



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

STATEMENT OF FINDINGS

The Phased Redevelopment of Governors Island

Date Issued: January 18, 2012

CEQR No.: 11DME007M

SEQRA Classification: Type 1 pursuant to 6 NYCRR 617.4(b)(6)(v)

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Borough of Manhattan

Date Final Generic Environmental Impact Statement Filed: December 20, 2011

INTRODUCTION

This Statement of Findings has been prepared in accordance with Article 8 of the New York State Environmental Conservation Law, the State Environmental Quality Review Act (SEQRA), as set forth in 6 NYCRR Section 617.11, and the New York City Environmental Quality Review (CEQR) process as set forth in Executive Order 91 of 1977, as amended, and 62 RCNY Chapter 5. This Statement of Findings has been prepared to 1) certify that the procedural requirements of SEQR/CEQR have been met; 2) consider the relevant environmental impacts, facts, and conclusions disclosed in the final generic EIS; 3) weigh and balance the relevant environmental impacts of the proposed action with social, economic, and other considerations; and 4) provide a rationale for the decision of the Office of the Deputy Mayor for Economic Development.

Pursuant to CEQR, the Office of the Deputy Mayor for Economic Development is the lead agency responsible for conducting the environmental review that determines whether the Proposed Project would have significant impacts on public health and the environment. For the Phased Redevelopment of Governors Island, a Final Generic Environmental Impact Statement (FGEIS) was certified as being complete and a Notice of Completion was issued on December 20, 2011. After considering the FGEIS, the Office of the Deputy Mayor for Economic Development has adopted this Statement of Findings.

DESCRIPTION AND LOCATION OF THE PROPOSED PROJECT

The Office of the Deputy Mayor for Economic Development (ODMED), as Lead Agency, and The Trust for Governors Island (The Trust), as the applicant, propose to obtain approvals to facilitate the Phased Redevelopment of Governors Island.

Governors Island Corporation, doing business as The Trust for Governors Island, is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of the 172 acres of Governors Island (the Island) located in New York Harbor. The Island is approximately 800 yards south of Manhattan and 400 yards west of Brooklyn. The northern part of the Island (North Island) consists of the approximately 92-acre area north of Division Road and is designated as a State/National Register Historic District, a National Historic Landmark (district) and a New York City Historic District. This area also includes the National Monument, a 22-acre area administered by the National Park Service (NPS). The portion of the Island south of Division Road (South Island) largely consists of 1960s and 1970s non-historic development on land created from material from the excavation of the Lexington Avenue subway line. The Proposed Project consists of the creation of parks and open spaces pursuant to the Park and Public Space Master Plan, reuse of historic buildings, two areas of mixed-use development, and modernization and upgrade of certain infrastructure.

To create the vibrant, mixed-use destination that is envisioned for the Island, The Trust has undertaken a public planning effort that resulted in a plan which would be implemented over a number of years, with development and tenancy of the Island proceeding in multiple phases and dependent on financing. This redevelopment of the Island is a complex process and not all the specifics of future development are known at this time. To further The Trust's goals, a Park and Public Space Master Plan (the Park Master Plan) was developed that establishes the fundamental concepts for the design of the Island's parks and public spaces. The Park Master Plan also sets aside two areas for future mixed-use development.

The initial phase (Phase 1) would be park and open space development, including the improvement of existing space and the creation of new, publicly accessible spaces on the Island. Also included in Phase 1 are upgrades and stabilization of the existing infrastructure to support the phased redevelopment of Governors Island, specifically: (1) the replacement and repair of the seawall with the consolidation and upgrade of stormwater outfalls, and (2) the provision of new potable water connection(s) under Buttermilk Channel. Phase 1 would be completed in 2013. The later phases include additional open space projects identified in the Park Master Plan, as well as mixed-use development on the Island. Completion of the later phases park and open space, tenancies in historic buildings, and new development would occur over time in later phases (Later Phases) as plans are developed and funding is secured. For analysis purposes the full project is assumed to be complete in 2030. Several scenarios have been identified that could represent a reasonable range of new development that could occur in conformance with the Island's current land use and historic resource covenants contained in the transfer deed from the federal government.

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The initial discretionary action by the City is the approval of capital funding to begin construction of Phase 1 of the Park Master Plan and to invest in basic Island infrastructure. This funding is a discretionary action subject to City Environmental Quality Review (CEQR). In addition, New York State Department of Environmental Conservation (NYSDEC) permits and a nationwide or other permit from the United States Army Corps of Engineers (USACE) will be required for in-water work associated with the Phase 1 infrastructure improvements. Discretionary actions for the mixed-use development in the later phases are expected to include changes to zoning, special permits, modifications, and/or authorizations from the City Planning Commission (CPC); NYSDEC and/or New York City Department of Environmental Protection (NYCDEP) permits or approvals; as well as approval of capital funding for the completion of the park and open space. Subsequent discretionary actions will require further environmental review, the extent of which will be determined at that time.

PROJECT SITE

The project site comprises the 150 acres belonging to The Trust as well as the marine slips at the Battery Maritime Building (BMB) operated, but not owned, by The Trust. The Trust parcel includes all of the South Island as well as the portion of the North Island that is not owned by the National Park Service. Ferry service to the BMB in Lower Manhattan is provided from Soissons Dock and service to Pier 6 in Brooklyn Bridge Park is from Pier 101 or Yankee Pier. Infrastructure work related to the construction of the proposed new water mains to the island would occur at Sackett Street, Union Street, President Street, and Sullivan Street in Brooklyn and would be limited to trenching, pipe installation, and connection to the existing water system.

The Proposed Project would allow for the phased redevelopment of the entire project site with park and public space development, infrastructure development, tenancies in historic buildings, and new development. Initial development on the project site would include the development of park and public space, which would follow the principles and renderings stated in the Park Master Plan. In addition to open space, initial development would include two major infrastructure improvements: (1) the construction of 12-inch water main(s) from Brooklyn to provide potable water to the Island, and (2) the replacement and repair of the seawall including the associated reconstruction and consolidation of stormwater outfalls. Later phases would include completion of the park and public space development; the retensing of the currently vacant North Island historic buildings; and the development of new uses in two separate areas—development zones—on South Island (Later Phases-Island Redevelopment).

DESCRIPTION OF PARK AND PUBLIC SPACE MASTER PLAN

The Park and Public Space Master Plan provides for the transformation of 87 acres of the Island from an abandoned military base to a vibrant, open space destination for the region. The plan was developed to transform the Island into an attractive public space for the region and to accentuate the Island's inherent attributes—its extraordinary views, its historical landscape, and its unique vantage point on the Harbor.

The Park Master Plan envisions the following thirteen areas: Soissons Landing, Yankee Landing, the Great Promenade, South Battery, Parade Ground, Colonels Row, Nolan Park, Liggett Terrace, Hammock Grove, Play Lawn, The Hills, Liberty Terrace, and South Prow. Each of these is described below.

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Soissons Landing

The area upland of Soissons Dock, the arrival point for ferries from Manhattan to the North Island, would be regraded and repaved to enhance accessibility and to create a series of public plazas. The area would also include additional landscaping and orientation signing.

Yankee Landing

Improvements to Yankee Landing, which is on the east side of the Island, would welcome future tenants and visitors from Brooklyn, Manhattan, and other points using the ferry to Yankee Pier. A sheltered but unenclosed ferry waiting area would also be provided at this location.

The Great Promenade

The Great Promenade, a 2.2-mile path around the perimeter of the Island, would be designed for walkers, bikers, runners, roller bladers, and limited vehicular traffic. New paving elements, lighting, way-finding, and guardrails would be consistent along the Promenade, integrating the Island's northern and southern portions. The Promenade would provide unparalleled views of the area around Governors Island, directing views towards the Lower Manhattan skyline, Brooklyn Bridge Park, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

The Promenade would have two levels on the western side of the Island and at the southern end. At both of these locations, the lower levels of the Promenade would allow for biking or walking near the water's edge and serve limited vehicular traffic. The upper level on the west side of the Island would have trees and benches, and would terminate on the viewing roof of the Shell at Liberty Terrace (see Liberty Terrace description below). The upper level on the southern end would provide another resting area with benches and other seating (see South Prow description below).

South Battery

The South Battery, which is located towards the southern portion of the Historic District on the east side of the Island, was built in 1812 as a defense against enemy ships entering Buttermilk Channel. Around the historic fort is a 10,100-square-foot asphalt surface, which would be replaced with lawn, trees, shrubs, and seating areas. This would create a new resting place along the Great Promenade, providing seating and amenities in a location that would showcase the historic fort.

Parade Ground

The Parade Ground is a 12-acre lawn located between Nolan Park and Colonels Row. This large open space is currently used for concerts, picnics, and recreational activities. This area would be improved to support both active and passive recreation. Towards the southern end of the Parade Ground, the lawn would be regraded and improved with two flat fields that would be large enough to allow soccer and other field sports.

Colonels Row

Colonels Row includes a line of historic houses that look out toward Liggett Hall onto a flat, triangular open space surrounded by tall trees. This area would have limited improvements 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 that date to 1810. This area would be enhanced with selective plantings and resetting and reconstructing existing brick paths to improve accessibility in keeping with historic preservation requirements.

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Liggett Terrace

From Colonels Row, visitors would walk through an arch to Liggett Terrace, a four-acre area south of Liggett Hall, the Island's largest building. The existing parking lot and lawn areas would be replaced with a public plaza with flower beds, labyrinthine hedges, fountains, public art, seating areas, concession stands, and children's play areas.

Hammock Grove

South of Liggett Terrace would be Hammock Grove. This area would be regraded to introduce a rolling terrain planted with dense groves of trees with paved paths providing access and circulation.

Play Lawn

The 12-acre Play Lawn would be the largest multi-purpose open space on the Island. This area would have two regulation-sized ballfields for active recreation like Little League baseball, adult softball and soccer. In addition to the ballfields, there would be smaller open spaces with rolling topography.

The Hills

The Park Master Plan envisions four hills between 32 feet and 82 feet in height on the South Island, transforming the topography of the Island. The Hills would be planted with ground covers, shrubs, plants, and trees. In addition, there would be several pathways to explore the Hills. From the top of the Hills, broader views of the surrounding area would be available, with views of the Statue of Liberty, New Jersey, Lower Manhattan, the Brooklyn waterfront, and Staten Island.

Liberty Terrace

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

South Prow

At the southern end of the Island, the Great Promenade would split into two levels. The lower level pathway would follow the edge of the Island and would be at grade with the eastern Promenade. This pathway would surround Wetland Gardens, a three-acre area with a variety of wetland plants. A picnic area would be adjacent to Wetland Gardens.

Next to the upper level pathway would be the South Prow Overlook. This area, which would have benches and other seating, would be seven feet above Wetland Gardens.

ISLAND REDEVELOPMENT

Island Redevelopment in addition to the open space development described above is expected to include the reuse of more than 1.35 million square feet in existing North Island historic buildings, and the development and construction of new buildings in the two future development zones on the South Island. At this time, no concrete proposals have been put forth for the redevelopment of these areas and, therefore, specific uses are not proposed, defined, or designed. For analysis purposes, it is assumed that the building reuse on the North Island and new development on the South Island would collectively total three million square feet of development (roughly equivalent to the total square footage of development on the Island in the U.S. Coast Guard era). It is assumed that new uses could include a variety of university, conference/hotel, office, accessory/service retail and restaurant,

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cultural, public school, and maintenance and support uses, consistent with the land use and historic reuse covenants imposed by the transfer deed from the Federal Government.

INFRASTRUCTURE IMPROVEMENTS

Water Mains

The existing water supply to the Island runs through the Brooklyn Battery Tunnel and is non-potable. The Proposed Project includes construction of two 12-inch water mains from Brooklyn to provide potable water to the Island. One route would be constructed from the north end of the Island to the Red Hook Container Terminal (on New York City-owned property) and connect to the NYCDEP water supply on Van Brunt Street via Sackett Street, Union Street, or President Street; the other route would extend from the south end of the Island and connect to the NYCDEP water supply in Conover Street via Sullivan Street. Both connections would require agreements and/or easements for the placement of the mains on the Brooklyn side of Buttermilk Channel and environmental permits for their construction from NYCDEP and NYSDEC. The new water mains would extend under Buttermilk Channel to the Island water infrastructure and distribution system in the vicinity of Building 85 on the North Island and near Half Moon Road on the South Island.

Seawall and Stormwater Outfalls

Governors Island is currently bounded by a continuous, 2.2-mile stone masonry seawall constructed on a shallow foundation. On the south and west sides of the Island, the seawall exhibits significant deterioration due to wave action generated by prevailing winds and harbor traffic. Additionally, 132 stormwater outfalls penetrate the seawall. At a number of these outfalls, deterioration of the stormwater infrastructure has contributed to the deterioration of the seawall, including on the more sheltered north and east sides of the island. The proposed action would involve the replacement, reconstruction, rehabilitation, or repair of the seawall, as appropriate and as described below, and the reconstruction and consolidation of stormwater outfalls penetrating the seawall to reduce maintenance and inspection requirements and improve the overall integrity of the wall.

Sections of the seawall on the west side of the island and within the historic district would be rebuilt. The rebuilt sections would include the construction of a suitable wall foundation, replacement of general fill behind the wall with appropriate structural backfill, and reconstruction of the stone wall face to exhibit a similar appearance to the existing wall.

Sections of the seawall on the south and west side of the island and outside the historic district would be removed and replaced with a rip-rap revetment. This replacement is an economical alternative to rebuilding the existing wall and is consistent with current engineering and environmental practice.

The sections of the seawall on the north and east sides of the Island that do not warrant reconstruction would be rehabilitated or repointed as appropriate. Rehabilitation will occur at angles in the wall geometry where deterioration is more advanced and at locations where failures in the stormwater infrastructure have resulted in deterioration of the seawall. Rehabilitation would involve the partial removal of the seawall and unsuitable backfill and reconstruction of the wall using the same material pinned with reinforcement bars and with placement of suitable structural backfill.

The proposed stormwater outfall work includes reconstruction of 28 stormwater outfalls, construction of one new stormwater outfall, and abandoning and sealing the remaining 104 outfalls. This improvement, which would be undertaken as part of the seawall rehabilitation, would reduce the total number of outfalls from 132 to 29. Where the seawall would be replaced by riprap revetment, the stormwater outfalls to be abandoned would be cut back to a proposed cast-in-place head wall, capped at the face of the wall and at the inlet, then grouted and sealed with concrete. Outfalls selected to be

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abandoned in place and located in sections where the seawall is proposed to be rebuilt, rehabilitated, or repointed would first be capped at the face of the seawall and inlet and then be grouted and sealed with concrete. Other remaining outfalls or sections of outfall piping that cannot feasibly be abandoned would be excavated and removed. The seawall rehabilitation and stormwater outfall reconstruction activities would require authorization from the USACE under Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act of 1899, and from NYSDEC under Articles 25 and 15 of the Environmental Conservation Law, and Section 401 Water Quality Certification.

PROJECT PHASING

As discussed above, development of the Island would occur in multiple phases and would depend upon financing. It is anticipated that Phase 1 construction would begin in early 2012 and be completed by the end of 2013. Although at this time there is no schedule for funding for any portion of the Later Phases, it is assumed for purposes of analysis that construction of the Later Phases would begin after 2013 and be ongoing to 2030 as funding is obtained for portions of the park and as the development zones are constructed.

Phase 1 (2013)

Phase 1 of the Proposed Project would involve the implementation of park and public space enhancements, focusing on key locations. The Trust considered alternative sets of initial improvements and selected a Phase 1 plan that would improve the Historic District including Soissons Landing, the South Battery and Liggett Terrace as well as construct approximately 23 acres of new open space in the center of the South Island to create Hammock Grove and the Play Lawn. In addition, Phase 1 would include construction of one or both of the 12-inch water mains from Brooklyn to provide potable water to the Island, and the repair and replacement of the Island's seawall, including the consolidation and upgrade of stormwater outfalls.

Later Phases (Through 2030)

The Later Phases of the Proposed Project are expected to include the following (not necessarily listed in the order in which they might be implemented): (i) completion of the park and public spaces on the Island (Later Phases-Park and Public Spaces), (ii) reuse of more than 1.35 million square feet in existing historic buildings on the North Island, and (iii) development and construction of new buildings in the two future development zones on the South Island.

(i) Park and Public Spaces

The Later Phases-Park and Public Spaces would provide 32 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 open spaces include the creation of the Great Promenade at the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and South Prow.

The Later Phases-Park and Public Spaces would also include park maintenance facilities. The open space development of the Later Phases-Park and Public Spaces would occur as funding becomes available, and one or more of these components may be developed at a time. While this new open space would serve users of the Proposed Project and also function as a destination open space for the surrounding region, the creation of the proposed park and public spaces is not dependent on any future development that may occur in the specified development zones described below.

Island Redevelopment

(ii) North Island Historic Structures

More than 1.35 million square feet of potential redevelopment space is available in existing historic structures on the North Island. It is expected that some or all of this space would be retenanted in the

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Later Phases-Island Redevelopment stage of the Proposed Project, although the future uses have not yet been specifically determined or defined. As part of this proposed reuse, historic buildings—including Liggett Hall—would be carefully restored. Restoration work would be reviewed and approved by LPC under the New York City Landmarks Law and/or OPRHP (as appropriate), pursuant to the *Governors Island Historic District Preservation and Design Manual*. The existing historic buildings associated with any previous housing-related and office-related uses are considered most conducive for future uses such as housing for students and faculty, as well as smaller classroom and office uses.

(iii) South Island Future Development Zones

Two future development zones totaling 33 acres have been delineated on the South Island in areas where existing buildings will be demolished. A 6.5-acre development zone is located on the west side of the Island facing New York Harbor, and a 26.5-acre development zone faces Buttermilk Channel and Brooklyn.

Although the future uses in these two areas have not yet been specifically proposed, determined, or defined, potential uses on the Island are limited by the land use and historic resource covenants contained in the transfer deed from the federal government. It is assumed that new buildings on the South Island could be designed to provide highly flexible academic (including dorms and faculty housing) and/or research institution space, lab space, or similar uses, and could become the academic and/or research institution heart of a university program or think tank. Likewise, a second major use could be as a conference center/hotel with hotel rooms, meeting rooms, and recreation facilities. It is anticipated that Yankee Pier would be the point of access.

The remaining portions of the South Island development zones (as well as the North Island vacant historic buildings) are expected to be used for some combination of not-for-profit offices, such as think-tanks or small organizations affiliated with academic and/or research institution uses; for-profit commercial office uses; offices for The Trust and Island contractors; maintenance and service space for Trust and Island operations; water transportation support uses (such as ferry offices); cultural uses including small galleries or museums; entertainment uses; other commercial uses; associated retail; and educational uses similar to the Urban Assembly New York Harbor School now located in the existing Building 550 in the Historic District.

FACTS AND CONCLUSIONS RELIED ON TO SUPPORT THE DECISION:

LAND USE, ZONING, AND PUBLIC POLICY

The Proposed Project would provide a major benefit to the people of New York City and the surrounding region by expanding and improving publicly accessible open space, allowing that open space to be used year around, and replacing vacant land and outmoded and underutilized buildings with active uses including new institutional, commercial, and other development. Overall, the FGEIS analysis concludes that the Proposed Project would not result in significant adverse impacts with respect to land use, zoning, and public policy.

Phase 1

Phase 1 would have a positive effect on land use by improving existing open spaces on the Island and opening new areas to public access. The proposed open space improvements would support the existing institutional and open space uses, fulfill long-term public policies for the Island, and help achieve the City's waterfront and open space goals. Phase 1 would not require any changes to zoning and would be consistent with the deed restrictions that regulate development on the Island.

Later Phases

Upon completion of the Proposed Project, there would be additional open space improvements and up to 3 million square feet of development in retenanted historic structures on the North Island and new buildings within two designated development zones on the South Island. The Later Phases would also provide 32 acres of newly designed open space through the center and perimeter of the South Island. Full development of 87 acres of park and public space would continue and expand on the open space uses on the Island. Taken together, the open space uses, new uses in the historic structures and in the development zones, and the existing National Monument would support each other by creating active and passive open spaces and enlivening the island with active, full-time uses.

Full development would comply with the deed restrictions; it is anticipated that projects in the two designated development zones would require future land use approvals. Subsequent discretionary actions will require further environmental review, the extent of which would be determined at that time. As compared with Phase 1, full development of the Proposed Project would go further in fulfilling long-term public policies for the Island and would help achieve the City's waterfront and open space goals. In furtherance of City goals, the full development would also result in substantial economic development. Therefore, the Proposed Project would not result in significant adverse impacts with respect to land use, zoning, or public policy.

SOCIOECONOMIC CONDITIONS

The FGEIS analysis finds that the Proposed Project would not result in significant adverse socioeconomic impacts due to direct or indirect changes in residential and economic activity.

Phase 1

No direct residential, business, or institutional displacement would occur as a result of Phase 1. Since Phase 1 would not result in residential or commercial development, there would be no significant adverse impacts due to indirect residential or business displacement. Finally, Phase 1 would not result in direct displacement or any regulatory changes with the potential to affect conditions within a specific industry. Therefore, Phase 1 would not affect any of the socioeconomic issues of concern, and would not result in any significant adverse socioeconomic impacts.

Later Phases

The full development of the Proposed Project would not directly displace any residential units, nor would it directly displace any existing business or institutional uses. Therefore, there would be no significant adverse impacts from the full development of the Proposed Project due to direct residential or business and institutional displacement.

Because the Island is not currently developed with residential uses, development resulting from the full development of the Proposed Project would not have the potential to cause indirect residential displacement on the Island. In addition, academic housing on the Island would not affect rents in existing off-Island residential areas since the Island is physically separated from other existing residential neighborhoods. Therefore, full development of the Proposed Project would not result in any significant adverse impacts due to indirect residential displacement. Furthermore, the Proposed Project would not result in any significant adverse impacts due to indirect business or institutional displacement to On-Island or Off-Island businesses and institutions.

Full development of the Proposed Project would not result in direct displacement and it is not expected to include any regulatory changes with the potential to adversely affect conditions within a specific industry.

COMMUNITY FACILITIES

The FGEIS analysis concludes that the Proposed Project would not result in any significant adverse impacts to community facilities and services.

Phase 1

Phase 1 of the Proposed Project would not add a new residential population to the Island or substantially increase the worker or visitor populations. Therefore, Phase 1 would not result in any significant adverse impacts to community facilities.

Later Phases

The full development of the Proposed Project would introduce up to 223 elementary school students, 78 middle school students, and 116 high school students, and would include an approximately 150,000-square-foot public school for grades K–12, which could contain approximately 1,200 seats. This number of seats would accommodate all of the students generated by the Proposed Project and could provide additional capacity for off-Island students. Therefore, the Proposed Project would not result in any significant adverse impacts to public elementary and intermediate schools.

The number of new residents added by the Proposed Project would be a small increase (2.7 percent) in the total catchment area population of the libraries that would serve the new Island population. Furthermore, because the Proposed Project's housing units would be associated with educational institutions, it is expected that the new residents would have access to private libraries associated with the affiliated academic institution(s) in addition to public libraries. Therefore, the Proposed Project would not result in significant adverse impacts to public library services.

The Proposed Project would not result in any low-income and/or low- to moderate-income housing—the housing units for the Later Phases-Island Redevelopment component of the Proposed Project would be faculty housing and dormitories associated with an educational institution. Therefore, the Proposed Project would not be expected to introduce children eligible for publicly funded child care and the Proposed Project would not result in any significant adverse impacts to child care facilities.

The Proposed Project would not affect the physical operations of, or access to and from, a hospital or public health clinic. It is expected that the new residential, worker, and visitor population that would be introduced by the full development of the Proposed Project would continue to have access to the outpatient healthcare facilities in the study area. Overall, the Proposed Project would not result in any significant adverse impacts to publicly funded healthcare facilities.

The Proposed Project would not directly affect the physical operations of, or access to and from, a police precinct house or a fire station house. When the uses associated with the Later Phases-Island Redevelopment are specifically defined, The Trust would undertake further review and coordination with the Fire Department of the City of New York (FDNY) to ensure the provision of fire protection and EMS service to the Island's new population, and with the New York City Police Department (NYPD) to ensure the provision of police protection services. Because the full development of the Proposed Project may necessitate the commitment of NYPD or FDNY personnel, resources, or equipment to the Island, there would be the potential for a significant adverse impact related to police and fire protection services, which would be further evaluated in future environmental review of the Later Phases-Island Redevelopment.

OPEN SPACE

The full development of the Proposed Project would result in a substantial improvement to open spaces on the Island, and would create a unique new destination open space to serve the City and the region. The Proposed Project would transform Governors Island into an attractive public space for the region with a design that accentuates the Island's inherent attributes—its extraordinary views, its historical landscape, and its unique vantage point on the Harbor. The FGEIS analysis finds that the Proposed Project would not result in any significant adverse indirect impacts on open space, but would have the potential for significant adverse direct effects on open space as a result of the Later Phases-Island Redevelopment component of the Proposed Project.

Phase 1

Phase 1 of the Proposed Project would improve existing open spaces on the Island, open new areas of open space to the public, and would not alter residential, worker, or visitor populations compared with the future without the Proposed Project. Although Phase 1 would directly affect existing open space on the Island, the Proposed Project would improve the existing open space and therefore would not result in any significant adverse open space impacts.

Later Phases

Public access would be provided throughout the year, rather than just during the summer as is the case currently and in the future without the Proposed Project. The Later Phases-Island Redevelopment component of the Proposed Project would introduce new residential (faculty and students living in dormitories), worker, commuter student, and visitor population to the Island.

The Later Phases-Island Redevelopment component of the Proposed Project would result in development adjacent to the future park and public spaces, which could directly affect the open space through increased shadows or other conditions. When the uses associated with the Later Phases-Island Redevelopment are specifically defined, The Trust would undertake further review to determine whether they could result in direct effects to the Island open space. Because the FGEIS analysis cannot rule out the possibility for direct effects on the future park and public spaces due to development in the development zones, there would be the potential for significant adverse impacts related to direct effects on open space. These potential direct effects would be further evaluated in future environmental review of the uses associated with the Later Phases-Island Redevelopment.

With the full development of the Proposed Project, the FGEIS analysis finds that the Island open space would be sufficient to serve the future open space user population and that the new users would not diminish the Island's ability to serve as a regional open space destination. The Proposed Project would provide a wide range of active and passive facilities to serve the varying open space needs of the different user populations that would be introduced (residents, workers, commuter students, and visitors). The Proposed Project would also not be expected to create consistent open space demands on open spaces near the ferry landings, nor would it diminish the ability of these open spaces to serve their user populations. Overall, the Proposed Project would not result in any significant adverse indirect impacts on open space.

SHADOWS

Phase 1

Phase 1 of the Proposed Project would not result in any new structures and, therefore, would not cause any adverse shadow impacts. However, it would improve some existing areas (such as the

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paved area at Soissons Landing) and create new open space areas that would become sun-sensitive open spaces.

Later Phases

The Later Phases-Park and Public Spaces would also not result in any tall structures but would add to the inventory of sun-sensitive open spaces.

The Later Phases-Island Redevelopment would likely result in new shadows on portions of the open spaces created or improved by the Proposed Project. Open spaces and any sun-sensitive historic resources that are near the development zones and to their east, north, and west would be more likely to experience project-generated shadows than those farther away or directly south of the development zones. If the affected open spaces were not created by the Proposed Project, it is possible that some incremental shadows from development zone structures would be considered to have significant adverse impacts. On the other hand, the North Island open spaces and historic resources that are farther away from the development zones (i.e., north of Liggett Hall) would likely be only minimally affected by project-generated shadows, although this would depend on the height, location, and configuration of the structures that are eventually built in the development zones. The design and programming of the proposed Park and Public Spaces would reflect the expected sunlight and shadow conditions at each location, to address potential shadow effects. Additionally, the two development zones would be planned and developed to minimize shadow impacts on the Island's open spaces. Shadows cast by new buildings could affect utilization of these open spaces, particularly in the cooler weather months. In any case, it is expected that there would be further review of shadows when specific development is actually proposed because it is likely to require land use actions that are subject to environmental review.

HISTORIC AND CULTURAL RESOURCES

Phase 1

Phase 1 of the Proposed Project would not be expected to have significant adverse impacts on historic and cultural resources. The design for the Phase 1 park and public space improvements within the Historic District would be reviewed and approved by Landmarks Preservation Commission (LPC) under the New York City Landmarks Law and/or the New York State Office of Parks, Recreation & Historic Preservation (OPRHP). The proposed landscaping work within the Historic District would be consistent with the guidelines for new landscaping in the *Governors Island Preservation and Design Manual*, and changes to Colonels Row Green, Nolan Park, and the Parade Ground would not adversely affect the character-defining elements of those features. In particular, the improvements to the Parade Ground for active recreation would not significantly affect the overall appearance of this character-defining element of the Historic District or its visual appearance as an open lawn.

Since Phase 1 of the project would occur on or in close proximity to contributing elements of the Governors Island Historic District and the Governors Island National Monument, a construction protection plan (CPP) would be developed—based on the requirements stipulated in the New York City Department of Buildings (DOB) *Technical Policy and Procedure Notice (TPPN) #10/88*—to ensure that historic structures and landscape elements within 90 feet of construction activities would not be inadvertently affected during construction. The CPP would need to be reviewed and approved by LPC and/or OPRHP (as appropriate). Furthermore, construction of the Proposed Project would be conducted in accordance with the guidelines of the Design Manual and with the New York City Landmarks Law.

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Since Phase 1 of the Proposed Project would not alter any buildings in the Historic District, it would not be expected to have an adverse contextual effect on historic resources in the surrounding area, including adjacent portions of the Governors Island Historic District and the Governors Island National Monument.

Later Phases

The parks and open space improvements to be developed on the Island during the Later Phases of the Proposed Project are not anticipated to have significant adverse visual or contextual effects on architectural resources. The design for the park and public space improvements that are located within the Historic District, including plans for the new open canopy ferry shelter at Yankee Landing, would be reviewed and approved by LPC under the New York City Landmarks Law and/or OPRHP (as appropriate), pursuant to the Design Manual.

As in Phase 1 of the Proposed Project, a CPP would be developed for the Later Phases of the Proposed Project to ensure that historic structures and landscape elements within 90 feet of construction activities would not be inadvertently affected during construction.

At this time, the uses associated with the Later Phases of the Island's redevelopment, including for the North Island historic buildings and the two South Island development zones, are not specifically proposed, defined, or designed and their operations have not yet been planned. Details are not available regarding the renovations of any buildings within the Historic District; nor are they available regarding the siting, height, massing, design, or materials of the buildings to be developed on the South Island in the Later Phases-Island Redevelopment of the Proposed Project. Given the lack of plans to review, it is not possible at this time to determine whether the full development of the Proposed Project would or would not be inconsistent with the character of the Governors Island Historic District or the Governors Island National Monument. The Trust intends to develop design guidelines for the South Island's two development zones. These guidelines would be intended to create a harmonious relationship between the new buildings, the historic buildings and landscapes, and the new landscapes. These guidelines shall also take into account potential shadow impacts resulting from the new buildings to the existing historic properties and character-defining landscape features. Further, when such development has been planned and designed, it is anticipated that it would require land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to historic resources.

URBAN DESIGN AND VISUAL RESOURCES

Phase 1

Phase 1 of the Proposed Project would not result in any significant adverse impacts to urban design. The proposed work would enhance the context of buildings within the Governors Island Historic District that are adjacent to project areas; create new open spaces and enhance connections between open spaces; and improve existing streetscape elements. The Proposed Project would not result in any adverse changes to building types, arrangements, or uses, streetscape elements, open spaces, natural resources, or wind or sunlight characteristics. Phase 1 of the Proposed Project would not obstruct or significantly affect any existing view corridors or visual resources.

Later Phases

Any reuse of buildings within the Governors Island Historic District in the Later Phases of the Proposed Project would require compliance with the guidance of the Design Manual and applicable landmark laws and regulations. While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. The types and

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arrangements of the buildings in this area, and their relationship to surrounding open spaces and natural resources, would not change with the Proposed Project. Therefore, this element of the Proposed Project would not result in a significant adverse impact to urban design.

The lighting, fencing, and paving treatments that are currently installed along the waterfront esplanade and adjacent roadway are not notable or unique to Governors Island. Therefore, the replacement of these elements with a cohesive streetscape program for the Great Promenade would be considered an enhancement to the Island's urban design.

The proposed change to the South Island's topography (the Hills) would be anticipated to improve the area's wind characteristics and—by providing a better environment for trees—create more shade opportunities.

The potential siting, height, massing, design, and materials of the buildings to be developed on the South Island have not yet been developed or designed. Given the lack of plans to review, it is not possible at this time to determine whether the proposed redevelopment—alone or in combination with the new topography of the Hills—would or would not negatively affect the context of the neighboring buildings and open spaces on the North Island. It is anticipated that design guidelines would be developed for the South Island development zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to urban design.

The proposed improvements to the Great Promenade on both the North and South Island would enhance the context of the Island's existing, panoramic views and the context of the visual resources on the North Island. The Proposed Project would not have a significant adverse effect on the North Island's view corridors.

The potential siting, height, massing, design, and materials of the buildings proposed for the South Island have not yet been developed or designed. Therefore, at this time it is not possible to determine whether this proposed redevelopment would or would not negatively affect the context of the visual resources on the North Island or views of the North Island from these off-Island areas to the north, east, and west. When such development has been planned and designed, it is anticipated that it would require future land use actions that would be subject to CEQR and the associated future environmental review would take into account potential impacts to view corridors and visual resources.

NATURAL RESOURCES

The Proposed Project would not result in any significant adverse environmental impacts to floodplains and natural resources. The Proposed Project would provide a benefit to natural resources by improving existing open spaces and creating approximately 32 acres of new open space, which would increase the diversity and quality of habitats available on Governors Island. The integration of sustainable design principles for the proposed park and open space areas would ensure that these newly created open spaces and habitats would continue to benefit natural resources into the future. These design principals include reshaping the topography of the Island around the projected 100-year flood elevation to maintain sufficient separation between the root zone of planted trees and projected saltwater levels, and planting vegetation tolerant of salt spray and elevated salinity levels within the wetlands created as part of the Proposed Project.

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The decrease in the total amount of impervious surfaces within the project site would decrease the discharge of stormwater runoff to the Upper New York Bay. The implementation of measures that would be part of the post-construction stormwater management measures incorporated into the Stormwater Pollution Prevention Plans (SWPPP) would further reduce discharge of stormwater to the Upper Bay and improve its quality. Incorporation of the Park Master Plan's proposed sustainable design measures, such as controlling the application of fertilizers and use of non-toxic pest and disease control for plants, could also minimize the potential for the operation of the park and open spaces to affect the quality of stormwater discharged to the Upper Bay.

Phase 1

Construction and operation of Phase 1 of the Proposed Project would not have the potential to result in any significant adverse impacts to existing terrestrial plant and wildlife communities, floodplains, wetlands, water quality, aquatic biota in the Upper New York Bay, or threatened or endangered species.

While the consolidation of the stormwater outfalls from 132 to 29 would generally result in an increase in the diameter of the outfall and increased flow capacity, the overall stormwater runoff peak flows from the Island would decrease because of the total decrease in impervious surfaces, which would also improve the quality of the stormwater discharged. During some of the seawall rehabilitation and stormwater outfall reconstruction activities, removal of bottom sediment and existing riprap at the toe of the seawall would adversely affect aquatic biota through the loss of aquatic habitat and possibly some benthic invertebrate individuals. However, these adverse impacts would be minimal and would be offset through the restoration of aquatic habitat achieved through the replacement of approximately 0.7 miles of existing seawall with riprap revetment. Grading, construction, and landscaping activities associated with Phase 1 would directly impact wildlife due to loss of habitat, for those individuals unable to find suitable available habitat nearby. However, the majority of the wildlife species currently using the habitats on Governors Island are extremely common to urban areas and tolerant of disturbances and, therefore, Phase 1 would not result in significant adverse impacts to their populations by the loss of some individuals. The creation of Hammock Grove and Play Lawn would benefit terrestrial wildlife, particularly birds, by increasing forest cover on the Island.

Later Phases

Construction and operation of the full development of the Proposed Project would not have the potential to result in any significant adverse impacts to existing terrestrial plant and wildlife communities, floodplains, wetlands, water quality, or aquatic biota in the Upper New York Bay. The Later Phases-Park and Public Spaces would result in beneficial effects on plants and wildlife on and around the Island.

Portions of the park and open space elements to be developed in the South Island would be located within the current 100-year floodplain. Fill material would be added for the construction of the Later Phases-Park and Public Spaces to raise the elevation above the projected future 100-year flood elevation. The design of any new buildings within the development zones for the Later Phases-Island Redevelopment would have to be consistent with the New York City Building Code requirements for construction within the 100-year floodplain.

With the reduction in impervious cover and implementation of erosion and sediment control measures and the stormwater management measures that would be specified in the SWPPP, stormwater discharged during construction of the full development of the Proposed Project would not result in

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significant adverse impacts to littoral zone tidal wetlands, or to water quality, or aquatic biota of the Upper Bay.

The construction of the Great Promenade would not result in the loss of wildlife habitat but would have the potential to disturb waterfowl present offshore during fall and winter. However it is expected that these birds would be able to avoid construction areas and move into similar nearby habitats. In addition, the proposed development of the Hills would enhance the Island's native plant diversity and likely provide habitat for native wildlife, particularly migrating birds, and the South Prow would create the only wetland habitat on Governors Island.

HAZARDOUS MATERIALS

Previous studies identified the potential for subsurface contamination and hazardous materials in buildings (such as asbestos-containing materials [ACM] and lead-based paint) at the project site.

To avoid significant adverse impacts, the following measures would be undertaken prior to and during construction of the Proposed Project (in both the new park and open space areas and the development zones):

- All subsurface soil disturbance would be performed in accordance with existing procedures relating to potential unexploded ordnance, including the use of ground-penetrating radar prior to conducting excavation.
- During all dewatering required during subsurface work, water would be discharged in accordance with NYSDEC State Pollutant Discharge Elimination System (SPDES) permitting requirements. If necessary, the water would be pretreated prior to discharge.
- All excavated soil and fill materials requiring off-site disposal would be handled and disposed of in accordance with applicable regulatory requirements. Should contaminated soil and/or petroleum tanks be encountered, applicable regulatory requirements (e.g., those relating to spill reporting and tank registration) would be followed to address removal of the tanks and any associated soil or groundwater contamination.
- Any tanks that would be disturbed by excavation activities would be closed and removed, along with any contaminated soil, in accordance with applicable requirements including NYSDEC spill reporting requirements. If historical tanks are discovered, they would be properly registered, if required, with NYSDEC and/or the New York City Fire Department. The NYSDEC Petroleum Bulk Storage record and Spill Prevention, Countermeasure and Control Plan (SPCC) would be kept updated with the status of the tanks.
- All such disturbance would be performed in accordance with a NYCDEP-approved Remedial Action Plan (RAP) and Construction Health and Safety Plan (CHASP), the scope of which would be based on the findings of the existing studies. The RAP would provide the appropriate clean fill importation criteria and criteria for allowable reuse of excavated site soils (whether in the uppermost layer of landscaped areas or elsewhere), handling, stockpiling, testing, transportation, and disposal of excavated materials, including any unexpectedly encountered contaminated soil and petroleum storage tanks, in accordance with applicable regulatory requirements. The CHASP would ensure that subsurface disturbance is performed in a manner protective of workers, visitors to the Island, and the environment.

With these measures, the Proposed Project would not result in any significant adverse impacts related to hazardous materials.

WATER AND SEWER INFRASTRUCTURE

Phase 1

As part of Phase 1 of the Proposed Project, one or both of the new water mains are proposed to be constructed to provide potable water to the Island and the improvements to the park and public spaces on the Island would include the installation of an irrigation system. Phase 1 of the Proposed Project would increase the total water demand from the project site, but this increase would not result in any significant adverse impacts on the water supply or wastewater conveyance and treatment infrastructure.

In addition, the Phase 1 open space improvements and enhancements would result in a decrease in the amount of impervious surface on the Island, and therefore result in a decrease in the total amount of stormwater runoff. The Trust would also modify the storm sewers, which would result in an overall reduction in the total number of stormwater outfalls. Due to the reduction of impervious surfaces and a net decrease of stormwater outfalls, Phase 1 would not result in any significant adverse impacts on the quality of stormwater runoff.

Later Phases

The full development of the Proposed Project would result in an increased demand on the City's water supply and the wastewater conveyance and treatment infrastructure. While full development of the Proposed Project would result in an increase in water demand, the new 12-inch water mains would provide adequate water supply. Therefore, it is expected that there would be adequate water service for the full development of the Proposed Project and there would be no significant adverse impacts on the City's water supply.

The incremental sewage generation by the full development of the Proposed Project would be only 2.2 percent of the average daily flow at the Red Hook Wastewater Treatment Plant (WWTP) and would not result in an exceedance of the Red Hook WWTP's capacity. Based on extensive discussions between The Trust and the New York City Department of Environmental Protection (NYCDEP), the conveyance infrastructure between the force main and WWTP would also be sufficient to handle project-generated flows. Therefore, based on the potential development scenarios, the incremental sanitary sewage generation would not be expected to create a significant adverse impact on either the conveyance infrastructure or the Red Hook WWTP.

The full development of the Proposed Project would result in a decrease in the total amount of impervious surfaces on the project site. As a result, the full development of the Proposed Project would result in increased infiltration of stormwater and decreased stormwater runoff to the New York Harbor. In addition, in accordance with NYSDEC SPDES General Permit for Stormwater Discharges from Construction Activity (GP-0-10-001), an SWPPP consisting of both temporary erosion and sediment controls and post-construction stormwater management practices would be prepared prior to commencing any construction activities associated with the Later Phases. The erosion and sediment control practices would be implemented during construction activities to minimize the potential for sediment laden runoff into the adjacent water bodies. The project site would incorporate post-construction stormwater control measures that would be designed to meet the requirements of the SWPPP and would improve the quality of stormwater runoff. The implementation of these measures as part of the Proposed Project would result in decreased stormwater runoff and an improvement in the quality of the stormwater runoff.

At this time, the uses associated with the Later Phases-Island Redevelopment are not specifically proposed, defined, or designed and their operations have not yet been planned. In the future, when the

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specific uses for the Later Phases-Island Redevelopment are identified and designed, it is anticipated that additional environmental review will be required. At that time, in coordination with NYCDEP, the Trust will commit to creating a best management practices (BMP) Concept Plan that would identify potential BMPs that would achieve an overall stormwater release rate of 0.25 cubic feet per second (cfs) or 10 percent of the allowable flow rate (whichever is greater). In addition, it is anticipated that the future environmental review would take into account potential impacts on sanitary and stormwater drainage and management.

SOLID WASTE AND SANITATION SERVICES

For the Proposed Project, it is anticipated that The Trust would collect solid waste for the park and public space (both Phase 1 and later phases) and a private carter would collect solid waste generated by future development. In both cases a private trucking service would remove the solid waste. In accordance with the City's Solid Waste Management Plan, the Proposed Project would also comply with the City's recycling program.

Phase 1

Phase 1 of the Proposed Project would generate approximately about 28 tons of solid waste per week. In comparison, the No Build condition will generate about 27 tons of solid waste per week. Compared with the 13,000 tons per day that private carters currently handle, it is expected that private carters would have sufficient capacity to accommodate the additional waste generated by Phase 1 of the Proposed Project. Therefore, Phase 1 of the Proposed Project would not result in any significant adverse impacts to solid waste and sanitation services.

Later Phases

Full development of the Proposed Project would result in a net increase of approximately 130 tons of solid waste per week compared to conditions in the future without the Proposed Project, all of which is anticipated to be removed by a private trucking service. Compared with the 13,000 tons per day citywide that private carters currently handle, this amount of solid waste would be minimal and it is expected that private carters would have sufficient capacity to accommodate the additional waste generated by the full development of the Proposed Project. The increase in solid waste with the full development of the Proposed Project is not expected to overburden New York City's solid waste handling services. Therefore, full development of the Proposed Project would not result in any significant adverse impacts to solid waste and sanitation services.

ENERGY

There would be no potential for significant adverse impacts on energy because the Proposed Project would not significantly affect the transmission or generation of energy. Upon completion, the Proposed Project would comply with the *New York City Energy Conservation Construction Code*. In compliance with the code, the basic designs of all buildings would incorporate the required energy conservation measures, including meeting the code's requirements relating to energy efficiency and combined thermal transmittance.

TRANSPORTATION

Phase 1

The Trust has aggressively programmed spaces and events to attract visitation to the Island, resulting in phenomenal growth in patronage in early years, with slightly less dramatic increases in recent years. It is expected that such increases in visitation will continue through 2013 with or without the Phase 1 open space improvements. Therefore, Phase 1 of the Proposed Project would not result in any

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incremental trips or changes in the provision of public access to Governors Island and it would not have the potential for any transportation-related impacts.

Phase 1 and Later Phases-Park and Public Spaces

Phase 1 and the Later Phases-Park and Public Spaces would not result in any significant adverse transit, parking, or pedestrian safety impacts. However, increased trip-making resulting from additional visitation drawn to the completed Later Phases-Park and Public Spaces and more regular and increased ferry service to the Island from the BMB and Pier 6 portals is expected to result in significant adverse traffic impacts at two approaches/lane groups and significant adverse pedestrian impacts at two crosswalks, as discussed in “Potential Significant Adverse Impacts” below.

Phase 1, Later Phases-Park and Public Spaces, and Later Phases–Island Redevelopment

The full development of the Proposed Project, which includes Phase 1, Later Phases-Park and Public Space, and Later Phases–Island Redevelopment components, would substantially increase vehicular, transit, pedestrian, and parking demand during the weekday and weekend peak periods. Significant adverse impacts would likely result, beyond those identified as part of the quantitative analyses presented for the Phase 1 and Later Phases-Park and Public Space components. The evaluation of these impacts and the identification of potential mitigation measures would be the subject of future environmental review(s) when the programming of the Later Phases–Island Redevelopment is defined.

AIR QUALITY

Phase 1

Phase 1 of the Proposed Project would not result in a significant number of new vehicle or ferry trips or other significant changes. Therefore, Phase 1 would not result in a significant adverse impact on air quality.

Later Phases

Based on the traffic analysis conducted for the Later Phases-Park and Public Spaces, the number of peak hour trips at any one intersection is expected to be below the *CEQR Technical Manual* screening analysis thresholds. Therefore, the Later Phases-Park and Public Spaces would not have the potential for significant adverse impacts on air quality from the projected additional vehicle trips. The radiant heating system for the Shell that would be developed in the Later Phases-Park and Public Spaces would not have the potential for significant adverse impacts on air quality. Nor would the maximum predicted pollutant concentrations, and concentration increments from on-road transportation be likely to exceed the relevant guidance thresholds and ambient air quality standards. Ferry operations could have the potential to significantly affect pollutant concentrations locally in areas adjacent to the ferry landings; however, with appropriate site design and/or emission mitigation measures, significant adverse impacts on air quality can be avoided.

Since the specific future uses for the Later Phases-Island Redevelopment have not been proposed, defined, or designed, it is not possible to perform a detailed air quality analysis of potential transportation impacts from the full development of the Proposed Project. Any new buildings constructed as part of the Later Phases-Island Redevelopment would require heat and hot water systems, which would likely use natural gas or oil as fuel. While a detailed assessment of these sources is not possible since the specific use and design of these buildings have not been determined, the assessment approach for future environmental review is described in the FGEIS and reasonable measures that could be implemented to avoid the potential for significant adverse impact are

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identified in the FGEIS. The public school, research, or university laboratories that could be included in the Later Phases-Island Redevelopment can be designed to avoid the potential for significant adverse impact on air quality in the event of an accidental chemical spill. The design and operational measures that may be required would be reasonable and typical for laboratory facilities.

At such time when the Later Phases-Island Redevelopment has been planned and designed, it would be subject to CEQR, and that the associated future environmental review would take into account analyses of potential air quality impacts from the full development of the Proposed Project.

GREENHOUSE GASES

The Master Plan has accounted for the projected 2-foot sea level rise reducing the Island's vulnerability to storm surges as compared with existing conditions, by designing the new topography on the island for Phase 1 at 4 feet above the current 1-in-100 year flood levels, including an additional 2 feet to elevate tree roots above saltwater levels during severe storms. In addition, saltwater tolerant plant species will be used in low lying areas where practicable.

The Later Phases-Island Redevelopment has not yet been designed. However, it is anticipated that the final design would incorporate measures such as raising the grade and/or protective measures such as storm barriers and sealed critical infrastructure designed to accommodate a projected 2-foot increase in the 1-in-100 year storm level by the end of the century, or the most recent appropriate level based on the best information available at the time final designs are made. As detailed local climate change projections become available and are adopted into the City's infrastructure design criteria, such criteria would be incorporated into the Later Phases-Island Redevelopment component of the Proposed Project. The Trust and/or future applicant will analyze the climate resilience of the Development Areas and the GHG emissions from building and the ferry service in the Later Phases as part of future environmental review, and will ensure that the implementation of the Later Phases are developed in a manner consistent with the GHG reduction goal.

NOISE

Phase 1

Phase 1 of the Proposed Project would not result in noise level increases at any sensitive noise receptors. Although noise levels at the new, publicly accessible open space included in Phase 1 would be expected to exceed the CEQR 55 dBA $L_{10(1)}$ guideline for outdoor areas requiring serenity and quiet, such noise levels would be comparable to or less than noise levels in other open space areas in New York City. Consequently, Phase 1 of the Proposed Project would not result in any significant adverse noise impacts.

Later Phases

Full development of the Proposed Project could potentially include a new public school (and associated playground) as part of the Later Phases-Island Redevelopment. Noise generated by the proposed school playground may result in substantial noise level increases at some open space areas on the Island, depending on the specific location of the proposed school. Consequently, the school playground could potentially result in a significant adverse noise impact if it is located immediately adjacent to an open space area. The specific future uses for the Later Phases-Island Redevelopment have not yet been proposed, defined, or designed at this time. Therefore, these potential noise impacts will be analyzed in greater detail in further environmental reviews associated with any future actions. Buildings associated with the Later Phases-Island Redevelopment located within 20 feet of the proposed school playground would require up to 31 dBA of window/wall attenuation depending on

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the specific location and land uses of the buildings. These attenuation requirements would be analyzed in greater detail in further environmental reviews. Noise levels at the new, publicly accessible open space included the Later Phases-Park and Public Spaces would be expected to exceed the CEQR 55 dBA $L_{10(1)}$ guideline for outdoor areas requiring serenity and quiet, as is also the case at these areas under existing conditions and conditions in the future without the Proposed Project. However, such noise levels would be comparable to or less than noise levels in other open space areas in New York City.

PUBLIC HEALTH

Phase 1 and the Later Phases-Park and Public Spaces component of the Proposed Project would not result in significant unmitigated adverse impacts for any areas of technical analysis. Therefore, Phase 1 and the Later Phases-Park and Public Spaces would not result in any significant adverse impacts on public health.

Since the uses associated with the Later Phases-Island Redevelopment are not specifically proposed, defined, or designed, their operations have not yet been planned. When such development has been planned and designed, it is anticipated that it would require land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to public health as appropriate.

NEIGHBORHOOD CHARACTER

The neighborhood character of Governors Island is defined predominantly by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, seasonal open space uses and associated visitor population, sweeping views of the harbor, and the unique distinction between the North Island and the South Island. The FGEIS analysis finds that the Proposed Project would have a noticeable effect on the neighborhood character of the Island, but this change would be beneficial and not adverse.

Phase 1

Phase 1 would not have the potential to result in significant adverse impacts in any of the technical areas that contribute to neighborhood character, nor would it have the potential to result in a combination of moderate effects that cumulatively could affect neighborhood character. Therefore, Phase 1 of the Proposed Project would not result in any significant adverse impacts to neighborhood character.

Later Phases

The Later Phases-Park and Public Spaces would have a positive effect on the neighborhood character of Governors Island. Open space uses are an important contributing element to the Island's character, and the park and public spaces component of the Proposed Project would enhance open space uses on the Island and substantially complete the transformation of the South Island from underutilized space into high quality, publicly accessible open space that would complement the historic North Island. The Later Phases-Park and Public Spaces component of the Proposed Project in combination with Phase 1 would not result in any significant adverse impacts to neighborhood character.

The full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in a noticeable change to the neighborhood character of the Island. However, it is expected that this change would be beneficial and not adverse. The character of Governors Island would continue to be defined by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, open space uses, and sweeping views of the harbor. The Later Phases-Island

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Redevelopment would improve neighborhood character in both the historic North Island and the South Island by introducing appropriate uses in place of underutilized land and vacant buildings and enlivening the site with new residential, worker, student, and visitor populations. However, it is not possible at this time to determine whether the full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in significant adverse impacts to shadows, urban design and visual resources, historic resources, transportation, or noise that would have the potential to affect the neighborhood character of the Island. Future environmental review would assess the potential impacts to neighborhood character due to potential impacts in these technical areas as a result of the full development of the Proposed Project.

CONSTRUCTION

Potential construction impacts on park use, socioeconomic conditions, cultural resources, hazardous materials, transportation, air quality, noise, vibration, water quality and natural resources, and rodent control were analyzed for the Proposed Project. At this time, the development for the Later Phases-Island Redevelopment has not yet been specifically proposed, defined, or designed. Therefore, it is not possible to perform detailed construction analyses for all relevant areas of concern associated with the Later Phases-Island Redevelopment component.

- **Park users.** The Trust would institute a number of measures to minimize the effects on park users. Therefore, construction would not result in a significant adverse impact on park users.
- **Socioeconomics.** Construction of the Proposed Project would create direct benefits on the economy from expenditures on labor, materials, and services over the course of the construction period. Construction would also result in substantial indirect and induced economic effects and would generate tax revenues for New York City and State.
- **Historic and cultural resources.** Construction of the Proposed Project would require subsurface disturbance in multiple areas within the North Island. Any planned excavations within the Historic District, within areas of identified or potential archaeological sensitivity, or adjacent to the seawall will be accompanied by construction plans and an archaeological work plan from an accredited archaeologist, to be reviewed and approved by LPC and/or OPRHP. Upon completion of the pre-approved excavation within these areas, an archaeological summary report will be sent to LPC and/or OPRHP. LPC and/or OPRHP will be informed immediately if any artifacts are identified during excavations at any location within the Historic District.

The South Island is not considered to be potentially archaeologically sensitive, and thus the construction activities that would occur on this portion of the Island would not affect archaeological resources. Furthermore, LPC and OPRHP have determined that two proposed water main alignments would not affect archaeological resources within Brooklyn or beneath the Buttermilk Channel.

Since both Phase 1 and the Later Phases of the Proposed Project would occur on or within in close proximity to contributing elements of the Governors Island Historic District, a CPP would be developed—based on the requirements stipulated in DOB *Technical Policy and Procedure Notice* (TPPN) #10/88—to ensure that historic structures and landscape elements within 90 feet of construction activities would not be inadvertently affected during construction. The CPP would be reviewed and approved by LPC and/or OPRHP (as appropriate). Furthermore, construction of the Proposed Project would be conducted in accordance with the guidelines of the Design Manual. The Proposed Project’s CPP also would include stipulations to ensure that the off-Island potential resource at 43 Ferris Street would not be inadvertently affected during construction activities for the proposed water mains.

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- **Hazardous materials.** Impacts during construction of any component of the Proposed Project would be avoided by preparing a site-specific RAP and CHASP for implementation during construction and submitted to NYCDEP for review and approval.
- **Transportation.** No significant adverse impacts on vehicular traffic are expected from construction workers during construction of Phase 1 and the Later Phases-Park and Public Spaces. The construction of the Later Phases-Island Redevelopment would likely require longer construction periods and substantially more construction workers and deliveries, which may result in significant adverse transportation impacts. These impacts and potential mitigation measures will be assessed as part of future environmental reviews when details on the Later Phases-Island Redevelopment components become defined. In addition, no significant adverse impacts on public transit facilities from construction workers are expected. No significant adverse impacts are expected to be caused by the truck movement of construction materials. Furthermore, no significant adverse impacts on marine traffic are expected as a result of construction of the Proposed Project.
- **Air quality.** All appropriate fugitive dust control measures, including watering of exposed areas and dust covers for trucks, would be employed during construction of all components of the Proposed Project. These measures would prevent fugitive dust from creating a significant adverse impact. In addition, an emissions reduction program for all construction activities associated with the Proposed Project would be implemented. These measures would prevent engine emissions from creating a significant adverse impact.
- **Noise and vibration.** Construction noise is regulated by the New York City Noise Control Code and by the U.S. Environmental Protection Agency (USEPA) noise emission standards for construction equipment. In addition, appropriate low-noise emission level equipment and operational procedures would be used. Compliance with noise control measures would be included in the contract documents as material specifications and by directives to the construction contractor. Noise, while being intrusive for short periods of time during certain construction activities, would not result in a significant adverse impact. Given the locations of construction on Governors Island, no significant adverse impacts caused by vibration are expected.
- **Water quality and natural resources.** In-water construction activities for the Proposed Project that result in sediment disturbance have the potential to cause short-term adverse impacts to water quality. However, the effects would be temporary and would be localized to the immediate vicinity of the seawall reconstruction. Any increase in suspended sediment or any contaminants released to the water column would be expected to dissipate shortly after the completion of the sediment-disturbing activity and would not be expected to result in significant adverse impacts to water quality.

Implementation of erosion and sediment control measures and stormwater management measures, as part of the SWPPP, during construction of the Proposed Project would minimize potential impacts to water quality associated with stormwater runoff during land-disturbing activities that would occur in upland areas. Implementation of the SWPPP would also minimize potential significant adverse impacts to aquatic biota from the discharge of stormwater during construction of the upland project elements. Overall, during construction of the in-water project elements, temporary increases in suspended sediment, noise, and loss of bottom habitat and benthic macroinvertebrates unable to move from the area of activity would not be expected to result in significant adverse impacts to aquatic biota of Upper New York Bay.

- **Rodent control.** Construction contracts would include provisions for a rodent (mouse and rat) control program. Prior to the start of construction, the contractor would survey and bait the

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appropriate areas and provide for proper site sanitation. During the construction phase, as necessary, the contractor would carry out a maintenance program. Coordination would be maintained with appropriate public agencies.

GROWTH-INDUCING ASPECTS OF THE PROPOSED PROJECT

The new and improved open spaces in Phase 1 of the Proposed Project would not alter residential, worker, or visitor populations compared with the future without the Proposed Project, and therefore would not have the potential to induce additional development. The new water mains, repair and replacement of the seawall, and stormwater outfall consolidation project are necessary to support the future redevelopment of the Island contemplated by the Proposed Project and would not expand infrastructure capacity in other areas of the City.

The full development of the Proposed Project would result in a substantial change to land use on the Island, and would introduce new residents, workers, students, and visitors to the Island. However, because the Island is physically separated from other existing neighborhoods, it would have limited potential to induce additional development off of the Island.

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

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

There are a number of resources, both natural and built, that would be expended in the construction and operation of the Proposed Project. However, these commitments of land resources and materials are weighed against the public purpose and benefits of the Proposed Project: to create a major new public open space to serve the City and surrounding region, replace vacant land and underutilized buildings with active uses, fulfill long-term public policies for the Island, and meet the requirements set forth in the transfer deed from the federal government. In turn, the Proposed Project would provide a major benefit to the people of New York City.

The uses associated with the Later Phases-Island Redevelopment are not specifically proposed, defined, or designed and their operations have not yet been planned. When such development has been planned and designed, it is anticipated that it would require land use and/or other actions that would be subject to CEQR, and the associated future environmental review would consider the irreversible and irretreivable commitment of resources associated with the development proposed at that time.

POTENTIAL SIGNIFICANT ADVERSE IMPACTS

The FGEIS identified transportation-related significant adverse impacts for Phase I and the Later Phases-Parks and Public Spaces, as discussed below. Since the programming of the Later Phases-Island Redevelopment has not been specifically proposed, defined, or designed, the potential for significant adverse impacts will be identified and disclosed, along with feasible mitigation measures, in future environmental review.

TRANSPORTATION

Phase 1 and Later Phases-Park and Public Spaces

Increased trip-making resulting from additional visitation drawn to the completed Later Phases-Park and Public Spaces and more regular and increased ferry service to the Island from the BMB and Pier 6 portals is expected to result in significant adverse traffic impacts at two approaches/lane groups: (1) westbound approach at South Street and Old Slip during the weekday midday peak hour near the BMB; and (2) eastbound approach at Joralemon Street and Furman Street during the weekday PM peak hour near Pier 6. The mitigation analyses show that both of these impacts can be mitigated with minor adjustments to existing signal timings. Table 1 summarizes the recommended mitigation measures that are subject to review and approval by NYCDOT. With these mitigation measures in place, all of the impacted intersection approaches/lane groups would operate at the same or better service conditions as the No Build condition.

Table 1
Recommended Traffic Mitigation Measures

Intersection	AM Peak Hour	Midday Peak Hour	PM Peak Hour
Signalized Intersections			
South Street/Old Slip	No Changes	Shift one second of green time from the NB/SB phase to the WB phase.	No Changes
Joralemon Street/ Furman Street	No Changes	No Changes	Shift one second of green time from the SB phase to the EB/WB phase.
Notes: L = Left Turn, T = Through, R = Right Turn, EB = Eastbound, WB = Westbound, NB = Northbound, SB = Southbound.			

For pedestrian operations, significant adverse impacts were identified at two crosswalks: (1) south crosswalk at State Street and the M15 +SelectBusService (SBS) Bus Loop at Peter Minuit Plaza during the weekday midday and PM peak periods; and (2) west crosswalk at State Street and Whitehall Street during the weekday midday and PM peak periods, both near the BMB.

The impact at the south crosswalk at the intersection of Peter Minuit Plaza and State Street can be mitigated with modification of the existing signal to more efficiently process pedestrian flow across low-conflicting vehicular traffic volumes. Specifically, although the south crosswalk at this intersection operates with an exclusive pedestrian phase (20 seconds out of the 90-second total cycle length), the traffic volumes through this crosswalk are minimal (i.e., approximately 10 eastbound right-turning vehicles per hour). By allowing pedestrians to cross the south crosswalk during the east-west green traffic signal phase (Phase A), it would add 37 seconds of pedestrian crossing time with minimal effect on turning vehicles, and would improve the LOS at this crosswalk from LOS E to LOS B during both midday and PM peak 15-minute periods.

The impact at the west crosswalk at State Street and Whitehall Street can be mitigated by widening the existing crosswalk by one foot, which would improve the LOS at this crosswalk to acceptable levels during the midday and PM peaks when compared with the No Build condition.

With these mitigation measures, the Proposed Project would not result in any significant adverse pedestrian impacts under the Build condition.

In addition, a widened sidewalk in front of the Manhattan ferry portal at the BMB would be necessary to adequately accommodate the projected visitation demand. In front of the BMB, there is currently a

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narrow sidewalk. During peak visitation, The Trust regulates visitor queuing using part of the roadway adjacent to the BMB and deployment of traffic control agents. With Phase 1 and Later Phases-Park and Public Space, increased visitation (especially during weekend days) and year-round access are expected. Therefore, in addition to operational measures, The Trust is expected to evaluate physical improvements to address pedestrian access and circulation needs along the frontage of the BMB, which would become more pertinent over time, taking into consideration Governors Island visitors, New York City Department of Transportation's (NYCDOT) Slip 5, and the BMB's planned hotel, restaurant, and catering facility (a redevelopment project that is planned to be completed in the future without the Proposed Project), to ensure that the projected pedestrian activities can be adequately accommodated. The Trust would continue to regulate visitors until a design plan has been implemented.

ALTERNATIVES ANALYZED IN THE FGEIS

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

NO ACTION ALTERNATIVE

The No Action Alternative assumes that the Proposed Project is not implemented. There would be no new park or open space development, no new tenancies in historic buildings, and no new development. There would also be no replacement and repair of the seawall (with associated stormwater outfall consolidation project) or new water mains. However, visitation to the Island would continue to increase because even without the Proposed Project, evolving and adapting programs in the Island's flexible programming spaces will continue to attract visitors. The No Action Alternative would result in minimal changes on Governors Island or off-Island areas, but it would also not result in any associated benefits. The No Action Alternative would not result in significant impacts on land use, zoning, and public policy; socioeconomic conditions; open space; historic and cultural resources; urban design and visual resources; shadows; transportation; or noise. The No Action Alternative would also not replace underutilized land and vacant buildings with new uses that would enliven the Island with new residential, worker, student, and visitor populations. Whereas the Proposed Project would create a new, unique neighborhood for New York City, the No Action Alternative would not.

REDEVELOPMENT ALTERNATIVES

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

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would be undertaken. The potential effects of the Later Phases-Island Redevelopment would be studied in detail and mitigation measures would be identified as appropriate.

CONCLUSION

The benefits of the Phased Redevelopment of Governors Island outweigh the adverse environmental impacts. As discussed above, for Phase I and Later Phases-Parks and Public Spaces, the only significant adverse impacts identified were transportation-related, all of which can be fully mitigated. Because the programming of the Later Phases-Island Redevelopment has not been specifically proposed, defined, or designed, the potential for significant adverse impacts will be identified and disclosed, along with feasible mitigation measures as necessary, in future environmental review. The benefits of this project, including (i) creating public open space for the City and the region, (ii) introducing new active full-time uses, (iii) advancing the City's waterfront revitalization efforts, and (iv) promoting future economic development clearly outweigh the identified adverse environmental impacts and provide a strong justification for proceeding with this project.

CERTIFICATION OF FINDINGS TO APPROVE/FUND/UNDERTAKE

Having considered the relevant environmental impacts, facts, and conclusions disclosed in the Final Generic Environmental Impact Statement and having weighed and balanced relevant environmental impacts with social, economic, and other essential considerations as required in 6 NYCRR 617.11, the Office of the Deputy Mayor for Economic Development certifies that the requirements of 6 NYCRR Part 617 have been met and that, consistent with social, economic, and other essential considerations from among the reasonable alternatives available:

1. The action is one which avoids or minimizes adverse environmental impacts to the maximum extent practicable, and
2. Adverse environmental impacts will be avoided or minimized to the maximum extent practicable by incorporating as conditions to the decision those mitigation measures that were identified as practicable.



January 18, 2012

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