pavilion and projecting end bays that enclose a parking area in front of the building. The building is trimmed in limestone, and gable peaks are marked by triangular wood pediments. In about 1960, the arcaded porches facing Wheeler Avenue were enclosed, and in about 1994, a freestanding entrance structure was added on the Wheeler Avenue facade, and a steel and glass enclosed ambulance shelter was added to the Division Road side.
555	Officers' Quarters: Family Housing	1938-1940	This rectangular, three and one-half story block adjoins Short Avenue. It is divided into three parts with a central slightly projecting, pedimented entry pavilion. The three main entries on the Short Road side each have cast stone entry surrounds with pilasters supporting arched pediments. Concrete steps with wrought iron railings lead up to these entries. The arches of the pediments are echoed by the arched dormers that punctuate the roofline.
1000	Sea Wall (north of Division St.)	mid-19th-early 20th cent.	The seawall that surrounds the entire island is constructed of large concrete blocks and rubble. A four foot chain link fence rises atop the wall.

TABLE C-31
Race and Ethnicity

Area	1990	%	1997	%	1990-1997	%
Governors Island						
Hispanic	203	7.2%	328	11%	125	62%
Non-Hispanic	2,610	92.8%	2,573	89%	(37)	-1%
White	2,101	74.7%	1,873	65%	(228)	-11%
Black	361	12.8%	499	17%	138	38%
Am. Indian/Eskimo/Aleut	12	0.4%	14	0%	2	17%
Asian/Pacific Islander	135	4.8%	186	6%	51	38%
Other Race	1	0.0%	1	0%	0	0%
Manhattan Study Area						
Hispanic	353	9.1%	603	15%	250	71%
Non-Hispanic	3,529	90.9%	3,408	85%	(121)	-3%
White	2,741	70.6%	2,346	58%	(395)	-14%
Black	552	14.2%	743	19%	191	35%
Am. Indian/Eskimo/Aleut	13	0.3%	15	0%	2	15%
Asian/Pacific Islander	222	5.7%	300	7%	78	35%
Other Race	1	0.0%	4	0%	3	300%
New York City						
Hispanic	1,783,511	24.4%				
Non-Hispanic	5,539,053	75.6%				
White	3,827,088	52.3%				
Black	2,102,512	28.7%				
Am. Indian/Eskimo/Aleut	27,531	0.4%				
Asian/Pacific Islander	512,719	7.0%				
Other Race	852,714	11.6%				
Brooklyn Study Area						
Hispanic	2,102	10.0%	2,495	12%	393	19%
Non-Hispanic	18,979	90.0%	18,766	88%	(213)	-1%
White	16,921	80.3%	16,048	75%	(873)	-5%
Black	1,273	6.0%	1,676	8%	403	32%
Am. Indian/Eskimo/Aleut	40	0.2%	52	0%	12	30%
Asian/Pacific Islander	719	3.4%	958	5%	239	33%
Other Race	26	0.1%	32	0%	6	23%
Brooklyn Borough						
Hispanic	462,411	20.1%				
Non-Hispanic	1,838,253	79.9%				
White	923,229	40.1%				
Black	797,802	34.7%				
Am. Indian/Eskimo/Aleut	5,416	0.2%				
Asian/Pacific Islander	106,022	4.6%				
Other Race	5,784	0.3%				

TABLE C-32

Median Household Income

Area	1980 (in 1989 $)	1990 (in 1989 $)	Change 1980-1990	%
Governors Island	25,120	35,758	10,638	42%
Manhattan				
Manhattan CT 7	44,330	41,316	(3,014)	-7%
Manhattan CT 9	28,911	68,333	39,422	136%
Manhattan CT 13	16,921	21,806	4,885	29%
Manhattan Study Area	n/a	n/a	n/a	n/a
Manhattan Community District 1	46,186	47,445	1,259	3%
Manhattan Borough	39,059	32,262	(6,797)	-17%
New York City	38,918	29,823	(9,095)	-23%
Brooklyn				
Brooklyn CT 3.01	37,536	57,708	20,172	54%
Brooklyn CT 3.02	39,282	81,132	41,850	107%
Brooklyn CT 5	28,638	41,745	13,107	46%
Brooklyn CT 7	34,517	56,425	21,908	63%
Brooklyn CT 45	32,707	55,115	22,408	69%
Brooklyn CT 47	11,313	34,950	23,637	209%
Brooklyn CT 49	24,349	41,455	17,106	70%
Brooklyn Study Area	n/a	n/a	n/a	n/a
Brooklyn CD 6	34,368	33,897	(471)	-1%
Brooklyn Borough	33,480	25,684	(7,796)	-23%

TABLE C-33

Poverty Level (Percent of Persons for whom Poverty Level is Determined)

Area	1980	1990	Change 1980-1990	%
Governors Island	0	0	0	136%
Manhattan				
Manhattan CT 7	0	0	0	n/a
Manhattan CT 9	0	0	0	21%
Manhattan CT 13	0	0	0	49%
Manhattan Study Area	n/a	n/a	n/a	n/a
Manhattan Community District 1	0	0	(0)	-5%
Manhattan Borough	0	0	(0)	-6%
New York City	0	0	(0)	-4%
Brooklyn				
Brooklyn CT 3.01	0	0	0	142%
Brooklyn CT 3.02	0	0	0	n/a
Brooklyn CT 5	0	0	0	140%
Brooklyn CT 7	0	0	(0)	-7%
Brooklyn CT 45	0	0	(0)	-70%
Brooklyn CT 47	0	0	(0)	-64%
Brooklyn CT 49	0	0	(0)	-25%
Brooklyn Study Area	n/a	n/a	n/a	n/a
Brooklyn Community District 6	0	0	(0)	-24%
Brooklyn Borough	0	0	(0)	-5%

APPENDIX D

~~LAND USE OPTIONS 2008 TABLES~~

ENVIRONMENTAL CONSEQUENCES TABLES

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TABLE D-1

General Land Use Characteristics; Land Use Options; Governors Island, New York

Land Use Option	Open Space		Impervious Surface	
	Acres	% of Total[1]	Acres	% of Total[1]
Existing Conditions	100.1	58	72.5	42
Reuse	108.7	63	63.9	37
Academic	101.8	59	70.8	41
Academic with NYC Proposal for a Casino	101.8	59	70.8	41
Recreation	112.2	65	60.4	35
Mixed Use	105.3	61	67.3	39
Maximum Development	101.8	59	70.8	41
Phase-In	100.1	58	72.5	42

[1] Total land area for Governors Island is 172.6 acres

TABLE D-2

Estimated Runoff Volumes and Pollutant Loads for Land Use Options; Governors Island

Pollutant	SW Runoff Conc[3]	Units	Pollutant Load (lbs/day)							
			Existing Conditions	Reuse Option	Academic Option	Academic Option w/Casino	Recreation Option	Mixed Use Option	Max. Dev. Option	Phase-In Option
Conventional Pollutants										
BOD	11	mg/l	33.1	29.6	32.4	32.4	28.2	31.0	32.4	33.1
Total Suspended Solids	61	mg/l	183.7	164.4	179.8	179.8	156.6	172.1	179.8	183.7
NH_3-N	0.34	mg/l	1.02	0.92	1.00	1.00	0.87	0.96	1.00	1.02
$(NO_3 + NO_2)$-N	0.65	mg/l	1.96	1.75	1.92	1.92	1.67	1.83	1.92	1.96
Total Phosphorus	0.33	mg/l	0.99	0.89	0.97	0.97	0.85	0.93	0.97	0.99
Dissolved Phosphorus	0.14	mg/l	0.42	0.38	0.41	0.41	0.36	0.39	0.41	0.42
Coliform Bacteria										
Total Coliform	172,000	MPN/100 ml	517,900[2]	463,500[2]	507,000[2]	507,000[2]	441,700[2]	485,200[2]	507,000[2]	517,900[2]
Fecal Coliform	34,000	MPN/100 ml	102,400[2]	91,600[2]	100,200[2]	100,200[2]	87,300[2]	95,900[2]	100,200[2]	102,400[2]
Heavy Metals										
Copper	35	µg/l	0.105	0.094	0.103	0.103	0.090	0.099	0.103	0.105
Lead	28	µg/l	0.084	0.075	0.083	0.083	0.072	0.079	0.083	0.084
Zinc	154	µg/l	0.464	0.415	0.454	0.454	0.395	0.434	0.454	0.464
Total Area (acre) = 172.6		% Impervious	42	37	41	41	35	39	41	42
Average Daily Rain (inch) = 0.18 (from maximum annual rainfall)		Runoff Coefficient (Rv)[1]	0.43	0.38	0.42	0.42	0.37	0.40	0.42	0.43
		Runoff Volume (MGD)	0.361	0.323	0.353	0.353	0.308	0.338	0.353	0.361

(1) Schueler, T.R., 1987. Controlling Urban Runoff: A Practical Manual for Planning and Designing Urban BMPs. Metropolitan Washington Council of Governments, Washington, D. C.

(2) Coliform loads are not shown in pounds/day. Values shown are input to 208 Model, with output results, comparable to MPN/100 ml.

(3) Stormwater (SW) runoff concentrations derived from Table 2 - Stormwater Runoff Quality.

TABLE D-3

Governors Island Land Use Options—School Age Children Projections

Land use option	Population Grade K-6	Population JHS/HS	Total
Reuse	271	169	440
Academic	0	0	0
Academic w/Casino	0	0	0
Recreation	29	19	48
Mixed Use	611	398	1,009
Maximum Development	1,109	723	1,832
Phase-In	206	126	332

TABLE D-4
Governors Island Land Use Options—Capacity And Demand For Open Space

	Reuse Option	Academic Option	Academic w/ Casino Option	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option †
OPEN SPACE AND RECREATION (ACRES)							
Recreation (acres)	---	28	---	---	---	---	---
South Park (acres)	46	---	20	70	35	20	20
Esplanade (acres)	8.5	8.5	8.5	8.5	8.5	8.5	---
Marina (slips)	440	---	300	440	440	440	---
Golf (pitch/putt)	18 hole	18 hole	18 hole	18 hole	18 hole	18 hole	---
Total Active Open Space (acres) User Capacity	27.25 10,900	32.25 16,250	22.25 8,900	56.25 22,500	38.75 15,500	22.25 8,900	20 400
Total Passive Open Space (acres) User Capacity	75.75 505,000	67.75 451,667	52.75 351,667	52.75 351,667	27.25 181,667	23.75 158,333	80 60,000
Total Open Space	103	100	75	109	66	46	100
Resident Population	3,917	3,150	3,150	527	7,356	11,130	3,341
Recreational Visitors	202	297	297	309	190	196	110
Total Recreational Users	4,119	3,447	3,447	836	7,546	11,326	3,451
Total Visitor Population	993	888	25,917	1,863	1,416	1,310	831
Active Open Space Ratio (acres/1,000 rec. users)	6.6	9.4	6.5	67.3	5.1	2.0	5.8
Passive Open Space Ratio (acres/1,000 visit. & res. pop.)	15.4	16.8	1.8	22.1	3.2	1.9	19.2

* For this option, the golf course is located within 70-acre South Park. Active open space is therefore reduced to 56.25 acres.
† Under this option, 20 acres of open space in "average" condition would be accessible to users of the island. Open space in "average" condition has approx. 50% less utility/capacity than open space in "good" condition; therefore capacities and ratios have been halved.

TABLE D-5

Governors Island Land Use Options—Air Conditioner Cooling Water Demand

	Reuse Option	Academic Option	Academic w/Casino Option*	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option
Residential/Housing (sf)							
Residential	1,618,000	---	---	179,800	2,997,640	4,537,600	1,350,100
Hospitality	224,000	27,018	27,018	623,500	798,300	852,500	27,000
Water Usage (gpd)	38,080	4,593	4,593	105,995	135,711	144,925	4,590
Student/Faculty/Hostile Housing	---	1,119,000	1,119,000	438,000	62,300	62,300	281,600
Water Usage	---	190,230	190,230	74,460	10,591	10,591	47,872
Nonresidential (sf)							
Mixed Use	143,000	25,466	935,466	189,700	298,600	297,242	140,700
Water Usage	24,310	4,329	159,029	32,249	50,762	50,531	23,919
Community Facilities	118,500	---	---	90,500	111,300	111,300	104,850
Water Usage	20,145	---	---	15,385	18,921	18,921	17,825
Classroom	---	1,193,400	1,193,400	---	---	---	---
Water Usage	---	202,878	202,878	---	---	---	---
Laboratory	---	280,800	280,800	---	---	---	---
Water Usage	---	35,496	35,496	---	---	---	---
"Mothball Buildings"	---	---	---	---	---	---	773,400
Museum Facilities (sf)							
Castle Williams	65,000	65,000	65,000	65,000	65,000	65,000	65,000
Fort Jay (outdoor)	286,200	286,200	286,200	286,200	286,200	286,200	286,200
Building 515	53,200	---	---	74,700	74,700	74,700	53,200
Water Usage	9,044	---	---	12,699	12,699	12,699	9,044
Total Water Usage (Buildings)	91,579	437,526	592,226	240,788	228,684	237,667	103,250

* To maintain consistency, the casino/hotel complex was added directly to the Academic Option building program, even though the Academic Option building program would be reduced if the casino/hotel complex were actually constructed.

TABLE D-6

Governors Island Land Use Options—Employee Solid Waste Generation

Use	Generation Rate (lb/wk)	Reuse Option	Academic Option	Academic Option w/Casino	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option
Retail		244	64	64	409	681	681	199
Solid Waste	79	19,276	5,056	5,056	32,311	53,799	53,799	15,721
Hotel		203	23	5,523	838	565	472	145
Solid Waste	75	15,225	1,725	414,225	62,850	42,375	35,400	10,875
Recreation		37	37	37	37	37	37	37
Solid Waste	13	481	481	481	481	481	481	481
School		127	133	133	56	127	127	127
Solid Waste	13	1,651	1,729	1,729	728	1,651	1,651	1,651
Tourist/Museum		118	65	65	140	140	140	118
Solid Waste	79	9,322	5,135	5,135	11,060	11,060	11,060	9,322
Medical		45	105	105	45	105	105	45
Solid Waste	75	3,375	7,875	7,875	3,375	7,875	7,875	3,375
Religious		5	5	5	5	5	5	5
Solid Waste	13	65	65	65	65	65	65	65
Marina		12	5	10	12	12	12	5
Solid Waste	13	156	65	130	156	156	156	65
Service		15	15	15	15	15	15	15
Solid Waste	13	195	195	195	195	195	195	195
Total Employees		806	452	5,957	1,557	1,687	1,594	696
Total Solid Waste		49,746	22,326	434,891	111,221	117,657	110,682	41,750

TABLE D-7

Governors Island Land Use Options—Domestic Infrastructure Demand

	Reuse Option	Academic Option	Academic w/Casino Option	Recreation Option	Mixed Use Option	Maximum Development Option	Phase-In Option
Resident Population	3,917	3,150	3,150	527	7,356	11,130	3,341
Domestic Water/Sewer Usage (gpd)	438,704	352,800	352,800	59,024	823,872	1,246,560	374,192
Solid Waste Generation (lbs./week)	66,589	56,700	56,700	8,959	125,052	189,210	56,797
K-6 School-Age Children	271	---	---	29	611	1,109	206
Domestic Water/Sewer Usage	8,130	---	---	870	18,330	33,270	6,180
Solid Waste Generation	813	---	---	87	1,833	3,327	618
Employees	805	452	5,957	1,557	1,687	1,594	696
Domestic Water/Sewer Usage	20,125	11,300	148,925	38,925	42,175	39,850	17,400
Solid Waste Generation	49,746	22,326	434,891	111,221	117,657	110,682	41,750
Hotel Guests /Visitors	243	43	542	1,006	678	566	174
Domestic Water/Sewer Usage	43,740	7,740	97,560	181,080	122,040	101,880	31,320
Solid Waste Generation	18,225	3,225	40,650	75,450	50,850	42,450	13,050
Recreation Visitors	202	297	297	309	190	196	110
Domestic Water/Sewer Usage	13,534	19,899	19,899	20,703	12,730	13,132	7,370
Solid Waste Generation	808	1,188	1,188	1,236	760	784	440
Museum Visitors /Tourists	550	550	25,080	550	550	550	550
Domestic Water/Sewer Usage	3,850	3,850	175,560	3,850	3,850	3,850	3,850
Solid Waste Generation	2,200	2,200	100,320	2,200	2,200	2,200	2,200
Total Domestic Water/Sewer Usage (gpd)	528,083	395,589	794,744	304,452	1,022,997	1,438,542	440,312
Total Solid Waste Generation (lbs./week)	138,381	85,639	633,749	199,153	298,352	348,653	114,855
Total Solid Waste Generation (tons/week)	69	43	317	100	149	174	57
Total Water Usage (Buildings)	91,579	437,526	592,226	240,788	228,684	237,667	103,250
Grand Total Water Usage (mgd)	0.6	0.8	1.4	0.5	1.3	1.7	0.5

TABLE D-8

Governors Island Jitney Service by Land Use Option

Land Use Option	Total Jitney Buses	Long Route	Short Route	Headway
Reuse	10	6	4	2-3 min.
Academic	8	5	3	3 min.
Academic w/Casino	9			3 min.
Recreation	4	2	2	7.5 min.
Mixed Use	17	10	7	2 min.
Maximum Development	42			less than 1 min.
Phase-In	8			2-3 min.

The large number of jitney buses for the Maximum Development Option could be decreased by possibly using larger, 50-passenger buses, if determined to be appropriate.

TABLE D-9

Annual Operational Energy Consumption by Land Use (1,000 Btu/Square Foot)

Land Use	Constructed through 1975	Constructed after 1975
Single Family Residence	177.0	150.9
Multifamily Residence	253.8	124.4
Retail	278.1	162.3
Office Building	250.2	96.4
School	140.2	76.4

Source: City Environmental Quality Review Technical Manual - *Energy Conservation in New Building Design*, Conservation Paper Number 43B, Energy Research and Development Administration, 1976.

TABLE D-10

Total Annual Energy Consumption by Land Use Option (Billions of Btus)

Option	Annual Building Operational Energy Consumption	Annual Vehicle Energy Consumption	Annual Ferry Energy Consumption	Total Annual Operational Energy Consumption
Reuse	511.79	31.33	42.14	585.26
Academic	558.87	28.66	42.14	629.67
Academic w/Casino	525.24	28.66	294.98	848.88
Recreation	422.10	14.05	42.14	478.29
Mixed Use	763.00	62.51	105.35	930.86
Maximum Development.	950.21	111.82	126.42	1,188.45
Phase-In	536.74	25.43	42.14	604.30

Sources: Beyer Blinder Belle, *Governors Island Land Use Study*, December 1997; and City Environmental Quality Review Technical Manual - *Energy Conservation in New Building Design*, Conservation Paper Number 43B, Energy Research and Development Administration, 1976.

TABLE D-11

Embodied Energy Consumption by Land Use

Land Use	BTUs per Square Foot
Single Family Residence	702,047
Multifamily Residence	692,217
Hotel/Motel	1,128,655
Retail	941,353
Office Building	1,641,748
Social/Recreational	1,379,793
Educational	1,386,046
Laboratories	2,074,056
Libraries, Museums	1,743,588

Source: City Environmental Quality Review Technical Manual
Energy Use for Building Construction, Energy Research and Development Administration, 1976.

TABLE D-12

Total Embodied Energy Consumption By Land Use Option (Billions of Btus)

Option	Embodied Energy Consumption
Reuse	0.00
Academic	294.51
Academic w/Casino	1,180.81
Recreation	158.42
Mixed Use	2,334.89
Maximum Development	3,379.11
Phase-In	0.00

Sources: Beyer Blinder Belle, *Governors Island Land Use Study,* December 1997; and City Environmental Quality Review Technical Manual - *Energy Use for Building Construction,* Energy Research and Development Administration, 1976.

TABLE D-13

Total Annual Operational And Embodied Energy Consumption by Land Use Option (Millions of Btus)

Option	Annual Building Operational Energy Consumption	Total Embodied Energy Consumption
Reuse Option	37.00	0.00
Academic Option	37.00	0.00
Academic Option with NYC Proposal for a Casino	74.00	146.87
Recreation Option	37.00	0.00
Mixed Use Option	74.00	146.87
Maximum Development Option	74.00	146.87
Phase-In Option	37.00	0.00

Sources: City Environmental Quality Review Technical Manual - *Energy Conservation in New Building Design*, Conservation Paper Number 43B, Energy Research and Development Administration, 1976 and *Energy Use for Building Construction*, Energy Research and Development Administration, 1976.

TABLE D-14

Land Use Option Population Projections

Land Use Option	Type of Housing	Number of Units	Total Floor Area (SF)	Floor Area Per Unit (SF)	Occupants Per Unit	Total Population
Reuse	Single-Family	39	208,437	5,345	5.0	195
	Rowhouses	92	156,500	1,701	4.5	414
	Multifamily	945	1,253,063	1,326	3.5	3,308
	Total	1,076	1,618,000			3,917
Academic	Faculty	133	308,000	2,316	1.5	200
	Undergrad. Dorm.	2,650	729,000	275	1.0	2,650
	New Construction	300	82,000	273	1.0	300
	Total	3,083	1,119,000			3,150
Academic w/Casino	Total	3,083	1,201,000			3,150
Recreation	Multifamily	117	179,800	1,537	4.5	527
	Total	117	179,800			527
Mixed-Use	Multifamily	352				
	New Construction	2,048				
	Total	2,400	2,997,648	1,249	3.1	7,356
Maximum	Multifamily	352				
	New Construction	4,100				
	Total	4,452	4,537,600	1,019	2.5	11,130
Phase-In	Single-Family	39	208,437	5,345	5.0	195
	Rowhouses	92	156,500	1,701	4.5	414
	Multifamily	683	985,184	1,442	4.0	2,732
	Total	814	1,350,121			3,341

TABLE D-15
Projected Recreational Visitors by Land Use Option

	Reuse		Academic		Academic w/Casino		Recreation		Mixed-Use		Maximum		Phase-In	
Activity	Visitors [1]	Units [2]	Visitors	Units	Visitors	Units	Visitors	Units	Visitors	Units	Visitors	Units	Visitors	Units
Golf (Pitch & Putt)	46,000	1	46,000	1	46,000	1	46,000	1	46,000	1	46,000	1	0	0
Ballfields	16,000	2	16,000	2	16,000	2	32,000	4	0	0	8,000	1	40,000	5
Tennis	11,600	2	46,400	8	46,400	8	34,800	6	23,200	4	17,400	3	0	0
Total	73,600		108,400		108,400		112,800		69,200		71,400		40,000	

[1] Calculations are based on facilities usage data for Manhattan in 1997 provided by the NYC Parks & Recreation Department.
[2] Number of activity units (e.g., number of golf courses, ballfields and tennis courts).

TABLE D-16
Projected Hotel Visitors by Land Use Option

	Occupancy/ Room [1]	Reuse		Academic		Academic w/Casino		Recreation		Mixed-Use		Maximum		Phase-In	
		Rooms	Guests	Rooms	Guests	Rooms	Guests	Rooms	Guests	Rooms	Guests	Rooms	Guests	Rooms	Guests
Annual Guests	182	488	88,700	87	15,800	1,000	197,810	2,020	367,180	1,362	247,570	1,137	206,680	349	63,440

[1] Average number of guests per room per year. Calculated from 1997 NYC hotel usage figures (based on 83% occupancy rate and 2.5 day average length of stay) provided by the NYC Convention and Visitors Bureau.

TABLE D-17
Projected Total Annual Visitors by Land Use Option

Visitor Type	Reuse	Academic	Academic w/Casino	Recreation	Mixed-Use	Maximum	Phase-In
Hotel Guests/Visitors	88,700	15,810	197,810	367,180	247,570	206,680	63,440
Recreational Visitors	73,600	108,400	108,400	112,800	69,200	71,400	40,000
Museum Visitors/Tourists [1]	200,000	200,000	200,000	200,000	200,000	200,000	200,000
Casino Visitors	0	0	8,953,495	0	0	0	0
Total Visitors	362,300	324,210	9,459,705	679,980	516,770	478,080	303,440

[1] Based on 1997 museum visitorship sampling for Lower Manhattan.

TABLE D-18

Projected Employees by Land Use Option

		Reuse		Academic		Academic w/Casino		Recreation		Mixed-Use		Maximum		Phase-In	
Use	Multiplier [1]	Units	Emp.	Units	Emp.	Units	Emp.	Units	Emp.	Units	Emp.	Units	Emp.	Units	Emp.
Retail	0.0025	97,530	244	25,466	64	25,466	64	163,636	409	272,586	681	272,586	681	79,796	199
Hotel (rooms)	0.415 [2]	488	203	55	23	55	23	2,020	838	1,362	565	1,137	472	350	145
Recreation	0.0015	24,600	37	24,600	37	24,600	37	24,600	37	24,600	37	24,600	37	24,600	37
Casino/ Hotel	0.006	0	0	0	0	910,000	5,500	0	0	0	0	0	0	0	0
School	0.0025	50,616	127	------	133	------	133	22,560	56	50,616	127	50,616	127	50,616	127
Tourist/ Museum	0.001	118,200	118	65,000	65	65,000	65	139,700	140	139,700	140	139,700	140	118,200	118
Medical	0.003	15,000	45	35,000	105	35,000	105	15,000	45	35,000	105	35,000	105	15,000	45
Religious	[3]	------	5	------	5	------	5	------	5	------	5	------	5	------	5
Marina (slips)	[4]	440	12	88	5	330	10	440	12	440	12	440	12	88	5
Service	------	------	15	------	15	------	15	------	15	------	15	------	15	------	15
Total			805		452		5,957		1,557		1,687		1,594		696

[1] Number of employees per square foot, unless indicated otherwise.
[2] Calculated as 41.5 employees per 100 rooms.
[3] Estimate of 5 employees for all development options.
[4] Calculated as 1 employee per 50 slips.

TABLE D-19

Residential Ownership Estimated Income Requirements

	Factors	1 Bedroom	2 Bedroom	3 bedroom	4 bedroom
Average Sales Price [1]		$209,000	$542,000	$1,295,000	$2,935,000
G.I. Locational Deduction	15% [2]	$177,650	$460,700	$1,100,750	$2,494,750
Mortgage Calculations:					
Downpayment	20%	$35,530	$92,140	$220,150	$498,950
Principal		$142,120	$368,560	$880,600	$1,995,800
Rate	9.0%				
Term	30				
Annual Mortgage Payment		($13,722)	($35,586)	($85,026)	($192,704)
Monthly Carrying Charges		$609	$1,082	$1,678	$1,678
Annual Carrying Charge		$7,308	$12,984	$20,136	$20,136
Real Estate Tax Calculations:					
AV Equalization Rate	45% [3]	$79,943	$207,315	$495,338	$1,122,638
Tax Rate	11.046% [3]	$736	$1,908	$4,560	$10,334
Annual Real Estate Taxes		$8,830	$22,900	$54,715	$124,007
Total Annual Costs		$2,416	$298	($10,175)	($48,561)
Gross Income Required, from	38% [4]	$80,000	$190,000	$420,000	$890,000
to	33% [4]	$90,000	$220,000	$480,000	$1,020,000

[1] Average sales prices for condominiums in Manhattan in 1997 (Source: The Corcoran Report, The Corcoran Group).
[2] Source: Governors Island Land Use Study, Beyer Blinder Belle Consortium.
[3] 45% is the target equalization rate for Class 2 (multifamily) residential property, and 11.046% is the tax rate for Class 2 (multifamily) residential property.
[4] Portion of gross income assigned to housing costs.

TABLE D-20

Estimated Annual Real Estate Tax Revenue by Land Use Option

		Reuse	%	Academic	%	Academic w/NYC Casino	%	Recreation	%	Mixed-Use	%	Maximum	%	Phase-In	%
Residential SF		1,618,000	65%	810,500	30%	810,500	23%	617,800	32%	3,059,940	65%	4,599,900	73%	1,631,700	86%
Non-Residential SF		889,900	35%	1,879,327	70%	2,789,327	77%	1,329,600	68%	1,634,100	35%	1,686,942	27%	272,550	14%
Total		2,507,900		2,689,827		3,599,827		1,947,400		4,694,040		6,286,842		1,904,250	
Total Development Cost		$195,000,000		$311,000,000		$1,111,000,000		$270,000,000		$777,000,000		$754,000,000		$59,000,000	
Residential Value [1]		$125,806,452		$93,710,674		$250,141,326		$85,655,746		$506,508,973		$551,679,937		$50,555,494	
Non-Residential Value [1]		$69,193,548		$217,289,326		$860,858,674		$184,344,254		$270,491,027		$202,320,063		$8,444,506	
Residential Assessed Value	45% [2]	$56,612,903		$42,169,803		$112,563,597		$38,545,086		$227,929,038		$248,255,972		$22,749,972	
Non-Res. Assessed Value	45% [2]	$31,137,097		$97,780,197		$387,386,403		$82,954,914		$121,720,962		$91,044,028		$3,800,028	
Residential Tax Value	11.0% [3]	$6,253,461		$4,658,076		$12,433,775		$4,257,690		$25,177,042		$27,422,355		$2,512,962	
Non-Residential Tax Value	10.2% [3]	$3,164,775		$9,938,379		$39,373,954		$8,431,537		$12,371,719		$9,253,715		$386,235	
Total Tax Revenues (rounded)		$9,400,000		$14,600,000		$51,800,000		$12,700,000		$37,500,000		$36,700,000		$2,900,000	

[1] Percentage development cost distribution between residential and non-residential property, based on square foot distribution.
[2] Target equalization rate for Class 2 (multifamily) residential property.
[3] Tax rate for Class 2 (multifamily) residential property.

APPENDIX E.

Traffic Analysis Response to Comments

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TABLE E-1

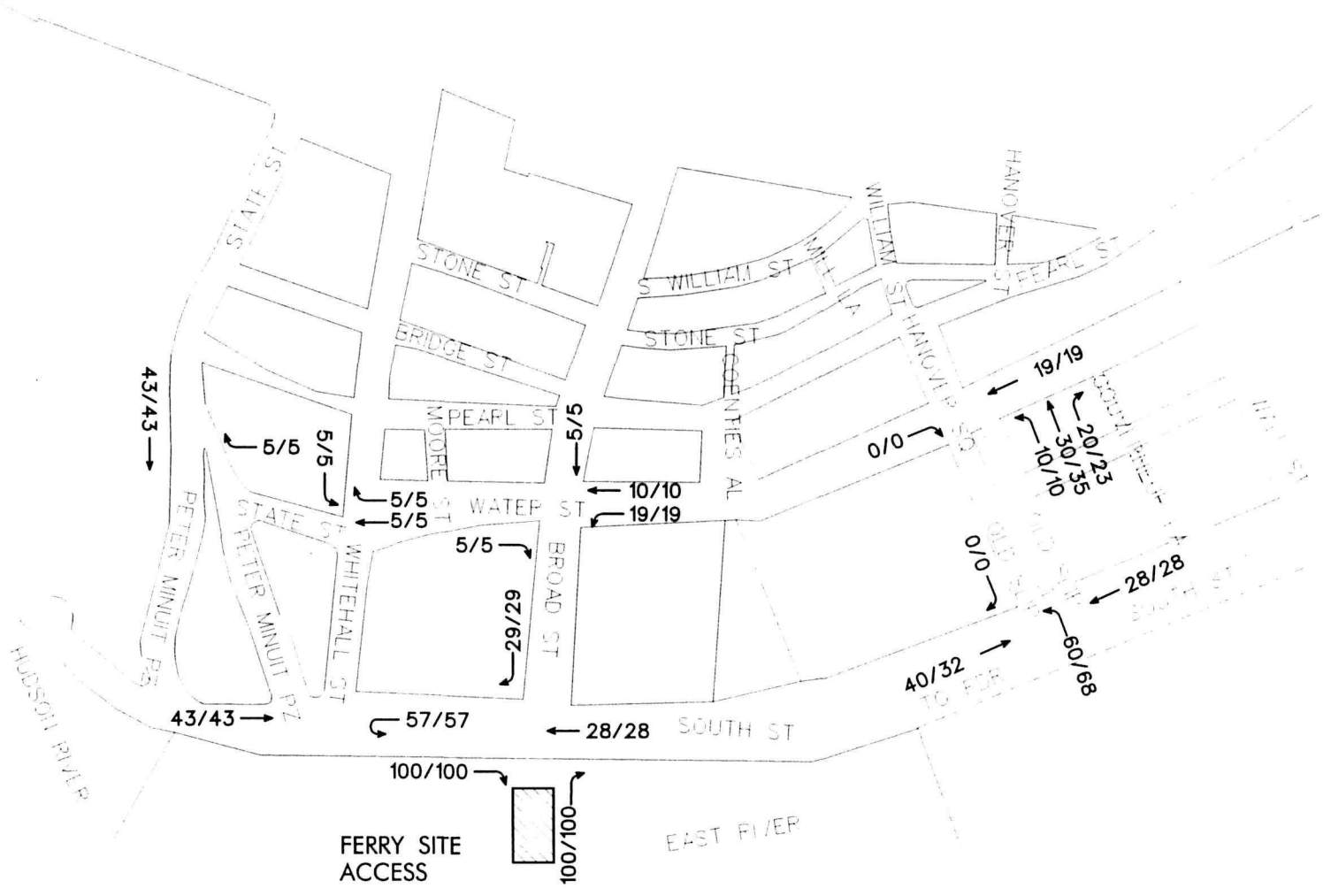
OPTIONS	Study Area	Total Peak Hour Person Trips AM In bound	AM Out bound	PM In bound	PM Out bound	Modal Split By Percentage Auto	Bus	Subway	Walk	Train	APO	Peak Hour AM In bound	AM Out bound	PM In bound	PM Out bound	Vehicle Trips Saturday MD Peak In bound	Saturday MD Peak Out bound	Wkdy Eve Peak In bound	Wkdy Eve Peak Out bound
RE-USE	Manhattan	377	861	1033	393	12%	1%	56%	31%	0.0%	1.2	38	86	103	39	N/A	N/A	N/A	N/A
ACADEMIC	Manhattan	201	103	124	47	12%	1%	56%	31%	0,0%	1.2	20	10	12	5	N/A	N/A	N/A	N/A
		Sat. Midday		Weekday Eve.															
CASINO With	Manhattan	1182	296	875	219	36%	1%	41%	23%	0.0%	1.2	N/A	N/A	N/A	N/A	352	100	200	67
ACADEMIC	& Brooklyn	651	163	365	91	60%	1%	31%	8%	0.5%	1.2	N/A	N/A	N/A	N/A	326	82	182	46
RECREATION	Manhattan	485	94	113	509	12%	1%	56%	31%	0.0%	1.2	49	9	11	4	N/A	N/A	N/A	N/A
MIXED USE	Brooklyn	896	1962	2354	895	12%	2%	67%	18%	1.0%	1.2	90	196	235	74	N/A	N/A	N/A	N/A
MAXIMUM DEVELOP-MENT	Brooklyn	1035	4500	5400	2052	12%	2%	67%	18%	1.0%	1.2	104	450	540	205	N/A	N/A	N/A	N/A
PHASE-IN	Manhattan	210	651	781	297	12%	1%	56%	31%	0.0%	1.2	21	65	78	30	N/A	N/A	N/A	N/A

TABLE E-1

Truck Trips									
		AM		PM		Saturday MD Peak		Weekday Eve. Peak	
OPTIONS	Study Area	In bound	Out bound	In bound	Out bound	In bound	Out bound	In bound	Out bound
RE-USE	Manhattan	19	16	3	3	N/A	N/A	N/A	N/A
ACADEMIC	Manhattan	25	21	3	4	N/A	N/A	N/A	N/A
CASINO With ACADEMIC	Manhattan & Brooklyn	N/A N/A N/A N/A		N/A N/A	N/A N/A	N/A 12	N/A 12	N/A 12	N/A 12
RECREATION	Manhattan	30	26	4	5	N/A	N/A	N/A	N/A
MIXED USE	Brooklyn	56	48	7	8	N/A	N/A	N/A	N/A
MAXIMUM DEVELOPMENT	Brooklyn	49	42	6	7	N/A	N/A	N/A	N/A
PHASE-IN	Manhattan	14	12	2	2	N/A	N/A	N/A	N/A

TABLE E-1

Total Vehicle Trips									
		AM		PM		Saturday MD Peak		Weekday Eve. Peak	
OPTIONS	Study Area	In bound	Out bound	In bound	Out bound	In bound	Out bound	In bound	Out bound
RE-USE	Manhattan	57	102	106	42	N/A	N/A	N/A	N/A
ACADEMIC	Manhattan	45	31	15	9	N/A	N/A	N/A	N/A
CASINO With ACADEMIC	Manhattan & Brooklyn	N/A N/A	N/A N/A	N/A N/A	N/A N/A	352 338	100 94	200 194	67 58
RECREATION	Manhattan	79	35	15	9	N/A	N/A	N/A	N/A
MIXED USE	Brooklyn	146	244	242	82	N/A	N/A	N/A	N/A
MAXIMUM DEVELOPMENT	Brooklyn	153	492	546	212	N/A	N/A	N/A	N/A
PHASE-IN	Manhattan	35	77	80	32	N/A	N/A	N/A	N/A



LEGEND:

FERRY SITE ACCESS

XXX /XXX = AM /PM PERCENTAGE

GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

MANHATTAN STUDY AREA TRIP DISTRIBUTION PERCENTAGE

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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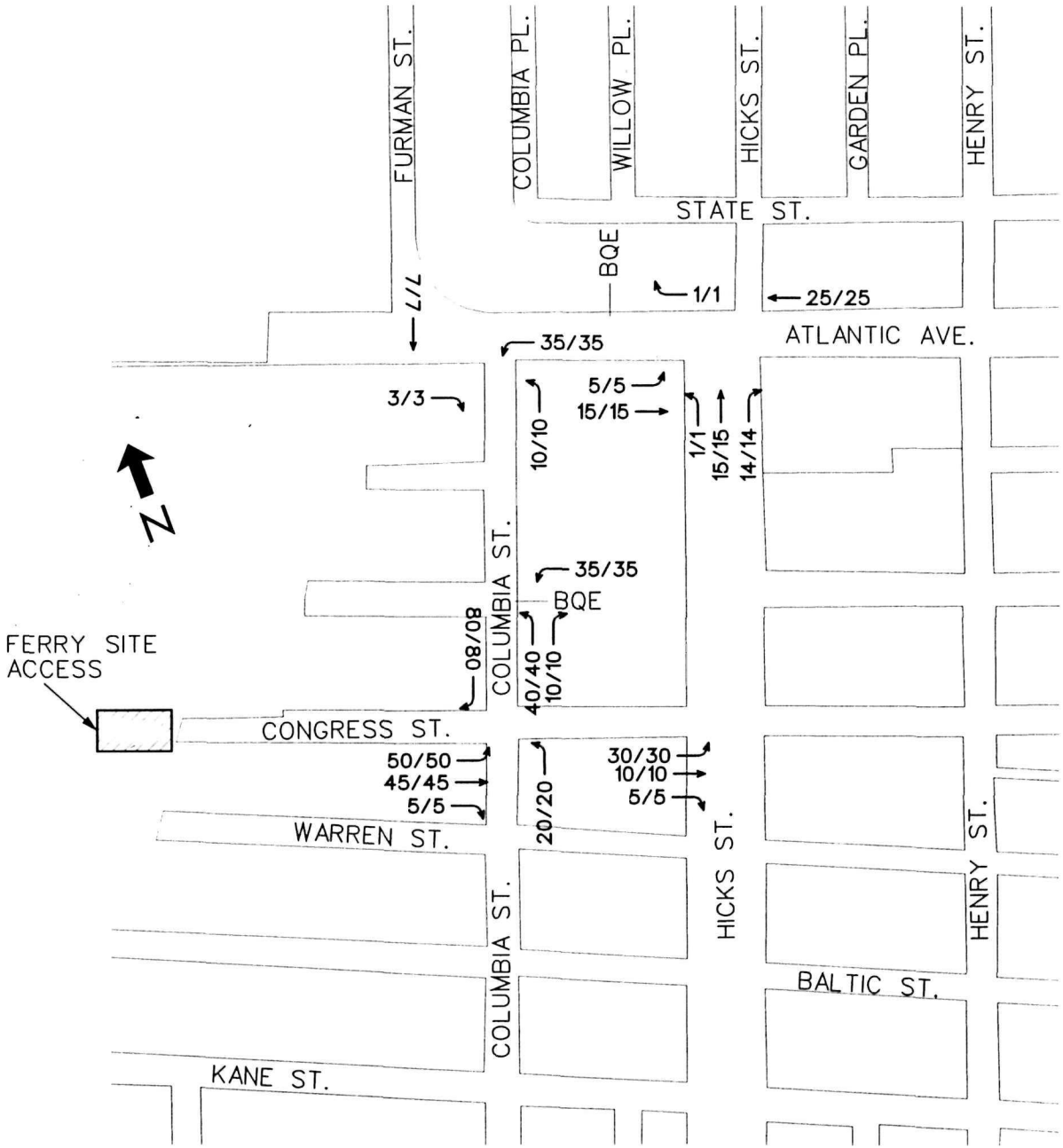

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GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA TRIP DISTRIBUTION PERCENTAGE

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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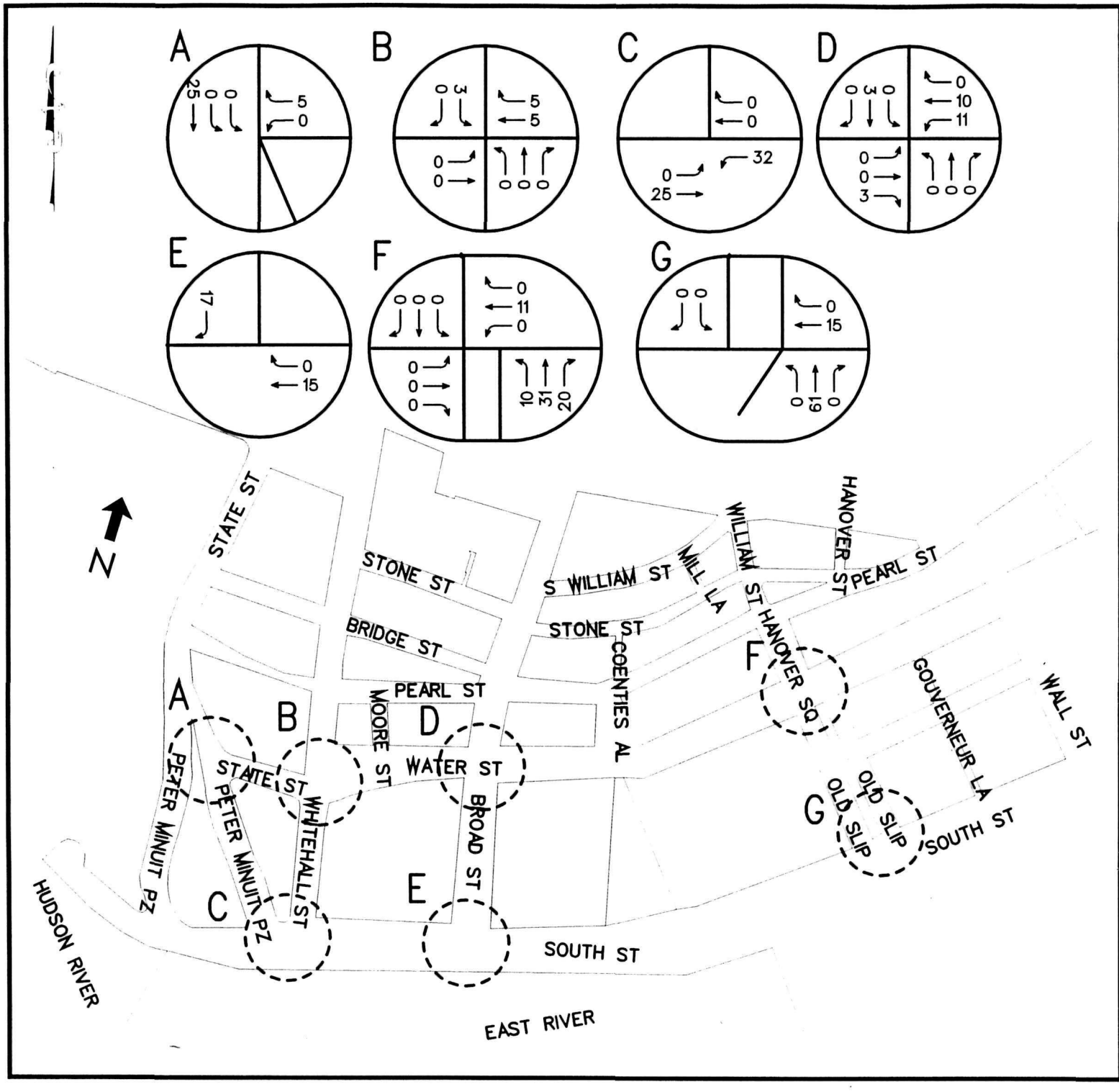

LEGEND:

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

MANHATTAN STUDY AREA
REUSE OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
AM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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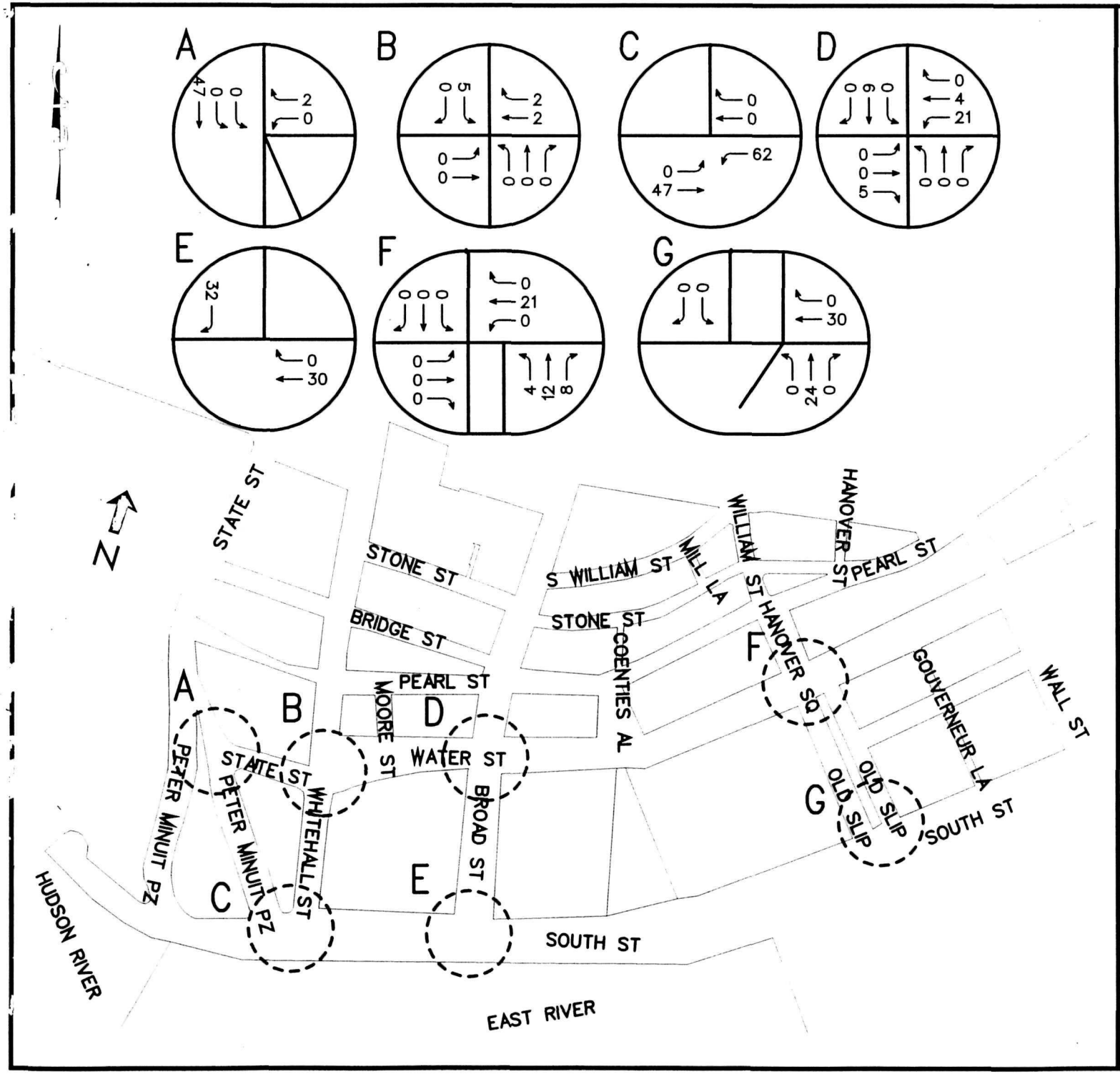

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GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

MANHATTAN STUDY AREA
REUSE OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
PM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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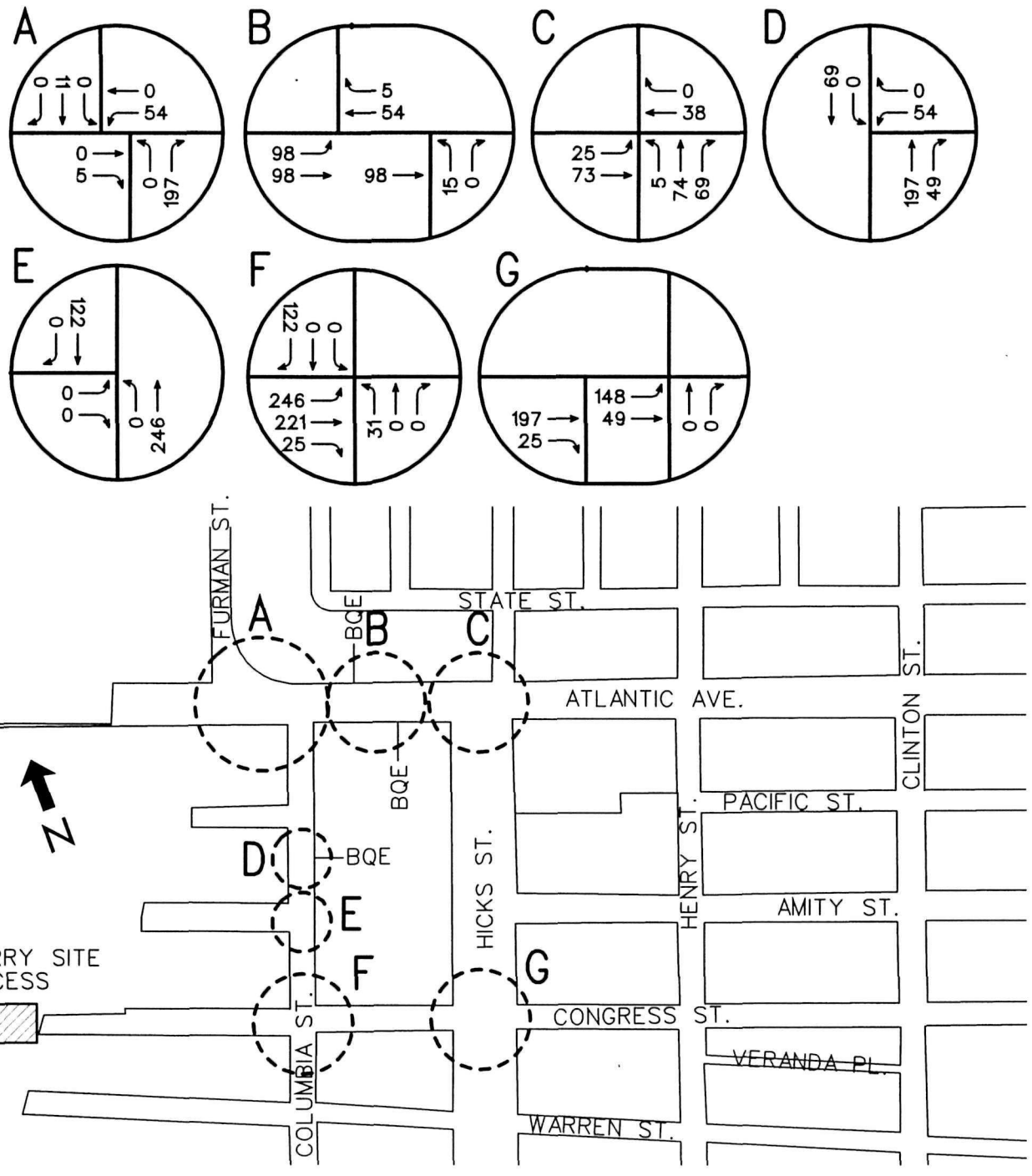

LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

BROOKLYN STUDY AREA
MAXIMUM DEVELOPMENT OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
AM PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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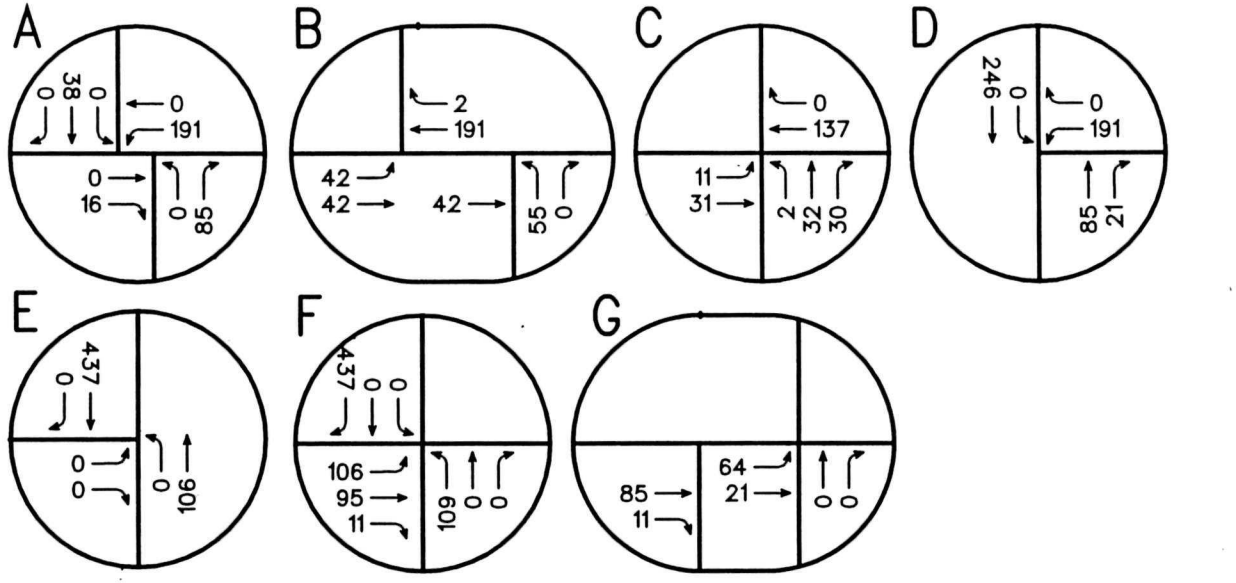

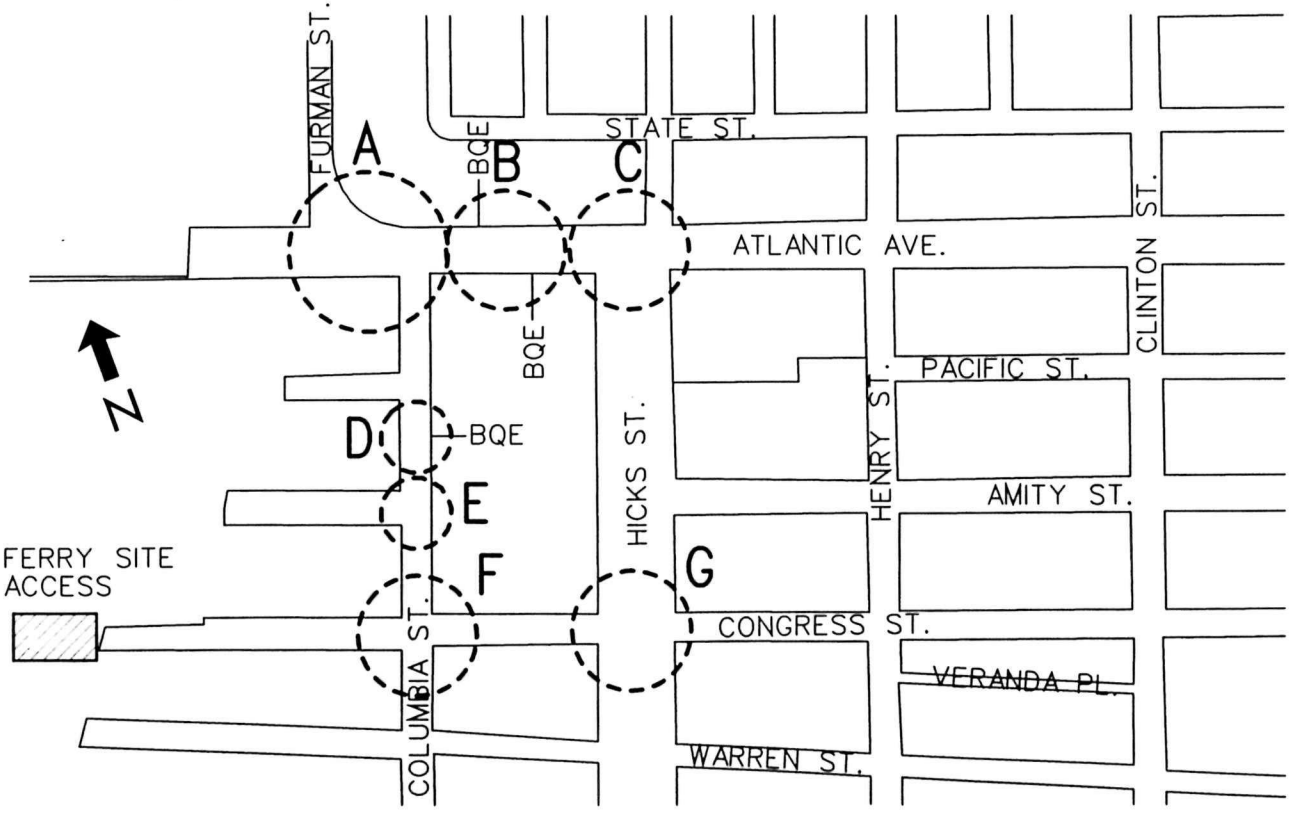

LEGEND:

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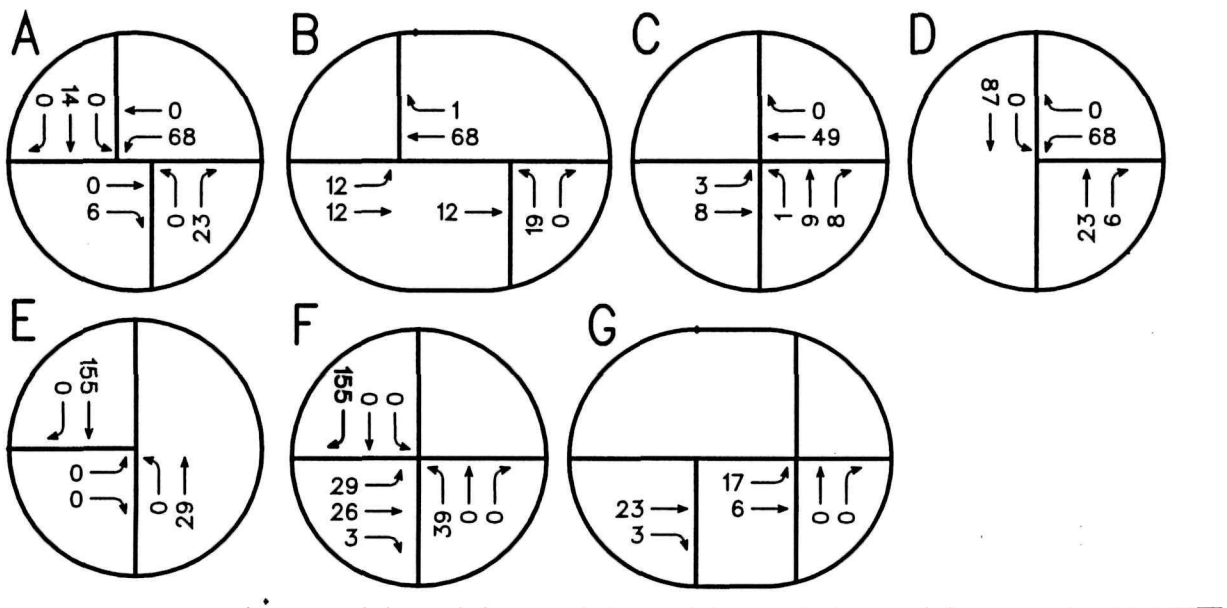
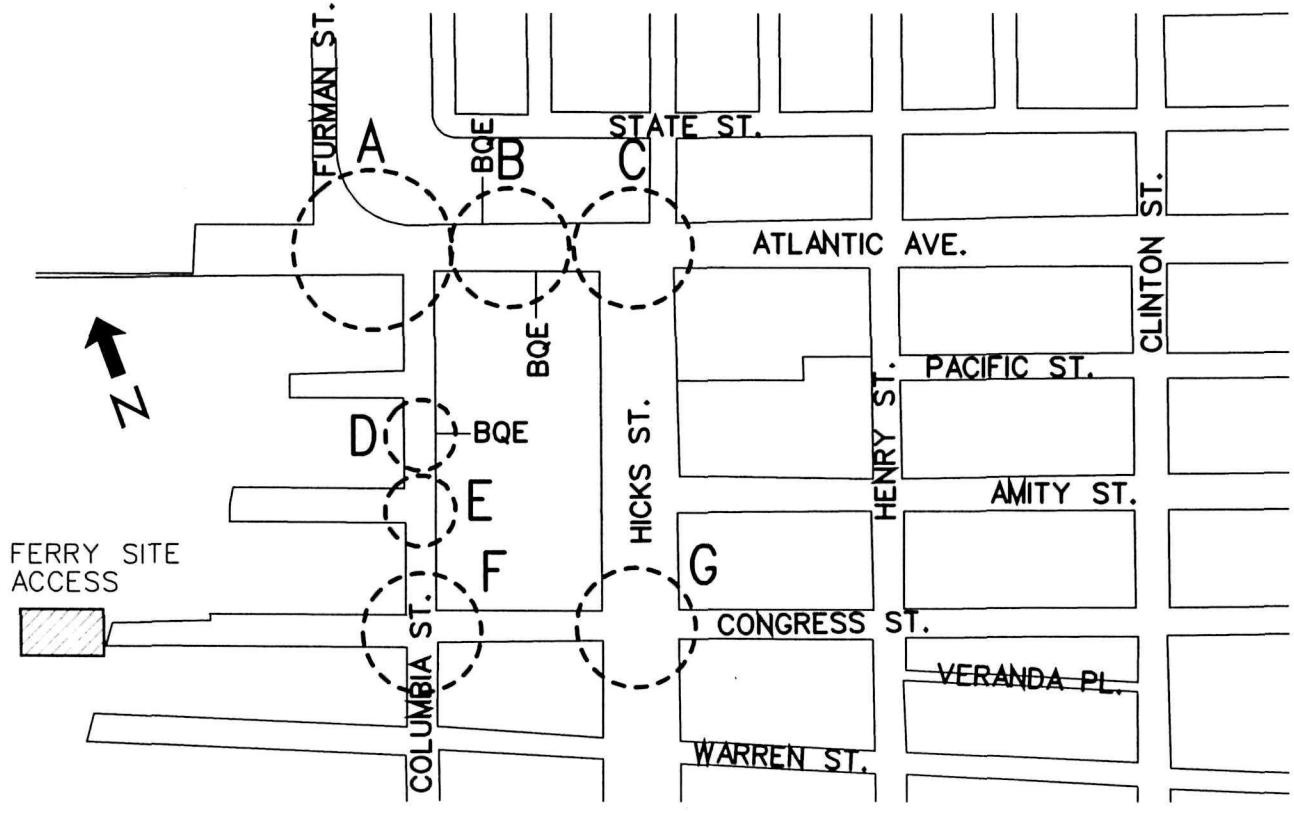
GOVERNORS ISLAND DISPOSITION FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS)

BROOKLYN STUDY AREA
MAXIMUM DEVELOPMENT OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
PM PEAK HOUR

EDWARDS AND KELCEY, INC.
98 West Street
Suite 1700
New York, NY 10006

N.T.S. FIGURE NO. E-6





LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

BROOKLYN STUDY AREA
ACADEMIC W/ CASINO OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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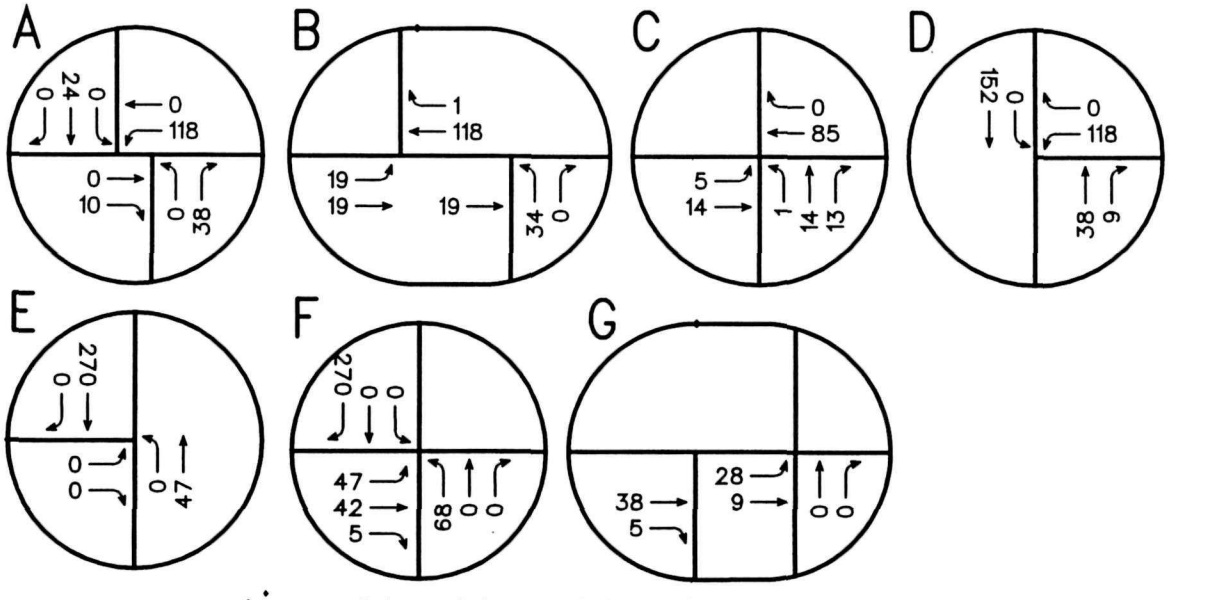

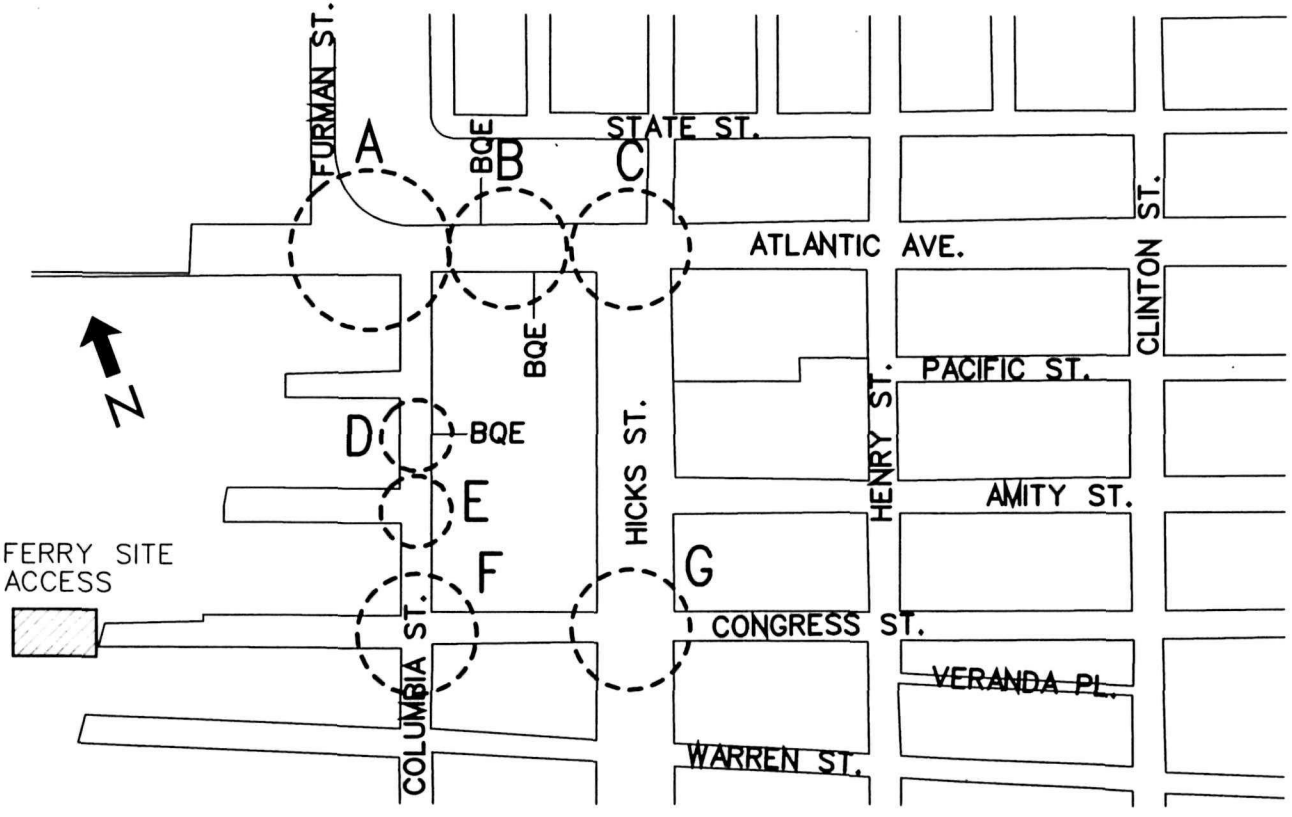

LEGEND:

FERRY SITE ACCESS

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

BROOKLYN STUDY AREA
ACADEMIC W/ CASINO OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
SATURDAY MIDDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

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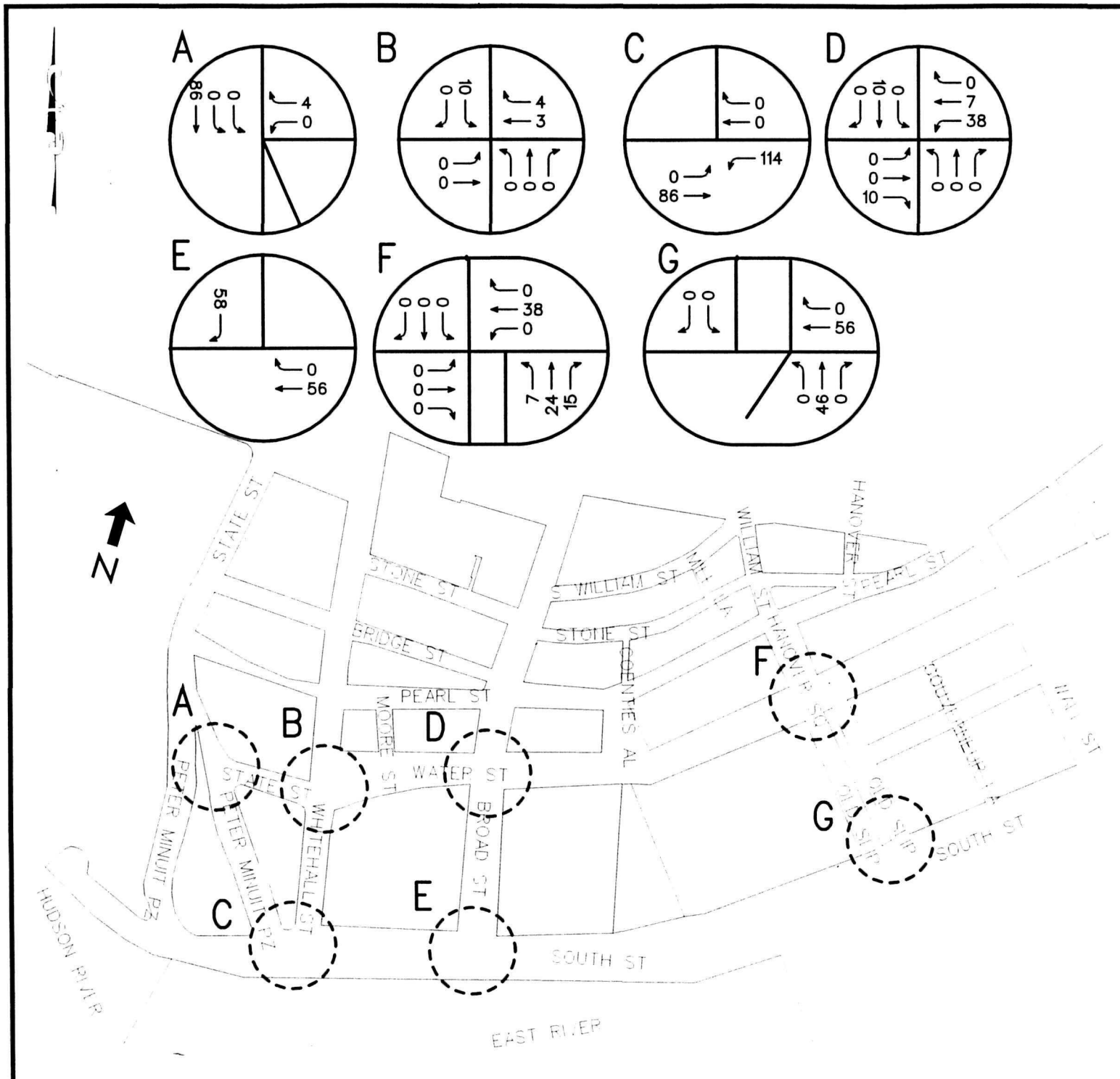


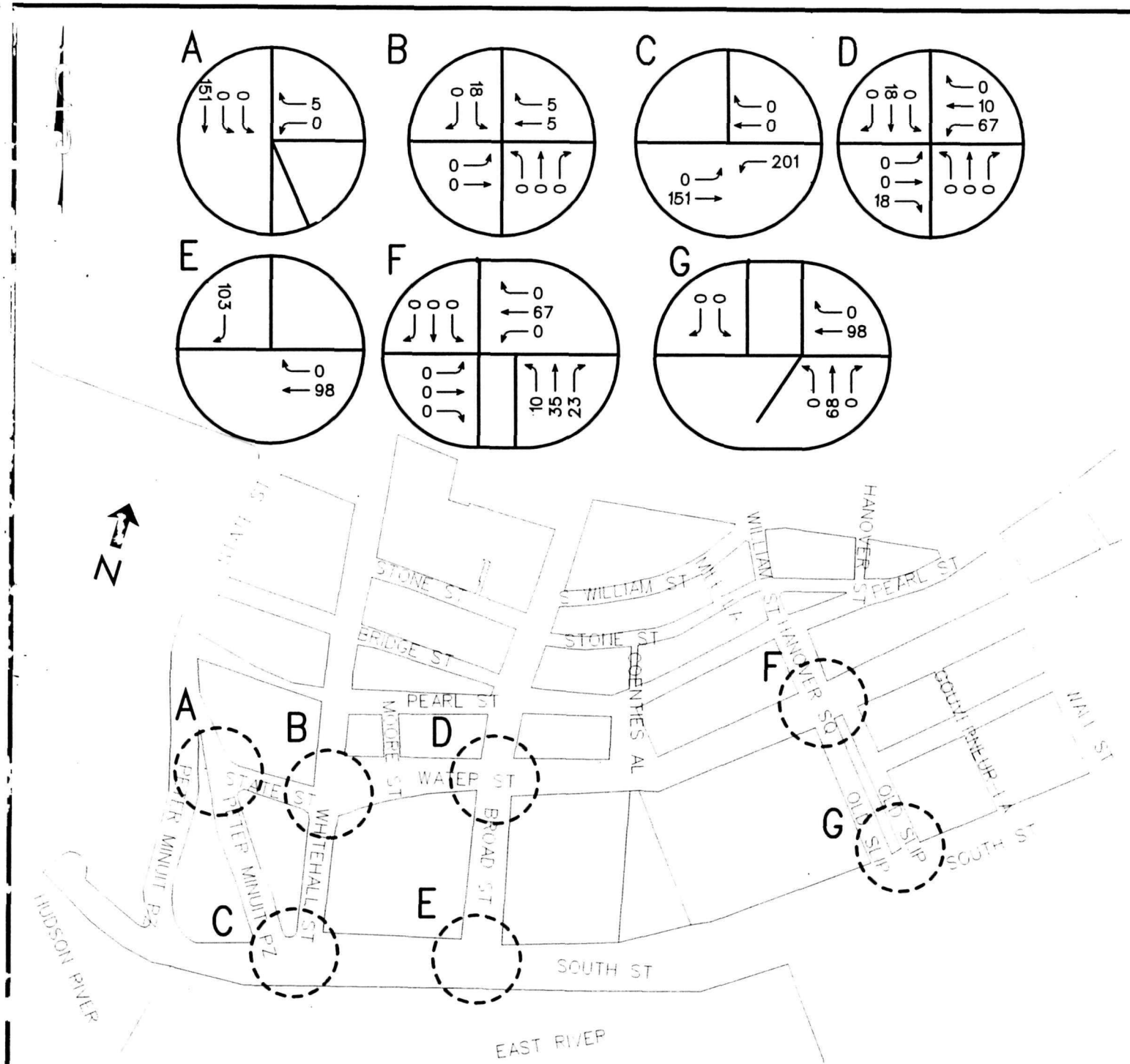
LEGEND:

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

MANHATTAN STUDY AREA
ACADEMIC W/ CASINO OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
EVENING PEAK HOUR

EDWARDS AND KELCEY, INC.
90 West Street
Suite 1700
New York, NY 10006

N.T.S. | FIGURE NO. E-9



LEGEND:

GOVERNORS ISLAND
DISPOSITION FINAL
ENVIRONMENTAL IMPACT
STATEMENT (FEIS)

MANHATTAN STUDY AREA
ACADEMIC W/ CASINO OPTION
2008 ANALYSIS YEAR
SITE GENERATED TRAFFIC VOLUMES
SATURDAY MIDDAY PEAK HOUR

EDWARDS AND KELCEY, INC.
98 West Street
Suite 1700
New York, NY 10006

N.T.S. FIGURE NO. E-10