

**~~Draft~~Final Scope of Work for a
Second Supplement to the ~~Final~~ Generic Environmental Impact Statement
for the Phased Development of Governors Island:
Development of the South Island
CEQR No: 11DME007M**

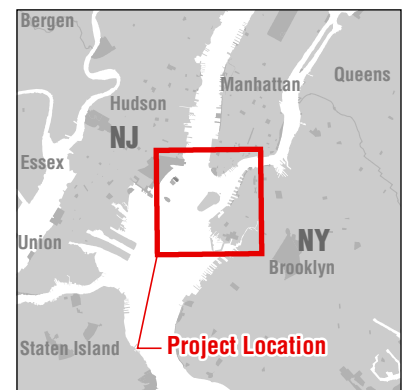
A. INTRODUCTION

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 the 172-acre island (~~the Island~~) located in New York Harbor, with the mission to transform Governors Island (the Island) into a vibrant resource for New York City, making the Island a destination with extraordinary public open space, as well as educational, not-for-profit, and commercial activities. The remaining 22 acres are a National Monument, the Governors Island National Monument, owned by the National Park Service (see **Figure 1**).

The Island is divided into two sections: (1) The “North Island” is the section of the Island north of the former Division Road. It includes, and is co-terminous ~~approximately coterminous~~ with, the Governors Island Historic District. The (the Historic District), and (2) the “South Island” is the section of the Island south of the former Division Road, and includes an area ~~is composed of nearly 80 acres created by in the early 1900s with excavation materials from the Lexington Avenue subway construction and more modern.~~ The South Island is home to vacant non-historic former Coast Guard buildings, slated for demolition, 43 acres of new public open space completed in 2016 as part of the 2010 Park and Public Space Master Plan for the Island, and approximately 33 acres designated in the same plan for future development consisting of the East and West Development Zones (the Development Zones).

The Island is currently zoned R3-2, and the Special Governors Island District is mapped on the North Island. Typically, R3-2 districts are general residence districts that allow a variety of housing types ranging from detached single-family residences to small apartment houses. ~~The Special Governors Island District allows~~ The Island is also subject to deed restrictions that both require and prohibit certain uses. The most significant restriction is the prohibition of permanent residential uses, except for specific non-permanent residential uses for short-term or extended stay accommodations. A rezoning of the North Island took place in 2013, establishing the Special Governors Island District and allowing a wide range of commercial, recreational, cultural, and educational uses that are consistent with the character of the Historic District and provide flexibility in the adaptive reuse of the historic buildings. As the Island is a single zoning lot and constitutes a waterfront block, it is also be subject to the special waterfront zoning regulations; however, these waterfront zoning regulations do not apply (with the exception of ZR 62-341) to the Special Governors Island District and would not apply in the future.

The major access point for the Island is the Battery Maritime Building (BMB) in Lower Manhattan where ferries ~~contracted~~ downed by the Trust pick-up and return visitors and freight. Additional weekend ferry service is provided from Pier 6 in Brooklyn to Yankee Pier on the Island ~~and through~~



Phased Development of Governors Island – South Island Development Zones

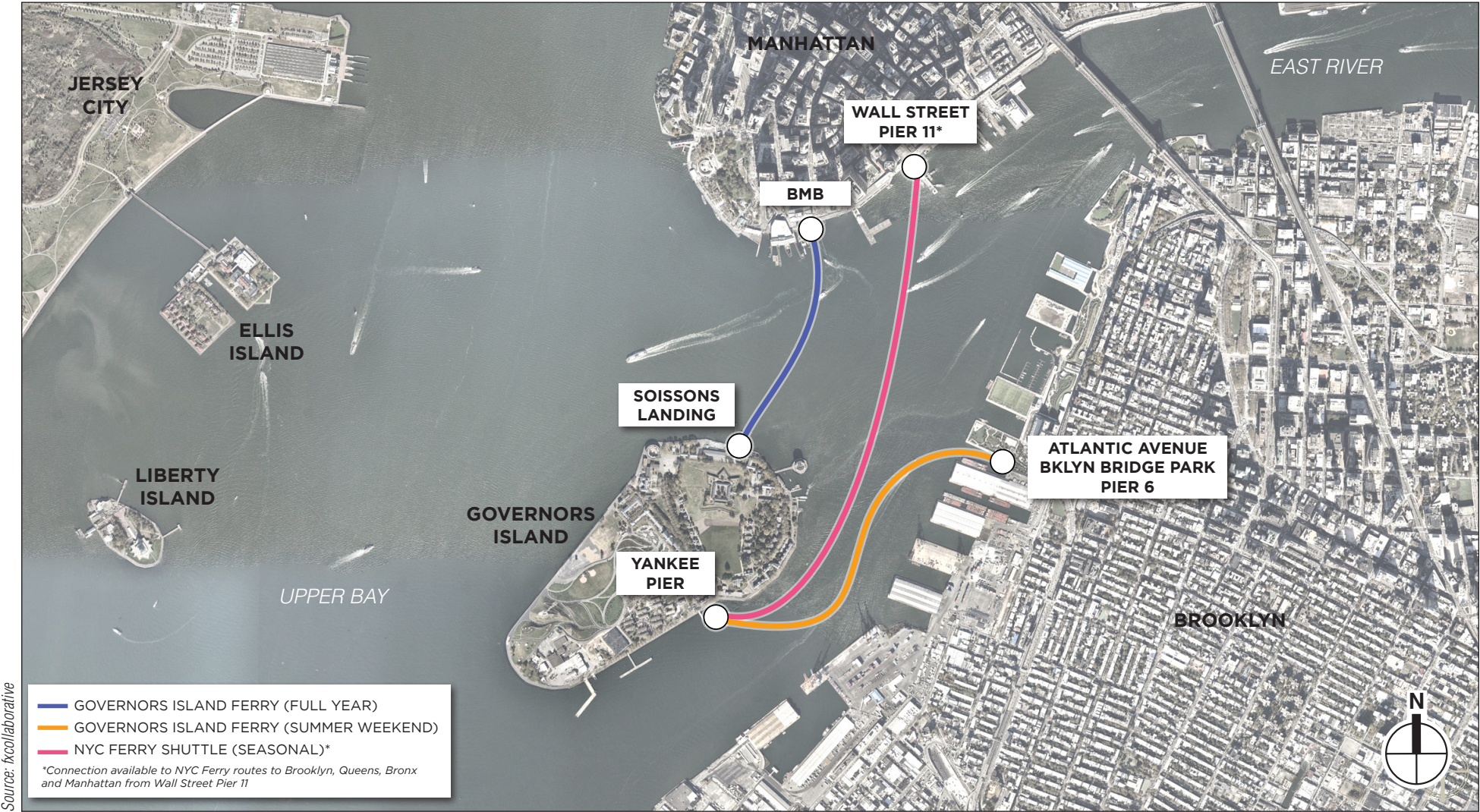
service chartered by the Trust, and by an NYC Ferry shuttle from Pier 11 in Manhattan to Pier 104 when during the Island is open to the Island's public; season (see Figure 3. Beginning in 2018²). Since 2017, the Island will be has been open to the public every day of the week from May 1 to October 31, and by 2021 the Island is expected to be open every day of (the year public access season).¹ During the public season, the Island will continue to host hosts various arts, cultural, and recreational programs, including food arts and educational festivals, concerts, and performances. Visitors to the Island can rent bicycles and peddle-carts in a car-free environment and can also enjoy a variety of open spaces ranging from that allow for both passive and active recreation, including lawns to, hills, ball fields, and play areas.

A number of buildings on Governors Island are currently occupied by long-term active uses, including the Urban Assembly New York Harbor School (the Harbor School) in Buildings 134 and 550, a New York City public high school; artists' studios, administrative offices, and Building 110, which opened in Fall 2019 after a temporary open air entertainment facility renovation by the Lower Manhattan Cultural Council (LMCC) to contain year-round artist workspaces, a gallery space, and a café. The QC Terme a-day spa is in construction involving has leased three historic buildings (Buildings 111, 112, and 114) and lawn areas on the waterfront of the North Island. It is), which are currently under renovation for spa use with an expected to open opening date in 2021. The Trust, its contractors, and the Friends of Governors Island non-profit occupy year-round administrative offices in Building 108, as well as caretaker and ferry crew housing in Ft. Jay. The Trust issued a Request for Proposals (RFP) in March 2020 to find several multi-year, year-round arts and cultural tenants to lease space in Buildings 9 and 20 in Nolan Park.

Redevelopment of the Island was previously analyzed in two documents:

- *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island*, issued by the Office of the Deputy Mayor for Housing and Economic Development (ODMHED, formerly ODMED) in December 2011 (the 2011 FGEIS). The 2011 FGEIS analyzed potential future development of the Island as follows: Phase 1 (2013), which consisted of park and open space development that has been completed and the Later Phases (through 2030), which consisted of Later Phases—Park and Public Spaces subsequent phases of development and Later Phases—Island Redevelopment. The Later Phases—Park and Public Space development consisted of proposed open space development established in at the 2010 Park and Public Space Master Plan (the Park Master Plan) developed by the Trust with significant public input. The Later Phases—Island Redevelopment consisted of two components: redevelopment of the North Island Historic Structures and development within two the designated South Island Development Zones.
- *Final Supplemental Generic Environmental Impact Statement (2013 FSGEIS) for the Phased Redevelopment of Governors Island*, issued by the ODMED on May 23, 2013. The 2013 FSGEIS analyzed the creation of the Special Governors Island District on the North Island; the re-use reuse and re-tenanting reactivation of approximately 1.2 million gross square feet (gsf) of space on the North Island, in addition to the 176,000 square feet gsf already in use in 2013; and the completion of the 2010 Park and Public Space Master Plan. In addition, a new structure was contemplated on the open area north of Building 110, immediately west of

¹ Due to the COVID-19 pandemic, the 2020 public access season did not begin until July 15th, and ferry service for the 2020 public access season was modified to allow for adequate social distancing space while both queuing and riding the ferries. As part of these modifications, the seasonal weekend ferry service to Brooklyn was relocated from Pier 6 in Brooklyn Bridge Park to Red Hook/Atlantic Basin.



Soissons Landing (the Soissons Concession Site). Ferry service seven days per week to support the uses in the ~~re-tenanted~~reactivated buildings and the expanded park and public ~~Spaces~~spaces was also anticipated. The 2013 FSGEIS also considered the development of the two ~~South Island~~ Development Zones by 2030 based on generic development programs (a university research option and a mixed uses option including faculty and student housing and offices uses) since there were no specific development plans or proposals for those areas. The overall floor area was anticipated to be 3 million ~~square feet~~sf for the entire Island.

As anticipated in both the 2011 FGEIS and the 2013 FSGEIS, this Second Supplemental Generic Environmental Impact Statement (SSGEIS) will consider the potential impacts of the proposed development of ~~South Island~~ Development Zones on the South Island and accessory actions (the Proposed Project) in the context of the previously approved and developed park and ~~open space and public spaces as well as~~ the previously approved renovation and ~~re-tenanted~~reactivation of the North Island. ~~In order to develop the south Island as anticipated, the following zoning actions are contemplated: expansion of the Special Governors Island District to the South Island, creation of a North Island Subdistrict and a South Island Subdistrict, and changing the underlying zoning on the South Island from R3-2 to C4-5. The underlying R3-2 zoning and Special Governors Island District controls applicable to the North Island would remain unchanged. The maximum floor area ratio (FAR) on the two South Island development parcels would go from 0.5 to 3.4, allowing up to 4.5 million square feet of development on the South Island. New zoning text applicable to the South Island would also define parcels for development, provide design controls for open spaces with and adjacent to the development parcels, specify permitted uses, restrict base height and overall building height and length, require setbacks, provide streetwall and articulation requirements, restrict lot coverage and provide a minimum distance between upper portions of buildings.~~

In order to develop the South Island as anticipated, the following discretionary actions are contemplated:

- Zoning Map and Text Amendments to:
 - Expand the Special Governors Island District to the South Island and create new controls pertaining to the South Island; and
 - Change the underlying zoning on the South Island from R3-2 to a C4-1 mid-density commercial district.
- Approval of capital funding. The source has yet to be identified.

The expansion of the Special Governors Island District to the South Island would include the creation of new subdistricts, a Northern Subdistrict coterminous with the Historic District, and a Southern Subdistrict encompassing the remainder of the Island. Within the Southern Subdistrict, there would be three subareas: an Eastern Subarea coterminous with the Eastern Development Zone; a Western Subarea coterminous with Western Development Zone; and an Open Space Subarea containing the remaining area of the Southern Subdistrict, including the completed elements of the 2010 Park and Public Space Master Plan, as well as the unrealized elements of the 2010 Park and Public Space Master Plan that will be completed as funding allows. The underlying R3-2 zoning and existing Special Governors Island District controls that are applicable to the Northern Subdistrict would remain unchanged. The maximum permitted floor area ratio (FAR) on the two Development Zones would go from 0.5 to 2.98; the special district text would create a maximum envelope of 4.275 million zoning square feet (zsf) of floor area within the two Development Zones, which can be transferred between them. The C4-1 zoning district and the

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additional controls of the special district would enable approximately 4.5 million gsf of development in the Development Zones as well as approximately six acres of new publicly accessible open spaces within or adjacent to the Development Zones. The proposed zoning framework applicable to the Southern Subdistrict would also define parcels for development within the newly created Eastern and Western Subareas, require primary and secondary connections within or adjacent to the development parcels, provide design controls for new and existing open spaces within and adjacent to the development parcels, specify permitted uses, restrict base height and overall building height and length, require setbacks, provide articulation requirements, restrict lot coverage, limit the maximum floor area, and provide design controls pertaining to upper portions of buildings. New zoning text applicable within the newly created Open Space Subarea would include use and bulk regulations that facilitate the preservation and use of recreational open space on the South Island, including the large central open space.

In addition to commitments made in the 2011 FGEIS and the 2013 FSGEIS to consider potential new impacts as development plans are advanced, the proposed rezoning of the South Island is subject to City Environmental Quality Review (CEQR) and the New York State Environmental Quality Review Act (SEQRA) and requires the preparation of an EIS. ~~The Office of the Deputy Mayor for Housing and Economic Development (ODMHED, formerly ODMED)~~ is the lead agency for the preparation of this SSGEIS, with the Trust for Governors Island as the applicant and the New York City Department of Small Business Services as co-applicants. The anticipated completion year remains 2030.

In accordance with SEQRA/CEQR, ODMHED initiated a process to define the scope of the Draft SSGEIS ~~(DSSGEIS)~~. As a first step in that process, the Trust prepared ~~this~~ the Draft Scope of Work and made it available to agencies and the public for review and comment.

~~A public scoping meeting has been scheduled for June 15/30, 2018 was held at the Battery Maritime Building at 10 South Street on September 26, 2018 starting at 6:00 PM to provide a forum for public comments on the Draft Scope of Work. The public meeting will be held at the New York City Department of City Planning, 120 Broadway Lower Concourse, New York, New York, 10271. Written comments on the Draft Scope of Work will be~~ accepted until 5:00 P.M. on July 9, October 9, 2018. This DraftFinal Scope of Work takes into consideration relevant public comments.

This Final Scope of Work is organized as follows:

- Section B, “Background and Planning History.” This section provides information on the history of Governors Island, the planning process that preceded the current plans for the Island, and recent efforts to open the Island for public access.
- Section C, “Projects Approved by Prior Environmental Reviews.” This section describes the projects previously approved which were reviewed in 2008, in the 2011 FGEIS, and in the 2013 FSGEIS.
- Section D, “Project Description.” This section describes the Proposed Project (defined below), provides information on the approvals needed and the purpose and need for the Proposed Project, and outlines the framework for how the Proposed Project will be analyzed in the SSGEIS.
- Section E, “Scope of Work.” This section provides detail on the analysis areas that will be studied in the SSGEIS.

B. BACKGROUND AND PLANNING HISTORY

In 1996, after about nearly two hundred years of British and American military use and nearly 30 years of use as a U.S. Coast Guard base, the U.S. Coast Guard ceased operations on the Island, and all personnel were relocated. A 22-acre portion of the Island that includes two forts—Fort Jay and Castle Williams—was designated a National Monument in 2001 as the Governors Island National Monument in 2001. The Governors Island National Monument and the surrounding 70-acre campus of residential and institutional buildings dating from 1802 to 1940 and located north of Division Road are included in a coterminous National Historic Landmark District that is also a New York City Historic District and listed on the State and National Registers of Historic Places. In 2003, the Federal government deeded the 150-acre balance of the Island to the Governors Island Preservation and Education Corporation (GIPEC). GIPEC was established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC, now known as Empire State Development (ESD) with responsibility for the Island. In July 2010, primary responsibility for the long-term ownership, development, funding, operation and governance of Governorsthe Island was transferred to New York City and is now under the direction of the Trust. The Trust is the successor organization to GIPEC, and an instrumentality of the City of New York.

The Island is subject to deed restrictions established by the Federal government as part of the transfer of the Island to GIPEC that requireboth requires and prohibitprohibits certain uses. The Federal transfer deed and that stipulated development of public benefit uses on the Island. The most significant requirements are that at least 40 acres of the Island be developed as public open space and that 20 acres must be set aside for educational uses. The deed also prohibits certain uses, such as gaming and electrical power generation for use off-island, for a period of 50 years; the most significant restrictionof these restrictions is the prohibition ofon permanent 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.

Since 1996Before Governors Island was deeded to New York State, there have beenwere a number of ideas and overall studies for Governorsthe Island proposing a wide range and mix of land uses. In Immediately after taking control of the Island in 2003, GIPEC initiated a pre-planning effort as a first step in identifying appropriate future uses. This process, which included a broad outreach to civic groups, the public, agencies, and potential developers and tenants, developed project objectives and produced a development framework. The results of the pre-planning were incorporated into the Governors Island Land Use Improvement and Civic Project General Project Plan (GPP), which both the GIPEC and ESD boards adopted in January 2006, a Request.

Once the GPP was adopted, GIPEC issued an RFP for Proposals (RFP) yielded whole-island and component proposals in accordance with the GPP development principles. Although several developers and tenants from both commercial and not-for-profit sectors responded, no major proposals were selected. The RFP did yield a successful proposal, which became the Harbor School, a New York City public high school, which began operation in June of 2010 in anthe existing Building renovated for this550 located at the western end of Liggett Hall and within the Historic District.

When control of the Island was transferred from the State to the City in 2010, the City approved a zoning override to allow existing interim uses that support the public's use.

To further The Trust's goals, a and enjoyment of the park to continue while the Trust initiated the process for the 2010 Park and Public Space Master Plan (the).

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To further the Trust's goals, the 2010 Park and Public Space Master Plan) was developed in 2010 that established the fundamental concepts for the design of the Island's parks and public spaces. The Park Master Plan also and set aside the two South Island Development Zones, (see Figure 43) for future mixed-use development.

In ~~2004~~2005, a portion of the Historic District was opened to the public and received approximately 5,000 visitors. Since then, more of the Island has been opened to the public, a greater variety of programming has been added, more frequent ferry service has 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 every Saturday and Sunday in the summer and the number of visitors rose to approximately 55,000. In 2009, the entire 2.2-mile perimeter roadway was open, along with Picnic Point—a new 8-acre open space on the southern tip of the Island—and more than 275,000 people visited the Island. In 2010, more than 443,000 visitors used the Island to picnic, bike, walk, and participate in on-Island cultural and recreational programming. In 2011, attendance reached 448,000 visitors, prior to the start of construction and partial closure of the Island in 2012, when attendance was 345,389. The Trust has made the Island available as a venue for unique and diverse programming including field and lawn sports, boating, concerts, lectures, ~~and,~~ as well as cultural, food, and art festivals. Visitorship ~~continued~~returned to grow growth with 397,593 visitors in 2013, and 475,851 visitors in 2014. Extensive landscape construction in 2015 and early 2016 allowed the Trust to open ~~the full park~~new South Island open spaces to the public in the summer of 2016, ~~and a summer in which~~ 585,567 visitors came to the Island ~~in that summer.~~ In 2017, the number of visitors again increased to 785,467. Visitation was 738,662 in 2018 and 745,123 in 2019. Since 2017, the Island ~~will be~~has been open to the public seven days a week from the beginning of May to the end of October, the public access season.

C. PROJECTS PERMITTED BY PRIOR ENVIRONMENTAL REVIEWS

Prior to the disposition of the Island from the Federal Government to New York State, a Final Environmental Impact Statement was prepared pursuant to the National Environmental Policy Act (NEPA), and completed in November of 1998. Additional environmental reviews were undertaken as planning for the Island has developed.

2008 ENVIRONMENTAL REVIEW

In 2008, an Environmental Assessment Form was prepared and a Negative Declaration was issued for GIPEC's Enhanced Public Access program, which included: the following: 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 demolition of the South Island buildings and some North Island buildings that did not contribute to the Historic District. The program has been implemented, except that demolition of the remaining South Island buildings remains to be completed.

2011 FGEIS

As discussed above, ODMED issued the FGEIS for the Phased Redevelopment of Governors Island in 2011. Because a number of aspects of the plan were yet to be determined at that time, their potential impacts were studied generically with the commitment to further analysis when more details were determined.



The 2011 FGEIS analyzed in detail an initial phase that consisted of park and public space development and infrastructure improvements, which were completed in 2013. The 2011 FGEIS also analyzed, generically, the “Later Phases,” which included additional open space improvements identified in the 2010 Park and Public Space Master Plan but not funded at the time, as well as mixed-use development on the Island, specifically, the re-tenanting/reevaluation of the North Island buildings and development in the two ~~South Island~~ Development Zones on the South Island.

The initial phase involved the following improvements:

- Soissons Landing. The area upland of Soissons Dock, the arrival point for ferries from Manhattan, was regraded and repaved to enhance accessibility and to create a series of public plazas as well as landscaping, seating, orientation signage, and other visitor amenities.
- South Battery. A lawn, trees, shrubs, and seating areas that showcase the historic fort replaced an asphalt surface that had surrounded it.
- Parade Ground. The Parade Ground was improved to support both active and passive recreation. A portion of the lawn was regraded to make a flat field large enough to allow soccer and other field sports.
- Colonels Row. Limited improvements were made to this line of historic homes to support ongoing uses as a festival grounds and concert venue.
- Nolan Park. Nolan Park is a four-acre lawn with mature trees, surrounded by wooden houses dating back to 1810. This area was enhanced by resetting and reconstructing existing brick paths to improve accessibility.
- Liggett Terrace. The former parking lot and lawn areas were replaced with a public plaza, flower beds, hedges, fountains, public art, seating areas, concession carts, and children’s play areas.
- Hammock Grove. South of Liggett Terrace, a rolling terrain was created, trees were planted to create groves, and paved paths were laid to provide access and circulation.
- Play Lawn. This is the largest multi-purpose open space on the Island and provides two ~~regulation-sized~~ ballfields for active recreation as well as smaller open spaces with rolling topography.

In addition, the entire 2.2-mile seawall was repaired; as appropriate, a number of stormwater outfalls were reconstructed and consolidated, and a 12-inch water main was constructed from Brooklyn to provide potable water to the Island. (~~Originally proposed as two water mains only one water main was built because it would provide an adequate supply of potable water for the entire Island.~~)

The Later Phases were expected to comprise Park and Public Spaces and Island Redevelopment involving both reuse and reactivation of existing historic buildings on the North Island and new construction in the two ~~South Island~~ Development Zones. Both were expected to occur over time and be complete by 2030.

The Later Phases-Park and Public Spaces were to provide ~~3243~~ acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). ~~These~~ The open spaces would that have been completed include the Hills, Hammock Grove, Play Lawn, Oval, Liggett Terrace, and Parade Ground. Planned open spaces that would completed by 2030 as funding becomes available are Liberty Terrace, Yankee Landing,

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a widened Great Promenade at the perimeter of the Island, Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow.

On the North Island, the Later Phases-Island Redevelopment examined in 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 ~~re-tenanted~~ reactivated.² As part of the proposed reuse, it was assumed that the historic buildings would be restored. For the ~~South Island~~ Development Zones, the 2011 FGEIS assumed that up to approximately 21.65 million square feet would be built on these two areas. The 1.65 million sf reflected the built floor area that existed on the South Island when it was used as a Coast Guard base.

The 2011 FGEIS examined two development scenarios for the 3 million ~~square feet~~ sf of space available between the North Island historic structures and the ~~South Island~~ Development Zones on the South Island. The first was a primarily University/Research Option and the second was a Mixed-Use Option. These options did not represent any existing plans or proposals for the Island; rather, they were ~~a~~-generalized estimates based on the type and configurations of existing buildings, the underlying conditions of the Island itself, uses required and permitted under the deed, and the general level of inquiries received by the Trust for various uses on the Island. The initial phase of the Park and Public Space improvements were completed in 2013. ~~The water main and the seawall improvements were completed by 2014.~~

2013 FSGEIS

As noted above, the 2013 FSGEIS analyzed the creation of the Special Governors Island District on the North Island including; the ~~re-use~~ reuse and ~~re-tenanting~~ reactivation of approximately 1.2 million ~~squares~~ sf of space on the North Island; and the completion of the 2010 Park and Public Space Master Plan. Ferry service seven days per week to support the uses in the ~~re-tenanted~~ reactivated buildings and the expanded park and public ~~Spaces~~ spaces was also anticipated. This additional development was assumed to be complete by 2022.

The 2013 FSGEIS also considered the development of the two ~~South Island~~ Development Zones by 2030 based on generic development programs (a University/Research Option and a Mixed ~~uses~~-Use Option including faculty and student housing and offices uses) since there were no specific development plans or proposals for those areas. The overall floor area for the entire Island was anticipated to be ~~three~~ 3 million ~~square feet~~ sf. It was assumed that the redevelopment of the Development Zones would require zoning and other land use actions that would be subject to future environmental review, at which time detailed analyses of the Development Zones would be conducted.

SPECIAL GOVERNORS ISLAND DISTRICT

Creation of the Special Governors Island District through zoning map and text amendments on the North Island generally allowed commercial uses including, but not limited to hotels, offices, restaurants, retail, arts and crafts galleries, entertainment events and uses, and related uses compatible with the recreational, cultural, and educational resources. New commercial uses or physical, cultural, or health establishments larger than 7,500 sf would be subject to review by Manhattan Community Board 1. The Special Governors Island District was mapped as an overlay

² Building surveys conducted subsequent to the 2011 FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf was available for re-tenanting, rather than the 1.35 million identified in the 2011 FGEIS.

on the existing R3-2 zoning district, which remained in place; (see **Figure 2-4**). The Special Governors Island District text and mapping were intended to serve as a catalyst for ~~re-tenanting~~the reactivation and reuse of the North Island's historic structures. Within the Special Governors Island District, the permitted uses are intended to promote the goals of the Special District, provide flexibility in the adaptive reuse of historic structures, and complement the character of the Historic District. There were no changes to underlying R3-2 zoning designation and the 2010 zoning override remains applicable. Waterfront zoning does not apply to the Special Governors Island District (with the exception of ZR 62-341) and would not apply in the future (with the exception of ZR 62-341, which would continue to apply in the Northern Subdistrict only).

RE-TENANTING/REACTIVATION OF BUILDINGS ON THE NORTH ISLAND (2022)

The reuse and ~~re-tenanting~~reactivation of the approximately 1.2 million ~~square feet~~square feet of space on the North Island, in addition to the approximately 176,000 ~~square feet~~square feet that had already been re-tenanted, was an important goal of the Proposed Project as analyzed in the 2013 FSGEIS.

Since the future uses had not been specifically determined or defined, the Trust developed two scenarios for analysis purposes based on the characteristics of the historic buildings. Potential uses included 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 reactivation, the review of all proposed restorations of historic buildings will be restored according to ~~informed by~~ the Governors Island Historic District Preservation and Design Manual (Preservation and Design Manual) that was developed in connection with the disposition of the Island to GIPEC in 2003. The ~~Governors Island Historic District Preservation and Design Manual~~ was ~~developed~~created to help guide the adaptive reuse of the Historic District ~~portion of the Island, while ensuring and ensure~~ preservation of the historic and architectural resources that contribute to the Island's importance. Review of the project actions in the Governors Island Historic District by LPC was conducted under the New York City Landmarks Law and/or Office of Parks, Recreation, and Historic Preservation (OPRHP) (as appropriate) pursuant to the Preservation and Design Manual.

A non-contributing addition to Liggett Hall as well as Building 517, a non-contributing addition to the Dispensary (Building 515) were specifically allowed by the Preservation and Design Manual to be renovated or demolished and replaced with new structures of the same floor area and bulk. (Building 517 was demolished in May 2020). In addition, a new structure was allowed 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, design and construction of new structures on the North Island is ~~are~~ subject to the requirements of the ~~Governors Island Historic District Preservation and Design Manual.~~

FULL DEVELOPMENT OF THE PARK MASTER PLAN (2022)

Originally identified in the 2011 FGEIS as the "Later Phases-Park and Public Spaces."³ These open space improvements ~~consisted~~consist of ~~3243~~9.9 acres of newly designed open space through the center and perimeter of the South Island (9.9 acres of which was to be newly opened to the public).³ The majority of these open space improvements have already been completed (Liggett

³ As discussed below, these park and public space improvements were analyzed in the 2011 FGEIS and approved. The FGEIS assumed that these would be completed in 2030; however, the SGEIS anticipated their completion by 2022, and many of these open space improvements are complete as of 2020.



- Project Area*
- Govenors Island National Monument*
- Zoning District Boundaries*
- Development Zones*
- Special Governors Island District*

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Terrace, Hammock Grove, the Oval, the Play Lawn, the Hills), and the remainder are expected to be completed by 2030 as funding allows (the Great Promenade, Liberty Terrace, Yankee Landing, and the South Prow). Specific design elements are described below.

Liggett Terrace

Liggett Terrace includes the areas surrounding Liggett Hall and Building 333 in the center of the Island. A former parking lot and lawn areas have been replaced with passive open space features and amenities as a part of the 2010 Park and Public Space Master Plan. This open space improvement has been completed and is open to the public.

Hammock Grove

Hammock Grove is an area of open space constructed as part of the 2010 Park and Public Space Master Plan located south of Liggett Terrace and consists of rolling terrain planted with a dense grove of trees. This open space improvement has been completed and is open to the public.

The Oval

Constructed as part of the 2010 Park and Public Space Master Plan, the Oval is an area of open space located south of Hammock Grove and consists of several relatively flat lawn areas including an oval shaped lawn. This open space improvement has been completed and is open to the public.

The Play Lawn

Located to the east of Hammock Grove and the Oval, this area of open space is the largest multi-purpose open space on the Island and is composed of ballfields as well as smaller open areas with rolling topography. Constructed as part of the 2010 Park and Public Space Master Plan, this open space improvement has been completed and is open to the public.

The Great Promenade

The Great Promenade, a 2.2-mile path around the perimeter of the Island, ~~was to be created~~ is currently open for walkers, bikers, runners, and limited vehicular traffic, but is in an uncompleted condition. In its final form under the 2010 Park and Public Space Master Plan, the Great Promenade would feature an expanded width, new paving, lighting, way-finding signage, and balustrade ~~would~~ which are planned to be consistent along the Great Promenade, integrating the Island's northern and southern portions. The Great Promenade was designed to provide unparalleled views of the Upper New York Harbor Bay including the Lower Manhattan skyline, the East River and its bridges, Buttermilk Channel, Brooklyn Bridge Park, Brooklyn's working waterfront, Red Hook, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

The Great Promenade was ~~designed~~ originally planned in the 2010 Park and Public Space Master Plan to have two levels on the western side in certain areas if the upland grade is changed to elevate it out of the Island and at the southern end flood plain. A two-level Great Promenade remains a possibility, depending on the future grade of the Development Zones and available funding. At these locations, the lower level of the Great Promenade would allow for biking or walking near the water's edge or wetland garden's edge. If constructed, the upper levels ~~were to~~ would have trees and benches and other seating.

Liberty Terrace

Liberty Terrace was designed as a gathering area on the west side of the Island adjacent to the Great Promenade. A new structure, The Shell, was designed to provide protected outdoor seating and space for a food concession. A new public restroom building would be located nearby. Other

amenities at Liberty Terrace ~~would~~will include benches, movable tables, and chairs. This open space improvement has not yet been completed as of 2020 but is expected to be completed by 2030 as funding allows.

Yankee Landing

Improvements to Yankee Landing on the east side of the Island were designed to welcome future tenants and visitors using the ferry to Yankee Pier, and included the construction of a new open canopy ferry shelter. This open space improvement has not yet been completed as of 2020 but is expected to be completed by 2030 as funding allows.

The Hills

The 2010 Park and Public Space Master Plan envisioned four hills rising between 28 and 82 feet above the Great Promenade, transforming the topography of the Island. The Hills ~~were~~rise up to be 70 feet in their constructed form; are planted with ground cover, shrubs, plants, and trees; ~~and to have pathways to explore and find~~experience views of the New York Harbor Bay. This open space improvement has been completed and opened to the public.

South Prow

At the southern end of the Island, a three-acre Wetland Garden ~~would~~will be excavated out of the existing Island, where Picnic Point and an undeveloped portion of the Island outside of the Development Zones currently exist. This garden ~~would~~will be planted with a variety of salt-tolerant wetland plants. While the Great Promenade would follow the perimeter, another major promenade ~~would~~will follow the eastern edge of the Wetland Garden. This interior promenade ~~would~~is planned to have two levels, a lower one at the same grade as the perimeter pathway, and an upper level, the South Prow Overlook, that ~~would~~will be seven feet higher and provide seating. This open space improvement has not yet been completed as of 2020 but is expected to be completed by 2030 as funding allows and depending on the future grade of the Development Zones.

ADDITIONAL FERRY SERVICE (2022)

To support the active new uses planned for the historic buildings on the North Island and an increase in visitors to the re-tenanted buildings and the new park and public Space, spaces, the 2013 FSGEIS anticipated that additional and expanded ferry service ~~was to be expanded would~~ occur by 2022. Specifically, an expansion of ferry service up to 24-hours, 7-days-day per week service between Governorsthe Island and the BMB in Manhattan and between Governorsthe Island and Pier 6 in Brooklyn. Ferry service was expected to be provided 24 hours per day with was analyzed, where late-night operations only between Governorsthe ferry service to and from Island and went specifically to Pier 11 in Manhattan. As reactivation has proceeded more gradually than contemplated in the 2013 FSGEIS, ferry service has also expanded more incrementally.

SOUTH ISLAND DEVELOPMENT ZONES (2030)

Similar to the 2011 FGEIS, the 2013 ~~FSGEIS~~FSGEIS considered two generic development programs for the ~~South Island Development Zones have been~~ defined for the environmental analysis. ~~It was~~The program assumed that new buildings on the South Island could be designed to provide highly flexiblefor 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, office, cultural, entertainment, and/or conference center/hotel with hotel rooms, meeting rooms, and

Phased Development of Governors Island – South Island Development Zones

~~recreation facilities, uses.~~ Any remaining floor area in the ~~South Island~~ Development Zones was 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 located on the North Island.

As ~~previously~~ analyzed, the two ~~South Island~~ Development Zones ~~would~~were anticipated in the 2013 FSGEIS to provide approximately 1.625 million ~~square feet~~gsf of active uses to support and enliven the Island.

D. PROJECT DESCRIPTION

INTRODUCTION

Changes to the Phased Redevelopment of Governors Island as most recently analyzed in the 2013 FSGEIS that now require analysis in a SSGEIS focus on the two ~~South Island~~ Development Zones. The West Development Zone (approximately ~~7 acres~~six acres), coterminous with the Western Subarea of the proposed Southern Subdistrict of the Special Governors Island District faces New York ~~Harbor~~Bay. The East Development Zone (approximately 27 acres), coterminous with the Eastern Subarea of the proposed Southern Subdistrict of the Special Governors Island District faces Buttermilk Channel; (see **Figure 5**. ~~These two Development Zones have been anticipated since the 2011 FGEIS. However, the proposed actions would increase the development anticipated on the South Island and would require zoning changes to permit that development as well as infrastructure and transportation improvements to support the occupants and uses in the proposed floor area:).~~

~~The Trust is proposing to bring 4.5 million square feet of floor area to~~ Although the ~~South Island~~ two Development Zones (the “Proposed Project”). ~~This have been anticipated development would not only enliven the Island with active usessites since 2010 and users 24/7, it would also support the on-going maintenance of the park and public spaces and the historic buildings on the North Island. However, were considered in both the 2011 FGEIS and 2013 FSGEIS as such, the Trust is currently proposing to enable up to 4.5 million gsf of development on the South Island within the two Development Zones as part of the Proposed Project. The proposed development on the South Island would exceed the previously considered anticipated development, which totaled three~~ approximately 3 million square feetgsf, including approximately 1.5375 million square feetgsf on the North Island and approximately 1.5625 million square feet on the South Island gsf on the South Island, and would require zoning changes as well as infrastructure and transportation improvements to support the occupants and uses.

The Proposed Project would ~~continue to~~ include university, dormitories, hotels, biotech/research laboratories, office space, cultural, and accessory service retail, restaurant, and conference center uses; as well as maintenance uses. Two scenarios for the land use programs have been identified for analysis purposes (see **Table 4, below**). One is ~~an Academic Scenario~~ a University/Research Option in which a majority of the development area would be dedicated to university and dormitory land uses. There would also be an ~~approximately 410,000 square foot gsf~~ hotel (1,363 rooms), 1.5 million ~~square feet~~gsf of biotech/research space, approximately 459,000 ~~square feet~~gsf of cultural uses, service retail and a conference center, and maintenance and support facilities. The second is ~~an Office Scenario~~ a Mixed-Use Option, which would dedicate approximately 1.845705 million ~~square feet~~gsf to office use. This option would also have an approximately



Source: fxcollaborative

APPROXIMATE DEVELOPMENT ZONE BOUNDARIES

PHASED REDEVELOPMENT OF GOVERNORS ISLAND – SOUTH ISLAND DEVELOPMENT ZONES

South Island Development Zones
Figure 5

410,000 ~~square foot~~ gsf hotel (1,363 rooms), 1.5 million ~~square feet~~ gsf of biotech/research space, service retail and a conference center, 140,000 gsf of maintenance and support facilities, while the cultural use area would be reduced to approximately 59,000 ~~square feet~~ gsf.

The proposed density of development is needed to create a critical mass of active uses that would enliven the Island for 24/7 year-round, 24/7 usage, supporting and support the maintenance of the Island's open space and, landscapes, and infrastructure as well as the rehabilitation of the historic buildings on the North Island. This increase in density would also help finance improvements to transportation infrastructure, including additional ferry service and expanded access.

- The Proposed Actions include zoning text and map amendments. Specifically, the Special Governors Island ~~Special District~~ would be expanded to cover the entire Island. A, a Northern Subdistrict coterminous with the North Island Subdistrict and a South Island's Historic District, and a Southern Subdistrict encompassing the remainder of the Island. Within the Southern Subdistrict there would be created three subareas: an Eastern Subarea coterminous with the Eastern Development Zone, a Western Subarea coterminous with Western Development Zone, and an Open Space Subarea containing the remaining area of the South Island. The underlying zoning for the South Island ~~Subdistrict~~ would be changed to a C4-51 mid-density commercial zoning district, while the zoning for the North Island ~~Subdistrict~~ would remain R3-2. No modifications of the deed restrictions are proposed and the Special Governors Island District controls applicable to the North Island would remain unchanged. New ~~The proposed zoning text~~ framework applicable to the South Island would define parcels for development; within the newly created Eastern and Western Subareas, require primary and secondary connections within or adjacent to the development parcels, provide design controls for existing open spaces with within and adjacent to the development parcels, specify permitted uses, restrict base height and overall building height and length, require setbacks, provide streetwall and articulation requirements, and restrict lot coverage, limit the maximum floor area, and provide a minimum distance between design controls pertaining to the upper portions of buildings.

The proposed project also contemplates New zoning text applicable within the newly created Open Space Subarea would include use of freight transfer locations other than the BMB in Manhattan and bulk regulations that facilitate the preservation and use of recreational open space on the South Island, including the large Central Open Space.

Table 1
2020 SSGEIS South Island Development Options

Land Use	University/Research Option	Mixed-use Option
University	1,170,000 gsf	360,000 gsf
Housing – Student Dorms	556,079 gsf (1,390 beds)	136,079 gsf (340 beds)
Hotel	408,832 gsf (1,363 rooms)	408,832 gsf (1,363 rooms)
BioTech/Research	1,500,000 gsf	1,500,000 gsf
Office	75,223 gsf	1,705,223 gsf
Cultural	459,101 gsf	59,101 gsf
Service Retail/Restaurant (Not destination, accessory to Island)	147,208 gsf	147,208 gsf
Conference Center (Not destination, accessory to Island)	43,582 gsf	43,582 gsf
Maintenance, Support, Other	140,000 gsf	140,000 gsf
Total South Island Development	4,500,025 gsf	4,500,025 gsf

Phased Development of Governors Island – South Island Development Zones

To accommodate the additional population on the South Island, it is anticipated that use of the BMB would be limited to passengers. Freight transfer activities and additional ferries would be relocated, required to expand capacity and increase headways. It is anticipated that vehicle and freight access to the Island would move to the Brooklyn waterfront, and may depart from multiple locations. For analysis purposes, the freight departure locations considered may are assumed to include the Brooklyn Navy Yard, Atlantic Basin, Bush the South Brooklyn Marine Terminal and the 65th (39th Street Rail Yards), and the 52nd Street Pier. While specific plans for freight deliveries would be developed in connection with the selection of future occupants of the South Island, these the potential locations are being studied described above have been identified for study in the SSGEIS to consider the potential environmental impacts of the freight transfer operations, under a reasonable worst-case development scenario. The potential location for freight handling were identified in coordination with the New York City Economic Development Corporation (EDC) and relevant agencies, and additional discretionary actions (e.g., land use actions and lease agreements) would likely be required.

In addition to the transportation infrastructure required to support development on the South Island, the proposed active commercial and community facility uses, and the resulting population increase, utility upgrades would also be required. These include, but are not limited to, a second water main service from Brooklyn to the Island required to provide additional water pressure to the system, as well as expanded on-Island power infrastructure and water/sewer distribution infrastructure. Some of these infrastructure projects would be subject to additional review and approvals.

PURPOSE AND NEED FOR THE PROPOSED PROJECT

The purpose and need for the overall Phased Redevelopment of Governors Island is to activate the Island into a year round resource for New Yorkers after centuries of use as a military base. The creation of new academic, research, cultural, and/or mixed-use facilities and additional public open space is not only an important public benefit, but it is also a catalyst for Island redevelopment.

Redevelopment of the two Development Zones would allow the Trust to increase its capacity to maintain and care for over 100 acres of public open space, increase transportation options, and would provide revenue to support year-round public access. Absent the Proposed Project, the Trust would be likely unable to facilitate the opening of the Island to the public year-round and public access would likely remain limited to the months of May through October. Rent revenues would help increase the financial resources and staff to support 24-hour/7-day-a-week activity on the Island. The revenue generated from the Development Zones would support the on-going effort to activate and invest in the historic buildings on the North Island and allow further investment in preservation and maintenance. Ultimately, the Proposed Project would fulfill the Trust's mission to transform the Island into a vibrant resource for New York City, making the Island a destination with extraordinary public open spaces, as well as educational, not-for-profit, and commercial facilities while helping to ensure the Island's financial sustainability and meet the transfer deed requirements.

EXISTING CONDITIONS AND DESIGN CONSIDERATIONS

ISLAND DEVELOPMENT SINCE THE 2013 FSGEIS

A number of developments on the Island have been completed since the 2013 FSGEIS. The first 30 acres of the ~~West 8 designed Park on Governors Island~~ resilient park opened to the public in 2014. The first phase included a sunny six-acre plaza, undulating pathways that cut through a 10-acre grove of hammocks and trees, and a 14-acre play lawn ~~that includes~~ with two ballfields. The

Hills on Governors Island opened in 2016², rising up to 70 feet above sea level, the Hills are the culmination of the park and are New York's newest landmark in the Harbor. ~~They offer~~Upper Bay, offering lush rolling landscapes, grassy overlooks, exhilarating slides, and unforgettable views. The Parade Ground Athletic Field, a roughly 7.5-acre site located in the heart of ~~Governors~~the Island's Historic District, was regraded in 2017 to create a level turf (grass) field large enough to host soccer, football, rugby, lacrosse, and other sports matches and practices. A food waste composting partnership with the Department of Sanitation has been in operation since 2012 on the South Island. When funding becomes available, the Trust will complete the 2010 Park and Public Space Master Plan with further improvements to Picnic Point and the 2.2-mile~~the~~ areas referred to as the Great Promenade, South Prow, Yankee Landing, and Liberty Terrace. The majority of the new open space on the South Island was raised out of the flood plain.

DESIGN CONSIDERATIONS

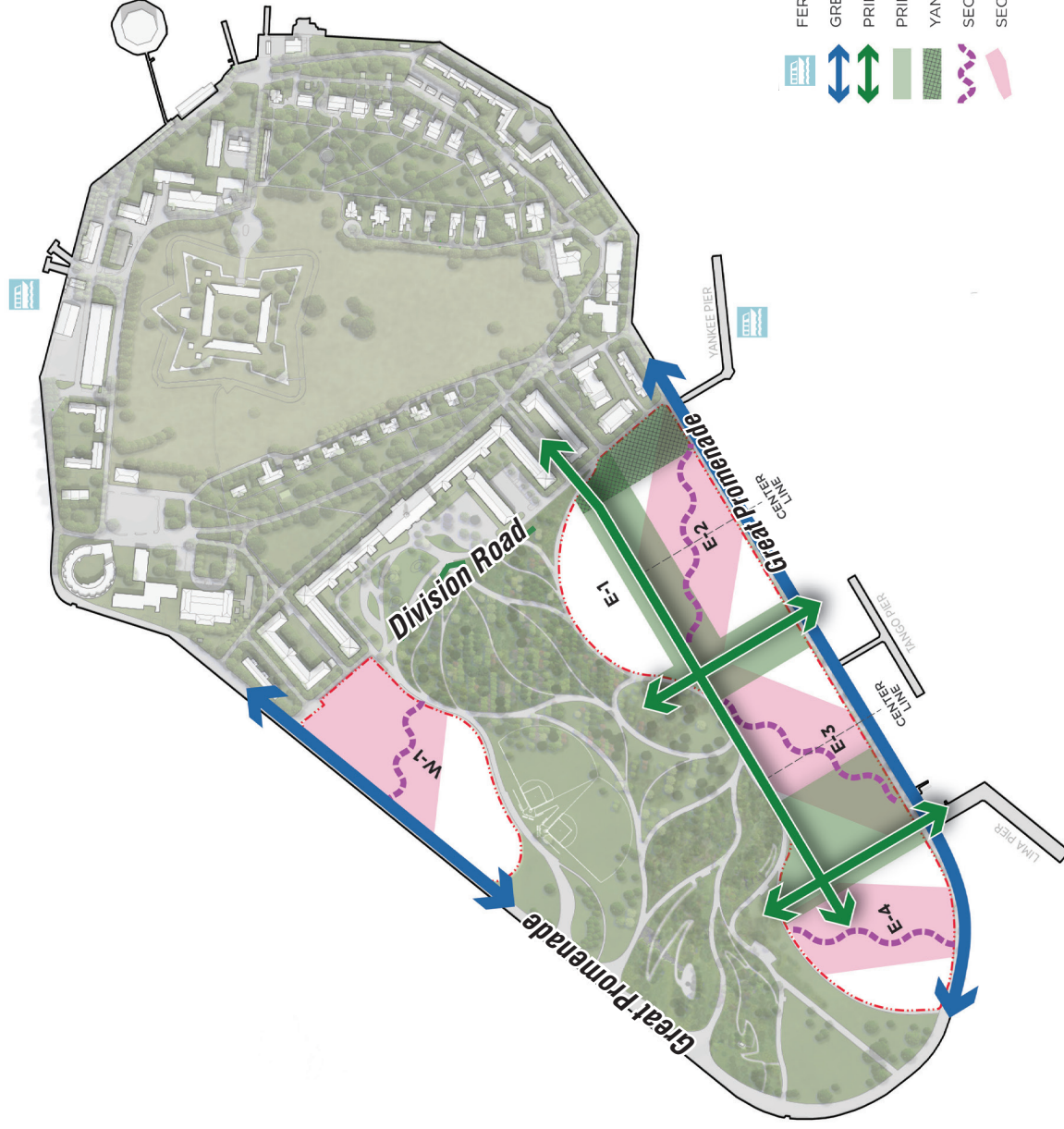
Because the two ~~South Island~~ Development Zones were not previously ~~planned~~programmed or designed, ~~a series of studies were undertaken to develop~~establish design guidelines ~~that will become part of the text amendment for the South Island Subdistrict of the Special Governors Island zoning controls based on~~ the following Guiding Principles:

1. Complement and enhance the park and public spaces and respond to environmental conditions.
2. Connect and establish a harmonious relationship with the park, esplanade, and Historic District.
3. Retain and frame views within the Island, and towards Upper New York Bay, Lower Manhattan, and the Brooklyn waterfront.
4. Activate building edges along public spaces.
5. Promote innovative design approaches to achieve a high level of resiliency and environmental sustainability.
6. Encourage flexibility to accommodate a wide range of building types and mix of uses.

The design guidelines were developed~~are~~ as follows:

Provide Access to the Island and Circulation on the Island

As noted above, the main access to the Island is provided from the BMB to Soissons Landing by ferries ~~operated~~owned by the Trust. NYC ~~Ferries operate to~~ Ferry operates seasonally from Pier 40+11 in Manhattan to Yankee Pier, and ferries the Trust charters a private ferry on summer weekends from Brooklyn Pier 6 ~~bring~~bringing visitors to Yankee Pier. (see Figure 2). Freight deliveries ~~come from~~ and refuse/recyclables collection currently operates from the BMB to Soissons Landing, or to Lima Pier. in the future, but the off-Island landing point is anticipated to move to the Brooklyn waterfront due to physical space constraints within the existing BMB terminal, extremely limited staging and queuing on South Street, and increased passenger traffic through the BMB. Freight may come from multiple locations on the Brooklyn waterfront and would unload at Lima Pier on the Island. The Proposed Project would increase the number and frequency of ferries for pedestrians and bring more ferries from the BMB to Yankee Pier for easier access to the ~~eastern of the two South Island~~ Development Zones. With the increased ferries to Yankee Pier, the direct connection from Yankee Pier to Division Road would be an important access corridor to both Development Zones, as well as the southern parts of the North Island. There would be access to the Western Development Zone from Soissons Landing or Yankee Pier along ~~the west side of existing paths on the Island.~~ (see Figure 6).



Source: kcollaborative

Phased Development of Governors Island – South Island Development Zones

Respect Context

Respect for the context, including both the Historic District on the North Island historic buildings and Island landscapes, and the existing park and open spaces in the middle of the South Island, is a key consideration for the Development Zones. It is expected that current views on the South Island will change as the recently planted trees and other landscaping materials grow, mature, and become taller. Views from the park central open spaces on the South Island to the two Development Zones are important as are the views from Liggett Terrace and the Hills. The proposed buildings would be respectful of the existing Historic District and a transition zone would be created in the zoning text such that buildings could not exceed 90 feet in height within 150 feet of the Historic District.

Establish Hierarchy of Paths and Nodes

The proposed zoning text creates a series of new pathways, a minimum number of which must be constructed in certain approved zones to connect the new development to the waterfront, the park, and the existing road network. Key paths would include the Great Promenade and Division Road. Another path would run roughly parallel to the Great Promenade from the east side of Liggett Hall south to the south end of the East Development Zone and two paths would run roughly perpendicular to the Great Promenade at the eastern edge of the Island to the park open spaces in the center of the Island. Secondary connections would run through the Eastern and Western Development Zones to provide additional pedestrian connections between the central open spaces and the Great Promenade. Key nodes would include the junction of Yankee Pier and Division Road and the Oval Lawn adjacent to the East Development Zone. See **Figure 6** for the illustrated build-out of new connections.

Promote Density Adjacent to Transportation

Since the ferries to the ~~South Island~~ Development Zones would ~~come to operate from~~ Yankee Pier, the greatest density of development would likely be permitted located in the area ~~nearest~~ near Yankee Pier.

Elevate Resilient Development Parcels and Establish Split-Level Promenade

~~This principle responds~~ Future development will be responsive to resiliency concerns and is intended to protect contemplated development from future will include protections against flooding caused by projected sea level rise and storm surges. The waterfront areas of the South Island, as well as the waterfront areas of the North Island, are largely located within the 1 percent annual chance flood plain (100-year floodplain). Portions of the remaining Island, particularly around Liggett Hall, are located within the 0.2 percent annual chance annual flood plain (500-year floodplain). The central portion of the North Island is not located in a flood hazard area. Most of the new South Island's central open spaces were elevated above the 100-year floodplain, and in some cases, were elevated above the 500-year floodplain (see Figure 7). With both Development Zones being located on the ~~waterfront on the~~ portion of Governors Island that was created with fill material, and has no natural variation in its topography being within the 100-year floodplain, resiliency is a key consideration and potentially involves elevating the grade. The Park has already been elevated above the 100-year floodplain, of the sites or using new building typologies, including but not limited to, wet and/or dry flood-proofing measures and incorporating flood-damage-resistant materials. Any new construction in the Development Zones would be raised to match the Park elevation. A split promenade would run along the waterfront edges of both Development Zones, see Figure 7 comply with the requirements of Appendix G of the NYC Building Code.



*Design Flood Elevation to be addressed in conjunction with specific future development.

Connect Park through Development Zones

The paths identified above as roughly perpendicular to the Great Promenade would create new pedestrian connections and view corridors from the parkcentral open spaces to the Great Promenade and from the Great Promenade to the Parkopen spaces in the center of the Island; (see **Figure 8-).**

Transition from the North Island

~~The base height of buildings facing Division Road would~~ An established transition zone that extends 150 feet to the heights of Liggett Hall south of the Historic District boundary would provide for a harmonious and other respectful relationship between the historic buildings that they face on the north Site side of Division Road and new construction south of Division Road. No portion of a building within the transition zone could exceed the maximum base height established (see Figure 9). As the ~~most dense~~ densest development is intended to be close to the ferry landing at Yankee Pier, where most South Island tenants are expected to arrive, a new 25,000-sf public space, known as Yankee Pier Plaza, would be created at the northern end of the East Development Zone adjacent to the Historic District to accommodate the ferry passengers and the movement of pedestrians toward various sections of the Island; see Figure 9.

Rationalize Development Zones through Parcelization

The paths through the East Development Zone would create regular and more feasible development parcels, ~~which nevertheless allow~~ approximately the size of a standard city block, while allowing for a variety of potential building shapes and arrangements; (see **Figures 10, 11, and 12-11).**

PROPOSED ACTIONS

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

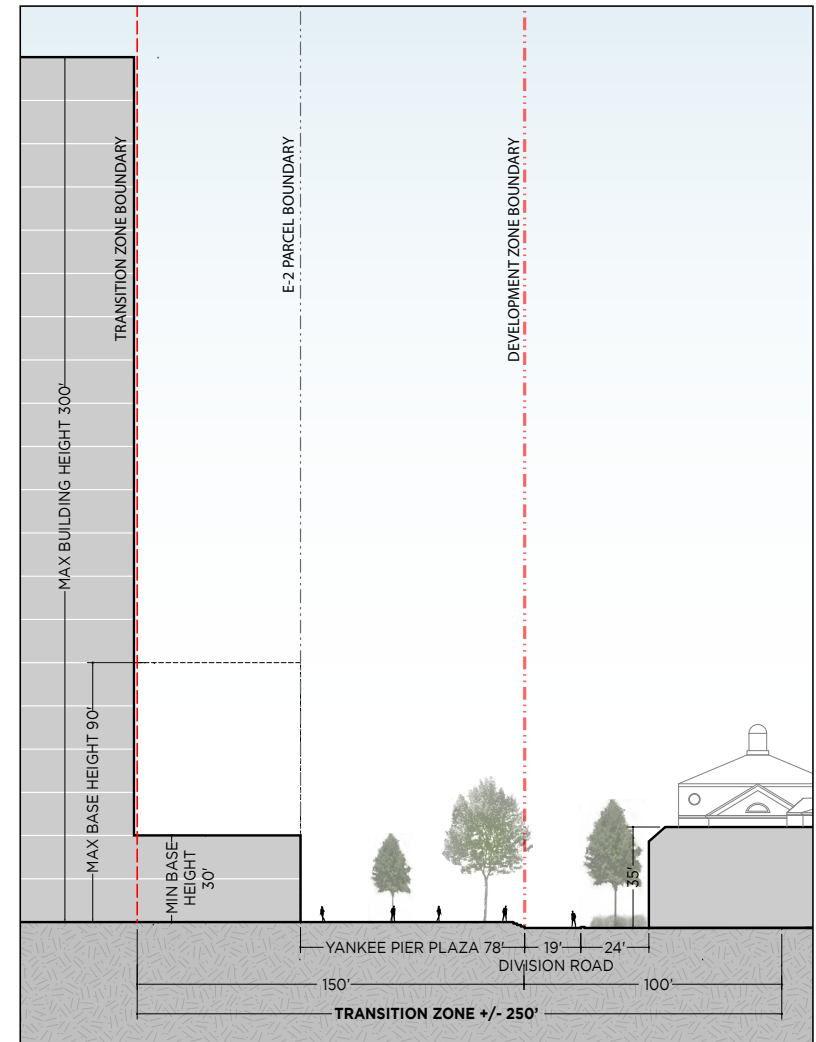
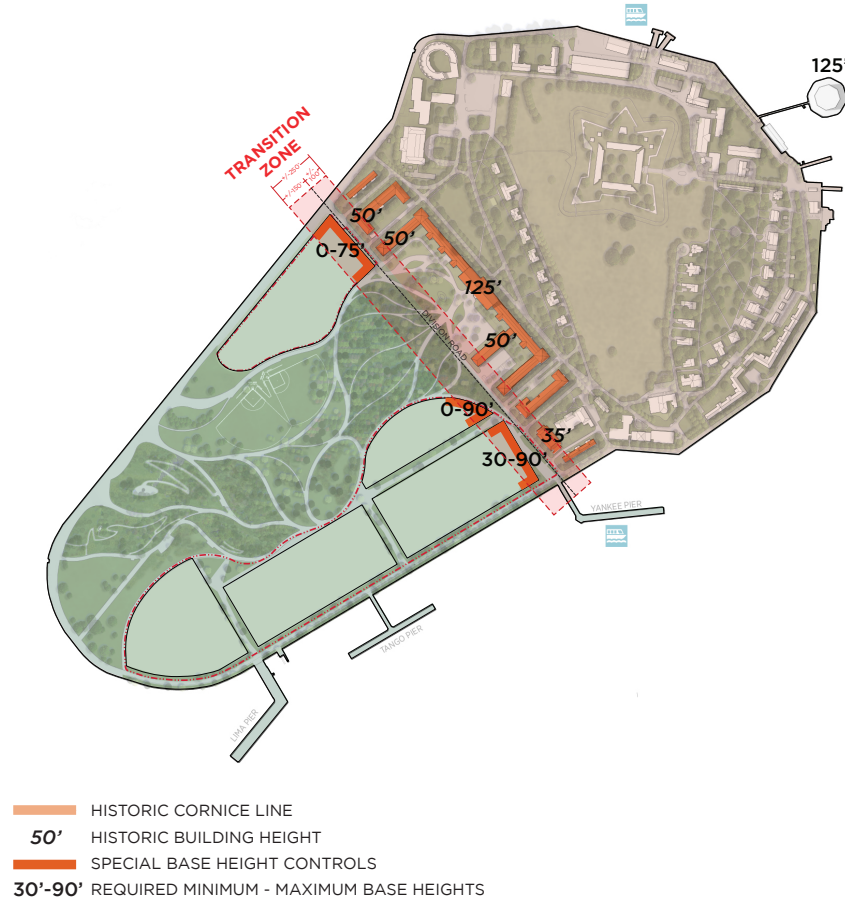
- Zoning Map and Text Amendments to:
 - Expand the Special Governors Island District to the South Island and create new controls pertaining to the South Island, and
 - Change the underlying zoning on the South Island from R3-2 to a C4-1 mid-density commercial district.
- Approval of capital funding. The source has yet to be identified.

These actions are described in more detail below.

SPECIAL GOVERNORS ISLAND DISTRICT EXPANSION

The Special Governors Island ~~Special~~ District would be expanded to cover the entire Island: as part of the proposed zoning map amendment. A North Island Subdistrict and a South Island new Northern Subdistrict would be created. No modifications established in approximately the location of the deed restrictions are proposed existing Special Governors Island District, and the existing Special Governors Island District controls applicable to the North Island would remain unchanged within this subdistrict. A new Southern Subdistrict would be established covering all portions of the South Island within the expanded Special Governors Island District. Within the Southern Subdistrict, three subareas would be established. A new Eastern Subarea, coterminous with the Eastern Development Zone, and a new Western Subarea, coterminous with the Western Development Zone, would provide zoning controls each West Development Zone, respectively. Specifically, new zoning text applicable to within the South Island subareas would define parcels





Illustrative section showing Parcel E-2 frontage at Yankee Pier Plaza

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FOR ILLUSTRATIVE PURPOSES ONLY



Phased Development of Governors Island – South Island Development Zones

for development within the newly created Eastern and Western Subareas, provide design controls for open spaces with and adjacent to the development parcels, specify permitted uses, restrict base height and overall building height and length, require setbacks, provide ~~streetwall and~~ articulation requirements, restrict lot coverage, limit the maximum floor area, and provide ~~a minimum distance between design controls pertaining to upper portions of buildings~~. Additionally, a new Open Space Subarea would be established within the Southern Subdistrict. New zoning text applicable within the Open Space Subarea would include use and bulk regulations that facilitate the preservation and use of recreational open space on the South Island. No modifications of the deed restrictions are proposed.

PROPOSED REZONING

The underlying zoning on the South Island would be changed ~~to~~ from the existing R3-2 to a C4-51 mid-density commercial district, while the underlying zoning district on the North Island ~~would be expected to~~ remain R3-2. R3-2 districts are intended for low-density residential development from single-family houses to small apartment buildings and allow an floor-area ratio (FAR) of 0.5, while C4-51 districts allow ~~3.41.0 FAR~~, but the text of the proposed zoning framework would allow up to 2.98 FAR with a maximum of 4.275 zsf of floor area within the Development Zones. Typically C4-51 is mapped in regional commercial centers and allows a variety of uses including dormitories, hotels, academic buildings, office buildings, ~~research buildings~~ and cultural institutions. The permitted uses, and densities; however, would be specified by the Special Governors Island District text and limited by the Island's deed restrictions.

CAPITAL FUNDING

The Proposed Project would entail further improvements to the Island and the infrastructure serving it. Improvements that may be financed through capital funding could include expanded ferry service, completion of the remaining elements of the 2010 Park and Public Space Master Plan, and other required infrastructure upgrades to support new development and a larger population on the Island. Further improvements that may require capital funding could also be identified in the future.

OTHER APPROVALS

For the ~~South Island~~ Development Zones, it is expected that New York City Department of Buildings (DOB) building permits would be required for any new structures ~~and public open spaces~~. In addition, there would be New York City Fire Department (FDNY) approvals for emergency and fire access and fire hydrants.

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

- ~~• Approval of any public capital funding. The source has yet to be identified.~~

Other approvals may include a Coastal Zone Consistency determination and State Pollutant Discharge Elimination System (SPDES) permits from the New York State Department of Environmental Conservation (DEC) for ~~wastewater and/or~~ stormwater discharge issues; DEC and United State Army Corps of Engineers (USACE) permits for in-water work, and DEC air permits or approvals related to potential future research/academic laboratory uses, if required. There may also be additional approvals required for the use of freight handling sites in Brooklyn.

Renovation of any historic structures on the North Island as part of the ~~retenancing~~ reactivation process analyzed in the 2013 ~~SGEIS~~ SGEIS will be subject to ~~the Governors Island Historic District Preservation and Design Manual~~ and will require 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).~~

PURPOSE AND NEED FOR THE PROPOSED PROJECT

~~The purpose and need for the overall Phased Redevelopment of Governors Island is to bring the Island back to life for the people of the City and State of New York, after centuries of use as a military base. The creation of new public open space is not only an important public benefit, but it is also a catalyst for Island redevelopment.~~

~~Redevelopment of the two South Island Development Zones would allow The Trust to increase transportation options and would provide revenue to support year round public access. Rent revenues will help increase the financial resources and staff to support 24/7 activity on the Island. The on-going effort to activate and invest in the historic buildings on the North Island would allow further investment in preservation and maintenance. The Proposed Project would fulfill The Trust's mission while helping to ensure the Island's financial sustainability and meeting the transfer deed requirements.~~

FRAMEWORK FOR ENVIRONMENTAL REVIEW

SEQRA requires a lead agency to take a “hard look” at 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.

SECOND SUPPLEMENTAL GENERIC ENVIRONMENTAL IMPACT STATEMENT

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 specific impacts 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 action. 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 SEQR compliance.” Therefore—~~like as~~ with the 2011 FGEIS and the 2013 ~~SGEIS~~ SSGEIS—the SSGEIS will, where appropriate, will discuss possible conditions under which further environmental review would be required (e.g., increases in the size of the development program, identification of additional ancillary facilities in other locations). 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 particular, the reasons for preparing the SSGEIS under the requirements of SEQRA and CEQR guidelines are that the anticipated uses of the ~~South Island~~ Development Zones and the proposed zoning actions are now better known, the scale of development is greater than previously

Phased Development of Governors Island – South Island Development Zones

~~anticipated~~ analyzed and it would require expanded ferry service- including more vessels and more frequent trips. The document remains generic in that neither the program associated with the ~~South Island~~ Development Zones nor the structures to house that development are specifically proposed. Therefore, the studies contained in the SSGEIS will necessarily be less detailed than if specific building uses and designs were available and will focus on identifying potential associated environmental concerns. To the extent required under CEQR/SEQRA in connection with future discretionary actions, it is possible that further environmental review may be necessary when certain, as yet undefined components of the Phased Redevelopment of Governors Island are identified.

It is expected that when the approvals comprising the Proposed Project complete the Uniform Land Use Review Procedure (ULURP), the Trust would issue an RFP soliciting proposals for development under the approvals be issued. It is anticipated that the lease agreements would stipulate location and programming elements of the Special Governors Island District text, as well as any required mitigation measures. In order to address the potential range of responses to the RFP, the environmental review analyzes a Reasonable Worst Case Development Scenario (RWCDs) that conservatively considers the reasonable worst-case potential for environmental effects for each impact category. While the discretionary approvals that comprise the Proposed Project have been defined, the development program and some design specifics under the Proposed Project would be dependent on the RFP responses.

METHODOLOGY

~~In the Future without the Proposed Project (No Action scenario), Governors~~ The Proposed Actions would change the regulatory controls governing land use and development on the Island through the modification and expansion of the Special Governors Island District, facilitating the development of the Eastern and Western Development Zones on the South Island (the Proposed Project). Accessory actions including the provision of capital funding (the source of which has not yet been identified) would also promote the proposed development on the South Island. The SSGEIS will consider the potential impacts of the proposed development of the Development Zones and accessory actions in the context of the previously approved and developed park and public spaces (analyzed in the 2011 FGEIS) as well as the previously approved renovation and reactivation of the North Island (analyzed in the 2013 FSGEIS). The SSGEIS will consider alternatives that would reduce or eliminate significant adverse environmental impacts identified in the technical analyses, if any, and identifies mitigation for such impacts, to the extent practicable. The approach to the analysis framework is discussed further below.

Reasonable Worst Case Development Scenario

Analysis Year

Similar to the 2011 FGEIS and 2013 FSGEIS, the SSGEIS will consider the impacts of the Proposed Project based on two different generic development programs (described below) as no specific development program for these areas has been selected. Full build out of the Development Zones is expected to be completed in 2030, coinciding with the full reactivation of the North Island and the completion of later phases of the 2010 Park and Public Space Master Plan as analyzed in the 2011 FGEIS and 2013 FSGEIS. 2030 will therefore serve as the analysis year for the SSGEIS. It is anticipated that in the future, the Trust will issue an RFP to enter into one or more long-term lease agreements with public and/or private entities to develop the Development Zones for uses permitted under the deed restrictions and proposed zoning. Potential impacts will be considered cumulatively by assessing the full development of the Island, including those project components that would be completed before the 2030 analysis year.

Study Areas

In general, the study areas for the SSGEIS analyses include the Development Zones and the Island, including that portion of the Island owned by the National Park Service and not belonging to the Trust. Depending on the specific analysis, study areas 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 in Lower Manhattan. Additional study areas in Brooklyn at the Brooklyn Navy Yard, Atlantic Basin, the South Brooklyn Marine Terminal at 39th Street, and the 52nd Street Pier are examined for implications related to the potential transportation of freight to the Island.

Existing Conditions

For each technical area assessed in this SSGEIS, the existing conditions on the Island and in the relevant study areas is described.⁴ The analysis framework begins with an assessment of existing conditions, because these can be most directly measured and observed. The assessment of existing conditions serves as a starting point for the projection of conditions in the Future without the Proposed Project (the No Action Condition) and the Future with the Proposed Project (the With Action Condition), and the analysis of potential impacts that could result from the Proposed Project.

In the existing condition, the Island currently contains a mix of seasonal open space uses, vacant land and buildings, and institutional and cultural uses. Access to the Island is currently via the BMB, where ferries operated by the Trust pick-up and return visitors and vehicles/freight. Visitation to the Island was 745,123 in 2019 (including 16,369 on the peak day). During the public access season (May through October), additional ferry service is provided from Pier 6 in Brooklyn and from Pier 11 in Manhattan to Yankee Pier.

The two Development Zones on the South Island that would be primarily affected by the Proposed Project were designated in the 2010 Park and Public Space Master Plan for future development. The Eastern Development Zone (approximately 27 acres) is currently occupied by vacant two-story residential townhomes (slated to be demolished) and single-story warehouse buildings (primarily vacant but used as storage for seasonal uses). The Eastern Development Zone also contains a small (3,876 gsf) structure used seasonally by the FDNY, as well as additional temporary uses such as a nursery and gardening spaces that operate under revocable permits. The Western Development Zone (approximately 6 acres) is currently vacant land, but has been used for the last few years as a temporary seasonal campsite. The remainder of the South Island contains open spaces as well as open space areas that are slated for future construction pursuant to the 2010 Park and Public Space Master Plan as funding becomes available.

The North Island, roughly coterminous with the existing Special Governors Island District and Historic District, contains park and public open spaces as well as over one million gsf of historic buildings administered by the Trust and the National Park Service. Approximately 261,000 gsf of these historic buildings are currently activated including the offices of the Trust, the Urban Assembly New York Harbor School (the Harbor School), artist studios operated by the Lower

⁴ The existing conditions cited are based on recent data collected prior to the COVID-19 pandemic, which has resulted in a number of temporary changes to conditions on the Island, including changes to short-term visitorship patterns. The length of the 2020 public access season was shortened (July 15th through October 31st), the National Monument remains temporarily closed, and the number of visitors who can access the Island via ferry is artificially constrained to maintain appropriate social distancing precautions on ferry routes. It is reasonable to expect that as the pandemic subsides and the region reopens, that such visitorship patterns will resume and the existing conditions described in this section will remain.

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Manhattan Cultural Council, and caretaker and ferry crew housing in Ft. Jay.^{5,6} Three buildings are currently under renovation on the North Island (Buildings 111, 112, and 114, containing approximately 80,000 gsf) for a day spa use and are expected to open in early 2021 and therefore have been considered as part of the existing condition on the North Island. Approximately 1.1 million gsf of space in historic buildings on the North Island currently remains available for renovation and reactivation.

Future without the Proposed Project

The SSGEIS assumes that in the No Action Condition, there would be no changes to the Island's zoning and consequently no new construction in the Development Zones or increased ferry service necessary to serve such development. The Island is assumed to continue to operate much the same as it does today. Visitation is dependent on certain factors that can be controlled, such as access the Island (number of operating days and hours, ferry capacity, and frequency). Public outreach and enhancements will continue to make Governors Island a highly visited summer weekend destination and, starting in 2018, it is expected to since 2017, one that has become a highly visited seven-days-a-week destination during six months of the year six-month-long public season as well. It is assumed that Absent the Proposed Project, it is anticipated that the Trust would likely be unable to extend this public season to year-round, and public access would likely remain limited to May through October. The open spaces on the Island would continue to be open to the public on a seasonal basis only, the Development Zones would remain fenced-off and closed to the public, and the buildings on the North Island will continue to be renovated and reused as the Island visitors and the number of occupied by new uses on the North Island increase as market demand allows.

As described above, approximately 1.1 million gsf of vacant space in the historic buildings on the North Island is currently available for renovation and reactivation, and the SSGEIS will conservatively assume that the entirety of this space will be reactivated in the No Action Condition pursuant to previous approvals. However, the reactivation and maintenance of these structures in the No Action Condition would lack the support provided by revenue generated through South Island development under the With Action Condition. Similar to the currently Proposed Project, the 2013 FSGEIS analyzing the reactivation of the North Island historic buildings considered two options for analysis, a University/Research Option and a Mixed-Use Option; the SSGEIS will use the With Action Condition analyzed and approved in the 2013 FSGEIS for the North Island as a baseline for technical areas such as the transportation chapter, in which a specific program option will be assumed in the No Action Condition.

Only limited improvements are anticipated on the South Island, under the No Action Condition. Existing landscaping materials and trees would mature and grow taller, and. It is assumed that the elements of the later phases of the 2010 Park and Open Public Space Master Plan not yet built, including further improvements to Picnic Point and the completion of the 2.2-mile Great Promenade, will be built by 2030 as funding allows, completing the 2010 Park and Public Space

⁵ Building surveys conducted subsequent to the 2011 FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf was available for reactivation, rather than the 1.35 million identified in the 2011 FGEIS. As a result of ongoing reactivation of North Island buildings since 2013, approximately 1.1 million sf of this vacant space remains available for reactivation rather than the 1.2 million sf previously available.

⁶ This includes 80,000 gsf of space for QC Terme use in Buildings 111, 112, and 114, which are currently undergoing renovation and are expected to open to the public in 2021.

Master Plan. However, there would be no new construction in the Development Zones due to the constraints of the existing zoning. There would be no new ~~modern~~ buildings or the accompanying academic and no new population commercial users working or living in those buildings, enlivening the open spaces of ~~Governor~~the Island.

2030 ANALYSIS YEAR

Future with the Proposed Project

In the SSGEIS's With Action Condition, the proposed discretionary actions would be adopted facilitating the Proposed Project. The analysis year for the full East and West Development Zones on the South Island, which were designated in the 2010 Park and Public Space Master Plan and previously evaluated for development of Governors Island is 2030. Similar to in the 2011 FGEIS and 2013 FSGEIS, the SSGEIS will consider the impacts of would be redeveloped with new construction. Under the Proposed Project based on two, the Development Zones could include up to a total of approximately 4,500,025 million gsf of new development options shown in Table 4, above. Where appropriate, potential impacts will be considered cumulatively by assuming development of the South Island Development Zones full development of the Parks and Open Spaces and full retenanting of the North Island in the No Action Condition.

REASONABLE WORST CASE DEVELOPMENT SCENARIO

, limited by a maximum zoning floor area of 4,275,000 zsf on the South Island. The land uses identified for the South Island Development Zones under the Proposed Project have different population characteristics. For example, university housing uses would could generate on-site non-permanent residents whereas office or research uses would not. Other uses, including the hotel and cultural uses, would generate workers and visitors that would access the Island from the off-site ferry locations- and would not reside on the Island full-time. Each analysis in the SSGEIS will identify a "reasonable worst-case development scenario" that could result in the worst environmental effect for that technical area.The analyses

The two RWCDs scenarios, the University/Research Option and the Mixed-Use Option, are presented in Tables 2 and 3. Tables 2 and 3 also show these two development options as compared to previously studied scenarios analyzed in the 2013 FSGEIS. The analyses that will be presented in the SSGEIS will focus on identifying potential environmental concerns associated with the potential uses identified in Table 4 Tables 2 and 3 to the extent required under CEQR/SEORA.

The analyses will assume that in the Future without the Proposed Project (No Action condition), no portion of the South Island Development Zones would be implemented and that other than the previously approved re tenanting of the North Island and the later Phases Park and Public Space Plan, the Island would continue in its current use and configuration.

STUDY AREAS

In general, the study areas for the SSGEIS analyses will include the entire South Island, and depending on the specific analysis, may also include portions of the North Island, the area within 400 feet of the ferry landing at Pier 6 in Brooklyn Bridge Park and the area within 400 feet of the Battery Maritime Building. For certain areas, specifically Transportation, the expanded study areas are described in the relevant sections below.

Two potential building bulk configuration options were created to illustrate the potential development: a configuration in which each parcel has several buildings and another configuration in which each parcel has one large building with a central courtyard (see Figure 10). For analysis

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sections that rely on an illustrative massing of the proposed development, the configuration with multiple buildings per parcel will be selected for analysis as it would constitute the reasonable worst case for these analyses because it would have the potential for building on building air quality effects within parcels, the taller buildings resulting from smaller footprints and floor plates would cast more shadow and result in a greater change in the urban environment, and would require more materials to construct. The configuration with multiple buildings per parcel would also be more reasonable for future development as each parcel could have more than one developer or institution and would not be limited to a single entity's proposal to develop an entire parcel.

Under the proposed zoning framework, Parcel W-1 of the Proposed Project would allow for a structure that rises a maximum height of 300 feet, or up to 340 feet with permitted obstructions (see **Figure 11** for a parcel reference map). Parcel E-1 could be developed with buildings that rise to a maximum height of 230 feet, or up to 290 feet with permitted obstructions. Parcel E-2 could be developed with buildings that rise to a maximum height of 300 feet, or up to 360 feet with permitted obstructions. Parcel E-3 could be developed with buildings that rise to a maximum height of 200 feet, or up to 260 feet with permitted obstructions. Parcel E-4 could be developed with buildings that rise to a maximum height of 200 feet, or up to 260 feet with permitted obstructions. As stated above, a maximum of 4,275,000 zsf of floor area would be permitted in the South Island.

Currently, zoning would permit a maximum of 1,720,820 zsf of residential floor area on the South Island (i.e., 0.5 FAR would be generated by the entire South Island) or approximately 1,806,861 gsf. Consistent with the deed restrictions, such residential uses could only be occupied by non-permanent (i.e., extended stay) residential uses, such as faculty housing. Accordingly, the University uses assessed in the 2011 FGEIS included up to 1,650,000 gsf of faculty housing and in the 2013 FSGEIS included up to 1,120,950 gsf of faculty housing. Based on the Proposed Actions, the maximum permitted residential floor area would decrease to approximately 718,465 zsf (i.e., 0.5 FAR generated only by the area of the Development Zones) or approximately 754,388 gsf. Given that under the Proposed Actions, the amount of permitted non-permanent residential use is decreasing from the levels previously analyzed in the 2011 FGEIS and 2013 FSGEIS, for the purposes of the SSGEIS, it will be conservatively assumed that the University program is entirely composed of campus and academic uses, except when otherwise indicated and as necessary to assess potential changes to the conclusions presented in the 2011 FGEIS and 2013 FSGEIS.

In addition, the proposed zoning text amendments would make two zoning authorizations applicable to the South Island. First, by expanding the Special Governors Island District to the South Island, the proposed zoning would make the existing "Authorization for Certain Commercial Uses" (currently, Section 134-12 of the Zoning Resolution) available on the South Island, thereby providing a mechanism for the City Planning Commission to authorize commercial uses in addition to those explicitly permitted under the proposed zoning. Second, the proposed zoning would create a new authorization to allow for modifications of certain bulk regulations applicable in the Southern Subdistrict, including the restrictions on the maximum floor size, the required orientation and maximum widths of upper portions of buildings, the minimum distance between buildings, and the building articulation requirements. No authorization is necessary to develop the Proposed Project, and therefore, no authorization is included as a Proposed Action. If needed in connection with a future project proposal, any authorization would be a discretionary action subject to further environmental review. However, neither authorization would permit increases in the maximum permitted floor area or building heights, and the authorizations could only be granted if the City Planning Commission finds that (i) any additional commercial uses

complement existing uses and are compatible with the nature, scale, and character of other uses within the South Island; and (ii) any bulk modifications would result in a superior urban design or provide an equivalent or better distribution of bulk. Accordingly, it is anticipated that any additional commercial uses or bulk modifications that may be authorized would result in environmental impacts that are similar to the Proposed Project and would not result in significant adverse environmental impacts that are new or different than those that will be disclosed in the SSGEIS.

The Proposed Project would also lead to increased ferry service, including more vessels and more frequent trips. This increased service could take the form of the Trust continuing to buy new vessels, the Trust contracting with a maritime provider (e.g., New York Waterways) to provide service to the Island, future tenants providing their own services to the Island, an expansion of NYC Ferry service to the Island, or a combination of all of these. For the purposes of environmental analysis, the Proposed Project will be assumed to result in up to 15 trips per hour in the peak period in order to meet the potential maximum passenger capacity of 9,000 passengers per hour in the worst case scenario. This is anticipated to require a fleet of up to 12 vessels using a combination of Tier 3 and Tier 4 Emissions Standards engines.

Phased Development of Governors Island – South Island Development Zones

Table 2

Total Governors Island Development – University Research Option (Existing and Proposed) – 2030

Land Use	Reactivated North Island Space in 2013 (gsf) ¹	Previously Considered University Research Option			Previously Approved North Island Redevelopment (gsf)	Proposed University Research Option: South Island Development Zones (gsf)	Total Including Proposed and Previously Approved (gsf)
		Approved North Island Redevelopment (gsf)	South Island Development Zones (gsf)	Total (gsf)			
University							
Campus	0	422,000	0	422,000	422,000	1,170,000	1,592,000
Research	0	0	188,650	188,650	0	1,500,000	1,500,000
Academic	0	0	213,450	213,450	0	0	0
Housing – Faculty Housing	0	0	94,300	94,300	0	0	0
Housing – Dormitories	0	262,000	588,000	850,000	262,000	556,079	818,079
Conference Center + Hotel	0	256,250	243,750	500,000	256,250	(408,832 + 43,582)	708,664
Office	48,450	7,000	119,550	175,000	7,000	75,223	82,223
Service Retail/Restaurant (Not destination, accessory to Island uses)	0	37,800	37,200	75,000	37,800	147,208	185,008
Cultural							
General (Gallery, small museum, etc.)	0	0	0	0	0	459,101	525,301
Artist Studio	47,700	57,000	0	104,700	57,000		
Movie Theater	0	9,200	0	9,200	9,200		
Public School	79,700	148,000	0	227,700	148,000	0	148,000
Maintenance, Support, Other	0	0	140,000	140,000	0	140,000	140,000
TOTAL	175,850	1,199,250	1,624,900	3,000,000 ²	1,199,250	4,500,025	5,875,125 ²
Notes:							
¹ Existing reactivated North Island uses considered in the 2013 FSGEIS. Additional North Island spaces have since been reactivated and will be described in the SSGEIS.							
² This total includes the 175,850 gsf of reactivated North Island space at the time of the 2013 FSGEIS.							

Table 3

Total Governors Island Development – Mixed Use Option (Existing and Proposed) – 2030

Land Use	Reactivated North Island Space in 2013 (gsf) ¹	Previously Considered Mixed-Use Option			Previously Approved North Island Redevelopment (gsf)	Proposed Mixed-Use Option: South Island Development Zones (gsf)	Total Including Proposed and Previously Approved (gsf)
		Approved North Island Redevelopment (gsf)	South Island Development Zones (gsf)	Total (gsf)			
University							
Campus	0	0	0		0	360,000	360,000
Research	0	0	188,650	188,650	0	1,500,000	1,500,000
Academic	0	0	213,450	213,450	0	0	0
Housing – Faculty Housing	0	0	94,300	94,300	0	0	0
Housing – Dormitories	0	262,000	588,000	850,000	262,000	136,079	398,079
Conference Center + Hotel	0	256,250	243,750	500,000	256,250	(408,832+ 43,582)	708,664
Office	48,450	300,000	119,550	468,300	300,000	1,705,223	2,005,548
Service Retail/Restaurant (Not destination, accessory to Island uses)	0	37,800	37,200	75,000	37,800	147,208	185,008
Cultural							
General (Gallery, small museum, etc.)	0	128,700	0	128,700	128,700	59,101	254,001
Artist Studio	47,700	57,000	0	104,700	57,000		
Movie Theater	0	9,200	0	9,200	9,200		
Public School	79,700	148,000	0	227,700	148,000	0	148,000
Maintenance, Support, Other	0	0	140,000	140,000	0	140,000	140,000
TOTAL	175,850	1,199,250	1,624,900	3,000,000 ²	1,199,250	4,500,025	5,875,125 ²
Notes:							
¹ Existing reactivated North Island uses considered in the 2013 FSGEIS. Additional North Island spaces have since been reactivated and will be described in the SSGEIS.							
² This total includes the 175,850 gsf of reactivated North Island space at the time of the 2013 FSGEIS.							

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Table 4
Comparison of Total Island Development: 2011 FGEIS and 2013 FSGEIS vs. 2020 SSGEIS

Uses	University Research Option				Mixed-Use Option			
	2011 FGEIS	2013 FSGEIS	2020 SSGEIS	Difference ¹	2011 FGEIS	2013 FSGEIS	2020 SSGEIS	Difference ¹
University								
Campus	0	422,000	1,170,000	748,000	0	0	360,000	360,000
Research	400,000	188,650	1,500,000	1,311,350	0	0	1,500,000	1,500,000
Academic	450,000	213,450	0	-213,450	0	0	0	0
Housing – Faculty Housing <i>(assumed as apartments, not dorms)</i>	200,000	94,300	0	-94,300	1,650,000	1,120,950	0	-1,120,950
Housing – Student Dorms	850,000	850,000	556,079	-293,921	450,000	450,000	136,079	-313,921
Conference Center + Hotel	500,000	500,000	(408,832+ 43,582)	-47,586	350,000	350,000	(408,832+ 43,582)	102,414
Office	175,000	175,000	75,223	-99,777	60,000	348,750	1,705,223	1,356,473
Service Retail/Restaurant <i>(Not destination, accessory to other uses)</i>	75,000	75,000	147,208	72,208	75,000	75,000	147,208	72,208
Cultural <i>(Gallery, artist studios, movie theater)</i>	60,000	113,900	459,101	345,201	125,000	242,600	59,101	-183,499
Public School	150,000	227,700	0	-227,700	150,000	272,700	0	-272,700
Maintenance, Support, Other	140,000	140,000	140,000	0	140,000	140,000	140,000	0
TOTAL	3,000,000	3,000,000	5,875,125^{2,3}	2,875,125³	3,000,000	3,000,000	5,875,125^{2,3}	2,875,125³
Notes: Total Development includes existing re-tenanted space on the North Island. ¹ The difference column calculates the difference between 2013 and 2020. ² Includes previously approved North Island program of 1,199,250 gsf. ³ This total includes the 175,850 gsf of reactivated North Island space at the time of the 2013 FSGEIS.								

SCREENING ANALYSES

~~For these technical areas—the socioeconomics, public schools, healthcare facilities, child care facilities, natural resources, and energy—public health screening assessments will be provided, the conclusions presented in the EAS2011 FGEIS and 2013 SGEIS for 2030 will be summarized in the SSGEIS to confirm the previous conclusions, and existing conditions and future conditions with and without the Proposed Project will be described.~~

E. SCOPE OF WORK

As described earlier, the SSGEIS will be prepared pursuant to SEQRA and CEQR. The environmental review provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to evaluate reasonable alternatives, and to identify, and mitigate where practicable, any significant adverse environmental impacts.

The SSGEIS will contain:

- A. A description of the Proposed Project and the environmental setting;
- B. A statement of the environmental impacts of the Proposed Project, including its short- and long-term effects and typical associated environmental effects;
- C. An identification of any adverse environmental effects that cannot be avoided if the project is implemented;
- D. A discussion of reasonable alternatives to the Proposed Project;
- E. An identification of irreversible and irretrievable commitments of resources that would be involved if the Proposed Project is built; and
- F. A description of measures proposed to minimize or fully mitigate any significant adverse environmental impacts.

The first step in preparing the SSGEIS document is public scoping, which is the process of focusing the environmental impact analysis on the key issues that are to be studied in the SSGEIS. The proposed scope of work for each technical area to be analyzed is set forth below. The scope of work and the proposed impact assessment criteria are based on the methodologies and guidance set forth in the 2014 *CEQR Technical Manual*.

PROJECT DESCRIPTION

The Project Description will list the proposed actions and define the purpose and need for the proposed actions and the proposed development of the South Island. The recent history of the Island including previous planning and environmental reviews (~~the 2011 GEIS~~FGEIS and 2013 ~~SGEIS~~FSGEIS) will be summarized. The chapter will discuss the project site: current conditions on ~~Governors~~the Island, both the North Island and the South Island, and specifically the two ~~planned~~ Development Zones. The proposed development will be described including ~~the uses, and floor areas, and bulk of the buildings that would be allowed~~facilitated in the Development Zones. Design guidelines will be provided, and schematic Development Zone plans will be discussed. In addition, the off-Island access points will be identified and described.

ANALYTICAL FRAMEWORK AND SCREENING ANALYSES

This chapter ~~of~~will discuss the framework for the analyses for the SSGEIS and will contain information on CEQR and ~~State Environmental Quality Review Act (SEQRA)~~; the analysis year and the development ~~programs~~options; the use of the RWCDs by technical area; and a discussion

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of study areas. ~~No Action Conditions~~ The existing condition will also be defined, as will the No Action Condition which are expected to include full reuse of the historic buildings on the North Island. The two bulk configuration options for analysis, as well as the proposed uses, floor areas, and bulk of the buildings that would be facilitated in the Development Zones will be described. This chapter will also contain screening analyses for any technical area (e.g., socioeconomics, child care, publicly funded health care facilities, ~~etc.~~) natural resources, and public health for which detailed analyses are not required.

LAND USE, ZONING, AND PUBLIC POLICY

Under CEQR, a land use analysis characterizes the uses and development trends in the area that may be affected by a proposed project, describes the zoning and public policies that guide development, and determines whether a proposed project is compatible with those conditions and policies or whether it may affect them.

The proposed development will take place in two areas on the South Island specifically set aside for development. Land use actions subject to ULURP and CEQR are required including zoning map and text amendments. In addition, the amount of development contemplated in the Development Zones (4.5 million ~~square feet~~ gsf) exceeds the development analyzed in the 2011 ~~GEIS~~ FGEIS and the 2013 ~~SGEIS~~ FSGEIS. These factors will be considered in this chapter as well as the potential for any land use impacts at the off-Island access points. This chapter will also provide a discussion of future baseline conditions to be used in the other EIS analyses. Specifically, the assessment of land use, zoning, and public policy will:

- Describe land use in the study area, including recent park development and ~~re-tenanting~~ reactivation of buildings on the North Island. The study area will ~~consist of~~ include the entire Island, focusing on the areas closest to the Development Zones. Land use in the ~~area~~ areas within 400 feet of the off-Island access points will also be described.
- Provide a zoning map and discuss existing R3-2 zoning on ~~Governors~~ the Island, the Special Governors Island District on the North Island, and existing zoning for the off-Island access points.
- Summarize other public policies that may apply to the ~~project site~~ Development Zones and study ~~area~~ areas.
- Describe conditions on ~~Governors~~ the Island absent the Proposed ~~actions~~ Project and development, including ~~fully re-tenanting~~ full reactivation of the North Island buildings. Identify any projects or pending zoning actions in proximity to the off-Island access points.
- Describe the proposed development and assess the impacts on ~~Governors~~ the Island and at the off-Island access points.
- Consider the proposed development's consistency with the relevant policies of the City's Waterfront Revitalization Program.
- Consider the proposed development's consistency with the relevant policies of the City's OneNYC Plan and other applicable public policies.

COMMUNITY FACILITIES AND SERVICES

~~As noted in the 2011 FGEIS and 2013 FSGEIS, it was contemplated that full development of the Island would include a 1,200 seat public school for grades K-12 on the South Island that would accommodate faculty children and some off island students. This chapter would consider whether the 1,200 seat public school would sufficiently accommodate students generated by the Proposed~~

Project. The SSGEIS will consider the different demands for community facilities and services that are generated by the new worker and visitor population, which may differ from the demands generated by permanent residents.

The SSGEIS will analyze the projected police and fire needs of the Proposed Project, and the Trust ~~would~~ will consult with the New York City Police Department (NYPD) and the ~~New York City Fire Department~~ FDNY to provide adequate services to users and residents of the Island ~~and~~. The results of those consultations will be reported in the ~~EIS~~ SSGEIS. Following the guidance of the *CEQR Technical Manual*, the location of stations and precincts serving the Island will be documented, and the No Action and With Action conditions will be considered in consultation with the NYPD and FDNY.

OPEN SPACE

The *CEQR Technical Manual* recommends performing an open space assessment if a project would have a direct effect on an area open space or an indirect effect through increased population size (typically, an assessment is conducted if the Proposed Project's population is greater than 200 residents or 500 employees).

As the Proposed Project would exceed *CEQR Technical Manual* thresholds, an open space analysis will be undertaken. It is assumed that the daytime population analysis will consider a study area within ¼ mile of ~~containing the development zones~~ entire Island for ~~workers both a non-residential~~ and a residential analysis ~~will consider an area within ½ mile of anticipated dormitories and any faculty housing locations.~~ Workers on the North Island and ~~park~~ open space visitors will be accounted for as part of No Action Conditions.

SHADOWS

The *CEQR Technical Manual* requires a shadows assessment for proposed actions that would result in new structures greater than 50 feet in height or located adjacent to a sunlight-sensitive resource. Such resources include publicly accessible open spaces, sunlight-dependent natural resources, and historic resources with sunlight-sensitive features.

~~The South Island~~ Development Zones are surrounded by public ~~park~~ open space areas, historic resources, and Upper New York Harbor Bay.

In order to account for the wide range of potential development configurations and bulk that could be built under the contemplated zoning, ~~two~~ a representative bulk arrangement ~~arrangement that conservatively exceeds the density that will be permitted with the Proposed Project~~ will be used to analyze shadows on the sun-sensitive resources surrounding the zones.

The shadows analysis would be coordinated with the open space and historic resources analyses and would include the following tasks:

- Develop a base map illustrating the Development Zones in relation to publicly accessible open spaces, historic resources with sunlight-dependent features, and natural features in the area.
- Determine the longest possible shadows that could result from the ~~two~~ potential development ~~configurations~~ configuration to determine the study area.
- Research the sensitivity of the various elements and features of the open spaces and landscaping materials and historic resources in the study area.
- Develop a three-dimensional computer model of the elements of the base map including the ~~two~~ development ~~configurations~~ configuration.

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- Using modeling software, determine the extent and duration of new shadows that would be cast on sunlight-sensitive resources as a result of the Proposed ~~actions~~Project on four representative days of the year, ~~for each of the two reasonable worst case developments.~~
- Document the analysis with graphics, with incremental shadow highlighted in a contrasting color. Include a summary table listing the entry and exit times and total duration of incremental shadow on each applicable representative day for each affected resource.
- Assess the significance of any shadow impacts on sunlight-sensitive resources, including historic resources with sunlight-sensitive features.
-

HISTORIC AND CULTURAL RESOURCES

~~Governors~~The Island's potential archaeological sensitivity and significant historic structures have already been well documented in the 2013 FSGEIS and 2011 FGEIS, as well as other previous planning studies, environmental impact studies, and designation reports for the Historic District. ~~This EIS~~The SSGEIS will present a summary of these conditions.

Given the Island's physical isolation, the study areas to be considered for historic resources will be defined as the Island itself, and a 400-foot area around any off-Island access points- where increases in ferry trips are anticipated. The areas to be considered for archaeological resources for the Proposed Project will ~~be any on-Island areas within~~include the Development Zones ~~where ground-disturbing activities may be required.~~ Previous studies have determined that the South Island is not sensitive for project development. archeological resources. LPC will be consulted to reconfirm this determination.

Architectural resources on the Island that would be affected by the Proposed Project will be identified and described. Consistent with the guidance of the *CEQR Technical Manual*, architectural resources include: New York City Landmarks, Scenic Landmarks, New York City Historic Districts; resources calendared for consideration as one of the above by LPC; resources listed on or formally determined eligible for inclusion on the State and/or National Registers of Historic Places, or contained within a district listed on or formally determined eligible for listing on the Registers; resources recommended by the New York State Board for listing on the Registers; and National Historic Landmarks.

The potential effects of the proposed modifications to the project on archaeological and architectural resources will be compared to those disclosed in the 2011 FGEIS and 2013 FSGEIS, including visual and contextual changes as well as any direct physical impacts. The applicability of policies and procedures already in place, including coordination with and oversight by LPC (as appropriate) will be discussed. If the proposed modifications to the project would result in any significant adverse impacts, mitigation measures for such impacts will be identified in coordination with LPC.

URBAN DESIGN AND VISUAL RESOURCES

Under CEQR, urban design is defined as the totality of components that may affect a pedestrian's experience of public space. These components include streets, buildings, visual resources, open spaces, natural resources, and wind. An urban design assessment under CEQR must consider whether and how a project may change the experience of a pedestrian in a project area. The *CEQR Technical Manual* guidelines recommend the preparation of a preliminary assessment of urban design and visual resources, followed by a detailed analysis, if warranted based on the conclusions of the preliminary assessment.

Following the guidelines of the *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources will be prepared to determine whether the Proposed Project would create a change to the pedestrian experience that is sufficiently significant to require greater explanation and further study. The study area for the assessment of urban design and visual resources will be consistent with the study area for the analysis of land use, zoning, and public policy.

This chapter will focus on how the additional development now proposed for the ~~South Island~~ Development Zones would change the Island's urban design and visual character, in comparison to the No Action Condition. For visual resources, important publicly accessible views and view corridors (such as the view from Liggett Terrace or the view of the Statue of Liberty) will be identified, and the potential for the proposed ~~development~~ development to affect those elements will be discussed and compared to the conclusions of the 2013 FSGEIS and 2011 FGEIS. As with the 2013 FSGEIS and 2011 FGEIS, which considered views to the Island from Lower Manhattan, Brooklyn, and the ~~Staten Island Ferry~~ Statue of Liberty, this SSGEIS ~~also~~ will also consider off-Island viewing locations. If necessary, mitigation measures to avoid or reduce potential significant impacts will be identified.

HAZARDOUS MATERIALS

As part of the previous environmental reviews, hazardous materials conditions on the Island were thoroughly investigated, including the Development Zones. The previous findings and the requirements of the Remedial Action Plan that will apply to future redevelopment under the Proposed Project will be summarized.

WATER AND SEWER INFRASTRUCTURE

The *CEQR Technical Manual* outlines thresholds for analysis of a project's water demand and its generation of wastewater and stormwater.

An analysis of the project's effects on wastewater and stormwater infrastructure is warranted since redevelopment of the ~~South Island~~ Development Zones would exceed the *CEQR Technical Manual* threshold. Therefore, this chapter will include an analysis of the Proposed Project's potential effects on wastewater and stormwater infrastructure.

To describe existing conditions and conditions in the Future without the Proposed Project:

- The existing stormwater drainage system and surfaces (pervious or impervious) on the ~~project site~~ Island will be described. The amount of stormwater currently draining from the site will be estimated for each drainage area using DEP's volume calculation worksheet.
- The existing sewer system serving the ~~project site~~ Island will be described using information obtained from the Trust and DEP. The capacity of the existing pump station will be an important consideration. The existing flows to the Red Hook wastewater treatment plant (WWTP) that serves the ~~project site~~ Island will be obtained for ~~the latest~~ a recent 12-month period, and the average dry weather monthly flow will be presented.
- Any changes to the site's stormwater drainage system and surface area expected in the ~~Future without the Proposed Project~~ No Action Condition will be described.
- Any changes to the sewer system expected to occur in the ~~Future without the Proposed Project~~ With Action Condition will be described based on information provided by the project team and by DEP.

The analysis of project impacts will identify and assess the effects of the incremental sanitary and stormwater flows on the capacity of the sewer infrastructure as follows:

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- Future stormwater generation from the Proposed Project will be estimated. Any changes to the site's/Island's proposed surface area (pervious or impervious) will be described, and runoff coefficients and runoff volumes for each surface type/area will be presented. Volume and peak discharge rates of stormwater from the site will be determined based on the DEP volume calculation worksheet.
- Sanitary sewage generation for the project will be estimated. The effects of the incremental demand on the system will be assessed to determine the impact on operations of the pump station and Red Hook WWTP.
- Based on the analyses of future stormwater and wastewater generation, the change in flows and volumes to the sewer system and/or waterbodies due to the Proposed Project will be determined, and any improvements necessary to support the Proposed ~~action~~Project will be disclosed.
- The assessment will discuss any planned sustainability elements that are intended to reduce storm water runoff and/or to reduce water consumption and sanitary sewage generation.
- The assessment will discuss the potential installation of an additional water main, as studied and determined to be unnecessary in the 2013 FSGEIS, if additional study is determined to now be necessary based on the use identified and the capacity of the existing service.

If warranted, a detailed infrastructure analysis will be prepared following the guidelines of the *CEQR Technical Manual*.

SOLID WASTE AND SANITATION

~~According to the *CEQR Technical Manual*, most projects would not result in significant adverse impacts to solid waste and sanitation. For this analysis, we will estimate the volume of solid waste that would be generated, based on the development program. While specific developments will establish their own waste management programs, they are expected to be served by private carters. Therefore, this chapter will include a quantitative disclosure of the potential volume of waste that would be generated by the proposed project and a qualitative discussion of how waste will be handled.~~

A solid waste assessment determines whether an action has the potential to cause a substantial increase in solid waste production that may overburden available waste management capacity or otherwise be inconsistent with the City's Solid Waste Management Plan or with State policy related to the City's integrated solid waste management system. The Proposed Project would facilitate new development that would require sanitation services. According to the *CEQR Technical Manual*, if a project's generation of solid waste in the With Action condition would not exceed 50 tons per week, it may be assumed that there would be sufficient public or private carting and transfer station capacity in the metropolitan area to absorb the increment, and further analysis generally would not be required. As the Proposed Project is expected to result in a net increase of more than 50 tons per week compared to No Action Conditions, an assessment of solid waste and sanitation services is warranted. This chapter will provide an estimate of the additional solid waste expected with the potential development scenario that generates more solid waste and assess its effects on the City's solid waste and sanitation services. This assessment will:

- Describe existing and future New York City solid waste disposal practices.
- Estimate solid waste generation by the potential development scenarios.
- Describe existing solid waste pickup and carting practices and how these may shift in the future With Action Condition due to the proposed development.

- Assess the impacts of the Proposed Project's solid waste generation on the City's collection needs and disposal capacity. The Proposed Project's consistency with the City's Solid Waste Management Plan will also be assessed.

ENERGY

According to the *CEQR Technical Manual*, a detailed assessment of energy impacts is limited to projects that may significantly affect the transmission or generation of energy. However, as recommended, the projected amount of energy consumption during long-term operation will be disclosed in the environmental analysis.

TRANSPORTATION

The *CEQR Technical Manual* states that quantified transportation analyses may be warranted if a Proposed Project results in 50 or more vehicle-trips ~~and/or~~ 200 or more transit trips, or 200 or more pedestrian trips during a given peak hour. The framework assumptions and transportation scope of work is outlined below.

TRAVEL DEMAND PROJECTIONS AND SCREENING ASSESSMENTS

The evaluation of potential transportation-related impacts will begin with the preparation of travel demand estimates and transportation analysis screening assessments. Detailed trip estimates will be prepared using standard sources, including the *CEQR Technical Manual*, U.S. census data, approved studies, and other references.

The trip estimates (Level-1 screening assessment) will be summarized by peak hour (weekday AM, midday, PM and weekend peak hours), mode of travel, and person vs. vehicle trips for the Proposed ~~Action~~ Project. The trip estimates will also identify the number of peak hour person trips made by transit and the numbers of pedestrian trips traversing the area's sidewalks, corner reservoirs, and crosswalks. The results of these estimates will be summarized in a Travel Demand Factors (TDF) memorandum for review by the lead agency, the New York City Department of Transportation (NYCDOT), and New York City Transit (NYCT).

In addition to the trip estimates, detailed vehicle, transit, and pedestrian trip assignments (Level-2 screening assessment) will be prepared, to determine the study areas requiring quantified operational analyses.

Traffic

The trips generated by the Proposed ~~Action~~ Project will be assigned to two ferry terminals to access the Island: the BMB in Manhattan and Pier 6 in Brooklyn. Given the scale of the Proposed Project, a detailed analysis of traffic operations will be required for the AM, midday, PM and Saturday peak hours at ~~approximately 50~~ the following 41 intersections:-;

Manhattan

1. Route 9A / Canal Street
2. Route 9A / Vestry Street
3. Route 9A / Laight Street
4. Route 9A / Albany Street
5. Route 9A / West Thames
6. Route 9A / Hugh Carey Tunnel
7. Route 9A / Battery Park Underpass

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8. Battery Place / West Street (E)
9. Battery Place / Washington Street
10. Battery Place / Greenwich Street
11. Battery Place / Broadway / State Street
12. Broadway / Liberty Street
13. Broadway / Cedar Street
14. Broadway / Pine Street
15. Broadway / Wall Street
16. Broadway / Rector Street
17. Broadway Split near Morris Street
18. State Street / Bridge Street
19. State Street / Pearl Street
20. State Street / Water Street / Peter Minuit Plaza
21. Whitehall Street / Water Street
22. Whitehall Street / South Street
23. Broad Street / Water Street
24. Broad Street / South Street
25. Hanover Square / Old Slip / Water Street
26. Old Slip / South Street
27. Hanover Street / Pearl Street
28. Wall Street / Water Street
29. Wall Street / South Street
30. Maiden Lane / South Street
31. John Street / South Street
- Brooklyn*
32. Old Fulton Street / Furman Street
33. Joralemon Street / Furman Street
34. Atlantic Avenue / Furman Street
35. Atlantic Avenue / Columbia Street
36. Atlantic Avenue / BQE Ramps
37. Atlantic Avenue / Hicks Street
38. Atlantic Avenue / Henry Street
39. Atlantic Avenue / Clinton Street
40. Atlantic Avenue / Court Street
41. BQE Ramps / Columbia Street

The quantified analysis of traffic intersections will be undertaken as outlined below.

- Traffic data collection. Traffic volumes and relevant data at the study area intersections will be collected following CEQR guidelines via a combination of intersection and machine counts. Intersection turning movement and vehicle classification counts will be conducted for

the weekday AM, midday, and PM as well as Saturday afternoon analysis peak periods. These counts will be supplemented by continuous (nine-day) automatic traffic recorder (ATR) counts at key locations to identify temporal and daily traffic variations. Information pertaining to street widths, traffic flow directions, lane markings, parking regulations, and maneuvers, vehicle queues and bus stop locations at study area intersections will be inventoried. Traffic control devices (including signal timings) in the study area will be recorded and verified with official signal timing data from NYCDOT.

- Conduct existing conditions analysis. Balanced peak hour traffic volumes will be prepared for the capacity analysis of study area intersections. This analysis will be conducted using the 2000 Highway Capacity Manual (HCM) methodology with the latest approved Highway Capacity Software (HCS) or the Synchro software. The existing volume-to-capacity (v/c) ratios, delays, and levels of service (LOS) for the weekday AM, midday, and PM, and Saturday afternoon analysis peak hours will be determined. In addition, the proposed land use program would result in over 50 peak hour vehicle trips at the FDR Drive/South Street weave. Therefore, a detailed weave analysis will be conducted at the northbound and southbound FDR Drive/South Street weave sections.
- Develop the future No Action condition. Future No Action traffic volumes will be estimated by adding a background growth, in accordance with CEQR guidelines, to existing traffic volumes, and incorporating incremental changes in traffic resulting from other projects in the area. Future No Action volumes will be developed for the full build year condition. Physical and operational changes that are expected to be implemented independent of the Proposed Project, if any, will also be incorporated into the future traffic analysis network. The No Action v/c ratios, delays, and LOS at the study area intersections will be determined.
- Perform traffic impact assessment for the Proposed Project. Incremental project-generated vehicle trips will be overlaid onto the future No Action traffic network. The traffic assessment will be conducted for the full build year condition. The potential impact on v/c ratios, delays, and LOS will then be evaluated in accordance with *CEQR Technical Manual* criteria. Where impacts are identified, feasible improvement measures, such as signal retiming, phasing modifications, roadway restriping, addition of turn lanes, revision of curbside regulations, turn prohibitions, and street direction changes, etc. will be explored for NYCDOT approval and implementation.

Delivery Vehicles

The proposed redevelopment would require the Battery Maritime Building to be available to maximize passenger throughput. Therefore, it is anticipated that delivery truck trips generated by both the North and South Island developments would be relocated from the BMB ferry terminal to these four locations in Brooklyn: and distributed to the following locations along the Brooklyn waterfront: Brooklyn Navy Yard, Atlantic Basin, South Brooklyn Marine Terminal at 39th Street, and the 52nd Street Pier.

- ~~Brooklyn Navy Yard~~
- ~~Atlantic Basin~~
- ~~Bush Terminal~~
- ~~65th Street Rail Yard~~

It is assumed that quantified analysis of traffic intersections will need to be undertaken. The ~~anticipated work efforts are~~ methodology is outlined below.

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- Define traffic study area. It is anticipated that up to four potential freight terminal locations would be identified and analyzed in the DEIS. The traffic study areas will include the following 11 intersections surrounding four potential freight terminal locations that would experience an increase of 50 or more vehicle trips:
 1. Imlay Street/Bowne Street
 2. Van Brunt Street/Bowne Street
 3. Van Brunt Street/Hamilton Avenue
 4. 1st Avenue/39th Street
 5. 1st Avenue/41st Street
 6. 1st Avenue/42nd Street
 7. 1st Avenue/43rd Street
 8. 1st Avenue/52nd Street
 9. 2nd Avenue/39th Street
 10. 3rd Avenue/39th Street
 11. 3rd Avenue/60th Street
- Traffic data collection. Traffic volumes and relevant data at the study area intersections will be collected following CEQR guidelines via a combination of intersection and counts, machine counts, and available turning movement counts. New intersection turning movement and vehicle classification counts will be conducted for the weekday AM peak period. These counts will be supplemented by continuous (nine-day) automatic traffic recorder (ATR) counts at key locations to identify temporal and daily traffic variations. Information pertaining to street widths, traffic flow directions, lane markings, parking regulations and maneuvers, vehicle queues, and bus stop locations at study area intersections will be inventoried. Traffic control devices (including signal timings) in the study area will be recorded and verified with official signal timing data from NYCDOT.
- Conduct existing conditions analysis. Balanced peak hour traffic volumes will be prepared for the capacity analysis of study area intersections. This analysis will be conducted using the 2000 Highway Capacity Manual (HCM) methodology with the latest approved Highway Capacity Software (HCS) or the Synchro software. The existing volume to capacity (v/c) ratios, delays, and levels of service (LOS) for the weekday AM peak hour will be determined.
- Develop the future No Action condition. Future No Action traffic volumes will be estimated by adding a background growth, in accordance with CEQR guidelines, to existing traffic volumes, and incorporating incremental changes in traffic resulting from other projects in the area. Future No Action volumes will be developed for the full build year condition. Physical and operational changes that are expected to be implemented independent of the Proposed Project, if any, will also be incorporated into the future traffic analysis network. The No Action v/c ratios, delays, and LOS at the study area intersections will be determined.
- Perform traffic impact assessment for the Proposed Project. Incremental project-generated vehicle trips will be overlaid onto the future No Action traffic network. The traffic assessment will be conducted for a full build year condition. The potential impact on v/c ratios, delays, and LOS will then be evaluated in accordance with *CEQR Technical Manual* criteria. Where impacts are identified, feasible improvement measures, such as signal retiming, phasing modifications, roadway restriping, addition of turn lanes, revision of curbside regulations, turn

prohibitions, and street direction changes, etc. will be explored for NYCDOT approval and implementation.

Transit

~~Due to comparatively higher transit ridership on~~ As the projected peak hours of project-related trip generation overlap with typical weekday commuter hours than other weekday and weekend time periods ~~transit peak hours~~, the analysis of potential transit impacts ~~typically consider~~ to subway stations will consider only the weekday AM and PM peak periods. For the Proposed Project, a detailed analysis of control areas and pedestrian circulation elements will be prepared for the Bowling Green (No. 4 and 5 lines), the South Ferry and Whitehall Street South Ferry (No. 1, R, and W lines), and the Borough Hall and Court Street (No. 2, 3, 4, 5, and R lines) subway stations. In addition, line-haul analyses will be conducted, as warranted, for these seven subway lines and the nearby bus routes (i.e., M5, M15, M20, B61, and B63) ~~and select bus routes (i.e., M15/M15 SBS, M20, M55, B61, and B63).~~ The detailed subway line haul analysis will be performed for any affected line and at any time period in which at least 200 trips are generated in one direction. This may potentially include weekend peak periods, in particular the Saturday afternoon time period. Though overall volumes at that time are lower than those of weekday peak hours, due to the less frequent weekend train service (which is necessarily less frequent due to the need to accommodate system maintenance), many subway lines throughout the system carry passenger volumes in excess of capacity. Where significant adverse impacts are identified, improvement measures will be recommended to mitigate the impacts to the extent practicable. If mitigation measures are needed for station elements, they will be developed in consultation with NYCT.

Pedestrians

A quantified pedestrian analysis will be performed for key sidewalks, corner reservoirs, and for the weekday AM, midday, and PM, as well as the Saturday afternoon peak periods. Where appropriate, measures to avoid or mitigate potential significant adverse pedestrian impacts will be examined. It has been assumed that up to eight pedestrian full- intersection equivalents would require detailed analysis (one pedestrian full-intersection equivalent includes four crosswalks, eight sidewalks, and four corner reservoirs). The pedestrian data will be collected per CEQR Technical Manual guidelines.

Vehicle/Pedestrian Safety

Examine vehicular and pedestrian safety issues. Crash data for the study area intersections and other nearby sensitive locations from the most recent three-year period will be obtained from the New York ~~State~~City Department of Transportation. These data will be analyzed to determine if any of the studied locations may be classified (using CEQR criteria) as high vehicle crash or high pedestrian/bike accident locations and whether trips and changes resulting from the Proposed Project would adversely affect vehicular and pedestrian safety in the area. If any high accident locations are identified, feasible improvement measures will be explored to alleviate potential safety issues.

Parking

Analyze current and future parking conditions. Off-street public parking supply and utilization and an inventory of on-street parking regulations for a ¼-mile surrounding the Battery Maritime Building in Manhattan and Pier 6 in Brooklyn will be collected. Future incremental parking demand projections due to the Proposed Project during the full build year will be compared to the available supply in the area to determine whether there is a potential for a parking shortfall.

AIR QUALITY

The number of project-generated vehicle trips will likely exceed the ~~CEQR Technical~~*Technical Manual* carbon monoxide (CO) and fine particulate matter (PM_{2.5}) analysis screening thresholds in the peak hour at a number of locations in the transportation study area. Assuming this to be the case, a microscale analysis of CO and PM mobile source emissions at affected intersections will be necessary.

For stationary sources, while screening studies can be usefully employed for some sites, the potential number, size and location of buildings within the Development Zones are such that refined modeling will likely be necessary to demonstrate compliance with NAAQS and other relevant impact criteria. Therefore, a detailed stationary source analysis will be performed using the U.S. Environmental Protection Agency (EPA) AERMOD dispersion model.

An analysis of potential air quality impacts associated with the proposed increased ferry service will also be performed.

Placement of certain uses that may potentially have air toxic emissions would be restricted; therefore, no significant air quality impacts would occur on the Proposed Project from potential light industrial uses, and thus no analysis of the effects of such uses is required.

A description of the specific tasks follows.

MOBILE SOURCES

- Existing ambient air quality data for the study area published by the New York State Department of Environmental Conservation (NYSDEC) will be compiled and summarized for the analysis of existing and future conditions.
- Critical intersection locations in the traffic study areas will be selected, representing locations with the highest potential total and incremental pollution impacts, based on data obtained from the Proposed Project's traffic analysis. At each intersection, multiple ~~receptor~~receptor locations will be analyzed in accordance with CEQR guidelines.
- EPA's first-level CAL3QHC intersection model will be used to predict the maximum change in CO concentrations. The refined EPA CAL3QHCR intersection model will be used to predict the maximum change in PM_{2.5} concentrations.
- ~~Vehicular~~Vehicular cruise and idle ~~emissions~~emissions for the dispersion modeling will be computed using EPA's MOVES model. Re-suspended road dust emission factors will be calculated based on CEQR guidance and the EPA procedure defined in AP-42.
- At each microscale receptor site, calculate for each applicable peak period the maximum 1- and 8-hour average CO concentrations and maximum 24-hour and annual average PM_{2.5} concentrations for No Action and With Action conditions. Concentrations will be determined for up to four peak periods for CO.
- Future pollutant levels with and without the Proposed Project will be compared with the CO NAAQS, and the City's CO and PM_{2.5} *de minimis* guidance criteria, to determine the impacts of the Proposed Project.
- For locations where significant adverse air quality and/or traffic impacts are predicted, identify and analyze appropriate mitigation measures.

Heating and Hot Water Systems Analysis

- A refined modeling analysis will be performed using the AERMOD model and based on conceptual designs developed with the project team. For this analysis, five recent years of meteorological data from La Guardia National Weather Service station and concurrent upper air data will be utilized for the simulation program. ~~Concentrations~~Concentrations of nitrogen dioxide (NO₂), sulfur dioxide (SO₂) (if assuming fuel oil), and particulate matter (PM₁₀ and PM_{2.5}) will be determined at the development sites and nearby receptor locations, if any. Predicted concentrations will be compared with NAAQS and PM_{2.5} CEQR *de minimis* criteria. In the event that exceedances of standards and/or criteria are predicted, examine design measures to reduce pollutant levels to within standards.

Ferry Service

- A microscale analysis of CO, NO₂, and PM impacts from the proposed increased ferry activities will be performed. Emissions of PM_{2.5} and PM₁₀ and nitrogen oxides (NO_x) from ferry vessels will be estimated using information on existing ferries and anticipated ferry service schedules. Pollutant concentrations from the ferry vessel activity that would result from the Proposed Project will be analyzed at nearby sensitive receptors. Dispersion modeling will be performed using the EPA AERMOD model, with five years of recent meteorological data. PM_{2.5} concentration increments will be compared to the City's *de minimis* criteria thresholds. Future PM₁₀ and NO₂ pollutant levels will be added to representative background concentrations and compared with the NAAQS to determine compliance with standards.
- Potential increases in ferry emissions with the Proposed Project will be evaluated on a regional basis.

GREENHOUSE GAS AND CLIMATE CHANGE

In accordance with the *CEQR Technical Manual*, greenhouse gas (GHG) emissions generated by the Proposed Project will be quantified and an assessment of consistency with the City's established GHG reduction goal will be prepared. Emissions will be estimated for the analysis year and reported as carbon dioxide equivalent (CO₂e) metric tons per year. GHG emissions other than carbon dioxide (CO₂) will be included if they would account for a substantial portion of overall emissions, adjusted to account for the global warming potential.

Relevant measures to reduce energy consumption and GHG emissions that could be incorporated into the Proposed Project will be discussed, and the potential for those measures to reduce GHG emissions from the Proposed Project will be assessed to the extent practicable.

Since the Proposed Project area is located in the current and future flood hazard zone, the potential impacts of climate change on the Proposed Project will be evaluated. The discussion will focus on sea level rise and changes in other climate parameters projected to result from global climate change and the potential future impact of those changes on project infrastructure and uses.

The analysis will consist of the following subtasks:

CLIMATE CHANGE RESILIENCY ASSESSMENT

- The potential effects of climate change on the proposed development will be evaluated based on the best available information. The evaluation will focus on potential future sea and storm levels, on potential increases in precipitation, and the interaction with project infrastructure and uses. The discussion will focus on early integration of climate change considerations into

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the project design to allow for uncertainties regarding future environmental conditions resulting from climate change.

GREENHOUSE GAS EMISSIONS EVALUATION

- Direct Emissions—GHG emissions from any on-site boilers used for heat and hot water, natural gas used for cooking, and/or fuel used for on-site electricity generation, if any, will be quantified. Emissions will be based on available carbon intensity factors specified in the *CEQR Technical Manual* and other similar information ~~if~~as necessary.
- Indirect Emissions—GHG emissions from purchased electricity and/or steam generated off-site and consumed on-site during the project's operation will be estimated.
- Direct and Indirect Mobile Source Emissions—GHG emissions from vehicle trips and ferry trips associated with the Proposed Project will be quantified using trip distances and vehicle emission factors provided in the *CEQR Technical Manual* and supplemental information as necessary.
- Emissions from project construction and emissions associated with the extraction or production of construction materials will be qualitatively discussed. Opportunities for reducing GHG emissions associated with construction will be considered.
- Design features and operational measures to reduce the Proposed Project's energy use and GHG emissions will be discussed.
- Consistency with the City's GHG reduction goal will be assessed. While the City's overall goal is to reduce GHG emissions by 30 percent below 2005 level by 2025 and 80 percent below 2005 levels by 2050, individual project consistency is evaluated based on building energy efficiency, proximity to transit, on-site renewable power and distributed generation, efforts to reduce on-road vehicle trips and/or to reduce the carbon fuel intensity or improve vehicle efficiency for project-generated vehicle trips, and other efforts to reduce the project's carbon footprint.

NOISE

~~The noise analysis in the 2011 FGEIS found that the Proposed Project would have the potential to result in significant noise level increases at open space areas immediately adjacent to a school playground that may be included in the project, and it also prescribes 31 dBA of building attenuation for project buildings adjacent to the school playground to meet CEQR interior noise level requirements. The noise analysis in the 2013 FSGEIS found that noise generated by ferries associated with the proposed project could result in significant adverse impacts at open space locations immediately adjacent to Soissons Landing and at Pier 6 in Brooklyn during weekday time periods. In addition, both analyses found stated that open space areas associated with the proposed project were predicted to experience noise levels greater than those recommended by CEQR for open space areas requiring serenity and quiet.~~

~~Both analyses also committed to further analysis of potential noise effects of redevelopment of the South Island development zones. The *CEQR Technical Manual* requires that the noise study address the effects of increased noise due to the introduction or rerouting of transportation sources such vehicular traffic, aircraft, or trains (particularly at sensitive land uses such as residences or open space). The noise analysis for the South Island development will include quantified analyses of noise generated by vehicular traffic and ferry service associated with the Proposed Project, as well as consideration of the necessary building attenuation to provide acceptable interior noise levels at project buildings. Each would have a separate methodology and is described below.~~

VEHICULAR TRAFFIC NOISE ANALYSIS

A screening analysis will be used to determine whether the full development of the Island would have the potential to result in a doubling of Noise Passenger Car Equivalents (Noise PCEs), which would be sufficiently large to result a 3 dBA increase in noise levels at existing roadways.

If the screening analysis identifies locations that would have the potential to experience a doubling of Noise PCEs or if new roadways are proposed, a detailed mobile source noise analysis would be performed at up to four locations. The detailed analysis would consist of the following tasks, performed in compliance with guidelines contained in the *CEQR Technical Manual*:

- Selection of noise receptor locations. Noise monitoring locations, if any, will be selected based on the results of the screening analysis. Selected sites will be representative of existing sensitive uses near ferry landings off the Island.
- Noise monitoring and data collection. At the identified locations, existing noise readings will be determined by performing 20-minute noise measurements (representative of one-hour equivalent continuous noise levels as per *CEQR Technical Manual* guidelines). The noise levels will be measured in units of “A” weighted decibels (dBA) as well as one-third octave bands. Noise monitoring will be performed during the peak vehicular and ferry traffic periods.
- Determine future noise levels. Following procedures outlined in the *CEQR Technical Manual* for assessing mobile source noise impacts, future No Action and With Action noise levels will be calculated using ~~the Federal Highway Administration’s (FHWA’s) Traffic Noise Model (TNM) version 2.5~~ mathematical models based on acoustic fundamentals.
- Determine noise impacts. Noise impacts will be determined by comparing future project noise levels with future No Build noise levels following methodology in the *CEQR Technical Manual*.

FERRY SERVICE NOISE ANALYSIS

A quantified analysis will be used to determine whether noise generated by ferry operations associated with the full development of the Proposed Project would have the potential to result in potential significant noise impacts. A detailed analysis consisting of the following tasks will be performed in compliance with guidelines contained in the *CEQR Technical Manual*:

- Selection of noise receptor locations. Selected sites will be representative of existing sensitive uses near ferry landings off the Island and/or future sensitive uses near ferry landings on the Island.
- Noise monitoring and data collection. At the identified locations, existing noise levels will be determined by performing 20-minute noise measurements (representative of one-hour equivalent continuous noise levels as per *CEQR Technical Manual* guidelines). The noise levels will be measured in ~~units of “A” weighted decibels (dBA)~~ as well as one-third octave bands. Noise monitoring will be performed during the time of expected peak weekday and weekend ferry service.
- Determine ferry noise emission levels. The level generated by existing ferry operations was determined as part of the ferry noise analysis in the ~~2013 FSGEIS~~ 2016 Citywide Ferry FEIS and would be expected to remain unchanged.
- Determine future noise levels. Following procedures outlined in the *CEQR Technical Manual*, Future No Build and Build noise levels will be estimated at the noise receptor locations. Existing noise levels, measured noise levels associated with existing ferry operations,

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proposed future ferry schedules, and mathematical models based on acoustic fundamentals will be used to determine Future No Build and Future Build noise levels.

- Determine noise impacts. Noise impacts will be determined by comparing future project noise levels with future No Build noise levels following methodology in the *CEQR Technical Manual*.

BUILDING ATTENUATION ANALYSIS

If future noise levels at any project buildings calculated as part of the ferry service noise analysis would be greater than those expected based on the FGEIS noise analysis, such that more attenuation would be required to ensure acceptable interior $L_{10(1)}$ noise levels to comply with CEQR criteria, the building attenuation analysis would be updated to reflect the calculated future noise levels. Furthermore, at project buildings proximate to public school playground areas, the prescribed level of building attenuation will account for noise from use of the proposed playgrounds.

PUBLIC HEALTH

~~According to the *CEQR Technical Manual*, a public health analysis is not warranted if a project does not result in a significant unmitigated adverse impact in the CEQR analysis areas of air quality, water quality, hazardous materials, or noise. If the proposed project would result in any unmitigated significant adverse impacts in those areas, the EIS will include an assessment of public health in conformance with the *CEQR Technical Manual*.~~

According to the *CEQR Technical Manual*, public health is the organized effort of society to protect and improve the health and well-being of the population through monitoring; assessment and surveillance; health promotion; prevention of disease, injury, disorder, disability and premature death; and reducing inequalities in health status. The Proposed Project's ferry operations have the potential to result in localized effects on air quality and noise on sensitive areas, particularly waterfront residential areas. Therefore, a qualitative assessment will be prepared to consider the potential impacts of ferry operations on public health. If the qualitative assessment identifies significant adverse impacts on public health in any of these technical areas and the lead agency determines that a detailed public health assessment is warranted, a detailed analysis will be provided for the specific technical area or areas.

NEIGHBORHOOD CHARACTER

Neighborhood character is determined by a number of factors, such as land use, urban design, visual resources, historic resources, socioeconomic conditions, traffic, and noise. Methodologies outlined in the *CEQR Technical Manual* will be used to provide an assessment of neighborhood character. Work items for this task are as follows:

- Based on other technical analyses, describe the predominant factors that contribute to defining the character of the neighborhood surrounding the project site.
- Based on background development, planned public policy initiatives, and other public improvements, summarize changes that can be expected in the character of the area in the Future without the Proposed Project.
- Assess and summarize the Proposed Project's effects on neighborhood character using the analysis of impacts as presented in other pertinent analyses.

CONSTRUCTION

Construction impacts, though temporary, can have a disruptive and noticeable effect on the surrounding area. The 2011 FGEIS analyzed the potential construction impacts of the development of Phase 1 and the South Island Development Zones. However, because the activities at the South Island Development Zones had not yet been specifically proposed, defined, or designed at the time of the 2011 FGEIS, construction analyses for that component of the Proposed Project were deferred for future environmental review. This construction assessment will provide updated information on construction phasing and activities ~~to the extent that they are known or are anticipated to be different from that presented in the 2011 FGEIS~~, a description of typical construction means and methods including the use of barges to support construction, and the assessment of potential construction impacts, including those on the Harbor School and its annex, that could result from the Proposed Project.

Technical areas to be analyzed include:

- Transportation Systems. This assessment will consider the Proposed Project's anticipated effects on the surrounding roadways to the two ferry terminals that provide access to the Island, transit services, and pedestrian facilities during construction, and identify the increase in person and vehicle trips due to construction activities, identify potential routes for the from construction workers and deliveries, and analyze potential temporary impacts to the transportation systems during the trucks. Issues concerning construction period worker parking will also be addressed. Based on the trip projections of activities associated with peak construction for the Proposed Project and those from project components that would have been completed and operational during peak construction, a Level-1 (Trip Generation) and where necessary a Level-2 (Trip Assignment) assessment will be provided to determine if the analysis thresholds will be exceeded. Construction worker parking will also be addressed. Where warranted, a detailed traffic analysis will be prepared to identify potential temporary impacts during construction. If significant adverse impacts are identified, feasible mitigation measures will be evaluated for implementation, following similar methodologies described under "Transportation." This section will also discuss the effect of construction activities on marine traffic in the New York Harbor.
- Air Quality. The construction air quality impact section will contain a detailed qualitative discussion of emissions from construction equipment, worker and delivery vehicles, as well as fugitive dust emissions. The analysis will qualitatively review the projected activity in the context of intensity, duration, and location of emissions relative to nearby sensitive locations and identify any project-specific control measures required to further reduce the effects of construction and to ensure that significant impacts on air quality do not occur.
- Noise. ~~The construction noise impact section will contain a detailed qualitative discussion of noise from construction of the proposed project (i.e., on-site activities, construction-related truck and vehicle routes to/from the BMB or Pier 6 and Atlantic Basin in Brooklyn, etc.)~~ The noise section will contain an assessment of the magnitude and duration of noise from the Proposed Project's construction activity based on the preliminary construction schedule for the Proposed Project and noise emission level estimates for individual construction stages. The analysis will compare the construction noise levels estimated for the construction of the Proposed Project to existing noise levels at nearby sensitive receptors as determined by noise level measurements conducted for the operational noise analysis. The analysis will also review the projected activity and equipment in the context of intensity, duration, and location of emissions relative to nearby sensitive locations and identify any project-specific control

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~~measures required to reduce construction noise.~~ newly introduced sensitive receptors, as well as ~~compare the construction activities for the Proposed Project.~~ Appropriate recommendations will be made to comply with DEP Rules for Citywide Construction Noise Mitigation and the New York City Noise Control Code.

- Natural Resources. Determine whether the construction of the Proposed Project has the potential to result in impacts on terrestrial and aquatic natural resources and floodplains near the project site.
- Other Technical Areas. As appropriate, discuss other areas of environmental assessment for potential construction-related impacts.

ALTERNATIVES

~~An analysis of~~ The purpose of an alternatives analysis is to examine reasonable and feasible options that avoid or reduce project-related significant adverse impacts and achieve the stated goals and objectives of the Proposed Project. The SSGEIS will include an analysis of the following alternatives:

- A No Action Alternative (without the Proposed Actions) will be required, which in this case assumes that the proposed actions are not implemented. ~~Other alternatives to be analyzed could possibly involve different design alternatives and/or a different mix of uses.~~
- An alternative that reduces any unmitigated significant adverse impacts; and
- A 2013 Alternative assessing potential impacts if development were to proceed at the same scale and with the more limited set of uses previously considered in the 2013 FSGEIS.

MITIGATION

Where significant impacts have been identified in the analyses discussed above, measures will be described to mitigate those impacts. The ~~EIS~~SSGEIS will include a chapter describing these mitigation measures.

SUMMARY CHAPTERS

~~The~~ Several summary chapters will be prepared, focusing on various aspects of the EIS ~~will include an~~, as set forth in the regulations and the *CEQR Technical Manual*. They are as follows:

1. Executive Summary. Once the EIS technical sections have been prepared, a concise executive summary ~~that will summarize~~ will be drafted. The executive summary will utilize relevant material from the body of the EIS to describe the proposed action, its project and actions, their environmental impacts, measures to mitigate those impacts, and alternatives to the proposed action.

~~Other summary chapters will address unavoidable adverse~~

2. Unavoidable Adverse Impacts. Those impacts, ~~irreversible commitments of resources, and if any, that could not be avoided and could not be practicably mitigated,~~ will be listed in this chapter.

3. Growth-Inducing Aspects of the Proposed Project. —*This chapter will focus on whether the proposed project has the potential to induce new development within the surrounding area.

4. Irreversible and Irretrievable Commitments of Resources. This chapter focuses on those resources, such as energy and construction materials, that would be irretrievably committed if the project is built. *

A. INTRODUCTION

This appendix to the Final Scope of Work summarizes and responds to substantive comments received during the public comment period for the Draft Scope of Work, issued on August 23, 2018, for the proposed Phased Redevelopment of Governors Island project.

City Environmental Quality Review (CEQR) requires a public scoping meeting as part of the environmental review process. A public scoping meeting was held on September 26, 2018, at the Battery Maritime Building at 10 South Street in Manhattan, at 6:00 PM. The comment period remained open until the close of business on October 9, 2018.

Section B lists the organizations and individuals that provided comments relevant to the Draft Scope of Work. Section C contains a summary of these relevant comments and a response to each. These summaries convey the substance of the comments made, but do not necessarily quote the comments verbatim. Comments are organized by subject matter and generally parallel the chapter structure of the DSOW. Where more than one commenter expressed similar views, those comments have been grouped and addressed together. All written comments are included in Appendix B, “Written Comments Received on the Draft Scope of Work.”

B. LIST OF ORGANIZATIONS AND INDIVIDUALS WHO COMMENTED ON THE DRAFT SCOPE OF WORK**ELECTED OFFICIALS**

1. Gail A. Brewer, Manhattan Borough President, letter dated October 9, 2018 (Brewer)
2. Brian Kavanaugh, New York State Senator, oral testimony on September 26, 2018 (Kavanaugh)
3. Matthew Washington, Deputy Manhattan Borough President, oral testimony on September 26, 2018 (Washington)
4. Paul Smith-Leonard, Office of Council Member Margaret Chin, oral testimony on September 26, 2018 (Leonard)
5. Margaret S. Chin, 1st District Council Member, letter dated October 9, 2018 (Chin)

COMMUNITY BOARDS

6. Manhattan Community Board 1, letter dated September 25, 2018 (CB1)

ORGANIZATIONS AND BUSINESSES

7. Dysfunctional Theatre Company, email dated October 11, 2018 (Theatre Company)
8. New York Harbor School Alumni Association, letter dated October 11, 2018 (Harbor School)
9. The Municipal Art Society of New York, letter dated October 8, 2018 (MAS)
10. The West Harlem Art Fund, oral testimony from Savona Bailey-McClain on September 26, 2018, and a letter dated September 27, 2018 (West Harlem)

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11. Governors Island Arts and Cultural Partners, letter dated September 26, 2018 (Partners)
12. New York Harbor School PTA Executive Board, email dated October 10, 2018 (HSPTA)
13. Waterfront Alliance, represented by Karen Imas, oral testimony on September 26, 2018 (Alliance)
14. The Friends of Governors Island, letter dated October 9, 2018 (Friends)
15. play:groundNYC, letter dated October 9, 2018 (play:groundNYC)
16. New York City Audubon, letter dated October 8, 2018 (Audubon)

GENERAL PUBLIC

17. Joseph Sanderson, email dated August 31, 2018 (Sanderson)
18. Althea Morin, letter dated September 20, 2018 (Morin)
19. Michele Milner, email dated October 10, 2018 (Milner)
20. Annie Barry, email dated October 3, 2018 (Barry)
21. Susan Chaney, email dated October 5, 2018 (Chaney)
22. Rina Dweck, email dated October 6, 2018 (Dweck)
23. Amy Koethe, online form dated October 9, 2018 (Koethe)
24. Claire Lachow, email dated October 4, 2018 (Lachow)
25. Jonah Levy, email dated October 2, 2018 (Levy)
26. Savona Bailey-McClain, Executive Director and Chief Curator of the West Harlem Art Fund, email dated September 27, 2018 (McClain)
27. Bruce Monroe, letter dated October 1, 2018 (Monroe)
28. Christina Smiros, letter dated October 10, 2018 (Smiros)
29. Julia Semikina, email dated October 4, 2018 (Semikina)
30. Craig Oleszewski, letter dated September 27, 2018 (Oleszewski)
31. Corinne Rudis, letter dated October 1, 2018 (Rudis)
32. Paul Rubenfarb, oral testimony on September 26, 2018 (Rubenfarb)
33. Kevin Fitzpatrick, oral testimony on September 26, 2018 (Fitzpatrick)
34. Mandy Edgecombe, former NPS Ranger, oral testimony on September 26, 2018 (Edgecombe)
35. Luis Jose Duarte, member of 32BJ, oral testimony on September 26, 2018 (Duarte)
36. Carole Ashley, oral testimony on September 26, 2018 and letter dated October 7, 2018 (Ashley)
37. Lynn Hayden Findlay, oral testimony on September 26, 2018 (Findlay)
38. Jack Robinson, Executive Director of Executive Director of 4 Heads, representing the Governors Island Arts and Cultural Partners, oral testimony on September 26, 2018 (Robinson)
39. David Koren, founder of Figment, representing the Governors Island Arts and Cultural Partners, oral testimony on September 26, 2018 (Koren)
40. Anthony Zito, affiliated with 4 Heads, representing the Governors Island Arts and Cultural Partners, oral testimony on September 26, 2018 (Zito)
41. Martina Mrongouius, Executive Director of Center for Holographic Arts, representing the Governors Island Arts and Cultural Partners, oral testimony on September 26, 2018 (Mrongouius)
42. Lori Nelson, Director and Artist at 4 Heads, oral testimony on September 26, 2018 (Nelson)
43. Steve Keltner, President of the Sculptors Guild, oral testimony on September 26, 2018 (Keltner)
44. John Keenan, oral testimony on September 26, 2018 (Keenan)
45. Wendy Brawer, Director of Green Map System, oral testimony on September 26, 2018 (Brawer)

46. Max Clarke, Video Installation Artist, oral testimony on September 26, 2018 (Clarke)
47. Ellen Tepfer, oral testimony on September 26, 2018 (Tepfer)
48. Lisa Wolfe, Co-President of the Harbor School PTA, oral testimony on September 26, 2018 (Wolfe)
49. Tine Kinderman, oral testimony on September 26, 2018 and email dated October 9, 2018 (Kinderman)
50. Graeme Birchall, President of the Downtown Boathouse oral testimony on September 26, 2018 (Birchall)
51. Katherine Brown, oral testimony on September 26, 2018 (Brown)
52. Alison Colby, email dated October 9th, 2018 (Colby)
53. Eric Hagan, email dated October 9, 2018 (Hagan)
54. Andrea Lieske, Earth Matter employee, email dated October 9th, 2018 (Lieske)

C. COMMENTS AND RESPONSES

PROJECT DESCRIPTION

Comment 1: We have seen massings that would include 30-story buildings, which are not acceptable. (Brewer)

Allowable building heights should be contextual, especially close to the northern end of the Island, and building heights should not impact the views and existing uses including open space. Lower height limits to be studied: 75 feet for the Western Development Zone and 125 feet for the Eastern Development Zone. Such height limits would ensure that new development is contextual in nature and relates appropriately to the historic character of the Island. (Brewer)

Please limit the height of the new buildings to no higher than the Statue of Liberty. (Theatre Company) (Fitzpatrick)

We are concerned about the new zoning district not having a height limitation. Three hundred feet is a little too tall. (Washington)

We want buildings that are shorter than Manhattan Plaza. (Findlay)

Liggett Hall, currently the tallest structure on the Island at on the Island at less than 100 feet, has long been the height standard for buildings. The proposed development scheme under the rezoning includes several buildings in the 200- to 300 foot range, which would change the long-standing height precedent without a compelling rationale. (MAS)

We ask that you build low. (Theatre Company)

A thirty story building has no place on the Island. (Colby)

Maximum allowable building heights on the South Island are a particular matter of concern, which I hope that the Trust for Governors Island will work with the Community Board and the Borough President's Office to address. (Chin)

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Response: In order to fulfill the purpose and need of the Proposed Project, and to support redevelopment of the South Island, buildings up to 300 feet in height will be allowed on only two of the five parcels (W-1 and E-2), as defined in the proposed zoning framework, and additional setback and lot coverage rules will be provided pertaining to the upper portions of buildings. Potential environmental impacts of buildings up to this height will be studied as part of the SSGEIS.

Comment 2: The scope suggests that C4-5 may be mapped on the development zones in the South Island. I am concerned about any zoning designation that does not have height limits. I understand that the special district would also include controls for base height and overall height but I would like for this to be established prior to the environmental analysis so that more accurate shadows and urban design studies can be performed. (Brewer)

Response: The proposed zoning framework has since been changed to establish C4-1 as the base zoning designation for the South Island, with allowable floor area capped at 4.275 million zsf across the two Development Zones (approximately 2.98 FAR). The proposed zoning rules includes bulk, lot coverage, base height, and overall height limits for each parcel, respectively, and, as discussed in the Draft Scope of Work, the SSGEIS will study the reasonable worst case potential impacts of buildings at the maximum heights and bulk under allowed these controls.

Comment 3: There are concerns about the balance of cultural and office floor area. The cultural floor area under the University/Research Option is significant; however, this space could be allocated exclusively to the educational institutions that would be involved in this development. The Mixed-Use option reduces the cultural space by 400,000 square feet while office space is far greater. The Mixed-Use Option scenario should be changed to reduce the office square footage and increase the cultural square footage. A more equitable balance and more cultural space should be provided, and it should be open to the public. The current cultural arts community should be preserved, not replaced by generic commercial development. (Brewer) (Kavanagh) (Washington) (Mrongouius) (Tepfer)

Response: The proposed zoning does not cap the amount of space that can be used for arts and cultural uses. The two development options being considered in the SSGEIS represent the reasonable worst case development scenarios, which provide for analysis purposes the reasonably likely maximum amount of development that could be anticipated for these uses. However, these programs are not being specifically proposed and are not prescribed by the proposed zoning. Actual future development programs and any use requirements will be determined through a future Request for Proposals (RFP) process.

Appendix A: Response to Comments on Draft Scope of Work

Comment 4: I have grave concerns about the inclusion of a conference center in the scope of work; Governors Island is not Javits. Instead, I urge the Trust to select an educational institution as the anchor tenant of the Island. (Brewer)

Convention centers have no place on the Island. (Colby)

Response: The type of facility being contemplated and analyzed for the purposes of the SSGEIS, if constructed, would be significantly smaller in scale than the Javits Center, and would be an important use to support an academic institution, existing Island Uses, and the economic development goals of the Proposed Project. As discussed in the Draft Scope of Work potential impacts of a conference facility up to 43,582 gross square feet will be analyzed in the SSGEIS and will be disclosed.

Comment 5: The New York Harbor School requires room for expansion, including a need for more classrooms, a gym, auditorium, and aquatic facilities. Please help finish real expansion of substance on Governor's Island for the longest resident tenants like the Harbor School before approving expansion for expansion sake. The Trust for Governor's Island's projected plans for expanded development continue to omit The New York Harbor School as the longest active tenant on the Island. The Harbor School should be given a pathway to expand. (Koethe) (Harbor School) (HSPTA) (Wolfe) (Chin)

Response: See response to comment #4 above. The two development options being considered in the SSGEIS represent theoretical development programs, and are not specifically proposed or prescriptive of eventual uses. The existing North Island zoning will not be substantially changed by the Proposed Project and the Trust is actively in discussion with the School Construction Authority regarding the future expansion needs of Harbor School facilitates.

Comment 6: Will multiple year commitments be offered from the Island to its accepted and long-standing arts partners? (Partners) (Milner) (Lachow) (Smiros) (Hagan)

Response: While the Trust is committed to continuing its successful and diverse cultural programming, this comment is not relevant to the scope of work for the South Island Development Zones SSGEIS. The Trust continues to offer both short-term and long-term opportunities to arts and cultural users throughout the Island. Recently, the Lower Manhattan Cultural Council (LMCC) opened a year-round artist residency and gallery space under a long-term lease in Building 110. Additionally, in March 2020 the Trust issued an RFP for multiple spaces in two Nolan Park historic buildings on the North Island seeking cultural and education organizations for year-round, multi-year occupancy.

Comment 7: What is the Percent for the Arts model that the Island has or will have in place to support community-based arts organizations? Will a fund be established to

Phased Redevelopment of Governors Island – South Island Development Zones

provide for smaller cultural organizations to continue operating on the Island? Will parts of the South Island also be slated for arts and culture? Will access to the various venues and resources on Governors Island be provided for existing arts groups? Will the historic North Island buildings remain open to proposals for arts programmers? We understand TGI's desire to enact a leasing model; what are the details of this model? (Partners) (Milner) (Dweck) (Hagan)

Fourteen cultural institutions are concerned about obtaining funding if there is no commitment to their continued use of space on the Island. (Robinson)

We advocate for the Percent for Art program, where 1 percent of a construction budget is set aside for arts programming. (play:groundNYC)

Response: While the Trust is committed to continuing its cultural programming, public art program, and offering opportunities for long-term cultural uses on the Island, these comments are not relevant to the scope of work for the South Island Development Zones SSGEIS.

Comment 8: Green roofs must be included. Sustainable building features must be included and the buildings must be energy efficient. Green and blue infrastructure is needed. (Barry) (Brawer) (Audubon)

Response: The Trust intends to make sustainable and resilient design a selection criteria in future RFPs for the Development Zones.

Comment 9: A plan is needed for the historic buildings; the buildings in the North Island Historic District need physical attention. They are in need of repair and the Trust doesn't have the money to fix them. Will development on the South Island help pay for care of the historic buildings on the North Island? (McClain) (Smiros)

The proposed change in zoning bypasses the needs of the historic buildings on Governors Island in both the Landmark District as well as the national park by overlooking their preservation and maintenance as a priority. (Oleszewski)

More attention must be paid to the North Island; the portico fell off of the Governors House and has not been fixed. (Edgecombe)

We understand the need for commercial development on the South Island to support the park. Money should also be put into support of the historic buildings on the North Island. (Findlay)

The historic structures should be rehabilitated; put things inside them. (Keltner)

The South Battery Building should be opened up to the public as it is a very impressive space. (Fitzpatrick) (Brown)

Response: These comments are not relevant to the scope of work for the South Island Development Zones SSGEIS. However, as the owner of the important historic resources within the Historic District on the North Island, which was rezoned in

Appendix A: Response to Comments on Draft Scope of Work

2013 to support reactivation and adaptive reuse of these important historic assets, the Trust is committed to their preservation. The Island is currently home to several year-round tenants within renovated historic buildings and the Trust continues its work to renovate structures as funding allows, strategically identifying appropriate tenant partners. In March 2020 the Trust issued an RFP for multiple spaces in two Nolan Park historic buildings on the North Island, seeking cultural and educational organizations for year-round, multi-year leases, and plans to issue similar RFPs for additional North Island historic buildings in the near future. The Trust's goal is to double the amount of reactivated space on the North Island within the next five years.

Comment 10: I notice no mention of any role that the National Monument has to play in any future scheme. (Oleszewski)

Response: This comment is not relevant to the scope of work for the South Island Development Zones SGEIS. The Governors Island National Monument is owned by the Federal Government and managed by the National Park Service (NPS). The Trust works closely with the NPS on access, site maintenance, and programming. . The Proposed Project would facilitate the expansion of public access to the Island, increasing the ability of visitors to engage with the National Monument and its history throughout the year.

Comment 11: New Yorkers should be able to swim and kayak on Governors Island. The current plans do not include detail on provisions to support kayaking and other water recreation activities. (Birchall)

Response: This comment is not relevant to the scope of work for the South Island Development Zones SSGEIS. However, the Trust is committed to waterfront activation and recreational uses on Governors Island, including maintaining access points to support kayaking and other waterfront recreation activities.

Comment 12: We encourage any future development pursuing the standards of the Waterfront Alliance and Design guidelines. (Alliance)

Response: As discussed in the Draft Scope of Work, the Proposed Project's consistency with the City's Waterfront Revitalization Program (WRP) will be studied in the SSGEIS. The Trust is taking waterfront resiliency and design best practices into consideration, if not the specific guidelines identified in the comment.

Comment 13: The Trust is proposing that this study look at a scenario of up to 4.5 million gross square feet, as well as building heights of up to 30 stories in limited areas. We feel strongly that the final square footage and height/lot coverage should be fine-tuned during the public review period following the study. We further suggest that design guidelines be added to the final zoning. (Friends)

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Response: The proposed zoning text would include design considerations such as maximum heights, maximum base heights, and lot coverage limits. The proposed zoning text will be attached as an Appendix to the draft SSGEIS, and the public will have the opportunity to comment on it.

Comment 14: We advocate for the inclusion of a clearly stated “community facility” requirement in any of the physical development plans – a number of square feet (either in buildings or in the open space) are set aside for specific community-cultural uses. (play:groundNYC)

Response: As discussed in the Draft Scope of Work, the potential impacts on community facilities will be studied in the SSGEIS. The proposed zoning framework will protect the South Island’s open space and allow for a significant amount of community facility uses to be developed within the Development Zones. The SSGEIS will examine these potential uses.

Comment 15: New or renovated construction on Governors Island must comply with the vision of Governors Island as a year-round destination for recreation, culture, and innovation that is vibrant and resilient. They must be cutting-edge in sustainability (including sustainability for wildlife), connect people to the history, cultural, and nature of the place, evoke a curiosity for sense of place, and provide a world class experience for all stakeholders, human and non-human. (Audubon)

Response: Comment noted. The Trust intends to establish sustainable and resilient design standards for any building developed in a future RFP process and will encourage significant innovations in these areas with respect to both building forms and operational standards.

Comment 16: The historic character and cultural ethos of the North Island must not be negatively affected by the development of the South Island. I believe that new uses should be as consistent as possible with the Island’s unique spirit, which gave rise to amenities and attractions such as the Urban Farm, the Adventure Playground, and the Governors Island Art Fair. Opportunities, both in the North and South Island areas, should be made available for these groups to grow and serve more visitors. (Chin)

Response: The Trust remains committed to offering space for cultural and educational programming on Governors Island. As discussed in the Draft Scope of Work, potential effects on the North Island, including effects on its historic structures and socioeconomic conditions, will be considered in the draft SSGEIS where applicable. The uses that will be allowed by the proposed zoning framework within the Development Zones are consistent with uses currently allowed in the Special Governors Island District on the North Island.

ANALYSIS FRAMEWORK

Comment 17: In the Second Supplemental Generic Environmental Impact Statement (SSGEIS), how will you define the “relevant community” in order to determine the impact on such community? Will the Island’s Cultural Programmers be included in the study? (Partners) (Milner) (Smiros) (Hagan)

Response: The Trust has and will continue to engage all Governors Island stakeholders, including the existing members of the Community Advisory Council, as well as existing tenants and cultural programming organizations, throughout the development process.

Comment 18: It is critical that the City study all possible negative impacts of development so that residents, artists, and visitors can continue to enjoy the Governors Island that we have come to know and love. (Chin)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study all potential impacts of the Proposed Project in the technical areas laid out by the 2014 *CEQR Technical Manual*. If any impacts are identified, they will be disclosed and potential mitigation will be provided.

SOCIOECONOMIC CONDITIONS

Comment 19: The current scope of work does not concern the potential for indirect displacement of arts and cultural institutions under either development scenario. As the Island becomes more desirable, it stands to reason that rent for commercial and community facility space will increase over time and this could have devastating effects on the Island’s current tenants. This potential displacement must be studied and a plan for mitigation must be proposed where adverse effects are possible. (Brewer)

Will cultural organizations currently located on the Island be displaced by this development? (Zito)

With respect to both the Mixed Use option and the University Research option, do you anticipate that any currently existing public benefit uses on the Island will be displaced? If so, will the SSGEIS analyze such displacement? Do you have any current plans as to how displacement will be managed? (Partners)

Respect current tenants. They have worked hard to make Governors Island the amazing place it is. (Barry)

The artists brought people to Governors Island—do not push them off. The Art Fair and all the arts organizations working on the Island should be included, made welcome, and guaranteed space. (Colby)

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Response: The Scope of Work pertains to the proposed development of the approximately 33-acre Development Zones on the South Island and does not propose changes to existing uses in the Historic District on the North Island, which was rezoned in 2013 to support the adaptive reuse and reactivation of those structures. The proposal for the South Island will allow for expanded cultural uses within the Development Zones, in addition to cultural uses already allowed in the Historic District. The Trust is committed to continuing diverse arts and cultural uses in the future, including ongoing cooperation with the Island's existing community of artists and cultural organizations. The Trust currently permits users such as community arts and cultural groups to utilize many of the North Island historic structures for free public programming on a seasonal basis. Long-term tenancies have and will continue to be made available to cultural organizations. For instance, the Trust recently issued an RFP for multiple spaces in two Nolan park historic buildings on the North Island specifically seeking cultural and education organizations for year-round, multi-year occupancy.

Comment 20: Building services jobs are not being studied in the EIS. Will development on the South Island support or undermine workers' wages? We are concerned about wages and job quality for workers in the new development. (Duarte)

Response: An analysis of building services jobs is not provided for in the *CEQR Technical Manual*, and therefore this comment is not relevant to the scope of work for the South Island Development Zones SSGEIS. However, the Trust views the development of the South Island as an opportunity to create jobs and educational opportunities for all New Yorkers. However, specific contract terms are not being considered as part of this SSGEIS process and are subject to future procurement and negotiation.

Comment 21: Ferry service with passengers and freight requires significant industrial resources, so we recommend an economic impact study to examine this further. (Alliance)

Response: Comment noted. Transportation of passengers under the Proposed Project would utilize existing facilities on the Brooklyn and Manhattan waterfronts, and, as discussed in the Draft Scope of Work, potential locations on the Brooklyn waterfront for transportation of freight in the future will be analyzed in the SSGEIS Transportation Chapter. Although new freight facilities are not currently proposed, such industrial resources would analyzed, to the extent required, in subsequent environmental reviews.

OPEN SPACE AND SHADOWS

Comment 22: I am concerned about shadows from the new buildings affecting the park open spaces. (Brawer)

Response: As discussed in the Draft Scope of Work, the potential impacts of shadows resulting from the Proposed Project, including potential impacts on Island open spaces, will be studied as part of this SSGEIS process and disclosed.

HISTORIC AND CULTURAL RESOURCES

Comment 23: While the proposed plan calls for contextual development along Division Road where numerous historic houses are located there is concern that larger new development may overwhelm the historic structures. Accordingly, the SSGEIS must provide details on the planned transitions between spaces on the Island. (MAS)

Response: As discussed in the Draft Scope of Work, the SSGEIS will consider potential impacts to historic resources and disclose any potential impacts. The proposed zoning framework includes specific provisions intended be respectful of the context of the North Island and its historic structures.

Comment 24: The Trust should ensure that designs for future development enhance and preserve the historic architectural features, as well as new landscape features like the Hills, rather than tower over them and obscure views. (MAS)

Response: As discussed in the Draft Scope of Work, the SSGEIS will consider potential impacts to historic resources and urban design, and the proposed zoning framework includes specific provisions intended to be respectful of the Island’s historic resources and its views.

Comment 25: We expect a full evaluation of how historic architectural resources will be protected in the SSGEIS. (MAS)

Response: As discussed in the Draft Scope of Work, the SSGEIS will consider potential impacts to historic resources and any necessary steps to protect historic resources. The North Island Historic District is governed by controls, through both the New York City Landmarks Preservation Commission (LPC) and the State Historic Preservation Office (SHPO). As part of the deed, SHPO utilizes the *Governors Island Historic District Preservation and Design Manual*, which includes specific guidelines for how historical architectural resources in the Historic District will be protected as the Island continues to be transformed.

URBAN DESIGN AND VISUAL RESOURCES

Comment 26: The SSGEIS also needs to discuss how raising elevations will not adversely affect connectivity and the spatial relationship between the development, the surrounding esplanades, and existing structures on the Island. We appreciate the Trust’s forward thinking on resilience, but grade changes will likely exacerbate

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the difference in heights between new development and the rest of the Island. (MAS)

Response: Grade changes in the Development Zones are only one potential solution to ensure future resiliency to flooding, and multiple solutions will be considered for new buildings. The proposed zoning framework will require the creation of new primary and secondary connection pathways through the Development Zones, as well as widened esplanades adjacent to the Development Zones, with the intention to increase connectivity to and from the central open spaces and the waterfront. As discussed in the Draft Scope of Work, the connectivity and spatial relationships of the proposed development will be considered in the SSGEIS.

Comment 27: The height of any new building should be limited so as not to impinge on the view of the Statue of Liberty from any of the boroughs. (Chaney)

Response: As discussed in the Draft Scope of Work, views of the Statue of Liberty will be considered in the SSGEIS.

Comment 28: Will the architectural decisions (i.e., façades and interiors) of the new developments be conscious and courteous to the architectural history of the Island, both in style and material? (Smiros)

Buildings must follow the model McKim, Mead, and White established in 1929 and be brick, not glass towers. (Fitzpatrick)

Response: As discussed in the Draft Scope of Work, the SSGEIS will analyze the potential impacts of the Proposed Project on the historic resources within the Historic District on the North Island. While the proposed zoning would require lower base heights for new buildings adjacent to the historic district, the proposed zoning would not limit building materials or styles within the South Island to those existing in the North Island. Building form and design will be considered in all future RFPs.

NATURAL RESOURCES

Comment 29: The Draft Scope of Work should include a study of how the construction and operation of commercial or academic buildings at the proposed density and the freight and passenger vehicle movements and pets will impact migratory bird species and marine wildlife, including critical bivalves such as oysters. (CB1)

How is the proposed project protecting and enhancing wildlife on the Island? (Lieske)

Response: The SSGEIS will include an analysis of the Proposed Project's effects on natural resources, including terrestrial wildlife, water quality and aquatic biota (e.g., fish, bivalves, and other benthic invertebrates) and will determine if the conclusions of

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the 2013 FSGEIS, which found no potential adverse impact on natural resources, are still applicable. If any potential impacts are identified, these will be disclosed and mitigation will be proposed. Furthermore, the Proposed Project would provide additional landscaping and vegetation that may serve as a future habitat for wildlife.

Comment 30: The DSOW should study how the increase in ferry service would impact water quality and how it could deter New York City from achieving compliance with the Clean Water Act. (CB1)

Response: The SSGEIS will include an analysis of the Proposed Project's incremental increase in ferry traffic and at Yankee Pier and deliveries to Lima Pier, and the effects on water and air quality and aquatic biota. Any potential impacts will be identified, and if necessary, mitigation proposed.

Comment 31: Governors Island is a hotspot for birds and a major stopover location for migrating birds. If new buildings are constructed this must be taken into account. Glass towers, which kill millions of birds every migration season, should never be a part of the development plan. (Barry) (Brawer)

Building strikes kill more than a billion birds annually in North America, approximately 230,000 every year in NYC, and the numbers are increasing. We ask that any new construction embrace the Trust for Governors Island's environmental ethos and must be bird friendly. This requirement needs to be acknowledged at the outset and stipulated in planning and bidding documents. (Audubon)

A study of the potential negative impact on wildlife, including permanent and migratory animals, must be included. (Chin)

Response: Local and migratory birds and their continued protection are very important to the Trust. The SSGEIS will include an analysis of the Proposed Project's potential effects on wildlife, including birds, and determine whether the conclusions of the 2013 FSGEIS, which found no potential adverse impacts to wildlife, are still applicable. If any potential impacts are identified, these will be disclosed and mitigation proposed.

Comment 32: Tango and Lima piers are breeding sites for common terns, a species of concern in NY State. Those piers must be protected or alternate platforms for the terns constructed. (Barry) (Lieske)

Response: The effects of the proposed development on nesting terns will be considered in the SSGEIS, and any potential impacts disclosed.

HAZARDOUS MATERIALS

Comment 33: I am concerned about asbestos removal. Contractors are not paying the going rates, are not paying for insurance, and are not providing the proper training. This is going on right now in Buildings 110 and 111. Will Governors Island use properly trained workers for this development? (Keenan)

Response: Comment noted. The Trust follows and will continue to follow all applicable local, state, and federal regulations with regard to asbestos remediation.

SOLID WASTE AND SANITATION SERVICES

Comment 34: I don't know how the amount of waste generated by dormitory housing, hotels, and conference rooms would pass the environmental review. (Levy)

How do you bring in the food; how do you take care of the trash? (Keltner)

How is the proposal addressing the City's Zero Waste Goals? There should be clear outlines as to how carbon loads are lightened, how waste is being reduced, reused or locally recycled or composted. There should be outlines of how a circular economy is going to be created. How is the Island going to reduce 90 percent of its commercial waste (New York City's 0x30 goal)? (Lieske)

Response: As discussed in the Draft Scope of Work, the SSGEIS will include an assessment of solid waste and sanitation, in which deliveries including food deliveries, waste generated, and trash removal resulting from the Proposed Project will be considered.

TRANSPORTATION

Comment 35: If the East and West development sites are built out to the maximum degree, the current and future users of the Island must know the impacts of the resulting increase in vehicular traffic, motorized and electric, on the Island impact the associated increased in vulnerable pedestrians and cyclists of all ages. (CB1)

Response: The Island's paths are car-free and will continue to remain so in the future. The Proposed Project is not proposing to alter the federal deed restrictions, which prohibit parking, except parking for vehicles used in connection with the maintenance and operation of Governors Island or facilities thereat and the transportation of visitors to various locations throughout Governors Island. The Trust intends to develop and enforce vehicle access policies for any buildings developed in a future RFP process, as well as manage the timing of delivery vehicles to minimize interaction with the public. As discussed in the Draft Scope of Work, the SSGEIS will also consider the effects on transportation in the areas surrounding the two off-Island access points in Lower Manhattan and Brooklyn resulting from the anticipated increase in visitors to the Island.

Comment 36: The DSOW should study the increase in ferry service that would be necessary to support the number of office workers, students, and those making Governors Island their temporary home. (CB1)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study the potential impacts of a ferry fleet sized to accommodate the increased transportation demand to the Island resulting from the Proposed Project.

Comment 37: The impact of ferry service levels would also impact the use of the New York Harbor's navigable waterways and the indirect impacts on trade and freight transport should be analyzed as well. (CB1)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study the transportation impacts from the Proposed Project. However, because the New York Harbor has capacity to handle significant increases in maritime traffic, the Proposed Project does not have the potential to result in significant adverse environmental impacts with respect to maritime trade and freight transport, and therefore potential impacts on maritime traffic will not be analyzed. Governors Island ferry operations would be coordinated with any local or harbor-wide events and initiatives through the NY-NJ Harbor Operations and Safety Committee, which includes regulators (e.g., U.S. Coast Guard, U.S. Army Corps of Engineers), maritime property owners (e.g., the Port Authority of New York and New Jersey), harbor pilot organizations, commercial maritime users, and representatives of the recreational community.

Comment 38: I would like bike paths in Manhattan and Brooklyn to be studied as part of the analysis. Specifically, bicycle access to ferry landings in these boroughs should be included. The bike paths to and from the ferries and the relevant intersections should be studied to ensure that cyclists are safe as they travel to and from the ferries. Bicycle ridership should be factored into the number of ferry trips that can take place and riders that can be accommodated per day, as an increase in bike riders may impact ferry ridership. (Brewer)

Are bike paths sufficient for the potential bike ridership expected on the Island?
Do the bike paths lead to/from the ferry landings? (Washington)

Response: The travel demand analysis accounts for non-auto trips in the trip generation estimates. Increased bike ridership generally results in improved environmental conditions. However, to consider potential pedestrian/bike conflicts, consistent with *CEQR Technical Manual* guidelines and as noted in the Draft Scope of Work, crash data from study area intersections will be analyzed to determine if any of the studied locations may be classified (using CEQR criteria) as high pedestrian/bike accident locations. If any high accident locations are identified, feasible improvement measures will be explored to alleviate potential safety issues. As with the existing ferries, it is anticipated that future ferries would be

designed to accommodate both pedestrians and bicycles. On the Island, bicycle use is encouraged and as it does not have the potential to result in significant adverse environmental impacts, usage of bicycle paths on the Island will not be assessed in the SSGEIS.

Comment 39: It is already not safe to debark the ferry on a busy day. How is traffic on South Street going to be addressed? (Lieske)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study the increase in pedestrian and vehicular traffic at key locations, including South Street, resulting from the Proposed Project and will disclose potential impacts and proposed mitigation measures where possible.

AIR QUALITY

Comment 40: The DSOW should study how the increase in ferry service would impact air quality and how it could deter New York City from achieving compliance with the Clean Air Act. (CB1) (Chin)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study how the increase in ferry service would impact air quality.

Comment 41: I request that the City commit to a study of the impact of increased vehicular traffic on air quality. (Chin)

Response: As discussed in the Draft Scope of Work, the SSGEIS will study mobile-source air quality impacts.

GREENHOUSE GAS EMISSIONS AND CLIMATE CHANGE

Comment 42: The impacts of the modifications to the landscape, including urban heat Island effect, inefficient non-passive house construction techniques that leak heating and cooling during their respective seasons, and the expansion of energy distribution systems should all be included in the DSOW. (CB1)

I am concerned about sustainability. (Brawer)

Response: In accordance with the *CEQR Technical Manual*, greenhouse gas (GHG) emissions generated by the Proposed Project will be quantified and an assessment of consistency with the City's established GHG reduction goal will be prepared. The SSGEIS will discuss potential design features and operation measures to reduce the Proposed Project's energy use. In addition, the Trust will incorporate sustainability and resiliency considerations into future RFPs.

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Comment 43: The SSGEIS must include details about how development would adhere to resiliency principles and best management practices beyond raising elevations in areas planned for new construction. New buildings must be resilient. (MAS) (Audubon)

Response: The Trust will establish resiliency guidelines as part of the Proposed Project and resiliency plans, as discussed in the Draft Scope of Work, will be analyzed in the SSGEIS for consistency with the City's Waterfront Revitalization Program (WRP) and, furthermore, the Trust will incorporate sustainability and resiliency into future RFPs.

Comment 44: We are concerned about waterfront access and resilience. The design plan should account for resiliency. (Alliance)

Response: The Great Promenade circles the 2.2-mile waterfront perimeter of the Island providing extensive waterfront access. The primary and secondary connections through the development zones anticipated as part of the Proposed Project would provide pathways from the interior of the Island to the waterfront for pedestrians, further increasing access. Concerning resiliency, please see Comment #43 above.

Comment 45: NYC Audubon asks that the City of New York and the Trust for Governors Island insist that all new buildings and reconstructed buildings on Governors Island be the equivalent of LEED Platinum. (Audubon)

Response: The Trust will incorporate sustainability and resiliency into future RFPs.

ALTERNATIVES

Comment 46: There is ample real estate on the Island that can be restored and repurposed without taking away parkland and views by building campuses on the parcels. Be creative and find ways to fund restoration, not new buildings. (Barry)

Why isn't one million square feet of historic district not being utilized? There is a huge gym in Liggett Hall that should be opened up for public use. The houses of worship should be rented out for weddings. Build 555 should be opened before student dorms are constructed. (Fitzpatrick)

There is no reason to rezone and build more when we can repurpose and rebuild. (Chaney)

Response: In order to fulfill the purpose and need of the Proposed Project and ensure the Trust's ability to generate operating funds to expand public access to the Island and achieve financial self-sufficiency, the full activation of the Island, including redevelopment of both the North and South Island, is required. Adaptive reuse of and renovation of historic buildings within the North Island will continue to occur

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pursuant to previously approved 2013 SGEIS as funding and market demand allows.

Comment 47: Please keep the Island accessible for New York City residents and the cultural community who has made the Island so popular in 2018 while finding alternate, innovative ways to make modest development on the Island financially sustainable. (Levy)

Response: A major goal of the Proposed Project is to make the Island accessible to the public year-round. This would require new development on the South Island Development Zones to generate the necessary operating funds required to expand public access.

Comment 48: The South Island should be developed as an institution; a hub for future engineers, scientists, researchers, and planners working on resiliency challenges. (Alliance)

Response: The development scenarios being analyzed are consistent with this comment.

Comment 49: The South Island could be a living innovation zone, a green cultural space for companies to showcase their sustainability. (Brawer)

Response: See response to comment #48 above.

Comment 50: The City should consider during the scoping process whether the current needs of the City would counsel in favor of requesting from the federal government waivers of certain deed restrictions. In light of the housing crisis in New York, which was not as severe at the time of the deed restrictions, the City should consider whether to request that an exception to the restriction on residential development on the Island be made for 100% affordable housing. (Sanderson)

Response: These comments are not relevant to the scope of work for the South Island Development Zones SSGEIS. No such waiver is being contemplated at this time.

Comment 51: The deed requires that all income from the developments be restricted to improvements on Governors Island itself. The City should consider whether to request that any surplus above the reasonably determined needs of the Island itself be made available, for example, for affordable housing in nearby parts of Manhattan and Brooklyn, or for the benefit of parks in underserved areas elsewhere in the City. (Sanderson)

Response: As part of the Proposed Project, no changes are proposed to the Deed which requires income generated from the Island to be reinvested into Island infrastructure and operations.

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Comment 52: Non-New Yorker adults could be charged \$10 to cover ferry costs. We have many wealthy Downtown residents who can see the Island from their windows; they could be asked to contribute to its maintenance. Has the Trust even sought creative suggestions as to how to raise funds? (Ashley)

Response: Comment noted. The Trust is committed to exploring a variety of means of revenue generation to support the ongoing operations of the Island while continuing to ensure the Island remains affordable and accessible. The purpose and need of the Proposed Project is to support the park spaces on Governors Island and to ensure the Island's continued availability and maintenance.

Comment 53: I propose that the west site should be utilized for sports, surrounded by trees, plants and grass. I proposed that a small-scale, scientific institution be created on a smaller eastern site that would run programs with the Harbor School, and be regulatory open to city schools. An existing university department such as SUNY's School of Marine and Atmospheric Sciences could be funded to form a small satellite research campus or combine with another institution. There could be a competition for architects to design sustainable low-profile buildings on the venerable waterfront and existing buildings on the Island could be restored to provide housing. (Ashley)

Response: Comment noted. Proposals for use of the South Island Development Zones will be solicited as part of a future RFP process.

MISCELLANEOUS

PURPOSE AND NEED

Comment 54: The SSGEIS "Purpose and Need" section must provide clarification regarding the financial necessity of constructing 4.5 million sf of new development. (MAS)

"The proposed density of development is needed to create a critical mass of active uses that would....support the maintenance of the Island's open space and landscapes as well as the historic buildings on the North Island." Can you please provide additional detail on this, including how funds will be allocated and the process by which such allocation will be determined? (Partners)

Response: As discussed in the Draft Scope of Work, the purpose and need of the Proposed Project will be considered in the SSGEIS. Required capital improvements and annual operating expenses of the Island, as well as expanding public access to year-round, necessitate income generated by real estate development at the scale proposed.

Comment 55: Where did the so-called mandate or obligation to fund the parks through development come from? (Rubenfarb)

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Response: This comment is not relevant to the scope of work for the South Island Development Zones SSGEIS.

Comment 56: R3-2 must be shown to be unworkable before zoning changes occur. (Oleszewski)

Response: The R3-2 zoning permits only residential and community facility uses (Use Groups 1-4). Given that residential uses are prohibited under the deed, only community facility uses are permitted under the existing R3-2 zoning and the proposed range of commercial uses proposed would not be allowed. In addition, the R3-2 zoning permits an FAR of 1.0 for community facility uses, which would not allow development at a scale sufficient to activate the South Island Development Zones.

GENERAL MISCELLANEOUS

Comment 57: The Trust for Governors Island has stated that the natural beach will be untouched and not developed, which is a priority for CB1. (CB1)

Response: Comment noted.

Comment 58: Governors Island documents state “Guiding Principles for Development #5. Promote innovative design approaches to achieve a high level of resiliency and environmental sustainability.” Does the use of the term sustainability embrace the full definition: “Sustainability development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Brundtland Report). A sustainable green building is the outcome of a design philosophy which focuses on increasing the efficiency of resource use—energy, water, and materials—while reducing building impacts on human health and the environment during the building’s lifecycle through better siting, design, and construction. Sustainability in terms of: lot design and development efficiency, energy and water efficiency, resource efficiency, indoor environmental quality, and the building’s overall impact on the environment. (Audubon)

Response: Comment noted.

Comment 59: The MCB1 Activation Strategy states that most of Colonels Row and all of Nolan Park are slated for cultural use. In this context, can you define “cultural use”? (Partners)

Response: The Trust is committed to providing opportunities for arts, cultural, and educational organizations to access space on Governors Island, including in Colonels Row and Nolan Park. However, this comment is not relevant to the scope of work for the South Island Development Zones SSGEIS.

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Comment 60: What does a “full re-tenanting” of the North Island mean? (Partners)

Response: The “full re-tenanting” of the North Island refers to the reactivation and rehabilitation of currently un-used historic buildings and is not intended to displace existing users on the North Island. The full reactivation of the North Island is not being considered as part of this Proposed Project and was previously approved in the 2013 SGEIS.

Comment 61: What is the cultural strategy for Governors Island that defines its mission in alignment with the 2003 deed, preserving the Island as a place for the people of New York to enjoy a diversity of arts experiences? (Partners) (Milner) (Dweck) (Lachow) (Hagan)

Response: This comment is not relevant to the scope of work for the South Island Development Zones SSGEIS. However, the Trust continues to expand public access to the Island and offers an array of free and diverse arts and cultural programming that continues to expand.

Comment 62: The Island must be developed responsibly. This past summer arts organizations got less space than before. (Clarke)

Response: See response to comment #59 above.

Comment 63: We would like to see a designated amount of the new spaces to be committed for arts and cultural use with an additional guarantee that some of that space would be dedicated to non-profit and/or smaller organizations to reflect the diversity of New York City’s art scene. To date the Island has provided a space to arts and cultural organizations that would otherwise be unable to afford space in New York, and we would like to see a continued commitment to this ideal. We ask that you ensure that arts and cultural and open space for play and rest will be at the forefront. (Theatre Company)

Response: The redevelopment of the South Island would allow for additional cultural uses in the development zones, further expanding the cultural presence on the Island; see response to Comment #14. The Proposed Project does not affect existing uses on the North Island.

Comment 64: Earthmatter and Grow NYC are an integral part of the culture of the Island. Earthmatter actually creates organic materials used on the Island. They must be given permanent and ample space on the Island. (Barry)

Where will Grow NYC go with the proposed development? (Edgecombe)

I am concerned about Earth Matter and Grow NYC. Compost on the Island could support the generation of energy. (Brawer)

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Response: The Trust is committed to continuing to host environmental non-profits organizations on the Island and will work with existing tenants and partners to maintain their continued presence.

Comment 65: The Municipal Arts Society recommends uses that complement and enhance the Island's unique assets, such as its remote location and historic value. With the New York Harbor School and the Island's connection to surrounding waterways, the rezoning should consider institutional tenants who benefit from proximity to the water and/or the particular open site plan. Similarly, uses that capitalize on the Island's recent establishment as an arts and culture destination should be given priority. (MAS)

The West Harlem Art Fund recommends that the new districts include the following uses for Governors Island to benefit the arts: provisions for office space, performance and black box theater space; provisions for new gallery spaces with a rotating schedule; provisions to present public art in open spaces in the new southern district but also in open spaces in the North historic district; development of technology to attract New Yorkers to the Island and engage in cultural programming. (West Harlem)

The Trust should seek uses that will encourage 24/7 use and create an open campus so the proposed buildings will be integrated with existing recreational space. (MAS)

Response: Comment noted.

Comment 66: The Brooklyn Cultural District is a great example that could be incorporated in some measure to this current rezoning. (West Harlem)

Response: Comment noted.

Comment 67: We would like to see a more equitable distribution of resources so that all New Yorkers can partake in the activities on the Island. "Glamping" excursions that cost upwards of \$800 and ticketed events such as Diner en Blanc and Jazz Age Lawn Party, where costs can also run up to several hundred dollars, are cost prohibitive to many New Yorkers. We would like to see the Trust include lower-cost and free options for similar events in future programming. (Brewer)

We want the Island to be open to everyone. Glamping is not for everyone nor affordable for everyone. (Washington)

I strongly support development of education and cultural uses on the Island, with the proviso that it should not become another playground for the wealthy, but should be designed to be a spot for all New Yorkers. (Sanderson)

The uses of these new development spaces and the additional programming that they will support should provide an incentive for all New Yorkers to continue to

view the Island as a welcoming alternative to the amenities that they can find elsewhere in the city. (MAS)

Response: Comment noted.

Comment 68: We [former Coast Guard affiliated people] are respectfully requesting a territory of our own on Governors Island. We want to make a place on the Island just for military families (past, present, and future) to be when they visit this blossoming “destination” that has become our Island. A museum, of sorts, dedicated to the military life as it was. Culturally our tribe is diverse and historically we have decades to offer. We are looking to work with various military organizations to develop a tiered plan for our pledged support of the Island’s regeneration, sustainability, and future. The “BOQ,” situated between the old and new parts of the Island fits into our vision and we are prepared to provide you with a proposal detailing its revival. (Chaney)

Response: Comment noted.

Comment 69: I am concerned that new construction and development in the South Island should be closely tied to the preservation and adaptive reuse of the buildings in the historic district. If new construction begins on the South Island before a large portion of the historic district’s buildings are renovated and stabilized with long-term tenants, public support for the south island will and should be diminished. (Monroe)

Disappointed that the project includes no provision or strategy to tie the new development activities directly to the rehabilitation and beneficial reuse of the extant historic buildings on the North Island. Some provision should be made to require or entail the direct preservation, rehabilitation, and maintenance of the buildings on the North side of the Island as a precondition of any new development on the South side. (Oleszewski)

The north end of the Island should be fully redeveloped before the development of the south. There should be a 10 year moratorium on development of the South Island. (Fitzpatrick)

Response: Comment noted.

Comment 70: TGI won’t say who the developer is; who is the developer? (Edgecombe)

Response: As stated in the Draft Scope of Work, the Trust intends to issue an RFP to developers and potential users subsequent to this rezoning process. The Trust is leading all pre-development planning.

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Comment 71: We wish for Governors Island to allow us a leasehold of the area on the northwest that we first requested a year ago (slated in their plan for new development) to accommodate a gymnasium. (HSPTA)

Response: This comment is not relevant to the scope of work for the South Island Development Zones SSGEIS.

Comment 72: The Waterfront Alliance has actively been working on a maritime activation plan for Governors Island that provides a wide range of vessels, including ferries, recreational boats, and historic education vessels. (Alliance)

Response: Comment noted.

Comment 73: The rezoning should consider creating a public benefit fund from development or leasing proceeds that could fund new monuments and memorials on the Island – for example, a monument commemorating emancipation, a monument commemorating immigration, or monuments to individuals from groups under represented by current monuments. (Sanderson)

Response: Comment noted.

Comment 74: Will the socio-economic analysis assess current programming on the Island, the types of populations it attracts, and whether these demographics are likely to change as a result of new development? (Partners)

What population will be attracted to the Island by the proposed development? (Zito)

Response: The Trust's mission is to transform Governors Island into a vibrant resource for New York City, making the Island a destination with extraordinary public open space, as well as educational, not-for-profit, and commercial facilities. The Trust is committed to expanding and diversifying its audience as the Island's transformation continues.

Comment 75: A luxury spa? Have you considered the huge amount of water it would use, or the pollution its products will cause? (Ashley)

Response: The QC Terme Spa is rehabilitating and reactivating Buildings 111, 112, and 114 as approved in the 2013 FSIGEIS, which examined potential environmental impacts of the reactivation and rehabilitation of the North Island historic buildings. The spa is not part of the Proposed Project, but water use and sewage generation by the spa will be considered as part of the No Action condition in the analysis of Water and Sewer Infrastructure.

PROJECT OUTREACH

Comment 76: The West Harlem Art Fund recommends a working group to address other needs in the North district like: access to water; rehabilitation of historic homes (interior only); collaborative partnerships with labor unions, building supply and construction companies (like local union 79) to help with building repairs and keep costs down; landscaping, long-term leases. (West Harlem)

Response: Comment noted.

Comment 77: Given a seat at the table, our organizations could help develop and maintain a clear, sustainable vision for arts and culture on the Island. How do you intend to work with existing arts organizations on the Island during the rezoning and redevelopment process? We would like to opportunity to work as a team to maintain a sense of cultural priority and balance. (Partners) (Robinson)

Will there be a place for representation by existing arts and cultural partners at all levels of Island oversight? Will there be a more diverse panel appointed to review arts and cultural proposals, including members of the existing cultural community? (Partners) (Milner) (Lachow) (Smiros) (Hagan)

The small cultural groups that made the Island into a destination for the past 12 years should have a seat at the table to help do this the right way. (Dweck)

If there is a committee which will be heading up the process of carefully selecting the right mix of offerings without comprise our group would like to be involved. (Chaney)

I hope that the creative spirit of the arts organizations will inform the direction of new development and inspire some really creative solutions for new commercial development. (Monroe)

We would like more information regarding the decision making process and request that there be better communication and transparency throughout. (Koren)

We feel it is crucial to forge a clear direction and include both the public and community of arts programmers every step of the way. Arts programmers should be included on an open space oversight committee. (play:groundNYC)

Response: The Trust is committed to ensuring that the phased redevelopment is an open and transparent process and will communicate all public meetings and opportunities for engagement related to redevelopment.

Comment 78: It is crucial that all stakeholders—in particular, the “early adapters” who have brought innovative art, education, and recreation to the Island—be included as part of the Island’s development process. (Chin)

Response: Comment noted.

STATEMENTS AGAINST THE PROPOSED PROJECT

Comment 79: As a New Yorker, I am going on record as opposing the rezoning. The longstanding agreement with the Federal Government makes clear the use to which the Island is to be put: a badly needed oasis of green and calm for city residents. (Morin)

As a native New Yorker and artist who has recently participated in the 4 Heads Governors Island Art Fair, I would like to make a statement in defense of current zoning protection the Island currently has. To overturn its current protection would be to strip NYC of a place that would be irreplaceable. We cannot continue to neutralize each inch of land. Please help in protecting this historic space from turning in to yet another place that has to give up its soul. (Dweck)

The two options that were presented at the Rezoning Hearing last week are a demeaning attempt to buttonhole the Governors Island community into a future as bland and blind as any of the glass box complexes that have driven up costs and driven out residents across NYC. (Levy)

I would like to comment against the commercial rezoning of Governor's Island. The Island should stay a green space dedicated to recreation and the arts. (Semikina)

It is imperative that the Island be kept as an escape from the everyday chaos that is living in NYC. I urge you to preserve the Island as a creative and family space, and not let it become another generic, overly indulgent, commonplace attraction. (Rudis)

Parks are the lungs of cities; before Central Park, people went to the Greenwood Cemetery for fresh air. (Edgecombe)

We thought the entire South Island would be park and open space. Former Mayor Bloomberg should pay for this to happen. I, along with many others, object to the plan to hand over our beloved and unique public park to private development. (Ashley)

Arts organizations brought the public to Governors Island. A spa is not needed nor is paid miniature golf. (Nelson)

This is a park for the people and culture, not for commercial use. (Keltner)

Dormitories are a nightmare. Dorms and hotels will destroy Governors Island. I find large parts of the proposal counter to what New Yorkers need, and what makes Governors Island a unique space in the city. As it is right now I find the No Action Alternative preferable to the proposed project. (Kinderman)

President Clinton intended the entire Island to be a park when he deeded the land to New York. Where did the idea of development come from? Development has trashed Brooklyn Bridge Park, and it will do the same here. (Rubenfarb)

The intended project sounds likely to grow out of scale for what the Island has been historically. (Oleszewski)

I respect the Clinton decision to deny residential access and approve educational development to the Island; however, the notion that a million square feet of space could be available for private university students (especially those who can afford a quarter million dollar education and are transient with no connection to the Island) could be incredibly offensive. (Levy)

Do not turn Governors Island into Soho—once a genuine haven for artists, and now just a high end mall. (Colby)

Response: Comments noted.

STATEMENTS OF SUPPORT

Comment 80: I understand the political realities that make commercial development a part of the Trust's master plan and I have watched the first phases become reality so successfully that I am very optimistic that the next phases of development have potential to be just as successful if they are carried out with continued respect and attention to the community that has developed as a result of this success. (Monroe)

It is our belief that development of the abandoned parcels on the South Island will enhance the new park and make more of the Island accessible to the general public. We feel that making new space available on the South Island will stimulate interest in the North Island. We support the approach that the Trust manage the development process itself, rather than outsource to a master developer. Nothing in the initial scope is in conflict with the early values we helped establish. (Friends)

NYC Audubon is not opposed to innovative development plans suggested in the rezoning application submitted by the Trust for Governors Island. (Audubon)

Response: Comments noted.