

City Environmental Quality Review
Final Public Scoping Document
for the
New Stapleton Waterfront
Development Plan

Lead Agency:
Office of the Deputy Mayor for Economic Development and Rebuilding
Mayor's Office of Environmental Coordination
100 Gold Street, Room 214
New York, New York 10038

CEQR Reference Number: 06DME001R

February 15, 2006

NEW STAPLETON WATERFRONT DEVELOPMENT PLAN EIS

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I. BACKGROUND

The Proposed Action is located in the Stapleton section of Staten Island, New York, within Community Board 1. The area subject to the Proposed Action includes the former U.S. Navy Homeport, generally bounded by the approximate extension of St. Julian Place to the north, Front Street to the west, Vanderbilt Avenue to the south, and the U.S. Pierhead line to the east (the Homeport Site), and the adjacent properties located between Hannah Street to the north, the Staten Island Rapid Transit (SIRT) tracks and Bay Street to the west, Edgewater/Bay Streets to the south, and the U.S. Pierhead line to the east (altogether, the Project Area) (see Figures 1 and 2).

Stapleton has historically been a port and industrial area of Staten Island's North Shore. Serving as a light industrial and brewery area during the late 19th through mid-20th centuries, Stapleton became the first U.S. foreign trade zone. A U.S. marine hospital was also located nearby the port.

In the early 1980s, approximately \$200 million of Federal funds were allocated to create the Staten Island Homeport as one of 21 homeports in the nation for the U.S. Navy. The Homeport facility was constructed in the early 1990s to berth and provide support services for a small fleet of naval vessels. The Homeport facility was decommissioned in 1994 as part of a series of base closings nationwide.

The 36-acre Homeport Site currently contains eight buildings with approximately 60,000 square feet of municipal office space, 200,000 square feet of industrial/warehouse space and a 1,410 foot-long concrete pier that will remain dedicated to Navy use for the foreseeable future. The Homeport Site contains the following interim, temporary uses: New York City Police Department (NYPD) Staten Island Task Force, New York City Fire Department (FDNY) Marine Company No. 9, New York City Department of Transportation (NYCDOT) Marine Repair Unit, and Richmond County State Supreme Civil Court. These institutional uses will be relocated, independent of the Proposed Action. The Homeport Site also contains fuel oil storage tanks, electrical substations, and heating and cooling facilities.

Since the closure of the Homeport and its transfer to the City in 1994, there have been several unsuccessful plans and proposals for its redevelopment. In April 2003, Mayor Bloomberg established the Mayor's Homeport Task Force (HTF), comprised of key City officials, local elected representatives and community leaders, to develop an economically viable plan for the site that the Stapleton community and the borough as a whole would support.

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The HTF and a consultant team collaborated on a three-phase planning process that led to development of the New Stapleton Waterfront Development Plan. In Phase I, the team identified job creation, connection to the Stapleton community, public access to the waterfront, improved transportation and the creation of a new destination as key goals of the plan. A planning and market analysis of the existing site was presented at a public forum in November 2003. In Phase II, three alternative development scenarios were examined; a harbor park concept, a cultural destination and a neighborhood scenario. These scenarios were presented to the public in February 2004.

The final mixed-use plan, that harmonized elements of the alternatives, was developed in Phase III, and presented publicly in May 2004 as the New Stapleton Waterfront Development Plan. The redevelopment plan includes a mix of uses, as discussed below.

The City of New York has allocated \$66 million in capital funds to implement infrastructure improvements associated with the Plan over the next five years.

Implementation of the redevelopment plan, described below, will require review and approval of several discretionary actions which are subject to the City's Uniform Land Use Review Procedure (ULURP).

II. PROJECT DESCRIPTION AND STATEMENT OF PURPOSE & NEED

Project Description

The Proposed Action consists of the redevelopment plan for the Homeport Site, rezoning, street mapping/demapping, capital funding, permits, and property disposition on, and adjacent to, the Homeport Site. The Proposed Action includes residential, restaurant/banquet facility, sports complex, local retail, farmers market, parking, and commercial development on the former Homeport Site. The Proposed Action also includes the creation of a waterfront esplanade and public open space, the realignment and reconstruction of Front Street, which runs through the Project Area, and preparation of the Homeport Site to accommodate the development program. Infrastructure improvements, to be implemented concurrently with the redevelopment of the Homeport Site, include shoreline stabilization, roadway and sidewalk reconstruction, site utility preparation, installation of new water/sewer mains, and the rehabilitation, replacement or relocation of existing water/sewer mains.

In addition, the Proposed Action seeks to encourage complementary private mixed-use development of parcels west of Front Street between Wave and Thompson Streets through the implementation of a zoning Special Stapleton Waterfront District (SSWD).

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Reasonable Worst-Case Development Scenario

To consider the potential environmental impacts of the Proposed Action, it is necessary to examine reasonable development consequences of the proposed land use and zoning changes. Without a reasonable future development scenario, it would not be possible to assess the range of effects that might occur as a result of the Proposed Action. Although the Proposed Action affects the entire Project Area, the analysis of changes to allowable use and bulk and other land use provisions will focus on those sites that are reasonably likely to undergo development by the Build Year (2015) of the Proposed Action. The sites expected to be developed by 2015 are considered Projected Development Sites. All Projected Development Sites will be evaluated in the technical sections of the Draft Environmental Impact Statement (DEIS) as the reasonable worst-case development scenario (RWCDS).

Each of the privately-owned parcels affected by the proposed rezoning was assessed for its redevelopment potential by 2015 based on factors such as existing proposals, common ownership, and site accessibility, to establish a RWCDS for the Project Area. Sites that will be rezoned as part of the Proposed Action that are not as likely to be developed by 2015 are considered Potential Development Sites. Potential Development Sites will not be evaluated as part of the quantitative technical sections of the DEIS RWCDS. However, the presence of these Potential Development Sites will be evaluated and discussed qualitatively in all appropriate sections of the DEIS. In addition, while a specific use has not yet been determined for Parcel B4 on the Homeport Site, located between Prospect and Water Streets, as shown on Figure 3, an assumption of commercial office development has been made for analysis purposes under the RWCDS.

The mix of uses envisioned under the RWCDS total approximately 617,500 square feet associated with development of the Homeport Site and approximately 343,700 square feet associated with development of the Rezoning Area, as defined below, west of Front Street between Wave and Thompson Streets, as summarized below.

Homeport Site Development Summary

Residential	367,500 square feet (350 Units)
Restaurant & Banquet Hall	<u>60,000</u> square feet
Sports Complex	<u>75,000</u> square feet
Local Retail	30,000 square feet
Farmers Market	10,000 square feet
Commercial Office	<u>75,000</u> square feet
Accessory Parking	+/- <u>1285</u> spaces

Rezoning Area Development (outside Homeport Site)

Residential	300,000 square feet (<u>288</u> Units)
Retail	+/- 43,700 s.f.
Parking	+/- 440 spaces

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Table 1 below presents a breakdown of the RWCDS, as illustrated on Figure 3. The RWCDS will be analyzed in a single phase with total development of the Homeport Site and development parcels west of Front Street between Wave and Thompson Streets completed within approximately ten years (2015 Build Year).

TABLE 1 Homeport Site Development		
Parcel	Proposed Uses	Size
A	Residential Parking	131,250 sf (125 units) 140 spaces
B1	Restaurant & Banquet Hall Parking	<u>60,000</u> sf <u>500</u> spaces
B2	Sports Complex Retail Parking	<u>75,000</u> sf 5,000 sf <u>130</u> spaces
B3	Residential Farmers Market/Retail Parking	131,250 sf (125 units) 35,000 sf 220 spaces
B4	Commercial Office Parking	<u>75,000</u> sf <u>175</u> spaces
B5	Residential Parking	105,000 sf (100 units) 120 spaces
Rezoning Area Development (outside Homeport Site)		
<u>C1</u> through <u>C6</u> (see Figure 4)	Residential Retail Parking	300,000 sf (288 units) 43,700 sf 290 spaces
<u>C7</u>	Parking	75 spaces
<u>C8</u>	Parking	75 spaces

Note: Sites C1 through C5 are considered Projected Development Sites and will be evaluated as part of the 2015 Build Condition quantitative technical analyses in the DEIS. Remaining sites in the area to be rezoned (specifically Block 492, Lots 29 and 31; and Block 494, Lot 24) are considered Potential Development Sites that are not likely to be developed by the 2015 Build Condition, and thus will not be included in the Build Condition technical analyses. However, the presence of these Potential Development Sites will be evaluated and discussed qualitatively in all appropriate sections of the DEIS.

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ANTICIPATED REGULATORY ACTIONS

The Proposed Action entails the following discretionary public approvals:

Rezoning

The Proposed Action includes zoning map and text amendments to establish the SSWD and to rezone the area. The Rezoning Area is generally bounded by the SIRT tracks to the west, (the prolongation of the north street line of) Greenfield Avenue to the south, the U.S. Pierhead line to the east, and (approximately 560 feet south of the prolongation of the centerline of) Hannah Street to the north. The SSWD would include Homeport Site. Figure 5 depicts the proposed rezoning (SSWD) in the context of the City's Zoning Map.

The existing M2-1 and M3-1 zoning districts allow medium-to-heavy industrial uses constructed to an FAR of 2. Both zoning districts require parking. The proposed C4-2A district is a contextual district for shopping centers and offices in more densely built areas. Regulations specific to the SSWD would modify the underlying C4-2A zoning district with an R6B residential equivalent. This is a special equivalency for the new Special District (C4-2A districts have an R6A equivalency under the Zoning Resolution). R6B residential development must comply with requirements of the Quality Housing Program, which include planted buffers between buildings and streets, minimum open space, screened parking lots and no parking between the street wall and street line.

The entire area proposed for rezoning would be included within the boundaries of a new special district – the SSWD. As discussed above, the use and bulk provisions of the proposed SSWD are based upon the regulations of the C4-2A contextual zoning district, which allow residential and commercial uses and a maximum FAR of 3; however, the SSWD would limit the maximum allowable FAR to 2.0 for all uses. Within the SSWD, the regulations of the R6B zoning district would apply to residential developments and enlargements. The Proposed Action would change the existing M2-1 and M3-1 zoning districts to an underlying contextual C4-2A zoning district (R6B residential equivalent). Commercial retail uses would be required on the ground floor of developments in certain locations and the maximum building height would be limited to 50 feet. The SSWD regulations would obviate waterfront zoning requirements and in lieu establish special requirements for visual corridors and upland connections based on waterfront zoning requirements. The SSWD would be divided into seven sub-areas, including the esplanade and public open spaces.

Table 2 indicates the Projected and Potential Development Sites for the portion of the Rezoning Area west of Front Street in the existing/No Build and Build Conditions, as well as the incremental difference between these two conditions.

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**TABLE 2
Projected and Potential Development Sites**

Site Description				Existing/No-Action Condition(s)							With-Action Condition							Incremental Development					
Projected Development Sites	Block	Lot	Lot Area	Zoning	FAR	Mfg.	Commercial (other)	Res	DU	Acc Pkg	Zoning	FAR	Mfg.	Commercial (other)	Res	DU	Acc Pkg	Zoning/FAR	Mfg.	Commercial (other)	Res	DU	Acc Pkg
C1	489	25	21,200	M2-1	0.33	0	7,000	0	0	0	C4-2A	2.27	0	6,200	42,000	40	40	C4-2A	0	-800	42,000	40	40
C2	490	24, 26, 37, 45 (+ Sands Street Bed)	30,360	M2-1	0.27	0	8,170	0	0	0	C4-2A	1.81	0	7,000	48,000	46	46	C4-2A	0	-1,170	48,000	46	46
C3	491	32	10,000	M2-1	0.75	7,500	0	0	0	0	C4-2A	2.25	0	3,500	19,000	18	18	C4-2A	-7,500	3,500	19,000	18	18
C4	491	29, 37, 41, 42, 46	47,000	M2-1	0.6	1,128	27,000	0	0	0	C4-2A	2.13	0	9,900	90,000	87	90	C4-2A	-1,128	-17,100	90,000	87	90
C5	493	12	23,625	M2-1	0.00	0	0	0	0	0	C4-2A	2.33	0	8,100	47,000	45	45	C4-2A	0	8,100	47,000	45	45
C6	494	18, 19, 21, 30	28,073	M2-1	0.87	0	24,545	0	0	0	C4-2A	2.77	0	9,000	54,000	52	51	C4-2A	0	-15,545	54,000	52	51
Total			160,258		0.47 (Avg)	8,628	66,715	0	0	0		2.18 (Avg)	0	43,700	300,000	288	290		-8,628	-23,015	300,000	288	290
Potential Development Sites																							
P1	492	29, 31	16,500	M2-1	0.38	0	6,250	0	0	0	C4-2A	2.18	0	6,000	30,000	29	29	C4-2A	0	-250	30,000	29	29
P2	494	24	7,500	M2-1	0.00	0	0	0	0	0	C4-2A	2.4	0	3,000	15,000	14	14	C4-2A	0	3,000	15,000	14	14
Total			24,000		0.19 (Avg)	0	6,250	0	0	0		2.29 (Avg)	0	9,000	45,000	43	43		0	2,750	45,000	43	43

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Street Mapping/Demapping and Realignment

To improve vehicular as well as pedestrian circulation throughout the Project Area, as part of the Proposed Action, the streets listed below would be mapped to be included on the official City Map. With the exception of Baltic Street, all of these streets are currently built but not officially mapped. The alignment of Front Street would be changed from its existing built alignment to improve safety conditions and better serve the proposed adjacent development. The other listed streets would be mapped within their existing built alignments. The streets to be added to the official City Map are:

- Realigned Front Street, between Hannah and Bay Streets;
- Baltic Street, between Bay and Front Streets;
- Sands Street, between Bay Street and SIRT Right-of-Way (ROW);
- Prospect Street, between Bay and Front Streets;
- Cross Street, between Bay Street and SIRT ROW;
- Water Street, between Bay and Front Streets; and
- Canal Street, between Bay and Front Streets.

The following unbuilt streets would be demapped from the official City Map:

- Murray Hulbert Avenue, between north and south exits of Hannah; and
- Marginal Street, Wharf or Place, between Hannah Street and the extension of Greenfield Avenue, and between SIRT ROW and U.S. Pierhead line.

The following streets, which exist only as record streets but are not included on the official City Map, would be extinguished from record:

- Sands Street, between Front Street and SIRT ROW; and
- Murray Hulbert Avenue, from south side of Hannah Street to Edgewater Street; and
- Front Street, between Murray Hulbert Avenue and Bay Street. This allows for the mapping of Front Street, as listed above.

The realignment of:

- Thompson Street, at the intersection of Front and Thompson Streets.

See Figure 6 for an illustration of the proposed street mapping actions.

Disposition of Property

Disposition of City owned property for portions of the Homeport Site and two irregularly-shaped parcels (identified as parcels C7 and C8 on Figure 3), one located north of Wave Street (between Front Street and the SIRT) and one located south of Thompson Street (between Front Street and the SIRT) would be required to facilitate the redevelopment identified as part of the Proposed Action.

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Capital Funding

Approval of City capital funds would be required to finance the construction of a public esplanade, infrastructure and other related capital improvements associated with the Proposed Action.

Permits

Permits from the New York State Department of Environmental Conservation (NYSDEC) and the U.S. Army Corps of Engineers (USACE) would be necessary to perform work in or near open water tidal wetlands which are located within the Project Area and to stabilize portions of the shoreline.

PURPOSE AND NEED

For many years, elected officials, planners, residents, and business owners have recognized that the Stapleton community is in need of economic stabilization and revitalization. Historically, the Stapleton area, particularly along Bay Street and near Tappen Park, was one of Staten Island's business hubs. The area has experienced numerous changes in its demographic and economic composition over the past several decades.

One of the great assets that Stapleton possesses is its waterfront. This area is widely recognized as having tremendous potential for attracting new development that could help solidify revitalization and anchor economic stability. Recognizing a distinct need to revitalize and economically stabilize Stapleton, an extensive planning process was completed over the past two years resulting in the New Stapleton Waterfront Plan, which the Mayor's Homeport Task Force approved and which was the subject of a public forum in May 2004. The Task Force was comprised of City and elected officials and community and business representatives. This process gave strong consideration to community input, planning, urban design and economics.

In addition to the economic aspects, the planning process sought to strengthen linkages to the Stapleton community and shoreline north and south of the area (as part of broader development plans for a bicycle and walkway route/esplanade along the north shore of Staten Island). Such linkages would reduce barriers to access and use of the area, and create a distinct sense of place.

The planning process included physical planning, as well as a market analysis to determine the nature and magnitude of the issues facing the area, and to see which uses would work best to meet the project goals and objectives. The market analysis determined that the area is more urban in nature but less economically robust than the remainder of Staten Island. For example, rental rates are lower than many areas of Staten Island but vacancy rates in some stretches approach 50 percent. Retail activity has more of a local flavor, often geared to immigrant populations and lacking the presence of national chains. The turn over rate for businesses is fairly high, with many surviving only a short time. While Staten Island and the north shore have seen an increase in

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population, an annual increase in single-family home values and a solid amount of new construction and investment, Stapleton has not shared in that prosperity. The housing market in Stapleton has a low homeownership rate, a high vacancy rate and a lower than average median home value. The surrounding area between the western boundary of the Homeport facility and the SIRT route (parcels west of Front Street), the western boundary of the Project Area, is dominated by manufacturing and underused buildings, vacant or underused lots, some of which are used for or give the appearance of uncovered storage or dumping.

The Proposed Action is intended to provide opportunities for a new mixture of recreational, residential and commercial development along the Stapleton waterfront. The Proposed Action would re-use, enhance and upgrade the waterfront area according to the community's stated visions and needs. The Homeport facility was decommissioned in 1994 as part of a series of military base closings nationwide with ownership transferred to New York City. Development of the Homeport Site and Project Area occurred during the late 19th through 20th centuries. While the Homeport facility currently consists of interim institutional uses following the U.S. Navy's departure from the site, the existing buildings and uses on the site do not provide functionality, serve the needs of the community and the City as a whole, or maximize the economic potential of its unique location.

As a result of the work of the Task Force and the public participation process, the New Stapleton Waterfront Plan was developed calling for a mixed-use plan including residential, retail, restaurant/banquet hall, sports complex and farmers market uses. The Plan also included open space and public access as significant components. Proposed improvements included a waterfront esplanade, public open space, and the reconstruction of Front Street.

The proposed rezoning and mapping actions would provide mechanisms to realize the potential of the Homeport property and implement the community's vision as stated in the New Stapleton Waterfront Plan. The proposed rezoning actions would permit the introduction of a mixture of water-enhanced commercial, residential, and recreational uses, thereby re-using, rehabilitating and maximizing the potential of existing underutilized and vacant land. Replacing the existing M2-1 and M3-1 manufacturing zones with a zoning special district, as described above, would provide a range of benefits, including greater flexibility for commercial, residential, and recreational uses.

The Proposed Action would facilitate new waterfront development with a scale and intensity of uses that are sensitive to the adjoining neighborhoods, a pedestrian-friendly streetscape, and uses currently not available to the community. The esplanade would connect with the proposed North Shore Esplanade project, now in design, providing continuous waterfront access between St. George and Stapleton. In addition, the Proposed Action would leverage the presence of the existing SIRT's Stapleton Station and nearby bus stops within the Project Area to create a transit-oriented development and spur economic development in the adjoining downtown Stapleton area.

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Goals and Objectives

The goals and objectives of the Proposed Action include:

- Increase job opportunities for the Stapleton community and Staten Island residents as a whole.
- Increase the range of housing options in the area.
- Provide commercial and recreational uses that are not available in the area such as an indoor sports complex, farmers market, and restaurant/banquet facility.
- Create a new destination for residents and visitors to the area, thereby strengthening the existing Stapleton community.
- Continue to improve public access to the waterfront and along the shoreline by connecting the proposed esplanade to the North Shore Esplanade Project.
- Physically and visually connect the upland community to the waterfront by preserving existing views and realizing additional views to and from the shoreline.
- Diversify the reputation of Staten Island, particularly the Stapleton area, to create a dynamic, economic development area.
- Rehabilitate and revitalize uses in an appropriate manner to meet the community needs and takes advantage of the Project Area's assets along the waterfront and proximity to public transit.
- Provide improvements to the site and surrounding area by upgrading roadway and waterfront infrastructure.

III. DETERMINATION OF NEED FOR PREPARATION OF A DRAFT ENVIRONMENTAL IMPACT STATEMENT AND PUBLIC SCOPING PROCESS

The Office of the Deputy Mayor for Economic Development and Rebuilding will serve as Lead Agency and will coordinate the review of the Proposed Action among the involved and interested agencies and the public. The Lead Agency has determined that the size and scope of the Proposed Action may generate significant adverse environmental impacts and, as a result, a DEIS must be prepared. As specified in 6 NYCRR 617, and 62 RCNY 5 (and Executive Order No. 91), a DEIS is appropriate to assess the environmental impacts of the Proposed Action. A Positive Declaration was issued under SEQRA/CEQR by the Lead Agency on October 31, 2005 discussing the need to prepare the DEIS.

In accordance with the State Environmental Quality Review Act (SEQRA) and the City Environmental Quality Review (CEQR), the Lead Agency is initiating a process to define the scope of the DEIS. As a first step in that process, this Scoping Document for the

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DEIS has been prepared and made available to agencies and the public for review and comment. The Lead Agency invites comments on the scope of work for the DEIS. Written comments should be addressed to:

New York City Economic Development Corporation
110 William Street
New York, New York 10038
Attention: David Quart, Senior Planner

In addition, a scoping meeting was held to give the public an opportunity to comment on this Scoping Document. The scoping meeting began at 5:00 PM on Wednesday, November 30, 2005 at the Homeport Site, located at 455 Front Street (intersection of Canal Street), Staten Island, New York, 10304. Written comments were accepted by the Lead Agency until 5:00 PM on December 12, 2005. A summary of the comments received and responses to the comments can be found at the back of this Final Scoping Document (see Section VI).

IV. ANALYSIS FRAMEWORK

As set forth in the October 31, 2005 Positive Declaration, the Lead Agency has determined that the size and scope of the Proposed Action may result in one or more significant adverse environmental impacts and thus will require preparation of a DEIS.

CEQR/SEQRA Compliance

Generally, the 2001 *CEQR Technical Manual* will be used to develop methodologies and define criteria for determining when a potential impact would be significant and adverse. Other methodologies and significance criteria to be used are highlighted below and will be noted in the DEIS. The DEIS will include assessments of the “Existing Condition,” “No Build Condition,” and “Build Condition” for each element of the Proposed Action.

Analysis Year

The DEIS will provide a description of “Existing” (Year 2005) conditions and assessments of conditions in the future without the Proposed Action (the “No Build Condition”) and conditions in the future with the Proposed Action (the “Build Condition”). The No Build Condition assumes that the Project Area will not be rezoned and the Homeport Site will be a maintained, vacant property. By 2015, interim temporary uses found on the Homeport Site (NYPD, FDNY, NYCDOT, and Richmond County State Supreme Civil Court) will have been relocated and the existing buildings will have been removed absent the Proposed Action. The site will be vacant except for security/site management. The sites west of Front Street would remain as they are today in the No Build Condition and will be analyzed accordingly. The Proposed Action has multiple elements that will be developed or implemented over a period of approximately ten years. A single-phase project will be assumed with a build completion date (“Build Year”) of 2015.

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For purposes of providing an assessment of the reasonable worst-case impacts that may occur as a result of the Proposed Action, a reasonable worst-case development scenario (RWCDS) has been identified for the 2015 Build Year (see pages 5 and 6 for the incremental development that would be subject to review in the DEIS).

Conditions in the Build Year with the Proposed Action in place will be evaluated against the Future No Build Condition. In addition to the Proposed Action, up to three distinct alternatives will be evaluated, including the No Build Alternative (i.e., the No Build Condition).

Construction impacts will be assessed for an analysis year when construction activities for the Proposed Action and other actions would be at their greatest.

Impact Assessments and Study Areas

Impact assessments will be completed for primary and secondary study areas, the boundaries of which are identified in the descriptions of individual technical analyses that follow. It is anticipated that the principal effects of the Proposed Action would occur within the primary study area. However, adverse impacts on certain resources also may occur in the secondary study area. Primary study areas will be assessed at a greater level of detail than secondary study areas. The methods and study areas for addressing these impacts are discussed in the individual technical analysis sections below.

Impact Mitigation

The DEIS will disclose reasonable and practicable mitigation measures to reduce or eliminate significant adverse environmental impacts that would be caused by the Proposed Action, if any. Mitigation measures will be discussed within specific technical sections (e.g., traffic, noise, air quality, etc.), as well as in a separate Mitigation chapter. The Mitigation chapter of the DEIS will summarize the impacts of the Proposed Action and the mitigation measures presented in each technical chapter.

V. SCOPE OF WORK FOR THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

A DEIS will be prepared following the guidelines of the *CEQR Technical Manual* and in conformance with all applicable laws and regulations, including regulations implementing CEQR. The Office of the Deputy Mayor for Economic Development and Rebuilding will serve as Lead Agency and will coordinate the review of the Proposed Action among the involved and interested agencies and the public. The DEIS will contain:

- a description of the Proposed Action and its environmental setting;
- a statement of the environmental impacts of the proposed action, including its short- and long-term effects, and associated environmental effects;

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- a description of any growth-inducing effects of the Proposed Action on surrounding areas;
- an identification of any adverse environmental effects that cannot be avoided if the proposed action is implemented;
- a discussion of alternatives to the Proposed Action;
- an identification of any irreversible and irretrievable commitments or resources that will be involved in the Proposed Action, should it be implemented; and
- a description of mitigation proposed to minimize adverse environmental impacts.

Analysis of the Proposed Action will be performed for a 2015 Build Year for the RWCDs, and will include the cumulative impacts of other projects that would affect conditions in the study area. The City has been trying to redevelop the Homeport Site for over ten years without success. It is highly unlikely that the City would be able to convert the existing buildings at the Homeport Site into income producing properties. The City would rather attempt to prepare the site for a future plan to be approved to redevelop the property. It is costly for the City to maintain the existing buildings without the expectation of finding income-producing uses in the future. In addition, from an environmental analysis perspective, it is more conservative to assume a vacant site for the No Build Condition. The background growth factor under the No Build Condition is expected to be 1.0 percent per year, as recommended in the Traffic and Parking Chapter of the *CEQR Technical Manual*. The specific EIS tasks are described below.

TASK 1 – EXECUTIVE SUMMARY

A clear, concise and complete Executive Summary will be supplied at the beginning of the DEIS. The summary will provide a description of the Proposed Action, the Proposed Action's purpose and need, the required approvals, the study areas, and impacts. The Executive Summary will follow the general outline of the tasks listed below, or those tasks deemed appropriate at completion of the scoping process for the DEIS. Although this is one of the first sections found in the DEIS, it will be one of the last tasks to be undertaken after the finalization of all of the other analyses described below.

TASK 2 – PROJECT DESCRIPTION

This chapter of the DEIS will introduce the reader to the Proposed Action, and set the context in which to assess impacts. The chapter will contain a description and location of the Proposed Action; the background and/or history; a statement of the public purpose and need; key planning considerations that have shaped the current proposal; a detailed description of a RWCDs; and discussion of the approvals required, procedures to be followed, and the role of the DEIS in the process. This chapter will provide the key to understanding the Proposed Action and its impacts, and will present the public and decision makers with a base from which to evaluate the Proposed Action. Since the Proposed Action consists of the redevelopment of the Homeport Site, rezoning, mapping

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and street alignment, and disposition of property, the RWCDs discussed above will form the basis for understanding and describing potential impacts.

Location and Existing Project Area Conditions

A description of the Project Area and the physical conditions of the Homeport Site and the immediate area will be provided. The discussion of the Existing Conditions will include a discussion of the major streets in the area, key structures or major water bodies and natural resources in the area, zoning and land uses, and proximity of important local structures and districts (historic districts).

Reasonable Worst-Case Development Scenario

All of the elements of the RWCDs will be described in full detail to provide the reader with a complete understanding of all regulatory, design and functional elements.

Regulatory Actions

A discussion of the required environmental review procedures, permits and governmental actions will be provided. The public actions required will include those rezoning, property disposition, and street mapping/demapping actions outlined in Section II above.

The section on approval procedures will explain the ULURP process, its timing, and hearings before the Community Board, the Staten Island Borough President's office, the New York City Planning Commission (CPC), and the New York City Council. The role of the EIS as a full-disclosure document to aid in decision-making will be identified and its relationship to ULURP and the public hearings described.

Proposed Construction Plan

A summary of the major construction elements to be involved in the developing the Proposed Action, including a discussion of anticipated phasing, construction staging, design elements, the methodologies to be utilized in the excavation and transport of excavated material, as well as the considerations presented to assure the integrity of any significant elements in the area.

TASK 3 – ANALYSIS FRAMEWORK

This section of the DEIS will discuss the regulations, rules and guidance documents that will be used to determine impacts, and will describe the RWCDs and how it was developed.

TASK 4 – LAND USE, ZONING AND PUBLIC POLICY

This chapter will analyze the potential impacts of the expected changes in land uses as a result of the Proposed Action. For the purpose of environmental analysis, the study area will be divided into a primary and secondary area. The primary study area includes land situated within a ¼-mile radius of the Project Area boundaries, and represents the area where potential direct and indirect land use impacts are likely to occur. The secondary

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study area will extend approximately ½ mile from the Project Area boundaries (see Figure 1).

Existing Condition

An inventory of the existing zoning, land uses and recent development trends within the primary and secondary study areas will be provided based on the New York City Zoning Resolution, New York City Department of City Planning (DCP) Land Use Maps, and other available documentation and data (e.g., Sanborn maps, Borough Engineer's maps), as well as site visits and field surveys. Information for the primary study area will be more specific.

This section will comprise an analysis of existing zoning and land uses and associated trends in the Project Area and its vicinity. This will include a discussion and description of nearby governmental facilities, as well as a discussion of the area as a whole. Land use graphics will be provided to illustrate the retail, residential, community facility, manufacturing, office, parking, open space and vacant lots within the study area, and any waterfront uses. Maps illustrating the primary study area's land use and zoning will be provided.

The City Land Use Maps will be supplemented by a site-by-site visit of the primary study area. The ground and upper floors of the primary study area will be mapped and analyzed on a parcel-by-parcel basis.

A discussion of existing public policies will be included. Public policy initiatives such as relevant Community Board 197a Plans, the Plan for the Staten Island Waterfront, New York City's New Waterfront Revitalization Program (WRP), and New York Empowerment Zones (NYEZ) will be reviewed, as appropriate.

No Build Condition

The DEIS will identify the future No Build Condition within the primary and secondary study areas in the context of land use, zoning and public policy trends. Land use, zoning and public policy initiatives that are anticipated to occur by the Build Year will be addressed. This will include a discussion of the proposed improvements and development of recreational and cultural centers, institutional, retail, office and residential centers, as well as all other developments planned within the secondary land use study areas that would be likely to be completed by the Build Year of the Proposed Action. The discussion shall include:

- recently approved or pending projects,
- possible zoning and land use actions which could affect the Project Area,
- known or proposed BSA Variances, and
- soft sites that are expected to be developed by the Build Year.

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This work will include review and discussion of the potential cumulative effects of the proposed construction and renovation within the study area. Anticipated changes in land use or zoning in the No Build Condition will be discussed, and an annual background growth factor of 1.0 percent will likely be utilized for this assessment.

Anticipated No Build projects include:

1. Redevelopment of the existing municipal parking lot at Prospect and Bay Streets (Block 491, Lot 11) and adjacent property (Block 491, Lot 1) at Bay and Cross Streets. The existing 130 municipal parking spaces, and 4,800-square-foot Citibank building with 25 accessory parking spaces would be replaced by approximately 160 units of mixed-income housing, 14,200 square feet of ground floor retail (including replacement of Citibank use), 72 public parking spaces and 42 accessory parking spaces.
2. Development of the L-shaped waterfront property (Block 2820, Lot 90) located immediately south of the Project Area and adjacent to Edgewater Plaza. The vacant lot will be developed with 94,500 square feet of commercial office space, 19,677 square feet of retail space and 314 parking spaces.
3. Reconstruction of Pier 7, located south of the Hannah Street and Murray Hulbert Avenue intersection. The new pier may include a 28,700-square-foot pier shed, 40,000 square feet of open storage yard, 6,000 square feet of covered dock, a 6,000-square-foot covered berth and 27 parking spaces for use by City agencies. The adjacent in-water space may accommodate barges, scows and/or ferry boats.
4. The Point, residential development at Bay Street and Victory Boulevard (Block 1, Lots 1, 6, 8 and 9), with approximately 58 residential units, 15,000 square feet of street-level retail, and accessory parking.
5. The Pearl, residential conversion of existing industrial building at 130 Bay Street Landing (Block 1, Lot 275) will include approximately 100 residential units.
6. Residential development at 191 Edgewater Street (Block 2820, Lot 132) with 102 units and 88 parking spaces.
7. Mixed-use development on Sylvaton Terrace between Bay and Edgewater Streets (Block 2825, Lot 1) to include approximately 40 residential units, 40,000 square feet of commercial space, and parking structure with 163 spaces.
8. National Lighthouse Harbor Site Development (Block 1, Lot 60): development program to be determined. For analysis purposes, it is assumed that approximately 200 residential units, approximately 20,000 square feet of museum space, 20,000 square feet of street-level retail, and 225 parking spaces will be developed at this site.

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9. 1071 Bay Street (Block 2825, Lot 8): 10,500 square feet of local retail with accessory parking.

10. Reynolds Shipyard Corp., 200 Edgewater Street (Block 2827, Lot 59): 12,000-square-foot expansion.

Build Condition

The DEIS will discuss the compatibility of the Proposed Action with surrounding uses and the compliance with, or variance from, existing land use and zoning regulations and public policy initiatives. This discussion will detail actions required to implement the Proposed Action, the impacts of these actions on the primary and secondary study areas and, in general, the extent to which the Proposed Action will influence future trends in the study areas with regard to land use, zoning and public policy.

TASK 5 – SOCIOECONOMIC CONDITIONS

This chapter will examine the effects of the Proposed Action on socioeconomic conditions in the study areas, including population characteristics, increase in economic activity, and the potential displacement of businesses and employment from the Rezoning Area. The analysis will provide a qualitative assessment of potential socioeconomic changes associated with the Proposed Action, including indirect displacement of residential population, businesses, or employees; a new development that is markedly different from existing uses and activities within the neighborhood; an adverse effect on changes in real estate market conditions in the area; or changes in socioeconomic conditions in a specific industry. If a socioeconomic impact is identified or cannot be ruled out based on the preliminary screening assessment, then a detailed analysis will be conducted.

The study area for socioeconomic conditions will be delineated by adjusting the primary land use study area boundary, i.e., a ¼-mile radius of the Project Area, to reflect boundaries of census tracts lying approximately within a ¼-mile radius of the Project Area. Subtasks for detailed analysis, if determined to be necessary, include:

Population Characteristics

Based on the U.S. Census of Population and Housing, describe the 2000 population characteristics of the Project Area and surrounding study area. Also using Census data, describe the 2000 housing characteristics of the Project Area and study area.

Population trends will be discussed for the No Build Condition. The population associated with the Proposed Action will be estimated and potential impacts on population will be discussed.

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Economic Characteristics

Existing economic activity in the Project Area will be discussed (using the most recently available data), including the number and types of businesses and institutions and employment by key sectors.

The physical characteristics of the existing commercial and manufacturing buildings in the Project Area and in the surrounding study area will be described, including the general size of the structures, configurations, and condition. The approximate vacancy rate and rent levels for buildings in the study areas will be described based on visual inspections, discussions with the Staten Island Borough Office of DCP, and discussions with real estate brokers.

Trends in commercial, manufacturing, and institutional use will be estimated for the future without the Proposed Action. Net new employment and other economic activity in the study area will be estimated under the RWCDS.

Direct Business Displacement

The rezoning element of the Proposed Action has the potential to directly displace existing businesses and jobs situated on the parcels west of Front Street between Wave and Thompson Streets (outside of the Homeport Site). Any such displacement will be estimated based on parcels identified as Projected and Potential Development Sites, as defined above. A detailed assessment of the potential for direct business displacement will be performed as necessary, using guidance set forth in the Socioeconomic Conditions chapter of the *CEQR Technical Manual*.

Indirect Residential Displacement

Generally, indirect residential displacement is caused by an action that increases property values and rents throughout a study area, making it increasingly difficult for some existing residents to afford their homes. Indirect displacement not only depends upon the characteristics of the proposed action, but also on the study area conditions.

A preliminary assessment of the potential for the Proposed Action to result in indirect residential displacement will be undertaken. Information regarding the Project Area's socioeconomic characteristics will be compiled in order to identify and better understand the relative effects of the changes induced by the Proposed Action.

If the initial examination finds that the impacts from the Proposed Action would be significant in the context of existing conditions and future trends, or if the significance of the Proposed Action's effects is unclear, then a more detailed assessment will be performed.

Indirect Business Displacement

The indirect displacement of businesses or institutions can occur when an action increases property values and thus rents throughout the area, making it difficult for some

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categories of businesses to remain. Typically, indirect business displacement is only an issue if it affects land use, population patterns, or community character.

As changes in zoning regulations allow for the alteration of land uses in a neighborhood, it is possible that existing businesses, such as light industrial and commercial uses, will be replaced by higher density residential, office, or retail uses. The indirect displacement of business often arises when new economic activity is introduced to a neighborhood, the blighting effects of vacant or underutilized properties are removed, and property values and rents increase. In many instances businesses indirectly displaced by an action can move to a location within their market area that meet requirements for space and expenses, and employment opportunities in a community increase overall as new economic activity is generated. Indirect displacements are significant, however, when relocation poses difficulties for industries or businesses that play a unique role in the local economy or have a substantial economic value. Indirect displacements also have adverse effects when displacements result in a substantial reduction in employment or businesses that define the character of a neighborhood.

The DEIS will follow *CEQR Technical Manual* guidance in evaluating local business conditions and assessing the potential for indirect displacement and adverse economic impacts. The evaluation will start with a profile of Existing Conditions and trends in local employment and industry based on a time-series evaluation of current and recent-past *Zip Code Business Patterns* data available from the New York State Department of Labor. A profile of adjacent Stapleton and Bay Street business district will be developed. Local industry information will be compared with trends in city-wide and regional employment and industrial activity based on the U.S. Bureau of Economic Analysis *Regional Economic Information System (REIS)*. A profile of Existing Conditions and trends in real estate values, rents, and vacancies will also be assembled based on data obtained from the *CoStar Real Estate Database*, supplemented as necessary with interviews with local commercial real estate agents. Building conditions and level of activity will be evaluated through field assessments.

These profiles when coupled with an evaluation of land use change likely to be associated with the Proposed Action (based on Build Condition discussed in the Land Use analysis) will identify the presence of business at risk for indirect displacement, the potential for relocation, and effects on the local economy or community character. Options for mitigation will be outlined, as necessary, should the analysis suggest that the Proposed Action would initiate or accelerate trends resulting in substantial indirect displacement in a vital industry.

TASK 6 – COMMUNITY FACILITIES AND SERVICES

The demand for community facilities and services is directly related to the type and size of the new population generated by development resulting from the proposed rezoning. New workers tend to create limited demands for community facilities and services, while

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new residents create more substantial and permanent demands. Community facilities other than open space (see Task 7) will be examined in this section.

The Project Area is served by NYPD's 120th Precinct and by FDNY's Engine Company 153/Ladder Company 77. The 120th precinct is located at 78 Richmond Terrace, less than one mile north of the Homeport Site. Engine Company 153/Ladder Company 77 is situated approximately ¼ mile west of the Project Area, at 74 Broad Street. An assessment of Police and Fire services is not needed unless the Proposed Action would have a direct effect (e.g., displacement of police or fire facility).

Since the Proposed Action will include a residential component that is likely to introduce more than 50 school-age children to the Project Area, a public school impact analysis will be conducted which will:

- Identify and locate public schools serving the Project Area;
- Assess conditions in the study area, and for Community School District 31 as a whole, in terms of enrollment and utilization during the current school year, noting any specific shortages of school capacity;
- Identify conditions that will exist in the No Build Condition (future without the Proposed Action), taking into consideration projected changes in future enrollment (estimated number of students generated in the future without the Proposed Action added to Department of Education (DOE) or DCP enrollment projections for total enrollment projections for the future without the Proposed Action). Plans to alter school capacity either through administrative actions on the part of the DOE or as a result of the construction of new school space will be noted;
- Analyze the Build Condition (future conditions with the Proposed Action), adding students likely to be generated by the Proposed Action to the projections for the No Build Condition. Impacts of the Proposed Action will be assessed based on the difference between projections for the Build and No Build Conditions at the study area and at the school district levels for enrollment, capacity, and utilization in the 2015 Build Year.

It is anticipated that the residential component of the proposed development would consist entirely of market-rate housing. Therefore, a detailed analysis of the effect of the Proposed Action on public day care centers or public health care facilities would not be required. A public library analysis also would not be necessary since the number of residential units that the Proposed Action would generate is not expected to exceed the threshold (greater than a five percent increase in housing units served – in Staten Island that is the equivalent of 651 new housing units).

TASK 7 – OPEN SPACE AND RECREATION FACILITIES

The Proposed Action will not directly affect any existing open space resources. The Proposed Action has the potential to result in indirect open space impacts due to the increase in residential population. Impacts from new workers are thought to be of lesser

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concern than from new residential users since it is believed that the CEQR threshold levels for new workers (500) may not be exceeded, while the threshold for new residents (200) will be exceeded. It should be noted that the area is currently underserved by open space and the Proposed Action will add approximately 12 acres of public open space to the area. The scope presented below considers a full CEQR analysis for residential users, thus a ½-mile study area will be utilized. Screening will be applied for commercial open space users.

Existing Condition

The DEIS will inventory and map all open space and recreational facilities within the open space study area. Data will be collected to determine age distribution of the user groups and open space ratios will be calculated. Refer to Figure 7 for a map of the residential open space study area, comprised of U.S. Census tracts where at least 50 percent of the tract's land area is situated within a ½-mile radius around the Project Area. If the Proposed Action would add 500 or more new workers, then a nonresidential open space study area would be inventoried as well. The nonresidential open space study area would consist of U.S. Census tracts where greater than 50 percent of the tract's land area is situated within a ¼-mile radius around the Project Area. The DEIS will qualitatively and quantitatively assess the Existing Conditions and utilization rates of these open space resources, as deemed necessary upon review by the Lead Agency. This assessment will be based on the methodologies found in the *CEQR Technical Manual*.

No Build Condition

The DEIS will identify and discuss the No Build Condition of open space and recreational facilities discussed within the open space study area. No Build open space ratios will be calculated.

Build Condition

The DEIS will describe in quantitative terms the impact of the Proposed Action on public open space resources and recreational facilities within the designated study area, including those discussed above. The Proposed Action includes the addition of approximately 12 acres of public open space to the Project Area. Build open space ratios will be calculated.

TASK 8 – SHADOWS

The DEIS will examine the potential shadow effects of the Proposed Action pursuant to the *CEQR Technical Manual* screening criteria. A representation of the anticipated development will be assessed for potential shadowing effects on light-sensitive uses, including open space resources as well as light-sensitive historic resources, where applicable. The shadow assessment would be coordinated with Task 9, "Historic and Archaeological Resources", and Task 7, "Open Space", where appropriate.

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According to the *CEQR Technical Manual*, shadow impacts could occur if an action would result in new structures or additions to buildings over 50 feet in height that could cast shadows on natural features, publicly-accessible open space, or on historic features that are dependent on sunlight. The proposed SSWD would allow a maximum building height of 50 feet in the Rezoning Area. However, one development (the Sports Complex) is expected to have a maximum height of 60 feet and would therefore have the potential to result in shadow impacts on existing resources in the Project Area.

The longest shadow that any structure will cast during the year (except within an hour and a half of sunrise or sunset) is 4.3 times its height. Given that one development under the Proposed Action will have a maximum height of 60 feet (the Sports Complex), the longest shadow cast by that proposed building would be 258 feet. A more detailed look at potential shadow impacts will occur during preparation of the DEIS. This will include a shadow screening analysis as per the *CEQR Technical Manual*, to identify the location of sunlight-sensitive resources in the shadow study area.

TASK 9 – URBAN DESIGN AND VISUAL RESOURCES

Urban Design

Within the ¼-mile urban design and visual resources study area, the predominant land uses are residential, commercial, community facility and light industrial. The urban design characteristics of the Stapleton neighborhood vary depending on location, and lack a general unified urban form. The study area is characterized by industrial uses closer to the waterfront, along with several vacant or underutilized parcels of land. The structures are largely nondescript in form and are older, low-rise and rectangular in shape. The buildings in the study area are predominantly low-rise structures between one and four stories that are boxy in shape, with sizeable lot coverage. The land use is low intensity, with vacant parcels, vehicle storage and repair, and parking lots. The block forms vary due to historic development of Stapleton and the grade changes further west in the study area. South of Broad Street the study area is comprised of more regular rectangular shaped blocks, with Bayley Seton Hospital campus creating a “superblock” in the midst of the block forms. The street pattern varies as Bay Street curves through the study area and the intersecting streets slice diagonally across it, creating triangular parcels of land. The streetscape is overall nondescript and unappealing, save for Tappen Park area bounded by Bay Street, Canal Street, Water Street and Wright Street. The park has multi-color stone pavers along its perimeter and park benches throughout with large shade trees.

This section of the DEIS will assess urban design patterns of the study area as a result of the Proposed Action based on the *CEQR Technical Manual*. To the extent practicable based on information available at the time, this section will evaluate the following elements: Building Bulk, Use and Type; Building Arrangement; Block Form and Street Pattern; Streetscape Elements; Street Hierarchy; and Natural Features.

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Visual Resources

The Proposed Action would result in changes to the existing visual and aesthetic character of the Project Area and surrounding area. The character of the area would be changed from its present form to a more unified character due to the design controls that will be included in the proposed rezoning. In addition, the Proposed Action would introduce additional buildings and development with a greater density than what is currently allowed. Views from public or publicly-accessible locations will be evaluated and discussed. It is unlikely that the Proposed Action would obstruct views (from publicly-accessible locations) of significant visual resources. Rather the Proposed Action would create views from the new publicly-accessible waterfront esplanade.

TASK 10 – NEIGHBORHOOD CHARACTER

The character of a neighborhood is established by numerous factors, including land use patterns, the scale of its development, the design of its buildings, the presence of notable landmarks, and a variety of other non-physical features that include traffic and pedestrian patterns, noise, etc. Since most of these elements will already be covered in other DEIS sections, this section will essentially represent a summary of the key findings of these other analyses. In this case, since the neighborhood has no distinct defining characteristics, it is appropriate to consider that the Proposed Action would enhance the sense of place and offer benefit to the area.

Drawing on other DEIS sections, including land use, socioeconomic conditions, urban design, visual resources, historic resources, traffic and noise, this section will describe the predominant factors that contribute to defining the character of the neighborhood.

Based on the planned development projects, the public policy initiatives, and planned public improvements, this chapter will summarize changes that can be expected in the character of the neighborhood in the No Build Condition.

The analysis of impacts of the Proposed Action on various DEIS sections will serve as the basis for assessing and summarizing the Proposed Action's impacts on neighborhood character.

TASK 11 – HISTORIC AND ARCHAEOLOGICAL RESOURCES

While it is expected that few historical resources exist in the area, impacts on historic resources must be considered for the Project Area and in the areas surrounding identified Projected Development Sites. Therefore, the historic resources study area is generally defined as the Project Area plus the block fronts that face it. Archaeological resources are considered only in those areas where excavation is likely; these are limited to properties that may be developed in the Project Area. The New York City Landmarks Preservation Commission (LPC) will be consulted regarding the potential historic significance of the Project Area, and potential historic resources impacts resulting from the Proposed Action.

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Tasks will include the following as appropriate:

- Map and briefly describe designated historic resources (New York City Landmarks, properties pending Landmark designation, and properties and districts listed or determined eligible for listing on the State and National Registers of Historic Places, including National Historic Landmarks) in the study area.
- In coordination with the land use task, assess probable impacts of development resulting from the Proposed Action on historic structures and districts that may be present in the study area.
- An archaeological contextual study of the Project Area would be completed first, and then documentary studies for specific lots would be completed where LPC identifies the need. It is possible that the Project Area was located in the Narrows (the body of water adjacent to the Project Area that separates the Upper New York Bay and Lower New York Bay) during the 19th century, so there may be potential for historic docks/wharves. However, LPC may not identify these as resources of concern, especially if the area has been substantially disturbed by 20th century development.
- Determine the earliest dates of available municipal water and sewer services in the project streets.
- Identify those areas thought to be archaeologically sensitive within the Project Area.
- In coordination with the land use task, assess probable impacts of development on archaeological resources in Project Area, resulting from the rezoning.
- Identify all historic architectural resources that have been designated or determined to meet the eligibility requirements for local, State, and/or national designation. Within the survey area, an inventory of officially recognized (“designated and eligible”) architectural resources will be compiled. These historic architectural resources include properties or districts listed on the State and/or National Registers (S/NRs) or determined eligible for such listing; National Historic Landmarks (NHLs); New York City Landmarks (NYCLs) and Historic Districts; and properties that have been found by LPC to appear eligible for designation, considered for designation (“heard”) by the LPC at a public hearing, or calendared for consideration at such a hearing (these are “pending” NYCLs). In addition to identifying architectural resources officially recognized in the survey area, an inventory will be compiled of other buildings that could warrant recognition as historic architectural resources (i.e., historic properties that could be eligible for S/NR listing or NYCL designation) in compliance with CEQR and SEQRA guidelines. Once the historic architectural resources in the survey area are identified, the proposed action will be assessed for both direct physical impacts and indirect contextual impacts (as described above) on the identified historic architectural resources.

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TASK 12 – NATURAL RESOURCES

The Project Area is urban and fully developed. Natural resource impacts resulting from the Proposed Action in such a built environment are not likely to be significant. Given the study area's proximity to the Upper New York Bay, the DEIS will provide an assessment of potential impacts on natural resources. Existing natural resources in the vicinity of the Project Area will be identified, including any significant fish, marine, invertebrate, benthic or other wildlife habitats. The Proposed Action's potential impacts on identified natural resources will be assessed, including both short-term construction effects, as well as any potential long-term effects, including any new outfalls, and expected run-off or discharge into New York Harbor. A discussion of related permits will be provided.

TASK 13– HAZARDOUS MATERIALS

The Homeport Site was originally constructed in the early 1990s to berth and provide support services for a small fleet of U.S. Navy vessels. In 1994, the Navy ceased operations at the Homeport Site. According to the Navy's environmental assessment dated February 1994, the Site was found to be asbestos- and PCB-free and without an uncontrolled chemical release problem. Today, portions of the Homeport Site are occupied by a number of active interim uses, including local government agencies and a movie studio. A mix of industrial and commercial uses occupies the remainder of the Project Area along Front Street. The unimproved and vacant portions of the Project Area may have hazardous material contamination from historic and current uses. Other portions of the Project Area occupied by buildings may have a history of industrial/manufacturing use and/or petroleum/chemical storage.

An area-wide screening assessment prepared pursuant to the *CEQR Technical Manual* will be conducted for the Project Area to determine if any properties that could be affected by the Proposed Action require further assessment. This detailed hazardous materials report of the Project Area will be prepared to incorporate methodology, a matrix summarizing the findings on a development site or block/lot basis, and conclusions/recommendations matrix on site-by-site basis pertaining to need to for additional work (e.g., Phase I Environmental Site Assessments (ESA)).

The Hazardous Materials Chapter of the DEIS will summarize the findings of the area-wide hazardous materials report and related investigations, and determine the potential for the Proposed Action to result in significant and adverse hazardous materials impacts.

The area-wide hazardous materials assessment will include both an overall and block/lot discussion of: known and potential environmental contamination; the need for further (Phase II) investigation; how the Proposed Action would affect the properties; and appropriate remediation or mitigation measures (e.g., work plans; health and safety plans, soil management plans, etc.) to avoid significant and adverse impacts.

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Since the majority of the properties outside the Homeport Site but within the Project Area are owned privately, an on-site reconnaissance is not always feasible. Thus, site reconnaissance may consist of observing the sites from public access ways (i.e., sidewalks and streets) only and noting the general uses of the buildings (i.e., industrial, manufacturing, residential, commercial, etc.). Current and historical uses of the rezoning sites will be used to determine parcels within the Project Area where placement of E-designations may be appropriate as part of the proposed rezoning due to the potential for the site to contain environmental contamination.

TASK 14 – WATERFRONT REVITALIZATION PROGRAM

The entire Project Area is located within the designated New York City Coastal Zone Boundary. The Proposed Action will therefore be assessed for its consistency with the City's Waterfront Revitalization Program as adopted by the Council of the City of New York in October 1999 and revised in September 2002. The new WRP replaces the 56 City and State policies approved in 1982 with ten policies aimed at simplifying and clarifying the consistency review process. The new policies will be used as the basis for evaluation of impacts to the coastal zone.

As it is anticipated that elements of the Proposed Action also will require State approval, the Proposed Action also will be assessed in terms of consistency with New York State Department of State (DOS) Coastal Management Program (CMP). A DOS CMP Coastal Consistency Form will be prepared and submitted on behalf of the Proposed Action.

TASK 15 – INFRASTRUCTURE

The Proposed Action would occur in an area that has been developed for many years and that has the necessary supporting infrastructure such as water, sewers and storm water drainage in place. In areas of New York such as this, concerns typically occur when the density of proposed development encouraged by the proposed rezoning would be far above that found in the area prior to development.

The DEIS will describe the existing infrastructure system in the Project Area. The anticipated water usage and sewage generation from the developments anticipated as a result of the RWCDs would be disclosed in the DEIS, and their effects on the City's infrastructure system would be assessed based upon information provided in DEP records (water supply capacity and sewage treatment capacity would be evaluated and discussed, as would known local issues). Due to the size of the City's water supply system, and since the City is committed to maintaining adequate water supply and pressure for all users, only very large developments or actions that would have exceptionally large demand for water would require a detailed assessment of water supply. Likewise, only unusual actions with very large flows could have the potential for significant impacts on sewage treatment. The Proposed Action will be assessed to identify potential sewage treatment and water supply effects.

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TASK 16 – SOLID WASTE AND SANITATION SERVICES

According to the *CEQR Technical Manual*, actions involving construction of housing or other development generally do not require evaluation for solid waste impacts unless they are unusually large (e.g., would generate approximately 10,000 pounds of solid waste per week). An estimate of the additional solid waste expected to be generated by the developments associated with the Proposed Action will be provided to determine whether or not it would approach this level.

TASK 17 – ENERGY

According to the *CEQR Technical Manual*, because all new structures requiring heating and cooling are subject to the New York State Energy Conservation Code, which reflects State and City energy policy, actions resulting in new construction would not create adverse energy impacts. However, the *CEQR Technical Manual* recommends that the energy demands associated with a proposed action be disclosed during the environmental review. The DEIS will contain a detailed assessment of the Proposed Action's projected energy consumption levels.

TASK 18 - TRAFFIC AND PARKING

The following tasks will be completed for the Traffic and Parking Study. The *CEQR Technical Manual* will be used as a guide for determining specific methodologies and establishing criteria for determining significant adverse impacts.

1. Define a traffic study area consisting of 16 intersection analysis locations. The following 13 intersection analysis locations will be included (see Figure 8):
 - Bay Street and Victory Boulevard
 - Bay Street and Hannah Street
 - Bay Street and Swan Street / Van Duzer Street
 - Bay Street and Wave Street
 - Bay Street and Prospect Street
 - Bay Street and Water Street
 - Bay Street and Canal Street
 - Bay Street and Thompson Street
 - Bay Street and Broad Street
 - Bay Street and Vanderbilt Avenue
 - Bay Street and Edgewater Street / Front Street
 - Bay Street and Hylan Boulevard
 - Front Street and Hannah Street

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In addition, three intersections along the (proposed) newly-constructed/realigned Front Street will be analyzed:

- Front Street and Wave Street
- Front Street and Prospect Street
- Front Street and Canal Street

Therefore, a total of 16 intersections will be analyzed once the traffic counts and traffic assignments have been completed. The intersections were selected on the basis of their importance with regard to traffic operations and circulation in the traffic study area, their ability to provide access to and from the Project Area, the placement of air quality and noise receptors, and the potential of the intersections to be significantly impacted due to the vehicular trips generated by the proposed development. Figures 9 through 11 illustrate the anticipated trip originations and destinations for the Build Condition. A final trip assignment will be performed when the Build trip generation is finalized and, depending on the vehicular trips expected through the study area, additional intersections will be added for analysis if necessary (i.e., if the CEQR criteria of 50 vehicles per hour (vph) or greater is exceeded). Trip assignment maps will be provided as part of the DEIS. Also, to determine whether or not weekend counts and analyses are needed, a trip generation projection will be prepared for the weekend peak traffic hour (typically weekend midday for the mix of land uses envisioned for this site), and the combination of weekend peak hour background traffic plus the projected weekend trip generation will be compared to similar volumes for the peak weekday hours. If the weekend peak hour's projected volume is not the peak traffic volume, the weekend conditions would not be analyzed, unless the volume of traffic is sufficiently high that its assignment to the street network could result in impacts not identified in the weekday peak hour analyses, or if there is reason to believe that substantial mitigation measures needed on weekdays could also be needed on weekends.

2. Collect traffic counts for the above traffic locations. The traffic count program will include 24-hour Automatic Traffic Recorder (ATR) machine counts at four locations (hour-by-hour counts recorded by 15 minutes for 24 hours and seven days per week) and intersection through and turning counts at the locations listed above for which there are no up-to-date counts (i.e., within the past three years). ATR machines will be placed on Bay Street just south of Victory Boulevard, just north of Hylan Boulevard, and in the vicinity of Canal Street, and on Front Street in the vicinity of Prospect Street. ATR counts will also be conducted along existing streets which are to be demapped as part of the Proposed Action: Edgewater Avenue between Willow Avenue and Front/Bay Street; and along Camden Street between Bay and Front Streets. Murray Hulbert Avenue, which would also be demapped as part of the Proposed Action, will not included since it is not an existing built street. Intersection through and turning movement counts

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- will include vehicle classification counts (i.e., auto, taxi, truck, bus), and will be done for the weekday AM, midday, PM, and Saturday midday peak periods.
3. Tabulate the peak period traffic counts, identify the peak weekday AM, midday, PM, and Saturday midday peak hours and prepare traffic volume maps for those peak hours.
 4. Collect physical data including street and lane widths, signal phasing and timing data, traffic flow prohibitions if any, general parking regulations and utilization estimates, and other data needed to conduct traffic level of service analyses. Official signal timing and phasing plans will also be obtained from NYCDOT Signal Department and will be compared to the information collected in the field to ensure that the correct signal timing and phasing plans are being used.
 5. Inventory available off-street parking lots and garages within ¼- to ½-mile radius of the Projected Development Sites being analyzed under the Proposed Action, their capacities, and their morning and midday utilization rates. Also describe the typical on-street parking regulations in the area, and the approximate amount of legal and available on-street spaces.
 6. Determine existing traffic conditions at each of the traffic analysis locations -- capacities, volume-to-capacity (v/c) ratios, average vehicle delays, and levels of service -- using *2000 Highway Capacity Manual* procedures.
 7. Develop projected No Build traffic volumes and traffic conditions at each of the analysis locations for the 2015 Build Year, based on an annual background traffic growth rate of 1.0 percent (as per the Traffic and Parking Chapter of the *CEQR Technical Manual*) plus major development projects that are expected in the immediate area. No build traffic assignment maps will be provided as appropriate.
 8. Determine the volume of vehicular traffic that would be expected for each land use component of the Proposed Action using information available in previously completed development project EISs, vehicular trip generation data from the Institute of Transportation Engineers' *Trip Generation Manual*, trip generation rate data contained in the *CEQR Technical Manual*, and U.S. Census journey-to-work data.
 9. Prepare traffic assignment maps for each of the expected land uses and overall future Build volume projections for each of the traffic analysis locations.
 10. Determine future Build traffic levels of service, volume-to-capacity (v/c) ratios, and average delays at each of the traffic analysis locations cited above, and identify any significant traffic impacts as per *CEQR Technical Manual* criteria.

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The Build network will be the product of the proposed generated traffic added to the No Build traffic network for different peak hours.

11. Identify and evaluate traffic capacity improvements needed to mitigate significant traffic impacts. Typical capacity improvements will include signal phasing and timing modifications, parking regulation modifications, intersection channelization and street geometric improvements, possible new traffic signals, or other similar measures.
12. Determine the parking accumulation of the proposed development mix and the ability of this generated demand to be accommodated within the number of new spaces to be built or made available as part of the development plan. Any parking shortfalls will be identified, and the ability of nearby spaces to accommodate that shortfall will also be discussed.
13. Conduct travel speed and delay runs along the Bay Street corridor, for air quality and/or noise analyses, and provide traffic volume and speed data needed as part of the air quality and noise analyses within the DEIS.
14. The proposed sports complex use on Parcel B2 of the Homeport Site may include programs and/or facilities for youth. Therefore, a qualitative safety assessment will be conducted at the intersections along Front Street with proposed pedestrian crossings.

TASK 19 - TRANSIT AND PEDESTRIANS

According to the *CEQR Technical Manual*, projects which generate fewer than 200 peak hour transit trips are unlikely to require a quantitative transit or pedestrian analysis. This will be used to determine the level of detail for the transit and pedestrian analyses. It is unlikely that the development generated by the Proposed Action would generate this level transit use; however an analysis will be provided in the DEIS as discussed below.

Project Initiation

In an effort to become familiar with the on-site and off-site physical constraints and/or opportunities, field inventories will be conducted, including a comprehensive photographic reconnaissance survey of Project Area conditions during the peak periods. Features that may influence the proposed development will also be identified and recorded.

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Field Inventories and Data Collection

Available transportation data from previous studies (e.g., traffic studies, transit studies, EIS documents for other developments, and agency planning documents) pertaining to the proposed study area will be utilized whenever possible to reduce data collection costs. Data that is older than three years will not be utilized unless authorized by NYCDOT. For locations where data is not available, field surveys will be conducted within the designated study area as necessary in response to the Proposed Action. Data collection will be performed during appropriate peaks (i.e., weekday morning, midday, evening and weekend) to determine existing pedestrian flows in the study area. Based on recent experience on similar projects within the New York Metropolitan area, the following field surveys will be required for the Proposed Action.

Physical Inventory

Physical inventory within the study area will be collected in the field to document the existing pedestrian and transit operating characteristics. This inventory information will include the following:

- Crosswalk widths,
- Pedestrian and traffic signal timing from the NYCDOT Signal Department will be compared to field data,
- SIRT stair locations and widths,
- Bus stop locations.

Pedestrians

Pedestrian movement counts will be conducted during the peak periods (AM, midday, PM and weekend) at a maximum of eight selected intersections on a typical weekday. The field survey data will be recorded at 15-minute intervals for each movement.

Transit

An inventory of existing transit services in the study area, including SIRT and bus routes, SIRT station access, and bus stop locations will be compiled. Current facility and ridership information will be obtained from the New York City Transit (NYCT) files. Pedestrian counts will be conducted at the Tompkinsville, Stapleton, and Clifton SIRT Station stairs during each peak period (AM, midday, PM and weekend) analyzed.

Existing Condition

The Existing Conditions for pedestrians, SIRT, and bus will be established for the study area based upon the data collected. The existing baseline year for the background conditions in the study area will be defined as the actual year of study commencement or supplemental field surveys. The pedestrian capacity analysis will be performed in accordance with the standard procedures prescribed in the latest version of the Highway Capacity Manual. Pedestrian flows and movements will be examined, including the capacity of sidewalks, crosswalks, and intersection corners. SIRT capacity and LOS will be calculated for all critical elements. NYCT bus analysis will be performed to

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determine peak load levels on routes serving the study area. These analyses will follow the guidelines provided in the *CEQR Technical Manual*.

No Build Condition

The No Build Condition for pedestrians, SIRT, and bus in the study area will be determined as follows:

- Project existing background conditions to the future Build year using appropriate growth factors obtained from DCP, NYCDOT, New York Metropolitan Transportation Council (NYMTC), or NYCT.
- Identify additional pedestrian movements, SIRT ridership, and NYCT bus ridership expected to be generated by major developments that have been approved, are in the process of being approved for construction, or are expected to be implemented by the Build Year in the study area. These trips will be added to the projected background data.
- Determine the potential shift in future pedestrian flow due to planned or committed major roadway or infrastructure improvements in the study area.
- Analyze the pedestrian, SIRT and NYCT bus conditions within the study area for the No Build Condition during the peak periods.

A tabular summary of the No Build analyses will be presented for the analysis results. Comparisons will be made to the results of existing analyses to establish the future baseline operations.

Build Condition

Future Build Condition for pedestrians and transit users in the study area will be determined for the Build Year as follows:

- Estimate the magnitude of new or additional trips to be generated by the Proposed Action land uses during the peak hours on a typical weekday and weekend for operation conditions based upon previous studies, rates provided in the *CEQR Technical Manual*, etc.
- Proposed Action-generated trips will be further segregated into several modal split categories, e.g., walk, subway, and buses.
- The peak hour, Proposed Action-generated pedestrian trips will be distributed onto the necessary intersections, based on consideration of the anticipated destinations.
- No Build pedestrian conditions will be combined with the Proposed Action-generated trips, yielding the Build Condition.
- Analyze the pedestrian, SIRT, and NYCT bus conditions within the study area for the Build Condition during the peak periods.

Proposed Mitigation (if necessary)

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The projected Build Condition will be estimated by combining the No Build projections with the additional trips generated by the Proposed Action. According to CEQR impact criteria, appropriate mitigation measures are required in connection with the Proposed Action if the potential impacts exceed the established thresholds for significant impacts. When a mitigation measure results in a change from the existing operation, the responsible City agency or public authority should be notified and their approval received in writing. In a similar manner, other mitigation measures pertaining to parking and pedestrian elements of the study areas will be considered and developed for the Proposed Action. If necessary, an agreement will be developed between the Lead Agency and NYCDOT (and other agencies, as appropriate) as to what appropriate mitigation should be implemented, and a mechanism will be put in place to ensure that it is enacted.

Mitigation measures will be applied where significant impacts were identified as part of the analyses. These measures will be developed to allow a LOS equal or better than observed in the No Build Condition. At minimum, the mitigation measures could include:

- Signal timing and phasing improvements;
- Provision of addition bus service;
- Widening of crosswalks, and;
- Widening of existing SIRT stairs or rehabilitation of closed SIRT stairs.

TASK 20 - AIR QUALITY

The air quality analyses will address the following issues that may have an impact on local air quality. Mobile source impacts, primarily from vehicles generated by the RWCDS (see pages 5 and 6 above for a discussion on the RWCDS); stationary source (i.e., heating, ventilation and air conditioning (HVAC) system) impacts within the Project Area; and the potential impacts of proximate industrial sources of air pollution on Project Area residents and workers.

Mobile source impacts include the traffic-related impacts of the Proposed Action on carbon monoxide (CO) and particulate matters (PM₁₀ and PM_{2.5}) concentrations, based on data from the traffic study discussed above. CO is a colorless, odorless gas. PM₁₀ refers to particulate matter with an aerodynamic equivalent diameter less than 10 micrometers (µm), whereas PM_{2.5} refers to particulate matter with an aerodynamic equivalent diameter less than 2.5 µm. CAL3QHC will be used for dispersion modeling and New York State Department of Transportation (NYSDOT) MOBILE6 emission factors will be used to develop mobile source emissions. Additionally, the potential for impacts on sensitive uses from nearby industrial/manufacturing activities will be evaluated.

Mobile Sources

Selection of Key Analysis Factors

The appropriate intersection selection, vehicular emission factors, and meteorological conditions, as required for use in the anticipated pollutant analysis, will be determined

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and discussed in the DEIS. The intersections will be selected on the basis of their importance with regard to traffic operations and circulation in the Project Area, their ability to provide access to and from the Project Area, the placement of air quality and noise receptors, and the potential of the intersections to be significantly impacted due to the vehicular trips generated by the proposed development. In mobile sources analysis, the intersections to be chosen for traffic and air quality impact analysis are based on peak hour trip assignment and incremental traffic added to the intersections generated by the Proposed Action. The intersections that will experience 100 or more auto trips within study area shall be evaluated for traffic.

Microscale Analysis of Carbon Monoxide and Particulate Matter

The selection of receptor locations for air quality analysis is based on the relevant New York City Department of Environmental Protection (NYCDEP) and NYSDOT guidelines, a review of the intersections chosen for the traffic analysis, a review of other relevant studies in the vicinity of the Project Area, and inspection of the Project Area. Four key intersections have been tentatively selected for the detailed microscale analysis of the impacts from the Proposed Action on vehicle-related CO and PM concentrations in the area (see Figure 12). Note that the air quality receptor sites are subject to change as more information about traffic conditions under the Build Condition becomes available. These preliminary intersections and associated air quality receptor sites will be finalized with the appropriate regulatory review agencies prior to beginning the (CAL3QHC) analysis.

Vehicular Emissions

Vehicular emission factors will be predicted utilizing a U.S. Environmental Protection Agency (EPA)-approved mobile source model to be finalized by the reviewing authorities after data collection but prior to completing the analysis (MOBILE6.2 anticipated). The program will utilize vehicle classification mix and average travel speed data, vehicle age, and maintenance conditions to determine Existing, No Build and Build vehicle emission rates.

Total Carbon Monoxide Concentrations

Maximum one-hour and eight-hour carbon monoxide concentrations will be predicted at each receptor location for Existing, No Build, and Build Conditions. It is anticipated that the EPA-approved CAL3QHC computer dispersion model will be utilized to determine CO concentrations; this will be verified with appropriate regulatory authorities prior to performing the analysis.

Particulate Matter (PM) Concentrations

Maximum 24-hour and annual average PM₁₀ and PM_{2.5} concentrations will be predicted at each receptor location for Existing, No Build, and Build Conditions. The EPA-approved CAL3QHCR computer dispersion model is expected to be utilized to determine PM concentrations; NYCDEP and NYSDOT will be consulted regarding the appropriateness of this model prior to performing the analysis.

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Comparisons to Air Quality Standards

Comparisons will be made of the predicted concentrations with Federal and State ambient air quality CO and PM standards, and with New York State increment guidelines and other criteria in order to evaluate the impacts of the proposed conceptual plans. Based on the *CEQR Technical Manual*, the *de minimis* criteria will be used to determine the significance of the incremental increase in 8-hour CO impact concentrations that would result from the Proposed Action. The criteria established to define significant impacts include: an increase of 0.5 ppm or more in the maximum 8-hour CO impact at a location where the predicted no action 8-hour concentration is equal to 8 ppm or between 8 ppm and 9 ppm; or an increase of more than half the difference between no action concentration and the 8-hour standard, where no action concentration is below 8 ppm.

The NYCDEP also established an Interim Guidance for PM_{2.5} Analyses (OPEA September 2003). The predicted project PM_{2.5} impacts will be compared to the applicable incremental impact guidance criteria to determine the potential for significant adverse impacts. The NYCDEP interim criteria are: 1) microscale analysis predicted incremental impacts of PM_{2.5} greater than 5 ug/m³ for maximum 24-hour impact or 0.3 ug/m³ for annual impact at any location; 2) New York City neighborhood analysis predicted incremental ground-level impacts PM_{2.5} greater than 0.1 ug/m³ on an annual average neighborhood-scale basis averaged over receptors placed over a one kilometer by one kilometer grid, centered around the location where the maximum impact is predicted. If these thresholds are exceeded, the mitigation may be necessary.

Existing Condition

The mobile source air quality analysis will be conducted using the methodology described above to reflect the existing ambient air quality in the vicinity of the Project Area. The modeling results will give the CO and PM concentrations representative of current conditions within the area. Background CO and PM levels will be obtained from the nearest NYSDEC air quality monitoring station.

No Build Condition

Mobile source modeling and dispersion modeling will be conducted, following the guidelines of the methodology above, to determine the ambient air quality of the Project Area under the Future No Build Condition. Stationary sources of air pollution in the vicinity of the Proposed Action that may impact the Project Area also will be identified.

Build Condition

The Future Build Condition mobile source air quality analyses will identify and quantify the relevant pollutant emission rates and their air quality impacts due to the development of the Proposed Action as described in the methodology above. Comparisons between the Future No Build and Build Conditions will also be discussed.

Stationary Sources

A preliminary screening analysis will be performed for the HVAC system by using the methodologies either described in the *CEQR Technical Manual* or the *EPA Guidelines*

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for Air Quality Maintenance Planning and Analysis, Volume 10, Procedures for Evaluating Air Quality Impact of New Stationary Sources. The methodology is a combination of manual and computer screening modeling for estimating worst case ground level concentrations, at elevated locations (e.g., high-rise buildings) and within the cavity formed by the wind as it passes over a building.

Upon completion the screening cavity analyses, the Industrial Source Complex (ISC) model will be used if the screening analysis indicates the need for a more detailed modeling.

Industrial Sources

A field survey will be completed to determine the existence of manufacturing facilities within 400 feet of the Project Area. Copies of each facility's emission records will be obtained from the NYCDEP Bureau of Environmental Compliance. If necessary based upon information on emissions from such facilities within 400 feet, a screening analysis of potential impacts from permitted industrial sources will be performed. The Industrial Source Screening will follow the *CEQR Technical Manual* guidance. Impacts from potential industrial sources may be screened by utilizing the EPA model SCREEN3. The industrial sources within a distance from 30 feet to 400 feet can be further evaluated for assessing potential impacts using screening criteria indicated in CEQR Table 3Q-3 (*CEQR Technical Manual*, page 3Q-29) and based on the ISC3 dispersion model.

If these screening results exceed the values established in Table 3Q-3 of the *CEQR Technical Manual*, then a detailed analysis is required. The criteria to assess detailed impacts after screening analysis of permitted industrial sources (including large fossil-fuel burning sources, major sources permitted by NYSDEC or NYSDEP) include: estimates of discharges and emission limits based on permits or certificate-to-operate, or EPA AP-42 model; performing field observation; and impact dispersion modeling by using ISC3, ISC-PRIME, or AERMOD models developed by EPA. The concentration criteria are to ensure the compliance with NAAQS and state ambient concentration guidelines.

Proposed Mitigation (if necessary)

Mitigation measures will be developed as needed. Potential mobile source air quality mitigation measures are mostly dependent on the results of any traffic mitigation that may be required. No significant stationary source air quality impacts are anticipated.

TASK 21 – NOISE

In the New York City Ambient Noise Quality Criteria found in the *New York City Noise Code, Subchapter 6, Ambient Noise Quality Zones, Criteria and Standards*, it is stated that ambient noise quality zones are formulated on the basis of present existing land-use zones. Ambient noise quality criteria and standards are established in Table 3 for each of the ambient noise quality zones. Not included in the standard are contributions to the sound level from natural sounds such as birds and thunder and sound sources outside the

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boundaries of the noise source such as public highways, vehicular traffic and over-flying aircraft.

TABLE 3 Ambient Noise Quality Criteria		
Ambient noise quality zone	Day-time standards (7am-10pm)	Night-time standards (10pm-7am)
Noise quality zone N-1 (Low density residential RL; land-use zones R-1 to R-3)	Leq=60 dB(A) measured for any one hour	Leq=50 dB(A) measured for any one hour
Noise quality zone N-2 (High density residential RH; land-use zones R-4 to R-10)	Leq=65 dB(A) measured for any one hour	Leq=55 dB(A) measured for any one hour
Noise quality zone N-3 (All commercial and manufacturing land-use zones)	Leq=70 dB(A) measured for any one hour	Leq=70 dB(A) measured for any one hour

The Federal Highway Administration (FHWA) has developed noise regulations applicable to federal-aided highway projects. These regulations are described in 23 CFR 772 and Procedure for Abatement of Highway Traffic Noise and Construction Noise (FHWA, June 1995). FHWA's procedures for highway traffic noise analysis and abatement specify the requirements that state highway agencies must meet when using federal funds for highway projects in order to protect public health and welfare. These procedures include:

- Identification of land uses or activities that may be affected by traffic noise under project operation.
- Determination of existing noise levels through measurement of current conditions.
- Prediction of traffic noise for the No Build and Build Conditions.
- Examination and evaluation of noise abatement measures to reduce or eliminate noise impacts.
- A general analysis of construction noise.

FHWA has also established noise abatement criteria based on the noise sensitivity of various land uses for motor vehicle noise on roadways constructed with federal funds (see Table 3).

According to FHWA Guidance, a project is defined as having noise impacts when:

- Sound levels approach or exceed the noise abatement criterion given in Table 4 below. Noise levels that approach the criteria are defined by FHWA and adopted by DDOT as occurring at one dBA less than the criteria levels; or
- There is a substantial increase in the sound levels over existing conditions. Substantial increase refers to the net increase in sound levels from existing to that predicted for the design year at the same location and is defined to be six decibels or greater by DOT.

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It should be noted that these criteria are generally applicable to a Type I project, which is a proposed project for the construction of a highway on a new location or the physical alteration of an existing highway which significantly changes either the horizontal or vertical alignment or increases the number of through-traffic lanes.

**TABLE 4
FHWA Noise Abatement Criteria (NAC)
Hourly A-weighted Sound Level in Decibels (dBA)**

ACTIVITY CATEGORY	NOISE ABATEMENT CRITERIA		DESCRIPTION OF ACTIVITY CATEGORY
	L ₁₀	L _{eq}	
A (Exterior)	60	57	Lands on which serenity and quiet are of extraordinary significance and serve an important public need, and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.
B (Exterior)	70	67	Picnic areas, recreation areas, playgrounds, active sports areas, and parks that are not included in Category A; and residences, motels, hotels, public meeting rooms, schools, churches, libraries and hospitals.
C (Exterior)	75	72	Developed lands, properties or activities not included in Categories A or B above.
D	C	C	Undeveloped lands.
E (Interior)	55	52	Residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals and auditoriums.

* Source: Title 23 Code of Federal Regulations, Part 772.

The screening procedures identified in the *CEQR Technical Manual* will be followed to determine if a detailed noise analysis would be required for potential stationary or mobile sources of noise. A doubling of PCEs is equal to approximately 3 dB(A) change in sound levels. The doubling of PCEs is considered a significant increase in PCEs. A 3 dB(A) difference in sound level is typically perceived as a noticeable difference.

If the screening methodologies indicate a need for detailed study the following methodology will be followed. As stated in *CEQR Technical Manual* (Section 332.1 of the noise chapter), “when analyzing conditions that result in new or significant changes in roadway or street geometry; when roadways that currently carry no or very low traffic volumes are involved; when ambient noise is the result of multiple sources including traffic; or when a detailed analysis of changes due to the traffic component of the total ambient noise levels is necessary, the FHWA Traffic Noise Model (TNM) should be used.”

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The screening procedures identified in the *CEQR Technical Manual* will be followed to determine if a detailed noise analysis would be required for potential stationary or mobile sources of noise. If the screening methodologies indicate a need for detailed study the following methodology will be followed.

Existing Condition

An appropriate study area will be delineated and existing noise conditions will be assessed through evaluation of areas and at selected sensitive receptors, particularly noise generated by heavy vehicle traffic. Existing noise levels in the study area will be determined by field monitoring of the Existing Conditions, consistent with all applicable procedures. The instruments used will meet the applicable ANSI Standards capable of providing slow response to sound pressure stimulation, and equipped with a calibration device and wind screen. The following steps will be taken as part of the Existing Conditions analysis.

Select Appropriate Noise Descriptors

Select appropriate noise descriptors to characterize the noise environment and the impact of the Proposed Action based on current *CEQR Technical Manual* and NYCDEP criteria.

Select Receptor Locations

Six preliminary mobile source noise receptor sites have been selected for detailed analysis (see Figure 13). Receptor sites include locations where Proposed Action-generated development would have the greatest potential to affect ambient noise levels and where high existing ambient noise levels could adversely affect new residential and other sensitive uses. Similar to the air quality receptor sites, the noise receptor sites are subject to change as more information about traffic conditions under the Build Condition becomes available.

Determine Existing Noise Levels

At each of the receptor sites identified above, existing noise levels will be measured at various time periods throughout the day. The measurement sites will typically be monitored during a normal day (8 AM to 4 PM) to document the ambient noise of a proposed school. The sites shall be micro-sampled to cover the peak AM and midday noise periods. Weather conditions during the noise monitoring periods will be recorded. Monitoring will not occur during heavy wind or rain.

Section 312 of the *CEQR Technical Manual* states that “if a substantial stationary source noise generator is within approximately 1,500 feet of a receptor and there is a direct line of sight between the receptor and the generator, further analysis may be needed.” A more refined screen to determine whether a detailed noise analysis is necessary would be to determine whether noise from the stationary source would produce a $L_{eq(1)}$ of 45 dB(A) or greater at nearby receptor sites. A detailed analysis would be necessary if the noise from a stationary source at any receptor site exceeds 45 dB(A).

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No Build Condition

Future noise conditions without the Proposed Action in place will be projected and assessed based on anticipated future conditions including changes in traffic and structures. Modeling methods for the No Build Condition will be the same as discussed below for the Build Condition, except that noise associated with the RWCDs will not be included in these projections.

Build Condition

The monitoring data collected at the six receptor locations, in conjunction with New York City Ambient Noise Quality Criteria and New York City Noise Performance Standards, will provide the basis for determining the potential impact of the environment from the RWCDs.

Future AM and PM traffic noise levels will be modeled for the fully developed RWCDs. Traffic and operation data provided from the traffic study, in conjunction with New York City Environmental Protection Order-City Environmental Quality Review (CEPO-CEQR) Noise Standards, will provide the basis to determine the potential impact of the RWCDs operation upon the environment. Should the noise contribution from operation of the RWCDs be considered significant, mitigation measures will be proposed and assessed. The results of the analysis will be compared to relevant noise standards to identify any impacts. Significant impacts will be determined by the following criteria: (1) if predicted traffic noise levels equal or exceed the Federal Noise Abatement Criteria, or (2) if the predicted traffic noise levels exceed the existing noise levels by more than the CEQR 3 decibels threshold. Sites requiring an E-Designation placed on the revised zoning map due to noise conditions will be identified as appropriate.

Proposed Mitigation (if necessary)

If necessary, reasonable and practicable mitigation measures to reduce or eliminate adverse noise impacts that would be caused by the RWCDs will be determined and discussed.

As stated in Section 511 of the *CEQR Technical Manual* “The first option to consider is to reroute traffic causing the significant impact. If rerouting is not feasible, the most common mitigation measure used for vehicular noise impacts is to provide adequate window/wall attenuation at the affected receptor to conform with the Noise Exposure Guidelines acceptable interior noise levels of 45 dB(A)”. The Proposed Action has not been designed, but it is anticipated that proper window/wall attenuation would be provided based on the Building Code.

TASK 22 - CONSTRUCTION IMPACTS

Construction impacts are usually important when construction activity could affect traffic conditions, archaeological resources, the integrity of historic resources, community noise patterns, air quality conditions, infrastructure, and hazardous material exposure and/or mitigation, along with any other areas of environmental assessment, as appropriate. Construction, especially if long-term, could potentially affect business in the vicinity of

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construction activity and may require temporary closure of roads, vehicular travel lanes or sidewalks.

The likely construction schedule for development of the Proposed Action and an estimate of activity on-site will be described in this section. Because there are no specific plans for individual buildings within the Rezoning Area other than the Proposed Action's developments, a qualitative analysis of the effects of construction activities will be performed, focusing on areas where construction activities may pose specific environmental problems. As more information becomes available about the methods, duration and sequencing of construction a determination will be made for the need to complete more in depth technical analyses for areas such as traffic, air quality, noise, land use, neighborhood character, socioeconomics and community facilities. Where potential significant impacts are anticipated, workable mitigation measures will be identified that could be implemented to reduce significant impacts.

TASK 23 – PUBLIC HEALTH

This chapter of the DEIS will examine the potential impacts of the Proposed Action (e.g., traffic, air quality, noise and hazardous materials) on the health of residents and workers in the Project Area. As applicable, the significance of anticipated public health impacts will be evaluated and mitigation measures developed as necessary. The information in this chapter will be compiled from the air quality, noise and hazardous materials chapters of the DEIS.

TASK 24 - ALTERNATIVES

Typically, alternatives to be analyzed are finalized with the Lead Agency when the project impacts are better understood. However, in addition to the No Action Alternative, it can be assumed at this time that the DEIS will include a No Impact Alternative which avoids unmitigated significant adverse impacts associated with the Proposed Action and a Studio Use Alternative, which assumes that Site B4 of the Homeport Site would be utilized as a movie/television studio. Site B4 formerly included a studio use which is no longer in operation. During the planning process, some members of the Mayor's Homeport Task Force, as well as community members, were supportive of the concept of reactivating this site for possible future studio use. This alternative would analyze the impacts associated with such a use.

The alternatives analysis will be primarily qualitative, except where impacts of the Proposed Action have been identified, and will compare alternative impacts to those of the Proposed Action. For technical areas where significant impacts have been identified for the Proposed Action, the alternatives analysis will determine whether these impacts would still be significant under each alternative.

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TASK 25 - MITIGATION

Where significant impacts have been identified in the analyses discussed above, measures will be assessed to mitigate those impacts. This chapter of the DEIS will summarize the impacts of the Proposed Action and the mitigation measures presented in each technical chapter. If any impacts can not be mitigated, they will be described as unavoidable adverse impacts.

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sailors occupying the Homeport Site and using the Pier. What are the plans for the Pier in the future, after the Navy leaves?

Response: The future use of the Pier is undecided. While EDC manages the Pier on behalf of the City, a Memorandum of Understanding (MOU) between EDC and the Navy allows the Navy to use the Pier for a certain number of days each year. It is likely that the Navy will want to keep the MOU active into the foreseeable future. Event days are unusual at the Pier and could be accommodated in a manner similar to existing conditions. Security is not part of the scope of work for the environmental review. It is expected that the Navy would protect any ship using the Pier to its fullest capability, as it has in the past.

Comment: One person commented that the SIRT Stapleton station should be improved.

Response: SIRT improvements are the responsibility of SIRT/MTA and are beyond the scope of the Proposed Action. It should be noted that while the SIRT Stapleton station's southern stairway (at Water Street) is currently closed, it will reopen in the spring of 2006. Basic improvements to the Stapleton station also will be complete at that time. Furthermore, although the project sponsor has no control over SIRT improvements, it is committed to working with the MTA to facilitate future SIRT renovations and/or enhancements.

Socioeconomics

Comment: A few people commented that the Proposed Action should provide affordable housing to Staten Islanders.

Response: Provision of affordable housing is outside of the Proposed Action's scope of work. During the planning process, the Homeport Task Force identified other priorities such as low density development and limited building heights. In addition, the project would provide significant public benefits, including 12 acres of new open space and waterfront esplanade, and new roadways, which require development-generated funds to cover maintenance costs. These factors make affordable housing provisions unfeasible.

Comment: Several people commented that they liked when Stapleton Studios occupied part of the Homeport Site, and that they would like to see a movie/film studio use incorporated into the Proposed Action.

Response: The Alternatives chapter of the EIS will evaluate an alternative to the Proposed Action that includes a movie studio use.

Comment: Several individuals expressed concern with how Proposed Project would affect Bay Street businesses. Some also felt that the project includes too much retail.

Response: The EIS will evaluate the Proposed Action's potential socioeconomic impacts on Bay Street businesses and residents. The New Stapleton Development Waterfront Plan purposefully limits the amount of retail incorporated into the Plan so that it does not attract customers away from existing and future Bay Street businesses. The limited, local retail is meant to complement rather than compete with Bay Street enterprises. The

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Proposed Action also includes street mapping actions for several streets, including Prospect, Water and Canal Streets. These “punch out” streets would be improved to strengthen connections between Bay and Front Streets, helping to ensure that the customer base east of the SIRT line has easy access to Bay Street businesses, and vice versa.

Comment: One written comment was that the EIS should evaluate the potential for direct business displacement on Potential Development Sites in addition to Projected Development Sites.

Response: The EIS will evaluate the Proposed Action’s potential for business displacement on Projected *and* Potential Development Sites.

Comment: One individual commented on the width of Baltic Street and how the mapping of the street would impact property owners.

Response: The EIS will address the mapping of Baltic Street and identify potential impacts on property owners.

Land Use, Zoning and Public Policy

Comment: One person commented on the importance of Tappen Park to Stapleton Village and its revitalization. It was also noted that the Proposed Action should be coordinated with other projects and developments planned for the community.

Response: The design of the Proposed Project’s approximately 12 acres of public open space did take into account Tappen Park and upland connections to it. The issue of project coordination will be discussed in the EIS. The No Build Condition includes planned projects/development for the study area. Furthermore, the Land Use, Zoning and Public Policy chapter of the EIS will assess the Proposed Action in terms of its consistency with local public policy plans. It should be noted that a privately-sponsored study is being conducted to address the more extensive issues that face the Stapleton community. The New York City Department of City Planning Staten Island Borough Office is aware of the needs and dynamic nature of the Stapleton community, and may contemplate rezoning or other actions sometime in the future. Currently there are no plans in place for such actions.

Comment: One person commented that the Proposed Action should not include public housing.

Response: The Proposed Action does not include public housing.

Comment: One commenter noted that the Proposed Action should look into incorporating “smart growth” strategies. Maybe the project should consider development along existing transit corridors, such as the construction of higher-rise (four- to five-story) residential buildings with ground floor retail along the SIRT line.

Response: The development contemplated can reasonably be characterized as “smart growth” due to its transit-oriented/transit-enhanced nature. The mixture of housing,

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retail, economic development and open space should benefit from its proximity to the SIRT.

Comment: At least one person commented that the project should include a marina use.

Response: A marina use has not been included as part of the Proposed Action and therefore will not be evaluated in the EIS. However, the proposed zoning does not preclude the future development of a marina use.

Neighborhood Character

Comment: Several individuals commented that they were concerned that the Proposed Action would divide the Stapleton community, and that the waterfront area would develop separately from the upland portion of Stapleton. They fear that public money will be spent to create an exclusive residential enclave at the Homeport Site. Another related concern was that the retail on the Homeport Site would ensure that these new high-income residents would hinder the growth of present and future Bay Street businesses.

Response: The EIS will address these issues in the Neighborhood Character and Socioeconomics chapters. The amount and type of retail included in the Proposed Action was purposefully constrained so that it would not attract customers away from existing and future Bay Street businesses. The limited, local retail is meant to complement rather than compete with Bay Street enterprises. The Proposed Action also incorporates street mapping actions for several streets, including Prospect, Water and Canal Streets. Improving these “punch out” streets would strengthen connections between the new development that would occur east of the SIRT line and the upland area to the west.

Community Facilities and Services

Comment: Several individuals commented that many of Staten Island’s public schools are already over crowded and over capacity. They strongly feel that the EIS must analyze the Proposed Action’s potential impact on Staten Island’s public schools.

Response: The EIS will include an analysis of public schools using methodology set forth in the *CEQR Technical Manual*. It should be noted that the DOE has definitive plans to increase the capacity of public schools on Staten Island and within the vicinity of the Proposed Action.

Comment: At least one commenter noted that the EIS should consider the impact of new residents on Staten Island hospitals.

Response: The Community Facilities chapter of the EIS will include a summary of the City’s plans to increase healthcare facilities on the North Shore of Staten Island. The Proposed Action does not exceed the CEQR threshold for a detailed healthcare analysis. The *CEQR Technical Manual* only requires a detailed healthcare analysis when a proposed action would add a large number of low-to-moderate-income residential units (600 or more) to an area. The CEQR healthcare assessment focuses on emergency and outpatient services that could be impacted by the introduction of a substantial number of

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low-income residents who may rely heavily on nearby hospital emergency rooms and other public outpatient services. As insured patients have access to inpatient hospital and nursing home services citywide, the potential for a project with market-rate housing to result in the overutilization of inpatient beds or nursing home services is rarely an issue.

Comment: One person stated that the Proposed Action should include assisted senior citizen housing.

Response: Provision of assisted living services for senior citizens is outside of the Proposed Action's scope of work.

Urban Design/Visual Resources

Comment: Several individuals are concerned that the Proposed Action will include high-rise residential development along the waterfront, which would obstruct waterfront views for Stapleton residents.

Response: The Special Stapleton Waterfront District would limit building height to 50 feet, or approximately 4-5 stories (with the exception of the Sports Complex that is proposed for parcel B2 on the Homeport Site, which could be up to 60 feet tall). The EIS will analyze these issues in the Urban Design/Visual Resources chapter.

Comment: One person commented on the lack of waterfront access for Stapleton residents.

Response: The Proposed Action would provide public access to the waterfront in an area where it currently does not exist, and would create approximately 12 acres of new public open space along the Upper New York Bay waterfront.

Comment: One person commented that the design of the housing should be diverse, just as Stapleton is a community comprised of diverse residents. The residential housing design should not mimic the aluminum-siding condominiums that are being constructed throughout the borough.

Response: The Urban Design/Visual Resources chapter of the EIS will address this issue. The proposed Special Stapleton Waterfront District would incorporate zoning controls for design elements such as height and setback, which would limit the type and amount of development. Furthermore, design guidelines are being developed for inclusion in the Request for Proposals (RFP) documents that would be sent to the development community to redevelop the Homeport Site. The design guidelines are expected to encourage the use of environmentally-friendly materials, colors, lighting, and overall maintenance standards.

Infrastructure and Energy

Comment: Several individuals commented on the lack of infrastructure in the Stapleton area, and expressed concern that the Proposed Action would place more demand on an over-burdened system.

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Response: The EIS will analyze the Proposed Action's potential impacts on infrastructure. The Proposed Action would substantially improve infrastructure in the Project Area. New sewers and catch basins would be installed along Front Street and the existing drainage problems associated with low-lying areas would be addressed.

Comment: One person commented on the Proposed Action's use of alternative energy sources/"green" technologies.

Response: The EIS will evaluate energy use. The Proposed Action's development guidelines would likely encourage the use of "green building" technology.

Natural Resources

Comment: One person commented that the EIS should evaluate the Proposed Action's potential wetland impacts.

Response: The Natural Resources chapter of the EIS will analyze the potential for such impacts. The Proposed Action is expected to improve shoreline conditions, as it would incorporate shoreline stabilization and clean up activities for certain segments of the Project Area's shoreline.