A. PROJECT DESCRIPTION

The Brooklyn Navy Yard Development Corporation (BNYDC) is proposing a mixed-use development project called Admirals Row Plaza (the "proposed project") on a 6.08-acre site (Block 2023, Lot 50) currently owned by the United States Army-National Guard Bureau (NGB) at the corner of Navy and Nassau Streets in the Borough of Brooklyn (see **Figure S-1**). A principle objective of the proposed project is the siting of a full-service, large-format supermarket to serve neighborhood residents in an area that is underserved by grocery stores carrying fresh food. BNYDC also seeks to further its core mission of providing light industrial space for small businesses. The proposed project would also enable the rehabilitation and/or reconstruction and adaptive reuse of two historic structures.

DESCRIPTION OF THE PROJECT SITE

The 6.08-acre project site is bounded by Navy Street to the west, Nassau Street[1] to the south, and the Brooklyn Navy Yard industrial park to the north and east. The project site has been determined eligible for listing on the State and National Registers of Historic Places as a historic district. The site includes 20 vacant structures (see **Figure S-2**). These include Buildings B, C, D, E, F, G, H, I, K, and L, 10 three-story residential buildings that formerly served as officers' housing. Each of the residences is oriented toward Nassau Street and has a one-story detached accessory garage. The front, rear, and side yards of each residence are overgrown with trees, vines, and underbrush.

Another vacant structure on the site that contributes to its historic significance is the Timber Shed, a long brick building that was formerly used for timber storage related to ship construction.[2] The site also includes former recreation fields and facilities, including two concrete pads of former tennis courts and a former parade ground. The site has been unused for over twenty years, and the structures on the site are severely deteriorated. The boundaries of the project site are marked by a brick wall along Navy Street, a brick wall and wrought iron fence along Nassau Street, and a chain link fence to the north and east.

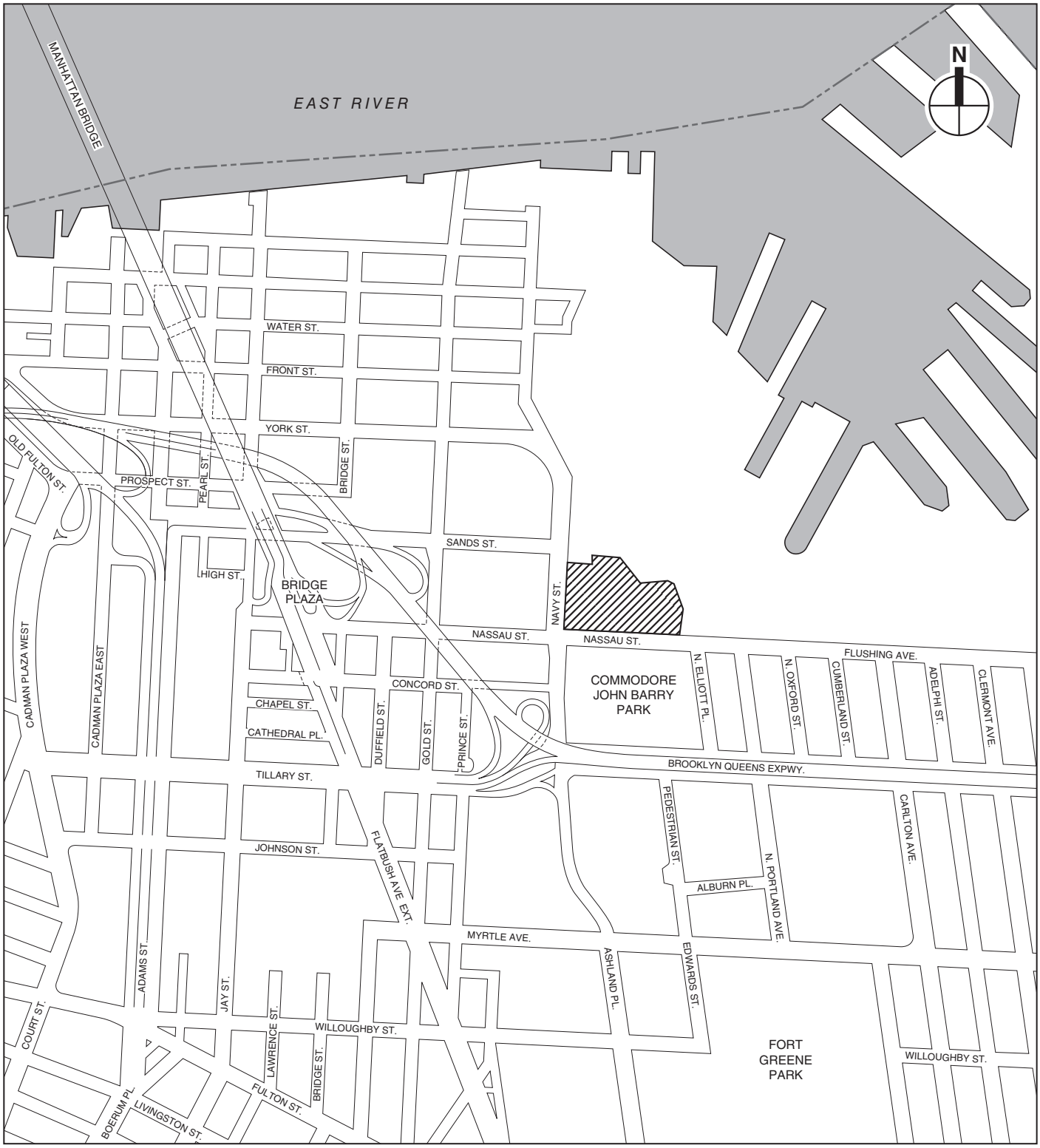
The project site is currently zoned M1-2, a zoning designation that permits light industrial uses, as well as offices and most retail uses.

---

[1] Current street signage designates Nassau Street to be west of Navy Street and Flushing Avenue to be east of Navy Street. However, the City's official Zoning Map indicates that Nassau Street formally extends east of Navy Street to N. Elliott Place before becoming Flushing Avenue. Thus, consistent with the City's Zoning Map, the EIS chapters reference Nassau Street as the project site's southern boundary.

[2] In Spring 2011, Building 198—a shower room that had been converted to a transformer substation—was demolished by NGB as part of ~~an ongoing~~ a remediation project, which ~~is occurring~~ occurred independently of the proposed project.

6.3.11



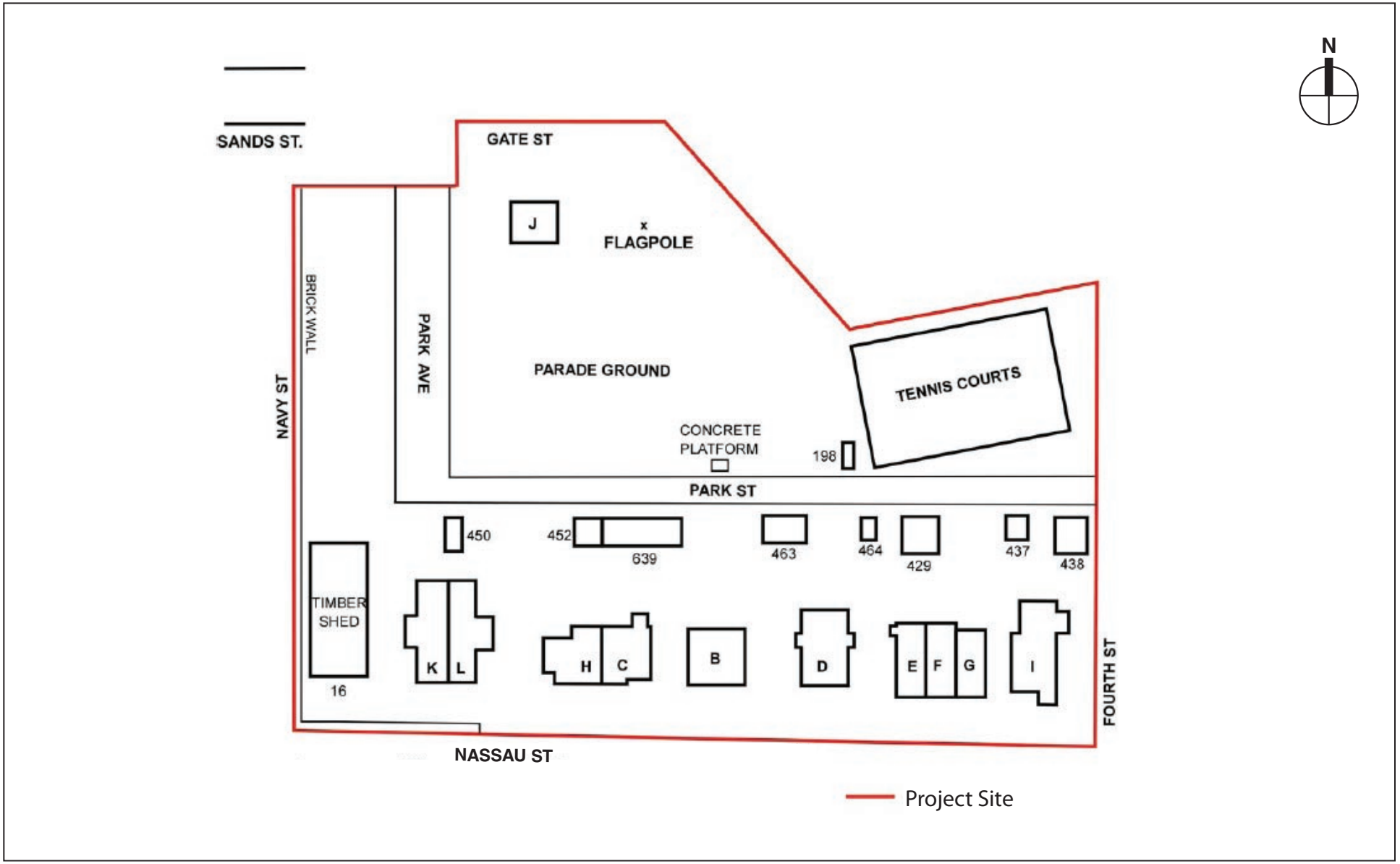
Project Site

0 1000 FEET

SCALE

Project Location

Figure S-1



Admirals Row - Location of Buildings, Structures, and Roads

Figure S-2

PROJECT PURPOSE AND NEED

BNYDC's mandate is to create jobs, maximize revenue, develop underutilized areas within the Brooklyn Navy Yard industrial park, and modernize the Navy Yard's infrastructure. Redevelopment of the project site with light industrial and retail uses directly relates to BNYDC's mission of job creation.

BNYDC's proposed project will be an engine for substantial job growth directly benefiting the communities that surround the project site. There are 17,000 residents in the three New York City Housing Authority (NYCHA) developments just outside the Brooklyn Navy Yard industrial park's gates, many of whom are in need of employment opportunities. The proposed project would create approximately 578 supermarket, light industrial, retail, and community facility/non-profit office jobs. BNYDC has a strong track record in placing local residents in jobs; its employment center has placed more than 1,000 people in quality jobs over the last four years. A local hiring plan for the proposed project would be developed in coordination with BNYDC, the developer to be designated pursuant to a forthcoming Request For Proposals (RFP), the selected supermarket operator, local elected officials, community leaders (particularly from the local NYCHA developments), and job training entities.

The Brooklyn Navy Yard industrial park currently has approximately 4.5 million square feet of fully occupied industrial space within its campus and is expected to further expand over the next several years. The new industrial space to be developed as part of the proposed project would help the City meet the strong demand for light industrial space and create hundreds of additional employment opportunities.

Development of the proposed supermarket on the project site would fulfill the City's two-decade-old commitment to the surrounding community to address a serious public health issue by providing access to fresh produce. In the late 1980s and early 1990s, the City engaged in community discussions about possible development opportunities on the project site. Given the project site's location at the southwest corner of the historic boundaries of the Brooklyn Navy Yard—in close proximity to three public housing complexes that have roughly 17,000 people with a median annual income of under $15,000 per household and with few opportunities to access fresh produce—the community strongly advocated the establishment of a supermarket on the site. Residents and community leaders believed that a supermarket that could provide fresh, affordable produce would address a serious public health issue in their largely minority, low-income community. A 2008 study by the New York City Department of Health and Mental Hygiene (DOHMH), DCP, and the New York City Economic Development Corporation (EDC) found that the project neighborhood continues to be underserved by grocery stores offering a full line of grocery products.

PROPOSED REDEVELOPMENT OF THE PROJECT SITE

The 6.08-acre project site, which was not sold to the City of New York in 1967 with the rest of the former Brooklyn Navy Yard complex, has remained under the ownership and control of the NGB. In 1986, and again in 1995 and 2004, the City had proposed to redevelop the project site, but those projects did not go forward.

Since 2007, consultation among the NGB, New York State Historic Preservation Office (SHPO), the Advisory Council on Historic Preservation (ACHP), and various consulting parties has been proceeding under Section 106 of the National Historic Preservation Act of 1966 with respect to the federal disposition of the Admirals Row site. The United States Army Corps of Engineers

(USACE) is serving as the real estate agent in assisting NGB in meeting its requirements with respect to this federal undertaking. The consultation process has involved the preparation of multiple studies to assess the historical and archaeological issues associated with the Admirals Row site. The information contained in these studies has been made public through posting on a website maintained by NGB, and through discussion at six Section 106 consulting parties meetings that have been hosted by NGB between April 2008 and February 2011, as well as public meetings in December 2007, July 2008, and May 2011. These studies and meetings have served to inform the decision-making process with respect to the potential effects of the federal disposition of the site, potential alternatives to the proposed project, and corresponding mitigation measures.

PROPOSED DEVELOPMENT PROGRAM

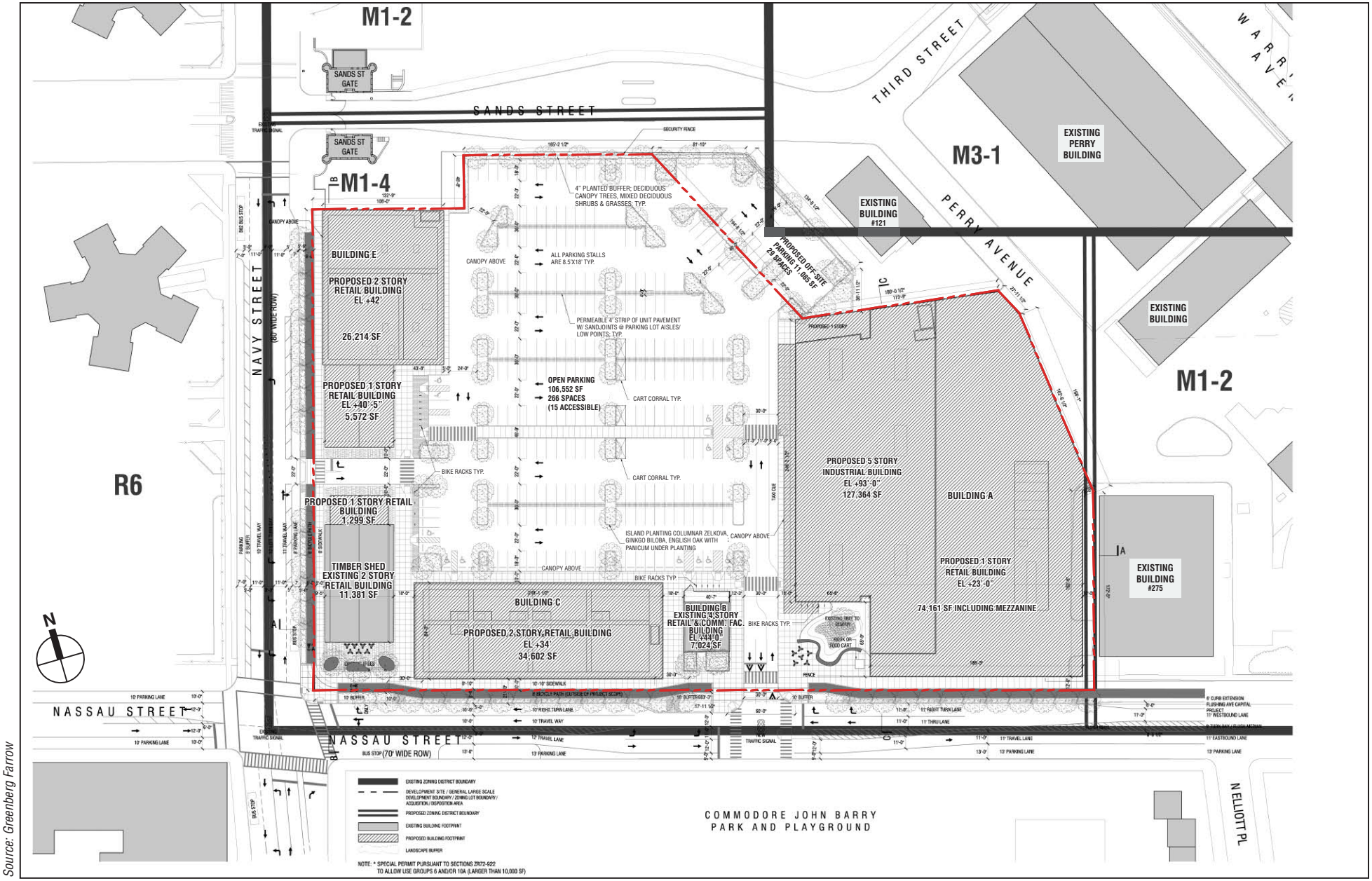
The proposed project would facilitate a proposal to develop approximately 293,294 total square feet of development, including a supermarket of approximately 74,161 square feet, approximately 79,068 square feet of neighborhood-oriented retail ranging from small local stores to destination retailers, approximately 7,024 square feet of community facility/non-profit office space, approximately 127,364 square feet of light industrial space, and approximately 215 square feet of enclosed bicycle parking space. In addition, approximately 295 accessory parking spaces would be provided in a surface lot. The light industrial space would be developed above the supermarket and would have a separate entrance from inside the Brooklyn Navy Yard industrial park, which borders the project site. Development would incorporate both new construction and the rehabilitation and/or reconstruction and adaptive reuse of two existing historic structures, known as Building B and the Timber Shed. In total, three new buildings would be developed, ranging in height from approximately 32 to 99 feet (see **Figures S-3** through **S-6**). The new development would be compliant with New York City Local Law 86 of 2005 and would be designed to meet the standards for LEED Silver Certification by the U.S. Green Building Council. Work on Building B would meet the Secretary of the Interior's Standards for the Treatment of Historic Properties and work on the Timber Shed would seek to meet those Standards. The proposed project would result in the demolition of the remainder of the existing historic structures located on the project site.

Parking for the new light industrial space would be provided in existing parking areas inside the Brooklyn Navy Yard industrial park. On-grade parking accessed from both Nassau Street and Navy Street would be provided on the project site for the retail and office uses and a signal-controlled intersection would be created at the site's new driveway on Nassau Street, pursuant to warrant studies. Accessory signage for the proposed uses would be developed within the parameters generally allowed for M1 zoning districts.

The proposed project would also facilitate the implementation of the Brooklyn Waterfront Greenway project, an independent City-sponsored project, a portion of which will run along Flushing Avenue/Nassau Street adjacent to the project site. The proposed project would provide sufficient space for widened sidewalks to accommodate the implementation of the greenway with protected bike-only lanes along the site's frontage that would be separated from vehicular traffic and a separate pedestrian sidewalk.

BNYDC intends to issue an RFP to develop the proposed project as it is described and assessed in this Environmental Impact Statement (EIS). Through the RFP process, a developer will be designated to develop the project. The proposed project is expected to be constructed and operational by 2014.

6.9.11



Source: Greenberg Farrow

Project Site Boundary

0 100 200 FEET

SCALE

Preliminary Site Plan

Figure S-3

ADMIRALS ROW PLAZA

6.8.11

Source: Greenberg Farrow

Illustrative View of Proposed Project

Figure S-4

ADMIRALS ROW PLAZA

Source: Greenberg Farrow

Illustrative Rendering of Proposed Project, Looking Northwest on Nassau Street

Source: Greenberg Farrow

Illustrative Rendering of Proposed Project,
Looking Northeast from Nassau Street/Navy Street
Figure S-6

REQUIRED PUBLIC APPROVALS

The proposed project would require several City approvals. Some of these are discretionary actions requiring review under the CEQR process; others are ministerial and do not require environmental review. The discretionary actions required for the proposed project include:

- **Acquisition**: Acquisition of the development site by the New York City Department of Citywide Administrative Services from NGB.
- **Disposition**: Disposition of the development site by the New York City Department of Small Business Services to BNYDC, pursuant to a long-term Master Lease.
- **Zoning Map Change**: Rezoning of the development site and adjacent portions of Block 2023, Lot 1 (together, the "Rezoning Area") from M1-2 to an M1-4 light manufacturing zoning district designation (see **Figure S-7**).
- **Zoning Text Amendment**: A text amendment to Section 74-742 of the Zoning Resolution to allow BNYDC to apply for special permits for a Large Scale General Development (LSGD) that is situated within Community District 2 in the borough of Brooklyn and under ownership of the federal government.
- **Special Permit**: A Special Permit pursuant to Section 74-743(a)(2) of the Zoning Resolution to allow certain rear yard encroachments.
- **Special Permit**: A Special Permit pursuant to Section 74-744 of the Zoning Resolution to allow signage that exceeds the otherwise applicable use regulations.
- **Special Permit**: A Special Permit pursuant to Section 74-53 of the Zoning Resolution to allow a group parking facility with more than 150 parking spaces accessory to development uses.
- **Special Permit**: A Special Permit pursuant to Section 74-922 of the Zoning Resolution to allow Use Group 6 and/or 10A with no limitation on floor area per establishment within five retail buildings.
- **Z.R. §62-811 Certification**: A Certification by the Chairperson of the City Planning Commission pursuant to Section 62-811 of the Zoning Resolution for compliance with waterfront public access and visual corridors

As noted above, disposition of the project site by NGB to the City of New York is subject to separate review under NEPA and Section 106 of NHPA, as implemented by Federal regulations appearing at 36 CFR Part 800.

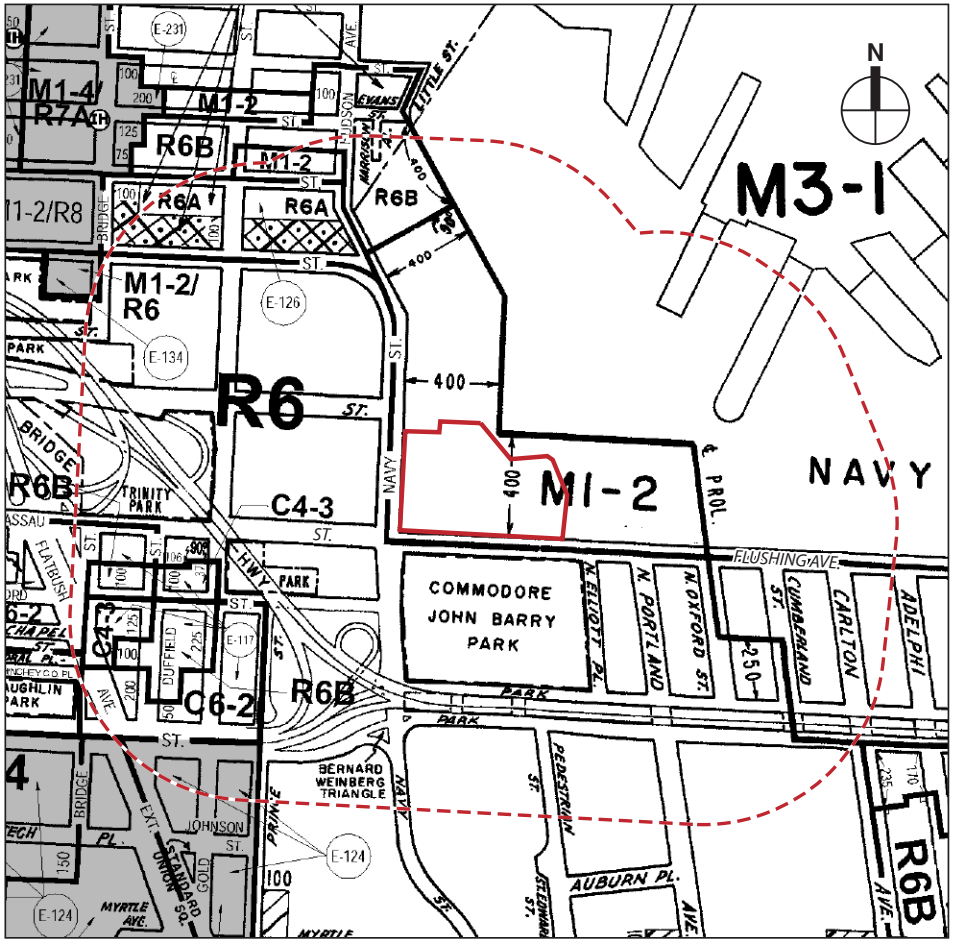
B. LAND USE, ZONING, AND PUBLIC POLICY

This analysis concludes that the proposed project would not have any significant adverse impacts on land use, zoning, or public policy.

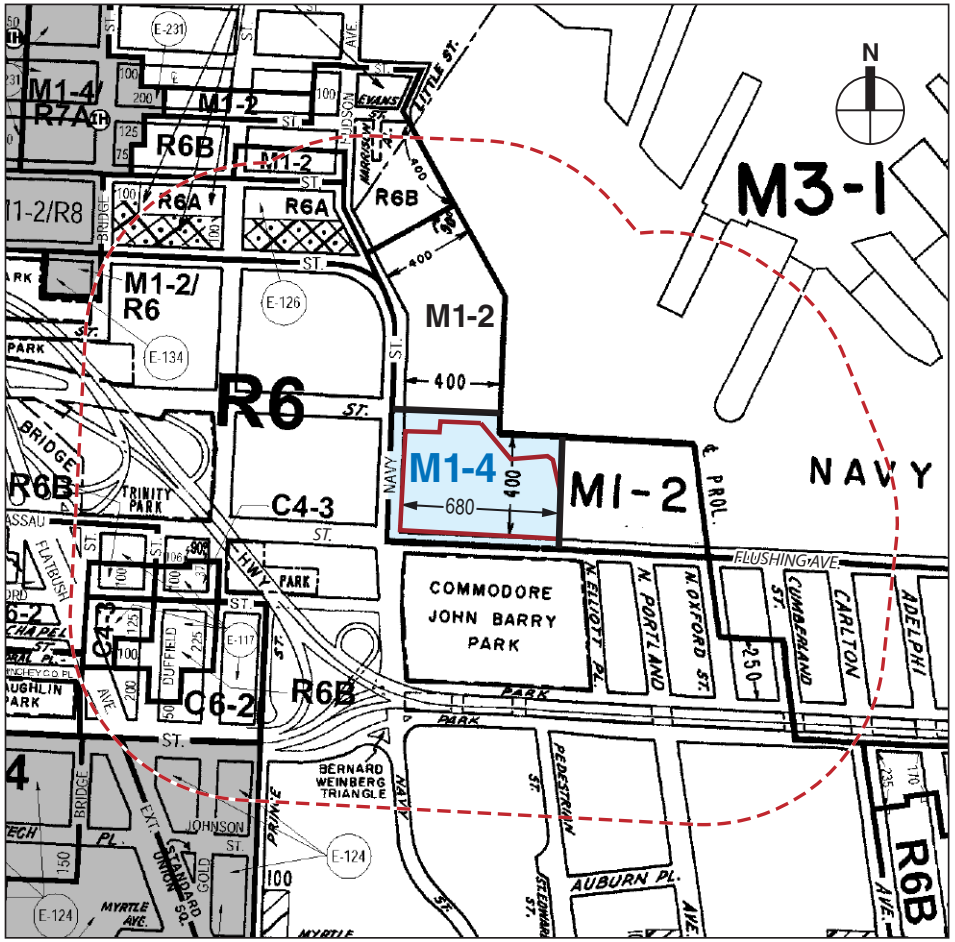
LAND USE

The proposed project is expected to dramatically alter the land use on the project site, which has been vacant for over twenty years and is currently separated from the street level by a brick wall and wrought iron gate. However, the new development would be compatible with and complementary to surrounding land uses. The proposed project would provide a full-service supermarket to residents and workers in the study area, which is underserved by grocery stores carrying fresh food. The project would also provide light industrial space for small businesses,

6.3.11



Existing



Proposed

Project Site

Study Area Boundary (1/4-Mile Perimeter)

Zoning District Boundary

C2-4 Overlay

Special Purpose District

Proposed Rezoning Area

0 400 800 FEET
SCALE

ADMIRALS ROW PLAZA

Existing and Proposed Zoning
Figure S-7

which is consistent with adjacent land uses within the Brooklyn Navy Yard industrial park and the mission of the BNYDC. Finally, the proposed project would provide for the rehabilitation and/or reconstruction and adaptive reuse of two historic structures, which are currently in a deteriorated structural condition.

Therefore, the proposed project would be compatible with land uses in the surrounding study area and would not result in significant adverse impacts with respect to land use.

ZONING

The proposed project would require several zoning-related actions, as noted above in "Required Public Approvals."

The proposed M1-4 zoning district—like the existing M1-2 zoning district—allows for light industrial and manufacturing uses. As discussed in Chapter 2, "Land Use, Zoning, and Public Policy," nearly all industrial uses can locate within M1 districts (including both M1-2 and M1-4) if they meet the district's stringent performance standards. The maximum allowable FAR of the M1-4 zoning district (2.0) is the same as under the project site's existing M1-2 zoning, with the exception of community facility uses, which would have a maximum FAR of 6.5 rather than 4.8. Therefore, the proposed rezoning would not notably change the allowable uses or bulk of the project site.

M1-4 districts have no minimum parking requirements. In M1-2 zoning districts, one accessory parking space is required for 200 to 300 square feet of retail space. To meet that requirement, the proposed development would have to provide over 1,000 accessory parking spaces through either a multi-story parking garage or through a reduction in the size and amount of the proposed retail spaces. In addition, it has been determined that up to approximately 295 accessory parking spaces (which is substantially less than the 1,000 spaces that would be required under existing zoning regulations) is the number needed to meet the anticipated demand of the proposed supermarket, retail, and community facility/non-profit office uses. (The parking demand from the proposed light industrial space would be met through the use of existing parking areas within the Brooklyn Navy Yard industrial park.) Therefore, the proposed project requires a rezoning of the project site from an M1-2 zoning district to an M1-4 district.

Sections 44-12 and 44-13 of the City's Zoning Resolution dictate that in a manufacturing district no accessory group parking facility can contain more than 150 parking spaces although that maximum number can be increased to 225 parking spaces by a determination of the Commissioner of the New York City Department of Buildings. The proposed project would require a special permit pursuant to ZR Section 74-53 to allow for the development of the surface accessory parking spaces needed to meet the proposed project's anticipated peak parking demand.

The proposed project also would require the creation of a LSGD. LSGDs allow for a project to achieve the best possible site plan through greater flexibility in the application of district regulations. It should be noted that the density and bulk of the project is not proposed to exceed the allowable FAR (2.0) of the M1-2 or M1-4 zoning districts. To permit the development of a LSGD, a zoning text amendment to ZR Section 74-742 is required, because BNYDC does not meet the existing ownership requirements for a LSGD per the ZR. The creation of a LSGD and the associated special permits pursuant to ZR Section 74-922 would allow for the development of Use Group 6A and Use Group 10 uses (such as grocery and department stores) on the project site in excess of 10,000 square feet. The special permit pursuant to ZR Section 74-743 would

allow the elevator core and lobby of the supermarket and light-industrial building to be located within the required rear yard, resulting in better ground-floor circulation and design of the upper-floor industrial spaces.

While M1 zoning districts generally have relatively generous allowances on accessory signage, under ZR Section 42-561, signage for the project site would come under C1 zoning district regulations due to the site's proximity to a public park and a residential zoning district. These standards include a maximum amount of signage totaling 150 square feet per frontage, and 50 square feet of illuminated signage per frontage. This amount of signage is not considered to be sufficient for the needs of a typical retail development of the size proposed for the project site. The proposed special permit pursuant to ZR Section 74-744 would allow for additional signage at the project site, both illuminated and non-illuminated. The resultant signage would exceed C1 standards but be within the parameters for M1 districts in general. All signage would be accessory to the proposed uses; no advertising signs are proposed.

The project site is located on a waterfront block but on a zoning lot without waterfront access, and therefore the proposed project is exempt from waterfront public access requirements. The project site is subject to public visual corridor requirements; however, the project site could not provide a visual corridor to the waterfront using the methodology as prescribed in ZR Section 62-511, which includes extending upland streets bounding a waterfront block to the shoreline and providing visual corridors that traverse the zoning lot. The project site is adjacent to an existing active industrial park, whose configuration of existing buildings would block views of the waterfront from any corridor that could be provided through the project site or on the adjoining portions of the block frontage to either side of the project site. Therefore, pursuant to the terms of the Zoning Resolution (outlined in ZR Section 62-52), a visual corridor is not required.

Collectively, the proposed rezoning, proposed text amendment, and the requested special permits would facilitate the development of the proposed project, by allowing for the construction of the proposed supermarket as well as accessory parking sufficient to support the proposed retail and community facility/non-profit office spaces. The site's proposed manufacturing zoning would be consistent with the manufacturing zoning of adjacent portions of the study area, including the adjacent Brooklyn Navy Yard industrial park. No zoning in the surrounding area would be directly affected.

Therefore, the proposed project would not result in any significant adverse impacts with respect to zoning.

PUBLIC POLICY

NEW YORK CITY WATERFRONT REVITALIZATION PROGRAM (WRP)

The proposed project complies with New York State's Coastal Management Program as expressed in New York City's approved WRP. New York City's WRP includes 10 policies designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. A WRP Consistency Assessment Form was completed for the proposed project and was included as Appendix A of the Environmental Assessment Statement.

NEW YORK CITY INDUSTRIAL POLICY AND INDUSTRIAL BUSINESS ZONES (IBZ)

The proposed project would support the City's policy to build upon existing industrial land uses throughout the five boroughs by creating approximately 127,000 square feet of new light industrial space associated with the Brooklyn Navy Yard industrial park (though the project site itself is not within the Brooklyn Navy Yard IBZ). In addition, the City's IBZ policy commits the City to providing expanded services to industrial and manufacturing businesses. The supermarket and other retail uses proposed as part of this project would provide the residents and workers in the study area with access to fresh food and other shopping amenities.

FOOD RETAIL EXPANSION TO SUPPORT HEALTH (FRESH)

The proposed project would directly support the City's policy to provide more grocery stores offering a full line of grocery products in underserved neighborhoods throughout the City. As mentioned above, the proposed supermarket would provide both residents and workers in the study area with access to fresh food. The proposed zoning actions to allow certain use groups in excess of 10,000 square feet would remove one of the barriers that hamper the viability of a large grocery store in the study area.

C. OPEN SPACE

The proposed project would not displace any existing open space resources. The passive open space ratio would remain far in excess of the DCP guideline of 0.15 acres per 1,000 workers in the With Action condition. Therefore, although the ratio would decline by more than 5 percent from the No Action condition, the proposed project would not have a significant adverse impact on passive open space for the daytime population.

The proposed project would not decrease the passive open space ratio for the total population by more than 5 percent. Therefore, following CEQR methodology, the proposed project is not expected to result in any significant adverse impacts on open space and recreational facilities.

D. SHADOWS

A detailed analysis was performed to determine the extent and duration of incremental shadows that would be generated by the project on four potentially sunlight-sensitive resources and to assess their effects. These sunlight-sensitive resources are Commodore Barry Park, located across Nassau Street; the open spaces at the Farragut Houses; and the two existing mature tree stands to be retained on the project site. Existing buildings were added to the three-dimensional model, and incremental shadows cast by the proposed new buildings were compared to shadows cast in the baseline No Action condition to determine the extent and duration of incremental shadows. The analysis concludes that the incremental shadow from the proposed project would not result in any significant adverse impacts on these resources.

E. HISTORIC AND CULTURAL RESOURCES

Consultation under Section 106 of the National Historic Preservation Act of 1966 has been proceeding under the direction of the NGB with respect to the proposed federal disposition of the Admirals Row site to a non-federal entity. As a result of this consultation a ~~draft~~ final Memorandum of Agreement (MOA), which describes the measures to be implemented to resolve the adverse effect of the site disposition on the Admirals Row historic district, ~~has been~~

~~prepared by NGB and has been forwarded to all Section 106 consulting parties for review. The MOA would be~~ was executed in Summer 2011 among ACHP, SHPO, and the NGB; the City of New York would be required to sign the MOA, as purchaser of the property upon completion of the transfer of the property, and the other consulting parties ~~would have~~ were given until the end of October 2011 ~~the opportunity~~ to consider signing the MOA as concurring parties, including BNYDC, USACE, and the New York City Landmarks Preservation Commission (LPC). ~~The MOA is expected to be executed in Summer 2011.~~ NGB and BNYDC (pursuant to its lease with the City) would be responsible, as appropriate, for ensuring that the mitigation measures contained in the MOA are implemented.

ARCHAEOLOGICAL RESOURCES

Phase 1 Archaeological studies undertaken of the project site (including Phase 1A documentary and Phase 1b testing investigations) indicate that the areas surrounding the Admirals Row Officers' Quarters are sensitive for domestic features such as privies and cisterns, and that additional archaeological investigation is warranted. These archaeological investigations would be undertaken in the front and rear yards of the Officers' Quarters by BNYDC and the developer to be designated by BNYDC pursuant to a Developer RFP following the demolition of the buildings on the project site (with the exception of Building B and the Timber Shed, which would be retained). In addition, archaeological monitoring would be undertaken during ground disturbing activities on the site, including demolition and new construction, to allow for the identification of potentially significant features and, in the unlikely event they are encountered, human remains. The provision for additional archaeological investigations is included as a mitigation measure in the ~~draft~~ final MOA.

ARCHITECTURAL RESOURCES

Although the NGB has indicated through the Section 106 consultation process that preservation of existing structures will not be a condition of the disposition of Admirals Row, BNYDC is committed to the retention, reuse, and rehabilitation and/or reconstruction of Building B and the Timber Shed as part of the proposed project. BNYDC has incorporated Building B and the Timber Shed into the design for the proposed project, and would stabilize and rehabilitate or reconstruct Building B to the Secretary of the Interior's Standards and the Timber Shed with the goal of meeting the Secretary of the Interior's Standards. BNYDC will make preserving and rehabilitating and/or reconstructing Building B and the Timber Shed a commitment in the lease or other legally binding agreement with the developer to be designated pursuant to the RFP. A small addition would be built on the north non-historic façade of the Timber Shed. The addition would not result in the removal or obstruction from view of any significant historic materials or architectural elements. Therefore, the addition would not adversely impact the historic character of the Timber Shed.

The proposed project would result in the demolition of the other State and National Registers of Historic Places (S/NR)-eligible structures on the Admirals Row Site to construct the new buildings housing supermarket, light industrial, and retail uses. Demolition of these structures would result in a direct, significant adverse impact on architectural resources associated with Admirals Row. The proposed project also would result in a significant adverse contextual impact to the historic significance of the former Brooklyn Navy Yard, which is eligible for the State and National Registers of Historic Places as a historic district. As part of the ~~ongoing,~~ independent Section 106 consultation process, mitigation measures have been developed to mitigate the adverse effect resulting from the proposed disposition of the project site from federal ownership.

These mitigation measures include preservation of existing, mature trees on the project site along Nassau Street where possible; update of the photo-documentation; architectural salvage; and a site commemoration plan. These measures are included in the ~~draft~~ final MOA.

Additional mitigation measures to be implemented by BNYDC and the developer to be designated by BNYDC pursuant to an RFP to partially mitigate the proposed demolition of S/NR-eligible buildings on the project site include the stabilization and rehabilitation or reconstruction of Building B and the Timber Shed as discussed above, and a design for the proposed project that respects the height and materials of Building B and the Timber Shed. BNYDC and the developer to be designated by BNYDC pursuant to an RFP would also develop and implement a Construction Protection Plan (CPP) to protect Building B and the Timber Shed during demolition of the other existing structures, during their rehabilitation and/or reconstruction, and during construction of the new buildings on the site. The CPP would also protect the historic buildings in the Brooklyn Navy Yard that are located within 90 feet of the project site.

The proposed project would have no significant adverse impacts on the potential (i.e., not yet deemed eligible for listing) architectural resources in the study area. The historic row houses at 19 and 21 North Elliott Place are located approximately 300 feet southeast of the project site and are beyond the range of potential construction-related impacts from the proposed project. Due to distance and intervening buildings, there is no significant visual relationship between the project site and these buildings, and, therefore, the proposed project would not result in any adverse contextual impacts to potential architectural resources.

F. NATURAL RESOURCES

The proposed project would not have any significant adverse impacts on natural resources. The proposed project would be located on a 6.08-acre parcel previously disturbed by residential and other development in the 19th century. The site does not provide a rare or unique habitat; however, the site does provide breeding habitat for local terrestrial and avian species as well as foraging habitat for migratory birds during their spring and fall migrations. This habitat would be lost as result of the proposed project and would be replaced by several new buildings, a surface parking lot, and associated infrastructure. While the loss of the habitat on the project site does constitute an adverse effect, due to the nature of the species observed and expected, along with the lack of protected species and significant habitats on the parcel, this effect would not be significant. ~~BNYDC and the developer designated pursuant to an RFP~~ The project will retain (to the extent practicable) four existing mature trees located on the project site, and the developer to be designated pursuant to an RFP will create a planting plan to offset some of the vegetation and habitat disturbed during construction. The selection of plant species will take into consideration habitat value for wildlife such as birds and butterflies. Thus, with the incorporation of these off-setting measures, the loss of the on-site habitat to the proposed development would not constitute a significant adverse impact to natural resources on or in the area surrounding the project site.

G. HAZARDOUS MATERIALS

The project site has been unused for over 20 years, and the structural condition of the existing buildings is generally severely deteriorated. The site structures, in addition to former residences, include a building formerly used for timber storage for shipbuilding (the Timber Shed) and previously included Building 198, a maintenance and shower building that later was converted to

a transformer substation. Building 198 has been demolished, and its former location ~~is currently being~~ has been remediated by NGB for PCBs.

The proposed project would involve demolition of the majority of the existing structures on the project site. These structures may contain lead-based paint, asbestos-containing materials (ACMs), and PCB-containing fluorescent lighting fixtures. Various earthmoving/excavating activities and dewatering for the construction of the proposed new buildings would be required.

Although the above activities might encounter contaminated materials, these materials only threaten human health or the environment when exposure actually occurs, and, even then, a health risk requires both a complete exposure pathway to the contaminants and a sufficient dose to produce adverse health effects. In order to prevent any such exposure pathways and doses, the proposed project would include appropriate health and safety and investigative/remedial measures that would precede or govern the demolition, renovation, and soil disturbance activities as described below:

- Suspect ACM that would be disturbed by the proposed renovation or demolition activities would be surveyed for asbestos, and all confirmed ACM would be removed and disposed of in accordance with all applicable regulatory requirements. In accordance with New York City requirements, air monitoring would be performed during all abatement of friable ACM and post-abatement monitoring would be performed to confirm that no airborne asbestos is present prior to the start of renovation or demolition activities.
- Any project activities with the potential to disturb lead-based paint would be performed in accordance with applicable regulations. Dust control measures would be used during demolition. Work zone air monitoring for lead may be performed during certain demolition activities with a high potential for releasing airborne lead-containing particulates in the immediate work zone, such as manual demolition of walls with lead paint, or cutting of steel with lead-containing coatings. This monitoring would be performed to ensure that workers performing these activities are properly protected against lead exposure.
- Suspected PCB-containing equipment (such as transformers and fluorescent light ballasts) that would be disturbed by building renovation or demolition would be evaluated prior to disturbance.

As mentioned above, the former site of Building 198 ~~is currently being~~ has been remediated by the NGB independent of the proposed project; activities ~~have~~ included ~~or will include~~ removal and disposal of an electrical transformer, the building itself, and PCB-contaminated soil. ~~According to the NGB, additional measures, such as removal of any soil piles found to be contaminated, will be determined as the remediation progresses.~~

- With the exception of the one area of PCB-contaminated soil, which ~~is being~~ has since been addressed ~~by the ongoing federal cleanup~~, a Phase II investigation conducted on the project site revealed only limited contamination of soil/groundwater, consistent with historical urban fill materials. As a contingency against finding unexpected sources of contamination, soil disturbance activities would be conducted under a Remedial Action Plan (RAP) and Construction Health and Safety Plan (CHASP), which would be submitted to and approved by the New York City Department of Environmental Protection (DEP). The RAP would include procedures for managing wastes including excavated soil. These would include procedures for handling, stockpiling, reuse or transportation and disposal of excavated material, as well as contingency measures should contamination or petroleum storage tanks be encountered. The CHASP would include measures to protect workers, the public, and the

environment, including detailed procedures, such as monitoring, for managing both known contamination issues and any unexpectedly encountered contamination. If additional soil remediation is required by the DEP or the New York City Office of Environmental Remediation (OER) to meet more stringent criteria than used by the federal cleanup, additional excavation and additional endpoint testing would be performed.

- Any portions of the proposed project site that would not be capped with structures or paved surfaces would be covered with a layer of imported clean fill.
- Any petroleum storage tanks unexpectedly encountered would be registered with the New York State Department of Environmental Conservation (DEC) and/or the New York City Fire Department, if required, and properly assessed, closed, and removed along with any contaminated soil, in accordance with all applicable regulatory requirements including DEC requirements for spill reporting and cleanup.
- If dewatering is required for construction, testing would be performed to ensure that the groundwater would meet DEP sewer discharge requirements. If necessary, pretreatment would be conducted prior to discharge to the City's sewer system, as required by DEP permit/approval requirements.

The above measures will be ~~implemented by BNYDC or~~ incorporated into the lease or other legally binding agreement between ~~it~~ BNYDC and the developer to be designated pursuant to an RFP. With their implementation prior to and/or during demolition, renovation, and excavation no significant adverse impacts related to hazardous materials would be expected to result from the proposed project. Following construction, there would be no potential for significant adverse impacts.

H. WATER AND SEWER INFRASTRUCTURE

The proposed project would result in an increased demand on the City's water supply, wastewater, and stormwater conveyance and treatment infrastructure. The increases due to the proposed project, however, are minimal and would not significantly impact the existing infrastructure. The amount of impervious surface on the 6.08-acre site would increase and the proposed project would be designed to meet the standards for LEED Silver Certification by the U.S. Green Building Council. To meet those standards, ~~a~~ ~~B~~best ~~M~~management ~~P~~practices (BMPs) ~~Plan~~ would be designed and implemented in coordination with DEP ~~developed and would identify BMPs that would be implemented~~, including the ~~inclusion~~ incorporation of a green roof and both planted areas and permeable pavement within the proposed parking lot. These measures, along with others to be selected and implemented, would reduce the overall stormwater runoff generation, overall volume of stormwater runoff, and peak runoff rates into the combined sewer system. Accordingly, the proposed project would not be expected to result in any significant adverse impacts on the water supply, wastewater or stormwater conveyance and treatment infrastructure.

I. TRANSPORTATION

A transportation analysis was undertaken to determine whether the proposed project would have a potential significant adverse impact on traffic operations and mobility, parking conditions, public transportation facilities and services, pedestrian elements and flow, safety of all roadway users (i.e., pedestrians, bicyclists and vehicles), on- and off-street parking, or goods movement.

TRAFFIC

The travel demand forecast indicates that the proposed project would generate approximately 213, 306, 345, and 350 new vehicles per hour (vph) in the following peak hours, respectively: weekday AM (8-9 AM), weekday midday (12-1 PM), weekday PM (5-6 PM), and Saturday midday (1-2 PM). The trip assignment for the proposed project vehicle trips, reviewed and approved by DOT, indicates that ten intersections in the vicinity of the project site would process concentrations of project-generated vehicle trips. As the incremental vehicle trips generated by the proposed project in one or more peak hours exceed the 50 vehicle-trips per peak hour threshold for a detailed analysis as established in the *CEQR Technical Manual*, a detailed traffic impact analyses was undertaken for these four peak hours.

The result of the analysis detailed below indicates that there would be significant adverse traffic impacts at two intersections in the weekday AM peak hour and three intersections in the weekday PM peak hour, as follows:

In the AM peak hour:

- The southbound left-turn movement at the Nassau Street and Navy Street intersection
- The northbound left-right approach at the Flushing Avenue and Carlton Avenue intersection

In the PM peak hour:

- The northbound left-turn movement at the Sands Street and Navy Street intersection
- The southbound left-turn movement at the Nassau Street and Navy Street intersection
- The southbound through, the southbound left turn, and the northbound left turn movements at the Park Avenue/Tillary Street intersection.

Proposed mitigation measures consisting of signal phasing adjustments of 3 seconds or less would mitigate these significant adverse impacts.

PARKING

The proposed project is expected to generate a peak parking demand of 174 and 276 vehicles spaces during the weekday midday and Saturday midday peak periods, respectively, for the on-site approximately 295-space accessory parking lot. The analysis also found that the proposed project would generate a peak parking demand of 119 and 45 spaces during weekdays and Saturdays, respectively, for the 130 parking spaces provided in the Navy Yard industrial park for light industrial workers. Accordingly, the proposed project would fully accommodate its peak parking demand and no significant adverse parking impacts would occur.

SUBWAY TRANSIT

The subway analysis found that the proposed project would generate an increment of 133, 211, 243, and 209 peak hour subway trips in the weekday AM, weekday midday, weekday PM, and Saturday midday peak hours, respectively. A screening assessment determined that the proposed project would not generate more than 200 trips at any single subway station. Therefore, per the *CEQR Technical Manual*, significant adverse subway trips are unlikely and detailed subway analysis is not warranted and was not provided.

BUS TRANSIT

The bus analysis found that the proposed project would generate an increment of 195, 339, 412, and 406 peak hour bus-only trips in the weekday AM, weekday midday, weekday PM, and Saturday midday peak hours, respectively. In addition, some subway trips would include a bus transfer for travel to and from the project site. Per the *CEQR Technical Manual*, the analysis found that the proposed project would result in a significant adverse bus impact on the northbound B62 bus route in the weekday PM peak hour, with a shortfall in capacity of seven spaces. The general policy of MTA/New York City Transit (NYCT) is to provide additional bus service where demand warrants, taking into account financial and operational constraints. Based on NYCT's ongoing passenger monitoring program, comprehensive service plans are generated to respond to specific known needs with capital and/or operational improvements where fiscally feasible and operationally practicable. NYCT's capital program is developed on a five-year cycle; through this program, expansion of bus services would be provided as needs are determined, subject to operational and financial feasibility. Therefore, at the time the proposed project is operational, NYCT will determine the need to implement specific mitigation measures to address the significant adverse impact on the northbound B62 local bus service in the weekday PM peak hour.

PEDESTRIAN CONDITIONS

The pedestrian analysis found that the proposed project would generate approximately 714, 2,236, 1,738, and 1,948 pedestrian trips in the weekday AM, midday, PM, and Saturday midday peak hours, respectively, including all walk only, subway, and bus trips that the proposed project would generate. A detailed analysis shows that the pedestrian elements that would receive the greatest concentrations of project-generated travel, which are all very lightly utilized under existing conditions, would not experience significant adverse impacts as a result of the proposed project.

TRANSPORTATION SAFETY

The safety assessment concluded that, particularly with improvements provided through City initiatives and as part of the project, the proposed project would not result in any significant adverse traffic safety impacts.

GOODS DELIVERY

The goods delivery assessment determined that the proposed project would provide sufficient loading berth capacity and loading berth access locations via the Navy Yard industrial park. Accordingly, the proposed project would not result in any significant adverse impacts related to goods delivery.

J. AIR QUALITY

The analysis of vehicular emissions that would be generated by the proposed project concluded that carbon monoxide and particulate matter levels resulting from the proposed project would not be significant. The proposed parking lot also would not result in carbon monoxide concentrations that would be significant.

The heating and cooling systems for the supermarket would likely be separate from the light industrial use systems. Therefore, in addition to analyzing the potential impacts from the entire

supermarket building, with the heat and hot water system exhaust location assumed at the tallest portion of the building ~~(as described above)~~, the potential impacts from the supermarket heat and hot water systems were analyzed assuming that the exhaust stacks or vents would be located at the lower (supermarket) rooftop. To preclude the potential for impacts on air quality, the proposed supermarket heating and cooling systems would use natural gas as fuel, and BNYDC would include this restriction into the lease or other legally binding agreement between it and a developer to be designated pursuant to an RFP.

~~BNYDC and t~~The developer to be designated would also ensure that any combustion exhaust stacks or vents for heating and cooling systems on the lower roof of proposed Building A would be located as far as possible from any existing or proposed uses of a similar or greater height (such as operable windows or air intakes). Based on Figure 17-8 of the 2010 *CEQR Technical Manual*, and the proposed supermarket floor area of 74,161 gross square feet, the distance between the combustion exhaust stacks or vents and uses at a similar or greater height would need to be at least 65 feet. A refined air quality assessment could be conducted in the future when more information on the proposed heating and cooling systems becomes available. It is expected that the proposed systems would be highly efficient and low-emitting, and that once these factors are considered, the fuel type and stack placement conditions specified above could be refined.

With the implementation of fuel type and exhaust stack placement restrictions for the heat and hot water systems that would serve the proposed supermarket, there would be no potential for significant adverse impacts from the proposed project's heat and hot water systems on the air quality at surrounding or proposed uses. None of the surrounding existing uses would result in a significant adverse impact on air quality at the proposed project. Therefore, there would be no significant adverse air quality impacts from the proposed project.

K. NOISE

The noise analysis for the proposed project consists of two parts—a screening analysis to determine whether traffic generated by the proposed project would have the potential to result in significant noise impacts, and an analysis to determine the level of building attenuation necessary to ensure that the proposed project's interior noise levels satisfy applicable interior noise criteria.

The analysis determined that changes in noise levels with the proposed project would be barely perceptible and insignificant, and would be below the CEQR threshold for a significant adverse impact. In terms of noise attenuation, to maintain an interior noise level of 50 dBA $L_{10(1)}$ or less, the proposed project would need 23 dBA of window/wall attenuation along Navy Street and 26 dBA of window/wall attenuation along Nassau Street. The proposed buildings' façades would be designed to provide a composite Outdoor-Indoor Transmission Class (OITC) rating greater than or equal to these attenuation requirements, which would be specified in the lease or other legally binding agreement between ~~the Brooklyn Navy Yard Development Corporation~~ BNYDC and the developer to be designated pursuant to an RFP.

L. NEIGHBORHOOD CHARACTER

The proposed project would transform a vacant site to a mixed-use development. An assessment of neighborhood character is generally needed when a proposed project has the potential to result in significant adverse impacts in any of the following technical areas: land use, zoning, and

public policy; socioeconomic conditions; open space; historic and cultural resources; urban design and visual resources; shadows; transportation; or noise.

The proposed project would not result in significant adverse impacts in the areas of land use, zoning, and public policy; socioeconomic conditions; open space; shadows; or noise. It would also not result in effects considered reasonably close to the significant adverse impact thresholds in those technical areas. However, the proposed project would result in significant adverse impacts in the areas of historic and cultural resources, traffic, and bus service. Therefore, a preliminary assessment of neighborhood character impacts from the proposed project was undertaken.

POTENTIAL TO AFFECT DEFINING FEATURES OF A NEIGHBORHOOD

Demolition of the historic structures on the project site (with the exception of Building B and the Timber Shed) would result in a direct, significant adverse impact to the Admirals Row historic district. In addition, the proposed project would result in a significant adverse contextual impact to the historic significance of the former Brooklyn Navy Yard. As part of the ~~ongoing,~~ independent consultation process under Section 106, mitigation measures have been identified that would partially mitigate this adverse impact. These mitigation measures are described above. In addition, BNYDC is committed to the retention, reuse, and rehabilitation and/or reconstruction of Building B and the Timber Shed as mitigation measures and have incorporated both buildings into the design for the proposed project. BNYDC also would require that the developer to be designated by BNYDC pursuant to an RFP create a design that relates to and respects the design of Building B and the Timber Shed as partial mitigation for the proposed project's impacts on architectural resources.

The historic nature of the project site and the former Brooklyn Navy Yard to the north and east of the project site contribute to the character of this portion of the study area. While many structures on the project site would be demolished, the proposed project would rehabilitate and/or reconstruct and reuse two historic buildings and preserve existing, mature trees along Nassau Street, thereby partly maintaining the historic character of the project site. The rehabilitation of Building B would retain the oldest and largest of the Admirals Row residences. It also would retain the residence that has the highest level of surviving interior detail. Rehabilitation or reconstruction and reuse of the Timber Shed would retain the earliest structure on the Admirals Row site, an early Naval brick masonry and heavy timber industrial building that is the only surviving example of its type at a naval installation in the country. Both of these buildings would become prominent features of the proposed project. Also, as stated above, the project would be designed to relate to and respect the design of Building B and the Timber Shed as partial mitigation. The study area would also continue to retain its historic character through the presence of the remainder of the 300-acre former Brooklyn Navy Yard, which contains a diverse array of historic resources and was determined to be an S/NR-eligible historic district by SHPO. Therefore, removal of most of the buildings on the 6.08-acre project site, while rehabilitating and/or reconstructing and reusing two of the historic project site buildings, in the context of the remaining large Brooklyn Navy Yard historic district, would not substantially affect the overall historic character of the neighborhood in this part of the study area.

The two intersections analyzed within the 400-foot neighborhood character study area that could have significant adverse traffic impacts were Sands Street and Navy Street and Nassau Street and Navy Street. Both of these intersections were found to be congested in existing conditions, and would be further congested in the No Action condition. The proposed project would result in

significant adverse traffic impacts at these two intersections. However, as discussed above, while the study area is generally heavily trafficked and the proposed project would generate traffic resulting in significant adverse traffic impacts at two intersections within the study area, traffic conditions are not considered critical to the character of the neighborhood. Therefore, these impacts would not substantially affect the character of the neighborhood. In addition, all significant adverse traffic impacts could be mitigated with minor signal timing adjustments.

The proposed project is predicted to result in a shortfall of capacity for seven passengers on the B62 bus in the weekday PM peak hour, which would be considered a significant adverse impact. However, this small shortfall on one of the three bus lines serving the project site during just one of the three peak periods would not affect the character of the neighborhood, which is not defined by bus capacity. In addition, NYCT will determine, at the time the project is operational, the need to implement specific mitigation measures to address the significant adverse impact.

The traffic and bus service conditions and historic elements of the neighborhood surrounding the proposed project are generally unrelated, and therefore the proposed project's effects on these elements would not individually or in combination result in a significant adverse impact on neighborhood character.

The proposed project would not result in significant adverse impacts in the areas of land use, zoning, and public policy, socioeconomic conditions, open space, shadows, or noise, nor would it result in moderate effects in these areas as defined by CEQR guidelines. Therefore the proposed project would not have the potential to result in a combination of moderate effects to several elements that cumulatively may affect neighborhood character.

M. CONSTRUCTION

Construction of the proposed project is expected to begin in 2012 and last approximately 16 months. It would proceed in several stages, some of which would overlap: abatement and demolition; excavation and grading; site preparation; infrastructure improvements; building construction; Timber Shed and Building B reconstruction and/or rehabilitation; interior construction; and site finishes and improvements.

As is typical with construction projects, during periods of peak construction activity there would be some disruption to the nearby area. There would be construction trucks and construction workers coming to the site. There would also be noise, sometimes intrusive, from building construction as well as trucks and other vehicles backing up, loading, and unloading. These disruptions would be temporary in nature and would have limited effects within the study area, particularly as most construction activities would take place within the project site or within portions of sidewalks, curbs, and travel lanes of public streets immediately adjacent to the project site. Overall, while the construction at the site would be evident to the local community, the limited duration of construction should not result in significant or long-term adverse impacts on local land use patterns, access to public open spaces or community facilities, or the character of the nearby area.

Construction of the proposed project would have direct, positive socioeconomic benefits resulting from expenditures on labor, materials, and services, and indirect socioeconomic benefits created by expenditures by material suppliers, construction workers, and others involved in the project.

HISTORIC AND CULTURAL RESOURCES

Archaeological studies indicate that areas around the Admirals Row Officers' Quarters are sensitive for domestic features such as privies and cisterns, and that additional archaeological investigation is warranted. Additional archaeological investigations would be undertaken in the front and rear yards of the Officers' Quarters by BNYDC and the developer to be designated pursuant to an RFP following the demolition of the buildings on the project site. In addition, archaeological monitoring would be undertaken during ground disturbing activities on the site.

BNYDC and the designated developer would develop and implement a CPP to protect Building B and the Timber Shed during their rehabilitation as well as during demolition of existing structures and construction of the new buildings on the site and other buildings within 90 feet of proposed construction activities to avoid potential inadvertent construction-related impacts. Brooklyn Navy Yard historic district buildings within 90 feet of the project site include Building 275 to the east, and Buildings 74, 121, and the Sands Street gatehouse structures to the north.

HAZARDOUS MATERIALS

The proposed project would include appropriate health and safety and investigative/remedial measures—including, as necessary, abatement of asbestos, lead-based paint, and polychlorinated biphenyls (PCBs) in existing buildings, and removal of any petroleum storage tanks—that would precede or govern demolition, reconstruction and/or rehabilitation, and soil disturbance activities on the project site. Building 198 and the electrical transformer which it formerly housed were removed from the project site in Spring 2011 by NGB, which also remediated the site. ~~which will conduct further remediation on the site for PCBs if deemed warranted by ongoing investigations. In addition, where soil contamination is suspected, the soils would be removed prior to general excavation.~~ In the event that additional soil contamination is encountered at or near the site of Building 198 or elsewhere on the project site, the soils would be removed and properly disposed of prior to or during general excavation.

ACMs, lead-based paint, and suspected PCB-containing equipment that would be disturbed by building renovation or demolition would be evaluated and would be removed and disposed of in accordance with all applicable regulatory requirements.

Although the Phase II site investigation did not reveal contaminated soil or groundwater beneath the site (with the exception of the area around the former PCB-containing transformer in Building 198, remediation of which ~~is currently being~~ was recently conducted by the NGB ~~as part of an ongoing federal cleanup~~), as a contingency measure soil disturbance activities would be conducted under a DEP-approved RAP and CHASP. The RAP would include procedures for managing wastes including excavated soil. These would include procedures for handling, stockpiling, reuse or transportation and disposal of excavated material, and contingency measures should contamination or petroleum storage tanks be encountered. The CHASP would include measures to protect workers, the public, and the environment, including detailed procedures, such as monitoring, for managing both known contamination issues and any unexpectedly encountered contamination. Any portions of the proposed project site that would not be capped with structures or paved surfaces would be covered with a layer of imported clean fill.

With implementation of the measures noted above, no significant adverse impacts related to hazardous materials would be expected to result from construction of the proposed project.

NATURAL RESOURCES

The existing vegetation to remain upon completion of construction (to the extent practicable) would be four large trees: one scarlet oak and three American elms located in the southern portion of the project site along Nassau Street. Measures recommended for the protection of the four existing mature trees would be followed during demolition and construction activities to limit the potential effects of the proposed project on these trees to the maximum extent practicable.

TRANSPORTATION

During construction, trips would be generated by the workers traveling to and from the site, as well as from construction-related truck trips.

The estimated average number of construction workers on site at any one time would vary, depending on the stage of construction. It is estimated that at the peak of construction, 225 workers could be employed at the project site during a given day.

Most construction worker arrivals would occur before the typical 8 to 9 AM traffic peak period, and construction worker departures would generally occur just before the 5 to 6 PM evening commuter peak period. It is expected that roughly half of the construction workers for the proposed project would commute to and from the project site via auto. It is expected that the construction workers would be able to park their vehicles on-site. Since the study area is well served by mass transit, it is expected that a substantial number of construction workers also would use mass transit to commute to and from the project site. This level of transit usage and increased pedestrian activity from workers, especially during hours that are outside of the commuter peak periods, would not result in the potential for any significant adverse transit and pedestrian impacts.

Truck deliveries would be spread throughout the day, depending on the construction phase. The trucks would arrive at and depart from the project site via DOT-designated truck routes. To minimize traffic disruptions, oversized equipment would to be delivered at night.

AIR QUALITY

Construction activities have the potential to impact air quality as a consequence of engine emissions from on-site construction equipment, as well as dust generating activities. In general, much of the heavy equipment used in construction has diesel-powered engines and produces relatively high levels of nitrogen oxides and particulate matter. Gasoline engines produce relatively high levels of carbon monoxide. Fugitive dust is composed of particulate matter (PM).

As described above, the duration of the proposed project's construction is expected to be short-term (less than two years). Nevertheless, in order to minimize the project's potential to have construction-period impacts on air quality, BNYDC would include in the lease or other legally binding agreement with the developer to be designated pursuant to the RFP a requirement that the following measures be implemented, to the extent commercially feasible: use of ultra-low-sulfur diesel fuel for all diesel engines throughout construction; placement of emission sources as far as practicable from nearby sensitive uses (i.e., residences, open space, schools); restriction of on-site vehicle idle time to three minutes for all vehicles that are not using the engine to operate a loading, unloading, or processing device; use of best available tailpipe reduction technologies such as diesel particle filters; and utilization of Tier 2 or newer equipment.

In order to minimize the project's potential to have construction-period adverse effects resulting from fugitive dust, the following components would be implemented as part of the construction

program to the extent feasible: fugitive dust control plans could be required as part of contract specifications; truck routes and exposed excavation areas would be watered as needed; truck exit areas would be established for washing off the wheels of all trucks that exit the construction sites, and could include drive off pads; in cases where truck routes would remain in the same place for an extended period, the routes could be stabilized, covered with gravel, or temporarily paved to avoid the re-suspension of road dust; and dust covers for dump trucks would be required.

As described above, the duration of the proposed project's construction is expected to be short-term (less than two years). In addition, an emissions control program would be implemented to minimize potential construction-period effects on air quality. Therefore, no significant adverse air quality impacts would be expected due to the proposed project's construction activities, either near the construction site or along any of the vehicle routes leading to and from the site.

NOISE

Impacts on community noise levels during construction can result from noise from construction equipment operation, and from construction and delivery vehicles traveling to and from the site. Noise and vibration levels caused by construction activities would vary widely, depending on the phase of construction and the location of the construction activities relative to noise sensitive receptor locations. Noise sensitive receptors in the vicinity of the project site include residential uses to the west of the project site, public facilities and schools to the southwest of the project site, and public open space uses to the south of the project site.

Construction noise is regulated by the requirements of the New York City Noise Control Code (also known as Chapter 24 of the Administrative Code of the City of New York, or Local Law 113), the DEP Notice of Adoption of Rules for Citywide Construction Noise Mitigation (also known as Chapter 28), and the EPA's noise emission standards. If weekend or after hour work is necessary, permits would be required to be obtained, as specified in the New York City Noise Control Code. As part of the New York City Noise Control Code, a site-specific noise mitigation plan would be developed and implemented that may include source controls, path controls, and receiver controls.

It is anticipated that the most significant noise source associated with the construction equipment would be pile drivers, bulldozers, excavators, backhoes, compaction equipment, and various types of trucks and earth moving equipment. As required by the New York City Noise Control Code, noise barriers (to a minimum height of 8 feet) would be provided around the perimeter of the construction site. In addition, the duration of the proposed project's construction is expected to be short-term (less than two years), and while noise associated with the proposed construction activities may be considered noisy and intrusive, potential increases in noise levels as a result of construction-related activities would be expected to be of limited duration. Therefore, no long-term, significant adverse noise impacts on adjacent noise sensitive uses are expected from the proposed construction activities.

RODENT CONTROL

The proposed project would not engage in any particular solid waste management practices that could attract vermin and result in an increase in pest populations. Construction contracts would include provisions for a rodent control program. Before the start of construction, the contractor would survey and bait the appropriate areas and provide for proper site sanitation. During the construction phase, as necessary, the contractor would carry out an ongoing prevention, inspection, and response program.

N. MITIGATION

The proposed project would result in significant adverse impacts to historic and cultural resources, traffic, and bus service. The measures to partially or fully mitigate those impacts are described below.

HISTORIC AND CULTURAL RESOURCES

As noted above, as part of the ~~ongoing,~~ independent Section 106 consultation process being undertaken by the NGB, mitigation measures have been identified to partially mitigate the significant adverse impacts on historic resources associated with disposition of the project site. The proposed project would incorporate these and other mitigation measures as described below. The mitigation measures established during the Section 106 process are set forth in the ~~draft~~ final MOA among the ACHP, SHPO, and NGB, which the City, as purchaser of the property, would be required to sign upon completion of the transfer of the property, and the terms of which would be included in documents effectuating the disposition of the property.

Mitigation measures included in the ~~draft~~ final MOA for the Section 106 process for the disposition of the site include:

- Preservation of existing mature trees on the project site along Nassau Street, where possible;
- Photo documentation of the outbuildings on the site;
- Update of the Historic American Buildings Survey (HABS) Level II documentation;
- Architectural salvage from Officers' Quarters;
- Site commemoration plan; and
- Additional archaeological work including further investigations of the front and rear yards of the Officers' Quarters and archaeological monitoring of all ground disturbing activities.

Although NGB notified the Section 106 consulting parties in January and April 2011 that stabilization, rehabilitation and/or reconstruction of the Timber Shed and Building B will not be required mitigation measures for the federal disposition of the property, BNYDC is committed to the retention, reuse, and rehabilitation and/or reconstruction of Building B and the Timber Shed as part of the proposed project, which measures would partially mitigate the significant adverse impact resulting from demolition of the majority of the Admirals Row buildings. BNYDC has incorporated Building B and the Timber Shed into the design for the proposed project and would stabilize and rehabilitate and/or reconstruct Building B to the Secretary of the Interior's Standards and the Timber Shed with the goal of meeting the Secretary of the Interior's Standards. BNYDC will make preserving and rehabilitating and/or reconstructing Building B and the Timber Shed a commitment in the lease or other legally binding agreement with the developer to be designated by BNYDC pursuant to an RFP.

Further mitigation to be undertaken by BNYDC and~~/or~~ the developer to be designated pursuant to the obligations in its lease or other legally binding agreement with BNYDC would include a design of the proposed development that respects the height and materials of Building B and the Timber Shed. The design elements of the proposed project, including massing, materials, height, and transparency are subject to approval by the City of New York Public Design Commission. In addition, the ULURP application disposition action, which would authorize transfer of the project site from the City to BNYDC, would be conditioned on adherence to the site plans and drawings submitted with the application. BNYDC and the developer to be designated would also

develop and implement a CPP to protect Building B and the Timber Shed during construction of the new buildings on the site.

TRANSPORTATION

TRAFFIC

The proposed project would result in significant adverse impacts at four study area intersections during one or more analyzed peak hours. Specifically, two intersections would be impacted in the weekday AM peak hour and three intersections would be impacted in the weekday PM peak hour. All four of the impacted intersections are signal-controlled with two-phase signal cycles. The significant adverse traffic impacts expected at four intersections can all be fully mitigated by proposed traffic signal modifications involving minor adjustments of 3 seconds or less to traffic signal phasing, as shown in **Table S-1**, below. This type of mitigation is described in the 2010 *CEQR Technical Manual* as being a low-cost, readily implementable measure and will be subject to the review and approval of the New York City Department of Transportation.

Table S-1
Traffic Mitigation Measures

Intersection	Impacted Peak Hour(s)	Approach	No Action Signal Timing (seconds)[1]		Proposed Mitigation Signal Timing (seconds)[1]				Proposed Improvement Measures
			AM/PM	MD/ SAT MD	AM	MD	PM	SAT MD	
Sands St. & Navy St.	PM	EB-WB NB-SB	30 30	30 30	30 30	30 30	*29* *31*	30 30	Transfer 1 second from EB-WB to NB-SB in PM peak hour
Nassau St. & Navy St.	AM, PM	EB-WB NB-SB	79 41	49 41	*76* *44*	49 41	*76* *44*	49 41	Transfer 3 seconds from EB-WB to NB-SB in AM and PM peak hours
Park Ave./Tillary St. & Navy St.[2]	PM	NS WB NS NB-SB SS EB SS NB-SB	72 48 72 48	72 48 72 48	72 48 72 48	72 48 72 48	*70* *50* *70* *50*	72 48 72 48	Transfer 2 seconds from EB-WB to NB-SB in PM peak hour
Flushing Ave. & Carlton Ave.	AM	EB-WB NB	89 31	59 31	*87* *33*	59 31	*86* *34*	59 31	Transfer 2 seconds from EB-WB to NB in AM peak hour

Notes:
[1] Signal timings indicate green time plus yellow and all red for each signal phase. Proposed changes are *italicized* and underlined.
[2] Park Ave./Tillary St. eastbound and westbound roadways are divided by the elevated Brooklyn-Queens Expressway. There are separate traffic signals at Navy Street's intersection with the westbound Park Ave. (north side signal, abbreviate NS) and with the eastbound Tillary St. (south side signal, abbreviated SS).

BUS SERVICE

The northbound B62 local bus service would experience a significant adverse impact due to project-generated demand in the weekday PM peak hour. There would be a shortfall in capacity of seven passengers at the peak load point, with 331 passengers exceeding the available capacity of 324.

According to the *CEQR Technical Manual*, the shortfall in capacity would be considered a significant adverse impact. The general policy of NYCT is to provide additional bus service where demand warrants, taking into account financial and operational constraints. Based on NYCT's ongoing passenger monitoring program, comprehensive service plans are generated to respond to specific known needs with capital and/or operational improvements where fiscally feasible and operationally practicable. Therefore, at the time the proposed project is operational, NYCT will determine the need to implement specific mitigation measures to address the significant adverse impact on the northbound B62 local bus service in the weekday PM peak hour.

O. ALTERNATIVES

In accordance with CEQR, alternatives to the proposed project were analyzed. Alternatives selected for consideration in an EIS are generally those which are feasible and have the potential to reduce or avoid significant adverse impacts of a proposed action while meeting some or all of the goals and objectives of that action. In addition to a comparative impact analysis, the alternatives in this FEIS ~~DEIS~~ are assessed to determine to what extent they would meet the goals and objectives of the proposed project. The following alternatives to the proposed project were assessed and compared to the proposed project itself:

- A No Action Alternative, which assumes none of the proposed discretionary actions would occur, and the project site would continue to remain unoccupied;
- A No Unmitigated Significant Adverse Impacts Alternative, which considers a project program that would eliminate the proposed project's unmitigated significant adverse impacts to historic resources; and
- Development alternatives that were presented in 2008 by consulting parties during the Section 106 consultation process for the disposition of the project site by NGB.

In addition to a comparative impact analysis, the alternatives in this FEIS ~~DEIS~~ are assessed to determine to what extent they would meet the goals and objectives of the proposed project, which include: (1) redevelopment of the project site with light industrial and retail uses, consistent with the mandate of BNYDC to create jobs, maximize revenue, develop underutilized areas within the Brooklyn Navy Yard industrial park, and modernize the industrial park's infrastructure; (2) provide an engine for substantial job growth to directly benefit the communities that surround the project site; (3) meet the City's strong demand for light industrial space; (4) develop a supermarket on the project site to fulfill a two-decade-old commitment to the surrounding community to address a serious public health issue by providing access to fresh food and produce; and (5) rehabilitate and/or reconstruct and adaptively reuse two historic structures.

The conclusion of the alternatives analysis is that, while some of the alternatives may reduce or eliminate the significant adverse impacts to historic and cultural resources, none of the

considered alternatives are feasible, considering the objectives and capabilities of BNYDC, nor do they meet the goals and objectives of the proposed project.

NO ACTION ALTERNATIVE

The No Action Alternative assumes that the property would not be transferred from the federal government to City ownership, that none of the other proposed discretionary actions would occur, and that the proposed project would not be implemented. Under this scenario, the project site would remain unoccupied. In comparison, the proposed project would rehabilitate and/or reconstruct Building B and the Timber Shed and restore them to active use. Neither this alternative nor the proposed project would result in significant adverse impacts on land use, community facilities, open space, shadows, natural resources, water resources, infrastructure, air quality, or noise.

The proposed project would result in significant adverse impacts to historic and cultural resources, but it would involve the implementation of the mitigation measures described above. None of those measures would be implemented under the No Action Alternative, and thus that alternative could result in further deterioration, destabilization, potentially unsafe conditions, and potential loss of the historic integrity of individual structures and/or the project site as a whole.

Unlike the proposed project, the No Action Alternative would not result in significant adverse traffic impacts at two intersections in the AM peak hour and three intersections in the PM peak hour. However, those project impacts could be fully mitigated through signal timing adjustments. Unlike the proposed project, the No Action Alternative would not result in significant adverse impacts to the B62 northbound line. However, the proposed project's impacts could be fully mitigated by the provision of additional bus service.

Under the No Action Alternative, residents and workers in the study area would continue to lack access to grocery stores carrying fresh food and produce, and there would be no creation of light industrial space on the project site. Therefore, the No Action Alternative would fail to meet any of the proposed project's goals. In addition, the No Action Alternative would not permit the implementation of the Brooklyn Waterfront Greenway project, an independent City-sponsored project, within the vicinity of the project site. Under the No Action Alternative, the Greenway could not provide separate bike and pedestrian paths adjacent to the project site, which the widened sidewalks under the proposed project would accommodate.

NO UNMITIGATED SIGNIFICANT ADVERSE IMPACTS ALTERNATIVE

Although mitigation measures would be undertaken, the demolition of all structures on the project site except for Building B and the Timber Shed under the proposed project would be considered an impact that cannot be fully mitigated. Therefore, in accordance with the guidance of the *CEQR Technical Manual*, an alternative that would allow for the full mitigation or avoidance of these historic and cultural resource impacts is considered in the ~~DEIS~~ FEIS. This alternative, which would preclude the development of the site with new buildings, would also reduce or eliminate the adverse traffic and bus impacts that would occur with the proposed project, all of which could be mitigated, and would not result in any other impacts.

Complete avoidance of the significant adverse impacts to historic resources would require the retention of all historic structures on the project site including the Timber Shed and Officers' Quarters and the ancillary structures and landscape features that contribute to the S/NR-eligible district. This would preclude any redevelopment of the project site with new buildings, as the

contributing elements of the district take up almost the entirety of the site, and the goals and objectives of the proposed project could not be achieved through adaptive reuse of the existing structures, because their configurations are not suited to commercial reuse, and particularly as a number of the structures have collapsed. Furthermore, this alternative would be financially impracticable, as rehabilitation costs would be tens of millions of dollars while the ability to use the site to generate revenue would be almost, if not entirely, nonexistent.

It is theoretically possible that the impacts could be mitigated to below the level of significance through preservation of just the Officers' Quarters and the Timber Shed. However, that approach would still greatly reduce the utility of the site for redevelopment for light industrial, supermarket, and retail uses by severely restricting and/or altogether precluding the ability to locate these uses on the site.

CLINTON HILL LANDMARKS COMMITTEE/BRENT PORTER ALTERNATIVE

The Society of Clinton Hill Landmarks Committee, in coordination with architect Brent Porter, proposed—as part of NGB's ongoing Section 106 consultation process—an alternative that would retain the Timber Shed and all of the Officers' Quarters. The garages and other structures located on the site would be demolished and, as these are contributing to the S/NR-eligible district, their demolition would constitute an adverse impact on the historic character of the project site. However, it is theoretically possible that the impacts could be mitigated to below the level of significance through preservation of the Officers' Quarters and the Timber Shed.

This alternative proposes a new, modified V-shaped structure that is described to contain a grocery market and would be built behind the existing Officers' Quarters, with parking provided along Navy Street behind the Timber Shed and around the north and east perimeters of the new building. The new building would consist of two "big boxes" for a grocery market joined by a connecting structure. Rough measurements indicate that each "big box" would contain approximately 20,000 square feet. If constructed as a one-story structure, the building would not contain space for industrial space or retail space. The alternative proposal indicates that the Timber Shed could be preserved and used for retail uses and social services. The Officers' Quarters are described as being usable for smaller scale shopping at the raised first floor level with community uses on the upper floors.

While the retention and reuse of the Timber Shed is practicable due to its open floor plan and larger floor plate that lends itself to retail use, the retention and reuse of all of the Officers' Quarters is not practicable. The costs would be extraordinary and not supported by the limited reuse potential that is suggested in the proposal. The proposed supermarket space would not accommodate the required configuration needed for a full-service, large-format supermarket. The supermarket would also be hidden from public view. Both aspects would substantially detract from the desirability of the site from a large grocery store operator's perspective. This alternative also would not include light industrial space. In addition, in the visualization where parking is provided behind the Timber Shed, the streetwall would remain open on Navy Street between the Timber Shed and the Sands Street gate, contrary to the DCP's principles to have streetwalls on Navy Street and Nassau Street.

This alternative would require expenditures of at least $20 million to as much as $70 million to rehabilitate all the Officers' Quarters (exclusive of any additional costs for the rehabilitation and/or reconstruction of the Timber Shed and the new construction to be developed on the site), which would render the alternative financially unviable. It would also not provide industrial space to meet BNYDC's industrial mission, and would provide for a supermarket of a

configuration and siting that would be problematic from an operational and sales perspective. As such, this alternative would not fully meet the goals and objectives of the proposed project and would not be feasible considering the objectives and capabilities of BNYDC.

With a smaller program than would be provided under the proposed project, this alternative would likely reduce or eliminate the significant adverse traffic and bus impacts that would occur with the proposed project, all of which could be mitigated. Effects on land use, zoning, and public policy, open space, shadows, natural resources, hazardous materials, water and sewer infrastructure, air quality, noise, neighborhood character, and construction would likely be similar to those of the proposed project, since this alternative would provide supermarket and retail uses, construct new buildings, and rehabilitate and/or reconstruct existing buildings.

MUNICIPAL ART SOCIETY ALTERNATIVES

The Municipal Art Society (MAS) presented 11 alternative development proposals during the NGB's Section 106 consultation process. All the proposals included the demolition of the structures on the rear of the property, including the tennis court and bandstand, which contribute to the S/NR-eligible district. Therefore, any of the 11 proposals would result in adverse impacts on the historic character of the project site, although in varying degrees dependent on how many of the primary contributing structures would be retained. All of the alternative development proposals would result in fewer historic resources impacts with respect to the Officers' Quarters, as the proposals would retain five or more of the Officers' Quarters. For the alternative proposals that retain all the Officers' Quarters and the Timber Shed, it is theoretically possible that the impacts could be mitigated to below the level of significance as the primary contributing structures—the Officers' Quarters and the Timber Shed—would be preserved. The alternative proposals that would result in the demolition of one or more of the Officers' Quarters or the Timber Shed would constitute a significant adverse impact on the historic character of the project site, with the retention of the remaining Officers' Quarters (and the Timber Shed in all but one of the alternative proposals) constituting partial mitigation for the significant adverse impact. In comparison, the proposed project would only retain Building B among the Officers' Quarters and the Timber Shed. However, three of the MAS alternative development proposals would have significant adverse impacts on the Timber Shed, which would not occur with the proposed project.

Of the 11 proposals, three would retain the Timber Shed and all of the Officers' Quarters with new structures and parking located behind them. Eight of the proposals would retain most of these buildings with structures and parking taking the place of buildings that would be demolished (these included removal of varying combinations of Buildings K-L, H-C, E-F-G, and I, as well as the Timber Shed in one scheme). All of the proposals would retain either Buildings H-C or Buildings E-F-G or both groups of buildings, but reuse and rehabilitation of these buildings is problematic due to the partial collapse of Building C and the lack of structural stability of Building F. These two buildings share party walls with other structures, which poses substantial issues for their potential retention and rehabilitation, and thus also precludes the potential reuse and rehabilitation of Building H, (with which Building C is paired) and Buildings E and G (which are connected to Building F).

The schemes and alternatives proposed by MAS provide for a supermarket, industrial space, and in most cases retail, though in different amounts than proposed by the proposed project. Therefore, in most cases, if they could be feasibly developed, the alternatives would fulfill the principal programmatic goals and objectives of the proposed project—to provide a supermarket

to serve neighborhood residents in an area that is underserved by grocery stores carrying fresh food and to allow BNYDC to further its core mission of job creation and the provision of light industrial space for small businesses. It should be noted that the size of the supermarket would affect its operations and sales. The alternative development proposals that propose a substantially smaller supermarket than proposed by the project may negatively affect the project's ability to attract an operator of a full-service, large-format supermarket, and thus its ability to meet that important project goal.

In addition, all the proposals with the exception of one include the placement of the supermarket at the rear of the site (so that it is not visible from Nassau Street or Navy Street) and/or the placement of a retail building behind the Officers' Quarters (also with little or no visibility from the street and not easily accessible by the pedestrian). The placement of these structures would affect their ability to attract tenants and the viability of the businesses. Most of the proposals include the reuse of the Officers' Quarters for retail space, and the configuration of the Officers' Quarters is not adaptable to house viable retail uses.

These issues and constraints, when combined with the anticipated costs to rehabilitate five or more of the Officers' Quarters under any given alternative, renders the 11 alternative development proposals impracticable and/or diminishes their ability to meet the goals and objectives of the proposed project. In the MAS proposals—where at least five of the Officers' Quarters are retained and reused—rehabilitation costs for the Officers' Quarters alone would be at least $9.6 million or more (in 2008 dollars) and would increase for each additional Officers' Quarters building retained. BNYDC is committed to retaining and reusing the Timber Shed in addition to Building B, and it is not feasible for BNYDC to retain any other additional buildings, especially in light of the limited reuse potential of the remaining Officers' Quarters. Moreover, most of the MAS alternative development proposals would include structured parking in order to fit the new uses onto the site along with the retained structures, rather than surface parking as contemplated for the proposed project. This would require substantial additional costs as the cost for constructing structured parking is approximately five times more than that for building surface parking.

Though none of the proposals would provide more square footage than the proposed project, the three with comparable developable square footage would result in similar or greater significant adverse impacts to traffic and bus service. It would be expected that, like the proposed project's impacts, the transportation impacts of the three proposals could be mitigated. Effects on land use, zoning, and public policy, open space, shadows, natural resources, hazardous materials, water and sewer infrastructure, air quality, noise, neighborhood character, and construction would likely be generally similar to those of the proposed project, since these three proposals would provide supermarket, industrial, and retail uses, construct new buildings, and rehabilitate and/or reconstruct existing buildings.

The eight proposals that would provide less square footage than the proposed project could likely reduce or eliminate the adverse traffic and bus impacts that would occur with the proposed project, all of which could be mitigated. Effects on land use, zoning, and public policy, open space, shadows, natural resources, hazardous materials, water and sewer infrastructure, air quality, noise, neighborhood character, and construction would likely be similar to those of the proposed project, since these proposals would provide supermarket, industrial, and in most cases retail uses, construct new buildings, and rehabilitate and/or reconstruct existing buildings.

P. UNAVOIDABLE SIGNIFICANT ADVERSE IMPACTS

HISTORIC RESOURCES

The Admirals Row site has been determined to be eligible for the State and National Registers of Historic Places. Therefore, demolition of the historic structures on the project site (with the exception of Building B and the Timber Shed) would result in a direct, significant adverse impact on architectural resources associated with Admirals Row. The proposed project would also have a significant adverse impact on the historic context of the Brooklyn Navy Yard, as it would demolish buildings that have been part of the development and history of the Brooklyn Navy Yard since the mid-19th century. As part of the ~~ongoing,~~ independent Section 106 consultation process regarding the federal disposition of the Admirals Row site, mitigation measures have been developed to mitigate the adverse effect resulting from the proposed disposition of the federally owned Admirals Row property to a non-federal entity. BNYDC and a developer designated pursuant to the RFP would undertake additional mitigation measures, including the rehabilitation and/or reconstruction and adaptive reuse of two of the most significant historic structures on the project site. However, these mitigation measures would only partially mitigate these significant adverse impacts. Further, there are no reasonable alternatives to the proposed project that would eliminate the significant adverse impacts and that would be feasible and meet the project's purpose and need.

Q. GROWTH-INDUCING ASPECTS OF THE PROPOSED PROJECT

While the proposed project is expected to dramatically alter the land use on the project site, which has been vacant for over twenty years, the new development would be compatible with and complementary to surrounding land uses. The primary goal of the proposed project is to provide a large-format full-service supermarket to residents and workers in the study area, which is underserved by grocery stores carrying fresh food. The project would also provide light industrial space for small businesses, which is consistent with adjacent land uses within the Brooklyn Navy Yard industrial park and the mission of the Brooklyn Navy Yard Development Corporation. In addition, the proposed project is expected to generate approximately 578 new supermarket, light industrial, retail, and community facility/non-profit office workers.

While the uses anticipated under the proposed project would contribute to growth in the local economy, they would not be expected to induce notable growth outside of the rezoning area. The proposed manufacturing zoning would be consistent with the manufacturing zoning of adjacent portions of the study area, including the adjacent Brooklyn Navy Yard industrial park. No zoning in the surrounding area would be directly affected. Further, it is unlikely that the proposed actions would alter land use patterns in the surrounding area, which is predominantly built out with the Brooklyn Navy Yard industrial park, the large Commodore Barry Park, and three New York City Housing Authority residential developments—the Farragut, Ingersoll, and Whitman Houses.

R. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Under the proposed project, both natural and man-made resources would be expended in the construction, rehabilitation and/or reconstruction and reuse, and operation of the proposed development. These resources include the building materials used during construction or

rehabilitation and/or reconstruction; energy in the form of gas and electricity consumed during construction and operation of buildings by various mechanical and processing systems; and the human effort required to develop, construct, rehabilitate and/or reconstruct, and operate various elements of the proposed development, as well as the associated costs. These are considered irretrievably committed because their reuse for some other purpose would be highly unlikely.

The land use changes associated with the proposed project may also be considered an irreversible or irretrievable commitment of land. The proposed buildings would constitute a long-term commitment of land resources, thereby rendering land use for other purposes infeasible. However, the new uses are consistent with the community's desire for a supermarket and with the goals of BNYDC. Further, the new land uses associated with the proposed project would be compatible with surrounding land uses. In addition, the proposed project would also rehabilitate and/or reconstruct two vacant and deteriorated historic buildings and return them to active use. ✷