



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

TECHNICAL MEMORANDUM 003 (TM 003)
for the
Phased Redevelopment of Governors Island – South Island Development
Zones, FSSGEIS

CEQR No. 11DME007M

May 14, 2021

A. INTRODUCTION

This Technical Memorandum assesses modifications requested by the New York City Council (the Council) for the Phased Redevelopment of Governors Island – South Island Development Zones zoning text amendment analyzed in the Final Second Supplemental Generic Environmental Impact Statement (FSSGEIS). As described in greater detail below (see Section B, “Background”), the project was analyzed in a FSSGEIS consistent with the requirements of the New York State Environmental Quality Review Act (SEQRA) and New York City Environmental Quality Review (CEQR). The Office of the Deputy Mayor for Housing and Economic Development (ODMHED) was the lead agency for the environmental review. The Notice of Completion of the FSSGEIS was issued by ODMHED on March 5, 2021 and the City Planning Commission (CPC) approved the proposal on March 17, 2021.

The proposed modifications include: reductions and limits to building heights and permitted floor areas; further limits on permitted obstructions and uses allowed in the Open Space Subarea; adjustments to lot coverage regulations and specification of bicycle parking requirements.

Overall, with the proposed modifications currently under consideration, the function of the project would be unchanged, but the development would be reduced in floor area and built height. The project would continue to serve the same purpose and need identified in the FSSGEIS, and the uses, project location, and analysis year would be unchanged from that previously identified in the FSSGEIS.

The purpose of this Technical Memorandum (TM003) is to determine whether the proposed modifications, coupled with any relevant changes in circumstances or newly discovered information, would result in any significant adverse environmental impacts that were not identified in the FSSGEIS. As described below, this Technical Memorandum concludes that there would be no new significant adverse environmental impacts compared to those disclosed in the March 2021 FSSGEIS for the Phased Development of Governors Island.

B. BACKGROUND

Governors Island is located in upper New York Bay, and the Trust holds title to approximately 150 acres of the 172-acre island 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 facilities. The remaining 22 acres of the Island are a 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 Division Road and is approximately coterminous with the Governors Island Historic District (the Historic District), and (2) the “South Island” is the section of the Island south of Division Road, and is composed of nearly 80 acres. 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 (the 2010 Park and Public Space Master Plan or “Master Plan”) for the Island, and approximately 33 acres designated in the same plan for future development consisting of East and West Development Zones (the Development Zones). The entire Island is currently zoned as R3-2, and the Special Governors Island District covers the North Island. The major access point for the Island is the Battery Maritime Building (BMB) in Lower Manhattan, where ferries owned 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, through service chartered by the Trust, and by an NYC Ferry shuttle from Pier 11 in Manhattan during the Island’s public season.

Redevelopment of the Island was previously analyzed in two documents, the *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island* issued by the Office of the Deputy Mayor for Economic Development (ODMED) in December 2011 (the 2011 Final Generic Environmental Impact Statement [FGEIS]) and the *Final Supplemental Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island*, issued by the ODMED on May 23, 2013 (the 2013 FSGEIS).

- The 2011 FGEIS analyzed potential future development of the Island as follows: Phase I (2013) which consisted of park and open space development that has been largely completed and the Later Phases (through 2030), which consisted of subsequent phases of development. The Later Phases—Park and Public Space development consisted of proposed open space development established in a Park and Public Space 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 designated South Island Development Zones. Technical Memoranda TM001 and TM002 were prepared for the FGEIS and considered the long-term lease of Slips 6 and 7 of the BMB and the demolition of Governors Island buildings 96, 146, 147, and 148, the Pool of Building 324, and Additions to Building 400, respectively.
- The 2013 FSGEIS analyzed the creation of the Special Governors Island District on the North Island; the reuse and reactivation of approximately 1.2 million square feet (sf) of space on the North Island, in addition to the 176,000 sf already in use in 2013; and the completion of the 2010 Park and Public Space Master Plan.¹ In addition, a new structure was contemplated on

¹ 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



the open area north of Building 110, immediately west of Soissons Landing (the Soissons Concession Site). Ferry service seven days per week to support the uses in the reactivated buildings and the expanded park and public spaces was also anticipated. The 2013 FSGEIS also considered the development of the two Development Zones by 2030 based on generic development programs (a university research option and a mixed 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 was anticipated to be three million sf for the entire Island.

As anticipated in both the 2011 FGEIS and the 2013 FSGEIS, the proposed development of the Eastern and Western Development Zones was analyzed in the 2021 FSSGEIS. Although the two Development Zones have been anticipated development sites since 2010 and were considered in both the 2011 FGEIS and 2013 FSGEIS as such, the Trust proposed to enable up to 4.5 million gsf of development on the South Island within the two Development Zones as the Proposed Project in the FSSGEIS. The FSSGEIS also analyzed accessory actions in the context of the previously approved and developed park and public spaces as well as the previously approved renovation and reactivation of the North Island.

DESCRIPTION OF THE FSSGEIS PROJECT

As described in the FSSGEIS, the project would facilitate the development of up to 4.5 million gross square feet (gsf) of 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 were identified for analysis purposes (see **Table 1**), a University/Research Option in which the majority of the development area would be dedicated to university and dormitory land uses, and a Mixed-Use Option, which would dedicate significant area to office use.

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.

Table 1
2021 FSSGEIS 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

The project includes zoning text and map amendments. Specifically, the Special Governors Island District would be expanded to cover the entire Island, a Northern Subdistrict coterminous with the North Island and its 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 South Island. The underlying zoning for the South Island would be changed to a C4-1 mid-density commercial zoning district, while the zoning for the North Island 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. The proposed zoning framework applicable to the South Island 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, consistent with the Master Plan.

Under the zoning framework analyzed in the FSSGEIS, Parcel W-1 of the Proposed Project would allow for a structure that rises to a maximum height of 250 feet, or up to 290 feet with permitted obstructions (see **Figure 2** 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 270 feet with permitted obstructions. Parcel E-2 could be developed with buildings that rise to a maximum height of 250 feet, or up to 290 feet with permitted obstructions. Parcel E-3 could be developed with buildings that rise to a maximum height of 200 feet, or up to 240 feet with permitted obstructions. Parcel E-4 could be developed with buildings that rise to a maximum height of 200 feet, or up to 240 feet with permitted obstructions. The maximum permitted floor area ratio (FAR) on the two Development Zones would go from 0.5 under existing zoning to 2.98; a maximum of 4,275,000 zoning square feet (zsf) of floor area would be permitted in the South Island.

To accommodate the additional population on the South Island, it was anticipated that use of the BMB would be limited to passengers and additional passenger ferries would be required to expand



capacity and increase headways. It was anticipated that vehicle and freight access to the Island would move to the Brooklyn waterfront and may depart from multiple potential locations. For analysis purposes, the freight departure locations considered were assumed to include the Brooklyn Navy Yard, Atlantic Basin, the South Brooklyn Marine Terminal (39th Street), 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, the potential locations described above were studied in the FSSGEIS to consider the potential environmental impacts of the freight transfer operations under a reasonable worst-case development scenario. Potential locations 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.

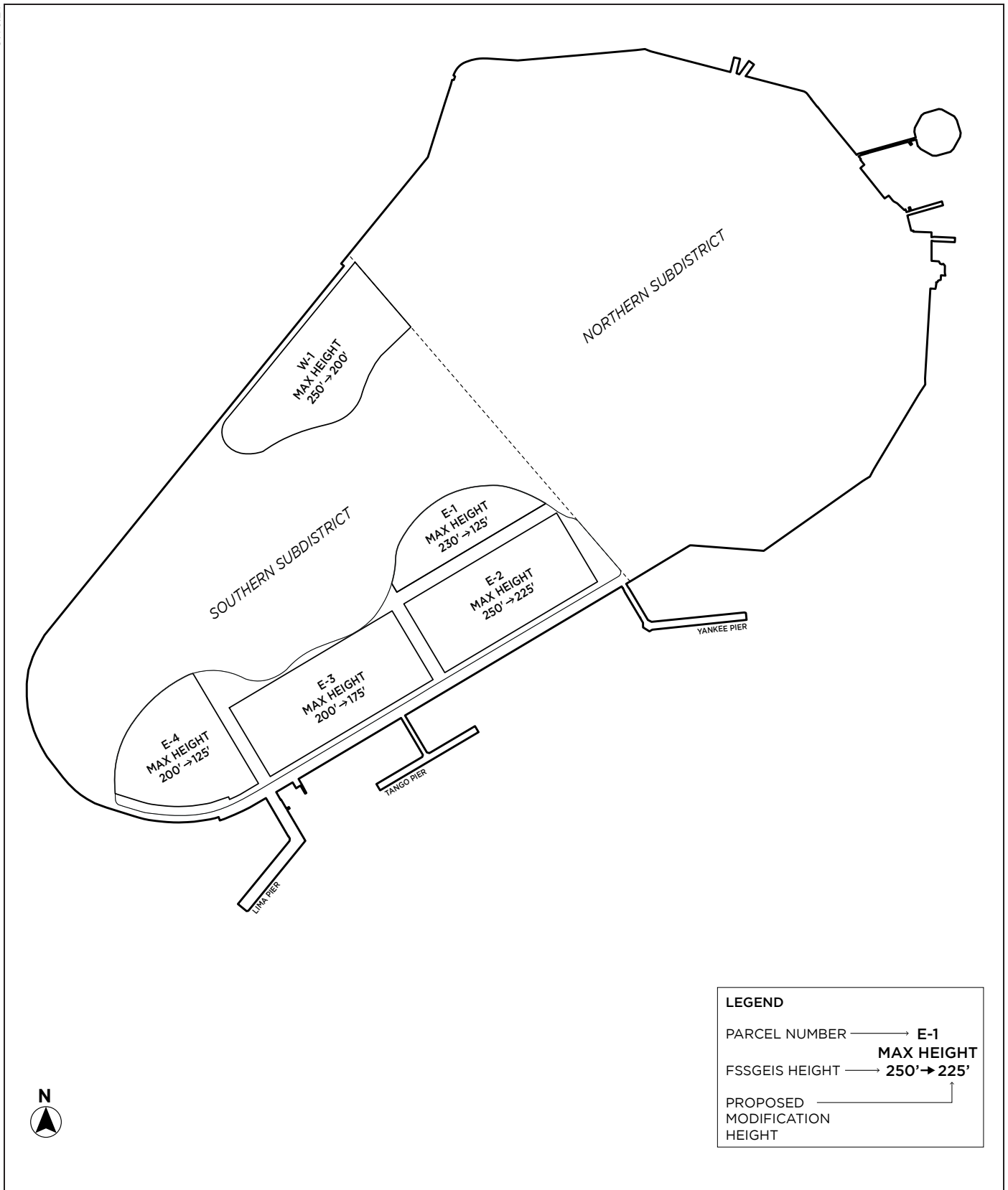
In addition to the transportation infrastructure required to support development on the South Island, the proposed active commercial and community facility uses, and the resulting population increase, utility upgrades would also be required. These include, but are not limited to, a second water main 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 required review and approvals.

C. PROPOSED MODIFICATIONS

In coordination with the New York City Council, the Trust proposes the updates below to the FSSGEIS project (the proposed modifications).

MODIFICATIONS TO HEIGHTS

The maximum allowable heights on each parcel would be reduced under the proposed modifications. Parcel W-1 would now allow for a structure that rises to a height of 200 feet, or up to 240 feet with permitted obstructions, compared to up 250 feet, or 290 feet with permitted obstructions under the FSSGEIS project. Parcel E-1 would now allow for buildings up to 125 feet, or 165 feet with permitted obstructions, compared to the previous 230 feet, or 270 feet with permitted obstructions. Parcel E-2 would now allow for buildings up to 225 feet, or 265 feet with permitted obstructions, compared to the previous 250 feet, or 290 feet with permitted obstructions. Parcel E-3 would now allow for buildings up to 175 feet, or 215 feet with permitted obstructions, compared to the previous 200 feet, or 240 feet with permitted obstructions. Finally, Parcel E-4 would now allow for buildings up to 125 feet tall, or 165 feet with permitted obstructions, compared to the previous 200 feet, or 240 feet with permitted obstructions (see **Table 2** and **Figure 3**).



PHASED REDEVELOPMENT OF GOVERNORS ISLAND – SOUTH ISLAND DEVELOPMENT ZONES

Proposed Modifications to Heights

Figure 3

Table 2
Proposed Height Modifications

Parcel	Maximum Building Height FSSGEIS	Maximum Building Height Proposed Modifications
W-1	250 feet	200 feet
E-1	230 feet	125 feet
E-2	250 feet	225 feet
E-3	200 feet	175 feet
E-4	200 feet	125 feet
Notes: Permitted obstructions may exceed the maximum building heights by up to 40 feet on all parcels. Source: The Trust for Governors Island		

MODIFICATIONS TO MAXIMUM FLOOR AREAS

The maximum allowable floor area would be reduced and the total floor area for certain uses capped at a specific floor area ratio (FAR) under the proposed modifications. The total floor area permitted in the Southern Subdistrict would be reduced to 3,775,000 zsf (2.63 FAR), compared to the previous 4,275,000 zsf (2.98 FAR). Community facility uses (Use Groups 3 & 4), exclusive of ambulatory diagnostic or treatment healthcare facilities, would be permitted up to the full 2.63 FAR. All other uses would only be permitted up to 2,873,860 zsf (2.0 FAR) and hotel uses would only be permitted up to 449,759 zsf (0.313 FAR). Total permitted residential use remains unchanged at 718,465 zsf (0.5 FAR).

MODIFICATIONS TO USE REGULATIONS

Use regulations would be modified to prohibit Use Group 7A (motels and boatels) within the Development Zones, although Use Group 5 (hotels) would remain permitted. In addition, the zoning authorization to allow additional uses within the Southern Subdistrict would be modified so that it is available to allow additional uses within the Development Zones, but not within the Open Space Subarea.

MODIFICATIONS TO PERMITTED STRUCTURES IN THE OPEN SPACE SUBAREA

Consistent with the 2010 Park and Public Space Master Plan, any buildings and structures containing permitted uses allowed in the Open Space Subarea would be permitted to occupy no more than 20 percent of the subarea. In addition, the floor area of any buildings or structures located within the Open Space Subarea would be included in the calculation of aggregate floor area for the Southern Subdistrict and therefore would reduce the amount of floor area otherwise available within the Development Zones.

MODIFICATIONS TO LOT COVERAGE RULES

To better align maximum lot coverage rules with reduced base heights across all five parcels, the permitted heights within the lowest two tiers of lot coverage rules would be modified. Specifically, buildings would only be permitted to cover up to 80 percent of a development parcel below a height of 60 feet (down from 75 feet); buildings would only be permitted to cover up to 50 percent of a parcel between heights of 60 feet and 125 feet; and buildings would only be permitted to cover 30 percent of a parcel above a height of 125 feet.

MODIFICATIONS TO BICYCLE PARKING REQUIREMENTS

The zoning text would be revised to clarify that bicycle parking requirements apply within the Southern Subdistrict and additional bicycle parking requirements would be applied with respect to uses that were previously excluded from bicycle parking requirements (e.g., public service establishments and custom manufacturing uses).

D. POTENTIAL ENVIRONMENTAL EFFECTS OF THE PROPOSED MODIFICATIONS

This section includes a discussion of the potential for impacts of the proposed modifications compared to the project analyzed in the FSSGEIS. Some areas—Socioeconomics, Natural Resources, and Public Health were screened out of the FSSGEIS, and this determination would not be affected by the proposed modifications.

LAND USE, ZONING, AND PUBLIC POLICY

The reduction in allowable zoning floor area from 4,275,000 zsf to 3,775,000 zsf would be a reduction of approximately 11.7 percent. All the same uses as those studied as part of the two the Reasonable Worst Case Development Scenario programs in the FSSGEIS would be allowed, however, certain uses would have new floor area limits. The total allowable floor area would be reduced to 3,775,000 zsf (2.63 FAR), compared to the previous 4,275,000 zsf (2.98 FAR). Community facility uses (Use Groups 3 & 4), exclusive of ambulatory diagnostic or treatment healthcare facilities, would be permitted up to the full 2.63 FAR. All other uses would only be permitted up to 2,873,860 zsf (2.0 FAR) and hotel uses would only be permitted up to 449,759 zsf (0.313 FAR). Total permitted residential use remains unchanged at 718,465 zsf (0.5 FAR). Use Group 7A (motels and boatels) would no longer be permitted in the Development Zones, although Use Group 5 (hotels) would remain permitted up to the floor area cap.

Furthermore, consistent with the 2010 Park and Public Space Master Plan, any buildings and structures containing permitted uses in the Open Space Subarea would not be allowed to cover more than 20 percent of the Open Space Subarea. In addition, the floor area of any uses permitted in the Open Space Subarea would reduce the amount of floor area otherwise permitted in the Development Zones.

The proposed amendments would also modify the allowable bulk within the East and West Development Zones on the South Island. As shown on **Table 2** and **Figure 3**, the greatest reduction in allowable building height would be on Parcel E-1, which is located closer to the interior of the South Island and is mostly bordered by open spaces; on Parcel E-1 the maximum height would be reduced by 105 feet from 230 feet to 125 feet. The allowable height on Parcel E-4, which is also bordered by open spaces on several sides, would be reduced by 75 feet from 200 feet to 125 feet. Structures on Parcels E-1 and E-4 would have the shortest maximum allowable heights at 125 feet. Located at the Yankee Pier ferry landing, Parcel E-2 would remain the highest at 225 feet, a reduction of 25 feet from the previous 250 feet. Allowable heights on Parcel E-3, located between Parcels E-2 and E-4 and bordering the Open Space Subarea on both sides, would also be reduced by 25 feet to 175 feet from the previous 200 feet. Parcel W-1, located on the west side of the South Island and opposite the other parcels, would be reduced by 50 feet to 200 feet

Phased Redevelopment of Governors Island – South Island Development Zones

from the previous 250 feet. A 40-foot permitted obstruction is allowed above these maximum building heights for buildings on all parcels.

To better align maximum lot coverage rules with reduced base heights across all five parcels, the heights where the lowest two tiers of lot coverage rules apply would be modified. Specifically, buildings would only be permitted to cover up to 80 percent of a development parcel below a height of 60 feet (down from 75 feet); buildings would only be permitted to cover up to 50 percent of a parcel between heights of 60 feet and 125 feet; and buildings would only be permitted to cover 30 percent of a parcel above a height of 125 feet.

The mix of uses would not change and would remain compatible with each other and existing uses on the Island. The project would continue to provide a major benefit to the people of New York City and the surrounding region by adding active mixed uses including new institutional, commercial, and other development. Development of the project with the proposed modifications would continue to work towards fulfilling long-term public policies and the Master Plan for the Island, and the proposed density would ultimately support the Island as a year-round destination resource, a longtime goal of the Trust that would not be possible absent the project.

As the land uses and purpose of the project are unchanged from the Proposed Project in the FSSGEIS, and conditions within the Project Area and the larger study area are not notably different than presented in the FSSGEIS, conclusions regarding land use and public policy would be unchanged, and as before, the project is not expected to result in any significant adverse land use or zoning and public policy impacts. Similar, since there would not be any new or notable changes to background development from those specified in the FSSGEIS, there would not be any substantial changes to projected background conditions that would alter conclusions for any of the areas of analyses addressed in the FSSGEIS.

COMMUNITY FACILITIES AND SERVICES

The proposed modifications would have no effect on community facilities and services, and they would not alter the conclusions of the FSSGEIS with regard to potential impacts on community facilities and services.

OPEN SPACE

The proposed modifications would be consistent with the 2010 Park and Public Space Master Plan guiding open space development on the South Island and would not result in any significant adverse direct effects on the Island's open spaces. Buildings and structures containing permitted uses allowed in the Open Space Subarea under the proposed zoning text would now be permitted to occupy no more than 20 percent of the subarea. The proposed height reductions in the Development Zones would result in a decrease in new shadows cast on the Island's open space, further reducing any effects on the Island's open spaces. The reduction in overall density by approximately 11.7 percent would also introduce a smaller population that would utilize the Island's open spaces compared to the Proposed Project in the FSSGEIS, and the total, active, and passive open space ratios would continue to greatly exceed the City's planning goals for residential populations, and the non-residential passive open space ratio would also continue to greatly exceed the City's planning goal for non-residential populations.

As the proposed modifications would not result in greater effects on open space than under the Proposed Project in the FSSGEIS, and conditions within the Project Area and the open space study area are not notably different than presented in the FSSGEIS, conclusions regarding direct and

indirect effects on open space would be unchanged, and as before, the project is not expected to result in any significant adverse open space impacts.

SHADOWS

Like the Proposed Project analyzed in the FSSGEIS, no significant adverse shadows impacts would result from the proposed modifications. In fact, the height reductions of 25 to 105 feet and adjustments to the lot coverage regulations applicable to the development parcels would reduce new shadows cast by the project. Morning shadows on the central open space from structures on Parcels E-1 and E-4, which both border the open space, would be greatly reduced as a result of the 105- and 75-foot height reductions, respectively, for these parcels. Shadows from structures on the W-1 parcel would be reduced by the reduction of the maximum heights on that parcel by 50 feet. Shadows from structures on Parcel E-2 and E-3 would be reduced more modestly as a result of the 25-foot height reduction. Noon and afternoon shadows from structures on Parcels E-1, E-2 and W-1 falling toward the historic district would be reduced as would shadows from structures on W-1 falling on the central open space.

HISTORIC AND CULTURAL RESOURCES

The Proposed Project analyzed in the FSSGEIS was not anticipated to have significant adverse impacts on historic resources. The proposed reductions in the maximum heights of structures on Parcels W-1, E-1 and E-2, which are nearest the historic buildings, would foster a closer relationship between the anticipated development and the small-scale historic structures which characterize the Governors Island Historic District. The lower maximum heights would reduce the amount of alteration to the visual setting of the buildings along Division Road which form the southern edge of the Historic District.

URBAN DESIGN AND VISUAL RESOURCES

The proposed project analyzed in the FSSGEIS was not anticipated to have significant adverse impacts on urban design and visual resources. The proposed reductions in the maximum heights of structures on Parcels E-1 and E-4 and adjustments to the lot coverage regulations applicable would reduce their visual prominence since those sites are on the edge of the central open space. In particular, lowering structures on Parcel E-1 would make them more in keeping with Liggett Hall, whose cupola reaches 125 feet, and other structures to the north of Division Road. Maintaining the structures on Parcel E-2 as the tallest would be appropriate to identifying Yankee Pier Plaza as an important access point to the South Island and keeping the greatest density closest to the Yankee Pier ferry terminal. The fifty-foot reduction in the maximum height of buildings on Parcel W-1 would reduce their presence in views north from the Hills which include Lower Manhattan as well as Liggett Hall. Overall, the reductions in height would create a more harmonious relationship between the proposed development and the open spaces and existing buildings on Governors Island.

HAZARDOUS MATERIALS

The proposed modifications would have no effect on hazardous materials, and they would not alter the conclusions of the FSSGEIS with regard to potential impacts due to hazardous materials.

WATER AND SEWER INFRASTRUCTURE

Like the Proposed Project analyzed in the FSSGEIS, no significant adverse water and sewer impacts would result from the proposed modifications. The reduced program under the proposed modifications would result in less demand for water and less generation of sanitary sewage than under the Proposed Project analyzed in the FSSGEIS. New roof surface area resulting from the proposed buildings would be the same as under the Proposed Project analyzed in the FSSGEIS, and therefore stormwater runoff would remain similar.

SOLID WASTE

As with the Proposed Project analyzed in the FSSGEIS, no significant adverse solid waste impacts would result from the proposed modifications. The reduced program under the proposed modifications would result in less generation of solid waste than under the Proposed Project analyzed in the FSSGEIS.

ENERGY

As with the Proposed Project analyzed in the FSSGEIS, no significant adverse energy impacts would result from the proposed modifications. The reduced program under the proposed modifications would result in less demand for energy than under the Proposed Project analyzed in the FSSGEIS.

TRANSPORTATION

While the reduction in program under the proposed modifications would be expected to result in fewer vehicle, pedestrian, and transit trips and less demand on parking, as with the Proposed Project analyzed in the FSSGEIS, significant adverse impacts to traffic and pedestrians would remain with the proposed modifications, albeit to a lesser degree. The mitigation measures identified in Chapter 20, “Mitigation” would continue to be implemented as required in coordination with the New York City Department of Transportation and the New York City Transit Authority. See the “Mitigation” section below.

AIR QUALITY

The proposed modifications would result in fewer vehicle trips. Therefore, as with the FSSGEIS, no significant adverse air quality impacts would occur at intersections from project-generated trips.

The proposed modifications would result in height reductions on all development parcels. As discussed in the FSSGEIS, the maximum height initially analyzed at Parcel W-1 (200 feet) was lower than the maximum height of 250 feet permitted under the FSSGEIS zoning text, but the height analyzed is now consistent with the proposed modifications, under which maximum heights in Parcel W-1 would be reduced to 200 feet. Therefore, the restriction on the heights of exhaust stack(s) for heating and hot water equipment on the Western Development Zone would be reduced by 50 feet.

The height reductions for the Eastern Development Zone range from 25 feet to 105 feet. Under the proposed modifications, restrictions on the heights of exhaust stack(s) for heating and hot water equipment would be reduced by 25 feet for parcels in the Eastern Development Zone. **Table 3** provides a summary of the minimum proposed exhaust stack height for each parcel.

Table 3
Modifications to Proposed Restrictions for Maximum Heating and Hot Water Stack Exhaust Heights

Parcel	FSSGEIS Minimum Exhaust Stack Height	Proposed Modifications Minimum Exhaust Stack Height
W-1	253 feet	203 feet
E-1	235 feet	210 feet
E-2	240 feet	215 feet
E-3	210 feet	185 feet
E-4	210 feet	185 feet

The reduction of the program under the proposed modifications would also result in lower emissions than disclosed in the FSSGEIS. Furthermore, the distances between HVAC stacks and the receptors modeled in the FSSGEIS would remain conservative. The air quality assessment for the FSSGEIS placed receptors on the boundary of the development envelopes, and the proposed modifications to the lot coverage rules would not affect them. The distance between the HVAC stacks and the facades of the developments would be further than the distance modeled. In addition, it is anticipated that any future buildings designs, through the requirement to address Local Law 97 and other requirements, would have much lower pollutant emissions compared to the conservative assumptions utilized for environmental review in the FSSGEIS. Additionally, like the FSSGEIS, future development under the proposed modifications would have the ability to utilize electric boilers or alter the above restrictions by demonstrating that the detailed design for any proposed building meets applicable air quality standards. In this regard, the Trust has committed to encourage any respondents to future solicitations for development opportunities to develop buildings with energy efficiencies that exceed local code requirements.

Therefore, with the modified restrictions to height requirements for heating and hot water equipment exhaust stack(s) presented in **Table 3**, no impacts to air quality would result from the proposed modifications.

GREENHOUSE GAS EMISSIONS AND CLIMATE CHANGE

Like the Proposed Project analyzed in the FSSGEIS, no significant adverse impacts in the technical area of Greenhouse Gas Emissions and Climate Change would result from the proposed modifications. The reduced program under the proposed modifications would result in lower greenhouse gas emissions than under the Proposed Project analyzed in the FSSGEIS.

NOISE

The proposed modifications would have no effect on noise, and they would not alter the conclusions of the FSSGEIS with regard to potential noise impacts.

NEIGHBORHOOD CHARACTER

Neither the Proposed Project analyzed in the FSSGEIS nor the contemplated height reductions would result in significant adverse impacts associated with most of the factors which establish

Phased Redevelopment of Governors Island – South Island Development Zones

neighborhood character: land use, zoning, and public policy; socioeconomic conditions; shadows; open space; historic and cultural resources; urban design and visual resources; or noise. Any significant adverse transportation impacts which could occur would not be exacerbated by the proposed height or density reductions. Furthermore, the reduction in overall floor area permitted on the South Island would tend to reduce traffic during both construction and operation.

Overall, the small reduction in overall development of the South Island would not result in a noticeable change to the neighborhood character of the Island with the Proposed Project. The character of the Island would continue to be defined by its unique setting in Upper New York Bay, its geographic isolation, its historic district and landscape, plentiful landscaped open spaces, and sweeping views of the harbor. Even with the reductions in height, neighborhood character would be improved by introducing appropriate mixed uses in place of underutilized land and vacant buildings and enliven the South Island with new 24/7 worker, student, and visitor populations. The reduced height of development would benefit both proposed new open spaces as well as the Governors Island Historic District.

CONSTRUCTION

While the reduction in program under the proposed modifications would be expected to result in fewer vehicle, pedestrian, and transit trips and less demand on parking during construction, as with the Proposed Project analyzed in the FSSGEIS, significant adverse impacts to traffic and pedestrians during construction would remain with the proposed modifications, albeit to a lesser degree. The mitigation measures identified in Chapter 20, “Mitigation” would continue to be implemented as required in coordination with the New York City Department of Transportation and the New York City Transit Authority. See the “Mitigation” section below.

While there were no significant adverse impacts with respect to air quality or noise during construction anticipated for the Proposed Project analyzed in the FSSGEIS, the effects of construction on these technical areas would be reduced with the proposed modifications due to the reduced bulk and program.

MITIGATION

With the proposed modifications there would be no changes in significant impacts due to the Phased Redevelopment of Governors Island – South Island Development Zones project. The mitigation previously identified in the FSSGEIS would continue to be appropriate with the modified project.

E. CONCLUSION

The proposed modifications would not substantially alter the proposed program, future uses, activities or construction plans analyzed in the FSSGEIS. As described above, the proposed modifications to the previously assessed Governors Island – South Island Development Zones project would not result in any new significant adverse environmental impacts beyond those identified in the March 2021 FSSGEIS. *



Hilary Semel
Assistant to the Mayor

Date: May 14, 2021