

Police Academy – College Point, Queens

CHAPTER 1: PROJECT DESCRIPTION

A. INTRODUCTION

The New York City Police Department (NYPD or “the Department”) is proposing to construct a new Police Academy to incorporate many of the NYPD’s existing training facilities throughout the City of New York (“the City”) into one consolidated campus, which would be located on approximately 35 acres of City-owned land in College Point, Queens (see Figure 1-1, “Project Site Location Map”). The proposed action would allow for the development of a modern academic and physical training complex, to be operated by the NYPD, which would consolidate in a single campus facilities for recruits, civilians, and active (in service) police officers that are currently spread across the City. The total development size would consist of approximately 2.4 million gross square feet (gsf) of built space and would include indoor training facilities, classrooms, and related support space, an indoor firearms training facility, a tactical village, an indoor track, a police museum, a visiting police/lecturer lodging facility and 2,000 accessory parking spaces, including an above-grade parking garage of approximately 1,800 spaces to accommodate on-site parking demand (“proposed Academy” or “proposed development”).

The proposed Academy site the majority of which is the Department’s College Point vehicle impoundment (“Tow Pound”) site is identified by several different addresses, including: 26-02 Ulmer Street, and 128-11 28th Avenue¹. Located in the College Point, Queens section of Community District 7, the proposed development would be located on a portion of the block bounded by 28th Avenue to the north, Ulmer Street and the Southbound Whitestone Expressway Service Road to the east, 31st Avenue to the South, and College Point Boulevard to the west (see Figure 1-1 for the proposed Site boundaries). The site consists of the following parcels: Block 4321, Lot 48; Block 4323, Lot 19; Block 4324, Lot 1; Block 4325, Lot 1; Block 4326, Lot 1; Block 4327, part of Lot 1; Block 4328, part of Lot 1; Block 4329, Lots 1, 7, 10, and 75; Block 4301, part of Lot 1; Block 4359, part of Lot 1; Block 4358, part of Lot 1; Block 4357, part of Lot 1; Block 4356, part of Lot 30; and Block 4354, Lot 50 (“Project Site” or “proposed Academy site”)². The Tax Lots mentioned above which comprise the proposed Academy site have a total area of approximately 35 acres. The entire Project Site is City-owned, as described below.

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

Current buildings at the College Point Tow Pound include the two-story, approximately 17,000 square-foot main administrative building/garage at the 31st Avenue entrance and an outlying building, a one-story, approximately 1,125 square-foot structure which is located near its secondary access

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

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

along Ulmer Street at the northeastern edge of the property. The southern five acres of the existing Tow Pound, including the main administrative building/garage, is located to the south of the proposed Academy's southern property line. As such, the main building is not located within the limits of the proposed Academy site.

Currently, the NYPD has 61 (47 uniformed and 14 civilian) employees staffing the Tow Pound in three tours (10 in the first platoon, 33 in the second platoon, and 18 in the third platoon). It should be noted that the current staffing levels at the College Point Tow Pound are below typical staffing levels at this facility as a consequence of attrition through retirements, transfers, and promotions. According to the NYPD, these staffing levels are a deviation from the optimal personnel staffing levels of the 2001 calendar year when 57 uniformed members and 21 civilian members were employed. On a typical day, 30 people arrive at the Tow Pound to pick up their property (vehicle, motorcycle, auto parts) during the second platoon (8 AM to 4 PM), and 20 people arrive during the third platoon (4 PM to 12 midnight). The facility is not open to the public for property retrieval during the first platoon (overnight, 12 midnight to 8 AM).

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

This proposed project involves one discretionary action, consisting of site selection for a public facility ("the Proposed Action"). Approximately 2.4 million gsf of total program would be constructed on-site, including academic space, physical training facilities, administrative and support components, an indoor pistol range, a field house, a tactical village, an emergency vehicle operations course (EVOC) course, a police museum, and a paid student/guest lecturer lodging facility. Additionally, a minimum of 2,000 accessory parking spaces would be provided on-site, including an above-grade parking garage of approximately 1,800 parking spaces and 200 at-grade parking spaces that would be located throughout the site in at-grade parking lots and along the interior network. Landscaping on-site would include an interior courtyard and muster area, landscaped buffers along 28th Avenue and Ulmer Street, and a planted buffer adjacent to the on-site drainage ditch.

The proposed Academy would comply with all applicable laws and ordinances, including the recently enacted Green Buildings Law (Local Law 86) governing sustainable design. Green building design, or sustainable design, strives to reduce a building's impact on its occupants and the environment. Sustainable design integrates architectural elements and engineering systems to optimize performance of proposed buildings and their interaction with the environment. As part of the effort to obtain this certification, the proposed Academy will be using a variety of sustainable design features and best

management practices that would increase the quality and decrease the quantity of stormwater that leaves the Project Site and flows into Flushing River/Flushing Bay. These features would complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as most of the stormwater would fall on roofs of the buildings and on landscaped surfaces and would be collected and treated through a combination of natural and mechanical means. This treatment is expected to include removal of total suspended solids and total phosphorous, as applicable. The proposed Academy would also use a green roof system (vegetated) to collect and utilize rainwater. The system would retain rainwater, promote evapotranspiration, decrease the amount of runoff from the Project Site, and provide treatment through biological means. A bio-retention system is also proposed and would be located on the north side of the Project Site, along 28th Avenue. It would include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system would slow the discharge of runoff from the site, promote infiltration, increase landscape aesthetics and provide stormwater treatment through biological means. Finally, a bio-swale is proposed on the east side of the Project Site. The bio-swale would consist of an open channel system with underdrainage that utilizes engineered soils and vegetation to collect, convey, and treat runoff. The bio-swale would also slow the discharge of runoff from the site, promote infiltration, and provide stormwater treatment through biological means.

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

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

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

Based on the currently proposed development program, in addition to the site selection action, the proposed development will require several overrides from the deputy mayor, as mentioned above. The required overrides are described in detail below under Section D, “Description of the Proposed Action.”

If all necessary approvals are granted, construction of the proposed development is expected to commence in late 2009. It is expected that the proposed development would be constructed in several consecutive stages with the recruit-centric facilities completed and operational by 2012 during the first construction sequence and full build out of the program anticipated by the end of 2014. Therefore 2014 is the analysis year used throughout this Environmental Impact Statement (EIS).

This EIS has been prepared in conformance with applicable laws and regulations, including Executive Order No. 91, New York City Environmental Quality Review (CEQR) regulations, and follows the guidance of the *CEQR Technical Manual*, October 2001. The EIS includes review and analysis of all relevant impact categories identified in the *CEQR Technical Manual*. The EIS contains a description and analysis of the Proposed Action and its environmental setting; the environmental impacts of the Proposed Action, including its short and long term effects, and typical associated environmental effects; identification of any significant adverse environmental effects that can be avoided through incorporation of corrective measures; a discussion of alternatives to the Proposed Action; the identification of any irreversible and irretrievable commitments of resources that would be involved in the Proposed Action should it be implemented; and a description of any necessary mitigation measures proposed to minimize significant adverse environmental impacts.

B. PURPOSE AND NEED

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

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

Manhattan

- NYPD Academy, 235 East 20th Street
- NYPD Museum, 100 Old Slip

Brooklyn

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

Bronx

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

Queens

- 28-11 Queens Plaza North: Traffic Enforcement

The February 2006 survey identified many deficiencies in the existing training facilities. Focus group studies conducted by the NYPD among former police recruits have indicated that recruit training facilities are in a dire state and cited the following examples: lack of modern equipment; inadequate learning spaces; inadequate tactical training spaces and amenities; and the difficulty of the nighttime training tour. The survey found the existing classroom facilities to be inefficient and outdated. Many classrooms can fit a maximum of 40 students, or roughly one recruit company. Much of the standard

academic curriculum could be taught in much larger groups of three or more companies to maximize space and instructor efficiencies. Further, there is a general lack of space and modern equipment to adequately accommodate the NYPD's scenario-based training methods.

As indicated above, the NYPD currently conducts training in numerous facilities, which are scattered throughout the City. Each facility is described briefly below.

Police Academy, Manhattan

The primary recruit training facility, the eight-story, 289,000 square-foot Police Academy, is located on East 20th Street in the Gramercy Park neighborhood of Manhattan. This facility handles the bulk of recruit training activities, particularly the academic phase of a recruit's six month training cycle. The Department estimates that 42 percent of all NYPD training currently occurs at the Academy, including entry-level, in-service, executive, civilian, and cadet training courses. Floors 1 through 5 are primarily devoted to the training of new police recruits and include: general classrooms; computer classrooms; offices; a gym and locker rooms; and an assembly space. Recruits muster at either the Campus Deck outside the East 20th Street lobby or on the third floor Muster Deck. Floors 6 through 8 include the library, lecture rooms, computer rooms, classrooms, offices and support spaces, primarily for in-service use.

Today, the recruit curriculum is often compromised as a result of the lack of space at the facility. This is true for classroom space as well as for physical training and tactics spaces, which must deliver the daily staple of the recruit curriculum. Because there is no running track at the facility, 250 recruits at a time are forced to run around the gym for a warm-up portion of the class, forcing the average running pace down to the slowest common denominator. Tactical spaces are also scarce; excessive recruit time is wasted standing around waiting for an opponent once they have been shown a given tactical technique.

In spite of space constraints, many in-service training programs are still held at the Academy, most notably Promotional Training courses, Executive Training, and Computer Training. The eighth floor of the Academy is dedicated specifically to in-service training administration and classes. In the sub-basement, the pool and firing range are used for specialized in-service training.

State-of-the-art when it opened in 1965, this facility was originally intended for a police department of 27,000, or roughly half the size of the current force. The Police Academy is operating well over capacity and is unequipped to meet the needs of any 21st century police force, much less the largest police force in the U.S. While lack of space is the most pressing issue as far as immediate training needs, the poor quality of those spaces is also a major concern: classroom sizes are not matched to curriculum delivery, instructional environments lack basic multi-media and instructional systems; equipment and furnishings are inoperable and out of date; storage is hard to come by; and HVAC systems are outdated and/or otherwise impaired.

Rodman's Neck, the Bronx

The Rodman's Neck facility, located in the northeast section of the Bronx adjacent to Pelham Bay Park, is operated by NYPD's Firearms and Tactics Section (FATS) and is comprised of a series of modular trailers housing classrooms, offices, storage, bathroom, and locker facilities. The facilities are used for firearms training for new police recruits, basic in-service firearms re-qualifications, special operations training, counter-terrorism, disorder control, bomb squad, and OCCB training. For the most part, temporary trailers and modular units comprise the bulk of the buildings. The grounds include two 54-point fixed target ranges and three 27-point moving target ranges used by both recruits and in-service officers. A 25,800 square-foot Tactical Village, coined "simmunitions," was recently constructed for urban training scenarios using detergent-based ammunition. This Tactical Village

includes two, four-story mock apartment buildings, streetscape and related tactical classrooms and offices.

A separate “Tac House” was built to accommodate scenario-based training courses for new recruits. Most firearms training classes occur in trailers and modular structures, as do gun cleaning and FATS firearm simulation classes. Ammunitions and gun storage is housed in trailers while bulk storage for the site is housed in a series of shipping containers. The Bomb Squad uses the southernmost part of the island, known as the “Pit”, for destroying unexploded bombs. The area also has a helipad and docks for Harbor Patrol launches.

The NYPD notes that there are several issues with the current facility condition, including: training courses and tactical programs have had to conform to the size and systems afforded by temporary modular structures; gun cleaning facilities are inadequate and do not permit sufficient space per trainee; storage is highly inadequate and substandard; the Tactical Village is sufficient for certain types of training, but it cannot be tailor-fit for specialized programs such as those required by the Emergency Services Unit; and flooding is a constant problem throughout the entire site, and is a severe problem on the firing ranges where lead mitigation measures have hindered proper drainage patterns.

The proposed Police Academy would include indoor pistol training ranges, which would be well insulated to ensure that noise from the firing range is not audible outside. An expanded number of fixed and moving targets would be provided to accommodate both in-service and recruit needs. The new facility would also provide state-of-the-art learning environments for specialized, scenario-based training activities.

Floyd Bennett Field, Brooklyn

The NYPD occupies a portion of the old Floyd Bennett Field airport, New York’s first municipal airport that was dedicated by Mayor Walker in 1930. Located on the Barren Island landfill at the eastern end of Flatbush Avenue in Brooklyn, this facility is currently preserved by the National Park Service as part of the Gateway National Recreation Area. The NYPD uses a portion of the historic airfield that until 1998 was occupied by the U.S. Coast Guard. The Department currently leases approximately 18 acres from the National Parks Service.

NYPD’s Driver Training Unit (DTU) and Emergency Services Unit (ESU) occupy all floors of the former Coast Guard building and use the attached aviation hangar for its helicopter fleet. The Department also occupies portions of the “Hotel”, a former two-story hotel once used by Coast Guard employees. A number of smaller sheds surrounding the Coast Guard building house storage and repair shops related to NYPD training and operations. ESU has also constructed a number of its own specialized training courses throughout the grounds. Some of these include: 1) ropes training tower constructed from shipping containers; 2) a confined spaces course located around a crashed bus; 3) a subway training course located above-ground, and 4) a “Tac House” with apartments for “simulations” firearms training.

In addition to classroom and administration space in the former Coast Guard administration building, DTU uses approximately 474,000 square feet (10 acres) of the abandoned airfield as an EVOC for both recruit and in-service driver training. Driver training includes automobile, van, large vehicle, motorcycle, scooter, and bike training. The EVOC course is configured with cones in a “U” shape around the field, surrounding large vehicle training in the center.

A training fleet of all the above vehicles is stored on-site while the bulk of repairs are done off-site. DTU also repairs the Department’s fleet of bicycles in the bike repair shop. This repair shop is located adjacent to the Highway Patrol’s vehicle shed.

Both DTU and ESU have considerable storage needs (related to both training and departmental operations), which are not being adequately met at the facility. Most storage is provided outside in shipping containers that have no climate controls and are often vulnerable to the elements.

Both DTU and SOD have kept their respective facilities in excellent states of cleanliness and, to the extent possible, repair. In spite of this, however, the general condition of the facilities is poor. More specific facility issues include: insufficient classroom space for driver training programs; the EVOC field is inadequate in size and design to meet training needs within one tour; classrooms lack basic equipment and IT systems; the makeshift tactical environments are insufficient; the administrative space is inadequate; there is no potable water on-site; there are no cafeteria or food services on-site other than vending machines, a problem given the site's remote location; the records storage space is inadequate; the bathroom and locker room space is inadequate; and equipment storage is provided in shipping containers that have no climate control.

A new Police Academy offers the Department an opportunity to re-design the EVOC field and to provide more space in general to meet both in-service and recruit training demands. This includes all-weather training courses. Additionally, the new facility would be able to co-locate the driver training classrooms and the EVOC field, with state-of-the-art training environments for specialized, scenario-based training activities. The Academy would also provide state-of-the-art facilities for the growing COBRA program. Further, the Academy would provide a central location with a cafeteria and potable water as well as the other requisite services for all of its users.

Brooklyn Technical High School

The Brooklyn Technical High School facility is the largest high school in New York City, with over 4,200 students. The school has been generous enough to lend space to the Department during evenings and school vacations for the purpose of conducting both entry-level and in-service courses for its School Safety Agents. Facilities used by the School Safety Training Unit include five to six classrooms, the gym, and the assembly space. The 24 instructors, all of whom work the 4 PM-12 AM tour, have a small locker room attached to a small administrative area. Currently, recruit training consists of a 14-week, entry-level School Safety Agent Academy. In-service training at this location consists of approximately 336 in-service school safety agents.

The high school, while over 60 years old, is kept in good repair. Issues include: no dedicated spaces for NYPD training; limited access to certain spaces because of nighttime and vacation-time high school programs; classrooms are not designed with adult learning needs in mind; instructors must leave no trace of training activities for the morning high school classes; there is a large drop out rate due to the inflexible training hours; and the Departmental hiring needs exceed the ability to train due to space constraints.

A new Police Academy would allow the Department to co-locate training of the School Safety Officers within a consolidated facility. This would enable the Department to offer a day tour, which is expected to attract and retain qualified recruits for this expanding field. A new facility would also allow for expanded administrative areas.

300 Gold Street, Brooklyn

Located at 300 Gold Street in Downtown Brooklyn, this leased facility has multiple NYPD users. It is located across the street from the 84th Precinct and administrative offices at 301 Gold Street, lending a campus feel to the complex of buildings. A semi-enclosed 0.27-acre yard forms the approach to the building where small "Tac" houses, including a simulated neighborhood grocery store, subway, and apartment line the eastern edge of the yard. Limited parking is available at this location.

The Management Training Units and the Detective Bureau's training programs are the only training-related programs housed in the facility. The Management Training Unit has four classrooms on the second, third, and fifth floors, including a large mock testimony room for scenario-based training courses. Storage is located on the fourth floor.

The Detective Bureau's Training Unit has administrative offices on the fifth floor as well as two classrooms and a 20-seat computer classroom, which is dedicated to detective training. Due to the limited space at the facility, the Detective Bureau conducts a number of inter-departmental courses off-site, including a homicide course at the Department of Health, and a hostage negotiation course at New York University. Demand for these one-week courses is very high.

In-service training for sergeants, lieutenants, and civilian supervisors is provided through the Management Training Unit. This unit produces the Civilian and Uniformed LEAD Programs, which uses simulation and situational training models. The Professional Seminar Series, which is comprised of single-topic, full-day seminars, workshops, and symposia, augments the LEAD Programs.

All civilian and uniformed supervisors in bureaus other than the OCCB and Detective Bureaus attend at least one seminar of their choice each calendar year; twice, if they are assigned to units not under the Patrol Services, Housing, and Transit Bureaus. Those in the Patrol Services, Housing, and Transit Bureaus also attend LEAD once per calendar year.

The Detective Bureau currently has approximately 3,500 uniformed investigators working in precinct detective squads or specialized units and requires a number of highly specialized course offerings. The Detective Bureaus' Training Unit, which does not fall within the Training Bureau's command, conducts daily courses for NYPD detectives, as well as week-long seminars which are open to outside agencies in subjects such as homicide, hostage negotiation, fraudulent documents, interview and interrogation, real-time crime, as well as a tri-agency bio-terrorism investigation course. Demand from both within and outside the Department is very high for these courses, many of which have to be conducted off-site due to the lack of adequate space.

The facilities dedicated to training are in fair condition although they are inadequate in terms of size and flexibility to properly serve the Management Training Unit and the Detective Bureaus' training needs. The Detective Bureau specifically requires large lecture areas, in excess of 150-seats for its featured courses, which are currently offered at rented space off-site. The Management Training Unit does not have adequate space for its scenario-based training courses, some of which involve tactical training and firearms.

A new Police Academy would allow the Department to move out of these leased facilities, would maximize functional adjacencies within units, would expand the number of large lecture rooms, would provide specialized "Tac" houses for leadership development, and would provide expanded records storage areas.

Queens Plaza North

Located in Long Island City, Queens, the Traffic Enforcement Training occupies leased space on the third floor of an office building that has multiple agency users. The elevator lobby serves as the muster area for the recruit program, an area much too small for that use. There are three classrooms under 750 square feet and two classrooms that each fit approximately 35 recruits and two classrooms over 1,100 square feet located along Queens Plaza North. Clerical and administrative space is configured along the 29th Street side of the building. Lockers are provided for both male and female instructors. Storage is inadequate with respect to archives and recruit coats and bags.

In 2005, the NYPD trained over 1,250 civilian members of the force in Traffic Enforcement: 338 Traffic Enforcement Recruits in the fifty-day recruit training course and 176 training Coordinators for Command-level training, and 763 members of the PED in parking ticket device training.

The building is in fair condition but building systems are old and outdated. The third floor specifically is not sufficiently sized to meet the ongoing needs of the civilian Traffic Enforcement Curriculum. A new Police Academy would allow the Department to move out of this leased facility. A new facility would also provide larger classrooms to respond to variations in civilian recruit classes (up to 200), provide adequate muster space for a class of up to 200 civilian recruits, and would also provide storage for coats and bags.

NYPD Museum, Manhattan

Located at 100 Old Slip in Lower Manhattan, the museum building was constructed from 1909-1911 and designed by the notable architectural firm of Hunt and Hunt. The building was constructed as the new home for the First Precinct. It was considered a model police facility when built and chiefs of police throughout the country visited the new stationhouse looking to copy some of its features in their own new police buildings.

The First Precinct was housed here until 1973, at which time the First and Fourth Precincts were merged. As a result of the merger, the First precinct name was kept, but the personnel were moved to the larger Fourth precinct's stationhouse further uptown. In December 2001, the building was re-opened as the home of The New York City Police Museum.

This City-owned facility consists of an array of uses within 19,568 square feet. The ground floor and mezzanine of the facility contain the reception lobby and ticketing, museum store, and exhibit space. The second and third floors are largely dedicated to exhibit space with a mix of exhibit, event, and classroom space on the third floor. The fourth floor is devoted to administrative offices collections and general storage.

While the facility is old, it is generally in good condition as upgrades in 2001-2002 have improved the building systems and general condition. However, the Department notes that there are several issues with the current Police Museum, including: the functional distance from the current Police Academy; the insufficient space for research and expanding collections; the lack of adequate exterior signage to identify this building as housing the NYPD Museum.

While no police training occurs there today, the Police Museum has traditionally been co-located with the Academy; understanding the Department's heritage is considered a crucial component of police officer training. To reinforce this tradition, the NYPD Museum should be considered a component of the proposed Police Academy.

Overall Purpose and Need – Department-Wide

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

1. Eliminate the 4-12 nighttime tour for recruit training; train recruit classes in a single daytime tour to conform to national uniform training standards.
2. Mitigate noise and environmental issues at the existing Rodman's Neck firearms facility by relocating pistol firing ranges offsite into interior ranges.
3. Graduate a maximum of 4,000 recruits per year in two, six-month recruit classes.
4. Consolidate entry-level, in-service, and civilian training facilities to gain efficiencies in training delivery and operation.

5. Ensure that NYPD's training facilities serve to enhance the delivery of the ideal training curriculum, a curriculum that places increased emphasis on scenario-based and tactical training, as well as computer training.

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

Today, the Department trains over 54,800 officer and civilian employees, a number that is approximately two times the size of the 1965 force, the year the current Academy opened. Due to the space constraints, less than half of the training can occur at the East 20th Street Academy. Lack of space has forced the Department to implement a day shift and a night shift to accommodate the current police training. The balance of the training occurs within leased facilities scattered across the five boroughs. As opposed to 1965, the graduating class of 2006 had a total of 1,450 people; 21.5 percent, or 313 of these people were women.

In addition to its New York City training facilities, the NYPD sends a considerable number of officers each year out-of-state to receive specialized certification and training. The out-of-state facilities include: Louisiana State University, Texas A&M University, New Mexico Institute of Mining and Technology, the Department of Energy's Nevada Test Site, and OJP's Center for Domestic Preparedness in Anniston, Alabama. The cost for sending NYPD officers for out-of-state training is an increasingly costly practice. Much of this training would now be provided at the proposed College Point Police Academy.

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

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

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

C. PROJECT SITE AND ITS CONTEXT

The land in this area of College Point generally slopes towards the Flushing Bay which is located approximately a quarter of a mile to the west of the proposed Academy site. The proposed Academy site is located within the New York City Waterfront Revitalization Program boundaries. As described previously, the Proposed Academy site is bisected by an exposed drainage ditch (part tidal and part freshwater), which runs in a north-south orientation from 31st Avenue to 28th Avenue, with a leg running parallel to 28th Avenue, terminating at the northeast corner of the proposed Academy site (see Figure 1-2, “Aerial View of Proposed Academy Site”). The detention ditch contains open water with upland vegetation along its edges. Two internal road bridges, referred to as the northern bridge and southern bridge, cross over the ditch separating it into a northern section, central section, and southern section. Corrugated metal stormwater outfalls discharge stormwater runoff from the Project Site at several locations throughout the ditch. The detention ditch originates in the northeastern section of the proposed Academy site where twin 84-inch culverts/storm sewers discharge drainage from offsite. The northern and central sections of the ditch are connected via two 84-inch culverts beneath the northern bridge. These culverts have tide gates constructed on the downstream end, limiting tidal flow to the central and southern sections of the ditch. The central and southern sections are connected via two 84-inch culverts beneath the southern bridge. The ditch ultimately drains offsite via three 72-inch pipes located at the southern boundary at 31st Avenue. The structure provides drainage for upland areas of College Point and travels via culverts to Flushing Bay to the south, emptying adjacent to where the Whitestone Expressway crosses from Willets Point to Flushing (approximately 700 feet south of the Project Site). The drainage structure was constructed by NYC EDC in the early 1980’s.

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

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

Upon selection of the project site for the proposed Academy, site planning and schematic design began for the Proposed Project based upon the Site’s former M1-1 and M3-1 zoning. Subsequently, the City issued a rezoning proposal for College Point that includes the Project Site, in an effort to continue the

intent of the College Point II Industrial Urban Renewal Area beyond the April 2009 expiration date. These zoning changes include the creation of the “Special College Point District” (090318ZRQ) and a zoning map amendment (090319ZMQ). The College Point rezoning application was adopted by the City Council on July 29, 2009. As such, the project design, the zoning override letter, the EIS and the ULURP application were updated to reflect the recently adopted zoning and the Special College Point District regulations.

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

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

D. DESCRIPTION OF PROPOSED ACTION

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

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

Although the proposed public facility is still in schematic design, the reasonable worst-case development scenario (RWCDS) for the proposed Academy consists of approximately 2.4 million gsf, including academic space, physical training facilities, administrative and support components, an indoor pistol range, a field house, a tactical village, a drivers training course, a police museum, and a paid student/guest lecturer lodging facility. Additionally, no fewer than 2,000 parking spaces would be provided on-site, including an above-grade parking garage of approximately 1,800 spaces and 200 additional parking spaces that would be located in at-grade parking lots and along the internal roadways throughout the site.

Based on the currently proposed development program, in addition to the site selection action, the proposed development will require the following overrides from the deputy mayor:

1. 42-00 Permitted Uses:

An override of ZR 42-00 to permit the NYPD Museum and a guest lecturer lodging facility(dormitory), both use group 3A, within the M2-1 district.

2. 126-22 Floor Area Ratio:

- An override of the FAR requirements of the M2-1 district limits to permit an FAR of 2.0, consistent with the site’s previous M3-1 zoning. The proposed floor area of the project is approximately 500,000 square feet more than is permitted by the new M2-1 district.

3. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 126-231 Minimum Required Front Yards:

- An override to allow the required parking structure and the museum to be located within portions of the required front yard (10-foot on one frontage of a corner lot). The physical

constraints of the site require the parking structure and the museum to be situated in portions of the front yard.

3a. 126-234 Planting Requirements in Front Yards; 126-31 Parking Regulations:

- An override to allow the proposed parking use to be located in portions of the required 15-foot front yard and a waiver of planting requirements in the same locations. An override of planting requirements in portions of the required 10-foot and 15-foot front yards occupied by the museum. The physical constraints of the site to accommodate the entire program require the parking use and museum to be situated in portions of the front yard which then cannot accommodate the required planting.

4. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 126-232 Minimum Required Side Yards:

- An override to allow the required parking structure to be located in the required 10-foot side yard. The physical constraints of the site to accommodate the entire program require the parking structure to be situated in portions of the side yard.

5. 43-23 Permitted Obstructions in Required Yards or Rear Yard Equivalents; 43-261 Beyond 100 Feet of a Street Line; and 43-28 Special Provisions for Through Lots:

- An override of ZR 43-23, “Permitted Obstructions in Required Yards or Rear Yard Equivalent” to allow a structure in excess of 23-feet tall to be constructed in a 20-foot deep rear yard and a 20-foot deep rear yard equivalent along College Point Boulevard and the southern lot line. The physical constraints of the site require the parking structure to be situated in a portion of the rear yard and rear yard equivalent.

6. 43-43 Maximum Height of Front Wall and Required Front Setback Regulations in the M1-1 and M2-1 Zoning Districts; 126-24 Height and Setback Regulations:

- An override of ZR 43-43 for to allow an encroachment by the parking structure and stairtowers to project into the initial setback and sky exposure plane along College Point Boulevard and 28th Avenue.

An override to allow an encroachment by the ramp and Firearms and Tactics building to project into the initial setback and sky exposure plane along 28th Avenue.

An override to allow an encroachment by the field house to project into the sky exposure plane along 28th Avenue.

An override to permit a minor encroachment of the proposed police museum into the initial setback and sky exposure plane along 28th Avenue and Ulmer Street.

An override of ZR 43-43 to permit an encroachment of the administration building to project into the sky exposure plane along Ulmer Street.

The physical constraints of the site to accommodate the entire program require these structures to be situated in the initial setback and to encroach beyond the sky exposure plane.

7. 44-21 Required Accessory Off-Street Parking Spaces:

- An override of ZR 44-21 for a modification of accessory parking requirements to allow fewer on-site accessory parking spaces than required by zoning in the M1-1 and M2-1 zoning districts. Approximately 2,000 parking spaces would be provided on-site, including approximately 1,800 accessory parking spaces within the proposed on-site

parking garage. Approximately 5,683 parking spaces are required per zoning for the proposed on-site uses. As the proposed development would operate 24-hours per day, 7-days a week with a variety of overlapping shifts, the required accessory parking is not warranted and the proposed development will require a zoning override to modify the accessory parking requirements.

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

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

Development Program

Based on the guiding principles established for the proposed Academy site, the RWCDS combines a mix of police uses, including the consolidation of many of the NYPD's existing training facilities, into one central location. The NYPD is pursuing an *Integrated Facility Program*, a strategy that would require all uses to be located on the proposed Academy site. All program elements would be physically integrated or connected so as to minimize site coverage while maximizing program proximities. The components of the proposed Academy have been carefully selected based on certain guiding principles for the construction of a new Police Academy, which must meet the current and future training needs of the Police Department.

As shown in the preliminary conceptual site plan ("Illustrative Site Plan and Sections 1" Figure 1-3 [this figure is schematic and is for illustrative purposes only as the facility's design has not yet been finalized]), the proposed Academy would consist of approximately 2.4 million gsf of indoor training facilities, classrooms, and related administrative and support space, a new police museum, a paid student/guest lecturer lodging facility, plus a variety of outdoor training components and an above-grade accessory parking facility. The outdoor component would include a new Tactical Village Complex (including COBRA training areas), a rope rescue/confined space rescue-training tower, EVOC fields, and an outdoor muster area.

The master plan for the proposed Academy was developed around the idea of an enclosed courtyard on the eastern half of the Project Site surrounded by the academic, administration, paid student/guest lecturer lodging facility, assembly space and dining functions. The proposed academic/administrative building is a long, relatively tall structure, which is proposed along the north side of the courtyard overlooking the lower assembly space and dining functions on the south side (See Figure 1-3). The proposed field house is a freestanding structure to be constructed west of the drainage ditch, creating a powerful focal point at the end of the courtyard. Tactical gyms are proposed under the field house. The tactical village would be located to the south of the field house, and the firearms and tactics building, a linear structure proposed along the northern property line, would be located to the west of the field house. The proposed EVOC course, to be located above two levels of parking, would be located west of the tactical village and field house and borders College Point Boulevard.

As shown in Figure 1-4 and Figure 1-5, "Illustrative Sections," (these figures are schematic and are for illustrative purposes only), the tallest proposed buildings would be the 155-foot tall field house and the 135-foot tall academic building. Mechanical systems and other communications equipment may rise above the roofline on some buildings, but would remain under the applicable height restrictions for new developments near LaGuardia Airport. The campus would have one main pedestrian entrance

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

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

The proposed accessory parking garage would be accessible from College Point Boulevard through two gated security entrances to the Project Site. As shown in Figure 1-3, the primary garage access is proposed at the intersection of College Point Boulevard and 30th Avenue. This intersection would be signalized to accommodate the new volumes of traffic at the garage. A second garage entry is proposed on College Point Boulevard to the north of the primary garage entrance, approximately 400 feet to the south of 28th Avenue. This secondary access would accommodate right turns into and out of the garage. A third driveway, limited to service vehicles only, is proposed at the southern limit of the proposed Academy site on College Point Boulevard. All deliveries would use this entry and then circulate through the campus on internal service roads as required and permitted by NYPD. The fourth and final vehicle access is proposed on Ulmer Street. This access, which leads to a proposed at-grade parking lot, would be restricted to high-ranking officers.

As mentioned above, and described in detail in Chapter 5, “Natural Resources,” the proposed Academy would comply with all applicable laws and ordinances, including the recently enacted Green Buildings Law (Local Law 86) governing sustainable design. As part of the effort to obtain this certification, the proposed Academy will be using a variety of sustainable design features and best management practices that would increase the quality and decrease the quantity of stormwater that leaves the Project Site and flows into Flushing River/Flushing Bay. These features would complement each other and provide numerous levels of stormwater treatment prior to discharge. For example, as the majority of the stormwater would fall on roofs of the buildings and on landscaped surfaces and would be collected and treated through a combination of natural and mechanical means. This treatment is expected to include removal of total suspended solids and total phosphorous, as applicable. The proposed Academy would also use a green roof system (vegetated) to collect and utilize rainwater. The system would retain rainwater, promote evapotranspiration, decrease the amount of runoff from the Project Site, and provide treatment through biological means. A bio-retention system is also proposed and would be located on the north side of the Project Site, along 28th Avenue. It would include a shallow stormwater basin with underdrainage that utilizes engineered soils and vegetation to collect, convey and treat runoff. The system would slow the discharge of runoff from the site, promote infiltration, increase landscape aesthetics and provide stormwater treatment through biological means. Finally, a bio-swale is proposed on the east side of the Project Site. The bio-swale consists of an open channel system with underdrainage which utilizes engineered soils and vegetation to collect, convey, and treat runoff. The bio-swale will also slow the discharge of runoff from the site, promote infiltration, and provide stormwater treatment through biological means.

The proposed Academy would be a unique public facility that would operate on a schedule that is similar to prevailing police shifts: the typical first shift is 12 midnight to 8 AM; the second shift is 8 AM to 4 PM; and the third shift is 4 PM to 12 midnight. While a bulk of the training at the proposed Academy would occur between 7:00 AM and midnight, the facility would be staffed 24 hours a day

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

E. FRAMEWORK FOR ANALYSIS

Scope of Environmental Analysis

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

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

Analysis Year

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

Definition of Study Areas

For each technical area in which impacts may occur, a study area is defined for analysis. This is the geographic area likely to be affected by the proposed development for a given technical area, or the area in which impacts of that type could occur. Appropriate study areas differ depending on the type of impact being analyzed. It is anticipated that the direct principal effects of the proposed development

would occur within the boundaries of the Project Site. The methods and study areas for addressing impacts are discussed in the individual technical analysis sections.

Defining Baseline Conditions

Existing Conditions

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

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

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

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

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

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

The No-Build conditions will also consider planned developments in the area that are likely to occur by the 2014 build year, including any changes to the local street network. In the future without the Proposed Action, it is expected that the immediate area would experience nominal growth in commercial and light manufacturing uses. Most of the projected growth in the immediate area is

expected to include new commercial and light manufacturing uses, with additional developments near the edge of the study area including also including residential, community facility, and parking uses, consistent with existing trends in this area of Queens. Several large projects which are planned in Willets Point and Flushing will be evaluated for their potential to impact the project area.

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

2014 Future With the Proposed Action (Build Condition)

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

The Project Site would allow for the development of a modern training complex that would consolidate in one-campus training facilities for civilians, recruits, and active police officers, which are currently spread across the City. The total development size would total approximately 2.4 million gsf and would include indoor training facilities, classrooms, and related support space, an indoor pistol training facility, a tactical village, an indoor track, a police museum, and a visiting police/lecturer lodging facility. The Police Academy would provide no fewer than 2,000 accessory parking spaces on-site, including an above-grade parking garage of approximately 1,800 spaces and 200 additional parking spaces that would be located at-grade in parking lots and along the interior road network.

The abovementioned project components are assumed to be the worst-case for the purpose of environmental analysis. For analysis purposes, the Project Site would be able to accommodate the entire building program on-site, as shown in Table 1-1.

Identifying Significant Adverse Environmental Impacts

Identification of significant adverse environmental impacts is based on the comparison of future conditions without and with the Proposed Action. In certain technical areas (e.g., traffic, air quality, and noise) this comparison can be quantified and the severity of impact rated in accordance with the *CEQR Technical Manual*. In other technical areas, (e.g., urban design) the analysis is more qualitative. The methodology for each technical analysis is presented at the start of each technical chapter.

Mitigation

Mitigation measures for all significant adverse impacts identified in this FEIS are described in Chapter 17, “Mitigation.” CEQR requires that any significant adverse impacts identified in the EIS be minimized or avoided to the fullest extent practicable, given costs and other factors. In the FEIS, options for mitigation can be presented for public review and discussion, without the lead agency having selected one for implementation. Where no mitigation is available, the EIS must disclose the potential for unmitigated significant adverse impacts.

Alternatives

Chapter 18, “Alternatives,” assesses a range of alternatives to the Proposed Action. CEQR requires that a description and evaluation of the range of reasonable alternatives to the action be included in an EIS at a level of detail sufficient to allow a comparative assessment of the alternatives to a Proposed Action. Alternatives and the rationale behind their selection are important in the disclosure of environmental effects of a Proposed Action. Alternatives provide options to the Proposed Action and a

framework for comparison of potential impacts and project objectives. If the environmental assessment and consideration of alternatives identify a feasible alternative that eliminates or minimizes significant adverse impacts, the lead agency may want to consider adopting that alternative as the Proposed Action. CEQR also requires consideration of a “no action alternative” that evaluates environmental conditions that are likely to occur in the future without the Proposed Action.

F. REVIEW PROCEDURES

The SEQRA/CEQR process provides a mechanism for decision-makers to understand the environmental consequences, the alternatives, and the need for mitigating significant impacts. SEQRA/CEQR rules guide environmental review through the following steps:

- Establish a Lead Agency. Under SEQRA/CEQR, the “lead agency” is the public entity responsible for conducting environmental review. The lead agency is typically the agency with primary responsibility for the Proposed Action. The New York City Police Department (NYPD) is the lead agency for the Proposed Action.
- Determine Significance. The lead agency’s first decision is to determine whether the Proposed Action may have a significant impact on the environment. After review of the Environmental Assessment Statement (EAS), it was determined that this proposal could have a significant adverse effect on the environment, requiring that an EIS be prepared. NYPD issued a Positive Declaration on February 21, 2008.
- Scoping. The lead agency issued a Positive Declaration on February 21, 2008 and issued a draft scope of analysis for the EIS. “Scoping” is the process of establishing the type and extent of the environmental impact analyses to be studied in the EIS. CEQR requires all scoping meetings to be public. A public scoping meeting was held for the Proposed Action on April 3, 2008, and a final scope of work, reflecting comments made during scoping, was issued on April 16, 2009.
- DEIS. In accordance with the final scope of work, this Draft Environmental Impact Statement (DEIS) has been prepared. The lead agency reviews all aspects of the document, calling on other City agencies to participate. Once the lead agency is satisfied that the DEIS is complete, it issues a Notice of Completion and circulates the DEIS for public review. The Notice of Completion for the DEIS was issued on April 20, 2009.
- Public Review. Publication of the Notice of Completion of the DEIS starts public review. During this period, which must extend for a minimum of 30 days, the public may review and comment on the DEIS either in writing or at a public hearing. Because the CEQR process is coordinated with land use review, the hearings are held jointly. All substantive comments become part of the CEQR record and are summarized and responded to in the FEIS in Chapter 22, “Response to Comments”. In the case of the Proposed Action, the August 19, 2009 public hearing included the UPURP public hearing. The lead agency published a notice of the August 19, 2009 public hearing on August 5, 14 days before the hearing took place, and accepted written comments until August 31, 2009.
- FEIS. The lead agency will prepare a Final Environmental Impact Statement (FEIS). The FEIS will include a summary restatement of each substantive comment made about the DEIS with a response to each comment. The NYPD determined that the FEIS is complete, issued a Notice of Completion on September 3, 2009, and will circulate the FEIS.

- Findings. The lead agency and each involved agency will adopt a formal set of written findings, reflecting its conclusions about the potential for significant adverse environmental impacts of the Proposed Action, potential alternatives, and mitigation measures. The findings may not be adopted until 10 days after the Notice of Completion has been issued for the FEIS. Once findings are adopted, the lead and involved agencies may take their actions.