

FINAL DRAFT SCOPE OF WORK FOR
A SUPPLEMENTAL GENERIC ENVIRONMENTAL IMPACT STATEMENT
FOR
THE PHASED REDEVELOPMENT OF GOVERNORS ISLAND—
NORTH ISLAND RE-TENANTING AND PARK AND PUBLIC SPACE MASTER PLAN

A. INTRODUCTION

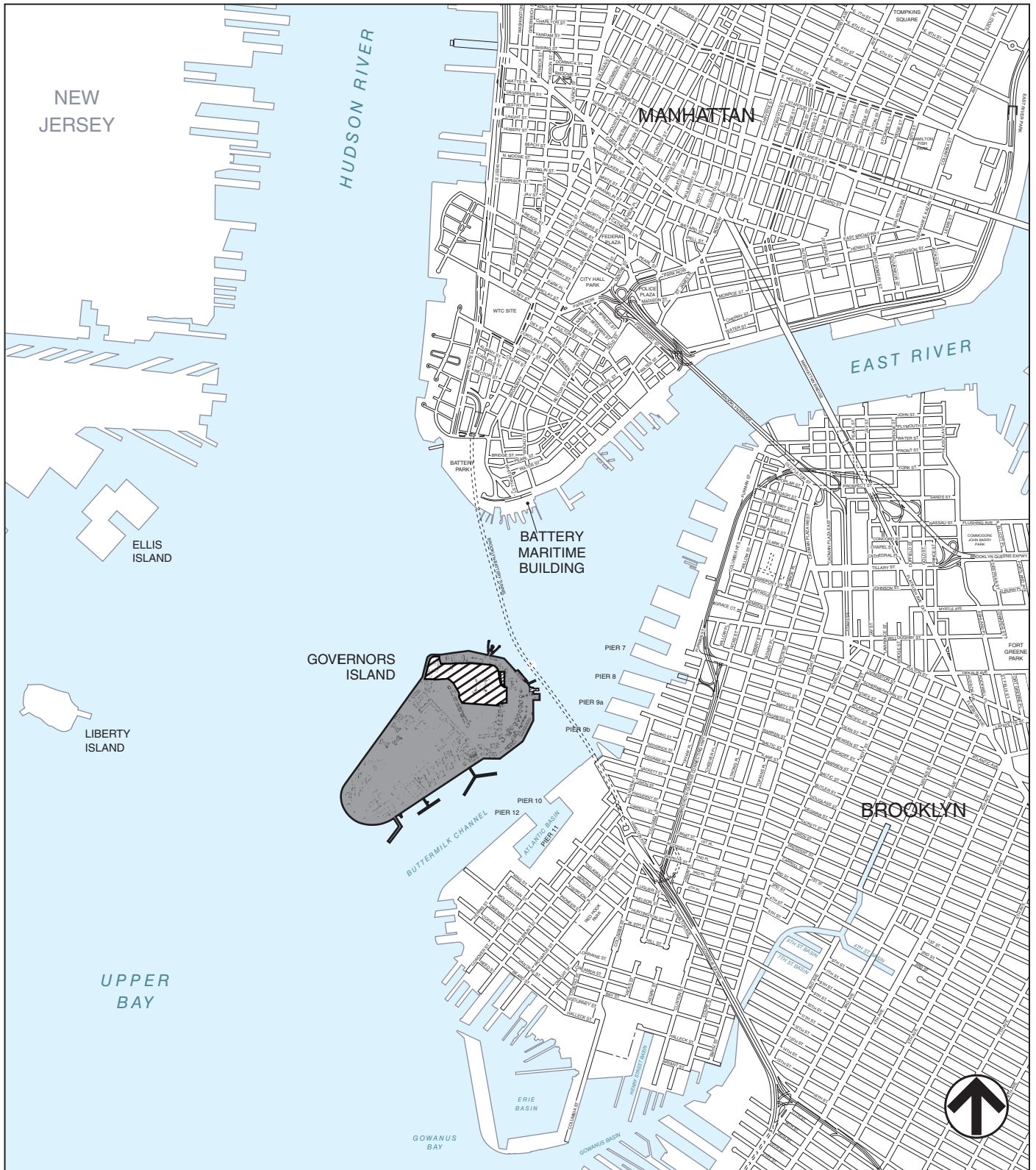
Governors Island Corporation, doing business as The Trust for Governors Island (The Trust), is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of the 172-acre island (the Island) located in New York Harbor; the remaining 22 acres are owned by the National Park Service and are a National Monument (see **Figure 1**).



The Island comprises a north section and a south section (see **Figure 2**). The north section of the Island (referred to here as the North Island) is the area north of the former Division Road, which includes, and is co-terminous with, the Governors Island Historic District. The south section of the Island (referred to here as the South Island) is the area south of the former Division Road, which includes an area created by excavation materials from the Lexington Avenue subway construction and more modern buildings. The entire island is zoned R3-2.

Access to the Island is provided by ferries that are contracted operated by The Trust from slips at the Battery Maritime Building (BMB) in Lower Manhattan, which is the major access point for ferries traveling to the Island. Additional ferry service from Pier 6 in Brooklyn and Pier 11 in Manhattan is provided by ferries contracted by The Trust and by the East River Ferry, respectively, when the Island is open to the public.

Governors Island is currently occupied by several active uses, including the Urban Assembly New York Harbor School, a New York City public high school, which began operation in June 2010. Other uses include artists' studios, administrative offices, and a temporary open air entertainment facility. From the end of May to the end of September, the Island is open to the public on weekends and holiday Mondays and hosts various arts, cultural, and recreational programs, including food festivals, concerts, and performances. Visitors to the Island can rent bicycles and can also make use of a variety of open spaces and lawns.

Redevelopment of the Island was previously analyzed in the Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island issued by the Office of the Deputy Mayor for Economic Development (ODMED) in December 2011 (the 2011 FGEIS). The 2011 FGEIS analyzed potential future development of the Island as follows: Phase 1 (2013), which consisted of park and open space development that was funded at that time and is underway; and the ~~Construction of this park and open space development is underway. The 2011 FGEIS also analyzed~~ Later Phases (through 2030), which consisted of Later Phases—Park and Public Space development and Later Phases—Island Redevelopment. The Later Phases—Park and Public Space development consisted of proposed open space development established in a Park and Public Space Master Plan (the Park Master Plan) developed by The Trust. The Later Phases—Island Redevelopment consisted of two components: redevelopment of the North Island Historic Structures and development within two areas called the South Island ~~Future~~ Development Zones. The 2011 FGEIS is discussed in detail in Section C, “Prior Environmental Reviews,” of this Final Draft Scope of Work.



-  Project Area
-  Governors Island National Monument

0 2000 FEET
SCALE





Final Draft Scope of Work

This document is a ~~Final-Draft~~ Scope of Work for the preparation of a Supplemental Generic Environmental Impact Statement (SGEIS) which considers the current plans for North Island re-tenanting and completion of the Park Master Plan by 2022. The current proposal to be analyzed in the SGEIS is discussed in detail in Section D, "Project Description," and consists of the following:

- Creation of the Special Governors Island District on the North Island ~~to a new zoning district that would~~ generally allow commercial uses compatible with the ~~use of the Island as a recreational, cultural, and educational resources~~ allowed in the existing R3-2 district as well as the provisions in the transfer deed. New commercial uses larger than 7,500 sf would be subject to review by Manhattan Community Board 1. ~~subject to review by Manhattan Community Board 1 and certification by the Chair of the City Planning Commission.~~
- The reuse and re-tenanting of approximately 1.2 million square feet (sf) of space on the North Island, in addition to the approximately 176,000 sf that has already been re-tenanted.¹ As part of the re-tenanting, it is expected that two non-historic building additions may be demolished and potentially replaced with new structures of the same floor area and similar bulk. In addition, a new structure would be constructed on the open area north of Building 110, immediately west of Soissons Landing (the "Soissons Concession Site").
- The full development of the Park Master Plan for the entire Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the expanded Park and Public Space.

Similar to the 2011 FGEIS, the SGEIS ~~will~~ considers the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas. Together, the components in the Project Description and the South Island Development Zones are referred to as the "Proposed Project."

Overall, the SGEIS considers the potential cumulative impacts of the Proposed Project along with Phase 1 which was previously approved. This analysis assumes that renovation and re-tenanting of the North Island and full development of the Park Master Plan will be complete in 2022, while the completion of the South Island Development Zones is anticipated by 2030.

In addition to commitments made in the 2011 FGEIS to consider potential new impacts as development plans are advanced, the proposed ~~rezoning actions~~ of the North Island ~~are~~ is subject to City Environmental Quality Review (CEQR) and the New York State Environmental Quality Review Act (SEQRA) and requires the preparation of an EIS. ODMED in the Office of the Mayor is the lead agency for the preparation of this SGEIS, with The Trust for Governors Island as the applicant.

In accordance with SEQRA/CEQR, ODMED initiated a process to define the scope of the Draft SGEIS (DSGEIS). As a first step in that process, The Trust prepared ~~a~~ this Draft Scope of Work and made it available to agencies and the public for review and comment.

A public scoping meeting ~~was held on~~ has been scheduled for January 8, 2013 to provide a forum for public comments on ~~the~~ this Draft Scope of Work. The public meeting ~~was~~ will be held

¹ The 2011 FGEIS assumed that approximately 1.35 million sf of potential development space was available for re-tenanting in the existing structures on the North Island. Building surveys conducted subsequent to the FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf is available for re-tenanting.

at 6:00 P.M. at the New York City Department of City Planning's Barrish Conference Room Spector Hall, 22 Reade Street, New York, New York, 10007. Written comments on the Draft Scope of Work were will be accepted until 5:00 P.M. on January 18, 2013. This Final Scope of Work takes into consideration relevant public comments.

The Final Draft Scope of Work is organized as follows:

- Section B, "Background and Planning History." This section provides information on the history of Governors Island, the planning process that preceded the current plans for the Island, and recent efforts to open the Island for public access.
- Section C, "Prior Environmental Reviews." This section describes the environmental reviews undertaken for Governors Island previously. It summarizes the review undertaken in 2008 and provides details of the 2011 FGEIS.
- Section D, "Project Description." This section describes the Proposed Project.
- Section E, "Proposed Approvals." This section provides information on the approvals needed for the Proposed Project.
- Section F, "Purpose and Need for the Proposed Project." This section provides a statement of purpose and need for the Proposed Project.
- Section G, "Analytical Framework for the SGEIS." This section outlines the framework for how the Proposed Project will be analyzed in the DSGEIS.
- Section H, "Scope of Work." This section provides detail on the analysis areas that will be studied in the DSGEIS.

B. BACKGROUND AND PLANNING HISTORY

In 1997, after about ~~two-200~~ hundred years of British and American military use and nearly 30 years of use as a U.S. Coast Guard base, the U.S. Coast Guard ceased operations on the Island, and all personnel were relocated. A 22-acre portion of the Island that includes two forts—Fort Jay and Castle Williams—was designated a National Monument in 2001, ~~and i~~ In 2003, the Federal government deeded the 150-acre balance of the Island to the Governors Island Preservation and Education Corporation (GIPEC). GIPEC was established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC) with responsibility for the Island. In July 2010, primary responsibility for the long-term ownership, development, funding, operation and governance of Governors Island was transferred to New York City and is now under the direction of The Trust. The Trust is the successor organization to GIPEC.

The Island is subject to deed restrictions that require and prohibit certain uses. The Federal transfer deed stipulated development of public benefit uses on the Island. The most significant requirements are that at least 40 acres of the Island be developed as public open space and that 20 acres must be set aside for educational uses. The deed also prohibits certain uses, such as gaming and electrical power generation for use off-island. The most significant restriction is the prohibition of residential uses, except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses. The residential restriction does not prohibit short-term or extended-stay accommodations.

Since 1996, there have been a number of ideas and overall studies for Governors Island proposing a wide range and mix of land uses: hotel and hospitality, gaming, retail, restaurant,

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recreational public park, university campus or other educational use, short-term or extended-stay residential, conference center, entertainment, family theme park, resort, marina, aquarium, concert venue, and cultural use. A public Request for Expressions of Interest in 2005 resulted in a similar range of ideas.

In 2006, GIPEC issued a Development Request for Proposals (RFP) for whole-~~Island~~ and component proposals. Although several developers and tenants from both commercial and not-for-profit sectors responded, no major proposals were ~~could be~~ selected. The plans submitted either were vague, lacked financial viability, were based on questionable market assumptions, or contained unrealistic public subsidy expectations. The RFP did yield a sound proposal, which became the Urban Assembly New York Harbor School, a New York City public high school, which began operation in June of 2010 in an existing building that was renovated for this use.

To further The Trust's goals, a Park and Public Space Master Plan (the Park Master Plan) was developed in 2010 that establishes the fundamental concepts for the design of the Island's parks and public spaces. The Park Master Plan also sets aside two areas for future mixed-use development (the South Island Development Zones).

Since 2004, more of the Island has ~~progressively~~ been opened to the public, a greater variety of programming has been added, more frequent ferry service has been provided, and the hours of operation for the public spaces have ~~has~~ been increased. In 2004, GIPEC opened a portion of the Historic District to the public and received 5,000 visitors. By 2007, the entire Historic District and a 1-mile loop (for bicycles and pedestrians) were open every Saturday and Sunday in the summer and the number of visitors rose to 55,000. In 2009, the entire 2.2 mile perimeter roadway was open, along with Picnic Point—a new 8-acre open space on the southern tip of the Island—and more than 275,000 people visited the Island. In 2010, more than 443,000 visitors used the Island to picnic, bike, walk, and participate in on-Island cultural and recreational programming. In 2011, attendance reached 448,000 visitors, prior to the start of construction and partial closure of the Island in 2012, when attendance was 345,000. The Trust has made the Island available as a venue for unique and diverse programming including field and lawn sports; boating; concerts; lectures; and cultural, food, and art festivals.

C. PRIOR ENVIRONMENTAL REVIEWS

2008 ENVIRONMENTAL REVIEW

In 2008, an Environmental Assessment Form was prepared and a Negative Declaration was issued for GIPEC's Enhanced Public Access program, which evaluated the ~~included~~ demolition of the South Island buildings and some North Island buildings that do not contribute to the historic district; the relocation of the Harbor School from Brooklyn to Buildings 550 and 134; enhanced public access to portions of the South Island; a temporary food and entertainment facility; and conversion of Building 110 to artists' studios. The project was approved and has been implemented.

2011 FGEIS

As discussed above, ODMED issued the FGEIS for the Phased Redevelopment of Governors Island in 2011. Because a number of aspects of the plan were yet to be determined at that time, their potential impacts were studied generically with the commitment to further analysis when more details were determined.

The 2011 FGEIS analyzed in detail an initial phase—Phase 1—that consisted of park and public space development and infrastructure improvements. Funding approval was the primary discretionary action needed for Phase 1 of the Proposed Project. Subsequent to the completion of the environmental review, Phase 1 was funded and other necessary approvals were obtained and the improvements are now under construction ~~and are with an~~ expected to be completed ~~completion date~~ in 2013. The 2011 FGEIS also analyzed, generically, the “Later Phases,” which included additional open space improvements identified in the Park Master Plan but that were not funded at the time (Later Phases—Park and Public Spaces), as well as mixed-use development on the Island, specifically, the re-tenanting of the North Island buildings and development in the South Island Development Zones (Later Phases—Island Redevelopment).

The phases as analyzed in the FGEIS are described in detail, below.

PHASE 1

Phase 1 involves the implementation of ~~approximately \$78.5 million of~~ park and public space enhancements that would improve the Historic District, including Soissons Landing, and the South Battery, and ~~Liggett Terrace and~~ would result in the construction of ~~approximately 23 acres of new open space south of Liggett Hall, creating Liggett Terrace, in the center of the South Island, creating Hammock Grove,~~ and the Play Lawn. The Phase 1 components are described below.

- Soissons Landing. The area upland of Soissons Dock, the arrival point for ferries from Manhattan to the ~~North~~ Island, is being regraded and repaved to enhance accessibility and to create a series of public plazas. The area will also include additional landscaping, seating, and orientation signing, signage, and other visitor amenities.
- South Battery. The 10,100 ~~sf square foot~~ asphalt surface that surrounds the historic fort is being replaced with lawn, trees, shrubs, and seating areas. This will create a new resting place along the future Great Promenade, providing seating and amenities in a location that will showcase the historic fort.
- Parade Ground. The Parade Ground is a 12-acre lawn located between Nolan Park and Colonels Row. This large open space has been used for concerts, picnics, and recreational activities. This area is being improved to support both active and passive recreation. A portion of the lawn is being regraded and improved to make a flat field that will be large enough to allow soccer and other field sports.
- Colonels Row. Colonels Row includes a line of historic houses that look out onto a flat, triangular open space surrounded by tall trees. This area will have limited improvements to support ongoing uses as a festival grounds and concert venue.
- ~~Nolan Park. Nolan Park is a four acre lawn with mature trees, surrounded by wooden houses that date back to 1810. This area is being enhanced by resetting and reconstructing existing brick paths to improve accessibility.~~
- Liggett Terrace. From Colonels Row, visitors ~~will would~~ walk through an arch to Liggett Terrace, a six-acre area south of Liggett Hall, the Island’s largest building. The existing parking lot and lawn areas are being replaced with a public plaza with flower beds, labyrinthine hedges, fountains, public art, seating areas, concession carts, and children’s play areas.

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- Hammock Grove. South of Liggett Terrace, Hammock Grove is being created by regrading the current landscape to introduce a rolling terrain, tree planting to create dense groves, and laying paved paths to provide access and circulation.
- Play Lawn. The 14-acre Play Lawn will become the largest multi-purpose open space on the Island. Two regulation-sized ballfields for active recreation like Little League baseball, adult softball and soccer are being created as well as smaller open spaces with rolling topography.

In addition, Phase 1 includes upgrades and stabilization of existing infrastructure to support the Phased Redevelopment of Governors Island, specifically: (1) the replacement, reconstruction, rehabilitation, or repair of the seawall, as appropriate, and the reconstruction and consolidation of a number of stormwater outfalls, and (2) the construction of two 12-inch water mains from Brooklyn to provide potable water to the Island. The water mains will connect from existing New York City Department of Environmental Protection (DEP) water supply lines in Brooklyn and run under Buttermilk Channel to the existing Island water infrastructure in the vicinity of Building 85 on the North Island and near Half Moon Road on the South Island (subsequent to the 2011 FGEIS, only the south water main has been pursued; it will provide an adequate supply of potable water for the entire Island.

LATER PHASES

As detailed in the 2011 FGEIS, the Later Phases were expected to include the following: (i) Park and Public Space development, consisting of the completion of the park and public spaces on the Island (Later Phases-Park and Public Spaces), and (ii) Island Redevelopment, consisting of the reuse of more than 1.35 million square feet in existing historic buildings on the North Island and development and construction of new buildings in two future development zones on the South Island (Later Phases-Island Redevelopment). The 2011 FGEIS expected that these Later Phases of the project would occur over time and be complete by 2030.

Park and Public Spaces

The Later Phases-Park and Public Spaces were to provide 32 acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). These open spaces would include the Great Promenade at the perimeter of the Island, Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow. These open spaces are described in more detail, below, under Section D, “Project Description,” since the cumulative impact of these spaces will be accounted for in the SGEIS.

Island Redevelopment

The Later Phases-Island Redevelopment consisted of two components: the North Island Historic Structures and the South Island ~~Future~~ Development Zones.

For the North Island Historic Structures, the 2011 FGEIS assumed that the approximately 1.35 million sf of potential development space available in existing historic structures on the North Island would be re-tenanted.¹ As part of the proposed reuse, it was assumed that the historic buildings would be restored. For the South Island ~~Future~~ Development Zones, the 2011 FGEIS

¹ ~~As noted above,~~ Building surveys conducted subsequent to the FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf is available for re-tenanting, rather than the 1.35 million identified in the 2011 FGEIS.

assumed that the two future development zones, — the South Island Development Zones— which total 33 acres, would be developed. These zones consist of 6.5 acres located on the west side of the Island facing New York Harbor and another 26.5 acres facing Buttermilk Channel and Brooklyn.

The 2011 FGEIS examined two development scenarios for the 3 million square feet of space available between the North Island historic structures and the South Island Development Zones. The first was a primarily University/Research Option—option and the second was a primarily Mixed-Use Option—option. These options did not represent any existing plans or proposals for the Island; rather, they were a—generalized estimates based on the type and configurations of existing buildings, the underlying conditions of the Island itself, uses required and permitted under the deed, and the general level of inquiries received by The Trust for various uses on the Island. The range of uses studied in the 2011 FGEIS are presented in **Table 1**.

Table 1
2011 FGEIS Later Phases-Island Redevelopment Potential Development
Scenarios (North Island Historic Structures and South Island Future
Development Zones)

| Uses | University/Research Option (sf) | Mixed-Use Option (sf) |
|--|------------------------------------|--------------------------|
| University | | |
| Research | 400,000 | 0 |
| Academic | 450,000 | 0 |
| Housing - Faculty Housing ¹ <i>(assumed as apartments, not dorms)</i> | 200,000 | 1,650,000 |
| Housing - Student Dorms ¹ | 850,000 | 450,000 |
| Conference Center/Hotel | 500,000 | 350,000 |
| Office | 175,000 | 60,000 |
| Service Retail/Restaurant <i>(Not destination, accessory to other uses)</i> | 75,000 | 75,000 |
| Cultural <i>(Gallery, small museum)</i> | 60,000 | 125,000 |
| Public School (K-12) | 150,000 | 150,000 |
| Maintenance, Support, Other | 140,000 | 140,000 |
| TOTAL | 3,000,000 | 3,000,000 |
| Notes: Does not include Park and Public Spaces (for Phase 1 and Later Phases open spaces, see above). ¹ All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-Island. | | |

DEVELOPMENT PURSUANT TO 2011 FGEIS

As noted above, The Phase 1 Park and Public Space improvements are now under construction with an expected completion date in 2013. Water main and seawall improvements are expected to be completed by 2014. Subsequent to the 2011 FGEIS, it was determined that only the southern alignment for the water main would be constructed. This will be sufficient to supply the entire Island with potable water.

D. PROJECT DESCRIPTION

INTRODUCTION

Changes to the project analyzed in the 2011 FGEIS that now require analysis in an SGEIS consist of the following:

- Creation of the Special Governors Island District on the North Island, ~~a new zoning district that would to~~ generally allow commercial uses compatible with ~~use of the Island as a recreational, cultural, and educational resources~~ allowed in the existing R3-2 district ~~as well as the provisions in the federal transfer deed.~~ New commercial uses larger than 7,500 sf would be subject to review by Manhattan Community Board 1 and certification by the Chair of the City Planning Commission. Creation of the District requires both a zoning map amendment and a zoning text amendment.
- The reuse and re-tenanting of approximately 1.2 million sf of space on the North Island, in addition to the approximately 176,000 sf that has already been re-tenanted. As part of the re-tenanting, it is expected that two non-~~contributing~~ historic building additions may be demolished and potentially replaced with new structures of the same floor area and similar bulk. In addition, a new structure would be constructed on the open area north of Building 110, immediately west of Soissons Landing.
- The full development of the Park Master Plan for the Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the expanded park and public space.

~~Similar to the 2011 FGEIS, the SGEIS will consider the impacts from the full development of the Park Master Plan for the entire Island.~~ In addition, the SGEIS will consider the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas.

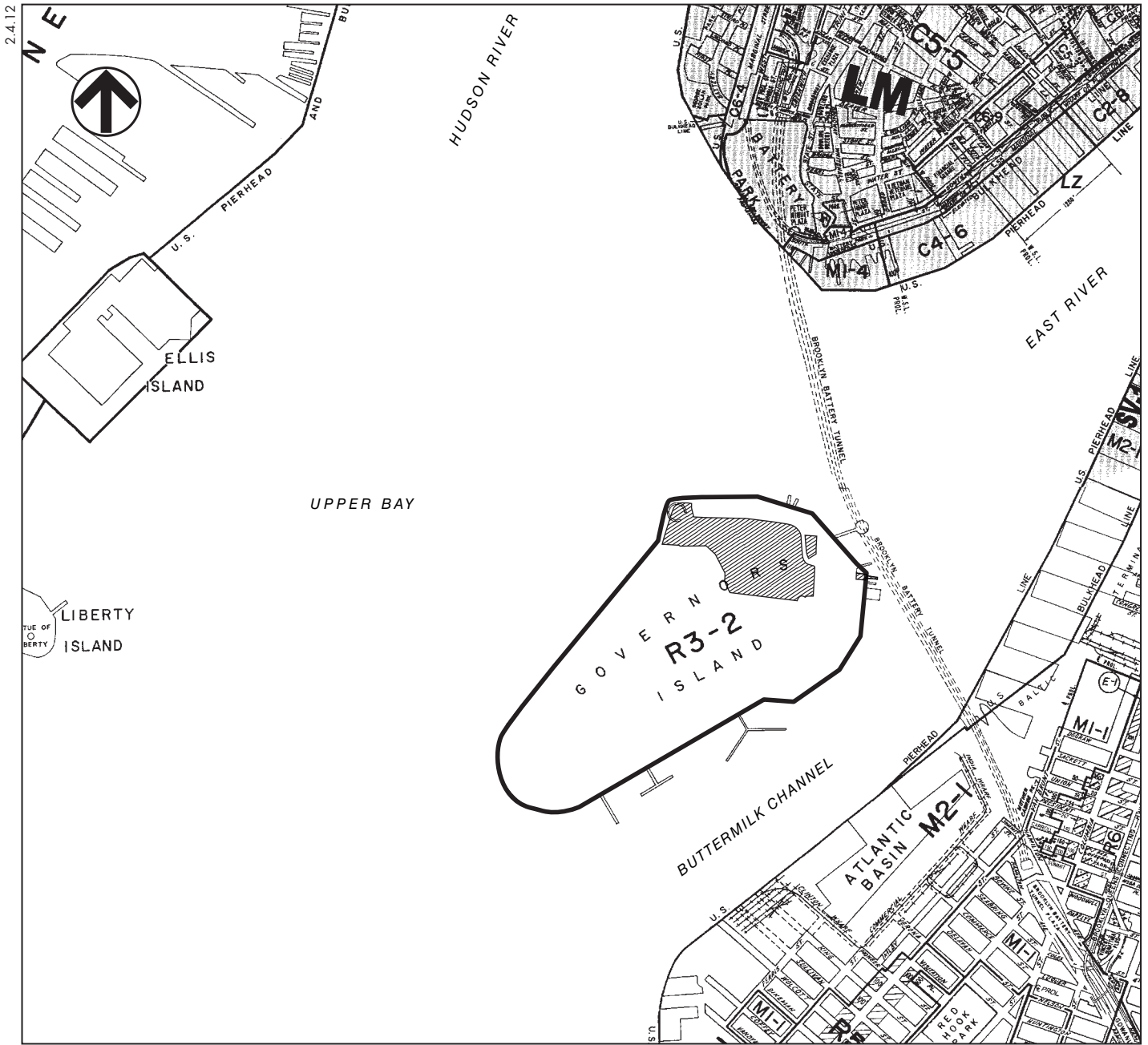
Together, the proposed Special District, the Island Redevelopment-North Island Historic Structures re-tenanting, the additional ferry service, the full development of the Park Master Plan, and the Island Redevelopment-South Island Development Zones are referred to as the “Proposed Project.”




SPECIAL GOVERNORS ISLAND DISTRICT

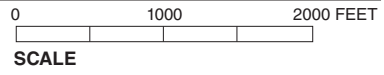
EXISTING ZONING AND DEED RESTRICTIONS

As stated above, Governors Island is zoned R3-2 (see **Figure 3**); in addition, the Island is subject to deed restrictions that require certain uses and prohibit ~~others~~ ~~certain uses~~.

Typically, R3-2 districts are general residence districts that allow a variety of housing types ranging from detached and semi-detached one and two-family residences, to low-rise attached houses, to small multi-family apartment houses. Uses in R3-2 districts are restricted to residential uses and community facility uses (Use Groups ~~use groups~~ 1, 2, 3, and 4, which allow single-family detached residential development, all other types of residential development for permanent occupancy; schools, libraries, museums, dormitories, etc., and houses of worship, community centers, hospitals, etc., respectively). ~~Commercial uses, semi-industrial uses, and manufacturing uses are not permitted.~~ As the Island is a single zoning lot and constitutes a waterfront block, any developments



-  Project Area
-  Governors Island National Monument
-  Zoning District Boundary



or enlargements may also be subject to the special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access.

When control of the Island was transferred from the State to the City, the City approved a zoning override to allow existing interim uses that support the public's use and enjoyment of the park to continue.

The federal transfer deed restrictions specify that at least 40 acres be developed as public open space and 20 acres be used for educational purposes, ~~the Federal transfer deed~~ prohibits certain uses, such as gaming, electrical power generation for use off-island, and residential uses—except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses. The residential restriction does not prohibit short-term or extended-stay accommodations.

PROPOSED ZONING

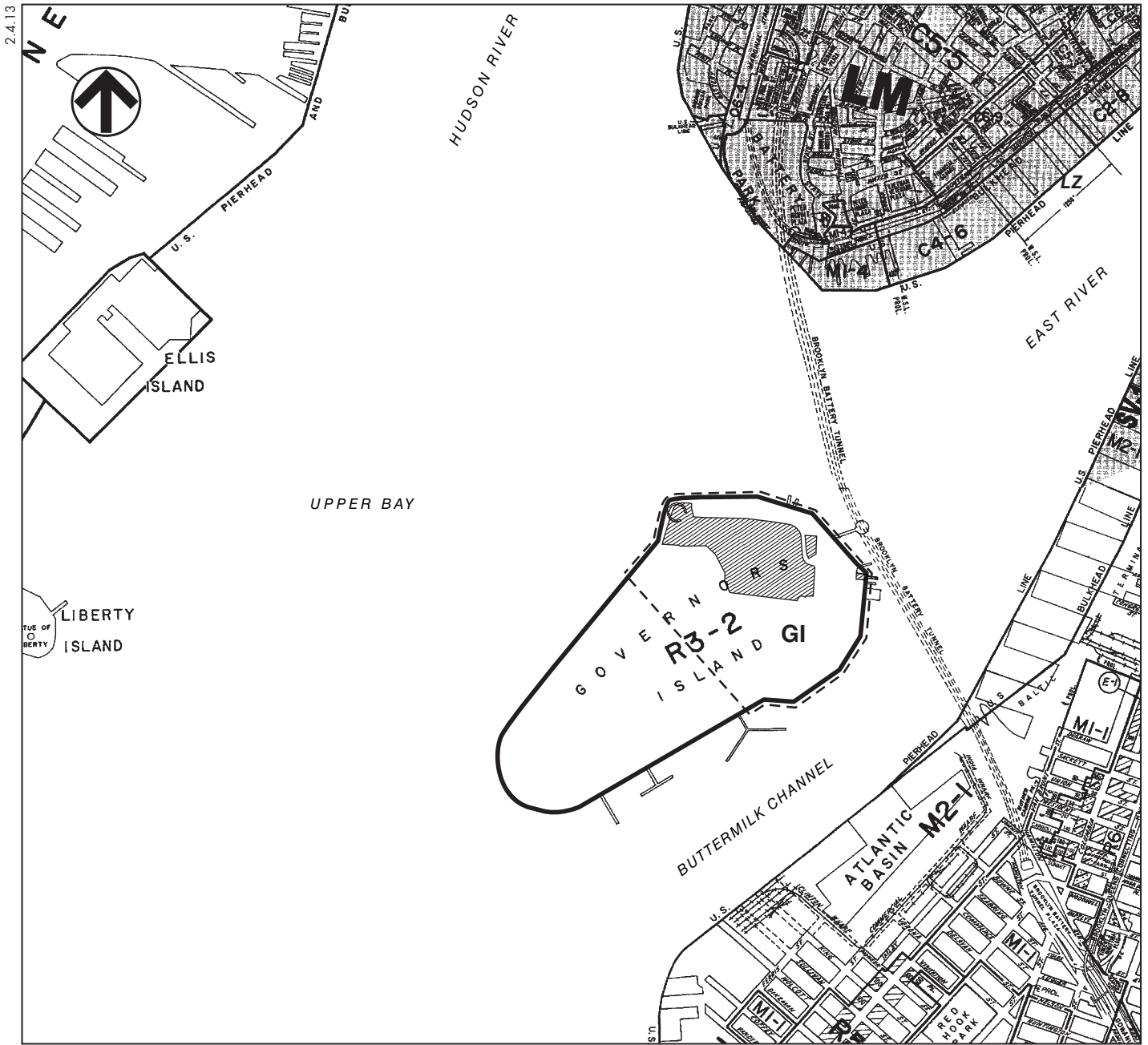
The Proposed Project would create the Special Governors Island District on the North Island (see **Figure 4**) to facilitate the development of commercial uses including, but not limited to hotels, offices, restaurants, retail, arts and crafts galleries, entertainment events and uses, and related uses that are compatible with the allowed educational, cultural and recreational uses of the Island. The Special District would be mapped as an overlay on the existing R3-2 Z-zoning district, which would remain in place. The Special District text and mapping are intended to serve as a catalyst for re-tenanting and reuse of the North Island's historic structures. Within the Special Governors Island District, commercial uses that promote the goals of the Special District, complement existing uses within the district, and are compatible with the nature, scale and character of other uses within the district ~~would will~~ be permitted. The Special District text would include provisions for a process of public review of ~~any~~ proposed commercial uses of more than 7,500 sf (see the proposed text of the Special District in **Appendix A**). The Special District text would also include special bulk regulations.


The Proposed Project would not modify the deed restrictions, and all uses contemplated would comply with such restrictions.

RE-TENANTING OF THE NORTH ISLAND HISTORIC STRUCTURES (2022)

Approximately 1.375 million square feet of space exists in historic structures of which approximately 1.2 million is available for reuse and re-tenanting. The remainder of the space is being used for the Harbor School, artists' studios, administrative offices, and maintenance.

Although the future uses have not been specifically determined or defined, The Trust has developed two scenarios for analysis purposes (see **Table 2**, below); these two scenarios are based on the characteristics of the historic buildings. Potential uses include university, student dormitory, hotel, movie theater, office, service retail/restaurant, artists' studio, cultural uses, and public school. As part of the re-tenanting, it is required that historic buildings are restored according to the *Governors Island Historic District Preservation and Design Manual* developed in connection with the disposition of the Island to GIPEC. The *Governors Island Historic District Preservation and Design Manual* was developed to help guide the reuse of the Historic District portion of the Island, while ensuring preservation of the historic and architectural resources that contribute to the Island's importance.



-  Project Area
-  Governors Island National Monument
-  Zoning District Boundary
-  Special Governors Island District

**Table 2
North Island Redevelopment Options**

| Land Use | Existing Re-Tenanted Space ² | North Island Redevelopment Options (2022) | |
|---|---|---|-----------------------------|
| | | University/Research Option | Mixed-Use Option |
| University | | | |
| Campus | 0 sf | 422,000 sf | 0 sf |
| Research | 0 sf | 0 sf | 0 sf |
| Academic | 0 sf | 0 sf | 0 sf |
| Housing – Faculty Housing | 0 sf | 0 sf | 0 sf |
| Housing - Dormitories | 0 sf | 262,000 sf (873 beds) | 262,000 sf (873 beds) |
| Conference Center/Hotel | 0 sf | 256,250 sf (120 rooms) | 256,250 sf (120 rooms) |
| Office | 48,450 sf | 7,000 sf | 300,300 sf |
| Service Retail/Restaurant ¹ (Not destination, accessory to Island) | 0 sf | 37,800 sf | 37,800 sf |
| Cultural | | | |
| General (Gallery, small museum, etc.) | 0 sf | 0 sf | 128,700 sf |
| Artist Studio | 47,700 sf | 57,000 sf | 57,000 sf |
| Movie Theater | 0 sf | 9,200 sf (700 seats) | 9,200 sf (700 seats) |
| Public School (6-12) | 79,700 sf | 148,000 sf (1,184 students) | 148,000 sf (1,184 students) |
| Maintenance, Support, Other | 0 sf | 0 sf | 0 sf |
| Total | 175,850 sf | 1,199,250 sf | 1,199,250 sf |
| Total North Island Development in 2022 (Existing and Proposed) | | 1,375,100 sf | 1,375,10 sf |
| Notes: | | | |
| 1. Includes 8,000 square feet of redevelopment for of the Soissons Concession Site. | | | |
| 2. The existing re-tenanted North Island uses will not be assessed in the SGEIS analyses. | | | |

A non-~~contributing~~historic addition to Liggett Hall as well as a non- ~~contributing~~historic addition to the Dispensary building (or Post Hospital) could be renovated or could each be demolished and replaced with new structures (for the purposes of environmental review, it is assumed that any demolished space would be replaced with the same square footage)of the same floor area. In addition, a new structure would be constructed on the Soissons Concession Site, the open area north of Building 110, immediately west of Soissons Landing; this structure would provide restaurant and support space for the adjacent event space. Similar to renovation of historic structures, design and construction of new structures on the North Island is subject to the requirements of the *Governors Island Historic District Preservation and Design Manual*.

PARK AND PUBLIC SPACES (2022)

The Proposed Project would include the open space improvements identified in the 2011 FGEIS as the “Later Phases-Park and Public Spaces.”¹ These open space improvements consist of 32 acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). These open spaces would include the creation of the Great Promenade along the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow.

¹ As discussed later in this ~~Final-Draft~~ Scope of Work (see Section G, “Analytical Framework for the SGEIS”), these park and public space improvements have been analyzed in the 2011 FGEIS and approved. The FGEIS assumed that these would be completed in 2030; however, they are now anticipated to be completed by 2022.

THE GREAT PROMENADE

The Great Promenade, a 2.2-mile path around the perimeter of the Island, would be designed for walkers, bikers, runners, and limited vehicular traffic. New paving elements, lighting, way-finding, and balustrade would be consistent along the Promenade, integrating the Island's northern and southern portions. The Promenade would provide unparalleled views of the area around Governors Island, directing views across the Harbor, East River and Buttermilk Channel towards the Lower Manhattan skyline, the East River bridges, Brooklyn Bridge Park, Brooklyn's working waterfront, Red Hook, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

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

LIBERTY TERRACE

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

YANKEE LANDING

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

THE HILLS

The Park Master Plan envisions four hills rising between 28 feet and 82 feet in height above the Great Promenade, transforming the topography of the Island. The Hills would be planted with ground cover, shrubs, plants, and trees. In addition, there would be several pathways to explore the Hills. From the tops of the Hills, broader views of the surrounding area would be available, with views of the entire New York Harbor from the Verrazano to the Statue of Liberty, Ellis Island, the Hudson River, New Jersey, Lower Manhattan, Brooklyn, and Staten Island.

SOUTH PROW

At the southern end of the Island, a three-acre Wetland Garden would be excavated out of the existing Island. This garden would be planted with a variety of salt-tolerant wetland plants. While the Great Promenade would split into follow the perimeter, another major promenade would follow the eastern edge of the Wetland Garden. This interior promenade would have two levels, a~~The lower one at the same grade as the perimeter-level pathway would follow the edge of the Island and would be at grade with the eastern Promenade. This pathway would surround Wetland Gardens, a three acre area with a variety of wetland plants. A picnic area would be adjacent to Wetland Gardens. Next to the~~ and an upper level ~~pathway would be the South~~

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ProW Overlook. ~~This area, which that would be seven feet higher and include have benches and other seating, would be seven feet above Wetland Gardens.~~

ADDITIONAL FERRY SERVICE (2022)

To support the uses in the re-tenanted buildings and Park and Public Space, additional ferry service would be provided. ~~It is anticipated so that ferry service would be provided 7 days per week between Governors Island and the Battery Maritime Building in Manhattan and between Governors Island and Pier 6 in Brooklyn. In addition, late night ~~f~~Ferry service would be provided (24 hours per day); however, at this time, it is anticipated that the late night ferry service would operate between Governors Island and Pier 11 in Manhattan.~~

SOUTH ISLAND DEVELOPMENT ZONES (2030)

As discussed above, the Island contains two future development zones on the South Island which together total 33 acres.

Similar to the 2011 FGEIS, future uses in these two areas have not yet been specifically proposed, determined, or defined; therefore, the SGEIS provides an analysis of two generic development programs for the South Island Development Zones. It is assumed that new buildings on the South Island could be designed to provide highly flexible academic (including dorms and faculty housing) and/or research institution space, lab space, or similar uses, and could become the academic and/or research institution heart of a university program or think tank. A second major use could be a conference center/hotel with hotel rooms, meeting rooms, and recreation facilities. ~~It is anticipated that Yankee Pier would be an additional point of access.~~

The remainder of the South Island Development Zones are expected to be used for some combination of not-for-profit offices, such as think-tanks or small organizations affiliated with academic and/or research institution uses; for-profit commercial office uses; offices for The Trust and Island contractors; maintenance and service space for Trust and Island operations; water transportation support uses; cultural uses including small galleries or museums; entertainment uses; other commercial uses; associated retail; and educational uses similar to the Urban Assembly New York Harbor School located in the Historic District.

In total, approximately 1.625 million sf are expected to be developed in the South Island Development Zones.

E. APPROVALS

Various approvals would be required for the Proposed Project, as follows:

- Zoning map and text amendments to create and map the Special Governors Island District over the North Island, as shown on **Figure 4** (the “rezoning area”).
- Review of project actions within the Governors Island Historic District following per the guidelines of the *Governors Island Historic District Preservation and Design Manual*, and review and approval by the New York City Landmarks Preservation Commission (LPC) and the New York State Office of Parks, Recreation, and Historic Preservation (OPRHP).
- Approval of any public capital funding. The source has yet to be identified.

Other approvals are expected to include a Coastal Zone Consistency determination and may include SPDES permits from the New York State Department of Environmental Conservation (NYSDEC) for wastewater and/or stormwater discharge issues.

It is anticipated that the future development proposed for the South Island Development Zones may require additional land use approvals, including rezoning, special permits, modifications, design guidelines, and/or other authorizations. Similar to the Special District for the North Island, any future rezoning will be subject to CEQR, and the level of environmental review required will be determined at the time such actions are sought. Other potential future actions and approvals for the South Island Development Zones could include a Coastal Zone Consistency determination, SPDES permits from NYSDEC, USACE permits for in-water work, and NYSDEC air permits or approvals related to potential future research/academic laboratory uses, if required.

For ~~both~~ the Proposed Project including ~~and~~ the South Island Development Zones, it is expected that New York City Department of Buildings (DOB) building permits would be required for public open space and structures and that DOB would review proposed construction within the 100-year flood plain. In addition, there would be New York City Fire Department approvals for emergency and fire access and fire hydrants.

F. PURPOSE AND NEED FOR THE PROPOSED PROJECT

The purpose and need for the overall Phased Redevelopment of Governors Island is to bring the Island back to life for the people of the City and State of New York, after centuries of use as a military base. The creation of ~~great~~ new public open space is not only an important public benefit ~~resource on its own~~, but it is also a catalyst for Island redevelopment.

With construction of the Phase 1 Park Master Plan underway, re-tenanting of the North Island's historic buildings and completion of the Park Master Plan are the next steps in the development process. There is new interest in development on the Island. New opportunities for tenancy are now being pursued for the North Island, with the creation of new Special District zoning text, issuance of a Request for Proposals for re-tenanting of the historic buildings, and plans to complete the Park Master Plan by 2022.

~~Along with future development on the South Island, the Phased Redevelopment of Governors Island~~ The Proposed Project would fulfill The Trust's mission while helping to ensure ~~ing~~ the Island's financial sustainability and meeting the transfer deed requirements.

G. FRAMEWORK FOR ENVIRONMENTAL REVIEW

SEQRA requires a lead agency to take a "hard look" at potential environmental impacts of proposed actions and, to the maximum extent practicable, avoid or mitigate potentially significant adverse impacts on the environment, consistent with social, economic, and other essential considerations. An EIS is a comprehensive document used to systematically consider environmental effects, evaluate reasonable alternatives, and identify and mitigate, to the maximum extent practicable, any potentially significant adverse environmental impacts. The EIS provides a means for the lead and involved agencies to consider environmental factors and choose among alternatives in their decision-making processes related to a proposed action.

SUPPLEMENTAL GENERIC ENVIRONMENTAL IMPACT STATEMENT

A GEIS is a broader, more general EIS that analyzes the impacts of a concept or overall plan rather than those of a specific project plan. A GEIS is useful when the details of a specific impact cannot be accurately identified, since no site-specific project has been proposed, but a broad set of further projects is likely to result from the agency's action. A GEIS follows the same format as an EIS for a more specific project, but its content is necessarily broader.

Subsequent discretionary actions under the program studied in a GEIS may require further review under CEQR. According to 6 NYCRR Section 617.10, "GEISs and their findings should set forth specific conditions or criteria under which future actions will be undertaken or approved, including requirements for any subsequent SEQR compliance." Therefore, like with the 2011 FGEIS, the Supplemental GEIS will, where appropriate, discuss possible conditions under which further environmental review would be required (e.g., changes in the mix of uses or increases in the size of the development program). Often, a GEIS is used as the foundation for the subsequent environmental review for a site-specific project, since it would have established the analysis framework. Therefore, the subsequent supplemental environmental review need only target the specific narrow impacts associated with the subsequent action.

In particular, the reasons for preparing a Supplemental GEIS under the requirements of SEQRA and CEQR guidelines are that the zoning actions are now defined, there is more known about likely re-tenanting, and full development of the Park Master Plan is expected to be complete earlier than was previously contemplated, and that these would require expanded ferry service. The document remains generic in that the program associated with North Island re-tenanting is not specifically proposed, and that the two South Island Development Zones are not yet specifically proposed, defined, or designed. Therefore, the studies contained in the ~~is~~ SGEIS will necessarily be less detailed than if more specific details were available and will focus on identifying potential associated environmental concerns. To the extent required under CEQR/SEQRA, it is possible that further environmental review may be necessary when certain, as yet undefined components of the South Island Development Zones are considered.

METHODOLOGY

In the Future Without the Proposed Project (No Action scenario), Governors Island is assumed to continue to operate as it does today. Visitation is dependent on certain factors that can be controlled, such as the ability to access the Island (number of operating days and hours, ferry capacity, and frequency). Public outreach and enhancements in recent years have made Governors Island a highly visited summer weekend destination, and at peak times, ferries already operate at capacity.

As noted above, there will be two analysis years: 2022 and 2030. The 2022 analysis will consider the full proposed Park and Public Spaces (including Phase 1 elements) as well as 1.2 million square feet of newly re-tenanted space in the North Island historic structures (as laid out in **Table 2**, above). The 2030 analysis will consider full development of the Island, including 1.625 million square feet in new buildings and uses in the development zones on the South Island.

2022 ANALYSIS YEAR

The 2022 analysis year will consider the potential for impacts from the following Proposed Project components:

- Creation of the Special Governors Island District on the North Island.

- The reuse and re-tenanting of approximately 1.2 million sf of space on the North Island along with the potential demolition and replacement of two non-~~contributing~~historic building additions with new structures of the same floor area and similar bulk. In addition, the construction of a new structure would be constructed on the open area north of Building 110, immediately west of Soissons Landing.
- The full development of the Park Master Plan for the ~~entire~~ Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings.

Potential impacts for the 2022 analysis year will be examined cumulatively by including the impacts identified for Phase 1 of the Park Master Plan.

2030 ANALYSIS YEAR

Similar to the 2011 FGEIS, the SGEIS will consider the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas. The analysis of their potential impacts will be examined qualitatively or generally be less detailed than those provided for development through 2022. Potential impacts will be considered cumulatively by assessing the full development of Governors Island, including those project components that would be complete by the 2022 analysis year and the completion of the South Island Development Zones by 2030.

As in the 2011 FGEIS, total development would remain at 3 million sf. However, based on program and phasing refinements since the 2011 FGEIS, the anticipated program for the full development of the Island is somewhat different from that contemplated in the 2011 FGEIS. **Table 3** shows the existing re-tenanted space on the North Island and the anticipated development program for the North Island Redevelopment in 2022 and the South Island Development Zones by 2030 for both the University/Research Option and the Mixed-Use Option. **Table 4** provides a compares the 2011 FGEIS program to the SGEIS program for the University/Research Option and the Mixed-Use Option to illustrate how the programs have changed since the 2011 FGEIS.

When the South Island Development Zones have been planned and designed, it is anticipated that any land use actions would be subject to CEQR.

REASONABLE WORST CASE DEVELOPMENT SCENARIO

The land uses identified for the North Island re-tenanting as well as the South Island Development Zones have different population characteristics. For example, university housing uses would generate on-site residents whereas office uses would not. Other uses, including the park and open spaces, would generate workers and visitors that would access the island from the off-site ferry locations. Each analysis in the SGEIS will identify a “reasonable worst-case development scenario” that could result in the worst environmental effect for that technical area.

The analyses will focus on identifying potential environmental concerns associated with the potential uses identified in **Table 2** to the extent required under CEQR/SEQRA; further environmental review may be necessary for as yet undefined components of the Later Phases.

The analyses will assume that in the future without the Proposed Project (No Action condition), no portion of the Proposed Project would be implemented and the Island would continue in its current use and configuration.

Table 3
Total Governors Island Development (Existing and Proposed) -2030

| Land Use | Existing Re-Tenanted Space (sf) ¹ | University Research Option | | | Mixed-Use Option | | |
|--|--|---------------------------------|-------------------------------------|------------------|---------------------------------|-------------------------------------|------------------|
| | | North Island Redevelopment (sf) | South Island Development Zones (sf) | Total (sf) | North Island Redevelopment (sf) | South Island Development Zones (sf) | Total (sf) |
| University | | | | | | | |
| Campus | 0 | 422,000 | 0 | 422,000 | 0 | 0 | 0 |
| Research | 0 | 0 | 188,650 | 188,650 | 0 | 0 | 0 |
| Academic | 0 | 0 | 213,450 | 213,450 | 0 | 0 | 0 |
| Housing – Faculty Housing ² | 0 | 0 | 94,300 | 94,300 | 0 | 1,120,950 | 1,120,950 |
| Housing - Dormitories ² | 0 | 262,000 | 588,000 | 850,000 | 262,000 | 188,000 | 450,000 |
| Conference Center/Hotel | 0 | 256,250 | 243,750 | 500,000 | 256,250 | 93,750 | 350,000 |
| Office | 48,450 | 7,000 | 119,550 | 175,000 | 300,325 | 0 | 348,750 |
| Service Retail/Restaurant ³ (Not destination, accessory to Island) | 0 | 37,800 | 37,200 | 75,000 | 37,800 | 37,200 | 75,000 |
| Cultural | | | | | | | |
| General (Gallery, small museum, etc.) | 0 | 0 | 0 | 0 | 128,700 | 0 | 128,700 |
| Artist Studio | 47,700 | 57,000 | 0 | 104,700 | 57,000 | 0 | 104,700 |
| Movie Theater | 0 | 9,200 | 0 | 9,200 | 9,200 | 0 | 9,200 |
| Public School ⁴ | 79,700 | 148,000 | 0 | 227,700 | 148,000 | 45,000 | 272,700 |
| Maintenance, Support, Other | 0 | 0 | 140,000 | 140,000 | 0 | 140,000 | 140,000 |
| TOTAL | 175,850 | 1,199,250 | 1,624,900 | 3,000,000 | 1,199,250 | 1,624,900 | 3,000,000 |

Notes:

1. The existing re-tenanted North Island uses will not be assessed in the SGEIS analyses.
2. All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-island.
3. Includes 8,000 square feet of redevelopment of the Soissons Concession Site.
4. In the University/Research option, a public school for grades 6-12 would be provided. In the Mixed-Use option, a 45,000-gsf elementary school would be provided in addition to the 6-12 school.

**Table 4
Comparison of Total Island Development: 2011 FGEIS and SGEIS**

| Uses | University/Research Option (sf) | | | Mixed-Use Option (sf) | | |
|---|---------------------------------|------------------|------------|-----------------------|------------------|------------|
| | 2011 FGEIS | SGEIS | Difference | 2011 FGEIS | SGEIS | Difference |
| University | | | | | | |
| Campus | 0 | 422,000 | 422,000 | 0 | 0 | 0 |
| Research | 400,000 | 188,650 | -211,350 | 0 | 0 | 0 |
| Academic | 450,000 | 213,450 | -236,550 | 0 | 0 | 0 |
| Housing - Faculty Housing ¹ (assumed as apartments, not dorms) | 200,000 | 94,300 | -105,700 | 1,650,000 | 1,120,950 | -529,050 |
| Housing - Student Dorms ¹ | 850,000 | 850,000 | 0 | 450,000 | 450,000 | 0 |
| Conference Center/Hotel | 500,000 | 500,000 | 0 | 350,000 | 350,000 | 0 |
| Office | 175,000 | 175,000 | 0 | 60,000 | 348,750 | 288,750 |
| Service Retail/Restaurant (Not destination, accessory to other uses) | 75,000 | 75,000 | 0 | 75,000 | 75,000 | 0 |
| Cultural (Gallery, artist studios, movie theater) | 60,000 | 113,900 | 53,900 | 125,000 | 242,600 | 117,600 |
| Public School | 150,000 | 227,700 | 77,700 | 150,000 | 272,700 | 122,700 |
| Maintenance, Support, Other | 140,000 | 140,000 | 0 | 140,000 | 140,000 | 0 |
| TOTAL | 3,000,000 | 3,000,000 | 0 | 3,000,000 | 3,000,000 | 0 |
| Notes: | | | | | | |
| Total development includes existing re-tenanted space on the North Island. | | | | | | |
| ¹ All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-island. | | | | | | |

STUDY AREAS

In general, the study areas for the SGEIS analyses will include the entire Island, including that portion of Governors Island owned by the National Park Service and not belonging to The Trust, and depending on the specific analysis, may also include the area within 400 feet of the ferry landing at Pier 6 in Brooklyn Bridge Park and the area within 400 feet of the Battery Maritime Building.

SCREENING ANALYSES

In some technical areas the changes examined for 2022 will make no significant difference to the conclusions of the 2011 FGEIS for 2030. For these technical areas—socioeconomics, community facilities, open space, natural resources, hazardous materials, infrastructure, solid waste and energy—detailed screening assessments have been provided in the Positive Declaration and will be summarized in the SGEIS to confirm the previous conclusions.

H. SCOPE OF WORK

As described earlier, the SGEIS will be prepared pursuant to SEQRA and CEQR. The environmental review provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to evaluate reasonable alternatives, and to identify, and mitigate where practicable, any significant adverse environmental impacts.

The SGEIS will contain:

- A. A description of the Proposed Project and the environmental setting;
- B. A statement of the environmental impacts of the Proposed Project, including its short- and long-term effects and typical associated environmental effects;

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- C. An identification of any adverse environmental effects that cannot be avoided if the project is implemented;
- D. A discussion of reasonable alternatives to the Proposed Project;
- E. An identification of irreversible and irretrievable commitments of resources that would be involved if the Proposed Project is built; and
- F. A description of measures proposed to minimize or fully mitigate any significant adverse environmental impacts.

The first step in preparing the SGEIS document is public scoping, which is the process of focusing the environmental impact analysis on the key issues that are to be studied in the SGEIS. The proposed scope of work for each technical area to be analyzed is set forth below. The scope of work and the proposed impact assessment criteria are based on the methodologies and guidance set forth in the 2012 *CEQR Technical Manual*.

TASK 1: PROJECT DESCRIPTION

As the first chapter of the SGEIS, the Project Description will introduce the reader to the Proposed Project and set the context in which to assess impacts. The chapter will describe the Proposed Project (brief description and location of the Proposed Project) and provide the following:

- The background and/or history of the Proposed Project, including prior approvals and the 2011 FGEIS;
- A statement of the public purpose and need for the Proposed Project;
- A detailed description of the Proposed Project and key planning considerations that have helped refine the proposed development program;
- A discussion of the approvals required, procedures to be followed, the role of the SGEIS in the process, and its relationship to any other approvals.

TASK 2: ANALYTICAL FRAMEWORK

This chapter will discuss the framework for the analyses for the SGEIS. It will identify the analysis year, describe the No Build scenario, and explain how the Proposed Project will be assessed in the SGEIS, focusing on comparison to the conclusions of the 2011 FGEIS. It will describe how the SGEIS will consider reuse of the North Island historic buildings, new development on the Soissons Concession Site, and the future construction within the two South Island Development Zones, which will be subject to future environmental review.

This chapter will also identify changes that have taken place on the Island since the 2011 FGEIS, discuss relevant changes in methodologies in the *CEQR Technical Manual*, and update existing and no build conditions as warranted.

TASK 3: LAND USE, ZONING, AND PUBLIC POLICY

Under CEQR, a land use analysis characterizes the uses and development trends in the area that may be affected by a proposed project, describes the zoning and public policies that guide development, and determines whether a proposed project is compatible with those conditions and policies or whether it may affect them.

The 2011 FGEIS concluded that neither Phase 1 nor full completion of the Proposed Project would result in any significant adverse impacts to land use, zoning, and public policy. The 2011 FGEIS also noted that full development of the Proposed Project would result in changes to land uses and may require future changes to zoning on Governors Island. Since a new Special District ~~text~~ for the North Island is now proposed, an assessment of potential impacts to land use, zoning and public policy will be prepared for the SGEIS, consistent with the guidelines of the *CEQR Technical Manual*.

The existing conditions section of this assessment will describe the existing uses and the existing R3-2 zoning. The public policies that pertain to Governors Island will also be summarized, including the City's Waterfront Revitalization Program and PlaNYC. Conditions in the future without the Proposed Project will be described, and the effects of the Proposed Project will be assessed for compatibility in terms of land use, zoning and public policy. The conclusions of the SGEIS will be compared to those of the 2011 FGEIS. The study area for the land use, zoning, and public policy analysis will comprise the Island itself.

The SGEIS will consider whether the changes in the overall development scenarios would alter the conclusions of the FGEIS with regard to the South Island Development Zones.

TASK 4: SHADOWS

The *CEQR Technical Manual* requires a shadow assessment for proposed actions that would result in new structures or additions to existing structures greater than 50 feet in height and/or adjacent to an existing sunlight-sensitive resource. Such resources include publicly-accessible open spaces, important natural features, or historic resources with sun-sensitive features. Under CEQR, an adverse shadow impact may occur if a project's shadow adversely affects the use and/or important landscaping and vegetation of a publicly-accessible open space or obscures details that make a historic resource significant. For these reasons, shadow analyses are coordinated with the open space and historic resources analyses.

Although most of the proposed North Island development would consist of reuse of existing historic structures, one new structure is proposed (at the Soissons Concession Site) that will require an assessment of shadows due to its proximity to open space uses. Further, two non-historic additions to historic buildings are expected to be demolished and replaced with new structures. Therefore, an analysis of the Proposed Project's potential for shadow impacts will be included in the SGEIS. The shadows analysis will identify and map sensitive receptors that could be affected by the Proposed Project, including open spaces, historic structures, and important natural features, and evaluate the potential for the Proposed Project to result in significant adverse shadow impacts on these sensitive receptors.

Since the 2011 FGEIS, no additional design information regarding structures for the South Island Development Zones has been advanced. Therefore, the SGEIS will summarize the findings of the 2011 FGEIS pertaining to the South Island Development Zones.

TASK 5: HISTORIC AND CULTURAL RESOURCES

Under CEQR, the analysis of historic and cultural resources must consider whether a project could have the potential to affect archaeological and/or architectural resources, either directly through construction activities, or more indirectly through alteration of the context or visual environment of the resources.

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Governors Island's potential archaeological sensitivity and significant historic structures have already been well documented in the 2011 FGEIS as well as other previous planning studies, environmental impact studies, and designation reports for the historic district.

Based on previous studies, the concession area north of Building 110 is not sensitive for archaeology. Therefore, new construction in this area would not have the potential to result in archaeological impacts. The remainder of proposed work would consist of renovation and reuse of existing structures and is not expected to include subsurface disturbance for foundations, footings, etc. Therefore, the SGEIS will present a summary of these conditions.

For the architectural resources assessment, the architectural resources of the Island will be identified and described. Consistent with the guidance of the *CEQR Technical Manual*, designated architectural resources include: New York City Landmarks (NYCLs), Interior Landmarks, Scenic Landmarks, New York City Historic Districts; resources calendared for consideration as one of the above by LPC; resources listed on or formally determined eligible for inclusion on the State and/or National Registers of Historic Places, or contained within a district listed on or formally determined eligible for listing on the Registers; resources recommended by the New York State Board for listing on the Registers; and National Historic Landmarks. Given the Island's physical isolation, the areas to be considered for historic resources will be defined as the Island itself.

The potential effects of the Proposed Project on archaeological and architectural resources will be compared to those disclosed in the 2011 FGEIS, including visual and contextual changes as well as any direct physical impacts. The applicability of policies and procedures already in place, including coordination with and oversight by LPC and the New York State Historic Preservation Office (SHPO) (as appropriate) will be discussed. If the Proposed Project would result in any significant adverse impacts, mitigation measures for such impacts will be identified.

The SGEIS will consider whether the changes in the overall development scenarios would alter the conclusions of the FGEIS with regard to the South Island Development Zones.

TASK 6: URBAN DESIGN AND VISUAL RESOURCES

Under CEQR, urban design is defined as the totality of components that may affect a pedestrian's experience of public space. These components include streets, buildings, visual resources, open spaces, natural resources, wind, and sunlight. An urban design assessment under CEQR must consider whether and how a project may change the experience of a pedestrian in a project area. The *CEQR Technical Manual* guidelines recommend the preparation of a preliminary assessment of urban design and visual resources, followed by a detailed analysis, if warranted based on the conclusions of the preliminary assessment.

The SGEIS will focus on how the proposed renovation of historic structures and new construction on the North Island would change the Island's urban design and visual character and the degree to which significant views would be affected.

Following the guidelines of the *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources will be prepared to determine whether the Proposed Project would create a change to the pedestrian experience that is sufficiently significant to require greater explanation and further study. Since the Proposed Project does not include any tall new structures beyond what was considered in the 2011 FGEIS, the analysis of urban design and visual resources will focus on the new low-rise construction proposed for the Soissons Concession Site. Restoration of existing buildings, which was considered in the 2011 FGEIS,

will be summarized. To the degree that any selective demolition is necessary for the Proposed Project, it will also be considered in the SGEIS.

For visual resources, important publicly accessible views and view corridors will be identified and the potential for the Proposed Project to affect those elements will be discussed and compared to the conclusions of the 2011 FGEIS. If necessary, mitigation measures to avoid or reduce potential significant impacts will be identified. The SGEIS will consider whether the changes in the overall development scenarios would alter the conclusions of the FGEIS with regard to the South Island Development Zones.

TASK 7: TRANSPORTATION

The *CEQR Technical Manual* states that if a Proposed Project is expected to generate fewer than 50 peak hour vehicle trips at an intersection, 200 peak hour subway, bus, or railroad riders on a transit facility, and 200 peak hour person trips on a pedestrian element, it is unlikely to result in significant adverse impacts and further analyses would not be warranted. As described above, the Proposed Project includes both the redevelopment on the North Island and completion of the Park and Public Space plan. Trips generated by these two components are expected to result in changes in transportation operations and the attraction of new trips to the Island beyond the *CEQR Technical Manual* thresholds, thus detailed analyses are warranted. The tasks outlined below describe how transportation-related issues will be addressed in this SGEIS, with a quantitative analysis conducted for the North Island redevelopment and full Park and Public Space plan in 2022, and a qualitative discussion for the full development of the Island including the South Island Development Zones expected to be complete in 2030.

TRAVEL DEMAND AND SCREENING ASSESSMENTS

- Prepare travel demand estimates for the proposed development components based on trip-making assumptions from the *CEQR Technical Manual*, standard references, approved studies (including the 2011 FGEIS), and trip-making and travel demand assumptions provided by The Trust.
- Perform transportation screening analyses and determine detailed analysis needs. Based on the above travel demand estimates, it is expected that the need for detailed transportation analyses would be required for the Proposed Project. The results of the travel demand estimates will be summarized in a Travel Demand Factors memo. For traffic, a detailed vehicle trip assignment will be prepared to determine the appropriate intersections for analysis of potential traffic impacts. The trip estimates also will identify the numbers of peak hour person trips made by transit and the numbers of pedestrian trips traversing the portal locations' sidewalks, corner reservoirs, and crosswalks. As recommended by the *CEQR Technical Manual*, the appropriate transit and pedestrian elements will be selected for analysis.

TRAFFIC

- Define the study areas for the Proposed Project. The traffic study areas will include intersections surrounding the two ferry portals in Lower Manhattan and Brooklyn. The selection of analysis locations will be based on the detailed assignments of projected vehicle trips associated with the Proposed Project. Detailed traffic analyses will be undertaken for the weekday AM, midday, PM, and Saturday peak hours at up to fourteen intersections near

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the BMB ferry portal. Detailed traffic analyses will be undertaken for the weekday AM, midday, and PM peak hours at up to seven intersections near the Pier 6 ferry portal.

- Perform traffic data collection. Traffic volumes and relevant data at the study area intersections will be collected as per *CEQR Technical Manual* guidelines via a combination of manual and machine counts. Information pertaining to street widths, traffic flow directions, lane markings, parking regulations, and bus stop locations at study area intersections will be inventoried. Travel time and delay surveys will be conducted to gather speed data for input to air quality and mobile source analyses. In addition, traffic operations (double parked vehicles, queuing, parking maneuvers, etc.) will be observed and recorded. Where feasible, data collected in April 2011 for the 2011 FGEIS will be used. Traffic control devices (including signal timings) in the study area will be recorded and verified with official signal timing data from the New York City Department of Transportation (NYCDOT).
- Conduct existing conditions analysis. This analysis will be conducted using the *2000 Highway Capacity Manual (HCM)* methodology with the latest approved *Highway Capacity Software (HCS)*. The existing volume-to-capacity (v/c) ratios, delays, and levels of service (LOS) for the study peak hours will be determined.
- Develop the future baseline and Build conditions and analyze study area intersections. Future traffic volumes will be estimated by adding background growth, in accordance with *CEQR Technical Manual* guidelines, to existing traffic volumes, and incorporating incremental changes in traffic resulting from other projects in the area. Where applicable, future baseline traffic volumes developed as part of the 2011 FGEIS will be used as the baseline traffic volumes for this SGEIS. Analysis results of the study area intersections will be evaluated to identify potential significant adverse traffic impacts. Where these impacts are identified, feasible measures, such as signal retiming, phasing modifications, roadway restriping, addition of turn lanes, revision of curbside regulations, turn prohibitions, and street direction changes, etc., will be explored to mitigate the traffic impacts.

PARKING

Analyze current and future parking conditions. A parking survey will be performed to gather curbside regulations and record off-street parking supply and utilization within ¼-mile of the two ferry portals. Future parking demand projections will be compared to the available supply to determine whether project-generated demand could be accommodated and if there is a potential for a parking shortfall.

TRANSIT

Conduct transit analyses. The BMB portal is served by the No. 1, 4, 5, and R subway lines and the M5, M15, and M20 bus routes, whereas, the Pier 6 portal is served by the B61 and B63 bus routes, both connecting to various subway stations in downtown Brooklyn. A transit trip assignment of the projected demand will be performed for the weekday AM and PM peak commuter hours to determine if and what transit elements would warrant a detailed analysis. For the BMB portal, it is expected that a detailed analysis will be required for key elements of the Whitehall/South Ferry (No. 1 and R trains) and Bowling Green (No. 4 and 5 trains) stations. In addition, a subway line-haul analysis will be conducted for the Nos. 1, 4, 5, and R trains. For the Pier 6 portal, it is likely that subway trips would be adequately dispersed to the numerous downtown Brooklyn subway stations, such that a detailed analysis of these stations would not be

warranted. However, to remain consistent with the 2011 FGEIS, an analysis at the Borough Hall station stairway at the southwest corner of Court Street and Joralemon Street will be conducted.

Existing data will be collected at the affected subway station stairways and control area elements. Detailed bus-line haul analyses are not expected to be warranted near either ferry portal. The analysis of existing, No Build, and Build weekday AM and PM peak hour conditions will be conducted following the procedure outlined in the *CEQR Technical Manual*. Where appropriate, feasible mitigation measures will be explored to alleviate any potential significant adverse transit impacts.

PEDESTRIANS

Conduct pedestrian analyses. A pedestrian trip assignment will be performed to determine the pedestrian elements that would warrant a detailed analysis. For the two portal locations, it is assumed that a detailed analysis will be prepared for a variety of pedestrian elements. In Brooklyn, it is expected up to thirteen sidewalks, nine crosswalks, and six corner reservoirs will be analyzed. In Manhattan, it is expected up to thirteen sidewalks, nine crosswalks, and 10 corner reservoirs will be analyzed. This analysis will include quantitative studies of the existing, No Build, and Build conditions following the procedure outlined in the *CEQR Technical Manual*. Where appropriate, feasible mitigation measures will be explored to alleviate any potential significant adverse pedestrian impacts.

VEHICULAR AND PEDESTRIAN SAFETY

Examine vehicular and pedestrian safety issues. Crash data for the traffic study area intersections and other nearby sensitive locations from the most recent three-year period will be obtained from the New York State Department of Transportation. These data will be analyzed to determine if any of the studied locations may be classified per CEQR criteria as high vehicle crash or high pedestrian/bike crash locations and whether trips and changes resulting from the Proposed Project would adversely affect vehicular and pedestrian safety at the study area locations. If high crash locations are identified, feasible improvement measures would be recommended to alleviate potential safety impacts.

FULL DEVELOPMENT QUALITATIVE DISCUSSION

The future uses associated with the South Island Development Zones have not yet been specifically proposed, defined, or designed and their operations have not yet been planned. Therefore, a qualitative discussion only of the full development (North Island redevelopment, Later Phases—Park and Public Spaces, and the South Island development) components will be provided.

TASK 8: AIR QUALITY

Under CEQR, an air quality analysis determines whether a proposed project would result in stationary or mobile sources of pollutant emissions that could have a significant adverse impact on ambient air quality, and also considers the potential of existing sources of air pollution to impact the proposed uses.

In terms of mobile sources, the vehicle trips and increased ferry service associated with the proposed project would be assessed for mobile source air quality impacts. The vehicle trips generated by the proposed project would likely exceed the *CEQR Technical Manual* carbon

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monoxide (CO) screening threshold of 170 vehicle trips in a peak hour at one or more intersections near the Battery Maritime Building ferry terminal. In addition, the particulate matter (PM) emissions from project-generated vehicle trips, including trucks, would likely exceed the PM_{2.5} screening thresholds specified in the *CEQR Technical Manual*. Therefore, it is expected that an analysis of mobile source (vehicle) emissions of CO and PM_{2.5} would be required. The effect of emissions from increased ferry service on the publicly accessible areas near the ferry terminals in Manhattan and Brooklyn will also be analyzed.

In terms of stationary sources, emissions from fossil-fuel fired mechanical systems (such as heating and hot water boilers) for the proposed project buildings (both existing buildings to be re-tenanted and the proposed new building) will be assessed.

MOBILE SOURCE ANALYSES

The analysis of potential impacts from mobile source emissions would consider locations where the ~~incremental~~ increase ~~in~~ ~~of~~ ~~traffic~~ ~~due~~ ~~to~~ ~~project-generated~~ ~~trips~~ ~~traffic~~ ~~is~~ ~~would~~ ~~be~~ ~~greatest~~ and the potential for impact is greatest. The mobile source analyses will consist of the following:

- A. *Collection and summary of existing ambient air quality data for the study area.* Specifically, ambient air quality monitoring data published by NYSDEC will be compiled for the analysis of existing conditions. ~~Appropriate~~ Relevant background levels will be ~~reported~~ selected.
- B. *Selection of analysis ~~sites~~ ~~and~~ ~~receptor~~ ~~locations~~.* The critical intersections in the study area will be selected based on the traffic analysis. CO and PM_{2.5} ~~concentrations~~ levels at multiple ~~receptor~~ analysis ~~locations~~ sites will be analyzed in accordance with *CEQR Technical Manual* guidelines.
- C. *Selection of ~~the~~ dispersion model.* The U.S. Environmental Protection Agency (EPA)'s CAL3QHC model would be used for CO analysis and the refined CAL3QHCR intersection model will be used for the PM_{2.5} analysis. For the PM_{2.5} analysis, five recent years of meteorological data from LaGuardia Airport and concurrent upper air data from Brookhaven, New York will be used ~~considered~~.
- D. *~~Selection~~ of ~~e~~mission calculation methodology and "worst-case" meteorological conditions.* Vehicular cruise and idle emissions for the dispersion modeling will be computed using EPA's MOBILE6.2 model, assuming a temperature of 50°F.
- E. *Calculation of PM levels.* At each mobile source ~~analysis~~ ~~receptor~~ site, maximum PM_{2.5} 24-hour and annual concentration increments will be determined for the future conditions without the proposed project and the future conditions with the proposed project.
- F. *Comparison of modeled CO and PM_{2.5} levels with guidance criteria.* PM_{2.5} increments will be compared to the City's PM_{2.5} interim guidance criteria thresholds. Future pollutant levels with and without the proposed project will be compared with the National Ambient Air Quality Standards (NAAQS) to determine compliance with standards, while pollutant level increments would be compared to the City's CO *de minimis* criteria and the PM_{2.5} interim guidance criteria, to determine the potential mobile source impacts of the proposed project.
- G. *Analysis of emissions at ferry terminals:* Emissions from the additional ferry boat activity that would result from the proposed project would be analyzed. Emissions of NO_x, PM₁₀, and PM_{2.5} would be calculated using information on existing ferry engines ~~ferries~~ and the anticipated ferry schedules. Dispersion modeling would be performed using the EPA AERMOD Model, with five years of recent meteorological data.

H. *Mesoscale Analysis.* If based on the number and length of project generated trips, an analysis of mesoscale or regional emissions is warranted, the emissions would be assessed with respect to the applicable State Implementation Plan.

I. *Mitigation.* Examine mitigation measures, as necessary.

STATIONARY SOURCE ANALYSIS

A detailed stationary source analysis will be performed to determine whether emissions from any on-site fossil fuel-fired heating and hot water systems (for example, boilers or hot water heaters) in the buildings to be re-tenanted and the proposed new building would ~~result in~~ be significant adverse air quality impacts. The analysis will be performed using EPA's AERMOD dispersion model, available project information, projected fuel use, and five years of meteorological data. For heating and hot water systems operating on natural gas, emissions of nitrogen oxides (NO_x) would be analyzed. The predicted levels would be added to background concentrations and compared with the 1-hour and annual National Ambient Air Quality Standards (NAAQS) for NO₂. If any fuel oil burning systems are anticipated, emissions of NO_x, SO₂, PM₁₀, and PM_{2.5} would be considered. The resulting pollutant ~~concentrations~~ levels at sensitive locations (such as neighboring building windows and balconies and open spaces, as appropriate) would be compared to the applicable air quality standards and thresholds. If required, measures to reduce the potential for impacts on air quality would be proposed.

TASK 9: GREENHOUSE GAS EMISSIONS

The total GHG emissions from the proposed project were disclosed in the 2011 FGEIS. However, because the project components associated with the Later Phases—Island Redevelopment were not designed in detail, the 2011 FGEIS stated that specific measures to reduce GHG emissions would be analyzed and reviewed in subsequent environment reviews.

Therefore, the SGEIS will summarize and reevaluate the conclusions of the previous GHG emissions analysis and will focus on providing more specific information regarding the elements of the project associated with the re-tenanting of the North Island that would reduce GHG emissions and make the project more resilient to the potential effects of climate change. Features of the proposed project that reduce energy use and GHG emissions will be quantified to the extent that information is available. Consistency with the City's GHG reduction goal will be assessed. While the City's overall goal is to reduce GHG emissions by 30 percent below 2005 level by 2030, individual project consistency is evaluated based on proximity to transit, incentives for sustainable transportation, building energy efficiency, on-site production of renewable or clean energy, efforts to reduce carbon fuel intensity or improve vehicle efficiency for project-generated vehicle trips, and other efforts to reduce the project's carbon footprint.

TASK 10: NOISE

The noise analysis in the 2011 FGEIS found that the project would have the potential to result in significant noise level increases at open space areas immediately adjacent to a school playground that may be included in the project, and it also prescribed 31 dBA of building attenuation for project buildings adjacent to the school playground to meet CEQR interior noise level requirements. In addition, open space areas associated with the project were predicted to experience noise levels greater than those recommended by CEQR for open space areas requiring serenity and quiet. The 2011 FGEIS also stated that noise associated with vehicular

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traffic and ferry service to and from the Island would have to be examined once specifics of future development are known.

For the SGEIS, a quantified analysis of noise generated by vehicular traffic and ferry service associated with the Proposed Project will be conducted. Each analysis is described below.

VEHICULAR TRAFFIC NOISE ANALYSIS

A screening analysis will be undertaken to determine whether development of the Proposed Project in 2022 would have the potential to result in a doubling of Noise Passenger Car Equivalents (Noise PCEs), and thus would be sufficiently large to result a 3 dBA increase in noise levels, requiring further analysis.

FERRY SERVICE NOISE ANALYSIS

A quantified analysis will be undertaken to determine whether noise generated by ferry operations associated with the Proposed Project would have the potential to result in potential significant adverse noise impacts. A detailed analysis consisting of the following tasks will be performed in compliance with guidelines contained in the *CEQR Technical Manual*:

- Selection of noise receptor locations. Selected sites will be representative of existing sensitive uses near ferry landings off the Island and/or future sensitive uses near ferry landings on the Island.
- Noise monitoring and data collection. At the identified locations, existing noise readings will be determined by performing 20-minute noise measurements (representative of one-hour equivalent continuous noise levels as per *CEQR Technical Manual* guidelines). The noise levels will be measured in units of “A” weighted decibels (dBA) as well as one-third octave bands. Noise monitoring will be performed during the time of expected peak weekday and weekend ferry service.
- Perform sound level measurements of existing ferry operations. Measurements will be performed during existing ferry operations near ferry landings on and/or off the Island to determine the noise levels associated with ferry service. The level generated by existing ferry operations will be determined by performing ~~1-hour-20 minute~~ continuous noise measurements and simultaneously noting the number and type of ferry operations during the measurement. The noise levels will be measured in units of “A” weighted decibels (dBA) as well as one-third octave bands.
- Determine future noise levels. Following procedures outlined in the *CEQR Technical Manual*, Future No Build and Build noise levels will be estimated at the noise receptor locations. Existing noise levels, measured noise levels associated with existing ferry operations, proposed future ferry schedules, and mathematical models based on acoustic fundamentals will be used to determine Future No Build and Future Build noise levels.
- Determine noise impacts. Noise impacts will be determined by comparing future project noise levels with future No Build noise levels following methodology in the 2012 *CEQR Technical Manual*.

BUILDING ATTENUATION ANALYSIS

If future noise levels at any project buildings calculated as part of the ferry service noise analysis would be greater than those expected based on the 2011 FGEIS noise analysis, such that more attenuation would be required to ensure acceptable interior $L_{10(1)}$ noise levels to comply with

CEQR criteria, the building attenuation analysis would be updated to reflect the calculated future noise levels.

SCHOOL PLAYGROUND ANALYSIS

Since the development of the proposed project in 2022 could include a public school, the SGEIS will consider the noise generated by any potential school playground and will reevaluate the 2011 FGEIS conclusions with respect to playground noise levels. The 2011 FGEIS conclusions with respect to the attenuation required by buildings in proximity to the school playground will also be confirmed.

TASK 11: PUBLIC HEALTH

According to the guidelines of the *CEQR Technical Manual*, a public health assessment may be warranted if an unmitigated significant adverse impact is identified in other CEQR analysis areas, such as air quality, water quality, hazardous materials, or noise. As stated in the Positive Declaration for the project, the Proposed Project would not result in significant adverse impacts to water quality or hazardous materials. If unmitigated significant adverse impacts are identified in any one of these remaining technical areas (i.e., air quality or noise) and the lead agency determines that a public health assessment is warranted, an analysis will be provided for that specific technical area.

TASK 12: NEIGHBORHOOD CHARACTER

Neighborhood character is determined by a number of factors, including land use, socioeconomic conditions, open space, historic and cultural resources, urban design, visual resources, shadows, transportation, and noise. According to the guidelines of the *CEQR Technical Manual*, an assessment of neighborhood character is generally needed when a Proposed Project has the potential to result in significant adverse impacts in one of the technical areas presented above, or when a project may have moderate effects on several of the elements that define a neighborhood's character. The development of the Proposed Project in 2022, which would include the re-tenanting of the North Island buildings, changes to the Island's zoning, a new structure in the historic district, and increased traffic off-island, may require analysis of neighborhood character. If warranted based on an evaluation of the Proposed Project's impacts, an assessment of neighborhood character would be prepared following the methodologies outlined in the *CEQR Technical Manual*. The analysis would begin with a preliminary assessment, which would involve identifying the defining features of the area. If the preliminary assessment establishes that the Proposed Project would affect a contributing element of neighborhood character, a detailed assessment will be prepared to examine the potential neighborhood character-related effects of the project through a comparison of future conditions both with and without the Proposed Project.

The SGEIS will consider whether the changes in the overall development scenarios would alter the conclusions of the FGEIS with regard to the South Island Development Zones.

TASK 13: CONSTRUCTION

Construction activities, although temporary, can have a disruptive and noticeable effect on the adjacent community, as well as people passing through the area, and can result in significant adverse impacts. Construction impacts are usually important when construction activity could affect transportation conditions, ~~archaeological resources and the integrity of historic resources,~~

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~~community noise patterns~~, air quality conditions, community noise patterns, archaeological resources and the integrity of historic resources, and mitigation of hazardous materials.

The 2011 FGEIS fully analyzed the potential construction impacts of the development of Phase 1 and the Later Phases-Park and Public Spaces. However, because the Later Phases-Island Redevelopment had not yet been specifically proposed, defined, or designed, construction analyses for that component of the Proposed Project were deferred for future environmental review. Because the re-tenanting of the North Island buildings would involve primarily interior work with limited demolition, excavation, and foundation work, a qualitative discussion of the potential impacts associated with the construction of this project component will be provided. This discussion will provide updated information on construction phases and activities to the extent that they are known or are anticipated to be different from that presented in the 2011 FGEIS, a description of typical construction practices, and identification of methods that may be employed to minimize potential construction impacts on ~~park uses, socioeconomic conditions, cultural resources, hazardous materials~~, transportation, air quality, noise and vibration, historic and cultural resources, hazardous materials, water quality and natural resources, park users, and socioeconomic conditions and rodent control.

As in the 2011 FGEIS, the development of the South Island Development Zones in the Later Phases-Island Redevelopment has not yet been specifically proposed, defined, or designed, and thus it is not possible to perform construction analyses for this component of the Proposed Project. When the South Island Development Zones have been planned and designed, it is anticipated that it would require land use actions that would be subject to CEQR. The associated future environmental review would analyze the potential for construction impacts from the full development of the Proposed Project.

TASK 14: MITIGATION

Where significant adverse environmental impacts have been identified for the Proposed Project, measures to mitigate those impacts will be identified and described. The mitigation chapter will address the anticipated impacts requiring mitigation, likely mitigation measures, and the timing of the mitigation measures. Where impacts cannot be practicably mitigated, they will be disclosed as unavoidable adverse impacts. Mitigation for the 2022 and 2030 analysis years would be implemented as development of the Island proceeds, subject to revision and adjustment pursuant to any further environmental review that may be necessary.

TASK 15: ALTERNATIVES

The purpose of an alternatives analysis is to examine reasonable and feasible options that avoid or reduce project-related significant adverse impacts and achieve the stated goals and objectives of the proposed actions. As noted above, Governors Island has been the subject of an extended public planning process that has identified and considered many alternatives for the redevelopment of the island. In addition, the SGEIS will include an analysis of the following alternatives:

- A No Action Alternative, which is analyzed through the SGEIS as the No Action condition;
- An alternative that avoids any unmitigated significant adverse impacts; and
- Other possible alternatives that may be developed during the SGEIS preparation process.

The specifics of these alternatives will be finalized as project impacts become clarified. The description and evaluation of each alternative will be provided at a level of detail sufficient to permit a comparative assessment of each alternative discussed.

TASK 16: EIS SUMMARY CHAPTERS

In accordance with *CEQR Technical Manual* guidelines, the SGEIS will include the following three summary chapters, where appropriate to the Proposed Project:

- A. Unavoidable Adverse Impacts—which summarizes any significant adverse impacts that are unavoidable if the Proposed Project is implemented regardless of the mitigation employed (or if mitigation is impossible);
- B. Growth-Inducing Aspects of the Proposed Project—which generally refers to “secondary” impacts of a Proposed Project that trigger further development; and
- C. Irreversible and Irretrievable Commitments of Resources—which summarizes the Proposed Project and its impacts in terms of the loss of environmental resources (loss of vegetation, use of fossil fuels and materials for construction, etc.), both in the immediate future and in the long term.

TASK 17: EXECUTIVE SUMMARY

The executive summary will utilize relevant material from the body of the SGEIS to describe the Proposed Project, its significant and adverse environmental impacts, measures to mitigate those impacts, and alternatives to the Proposed Project. *

Response to Comments on the Draft Scope of Work

A. INTRODUCTION

This document summarizes and responds to public comments on the Draft Scope of Work (Draft Scope) for the Phased Redevelopment of Governors Island—North Island Re-Tenancing and Park and Public Space Master Plan.

Oral and written comments on the Draft Scope were received during the public meeting held on January 8, 2013 by the Office of the Deputy Mayor for Economic Development (ODMED). The period for written comments on the Draft Scope remained open until January 18, 2013. **Appendix B** contains the written comments received on the Draft Scope of Work.

Section B lists the seven government agencies, community boards, organizations, and individuals who commented on the Draft Scope. Section C summarizes and responds to the substance of these comments. These summaries convey the substance of the comments made, but do not necessarily quote the comments verbatim. Comments are organized by subject matter and generally parallel the chapter structure of the Draft Scope. Where more than one commenter expressed similar views, those comments have been grouped and addressed together.

B. LIST OF ORGANIZATIONS AND INDIVIDUALS WHO COMMENTED ON THE DRAFT SCOPE

GOVERNMENT AGENCIES AND COMMUNITY BOARDS

1. Catherine McVay Hughes, Chair, Manhattan Community Board 1, oral comments and written comments dated January 8, 2013 (Hughes)
2. Michael Levine, Director of Land Use and Planning, Manhattan Community Board 1, oral comments and written comments dated January 8, 2013 (Levine)
3. Patti Reilly, Superintendent, United States Department of the Interior—National Parks Service, written comments dated January 18, 2013 (Reilly)

ORGANIZATIONS AND INTERESTED PUBLIC

4. Alyson Beha, Director of Research and Planning Policy, New Yorkers for Parks, oral and written comments (Beha)
5. Maya Borgenicht, Governors Island Alliance, oral comments and written comments dated January 18, 2013 (Borgenicht)
6. Sam Janis, New York Harbor Foundation, oral comments (Janis)
7. Cheryl Payer, New York City Audubon, oral comments (Payer)

C. COMMENTS AND RESPONSES

LAND USE, ZONING, AND PUBLIC POLICY

Comment 1: The zoning proposal and re-tenancing plan will result in increased public use of the Island, bringing more revenue to the Trust, and it will maintain and create economic opportunities for businesses and local organizations. We're very happy with this step (Levine).

Response: Comment noted.

Comment 2: The requirements for review and approval of new commercial uses in the proposed special district text may be onerous for the Trust, the applicants, and the Community Board. The zoning text should list low-impact, as-of-right uses, which would waive the review process, and require the more rigorous, written comprehensive narrative and review process only of applicants proposing uses that exceed these thresholds (Borgenicht, Levine).

The proposed special district zoning text should set thresholds and limitation in terms of the size and scope of new uses. Certain uses should be allowed, but not permitted as-of-right in certain areas of the special district, such as performance spaces and transient hotels (Borgenicht).

Response: The proposed zoning text amendment (included as **Appendix A**) has been changed in response to this comment. Only commercial uses larger than 7,500 square feet would be submitted for review by the Community Board for consideration.

Comment 3: The certification process for commercial uses in the proposed special district should also reference deed use restrictions in addition to historic guidelines (Hughes).

Uses that are not permitted under the deed restrictions should be specifically listed as such (Borgenicht).

Response: The use restrictions set forth in the deed and the requirement for review pursuant to the *Governors Island Historic District Preservation and Design Manual* would continue to govern the development of the island regardless of the zoning text amendment. Therefore they do not need to be repeated in the zoning text.

Comment 4: Parking and loading provisions of the text should be limited to recognize the car-free nature of the Island (Borgenicht).

Response: The Special District text removes the requirement for designated parking and loading spaces, and the policy of The Trust limits vehicular traffic on the Island to service, emergency, and construction vehicles. In addition, designated parking and loading areas will be limited due to the Historic District protections

for the buildings and landscape. Finally, Phase 1 of the Park and Public Space project is removing several parking lots and transforming them into open space, thereby further limiting parking options.

Comment 5: The pros and cons of the proposed prohibition on transferring development rights outside the boundaries of the special district should be further analyzed (Borgenicht).

Response: Comment noted. The proposed action does not include the transfer of development rights. Since The Trust does not contemplate the transfer of development rights at this time, further analysis is not required.

Comment 6: A provision should be added to the proposed special district text to require an applicant to provide plans to mitigate any potential negative effects of high impact uses that may occur in the areas surrounding the two ferry terminal portals to the Island in Manhattan and Brooklyn (Levine).

Response: As part of the environmental review process, the SGEIS will identify the anticipated environmental impacts for potential uses. Where significant adverse impacts are identified, both on and off the Island, potential mitigation measures to reduce or eliminate significant adverse impacts will be proposed.

SOCIOECONOMIC CONDITIONS

Comment 7: Retail development on the Island should seek a balance of retail uses that attract residents of CB1, as well as tourists (Hughes).

Response: The Proposed Project would facilitate uses including, but not limited to, restaurants, a mix of retail shops and services, arts and crafts galleries, entertainment events and uses, and other uses that are compatible with the educational, cultural, and recreational uses of the Island. These uses are intended to serve a range of customers, including residents of CB1 who may use the Island.

OPEN SPACE

Comment 8: Sufficient open space must be ensured as part of any new construction on the Island in order to maintain its park-like setting (Hughes).

Response: The deed restrictions require that at least 40 acres of the Island be developed as public open space. Upon completion of the implementation of the Park and Public Space Master Plan, 87 acres of public open space would be provided on the Island.

Comment 9: While open spaces on the Island are protected to some degree by the deed restrictions and Historic District guidelines, the 87 acres covered under the Park and Public Spaces Plan should be mapped as parkland, affording them the greatest protection in perpetuity (Beha, Hughes).

Governors Island—North Island Re-Tenancing and Park and Public Space Master Plan

Response: Comment noted.

Comment 10: The SGEIS should allow for flexibility in determining the use, design, and phasing of the park's future build out, which will help ensure its completion (Beha).

Response: Over the years, there has been substantial public input into determining the uses that are part of the park and public space program. A design competition held in 2007 led to the selection of a team of landscape architects and engineers headed by West 8 to create a park and public space master plan. The plan was formulated based on substantial input from the public and contains specific uses to address the needs of the community.

NATURAL RESOURCES

Comment 11: We are concerned about wild birds on the Island. Any existing nesting areas, such as for terns, must be protected (Payer).

Response: The potential for the Proposed Project to affect wildlife is analyzed in the FGEIS. The modifications to the 2030 development program would not alter the findings of the 2011 FGEIS with respect to natural resources.

Comment 12: Is there a provision for habitat protection and creation, especially with regard to the shoreline, wetlands, and intertidal zones? (Janis)

Response: Yes. As analyzed in the FGEIS, the Proposed Project would provide a benefit to natural resources by improving existing open spaces and creating new open space, which would increase the diversity and quality of habitats available on Governors Island.

SOLID WASTE AND SANITATION SERVICES

Comment 13: CB1 requests a plan for how garbage from the Island will be handled, including whether or not composting will be utilized for minimizing garbage (Hughes).

Response: As described in the FGEIS, The Trust would collect solid waste for the park and public space and a private carter would collect solid waste generated by development. In both cases a private trucking service would remove the solid waste. In accordance with the City's Solid Waste Management Plan, the Proposed Project would also comply with the City's recycling program. Currently, organic waste generated on the Island is composted on the Island by Earth Matters. This program or its successor is expected to be used to maximize the recycling of organic waste on island—minimizing export of waste.

TRANSPORTATION

Comment 14: Sidewalks and bike paths at the Battery Maritime Building (BMB) must be wide enough to accommodate increased traffic and vehicular and pedestrian traffic must be separated in order to reduce conflicts (Hughes).

Response: The capacity of existing sidewalks and other transportation infrastructure to handle the trips generated by the Proposed Project will be analyzed in the SGEIS.

Comment 15: CB1 requests more information about increased transportation opportunities, such as additional bus stops when the terminal is built out (Hughes).

Response: The potential effects of the Proposed Project on public transportation services will be analyzed in the SGEIS. To the degree that significant adverse impacts are identified for the Proposed Project, mitigation measures will be identified.

Comment 16: Are you considering allowing additional vehicular traffic on the Island? Would you consider using horse carts in place of service vehicles? (Payer)

Response: The Trust currently limits vehicular traffic on the Island to service, emergency, and construction vehicles and does not contemplate changing this policy. Private automobiles would not be permitted on the Island. The use of horse carts is not contemplated at this time.

AIR QUALITY

Comment 17: Ferries should be retrofitted using the best available technology in industry standards and use ultra-low sulfur diesel fuel (Hughes).

Response: The SGEIS will examine the potential for significant adverse air quality impacts from ferries. To the degree that impacts are identified, mitigation measures will be considered. However, it should be noted that the use of ultra-low sulfur diesel fuel is required by law. The Trust will favor contractors that utilize clean energy technology.

GREENHOUSE GAS EMISSIONS

Comment 18: New or renovated construction associated with the Proposed Project should be LEED-rated (Hughes).

Response: Renovating existing buildings is considered a “green” measure, since it requires significantly less material and energy than constructing new buildings. While The Trust does not mandate LEED certification or any specific ratings in its RFP for re-tenanting of the North Island historic buildings, respondents are encouraged to employ sustainable design practices to the extent feasible. Local Law 86 of 2005, the City’s Green Building Law, would apply as appropriate.

Comment 19: New construction on the Island must be built to the highest industry standards to withstand storms similar to super storm Sandy (Hughes).

Response: Yes, new buildings and infrastructure will be built to the highest industry standards to withstand storms similar to super storm Sandy.

ALTERNATIVES

Comment 20: The SGEIS should analyze simpler, less expensive treatments of certain park areas in case public funds are not available to realize the open space improvements as planned (Hughes).

Response: Comment noted.

*

Appendix A

Draft Zoning Text
for
Special Governors Island District

Special Governors Island District

DRAFT

1/31/2013

Matter in underline is new, to be added;

Matter in ~~strikeout~~ is old, to be deleted;

Matter within # # is defined in Section 12-10;

* * * indicates where unchanged text appears in the Zoning Resolution

Article I

Chapter 2

12-10

DEFINITIONS

* * *

Special Governors Island District

The “Special Governors Island District” is a Special Purpose District designated by the letters “GI” in which the special regulations set forth in Article XIII, Chapter 4, apply.

* * *

Article I

Chapter 3

Comprehensive Off-Street Parking Regulations in Community Districts 1, 2, 3, 4, 5, 6, 7 and 8 in the Borough of Manhattan and Portions of Community Districts 1 and 2 in the Borough of Queens

13-00

GENERAL PURPOSES

The provisions of this Chapter establish special comprehensive regulations for off-street parking in Manhattan Community Districts 1, 2, 3, 4, 5, 6, 7 and 8 (with the exception of Roosevelt Island and Governors Island) and portions of Queens Community Districts 1 and 2. These regulations are a significant step forward towards bringing the Zoning Resolution into conformity with current environmental programs and safety standards concerning air pollution in the Borough of Manhattan, south of 110th Street. In Long Island City, Borough of Queens, these regulations will allow the city to plan for the parking needs of residents and businesses in a more rational manner and help facilitate a mass transit, pedestrian-oriented Central Business District.

* * *

Article XIII – Special Purpose Districts

Chapter 4

Special Governors Island District

134-00

GENERAL PURPOSES

The #Special Governors Island District# established in this Resolution is designed to promote and protect public health, safety and general welfare. These goals include, among others, the following specific purposes:

- (a) promote public use and enjoyment of the Island as a recreational destination that draws upon its location in New York Harbor with singular views and natural beauty;
- (b) encourage educational and cultural uses such as the arts, music and dance which bring the public to the Island to enjoy cultural events in a unique setting of historic buildings and green spaces;
- (c) promote public use of the Island for water-related recreational and educational activities that benefit from its unique Island setting;
- (d) preserve historic buildings in the historic district and encourage their renovation and redevelopment for appropriate educational, cultural, and commercial uses;
- (e) facilitate commercial uses including, but not limited to, hotels, restaurants, retail, arts and crafts galleries and related uses that are compatible with the educational, cultural and recreational uses of the Island and with the primary use of the Island by the public as a recreational resource; and
- (f) promote the most desirable use of land and thus conserve the value of land and buildings, and thereby protect the City's tax revenues.

134-01

General Provisions

For the purposes of this Chapter, the area within the boundaries of the #Special Governors Island District# shall be considered a single #zoning lot#.

Development rights may not be transferred across the boundary of the #Special Governors Island District#.

134-02

Applicability of Parking and Loading Regulations

The off-street parking and loading regulations of the underlying district, and Article I, Chapter 3 (Comprehensive Off-Street Parking Regulations in Community Districts 1, 2, 3, 4, 5, 6, 7 and 8 in the Borough of Manhattan and Portions of Community Districts 1 and 2 in the Borough of Queens), shall not apply. In lieu thereof, off-street parking and loading berths #accessory# to any #use# permitted within the #Special Governors Island District# shall be allowed.

134-03

Applicability of Special Regulations Applying in the Waterfront Area

The provisions of Article VI, Chapter 2 (Special Regulations Applying in the Waterfront Area) shall not apply, except as set forth in Section 134-22 (Special Height and Setback Regulations).

134-10

SPECIAL USE REGULATIONS

134-11

Commercial Use

All #commercial uses# shall be allowed; however, any #commercial use# larger than 7,500 square feet in #floor area# shall only be permitted provided that, prior to the establishment of such #use#, the applicant shall submit a written description of such #use# to the local community board, together with information to demonstrate that such #use# will promote the goals of the #Special Governors Island District#, complement existing #uses# within the special district, and be compatible with the nature, scale and character of other #uses# within the special district.

The local community board shall have the opportunity to respond to such submission with written comments within forty-five (45) days of receipt and the applicant shall thereafter provide the local community board with a written response to such comments, including a description of any modifications to the proposal or, if a recommendation of the local community board has not been adopted, the reasons such modification has not been made.

No building permit shall be issued with respect to a #commercial use# larger than 7,500 square feet unless the Chairperson of the City Planning Commission shall have certified to the Department of Buildings that the applicant has complied with the provisions of this Section.

134-12

Signs

For #commercial uses#, the #sign# regulations of a C1 District mapped within an R3-2 District shall apply.

134-20

SPECIAL BULK REGULATIONS

134-21
Special Regulations for Commercial Uses

For #commercial uses#, the #floor area# regulations of a C1 District mapped within an R3-2 District shall apply.

134-22
Special Height and Setback Regulations

The provisions of Section 62-341 (Developments on land and platforms) shall apply to all #buildings# in the #Special Governors Island District#.

End text

Appendix B

**Written Comments Received
on the
Draft Scope of Work**



The City of New York

Manhattan Community Board 1

Catherine McVay Hughes CHAIRPERSON | Noah Pfefferblit DISTRICT
MANAGER

**New York City
Mayor's Office of Environmental Coordination**

**The Phased Redevelopment of Governors Island
Supplemental Generic Environmental Impact Statement
11DME007M**

Public Scoping Meeting

**Testimony by Catherine McVay Hughes
Chairperson
Manhattan Community Board 1**

**Tuesday, January 8, 2013
22 Reade St, New York, NY
6:00 PM**

Good evening. I am Catherine McVay Hughes, Chair of Manhattan Community Board One (CB1). Thank you for the opportunity to comment on the scoping of the Supplemental Generic Environmental Impact Statement (SGEIS) for the proposed phased redevelopment of Governors Island.

Transportation to Governors Island occurs from the two ferry portals, one in Manhattan and one in Brooklyn. We are particularly concerned about the area surrounding the Battery Maritime Building in Lower Manhattan. CB1 has specific concerns regarding the potential negative impacts on the neighborhood of Lower Manhattan from the North Island Re-tenanting plans. CB1 therefore requests that the following factors be considered as potential impacts of increased use of Governors Island in the preparation of the SGEIS.

1. *Air quality and noise issues resulting from ferries transporting to and from Governors Island* -- Ferries should be retrofitted using the best available technology and industry standards and use ultra low sulfur diesel fuel.
2. *Pedestrian and vehicular flow at the Governors Island Ferry Terminal* -- Sidewalks and bike paths must to be wide enough to accommodate increased traffic, and vehicular and pedestrian traffic must be separated in order to reduce pedestrian-vehicular conflicts. CB1 also requests more information about increased transportation opportunities such as additional bus stops when the terminal is built out.
3. *Garbage removal from Governors Island* -- CB1 requests a plan for how garbage will be handled including whether or not composting will be utilized for minimizing garbage.

4. *LEED certification* -- New or renovated construction should be LEED rated.

5. *Consideration of possible future storms* -- New Governors Island construction and terminal development must be built to the highest industry standards to withstand storms similar to Superstorm Sandy.

6. *Balanced retail uses* -- Future development at Governors Island should seek a balance of retail uses that will attract residents of CBI as well as tourists.

7. *Maintaining sufficient open space* -- Sufficient open space must be ensured as part of any new construction on the island in order to maintain its park-like setting.

Thank you for the opportunity to testify today.



The City of New York

Manhattan Community Board 1

Catherine McVay Hughes CHAIRPERSON | Noah Pfefferblit DISTRICT MANAGER

New York City
Mayor's Office of Environmental Coordination

The Phased Redevelopment of Governors Island
Supplemental Generic Environmental Impact Statement
11DME007M

Public Scoping Meeting

**Testimony by Michael E. Levine
Director of Land Use and Planning**

**Tuesday, January 8, 2013
22 Reade St, New York, NY
6:00 PM**

Good evening. I am Michael Levine, Director of Land Use and Planning at Manhattan Community Board One (CB1). Thank you for the opportunity to comment on the scoping for the Supplemental Generic Environmental Impact Statement (SGEIS) for the proposed zoning change, North Island Re-tenanting, Park and Public Space Master Plan and expanded ferry service.

CB1 applauds the efforts of the Governors Island Trust to transform the Island into a vibrant, mixed-use destination. The zoning and re-tenanting proposal would create a new Special Governors Island District on the North Island that would allow most commercial uses to be developed in the existing R3-2 district and the reuse and re-tenanting of approximately 1.2 million square feet of space in existing historic structures.

We believe that the zoning proposal and the re-tenanting plan will result in increased public use of the island, bring revenue to the Governors Island Trust to maintain the island and create economic opportunities for local small business and organizations. Now, more than ever, we are enthusiastic about the incredible potential of the island for appropriate redevelopment benefiting the surrounding communities, the City and the region.

The proposed special zoning would allow commercial uses in the existing R3-2 district, but would require a certification by the City Planning Commission Chairperson that the Community Board has reviewed all such proposed commercial uses. The applicant for any such use is required to certify that a written description of such use has been submitted to the Community Board, and that responses have been provided to community board comments, including any modifications that have been made as a result of such comments, or an explanation as to why modifications have not been made.

Community Board 1 is pleased that we are part of the review and approval process, but we feel that the requirements, in an attempt to be comprehensive, may be a bit too onerous for the Trust,

for the applicant and for the community board to administer. The requirement of all applicants to submit a comprehensive narrative, with modifications if requested, may not be necessary or desired for many "low impact" commercial uses such as restaurants and hotels with certain size limitations. We therefore recommend that the zoning text list "low impact" "as of right" uses which would waive the review process, and require the more rigorous written comprehensive narrative and review process only of applicants proposing uses not on the "low impact" list. We believe this will limit the review process to uses that could truly have a negative impact. We ask that the SGEIS identify such "high impact" uses that must submit to the more rigorous review process, and list possible anticipated mitigation measures.

Also, in addition to the proposal's requirements that the applicant shall demonstrate that uses promote the goals of the Special Governors Island District, compliment existing uses within the Special Governors Island District and be compatible with the nature, scale, and character of other uses within the special district, a fourth requirement should be added stipulating that applicants must provide plans to mitigate any potential negative impacts of "high impact" uses that may occur in the community board areas with ferry portals to the island.

I will be followed by Catherine McVay Hughes, Chairperson of CB1, who will outline our specific concerns regarding the potential negative impacts of increased commercial development in the area surrounding Lower Manhattan's Battery Maritime Building.

Thank you for the opportunity to testify today.



United States Department of the Interior

NATIONAL PARK SERVICE
Governors Island National Monument
Battery Maritime Building Slip 7
10 South Street
New York, New York 10004-1900

IN REPLY REFER TO:

L14 (1766)
January 18, 2013

Dr. Robert R. Kulikowski
Director
Mayor's Office of Environmental Coordination
100 Gold Street – 2nd Floor
New York, NY 10038

Dear Dr. Kulikowski:

This letter is to respond to the *Draft Scope of Work for a Supplemental Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island – North Island Re-Tenancing and Park and Public Space Master Plan*.

The National Park Service manages and operates Governors Island National Monument and is responsible for 22 acres located within the Historic District on the island. We have reviewed the draft language in context with the Quitclaim Deed (2003) and have the following comment to submit.

While the draft acknowledges the restrictive covenants set forth in the deed as binding upon the Island Property Owner, the Commercial Use section is not written in context of changes to allowable uses but rather approval of proposed commercial uses. The Trust for Governors Island should include in Section 134-11 an explicit reference to the restrictive covenants contained in the Quitclaim Deed of January 31, 2003.

If you have any questions regarding this matter, I can be reached at 917-734-2024 or at Patti_Reilly@nps.gov

Sincerely,

Patti Reilly
Superintendent

cc Rachel McManus, Deputy Realty Officer, NPS
Bill Sindelar, Land Acquisition Officer, NPS
Diane Chalfant, Acting Commissioner, National Parks of New York Harbor



Testimony of Governors Island Alliance

January 18, 2013

The Phased Redevelopment of Governors Island - 11DME007M

Chairwoman

Donna Milrod

Depository Trust & Cleaning Corp.

Peg Breen

NY Landmarks Conservancy

Tonia Burgos

Tonia Burgos and Associates,

Inc. / Nyprocca, Inc.

Michael Burke

Statue Cruises

Jay Clayton

Sullivan & Cromwell

Helena Durst

Durst Organization

Kenneth Fisher

Cozen O'Connor

Jonathan Hughes

Barclays Capital

Arthur Imperatore Jr.

NY Waterway

Amy Jedlicka

Trinity Real Estate

Edith Kean

Landscape Designer

Richard Kennedy

Cushman & Wakefield, Inc.

Michael Klein

McKenna Long & Aldridge

Robert Levine

RAL Companies and Affiliates LLC

Amelia Rea Maguire

University of Miami Business School

Sean McDevitt

Maren Group

Sara Mirski

Recycled House

Marc Ricks

Goldman Sachs

Judith Rivkin

Christodora

Jay Schippers

Housing Resource Foundation

Thomas Secunda

Bloomberg LP

H. Claude Shostal

Regional Plan Association

Ivan Thornton

Fiduciary Management Group

Executive Director

Robert Pirani

Regional Plan Association

Organization for
affiliation only

Thank you for this opportunity to testify on the proposed Phased Redevelopment of Governors Island.

Since 1995, GIA has worked to celebrate the Island's rich history, create memorable parks and public spaces, and ensure appropriate reuse of the Island and its historic structures.

We are delighted by the considerable progress that has been made since the last set of proposed public actions. Considerable investment, design work, and construction on the Island have set the stage for the rezoning, leasing of historic buildings, and 24 hour ferry service proposed under this supplemental GEIS. The growing popularity of the Island makes clear the need to continue progress in the Island parks and public spaces.

This progress is real and substantial. This scoping meeting is another tangible sign of progress.

Our preliminary comments are regarding our desire to ensure that the scope of the GEIS covers all possible revisions to the rezoning to the historic district and the subsequent phases of the park plan. We also have specific concerns about the analysis being offered and will provide written comments at a later date.

The proposed creation of a Special District with commercial uses is a good approach to enabling applications for commercial uses in the recent RFP released by the Trust and the long-term development to support the island's cultural, educational and maintenance needs. We want to better understand how this Special District will work and look forward to discussions with the City as the rezoning approvals are sought. Our specific recommendations and questions include:

- Listing specific uses that are to be permitted as of right and considering setting thresholds and limitations in terms of the size and scope of the facilities being sought.
- The parking and loading provisions should be better defined, particularly since Governors Island is essentially a car-free environment except for safety and service vehicles; and
- The pros and cons of the proposed prohibition on transferring development rights outside the boundaries of the Special District (i.e. to the southern development zones and/or lower Manhattan and waterfront Brooklyn) should be analyzed before adoption is seriously considered.

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Finally we have concerns regarding the certification process of commercial uses (Section 134-11): the role of the community board as the sole public entity in that process and the certification to the City Planning Commission Chairperson, which should also reference the deed use restrictions.

The common theme underlying all these zoning issues is a desire on our part to ensure predictability for the public and for the private sector in regards to development applications. Let's take the time now to ensure that the Trust's and the public's intent is not misunderstood over the life of this zoning.

While resolving some of these questions require additional discussions and are outside the purview of this hearing, we raise them now to ensure that the scope of the GEIS is amended as needed to cover these issues.

The GEIS also covers the next phases of the Park. While these improvements include many spectacular facilities, we are concerned that city finances may not enable a timely undertaking of improvements such as the proposed hills and wetland gardens. We want to ensure that the GEIS also envisions the possibility of a simpler treatment of these park areas that enable public use of the land if these additional designs are not realized.

Finally we note that the actions being considered do not include a mapping of the parkland on the Island. While we understand that the open spaces in the historic district and the rest of the Island are to some degree protected by both the deed restriction and the historic district guidelines, we believe that – like other parks in New York City – much of the 87 acres covered under the park and public space plan should be mapped as parkland, especially the esplanade and 40 acres of parkland being created in the south Island. This will ensure that the vision being realized today under the current administration in deed carries forward for generations to come.

Thank you for the opportunity to testify.



TESTIMONY TO THE NEW YORK CITY PLANNING COMMISSION
REGARDING THE DRAFT SCOPE OF WORK FOR
A SUPPLEMENTAL GENERIC ENVIRONMENTAL IMPACT STATEMENT
FOR THE PHASED REDEVELOPMENT OF GOVERNORS ISLAND

January 8, 2013

New Yorkers for Parks is the citywide independent organization championing quality parks and open spaces for all New Yorkers in all neighborhoods. The organization is a longtime member of the Governor's Island Alliance, and we support its and the Trust for Governors Island's efforts to create great parks and public spaces on Governors Island.

We are thrilled that Phase I of the Governors Island park plan is funded and construction is under way. Thanks to the support of the Bloomberg Administration, more than 30 acres of public open space on a previously inaccessible island in the heart of New York City will become available for the benefit of all New Yorkers. We hope that the next phase, the scope of which is being determined now, will pave the way for the creation of an additional 32 acres of park.

We ask that the environmental review include an action to map these important open spaces as parkland, affording them the greatest protection in perpetuity and thereby safeguarding the City's substantial investment in these spaces. We also request that the scope of the environmental review allow for flexibility in determining the use, design and phasing of the park's future build-out, which will help ensure its completion as the island's broader development plans evolve.

For now, we give our support to the general plan and applaud the City's commitment to making Governors Island a true public resource.