



POLICE DEPARTMENT

STATEMENT OF FINDINGS

POLICE ACADEMY COLLEGE POINT, QUEENS

Project Identification:

CEQR No. 07NYP003Q
ULURP No. 090403PSQ

Lead Agency:

New York City
Police Department

SEQR Classification: Type I

Date Issued:

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Location: Queens, New York

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

The project area is roughly bounded by 28th Avenue to the north, Ulmer Street and the Southbound Whitestone Expressway Service Road to the east, 31st Avenue to the South, and College Point Boulevard to the west.

A. INTRODUCTION

This Statement of Findings has been prepared in accordance with the environmental review requirements of Article 8 of the New York State Environmental Conservation Law, the State Environmental Quality Review Act (SEQRA), the implementing regulations set forth in 6 NYCRR Part 617, and the New York City Rules of Procedure for City Environmental Quality Review (CEQR) and Executive Order 91 of 1977 as amended. This Statement of Findings has been prepared to demonstrate that (1) the procedural requirements have been met; (2) the Proposed Action was considered among reasonable alternatives; and (3) the potential for adverse environmental effects as disclosed in the Police Academy Environmental Impact Statement (EIS) and during the review process will be avoided or minimized to the maximum extent practicable by the incorporation of mitigation measures.

Under CEQR, the New York City Police Department (NYPD) is the lead agency responsible for conducting the environmental review that determines whether the Proposed Action will have significant adverse impacts on the environment.

The Notice of Positive Declaration and Intent to Prepare a Draft EIS were issued on February 21, 2008, as well as the Draft Scoping Document for the Preparation of a Draft EIS. The public, governmental agencies, community boards, and elected officials were invited to comment on the Draft Scoping Document either in writing or at the public scoping hearing held on April 3, 2008. The comment period on the Draft Scoping Document remained open until April 14, 2008. The comments received during the comment period were incorporated into the Final Scoping Document, which was issued on April 16, 2009.

The Draft Environmental Impact Statement (DEIS) was certified as complete on April 20, 2009 and was published and distributed for review. The certification of the DEIS was followed by a public hearing that was held in conjunction with the City's land use review process on August 19, 2009 at the New York City Department of City Planning located at 22 Reade Street, New York, NY. Notices of the DEIS's availability as well as the date and location of the public hearing were advertised in the City Record, the Environmental Notice Bulletin, and the New York Post. Copies of the DEIS documents, including information on the public hearing and comment period, were forwarded to elected officials including Queens Borough President Helen Marshall and City Council Member Tony Avella, Queens Community Board 7, and the Mayor's Office of Environmental Coordination. Written comments on the DEIS were requested, received and considered by the Lead Agency through August 31, 2009, the close of the public comment period. The NYPD prepared a Final Environmental Impact Statement (FEIS), which addressed all substantive comments made on the DEIS. The FEIS was certified as complete, and a Notice of Completion was issued on September 3, 2009.

After considering the FEIS for no less than 10 days after the issuance of the Notice of Completion, the NYPD has adopted this Statement of Findings.

B. PROJECT OVERVIEW

The NYPD will allow the construction of a new Police Academy for the City on an approximately 35 acre site in Queens Community District 7. The proposed action will allow for the development of a modern academic and physical training complex, to be operated by the NYPD, which will consolidate in a single campus facilities for recruits, civilians, and active police officers that are currently spread across the City. The total development size will consist of approximately 2.4 million gross square feet (gsf) of built space and will 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 accessory parking garage of approximately 1,800 spaces ("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 28th Avenue¹. Located in the College Point, Queens neighborhood of Community District 7, the proposed development will be located on a portion of the block bounded by 28th Avenue to the north, Ulmer Street and the Southbound Whitestone Expressway Service Road to the east, 31st 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

¹ According to the NYC Open Accessible Space Information System Cooperative (OASIS): www.oasisnyc.net

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”)². The entire Project Site is City-owned.

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 spaces.

The proposed Academy will 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 will increase the quality and decrease the quantity of stormwater that leaves the Project Site and flows into Flushing River/Flushing Bay. These features will complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as the majority of the stormwater will fall on roofs of the buildings and on landscaped surfaces and will 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 will also use a green roof system (vegetated) to collect and utilize rainwater. The system will 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 will be located on the north side of the Project Site, along 28th Avenue. It will include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system will 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 will consist of an open channel system with underdrainage that 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.

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 were approved 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 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, 31st Road on the south, and 130th Street, 127th Street, 120th Street, and 122nd

² The Block and Lot information includes all portions of the former streets located within the boundaries of the project site that are shown on the available tax maps (including portions of the following streets which were demapped on City Map 4700 as of Feb. 28, 1977: 124th St., 125th St., 126th St., 127th St., 128th St., 129th St./20th St., 130th St./21st St., and 22nd St.)

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 will 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 will 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.

Existing Site Conditions

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 31st Avenue to 28th Avenue, with a leg running parallel to 28th 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 31st 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 25th 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.

C. PURPOSE AND NEED

The proposed NYPD Police Academy will incorporate many 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 20th 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 MacDonald 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 20th 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 will 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 expended 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.

D. PROPOSED PROJECT

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 will 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 driver's 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 28th 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 28th Avenue.
 - An override to allow an encroachment by the field house to project into the sky exposure plane along 28th Avenue.
 - An override to permit a minor encroachment of the proposed police museum into the initial setback and sky exposure plane along 28th 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 will 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 will 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 will 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 will be a unique public facility that will operate on a schedule that is similar to prevailing police shifts. Operationally, the typical first platoon (overnight, 12 midnight to 8 AM) will have the smallest population at the proposed Academy, the second platoon (8 AM to 4 PM) will have the bulk of the daily population, and the third shift (4 PM to 12 midnight) will have moderate activity.

As mentioned above, the proposed Academy will 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 will complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as the majority of the stormwater will fall on roofs of the buildings and on landscaped surfaces and will 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 will incorporate a green roof system (vegetated) on several buildings to collect and utilize rainwater. The system will 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 will be located on the north side of the Project Site, along 28th Avenue. It will include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system will 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 will be located to the south of the field house, and the firearms and tactics building, a linear structure proposed along the northern property line, will be located to the west of the field house. The proposed EVOC course, to be located above two levels of parking, will be located west of the tactical village and field house and borders College Point Boulevard.

The tallest proposed buildings will 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 will remain under the applicable height restrictions for new developments near LaGuardia Airport.

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

The accessory parking structure will be constructed at the western edge of the proposed Academy site. The proposed garage will accommodate approximately 1,800 vehicles and an additional 200 parking spaces will be provided throughout the site (a total of approximately 2,000 on-site parking spaces). The accessory garage will have a height of approximately 35 feet (an elevation of approximately 45 feet) containing two levels of parking. A small security control office will 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 will be accessible from College Point Boulevard through two gated security entrances to the Project Site. The primary garage access is proposed at the intersection of College Point Boulevard and 30th Avenue. This intersection will 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 28th Avenue. This secondary access will 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 will 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, will be restricted to high-ranking officers.

While a bulk of the training will occur between 7:00 AM and midnight, the facility will be staffed 24 hours a day and 7 days per week. Once completed, the Academy will be able to accommodate up to 1,980 recruits in one graduating class, with up to 3,960 recruits graduating per year. The recruits will be on a 7 AM to 3 PM schedule. The Academy will 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, will accommodate two daily shifts of 500 officers for re-qualification. The first re-qualification tour will be on-site from 10 AM to 6 PM and the second shift will be on-site from 2 PM to 10 PM. Additional in-service training will occur on a daily basis with approximately 543 officers from 9 PM to 5 PM. Approximately 1,000 staff will 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 will stay in the on-site dorm facility will 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 will require all uses to be located on the proposed Academy site. All program elements will be physically integrated or connected so as to minimize site coverage while maximizing program proximities.

E. 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.

These actions are also subject to the City Environmental Quality Review (CEQR) procedures.

In addition to the above, the proposed development required a mayoral zoning override to modify the accessory parking requirements of the proposed development site's M1-1 and M2-1 zoning regulations.

F. POTENTIAL SIGNIFICANT ADVERSE IMPACTS AND MITIGATION

The FEIS was prepared in accordance with the guidelines set forth in the *New York City Environmental Quality Review (CEQR) Technical Manual* (the "*CEQR Technical Manual*"). As the project will involve the construction of a new public facility, the FEIS includes descriptions of existing and future environmental conditions for the development site and surrounding study areas, plus assessments of the impacts of the project. The assessment is based on a comparison of conditions with and without the proposed Police Academy (No-Build and Build conditions). 2014 is the year that the proposed Police Academy is expected to be completed and fully operational.

The future No-Build condition provided a baseline condition that was evaluated and compared with incremental changes due to future Build condition. The Future No-Build condition assumed that none of the discretionary approvals proposed as part of the project will be adopted, and using existing conditions as a baseline, added to the baseline changes that are known or expected to be in place by the Build year of 2014. For many analysis areas, the future No-Build condition incorporated known development projects that are reasonably likely to be built in the absence of the project by the analysis year. This includes development currently under construction or that can be reasonably anticipated due to the current level of planning and public approvals. For analysis purposes, under the No-Action condition, it is assumed that the proposed development site will not be developed in the absence of the Proposed Action by the analysis year of 2014, and will be predominantly unused as the NYPD tow pound operations will be relocated to other City-owned sites. This assumption will create the greatest incremental difference between the Build and No-Build conditions for the proposed development site, and therefore, will yield the most conservative results for CEQR technical area impact analyses.

The EIS analyzes the potential effects of the project in the following environmental areas: land use, zoning, public policy; open space; shadows; urban design and visual resources; hazardous materials; waterfront revitalization program; infrastructure; solid waste and sanitary services; energy; traffic and parking; transit and pedestrians; air quality; noise; construction impacts; and public health. The EIS determined that the proposed Police Academy will have no significant adverse impacts on the following environmental areas of analysis: land use, zoning, public policy; open space; shadows; urban design and visual resources; waterfront revitalization program; infrastructure; solid waste and sanitary services; energy; parking; transit and pedestrians; air quality; construction impacts; and public health. The EIS discloses that the Proposed Action may have the potential significant adverse impacts on hazardous materials, traffic and noise, which are discussed below. Mitigation measures for each of these environmental areas are also described.

Hazardous Materials

Human exposure to hazardous material can be reduced or eliminated using proven remedial technologies and/or institutional and engineering controls. Typical hazardous materials mitigation measures include remedial activities (remediation) such as excavation of contaminated soil or the installation of a groundwater pump and treat system. Mitigation also includes institutional and engineering controls that may already be in place or may be inherent to the proposed redevelopment (e.g., paving an area for parking results in a “cap” that prevents direct contact with contaminated soil below). As discussed in Chapter 7, “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 ESA reports prepared for the Project Site 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 will be avoided by performing construction activities in accordance with all applicable regulations related to the removal and/or containment of contaminated soil.

Intrusive activities (construction) at most previously developed urban sites will involve mitigation in the form of proper soil handling and management, preparation and adherence to a site-specific Construction Health and Safety Plan (CHASP) that considers the presence of contaminants, and implementation of a Community Air Monitoring Plan (CAMP) to minimize the creation and dispersion of fugitive airborne dust.

A 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), NYSDOH, 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 during construction, and the administrative and engineering controls that will be utilized to mitigate concerns. The RAP addresses the implementation of remedial measures that will be required to safely construct the proposed project on-site. NYCDEP has reviewed and approved the CHASP and RAP for the proposed project. The New York State Department of Environmental Conservation (NYSDEC) must also approve any remedial plans related to spill cleanup.

The following measures will ensure that no significant adverse impact related to hazardous material will 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 will 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.

Due to the presence of VOC, SVOC and metal concentrations above applicable standards at several sampling locations, dust control procedures are recommended during excavation activities to minimize the creation and dispersion of fugitive airborne dust. A CAMP should be developed in accordance with NYSDEC DER-10 Regulations. The CAMP requires real-time monitoring for VOCs and particulates (i.e., dust) at the downwind perimeter of each designated work area when certain activities are in progress at contaminated site. The CAMP is intended to provide a measure of protection for the downwind community from potential airborne contaminant releases as a direct result of investigative and remedial work activities.

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.

If water will be discharged to a NYCDEP combined sanitary and storm sewer, the water must be sampled for NYCDEP sewer discharge parameters. Based on the above findings, a NYCDEP sewer discharge permit may be required, and prior to discharge into sanitary and combined sewers, sampling, laboratory analysis, and pretreatment of water from this location will be required. A NYSDEC SPDES permit may also be required to discharge into a storm sewer.

Contract documents should identify provisions and a contingency plan for managing, handling, transporting and disposing of non-hazardous petroleum impacted soil and potentially hazardous soil. The Contractor should be required to submit a Materials Handling Plan, to identify the specific protocol and procedures that will be employed to manage the waste in accordance with applicable regulations. At the completion of remedial activities at the Site, a Remedial Action Report, certified by a Professional Engineer or Registered Architect, will be completed to document that the activities identified in the RAP have been completed.

With these precautions in place, development of the proposed Academy site will not have significant adverse impacts related to hazardous materials.

Traffic

The Police Academy will result in significant adverse traffic impacts at local intersections within the traffic study area. A total of 14 intersections were analyzed in the weekday AM (6:00 AM to 7:00 AM) and weekday midday (3:00 PM to 4:00 PM) peak hours for the existing, No-Build, and Build conditions. Significant impacts can be fully mitigated at all but one of the locations analyzed.

Under Typical Operations, the proposed Police Academy will result in approximately 514 and 573 vehicle trips (in and out combined) in the AM and PM peak hours, respectively. Under Typical Operations, the proposed Police Academy development will result in significant traffic impacts at five signalized intersections in one or more peak periods by 2014 (see Table 1).

Table 1: Summary of Impacted Intersections

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

A traffic mitigation plan was developed to address the traffic impacts of the Police Academy. This traffic mitigation plan would be implemented to the maximum extent practicable. Mitigation measures associated with this plan include signal timing changes, modification of lane striping, and realignment of the southbound Ulmer Street approach to the Whitestone Expressway Southbound Service Road and the slip-ramp to the southbound Whitestone Expressway at this location. As shown in Table 2, the proposed traffic mitigation measures will fully mitigate all but one anticipated traffic impact. No feasible mitigation plan could be developed at the location of 20th Avenue and the Whitestone Expressway Southbound Service Road for the southbound movements due to the constricted width of the roadway at this location and the traffic volumes at the other approaches. As such, this impact would remain unmitigable.

Table 2: Summary of Mitigated Traffic Impacts

Signalized Intersections	AM	PM
College Point Boulevard & 31st Avenue	X	-
College Point Boulevard & Roosevelt Avenue	-	X
Linden Place & Whitestone Expressway Northbound Service Road	-	X
Ulmer Street & Whitestone Expressway Southbound Service Road	X	X
20th Avenue & Whitestone Expressway Southbound Service Road	*	-
- = No impacts at this location during this time period. X = All impacts fully mitigated. * = Impact could not be fully mitigated.		

As the proposed Police Academy development is expected to add significant new traffic volumes to the area, the NYPD has committed to working with NYCDOT and NYSDOT to improve access to College Point by investigating a free-flowing u-turn underpass from the Whitestone Expressway Southbound Service Road to the Whitestone Expressway Northbound Service Road. This proposed improvement would improve access to College Point by eliminating traffic volume at the intersection of Linden Place and the service roads. A feasibility study has been initiated and preliminary design options are being evaluated. Approval of the final u-turn design must be granted by NYCDOT and NYSDOT.

Noise

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. 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.

L₁₀ noise levels on the streets around the site would range from 74.9 dBA on Ulmer Street to 81.3 dBA on 31st Avenue. Since the site buildings would be approximately 400 feet from 31st Street, 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. 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 *NYC CEQR Technical Manual* states that when maximum L₁₀ 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.

G. ALTERNATIVES

The FEIS analysis examined reasonable and practical options to avoid or reduce project-related, significant adverse impacts and still meet the project's stated goals and objectives. These included: the No-Action Alternative, in which the Police Academy is not constructed as proposed; a No Impacts Alternative, in which there is a change in density or program design in order to avoid potential impacts associated with development of the Police Academy; and an Alternate Site Location Alternative, which evaluates the possibility of locating the Police Academy elsewhere in the City.

Alternatives Considered and Discarded

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.

H. 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” of the FEIS at the intersection of 20th Avenue and the Whitestone Expressway Southbound Service Road, the proposed Academy will result in the addition of 20 vehicles in the AM peak hour. As shown in Table 11-6 of the FEIS, 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 will 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.

I. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

There are a number of resources, both natural and man-made, that will 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.

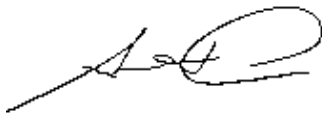
Despite the commitments identified above, the proposed Police Academy will result in a public benefit due to the expansion of the NYPD's recruit and in-service training capabilities within the City.

J. CERTIFICATION OF FINDINGS

Having considered the relevant environmental impacts, facts, and conclusions disclosed in the FEIS and weighed and balanced relevant environmental impacts with social, environmental, public health, economic, and other essential considerations as required in 6 NYCRR 617.11, the New York City Police Department certifies that;

- The requirements of SEQRA, and its implementing regulations, 6 NYCRR Part 617.1 et seq., have been met and fully satisfied;
- Consistent with social, environmental, economic, and other essential considerations from among the reasonable alternatives thereto, the proposed action, the Police Academy, is one which minimizes or avoids adverse environmental impacts to the maximum extent practicable, including the impacts disclosed in the FEIS and set forth in this Findings Statement; and
- Consistent with social, environmental, economic, and other essential considerations, the significant adverse environmental impacts of the Police Academy reveal in the environmental impact statement process and set forth in this Findings Statement, have been minimized or avoided to the maximum extent practicable by incorporating the identified mitigative measures as conditions to this decision.

The FEIS and these Findings constitute the written statement of facts and the environmental, social, economic and other factors and standards that form the basis of this decision, pursuant to Section 617.11(d)(5) of the SEQRA regulations.



Inspector Anthony T. Tria
Capital Construction
New York City Police Department

September 15, 2009
Date

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