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## **NOTICE OF COMPLETION OF A FINAL ENVIRONMENTAL IMPACT STATEMENT**

**POLICE ACADEMY  
COLLEGE POINT, QUEENS  
CEQR No.: 07NYP003Q  
ULURP No.: 090403PSQ**

### **Project Identification**

CEQR No.: 07NYP003Q  
ULURP No.: 090403PSQ

### **Lead Agency**

New York City Police Department

**Date Issued:** September 3, 2009

### **Contact Person:**

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Pursuant to City Environmental Quality Review (CEQR), Mayoral Executive Order No. 91 of 1977, CEQR Rules of Procedure of 1991, and the regulations of Article 8 of the State Environmental Conservation Law, State Environmental Quality Review Act (SEQRA) as found in 6 NYCRR Part 617, a Final Environmental Impact Statement (FEIS) has been prepared for the action described below. Copies of the FEIS are available for public inspection at the New York City Office of Environmental Coordination, 253 Broadway, 14th Floor, New York, NY 10007. The FEIS is also available online through a link from the homepage of the New York City Police Department at:

<http://www.nyc.gov/html/nypd/html/home/home/shtml> (under the "Links" section of the website).

The proposal involves actions by the City Planning Commission and Council of the City of New York pursuant to Uniform Land Use Review Procedures (ULURP). A public hearing on the Draft Environmental Impact Statement (DEIS) was held in conjunction with ULURP on August 19, 2009. Written comments on the DEIS were requested and were received and considered by the Lead Agency until August 31, 2009. The FEIS incorporates responses to the public comments received on the DEIS and additional analysis conducted subsequent to the completion of the DEIS.

## A. INTRODUCTION

The New York City Police Department (NYPD or “the Department”) has prepared a Final Environmental Impact Statement (FEIS) for a new Police Academy to incorporate many of the NYPD’s existing training facilities throughout the City of New York (“the City”) into one consolidated campus, which would be located on approximately 35 acres of City-owned land in College Point, Queens. The proposed action would allow for the development of a modern academic and physical training complex, to be operated by the NYPD, which would consolidate in a single campus facilities for recruits, civilians, and active police officers that are currently spread across the City. The total development size would consist of approximately 2.4 million gross square feet (gsf) of built space and would include indoor training facilities, classrooms, and related support space, an indoor pistol training facility, a tactical village, an indoor track, a police museum, a visiting police/lecturer lodging facility and 2,000 parking spaces, including an above-grade parking facility of approximately 1,800 spaces and 200 additional parking spaces which would be located throughout the site in at-grade parking lots and along the Academy’s interior road network (“proposed Academy” or “proposed development”).

The Project Site, the majority of which is the Department’s College Point vehicle impoundment (“Tow Pound”) site is identified by several different addresses, including: 26-02 Ulmer Street and 128-11 28<sup>th</sup> Avenue<sup>1</sup>. Located in the College Point, Queens neighborhood of Community District 7, the proposed development would be located on a portion of the block bounded by 28<sup>th</sup> Avenue to the north, Ulmer Street and the Southbound Whitestone Expressway Service Road to the east, 31<sup>st</sup> Avenue to the South, and College Point Boulevard to the west. The site consists of the following parcels: Block 4321, Lot 48; Block 4323, Lot 19; Block 4324, Lot 1; Block 4325, Lot 1; Block 4326, Lot 1; Block 4327, part of Lot 1; Block 4328, part of Lot 1; Block 4329, Lots 1, 7, 10, and 75; Block 4301, part of Lot 1; Block 4359, part of Lot 1; Block 4358, part of Lot 1; Block 4357, part of Lot 1; Block 4356, part of Lot 30; and Block 4354, Lot 50 (“Project Site” or “proposed Academy site”). The entire Project Site is City-owned.

As mentioned above, the proposed Academy site consists primarily of the NYPD’s College Point Tow Pound. Also included are a vehicle service station (the City owns the land and leases the property to the service station on a month-to-month basis), and a City-owned strip of vacant land that is located between the Tow Pound and College Point Boulevard. On a daily basis, the Tow Pound contains approximately 3,000 vehicles, 1,300 motorcycles and 600 auto parts on a paved asphalt lot. All of the vehicles, motorcycles and parts are being relocated to other City-owned sites as the City consolidates its vehicle impound facilities and reorganizes its citywide operations.

Current buildings at the College Point Tow Pound include the two-story, approximately 17,000 square-foot main administrative building/garage at the 31<sup>st</sup> Avenue entrance and an outlying building, a one-story, approximately 1,125 square-foot structure which is located near its secondary access along Ulmer Street at the northeastern edge of the property. The southern five acres of the existing Tow Pound, including the main administrative building/garage, is located to the south of the proposed Academy’s southern property line. As such, the main building is not located within the limits of the proposed Academy site.

Currently, the NYPD has 61 (47 uniformed and 14 civilian) employees staffing the Tow Pound in three tours (10 in the first platoon, 33 in the second platoon, and 18 in the third platoon). It should be noted that the current staffing levels at the College Point Tow Pound are below typical staffing levels at this facility as a consequence of attrition through retirements, transfers, and promotions. According to the NYPD, these staffing levels are a deviation from the optimal personnel staffing levels of the 2001 calendar year when 57 uniformed members and 21 civilian members were employed. On a typical day, 30 people arrive

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<sup>1</sup> According to the NYC Open Accessible Space Information System Cooperative (OASIS): [www.oasisnyc.net](http://www.oasisnyc.net)

at the Tow Pound to pick up their property (vehicle, motorcycle, auto parts) during the second platoon (8 AM to 4 PM), and 20 people arrive during the third platoon (4 PM to 12 midnight). The facility is not open to the public for property retrieval during the first platoon (overnight, 12 midnight to 8 AM).

An exposed drainage ditch (part tidal and part freshwater) in the shape of an inverted “L” bisects the proposed Academy site, separating the eastern third from the western two thirds of the site. The long leg of the “L” runs north-south while the short leg runs east at the northern end of the inverted “L” to the intersection of 28<sup>th</sup> Avenue and Ulmer Street. The detention ditch contains open water with upland vegetation along its edges. Two internal road bridges, referred to as the northern bridge and southern bridge, cross over the ditch separating it into a northern section, central section, and southern section. Corrugated metal stormwater outfalls discharge stormwater runoff from the proposed Academy site at several locations throughout the drainage ditch. The detention ditch originates in the northeastern section of the proposed Academy site where twin 84-inch storm sewers discharge drainage from offsite. The northern and central sections of the ditch are connected via two 84-inch culverts beneath the northern bridge. These culverts have tide gates constructed on the downstream end, limiting tidal flow to the central and southern sections of the ditch. The central and southern sections are connected via two 84-inch culverts beneath the southern bridge. The ditch ultimately drains offsite to the south via three 72-inch pipes located at the southern boundary at 31<sup>st</sup> Avenue. The structure provides drainage for upland areas of College Point via culverts to Flushing Bay to the south, emptying near the Whitestone Expressway (approximately 700 feet south of the Project Site). The New York City Economic Development Corporation (NYCEDC) constructed the drainage structure in the early 1980’s and the tide gates were recently replaced by NYCEDC.

The proposal for the Police Academy includes the following discretionary action that requires approval through the Uniform Land Use Review Procedure (ULURP) under City Charter Section 197(c):

- Site selection for a public facility to locate a new Police Academy and training facility for the NYPD at the proposed Academy site in the College Point neighborhood of Queens, which would consolidate many training facilities throughout the City into one centralized location.

Although the proposed public facility is still in conceptual design, the reasonable worst-case development scenario (RWCDs) for the proposed Academy consists of approximately 2.4 million gsf, including academic space, physical training facilities, administrative and support components, an indoor pistol range, a field house, a tactical village, a drivers training course, a police museum, and a paid student/guest lecturer lodging facility. Additionally, 2,000 accessory parking spaces would be provided on-site.

The proposed Academy would comply with all applicable laws and ordinances, including the recently enacted Green Buildings Law (Local Law 86) governing sustainable design. Green building design, or sustainable design, strives to reduce a building’s impact on its occupants and the environment. Sustainable design integrates architectural elements and engineering systems to optimize performance of proposed buildings and their interaction with the environment. As part of the effort to obtain this certification, the proposed Academy will be using a variety of sustainable design features and best management practices that would increase the quality and decrease the quantity of stormwater that leaves the Project Site and flows into Flushing River/Flushing Bay. These features would complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as the majority of the stormwater would fall on roofs of the buildings and on landscaped surfaces and would be collected and treated through a combination of natural and mechanical means. This treatment is expected to include removal of total suspended solids and total phosphorous, as applicable. The proposed Academy would also use a green roof system (vegetated) to collect and utilize rainwater. The system would retain rainwater, promote evapotranspiration, decrease the amount of runoff from the Project Site, and provide treatment through biological means. A bio-retention system is also proposed and would be located on the

north side of the Project Site, along 28<sup>th</sup> Avenue. It would include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system would slow the discharge of runoff from the site, promote infiltration, increase landscape aesthetics and provide stormwater treatment through biological means. Finally, a bio-swale is proposed on the east side of the Project Site. The bio-swale would consist of an open channel system with underdrainage that utilizes engineered soils and vegetation to collect, convey, and treat runoff. The bio-swale would also slow the discharge of runoff from the site, promote infiltration, and provide stormwater treatment through biological means.

Based on the currently proposed development program, in addition to the site selection action, the proposed Academy required several overrides from the deputy mayor. Overrides for various height, setback, and yard requirements; an override to permit floor area in excess of the new, restricted M2-1 district limits that were adopted on July 29, 2009 in conjunction with the Special College Point District; an override for two proposed uses (the proposed police museum and visiting officer/guest lecturer facility); and an override to reduce the required accessory parking requirements. All of the requested overrides, described in greater detail below, are deemed necessary.

The Project Site is located within the boundaries of the former College Point II Industrial Urban Renewal Area (URA), which the City of New York designated in 1969 pursuant to §504 of Article 15 (“Urban Renewal Law”) of the General Municipal Law. The URA was located in Queens Community District 7 and was generally bounded by Fourteenth Road and Fifteenth Avenue on the north, the Whitestone Expressway on the east, 31<sup>st</sup> Road on the south, and 130<sup>th</sup> Street, 127<sup>th</sup> Street, 120<sup>th</sup> Street, and 122<sup>nd</sup> Street on the west. The Urban Renewal Plan for this URA expired in April 2009. With construction of the proposed Academy commencing after April 2009, it would not be bound to the controls of the Urban Renewal Plan. However, the site planning and campus-wide design has been sensitive to the underlying goals of the Urban Renewal Plan.

Upon selection of the project site for the proposed Academy, site planning and schematic design began for the Proposed Project based upon the Site’s former M1-1 and M3-1 zoning. Subsequently, the City issued a rezoning proposal for College Point that includes the Project Site, in an effort to continue the intent of the College Point II Industrial Urban Renewal Area beyond the April 2009 expiration date. These zoning changes include the creation of the “Special College Point District” (090318ZRQ) and a zoning map amendment (090319ZMQ). The College Point rezoning application was formally adopted by the City on July 29, 2009. The special district incorporates many of the design controls that were specified in the former URA.

The master plan for the Police Academy represents the total build out of the project site. It has been designed using the zoning regulations of the Special College Point District, and will require the zoning overrides enumerated below. The EIS, ULURP application, and zoning override letter have been updated to reflect the new Special College Point District.

If all necessary approvals are granted, construction of the proposed Academy is expected to commence in late 2009. It is expected that the proposed development would be constructed in several consecutive stages with the recruit-centric facilities completed and operational by 2012 during the first construction sequence and full build out of the program anticipated by the end of 2014.

This FEIS has been prepared in conformance with applicable laws and regulations, including Executive Order No. 91, New York City Environmental Quality Review (CEQR) regulations, and follows the guidance of the *CEQR Technical Manual*, October 2001. The FEIS includes review and analysis of all relevant impact categories identified in the *CEQR Technical Manual*. The EIS contains a description and analysis of the Proposed Action and its environmental setting; the environmental impacts of the Proposed

Action, including its short and long term effects, and typical associated environmental effects; identification of any significant adverse environmental effects that can be avoided through incorporation of corrective measures into the Action; a discussion of alternatives to the Proposed Action; the identification of any irreversible and irretrievable commitments of resources that would be involved in the Proposed Action should it be implemented; and a description of any necessary mitigation measures proposed to minimize significant adverse environmental impacts.

## **B. PURPOSE AND NEED**

The proposed NYPD Police Academy would incorporate all of NYPD's existing training facilities throughout the City into one consolidated campus in College Point. The total size of the proposed development is approximately 2.4 million gsf. The discretionary action requiring environmental review includes site selection for the proposed public facility.

Currently, the Department's training facilities are located throughout the City. NYC EDC and NYPD conducted a joint survey during January and February 2006 to assess the existing conditions at the various training facilities throughout Manhattan, Brooklyn, the Bronx and Queens. Each facility surveyed had significant and immediate space needs in almost every category, and, to varying degrees, each was found to be deficient in terms of infrastructure, life safety, and environmental condition. The following comprises a list of the existing training or training-related facility locations:

### Manhattan

- NYPD Academy, 235 East 20<sup>th</sup> Street
- NYPD Museum, 100 Old Slip

### Brooklyn

- Floyd Bennett Field: Driver Training, Emergency Services Unit, Highway Patrol
- 300 Gold Street: LEAD and Detective Training
- Brooklyn Tech High School: School Safety Enforcement
- Avenue X Range, 2556 MacDonal Avenue: COBRA Training
- Counter-terrorism Facility

### Bronx

- Rodman's Neck: Firearms and Tactics, Bomb Squad
- 1278 Sedgwick Avenue: Disorder Control Unit

### Queens

- 28-11 Queens Plaza North: Traffic Enforcement

The February 2006 survey identified many deficiencies in the existing training facilities. Focus group studies conducted by the NYPD among former police recruits have indicated that recruit training facilities are in a dire state and cited the following examples: lack of modern equipment; inadequate learning spaces; inadequate tactical training spaces and amenities; and the difficulty of the nighttime training tour. The survey found the existing classroom facilities to be inefficient and outdated. Many classrooms can fit a maximum of 40 students, or roughly one recruit company. Much of the standard academic curriculum could be taught in much larger groups of three or more companies to maximize space and instructor efficiencies. Further, there is a general lack of space and modern equipment to adequately accommodate the NYPD's scenario-based training methods.

The current movement to improve the state and effectiveness of the NYPD's training facilities began with five Departmental goals:

1. Eliminate the 4-12 nighttime tour for recruit training; train recruit classes in a single daytime tour to conform to national uniform training standards.
2. Mitigate noise and environmental issues at the existing Rodman's Neck firearms facility by relocating pistol firing ranges offsite into interior ranges.
3. Graduate a maximum of 4,000 recruits per year in two, six-month recruit classes.
4. Consolidate entry-level, in-service, and civilian training facilities to gain efficiencies in training delivery and operation.
5. Ensure that NYPD's training facilities serve to enhance the delivery of the ideal training curriculum, a curriculum that places increased emphasis on scenario-based and tactical training, as well as computer training.

There are many items that can be listed as justification for the proposed Police Academy, including: the current facilities are overcrowded, outdated, decentralized, inaccessible, and many of the satellite facilities are leased at a great cost to the City. According to recent NYPD studies, approximately 42 percent of the total training occurs at the East 20<sup>th</sup> Street Police Academy, while the remainder is conducted at leased facilities throughout the City and some training is even conducted out-of-state. While the current arrangement of satellite facilities has met the immediate space needs, a number of redundancies and inefficiencies result, including: staff redundancy; instructional space and equipment redundancy; wasted time traveling between facilities for staff and trainees; as well as hindered communications between units. Further, as many of the leased spaces are modular units and trailers, there is no flexibility for the type of instruction that is increasingly required. Consolidating the appropriate facilities would maximize economies in facility, staff, and recruit resources, allowing resources to be allocated towards more advanced instructional environments.

Over the past 15 years, the overall scope of the Department has expanded to include the NYC Transit Police, the NYC Housing Authority, the School Safety Division, and Traffic Enforcement. New technology has also required the Department to change methodologies in many different areas of recruit training and in-service training. Additionally, the increased terror threat has changed expanded the focus of the police to also include international counter-terrorism and intelligence gathering. As such, the quantity and frequency of entry-level and in-service training has expanded dramatically, and has become increasingly specialized. The Department's modern training methodologies now emphasize scenario-based, simulated training techniques, including fundamental coursework and hands-on, scenario-based training.

As such, the proposed Police Academy is a critical component of the NYPD as it aims to improve its services to the City.

While the fate of the NYPD's current training facilities is unknown, the NYPD will re-evaluate its inventory of properties on a case-by-case basis once the Academy is constructed and ready to be occupied.

### **C. PROJECT SITE AND ITS CONTEXT**

The land in this area of College Point generally slopes towards the Flushing Bay which is located approximately a quarter of a mile to the west of the proposed Academy site. The proposed Academy site is located within the New York City Waterfront Revitalization Program boundaries. As described previously, the Proposed Academy site is bisected by an exposed drainage ditch (part tidal and part

freshwater), which runs in a north-south orientation from 31<sup>st</sup> Avenue to 28<sup>th</sup> Avenue, with a leg running parallel to 28<sup>th</sup> Avenue, terminating at the northeast corner of the proposed Academy site. The detention ditch contains open water with upland vegetation along its edges. Two internal road bridges cross over the ditch separating it into a northern section, central section, and southern section. Stormwater outfalls discharge stormwater runoff from the Project Site at several locations throughout the ditch. The detention ditch originates in the northeastern section of the proposed Academy site where twin culverts/storm sewers discharge drainage from offsite. The northern and central sections of the ditch are connected via two culverts beneath the northern bridge. Tide gates limit tidal flow to the central and southern sections of the ditch. The central and southern sections are connected via two culverts beneath the southern bridge. The ditch ultimately drains offsite via three pipes located at the southern boundary of the site, near 31<sup>st</sup> Avenue. The structure provides drainage for upland areas of College Point and travels via culverts to Flushing Bay to the south, emptying adjacent to where the Whitestone Expressway crosses from Willets Point to Flushing (approximately 700 feet south of the Project Site). The drainage structure was constructed by NYC EDC in the early 1980's.

The Project Site is located within M2-1 and M1-1 zoning districts and is located within the Special College Point District, which was adopted on July 29, 2009. These districts primarily contain commercial, manufacturing, and industrial uses. Permitted uses within the M2-1 zone include use groups 6 through 11 (commercial and retail), 12 through 14 (recreation), 16 (general services), and 17 (manufacturing). Use groups permitted within the M1-1 zone include 4 (community facility), 5 through 11 (retail and commercial), 12 through 14 (recreation), 16 (general services), and 17 (manufacturing). All of the proposed programmatic elements except for the Police Museum and the paid student/guest lecturer lodging facility (both use group 3) would be permitted on an as-of-right basis. As use group 3 is not permitted in either an M2-1 or M1-1 zoning district, a zoning override will be required to permit these two proposed uses. Other zoning classifications in the area include: M1-1, R2A, R4, R4A, R4-1, and R5B to the north; M1-1, M2-1, R2, and R5 to the east; M2-1 and M3-1 to the south; and M1-1 and M2-1 to the west.

The Project Site is located in the area of College Point, Queens that has become known as the College Point Corporate Park. Set on 550 acres in northern Queens, this area of College Point has been the focus of a City redevelopment effort for many years. Industries represented include office, light manufacturing, printing, distribution, and retail. Adding to the park's diversity are major retailers and consumer service operations including Home Depot, Staples, BJ's Wholesale Club, Target, the United States Postal Service, a multiplex theater, and the New York Times printing plant. An MTA Bus Depot is located just north of the Project Site, and Coastal Oil is located southwest of the Project Site. Other local uses include a cement manufacturer, a heavy equipment rental company, and a cable storage company. Municipal uses include a Department of Sanitation site and transfer station and a Con Edison facility, both located to the west of the Project Site. The 78-acre former Flushing Airport, opened in 1927 and used until the early 1980s, is located approximately 0.3 miles northeast of the Project Site, at 25<sup>th</sup> Avenue and Linden Place. LaGuardia Airport is located approximately 0.6 miles west of the Project Site.

Upon selection of the project site for the proposed Academy, site planning and schematic design began for the Proposed Project based upon the Site's former M1-1 and M3-1 zoning. Subsequently, the City issued a rezoning proposal for College Point that includes the Project Site, in an effort to continue the intent of the College Point II Industrial Urban Renewal Area beyond the April 2009 expiration date. These zoning changes include the creation of the "Special College Point District" (090318ZRQ) and a zoning map amendment (090319ZMQ). The College Point rezoning application was adopted by the City Council on July 29, 2009. As such, the project design, the zoning override letter, the EIS and the ULURP application were updated to reflect the recently adopted zoning and Special District regulations.

The master plan for the Police Academy represents the total build out of the project site. The design reflects the new zoning regulations of the Special College Point District, and will require the zoning overrides enumerated below.

#### **D. DESCRIPTION OF PROPOSED ACTION**

The proposal for the Police Academy includes the following discretionary action that requires approval through the Uniform Land Use Review Procedure (ULURP) under City Charter Section 197(c), including:

- Site selection for a public facility to locate a new Police Academy and training facility for the NYPD at the proposed Academy site in the College Point neighborhood of Queens, which would consolidate many training facilities throughout the City into one centralized location.

Although the proposed public facility is still in conceptual design, the reasonable worst-case development scenario (RWCDs) for the proposed Academy consists of approximately 2.4 million gsf, including academic space, physical training facilities, administrative and support components, an indoor pistol range, a field house, a tactical village, a drivers training course, a police museum, and a paid student/guest lecturer lodging facility. Additionally, 2,000 accessory parking spaces are proposed on-site, including an above-grade parking garage of approximately 1,800.

Based on the currently proposed development program, in addition to the site selection action, the proposed development required the following overrides from the Deputy Mayor:

1. 42-00 Permitted Uses:
  - An override of ZR 42-00 to permit the NYPD Museum and a guest lecturer lodging facility (dormitory), both use group 3A, within the M2-1 district.
2. 126-22 Floor Area Ratio:
  - An override of the FAR requirements of the M2-1 district limits to permit an FAR of 2.0, consistent with the site's previous M3-1 zoning. The proposed floor area of the project is approximately 500,000 square feet more than is permitted by the new M2-1 district.
3. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 126-231 Minimum Required Front Yards:
  - An override to allow the required parking structure and the museum to be located within portions of the required front yard (10-foot on one frontage of a corner lot). The physical constraints of the site require the parking structure and the museum to be situated in portions of the front yard.
- 3a. 126-234 Planting Requirements in Front Yards; 126-31 Parking Regulations:
  - An override to allow the proposed parking use to be located in portions of the required 15-foot front yard and a waiver of planting requirements in the same locations. An override of planting requirements in portions of the required 10-foot and 15-foot front yards occupied by the museum. The physical constraints of the site to accommodate the entire program require the parking use and museum to be situated in portions of the front yard which then cannot accommodate the required planting.



4. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 126-232 Minimum Required Side Yards:
  - An override to allow the required parking structure to be located in the required 10-foot side yard. The physical constraints of the site to accommodate the entire program require the parking structure to be situated in portions of the side yard.
5. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 43-261 Beyond 100 Feet of a Street Line; and 43-28 Special Provisions for Through Lots:
  - An override of ZR 43-23, "Permitted Obstructions in Required Yards or Rear Yard Equivalent" to allow a structure in excess of 23-feet tall to be constructed in a 20-foot deep rear yard and a 20-foot deep rear yard equivalent along College Point Boulevard and the southern lot line. The physical constraints of the site require the parking structure to be situated in a portion of the rear yard and rear yard equivalent.
6. 43-43 Maximum Height of Front Wall and Required Front Setback Regulations in the M1-1 and M2-1 Zoning Districts; 126-24 Height and Setback Regulations:
  - An override of ZR 43-43 for to allow an encroachment of the parking structure, and the stair towers to project into the initial setback and sky exposure plane along College Point Boulevard and 28<sup>th</sup> Avenue.
  - An override to allow an encroachment by the ramp and Firearms and Tactics building to project into the initial setback and sky exposure plane along 28<sup>th</sup> Avenue.
  - An override to allow an encroachment by the field house to project into the sky exposure plane along 28<sup>th</sup> Avenue.
  - An override to permit a minor encroachment of the proposed police museum into the initial setback and sky exposure plane along 28<sup>th</sup> Avenue and Ulmer Street.
  - An override of ZR 43-43 to permit an encroachment of the administration building into the sky exposure plane along Ulmer Street.
  - The physical constraints of the site to accommodate the entire program require these structures to be situated in the initial setback and to encroach beyond the sky exposure plane.
7. 44-21 Required Accessory Off-Street Parking Spaces:
  - An override of ZR 44-21 for a modification of accessory parking requirements to allow fewer on-site accessory parking spaces than required by zoning in the M1-1 and M2-1 zoning districts. Approximately 2,000 parking spaces would be provided on-site, including 1,800 accessory parking spaces within the proposed above-grade parking garage. Approximately 5,683 parking spaces are required per zoning for the proposed on-site uses. As the proposed development would operate 24-hours per day, 7-days a week with a variety of overlapping shifts, the required accessory parking is not warranted and the proposed development will require a zoning override to modify the accessory parking requirements.

The master plan for the Police Academy represents the total build out of the project. It has been designed using the newly adopted zoning regulations of the Special College Point District, and will require the overrides described above.

If all necessary approvals are granted, construction of the proposed development is expected to commence in late 2009. It is expected that the proposed development would be constructed in several

consecutive stages with the recruit-centric facilities completed and operational by 2012 during the first construction sequence and full build out of the program anticipated by the end of 2014.

## **Development Program**

The components of the proposed Academy have been carefully selected based on guiding principles established by the NYPD for the construction of a new Police Academy, which must meet the current and future training needs of the Police Department. The proposed Academy would be unique public facility that would operate on a schedule that is similar to prevailing police shifts. Operationally, the typical first platoon (overnight, 12 midnight to 8 AM) would have the smallest population at the proposed Academy, the second platoon (8 AM to 4 PM) would have the bulk of the daily population, and the third shift (4 PM to 12 midnight) would have moderate activity.

As mentioned above, the proposed Academy would comply with all applicable laws and ordinances, including the recently enacted Green Buildings Law (Local Law 86) governing sustainable design. As part of the effort to obtain this certification, the proposed Academy will incorporate a variety of sustainable design features and best management practices to increase the quality and decrease the quantity of stormwater that leaves the Project Site and flows into Flushing River/Flushing Bay. These features would complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as the majority of the stormwater would fall on roofs of the buildings and on landscaped surfaces and would be collected and treated through a combination of natural and mechanical means. This treatment is expected to include removal of total suspended solids and total phosphorous, as applicable. The proposed Academy would incorporate a green roof system (vegetated) on several buildings to collect and utilize rainwater. The system would retain rainwater, promote evapotranspiration, decrease the amount of runoff from the Project Site, and provide treatment through biological means. A bio-retention system is also proposed and would be located on the north side of the Project Site, along 28<sup>th</sup> Avenue. It would include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system would slow the discharge of runoff from the site, promote infiltration, increase landscape aesthetics and provide stormwater treatment through biological means. Finally, a bio-swale is proposed on the east side of the Project Site. The bio-swale consists of an open channel system with underdrainage which utilizes engineered soils and vegetation to collect, convey, and treat runoff. The bio-swale will also slow the discharge of runoff from the site, promote infiltration, and provide stormwater treatment through biological means.

The master plan for the proposed Academy was developed around the idea of an enclosed courtyard on the eastern half of the Project Site surrounded by the academic, administration, paid student/guest lodging facility, assembly space and dining functions. The proposed academic/administrative building is a long, relatively tall structure, which is proposed along the north side of the courtyard overlooking the lower assembly space and dining functions on the south side. The proposed field house is a freestanding structure to be constructed west of the drainage ditch, creating a powerful focal point at the end of the courtyard. Tactical gyms are proposed under the field house. The tactical village would be located to the south of the field house, and the firearms and tactics building, a linear structure proposed along the northern property line, would be located to the west of the field house. The proposed EVO course, to be located above two levels of parking, would be located west of the tactical village and field house and borders College Point Boulevard.

The tallest proposed buildings would be the 155-foot tall field house and the 135-foot tall academic building. Mechanical systems and other communications equipment may rise above the roofline on some buildings, but would remain under the applicable height restrictions for new developments near LaGuardia Airport.

The campus would have one main pedestrian entrance for day-to-day use, which is proposed on 28<sup>th</sup> Avenue near Ulmer Street. Additionally the proposed Academy would have a ceremonial pedestrian entrance on 28<sup>th</sup> Avenue that would be located mid-block. This access would be primarily used for commencement and other ceremonial occasions.

The accessory parking structure would be constructed at the western edge of the proposed Academy site. The proposed garage would accommodate approximately 1,800 vehicles and an additional 200 parking spaces would be provided throughout the site (a total of approximately 2,000 on-site parking spaces). The accessory garage would have a height of approximately 35 feet (an elevation of approximately 45 feet) containing two levels of parking. A small security control office would be located on the ground floor of the new garage structure at each access point to house security and screening operations for incoming vehicles.

The proposed accessory parking garage would be accessible from College Point Boulevard through two gated security entrances to the Project Site. Primary garage access is proposed at the intersection of College Point Boulevard and 30<sup>th</sup> Avenue. This intersection would be signalized to accommodate the new volumes of traffic at the garage. A second garage entry is proposed on College Point Boulevard to the north of the primary garage entrance, approximately 400 feet to the south of 28<sup>th</sup> Avenue. This secondary access would accommodate right turns into and out of the garage. A third driveway, limited to deliveries and service vehicles only, is proposed at the southern limit of the proposed Academy site on College Point Boulevard. All deliveries would use this entry and then circulate through the campus on internal service roads as required and permitted by NYPD. The fourth and final vehicle access is proposed on Ulmer Street. This access, which leads to a proposed at-grade accessory parking lot, would be restricted to high-ranking officers.

While a bulk of the training would occur between 7:00 AM and midnight, the facility would be staffed 24 hours a day and 7 days per week. Once completed, the Academy would be able to accommodate up to 1,980 recruits in one graduating class, with up to 3,960 recruits graduating per year. The recruits would be on a 7 AM to 3 PM schedule. The Academy would also train approximately 650 Traffic Enforcement and School Safety personnel per class and an additional 230 Cadets/School Crossing/EPCS personnel on an 8 AM to 4 PM schedule. The Academy, in its capacity as the primary in-service training facility, would accommodate two daily shifts of 500 officers for re-qualification. The first re-qualification tour would be on-site from 10 AM to 6 PM and the second shift would be on-site from 2 PM to 10 PM. Additional in-service training would occur on a daily basis with approximately 543 officers from 9 PM to 5 PM. Approximately 1,000 staff would be on-site throughout the day, staggered to correspond with their student / trainee population. Additionally, up to approximately 100 visiting lecturers and/or visiting police officers (extended stay, paid students) and 35 museum and facility visitors (daily-visitors in excess of police recruits) are also expected at the Academy. It is expected that the visiting lecturers and visiting police officers that would stay in the on-site dorm facility would participate in training programs that last between two to four weeks.

Based on the guiding principles established for a new Police Academy, the proposed project combines a mix of police uses, including the consolidation of many of the NYPD's existing training facilities, into one central location. The NYPD is pursuing an *Integrated Facility Program*, a strategy that would require all uses to be located on the proposed Academy site. All program elements would be physically integrated or connected so as to minimize site coverage while maximizing program proximities.

## **E. FRAMEWORK FOR ANALYSIS**

### **Scope of Environmental Analysis**

As set forth in the Positive Declaration, the lead agency has determined that the Proposed Action may result in one or more significant adverse environmental impacts and thus requires the preparation of an EIS. The EIS has been prepared in accordance with the guidelines set forth in the *CEQR Technical Manual*.

For all technical analyses in the EIS, the assessment includes a description of existing conditions, an assessment of conditions in the future without the Proposed Action for the year that the proposed development would be completed (i.e., No-Build condition), and an assessment of conditions for the same year with the completion of the proposed development in the future (i.e., Build condition). Identification and evaluation of impacts of the proposed development are based on the change from the future without the Proposed Action to the Future with the Proposed Action (i.e., the incremental difference between the Build and No-Build scenarios serves as the basis for the impact analyses).

### **Analysis Year**

An EIS analyzes the effects of a Proposed Action on its environmental setting. Since typically a Proposed Action, if approved, would take place in the future, the action's environmental setting is not the current environment but the environment as it would exist at the proposed development's completion and occupation, in the future. Therefore, future conditions must be projected. This projection is made for a particular year, generally known as the "analysis year" or "build year," which is the year when the action would be substantially operational. As previously described, the proposed Police Academy is expected to be completed and fully operational by 2014.

### **Definition of Study Areas**

For each technical area in which impacts may occur, a study area is defined for analysis. This is the geographic area likely to be affected by the proposed development for a given technical area, or the area in which impacts of that type could occur. Appropriate study areas differ depending on the type of impact being analyzed. It is anticipated that the direct principal effects of the proposed development would occur within the boundaries of the Project Site. The methods and study areas for addressing impacts are discussed in the individual technical analysis sections.

### **Defining Baseline Conditions**

#### ***Existing Conditions***

For each technical area being assessed in the EIS, the current conditions must first be described. The assessment of existing conditions establishes a baseline, not against which the Proposed Action is measured, but from which future conditions can be projected. The prediction of future conditions begins with an assessment of existing conditions because these can be measured and observed. Studies of existing conditions are generally selected for the reasonable worst-case conditions. For example, the times when the greatest number of new vehicular, pedestrian and transit trips to and from a Project Site would occur are measured for the traffic analysis. The project impacts are then assessed for those same traffic peak periods.

#### ***Definition of 2014 Future Without the Proposed Action (No-Build Condition)***

The “Future without the Proposed Action,” or “No-Build Condition,” describes a baseline condition, which is evaluated and compared to the incremental changes due to the proposed development. The No-Build condition is assessed for the same 2014 analysis year as the proposed development.

For conservative CEQR analysis purposes, it is assumed that, in absence of the Proposed Action, the NYPD would continue to use their overcrowded training facilities, which are located throughout the City. The NYPD would relocate all of the current Tow Pound operations to other City facilities. No other on-site development is expected in the future without the Proposed Action.

The City has commissioned a study to examine, document and evaluate the existing operations of the NYPD Vehicle Impoundment system, including the following locations: the College Point Auto Pound, the Gowanus Auto Pound, the South Brooklyn Marine Terminal, and the Erie Basin. The goal of the study is to provide operational recommendations regarding how the existing operations may be consolidated, ideally to one site. The report describes and documents the changes in operations that would be required and includes recommendations for how best to consolidate the current operations, including potential site acquisition, construction of new facilities, and operational changes. Therefore, it is expected that the abovementioned vehicle impoundment facilities, including the College Point facility, would be reorganized and/or consolidated in the future without the proposed project. As such, the No-Build conditions assume that the College Point Auto Pound will be relocated in the Future Without the Proposed Action.

The No-Build condition uses existing conditions as a baseline and adds to it changes known or expected to be in place by 2014. For many technical areas, the No-Build condition incorporates known development projects that are likely to be built by the analysis year. This includes development currently under construction or which can be reasonably anticipated due to the current level of planning and public approvals. The No-Build analyses for some technical areas, such as traffic, use a background growth factor to account for a general increase expected in the future. Such growth factors may also be used in the absence of known development projects. The No-Build analyses must also consider other future changes that will affect the environmental setting. These could include technology changes, such as advances in vehicle pollution control and roadway improvements, and changes to City policies, such as zoning regulations.

The No-Build conditions will also consider planned developments in the area that are likely to occur by the 2014 build year, including any changes to the local street network. In the future without the Proposed Action, it is expected that the immediate area would experience nominal growth in commercial and light manufacturing uses. Most of the projected growth in the immediate area is expected to include new commercial and light manufacturing uses, with additional developments near the edge of the study area including also including residential, community facility, and parking uses, consistent with existing trends in this area of Queens. Several large projects which are planned in Willets Point and Flushing will be evaluated for their potential to impact the project area.

As described in Chapter 2, “Land Use, Zoning and Public Policy,” the list of projects proposed, under construction, or those projects expected to be completed by 2014, are divided into those within the land use study area (approximate quarter-mile radius) and those within the larger area used for assessment of transportation impacts (see Table 2-2).

#### ***2014 Future With the Proposed Action (Build Condition)***

The approvals currently sought would facilitate the site selection of a public facility by the City of New York, to permit the construction of a Police Academy for the City in the College Point neighborhood of Queens (“proposed development”).

The Project Site would allow for the development of a modern training complex that would consolidate in one-campus training facilities for civilians, recruits, and active police officers, which are currently spread across the City. The total development size would total approximately 2.4 million gsf and would include indoor training facilities, classrooms, and related support space, an indoor pistol training facility, a tactical village, an indoor track, a police museum, and a visiting police/lecturer lodging facility. The Police Academy would have 2,000 parking spaces, including an on-site above-grade parking facility of approximately 1,800 spaces.

The abovementioned project components are assumed to be the worst-case for the purpose of environmental analysis. For analysis purposes, the Project Site would be able to accommodate the entire building program on-site.

## **F. REQUIRED APPROVALS**

The proposed action requires City Planning Commission (CPC) and City Council approvals through the Uniform Land Use Review Procedure (ULURP), and includes the following:

- Site selection for a public facility to locate a new Police Academy at the proposed development site in the College Point neighborhood of Queens.

## **G. FUTURE WITH THE PROPOSED ACTION (BUILD CONDITION)**

### **Land Use, Zoning, and Public Policy**

As the Proposed Action is expected to result in substantial changes to land use on the proposed development site, and the proposed development would require a mayoral override of applicable zoning regulations for the abovementioned conditions, a detailed assessment of the Proposed Action's effects on land use, zoning, and public policy is warranted. Overall, it is concluded that the Proposed Action would not have any significant adverse impacts on land use, zoning, and public policy.

The Proposed Action would represent a change in land use and an increase in density on the proposed Academy site, replacing largely unimproved land (comprised predominantly of the paved NYPD tow pound site) with a new NYPD Police Academy consisting of approximately 2.4 million gsf. Given the variety of uses within the quarter-mile study area, the introduction of the proposed development at this location is not expected to adversely affect land uses in the area. The proposed Academy would be consistent with prevailing land uses in the surrounding area, including major commercial, light manufacturing, industrial, residential, and institutional uses, and would complement current on-going development trends.

No zoning changes are proposed for the site in conjunction with the proposed Academy. The proposed development would be consistent with the site's M1-1 and M2-1 zoning and the controls of the recently adopted Special College Point District. The proposed project would generally conform to the New York City Zoning Resolution's bulk requirements regarding floor area. However, as described above, multiple overrides are required for the proposed Academy. Overrides are being sought for various height, setback, and yard requirements; an override is being sought to permit floor area in excess of the new, restricted M2-1 district limits that were adopted on July 29, 2009 in conjunction with the Special College Point District; an override is being sought for two proposed uses (the proposed police museum and visiting

officer/guest lecturer facility); and an override is being sought to reduce the required accessory parking requirements. All of the requested overrides are deemed necessary. With the abovementioned overrides, no significant adverse zoning impacts are expected to result from the Proposed Action.

The Proposed Action is consistent with the Waterfront Revitalization Program (WRP), the former College Point II Industrial Urban Renewal Area (expired April 2009 and replaced by the newly adopted Special College Point District), and PlaNYC 2030 and is not expected to have any effects on any applicable public policies. A 204(g) letter was written by the NYPD to the Queens Borough President and to Community Board 7. While no written response was received, an open dialogue was initiated between all three of these involved parties as the project evolved through the early planning stages.

## **Open Space**

The Proposed Action would not directly displace any existing open space resources. It would facilitate the construction of a new Police Academy that would allow the NYPD to consolidate their training facilities, which are currently spread throughout the City, into one central location.

Under the typical operating conditions, a maximum of 5,500 trainees (including recruits), employees, and visitors would be on-site during the peak shift in the future with the Proposed Action. The projected worker population within the study area would therefore increase to 10,489 people. As a result, the study area would have a total open space ratio of 0.61 acres of passive open space per 1,000 workers, a decrease of 0.67 acres as compared to future without the Proposed Action. However, the study area would continue to be above the City's guideline of 0.15 acres per 1,000 workers.

The combined passive open space ratio for the study area would also continue to be higher than the recommended weighted average of 0.5 acres per 1,000 residents and workers, at 0.53 acres per 1,000 residents and workers. Therefore, with respect to the *CEQR* guidelines it is expected that the study area would continue to be adequately served by its passive open space resources in the future with the Proposed Action under the typical day-to-day operation of the proposed development.

According to *CEQR* criteria, the Proposed Action has the potential to result in a significant open space impact as it would result in the open space ratio by more than five percent. When the proposed development is operating under typical conditions, the Proposed Action would result in a five percent or greater decrease in the combined passive open space ratio. While *CEQR* criteria indicate that the combined passive open space ratio would reduce from 0.99 under No-Build conditions to 0.53 under Build conditions, it is unlikely that the open space ratio would experience significant adverse impacts as a result of the proposed Police Academy.

While the new Academy would result in a significant new daytime population in this area, it must be noted that the Academy is a one-of-a-kind institution that would introduce a unique population to the study area. The purpose of the proposed Academy is to provide academic and physical training for recruits and in-service personnel. The proposed Academy itself would feature a variety of passive and active open space resources on-site. Active uses would include physical training components for recruit and in-service use, such as an approximately 283,000 sq. ft. physical training and tactics (field house) which would feature an indoor track, fitness facility space, several tactics gymnasiums (various sizes), and a pool. These proposed training facilities would accommodate the NYPD's physical training requirements on-site and would significantly reduce the Academy's demand on active open space resources in the area.

The proposed Academy would have a variety of landscaped areas and benches throughout the campus that recruits, in-service trainees, instructors, and staff could utilize during lunch breaks or other down

time. Landscaped areas are currently proposed along the drainage ditch, which would help to transform this challenging site element into a unique water feature. An interior courtyard is proposed on the eastern half of the Academy site near the academic buildings, which would feature trees and also include sitting areas. Other prominent landscaping is proposed along 28<sup>th</sup> Avenue and Ulmer Street where the buildings would be set back from the streets. In addition to the abovementioned interior courtyard, the Academy would have a commencement entry on 28<sup>th</sup> Avenue in front of the proposed field house. This ceremonial entry and the area around the field house are envisioned to be open plazas, which could be utilized as on-site passive open space resources.

Additionally, as there would be an on-site dining facility available for the entire Academy population and as each population segment would have a limited lunch period, it is expected that most users would take advantage of the on-site cafeteria. Further, due to the currently proposed scheduling of the recruit and in-service populations (and the related instructor populations), it is anticipated that a majority of the on-site population would not have the opportunity to utilize the local open space resources, but are instead expected to stay on the Police Academy campus during their breaks.

Finally, the proposed development site is located within close proximity to College Point Park. This open space is lightly used during the early afternoon when the proposed Academy's population would be highest. As the Academy would not be used on the weekends, the local open spaces would not be impacted during the neighborhood's peak usage. While it is expected that the new population resulting from the proposed Academy may use College Point Sports Park as their primary passive open space resource due to its close proximity, the Academy's population is not expected to heavily utilize any public open spaces. As explained above, the grounds of the Academy would be landscaped and would feature passive open space amenities such as seating areas and tables that would be for the use of the NYPD trainees and employees at the Academy. Such on-site amenities are expected to further ameliorate the potential effects that the anticipated population could have on the open space resources in the study area. Any project-related reduction of the combined passive open space ratio is not expected to noticeably diminish the ability of the study area's open spaces to serve its user populations in the future with the Proposed Action.

As the new Academy would provide a variety of active and passive recreation features and provide on-site dining facilities, the anticipated peak population is not expected to create significant new demands on local open space resources.

## **Shadows**

According to *CEQR Technical Manual* criteria, shadow impacts generally occur if an action would result in new structures, or additions to buildings that would exceed 50 feet in height that could cast shadows on natural features, publicly accessible open space, or on historic features that are dependent on sunlight. While the planned development would consist of buildings that would be taller than 50 feet in height, there are no existing sunlight-sensitive open space or historic resources that would be affected by the proposed development. Per *CEQR Technical Manual* guidelines, the longest shadow that a building can cast in New York City would be 4.3 times the total height of the building. For CEQR purposes, only new buildings or additions in excess of 50 feet in height warrant a closer look.

As the 155-foot tall field house would be the tallest proposed structure on the Police Academy campus, it was evaluated for its potential to cast shadows on the nearby College Point Sports Park. Additionally, the academic and administrative portions of the Academy (with a maximum height of 135 feet) were evaluated for their potential to cast shadows on the open space due to their closer proximity to the College Point Sports Park. At a height of 155 feet, the field house would cast a worst-case shadow of approximately 670 feet in length. As the southwestern boundary of the College Point Sports Park is



approximately 850 feet from the field house (this measurement was taken from the property line to be conservative), no project-generated shadows would be cast onto the open space. Similarly, the proposed academic and administrative portions of the proposed Academy, at a height of approximately 135 feet, would cast a worst-case shadow of approximately 580 feet, which would fall well short of the open space, which is located over 640 feet to the north. As such, the proposed Academy does not have the potential to result in significant adverse shadows impacts.

## **Urban Design and Visual Resources**

The Proposed Action would dramatically alter the urban design and general appearance of the proposed development site by replacing a largely un-built, approximately 35-acre site with a new public facility (the proposed Police Academy). The proposed Academy would consist of approximately 2.4 million gsf of academic, physical and tactical training facilities for police recruits and in-service training. An approximately 1,800-space accessory parking garage structure would also be constructed at the western edge of the Academy campus with 200 additional parking spaces located on-site in at-grade parking lots and along the internal road network.

The proposed Police Academy would be a modern, architecturally distinctive campus that would consist of many interconnected buildings. The Academy campus would be comprised of several different components, including: academic, student support, administration, library, central plant, service and screening, circulation, dining, tactical village, field house, tactical gyms, and parking. The master plan for the proposed Academy was developed around the idea of an enclosed courtyard on the eastern half of the Project Site surrounded by the academic, administration, paid student lodging, auditorium and dining functions.

Building elevations range up to approximately 165 feet (a height of approximately 155 feet) at the field house, with the academic building rising to an elevation of approximately 145 feet (approximately 135 feet tall).<sup>2</sup> Along College Point Boulevard, the parking garage would rise to an elevation of approximately 45 feet (a height of approximately 35 feet). Along 28<sup>th</sup> Avenue, the Firearms and Tactics structure would consist of four levels and rise to an elevation of approximately 115 feet (a height of approximately 105 feet). The proposed EVOC course, to be located along the College Point frontage above two levels of parking, would be west of the tactical village and field house. To the east of the drainage ditch, the proposed police museum would consist of 4 levels at the intersection of 28<sup>th</sup> Avenue and Ulmer Street with an elevation of approximately 70 feet (a height of approximately 60 feet). Buildings along the southern property line to the east of the drainage ditch would range from approximately 75 feet (dining halls, assembly hall, and central services) to approximately 115 feet in elevation (paid student/guest lecturer facility), or approximately 65 feet to 105 feet in height.<sup>3</sup>

With the tallest of the proposed buildings expected to rise to a height of approximately 155 feet, the proposed Academy would introduce buildings that would be taller than many buildings within the study area. The Academy would have a strong presence near the Whitestone Expressway, which is located a short distance to the southeast. Existing buildings that are located between the Whitestone Expressway and the project site would serve as a transition to the Academy's taller buildings. Additionally, the Academy would be setback from Ulmer Street to the east and 28<sup>th</sup> Avenue to the north, with abundant greenery and landscaping proposed between the proposed Academy and the adjacent roadways. Along

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<sup>2</sup> Elevations describe level above mean sea level. For comparison purposes, adjacent sidewalk levels are also noted on the site plan.

<sup>3</sup> As noted on the site plan, all elevations refer to the Queens highway datum, which is 2.725 feet above sea level at Sandy Hook, NJ, as established by the US Coast and Geodetic Survey.

College Point Boulevard, the proposed accessory parking garage would be set back approximately ten feet from the lot line, with exceptions for the stairways that will protrude out from the main structure.

Similar to many buildings within the immediately surrounding area, the proposed Police Academy would occupy a relatively large site and would be setback slightly from the street by various landscaping treatments. The Proposed Action would not result in new or different building arrangements than currently existing in the study area. Buildings in the vicinity of the proposed Academy site are arranged on expansive properties and generally setback from public streets with variously shaped footprints; therefore, there is not a continuous streetwall.

The Proposed Action would not have significant adverse impacts on the block forms, street pattern, or street hierarchy. The Proposed Action would not substantially alter the block shapes found in the study area or create new block forms, and would therefore maintain these existing urban design features.

The introduction of the Proposed Academy at this location would change views within the study area, but would not block significant public view corridors, vistas, or natural or built features. No adverse impacts upon visual resources are anticipated as a result of the proposed Academy.

## **Natural Resources**

The *CEQR Technical Manual* defines a natural resource as a plant or animal species and any area that is “capable of providing habitat for plant and animal species or capable of functioning to support environmental systems and maintain the City’s environmental balance.” Included in these resources are surface and groundwaters, soils, wetlands, landscaped areas, gardens, parks, and built structures that are used by wildlife. This chapter characterizes existing terrestrial and marine ecology and other important natural features on and around the Project Site, based on field surveys, published information and agency consultation, and describes how these natural resources would change in the future, both with and without the Proposed Action.

The analysis in this chapter concludes that the proposed Academy would not result in significant adverse impacts on natural resources. Further, development under the proposed Academy would offer benefits to natural resources, including improved habitat for birds and other wildlife and improve stormwater management within the Project Site and adjacent areas. In addition, the proposed Academy will be required to achieve a Leadership in Energy and Environmental Design Silver-rating certificate for New Construction (LEED-NC) as outlined by the United States Green Building Council (USGBC), under the provisions of Local Law 86<sup>4</sup>. As a Silver-rated LEED-NC project, the proposed Academy would incorporate sustainable energy and water use systems and design elements including green roofs, onsite storage and treatment facilities, graywater recycling, and bioswales and other sustainable features to provide additional benefits to natural resources in and around the Project Site.

## **Waterfront Revitalization Program (WRP)**

The Proposed Action would redevelop an underutilized, largely unimproved, non-waterfront site in an M1-1 and M2-1 zoning district with an essential public facility that would enhance police training capabilities in NYC. It is expected to be consistent with applicable policies of the WRP.

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<sup>4</sup> Under New York City Local Law 86 (2005), which took effect in January 2007, persons who seek capital funds from New York City valued at either \$10 million or 50% of the cost of the building construction or reconstruction must ensure the construction or reconstruction meets the Leadership in Energy and Environmental Design (LEED) green building guidelines of the United States Green Building Council (USGBC). In addition, new buildings and additions constructed by the City that cost more than \$2 million must also be energy efficient and adhere to the LEED green building guidelines.

Although portions of the Project Site are within the 100-year floodplain, the proposed Academy site is not subject to critical erosion. The existing topography is primarily flat, ranging from elevation +7.0 feet to +11.0 feet, per Queens Highway Datum. The 100-year floodplain, or Special Flood Hazard Area, has a one percent or greater chance of experiencing a flood in any signal year. No portion of the proposed Academy site is subject to critical erosion. Portions of the proposed Academy would be located within the existing 100-year floodplain boundary, though all new structures would comply with local laws (e.g., ground floors are to be constructed a minimum of one foot above the flood level).

All construction activities that would occur on the proposed Academy site as a result of the Proposed Action, as with other locations in the surrounding area and throughout the City, would be in compliance with New York City Building Code requirements regulating construction within flood hazard areas. The lowest floor elevation of the proposed buildings would be at or above the base flood elevation (BFE), and the site would be graded to bring the proposed buildings above the flood elevation. All new habitable spaces, as per New York City Department of Buildings (NYCDOB) requirements, would also be located above the flood level. The Proposed Action would not increase any current flooding conditions, as it would increase the permeable surfaces on the Site as compared to existing conditions. In addition, sustainable design features and stormwater management practices, including stormwater detention, would improve the overall stormwater management.

Stormwater management strategies would be employed under the Proposed Action, which are anticipated to improve water quality in the drainage ditch. The majority of the stormwater will fall on roofs of the buildings and on landscaped surfaces and would be collected and treated through a combination of natural and mechanical means to satisfy the water quality requirements stipulated in the SPDES Statewide General Permit. This treatment is expected to include removal of total suspended solids and total phosphorous, as applicable. Although this stormwater post-treatment may still discharge into the drainage ditch, the runoff is expected to be considerably cleaner than existing conditions.

Additionally, the proposed Academy would result in the remediation of a site that has several recognized environmental concerns. A comprehensive RAP has been prepared for the site to address the site-specific environmental issues. Upon completion of the proposed remediation, the site would be ready for redevelopment. As described above, the Proposed Academy, in conjunction with the effort to obtain LEED Silver certification, incorporates a variety of sustainable design features and best management practices that would increase the quality and decrease the quantity of stormwater. As such, the proposed project would be consistent with the applicable WRP policies would comply with the City's Waterfront Revitalization Program

## **Hazardous Materials**

There is a potential for adverse impacts during construction activities resulting from the presence of possible subsurface contamination due to historic and existing uses at the Project Site. The Environmental Site Assessment (ESA) reports prepared for the Project Site, referenced above under existing conditions, have identified *recognized environmental conditions* (e.g., hazardous materials and/or petroleum product contamination) that could have the potential to impact the proposed development. Excavation and construction activities on the Project Site could disturb potential hazardous materials and increase pathways for human exposure. However, it is anticipated that impacts would be avoided by performing construction activities in accordance with all applicable regulations related to the removal and/or containment of contaminated soil.

The Phase II ESI results indicated fill soil throughout the Project Site has elevated levels of various VOCs and SVOCs, which are characteristic of urban fill. The elevated concentrations of SVOCs are common constituents of urban fill material. Metals were detected above TAGM RSCO in most of the soil samples

collected. The metals detected are commonly found in New York City fill material. Elevated metal levels are mainly attributed to contaminants historic filling activities on-site and may be partially attributed to spills in the local area.

PCBs were detected above TAGM RSCO in two (2) of the 49 soil samples collected. The specific compounds detected above TAGM RSCO include aroclor 1016, aroclor 1254 and aroclor 1260. Analytical sampling of the soil showed that residual PCBs were present at numerous locations across the site. Based on the widespread distribution of PCBs at the site, observations of the physical characteristics of the fill that is present, and the absence in the site historical records of any features that might be associated PCB-bearing equipment use, storage or disposal, it is expected that the PCB residuals are a component of the existing fill. There is no evidence of any point source or "PCB spill" at the site.

The Phase II ESI results also indicated VOCs were detected above NYSDEC TOGS in five (5) of the eight (8) groundwater samples collected. Additionally, SVOCs were detected above NYSDEC TOGS in seven (7) of the eight (8) groundwater samples collected. The contaminants are likely attributable to a combination of suspended sediment, historic fill material used at the site and nearby historic fuel spills.

Metals were detected above NYSDEC TOGS in both of the groundwater samples collected. PCBs were detected above NYSDEC TOGS for total PCBs in three (3) of the eight (8) groundwater samples collected. Pesticides were detected above NYSDEC TOGS in four (4) of the eight (8) groundwater samples collected. The contaminants are likely attributable to suspended sediment and historic fill material used at the site.

At areas of the Project Site where contaminants are found in excess of groundwater quality standards, the groundwater must be addressed prior to or during redevelopment. Human exposure pathways can be reduced or eliminated during construction and for the future with the Proposed Action by the use of engineering controls and by prohibiting groundwater use for potable purposes in the future; however, at areas with significant concentrations of contaminants in groundwater, remediation may be required prior to construction.

As discussed in Section H, "Mitigation," a Construction Health and Safety Plan (CHASP) and Remedial Action Plan (RAP) have been prepared in accordance with the applicable requirements set forth by the Occupational, Safety and Health Administration (OSHA), New York State Department of Health (NYSDOH), New York City Department of Environmental Protection (NYCDEP), and any other applicable regulations to address the recognized environmental concerns on-site. The CHASP identifies the possible locations and risks associated with the potential contaminants that may be encountered, and the administrative and engineering controls that would be utilized to mitigate concerns. The RAP addresses the implementation of remedial measures that would be required to safely construct the proposed project on-site. NYCDEP has reviewed and approved the CHASP and RAP for the proposed project. These measures would ensure that no significant adverse impacts related to hazardous materials would occur.

## **Infrastructure**

The Proposed Action would not result in significant adverse impacts on existing infrastructure systems. The existing City infrastructure has sufficient capacity to accommodate the proposed Police Academy without having a significant adverse impact on other users.

The proposed Academy is expected to generate a maximum demand of 567,000 gpd of water when it is operating at full capacity. As this is well below the CEQR impact threshold of one million gallons of

water per day, the proposed Academy is not expected to overburden the city's water supply system, and would not result in a significant adverse impact to the city's water supply or water pressure.

When the proposed development is operating at full capacity, the Tallman Island WPCP would receive up to approximately 347,000 gpd of additional sanitary sewage, which represents less than one tenth of one percent of the plant's treatment capacity. Consequently, there would be adequate treatment capacity at the Tallman Island WPCP to handle the increased sanitary flows from the proposed Academy, and the Proposed Action would not result in a significant adverse impact to the City's sanitary sewer system.

To reduce stormwater generation and/or provide increased water quality treatment, green roof and bioswale features would be provided on-site. This would reduce the amount of stormwater that the proposed Academy would discharge into the on-site drainage ditch. The stormwater discharges are not expected to have a significant adverse impact on the sewer system or on the water quality of the Flushing Creek. As compared to existing and No-Build conditions, the proposed project would represent significant stormwater management improvements.

### **Solid Waste and Sanitation Services**

The Proposed Action is not expected to result in significant adverse solid waste impacts. Development pursuant to the Proposed Action would occur in an area that is currently served by New York City Department of Sanitation (DSNY) trash and recycling pick-ups. The proposed action would not affect the delivery of these services, or place a significant burden on the City's solid waste management system. The proposed development would normally generate approximately 16.45 tons of solid waste per week under typical day-to-day operations. Therefore, the increase in solid waste to be picked up by the DSNY is relatively small (a maximum of 2.35 tons per day assuming a 7-day week) when compared to the estimated 12,000 tons of residential and institutional refuse and recyclables collected by the DSNY per day. Therefore, it is concluded that in the future with the Proposed Action in 2014, there would be no significant adverse impacts on residential or commercial solid waste collection and disposal services, nor would the Proposed Action conflict with, or require any amendments to, the City's solid waste management objectives as stated in the Solid Waste Management Plan (SWMP).

### **Energy**

The proposed Police Academy would create new energy demands at the Project Site. All new structures would be required to comply with the New York State Conservation Construction Code. The proposed development would also incorporate measures to achieve Leadership in Energy and Environmental Design (LEED) certification, with a goal of a higher LEED Silver certification where feasible and practicable. The LEED rating system, developed by the non-profit U.S. Green Building Council, is a standard ensuring a high degree of environmental stewardship, considering energy efficiency, minimization of waste sent to landfills, and other sustainability best practices in building design and operation.

The New York Power Authority (NYPA) would supply electricity for the site. Consolidated Edison would supply gas, which would be used to provide heating, cooling, and lighting to the proposed Academy. Long-term operation of the proposed development is expected to consume about 138,680 million British Thermal Units (BTUs) per year. Consolidated Edison and NYPA could supply this energy without disruption to the main distribution system.

The improvements in local connections that are necessary to provide these services to the proposed Academy would not adversely impact the local energy system. In addition, the Proposed Action would

include a number of energy conservation measures, which would decrease overall energy demand on the Academy site. Therefore, there would not be any significant adverse energy impacts from the proposed development.

## Traffic and Parking

Traffic analyses were undertaken to determine potential impacts of the added traffic and parking demand from the construction of the proposed Police Academy on the street network. The study area selected for the traffic analysis was selected to encompass the principal roadways most likely to be used by the majority of persons and goods traveling by vehicle to and from the site. The traffic study area is generally bounded on the north by 20<sup>th</sup> Avenue, on the east by Ulmer Street, and on the west by College Point Boulevard. Fourteen intersections are analyzed for vehicular traffic for the weekday 6:00 to 7:00 AM and 3:00 to 4:00 PM peak hours, the periods when project-generated demand is expected to be heaviest. It should be noted that the transportation demand at the Academy has an early start, with turnover in the mid-afternoon for in-service training. Of the 14 study area intersections, 11 are signalized and three are unsignalized. It should be noted that the intersection of Linden Place and 28<sup>th</sup> Avenue currently has no stop control, however in the 2014 No-Build condition it is expected to become stop controlled in conjunction with the Linden Place reconstruction project.

**Table NOC-1: Summary of Impacted Intersections**

Signalized Intersections	Impacted Movement	
	AM	PM
College Point Boulevard @ 31 <sup>st</sup> Avenue	WB – LTR	-
College Point Boulevard @ Roosevelt Avenue	-	NB – L SB – T
Linden Place @ Northbound Whitestone Expressway Service Road	-	EB – LT
Ulmer Street @ Southbound Whitestone Expressway Service Road	WB – TR (U-Turn)	SB – R
20 <sup>th</sup> Avenue @ Southbound Whitestone Expressway Service Road	SB – LTR SB – R	-

The Proposed Action would create new travel demand by NYPD recruits, in-service officers, training staff, security and other staff. The analysis conservatively assumes that in the future without the proposed action, the Project Site would remain vacant. This serves as the baseline for comparing the effects of the No-Build and Build conditions. Overall, the proposed Academy is expected to generate an estimated 514 and 573 new vehicle trips in the weekday AM and PM peak hours, respectively. This increased travel demand would result in significant adverse traffic impacts at five analyzed intersections during one or both of the analyzed peak hours (see Table NOC-1, “Summary of Impacted Intersections”). Section H “Mitigation” describes mitigation measures that would be implemented to address the anticipated traffic impacts.

The parking analysis found that the proposed project would generate parking demand in excess of the accessory parking spaces that would be provided on-site during the hour of overlap between the recruit and in-service populations. However, the NYPD has committed to meeting 100 percent of its parking demand on the proposed Academy site. As such, the NYPD will enforce a HOV requirement for recruits which would mandate a minimum of three or four recruits per vehicle for instances when the Academy would be operating at full design capacity. This would reduce the parking demand attributable to the recruit population and leave more parking spaces for other Academy populations. With these parking restrictions in place, all of the anticipated parking demand would be accommodated on-site and no on-

street parking would be provided or allowed for Police Academy visitors. There would be no authorized on-street parking of Police Department vehicles in the vicinity of the new Academy. As such, no parking impacts would be expected as a result of the proposed project.

## **Transit and Pedestrians**

In the future with the proposed project, the proposed Academy would generate approximately 766 new bus trips in the AM peak hour and 799 new trips in the PM peak hour. These project-generated trips would include approximately 668 subway to bus trips and 98 bus-only trips in the AM peak hour, and 694 and 105, respectively in the PM. These trips would be all inbound to the project site (toward College Point) in the AM and outbound (towards Flushing) in the PM. These are contra-flow movements as compared to the typical travel patterns of commuters in the area. Most public-transit users traveling to the site are expected to favor the Q25 due to the close proximity to the primary pedestrian entrance to the Academy; however, the Q65 would also be heavily utilized as it has a bus stop within a 10-minute walk of the main entrance. While some people would elect to use the first bus that arrives, the existing Q25 bus stop is located much closer to the Academy's proposed entrance, so it was assumed that more people would elect to use this bus route, as it is more convenient. These two routes are operated by MTA Bus, which has indicated that maximum load point data is currently unavailable.

Field observations indicate that the peak direction on these routes is typically southbound en route to the Flushing-Main Street subway station in the AM peak hour and northbound from the Flushing-Main Street station in the PM. Therefore, the majority of project-generated demand would typically occur in the non-peak direction as most trips would be en route northbound (from the Flushing-Main Street station) in the AM peak hour and southbound (to the subway) in the PM. The Q25 line operates approximately 5 and 4 buses in each direction during AM and PM peak periods, respectively, while the Q65 operates approximately 6 buses in each direction during the both the AM and PM peak periods. The proposed action would generate an average of approximately 70 and 89 new trips per bus in the AM and PM peak hours, respectively, on the two routes combined. As a standard practice, MTA Bus routinely conducts periodic ridership counts and increases service where operationally warranted and fiscally feasible. It is therefore anticipated that in the future conditions with the proposed action, MTA Bus would increase frequency, where necessary, to address any capacity shortfalls.

The proposed project would potentially add approximately 848 and 847 pedestrian trips to the study area during the 6-7 AM and 3-4 PM peak hours, respectively. Project-generated subway and bus trips, together with "walk only" trips would increase pedestrian volumes on nearby sidewalks. The greatest concentration on project-generated pedestrian demand would be on the sidewalks, street corners, and crosswalks between the main pedestrian entrance on 28<sup>th</sup> Avenue and the Q25 bus stop (east of Ulmer Street on 28<sup>th</sup> Avenue). A detailed analysis found that the proposed project would not result in any significant adverse impacts on pedestrian conditions. As such, the proposed project would not have any significant adverse impacts on transit and pedestrian conditions in the study area.

## **Air Quality**

Air quality analyses were undertaken to determine the potential for impacts under the Proposed Action. These impacts can be either direct or indirect. Direct impacts come from stationary sources at the development site, such as emissions from heating systems. Indirect impacts are defined as the potential for emissions due to mobile source/vehicles generated by the proposed development. Pollutants that are examined for mobile sources are carbon monoxide (CO) and respirable particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>). An analysis of the potential accessory parking garage impacts was also prepared for the proposed 1,800 space accessory garage.

The air quality analysis evaluated the potential for impacts from the following:

1. Impacts associated with mobile (vehicular-related) sources, including project-generated vehicles and emissions from the proposed approximately 1,800-space parking garage;
2. Impacts from emissions of the proposed central utility plant (i.e. cogeneration unit and supplemental boilers) in existing and proposed sensitive uses;
3. Impacts from “major” existing emission sources (i.e., heating, ventilation, and air conditioning [HVAC] systems with 20 million or more BTU/hr heat input) on the proposed sensitive land uses;
4. Impacts of the air toxic emissions generated by nearby existing industrial sources on the proposed sensitive land uses.

The maximum predicted pollutant concentrations from mobile sources with the Proposed Action would be in compliance with the applicable guidance thresholds and ambient air quality standards. Two key intersection locations (with multiple receptors) were selected for CO microscale analysis, and one location was selected for a PM microscale analysis. CO modeling was conducted for both peak periods (6 to 7 AM and 3 to 4 PM) for the intersection of 30<sup>th</sup> Avenue and College Point Boulevard as well as Ulmer Street and the Whitestone Expressway, which would experience the highest project-generated increment of traffic. The results of the analysis show that the proposed development would not result in any significant adverse air quality impacts. The accessory parking garage associated with the proposed Academy would also not result in any significant adverse air quality impacts.

Based on a stationary source screening analysis, there would be no potential for significant adverse air quality impacts from the central utility plant of the proposed Academy. In addition, there would be no significant adverse air quality impacts from nearby industrial facilities on the proposed development. Additionally, analysis of industrial facilities within the 400 or 1,000-foot search radius indicated that no air quality impacts are anticipated to the proposed facility from existing land uses.

Therefore, the Proposed Action would not result in a violation of the applicable air quality standards or cause an exceedance of the significant threshold values. As such, the potential air quality impacts associated with the proposed Academy are not considered to be significant.

## **Noise**

To assess the potential for vehicular traffic to cause a noise impact at intersections within the study area, a preliminary evaluation of key intersections was carried out. Based on the NYC *CEQR Technical Manual* and subsequent revisions to its procedures, if the Proposed Action would increase traffic volumes by 100 percent or more, resulting in an increase of 3 dBA or more, then the affected intersections may warrant further analysis.

No intersection would experience a 100 percent increase in traffic volume due to the project-generated vehicles. Therefore, none of the intersections required additional study. The remaining analysis focused on the noise levels at the site as experienced by nearby sensitive receptors. Based on the projected noise levels for No-Build Conditions, an impact would occur if noise levels were to increase by 3.0 dBA. As all of the project-generated vehicles would be passenger cars, the relative increases in noise level are low. In comparison to No-Build Conditions, the noise levels at the monitored sites range from 0.0 dBA to 2.8 dBA. These increases would not be perceptible. In addition, the sites would fall into the same CEPO-CEQR noise categories as for No-Build Conditions. Thus no noise impacts due to increased traffic are anticipated.

The noise analysis determined that the Proposed Action has the potential to create a significant noise level impact to on-site activities and nearby sensitive receptors. With regard to the potential impacts of the



surrounding neighborhood on the Proposed Action, the  $L_{10}$  noise levels for the office, academic, and lodging areas would fall within 75 to 80 dBA, which would place them in the Marginally Unacceptable II CEQR category. Therefore, the window-wall attenuation to be provided by the structure would be adjusted to provide the appropriate attenuation for the specific use. Further, the proposed Academy would be built and operated in compliance with the New York City Noise Code. There would be no stationary sources introduced by the Proposed Action that would generate significant noise. As sensitive uses are located adjacent to the proposed EVOC course, there is a potential to create an unmitigable adverse impact during EVOC training due to intermittent siren use and tire squeal. This would be a temporary condition and would last for short intervals during specific training scenarios, with the potential to affect a nearby hotel, church facility and local offices.

## **Construction Impacts**

The Construction chapter discusses the potential impacts resulting from the construction of the proposed Police Academy on the approximately 35-acre site. If all necessary approvals are granted, construction of the proposed development is expected to commence in late 2009. It is expected that the proposed development would be constructed in several consecutive stages with the recruit-centric facilities completed and operational by 2012 during the first construction sequence and full build out of the program anticipated by the end of 2014.

As is typical with large construction projects, the proposed development would cause some disruptions to activities in the surrounding area, particularly during periods of peak construction activity. These disruptions would be temporary in nature. The adjacent roadways (College Point Boulevard, 28<sup>th</sup> Avenue and Ulmer Street) generally sever the proposed development site from adjacent uses. Additionally, residential areas are not located within close proximity to the proposed Academy site, and therefore, the area of the proposed construction is largely separated from the community, and such disruptions would not be significant. Uses on the project block are buffered from the proposed development site by either the on-site drainage ditch or the accessory parking lots that serve the various adjacent uses. The adjacent church facility, hotel and office uses would not be adversely affected as construction activities would be temporary in nature. Additionally, construction activities (7 AM to 3 PM) would generally not occur during peak church hours. Further, in the latter stages of construction, when work would take place primarily within building shells, effects on surrounding uses would be substantially reduced. Vehicular access on adjacent roadways would be maintained at all times when the proposed Academy is being built.

An appropriate protective barrier (construction fence) would be installed on the perimeter of the proposed development site to protect the public. This fencing would reduce potentially undesirable views of the construction site and buffer noise emitted from construction activities. All construction-staging activities, including the storage of materials and equipment would occur within the Academy site, therefore disruptions to the surrounding area would be minimized and would not alter surrounding land uses or intrude on neighborhood character. The construction of the proposed development would be similar to construction at any other site in the city, and the NYCDOB would regulate the hours of construction operation.

There would be a temporary increase in noise levels in the immediate vicinity of the site due to the operation of the on-site construction equipment and construction trucks and construction workers coming to and from the site, and loading and unloading, but this would not result in a significant change in neighborhood character given the current nature of the manufacturing, commercial, light-industrial/warehousing and transportation uses in the immediate vicinity of the proposed development site.

A Stormwater Pollution Prevention Plan (SWPPP), which would be required by the New York State Department of Environmental Conservation (NYSDEC) due to the size of the Project Site, would minimize any potential construction period impacts to water quality associated with stormwater runoff during land disturbing activities on upland areas.

Moreover, the construction process in New York City is highly regulated to ensure that construction period impacts are eliminated or minimized. The construction process requires consultation and coordination with a number of City and/or State agencies, including NYCDOB, NYCDOT, NYCDEP, and, where applicable, NYSDEC, among others. Accordingly, with its compliance to applicable regulations and construction management practices, the Proposed Action would not result in significant adverse impacts during project construction.

## **Public Health**

Based on a preliminary screening analysis in accordance with the *CEQR Technical Manual* guidelines, it was determined that a full assessment of the Proposed Action's potential impacts on public health is not necessary and that no significant adverse impacts on public health are expected as a result of the Proposed Action. The Proposed Action would not result in significant adverse impacts related to air quality, odors, noise, solid waste, or hazardous materials, and would not exceed accepted City, State, or Federal standards with respect to public health.

## **H. MITIGATION**

### **Hazardous Materials**

As described above in the discussion of Hazardous Materials, the Project Site contains identified *recognized environmental conditions* (e.g., hazardous materials and/or petroleum product contamination) that have the potential to impact the proposed development. Excavation and construction activities on the Project Site could disturb potential hazardous materials and increase pathways for human exposure. Intrusive activities would involve mitigation in the form of proper soil handling and management, preparation and adherence to a site-specific CHASP and RAP that consider the presence of contaminants, and implementation of a CAMP in accordance with NYSDEC DER-10 Regulations to minimize the creation and dispersion of fugitive airborne dust.

The following measures would ensure that no significant adverse impact related to hazardous material would occur. Impacted soils in the area of proposed excavation should be removed and disposed of in accordance with all applicable local, state and federal laws. Application of engineering controls, including the use of an impervious medium (i.e., concrete slab foundation, impermeable bituminous asphalt pavement, concrete sidewalks and curbs) and/or a 24-inch soil cover media consisting of clean fill and vegetative topsoil to cap the entire site. The project would include installation of a 20-mil vapor barrier underneath the floor slab and underlain by a sub-slab vapor venting system (that will have that ability to be retrofitted to an active system) to prevent the migration and intrusion of methane gas and potential volatile organic compounds (VOCs) from soils and groundwater at the site and/or the surrounding area into the constructed buildings. Finally, implementation of institutional controls such as a deed restriction may be required to prevent accidental exposure to contaminants.

With these precautions in place, construction of the proposed Academy would not result in significant adverse impacts to Hazardous Materials.

## **Traffic and Parking**

The Proposed Action would result in significant adverse traffic impacts at a total of five intersections (three intersections which would be impacted in the AM, and three intersections that would be impacted in the PM) when the Academy is fully staffed and training classes are at their maximum. A traffic mitigation plan was therefore developed to address these impacts. This mitigation plan consists of minor geometric improvements, changes to signal timing and phasing, and changes to curbside parking regulations at impacted intersections.

Application and implementation of the traffic engineering improvements would require the approval of the NYCDOT and/or NYSDOT. Coordination with the NYCDOT and/or NYSDOT would be undertaken in order to implement the proposed mitigation measures. Approval of each proposed mitigation measure would depend upon the applicable agency. In the absence of the implementation of the proposed mitigation plans, a total of up to five signalized intersections (three in the AM and three in the PM) would remain unmitigated. In addition, as discussed above, the significant adverse impact at the intersection of 20<sup>th</sup> Avenue and the Southbound Whitestone Expressway Service Road is unmitigable and efforts to develop a potential mitigation plan for this intersection with the NYCDOT between the DEIS and FEIS were not successful.

Additionally, conversations with Queens Community Board 7 during the public review process lead to the revision of the proposed mitigation measure at Ulmer Street and the southbound Whitestone Expressway Service Road. Whereas the proposed DEIS mitigation called for two southbound lanes at the Ulmer Street approach to the service road, discussions with Community Board 7 lead to a modification of the mitigation to three southbound lanes at this approach, consisting of two thru lanes and one exclusive right turn lane. As a result of this revised mitigation measure, the design of the slip-on ramp at the entrance to the southbound Whitestone Expressway (opposite Ulmer Street) was realigned and widened to accommodate the proposed geometry of the Ulmer Street approach.

Finally, a new stop-controlled u-turn has been proposed beneath the Whitestone Expressway from the southbound Whitestone Expressway Service Road to the Northbound Whitestone Expressway Service Road to improve traffic flow at the intersection of Linden Place and the Whitestone Expressway Service Roads (both the southbound and northbound service road). This specific traffic improvement measure was requested by members of the Community Board during the City's community outreach efforts. While no specific traffic impact is anticipated per *CEQR Technical Manual* criteria, Linden Place is one of the primary access points into and out of the College Point neighborhood. As such, the City has agreed to implement this proposed u-turn as a measure to generally improve traffic flow and accessibility. This traffic improvement measure is subject to review and approval by NYCDOT and NYSDOT.

The DEIS disclosed a potential parking impact as a result of the proposed Academy project; however, the size of the on-site parking facilities were rearranged to provide 200 additional parking spaces to address a potential parking shortfall that was projected for one hour during maximum occupancy. Additionally, the NYPD has indicated that they will impose HOV restrictions of three or four recruits per vehicle during times when the Academy would be operating at maximum design capacity. This would reduce the parking demand from the recruit population and eliminate the parking shortfall. No on-street parking would be permitted. As such, no parking mitigation is required.

## **Noise**

Significant adverse noise impacts are projected for the Fairfield Inn west of the site and the All Nations Church and Christian Gospel School southeast of the site. These impacts are solely due to the brief

periods of up to half an hour when EVOC activities would be in progress. During these periods, noise level increases would range from 9.8 dBA at the church/school to 13.2 dBA for the Fairfield Inn. These projections of impacts are conservative, as the walls along the EVOC area on the roof of the parking area would provide partial shielding. It is unlikely that these temporary noise impacts could be mitigated.

Due to the configuration of building heights and segments, the office, academic, and lodging components of the Proposed Action would be protected from the EVOC noise levels. This is due to their distances of at least 100 feet from the EVOC location as well as the barrier effects of the Central Service and Tactical Village structures that would be higher than the EVOC rooftop by approximately 34 to 60 feet.

L<sub>10</sub> noise levels on the streets around the site would range from 74.9 dBA on Ulmer Street to 81.3 dBA on 31<sup>st</sup> Avenue. Since the site buildings would be approximately 400 feet from 31<sup>st</sup> Avenue, the traffic noise levels on the southern side of the site would be lower and similar to noise levels for the rear of the All Nations Church, as discussed in Chapter 14. Based on this information, noise levels at the exterior of the project buildings would generally fall into the 75.0 to 80.0 dBA range, which would place them in the Marginally Unacceptable II CEQR category. The recommended building attenuation would be 35 dBA. This attenuation can be achieved through installing double-glazed windows on a heavy frame in masonry structures or windows consisting of laminated glass. The *CEQR Technical Manual* states that when maximum L<sub>10</sub> levels are greater than 70 dBA, alternate means of ventilation should be incorporated into building, and building attenuation is required. All buildings will be serviced by central HVAC systems. Since some of the buildings would be used for office purposes, more refined analyses during final design may indicate that a lower building attenuation value of 30 dBA may be suitable.

## **I. ALTERNATIVES**

Eight alternatives to the Proposed Action were considered in this EIS, to examine reasonable and practicable options that avoid or reduce Action-related significant adverse impacts and may still allow for the achievement of the stated goals and objectives of the Proposed Action. The environmental effects of the alternatives are summarized below.

### **No Action Alternative**

The No Action Alternative assumes that the proposed site selection would not be implemented. While the No Action Alternative would not result in any of the impacts associated with the Proposed Action and resulting Police Academy, the benefits expected from the Proposed Action relative to land use, urban design, natural resources, and WRP consistency, would not be realized under this alternative. The No Action Alternative would not improve the City's police training capabilities and would result in continued use of the NYPD's current overcrowded facilities. This alternative would fall short of the objectives of the NYPD to overhaul the police training facilities throughout the City and the current facilities would have to be supplemented to continue to meet the NYPD's increasing training demands.

### **No Impacts Alternative**

The No Impacts Alternative would avoid the Proposed Action's identified significant adverse impacts. However, a No Impacts Alternative is not a feasible alternative in the case of the Police Academy as it would not meet the NYPD's key objectives for a new Police Academy (namely consolidating entry-level, in-service, and civilian training facilities into one central location). As described above, there are traffic and hazardous materials impacts related to the development of the site that could not be avoided by making minor modifications or reductions to the building program. Any new on-site construction would result in hazardous materials impacts that would require mitigation. Further, several intersections would

experience significant delays during the AM and PM peak hours as a result of increased vehicular traffic. No practical reduction in the building program would eliminate new traffic impacts at these congested intersections. As such, this alternative would not meet the goals and objectives of the Proposed Action, and accordingly, it is not considered for purposes of further analysis.

### **Alternative Site Alternative**

This alternative assumes that the proposed public facility, the Police Academy, would be located at an alternative location within the City.

The programmatic requirements for a new Police Academy necessitate a large development site to accommodate approximately 2.4 million gsf of new development and accessory parking for approximately 2,000 vehicles. The proposed development would accommodate a comprehensive Police Academy facility for recruit and in-service training and would consolidate training facilities that are currently spread across the City into one central location. Given the variety of uses that comprise the Academy program and the sensitive nature of the proposed facility, a large site is required to accommodate the entire building program and the various security measures (including a setback from adjacent roadways). According to preliminary NYPD specifications for the individual program elements, the selected site would need to exceed 30 acres in order to accommodate all training components at optimal layouts.

As part of the current planning process, several other alternative sites have been considered for the proposed Police Academy development, many of which are located outside of Queens. The proposed site (the NYPD's College Point Vehicle Impoundment facility) was among seven locations considered by representatives of the City's site selection committee for the proposed Academy. Other sites included (1) Oak Point, a privately-owned parcel in the Bronx; (2) the City-owned former Flushing Airport site (also in Queens Community Board 7); (3) a portion of the Aqueduct Racetrack site in Queens; (4) the City-owned Ridgewood Reservoir site in Queens; (5) the City-owned Rossville Prison site in Staten Island; (6) the City-owned Seaview Hospital site and Farm Colony in Staten Island. These sites consisted of both private and publicly owned property.

Each of these six alternative locations for the proposed Police Academy was found to be unsuitable, as each site failed to meet one or more of the selection criteria for siting the proposed public facility. These criteria include:

- Size of the site and ability to accommodate the entire development program;
- Accessibility by mass transit and vicinity to main arterial roadways;
- Community context; and
- Feasibility.

As none of the alternate sites listed above met all of the necessary selection criteria, the Alternate Location Alternative would fall short of the objectives of the Proposed Action. Moreover, the Alternate Location Alternative may result in the same or additional significant adverse impacts as the Proposed Action.

## **J. UNAVOIDABLE ADVERSE IMPACTS**

Unavoidable adverse impacts occur when a proposed action would result in significant adverse impacts for which there are no reasonably practicable mitigation measures, and for which there are no reasonable alternatives.

As mentioned in Chapter 11, “Traffic and Parking” and Chapter 17, “Mitigation,” at the intersection of 20<sup>th</sup> Avenue and the southbound Whitestone Expressway service road, the proposed Academy would result in the addition of 20 vehicles in the AM peak hour. As shown in Table 11-6, several movements at this intersection operate at LOS E and F under No-Build and Build conditions. Between the DEIS and FEIS, alternate mitigation concepts were reviewed with NYCDOT for feasibility. No feasible mitigation plan could be developed at this location, so this impact would remain non-mitigable.

To analyze noise levels at the Fairfield Inn and the church/school site, the maximum siren noise levels were placed in the center of the EVOC site. Without any barriers to mitigate the noise, the Fairfield Inn could experience a noise level of 85.8 dBA, and the rear of the church could experience a noise level of 74.2 dBA.

Significant adverse impacts are projected for the Fairfield Inn west of the site and the All Nations Church and Christian Gospel School southeast of the site. These impacts are solely due to the brief periods of up to half an hour when EVOC activities would be in progress. During these periods, noise level increases would range from 9.8 dBA at the church/school to 13.2 dBA for the Fairfield Inn. These projections of impacts are conservative, as the walls along the EVOC area on the roof of the parking area would provide partial shielding. The potential noise impacts would represent a temporary condition during the EVOC activities approximately a half hour per day. This is seen as an unmitigable noise impact.

As described in the applicable chapters of this EIS, it is anticipated that all other potential significant adverse impacts of the Proposed Action could be avoided or mitigated by implementing a broad range of measures.

## **K. GROWTH INDUCING ASPECTS OF THE PROPOSED ACTION**

The proposed action would allow for the development of a modern complex, to be operated by the NYPD, which would consolidate in one-campus facilities for civilians, recruits, and active police officers that are currently spread across the City. Although the Proposed Action would introduce a new land use and an increase in density on the proposed development site (generating new workers and visitors), it is not anticipated that it would have significant spillover or secondary effects resulting in substantial new development in nearby areas. The Proposed Action would retain manufacturing zoning on the proposed development site and would not introduce new development that is markedly different from existing uses, development and activities within the surrounding neighborhood. The ability of the Proposed Action to alter land use patterns in the study area would be minimal, given the site’s isolation, existing land use patterns and trends, and zoning district regulations.

While the Proposed Action would improve existing infrastructure on and immediately adjacent to the Project Site, the infrastructure in the study area is already well-developed, such that improvements associated with the Proposed Action would not induce additional growth. Therefore, the Proposed Action is not expected to induce notable growth outside of the proposed development site.

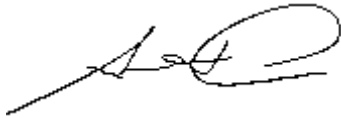
## **L. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES**

There are a number of resources, both natural and man-made, that would be expended in the construction and operation of the proposed public facility. These resources include the materials (including concrete, wood, metal, glass and asphalt) used in construction of the proposed Police Academy; energy in the form of gas and electricity consumed during construction and operation of the proposed development by various mechanical and processing systems; and the human effort (time and labor) required to develop, construct, and operate various components of the proposed development. They are considered irretrievably committed because their reuse for some purpose would be highly unlikely.

The land use changes associated with the development of the proposed Academy site may also be considered a resource loss. The proposed development constitutes an irreversible and irretrievable commitment of the development site for a public facility use, thereby rendering the use of this land for other purposes infeasible. Further, funds committed to the design, construction, and operations of the proposed development are not available for other projects.

The public services provided in connection with the proposed development under the Proposed Action (e.g., police training and community protection) also constitute resource commitments that might otherwise be used for other programs or projects.

Despite the commitments identified above, the proposed Police Academy would result in a public benefit due to the expansion of the NYPD's recruit and in-service training capabilities within the City.



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**Inspector Anthony T. Tria, Commanding Officer  
Capital Construction  
New York City Police Department**

September 3, 2009  
**Date**

cc:

Honorable Helen M. Marshall, Queens Borough President  
Honorable Tony Avella, New York City Council Member, District 19  
Senator Frank Padavan, District 11  
Congressman Gary Ackerman, District 5  
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