



THE CITY OF NEW YORK  
OFFICE OF THE MAYOR  
NEW YORK, NY 10007

**NOTICE OF COMPLETION**  
**of the**  
**FINAL SUPPLEMENTAL GENERIC ENVIRONMENTAL**  
**IMPACT STATEMENT**  
**for**  
**THE PHASED REDEVELOPMENT OF GOVERNORS ISLAND:**  
**NORTH ISLAND RE-TENANTING AND PARK AND PUBLIC SPACE**  
**MASTER PLAN**

**Lead Agency:** Office of the Deputy Mayor for Economic Development  
100 Gold Street, 2nd Floor  
New York, NY 10038

**CEQR Number:** 11DME007M

**SEQR Classification:** Type I

**Date Issued:** May 23, 2013

**Location:** Block 1, Lot 10  
Community District 1  
Governors Island  
Borough of Manhattan

Pursuant to City Environmental Quality Review, Mayoral Executive Order 91 of 1977, as amended, and the City Environmental Quality Review Rules of Procedure found at Title 62, Chapter 5 of the Rules of the City of New York (CEQR), and the State Environmental Quality Review Act, Article 8 of the State Environmental Conservation Law and its implementing regulations found in Part 617 of 6 NYCRR (SEQRA), a Final Supplemental Generic Environmental Impact Statement (FSGEIS) has been prepared for the actions described below and is available for public inspection at the offices listed on the last page of this notice.

In accordance with SEQRA/CEQR, the Office of the Deputy Mayor for Economic Development (ODMED) issued a Determination of Significance on December 5, 2012, requiring that an SGEIS be prepared for the Proposed Project. A Draft Scope of Work was made available to agencies and the public for review and

comment. To provide a forum for public comments on the Draft Scope of Work a public scoping meeting was held on January 8, 2013 at the New York City Department of City Planning's (DCP) Barrish Conference Room, 22 Reade Street, New York, New York, 10007. Written comments on the Draft Scope of Work were accepted until 5:00 PM on January 18, 2013. Based on comments received, a Final Scope of Work was prepared and issued on February 13, 2013.

A Notice of Completion for the DSGEIS was issued on February 14, 2013 and the document was circulated for review. The Uniform Land Use Review Procedure (ULURP) application was certified as complete on February 19, 2013. A joint public hearing on the DSGEIS and the ULURP application was held on May 8, 2013 at Spector Hall, 22 Reade Street, New York, New York, 10007. The public comment period remained open until 5:00 PM, May 20, 2013. Relevant comments on the DSGEIS were considered in the preparation of the FSGEIS.

## **1. PROJECT DESCRIPTION**

### **INTRODUCTION**

Governors Island Corporation, doing business as The Trust for Governors Island (The Trust), is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of Governors Island (the Island). The remaining 22 acres of the Island are owned by the National Park Service.

The Island comprises two sections. The northern section of the Island (the North Island) is co-terminous with the Governors Island Historic District mapped north of the former Division Road. The southern section of the Island (South Island) is the area south of the former Division Road.

Access to the Island, which is located in New York Harbor, is provided by ferries contracted by The Trust from the Battery Maritime Building (BMB) in Lower Manhattan, the major access point for the Island. Additional ferry service from Pier 6 in Brooklyn and Pier 11 in Manhattan is provided by ferries contracted by The Trust and by the East River Ferry, respectively, when the Island is open to the public.

Active uses on Governors Island include a public high school, artists' studios, administrative offices, and a temporary open air entertainment facility. From the end of May to the end of September, the Island is open to the public on weekends and holiday Mondays and hosts various arts, cultural, and recreational programs. Visitors to the Island can rent bicycles and can also make use of a variety of open spaces and lawns.

Redevelopment of the Island was previously analyzed in the *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island* (2011 FGEIS) issued by ODMED in December 2011. The 2011 FGEIS analyzed potential future development of the Island in two phases: Phase 1 (2013), the portion of the Park and Public Space Master Plan created by The Trust (the Park Master Plan) that was funded at that time (and is now under construction); and the Later Phases (through 2030), completion of the Park Master Plan including redevelopment of the North Island historic structures and new development in two South Island Development Zones delineated by the Park Master Plan.

The current proposal analyzed in the FSGEIS is completion of the Park Master Plan and the re-tenanting of North Island historic structures (approximately 1.2 million square feet [sf]) by 2022 as well as the expanded ferry service for the new tenants and visitors. In order to facilitate the reuse of the historic structures, The Trust is proposing the creation of the Special Governors Island District on the North Island to generally allow commercial uses compatible with the recreational, cultural, and educational resources allowed in the existing R3-2 zoning district, as well as the provisions in the federal transfer deed.

This FSGEIS considers the impacts of the South Island Development Zones by 2030 based on a generic development program since there are no specific development plans or proposals for those areas. The FSGEIS also considers the potential cumulative impacts of the Proposed Project including the previously approved Phase 1.

In addition to commitments made in the 2011 FGEIS to consider potential new impacts as development plans are advanced, the proposed zoning actions for the North Island are subject to CEQR and SEQRA and

require the preparation of an EIS. ODMED in the Office of the Mayor is the lead agency for the preparation of the FSGEIS, with The Trust as the applicant.

## **HISTORY OF THE PROJECT**

In 1997, after a long history of military and Coast Guard use, operations and personnel were relocated. In 2001 a 22-acre portion of the Island, including Fort Jay and Castle Williams, was designated a National Monument. In 2003, the federal government deeded the 150-acre balance of the Island to the Governors Island Preservation and Education Corporation (GIPEC), a subsidiary of the Empire State Development Corporation (ESDC). In July 2010, primary responsibility for the long-term ownership and stewardship of the Island was transferred to New York City and is now under the direction of The Trust.

The Island remains subject to the federal deed restrictions that prohibit certain uses, such as gaming, electrical power generation for use off-Island, and, most importantly, residential uses (except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses). The residential restriction does not prohibit short-term or extended-stay accommodations. The deed stipulated the development of public benefit uses and requires at least 40 acres be developed as public open space and 20 acres be set aside for educational uses.

Since 1996, a number of ideas and overall studies for Governors Island have proposed a wide range and mix of land uses: hotel and hospitality, gaming, retail, restaurant, recreational public park, educational campus or use, conference center, entertainment, family theme park, resort, marina, aquarium, concert venue, and cultural use. GIPEC issued a public Request for Expressions of Interest in 2005 that resulted in a similar range of ideas. In 2006, GIPEC issued a Development Request for Proposals (RFP) for whole-Island and component proposals. Although several developers and tenants from both commercial and not-for-profit sectors responded, no major proposals were selected because the proposals were either vague or lacked financial viability. The RFP did yield a sound proposal, which became the Urban Assembly New York Harbor School (the Harbor School), a New York City public high school, which began operation in June of 2010 in a renovated building on the North Island.

To further The Trust's goals, the Park Master Plan was developed in 2010. It establishes the fundamental concepts for the design of the parks and public spaces and sets aside two areas for future mixed-use development (the South Island Development Zones).

Since 2004 when GIPEC opened a portion of the Historic District to the public, and 5,000 visitors came, more of the Island has been opened to the public, a greater variety of programming and more frequent ferry service have been provided, and the hours of operation for the public spaces have been increased. By 2007, the entire Historic District and a 1-mile loop (for bicycles and pedestrians) were open Saturdays and Sundays in the summer, and the number of visitors rose to 55,000. In 2009, the entire 2.2-mile perimeter roadway was open, along with Picnic Point on the southern tip of the Island, and more than 275,000 people visited the Island. Attendance reached 448,000 visitors in 2011, prior to the start of construction and partial closure of the Island in 2012, when attendance was 345,000. The Trust makes the Island available as a venue for unique and diverse programming including field and lawn sports; boating; concerts; lectures; and cultural, food, and art festivals.

## **PRIOR ENVIRONMENTAL REVIEWS**

### *2008 ENVIRONMENTAL REVIEW*

In 2008, an Environmental Assessment Form (EAF) was prepared and a Negative Declaration was issued for GIPEC's Enhanced Public Access program, which included the relocation of the Harbor School to the Island, enhanced public access to portions of the South Island, a temporary food and entertainment facility; and conversion of Building 110 to artists' studios as well as evaluation of the demolition of the South Island buildings and some non-contributing buildings in the historic district on the North Island. The project was approved and implemented.

## *2011 FGEIS*

ODMED issued the FGEIS for the Phased Redevelopment of Governors Island in 2011. Phase 1, to be completed in 2013 and consisting of park and public space development and infrastructure improvements, was analyzed in detail. Completion of the Park Master Plan as well as re-tenanting of the North Island buildings and development in the South Island Development Zones anticipated in 2030 was considered generically.

Funding approval was the primary discretionary action needed for Phase 1 of the Proposed Project. That was approved, and construction is underway. The Proposed Project as analyzed in the 2011 FGEIS is described in more detail below.

### *Phase 1*

The park and public space enhancements are described below.

- Soissons Landing—Re-grading and repaving of the arrival point for ferries from the BMB to enhance accessibility and to create a series of public plazas with additional landscaping, seating, orientation signage, and other visitor amenities.
- South Battery—Replacement of a 10,100-square-foot asphalt surface surrounding the historic fort with lawn, trees, shrubs, and seating areas to create a new resting place along the future Great Promenade that will showcase the historic fort.
- Parade Ground—Improvements to the 12-acre Parade Ground lawn to support both active and passive recreation with a portion being re-graded to make a flat field large enough for soccer and other field sports.
- Colonels Row—Limited improvements to the two-acre triangular open space fronting a line of historic houses to support ongoing use as a festival grounds and concert venue.
- Liggett Terrace—Replacement of a parking lot and lawn with a six-acre public plaza that has flower beds, hedges, fountains, public art, seating areas, concession carts, and children’s play areas.
- Hammock Grove—Creation of a rolling terrain with newly planted trees to create dense groves and paved paths to provide access and circulation.
- Play Lawn—Creation of a 14-acre multi-purpose open space with two regulation-sized ball fields for active recreation like Little League baseball, adult softball and soccer, as well as smaller open spaces with rolling topography.

In addition, the approved Phase 1 included the replacement, reconstruction, rehabilitation, or repair of the seawall, as appropriate, and the reconstruction and consolidation of a number of stormwater outfalls; and the construction of two 12-inch water mains from existing New York City Department of Environmental Protection (NYCDEP) water supply lines in Brooklyn to provide potable water to the Island.

### *LATER PHASES*

The Later Phases were expected to include the following: completion of the Park Master Plan and Island Redevelopment, including the reuse of more than 1.35 million sf in the North Island historic buildings and construction in the South Island Development Zones for a total of 3 million sf on the Island. The 2011 FGEIS anticipated that these Later Phases would be complete by 2030.

### *Park and Public Spaces*

The Later Phases—Park and Public Spaces were to provide 32 acres of newly designed open space through the center and perimeter of the South Island including the Hills, the South Prow, Great Promenade, Liberty Terrace including the Shell, and Yankee Landing.

### Island Redevelopment

For the North Island historic structures, the 2011 FGEIS assumed that the approximately 1.35 million sf of potential development space available in existing historic structures on the North Island would be restored and re-tenanted.<sup>1</sup> For the South Island Development Zones, the 2011 FGEIS assumed that the two areas totaling 33 acres (6.5 acres located on the west side of the Island facing New York Harbor and another 26.5 acres facing Buttermilk Channel and Brooklyn) would be developed.

For analysis purposes two development scenarios for the 3 million sf of space were considered: a primarily University/Research Option and a Mixed-Use Option (see **Table 1**). They did not represent any existing plans or proposals. They were generalized estimates based on the type and configurations of existing buildings, the underlying conditions of the Island, uses required and permitted under the deed, and the general level of inquiries received by The Trust for various uses on the Island.

**Table 1**  
**2011 FGEIS Later Phases—Island Redevelopment Potential**  
**Development Scenarios (North Island Historic Structures and South**  
**Island Development Zones)**

Uses	University/Research Option (sf)	Mixed-Use Option (sf)
<b>University</b>		
Research	400,000	0
Academic	450,000	0
Housing—Faculty Housing <sup>1</sup> (assumed as apartments, not dorms)	200,000	1,650,000
Housing—Student Dorms <sup>1</sup>	850,000	450,000
<b>Conference Center/Hotel</b>	500,000	350,000
<b>Office</b>	175,000	60,000
<b>Service Retail/Restaurant</b> (Not destination, accessory to other uses)	75,000	75,000
<b>Cultural</b> (Gallery, small museum)	60,000	125,000
<b>Public School (K-12)</b>	150,000	150,000
<b>Maintenance, Support, Other</b>	140,000	140,000
<b>TOTAL</b>	<b>3,000,000</b>	<b>3,000,000</b>
<b>Notes:</b>		
<sup>1</sup> All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-Island.		
Does not include Park and Public Spaces.		

### DEVELOPMENT PURSUANT TO 2011 FGEIS

The Phase 1 Park and Public Space improvements described above are now under construction with an expected completion date in 2013. Seawall improvements and one water main are expected to be completed by 2014. Subsequent to the 2011 FGEIS, it was determined that only the southern alignment for the water main would be constructed. This will be sufficient to supply the entire Island with potable water.

### PURPOSE AND NEED FOR THE PROPOSED PROJECT

The purpose and need for the Proposed Project is to bring the Island to life for the people of the City and State of New York, after centuries of its being closed to the public. The creation of new public open space is both an important public benefit and a catalyst for Island redevelopment.

<sup>1</sup> The 2011 FGEIS assumed that approximately 1.35 million sf of potential development space was available for re-tenanting in the existing structures on the North Island. Building surveys conducted subsequent to the FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf is available for re-tenanting.

With construction of the Phase 1 Park Master Plan underway, re-tenanting of the North Island’s historic buildings and completion of the Park Master Plan are the next steps in the development process. There is renewed interest in development on the Island. New opportunities for tenancy are now being pursued for the North Island, with the creation of a new Special District zoning text, issuance of a RFP for re-tenanting of the historic buildings, and plans to complete the Park Master Plan by 2022.

The Proposed Project would fulfill The Trust’s mission while helping to ensure the Island’s financial sustainability and meeting the transfer deed requirements.

Changes to the project analyzed in the 2011 FGEIS that now require analysis in an SGEIS consist of the following:

- Creation of the Special Governors Island District on the North Island, a new zoning district that would generally allow commercial uses compatible with the recreational, cultural, and educational resources allowed in the existing R3-2 zoning district, as well as the provisions in the federal transfer deed. New commercial uses larger than 7,500 sf would be subject to review by Manhattan Community Board 1. Creation of the district requires both a zoning text amendment and a Zoning Map change.
- The reuse and re-tenanting of approximately 1.2 million sf of space on the North Island, in addition to the approximately 176,000 sf that has already been re-tenanted. As part of the re-tenanting, it is expected that two non-contributing building additions may be demolished and potentially replaced with new structures of the same floor area and similar bulk. In addition, a new structure would be constructed on the open area north of Building 110, immediately west of Soissons Landing (the “Soissons Concession Site”).
- The full development of the Park Master Plan for the entire Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the expanded Park and Public Space.

Similar to the 2011 FGEIS, the FSGEIS considers the impacts from the full development of the Park Master Plan for the entire Island. The FSGEIS considers the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas.

## **SPECIAL GOVERNORS ISLAND DISTRICT**

### *EXISTING ZONING AND DEED RESTRICTIONS*

Governors Island is zoned R3-2, a general residence district that allows a variety of housing types ranging from detached single-family residences to small multi-family apartment houses. Uses in R3-2 districts are restricted to residential and community facility. Commercial, industrial, and manufacturing uses are not permitted. As the Island is a single zoning lot and constitutes a waterfront block, any developments or enlargements may also be subject to the special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access.

When control of the Island was transferred from the State to the City, the City approved a zoning override to allow existing interim uses that support the public’s use and enjoyment of the park to continue.

As noted above, the federal transfer deed specifies that at least 40 acres be developed as public open space and 20 acres be used for educational purposes and prohibits certain uses, such as gaming, electrical power generation for use off-Island, and residential uses—except for those residential uses associated with expressly permitted uses. The residential restriction does not prohibit short-term or extended-stay accommodations.

### *PROPOSED ZONING*

The Proposed Project would create the Special Governors Island District on the North Island to facilitate the development of commercial uses including, but not limited to, hotels, offices, restaurants, retail, arts and crafts galleries, entertainment events and uses, and related uses that are compatible with the educational,

cultural, and recreational uses of the Island. The special district would be mapped as an overlay on the existing R3-2 zoning district, which would remain in place. The Special District text and mapping are intended to serve as a catalyst for re-tenanting and reuse of the North Island's historic structures. Within the Special Governors Island District, commercial uses that promote the goals of the Special District, complement existing uses within the district, and are compatible with the nature, scale, and character of other uses within the district would be permitted. The Special District text would include provisions for a process of public review of proposed commercial uses greater than 7,500 sf. The Special District text would also include special bulk regulations.

Based on comments since publication of the DSGEIS, the proposed text amendment has been modified to identify specific commercial uses that would be permitted as-of-right and those commercial uses that would require an authorization by the City Planning Commission.

The Proposed Project would not modify the deed restrictions, and all uses contemplated would comply with such restrictions.

### **RE-TENANTING OF THE NORTH ISLAND HISTORIC STRUCTURES (2022)**

Approximately 1.375 million sf of space exists in historic structures of which approximately 1.2 million is available for reuse and re-tenanting. The remainder of the space is being used for the Harbor School, artists' studios, administrative offices, and maintenance.

Although the future uses have not been specifically determined or defined, The Trust has developed two scenarios for analysis purposes (see **Table 2**). These two scenarios are based on the characteristics of the historic buildings. Potential uses include university, student dormitory, hotel, movie theater, office, service retail/restaurant, artists' studio, cultural uses, and public school. As part of the re-tenanting, it is required that historic buildings are restored according to the *Governors Island Historic District Preservation and Design Manual* (Design Manual) developed in connection with the disposition of the Island to GIPEC. The Design Manual was developed to help guide the reuse of the Historic District portion of the Island, while ensuring preservation of the historic and architectural resources that contribute to the Island's importance.

A non-contributing addition to Liggett Hall as well as a non-contributing addition to the Dispensary building (or Post Hospital) could be renovated or could be demolished and replaced with new structures. In addition, a new structure would be constructed on the Soissons Concession Site, the open area north of Building 110, immediately west of Soissons Landing; this structure would provide restaurant and support space for the adjacent event space. Similar to the renovation of historic structures, the design and construction of new structures on the North Island is subject to the requirements of the Design Manual, and review and approval by the New York City Landmarks Preservation Commission (LPC) and the New York State Office of Parks, Recreation, and Historic Preservation (OPRHP).

**Table 2**  
**North Island Redevelopment Options**

Land Use	Existing Re-Tenanted Space <sup>2</sup>	North Island Redevelopment Options (2022)	
		University/Research Option	Mixed-Use Option
<b>University</b>			
Campus	0 sf	422,000 sf	0 sf
Research	0 sf	0 sf	0 sf
Academic	0 sf	0 sf	0 sf
Housing—Faculty Housing	0 sf	0 sf	0 sf
Housing—Dormitories	0 sf	262,000 sf (873 beds)	262,000 sf (873 beds)
<b>Conference Center/Hotel</b>	0 sf	256,250 sf (120 rooms)	256,250 sf (120 rooms)
<b>Office</b>	48,450 sf	7,000 sf	300,300 sf
<b>Service Retail/Restaurant<sup>1</sup></b> <i>(Not destination, accessory to Island)</i>	0 sf	37,800 sf	37,800 sf
<b>Cultural</b>			
General <i>(Gallery, small museum, etc.)</i>	0 sf	0 sf	128,700 sf
Artist Studio	47,700 sf	57,000 sf	57,000 sf
Movie Theater	0 sf	9,200 sf (700 seats)	9,200 sf (700 seats)
<b>Public School (6-12)</b>	79,700 sf	148,000 sf (1,184 students)	148,000 sf (1,184 students)
<b>Maintenance, Support, Other</b>	0 sf	0 sf	0 sf
<b>Total</b>	<b>175,850 sf</b>	<b>1,199,250 sf</b>	<b>1,199,250 sf</b>
<b>Total North Island Development in 2022 (Existing and Proposed)</b>		<b>1,375,100 sf</b>	<b>1,375,10 sf</b>
<b>Notes:</b>			
1. Includes 8,000 sf of redevelopment for the Soissons Concession Site.			
2. The existing re-tenanted North Island uses are not assessed in the FSGEIS analyses.			

### **PARK AND PUBLIC SPACES (2022)**

The Proposed Project would include the open space improvements identified in the 2011 FGEIS as the “Later Phases—Park and Public Spaces.” The FGEIS assumed that these would be completed in 2030; however, it is now anticipated that they would be completed by 2022. These open spaces are described below.

#### *THE GREAT PROMENADE*

The Great Promenade, a 2.2-mile path around the perimeter of the Island would have new paving elements, lighting, way-finding, and balustrade consistent around the Island, integrating the North Island and South Island. It would provide unparalleled views across to the Lower Manhattan skyline, the East River bridges, Brooklyn Bridge Park, Brooklyn’s working waterfront, Red Hook, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

The Promenade would have two levels on the western side of the Island and at the southern end. The lower levels would allow for biking or walking near the water’s edge or Wetland Garden’s edge. The upper level on the west side of the Island would have trees and benches, and would terminate on the viewing roof of the Shell at Liberty Terrace (see “Liberty Terrace,” below). The upper level on the southern end would provide another resting area with benches and other seating (see “South Prow,” below).

#### *LIBERTY TERRACE*

Liberty Terrace would be a gathering area with benches and movable tables and chairs on the west side of the Island. A new structure, The Shell, would provide protected outdoor seating and space for a food concession. A new public restroom building would be located nearby.

#### *YANKEE LANDING*

Improvements to Yankee Landing on the east side of the Island would welcome future tenants and visitors using the ferry to Yankee Pier.



## *THE HILLS*

Four hills would rise between 28 and 82 feet, transforming the topography of the South Island. Planted with ground cover, shrubs, plants, and trees, they would also have several pathways for exploring. From the tops of the Hills, broader views of the surrounding area would be available, including New York Harbor from the Verrazano Narrows to tip of Lower Manhattan.

## *SOUTH PROW*

At the southern end of the Island, a three-acre Wetland Garden would be excavated out of the existing Island. This garden would be planted with a variety of salt-tolerant wetland plants. While the Great Promenade would follow the perimeter of the Island, another major promenade would follow the eastern edge of the Wetland Garden. It would have two levels, a lower one at the same grade as the perimeter pathway and an upper level—the South Prow Overlook—that would be seven feet higher and provide seating.

## **ADDITIONAL FERRY SERVICE (2022)**

To support the uses in the re-tenanted buildings and completed Park and Public Space, additional ferry service would be provided so that ferries would operate 7 days per week between Governors Island and the BMB in Manhattan and between Governors Island and Pier 6 in Brooklyn. Ferry service would be provided 24 hours a day. However, it is anticipated that the late night ferry service would operate between Governors Island and Pier 11 in Manhattan.

## **SOUTH ISLAND DEVELOPMENT ZONES (2030)**

As discussed above, the South Island contains two future development zones with a total of 33 acres. Similar to the 2011 FGEIS, future uses in these two areas have not yet been specifically proposed, determined, or defined; therefore, the FSGEIS provides an analysis of two generic development programs for the South Island Development Zones. It is assumed that new buildings on the South Island could be designed to provide highly flexible academic (including dorms and faculty housing) and/or research institution space, lab space, or similar uses, and could become the academic and/or research institution heart of a university program or think tank. A second major use could be a conference center/hotel with hotel rooms, meeting rooms, and recreation facilities.

The remainder of the South Island Development Zones are expected to be used for some combination of not-for-profit offices, such as think-tanks or small organizations affiliated with academic and/or research institution uses; for-profit commercial office uses; offices for The Trust and Island contractors; maintenance and service space for Trust and Island operations; water transportation support uses; cultural uses including small galleries or museums; entertainment uses; other commercial uses; associated retail; and educational uses similar to the Harbor School. In total, approximately 1.625 million sf are expected to be developed in the South Island Development Zones.

## **PROJECT APPROVALS**

Various approvals would be required for the Proposed Project, as follows:

- Zoning Map change and a zoning text amendment to create and map the Special Governors Island District on the North Island.
- Review of project actions within the Governors Island Historic District following the guidelines of the Design Manual; and review and approval by LPC and OPRHP.
- Approval of any public capital funding. The source has yet to be identified.

Other approvals are expected to include a Coastal Zone Consistency determination and may include State Pollutant Discharge Elimination System (SPDES) permits from the New York State Department of Environmental Conservation (NYSDEC) for wastewater and/or stormwater discharge issues.

It is anticipated that the future development proposed for the South Island Development Zones may require additional land use approvals, including rezoning, special permits, modifications, design guidelines and/or other authorizations. Similar to the Special District for the North Island, any rezoning will be subject to CEQR, and the level of environmental review required will be determined at the time such actions are sought. Other potential future actions and approvals for the South Island Development Zones could include a Coastal Zone Consistency determination, SPDES permits from NYSDEC, U.S. Army Corps of Engineers (USACE) permits for in-water work, and NYSDEC air permits or approvals related to potential future research/academic laboratory uses, if required.

For the Proposed Project, including the South Island Development Zones, it is expected that New York City Department of Buildings (NYCDOB) building permits would be required for public open space and structures and that NYCDOB would review proposed construction within the 100-year flood plain. In addition, there would be New York City Fire Department (FDNY) approvals for emergency and fire access and fire hydrants.

## **2. ANALYTICAL FRAMEWORK FOR ENVIRONMENTAL REVIEW**

### **SCOPE OF ENVIRONMENTAL ANALYSIS**

SEQRA requires a lead agency to take a “hard look” at the potential environmental impacts of proposed actions and, to the maximum extent practicable, avoid or mitigate potentially significant adverse impacts on the environment, consistent with social, economic, and other essential considerations. An EIS is a comprehensive document used to systematically consider environmental effects, evaluate reasonable alternatives, and identify and mitigate, to the maximum extent practicable, any potentially significant adverse environmental impacts. The EIS provides a means for the lead and involved agencies to consider environmental factors and choose among alternatives in their decision-making processes related to a proposed action.

### **SUPPLEMENTAL GENERIC ENVIRONMENTAL IMPACT STATEMENT (SGEIS)**

A generic environmental impact statement (GEIS) is a broader, more general EIS that analyzes the impacts of a concept or overall plan rather than those of a specific project plan. A GEIS is useful when the details of a specific impact cannot be accurately identified, since no site-specific project has been proposed, but a broad set of further projects is likely to result from the agency’s actions. A GEIS follows the same format as an EIS for a more specific project, but its content is necessarily broader.

Subsequent discretionary actions under the program studied in a GEIS may require further review under CEQR. According to 6 NYCRR Section 617.10, “GEISs and their findings should set forth specific conditions or criteria under which future actions will be undertaken or approved, including requirements for any subsequent SEQRA compliance.” Therefore, like with the 2011 FGEIS, the SGEIS, where appropriate, discusses possible conditions under which further environmental review would be required (e.g., changes in the mix of uses or increases in the size of the development program). Often, a GEIS is used as the foundation for the subsequent environmental review for a site-specific project, since it would have established the analysis framework. Therefore, the subsequent supplemental environmental review need only target the specific narrow impacts associated with the subsequent action. In some technical areas the changes examined for 2022 will make no significant difference to the conclusions of the 2011 FGEIS for 2030. For these technical areas—socioeconomics, community facilities, open space, natural resources, hazardous materials, infrastructure, solid waste and energy—detailed screening assessments were provided in the Positive Declaration.

In particular, the reasons for preparing a FSGEIS under the requirements of SEQRA and CEQR guidelines are that the zoning actions are now defined, there is more known about likely re-tenanting, and full development of the Park Master Plan is expected to be completed earlier than was previously contemplated, and that these would require expanded ferry service. The document remains generic in that the program associated with North Island re-tenanting is not specifically proposed, and that the two South Island Development Zones are not yet specifically proposed, defined, or designed. Therefore, the studies contained

in the FSGEIS will necessarily be less detailed than if more specific details were available and will focus on identifying potential associated environmental concerns. To the extent required under CEQR/SEQRA, it is possible that further environmental review may be necessary when certain, as yet undefined components of the South Island Development Zones are considered.

#### *METHODOLOGY*

In the future without the Proposed Project (or the No Build condition), Governors Island is assumed to continue to operate as it does today. Visitation is dependent on certain factors that can be controlled, such as the ability to access the Island (number of operating days and hours, ferry capacity, and frequency). Public outreach and enhancements in recent years have made Governors Island a highly visited summer weekend destination, and at peak times, ferries already operate at capacity.

As described below, two analysis years are considered: 2022 and 2030.

#### *2022 Analysis Year*

The 2022 analysis year considers the potential for impacts from the following Proposed Project components:

- Creation of the Special Governors Island District on the North Island.
- The reuse and re-tenanting of approximately 1.2 million sf of space on the North Island along with the potential demolition and replacement of two non-historic building additions with new structures of the same floor area and similar bulk. In addition, a new structure would be built on the open area north of Building 110, immediately west of Soissons Landing (the “Soissons Concession Site”).
- The full development of the Park Master Plan for the entire Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the completed Park and Public Spaces.

Potential impacts for the 2022 analysis year are examined cumulatively by including the impacts identified for Phase 1 of the Park Master Plan.

#### *2030 Analysis Year*

Similar to the 2011 FGEIS, the FSGEIS considers the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas. Their potential impacts are examined qualitatively or generally in less detail than those provided for development through 2022. Potential impacts are considered cumulatively by assessing the full development of Governors Island, including those project components that would be complete by the 2022 analysis year and the completion of the South Island Development Zones by 2030.

As in the 2011 FGEIS, total development would remain at 3 million sf. However, based on program and phasing refinements since the 2011 FGEIS, the anticipated program for the full development of the Island is somewhat different from that contemplated in the 2011 FGEIS. **Table 3** shows the existing re-tenanted space on the North Island and the anticipated development program for the North Island Redevelopment in 2022 and the South Island Development Zones by 2030 for both the University/Research Option and the Mixed-Use Option. **Table 4** compares the 2011 FGEIS program with the FSGEIS program for the University/Research Option and the Mixed-Use Option to illustrate how the programs have changed since the 2011 FGEIS.

When the South Island Development Zones have been planned and designed, it is anticipated that any land use actions would be subject to CEQR.

**Table 3**  
**Total Governors Island Development (Existing and Proposed)—2030**

Land Use	Existing Re-Tenanted Space (sf) <sup>1</sup>	University Research Option			Mixed-Use Option		
		North Island Redevelopment (sf)	South Island Development Zones (sf)	Total (sf)	North Island Redevelopment (sf)	South Island Development Zones (sf)	Total (sf)
<b>University</b>							
Campus	0	422,000	0	422,000	0	0	0
Research	0	0	188,650	188,650	0	0	0
Academic	0	0	213,450	213,450	0	0	0
Housing—Faculty Housing <sup>2</sup>	0	0	94,300	94,300	0	1,120,950	1,120,950
Housing—Dormitories <sup>2</sup>	0	262,000	588,000	850,000	262,000	188,000	450,000
<b>Conference Center/Hotel</b>	0	256,250	243,750	500,000	256,250	93,750	350,000
<b>Office</b>	48,450	7,000	119,550	175,000	300,325	0	348,750
<b>Service Retail/Restaurant<sup>3</sup></b> <i>(Not destination, accessory to Island)</i>	0	37,800	37,200	75,000	37,800	37,200	75,000
<b>Cultural</b>							
General <i>(Gallery, small museum, etc.)</i>	0	0	0	0	128,700	0	128,700
Artist Studio	47,700	57,000	0	104,700	57,000	0	104,700
Movie Theater	0	9,200	0	9,200	9,200	0	9,200
<b>Public School<sup>4</sup></b>	79,700	148,000	0	227,700	148,000	45,000	272,700
<b>Maintenance, Support, Other</b>	0	0	140,000	140,000	0	140,000	140,000
<b>TOTAL</b>	<b>175,850</b>	<b>1,199,250</b>	<b>1,624,900</b>	<b>3,000,000</b>	<b>1,199,250</b>	<b>1,624,900</b>	<b>3,000,000</b>

**Notes:**

1. The existing re-tenanted North Island uses are not assessed in the FSGEIS analyses.
2. All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-Island.
3. Includes 8,000 sf of redevelopment for the Soissons Concession Site.
4. In the University/Research Option, a public school for grades 6–12 would be provided. In the Mixed-Use Option, a 45,000-square foot elementary school would be provided in addition to the 6–12 school.

*Reasonable Worst Cast Development Scenario*

The land uses identified for the North Island re-tenanting as well as the South Island Development Zones have different population characteristics. For example, university housing uses would generate on-site residents whereas office uses would not. Other uses, including the park and open spaces, would generate workers and visitors that would access the island from the off-site ferry locations. Each analysis in the FSGEIS uses a “reasonable worst-case development scenario” that could result in the worst environmental effect for that technical area.

The analyses focus on identifying potential environmental concerns associated with the potential uses to the extent required under CEQR/SEQRA; further environmental review may be necessary for as yet undefined components of the South Island Development Zones.

**Table 4**  
**Comparison of Total Island Development: 2011 FGEIS and SGEIS**

Uses	University/Research Option (sf)			Mixed-Use Option (sf)		
	2011 FGEIS	SGEIS	Difference	2011 FGEIS	SGEIS	Difference
<b>University</b>						
Campus	0	422,000	422,000	0	0	0
Research	400,000	188,650	-211,350	0	0	0
Academic	450,000	213,450	-236,550	0	0	0
Housing—Faculty Housing <sup>1</sup> <i>(assumed as apartments, not dorms)</i>	200,000	94,300	-105,700	1,650,000	1,120,950	-529,050
Housing—Student Dorms <sup>1</sup>	850,000	850,000	0	450,000	450,000	0
<b>Conference Center/Hotel</b>	500,000	500,000	0	350,000	350,000	0
<b>Office</b>	175,000	175,000	0	60,000	348,750	288,750
<b>Service Retail/Restaurant</b> <i>(Not destination, accessory to other uses)</i>	75,000	75,000	0	75,000	75,000	0
<b>Cultural</b> <i>(Gallery, artist studios, movie theater)</i>	60,000	113,900	53,900	125,000	242,600	117,600
<b>Public School</b>	150,000	227,700	77,700	150,000	272,700	122,700
<b>Maintenance, Support, Other</b>	140,000	140,000	0	140,000	140,000	0
<b>TOTAL</b>	<b>3,000,000</b>	<b>3,000,000</b>	<b>0</b>	<b>3,000,000</b>	<b>3,000,000</b>	<b>0</b>

**Notes:**

- Total development includes existing re-tenanted space on the North Island.
1. All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-Island.

The analyses assume that in the future without the Proposed Project, no portion of the Proposed Project would be implemented and the Island would continue in its current use and configuration.

#### *Study Areas*

In general, the study areas for the FSGEIS analyses include the entire Island, including that portion of Governors Island owned by the National Park Service and, depending on the specific analysis, may also include the area within 400 feet of the ferry landing at Pier 6 in Brooklyn Bridge Park and the area within 400 feet of the BMB.

### **SCREENING ASSESSMENTS**

As stated in the Determination of Significance issued by ODMED on December 5, 2012 certain technical areas do not require further evaluation of potential environmental impacts, including: socioeconomic conditions; community facilities and services; open space; natural resources; hazardous materials; water and sewer infrastructure; solid waste and sanitation services; and energy.

As described above, in addition to Phase 1 and the infrastructure improvements, the 2011 FGEIS analyzed, generically, the Later Phases, which included additional open space improvements, the re-tenanting of the North Island, and development in the South Island Development Zones. In the FGEIS, cumulative impacts were fully studied for the North Island re-tenanting, the full Park Master Plan, and the South Island Development Zones in the FGEIS. In some technical areas the changes to the development program for the currently Proposed Project will make no significant difference to the conclusions of the FGEIS for 2030. Detailed screening assessments demonstrated that the current Proposed Project would have the same or less potential to have impacts than the Proposed Project analyzed in the 2011 FGEIS where no significant adverse impacts were identified in these areas: socioeconomic conditions, community facilities, open space, natural resources, water and sewer infrastructure, solid waste and sanitation services, or energy.

The Proposed Project would avoid hazardous materials impacts by preparing a site-specific Remedial Action Plan (RAP) and Construction Health and Safety Plan (CHASP), submitted to NYCDEP for review and approval, for implementation prior to and during renovation and construction. The RAP would provide the appropriate clean fill importation criteria and criteria for allowable reuse of excavated site soils (whether in the uppermost layer of landscaped areas or elsewhere), and handling, stockpiling, testing, transportation, and disposal of excavated materials, including any unexpectedly encountered contaminated soil and petroleum storage tanks, in accordance with applicable regulatory requirements. The CHASP would ensure that subsurface disturbance is performed in a manner protective of workers, others on the Island, and the environment. With these measures, construction of the Proposed Project would not result in any significant adverse impacts related to hazardous materials.

## **3. PROBABLE IMPACTS OF THE PROPOSED PROJECT**

### **LAND USE, ZONING, AND PUBLIC POLICY**

The Proposed Project would not result in significant adverse impacts with respect to land use, zoning, and public policy, and therefore would not alter the conclusions of the 2011 FGEIS. The proposed zoning map and text amendments (which would be limited to the North Island) would result in a mix of uses that would be compatible with each other and with existing uses on the Island. The Proposed Project would provide a major benefit to the people of New York City and the surrounding region by expanding and improving publicly accessible open space, allowing that open space to be used year around, and replacing vacant land and outmoded and underutilized buildings with active uses including new institutional, commercial, and other development. The full development of the Proposed Project would work towards fulfilling long-term public policies for the Island and would help achieve the City's waterfront and open space goals.

### **SHADOWS**

The only new (non-replacement) structure requiring analysis of shadows is the potential restaurant/entertainment building in the area formerly known as Water Taxi Beach. The assessment

concluded that the proposed structure would cast new shadows on portions of the adjacent publicly-accessible open space areas, and the Upper New York Bay. However, the incremental shadow from the proposed structure would not result in a substantial reduction in the usability of the Great Promenade or the other portions of adjacent open space. Similarly, the incremental shadow from the proposed structure would not significantly alter the microclimate of the affected portion of the Upper New York Bay. Other aspects of the Proposed Project that would result in new construction (including the South Island Development Zone structures, which may be completed by 2030) have not changed since the 2011 FGEIS and do not require additional analysis. Therefore, the Proposed Project would not result in significant adverse shadow impacts, and the conclusions of the 2011 FGEIS would not change.

## **HISTORIC AND CULTURAL RESOURCES**

### *2022 ANALYSIS YEAR*

#### *Archaeological Resources*

The Proposed Project would re-tenant more than 1.2 million square feet of vacant space in existing historic structures on the North Island. Subsurface disturbance around or below these buildings would be required for their reuse. Any subsurface disturbance required in or around the specific North Island buildings identified on the Design Manual's archaeological probability map (Area D-Quarters/Building 1, Area E-Quarters/Building 2, and Area F-Building 9), would be conducted in consultation with LPC and OPRHP (as appropriate). The Design Manual's archaeological probability map does not show the areas of demolition and excavation for the proposed new structures as having identified or potential archaeological sensitivity; furthermore, these areas were previously evaluated in the 2008 EAF and no archaeological work was requested at that time by LPC or ORPHP. The Yankee Landing and Great Promenade areas also have not been identified in previous studies as having potential archaeological sensitivity, and the work in these areas would not be anticipated to have any adverse impacts to archaeological resources. However, coordination with LPC and the OPRHP (as appropriate) will be conducted to determine the need for any additional work for these areas.

The activity and subsurface disturbance that would occur on the South Island by 2022 for the Proposed Project would not affect archaeological resources as that section of the Island has no archaeological sensitivity.

#### *ARCHITECTURAL RESOURCES*

The proposed rezoning would facilitate the re-tenanting of more than 1.2 million square feet of vacant space in existing historic structures on the North Island. Any alteration, renovation, or restoration of buildings in the Governors Island Historic District related to such re-tenanting would require compliance with the guidance of the Design Manual and coordination and review by LPC and/or OPRHP (as appropriate).

The Proposed Project also would include construction of a new building on the Soissons Concession Site, and Wing O of Building 400 (Liggett Hall) and Building S-517 could be renovated or demolished and replaced by new structures with the same floor area. While Building 400 is a Category 2/contributing resource within the Governors Island Historic District, the Design Manual identifies the additions within the building's west courtyard (which include Wing O) as being without architectural merit and inappropriate in scale and design and notes that they can be removed. Building S-517 is a Category 3/non-contributing resource, and according to the Design Manual, it can be demolished. Furthermore, the demolition of these structures was analyzed and approved by ESDC in 2008. The demolition of these structures would also be presented to LPC at a public hearing, where the agency would issue comments.

Since the demolition and new construction activities would occur on or in close proximity to contributing elements of the Governors Island Historic District, a Construction Protection Plan (CPP) would be developed to ensure that historic structures and landscape elements within 90 feet of construction activities would not be inadvertently affected during construction. The CPP would be reviewed and approved by LPC and/or OPRHP (as appropriate).

The design and construction of the proposed new structures on the North Island would be subject to the requirements of the Design Manual. The three proposed new structures within the Historic District—as well as the new open canopy ferry shelter at Yankee Landing, if sited within the Historic District’s boundaries—would be designed and constructed so as to be consistent with these standards and in coordination with The Trust, LPC, and OPRHP (as appropriate), and avoid any potential visual or contextual impacts to contributing structures within the Historic District. The proposed new structures would also be presented to LPC at a public hearing, where the agency would issue comments.

Any changes to the roadways, pedestrian walkways, and landscaping in the area around Yankee Landing would be consistent with the guidelines for site development, lighting, and landscaping in the Design Manual. The Great Promenade work also would be consistent with the Design Manual’s guidelines for site development, lighting, and landscaping. Furthermore, the new construction for these project elements, including construction staging, would be undertaken in a manner that avoids damage to existing buildings, structures, landscapes, and landscape features.

Work on the South Island by 2022 would not involve the construction of any new buildings within the transition zone immediately south of Division Road. Therefore, the Proposed Project’s work on the South Island would not have any adverse effects on architectural resources. Furthermore, the open space improvements on the South Island would enhance the context of the North Island’s historic buildings.

The proposed re-tenanting of buildings and the limited new construction on the North Island would bring additional visitors to the Island, which is consistent with the National Park Service’s planning efforts to engage the public with the Monument and the wider Harbor through other new uses and programs of their own.

#### *2030 ANALYSIS YEAR*

No additional work is proposed for the North Island by 2030 beyond what is considered in the 2022 analysis year. Therefore, the potential effects in 2030 of the Proposed Project on archaeological and architectural resources on the North Island would be the same as described above. The South Island is not considered to be potentially archaeologically sensitive; therefore, the activity and subsurface disturbance that would occur on this portion of the Island with the Proposed Project through 2030 would not affect archaeological resources.

The Proposed Project would develop new buildings and uses in the two future development zones on the South Island by 2030. The uses associated with the two South Island Development Zones are not specifically proposed, defined, or designed and their operations have not yet been planned. The Trust anticipates developing design guidelines for the South Island Development Zones. These guidelines will incorporate the Design Manual’s recommendations regarding development in the transition zone. The South Island design guidelines would be provided to LPC and OPRHP for comment (as appropriate).

While specific design plans have not been developed for the South Island, the design guidelines for the South Island Development Zones would be intended to create a harmonious relationship between the new buildings, the historic buildings and landscapes, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to historic and cultural resources.

Overall, the analysis concludes that the changes in background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS would not result in any significant adverse impacts to historic and cultural resources that were not addressed in the 2011 FGEIS.

## **URBAN DESIGN AND VISUAL RESOURCES**

### *2022 ANALYSIS YEAR*

By 2022, the Proposed Project would re-tenant more than 1.2 million square feet in existing historic structures on the North Island. Any reuse of buildings within the Historic District would require compliance with the guidance of the Design Manual and would require review and approval by LPC and OPRHP. While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. Thus, this element of the Proposed Project would not result in a significant adverse impact to urban design.

The proposed new structures on the North Island (including the proposed ferry shelter at Yankee Landing if it is sited within the Historic District) would be required to comply with the Design Manual's "Standards for New Construction and Additions," and would require review and approval by LPC and OPRHP, including presentation of proposed new structures to LPC at a public hearing, where the agency would issue comments. Therefore, the proposed development of new structures at the Soissons Concession Site, Building 400 (Liggett Hall/Wing O), Building S-517, and Yankee Landing locations is anticipated to be compatible with the urban design of the North Island. The proposed widening and new pavement of the Great Promenade on the North Island would enhance connections to other nearby open spaces that are being developed in the future without and with the Proposed Project, pursuant to the Park Master Plan.

No other new or replacement structures are proposed to be constructed on the North Island at this time. However, the proposed zoning text would allow "predominantly community facility" buildings with a maximum height of 60 feet, which would be somewhat taller than most of the existing structures on the North Island. Commercial, residential, and mixed-use buildings constructed to the maximum allowed height (35 feet) would be more similar in scale to the existing buildings on the North Island. The maximum floor area ratio (FAR) allowable would result in structures of similar bulk to most of the existing structures on the North Island. Again, the design and construction of any potential new structures also would be required to comply with the Design Manual's "Standards for New Construction and Additions."

On the South Island, the proposed park and open space improvements to be developed by 2022 would enhance the South Island's open space offerings and natural resource opportunities and replace streetscape elements with a more cohesive design that would unite the North and South Islands.

The changes to be created by 2022 with the Proposed Project would be visible from off-Island areas including the East River Esplanade and Battery Park in Lower Manhattan; the Louis J. Valentino, Jr., Park and Pier, and the Brooklyn Bridge Park in Brooklyn; and the Staten Island Ferry. In these views, the enhancements to the Great Promenade, the new ferry shelter at Yankee Landing, the new structure on the Soissons Concession Site, and the new topography of the Hills would be most notable. These changes would not be considered adverse. There are no visual resources located on the South Island; therefore, the proposed work in this area would not eliminate or obstruct existing views to such resources. The development of the Hills would create new view corridors to the visual resources on the North Island; in addition, the Hills would provide enhanced views of the various resources that can currently be seen mainly from the waterfront esplanade and perimeter roadway.

In summary, the Proposed Project in 2022 would not have a significant adverse effect on urban design, view corridors, or views to visual resources.

### *2030 ANALYSIS YEAR*

No additional work is proposed for the North Island between 2022 and 2030. On the South Island new buildings would be constructed in two future development zones. As the existing, vacant buildings on the South Island will be demolished in the future without the Proposed Project, the new construction would not be inconsistent with any South Island building types, arrangements, or uses. The potential siting, height, massing, design, and materials of the buildings to be developed on the South Island have not yet been developed or designed. It is anticipated that design guidelines would be developed for the South Island



Development Zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes.

When the redevelopment of the two South Island Development Zones has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to urban design and visual resources.

Overall, the analysis concludes that the changes in background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS would not result in any significant adverse impacts to urban design and visual resources that were not addressed in the 2011 FGEIS.

## **TRANSPORTATION**

### *2022 ANALYSIS YEAR*

#### *Traffic*

Traffic conditions were evaluated at 14 intersections in Manhattan for the weekday AM, midday, PM, and Saturday peak hours and at seven intersections in Brooklyn for the weekday AM, midday, and PM peak hours.

In Manhattan, there would be the potential for significant adverse impacts at five approaches/lane groups during the weekday AM peak hour, two approaches/lane groups during the weekday midday peak hour, two approaches/lane groups during the PM peak hour, and four approaches/lane groups during Saturday peak hours. There would be the potential for significant adverse impacts at the following approaches/lane groups:

- The eastbound approach at the signalized intersection of Whitehall Street and Water Street;
- The eastbound approach at the signalized intersection of Broad Street and Water Street;
- The southbound approach at the unsignalized intersection of Broad Street and South Street;
- The westbound approach at the signalized intersection of South Street and Old Slip;
- The northbound through/right-turn lane at the signalized intersection of South Street and Old Slip;
- The southbound approach at the signalized intersection of South Street and Wall Street; and
- The eastbound approach at the signalized intersection of South Street and Maiden Lane.

In Brooklyn, there would be the potential for significant adverse impacts at one approach/lane group during the weekday AM peak hour, three approaches/lane groups during the weekday midday peak hour, and seven approaches/lane groups during PM peak hours. There would be the potential for significant adverse impacts at the following approaches/lane groups:

- The eastbound approach at the signalized intersection of Joralemon Street and Furman Street;
- The northbound approach at the signalized intersection of Joralemon Street and Furman Street;
- The southbound approach at the signalized intersection of Atlantic Avenue and Court Street;
- The eastbound approach at the signalized intersection of Atlantic Avenue and Court Street;
- The exclusive eastbound left-turn lane at the signalized intersection of Atlantic Avenue and the Brooklyn-Queens Expressway (BQE) Eastbound Ramps;
- The exclusive westbound left-turn lane at the signalized intersection of Atlantic Avenue and Columbia Street;
- The shared westbound left-turn/through lane at the signalized intersection of Atlantic Avenue and Columbia Street; and
- The southbound left-turn lane at the signalized intersection of the BQE Westbound Ramps and Columbia Street.

With the implementation of standard mitigation measures (primarily signal timing changes), the significant adverse traffic impacts identified above could be fully mitigated except at two intersections: South Street and Broad Street in Manhattan during the Saturday peak hour and at Atlantic Avenue and Columbia Street in Brooklyn during the PM peak hour. Measures that can be implemented to mitigate these significant adverse traffic impacts are discussed below in “Mitigation.”

#### *Transit*

The preliminary screening assessment summarized below concluded that a detailed bus-line analysis is not warranted. However, detailed subway-line haul analyses and analyses of station elements at the Bowling Green (Nos. 4/5 lines) and South Ferry Terminal/Whitehall Station (No. 1 and R lines) subway stations were prepared. Based on the results of the transit analyses, the proposed project would result in a significant adverse impact at the Bowling Green station stairway at the State Street entrance. A discussion of potential mitigation measures and their feasibility is presented in “Mitigation.”

#### *Pedestrians*

Peak period pedestrian conditions were evaluated at key sidewalk, corner reservoir, and crosswalk elements in Manhattan and Brooklyn. There were no significant impacts identified in Brooklyn, however, significant impacts due to the Proposed Project were identified at the following locations in Manhattan:

- The east and west crosswalks at State Street and Whitehall Street;
- The east crosswalk at Whitehall Street and South Street; and
- Sidewalk along the BMB frontage.

Potential measures that can be implemented to mitigate these significant adverse pedestrian impacts and their feasibility are presented in “Mitigation.”

#### *Vehicular and Pedestrian Safety*

Crash data for the study area intersections were obtained from the New York State Department of Transportation (NYSDOT) for the time period between January 1, 2009 and December 31, 2011. A review of the data identified one study area intersection, the Court Street and Atlantic Avenue intersection in Brooklyn, as a high pedestrian crash location. With modest increases in peak hour vehicular and pedestrian traffic projected for Court Street and Atlantic Avenue, the Proposed Project is not expected to result in any significant adverse pedestrian safety impacts.

#### *2030 ANALYSIS YEAR*

The full development of Governors Island would increase vehicular, transit, pedestrian, and parking demand during the weekday and weekend peak periods. Significant adverse impacts would likely result, beyond those identified as part of the quantitative analyses presented for the 2022 analysis year. The evaluation of these impacts and the identification of potential mitigation measures would be the subject of future environmental review(s) when the programming for the South Island Development Zones becomes defined.

### **AIR QUALITY**

#### *2022 ANALYSIS YEAR*

The maximum predicted pollutant concentrations and concentration increments from on-road mobile sources, from ferry operations, and from potential heat and hot water systems with the Proposed Project would be below the corresponding guidance thresholds and ambient air quality standards. Thus, the Proposed Project would not have any significant adverse impacts on air quality.

#### *2030 ANALYSIS YEAR*

Since the specific program and design of the South Island Development Zones have not yet been defined, the potential for air quality impacts from these components are reviewed qualitatively. The conclusion remains the same as in the 2011 FGEIS—although not all details can be analyzed at this time, any potential

air quality impacts can be avoided by design measures or other mitigation options. These elements would be analyzed in detail in any subsequent environmental review.

## **GREENHOUSE GAS EMISSIONS**

### *2022 ANALYSIS YEAR*

On the North Island, the Proposed Project (under the University/Research Option, the more greenhouse gas (GHG)-intensive scenario) would result in annual GHG emissions of 41,265 metric tons of CO<sub>2</sub>e. Of that amount, approximately 10,971 metric tons of CO<sub>2</sub>e would be emitted as a result of grid electricity use and fuel consumption in on-site energy systems. Mobile sources (vehicle and ferry trips generated by the proposed uses) would account for the remaining emissions of approximately 30,293 metric tons CO<sub>2</sub>e. The re-tenanting of the North Island would involve the reuse of existing historic buildings. To the extent practicable, energy efficiency measures would be implemented, and sustainability would be favored and encouraged through the design process and any RFP. To the extent that Local Law 86 of 2005, the New York City Green Building Law, applies to the Proposed Project, the Trust would comply with the law's requirements.

As described in the 2011 FGEIS, the Master Plan has accounted for a sea level rise of 2 feet, reducing the Island's vulnerability to storm surges as compared to existing conditions by designing the new topography on the island for Phase 1 to be at least 4 feet above the current 1-in-100 year flood levels (this includes an additional 2 feet to elevate tree roots above saltwater levels during future 1-in-100 year events). In fact, elevations in most of the park and public space will be significantly higher than this, sheltering thousands of trees planted in the new park and public space from the effects of projected sea-level rise. Finally, saltwater tolerant plant species will be used in low lying areas where practicable.

To the extent feasible, practicable, or required, the Proposed Project would incorporate measures to accommodate a 2-foot increase in the 1-in-100 year storm level by the end of the century (or the most recent appropriate level based on the best information available at the time final designs are made). These measures may include raising the grade, creating storm barriers, and sealing critical infrastructure. As detailed local climate change projections become available and are adopted into the City's infrastructure design criteria, such criteria would be incorporated into the Proposed Project.

### *2030 ANALYSIS YEAR*

Anticipated program and phasing refinements would not have the potential to substantially affect the GHG building operational and mobile source emissions projected in the 2011 FGEIS, except for emissions from ferry trips. Accounting for the estimated increase in ferry trip emissions, the overall 2030 analysis year annual GHG emissions for the North Island and South Island Development Zones would be 164,118 metric tons of CO<sub>2</sub>e. The South Island Development Zones are expected to incorporate climate resilience and energy efficiency measures. It is expected that GHG emissions and the climate resilience of the South Island Development Zones will be analyzed as part of any future environmental review to ensure development is consistent with the City's GHG reduction goal.

## **NOISE**

### *2022 ANALYSIS YEAR*

The analysis concludes that noise generated by ferries associated with the Proposed Project could result in significant adverse impacts at open space locations immediately adjacent to ferry landings at Soissons dock on the Island and at Pier 6 in Brooklyn during weekday time periods. While the noise level increments at these locations, ranging from 3.2 dBA to 4.8 dBA, would be considered significant according to CEQR criteria, absolute noise levels at these locations would be comparable to other open space areas in New York City.

The analysis also concludes, similarly to the conclusions of the 2011 FGEIS, that if the playground associated with the public school included in the Proposed Project is located immediately adjacent to an

existing open space area, noise level increases adjacent to the proposed playground could range from 4.8 dBA to 18.4 dBA depending on the specific location of the playground. Consequently, the school playground could potentially result in a significant noise impact if it is located immediately adjacent to an existing open space area.

Furthermore, to meet CEQR interior noise level requirements, the analysis prescribes up to 31 dBA of building attenuation for the buildings associated with the Proposed Project, which is the same amount of building attenuation specified in the 2011 FGEIS. Also similarly to what was predicted in the 2011 FGEIS, noise levels in the newly created open spaces would be greater than the 55 dBA L<sub>10(1)</sub> prescribed by CEQR criteria, but would be comparable to other parks around New York City and would not constitute a significant adverse impact.

### *2030 ANALYSIS YEAR*

The South Island Development Zones would introduce new land uses by 2030 and would generate additional ferry traffic to accommodate an increase in people traveling to and from the Island. The specific future uses for the Development Zones have not yet been proposed, defined, or designed at this time. Therefore, potential noise impacts from these uses, associated increases in ferry traffic, and potential requirements for window/wall attenuation will be analyzed in greater detail in further environmental reviews associated with any future discretionary actions.

### **PUBLIC HEALTH**

The Proposed Project would not result in significant adverse impacts in the areas of water quality, hazardous materials, or air quality. However, the Proposed Project would result in significant adverse noise impacts on open space locations immediately adjacent to Soissons Landing and at Pier 6 in Brooklyn during weekday time periods. In addition, there could be significant adverse impacts at locations near the proposed school playgrounds. Mitigation measures for these impacts would not be feasible.

The CEQR noise thresholds are based on quality of life considerations and not on public health considerations. While the noise level increments at these locations would be considered significant according to CEQR criteria, absolute noise levels at these locations would be comparable to other open space areas in New York City. Noise levels of this magnitude frequently occur at parks or portions of parks that are adjacent to roadways, including Hudson River Park, Riverside Park, Bryant Park, Fort Greene Park, and other urban open space areas. In addition, park users would have the option of using a variety of other open spaces on Governors Island and Brooklyn Bridge Park, both of which are large publicly accessible parks that provide a range of passive and active spaces. While noise levels within the Proposed Project's open spaces would exceed recommended CEQR thresholds, significant adverse noise impacts to the proposed project's open space areas would not result in significant adverse public health impacts.

### **NEIGHBORHOOD CHARACTER**

Overall, the full development of the Proposed Project would result in a noticeable change to the neighborhood character of the Island. However, it is expected that this change would be beneficial and not adverse. The character of Governors Island would continue to be defined by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, open space uses, and sweeping views of the harbor. The Proposed Project would create a world-class park by opening new areas to public access and enhancing the connections between existing open spaces. It would improve neighborhood character by introducing appropriate uses in place of underutilized land and vacant buildings and enlivening the site with new worker, student, and visitor populations. The Proposed Project would restore and re-tenant the historic buildings in the North Island, which would complement the historic nature of the National Monument. The development proposed for the Island would not adversely impact existing uses or proposed open space uses, and would instead incorporate existing historical features and existing and proposed open space resources. Furthermore, Island open spaces would accommodate the new populations on the Island and would continue to serve as a destination open space for the region.

However, it is not possible at this time to determine whether the full development of the Proposed Project would result in significant adverse impacts to shadows, urban design and visual resources, historic resources, transportation, or noise that would have the potential to affect the neighborhood character of the Island. It is anticipated that any future environmental review would assess the potential impacts to neighborhood character due to potential impacts in these technical areas as a result of the full development of the Proposed Project.

## **CONSTRUCTION**

Potential construction impacts on transportation, air quality, noise and vibration, historic and cultural resources, hazardous materials, water quality and natural resources, park use, and socioeconomic conditions were analyzed for the 2022 analysis year.

### *TRANSPORTATION*

Construction worker trips would be concentrated in off-peak hours and would not represent a substantial increment during peak travel periods. The construction workers would likely travel to the Island from the BMB or Brooklyn. However, certain construction companies could arrange travel to the Island from different locations, using commercial vessels. The sites where workers would gather for transportation on other commercial vessels could be located throughout the metropolitan area. No one locality would experience a concentration of construction workers gathering during renovation and re-tenanting of the North Island and construction of the park and public spaces, each with components of less than two-year duration of construction. Therefore, no significant adverse impacts on vehicular traffic are expected from construction workers during renovation and re-tenanting of the North Island and construction of the park and public spaces.

Construction of the South Island Development Zones would likely require longer construction periods and substantially more construction workers and deliveries, which may result in significant adverse transportation impacts. These impacts and potential mitigation measures will be assessed as part of future environmental reviews when details on the South Island Development Zones components become more defined.

Like vehicular traffic, the public transit lines that workers would use are scattered throughout the metropolitan area, and no one subway or bus line would experience all workers using it. In addition, as described above, worker trips would be concentrated in off-peak hours. Therefore, no significant adverse impacts on public transit facilities are expected. Certain contractors may choose to stockpile construction materials at off-Island locations before transporting them to the Island. The trucks would come to the location over a period of days or weeks, and most likely, no contractor would try to accumulate a barge load of construction materials in one day. These stock-piling locations would be spread throughout New York Harbor, and no one location would be used for all Governors Island construction materials. Therefore, no significant adverse impacts are expected to be caused by the truck movement of construction materials. It is anticipated that waterborne transportation would be the primary means of moving construction workers, materials, and equipment to Governors Island during construction of the Proposed Project. The maritime trips generated by construction on Governors Island are expected to be limited to ferries and water taxis for the workers, and tug-assisted barges for equipment and materials. The number of daily trips to Governors Island for construction is expected to be minimal compared with the existing trips and would not add significantly to the waterborne traffic in New York Harbor. Therefore, no significant adverse impacts on marine traffic are expected as a result of construction of the Proposed Project.

### *AIR QUALITY*

Much of the fugitive dust generated by construction activities consists of relatively large particles, which are expected to settle within a short distance from the construction sites and not significantly impact any nearby buildings or people. All appropriate fugitive dust control measures, including watering of exposed areas and dust covers for trucks, would be employed during construction of all components of the Proposed Project. These measures would prevent fugitive dust from resulting in a significant adverse impact. To ensure that

construction on Governors Island results in the lowest feasible diesel particulate matter (DPM) emissions, an emissions reduction program for all construction activities associated with the Proposed Project would be implemented. These measures would prevent engine emissions from resulting in a significant adverse impact.

#### *NOISE AND VIBRATION*

Construction noise is regulated by the New York City Noise Control Code and by the U.S. Environmental Protection Agency (USEPA) noise emission standards for construction equipment. In addition, appropriate low-noise emission level equipment and operational procedures would be used. Compliance with noise control measures would be included in the contract documents as material specifications and by directives to the construction contractor. Noise, while being intrusive for short periods of time during certain construction activities, would not result in a significant adverse impact. Given the locations of construction on Governors Island, no significant adverse impacts caused by vibration are expected; as described below under “Historic and Cultural Resources,” where construction activity would occur on or in close proximity to historic resources, a CPP would be prepared and implemented to avoid potential construction impacts.

#### *HISTORIC AND CULTURAL RESOURCES*

Approximately 1.2 million sf of vacant space in existing historic structures on the North Island is expected to be re-tenanted by 2022. While more information on proposed disturbance is necessary to identify potential adverse effects, it is possible that some subsurface disturbance may be required as part of these actions. If subsurface disturbance is required, coordination with LPC and OPRHP (as appropriate) would be conducted to determine the need for any additional archaeological work for this area.

The Proposed Project also would include construction of a new building on the Soissons Concession Site, and Wing O of Building 400 (Liggett Hall) and Building S-517 could be renovated, or demolished and replaced with new structures of the same floor area. The Design Manual identifies the additions within Building 400’s west courtyard (which include Wing O) as being without architectural merit and inappropriate in scale and design, and notes that they can be removed. Building S-517 is a Category 3/non-contributing resource, and according to the Design Manual, it can be demolished. Furthermore, the demolition of these structures was evaluated in 2008. The proposed demolitions and new construction would be reviewed by OPRHP (as appropriate) and presented to LPC at a public hearing. In addition, since the demolition and new construction activities would occur on or in close proximity to contributing elements of the Governors Island Historic District, a CPP would be developed—based on the requirements stipulated in the NYCDOB *Technical Policy and Procedure Notice (TPPN) #10/88*.

The South Island is not archaeologically sensitive and has no historic or architectural resources. Therefore, any activity and subsurface disturbance that would occur on the South Island would not have any significant adverse impacts on such resources.

#### *HAZARDOUS MATERIALS*

As noted in the 2011 FGEIS, impacts during construction of any component of the Proposed Project would avoid hazardous materials impacts by preparing a site-specific Remedial Action Plan (RAP) and Construction Health and Safety Plan (CHASP), submitted to NYCDEP for review and approval, for implementation prior to and during renovation and construction. The RAP would provide the appropriate clean fill importation criteria and criteria for allowable reuse of excavated site soils (whether in the uppermost layer of landscaped areas or elsewhere), and handling, stockpiling, testing, transportation, and disposal of excavated materials, including any unexpectedly encountered contaminated soil and petroleum storage tanks, in accordance with applicable regulatory requirements. The CHASP would ensure that subsurface disturbance is performed in a manner protective of workers, others on the Island, and the environment. With these measures, construction of the Proposed Project would not result in any significant adverse impacts related to hazardous materials.

## *WATER QUALITY AND NATURAL RESOURCES*

The modifications to the 2030 development program would not alter the findings of the 2011 FGEIS with respect to natural resources during construction of the Proposed Project. The South Island Development Zones largely overlap with previously developed areas. Therefore, little existing open space habitat would be modified or lost by future construction activities within these areas, or with the North Island re-tenanting.

Portions of the park and open space elements to be developed in the South Island (assumed to be completed in 2030 in the 2011 FGEIS and now scheduled for 2022 completion) would be located within the current 100-year floodplain. Fill material would be added to these areas to raise the elevation above the projected future 100-year flood elevation. The design of any new buildings within the South Island Development Zones would have to be consistent with the New York City Building Code requirements for construction within the 100-year floodplain at that future time.

With the reduction in impervious cover and implementation of erosion and sediment control measures and the stormwater management measures that would be specified in the Stormwater Pollution Prevention Plans (SWPPP), stormwater discharged during construction of the Proposed Project would not result in significant adverse impacts to littoral zone tidal wetlands, or to water quality, or aquatic biota of the Upper Bay.

Thus, as with the development program analyzed in the 2011 FGEIS, the Proposed Project would not have the potential to result in any significant adverse impacts to existing terrestrial plant and wildlife communities, floodplains, wetlands, water quality, or aquatic biota in the Upper New York Bay.

## *PARK USERS*

Construction activities are noisy, can create dust, cause air emissions, and generate heavy equipment and truck traffic. The Trust would institute a number of measures to minimize the effects on park users. While some park users would find their park experience disrupted to some degree, these measures would minimize the disruption during renovation and re-tenanting of the North Island and construction of the park and public spaces, each with components of less than two-year duration of construction. Therefore, construction would not result in a significant adverse impact on park users.

## *SOCIOECONOMICS*

Construction of the Proposed Project would create direct benefits on the economy from expenditures on labor, materials, and services over the course of the construction period. Construction would also result in substantial indirect and induced economic effects. The construction activity would also generate tax revenues for New York City and State. In addition, the Proposed Project would generate income taxes and corporate and business taxes from direct, indirect, and induced activity. There would be no significant adverse impacts on socioeconomic conditions due to construction.

## **4. ALTERNATIVES**

The consideration of alternatives has been central to the planning of Governors Island. Alternative proposals have been considered for both the programming and design of the facilities and open space on the Island. These planning efforts, including extensive public input, led to the selection of a Master Plan that incorporates elements of various proposals. Two alternatives are analyzed in the FSGEIS. The first, the No Action Alternative, is required by CEQR, and describes a future in which the Proposed Project would not be undertaken. The second alternative is the Redevelopment Alternatives, which includes two options—a University/Research Option and a Mixed-Use Option. The alternatives analysis compares the potential effects of these options with each other.

### *NO ACTION ALTERNATIVE*

The No Action Alternative assumes that the Proposed Project is not implemented. There would be no new park or open space development, no new tenancies in historic buildings, and no new development. However, visitation to the Island would continue to increase. The No Action Alternative would result in minimal changes on Governors Island or off-Island areas, but it would also not result in any associated benefits. The

No Action Alternative would not result in significant impacts on land use, zoning, and public policy; socioeconomic conditions; open space; historic and cultural resources; urban design and visual resources; shadows; transportation; or noise. The No Action Alternative would also not replace underutilized land and vacant buildings with new uses that would enliven the Island with new worker, student, and visitor populations. Whereas the Proposed Project would create a new, unique neighborhood for New York City, the No Action Alternative would not.

#### *REDEVELOPMENT ALTERNATIVES*

Both options for the Later Phases–Island Redevelopment would provide for a mix of uses on the Island and create a new, unique neighborhood for New York City. The University/Research Option would create a college campus, housing for its students and staff, and supporting institutional and retail uses for its students, faculty, and staff. The Mixed Use Option would not develop a new campus on the Island, but it would provide housing for faculty and students of an off-Island institution. In either case, the Later Phases–Island Redevelopment would replace underutilized land and vacant buildings with new uses that would enliven the Island. Both would result in a noticeable change in the character of the Island, but this change would be positive and not adverse. When the Later Phases–Island Redevelopment has been better defined, it is anticipated that a supplemental environmental review would be undertaken. The potential effects of the Later Phases–Island Redevelopment would be studied in detail and mitigation measures would be identified as appropriate.

### **5. MITIGATION MEASURES**

#### *TRAFFIC*

In Manhattan, there would be significant adverse impacts at five approaches/lane groups during the weekday AM peak hour, two approaches/lane groups during the weekday midday peak hour, two approaches/lane groups during the PM peak hour, and four approaches/lane groups during Saturday peak hours. In Brooklyn, there would be significant adverse impacts at one approach/lane group during the weekday AM peak hour, three approaches/lane groups during the weekday midway peak hour, and seven approaches/lane groups during PM peak hour.

Subject to approvals of the relevant agencies, including the New York City Department of Transportation (NYCDOT), with the implementation of standard mitigation measures (primarily signal timing changes), the significant adverse traffic impacts identified could be fully mitigated except at two intersections: South Street and Broad Street in Manhattan during the Saturday peak hour and at Atlantic Avenue and Columbia Street in Brooklyn during the PM peak hour. At South Street and Broad Street, mitigation of the southbound approach could include installing a signal. However, given the proximity of this intersection to the FDR off-ramp, installing a signal is not feasible. At Atlantic Avenue and Columbia Street, adjustments to signal timings are not feasible since the signal works in tandem with the Atlantic Avenue and Furman Street intersection, and any changes to timings at Columbia Street would adversely impact Furman Street. In addition, limited right-of-way beneath the BQE overpass prohibits both lane widening and the addition of turn lanes.

#### *TRANSIT*

The Proposed Project would result in a significant adverse impact to the State Street stairway at the Bowling Green subway station. With the Proposed Project, during the AM peak period the State Street stairway between Battery Place and Bridge Street would decline from level of service (LOS) D to LOS E. This decline constitutes a significant adverse subway station impact that requires an evaluation of potential mitigation measures. Standardizing the existing stairway (removing grounded handrails, channels, and the center rail, and installing standard wall mounted handrails) would improve stairway operations and partially mitigate the projected significant adverse impact. To fully mitigate the impact, the stairway would need to be widened; however, given the physical and structural constraints at this location, widening the stairs is not feasible. While not fully mitigating the impact, standardizing the stairway has been accepted by New York City Transit (NYCT) as an appropriate mitigation measure.



## *PEDESTRIANS*

The Proposed Project would result in significant adverse pedestrian impacts at three locations in Manhattan. Subject to approvals of the relevant agencies, including NYCDOT, measures to mitigate these significant adverse impacts would include widening crosswalks and widening sidewalks in the vicinity of the BMB. With these mitigation measures in place, the Proposed Project would not have significant adverse pedestrian impacts.

## *NOISE*

For noise, school playgrounds created by 2022 and 2030 could have significant adverse noise impacts if located immediately adjacent to an existing open space area. Potential mitigation could include providing separation between the proposed playground and existing open space areas via landscaping or positioning of the playground and/or school building.

## **6. UNAVOIDABLE ADVERSE IMPACTS**

The Proposed Project would result in a significant adverse impact to the State Street stairway at the Bowling Green subway station. During the AM peak period the State Street stairway between Battery Place and Bridge Street would decline from level of service (LOS) D to LOS E; this decline constitutes a significant adverse subway station impact that requires an evaluation of potential mitigation measures. As noted above, standardizing the existing stairway would improve stairway operations and partially mitigate the projected significant adverse impact. To fully mitigate the impact, the stairway would need to be widened; however, given the physical and structural constraints at this location, widening the stairs is not feasible.

In terms of traffic, the Proposed Project would result in a significant adverse impact at two intersections: Broad Street and South Street in Manhattan during the Saturday peak hour and at Atlantic Avenue and Columbia Street in Brooklyn during the weekday PM peak hour. At Broad Street and South Street, mitigation of the southbound approach could include installing a signal at the South Street and Broad Street intersection. However, given the proximity of this intersection to the Franklin D. Roosevelt (FDR) Drive off-ramp installing a signal is not feasible.

At Atlantic Avenue and Columbia Street, adjustments to signal timings are not feasible since the signal works in tandem with the Atlantic Avenue and Furman Street intersection, and any changes to timings at Columbia Street would adversely impact Furman Street. In addition, a limited right-of-way beneath the BQE overpass prohibits both lane widening and the addition of turn lanes.

In terms of noise, potential school playgrounds could have significant adverse noise impacts if located immediately adjacent to an existing open space area. Potential mitigation could include providing separation between the proposed playground and existing open space areas via landscaping or positioning of the playground and/or school building. If playgrounds are sited such that they are immediately adjacent to an existing open space area, and if no feasible and practicable mitigation is identified to reduce or eliminate the potential for significant adverse impacts, these noise impacts would be considered unavoidable.

Noise generated by ferries associated with the Proposed Project could result in significant adverse impacts at open space locations immediately adjacent to ferry landings at Soissons dock on the Island and at Pier 6 in Brooklyn during weekday time periods. There would be no feasible or practicable measures to mitigate these impacts. Noise barriers or berms are impractical because of space constraints and would not be effective because of the relatively long distance between the ferry landing and the receptor. As a result, these would be unmitigated significant adverse noise impacts.

## **7. GROWTH-INDUCING ASPECTS OF THE PROPOSED ACTIONS**

Full development of the Proposed Project—including the approved Phase 1 park and public space improvements and infrastructure work, completion of the park and public spaces, the re-tenanting of the vacant North Island historic buildings, and the development of new uses in two separate development zones on South Island—would result in a substantial change to land use on the Island. It would introduce new

residents, workers, students, and visitors to the Island. However, because the Island is physically separated from other existing neighborhoods, it would have limited potential to induce additional development off of the Island.

Uses associated with the South Island Development Zones are not specifically proposed, defined, or designed and their operations have not yet been planned. When such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account the potential growth-inducing aspects of the development proposed at that time.

## **8. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES**

There are a number of resources, both natural and built, that would be expended in the construction and operation of the Proposed Project. These resources include the materials used in construction; energy in the form of gas and electricity consumed during construction and operation of the Proposed Project; and the human effort (i.e., time and labor) required to develop, construct, and operate various components of the Proposed Project. The resources are considered irretrievably committed because their reuse for some purpose other than the Proposed Project would be highly unlikely. The Proposed Project constitutes an irreversible and irretrievable commitment of the Island as a land resource, thereby rendering its use for other purposes infeasible, at least in the near term.

These commitments of land resources and materials are weighed against the public purpose and benefits of the Proposed Project: to create a major new public open space to serve the City and surrounding region, replace vacant land and underutilized buildings with active uses, fulfill long-term public policies for the Island, and meet the requirements set forth in the deed from the federal government.

Uses associated with the South Island Development Zones are not specifically proposed, defined, or designed and their operations have not yet been planned. When such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would consider the irreversible and irretrievable commitment of resources associated with the development proposed at that time.

## **9. NEW YORK STATE ENVIRONMENTAL CONSERVATION LAW**

This Notice of Completion for the Final Supplemental Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island—North Island Re-Tenancing and Park and Public Space Master Plan has been prepared in accordance with Article 8 of the New York State Environmental Conservation Law.

## **10. CONTACT OFFICE**

Requests for copies of the FSGEIS should be forwarded to the Mayor's Office of Environmental Coordination, 100 Gold Street, 2nd Floor, New York, NY 10038, or by email to [rkulikowski@cityhall.nyc.gov](mailto:rkulikowski@cityhall.nyc.gov).

The FSGEIS is also available on the New York City Mayor's Office of Environmental Coordination website: <http://www.nyc.gov/oec>.



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Assistant to the Mayor

May 23, 2013  
Date