GATEWAY NATIONAL RECREATION AREA
STATEN ISLAND UNIT
26 MILLER FIELD
STATEN ISLAND, NEW YORK 10306

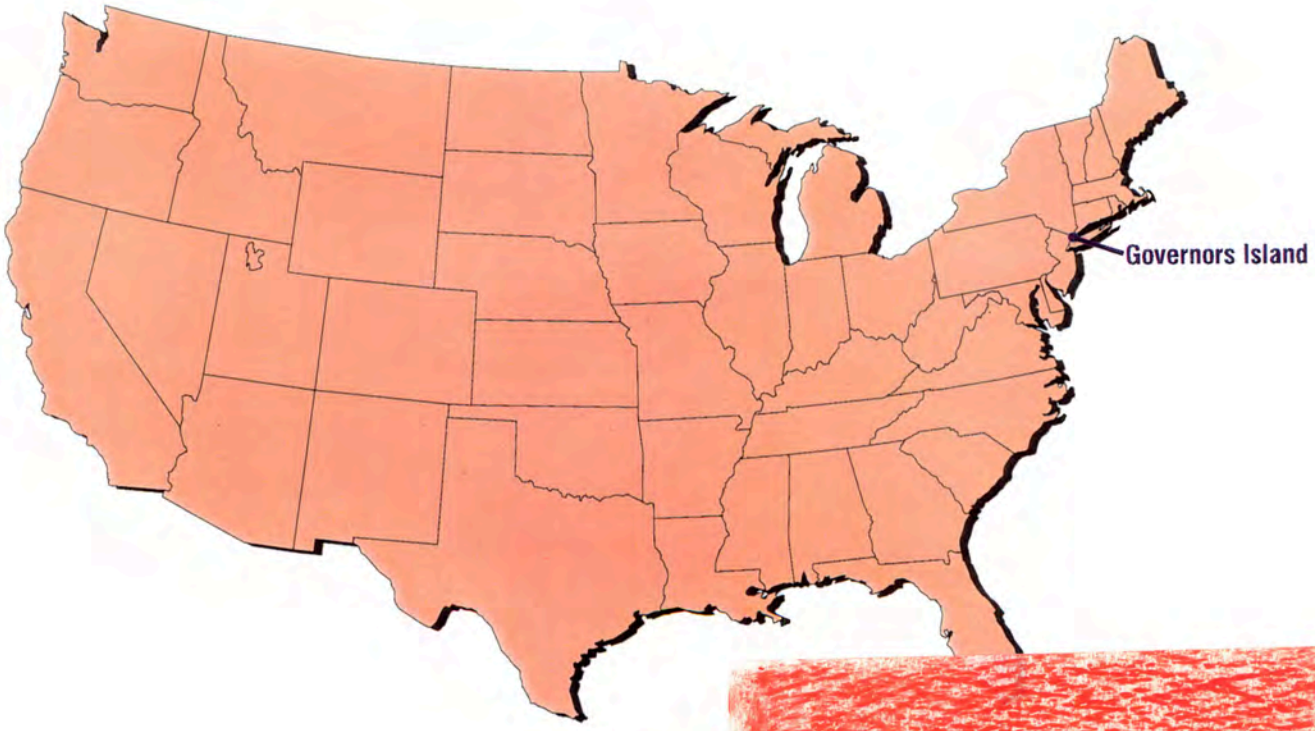
U.S. Department
of Transportation

**United States
Coast Guard**

Final

Environmental Assessment for the Closure of Support Center New York

Governors Island, New York



May 1995

U.S. Coast Guard
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LIST OF ACRONYMS

ANT NY	Aids to Navigation New York
AVO	Average Vehicle Occupancy
BEQ	Bachelor Enlisted Quarters
BRAC	Base Realignment and Closure Commission
C&D	Construction and Demolition Debris
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CEU NY	Civil Engineering Unit New York
CFR	Code of Federal Regulations
CGC	Coast Guard Cutter
CNA	Center for Naval Analysis
CO	Carbon Monoxide
CZMA	Coastal Zone Management Act
DOD	Department of Defense
DOT	Department of Transportation
EA	Environmental Assessment
ECE	Environmental Compliance Evaluation
ECO	Employee Commute Option
EMD NY	Electronic Maintenance Detachment New York
EPA	U.S. Environmental Protection Agency
FONSI	Finding of No Significant Impact
GSA	General Services Administration
HABS	Historic American Buildings
HAER	Historic American Engineering Record
HAP	Hazardous Air Pollutant
hp	horsepower
ISC	Interstate Sanitation Commission
MIG	Metal Inert Gas
MIO NY	Marine Inspection Office New York
MLCA	Maintenance and Logistic Command
MMBtu	Million Metric British Thermal Units
MOTBY	Military Ocean Terminal Bayonne

NEPA	National Environmental Policy Act
NEPCCO	New England Pollution Control Company
NESU NY	Naval Engineering Support Unit, New York
NGVD	National Geodetic Vertical Datum
NHPA	National Historic Preservation Act
NO_x	Nitrogen Oxide
NPS	National Park Service
NRHP	National Register of Historic Places
NYCDCP	New York City Department of City Planning
NYCFD	New York City Fire Department
NYSDEC	New York State Department of Environmental Conservation
NYSDEP	New York State Department of Environmental Protection
ODS	Ozone Depleting Substances
OEM	Office of Emergency Management
PL	Public Law
PM_{10}	Inhalable Particulate Matter
RCRA	Resource Conservation Recovery Act
ROI	Region of Influence
SCFD	Support Center Fire Department
SHPO	State Historic Preservation Officer
SO_2	Sulphur Dioxide
SUPRTCENNY	Support Center New York
TIG	Tungsten Inert Gas
USC	United States Code
USFWS	United States Fish and Wildlife Service
UST	Underground Storage Tank
VTS	Vessel Traffic Service
VTS NY	Vessel Traffic Service New York
VOC	Volatile Organic Compound

EXECUTIVE SUMMARY

This document is the final Environmental Assessment (EA) for the proposed closure of U.S. Coast Guard (Coast Guard) Support Center New York on Governors Island (Governors Island) and the relocation of commands to other facilities within the New York Harbor region. This document is intended to assist the Coast Guard in making an informed closure decision. Should the decision be made to close Governors Island, further environmental documentation would be prepared to evaluate disposal and reuse of the facility. The organization of this document is essentially the same as that of the draft EA with the exception that a section assessing the existing conditions and environmental impacts of the relocation sites has been added. In addition, comments received during agency and public review of the draft EA are presented and directly addressed in Appendix C. Text revisions made in response to these comments have been incorporated into this document as appropriate.

This EA is prepared under the guidance of Coast Guard direction COMDTINST M16475.1B. Pursuant to the National Environmental Policy Act (NEPA) of 1969, this EA evaluates the closure of Governors Island for potential environmental impacts including land use, infrastructure (traffic and utilities), socioeconomics, public services, hazardous materials, noise, air quality, geology and soils, water resources, biological resources, and cultural resources.

Governors Island is located in New York Harbor, south of Manhattan and west of Brooklyn. It houses the largest Coast Guard facility in the world, Support Center New York, which provides support for tenant commands stationed on the island. The 172-acre island is surrounded by a seawall and is accessed by ferry from Manhattan.

The U.S. Department of Transportation (DOT) is under federal mandate to reduce costs. As an agency of DOT, the Coast Guard needs to reduce operating costs in a manner that does not affect its operational mission. The Coast Guard must reduce its operating costs by $400 million annually within the next four years, and closure of the Governors Island facility is intended to partially fulfill that goal. A completed cost/benefit analysis estimates that approximately $33 million per year may be saved by the closure of Governors Island and the relocation of functions on the island. Coast Guard functions at Governors Island are to be relocated off the island, and five relocation sites have been identified within the harbor region. All commands that provide local services to New York Harbor are to be retained in the area, including search and rescue, spill response, and ice-breaking capacities. Global commands would be relocated outside New York Harbor.

Relocation sites are discussed in geographical order, from north to south within New York Harbor. These sites include the Coast Guard Battery Building in Manhattan (the Battery Building); the Military Ocean Terminal in Bayonne, New Jersey (MOTBY); the Coast Guard Rosebank Housing Area in Staten Island, New York (Rosebank); Fort Wadsworth in Staten Island (Wadsworth); and Coast Guard Group Sandy Hook in Highlands, New Jersey (Sandy Hook). Environmental evaluations have been conducted for these relocation sites within this EA. Supporting environmental documentation on these relocation site, has been drafted and is presented in Appendix D.

Under the proposed action, two alternatives are discussed. The preferred alternative is closure with standard maintenance; the second alternative is closure with basic maintenance. Relocation activities will be identical under either of these alternatives. The standard maintenance alternative would provide utility maintenance, full-time fire and security services, and full building maintenance, as outlined in the Governors Island historic landmark maintenance plan. The basic maintenance alternative would limit government maintenance expenditures to the least amount feasible.

In addition, the EA includes a no action alternative that assumes the continued operation of Support Center New York and its tenant commands on Governors Island.

Affected Environment at Governors Island

Governors Island was expanded to its present size of approximately 172 acres in 1913 with fill material from the excavation for the New York City subway system. Approximately eighteen acres of the island are used for industrial and operations activities, twelve acres for administrative functions, eighty acres for community support (including all recreational and commercial services), and sixty-two acres for residential use. The Vessel Traffic Service (VTS) for the New York Harbor is currently stationed at Governors Island. Utilities (potable water, electricity, natural gas, cable television, telephones, wastewater, solid waste management, and recycling) are furnished by utility providers in New York City. In 1994, approximately 4,000 Coast Guard personnel and dependents lived on Governors Island. About 600 personnel make up the civilian work force on the island.

Hazardous materials that have been used on the island include lead (mainly from ordnance), waste oil and other petroleum products, including heating oil that was used in the pre-natural gas heating system. One hundred and fifteen underground storage tanks have been removed from the island; five tanks remain on the island, three underground tanks at the gas station and two large concrete tanks that have been closed in place. There are in progress

five site investigations of leaks discovered when the underground storage tanks were removed.

Elevations on Governors Island range from 0 to 25 feet above mean sea level. Little seismic activity occurs in the New York City area. The original part of the island contains some mineral resources that could be used as building materials. The filled area of the island ranges in depth from 25 to 40 feet. No permanent surface water sources are located on Governors Island. The ground water surface is generally flat with a western gradient. Most of the filled portion of the island is within the area of the 100-year to 500-year floodplain. Undeveloped portions of the island are covered with nonnative landscaped vegetation. No sensitive species or habitats have been found on the island.

The primary historic significance of Governors Island is its role as a major component in the defense system of New York Harbor throughout this country's history and as a major Army administrative center for almost a century. The island was originally colonized by the Dutch in 1624. Before the end of the Revolutionary War in 1783, control of the island was exchanged among the Dutch, British, and Americans. Fort Jay was the first permanent structure built on the island as a part of the First American System of Fortification. In 1808, Fort Jay was rebuilt, and in 1811 Castle Williams (a prototype for many American coastal fortifications) was built as part of the Second American System of Fortifications. Between 1972 and 1974, the Governor's House, Admiral's House, Block House, Fort Jay, and Castle Williams were listed on the National Register of Historic Places. In 1985, the historic district of the island was declared a National Historic Landmark.

Environmental Impacts at Governors Island

Impacts to resources at Governors Island and the relocation sites are summarized in Table 1. Closure under either alternative was determined to have no impacts to noise, geology and soils, water resources, and biological resources at Governors Island. Closure with either alternative would have less than significant impacts on several resources, including land use, public services, and hazardous materials. Utility, housing, employment, and population issues associated with the closure of Governors Island account for only a small part of the regional issues. Impacts to these resources will be minor in the context of the surrounding New York City metropolitan area.

The historic district of Governors Island is a National Historic Landmark and has five buildings listed on the National Register of Historic Places. The standard maintenance alternative was determined to have no significant impacts on historic resources. The basic maintenance alternative may

significantly impact historic resources on the island since neglect of historic structures may lead to the deterioration of these important historic resources.

TABLE 1
SUMMARY OF IMPACTS, GOVERNORS ISLAND

Resource	Standard Maintenance	Basic Maintenance	No Action
Land Use/Visual Resources/Coastal Zone	NS	NS	N
Infrastructure	NS	NS	NS
Socioeconomics	NS	NS	N
Public Services	N	S	N
Hazardous Materials	NS	NS	NS
Noise	N	N	N
Air Quality	NS	NS	NS
Geology and Soils	N	N	N
Water Resources	N	N	N
Biological Resources	N	N	N
Prehistoric Resources	NS	NS	NS
Historic Resources	NS	S	NS

S = Significant but mitigable NS = Not significant N = No impact expected

Environmental Impacts at Relocation Sites

The proposed relocation activities would not cause significant impacts, and in many instances would result in no impact to all resource areas evaluated. Nonsignificant short-term impacts to visual resources, noise, air quality, and geology and soils could result from construction-related activities. These impacts could be lessened by restricting construction activities to working hours, employing dust control methods, and requiring other engineering controls. Impacts to the relocation sites are summarized in Table 2.

TABLE 2
SUMMARY OF IMPACTS, RELOCATION SITES

Resource	Battery Building	MOTBY	Rosebank	Wadsworth	Sandy Hook
Land Use	NS	NS	NS	NS	NS
Infrastructure	NS	NS	NS	NS	NS
Socioeconomics	N	NS	NS	NS	N
Public Services	N	NS	NS	NS	N
Hazardous Materials	N	NS	NS	NS	NS
Noise	NS	NS	NS	NS	NS
Air Quality	N	NS	NS	NS	NS
Geology and Soils	N	NS	NS	NS	NS
Water Resources	N	NS	NS	NI ?	N
Biological Resources	N	NS	NS	NS	NS
Prehistoric Resources	N	N	N	N	NS
Historic Resources	N	N	NS	NS	NS

S = Significant but mitigable NS = Not significant N = No impact expected

In summary, no significant environmental impacts would result from the closure of Governors Island and relocation of commands under the preferred alternative of standard maintenance.

1. PURPOSE OF AND NEED FOR ACTION

The Coast Guard proposes to consolidate functions at Support Center New York, Governors Island, New York (also referred to herein as "Governors Island"). This action would involve the closure of the facility, with all functions either relocated to other facilities or eliminated. All local New York Harbor functions/operations would be relocated to existing Coast Guard or military facilities within the New York Harbor area. Global functions would be relocated out of the region or would be eliminated. This Environmental Assessment (EA) evaluates the potential impacts that may result from the closure and relocation of Coast Guard operations at Governors Island.

1.1 PURPOSE AND NEED

The U.S. Department of Transportation (DOT) is under federal mandate to reduce costs. As a unit of DOT, the Coast Guard needs to reduce operating costs in a manner that does not affect its overall mission. The Coast Guard has established a Commandant's Streamlining Study team to identify and implement measures to reduce the Coast Guard's annual budget by approximately $400 million. The closure of the Governors Island facility is intended to partially fulfill that goal. A cost/benefit analysis performed for the possible closure of Governors Island and the relocation of facilities estimated the annual savings to the Coast Guard to be $33 million. This is the third study the Coast Guard has completed to evaluate the potential closure of Governors Island within the past ten years.

The costs of Coast Guard operations at Governors Island are among the highest in the country due to its proximity to downtown Manhattan, its location on an island with no direct access, and high infrastructure costs. The streamlining team is considering the closure and relocation of Governors Island activities to reduce costs of operation, civilian salaries, and infrastructure repairs (U.S. Coast Guard 1993h). The closure of Governors Island would provide a substantial costs savings to the Coast Guard by relocating functions from a facility with high fixed overhead costs to other areas where operating costs are lower. The closure of other Coast Guard facilities would not provide as great a cost saving because their operating costs are relatively lower than those of Governors Island. Other realignment alternatives that were considered but eliminated from detailed review in this document are discussed in Section 2.3.

1.2 HISTORY AND LOCATION OF GOVERNORS ISLAND

Governors Island occupies approximately 172 acres in New York Harbor, one-half mile south of lower Manhattan (Figure 1). New York Harbor is a natural deep-water harbor. Deep-water piers in Upper New York Bay are about nine miles from the open ocean. The portion of the harbor surrounding Governors Island is ordinarily ice free, although some ice accumulates in the harbor during the winter months. Fog can hamper harbor operations in spring and summer months.

Due to its strategic location within New York Harbor, Governors Island played important roles in the Revolutionary War, the War of 1812, the American Civil War, and World Wars I and II. The Department of the Army occupied the island throughout most of its military history until the consolidation of Army facilities in 1966 when Army missions were moved to Fort Meade, Maryland, and the Governors Island property was transferred to the Coast Guard.

Governors Island is the location of Support Center New York. Support Center New York performs administrative functions and serves Coast Guard tenant commands and personnel at Governors Island. It serves as a base for approximately 25 tenant commands including Atlantic Area Command and Maintenance and Logistics Command Atlantic, along with other staff elements.

Minor boat maintenance is also carried out at Governors Island, including wood and plastic boat repair, engine cleaning and repair, welding, carpentry, sandblasting, and spray painting. The Facilities Engineering Division has public works shops for sign painting, carpentry, housing maintenance, air conditioning, plumbing, and electrical services.

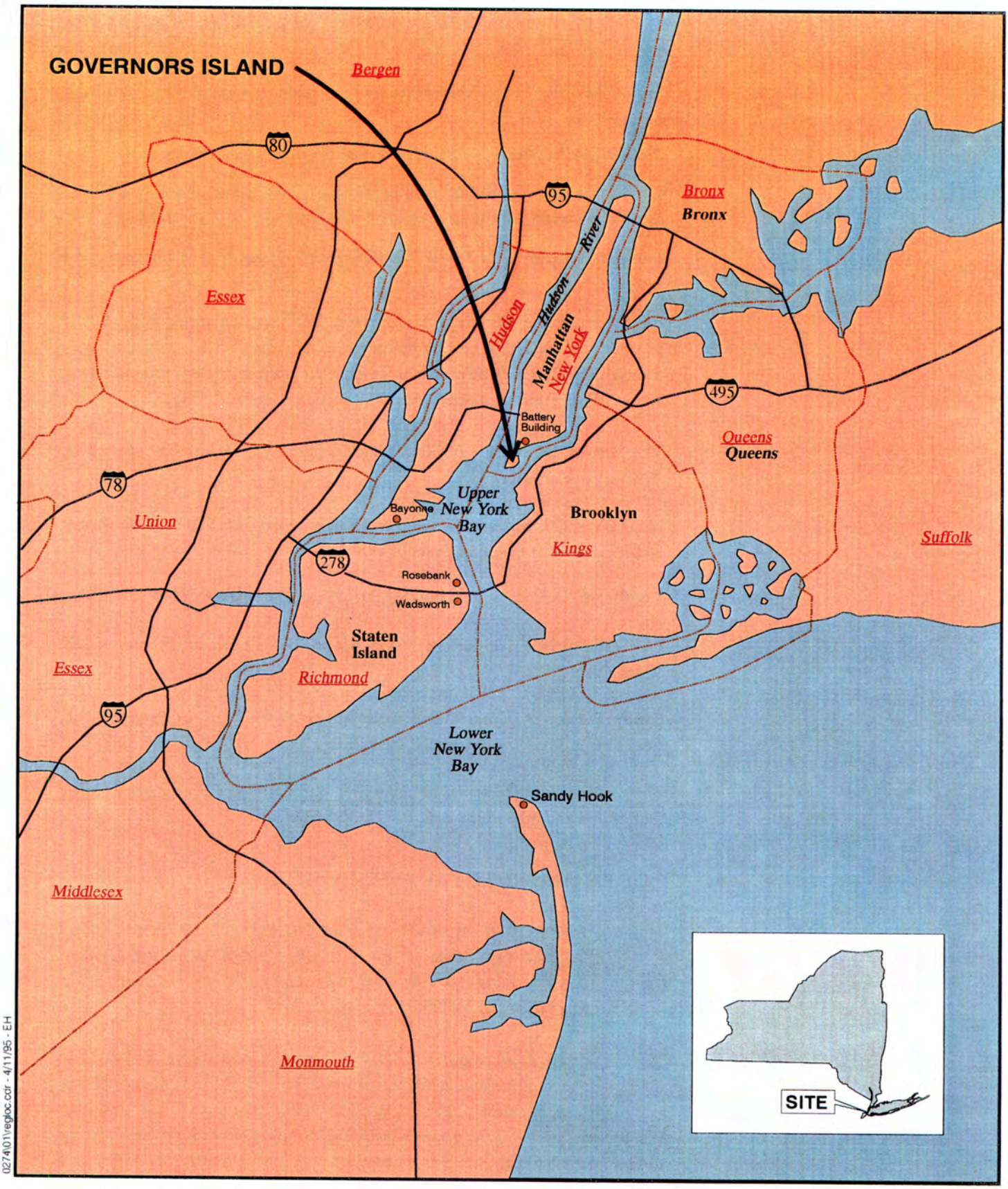
Governors Island is intensely developed from centuries of use as a military facility. Approximately 115 buildings are located on the island, along with several areas of developed open space including recreation fields, Nolan Park, and a parade ground that also functions as a nine-hole golf course.

1.3 RELOCATION SITES

Certain functions performed by Governors Island cannot be relocated out of the New York Harbor area because they are essential to the Coast Guard's local mission. Various locations were evaluated as potential relocation sites based upon the following criteria:

Housing - the availability of adequate family housing

Mission - proximity of the site in relation to the unit's area of responsibility



Governors Island is located in New York County within the Upper New York Bay and surrounded by the five relocation sites.

Legend

- Queens — County Name
- Queens — Borough Name
- County Boundary
- Relocation Sites

N

0 2.5 5

Approximate Scale in Mile

Source: 1992 DeLorme Mapping

TETRA TECH

Regional Location Map

Governors Island, NY

Figure 1

Shore Facilities - the availability of shoreside administration, shop and storage space

Waterfront Facilities - availability of waterfront pier and storage space

Quality of Life - proximity to medical, commissary, and exchange facilities and the reputation of the area, its schools and the adjacent neighborhoods

Logistics Support - the availability of logistics support for maintenance and repair

Relocation sites were selected to ensure that response times will not be compromised and that best fit the evaluation criteria. Five relocation sites within New York Harbor would be directly affected by the consolidation action. The relocation sites are as follows:

The Battery Building - A Coast Guard administration building located in downtown Manhattan.

MOTBY - The Military Ocean Terminal Bayonne (MOTBY) is an Army facility located in Bayonne, New Jersey.

Rosebank - A Coast Guard housing facility on Staten Island, New York.

Ft. Wadsworth - The former Naval Station New York located on Staten Island, New York.

Sandy Hook - A Coast Guard boat facility located on the Sandy Hook Peninsula in Monmouth County, New Jersey.

Figure 1 shows the locations of these sites, and Chapter 5 provides a detailed description and map of the sites.

1.4 SCOPE OF ENVIRONMENTAL ASSESSMENT

This EA is prepared in accordance with the National Environmental Policy Act (NEPA), the regulations of the Council on Environmental Quality (CEQ), 40 CFR Parts 1500 et seq., and Coast Guard procedures for implementing NEPA, COMDTINST M16475.1B.

Under the Base Realignment and Closure Act of 1990 (Public Law 101-510), the Department of Defense (DOD) is exempt from NEPA analysis of closure or realignment decisions. As a DOT entity, the Coast Guard does not have this exemption and must comply with NEPA requirements for all closure, realignment, disposal, and reuse decisions. In this context, the scope and intent of this EA are to assess the known and potential environmental and socioeconomic effects, both positive and negative, associated with the closure and relocation of Governors Island. If the decision is made to close the island,

appropriate NEPA documentation will be completed for its disposal and reuse.

1.5 ORGANIZATION OF THIS DOCUMENT

This document is comprised of the following sections:

Chapter 1, Purpose of and Need for Action - is a NEPA-required discussion of the need for closure and relocation. This section also provides introductory information and a discussion of the public involvement process.

Chapter 2, Alternatives Including the Proposed Action - provides the reader with a description of the proposed action (including closure activities and activities at each relocation site), two maintenance alternatives, and the no action alternative.

Chapter 3, Affected Environment - presents the reader with a description of the environmental and socioeconomic conditions at Governors Island.

Chapter 4, Environmental Consequences - identifies the potential environmental effects of the proposed closure action.

Chapter 5, Relocation Sites - describes the affected environment and potential impacts at the five relocation sites.

Chapter 6, Summary of Impacts - contains an analysis of other considerations required by NEPA. These include cumulative impacts of the closure and relocation action, the identification of any unavoidable adverse impacts, and any irreversible or irretrievable commitments of resources.

Chapters 7-9 - provide the reader with background information on consultation with interested and responsible agencies, references, and a list of preparers.

Technical Appendices - provide supporting data and documentation.

1.6 PUBLIC INVOLVEMENT

Opportunities to comment on the draft EA were provided during a 30-day public review period. The availability of the EA for review and comment by the public was announced in the February 17, 1995 issue of the Governors Island Gazette. The Coast Guard identified more than 35 agencies, organizations and individuals who might be interested in or affected by the proposed action and copies of the EA were mailed to everyone on this list. Copies of the EA were sent to both the New York and New Jersey State

Clearinghouses. Copies also were available for review at the library at Governors Island.

Fourteen respondents commented on the draft EA. All comments were considered and responded to, even if they were received after the end of the 30-day comment period. Copies of the mailing list, the announcement in the Governors Island Gazette, and all letters received and responses to these letters are provided in Appendix C.

In response to public comments, information on the relocation sites has been incorporated into this document along with an analysis of impacts from relocation activities (see Chapter 5). The mailing list was expanded to approximately 60 agencies, organizations and individuals including all who commented on the draft EA. This final EA and draft Finding of No Significant Impact (FONSI) have been mailed to everyone on the updated mailing list. Copies are available for review at the Governors Island library, the St. George library in Staten Island, New Amsterdam library in Manhattan, and the Middletown library in Monmouth County, New Jersey. A public notice announcing the availability of the final EA and to request comments on the draft FONSI is being published in the Federal Register, the Governors Island Gazette, and The New York Daily News. Public comments on this final EA and the draft FONSI will be considered in preparing the final FONSI.

1.7 REGULATIONS AND PERMITS AFFECTING CLOSURE

During consolidation activities, a variety of other federal laws and regulations may have to be addressed through interagency consultation or future documentation. Federal and state regulations and permits relating to the closure and maintenance action are listed in Table 3. They include the NEPA, National Historic Preservation Act (NHPA), and the Coastal Zone Management Act (CZMA), among others. Where applicable, the setting and impacts sections discuss laws, regulations, and permits that may affect the proposed action.

TABLE 3
REGULATIONS AND PERMITS AFFECTING CLOSURE OF GOVERNORS ISLAND, NEW YORK

Resource/Hazard	Regulation/Permit	Function	Responsible Agency
Environmental Impacts	National Environmental Policy Act of 1969; Council on Environmental Quality (CEQ) Regulations, 40 CFR 1506.6	Requires federal agencies to consider the environmental impacts of their activities.	CEQ
Protection of Coastal Zone	CZMA; Coastal Consistency Determination	Promotes effective management, beneficial use, protection, and development of the coastal zone.	New York Department of State
Water Pollution	Water Pollution Control Act Amendments of 1972 and Clean Water Act of 1977	Establishes guidelines for restoring and maintaining the integrity of the nation's water quality.	U.S. Environmental Protection Agency (EPA)
Port and Waterways Safety	Port and Waterways Safety Act	Regulates port areas for safety and security, protects the marine environment, maintains commercial and recreational safety, aids navigation, enforces laws and treaties, and conducts search and rescue operations.	U.S. Coast Guard (Coast Guard)
Air Quality	Title V of the Clean Air Act, as amended by the 1990 Clean Air Act Amendments	Regulates emissions of air pollutants identified under the Clean Air Act.	EPA
Water Pollutant Discharge	Section 402 of the Clean Water Act; Section 405 of the Water Quality Act of 1987, 33 USC 1342; 40 CFR 122	Regulates the discharge of pollutants from any source into waters of the United States.	U.S. Army Corps of Engineers (COE)
Floodplains	Executive Order 11988 (Floodplain Management)	Regulates construction in, or alteration of, a floodplain.	FEMA
Dredge and Fill Permits	Section 404 of the Clean Water Act, 33 USC 1344	Restricts activities resulting in the discharge of dredged or fill materials into bodies of water, including wetlands, within the United States.	COE
Industrial Wastewater	Section 54 of the Clean Water Act, 33 USC 1251; 40 CFR 403	Controls the discharge of industrial wastewater into publicly-owned treatment works.	EPA
Hazardous Substances	CERCLA, 42 USC 9601 et seq. 40 CFR Part 300; Executive Order 12580 (Superfund Implementation)	Requires the remediation of past discharges of hazardous substances.	EPA

TABLE 3 *(continued)*
REGULATIONS AND PERMITS AFFECTING CLOSURE OF GOVERNORS ISLAND, NEW YORK

Resource/Hazard	Regulation	Function	Responsible Agency
Underground Storage Tanks	RCRA, 40 CFR 280	Owners or operators of underground storage tanks.	EPA
Asbestos Hazards	Clean Air Act, 42 USC 7401 et seq.; National Emissions Standards for Hazardous Air Pollutants, 40 CFR 61; Occupational Health and Safety (OSHA) Act, 29 USC 669 et seq.	Requires the identification and remediation of asbestos-containing materials.	EPA; OSHA
Emergency Planning	Superfund Amendments and Reauthorization Act (SARA) Title III 301-305, 311-313	Requires listing on-site hazardous chemicals, planning emergency response, reporting leaks and spills, reporting chemical inventories, and reporting continuous emissions.	EPA
Worker Health and Safety	OSHA PL 91-596	Establishes health and safety requirements for workers.	OSHA
Solid Waste	Solid Waste Disposal Act, as amended by RCRA and the Hazardous and Solid Waste Amendments of 1984; CERCLA; Emergency Planning and Right to Know Act	Governs the management and transportation of solid waste, including hazardous waste.	EPA; U.S. Department of Transportation
Endangered and Threatened Species	Section 7 of the Endangered Species Act, 16 USC 1539; 50 CFR 17, subparts C through G	Limits the taking of endangered or threatened wildlife species, engaging in certain commercial trade of endangered or threatened species, or removing such species from property subject to federal jurisdiction.	USFWS
Cultural Resources	National Historic Preservation Act of 1966, PL 89-665, as amended; Archaeological and Historic Preservation Act of 1974, PL 93-291; Archaeological Resource Protection Act of 1979, PL 96-96; American Indian Religious Freedom Act of 1978, PL 95-341; Native American Graves Protection and Repatriation Act of 1990	Requirements for preserving, protecting, and recording prehistoric, historic, Native American, and paleontological resources.	Advisory Council on Historic Preservation; New York State Office of Historic Preservation; relevant Native American groups

Source: Tetra Tech 1994

2. PROPOSED ACTION AND DESCRIPTION OF ALTERNATIVES

2.1 PROPOSED ACTION

The proposed action assessed in this EA is the closure of Support Center New York at Governors Island (Figure 2) and the relocation of the functions and tenant commands off the island. The two alternatives evaluated are options that fulfill this action and meet the goal of the reduction of the Coast Guard's annual budget.

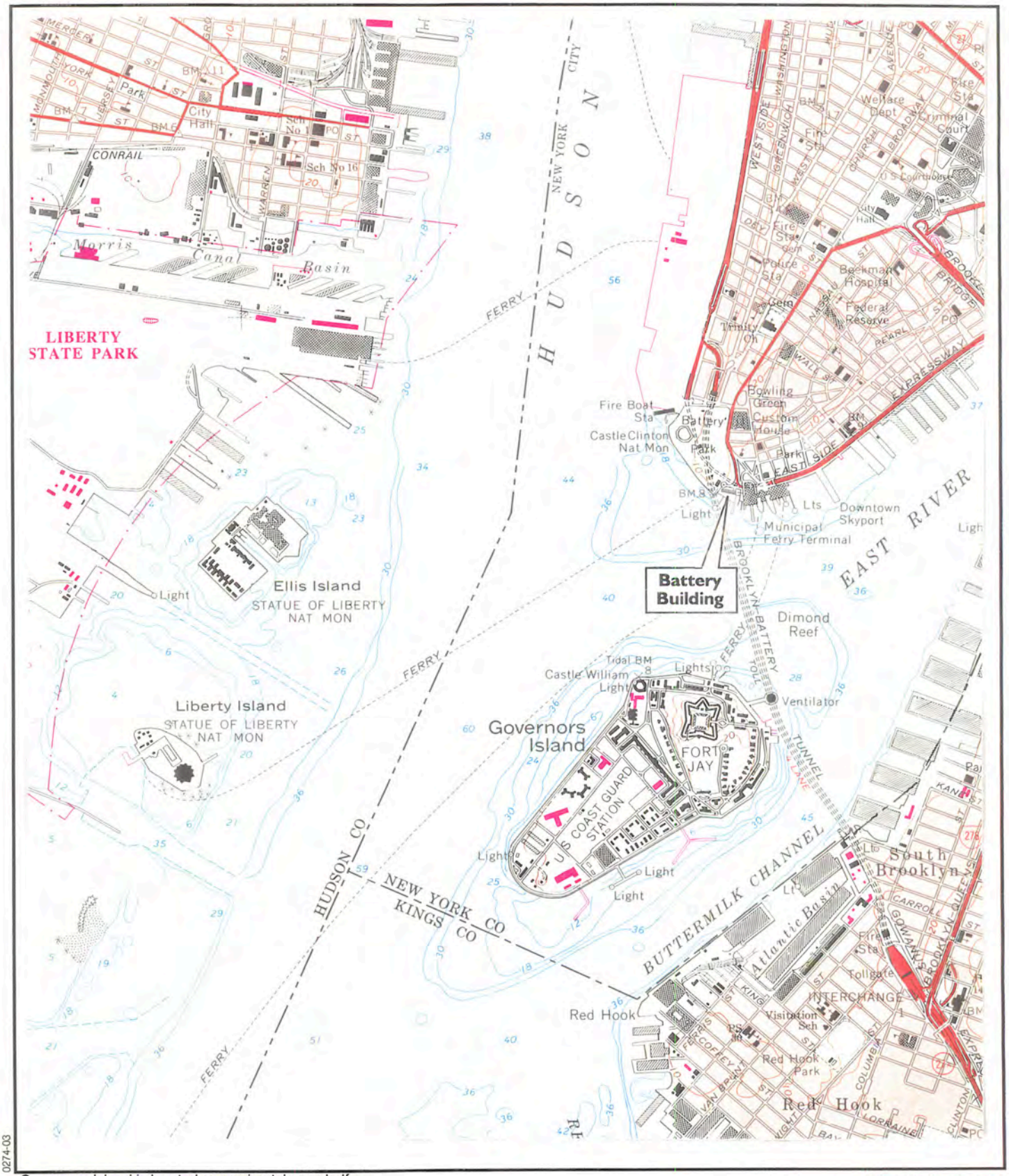
2.2 DESCRIPTION OF ALTERNATIVES

Two alternative means for closing and maintaining Governors Island facilities are evaluated in this assessment, the closure of Support Center New York with standard maintenance (the preferred alternative) and the closure of Support Center New York with basic maintenance. A no action alternative, with the facility remaining open also is evaluated. Table 4 summarizes the main components of the three alternatives as they relate to activities on Governors Island.

Under both of the alternatives, relocation of tenant commands will be the same. Local service providing functions will be relocated to other facilities within the New York Harbor, at the Battery Building, MOTBY, Rosebank, Wadsworth, and Sandy Hook facilities. Housing for relocated personnel will be provided at Wadsworth and Sandy Hook. These relocation actions are discussed below and are summarized in Tables 5 and 6. Chapter 5 assesses the affected environment and environmental impacts at the relocation sites and provides site maps for each facility.

The Battery Building (Figure 2). The proposed action will relocate various local functions from Governors Island to the Battery Building in Manhattan. Local functions relocated include Coast Guard Auxiliary, Recruiting, Marine Safety, Law Enforcement, Licensing and Inspection, and Automated Mutual Vessel Rescue. No vessels will be relocated from Governors Island to the Battery Building. The building will be renovated (25,900 square feet), but no building demolition or construction is anticipated. Sixty-one Coast Guard personnel will be located at the Battery Building. Housing for these personnel will be provided at Rosebank or Wadsworth on Staten Island.

MOTBY (Figure 3). The proposed action will relocate nine Coast Guard vessels and the Aids to Navigation Team (ANT) to MOTBY. Cutters to be located at MOTBY include the Red Beech, Penobscot Bay, Sturgeon Bay, two 65-foot tugboats, two 46-foot buoy tenders, and two 21-foot vessels. Construction activities would include wharf improvements, new floating docks, a new fuel system, and new shore ties. A new building (14,600 square feet) would be constructed for the ANT, the total area estimated for new



Governors Island is located approximately one half mile south of Manhattan, across the Buttermilk Channel from Brooklyn, and near Ellis and Liberty Islands.

N

0 1000 2000

Approximate Scale in Feet

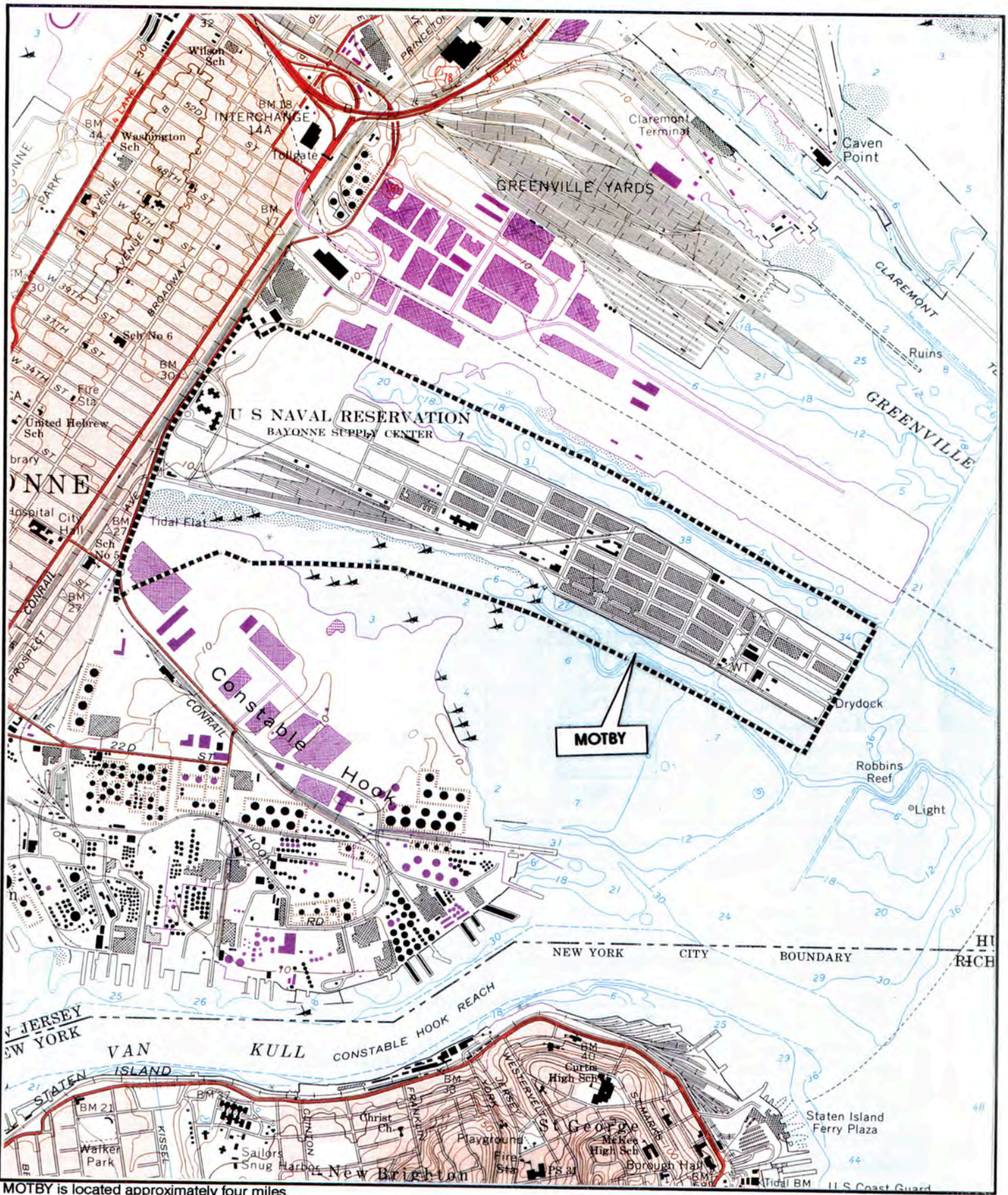
Source: U.S.G.S. 7.5 minute quadrangle, Jersey City, 1981.

TETRA TECH

Site Location Map

Governors Island, Battery Building
Governors Island, New York

Figure 2



MOTBY is located approximately four miles southwest of Governors Island across the Upper Bay of the New York Harbor.

0 1000 2000

Approximate Scale in Feet

N

Station Boundary

Source: U.S.G.S. 7.5 minute quadrangle, Jersey City, 1981.

TETRA TECH

Site Location Map

MOTBY
Bayonne, New Jersey

Figure 3

TABLE 4
COMPARISON OF ALTERNATIVES, GOVERNORS ISLAND

Closure Actions	Closure with Standard Maintenance Alternative	Closure with Basic Maintenance Alternative	No Action Alternative
Close Support Center New York	Yes	Yes	No
Reduce Coast Guard Annual Operating Costs	Yes (less cost reduction)	Yes (greater cost reduction)	No
Reduce Staff	Yes (less personnel reduction)	Yes (greater personnel reduction)	No
Continue Operation of VTS Tower and Close Circuit Television	Yes (at current levels)	Yes (at current levels)	Yes
Provide Full-Time Building Maintenance in Historic District	Yes (all maintenance following plan)	No, instead buildings would be kept in "mothball" status (some maintenance following plan)	Yes
Provide Full -Time Security and Reduced Fire Support Services	Yes (more personnel)	Yes (fewer personnel)	No change
Reduce Utilities in Historic District	Yes (but not to levels where damage may result)	Yes (but not to levels where damage may result)	No
Reduce Utilities in Other Areas	Yes	Yes	No
Reduce Electrical and Natural Gas Usage, Close Air Conditioners, Empty Hot Water Heaters	Yes	Yes	No
Discontinue Recycling Program	Yes	Yes	No
Close One Reservoir	No	Yes	No
Close Backup Generators	No	Yes	No
Keep Water Lines and Branches Full	Yes	Yes	Yes
Operate Fire Hydrants Monthly	Yes	No	No
Remove Snow from Buildings	Yes	No	Yes
Maintain Lawns and Landscaping	Yes	No	Yes
Continue Ferry Service	Yes (Reduced service, augmented with smaller Coast Guard craft)	Yes (Reduced service, augmented with smaller Coast Guard craft)	Yes
Continue Public Bus Service	No	No	Yes

TABLE 5
SUMMARY OF RELOCATION ACTIVITIES

Relocation Activity	Battery Building	MOTBY	Rosebank	Wadsworth	Sandy Hook[2]
Personnel Currently Assigned at Facility	131	0	0	0	46
Personnel to be Assigned to Facility	61	99	52	246	41
Net Change in Personnel	-70	99	52	246	-5
Vessels[1]	none	9	6	none	none
New Construction	none	14,600 sf	6,200 sf	5,000 sf	11,400 sf
Renovation	25,900 sf	none	Buildings 5, 6 (9,000 sf)	Buildings 306 (4,200 sf), 215 (37,400 sf)	administrative building, boathouse, and armory (7,800 sf)
Demolition	none	none	Buildings 7, 8	Buildings 205, 222, 223	Building 103
Wharf/Pier Modifications	rehabilitate Pier C	new pier, shore ties and new fueling system	replace pier, wave screens, shore ties, new fueling system	none	none
Other Improvements	landscaping	storage, parking	none	117 new parking spaces	parking, utilities, landscaping

Notes: [1] Number of vessels transferred to relocation site.
[2] Only as relating to Group Sandy Hook, not Station Sandy Hook (see discussion in Section 5.5).
Source: U.S. Coast Guard 1995

facilities, storage, and parking is 45,300 square feet. Storage areas would be used for hazardous materials (batteries, paints, solvents, and lubricants) and storage for vehicles, trailer-mounted vessels, and ANT supplies. Two separate areas are under consideration for the relocation of functions to MOTBY.

The Department of Defense MOTBY facility is on the recent Base Realignment and Closure (BRAC) Commission closure list. If the facility does not close, an area on the south shore of the facility would be used by the Coast Guard. If MOTBY is closed, the Coast Guard would locate the facilities along the north shore. Ninety-nine Coast Guard personnel will be relocated to this facility. Personnel with families will live at Wadsworth. Unaccompanied personnel will live in the Bachelor Enlisted Quarters (BEQ) at MOTBY or in the BEQ at Wadsworth.

TABLE 6
TENANT COMMANDS LOCATED UNDER
SUPPORT CENTER NEW YORK AT GOVERNORS ISLAND, NEW YORK

Commands and Staff Elements	Proposed Relocation Site	Functions Performed
Commands		
Atlantic Area (Lantarea)	Outside the New York Harbor	Controls Coast Guard functions for Atlantic Area (approximately east of the Rocky Mountains)
Maintenance and Logistics Command (MLCA)	Outside the New York Harbor	Maintenance and logistical support for Atlantic Area region
Support Center New York (SUPRTCENNY)	Disestablished	Support for all other tenant commands at Governors Island
Civil Engineering Unit, New York (CEU NY)	Disestablished	Civil engineering support for Governors Island
Marine Inspection Office, New York (MIO NY)	Administrative - Wadsworth with a detachment at Battery Building	Vessel inspection in the New York Harbor area
Vessel Traffic Service, New York (VTS NY)	Wadsworth	Vessel traffic support for the New York Harbor region
Electronic Maintenance Detachment New York (EMD NY)	Outside the New York Harbor	Electronics support in the New York, New Jersey, and Connecticut areas
Naval Engineering Support Unit, New York (NESU NY)	Outside the New York Harbor	Electronics support in the New York, New Jersey, and Connecticut areas
Group New York	Operations and Administrative - Wadsworth Engineering - Sandy Hook	Provides operational and control support of the subordinate operational commands within the New York area
Station New York with 6 search and rescue vessels	Rosebank	Multi-mission operational station in the New York Harbor
Aids to Navigation Team New York (ANT NY) with two 46 foot boats and two 21 foot boats	MOTBY	Maintains aids to navigation in the New York area
Coast Guard Cutter Sorrel (CGC Sorrel)	Outside the New York Harbor	Maintains aids to navigation (southern end of the first district)
CGC Red Beech	MOTBY	Maintains aids to navigation in the New York area
CGC Dallas	Outside the New York Harbor	Coast Guard high endurance activities
CGC Gallatin	Outside the New York Harbor	Coast Guard high endurance activities
CGC Hawser (WYTL)	MOTBY	Patrol of New York Harbor and Hudson River
CGC Line (WYTL)	Outside the New York Harbor	Patrol of New York Harbor and Hudson River
CGC Wire (WYTL)	MOTBY	Patrol of New York Harbor and Hudson River
CGC Penobscot Bay	MOTBY	Ice breaking activities in New York Harbor and Captain of the Port functions
CGC Sturgeon Bay	MOTBY	Ice breaking activities in New York Harbor
First District Staff Elements		
Coast Guard Auxiliary	Battery Building	Administrative support
Coast Guard Bridges	Outside the New York Harbor	Administrative support
Coast Guard Intelligence (OEL)	Battery Building	Intelligence
Coast Guard Public Affairs	Wadsworth	Public affairs activities for the New York Harbor
Recruiting	Battery Building	Recruiting of Coast Guard personnel

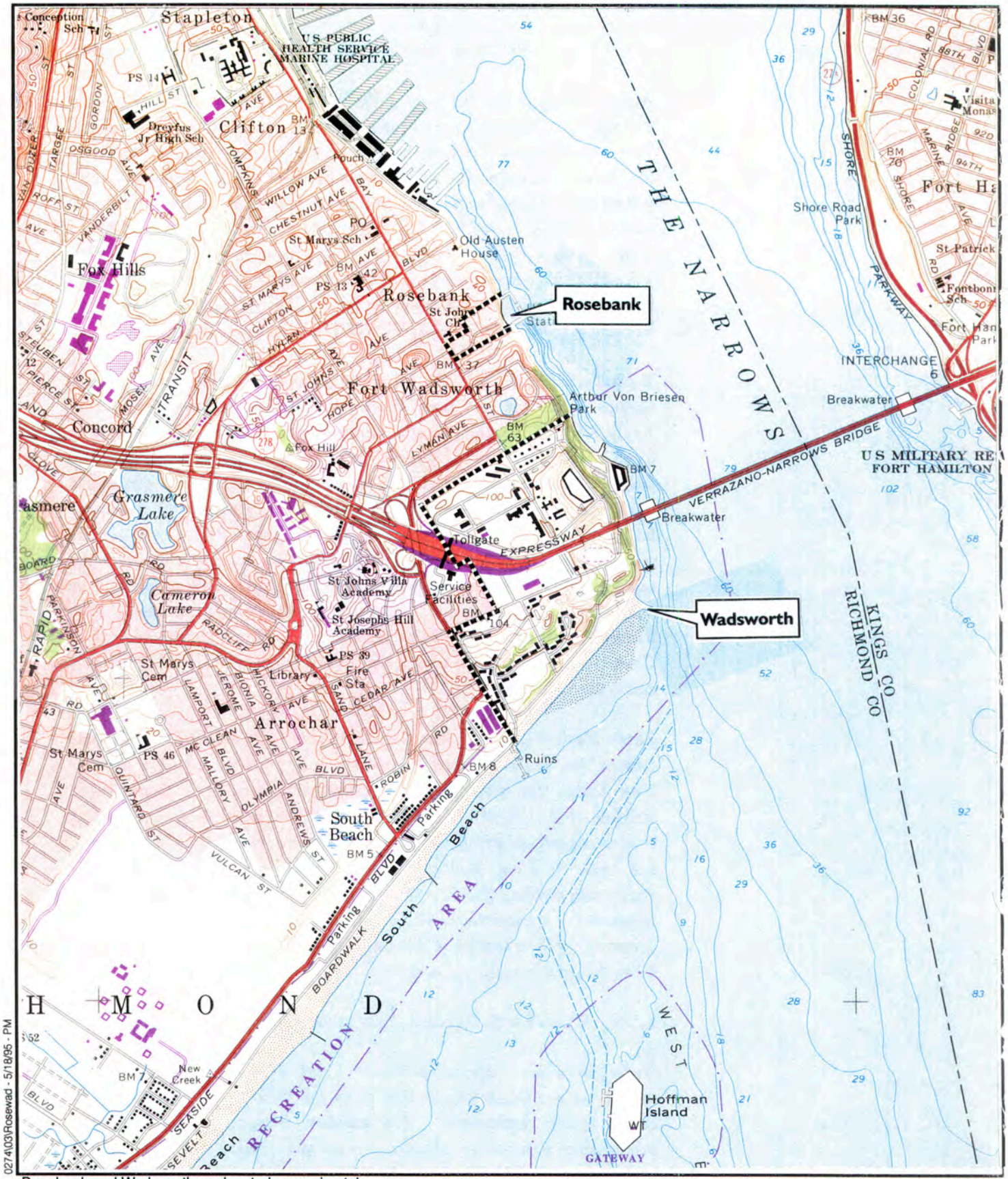
Rosebank (Figure 4). The proposed action will relocate Station New York, including six search and rescue vessels and related equipment, to Rosebank. New construction will include the replacement of existing piers, the addition of wave screens, and a new fueling system for these vessels. Buildings 7 and 8 will be demolished and replaced (6,200 square feet of new construction), and existing housing in Buildings 5 and 6 will be converted to station facilities (9,000 square feet). Fifty-two Coast Guard personnel will be relocated and will reside either in existing housing at Rosebank or Wadsworth. Seventeen units will be available at Rosebank for the housing of Coast Guard personnel working at the Battery Building, MOTBY, Rosebank, and Wadsworth.

Wadsworth (Figure 4). The proposed action will combine and relocate Groups New York and Sandy Hook administrative functions, the Vessel Traffic Service (VTS) control room, and marine inspection office functions to form Activity New York at Wadsworth. No vessels will be relocated to this facility. Construction activities will include the renovation of Building 306 (4,200 square feet) and a portion of the existing BEQ (totaling 37,400 square feet), and the demolition of Buildings 205, 222, and 223 for new parking areas. New construction would include a 5,000 square foot addition to the existing BEQ. Two hundred and forty-six Coast Guard personnel will be relocated to this facility and will reside in existing housing areas. Two hundred seventy-six units will be available at Rosebank for the housing of Coast Guard personnel working at the Battery Building, MOTBY, Rosebank, and Wadsworth.

Sandy Hook (Figure 5). The proposed action will relocate and combine Groups New York and Sandy Hook engineering functions as part of Activity New York. No vessels will be relocated to this facility. Construction activities will include the renovation of the administrative building, boathouse, and armory (7,800 square feet), demolition of the maintenance and repair building (Building 103), the construction of a new group engineering building (11,400 square feet), and parking improvements (19,162 square feet). Approximately 41 Coast Guard personnel (a net reduction of 5 personnel) will be located at this facility and will reside in existing on-site housing currently under construction.

2.2.1 Closure with Standard Maintenance (Preferred Alternative)

Under the preferred alternative, Support Center New York would be closed and all facilities would be relocated except the VTS radar tower and closed-circuit camera equipment. The standard maintenance plan includes maintenance activities in accordance with the historic landmark district maintenance plan proposed for the Governors Island National Landmark (U.S. Coast Guard 1994q). Approximately 30 personnel would be required to implement this alternative. Personnel would be needed for occasional inspection and maintenance of the VTS radar tower and cameras, full-time



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Rosebank and Wadsworth are located approximately six miles south of Governors Island on the northeastern shore of Staten Island.

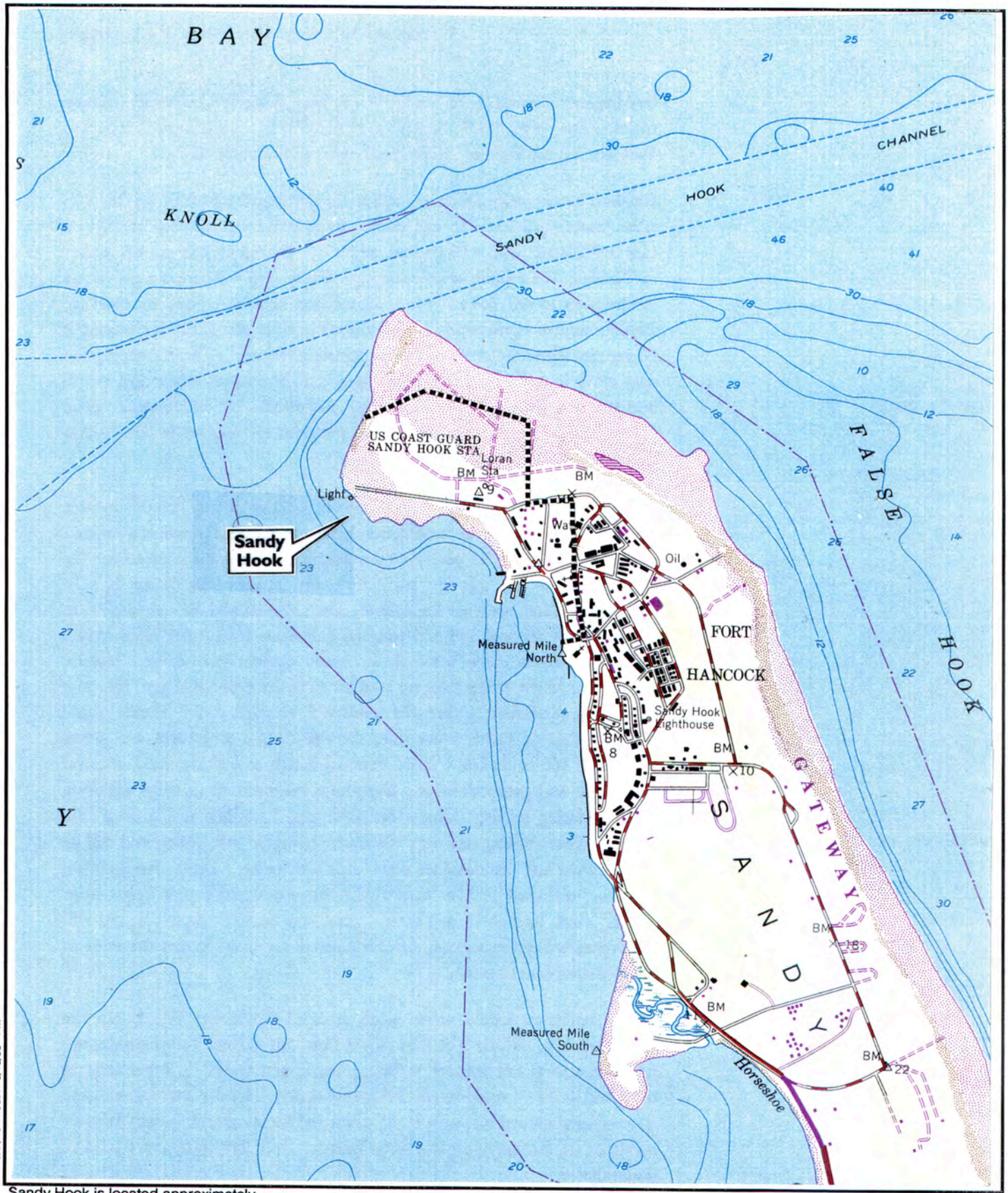
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Site Location Map

Rosebank, Wadsworth
Staten Island, New York

Source: U.S.G.S. 7.5 minute quadrangle, The Narrows, 1981.

Figure 4



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Sandy Hook is located approximately 15 miles south of Governors Island in the Sandy Hook Bay.

N

0 1000 2000

Approximate Scale in Feet

Source: U.S.G.S. 7.5 minute quadrangle, Sandy Hook, 1981.

TETRA TECH

Site Location Map

Sandy Hook
Monmouth County, New Jersey

Figure 5

building maintenance, as outlined in the historic landmark district maintenance plan (U.S. Coast Guard 1994q), utility reduction and maintenance, and full-time security and reduced fire support.

Standard maintenance activities include the continued operation of the VTS radar tower (Building 400) and closed-circuit camera equipment located on Castle Williams. The VTS control center (the central control room) located in Building 108 would be relocated to Wadsworth. There would be no interruption in the control center operations because a "hot cut-over" to another control room would be established prior to discontinuing service at Governors Island (Johnson, personal communication). A brief interruption may occur in radio communications between the control center and vessels during the relocation. If radio downtime is anticipated, radio communications would be temporarily provided by another facility within the New York Harbor region.

Building upkeep in the historic district of the island would include maintenance activities in accordance with the historic landmark district maintenance plan. This plan provides prioritized recommendations for the maintenance of the historic structures and features that make up the Governors Island National Landmark. Semi annual and annual inspection schedules and seasonal and non seasonal guidelines for regular maintenance activities, such as snow removal, landscape maintenance around historic structures, and gutter cleaning, are established in this plan. The activities that will be implemented under the preferred alternative are those whose omittance would cause irreversible damage to the structures and other features of the landmark. These essential activities include snow removal from roofs and gutter cleaning. Short-term maintenance includes repairing leaks, replacing missing shingles on roofs, and repairing or replacing rain gutters. These maintenance activities are more urgent than others and will be incorporated into maintenance under this alternative. Other deterioration problems discussed in the historic district maintenance plan (e.g., open mortar joints, iron and wood deterioration, and window deterioration) will be investigated and repairs will be completed as necessary so that the value of the landmark is not lessened.

Utility reduction would occur in all areas of Governors Island. In the historic district, utilities would be reduced but not to the level where damage to the structures and features of the landmark may result. In other areas of the island, utilities would be reduced below their full service level by reducing electrical and natural gas use, closing down and removing refrigerant from air conditioners, and emptying hot water heaters. Recycling programs would be discontinued.

Maintenance activities in all areas on the island would include maintaining water lines and branches in a full and pressurized condition for fire

suppression; maintaining lawns and landscaping to decrease the chance of fire and to prevent disease and root damage to trees; regularly clearing drain pipes and keeping the stormwater drainage system clear; removing all snow on buildings that may pose a threat to building structure; checking boilers at regular intervals for leaks; and operating fire hydrants occasionally to ensure that required pressure and flow is available.

Under the standard maintenance alternative, regular ferry service to the island would be replaced with intermittent service provided by a smaller Coast Guard-owned utility craft and occasional ferry service used by maintenance personnel. The public bus service on the island would be discontinued.

To prevent vandalism or other damage to structures and grounds, a 24-hour security watch would be maintained. Fire protection at a reduced level would be retained on the island to prevent extensive damage to facilities, particularly in the historic district. One crew of firefighters would be on duty at the Governors Island fire station at all times for emergencies and evacuations. Due to the distance and time required to get to medical facilities in Manhattan or Brooklyn, at least one paramedic or emergency medical technician would be available at the fire station in the event of a medical emergency. Security, fire, and medical services would continue to be supplemented by backup resources from the City of New York. By comparison, the Statue of Liberty National Monument has a full-time security force of rangers from the National Park Service who are responsible for security, fire, and emergency situations.

2.2.2 Closure with Basic Maintenance

As with the standard maintenance alternative, the basic maintenance alternative would include the closure of Support Center New York and relocation of its functions off Governors Island. A basic maintenance plan that does not include implementation of the historic landmark maintenance plan would be instituted. Personnel would be required to maintain the VTS radar tower and cameras only, and to provide minimal building and utility maintenance. Minimal security and fire support would be provided.

Under the basic maintenance alternative, the VTS tower and closed-circuit cameras would be maintained, and the control center would be relocated, as discussed under the standard maintenance alternative.

Unlike the standard maintenance alternative, maintenance recommendations outlined in the historic landmark maintenance plan may not be followed under this alternative. Buildings would instead be kept in a "mothball" status, which would include turning off utilities to nonessential buildings, repairing cracks and crevices where insects and small animals could enter, repairing roof leaks, and boarding up doors and windows. These actions

would not be consistent with Section 106 of the NHPA governing the maintenance of National Historic Landmarks or with the historic landmark district maintenance plan for Governors Island that has been approved by the State Historic Preservation Officer (SHPO).

As with the preferred alternative, a reduction in utility service would occur. Unlike the standard maintenance alternative, this reduction would occur in all areas of Governors Island, including the historic district. Utilities would be reduced further under the basic maintenance alternative than in the preferred alternative. This will be accomplished by the closure of one of the two water reservoirs on the island and by shutting down site boilers and generators except where essential for security and firefighting activities. Like the standard maintenance alternative, hot water heaters would be emptied, drain pipes would be cleared regularly, stormwater drainage systems would be kept clear, snow would be removed on buildings where it may pose a threat to building structure, boilers would be checked at regular intervals for leaks, and fire hydrants would be operated occasionally to ensure required pressure and flow. These maintenance activities in all areas of Governors Island, including the historic district, would be limited to maintaining the water pressure necessary for firefighting activities. Unlike the standard maintenance alternative, no upkeep of lawns or landscaping would occur under this alternative, except to abate extreme fire hazards. Recycling programs would be discontinued.

Transportation to and on the island would be reduced, as described under the standard maintenance alternative.

In contrast to the standard maintenance alternative, which would provide full-time security and reduced firefighting support services, the basic maintenance alternative would provide only limited services, with backup services provided by New York City. These limited services would include a full-time crew responsible for all aspects of security, fire, and emergency medical protection, similar to the duties performed by the rangers at the Statue of Liberty National Monument.

2.2.3 No Action

The no action alternative assumes that Support Center New York and tenant operations would continue to operate at their present levels on Governors Island. Support Center New York would remain open and no facilities would be relocated. This alternative would not assist the Coast Guard's goal to reduce their annual operating costs.

The buildings in the historic district would continue to be used in their current capacities, mainly for administrative and housing operations. The

historic landmark district maintenance plan would be implemented under the no action alternative, as discussed for the preferred alternative.

2.3 Alternatives Considered but Eliminated

The Coast Guard Streamlining Study Team is currently evaluating various means of reducing the Coast Guard annual operating budget. Alternative realignment/closure scenarios in the New York Harbor area were considered in that process. The following alternatives were considered during preparation of this EA but were determined to not meet the goals of the proposed action and therefore were not analyzed in detail.

Partial Closure of Governors Island. The alternative of partial closure of Support Center New York was considered but eliminated from a detailed discussion because partial closure is unlikely to assist in the Coast Guard goal of a substantial cost reduction. Because operations directly within the New York City Area (such as Governors Island) have been determined to greatly exceed operating costs elsewhere, and because Governors Island is located on an island, the alternatives that have been determined to meet the goal of cost reduction are those alternatives discussed above.

High Use of Governors Island. The alternative of high use/maximum density on Governors Island was considered but was eliminated from further discussion. This alternative would consider the expansion of some of the tenant commands on Governors Island under the streamlining process, thereby achieving economy of scale and reducing the overall operating costs on the island. This alternative was eliminated for several reasons. First, the island is already operating at a high density, with very little open space available for expansion. Moreover, in the newer part of the facility, the only open space is currently used for playing fields; in the older area of the island, expansion would not be consistent with preserving the integrity of the historic landmark. Finally, while higher density use of the island would lower operating costs, it would not resolve cost-of-living issues associated with Coast Guard personnel living in New York City.

Closure of Other Facilities. The closure of other facilities in the New York Harbor area instead of Governors Island would not substantially reduce the Coast Guard's operating costs. Operating costs of Governors Island are high primarily due to the costs associated with running a facility on an island in the New York Harbor. No other Coast Guard facilities have this combination of factors that results in the high cost of operations at Governors Island. Therefore, the closure of other facilities would not reduce the Coast Guard's operating costs at the same level as the closure of Governors Island.

3. GOVERNORS ISLAND AFFECTED ENVIRONMENT

This section discusses the existing environment of Governors Island and relevant areas of the surrounding New York Harbor region. The existing conditions for each resource category are provided as a baseline for evaluating and analyzing potential impacts resulting from each alternative. Resources evaluated include land use, infrastructure (traffic and utilities), socioeconomics, public services, hazardous materials, noise, air quality and climate, geology and soils, water resources, biological resources, and cultural resources. A region of influence (ROI) encompasses a geographic area where project effects may be experienced. The ROI may vary by resource and is based on applicable technical parameters and data.

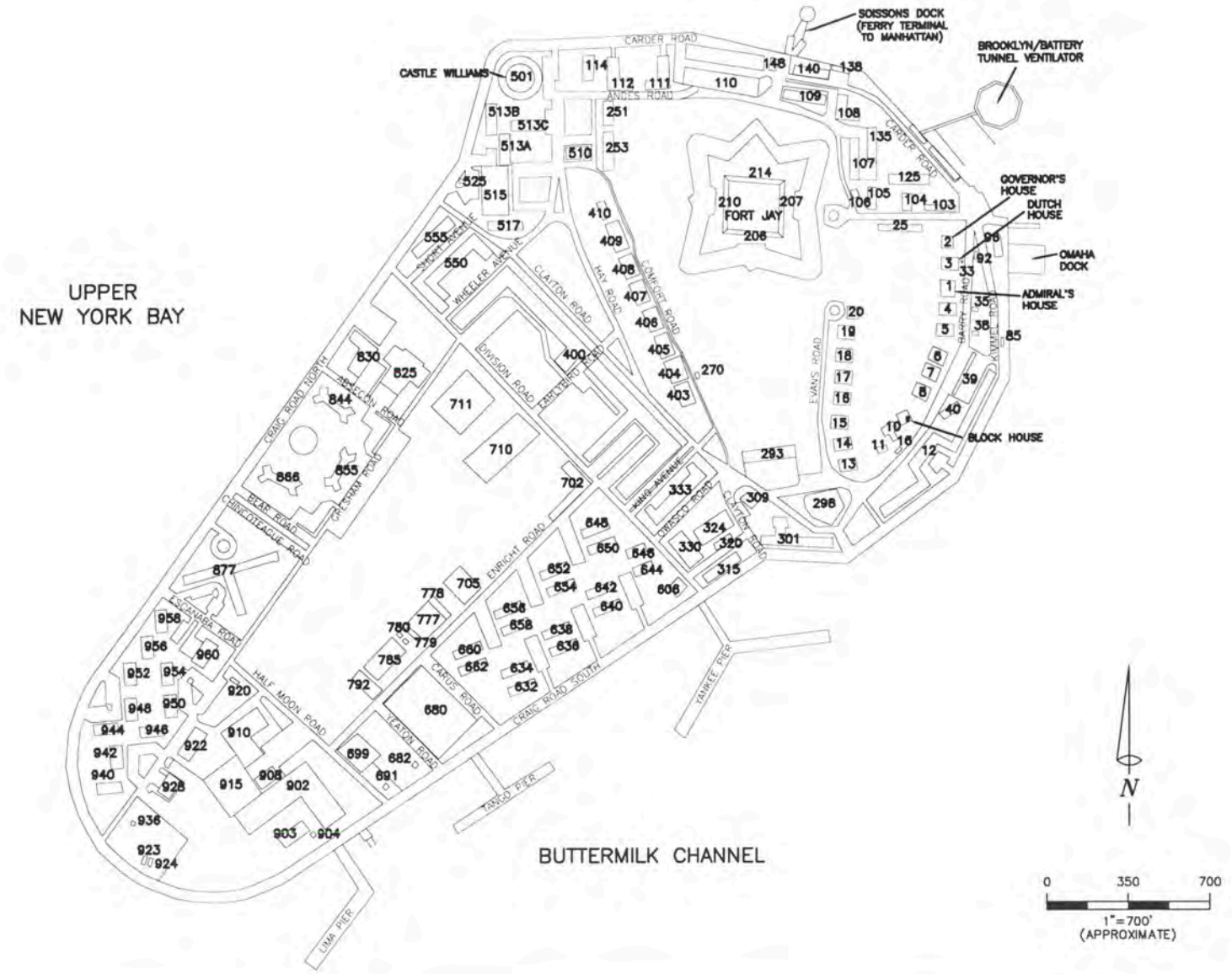
3.1 LAND USE

The ROI for land use includes Governors Island and the surrounding communities of Manhattan, Brooklyn, Staten Island, Bayonne, and Jersey City. The Battery Building and MOTBY are within this ROI. Figure 6 presents a site map of Governors Island.

3.1.1 Governors Island Land Use

Governors Island has a long history, dating from 1624 when families associated with the Dutch West India Company settled on the island (Ellis 1966; Kammen 1975). Dutch, British, and American forces exchanged control of the island until 1783 when the British surrendered to American forces at the end of the Revolutionary War. The island was administered by the U.S. Army for military purposes from that time until the island was conveyed to the U.S. Coast Guard in 1966. Military functions of the island included use as a fort, a military arsenal, and a prison during the Civil War (LBA 1994). Governors Island has been intensively developed during its long history. The history of Governors Island is further discussed in Section 3.11.2.

The island was expanded from about 70 acres in 1879 to 172 acres in 1913 as a disposal site for materials excavated during the construction of the New York subway system (Ellis 1966). Figure 7 shows the 1879 coastline of the island in contrast to the present coastline. In 1985, about one-half of Governors Island was declared a National Historic Landmark. Section 3.11 further describes this designation.



There are over 225 structures on the island including 38 that were built prior to 1900.

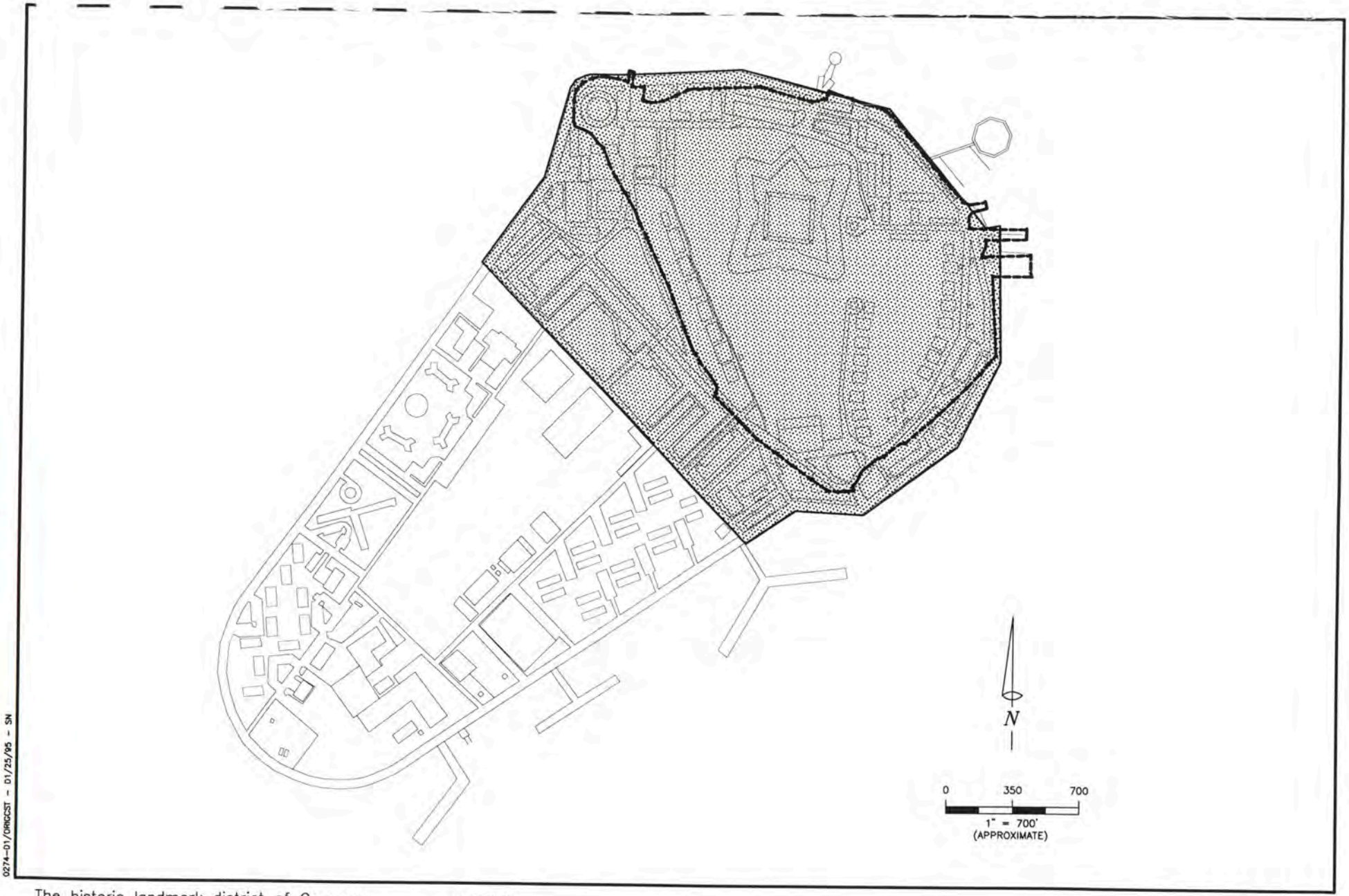
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Site Map

Governors Island, NY

Figure 6

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0274-01/ORGCST - 01/25/95 - SN

The historic landmark district of Governors Island encompasses the northern half of the island, and the southern half of the island was filled in 1913.

LEGEND:

1879 Coastline

Historic District

TETRA TECH

1879 Coastline & Historic District

Governors Island, NY

Source: U.S. Coast Guard, undated b; U.S. Coast Guard, 1994 q

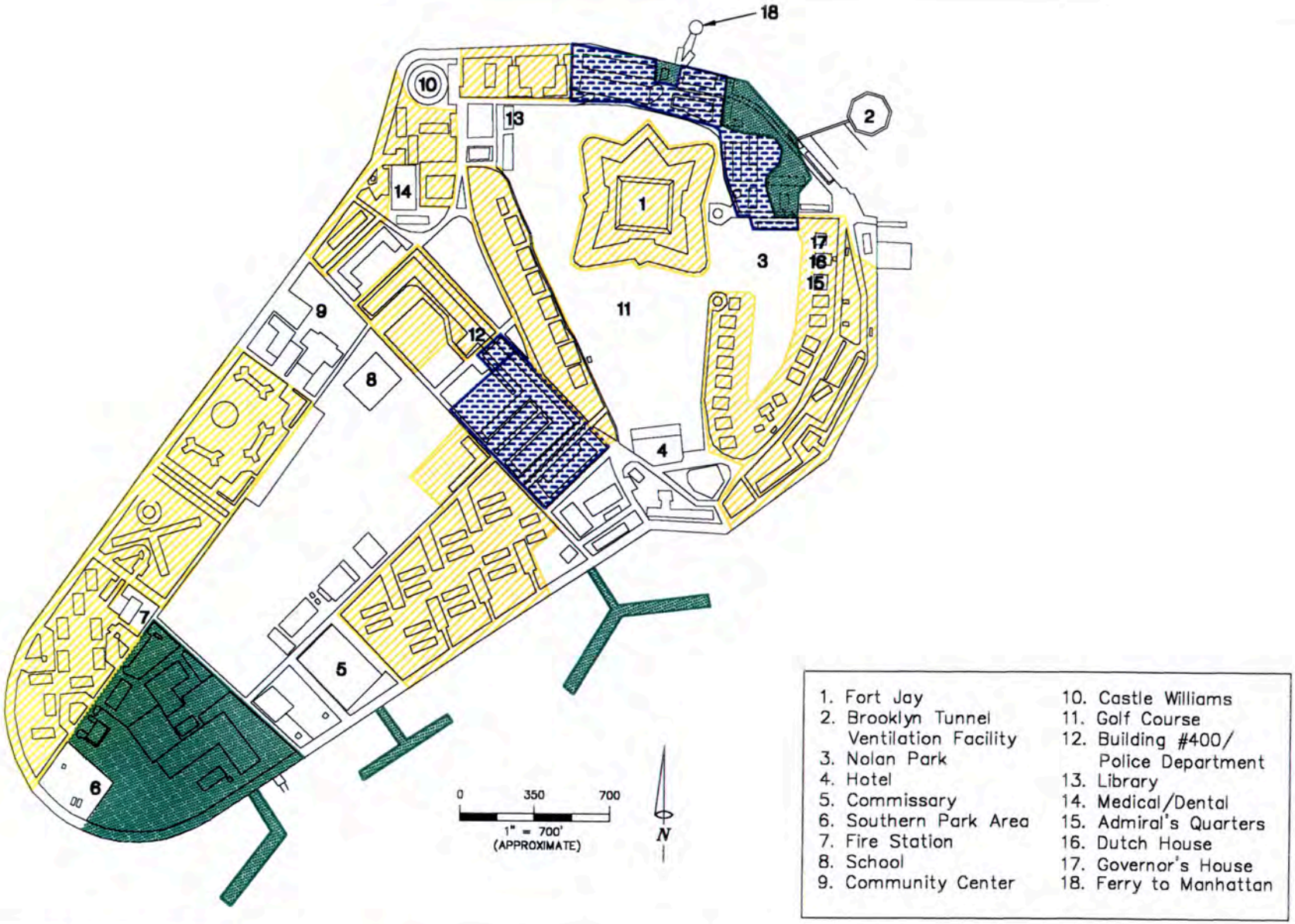
Figure 7

The historic landmark district is located north of Division Road and contains approximately 90 acres (Figure 7). Current land uses for the island are shown in Figure 8 and include industrial/operations, 18 acres; administration, 12 acres; community support, 80 acres; and housing, 62 acres. No current master plans exist for Governors Island. Masters plans completed in 1983 and 1985 are no longer in use because they are outdated (Gavini, personal communication). The City of New York has designated the island "R3-2," a zoning designation that permits lower-density residential and community uses. The administrative and industrial areas of the island are city-designated non-conforming commercial and industrial use areas. Areas of federal jurisdiction (such as Governors Island) are exempt from local zoning regulations.

A network of roadways provides on-island access. Parking lots are located throughout the island and are discussed further in section 3.2.1. More than 225 structures are located on the island, 38 of which were built prior to 1900. Forty-seven structures have been built since the Coast Guard assumed control of the island. The land use patterns and architecture on Governors Island are unique to the surrounding area because the island contains a higher proportion of parks and open recreation areas in combination with the distinctive character of the historic district (U.S. Coast Guard undated a). Coast Guard land uses are described below.

Industrial/Operations (18 acres): The island has two industrial areas. The area in the southwest (16.2 acres) houses the Engineering Division, Industrial Division, buoy painting and storage shops, the motor pool, a small boat fueling dock, and the hazardous waste storage facility. The smaller area (1.8 acres) on the east side houses the Coast Guard's Group New York, the Vessel Traffic Service, Atlantic Area Command, and Station New York. These units are responsible for law enforcement, search and rescue, and navigation for New York Harbor. A Brooklyn Tunnel ventilation facility is located adjacent to the northeast shore and is serviced from Governors Island. Historically, a munitions storage area was located in this area.

Three concrete piers, Yankee, Lima, and Tango, extend from the southeast shore of the island to handle Coast Guard vessels and ferries. These piers are in good condition and serve as mooring areas for Coast Guard vessels. Three other piers are located on the eastern part of the island, just south of the tunnel ventilator, Pier 101 and pier 102 are of timber construction, and the Omaha Dock is no longer in use and has been condemned. Two ferry slips are located on the northern part of the island and are used for ferry service from the island to Manhattan.



The land use patterns and architecture on Governors Island are unique to the surrounding area because the island contains a higher proportion of parks and open recreation areas in combination with the distinctive character of the historic district.

Source: U.S. Coast Guard, 1993e

LEGEND:

- Industrial/Operations
- Administration
- Community Support & Recreational Facilities
- Residential

TETRA TECH

Land Use Map

Governors Island, NY

Figure 8

0274-01/LANDUSE - 01/26/95 - SN

Administration (12 acres): Administrative office buildings are located north of Division Road in the eastern portion of Building 400 and at the northern end of the island.

Community Support (80 acres): Community support areas include the library, fire station, police department, elementary school, commissary, restaurant, hotel, recreation facilities, and other commercial services. Locations for these facilities are shown on Figure 8. The island has a gymnasium, swimming pool, tennis courts, and fields for baseball, softball, and soccer. A small park area is located on the south shore of the island, and a parade ground/nine-hole golf course surrounds Fort Jay. Adjacent to the golf course is Nolan Park. Landscaped open spaces, with some play areas for children, exist throughout the residential facilities. A waterfront esplanade faces the Brooklyn waterfront on the east side of the island.

Residential (62 acres): Coast Guard housing areas are located throughout the island. Officer family housing is located within Fort Jay, surrounding Nolan Park on the northern side of the island, and at smaller areas in the west and south. Unaccompanied officer housing is located in the center of the island. Family housing for enlisted personnel is located on both the east and west shores of the island (filled area). Unaccompanied enlisted housing is located to the south of Castle Williams and in the western portion of Building 400. Housing on the island is discussed in further detail in Section 3.3.3.

3.1.2 Surrounding Land Use

Located within the City of New York in Upper New York Bay, Governors Island is approximately one-third mile from the Brooklyn shore and one-half mile from the Manhattan shore. Jurisdictions surrounding Governors Island are described below in a clockwise direction beginning with Manhattan.

North of Governors Island is the borough of Manhattan, the most densely populated urban area in the United States. Manhattan is home to over 1.5 million people. The highly developed southern shoreline of Manhattan faces Governors Island and supports high-rise office buildings, ports, ferry terminals, and Battery Park.

The Brooklyn and Manhattan Bridges cross the East River northeast of Governors Island. Southeast is the Brooklyn waterfront, a major U.S. port area containing waterfront industrial and port uses, including ferry terminals, warehouses, container freight facilities, and rail lines.

Five miles south of Governors Island is the borough of Staten Island. Jersey City and the Military Ocean Terminal at Bayonne, New Jersey, are approximately three miles to the west. Staten Island and Jersey City are both

highly developed urban areas containing a mix of residential, port, commercial, industrial, and institutional uses.

Ellis Island and Liberty Island, one mile to the west of Governors Island, are historic landmarks under the jurisdiction of the National Park Service. Together they attract more than 10,000 visitors a day during summer months (Prebutt, personal communication).

Navigable waters in the project vicinity and surrounding lands rely on the Coast Guard's VTS headquartered on Governors Island. This service utilizes radar and closed-circuit television cameras to monitor navigational hazards and vessel traffic, to reduce ship collisions and groundings, and to protect the waters from resulting environmental harm. This service is further discussed in section 3.2.1.

3.1.3 Coastal Zone Management

Governors Island is considered federal land exempt from the Coastal Zone of the State of New York. Under the 1990 amendments to CZMA, federal lands are defined as being outside the coastal zone boundaries. This exclusion does not eliminate Support Center New York from the obligation of complying with the Coastal Management Program. While the land of Governors Island is exempt while under federal ownership, the actions of the Support Center must comply with the CZMA and are compelled to undergo a consistency determination under this legislation.

3.1.4 Visual Resources

Governors Island is particularly rich in visual resources. Many locations on the island offer views of Manhattan, Battery Park, the Brooklyn and Verrazano Bridges, Jersey City, New Jersey, the Brooklyn waterfront, Ellis Island, and the Statue of Liberty. Appendix A provides several photographs of Governors Island.

Coastal visual quality in New York City, however, is often poor. Deteriorated waterfront property and degraded water quality detract from the scenic quality of the waterfront.

3.2 INFRASTRUCTURE

Infrastructure discussed in this section includes systems for vehicle and vessel traffic and transportation, drinking water, electricity, natural gas, telephone, cable, wastewater, solid waste, and recycling.

3.2.1 Vehicle Traffic

Access to Governors Island is restricted to military personnel, their families and guests, and civilian employees. Communities within commuting distance of the island include lower and middle Manhattan, Staten Island, West Brooklyn, and eastern New Jersey (U.S. Coast Guard 1994n). While some employees commute from outside these areas, the majority are accounted for in this region.

The ROI for vehicle traffic is Governors Island. The roadway system in the western and southern portions of the island has been designed to serve certain kinds of traffic needs (U.S. Coast Guard 1994j). A perimeter roadway moves traffic around the island with local streets providing cross island movement. The speed limit is generally 15 miles per hour except in some areas like the school zone, where the speed limit is 10 miles per hour. Roadways on the island are classified as either primary roadways or service cartways. Primary roadways connect major land uses and destinations on the island and carry the largest volume of traffic and the heaviest vehicles (see Table 7). Service cartways and drives provide access to individual structures, parking lots, or loading areas. The roadway system in the Historic District does not follow this design pattern. Patterns of use have evolved over time rather than being dictated by roadway size and curvature.

Parking space on Governors Island is limited. For this reason individual vehicle use is kept to a minimum and public transit use is encouraged. Free buses run weekdays and Saturdays along the primary roadways and make stops throughout the island. Island residents and members of vessels home-ported at Governors Island have priority for parking. Some deficiencies in parking exist for people who commute by car to work on the island, official vehicles, customers, vendors, and contractors. Long-term storage areas for recreational vehicles, trailers, and boats are regulated to ensure reasonable availability of limited parking space for all users (U.S. Coast Guard 1988). Section 3.7.1 discusses the average vehicle occupancy (AVO) of Governors Island in relation to goals set by New York County.

TABLE 7
PRIMARY ROADWAYS ON GOVERNORS ISLAND

Roadway Name	Function
Andes Road	Major through roadway for all traffic to and from the ferry landing
Barry Road	Residential two directional through route
Clayton Road	Major north-south roadway providing cross-island movement
Comfort Road (Kimmel-Clayton)	Links Barry Road with Clayton Road and South Craig Road
Division Road	Cross-island roadway between North and South Craig Roads
Enright Road	Southern leg of inner loop accessing commissary, housing and recreational facilities
Escanba Road	Connects North Craig and Gresham and provide access to fire station and high-rise residential
Gresham Road	Northern leg of inner loop serving recreational and residential parking
Hay Road (Wheeler-Clayton)	Secondary cross-island linkage between Bldg. 400 and Castle Williams parking area
North Craig Road	Arterial roadway around the circumference of the island along the northwest seawall
Owasco Road	Links Clayton and Division providing access to theater and club
South Craig Road	Arterial roadway around the circumference of the island along the southeast seawall
West Carder Road	Northbound access and queuing for outgoing traffic

Source: U.S. Coast Guard 1994n

3.2.2 Vessel Traffic

The ROI for vessel traffic is the New York Harbor area that surrounds Governors Island. Governors Island is accessible only by ferry from lower Manhattan, where the ferry terminal is served by roadways, other ferries, subways, buses, and trains. Ferry service to Governors Island is at 15 minute intervals during the day, 30 minute intervals at night and the ferry does not run between 3:00 and 4:30 a.m. Three ferry terminals are along the waterfront near Battery Park in New York. The westernmost terminal

operates ferry service to Ellis and Liberty Island. The Staten Island ferry building is about 0.5 miles to the east of that terminal, and the Governors Island ferry is in the building adjacent to the Staten Island ferry to the east.

Governors Island houses the control center, a radar tower, and two closed circuit television cameras used for the VTS for New York Harbor. This system was activated in 1977 and has been interrupted several times; the longest downtime was about eight years in length, extending from 1983 to 1991. The system is operated by Coast Guard personnel 24 hours a day, with eight-person teams on eight-hour watches. Vessel traffic in the region surrounding Governors Island consists of recreational boat traffic and larger tourism vessels, commuter ferry traffic, commercial fishing traffic, and large-scale shipping traffic.

3.2.3 Utilities

Utilities discussed in this section include potable water, electricity, natural gas, cable television, telephones, wastewater, stormwater, and solid waste management. The ROI for utilities is Governors Island and portions of the utility network that extend from other communities to the island. Governors Island receives utility services from commercial providers but, with the exception of the natural gas lines, owns and maintains all on-island distribution systems. All utility systems have received or are scheduled to receive repairs or upgrades and are in good condition (Gavini, personal communication).

Potable Water

Potable water is supplied by the New York City Department of Environmental Protection (NYCDEP) from Brooklyn through the Brooklyn Battery Tunnel Ventilator via two 8-inch water mains that terminate at the Building 130 valve pit. Two 12-inch lines, one of which is a backup main that is not yet installed, run from Building 130 to the Building 106 pumphouse. Water received from the NYCDEP is chlorinated, receives additional chlorination with a chlorine injection system in the pumphouse, and is then distributed either throughout Governors Island or discharged to underground reservoirs. The two underground concrete reservoirs are located west of Building 106 and east of Fort Jay and have a capacity of 500,000 gallons each. The reservoirs provide a one- to two-day supply of potable and fire fighting water. Ninety-two fire hydrants are connected to the potable water system.

Water quality is monitored by Support Center New York Engineering. The water is sampled every six months for lead and monthly for other constituent levels to ensure that drinking water quality meets federal and state standards.

Electricity

Electrical service is provided by Consolidated Edison in New York City. Transmission lines enter Governors Island through the Brooklyn Battery Tunnel Ventilator. The Coast Guard owns the feeder cable and the duct in the tunnel through which it runs. Should the Coast Guard ever abandon the duct, ownership reverts back to the Tri-borough Bridge and Tunnel Authority (Gavini, Personal Communication). All electrical wiring is underground because overhead wires are not permitted on the island. Air conditioning and cooking needs are served primarily by electricity. Emergency generators provide backup power for Buildings 110, 130, 140, 145, 400M, 519, 680, and 702.

Natural Gas

Natural gas service on Governors Island is provided by Consolidated Edison in New York City. Consolidated Edison owns the distribution system on the island and the natural gas main that runs under Buttermilk Channel from Brooklyn to Governors Island. The gas lines on Governors Island are also maintained by Consolidated Edison on the basis of an agreement between Consolidated Edison, Brooklyn Union, and the Coast Guard at the time the natural gas system was installed. Brooklyn Union installed the system and Consolidated Edison owns, operates, and maintains the system. In turn the Coast Guard agreed to pay individual building hook-up fees and purchase a minimum quantity of natural gas within a certain amount of time or pay a sizable penalty to Consolidated Edison. The deadline for natural gas usage has not yet been reached (Gavini, personal communication).

The natural gas system was installed in 1991 and 1992 to replace the old heating system, which consisted of oil-fired site boilers that served individual or small groups of buildings. These site boilers were retrofitted to burn natural gas; a few of the boilers were replaced instead of being retrofitted.

Hotel and Restaurant Services

A commercial hotel, constructed, owned and operated by Super 8 is located on the southern part of the island. The land is leased and the hotel is operated under an agreement between Super 8 and the Coast Guard. A Burger King restaurant on the island is operated in a similar manner.

Cable Television Service

Cable television service on Governors Island is provided by AmeriCable. Service is provided to structures as requested by residents.

Telephone Service

All telephone service, including pay phone service, on Governors Island is provided by NYNEX. The telephone trunk cable enters Governors Island from Manhattan. Because overhead wires are not permitted on the island, most wiring for the telephone system is through the underground duct system.

Sanitary Wastewater

Wastewater collection and treatment for Governors Island is provided by the New York City Department of Environmental Protection. Wastewater is collected from all buildings on the island and leaves Governors Island at the Building 691 comminuter station and is piped under Buttermilk Channel to the Brooklyn sewer system.

Stormwater

Stormwater runoff from upland areas on Governors Island flows directly into New York Harbor. The hazardous waste accumulation facility on the island is equipped with rain gutters that discharge into the sanitary sewage system. Stormwater in the bays of this facility is tested for contaminants and removed as soon as practicable after storms. Water failing any of these tests is treated as hazardous waste and disposed of in 55-gallon drums. Uncontaminated water in the bays is pumped into the sanitary sewage system. Snowmelt around this facility is treated in the same manner.

Solid Waste Management and Recycling

The Coast Guard has resolved to minimize the disposal of municipal and industrial wastes by recycling, reusing, or recovering waste (U.S. Coast Guard 1994j). Governors Island is intended as a model for these programs at all Coast Guard facilities.

Two regulations govern recycling and solid waste management in New York State. The New York State Returnable Container Act of 1983 provides a system for collecting empty beverage containers, facilitating their recycling and reuse, and minimizing recycling costs. Containers covered under this act include soft drink, beer, and containers up to one gallon and made of plastic, glass, and aluminum or ferrous metals. The New York State Solid Waste Management Act of 1988 requires that municipalities adopt local laws and ordinances requiring separation of recyclable from nonrecyclable solid waste. Residential, commercial, industrial, and institutional sources are all covered by this act.

A 1994 waste management plan for the island estimated that 9,459 tons of solid waste is generated on Governors Island each year (U.S. Coast Guard 1994e), a substantially higher amount than previously estimated. Rutigliano Paper Stock, Inc. is currently the private solid waste contractor for the island. Results from the recent survey concluded a significant amount of recyclable materials on Governors Island are not reused or recycled, despite existing recycling programs. By recycling these materials, Governors Island may be able to recover a significant source of funds, estimated at roughly $150,000 annually.

The first island-wide recycling program on Governors Island was an office paper program instituted in 1990 (U.S. Coast Guard 1990a). A Unit Qualified Recycling Program was established in August 1994 for Support Center New York (U.S. Coast Guard 1994p). The objective of this program is to increase waste prevention efforts, reduce pollution, minimize disposal costs, and guide the sale of recyclable materials to commercial businesses by Support Center New York and its tenant commands.

3.3 SOCIOECONOMICS

This section describes the regional socioeconomic setting and contribution of Governors Island to the local economy. This setting provides the baseline social and economic indicators of the regions that may be affected by the closure action. The socioeconomic indicators of the region include general demographics, housing, employment, and schools.

The baseline year for socioeconomic analysis is 1994, the last complete fiscal year prior to the closure proposal. Where recent reliable data is not available, 1990 census data is used.

Manhattan, Brooklyn, Staten Island, and Hoboken, New Jersey, have been established as the ROI. The purpose of the ROI is to give limits to the area analyzed for social and economic effects. This region was selected based on proximity to Governors Island, residence patterns of Governors Island military and civilian employees, the availability of basic goods and services, commuting-patterns, and Support Center New York procurement. Direct and indirect socioeconomic effects resulting from the proposed alternatives should be contained within this ROI. While some employees commute from outside the ROI, the majority are accounted for in this analysis. If a larger area were assessed, accounting for all commuters, the sensitivity of the analysis would be reduced. For example, assessing a larger ROI would result in assessing a larger job market, therefore job loss would be less intense than in a smaller ROI.

3.3.1 Environmental Justice

On February 11, 1994, President Clinton issued Executive Order 12898, entitled "Federal Actions to Address Environmental Justice in Minority and Low-Income Populations." The guiding principle of the order is to avoid placement of a disproportionate share or burden of adverse environmental or economic impacts from federal policies and actions on minority and low-income populations. In the context of this socioeconomic analysis, this order requires that the relative impacts of project alternatives on minority and low-income population, if any, be addressed. Pursuant to this directive, demographic information on ethnicity, race, and poverty-status is included in this section as baseline information.

3.3.2 Population and Demographics

This section describes the regional population and demographic characteristics. To understand trends over time, 1980 data is also provided where appropriate. Demographic data includes population trends, ethnicity, and poverty rates.

Governors Island Population

In 1994 approximately 4,000 military personnel and their dependents lived on Governors Island, including approximately 400 unmarried personnel, 200 "geographical bachelors" who live on the island during the week but go home to families on weekends, and 900 married personnel with dependents (Gavini, personal communication).

Approximately 600 civilians work at Governors Island, commuting from local communities. Approximately 60 percent of the civilian employees are Caucasian and 22 percent are African-American. Other ethnic populations include Hispanics (12 percent), Asians (5 percent), and Native Americans (1 percent).

Regional Population

According to the 1990 census, the most recent and reliable data available, the total population in the ROI was 4,200,574, representing a 3.6 percent increase from 1980. By extrapolating the ten year growth rate, the estimated 1994 ROI population is 4,276,100. Population figures for each city within the ROI during 1980 and 1990 are presented in Table 8, along with the percent population change over that time. Brooklyn supports the largest population of the four cities, while Staten Island experienced the largest growth between 1980 and 1990. Hoboken, New Jersey, has the lowest population within the ROI and has experienced a significant reduction in population since 1980.

TABLE 8
POPULATION DATA FOR COMMUNITIES SURROUNDING GOVERNORS ISLAND

Community	1980	1990	% Change
Manhattan	1,428,285	1,487,536	4.1
Brooklyn	2,231,028	2,300,664	3.1
Staten Island	352,028	378,977	7.7
Hoboken, New Jersey	42,460	33,397	-21.3
TOTAL ROI	4,053,801	4,200,574	3.6

Source: U.S. Coast Guard 1994n

The ethnic and racial composition of the ROI is very diverse and is representative of many cultures. Whites are the predominant race while African-Americans and Hispanics constitute the larger minority groups. The ancestry of the ROI population represent many nationalities.

Poverty Status

The Census Bureau determines the poverty status for families and individuals based on 48 threshold variables, including income, family size, and amount spent on food. The poverty threshold for a family of four was $12,674 in 1989/90 and $14,800 in 1994 (U.S. Census 1990; U.S. Department of Health and Human Services 1994). Using this criterion, in 1990, over 840,800 people in the ROI were classified as living in poverty, representing 20 percent of the total ROI population.

The mean per capita income for the ROI during 1990 was $19,252, up approximately 40 percent from 1980 (U.S. Census 1990). Table 9 presents the per capita income and poverty status population for each city within the ROI. Data for Hoboken, New Jersey, is not included due to its limited availability.

TABLE 9
POVERTY DATA OF COMMUNITIES SURROUNDING GOVERNORS ISLAND

Community	1990	% of Total Population	% Change from 1980
Manhattan	297,617	20.0	-2.6
Brooklyn	514,163	22.0	-3.0
Staten Island	29,020	7.7	2.3
Hoboken, New Jersey	N/A	N/A	N/A
TOTAL ROI	840,800	20	

Source: U.S. Census 1990

3.3.3 Housing

Governors Island

Governors Island has 803 family-housing units and 437 single-person units, but currently experiences a shortage of on-island housing. A recent study has also shown that the housing market surrounding Governors Island has too few quality, open-market two, three, and four-bedroom rentals to meet the needs of the Governors Island community. Approximately 100 families of Governors Island employees live at the Coast Guard Wadsworth facility on Staten Island, and 10 to 20 families at Coast Guard Station Rockaway. All civilian employees of Governors Island live off-island and either rent or own homes in the surrounding communities. Areas within a one-hour commute radius of the island are dominated by housing that does not meet Coast Guard acceptable housing standards (U.S. Coast Guard 1994n).

Availability in the local rental markets is limited by significant levels of sustained demand. Rental rates fluctuate dramatically in the commute radius. Manhattan consistently ranks among the highest rental areas in the nation.

Housing on Governors Island is of high quality compared to the off-island local housing market. Island housing offers more security, amenities, and cleanliness than affordable housing in surrounding communities (U.S. Coast Guard 1994n).

Surrounding Housing Markets

Communities within a one-hour commuting distance from Governors Island include lower and middle Manhattan, Staten Island, western Brooklyn, and eastern New Jersey (U.S. Coast Guard 1994n).

Rental Market. Rental vacancy rates in the greater New York City area can range from 0.5 to 10 percent. With the exception of Brooklyn, most communities have a vacancy rate of 0.5 to five percent. Vacancy rates under five percent are generally considered limited markets.

Rental housing demand has increased with a decrease in interest rates and decreased with an increase in interest rates. This inverse relationship is the result of co-operatives and condominiums moving into the "for purchase" market instead of the rental market during periods of decreased interest rates. Availability of rental housing is not expected to increase in the foreseeable future.

Average rental rates in the surrounding communities exceed national averages for comparable housing. For example, a one-bedroom apartment in

Manhattan is 286 percent above the national average, even though rent controls and stabilization limit the impact of rental rate increases in these markets. Rental rates in surrounding communities are presented in Table 10.

TABLE 10
AVERAGE RENTAL COSTS ($/MONTH) IN COMMUNITIES SURROUNDING GOVERNORS ISLAND

Community	1 Bedroom	2 Bedroom	3 Bedroom
Manhattan	1,623	2,466	3,598
Brooklyn	1,233	1,508	1,640
Staten Island	621	803	900
Eastern New Jersey	850	1175	1,483
Average Utility Costs	98	126	153

Source: U.S. Coast Guard 1994n

Homeowner Market. Home prices in these market areas consistently exceed the national average for comparable homes. Although the number of homes on the market is considered adequate, it remains impractical for most people in the Coast Guard community to purchase homes due to the high cost of down payments. Additionally, members of the Coast Guard community tend to move more frequently than the amount of time necessary to acquire sufficient equity in a home. Moderate decreases in home values since 1991 have not resulted in more purchases from the Coast Guard community.

The type of for-purchase units available varies in local communities. For example, most of the Manhattan market characterized by condominiums and cooperatives, while the Staten Island market is mostly detached single units.

3.3.4 Employment

Governors Island

In 1994, 1,681 military personnel and 610 civilians were employed at Governors Island. Of the military personnel, 349 were officers, 1,214 were enlisted personnel, and 118 were warrant officers. The average annual military salary was approximately $18,000 and the average annual civilian personnel salary was approximately $34,000. Table 11 lists the number of military and civilian employees by rank or salary grade.

TABLE 11
GOVERNORS ISLAND WORK FORCE

Military Rank	# Employed	Civilian Salary	# Employed
0-9	1	GM-15	2
0-8	1	GM-14	12
0-6	26	GM-13	39
0-5	61	GS-12	94
0-4	66	GS-11	68
0-3	103	GS-10	1
0-2	83	GS-9	41
0-1	8	GS-8	3
W-4	118	GS-7	35
E-9	18	GS-6	50
E-8	54	GS-5	37
E-7	145	GS-4	6
E-6	234	GS-3	2
E-5	231	WG	220
E-4	265		
E-3	175		
E-2	92		
Total	1,681		610

Source: U.S. Coast Guard, undated

The standard factor used by the Center for Naval Analysis (CNA) assumes that for every five jobs at Governors Island, four additional jobs are created in the ROI. Given the 1994 Governors Island direct employment level of 2,291 jobs, it may be assumed that over 1,830 indirect jobs were created in the ROI due to Support Center New York operations (U.S. Coast Guard 1993h).

ROI Employment

Financial, insurance, real estate, health services, and educational services represent an estimated 46.1 percent of the total employment in the ROI. The total ROI labor force is over two million with an average unemployment rate of eight percent. Tables 12 and 13 present the local unemployment rates and the breakdown of the work force by industry and occupation.

TABLE 12
ROI WORK FORCE BY INDUSTRY

Industry	Manhattan	Brooklyn	Staten Island	Hoboken NJ
Labor Force (1990)	839,205	1,038,103	189,669	N/A
Unemployment Rate (1990)	8.0%	10.3%	6.2%	N/A
Agriculture, Forestry, Fisheries	1,752	1,952	543	44
Mining	421	452	92	21
Construction	15,396	41,299	9,523	609
Nondurable Manufacturing	67,528	66,687	7,374	2,426
Durable Manufacturing	24,326	41,851	4,194	782
Transportation	26,672	65,496	13,395	947
Communications	16,874	24,662	7,178	532
Wholesale Trade	28,819	35,727	6,586	893
Retail Trade	83,974	35,727	22,693	2,320
Financial, Insurance, Real Estate	104,176	116,935	30,336	3,428
Business and Repair Services	60,466	56,589	8,889	1,354
Personal Services	26,570	34,397	3,617	428
Entertainment, Recreation	31,489	11,486	2,026	423
Professional	250,851	105,786	47,296	4,354
Public Administration	25,770	50,136	13,523	636

Source: U.S. Coast Guard 1994n

TABLE 13
ROI WORK FORCE BY OCCUPATION

Occupation	Manhattan	Brooklyn	Staten Island	Hoboken NJ
Manager, Professional, Specialist	336,546	238,745	51,869	7,869
Technical, Sales, Administration	223,166	326,137	66,718	6,544
Service Occupation	93,536	161,625	24,424	1,745
Farming, Forestry, Fisheries	1,303	2,316	673	50
Precision, Craft, Repair	26,503	76,960	16,979	977
Operator, Fabricator, Laborer	59,030	123,552	16,602	2,012

Source: U.S. Coast Guard 1994n

3.3.5 Revenue and Payroll

According to the most recent data available, the Coast Guard contributed over $31.6 million in revenue to New York in 1992. Total revenue includes operating expenses, major and minor construction, facility leases, and ship repairs. Coast Guard spending accounts for less than 0.012 percent of New York City's total gross city product of $253 billion (U.S. Coast Guard undated).

Military payroll on Governors Island is $42.9 million annually. The CNA standard calculation for spending assumes that although the active duty personnel have access to commissaries and exchanges, they spend approximately 60 percent of their salaries (excluding housing allowances) in New York City on such items as clothing, entertainment, and consumables. The civilian payroll is $26.6 million annually. Payroll generates additional income to the city through income tax and sales tax. The total payroll of Governor Island accounts for 0.026 percent of New York City's resident income of $119.5 billion (U.S. Coast Guard undated).

3.3.6 Schools

Governors Island

Governors Island supports one elementary school and no junior high or high schools. The on-island school, New York City Public School 26, provides education for approximately 480 students (military dependents only) in kindergarten through sixth grade. The school has a capacity of approximately 530 students, (Vincent, personal communication). At its highest enrollment, in 1990, approximately 530 students were enrolled. The current enrollment is nine percent less than 1990.

Public School 26 was constructed by the Department of Defense and is maintained by the Coast Guard. The staff of the school are employees of the New York City public school system. The school is funded by local, state, and federal governments. The U.S. Department of Education provides the school with federal impact aid under Public Law (PL) 81-874, recently superceded by PL 103-382. This annual aid is provided for each student whose parents live at or work at Support Center New York. This aid serves as a payment in lieu of taxes for the school district since Support Center New York is exempt from property taxes, as are all federal facilities. All students at Public School 26 are children of Coast Guard personnel and have associated federal impact funding.

ROI Schools

After the sixth grade, students must go off-island to junior high schools or to special "option schools" in New York City metropolitan area. A small number of students are sent by their parents to schools in New Jersey. New York City has five junior high schools in district two (the district that contains Public School 26) and sixteen option schools for children at the junior high level. Option schools include those for special programs such as the Museum School, NYC Laboratory School for Gifted Education, Professional Performing Arts School, and the School of the Future. All public schools that support students who live on Governors Island receive

federal impact aid as a payment in lieu of property tax (PL 81-874 and PL 103-382).

3.4 PUBLIC SERVICES

This discussion of public services includes fire protection, law enforcement, and medical services for the ROI (Governors Island) and agreements with services in the surrounding communities.

3.4.1 Fire Protection

The Support Center Fire Department (SCFD) is located in Building 960 on the southern end of the island. The department has two class A pumper trucks, one class C multi-purpose pumper truck, and one 100 foot aerial platform truck. Twenty-two firefighters and support personnel are currently employed by the SCFD: one fire chief, four fire captains, twelve firefighters, and five support/administrative military personnel.

The SCFD is the first response team for hazardous materials incidents on the island. The SCFD has no written mutual aid agreements with the New York City Fire Department. The New York City Fire Department (NYCFD) has sent a pumper truck to assist the island during water shutdowns and during times of other critical shutdowns (Simpson, personal communication). The NYCFD also provided firefighting assistance for the Building 125 attic fire that occurred in the early 1980s.

3.4.2 Law Enforcement

The Coast Guard Police Department for Governors Island is located in Building 400. The department has two cars and employs ten officers and support personnel. The duties of this department are to secure the main gate at the ferry terminal and the facilities on the island. One holding cell is available within this department.

No written mutual aid agreements are in effect with the New York City Police Department beyond the agreement for aid and services normally extended to participants in the Office of Emergency Management Program (OEM). Participation in the OEM program is not by written agreement but is implied in the purchase of OEM radios. Additional police officers from New York City assisted in security on Governors Island during the 1988 visit of Presidents Reagan and Gorbachev, and the visit of Haitian president Aristide and rebel commander Cedras in 1992.

3.4.3 Medical Services

Medical services on the island are provided by the health services clinic (Building 515) and the dental office (Building 517). The clinic has two ambulances and employs 90 personnel. No inpatient facilities are available at Building 515. Patients requiring inpatient care are sent to the Brooklyn Veterans Hospital in Brooklyn or Bayley-Seton Hospital on Staten Island.

A new health services clinic is being constructed at Building 550 and is expected to be completed in 1995. This facility will utilize the same equipment and number of personnel as the existing facility but will have two inpatient rooms.

No written mutual aid agreements exist between Governors Island and surrounding service providers. Emergency assistance is provided upon request from the city as a professional courtesy, particularly in times of mass casualty. After the World Trade Center Bombing in 1992, the hospital at Governors Island provided oxygen and surgical gloves to assist in medical aid services.

3.5 HAZARDOUS MATERIALS AND WASTE MANAGEMENT

The ROI for hazardous materials includes Governors Island and the immediately surrounding New York Harbor area.

The U.S. Coast Guard is responsible for controlling and managing its hazardous waste in accordance with all applicable federal, state, and local pollution control laws. Because Support Center New York and its tenant commands generate more than 1,000 kilograms of hazardous waste per month, the support center has been classified under state and federal regulations as a large generator of hazardous wastes (U.S. Coast Guard 1993b).

Hazardous waste management plans in effect at Governors Island include those for hazardous waste management (U.S. Coast Guard 1993c) and for the transfer of No. 2 marine diesel fuel to Coast Guard ferries (U.S. Coast Guard 1990b). The Hazardous Waste Management Plan (U.S. Coast Guard 1993c) contains information on Coast Guard responsibilities, sources of hazardous waste and commonly generated wastes, handling of hazardous wastes at Support Center New York, minimization of hazardous wastes, safety and training, a hazardous waste preparedness and prevention plan, Resource Conservation and Recovery Act (RCRA) Contingency and Emergency Plans, and guidelines for record keeping and management.

Commonly generated industrial wastes at Support Center New York include used oil and bilge slop (petroleum products), paint and solvents, corrosive liquids used to clean boilers, evaporators, and engines, batteries for aids to navigation and vehicles, and medical wastes.

An environmental compliance evaluation (ECE) was conducted at Support Center New York in 1993 to determine whether and to what extent contamination had occurred on the island from Coast Guard activities; whether the facility is in compliance with applicable federal, state, and local environmental laws; and whether there is a need for further action. A review of operations at Governors Island and an inspection of environmental documents (including site investigations) were conducted to evaluate compliance issues. The ECE identified no significant findings, such as those requiring immediate attention to prevent a threat to human health or the environment. This assessment resulted in the listing of Support Center New York on the Federal Agency Hazardous Waste Compliance Docket ("docket") as a facility where no further action is required to be in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). Instances of regulatory noncompliance and poor management practices were identified and corrective actions were recommended. The Coast Guard has implemented these changes to retain their status on the docket, including the application for operating permits for activities that generate waste such as sandblasting.

3.5.1 Underground Storage Tanks

Since 1992, 115 underground storage tanks (UST) have been removed from Governors Island. Most of these tanks contained diesel fuel or No. 2 heating oil (no longer needed after the conversion to natural gas for heating). Five leaking tanks were discovered at this time. These tanks were located near Buildings 940 (Liberty Village), 315, 691, 699, and between 902 and 904, and have since been removed. For all other tanks that were removed, testing for soil contaminants detected no leaks and these are not discussed in this EA. Underground storage tanks that remain on the island include three gasoline tanks at Building 699, and two large concrete tanks at Buildings 12 and 111. These tanks may have been replaced with above-ground tanks or closed in place.

Building 940 (Liberty Village)

On April 30, 1991, a leak from an 4,000-gallon UST was discovered near Building 940 in the Liberty Village Housing Complex. The leak was estimated at approximately 6,000 gallons of No. 2 heating oil.

Ground water at the site was encountered at approximately 4.5 to 6.5 feet below the surface. Flow appeared to be toward the northeast but may be affected by tidal activity in the New York Bay. Ground water assessments for this site detected levels of benzene under one microgram per liter. Surveys indicated that the free product plume was relatively immobile, and that contamination has not migrated toward the upper New York bay. Utilities and utility trenches appeared to be unaffected and no other pathways of contaminant movement were identified.

Remedial activities at this site included free product removal and tank removal. Natural degradation accounted for the additional material removal. A complete site assessment is available for this site (U.S. Coast Guard 1991a). Closure is being negotiated with the New York State Department of Environmental Conservation (NYSDEC).

Building 315

Soil samples taken near the west wall of Building 315 exhibited elevated levels of xylene, trimethylbenzene, and naphthalene (U.S. Coast Guard 1994b). A full assessment has not been completed at this time.

Building 691

The site investigation is ongoing and results of sampling data are not available at this time.

Building 699

On November 5, 1993, a leak was discovered near Building 699 during the excavation of a waste oil tank. Elevated readings of p-xylene were recorded at this site. Contaminated soil was excavated, tested, and disposed of in a NYSDEC authorized landfill. A full assessment has not been completed at this time.

Building 902/904

On May 25, 1994, a leak was discovered between Buildings 902 and 904 during the excavation of an underground diesel fuel storage tank. Soil and ground water samples were analyzed. Soil results detected elevated concentrations only of naphthalene, while ground water contamination included readings above ground water quality standards of chrysene, benzo(a)anthracene, benzo(b)flouranthene, benzo(k)flouranthene, benzo(a)pyrene, and indeno (1,2,3-cd) pyrene. Soil was disposed of in a NYSDEC approved facility and additional ground water tests are being performed to determine the source of the contamination and need for further

remediation (U.S. Coast Guard 1994r). The full site assessment for this location is pending.

3.5.2 Asbestos

In the past, asbestos has been removed as buildings have been renovated. It is suspected that most historic buildings contain asbestos, although many have been recently renovated. Support Center New York is conducting a feasibility study on a complete island-wide survey and abatement program (U.S. Coast Guard 1993f) that is expected to be completed late in 1995. Utility tunnels on the island are known to contain friable asbestos.

3.5.3 Ordnance and Lead Contamination

Ordnance issues at Governors Island include spent bullets in the moat area of Fort Jay and several inert munitions that have been uncovered on the island, including cannonballs and mortar rounds. It is not known how many munitions may be present or whether they are all inert. Discussion are in process between the Coast Guard and the Army Corps of Engineers regarding munitions that are related to previous uses of the island.

Prior to the Coast Guard taking occupancy of the island, a firing range for small arms was once operated at Fort Jay. Metal sheeting was used as a backdrop to stop bullets. Throughout the past operation of the range, spent bullets collected in a sand pit beneath the backstop. The sand in this area is contaminated with lead (SAIC 1993). This site has been fenced off and warning signs posted because families live adjacent to the site. A preliminary site assessment has been performed and remedial alternatives are in the process of being developed.

Other sources of lead contamination include Building 903 and lead paint. Lead contamination has been discovered near Building 903, the buoy blasting shop. A site assessment is being prepared for the lead contaminated paint on the pavement in this location, part of which has already been removed. Many of the structures within the historic district contain lead paint.

3.5.4 Radon

A year-long survey of Coast Guard housing units in 1990-1991 detected no elevated radon readings at the housing areas on Governors Island (U.S. Coast Guard 1991b). No island-wide surveys for radon have been conducted.

3.5.5 Radiation

In October 1991, radiation measurements were taken at Governors Island, resulting from concerns about the radar tower used for the vessel traffic system (see Section 3.2.1). Measurements were taken at 25 locations, including the top of Building 309, in clear view of the radiation source, and on the Governors Island ferry in New York Harbor. It was determined that radiation levels in and around Governors Island do not present a health hazard to Support Center New York personnel.

3.6 NOISE

The ROI for noise is Governors Island. Noise levels at Governors Island are typical of a mixed-use (residential/commercial) environment and no noise/land use conflicts exist. An environmental compliance evaluation performed in 1994 determined that there are no noise-regulated activities on Governors Island (U.S. Coast Guard 1994k). Major off-site noise sources include overhead air traffic from small planes and helicopters and vessel traffic from commercial and recreational vessels, as well as ferries in the New York Harbor.

3.7 AIR QUALITY AND CLIMATE

3.7.1 Air Quality

The ROI for air quality is the New York City metropolitan area. The federal Clean Air Act authorizes the U.S. Environmental Protection Agency (EPA) to establish national ambient air quality standards to protect public health and welfare. Federal ambient air quality standards have been adopted for ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, inhalable particulate matter, and lead particles. These air pollutants are often referred to as criteria pollutants.

States are required to monitor actual ambient air quality conditions and to develop programs to ensure that federal air quality standards are maintained. Large industrial sources of air pollutant emissions are subject to a preconstruction permit process to ensure that emissions will not cause unacceptable degradation of air quality. Federal agencies are required to comply with state and local air quality regulations.

Section 176(c) of the Clean Air Act requires federal agencies to ensure that their actions are consistent with the Clean Air Act and with federally enforceable air quality management plans. EPA has promulgated separate rules that establish conformity analysis procedures for transportation-related

actions and for other (general) federal agency actions. A formal conformity determination is required for federal actions occurring in nonattainment areas or in areas when the total direct and indirect emissions of nonattainment pollutants (or their precursors) exceeds specified thresholds. The New York metropolitan area is designated a severe nonattainment area for ozone, a moderate nonattainment zone for carbon monoxide, and a nonattainment zone for inhalable particulate matter (PM_{10}).

A major source of air pollutants is vehicle traffic on the island. New York County has an Employee Commute Options (ECO) Program that has a target AVO of 7.46 per vehicle for the subregion that includes Governors Island. The island has been determined to exceed this value and is in compliance with this program.

Support Center New York is required to demonstrate compliance with all applicable federal, state, and local air quality regulations. Air quality studies were conducted in June 1994 (U.S. Coast Guard 1994a) on Governors Island to determine the types of air pollutant emission sources on the island, estimate actual and potential emissions, determine the extent to which Governors Island complies with current regulations, and evaluate historic and planned air pollution prevention initiatives. This study determined that the greatest quantities of air pollutants from nonmobile sources were emitted by the natural gas heating systems and maintenance activities (e.g., painting and solvent use). Table 14 presents a summary of Governors Island activities that emit air pollutants. Operating permits for these activities have been submitted.

The granting of a Title V Permit under the Clean Air Act to facilities in New York is determined on the basis of estimated potential emissions, calculated as if facilities were operated 24 hours a day, 365 days a year (Table 15). Estimated emissions at Governors Island are below the Title V regulatory limits but estimated potential emissions are above the regulatory limit for volatile organic compound (VOCs), nitrogen oxide (NO_x), and total hazardous air pollutants (HAPs). By accepting federally enforceable permit conditions that reduce emissions below the levels that trigger Title V (e.g., reduced hours of operation), Support Center New York may be able to comply with Title V of the Clean Air Act.

Measures that Support Center New York have taken to reduce air pollutant emissions include switching to materials that have low VOC content; replacing solvents with others containing lower levels of hazardous constituents; using disposable paint brushes to minimize the use of thinners; removing all underground diesel tanks to eliminate emissions associated with fuel loading and storage; installing Stage I and Stage II vapor recovery systems on underground gasoline tanks at the gas station; and instituting a mass

transit benefit program that compensates employees for travel expenses if they take mass transit to work.

TABLE 14
SUMMARY OF ACTIVITIES THAT EMIT AIR POLLUTANTS
GOVERNORS ISLAND, NEW YORK

Activity	Location	Description
Air conditioning/refrigeration	facilities utility shop	3,660 lbs/yr freon R22
Boilers and furnaces	most buildings	95 boilers ranging from 0.4 to 11 MMBtu/hr
Engines	three 65-foot cutters	500 hp motor each
	USCGC Penobscot Bay	two 1,426 hp diesel motors
	USCGC Sturgeon Bay	two 1,426 hp diesel motors
	USCGC Dallas and Gallatin	two 6,000 hp diesel motors, two 18,000 hp gas turbines, and two 657 hp diesel generators each
	USCGC Red Beech	two 700 hp diesel motors
	USCGC Sorrel	two 800 hp diesel motors
	three ferries	two 800 hp diesel motors each
	emergency generators	19 generators ranging from 25 to 330 hp
	mobile sources	diesel and gas powered personal vehicles and maintenance equipment, GSA vehicles, and Daihatsu maintenance vehicles
Fuel storage	gas station	three 6,000-gallon gasoline USTs
	fuel farm	two 10,000-gallon diesel USTs have been removed and replaced by one 6,000-gallon and one 4,000-gallon UST
Painting (gallons/year)	buoy spray painting shop	360 polyurethane, 235 antifoulant, 585 epoxy paint, 75 bar rust
	sign painting shop	73 lacquer and alkaloid spray cans
	boat shop	40 epoxy paint, 20 enamel, 25 other paint
	carpentry shop	22 enamel and primer
	service ticket shop	30 enamel, 30 primer
	tenant commands	8.5 solvent, 32 enamel, 5 primer
	cutters/boats	1.5 solvent, 314 enamel, 4 primer
Parts cleaning	industrial division	one 400-gallon Brulin unit, one 35-gallon degreaser unit
	ferry maintenance	one 30-gallon parts cleaner
Solvent usage (gallons/year)	support center/tenant commands	61 miscellaneous solvents, 43 thinners
	boats/cutters	15 miscellaneous solvents, 6.5 thinners
Sandblasting	buoy sandblasting shop	600 lbs/wk grit
Welding	support center/tenant commands	TIG, MIG, electric arc, oxyacetylene
Woodworking	support center/tenant commands	40 hrs/wk operation with dust collection system

Source: U.S. Coast Guard 1994
lbs = pounds
hr = hour
wk = week
yr = year

MMBtu = Million British thermal units
GSA = general services administration
UST = underground storage tank

TIG = tungsten inert gas
MIG = metal inert gas

TABLE 15
ACTUAL AND POTENTIAL AIR EMISSIONS IN POUNDS PER YEAR
GOVERNORS ISLAND, NEW YORK

Activity	CO		NOx		PM-10		SO2		VOCs		HAPs		ODSs	
	Actual	Potential	Actual	Potential	Actual	Potential	Actual	Potential	Actual	Potential	Actual	Potential	Actual	Potential
Stationary Sources														
Air conditioning and refrigeration													360.00	360.00
Commercial boilers (0.3-10 MMBtu/hr)	44.00	36,000.00	210.00	170,000.00	25.00	2,000.00	1.30	1,000.00	8.10	6,500.00	1.00	820.00		
Small diesel engines (<600 hp)	42.00	61,000.00	190.00	280,000.00	6.80	1,000.00	13.00	19,000.00	16.00	23,000.00	0.17	240.00		
Fuel tanks larger than 550 gallons									4,800.00	9,700.00	68.00	140.00		
Painting									4,600.00	24,000.00	870.00	9,700.00		
Sandblasting					39.00	470.00								
Solvent usage									1,200.00	21,000.00	61.00	1,100.00		
Welding					74.00	3,700.00								
Woodworking					6,400.00	37,000.00								
Total for Stationary Sources (lbs/yr)	86.00	97,000.00	400.00	450,000.00	6,544.80	44,170.00	14.30	20,000.00	10,624.10	84,200.00	1,000.17	12,000.00	360.00	360.00
Total for Stationary Sources (tons/yr)	0.04	48.50	0.20	225.00	3.27	22.09	0.01	10.00	5.31	42.10	0.50	6.00	0.00	0.00
Mobile Sources														
Air conditioning and refrigeration													13.00	13.00
Large diesel engines (>600 hp)	1,600.00	2,100,000.00	6,100.00	7,900,000.00	98.00	130,000.00	1,000.00	1,300,000.00	200.00	250,000.00	3.00	3,800.00		
Small diesel engines (<600 hp)	1,800.00	1,400,000.00	8,300.00	670,000.00	290.00	24,000.00	550.00	55,000.00	680.00	55,000.00	7.10	580.00		
Miscellaneous gas engines (<25 hp)	3,300.00	120,000.00	65.00	2,400.00	2.90	110.00	5.10	190.00	250.00	9,000.00	62.00	2,300.00		
Small gas engines (25-250 hp)	6,200.00	1,300,000.00	160.00	33,000.00	0.04	370.00	8.30	1,700.00	300.00	62,000.00	75.00	15,000.00		
Painting									1,200.00	260,000.00	550.00	120,000.00		
Solvent usage									150.00	31,000.00	61.00	13,000.00		
On-base mileage	180.00	690,000.00	8.80	89,000.00	0.64	6,400.00	0.41	5,000.00	10.00	57,000.00	1.50	8,300.00		
Total for Mobile Sources (lbs/yr)	13,080.00	5,610,000.00	14,633.80	8,694,400.00	391.58	160,880.00	1,563.81	1,361,890.00	2,790.00	724,000.00	759.60	162,980.00	13.00	13.00
Total for Mobile Sources (tons/yr)	6.54	2,805.00	7.32	44.70	0.20	80.44	0.78	680.95	1.40	362.00	0.38	81.49	0.00	0.00
Total for the Facility (lbs/yr)	13,166.00	5,707,000.00	15,033.80	9,144,400.00	6,936.38	205,050.00	1,578.11	1,381,890.00	13,414.10	808,200.00	1,759.77	174,980.00	373.00	373.00
Total for the Facility (tons/yr)	2,805.04	55.82	44.90	225.20	83.71	22.87	680.95	11.40	367.31	42.48	81.99	6.00	0.00	0.00

Source: U.S. Coast Guard 1994a

3.7.2 Climate

The ROI for climate is the New York City metropolitan area. The annual average high temperature for the study area is 54 degrees Fahrenheit, with average winter temperatures ranging from 30 to 40 degrees and average summer temperatures of 70 to 75 degrees. The New York City metropolitan area receives about 42 inches of precipitation annually with about 25 inches falling between April and October. The average annual snowfall is approximately 31 inches.

The region surrounding Governors Island experiences frequent variations in weather produced by passing land- and oceanic-influenced fronts and low-pressure disturbances. Proximity to the Atlantic Ocean results in maritime influences, particularly in summer when storm centers move northerly along the seaboard.

3.8 GEOLOGY AND SOILS

The ROI for geology and soils resources is Governors Island.

3.8.1 Physiography

Governors Island is a small rocky prominence in the mouth of the Hudson River. It is located in an area with a complex geologic history. New Yorkers place it within the southwest tip of the Manhattan Prong, which is the southern extension of the New England physiographic province (Baskerville 1982) and abuts the Triassic Lowland of New Jersey. Southerners include it in the Southern Piedmont physiographic province, which borders on the Newark Basin (Lyttle and Epstein 1987). The Hudson River marks the boundary between the Piedmont province and the New England province. According to Rogers et al (1990), the Piedmont passes northward through the Hudson Highlands and merges with the hilly and mountainous New England Province and with the Taconic Mountains along the eastern New York border. To the south is the Coastal Plain province.

Governors Island ranges from 0 to about 25 feet above mean sea level. The highest point on the island is the hill on which Fort Jay stands. Figure 9 shows the elevations of different areas on the island as well as water depths in the surrounding harbor.



Governors Island ranges from 0 to about 25 feet above mean sea level. The highest point on the island is the hill on which Fort Jay stands. This figure shows the elevations of the island as well as water depths in the surrounding harbor.

Source: U.S. Geological Survey, Jersey City Quadrangle 1981

TETRA TECH

Site Topography

Governors Island, NY

Figure 9

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3.8.2 Geology

No island-wide geotechnical or soil surveys have been performed. Site specific surveys have been conducted as part of investigations at the Liberty Village housing complex on the island (U.S. Coast Guard 1991a) and at other sites across the island.

New York City is underlain by a sequence of Proterozoic (greater than 570 million years before present) to lower Paleozoic (about 450 to 570 million years before present) crystalline rocks, consisting of schist, gneiss, and marble, that crop out in Manhattan and the Bronx (Baskerville 1982), Governors Island, a strip along the west shore of Upper Bay, and the central upland of Staten Island (Lyttle and Epstein 1987). The basement rocks are overlain on Staten Island and to the west by Triassic (about 195 to 230 million years before present) and Cretaceous rocks (about 65 to 140 million years before present). These are in turn overlain by Pleistocene glacial deposits (less than 2 million years before present) (Baskerville 1982).

The basement rocks that comprise Governors Island consist of the Proterozoic to Cambrian feldspathic schist and schistose gneiss that weathers brown-gray or rusty, called Manhattan schist. It is in thrust fault contact with a serpentine of the same age that forms the core of Staten Island. The thickness of the Manhattan schist in the area is not known, although it may be as much as one mile thick in some areas (Hall 1976).

The New York City area is characterized by little seismic activity. The faults mapped in the city appear to be related to ancient mountain building and plate tectonic events of the Mesozoic Era (about 225 to 65 million years before present) or older. No earthquakes of greater than intensity V on the Mercali scale have been recorded in the New York City area. Beyond a distance of about 30 miles from Governors Island, earthquakes of Mercali intensity from V to VII are relatively frequent (Nottis 1983). Several small magnitude earthquakes have been recorded during the past 20 years along faults west of New York City or in central Westchester County (Baskerville 1982). No earthquakes of Mercali intensity greater than VII have been recorded in Connecticut, New York, or New Jersey (Nottis 1983).

Mineral resources in the ROI consist of nonmetallic minerals, which may be quarried for use as building materials. Governors Island has been suggested as a potential source of lightweight aggregate for local use (Johnsen 1976).

3.8.3 Soils

Approximately 103 acres of the 172 acres that comprise Governors Island are fill materials added in the early twentieth century (LBA 1987). The depth of fill ranges from about 25 feet to 40 feet. The 1879 coastline is shown in Figure 7 in Section 3.1.1. Soils on Governors Island include a thin natural soil deposited or developed on the original pre-fill bedrock surface of the island, and manufactured fill materials that comprise the southern half of the island. Limited data are available to describe the deposits in the northern section of the island. Data from existing sources suggest that surficial soils on the northern half of the island have been extensively reworked. In the vicinity of Fort Jay, hand auger borings encountered a dark brown to black highly organic sandy loam in the upper six inches. From below six inches to about four feet were dark orange to dark brown soils consisting of moderately to well sorted medium grained quartz sand. This soil contained manufactured debris, suggesting that it may have been imported or reworked. An archaeological study at the proposed guest house site on Comfort Road near the southeast end of the original island described soil strata encountered in test holes dug to a maximum depth of about eight feet. A natural B soil horizon was encountered at a depth of two to six feet. The natural soil was described as a yellowish brown silt loam (10 YR 5/6) with evidence of disturbance. This layer was 1 to 3 ft thick and was underlain by "unweathered parent material", which was not further described but was soft enough to be penetrated about one ft with a bucket auger (LBA 1986). In 1987, 65 three-foot-deep test pits along a proposed 4,000 ft utility right-of-way were excavated on the north side of the island. The pits encountered disturbed materials consisting mostly of silty sands grading to sand with depth, and containing varying amounts of gravel and cobbles as well as man-made debris (LBA 1987).

Manufactured fill deposits are typically heterogeneous and include rock, brick, glass, concrete and other debris, in addition to clay, silt, sand, and gravel. The upper 15 feet of soil in the vicinity of the Support Center Service Station, on the south side of the island, were sampled during an underground tank investigation. The site is about eight feet above the water table, which probably approximates mean sea level in the area. The upper 0.5 to 8.5 feet is described as fill material, dark brown, medium to medium/coarse sand with some gravel. Below this is a well-sorted coarse sand, interpreted as river sediment (NEPCCO 1985). The total thickness of deposits was not determined.

3.9 WATER RESOURCES

The ROI for water resources is Governors Island and the surrounding harbor.

3.9.1 Surface Hydrology

There are no permanent streams or other surface water resources on Governors Island. Governors Island is surrounded by New York Harbor, a natural deep water harbor dominated by the Hudson River and East River flows. Upper New York Bay lies to the north and west of Governors Island and Buttermilk Channel to the southeast.

3.9.2 Ground Water Hydrology

No formal ground water studies have been performed on Governors Island. Potable water samples were collected from various locations throughout Governors Island and tested for a variety of contaminants. One drinking water sample in the past two years, Sample 15 taken at Building 855, tested above the EPA limit for lead. During underground storage tank removal activities on the island, ground water sampling and monitoring have been conducted as a part of the specific site investigations. Ground water studies conducted at the Liberty Village Housing Complex as a part of site investigations are discussed below.

At the Liberty Village Housing Complex, in the southwestern part of the island, the upper surface of the water table is found between 4.5 and 6.5 feet below the surface. Fluctuations in the water table range from two to four feet, depending on seasonal rainfall patterns and the tidal influence from adjacent upper New York Bay. The ground water surface is essentially flat, with a slight gradient toward the west, but fluctuations may occur with tidal conditions. Hydrogeologic conditions from studies at the Liberty Village Housing Complex are presented in Table 16.

TABLE 16
HYDROGEOLOGIC DATA SUMMARY, LIBERTY VILLAGE HOUSING COMPLEX, GOVERNORS ISLAND

Description	Value
Direction of ground water flow	west
Average depth to water table (ft)	5.50
Saturated thickness of aquifer (ft)	43.00
Ground water flow rate (Darcy velocity - ft/day)	0.02

Source: U.S. Coast Guard 1991a

3.9.3 Floodplain

The 100-year floodplain for Governors Island was established in 1929 at ten feet above the National Geodetic Vertical Datum (NGVD) and is shown on Figure 10. Flooding has been avoided on Governors Island by constructing the lowest finished floor of structures on the island at least one foot above the floodplain, or eleven feet above the NGVD (U.S. Coast Guard 1993d).

3.10 BIOLOGICAL RESOURCES

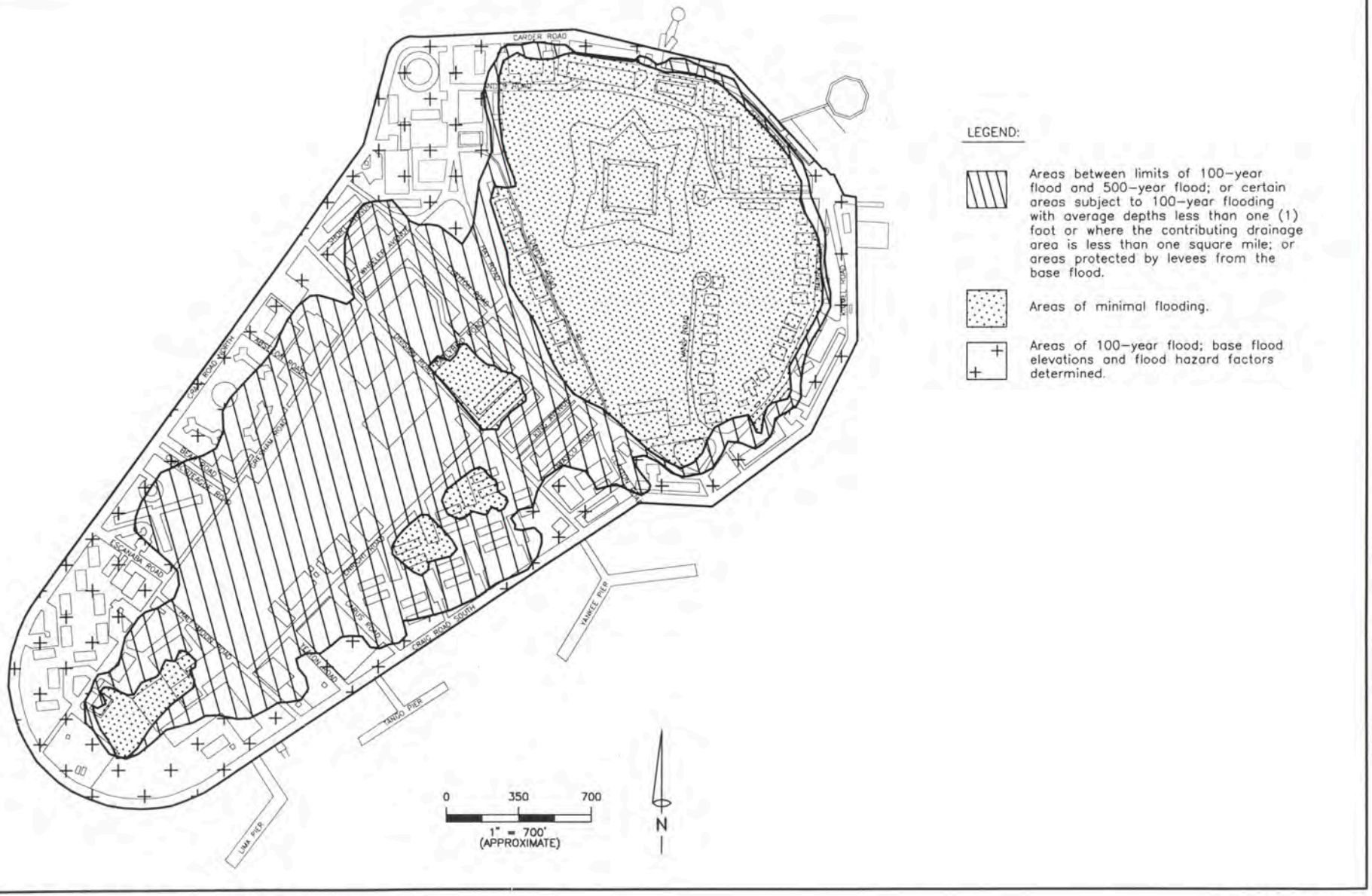
The ROI for biological resources includes Governors Island and the surrounding New York Harbor. In November 1994, a wildlife biologist conducted a preliminary survey of the island for possible biological resource concerns.

3.10.1 Vegetation

The undeveloped areas of Governors Island are disturbed from centuries of use as a military facility. Vegetation on the island consists mostly of nonnative grasses and landscaping species. A survey of tree species on the island was conducted in 1994 and these species are listed in Table 17. Most of the mature trees are within the historic district and add to the integrity of that area. A regular tree maintenance program has been established (U.S. Coast Guard 1994m).

3.10.2 Wildlife

No detailed surveys for wildlife species have been performed on the island. Appendix B lists species that may be found in the ROI for Governors Island, taken from other reports done by the Coast Guard for Governors Island, and reports for the surrounding region. Governors Island is not known to support any species of reptile or amphibian. Bird species include waterfowl that use the surrounding harbor area and songbird species that may be found in the upland areas of the island. Mammals that may exist are listed in Appendix B.



The perimeter of the island is in the 100-year floodplain. Most of the original island experiences minimal flooding.

Source: FEMA, 1976; FEMA, 1983

TETRA TECH

100-Year Floodplain

Governors Island, NY

Figure 10

0274-01/FLOOD - 01/26/95 - SN

TABLE 17
TREE SPECIES ON GOVERNORS ISLAND

Common Name	Scientific Name
Norway maple	*Acer platanoides*
red maple	*Acer rubrum*
silver maple	*Acer saccarhinum*
horse chestnut	*Aesculus hippocastanum*
flowering dogwood	*Cormus florida*
tuliptree	*Liriondendron tulipifera*
Loebner magnolia	*Magnolia loeberni*
white spruce	*Picea glauca*
Colorado spruce	*Picea pungens*
Austrian pine	*Pinus nigra*
sycamore	*Platanus occidentalis*
Lombardy poplar	*Populus deltoides*
pin oak	*Quercus palustris*
red oak	*Quercus rubra*
white willow	*Salix alba*
Japanese pagoda	*Sophora japonica*
littleleaf linden	*Tilia cordata*
eastern hemlock	*Tsuga canadensis*
American elm	*Ulmus american*
Scotch elm	*Ulmus glabra*
Japanese zelkova	*Zelkova serrata*

Source: U.S. Coast Guard 1994m

Governors Island is surrounded by several channels, some of which provide important migrating and spawning habitats for fish species. The Hudson River Channel is used as a migratory route for marine fish that migrate upstream to spawn and for freshwater fish that migrate to the ocean to spawn. Species recorded in this area include American shad *(Alosa sapidissima)*, alewife (*Alosa psuedoharfengus*), and striped bass (*Marone saxitalis*). Local populations of finfish and benthic species have been severely reduced in the area by high levels of siltation and industrial pollutants in the New York Harbor. Some brackish water fish may also be present in the Governors Island area, particularly closer to the mouth of the harbor. While pollutants have reduced populations in this area as well, there are still seasonally abundant numbers of Atlantic mackerel (*Scomber scombrus*), bluefish (*Pomatomas galtatrix*), and Atlantic cod (*Gadus morhua*). Buttermilk Channel, immediately to the southeast of Governors Island, does not provide suitable habitat for finfish or benthic species. This channel contains high levels of pollutants and is only utilized by migratory and invertebrate species tolerant of such extreme pollutant levels (U.S. Coast Guard 1993g).

3.10.3 Sensitive Species and Habitats

Sensitive species include those that are listed as endangered or threatened, or those that are listed as candidates for endangered or threatened status by the U.S. Fish and Wildlife Service (USFWS) or the NYSDEC Wildlife Resources Center. Neither of these agencies has recorded any sensitive species or habitats, including wetlands, on Governors Island (NYSDEC 1992a). Habitat at Governors Island is unlikely to be crucial to migratory birds because of the absence of native habitat and the landscaped nature of all vegetation on the island.

3.11 CULTURAL RESOURCES

The ROI for cultural resources is Governors Island. Cultural resources include three elements—prehistoric, historic, and Native American. Prehistoric resources are physical properties resulting from human activities predating written records. Historic resources consist of physical properties established after the introduction of written records; in the United States, such properties usually relate to Euro-American occupations. Native American resources are sites, areas, and materials important to Native Americans for religious or heritage reasons.

3.11.1 Prehistoric Resources

The prehistoric chronology of coastal New York consists of three basic periods of human habitation: Paleoindian, Archaic, and Woodland. The Paleoindian period (13,000-10,000 years before present) is characterized by a hunting and gathering subsistence strategy. These sites contain relatively uniform assemblages across the continent. Paleoindian sites are relatively rare and consist primarily of large mammal kills. A short-term Paleoindian hunting camp has been identified on Staten Island (LBA 1994). Diagnostic Paleoindian artifacts include Clovis, Folsom, and Plano projectile points (Funk 1978).

The Archaic Period (10,000-3,000 years before present) is characterized by a mixed hunting, fishing, and gathering subsistence strategy (Funk 1978). Diagnostic artifacts of the Archaic Period include corner-notched, side-notched, and stemmed dart points, groundstone, milling stones, netsinkers, atlatl weights, and woodworking tools (LBA 1994). During the late Archaic period (6,000-3,000 years before present), a reliance on plant resources is indicated by an increase in milling stones and other plant processing artifacts (LBA 1994).

The Woodland Period (3,000-400 years before present) represents an increasingly more sedentary settlement pattern based on a continuation of the hunting, fishing, and gathering subsistence strategy of the Archaic Period. This period is distinguished by the presence of ceramics in site assemblages.

No island-wide inventory of prehistoric resources has been performed for Governors Island, though partial studies have been conducted in relation to subsurface utility work. A 1987 archaeology study of a planned electrical trench running along the northwestern end of the island was conducted and no prehistoric artifacts were discovered (LBA 1987).

Prehistoric artifacts were recovered during a recent data recovery project associated with a utility upgrade (LBA 1994). The prehistoric artifacts consisted of lithic debitage, oyster shells, Late Woodland ceramics, and a Late Archaic Bare Island projectile point. All prehistoric artifacts were recovered from previously disturbed areas and therefore lack locational integrity. The artifacts appear to be indicative of a campsite, and intact deposits in adjacent undisturbed areas are likely to occur (LBA 1994). No *in situ* prehistoric artifacts would be expected in the fill area comprising the southern half of the island.

3.11.2 Historic Resources

The primary historic significance of the Governors Island historic district is its role as a major component in the defense system of the New York Harbor and as a major Army administrative center for almost a century. The history of Governors Island includes Dutch, British, and American occupations. The island was first identified by Giovanni Da Verrazano, who sailed into the harbor in 1524. However, it was not until 1624 that families associated with the Dutch West India Company settled on the island (Ellis 1966; Kammen 1975). In 1637, Governor Wouter van Twiller purchased the island from the Manhattas; in 1638 the island was designated the official residence for the Dutch Governors. By 1639, a tobacco plantation had been established on the island either by van Twiller or Governor Kieft (LBA 1994). The Dutch and British exchanged control of the island three times between 1664 and 1674 when the British were successful in retaining control. The British also used the island as a residence for their governors.

In 1710, Governors Island was used by the British as a quarantine station for Palatine Germans. About 250 immigrants died while quarantined and were buried on the island (LBA 1994). In 1755, the first military troops, a British regiment, were stationed on the island, although no permanent fortifications were constructed. The British abandoned Governors Island in 1775, near the beginning of the American Revolution. American forces had constructed breastworks and maintained a regiment on the island by 1776 (LBA 1994).

However, British control resumed later that year and a hospital was constructed. The British maintained control until 1783 when they surrendered to American forces at the end of the Revolutionary War.

In 1783, American forces resumed control of all British fortifications and structures on Governors Island. The island was once again used as a quarantine station from 1786 to 1790 (LBA 1994). In 1794, Congress approved funding for a coastal fortification program known today as the First American System of Fortification (Hightower and Higgins 1983). By 1795, an earthen fort, two batteries, two shot furnaces, a powder magazine and barracks were constructed on Governors Island (Stokes 1967). The earthen fort was enlarged and improved over the next six years and named Fort Jay in honor of the Congressional Secretary of Foreign Affairs (Hightower and Higgins 1983).

In 1806, as a result of increasing conflict with the British, all existing structures and fortifications were demolished and construction of permanent defensive facilities began (Stokes 1967). Fort Jay, a square four bastioned fort was reconstructed and renamed Fort Columbus in 1808 (Diamonstein 1993). Castle Williams, a circular casemented fortification, was constructed by 1811 and both structures were part of the Second American System of Fortifications (Hightower and Higgins 1983). Castle Williams was the prototype for the next generation of American coastal fortifications. Use of Governors Island as a major defensive position decreased after the War of 1812.

By the early 1830s, Governors Island also contained the New York Arsenal, a depot for purchase, receipt, and issue of ordnance. Construction of the New York Arsenal began in 1833. Arsenal buildings built before 1860 emphasized Greek Revival details. The New York Arsenal was moved from Governors Island in 1920.

In 1862, Castle Williams and portions of Fort Columbus were used as a prison for Confederate soldiers during the American Civil War (LBA 1994). In 1878, the Military Division of the Atlantic and the Department of the East were transferred to Governors Island (Hightower and Higgins 1983). Governors Island was the headquarters for various Army Commands such as the Atlantic Division 1904-1907, the Eastern Division 1911, the Eastern Department 1913-1920, Second Corps 1920-1933, and the First Army 1933-1943 and 1946-1966 (Hightower and Higgins 1983).

In 1900, construction of the New York subway system was initiated; debris from the tunnels was used to enlarge Governors Island, which had eroded from 170 acres in the early 1600s to about 70 acres in 1900 (Ellis 1966). In

1904, Fort Columbus was renamed Fort Jay (Diamonstein 1993; Goldstone and Dalrymple 1976).

Castle Williams became the Eastern Branch of the United States Disciplinary Barracks in 1921 under the U.S. Army. The barracks were closed in 1966 when the Army left the island (Hightower and Higgins 1983).

In 1966, the Army transferred Governors Island to the U. S. Coast Guard. In 1972, the Admiral's House, the Block House, and Castle Williams were listed on the National Register of Historic Places (NRHP) (American Association for State and Local History 1991). The Governor's House and Fort Jay were listed on the Register in 1973 and 1974 respectively (American Association for State and Local History 1991). Recent photographs of these structures are presented in Appendix A.

A Historic Structures Inventory was prepared under a 1982 agreement for the completion of the Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER) documentation and between the Coast Guard and the National Park Service. The objectives of this report were to create a database for historic information on Governors Island, to ensure compliance by the Coast Guard with current historic preservation legislation, and to document national important Governors Island properties to be transmitted to the Library of Congress. This report led to the formation of the historic buildings maintenance plan completed in 1994 (U.S. Coast Guard 1994q).

The historic district of Governors Island is significant for several reasons. Fort Jay and Castle Williams are part of the Second American System of Fortifications and are valuable examples of their type and exhibit excellent design. They are among the country's best preserved fortifications from an important and innovative period of American military construction. Important features of the historic district are united by the nearly universal use of red brick exterior walls with some light stone trim; an overall small scale, usually not higher than two or three stories and modestly styled; and utilitarian architectural designs, simpler than their nonmilitary counterparts of the period. This historic district can be understood as a loosely knit collection of historic properties and features and several complexes of related buildings erected during various military eras (Hightower and Higgins 1983). The historic district does not represent unique forms of architecture, but Fort Jay and Castle Williams are the best preserved examples of their type. The variety of other buildings associated with the historic district are not unique, but in combination provide a unique setting that demonstrates military construction styles through time. The general landscaping and isolated nature of the island contribute to the integrity of the historic setting.

In 1985, the portion of Governors Island north of Division Road was declared a National Historic Landmark, significant for its association with coastal defense works, for its role as a major Army administrative center, and for its distinctive architectural styles (Bearss 1985; Hightower and Higgins 1983). Sixty-three structures and elements have been identified as contributing elements of the National Historic Landmark (Hightower and Higgins 1983); forty-six structures within the district have been identified as noncontributing elements.

Other resources have been uncovered during excavations for utility lines and other Coast Guard activities. These include the skeletal remains of three persons, believed to be from between 1680 and 1700. The uniforms found on these persons suggest they were involved in Naval trade. Other historic resources excavated include several 19th century cannonballs, the remains of a rail car, and a rare artillery piece, a Brooke Rifle (circa 1862), that is currently on display outside the Governors Island dining facility.

3.11.3 Native American Resources

Various groups of the Delaware tribe occupied or traversed the ROI in the 1600s, including the Rechgawawanks, Kichtawanks, Sinsinks, Wiechquaeskecks, Nayack, Marechkawieck and Canarsee (Goddard 1978). These Munsee-speaking groups were primarily hunters and horticulturists, planting corn, beans, and squash using communal techniques. Semipermanent winter settlements consisted of longhouses, sometimes with stockades; summer quarters were smaller and less durable (Goddard 1978). Sweatlodges were common and burials occurred either in cemeteries or in isolated graves. Conflict with Dutch settlers in the late 1600s resulted in the Delaware groups moving out of the area. The Delaware apparently maintained trade with the Iroquois until about 1740 when they were forced to move to Iroquois lands (Goddard 1978). In 1789, some Delaware groups settled in Missouri and in 1792, others moved to Ontario, Canada. As a result of the Treaty of Greenville in 1795, most remaining Delaware groups in the New York area moved into Indiana. The Delaware groups were continuously moved farther west to reservations in Wisconsin, Missouri, Kansas, and eventually Oklahoma (Goddard 1978).

Native American resources located on Governors Island could include human remains. Consultation with the Delaware has not yet been initiated to determine the type and extent of sensitive Native American resources on the island.

4. GOVERNORS ISLAND ENVIRONMENTAL CONSEQUENCES

This section examines the potential environmental impacts resulting from the preferred alternative of standard maintenance, the basic maintenance alternative, and the no action alternative. Each resource is discussed in the same order as presented in Chapter 3. An introduction to each resource provides the criteria used to determine magnitude of the impacts to that resource.

In evaluating the potential environmental impacts, the context of the action and its intensity were considered pursuant to NEPA and Coast Guard direction COMDTINST M16475.1B. The context of the impact refers to the setting, or Region of Influence (ROI) in which the action is evaluated. The intensity of an impact refers to the degree of change it may cause to its baseline condition.

In accordance with NEPA, the following categories are used to identify potential environmental impacts resulting from the action: no impact, not significant impact, and significant impact. These categories as they apply to each resource are discussed below. Areas having no impact or impacts that are not significant do not require mitigation. Significant impacts may be reduced to levels of nonsignificance through appropriate mitigation.

4.1 LAND USE

A project may have a significant impact on existing land uses if it conflicts with adopted plans and goals of the community; or if it results in a substantial alteration of the present or planned land use of an area. Impacts on visual resources would be significant if an action results in the obstruction of any scenic vista or view or creates an aesthetically offensive view open to the public.

4.1.1 Governors Island Land Use

Standard Maintenance (Preferred Alternative)

No significant impacts to on-island land uses would result from the standard maintenance alternative. This alternative would result in the alteration of some land uses (i.e., houses may be boarded up and not used). This change would not create a significant impact because no construction or demolition to existing facilities is anticipated and no conflict with any land use plans or planning regulations would result from closure.

Basic Maintenance

Impacts to land uses under the basic maintenance alternative would be similar to those discussed for standard maintenance. Degradation to some structures may occur under the basic maintenance alternative, creating an adverse but not significant impact to land uses.

No Action

Under the no action alternative, land uses on the island would stay the same and operations would continue at present levels. There would be no impact.

4.1.2 Surrounding Land Use

Standard Maintenance (Preferred Alternative)

The closure of Support Center New York with standard maintenance would not affect the regional land uses described in Section 3.1.2. This alternative would not cause changes to regional land uses or conflict with plans or policies of surrounding area jurisdictions. No significant impacts would result.

Basic Maintenance

The impacts to surrounding area land uses under the basic maintenance alternative would be similar to those described for the standard maintenance alternative. This alternative would not cause changes to regional land uses or conflict with plans or policies. No significant impacts would result.

No Action

No changes would occur to surrounding area land uses as a result of the no action alternative. No action would not conflict with plans or policies of jurisdictions in the surrounding area. No significant impacts would result.

4.1.3 Coastal Zone Management

Standard Maintenance (Preferred Alternative)

The Governors Island property is exempt from the New York State coastal zone as discussed in Section 3.1.3. A consistency determination would be needed for the action of closing Support Center New York. Assuming none of the essential services that the Coast Guard provides to the New York Harbor region were moved outside of the region, no significant impacts are

expected to the coastal zone. Essential services include search and rescue, aids to navigation, rapid spill response, and ice-breaking

Coastal policies in the state of New York regard important historic resources as significant coastal resources if they are within the coastal zone boundary. Because Governors Island is exempt from this boundary, and will remain exempt as federal property under closure, no significant impact to this coastal policy will occur.

Basic Maintenance

Under the basic maintenance alternative, no significant impacts would result in the same manner as discussed for the standard maintenance alternative.

No Action

Under the no action alternative, Governors Island would be exempt from the coastal zone as it is presently and subject to consistency determination for projects that may affect the coastal zone. There would be no impact.

4.1.4 Visual Resources

Standard Maintenance (Preferred Alternative)

Governors Island is a third of a mile from Brooklyn a half mile from Manhattan, one mile from Ellis and Liberty Islands, three miles from Jersey City, New Jersey, and five miles from Staten Island. Although closure could result in deterioration of structures and vegetation, the site is not open to the public. Standard maintenance may detract from Staten Island ferry's passengers' views as it passes by the western side of the island. Degradation would not be seen as long as those buildings that the ferries pass were not boarded up or severely deteriorated. Standard maintenance plans could include measures to prevent deterioration to buildings viewed from the ferries.

Basic Maintenance

Visual resources would be affected in the same manner under basic maintenance as under standard maintenance.

No Action

The no action alternative would not result in changes to visual resources and would not significantly impact visual resources. Governors Island offers

spectacular views of Manhattan, Ellis Island, and Liberty Island to Coast Guard employees and visitors but is not open to the public.

4.2 INFRASTRUCTURE

Impacts to vehicle traffic would be significant if an alternative would increased the volume of traffic beyond the capacity of the roads, cause available parking to fall below any established minimum local standards, or require new or revised transportation systems.

Impacts to vessel traffic would be significant if an alternative would cause a higher rate of accidents or groundings.

Impacts to utilities would be significant if an alternative would require new sewage, water, or drainage service; cause a violation of state or local utility codes; or cause system deterioration due to improper maintenance.

4.2.1 Vehicle Traffic

Standard Maintenance (Preferred Alternative)

Under the standard maintenance alternative, periodic ferry service to the island would be provided by a smaller Coast Guard-owned craft. Public bus service on the island would be discontinued. Traffic would be greatly reduced, limited to maintenance and support service personnel activity. Reduction in traffic resulting from this alternative would have beneficial impacts to circulation, parking availability, and local air quality.

Basic Maintenance

Vehicle traffic would be reduced under basic maintenance as under standard maintenance. Environmental benefits from this alternative would be slightly higher due to fewer personnel and supplies needed on the island.

No Action

Continued operation would have no significant impact upon vehicle traffic in the region.

4.2.2 Vessel Traffic

Standard Maintenance (Preferred Alternative)

Under the standard maintenance alternatives, the VTS control center would be relocated to another Coast Guard facility. There would be no interruption in service because a "hot cut-over" to another control room would be established. Any down time in the VTS communications systems would be temporarily covered by another facility within the New York Harbor area. No significant impact to vessel traffic operations or safety would therefore result from this action. Downtime has occurred within the system before, most notably an eight year span when the system was deactivated between 1983 and 1991. During times of inoperation, vessel accidents and groundings increased only slightly.

Under the proposed action, search and rescue, aids to navigation, and marine environmental protection services provided by the Coast Guard will be relocated to sites within the New York Harbor. Therefore, no significant impacts are expected.

Ferry service in other areas of the New York Harbor will not be affected by this alternative because these ferries do not use any of the same piers as the Coast Guard ferries.

Basic Maintenance

Vessel traffic would be affected in the same manner under basic maintenance as under standard maintenance. The VTS control center would also be relocated under this alternative.

No Action

The VTS control center and Coast Guard ferries would continue to operate under the no action alternatives continued operation would not result in any significant impacts.

4.2.3 Utilities

Standard Maintenance (Preferred Alternative)

The closure of Support Center New York would result in decreases in water, electricity, and natural gas use, and a decrease in wastewater generated. Access to the tunnel ventilator from Governors Island would remain with the execution of an easement for this site. Support Center New York represents a very small percentage of the total metropolitan utility service area, so the

reduction in utility usage would not place an undue burden on service providers. However, contractual agreements between Consolidated Edison and the Coast Guard would have to be reached regarding the ownership of the natural gas system on Governors Island. Contractual agreements also exist with Super 8 and Burger King on the island. The Coast Guard will negotiate settlement of the terms of these contracts as necessary.

Under the closure with standard maintenance alternative, electric current would be reduced considerably and breakers in unused buildings turned off. Unneeded utility lines would be capped off, hot water heaters emptied, and air conditioners closed down. Water lines and branches would be filled and pressurized and reservoirs filled for fire suppression. Fire hydrants would be operated occasionally to ensure required pressure and flow were available. Lawns and landscaping would be maintained. Utilities in the historic district would also be maintained in accordance with the historic district maintenance plan. No significant impacts to utilities are expected under this closure alternative.

Basic Maintenance

Under the closure with basic maintenance alternative, the above utility reductions would occur. In addition, this alternative would close some site boilers, backup generators, and one reservoir. Lawns and landscaping and utilities in the historic district would not be fully maintained.

No Action

Under the no action alternative, current maintenance practices would continue with no reduction in utility services. There would be no impact to these services.

4.3 SOCIOECONOMICS

A socioeconomic impact is considered significant if the action alters the location and distribution of the ROI population, if the action's effect on population exceeds the annual growth rate, decreases the number of available jobs to the point of raising the regional unemployment rate, reduces income generation within the ROI, affects the local housing market and vacancy rates, or results in the need for new or increased school services.

Standard Maintenance (Preferred Alternative)

The closure of Governors Island with standard maintenance would not have a significant impact on the local and regional economy, population, housing market, or schools.

Pursuant to Executive Order 12898 (Environmental Justice) potential environmental and economic impacts to minority and low income persons have been assessed based on available information. All population groups are expected to equally experience any beneficial or adverse effects from the standard maintenance alternative, therefore minority or low income populations should not be disproportionately affected.

The ROI population is not expected to noticeably increase or decrease with the closure action because the population of the island is a negligible percentage of the surrounding area's population. The number of civilian employees that would be retained by the Coast Guard by being transferred to other regional units is uncertain at this time. The decision to close Governors Island would occur at least one year prior to operational closure, giving personnel the opportunity to seek other employment. Civilians that are employed by relocating functions will be offered transfer options to relocate with their command, both within the harbor area and outside of the region. Any civilians not retained by the Coast Guard are expected to remain in the region and seek employment locally, thereby not affecting the local population density, distribution, or annual growth rate, or the local housing market. The Coast Guard will offer employment seminars such as resume writing and job search skills to aid civilian personnel seeking employment.

Current military personnel would either be retained at Governors Island for maintenance functions or transferred to other Coast Guard facilities as discussed under the relocation activities in Section 5. Military personnel who live off-base may remain in the area and housing for on-base personnel will be provided at receiving facilities, thereby not affecting ROI population levels or housing demand.

Layoffs of civilian personnel and related indirect job losses would not affect the regional unemployment rate or constrain the local job market. If the Coast Guard were not to retain its 610 civilian employees, an estimated additional 490 indirect jobs would be lost in the ROI (based on CNA multipliers as discussed in Section 3). Most of the direct and indirect job loss would be absorbed by the local labor market. This job loss would not be great enough to affect the local unemployment rate.

The standard maintenance alternative would have a negligible effect on the economy of the ROI. In 1992 the Coast Guard contributed $31.6 million in

revenue to New York. This represents less than 0.012 percent of New York City's total gross city product of $253 billion. The military payroll of Governors Island totals $42.9 million and the civilian payroll is $26.6 million, representing 0.026 percent of New York City's resident income of $119.5 billion (U.S. Coast Guard undated).

Under the standard maintenance alternative the on-island school would be closed. It is assumed that the teachers would be retained by the New York City Public School District. School funding through the federal impact aid program (PL 81-874, recently superseded by PL 103-382) will continue for those military-dependent children remaining within the ROI and the school district.

Basic Maintenance

Impacts to socioeconomic factors are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative with the exception of a more reduced staff of personnel on the island. While the standard maintenance alternative may require approximately 30 personnel, the basic maintenance alternative may require only 20.

No Action

Continued operation of Support Center New York would not alter existing socioeconomic patterns. No significant impacts would result.

4.4 PUBLIC SERVICES

Impacts to the public services of an area would be significant if they created a need for new or increased fire protection or police protection, or if decreased public service capacity to a point that jeopardized safety to humans or the environment.

Standard Maintenance (Preferred Alternative)

Under the closure with standard maintenance alternative, full-time security, with reduced emergency medical and fire support, would be provided on Governors Island. Back up services would be provided by the City of New York under agreements with the Coast Guard for major security, fire, or medical emergencies. No significant impacts to human health or the environment would result from implementation of this alternative.

Basic Maintenance

Under the closure with basic maintenance alternative, restricted public service support would be provided on Governors Island. Fewer security personnel would be available to monitor the island for intrusion and vandalism. Firefighting capabilities would exist, but fewer personnel would be available to fight fires. In the event of a fire or medical emergency, personnel may not be available to respond adequately. This could result in a significant impact to human health and safety.

Mitigation. Agreements would be made with Manhattan or Brooklyn to provide assistance on Governors Island in the event of an emergency.

No Action

Under the no action alternative, the current demand and level of public services would be maintained. There would be no significant impact to public services.

4.5 HAZARDOUS MATERIALS

A project may have significant impacts from hazardous materials if it exposes people to an above-average or unnecessary risk of exposure to toxic or hazardous materials or waste, or exposes people to risk of injury or death from hazardous material accidents. Under all alternatives, Governors Island will remain the property of the Coast Guard.

Standard Maintenance (Preferred Alternative)

Governors Island is completing the removal of most of the underground storage tanks on the island. Support Center New York is responsible for the cleanup of any hazardous materials associated with Coast Guard activities on the island. Five leaks have been discovered and site investigations and remedial actions are in progress. Governors Island is currently in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act (see section 3.5.2) and is expected to remain in compliance. The lead contaminated site in the moat area of Fort Jay has been fenced and warning signs posted. No plume of material exists at the Liberty Village site because all spilled product has been removed. Boat maintenance activities on the island have not been determined to cause any activities that would require site investigations or remedial activities. No significant impacts are expected from the standard maintenance alternative.

Basic Maintenance

Impacts from hazardous materials are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative. Safety issues in emergency situations may be significant as discussed for the basic maintenance alternative under Section 4.4.

No Action

Governors Island is currently in compliance with the Comprehensive Environmental Response, Compensation, and Liability Act (see section 3.5.2) and is expected to remain in compliance.

4.6 NOISE

A noise-related impact would be significant if it substantially increased ambient air noise levels; or violated federal, state, or local regulatory thresholds.

Standard Maintenance (Preferred Alternative)

Because it has been determined that no activities that exceed acceptable noise limits occur on Governors Island, and no new noise generating activities are proposed as part of the closure action, no significant impacts would result from the standard maintenance alternative.

Basic Maintenance

Impacts from noise are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative.

No Action

No activities that exceed acceptable noise limits occur on Governors Island, and no significant impacts would result from the no action alternative.

4.7 AIR QUALITY AND CLIMATE

A project would have significant impacts to air quality if it violates a new or existing ambient air quality standard; contributes to an increase in existing air emissions; causes an unacceptable health risk; or exposes a sensitive receptor to substantial pollutant concentrations.

Standard Maintenance (Preferred Alternative)

Under the standard maintenance alternative, reductions in activities that have been identified as major causes of diminished air quality at Governors Island (vehicle and vessel operation, natural gas heating, maintenance operations) would have a minor beneficial impact on local air quality. Because Coast Guard actions would reduce emissions associated with Support Center New York, closure actions will not require the type of formal conformity determination document described by the EPA conformity rules.

Basic Maintenance

Impacts to local air quality are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative.

No Action

If Governors Island remains open, Support Center New York would be required to compile and submit a Title V operating permit application prior to November 1995. Accepting federally enforceable permit conditions to restrict operations of some facilities could bring potential emissions below the Title V thresholds and simplify the permit review process. These restrictions would be requested as part of the Title V permit application. This regulatory requirement is not in itself considered a significant impact.

4.8 GEOLOGY AND SOILS

An impact to the geology of an area would be considered significant if it caused flooding, erosion, or siltation; exposed people to geologic hazards; caused slope or foundation instability; or caused a loss of mineral resources.

Standard Maintenance (Preferred Alternative)

Closure of the facility with standard maintenance would not alter geologic resources. New construction would not occur, thereby eliminating impacts to geologic resources resulting from construction activities such as erosion, slope instability, or loss of mineral resources. Erosion would only be a concern if the vegetative and concrete that now covers the island were allowed to deteriorate. If bare ground were present, the tidal action within the harbor may cause adverse impacts from erosion of the soil. The ROI is not subject to severe seismic risk.

Basic Maintenance

Impacts to geology and soils are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative.

No Action

Continued operation of Support Center New York would not impact geologic resources. The island is not subject to severe seismic activity and no new construction would occur under this alternative.

4.9 WATER RESOURCES

A project may have significant impacts on water resources if it degrades water quality; degrades or depletes ground water supply; prevents continued navigational uses; causes flooding; or changes surface water runoff characteristics.

Standard Maintenance (Preferred Alternative)

Under the standard maintenance alternative water usage would decrease, providing a minor beneficial impact to the regional water supply. This alternative would not adversely affect water quality, cause flooding, or otherwise negatively impact water resources.

Basic Maintenance

Impacts to water resources are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative.

No Action

Continued operation of Support Center New York would not adversely affect water quality, cause flooding, or otherwise negatively impact water resources.

4.10 BIOLOGICAL RESOURCES

A project would have significant impacts on biological resources if it adversely affected a rare or endangered species; interfered with the movement of any resident or migratory fish or wildlife species; substantially diminished vegetation or wildlife; or caused the reduction or removal of a significant portion of a biological resource.

Standard Maintenance (Preferred Alternative)

No significant biological resources are present at Governors Island (NYSDEC 1992a) and it is therefore unlikely that the standard maintenance alternative would significantly impact biological resources. The island contains no native vegetation and is unlikely to have habitat areas that are essential to supporting migratory birds or other sensitive resources. Closure of Support Center New York will not reduce the amount of vegetation on the island and is unlikely to result in changes to the aquatic habitats of the New York Harbor. If local functions of the Coast Guard were moved outside of the region, the potential may exist for a major hazardous material spill in the harbor that could significantly affect the aquatic resources. All local functions of the Coast Guard are to remain in the harbor region, therefore no significant impact will occur to biological resources.

Basic Maintenance

Impacts to biological resources are expected to be the same under the basic maintenance alternative as under the standard maintenance alternative.

No Action

Because no sensitive biological resources exist on Governors Island, continued operation of Support Center New York would not effect these resources.

4.11 CULTURAL RESOURCES

A project could have significant impacts to cultural resources through ground disturbance, unauthorized artifact collecting or vandalism, building modifications or demolition, disturbance to historic or environmental setting, neglect resulting in resource deterioration or destruction, audio or visual intrusion to sensitive Native American sites, and decreased access to traditional Native American resources. Impact assessment for cultural resources focuses on those properties that are listed on or are considered eligible for the National Register of Historic Places, that are part of the National Historic Landmark, and resources considered sensitive by Native American groups.

Standard Maintenance (Preferred Alternative)

Under the standard maintenance alternative, the site will not be accessible to the public, which will minimize the potential for vandalism. No construction or demolition would occur except possibly for on-going remediation activities which follow guidelines requiring all work to be suspended if archaeologic resources are discovered. Standard maintenance of

the facilities on Governors Island will adequately protect and preserve the National Historic Landmark.

Federal agencies are responsible for compliance with Section 106 of the National Historic Preservation Act for historic properties under their administration. If Governors Island is transferred to another federal agency, such as the GSA, Section 106 will remain in effect for preserving historic properties on Governors Island.

Basic Maintenance

Closure of Governors Island with basic maintenance of the facilities may result in the neglect and deterioration of properties associated with the National Historic Landmark. Substantial deterioration of historic properties could be considered an adverse effect on the National Historic Landmark which would be a significant impact. Section 110 (f) of the National Historic Preservation Act recommends that federal agencies attempt to minimize harm to National Historic Landmarks that will be adversely affected by an undertaking. Consultation with the Advisory Council on Historic Preservation is also required when an adverse effect on a National Historic Landmark is expected.

Mitigation. A Historic Preservation Plan detailing appropriate mitigation measures to alleviate the effects of basic maintenance would be prepared and implemented for the National Historic Landmark on Governors Island. Mitigation measures may include, but are not limited to, complete documentation of the National Historic Landmark according to standards established by the Historic American Building Survey and the Historic American Engineering Record.

No Action

Under the No Action alternative, impacts to cultural resources would occur only as a result of ongoing maintenance and operations. Any ground disturbing activities in the National Historic Landmark could adversely affect buried prehistoric and historic archaeological deposits. Any building modifications or new construction within the Landmark boundaries may adversely effect the integrity of individual structures or the general historic setting. Such activities would be subject to Section 106 requirements.

5. RELOCATION SITES

The proposed relocation activities for each relocation site are described in this chapter. Each section contains a brief summary of the current and proposed use of the location site, a summary of the NEPA documentation performed for the relocation site, a description of the affected environment, and an analysis of environmental consequences by resource area. The resource areas examined are consistent with those presented for Governors Island in Chapters 3 and 4.

5.1 BATTERY BUILDING

5.1.1 Current and Proposed Uses

The Battery Building, under control of Support Center New York, now houses the U.S. Coast Guard Marine Inspection Office (MIO), New York and Coast Guard Recruiting. The MIO, which employs 126 personnel, will relocate from the Battery Building to Wadsworth on Staten Island with some personnel remaining at the Battery Building. Recruiting, which employs 5 personnel, will also remain at the Battery Building.

The following relocation activities will occur at the Battery Building:

Relocated Functions:	Coast Guard Auxiliary, Intelligence, Law Enforcement, Automated Mutual Vessel Rescue
Number of Personnel:	61 at Battery Building after relocation
Renovations:	25,900 square feet at Battery Building
Other Improvements:	Landscaping
Housing:	Personnel will live at Rosebank or Wadsworth

5.1.2 NEPA Documentation

In accordance with the U.S. Coast Guard procedures and policy for categorical exclusions under the National Environmental Policy Act, as published in 59 Federal Register 38654 (July 29, 1994), the proposed relocation of miscellaneous functions to the Battery Building in Manhattan is eligible for a categorical exclusion from additional environmental analysis. Further documentation in support of this finding is presented in Appendix D.

5.1.3 Affected Environment and Environmental Consequences

Land Use. The Battery Building is located between the Staten Island Ferry Terminal and Battery Park in Manhattan. The site consists of the three story brick administrative Battery Building and an existing parking area, as shown on Figure 11. Three piers are located immediately south of the parking area. Pier C is scheduled for rehabilitation under a separate Coast Guard action unrelated to the relocation of Governors Island personnel.

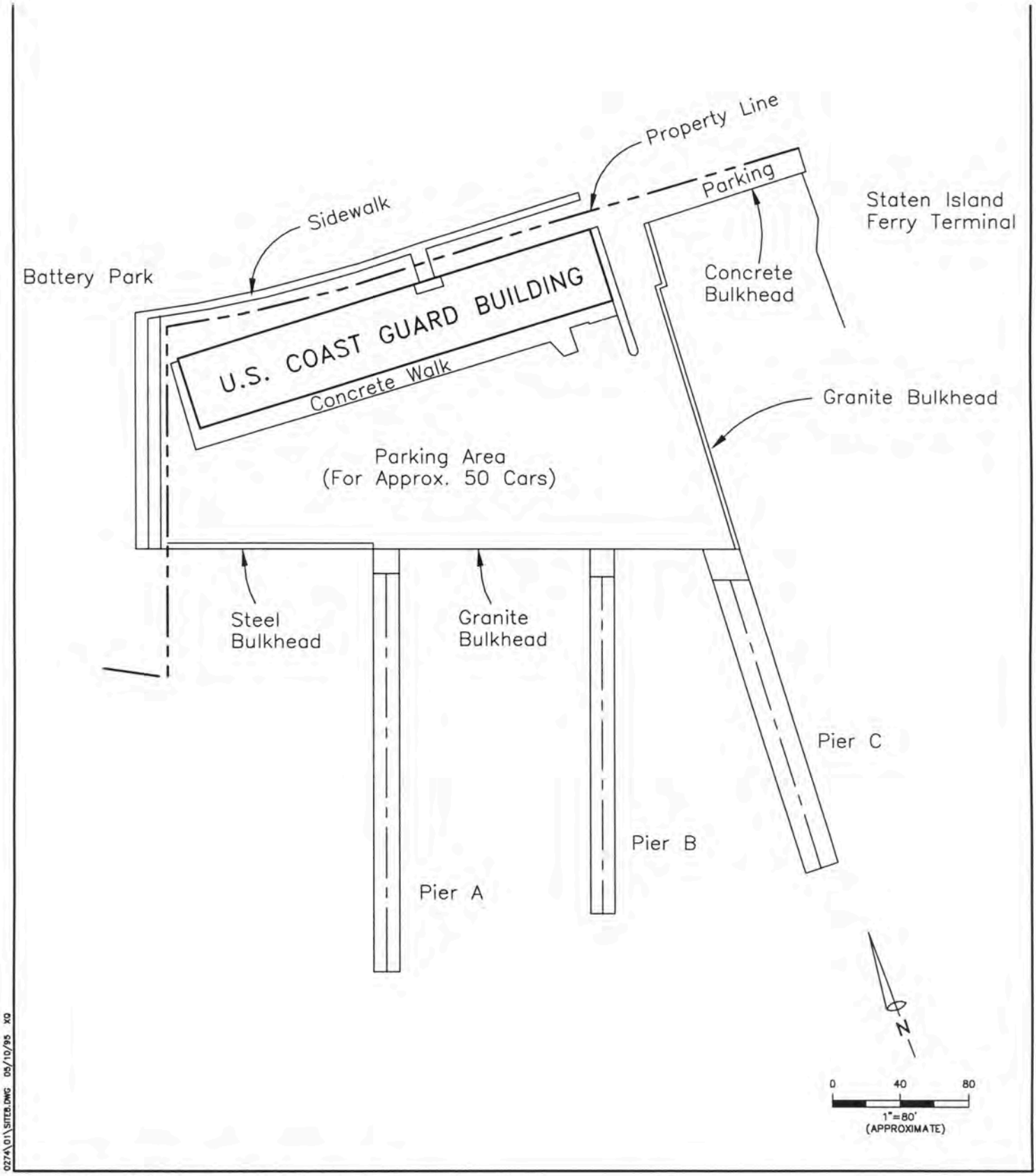
The proposed action will not restrict or hinder access to the Staten Island Ferry Terminal, Battery Park, or the piers. The project will not change the use of the site or of the Battery Building. It will provide a minimal visual effect in that minor improvements, such as landscaping, are anticipated to be made to the exterior of the building. Renovation activities will be limited to the interior of the building.

Infrastructure. Temporary increases in traffic will occur during renovation to allow for delivery of equipment and materials to the site. Vehicle traffic will stabilize upon completion of renovation activities.

Utilities are provided to the Battery Building by Manhattan area service providers. This relocation will not create a need for a higher level of utility service and will not impact local utility providers.

Socioeconomics. Under the proposed action, the Coast Guard would relocate the MIO function currently at the Battery Building to Wadsworth, and relocate several smaller functions from Governors Island to the Battery Building. The net result would be a decrease of 70 personnel at the Battery Building. This relocation would not adversely affect local population levels, poverty rates, or schools in the area since the decrease in personnel is small relative to the population of the Manhattan area. Incidental spending from the reduced number of personnel would have minor but not significant effects on local businesses. The Coast Guard personnel will be housed at Rosebank or Wadsworth, therefore the local housing market would not be affected. Housing at Rosebank is discussed in Section 5.3.3 and Wadsworth is discussed in Section 5.4.3.

Public Services. Public services at this site are handled by Manhattan area providers. This relocation will decrease the number of workers and add no new structures to the Battery Building property, and will therefore not place an additional load on local emergency service providers.



The Battery Building, located between Battery Park and the Staten Island Ferry Terminal, will be renovated to house six Coast Guard commands now located on Governors Island.

TETRA TECH

Site Map
Battery Building

Governors Island EA
New York City, New York

Source: USCG undated d

Figure 11

Hazardous Materials. The remodeled Battery Building will house administrative activities similar to those currently being performed in the existing building. These activities do not use or generate toxic or hazardous wastes.

Noise. Renovation activities may likely result in a temporary increase in the ambient noise level but will be controlled by restricting noise generating activities to normal working hours. There are no residential areas near the Battery Building.

Air Quality. The proposed relocation will not affect air quality. Renovation will be limited to indoor activities and will not cause any construction-related air quality impacts.

Geology and Soils. The Battery Building is located on a fully developed site. Site-specific geologic and soil information is not available; regional geologic and soil information is provided in Section 3.8.2. As the site is already developed and renovation operations are restricted to indoor activities, no erosion, flooding, or other geologic impacts would occur as a result of relocation to the Battery Building.

Water Resources. The Battery Building site is located at the southwestern tip of Manhattan at the intersection of the East and Hudson Rivers. The six functions to be relocated to the Battery Building are all administrative in nature and would not affect or be affected by these waters.

Biological Resources. No native vegetation exists at the Battery Building site. Wildlife in the area consists of species typical to large urban areas of the region and includes mallards (*Anas Platyrhynchos*), American black ducks (*Anas rubripes*), rock doves (*Columba livia*), and house sparrows (*Passerculus domesticus*). Except for an occasional transient bald eagle or peregrine falcon, no other sensitive species are found within the vicinity of the Battery Building. No wetlands or other sensitive habitats are on or near the site. Because the proposed action involves interior renovations to the building, there will be no impacts to any biological resources.

Cultural Resources. The Battery Building, built in 1957, is not eligible for inclusion on the National Register of Historic Places. No prehistoric or sensitive Native American resources are known to be at this site. No impacts will occur to any cultural resources from the proposed action.

5.2 Military Ocean Terminal, Bayonne (MOTBY)

5.2.1 Current and Proposed Uses

Military Ocean Terminal, Bayonne is an Army owned and operated facility that also houses other DOD tenants. The terminal, used primarily for the shipment of cargo to over 150 worldwide destinations, is the largest employer in Hudson County, New Jersey. The future of the base, which was proposed for closure in a March 1995 report, will be decided by the President in July 1995.

The following relocation activities are proposed for MOTBY:

Functions:	Aids to Navigation, CGC Red Beech, CGC Penobscot Bay, CGC Sturgeon Bay, CGC Wire, CGC Line, 4 other small boats
Number of Personnel:	99
Number of Vessels:	9
New Construction:	14,569 square foot Aids to Navigation building, new docks
Pier Modifications:	Dock construction, shore ties, new fueling system
Other Improvements:	Wharf improvements, storage, parking
Housing:	Unaccompanied personnel housed at MOTBY if the facility remains open; all personnel housed at Wadsworth if MOTBY closes

5.2.2 NEPA Documentation

An EA that analyzes the impacts of the proposed relocation to MOTBY has been prepared and comments were solicited from agencies and organizations. The MOTBY EA with the comments incorporated is provided in Appendix D of this document and is summarized below. The EA found that the proposed action will have no significant impacts.

5.2.3 Affected Environment and Environmental Consequences

Land Use. The Military Ocean Terminal, Bayonne is a 437-acre artificial peninsula that extends into Upper New York Bay from it's anchor point at Bayonne, New Jersey. The facility has been developed for container shipping, a military supply depot, and base housing. Two areas are being considered for the relocation activities,

the south waterfront east of Building 41 and the north waterfront at lot 65. The two areas are depicted on Figure 12. The exact location is dependent upon whether MOTBY closes under BRAC 1995 or remains open. The relocation of the Aids to Navigation Team and vessels is consistent with current uses at MOTBY.

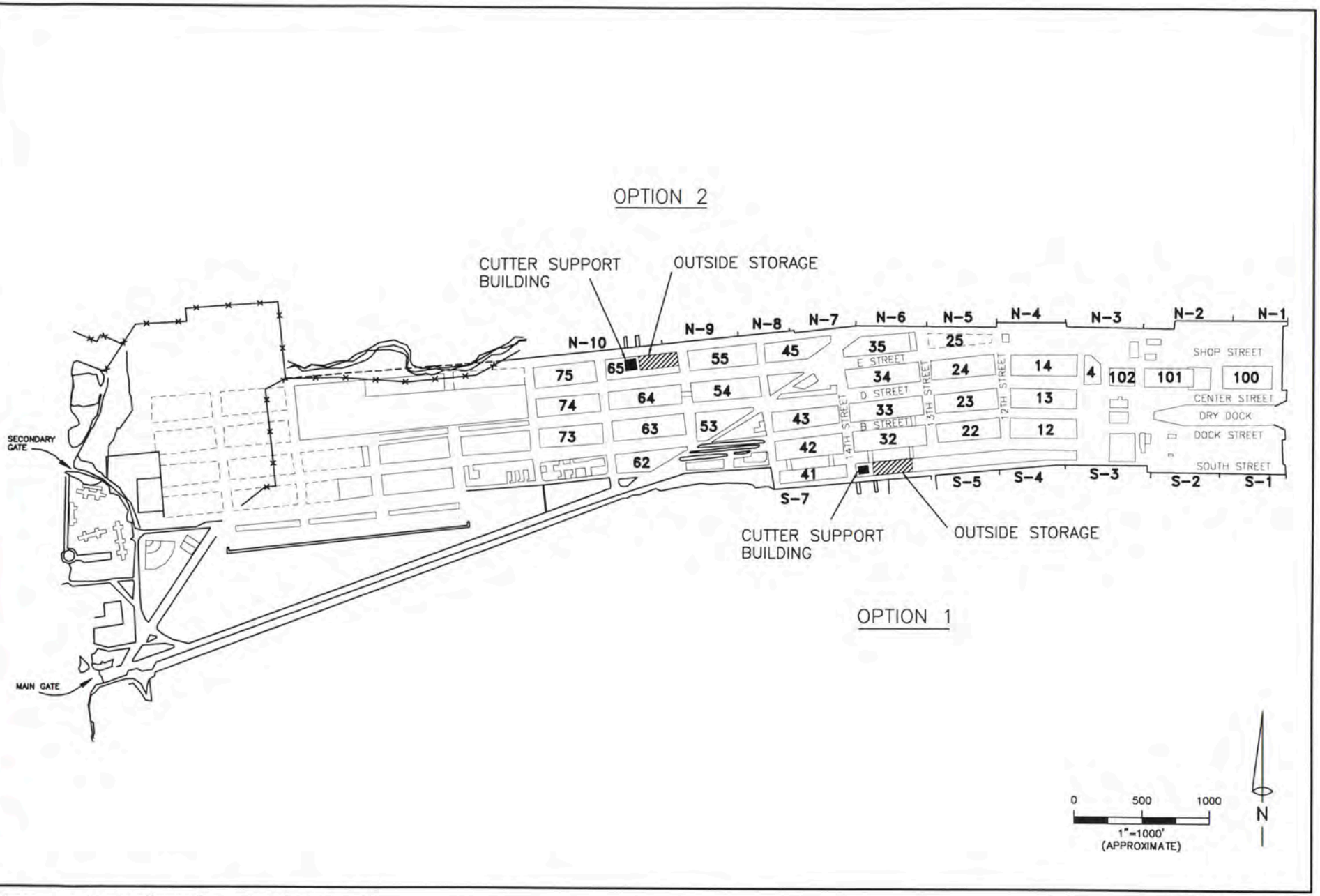
Recreational facilities at MOTBY include a ballfield, swimming pool, aerobics and weight rooms, and basketball, tennis, and racquetball courts. There are no parks on MOTBY. The nearest urban parks are located one and one-half and two miles west of the facility in the cities of Bayonne and Jersey City. Relocation activities, including construction of the new building and docks, will not impact the existing recreational opportunities. Primary contact water activities of the harbor waters, such as swimming and shell fishing, are prohibited (see water resource description). Secondary contact activities, such as boating, fishing, and related activities, are allowed.

The visual character of the facility is marine-industrial. The relocated operations would also be marine-industrial. Minor visual impacts may occur during construction of the new structures but the finished structures would blend with the existing structures at the facility.

Infrastructure. Traffic volumes at the facility are high during all working hours, but especially during the morning and evening commutes. As the roads at MOTBY are considered adequate, the proposed addition of 99 personnel is not expected to result in a significant increase in traffic. Additional parking would be provided as part of the proposed action.

The existing electrical, telephone, domestic water, sanitary, and storm sewer systems are adequate for the industrial nature of MOTBY. Though modification to the utilities in the wharf area will be required for the new docks, the existing utilities are sufficient to provide for the slight increase in demand.

Socioeconomics. No adverse socioeconomic impacts would result from the relocation of nine Coast Guard cutters and the Aids to Navigation Team from Governors Island to Bayonne. The transfer of 99 personnel would not adversely affect local population levels, poverty rates, or schools in the area since the number of personnel involved in the relocation is relatively small and their permanent residence would be at Rosebank or Wadsworth unless MOTBY remains open, in which case unaccompanied personnel would live at MOTBY. Any additional spending in the local area resulting from the action would be beneficial for the local economy by increasing



There are two options for relocating the Aid to Navigation Team and nine vessels to MOTBY. If MOTBY remains a DOD facility, an area on the south shore would be utilized. If the facility closes, an area on the north shore would house the Coast Guard functions.

Source: USCG undated d

TETRA TECH

Site Map
MOTBY
Governors Island EA
Bayonne, New Jersey
Figure 12

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business revenues and creating new jobs. Most of these beneficial effects will be realized in the service sector.

Public Services. MOTBY, as a military facility, is a secure post. Proper identification and a stated destination are required for entry. Should MOTBY close, it may be necessary to add security fencing around the Coast Guard area. This would not be a significant impact.

MOTBY has its own police force, fire department, ambulance service, and medical clinic. The additional Coast Guard personnel would not likely place an undue burden on these services. If MOTBY closes, another entity may need to take over all or some of these functions, or city services must be used. The addition of Coast Guard personnel is not likely to place an undue demand on local public service providers.

Hazardous Materials. The proposed action will result in a small increase in maintenance activities at MOTBY. These activities will be addressed in a comprehensive spill control and hazardous materials management program. Large-scale maintenance and overhauls of buoys and equipment will be performed at contractor-owned industrial facilities at other locations. Therefore, only small amounts of hazardous wastes will be generated at the project site. The waste stream is likely to include used batteries, paint, and solvents.

Noise. Sources and levels of noise at MOTBY are typical of major port facilities. Relocation activities will generate temporary construction-related noise during the construction of the ANT/Cutter Support building, outdoor storage, and wharf areas. There will also be some additional noise associated with the operations of vessels during arrivals and departures. Construction and operational noise can be minimized by scheduling work to coincide with daylight working hours.

Air Quality. MOTBY is in the same air quality control region as Governors Island. As described in Section 3.7.1, the region is a nonattainment area for ozone and carbon monoxide. Though the relocated vessel activity will be a new source of air emissions at MOTBY, there will be no change in air quality within the air quality control region since operations will be moved only four miles from Governors Island to MOTBY.

Geology and Soils. The peninsula on which MOTBY is located was constructed using dredge and fill techniques. The upland topography is generally flat with an average elevation of 11 feet above mean low

water. No significant impacts are expected to geology or soil resources from the proposed action. Construction activities may cause erosion of soils in some areas. Construction contractors will be required to prevent erosion by using engineering controls. Construction vehicles leaving the site will be cleaned as necessary to prevent the spread of sediment onto access streets.

Water Resources. The proposed relocation site is located adjacent to the New York Harbor estuarine system dominated by the Hudson, East, and Raritan Rivers, which flow into Upper and Lower New York Bay. At MOTBY, the tidal range is approximately 4.5 feet. The 100-year flood level is 8.6 feet NGVD. The proposed structures would not be constructed within the 100-year floodplain.

The surface water quality of New York Harbor in the vicinity of MOTBY is directly affected by the water quality of the Hudson River flowing into the Upper Bay and the degree of mixing with waters of the Lower Bay. The Interstate Sanitation Commission (ISC) has designated the waters around MOTBY as B-1. This designation indicates waters suitable only for secondary contact recreation, limiting the use of harbor waters to fishing, boating, and related activities. Primary contact uses, such as swimming and shell fishing, are prohibited.

No changes are expected to the site hydrology as a result of the relocation activities. Additional vehicles will impact the stormwater collection system by placing more traffic on the paved areas of the site. Proper design of outdoor storage areas will prevent storage activities from impacting storm water. Water quality in the adjacent harbor will receive minimal impacts as a result of relocated vessel operations. No net increase in impacts will result since the vessels will relocate from Governors Island to MOTBY.

Biological Resources. No native vegetation is present at the proposed project sites or in the immediate area. Wildlife in the area consists of species typical to large urban areas of the region and includes mallards (*Anas Platyrhynchos*), American black ducks (*Anas rubripes*), rock doves (*Columba livia*), and house sparrows (*Passerculus domesticus*). Except for an occasional transient bald eagle (*Haliaeetus leucocephalus*) or American peregrine falcon (*Falco peregrinus anatum*), no other sensitive species are found within the vicinity of the MOTBY facility. Wetlands are not present on the proposed project sites, but several wetlands are within a mile of the sites to the west, northwest, and southwest. Because construction and demolition is proposed for areas

that are currently heavily disturbed and contain no native vegetation, no impacts are expected to biological resources from these actions.

Cultural Resources. The structures at MOTBY were built on a filled area in the New York Harbor in the 1940s. Some of the structures may be eligible for the National Register of Historic Places because they may meet criteria in connection with the transport of war materials to Europe in World War II. No prehistoric or sensitive Native American resources are known to be present or are likely to be present at the facility since the area was developed with fill material. No impacts are expected to cultural resources from the proposed action.

5.3 ROSEBANK

5.3.1 Current and Proposed Uses

The Rosebank Family Housing installation is located at the northeastern shore of Staten Island and provides housing for U.S. Coast Guard Air Station, Brooklyn personnel. U.S. Coast Guard Air Station, Brooklyn is consolidating with U.S. Coast Guard Air Station, Cape May and will be relocating to Atlantic City, New Jersey. Personnel now housed at Rosebank will relocate to a site in New Jersey once the consolidation takes place. The U.S. Customs Department uses Building 9 at Rosebank.

Relocation activities at Rosebank include the following:

Command:	Station New York
Number of Personnel:	52
Number of Vessels:	6
Construction:	6,200 square foot replacement of Building 7 and Building 8
Renovation:	9,000 square feet at Buildings 5 and 6
Demolition:	Building 7, Building 8
Pier Modifications:	Replacement of piers, new wavescreens, shore ties, new fueling system
Housing:	Unaccompanied personnel will live at Wadsworth, families will live at Rosebank or Wadsworth

5.3.2 NEPA Documentation

An EA that analyzes the impacts of the proposed action has been prepared and comments were solicited from agencies and organizations. The Rosebank EA with the comments incorporated is provided in Appendix D of this document and is summarized below. No significant impacts were identified for this action.

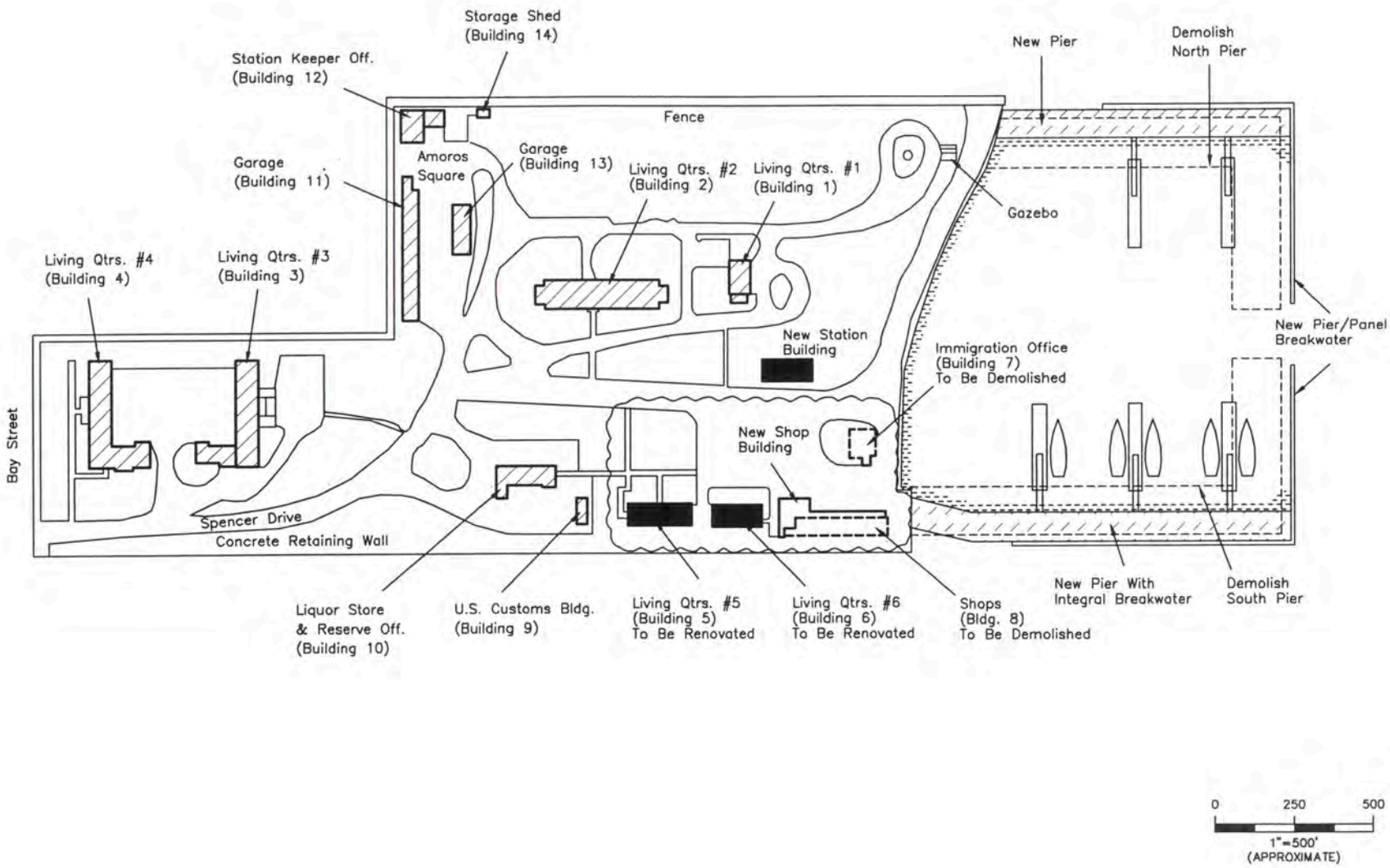
5.3.3 Affected Environment and Environmental Consequences

Land Use. The 8.5-acre Rosebank site includes 16 buildings and structures and a protected boat basin at the east end (Figure 13). Surrounding land uses at Rosebank include old and new residential, commercial strips, institutional, and industrial/warehousing. The proposed residential and marine uses are consistent with the existing and former land uses at Rosebank.

The New York City Department of City Planning (NYCDCP) has developed plans for a continuous public esplanade to link Sailors Snug Harbor with Wadsworth. When completed, the esplanade will bring the public to water-based recreational activities and various historic sites. Part of the esplanade directly west of the Chessie site has already been completed (New York City Department of City Planning 1988). The NYCDCP plan for a continuous public esplanade apparently sets no schedule for the development and does not represent a constraint to the site use under study by the Coast Guard (NYCDCP 1988).

There are no existing recreational opportunities at Rosebank other than playgrounds. Pier and shoreline access will be prevented by fencing. The public does not have free access to the site. Primary contact water use, such as swimming, is prohibited. No major recreational opportunities will be created at Rosebank by the proposed relocation, nor will any recreational opportunities be eliminated or impacted.

Visual resources at Rosebank are limited by the long and narrow shape of the site and by the surrounding building development on adjacent parcels. The tip of Manhattan Island, Verrazano Narrows Bridge, and the Atlantic Ocean are visible from Rosebank. The view is most accessible from the gazebo and perimeter of the raised bluff in front of Building 1. Impacts to harbor and ocean views will be minimal at ground level along the seawall, and will be limited mainly to the antenna or stacks of the vessels planned for relocation. No visual interferences are expected for observers at the gazebo or on the bluff in front of Building 1.



Station New York, including six search and rescue vessels, will relocate to Rosebank from Governors Island.

Source: USCG undated d

TETRA TECH

Site Map Rosebank

Governors Island EA
Staten Island, New York

Figure 13

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Infrastructure. The western boundary of the Rosebank site is marked by Bay Street, a two-way, two-lane major thoroughfare with parking lanes on both sides. The entrance to the site is two lane and located slightly north of the intersection of Nautilus Street and Bay Street. Neither of the T-intersections formed by the Rosebank entrance or Nautilus Street is served by traffic lights.

Parking for the residents of Rosebank is provided entirely on site by parking lots and a small number of parking garages located in Buildings 11 and 13. No off-site parking is required by the current residents. An additional 25 private vehicles are expected to access the site during working hours after relocation. The existing parking capacity is expected to be sufficient to handle the increase.

The relocation is estimated to generate approximately 95 additional trips from the facility onto Bay Street per work day. The additional trips represent an increase of 0.9 percent over the anticipated growth volume. This growth volume was estimated by escalating 1987 traffic counts on Bay Street at School Road by 1.5 percent per year. This slight increase over anticipated volumes would not result in any significant impacts.

The existing utility systems are adequate for current operations at Rosebank and are sufficient to accommodate the increase in demand due to the relocation activities. The present utilization of the Rosebank site does not require pierside operations. Modification to the utilities in the wharf area and at Buildings 5, 6, 7, and 8 will be required to support relocation. These modifications, detailed in Section 4.4.2 of the Rosebank EA (Appendix D), do not represent a significant impact.

Socioeconomics. Housing at Rosebank is currently provided in Buildings 1, 2, 3, 4, 5, and 6. Buildings 1, 2, 3, and 4 will continue to be used by the Coast Guard as family housing. Buildings 5 and 6 will be used primarily as watch stand berthing for on-duty personnel.

Rosebank has 22 family units with a current occupancy rate of 95 percent. With the conversion of Buildings 5 and 6 to berthing space, the total family housing capacity will be reduced from 22 families to 17 families, a reduction of 18 percent from the existing situation. Families associated with relocated personnel will be assigned to Coast Guard housing at Rosebank or Wadsworth. The relocation will not require the construction of any new housing units. The existing housing at Rosebank and Wadsworth would be sufficient for all personnel assigned to Rosebank.

Staten Island public schools are administered by the District 31 Community School Board. Since there will be a loss of families when Buildings 5 and 6 are converted to berthing space, a slight decrease in the number of students attending area schools from the Rosebank facility is projected. This decrease does not represent a significant impact on the Staten Island School System since the number of students involved, and any associated federal impact aid funding, would be minimal.

Public Services. Presently, the Coast Guard at Rosebank does not allow free access to the site. An unoccupied guard house is located near the Bay Street entrance. General security in the area is provided by the New York City Police Department and a private security firm under contract to the Coast Guard. After relocation, the piers and vessel operations areas will be fenced off and access will be controlled. The relocation is not expected to impact local emergency service providers, since existing Coast Guard personnel living at Rosebank will be relocating to New Jersey.

Hazardous Materials. Past usage of the Rosebank site has not involved major industrial operations, and major contamination of the surface or subsurface of the site is not likely. The age of the buildings suggests that asbestos-containing materials and lead-based paint may be present and demolition or renovation activities may be subject to federal regulations.

The proposed action will result in a small increase in maintenance activities at Rosebank. These activities will be addressed in a comprehensive spill control and hazardous materials management program. Large-scale maintenance and overhauls of vessels and equipment will be performed at other locations. Therefore, only small amounts of hazardous wastes will be generated at the project site. The waste stream is likely to include used batteries, paint, and solvents.

Noise. Noise levels at the Rosebank site are typical of those associated with highly urbanized areas. Since Rosebank is currently a housing facility, it generates noise typical of a multi-family unit residential environment. Traffic from Bay Street, the western boundary of the site, is the major noise source at Rosebank. There are presently no waterborne operations from the pier/waterfront area, and no noise is generated from that location.

Noise impacts associated with the relocation activities will fall into two categories, temporary construction noise during the replacement of Buildings 7 and 8 and the renovation of Buildings 5 and 6 and noise

associated with the operations of vessels during arrivals and departures. Construction and operational noise can be minimized by scheduling work to coincide with weekday daylight working hours.

Air Quality. Staten Island is within the same air quality control region as Governors Island. As described in Section 3.7.1, the entire air quality control region is classified as a nonattainment area for ozone and carbon monoxide. Air pollution sources at the Rosebank facility are limited mainly to private automobiles. No permitted sources of air pollution are found on the site. While the relocation of six vessels will be a new source of air emissions at Rosebank, there will be no net change in air quality within the air quality control region since operations will be moved from Governors Island.

Geology and Soils. The Rosebank site slopes downward from Bay Street to the wharf. The general eastward down slope continues offshore from the seawall, reaching a reported depth of 20 to 25 feet at the inner face of the pier structures. The proposed pier modifications would not require dredging of the boat basin. No geological impacts or impacts to topography are expected.

Water Resources. The prominent surface water feature adjacent to Rosebank is the New York Harbor estuarine system. The upper portion of the estuary adjacent to Rosebank, which joins Upper New York Bay to Lower New York Bay, is known as the Narrows.

The ISC has designated the waters in the Rosebank area as B-1, indicating waters suitable only for secondary contact recreation, limiting use of these harbor waters to fishing, boating, and related activities. Primary contact water uses, such as swimming and shell fishing, are prohibited. Water quality in the adjacent harbor will be minimally impacted as a result of relocated vessel operations. No net increase in impacts will result since the vessels will relocate from Governors Island to Rosebank.

The southeast corner of the Rosebank site is occasionally inundated during periods of high tide and onshore wind and wave action. The proposed action will include the addition of fill material at the Building 7 and 8 replacement sites to raise the floor level a few feet above the present elevation. The addition of fill to areas subject to occasional flooding will change the site hydrology and improve site drainage.

Biological Resources. No native vegetation is present at the proposed project site or in the immediate area. Wildlife in the area consists of species typical to large urban areas of the region and includes marine

fish and invertebrates, amphibians, reptiles, birds, and mammals. Fish species will be similar to those identified for Governors Island in Appendix B. Amphibians and reptiles in the area include the American toad (*Bufo americanus*) and the black rat snake (*Elaphe obsoleta obsoleta*). Common birds at the site include mallards (*Anas Platyrhynchos*), American black ducks (*Anas rubripes*), rock doves (*Columba livia*), and house sparrows (*Passerculus domesticus*). Mammal species may include raccoons (*Procyon lotor*) and eastern cottontails (*Sylvilagus floridanus*).

Sensitive species in the vicinity of the Rosebank facility include two plant species, a sedge (*Carex hormathodes*) and orange-fringed orchid (*Platanthera ciliris*), and several animal species, transient bald eagles (*Haliaeetus leucocephalus*) and American peregrine falcons (*Falco peregrinus anatum*), piping plovers (*Charadrius melodus*), and upland sandpipers (*Bartramia longicaudus*). An American peregrine falcon has been known to successfully nest under the Verrazano-Narrows Bridge approximately one mile south of the site. Wetlands are not present on the proposed project site, and it is unknown whether wetlands exist in the immediate area. The addition of the six small search and rescue vessels is not expected to have an impact on nearby wetlands. Because construction and demolition is proposed for areas that are currently heavily disturbed and contain no native vegetation, no impacts are expected to biological resources from these actions.

Cultural Resources. The Rosebank facilities were used as a quarantine location for the New York Harbor area from the late nineteenth century until 1971. The Coast Guard acquired the site in 1974 to use as a family housing area. The Coast Guard has received a letter from the SHPO stating that the Rosebank Housing Area, as a whole or in its components, does not meet the criteria for inclusion in the NRHP.

The Elizabeth Alice Austen House, a National Historic Landmark, is located one-quarter mile north of the facility. The proposed action would not detract from the scenic quality of the landmark, as building renovation and demolition would occur on the southern border of the site. Native American resources are not known to be present on the facility. No impacts are expected to cultural resources from the proposed action.

5.4 WADSWORTH

5.4.1 Current and Proposed Uses

Naval Station New York on Staten Island was formerly U.S. Army Fort Wadsworth. Wadsworth's primary operational mission was to maintain and operate facilities to provide support to surface ships and assigned service and small craft and to provide services and material to other activities and units (U.S. Navy 1992). The Wadsworth facility is located approximately one mile south of the Rosebank facility and has similar existing conditions. The Verrazano-Narrows Bridge bisects the facility with most administrative function north of the bridge and most housing areas to the south. Along the coast in the northern part of the facility are Fort Tompkins and Battery Weed, the central historic structures around which many other historic structures on the facility are located.

Naval Station New York transferred from the U.S. Army to the U.S. Navy in 1987. Under BRAC 1993, Naval Station New York was scheduled to close August 31, 1994 (U.S. Navy 1994). Part of the facility will be used by the National Park Service as an addition to Gateway National Recreation Area.

The following relocation activities are proposed for Wadsworth:

Commands:	Activity New York (includes VTS control room, Marine Inspection Office, Captain of the Port, and Groups New York and Sandy Hook)
Number of Personnel:	246
New Construction:	5,000 square foot addition to Building 215 (BEQ)
Renovation:	4,200 square feet at Building 306, 37,400 square feet at Building 215
Demolition:	Buildings 205, 222, 223
Other Improvements:	Additional parking lots (117 spaces)
Housing:	276 family housing units and BEQ housing for personnel from Battery Building, MOTBY, Rosebank, and Wadsworth

5.4.2 NEPA Documentation

In accordance with the final U.S. Coast Guard procedures and policy for categorical exclusions under the National Environmental Policy Act, as published in 59 Federal Register 38654 (July 29, 1994), the

proposed relocation of the Group New York administration, vessel traffic control, and marine safety office functions to Wadsworth on Staten Island qualifies to be categorically excluded from additional environmental analysis. Further documentation in support of this finding is presented in Appendix D.

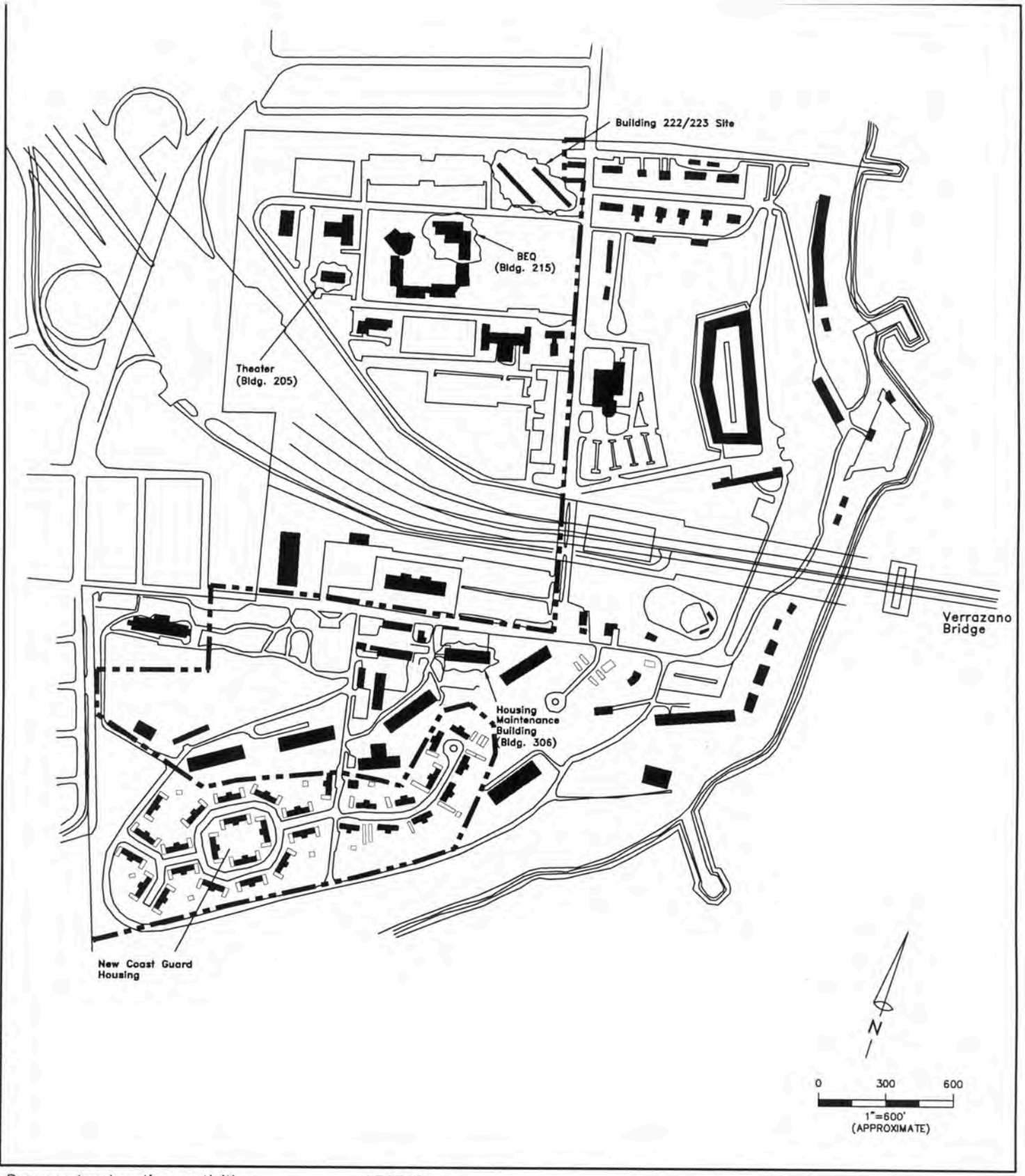
5.4.3 Affected Environment and Environmental Consequences

Land Use. The Wadsworth facility is currently in transition from DOD ownership to other federal government uses. DOD land uses at the facility included administrative, residential, community, maintenance, and open space. The site plan for Wadsworth is provided on Figure 14.

Proposed relocation activities include renovation of Building 306 and construction of an addition onto the BEQ. Building 306 is proposed to continue as a maintenance facility. No additions are planned for this building and no impacts are expected from this renovation. While the BEQ has historically been used to house military personnel, the administrative function proposed for part of this building is not inconsistent with administrative uses in adjacent buildings. The visual quality along Pershing Drive would not be significantly affected by the proposed BEQ addition.

Buildings 205, 222, and 223 would be demolished and the land used for parking under the proposed action. Building 205, the theater, is located within the community facilities land use area. Buildings 222 and 223 are located just inside the main gate of the facility and have been used historically for housing. None of these buildings have been identified as contributing to the historic resources of the base, and the remaining housing is sufficient to accommodate relocated personnel. The demolition of these buildings is not expected to create significant impacts to or be incompatible with other land uses in the area.

The National Park Service (NPS) plans to initially open Fort Tompkins and Battery Weed to the public, keeping other areas they will operate closed to the public. All NPS sections near the Coast Guard family housing area will not initially be open to the public. The Gateway National Recreation Area will be fenced from the area retained by the Coast Guard so that Coast Guard personnel wishing to visit the recreation area must use the same entrances as the public. No issues of land use incompatibility are expected from the proposed actions.



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Proposed relocation activities at Wadsworth include demolition of Buildings 205, 222, 223 and renovation of Buildings 306 and 215.

LEGEND:

— - - — Proposed Gateway National Recreation Area Boundary

TETRA TECH

Site Map Wadsworth

Governors Island EA
Staten Island, New York

Source: USCG undated d

Figure 14

Infrastructure. The administration facility at the BEQ will be located near the portion of Wadsworth that will be open to the public as part of the Gateway National Recreation Area (Figure 14). Use of the administration facility will likely generate increased traffic levels through the main gate entrance but will not require access through the recreation area. The Coast Guard housing area is accessed by a separate entrance on the western border of the facility. Since most personnel who live at Wadsworth would use the west entrance and since traffic through the main gate would not increase over historic levels, the relocation is not expected to cause traffic-related impacts.

Temporary increases in traffic will occur from delivery of equipment and materials to and from the site during construction, demolition, and renovation activities. Vehicle traffic will stabilize upon construction completion.

The control room for the VTS currently located on Governors Island is to be relocated to Wadsworth under the proposed action. The VTS will not require the installation of large antennas or the installation of additional telephone lines but may require the installation of small antennas. As discussed in Section 4.2.2, there are no anticipated significant impacts to vessel traffic in the New York Harbor from the relocation of the VTS control room.

All utility systems at Wadsworth have been replaced or upgraded within the past decade. No increased demand for utility services is expected from the relocation activities since the number of personnel working and living at the site will be less than the number that was on site when the DOD operated the facility.

Socioeconomics. Naval Station New York occupied Wadsworth until the facility closed in August 1994. Naval Station New York and tenants employed approximately 2,000 military and civilian personnel. The station housed approximately 500 families and 450 unaccompanied personnel. Under the proposed relocation, 246 Coast Guard personnel will be transferred to Wadsworth. No impacts to the local community are expected because there will be no increase over population levels when the DOD occupied the facility.

Under the proposed action, 276 Coast Guard families will live at Wadsworth. Many of the personnel housed at Wadsworth will work at the Battery Building, Rosebank, Wadsworth, and MOTBY facilities. Existing housing will be used and no new housing units will be necessary.

Businesses in the area will benefit from the patronage of Wadsworth employees and families. Spending from the additional personnel will further benefit the local economy by promoting indirect job creation and increasing business revenue.

The Staten Island School District is comprised of 38 public elementary schools, 10 intermediate schools, and 8 high schools. The relocation is not expected to place an undue burden on area schools, as the number of students is expected to be less than when the DOD occupied Wadsworth. Pursuant to federal laws (e.g., PL 103-382) the school district will receive funding for all new Coast Guard dependent children living at Wadsworth.

Public Services. Fire stations on Staten Island are staffed by Battalions 21, 22, and 23 from the New York City Fire Department. The proposed action is not expected to create a significant impact to fire department services or response times because the number of people at the facility is expected to be less than when the DOD occupied the facility.

Access to the Wadsworth facility is currently restricted but will become less restricted with the establishment of the recreation area. Security will be provided by the National Park Service augmented by some Coast Guard security. Law enforcement in the area of Wadsworth is provided by the New York City Police Department and the Port Authorities of New York and New Jersey. The proposed action is not expected to create a significant impact on law enforcement services because the number of people on the facility is expected to be less than when the DOD occupied the facility.

No medical support currently exists on Wadsworth and none is planned under the proposed action. Staten Island has four voluntary community hospitals and one proprietary facility. The closest hospital to Wadsworth is Bayley Seton Hospital, which has been under contract with the DOD and the Coast Guard to provide medical support for personnel stationed in New York. The area in which Wadsworth is located is designated as an area underserved by hospital facilities. The proposed action is not expected to create a significant impact to medical facilities, however, because the number of people on the facility is expected to be less than when the DOD occupied the facility.

Hazardous Materials. Historical use of the facility by the DOD has resulted in hazardous waste generation. Recently, the DOD has produced only small quantities of used oils and solvents that were disposed of off site. Site inspections have been performed recently on three sites at Wadsworth. These sites are not located within the proposed Coast Guard relocation activity areas. No new sources of hazardous waste would occur from the implementation of the proposed action and no impacts are expected.

Noise. Noise levels are expected to be less than historic DOD levels because fewer facilities will be operated on the base. Construction, demolition, and renovation activities are likely to result in a temporary increase in the ambient noise level, but no significant impacts are expected because noise levels will be controlled by restricting noise generating activities to normal working hours.

Air Quality. Staten Island is part of the same air quality control region as Governors Island. As described in Section 3.7.1, the region is a nonattainment area for ozone and carbon monoxide. Because operations will be moved from Governors Island to Wadsworth, there will be no net change in air quality within the air quality control region.

Geology and Soils. The topography of Wadsworth extends from sea level at Battery Weed and along the Narrows to approximately 140 feet above sea level at Fort Tompkins. The topography and surface geology have been extensively altered by construction cutting and filling.

The soils underlying Buildings 205, 215, 222, and 223 are moderately well-drained, medium textured soils mainly formed in reddish fill that is predominantly loam or silt loam. Building 306 is underlain by well-drained, coarse textured soils mainly formed in sloping deposits of sandy sediments dredged from the harbor areas. No significant impacts are expected to geology or soil resources from the proposed action. Construction and demolition activities may cause erosion of soils into other areas. Construction contractors will be required to prevent erosion by using engineering controls and slope stabilization techniques. Construction vehicles leaving the site will be cleaned as necessary to prevent the spread of sediment onto access streets.

Water Resources. The prominent surface water feature adjacent to Wadsworth is the New York Harbor estuarine system. The upper portion of the estuary adjacent to Wadsworth, which joins Upper New York Bay to Lower New York Bay, is known as the Narrows.

There are no surface water sources on Wadsworth. Surface water drainage north of the Verrazano Narrows Bridge is artificially controlled through the stormwater system under Mont Sec Avenue. Stormwater on the southern portion of the site is similarly controlled. In the past, Wadsworth has not contributed significantly to water pollution in the region. Ground water is present under the facility but is not utilized. Flooding at the facility is from tidal influences caused by low-pressure coastal storms or hurricanes. The 100-year floodplain is approximately 7.9 feet above NGVD. The areas associated with relocation are not located within the 100-year floodplain. No impacts to water quality or resources are expected as a result of the proposed action.

Biological Resources. The Wadsworth facility is located approximately one mile south of the Rosebank facility and will have similar existing conditions. The project areas do not contain native vegetation but support large trees that will be avoided under the proposed action.

Sensitive species that may be found on site will be similar to those discussed for Rosebank. The American peregrine falcons that are known to have nested under the Verrazano Narrows Bridge have foraged at Wadsworth. Beach habitats at this facility may support sensitive bird species such as the piping plover and upland sandpiper. The common barn owl (*Tyto alba*) is a state sensitive species that may nest on the facility. Wadsworth does support areas of undisturbed forested and beach wetlands habitats, totaling approximately 37 acres (U.S. Navy 1992). Forests surround the housing area in the northwest corner of the facility. Coastal grass and wetlands extend along the harbor side of the facility.

Impacts may occur to sensitive species from the proposed action. These impacts are not expected to be significant. The demolition of vacant structures may affect barn owls that may be nesting in these buildings, buildings should be surveyed for owls. If owls are found in buildings that are to be reused or demolished, they should be evacuated from the buildings prior to commencing the proposed actions. However, owls should not be removed during the spring breeding season. Sensitive bird species that use the coastal grass and beach areas for nesting may be impacted. These areas can be protected by continuing to restrict access along the beach and allowing coastal access only at the pier.

Because construction and demolition activities are proposed for areas that are currently heavily disturbed and contain no native vegetation, no impacts are expected to biological resources from these actions.

Cultural Resources. Cultural resources include prehistoric, historic, and sensitive Native American resources. Archaeological field tests were conducted in 1984 to determine the presence of Native American and early Colonial activity on Wadsworth. Few artifacts were found, possibly due to numerous ground-disturbing activities that have occurred throughout the history of the facility.

Like Governors Island, the earliest known European settlers in the Wadsworth area were Dutch. The first settlement in the area was called Tompkinsville. British forces took command of the area in 1664 and occupied it during the Revolutionary War until their surrender to American forces in 1783. The state government purchased the area in 1794, and the federal government acquired the land in 1807. The facility was an active Army facility during the War of 1812, the Civil War, World Wars I and II, and the Korean Conflict.

Nineteen structures on the facility have been determined to be eligible for the NRHP. Buildings 111, 112, 113, and 114 on Mount Sec Avenue, erected between 1889 and 1890, were originally officer's quarters and are the only remaining residences that date to the major military period of the fort. The tree-lined Mont Sec Avenue conveys the historical appeal of the turn-of-the-century Officer's Row, and is a significant portion of the new Gateway National Recreation Area planned for portions of the facility. Twelve structures built between 1875 and 1904 are reinforced concrete structures considered representative of an important era in American coastal defense and retain much of their original structure and detail. Battery Weed (Fort Richmond) is listed on the NRHP and was built between 1847 and 1864. Fort Tompkins, also on the NRHP, was constructed between 1858 and 1876. These two structures are the most imposing on the facility.

Native Americans of the Delaware tribe inhabited the Wadsworth area prior to European settlement and are known to have had conflicts with early settlers. No known sites of significance to this tribe are located on the facility.

The impacts of the proposed action on historical properties have been discussed with Ms. Mary Gibson Scott, the Fort Wadsworth Manager for the Gateway National Recreation Area. Ms. Scott's opinion is that the Coast Guard's proposed action of using the existing BEQ as

the administration building for Activity New York is preferred. The site for the proposed action is not located in an area known to have prehistoric or historic resources. It is not near Buildings 111, 112, 113, and 114. The proposed action would have no visual impact on historic structures. The mature trees along Mont Sec and New York Avenues will provide visual shielding between the historic recreation area and the proposed construction and demolition.

5.5 SANDY HOOK

5.5.1 Current and Proposed Uses

Sandy Hook is located within the Fort Hancock and Sandy Hook Proving Ground Historic District. The Coast Guard facility includes Group Sandy Hook and Station Sandy Hook. Group Sandy Hook is an administrative unit whose staff supports the Coast Guard units in its group and administers an operations center, which is engaged in law enforcement, search and rescue, and readiness functions, and provides the communications guard for the station and the patrol boats. Station Sandy Hook, a small boat facility involved in law enforcement, search and rescue, boating safety, and environmental protection, will not be affected by relocation activities.

The following relocation activities are proposed at Sandy Hook:

Functions:	Activity New York engineering functions, Electronic Maintenance Detachment New York, Naval Engineering Support New York
Number of Personnel:	41 Activity New York personnel after relocation and consolidation (a net reduction of 5 personnel)
New Construction:	11,400 square foot Group Engineering Building
Renovation:	7,800 square feet at the Administrative Building and Boathouse
Demolition:	Building 103
Other Improvements:	Parking, utilities, landscaping
Housing:	Personnel housed at Sandy Hook

5.5.2 NEPA Documentation

The Coast Guard is proposing to combine Group Sandy Hook and Group New York engineering functions under Activity New York.

As a result of this action, no net increase in personnel would occur at the Sandy Hook facility.

In accordance with the final U.S. Coast Guard procedures and policy for categorical exclusions under the National Environmental Policy act, as published in 59 Federal Register 38654 (July 29, 1994), the proposed relocation of the Group New York engineering function to Sandy Hook, New Jersey, is eligible for a categorical exclusion from additional environmental analysis. Further documentation in support of this finding is presented in Appendix D.

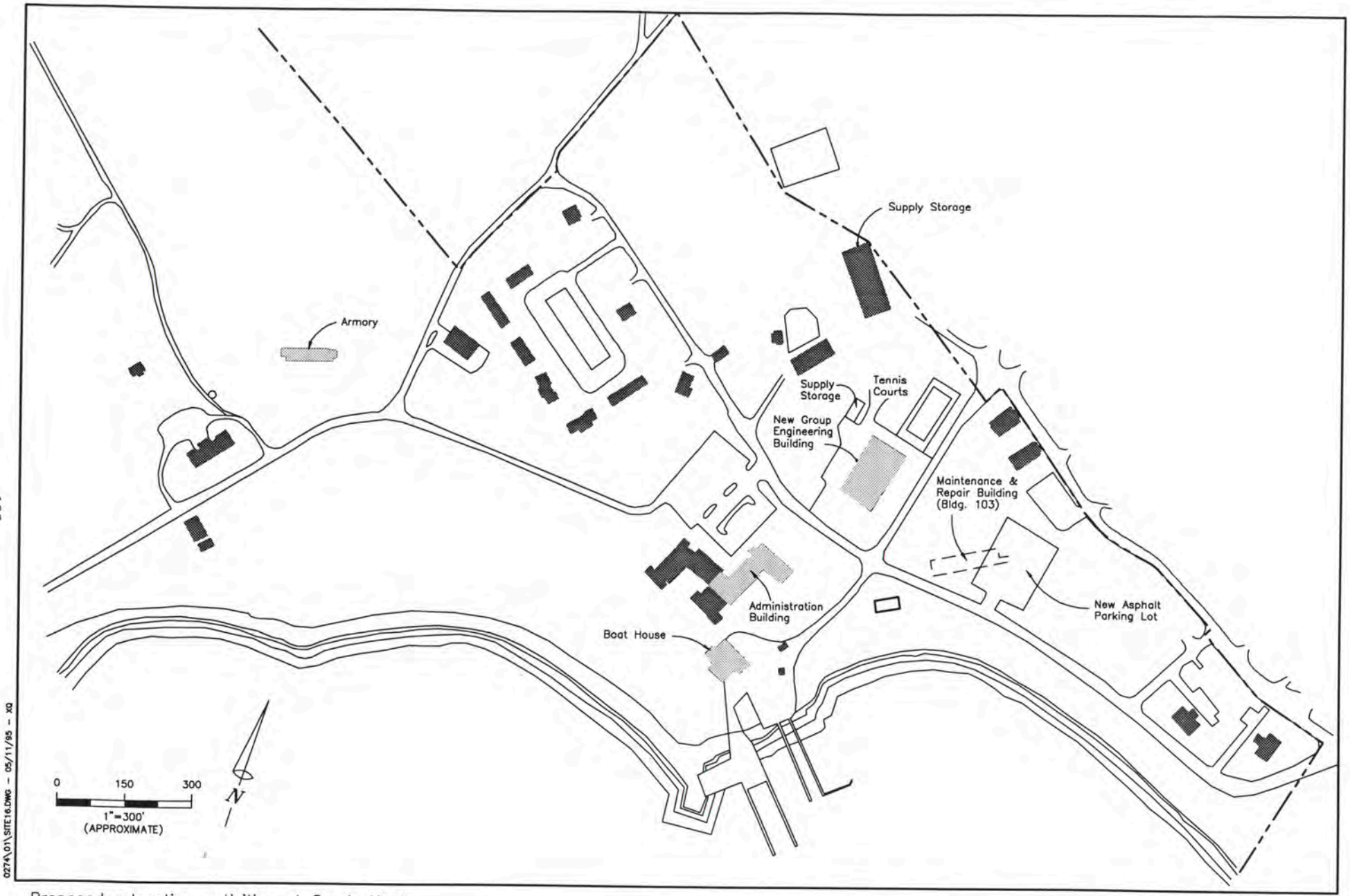
5.5.3 Affected Environment and Environmental Consequences

Land Use. The Sandy Hook peninsula is a sandy spit of land surrounded on three sides by Sandy Hook Bay and the Atlantic Ocean. The peninsula, with the exception of Group Sandy Hook, is owned and managed by the National Park Service (NPS) as part of the Gateway National Recreation Area, Sandy Hook Unit. The Coast Guard Station at Sandy Hook is located near the northernmost tip of the peninsula and is bordered on three sides by land under the jurisdiction of the NPS. The site is located within an historic district, as discussed below under Cultural Resources.

The relocation activities include renovation of the administration and boathouse buildings, demolition of Building 103, and construction of a new group engineering building (Figure 15). Renovated buildings will retain their current uses. The demolition of Building 103 and construction of a parking lot on the site will alter the use of the immediate area but is not considered a significant impact because the new building is to be constructed on an adjacent site. The net result of these changes will be slightly less open space in the area of the new building but, because the surrounding NPS land is mostly open space, this will not be a significant impact to regional land uses.

Recreational facilities located at Sandy Hook include a swimming pool, basketball courts, playgrounds, and three tennis courts. Weekly movies and special events are offered at the community center. Gateway National Recreation Area offers swimming, boating, fishing, nature trails, and historic attractions. The proposed relocation activities will not add to or alter these existing recreational activities.

Infrastructure. Sandy Hook is accessed from State Route 36 that runs south along the coast and west into New Jersey. Summer is the peak season for traffic, with the Gateway National Recreation Area attracting approximately 150,000 vehicles per month. Traffic



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Proposed relocation activities at Sandy Hook include renovation of the Boat House, Administration Building, and Armory, demolition of the Maintenance and Repair Building, and construction of a new Group Engineering Building.

Source: USCG undated d

TETRA TECH

Site Map
Sandy Hook
Governors Island EA
Monmouth County, New Jersey
Figure 15

congestion entering the base has been a problem because Coast Guard personnel enter the same gate as visitors to the recreation area. The housing area under construction on the base is expected to alleviate Coast Guard traffic by providing on-base housing for nearly all personnel. Temporary increases in traffic will occur during construction to allow for delivery of equipment and materials to and from the site. Vehicle traffic will stabilize upon construction completion, and traffic levels through the recreation area are expected to decrease once the new housing area is complete. Utilities on Sandy Hook are tied to the utilities at the Gateway National Recreation Area. The relocation activities are not expected to increase demands for utilities over existing levels.

Socioeconomics. The closest urban communities to Sandy Hook are Atlantic Highlands, Highlands, Monmouth Beach, Middletown, and Tinton Falls, all in Monmouth County, New Jersey. The proposed action will not result in any additional Coast Guard personnel at Sandy Hook. No changes are expected in regional employment because the number of Coast Guard personnel are expected to remain static. Limited affordable housing is available in Monmouth County for Coast Guard personnel. The Sandy Hook facility has the highest per capita housing allowance of all Coast Guard facilities in the country because of the high cost of living in the surrounding community. The new housing area under construction on Sandy Hook is expected to alleviate these costs by consolidating personnel in on-base residential areas. Personnel assigned to the facility will live in the new base housing rather than in the surrounding communities, and will therefore have no impact on the local housing market. Thirty-eight Coast Guard housing units currently exist for the Sandy Hook facility and 37 new units are under construction.

Sandy Hook is within the Middletown Township Public School District. Students at the facility are bussed to community schools including Navesink Elementary School, Bayshore Middle School, and Middletown High School. Students with special needs are also accommodated within the local school district. No impacts to schools from relocation are expected because the number of Coast Guard personnel associated with the facility is expected to remain the same.

Public Services. Fire services are provided by the NPS at Gateway National Recreation Area with backup services provided by city fire stations in Highlands and Seabright. Middletown Township and Coast Guard forces share responsibility for law enforcement for the station. Medical support is provided by Coast Guard search and rescue crews and a first aid squad is available in Highlands for medical

emergencies. Because the number of Coast Guard personnel is not expected to increase, there will be no impact to these services.

Hazardous Materials. The proposed group engineering building will house activities similar to those currently being performed in the existing maintenance and repair building. These activities generate small amounts of waste such as degreasing solvents, antifreeze, and used oil. Soil and groundwater sampling was conducted between 1991 and 1993. No contaminants that exceed toxicity standards were detected in soil samples. Ground water monitoring and research is continuing as a result of samples that exceeded state standards for mercury, arsenic, barium, chromium, and lead. There will be no substantial change in activities as a result of the proposed action, and no significant impacts are expected to result.

Noise. Existing noise levels at the facility consist of typical background noises associated with the operation of the Coast Guard facility and NPS recreation area. Coast Guard activities that contribute to ambient noise levels include loudspeakers, vessel traffic, and motor vehicle traffic. Most vessel and vehicle traffic noise is restricted to daylight hours. Construction is likely to result in a temporary increase in the ambient noise level but will be controlled by restricting noise-generating activities to normal working hours.

Air Quality. Sandy Hook is located in the Northern Coastal Pollutants Standards Index Region under the New Jersey Department of Environmental Protection and Energy. The department monitors carbon monoxide, smoke shade, and ozone levels in the area of Sandy Hook. The area is in nonattainment for ozone. The proposed action will result in short-term and localized adverse affects to air quality from fugitive dust, operation of construction equipment, and vehicle exhaust. These effects, which can be lessened by employing fugitive dust control methods, are not expected to create significant impacts.

Geology and Soils. The Sandy Hook peninsula consists of Quartenary-aged deposits developed on the Coastal Plain Physiographic Province. The site is nearly level with elevations ranging from four to 14 feet above NGVD. Soils at Sandy Hook are mineral soils that have been altered by excavation or filling. The soils are loose, fine to coarse sands, with some traces of silt and gravel. No soils listed as prime farmlands are present on the facility.

No significant impacts are expected to geology and soils resources from the proposed relocation activities. Some erosion may occur from construction and demolition activities. Construction

contractors will be required to prevent erosion by using engineering controls and slope stabilization techniques. Construction vehicles leaving the site will be cleaned as necessary to prevent the spread of sediment onto access streets.

Water Resources. The Sandy Hook peninsula is bordered by Sandy Hook Bay to the north and west and by the Atlantic Ocean to the east. No surface water exists on the Sandy Hook facility. Soil types at Sandy Hook suggest a high water table of less than two feet below the surface. The entire Sandy Hook peninsula is located within the 100-year floodplain. Structures built on the station are designed to standards of the 100-year floodplain as much as possible to reduce the risk to human safety, health, and welfare and to reduce the risk of property loss. The proposed action will not affect water resources around the peninsula.

Biological Resources. No native vegetation exists at the proposed project site. Most of the undeveloped areas of the Sandy Hook peninsula are wetlands. Wildlife in the area of the proposed action include amphibians, reptiles, birds, and mammals. The American toad (*Bufo americanus*) and black rat snake (*Elaphe obsoleta obsoleta*) may be found on site. Mammal species detected at Sandy Hook include grey squirrels (*Scurius carolinensis*), eastern cottontails (*Sylvilagus floridanus*), raccoons (*Procyon lotor*), and red foxes (*Vulpes vulpes*). Sandy Hook peninsula is a major stopover point for migrating birds, including several sensitive species that are known to nest on the peninsula, including the piping plover (*Charadrius melodus*), least tern (*Sterna antillarum*), and black skimmer (*Rynchops niger*). These species nest in the beach/wetlands areas of the facility, and their nesting activities are monitored and protected annually by the National Park Service. Other sensitive bird species known to use the Sandy Hook peninsula include the osprey (*Pandion haliaetus*) and transient American peregrine falcons (*Falco peregrinus anatum*). One sensitive plant species, wild wormwood (*Artemesia campestris* ssp. *Caudata*), is known to inhabit upland areas of the Sandy Hook facility. Wild wormwood is common on this peninsula and in other parts of its range, although it is unknown from other parts of New Jersey.

The proposed relocation would not impact wetlands. The closest wetlands to the proposed construction site are located approximately 1,000 feet to the west and are over 500 feet from the buildings proposed for renovation. Because the number of additional personnel will not increase, the proposed action is not expected to create significant impacts to nesting populations of sensitive birds. Other

sensitive species are not expected to be adversely affected by the proposed action. Because construction and demolition activities are proposed for areas that are currently heavily disturbed and contain no native vegetation, no impacts are expected to biological resources from these actions.

Cultural Resources. Cultural resources include prehistoric, historic, and Native American resources. Two prehistoric sites have been identified on the Coast Guard facility. One site was identified from an early map reference to "Wigwam Point," and the other site included one stone tool. Neither of these sites is near the proposed relocation sites.

Sandy Hook was an important site in the defense of the New York Harbor for over 200 years. Many temporary defensive structures were built on the peninsula until 1858 when the first permanent defense structure, Fort Hancock, was completed. Fort Hancock was constructed as part of the American system of coastal fortifications. The peninsula served important defensive functions in the Revolutionary War, the War of 1812, Civil War, and World Wars I and II, as well as in the post war eras when the site was used for Nike missile construction and activation as part of coastal defense. The peninsula was given to the National Park Service in 1972. The Coast Guard facility was retained in federal ownership.

In 1980, Fort Hancock and the Sandy Hook Lighthouse were listed as a National Register Historic District. The Sandy Hook Lighthouse is the oldest operating lighthouse in the United States, built in 1764. In 1982, the entire Sandy Hook peninsula, including the Coast Guard facility, was designated a National Historic Landmark.

The proposed new construction site is near several buildings that have been identified as contributing structures to the historic landmark. The Chemical Laboratory Building, 200 feet north of the site, is of the first order of significance as a cultural resource. Other historically contributing structures within 500 feet of the proposed construction site include the torpedo storehouse, the station commander's residence, the torpedo loading house, the mine loading room building, and the southwest bastion of a Civil War-era fort.

The New Jersey SHPO has been informally consulted in the design of the new building to avoid impacts to the National Landmark. Continued consultation with the New Jersey SHPO will avoid significant impacts to historic resources from demolition of Building 103 and renovation of the administration building and boathouse.

6. SUMMARY OF IMPACTS

6.1 IMPACT SUMMARY

6.1.1 Governors Island

Impacts to resources at Governors Island and the relocation sites are summarized in Table 18. Closure under either alternative was determined to have no impacts to noise, geology and soils, water resources, and biological resources at Governors Island. Closure with either alternative would have less than significant impacts on several resources, including land use, public services, and hazardous materials. Utility, housing, employment, and population issues associated with the closure of Governors Island account for only a small part of the regional issues. Impacts to these resources will be minor in the context of the surrounding New York City metropolitan area.

The historic district of Governors Island is a National Historic Landmark and has five buildings listed on the National Register of Historic Places: Fort Jay, Castle Williams, the Admiral's House, the Block House, and the Governor's House. Governors Island was a major component of the New York Harbor defense system for centuries and was a major Army administration center for nearly one hundred years. The standard maintenance alternative was determined to have no significant impacts on historic resources. The basic maintenance alternative may significantly impact historic resources on the island, since neglect of historic structures may lead to the deterioration of these important historic resources.

TABLE 18
SUMMARY OF IMPACTS, GOVERNORS ISLAND

Resource	Standard Maintenance	Basic Maintenance	No Action
Land Use/Visual Resources/Coastal Zone	NS	NS	N
Infrastructure	NS	NS	NS
Socioeconomics	NS	NS	N
Public Services	N	S	N
Hazardous Materials	NS	NS	NS
Noise	N	N	N
Air Quality	NS	NS	NS
Geology and Soils	N	N	N
Water Resources	N	N	N
Biological Resources	N	N	N
Prehistoric Resources	NS	NS	NS
Historic Resources	NS	S	NS

S = Significant but mitigable NS = Not significant N = No impact expected

6.1.2 Relocation Sites

The proposed relocation activities would not cause significant impacts, and in many instances would result in no impact, to any resource area examined. Nonsignificant short-term impacts to visual resources, noise, air quality, and geology and soils could result from construction-related activities. These impacts could be lessened by restricting construction activities to working hours, employing dust control methods, and requiring other engineering controls. Impacts to the relocation sites are summarized in Table 19.

TABLE 19
SUMMARY OF IMPACTS, RELOCATION SITES

Resource	Battery Building	MOTBY	Rosebank	Wadsworth	Sandy Hook
Land Use	NS	NS	NS	NS	NS
Infrastructure	NS	NS	NS	NS	NS
Socioeconomics	N	NS	NS	NS	N
Public Services	N	NS	NS	NS	N
Hazardous Materials	N	NS	NS	NS	NS
Noise	NS	NS	NS	NS	NS
Air Quality	N	NS	NS	NS	NS
Geology and Soils	N	NS	NS	NS	NS
Water Resources	N	NS	NS	N	N
Biological Resources	N	NS	NS	NS	NS
Prehistoric Resources	N	N	N	N	NS
Historic Resources	N	N	NS	NS	NS

S = Significant but mitigable NS = Not significant N = No impact expected

6.2 CUMULATIVE IMPACTS

Cumulative impacts include those that may occur to resources as the result of many projects occurring within an area, in this case, the New York Harbor. These would include other recent or reasonably foreseeable activities within the harbor. For example, military facilities that have closed recently within the region, like Wadsworth, and those that may close, like MOTBY.

6.2.1 Land Use

No cumulative impacts are expected to local or regional land use from the proposed action and related past, present, and future actions.

6.2.2 Infrastructure

Vehicle and vessel traffic are not expected to experience any cumulative impacts from the proposed actions and other related past, present, and future actions at the MOTBY, Rosebank, and Sandy Hook facilities. At the Wadsworth facility, cumulative impacts from vehicle traffic may occur from the combination of the addition of 278 families at the facility, although there will be less people housed at the facility than under the Navy's operations at Wadsworth. Many of the personnel that will reside at the Wadsworth facility will commute to other facilities including the Battery Building, MOTBY, and Rosebank thus increasing traffic levels leaving and entering Wadsworth. No cumulative impacts are expected to local or regional utilities from the proposed action and related past, present, and future actions.

6.2.3 Socioeconomics

Because the New York Harbor Region supports a very large population (in excess of 8 million people), the affects of the relocation of a relatively small number of Coast Guard personnel, jobs and housing are not expected to have cumulative affects on these regional resources. All relocation activities of the proposed action would occur within the ROI, therefore the net cumulative change in ROI employment, population levels, and housing would be negligible. Specific regional affects are analyzed in Chapters 4 and 5.

6.2.4 Public Services

Because the New York Harbor Region supports a very large population (in excess of 8 million people), the affects of the relocation of a relatively small number of Coast Guard personnel, jobs and housing are not expected to have cumulative affects on regional public service resources.

6.2.5 Hazardous Materials

No cumulative impacts are expected from the proposed action and related past, present, and future actions on hazardous materials issues in the New York Harbor. These actions have been planned so that response times to spills with in the Harbor are not significantly affected.

6.2.6 Noise

No cumulative impacts are expected to local or regional ambient noise from the proposed action and related past, present, and future actions. Short-term increases in ambient noise will occur locally due to construction, demolition, and renovation activities.

6.2.7 Air Quality

No cumulative impacts are expected to local or regional air quality from the proposed action and related past, present, and future actions.

6.2.8 Geology and Soils

No cumulative impacts are expected to local or regional geology and soils from the proposed action and related past, present, and future actions.

6.2.9 Water Resources

No cumulative impacts are expected to local or regional water resources from the proposed action and related past, present, and future actions. These action have been planned so that response times to spills with in the Harbor are not significantly affected. Therefore, water quality within the harbor is not expected to be significantly affected.

6.2.10 Biological Resources

At most of the facilities discussed in this document, no significant cumulative impacts will occur to biological resources either because proposed projects will have no affect on resources (Battery Building), or because affects will be minimal and unlikely to affect sensitive species or habitats (MOTBY, Rosebank, and Wadsworth, and Sandy Hook).

6.2.11 Cultural Resources

Cumulative impacts may occur to cultural resources in the area because the proposed action is one of many recent and proposed closures in the New York Harbor of federal facilities that contain important historic resources. The Wadsworth facility was recently closed and a portion on the base will be administered by the NPS. MOTBY is currently proposed for closure and contains several structures that may be eligible for the NRHP. All buildings eligible for or listed on the NRHP and all areas of National Landmarks are to be protected and avoided though these proposed actions, thus not adding to the deterioration of the resources in the region. Under the basic maintenance alternative, significant cumulative impacts to historic resources may occur from the deterioration of buildings that are listed on the NRHP and to the Governors Island National Historic Landmark.

6.3 DIRECT AND INDIRECT EFFECTS AND THEIR SIGNIFICANCE

The direct effect of this project will be the closure of facilities at Support Center New York. This closure will result in a reduction in cost that will help the Coast Guard to reduce its annual operating costs.

The relocation of the tenant commands to other facilities would not have any direct significant adverse impacts, but may result in indirect effects to several resources, including traffic, utilities, and public services. Staff relocations may increase traffic, utility, and public service demands will increase in the relocation communities. The existing infrastructure in these areas should be adequate to meet the increase in demand. The basic maintenance alternative would result in direct and indirect significant impacts to historical resources due to insufficient maintenance of these resources.

6.4 RELATIONSHIP BETWEEN SHORT-TERM USES AND LONG-TERM PRODUCTIVITY

The National Environmental Policy Act requires a discussion of the balance between short-term uses, such as disturbances to the natural environment, and long-term productivity, such as public health and safety. Cost-savings and long-term efficiency would result for the Coast Guard and U.S. taxpayers if facilities are consolidated at other sites in the local area. The standard and basic maintenance plans would not result in impacts that permanently narrow the range of beneficial uses of the environment or pose long-term risks to health or safety.

6.5 IRREVERSIBLE/IRRETRIEVABLE COMMITMENT OF RESOURCES

Irreversible or irretrievable resource commitments are related to the use of nonrenewable resources and the effect that the use would have on future generations. Closure of the facility would not result in any irreversible or irretrievable commitment of resources. However, the basic maintenance plan could constitute an irretrievable loss of historic resources unless the historic district maintenance plan is followed.

6.6 GROWTH-INDUCING IMPACTS

No growth-inducing impacts are likely to occur from the proposed action. Local contractors and movers would be used during the closure. Any such increases in employment would probably be temporary and would be offset by the reductions in employment from closure. Housing demand, populations, and school enrollments are unlikely to grow as a result of the closure.

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B.S., Civil Engineering, Virginia Polytechnic Institute and State University, Blacksburg, Virginia.
Years of Experience: 2
(Utilities, Production)

Kevin Doyle
B.A., Sociology, University of California, Santa Barbara.
Years of Experience: 4
(Cultural Resources)

Matt Dulcich
B.S., Environmental Policy Analysis and Planning, University of California, Davis.
Years of Experience: 2
(Land Use, Production)

Fred Moseley, AICP
Ph.D., Political Science, Kent State University, Kent, Ohio.
M.A., Political Science, University of Akron, Akron, Ohio.
B.A., Social Science and Philosophy, Phillips University, Oklahoma.
Years of Experience: 20
(Land Use, Public Health and Safety)

Robert Sculley
M.S., Ecology, University of California, Davis.
B.S., Zoology, Michigan State University, East Lansing.
Years of Experience: 22
(Air Quality and Noise)

Randolph Varney
B.A., Technical and Professional Writing, San Francisco State University, California.
Years of Experience: 3
(Technical Editing)

Tom Whitehead, RG
M.S., Hydrology, University of Arizona, Tucson.
B.S., Geology, California State University, Hayward.
Years of Experience: 12
(Geology, Water Resources)

8. CONSULTATION AND COORDINATION

8.1 Report Preparation

Captain Jim Norton, Governors Island
LCDR Dan Takasugi, Civil Engineering Unit Providence
LTJG Bryan Gavini, Governors Island
John Vogel, FD&CC Pacific

8.2 Agencies Contacted

Federal Agencies

- Advisory Council on Historic Preservation
- U.S. Environmental Protection Agency
- U.S. Fish and Wildlife Service
- Department of Health, Education, and Welfare
- Department of the Interior, Office of the Secretary
- National Park Service

State Agencies

- New York State Department of State, Division of Coastal Resources and Waterfront Revitalization
- State of New Jersey, Single Point of Contact
- New York State Department of Environmental Conservation
- New York State Department of Health
- New York State Department of Indian Services
- New York State Office of Parks, Recreation, and Historic Preservation
- State of New Jersey Department of Community Affairs
- State of New Jersey, Department of Environmental Protection and Energy; Division of Parks and Forestry, Office of New Jersey Heritage and State of New Jersey Coastal Zone Management Program
- The Port Authority of New York and New Jersey
- Tri-State Regional Planning Commission

Local Agencies

- City of New York, Office of the Mayor
- City of New York, Borough of Staten Island

- City of New York; Boroughs of Bronx, Brooklyn, Manhattan, and Queens
- City of New York Environmental Protection Administration
- City of New York, Second School District
- Long Island Regional Planning Board
- New York City Department of Environmental Protection
- New York Department of City Planning
- Union County Planning Board

Organizations

- American Federation of Government Employees, AFL-CIO (Wage Grade Workers Union)
- Federal Firefighters Association
- Brooklyn Union Gas
- Consolidated Edison Company of New York City
- Delaware Executive Board
- Marine Engineering Beneficial Association

8.3 Agency Correspondence

Copies of the following correspondence between the Coast Guard and concerned agencies regarding the closure of Governors Island are included in this chapter.

George R. Stafford, Director
Division of Coastal Resources and Waterfront Revitalization,
New York Dept. of State
March 31, 1995

Fran Reiter, Deputy Mayor
Planning and Community Relations Division,
Office of the Mayor, City of New York
April 4, 1995

Guy V Molinari, President
Borough of Staten Island
April 4, 1995

Don Klima, Director
Eastern Office of Review, Advisory Council on Historic Preservation
April 3, 1995

J. Winthrop Aldridge, Deputy Commissioner for Historic Preservation
New York State Office of Parks, Recreation, and Historic Preservation
April 7, 1995

Don Klima, Director
Eastern Office of Review, Advisory Council on Historic Preservation
May 3, 1995

Don Klima, Director
Eastern Office of Review, Advisory Council on Historic Preservation
May 16, 1995

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
Civil Engineering Unit
Providence

300 Metro Center Blvd.
Warwick, RI 02886
(401) 736-1700

16475
March 31, 1995

Mr. George R. Stafford
Director
Division of Coastal Resources and Waterfront Revitalization
New York Department of State
Albany, NY 12231-0001

Dear Mr. Stafford:

Thank you for your letter of March 9, 1995, which detailed your concerns on the Draft Environmental Assessment for the closure of the Coast Guard Support Center on Governors Island.

We have reviewed the proposed activity with regard to the Coastal Zone Management Program (CZMP) of the State of New York and find that the action is consistent to the maximum extent practicable with the CZMP as outlined in the following discussion.

The Coast Guard's ability to fulfill its mission responsibilities of Search and Rescue, Aids to Navigation, and Rapid Spill Response in the New York Harbor area will remain at its high level, even with this proposed closure activity. Detailed information on the relocation of commands and services, is not yet known, but local operational resources will remain within the New York Harbor area. Maintaining the Coast Guard's high level of mission responsiveness, will be a primary guiding factor in decisions related to relocation sites, and thus will be consistent with Coastal Policy #3.

We will also be addressing the historical aspects of this project through consultation with the New York State Historic Preservation Officer (SHPO). The continued maintenance of the historic structures will continue as described in the Draft Environmental Assessment. Therefore, this action will preserve the historic and scenic resources of recognized statewide significance, Coastal Policy #23. Specifically, we anticipate consistency with this policy when we complete the consultation process required by Section 106 of the National Historic Preservation Act.

Due to existing military security, operations, and personal privacy concerns, public access to the coastal and historic resources on Governors Island has been limited to military members, civilian employees, business concerns, and invited guests only. However, through the proposed closure activity on this military base of operations, the Coast Guard is convinced that the public can have greater access and enjoyment of the coastal and historic resources on Governors Island, in keeping with SHPO concerns over public access to historic properties. Thus, this activity will be consistent with Coastal Policy #21.

16475
March 31, 1995

Please understand that no firm decisions have yet been made regarding the closure of the Support Center, nor any Coast Guard facility relocations.

I request you notify me as soon as you have reached a final determination on this project or if further information is required. If there are any further questions concerning this federal consistency certification, please contact LCDR Dan Takasugi at the address or telephone number listed above.

Sincerely,

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
Civil Engineering Unit
Providence

300 Metro Center Blvd.
Warwick, RI 02886
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11000
APR - 4 1995

Fran Reiter
Deputy Mayor
Planning and Community Relations Division
Office of the Mayor
City of New York
New York, NY 10007

Thank you for your letter of March 17, 1995 regarding the Draft Environmental Assessment for the Proposed Closure of the Coast Guard Support Center on Governors Island, New York.

Please understand that no firm decisions have been made relative to the closure of Governors Island, nor any unit relocations, nor any future land use opportunities.

In response to your economic concerns, I can assure you that adequate cost data will be provided within the Final Environmental Assessment for decision makers to assess the environmental impacts of closure. The Final Environmental Assessment will address the environmental significance or non-significance of potential job losses to the City of New York.

The Coast Guard's ability to fulfill its mission responsibilities of Search and Rescue, Aids to Navigation, Vessel Traffic Services, and Rapid Spill Response in the New York Harbor area will remain at its high level, even with this proposed closure activity. Detailed information on the relocation of commands and services, is not yet known, but local operational resources will remain within the New York Harbor area. Maintaining the Coast Guard's high level of mission responsiveness, will be a primary guiding factor in future decisions related to the relocation sites.

Preservation of the Historic and Archeological resources on Governors Island is also a major concern of the Coast Guard. We have entered into consultation with the New York State Historic Preservation Office (SHPO), to address the historical aspects of this project, in compliance with Section 106 of the National Historic Preservation Act.

You can be assured that the City of New York will be a party to any discussions related to potential future uses of Governors Island. I trust that this answers your concerns. We appreciate your interest and support of the Coast Guard.

Sincerely,

J. A. Florin

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

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11000

APR - 4 1995

Mr. Guy V. Molinari
President
Borough of Staten Island
Borough Hall
Staten Island, NY 10301

Dear Mr. Molinari:

Thank you for your letter of March 13, 1995 regarding the Draft Environmental Assessment for the Proposed Closure of the Coast Guard Support Center on Governors Island, New York.

Your first question inquired as to how many Staten Islanders would be effected either through transfer or loss of job status. 19% of the civilian workforce at Governors Island resides in Staten Island. The Coast Guard has not made any final decisions, thus it is difficult to determine how many Staten Islanders would be affected. Many may be eligible to retire, take advantage of an early-out offer, or may transfer with their units.

Your second question inquired upon the amount of closure savings and their impact on the Staten Island economy. I estimate that approximately $33 million in annual facility maintenance costs would be saved if Governors Island were to be closed. Since firm decisions have not yet been made regarding the closure of the Coast Guard Support Center, nor the relocation of local Coast Guard functions to Rosebank or Fort Wadsworth, it would be premature to conjecture upon the potential impact to Staten Island's economy.

I hope that this answers your concerns. We appreciate your interest and support of the Coast Guard.

Sincerely,

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
Civil Engineering Unit
Providence

300 Metro Center Blvd.
Warwick, RI 02886
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April 3, 1995
5090

Mr. Don Klima
Director
Eastern Office of Review
Advisory Council on Historic Preservation
The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

Dear Mr. Klima:

You addressed several issues in your letter of March 10, 1995 pertaining to the Draft Environmental Assessment for the potential closure of Governors Island, New York. I would like to keep you appraised of our progress relative to the NEPA process and Section 106 process for the potential closure.

In order to ensure that we adequately assess any potentially adverse effects that closure would have upon the Governors Island Historic District, a National Historic Landmark, I have initiated Section 106 consultation with the New York State Historic Preservation Officer. It is our intention to mitigate any negative impacts that the closure could potentially have upon the Governors Island Historic District.

In our consultation with the SHPO, we will address the concerns that you expressed and will appraise you of the results of the consultation.

Thank you again for your comments. I am interested in any additional concerns or suggested mitigating actions that would minimize the impact that closure would have upon the district. Please feel free to contact LCDR Dan Takasugi (401) 736-1776 with your comments.

Sincerely,

J. A. Florin

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
Civil Engineering Unit
Providence

300 Metro Center Blvd.
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(401) 736-1700

April 7, 1995
5090

Mr. J. Winthrop Aldridge
Deputy Commissioner for Historic Preservation
New York State Office of Parks, Recreation,
and Historic Preservation
The Governor Nelson A. Rockefeller Empire State Plaza
Agency Building 1
Albany, NY 12238

Dear Mr. Aldridge:

Thank you for taking the time on April 6th, to briefly meet with Captain Jim Norton, and Lieutenant Commander Dan Takasugi of my staff. They enjoyed meeting with you, Ruth Pierpont, Bob Kuhn, and Jim Warren. It is our hope that the meeting will result in productive discussion of our mutual concerns regarding the Coast Guard's proposed undertaking to close our facilities on Governors Island.

I have attached another copy of our Draft Environmental Assessment, which includes maps and photos of the Governors Island facilities, and more detail on this proposed undertaking. Also, some excerpts from the Historic Maintenance Plan for Governors Island (prepared in 1994 by John Milner Associates) are attached to provide additional description of the historic properties.

Although we have not yet received any comments from you to our Draft Environmental Assessment, forwarded on February 6th, I would welcome any comments you may have regarding that draft document and historic preservation of the properties on Governors Island.

We anticipate that this undertaking will not result in any physical damage or alteration of any historic properties. Weather and fire protection, security, and maintenance will remain at appropriate levels after closure. The character of the property's setting will be maintained through closure, in keeping with the Landmark District's unique character. No new visual, audible, or atmospheric elements will be introduced by this undertaking. Continual maintenance will be performed in keeping with the Department of Interior standards for rehabilitation. At this time, it would be premature to speculate on the historical effects from a future transfer. Any future property transfer proposal will certainly assess historical effects. Thus, in keeping with 36 CFR §800.9[b] and based on available information, we have determined that this undertaking will not result in any adverse effects on the historic value of the properties on Governors Island.

April 7, 1995
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This undertaking is prompted by a Department of Transportation tasking to reduce the Coast Guard's annual operating budget by $400 million over the next 4 years. We estimate that this undertaking will result in over $30 million annual budgetary savings to the Coast Guard, even with continued maintenance of the vacated historic structures. From this budgetary perspective, the continual long-term agency use of the Governors Island historic facilities is neither logistically nor economically feasible.

As discussed at the meeting, we would be happy to provide the Commissioner with a tour of Governors Island at her convenience.

Again, thank you for taking time to meet on this matter. Please feel free to contact Lieutenant Commander Dan Takasugi (401) 736-1776, or Captain Jim Norton (212) 668-7076, if you have questions.

Sincerely,

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

Encl: Copy of Draft Environmental Assessment
Excerpts from Historic Maintenance Plan for Governors Island (1994, by John Milner Associates)

Copy: Advisory Council on Historic Preservation, w/o enclosures

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
Civil Engineering Unit
Providence

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May 3, 1995
5090

Mr. Don Klima
Director
Eastern Office of Review
Advisory Council on Historic Preservation
The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

Dear Mr. Klima:

This letter is to keep you apprised on the status of NHPA 106 consultation with New York SHPO, regarding the proposed undertaking to close Coast Guard operations, excluding essential caretaker functions, on Governors Island, New York.

We briefly met with the Deputy Commissioner of Historic Preservation, the Field Service Bureau (FSB) Director, the FSB Program Coordinator, and our FSB-Regional Coordinator on April 6, 1995, to discuss NHPA 106 consultation issues related to this undertaking.

On April 7, 1995, we sent a letter to the Deputy Commissioner stating our determination of effect. We copied your office on that letter. Since that time, we have communicated with the Deputy Commissioner and the FSB Regional Coordinator regarding the determination of effect. Currently, we are awaiting a reply from the New York SHPO.

In the meantime, I request your advice regarding any potential effects upon the Governors Island Historic District under the Standard Maintenance Alternative. This alternative was described in the Draft Environmental Assessment document, previously forwarded to your office in February.

Thank you for your advice and guidance. Please feel free to contact LCDR Dan Takasugi (401) 736-1776 if you have any specific concerns or questions.

Sincerely,

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

U.S. Department of Transportation
United States Coast Guard

Commanding Officer
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Providence

300 Metro Center Blvd.
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May 16, 1995
5090

Mr. Don Klima
Director
Eastern Office of Review
Advisory Council on Historic Preservation
The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

Dear Mr. Klima:

The Coast Guard is continuing to seek an opinion from the State of New York Historic Preservation Officer (SHPO), regarding our proposed undertaking to close Coast Guard operations on Governors Island in New York. We have been persistent in our effort to conduct NHPA 106 consultation with the New York SHPO. I have attached a copy of our letter dated April 7, 1995 to the SHPO, stating our determination of effect.

Enclosed is an excerpt from the Historic Maintenance Plan developed for Governors Island's Historic District, prepared by John Milne and Associates. This information describes the location and condition of historic properties on Governors Island. In addition, you should already possess a copy of our Draft Environmental Assessment, forwarded to you on February 7, 1995, describing the proposed undertaking.

We anticipate that this undertaking will not result in any physical damage or alteration of any historic properties. Weather and fire protection, security, and maintenance will remain at appropriate levels after closure. The character of the property's setting will be maintained through closure, in keeping with the Landmark District's unique character. No new visual, audible, or atmospheric elements will be introduced by this undertaking. Continual maintenance will be performed in keeping with the Department of Interior standards for rehabilitation. At this time, it would be premature to speculate on the historical effects from a future transfer. Any future property transfer proposal will certainly assess historical effects. Thus, in keeping with 36 CFR §800.9[b] and based on available information, we have determined that this undertaking will not result in any adverse effects on the historic value of the properties on Governors Island.

Please be advised that we are currently in the process of incorporating the environmental analysis of relocation sites into the Final Environmental Assessment. Any cumulative historical preservation impacts will be addressed.

May 16, 1995
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Thank you for your advice and attention to this matter. We request your comments regarding this undertaking by June 16, 1995. Please feel free to contact Lieutenant Commander Dan Takasugi (401) 736-1776, or Captain Jim Norton (212) 668-7076, if you have any specific questions.

Sincerely,

J. A. Florin
Commander, U.S. Coast Guard
Commanding Officer

Encl: (1) Copy of CG letter to NY SHPO dated April 7, 1995
(2) Excerpts from Governors Island Historic Maintenance Plan, developed by John Milne and Assoc.

Copy: Deputy Commissioner, New York State Historic Preservation

9. REFERENCES

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U.S. Coast Guard. Undated c. MAP: Governors Island Street and Building Map. Support Center New York.

U.S. Coast Guard. Undated d. SITE PLANS. Relocation Sites. FD&CC Pacific.

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APPENDIX A

Photographs from Governors Island



Nolan Park



Aerial View of Governors Island



Bachelor's Enlisted Quarters, Manhattan in Background



Governor's House



Castle Williams



Fort Jay



Admiral's House



Block House

APPENDIX B

Wildlife Species Present On and Near Governors Island

APPENDIX B

WILDLIFE SPECIES PRESENT ON AND NEAR GOVERNORS ISLAND, NEW YORK

Common Name	Scientific Name
Fish	
Atlantic sturgeon	*Acipenser oxrhynchus*
blueback herring	*Alosa aestivalis*
hickory shad	*Alosa mediocris*
river herring	*Alosa Pseudoharangus*
alewife	*Alosa pseudoharfengus*
American shad	*Alosa sapidissima*
American sand lance	*Ammodytes americanus*
bay anchovy	*Anchoa mitchilli*
American eel	*Anguilla rostrata*
fourspine stickleback	*Apeltes quadracus*
gulf menhaden	*Brevoortia patronus*
Atlantic menhaden	*Brevoortia tyrannus*
black sea bass	*Centropristis striata*
Atlantic herring	*Clupea harengus harengus*
weakfish	*Cynoscion regalis*
sheepshead minnow	*Cyprinodon variegatus*
banded killifish	*Fundulus diaphanus*
mummichog	*Fundulus heteroclitus*
spotfin killifish	*Fundulus luciae*
striped killifish	*Fundulus majalis*
Atlantic cod	*Gadus morhua*
threespine stickleback	*Gasterosteus aculeatus*
blackspotted stickleback	*Gasterosteus wheatlandi*
spot	*Leiostomus xanthurus*
yellowtail flounder	*Limanda ferruginea*
striped bass	*Marone saxatilis*
tidewater silverside	*Menidia beryllina*
Atlantic silverside	*Menidia menidia*
silver hake	*Merluccius bilinearis*
Atlantic tomcod	*Microgadus tomcod*
white perch	*Morone americana*
striped mullet	*Mugil cephalus*
white mullet	*Mugil curema*
smooth dogfish	*Mustelis canis*
longhorn sculpin	*Myoxocephalus octodecemspinosus*
shorthorn sculpin	*Myoxocephalus scorpius*
oyster toadfish	*Opsanus tau*
summer flounder	*Paralichthes dentatus*
butterfish	*Peprilus triacanthus*
bluefish	*Pomatomas galtatrix*
northern searobin	*Prionotus carolinus*
striped searobin	*Prionotus evolans*
winter flounder	*Pseudopleunnectes americanus*
ninespine stickleback	*Pungitis pungitis*
Atlantic mackerel	*Scomber scombrus*

Common Name	Scientific Name
windowpane	*Scophthalmus aguosus*
northern puffer	*Sphoeroides maculatus*
spiny dogfish	*Squalus acanthias*
scup	*Stenotomus chrysops*
northern pipefish	*Syngnathus fuscus*
tautog	*Tautoga onitis*
cunner	*Tautogolabrus adspersus*
Birds	
spotted sandpiper	*Actitus macularia*
American widgeon	*Anas americana*
mallard	*Anas platyrhynchos*
American black duck	*Anas rubripes*
lesser scaup	*Aythya affinus*
redhead	*Aythya americana*
greater scaup	*Aythya marila*
canvasback	*Aythya valisineria*
brant	*Branta bernicla*
Canada goose	*Branta canadensis*
bufflehead	*Bucephala clangula*
northern cardinal	*Cardinalis cardinalis*
house finch	*Carpodacus mexicanus*
chimney swift	*Chaetura pelagica*
killdeer	*Charadrius vociferus*
northern flicker	*Colaptes auratus*
rock dove	*Columbia livia*
American crow	*Corvax branchyryhnchos*
blue jay	*Cyanocitta cristata*
horned lark	*Eremophila alpestris*
common loon	*Gavia immer*
northern oriole	*Icterus galbula*
herring gull	*Larus argentatus*
laughing gull	*Larus atricilla*
ring-billed gull	*Larus delewarensis*
great black-backed gull	*Larus marinus*
red-breasted merganser	*Mergus serrator*
northern mockingbird	*Mimus polyglottos*
black-and-white warbler	*Mniotilta varia*
black-capped chickadee	*Parus atricapillus*
house sparrow	*Passer domesticus*
double-crested cormorant	*Phalacrocorax auritus*
downy woodpecker	*Picoides pubescens*
common tern	*Sterna hirundo*
European starling	*Strunus vulgaris*
house wren	*Troglodytes aedon*
American robin	*Turdus migratorius*
mourning dove	*Zenaida macroura*

Common Name	Scientific Name
Mammals	
feral cat	*Felis domesticus*
house mouse	*Mus musculus*
keen myotis	*Myotis keeni*
little brown myotis	*Myotis lucifungus*
eastern pipistrel	*Pipistrellus subflavus*
Norway rat	*Rattus norvegicus*
black rat	*Rattus rattus*
eastern grey squirrel	*Scurius carolinensis*
fox squirrel	*Scurius niger*

APPENDIX C

Consultation, Comments, and Responses to Comments

APPENDIX C

Federal, state, and local agencies have been contacted for their review and comments on this document. These agencies are listed alphabetically below. An article was published in the Governors Island Gazette, the local on island newspaper to announce the availability of the draft EA in the Governors Island Library for interested personnel and families. A copy of this announcement is presented on the following page.

Comments were received from fourteen respondents during a 30-day review period and are provided on the following pages, accompanied by responses to how each comment was addressed in this final document. These comments are presented alphabetically by organization as listed below, with comments received from individuals addressed after those of organizations.

Federal Agencies

Advisory Council on Historic Preservation

U.S. Environmental Protection Agency

U.S. Fish and Wildlife Service

State Agencies

New York State Department of State, Division of Coastal Resources and Waterfront Revitalization

State of New Jersey, Single Point of Contact

Local Agencies

City of New York, Borough of Staten Island

City of New York, Office of the Mayor

Organizations

American Federation of Government Employees, AFL-CIO (Wage Grade Workers Union)

Federal Firefighters Association

Individuals

Dennis Culliton

Terrance Knowles

Anthony McDowell

Sam Shutman

Lewis D. Wunderlich

Article from Governors Island Gazette
February 17, 1995

Environmental assessment for GI closure to be released

A draft environmental assessment (EA) for the potential closure of Governors Island has been prepared by Tetra Tech Inc., environmental consultants. The purpose of the assessment is to evaluate the impacts that closure of Governors Island would have on the environment and to ensure that these impacts are considered in the decision process. The draft EA will be distributed to various federal, state and local organizations for comment. After review of the public comments, the final EA will be completed, and a determination will be made whether there are any significant environmental impacts warranting further evaluation.

Several copies of the draft EA are available for review at the Governors Island Library in Bldg. S251 and at Civil Engineering Unit New York in Bldg. 107.

COMMENTS RECEIVED

FEDERAL AGENCIES

1. Advisory Council on Historic Preservation
2. Environmental Protection Agency
3. Fish and Wildlife Service

Advisory Council On Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

MAR 10 1995

Lieutenant Commander Dan Takasugi
Civil Engineering Unit Providence
U. S. Coast Guard
300 Metro Center Blvd.
Warwick, RI 02886

REF: Closure of Support Center New York
Governors Island, New York

Dear Mr. Takasugi:

Thank you for providing us with an opportunity to review the Draft Environmental Assessment (DEA) for the referenced undertaking. Since the Governors Island Historic District is a National Historic Landmark, it is particularly important that the Coast Guard adequately address the impacts of closure. The district is very significant as a major component of the New York Harbor defense system and as a major Army administrative center for almost a century. As noted in the DEA, the Coast Guard must assess impacts to the district under both the National Environmental Policy Act and Sections 106 and 110(f) of the National Historic Preservation Act.

a

We believe that the DEA has several key deficiencies that will hinder the ability of both the interested public and of Coast Guard decisionmakers to understand closure's full range of potential impacts. We also believe that when all such impacts are considered, the potential for adverse effect to the National Historic Landmark is too great to support a finding of no significant impact. Given this, and the requirement of Section 110(f) to minimize harm to National Historic Landmarks, it is our our opinion that an Environmental Impact Statement should be prepared.

Project Need

b

The DEA indicates that closure is needed to cut the Coast Guard's operating costs. There is no discussion, however, of exactly how much would be saved as the result of closure, either in the short or long term. The relative cost savings of the various alternatives are not discussed, and there is no description of the monetary impact of relocating functions off of the island. Thus, there is no means of weighing the environmental impacts of the alternatives against their potential to fulfill project need.

1. Advisory Council for Historic Preservation (AHCP)

a. Impacts of the closure activity are addressed in Section 4.11. These impacts were addressed with consideration to NEPA and section 106 and 110(f) of NHPA. Section 106 consultation has been initiated between the New York State Historic Preservation Officer (SHPO) and the Coast Guard regarding the possible closure action. The Draft EA was sent to the SHPO on February 7, 1995. On April 6, 1995, the Coast Guard met with the SHPO and on April 7, 1995, a formal Determination of No Adverse Affect was submitted to the SHPO, thus initiating Section 106 consultation. At the time of this printing, no response has been received from the SHPO regarding the closure. Letters of coordination were sent to the ACHP on May 3 and May 10, 1995. The ACHP is being kept informed of the progress of this consultation. The Coast Guard intends to continue Section 106 consultation with the SHPO.

b. Chapter 1 discusses a cost/benefit analysis completed by the Coast Guard which estimates that $33 million could be saved annually by the closure of Governors Island.

Eventual Property Disposition

The DEA does not sufficiently discuss the eventual disposition of Governors Island. While the decision to close a facility precedes decisions regarding its disposal, the two are obviously inextricably linked. As a result of closure, the Coast Guard will have to decide whether to report Governors Island as excess to its needs or to retain the property in its real property inventory. Either course of action could result in environmental impacts that would be a direct consequence of the original decision to close the facility. | c

If the Coast Guard has already decided to report the property as excess if it is closed, this should have been stated in the DEA and should have been discussed in the context of both maintenance alternatives. If such a decision has not yet been made, then the DEA should have addressed five rather than three alternatives, namely No Action, Standard or Basic Maintenance with the property declared excess, and Standard or Basic Maintenance with the property retained. Obviously the Coast Guard cannot address the details of property disposition at this point, but the potential generic impacts to the environment should have been discussed as foreseeable effects of closure. | d

Impacts to Historic Properties

We agree with the DEA that Standard Maintenance after closure would result in less impact to the integrity of the National Historic Landmark than Basic Maintenance. (We base this on the respective descriptions of the alternatives; we have not reviewed the Historic Landmark District Maintenance Plan referenced.) However, we believe that the discussion in Section 4.11 of environmental consequences to cultural resources is inadequate, principally because of the lack of focus on the eventual disposition of the property. | e

Since the DEA does not discuss disposal, the length of time that the property will have to be maintained is not addressed. Even with a high level of maintenance, indefinite inactive retention of the island by the Coast Guard could pose problems. The period of time for continued maintenance is critical and is not discussed. | f

Section 4.11 alludes to significant impacts if the island is legislatively transferred to the City of New York, but does not describe what such impacts might be. There is no discussion of the potential adverse effects of such a transfer should protective covenants not be placed on the property. Completion of the Section 106 process is mentioned as if to suggest that such compliance will ensure that there are no such impacts. However, it is completely premature to assume this in the DEA and to dismiss discussion of the potential consequences of transfer. The Section 106 process could result in any number of outcomes, with covenants placed on all, some, or even none of the historic properties. | g

c. The decision to close Governors Island is logically separate from the disposal and reuse actions. These actions will not occur if the decision is made to not close the Support Center. This EA addresses the impacts of the closure of the island and not the disposal or reuse of the property. Appropriate environmental documentation will be completed in the future for the disposal and reuse of the Governors Island property if the decision is made to close Governors Island.

d. The Coast Guard intends to excess the property if Governors Island is closed. The action of excessing property involves a declaration that the property is no longer needed by the Coast Guard. The action of property disposition cannot be addressed due to unknown possible options for reuse which would be developed subsequent to the decision of closure.

e. Future disposal and reuse documentation will address impacts of the disposal and reuse actions if the decision is made to close Governors Island.

f. The length of time the property is to be maintained in caretaker status is not anticipated to be lengthy. Under the proposed action, maintenance in the historic district would be at similar levels to that which is currently performed so that even an unanticipated long-term caretaker program would not result in significant impacts to these resources.

g. The discussion of potential reuse has been removed from Section 4.11. The impacts of disposal and reuse will be addressed in future environmental documentation.

The DEA also indicates that transfer to the General Services Administration (GSA) will not really result in any impacts since the requirements of Section 106 will still be in place. What the document fails to make clear, however, is that transfer to GSA is part of the excessing process and can lead to transfer out of Federal ownership, with all of the impacts associated with such disposition. Again, the Section 106 process may or may not result in amelioration of such impacts.

h

h. These issues will be addressed in the disposal and reuse environmental documentation.

Need for an Environmental Impact Statement

In a worst case scenario for historic properties, Governors Island would be closed, kept in caretaker maintenance for an extended period of time, and then transferred out of Federal ownership without protective covenants. Given that this potentiai exists, we disagree with the DEA's finding that the Standard Maintenance Alternative would have no significant impact on the National Historic Landmark District. This, coupled with the inadequacies of the DEA, leads us to strongly recommend that an Environmental Impact Statement (EIS) be prepared for this action.

i

i. Further environmental documentation will be prepared for the eventual disposal and reuse of the Governors Island property. This documentation will address possible reuse scenarios and affects of disposal and reuse actions.

NEPA and Section 106 Review

Regardless of whether an EA or EIS is prepared, review pursuant to Sections 106 and 110(f) should be completed prior to the issuance of either a Finding of No Significant Impact or a Record of Decision under NEPA. Through such review, in accordance with the Council's regulations (36 CFR Part 800), the Coast Guard must take into account and attempt to minimize the effect of closure on the National Historic Landmark. Therefore, this review process logically must be completed before a final statement regarding environmental consequences can be issued under NEPA.

j

j. The Coast Guard has attempted to complete consultation with the SHPO under Section 106 of the NHPA. At the time of the printing of this draft FONSI, the SHPO has not responded to requests for concerns and comments, nor to the consultation initiated by the Coast Guard on April 7, 1995. The Coast Guard is attempting to complete this consultation prior to the final FONSI.

We recommend that the Coast Guard immediately initiate Section 106 review with the New York State Historic Preservation Office and the Council. To discuss this matter further, please contact Druscilla Null at (202) 606-8505.

Sincerely,

Don L. Klima
Director
Eastern Office of Review

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION II
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, NEW YORK 10278-0012

RECEIVED
29 MAR 95 13 51
CEU PROVIDENCE

MAR 17 1995

Commander J. A. Florin
U.S. Coast Guard
Commanding Officer
300 Metro Center Boulevard
Warwick, Rhode Island 02886

Dear Commander Florin:

The Environmental Protection Agency (EPA) has reviewed the February 1995 draft environmental assessment (EA) for the proposed closure of the U.S. Coast Guard (USCG) Support Center New York located on Governors Island, New York. The proposal involves the elimination, or relocation, of operational functions to other sites within the area; no change in property ownership is considered in this document. The EA discusses three alternatives: 1) no action; 2) closure with Standard Maintenance; and 3) closure with Basic Maintenance, and concludes that, with the implementation of the Standard Maintenance Plan, closure of the Support Center will have no significant impacts.

The proposed action is needed to help meet a reduction of $100 million in the USCG's annual operating costs. The EA indicates that the cost of operations in New York City are among the highest in the country; therefore, closure of this facility would provide the greatest cost savings. Although the relocation sites are not specified in this document, it appears that the Governors Island functions would be moved to other facilities in the New York City vicinity. Accordingly, the economic benefits of closing the Support Center and relocating its functions elsewhere in the same high cost area are unclear. The EA should indicate whether a cost/benefit analysis has been completed and how it addresses this issue. a

In a related matter, the EA states that the functions that are currently carried out on Governors Island will be eliminated or transferred to other USCG facilities in the region. Since other USCG stations are not within the central harbor area, EPA is concerned that these transfers could adversely affect the USCG's response time for emergency situations (e.g., oil spills or sinking vessels), resulting in potential environmental impacts. The EA should explain how the proposed action would impact this aspect of the USCG's responsibilities. Further, to address indirect impacts of the proposed action, the EA should identify the new locations for the functions to be moved, and the potential environmental impacts of the activities at these new sites. b

NTED ON RECYCLED PAPER

2. Environmental Protection Agency

a. Section 1 discusses a cost/benefit analysis completed by the Coast Guard estimates that $33 million could be saved annually by the closure of Governors Island.

b. Relocation sites have been added in this document. Essential services that the Coast Guard provides will not be moved outside of the New York Harbor so that response time in emergency situations will not create significantly hazardous situations.

We acknowledge that the ultimate fate of Governors Island is not within the scope of the EA; however, the removal of virtually all functions from Governors Island leads directly to this issue. With this in mind, the EA should discuss the need for future NEPA documentation should the USCG later decide that the Island is to be excessed. The additional NEPA documentation should address appropriate alternatives such as: transfer of property to various categories of potential recipients; more intensive utilization of the site by the USCG (i.e., consolidation of USCG operations onto Governors Island); and inviting other federal agencies to share in the use and cost of maintenance of the Island. EPA's concerns with respect to any transfer of ownership would include such issues as potential air and water quality impacts and hazardous waste contamination. High density development, for example, could adversely impact traffic patterns and air quality in lower Manhattan. Further, because cultural resources of very high value exist on the Island, their fate would be of significant concern. With these concerns in mind, we recommend that the USCG consider preparing an environmental impact statement for any action taken with respect to excessing the property.

c

d

Moreover, if transfer of the property from federal ownership is proposed as the ultimate fate of the property, the USCG must comply with all requirements of the Community Environmental Response Facilitation Act (CERFA), such as the identification of potentially contaminated property and remediation of the contamination. The EA indicates that an environmental compliance evaluation was undertaken in 1993 to assess the level of contamination on the Island, which identified no significant findings. However, it is unclear whether the comprehensive study included a review of possible historical contamination, such as any resulting from Department of Defense activities. Further, we note that many investigations are currently under way for specific sites and buildings around Governors Island. EPA, therefore, strongly recommends that the necessary measures be undertaken prior to USCG's departure to thoroughly assess the Island for potential environmental contamination liabilities. EPA is available to provide assistance in this regard, should you require it.

e

Thank you for the opportunity to comment. Should you have any questions concerning this letter, please contact Ms. Maeve Arthars of my staff at (212) 264-6718.

Sincerely yours,

Robert W. Hargrove, Chief
Environmental Impacts Branch

c. Future documentation is discussed in the executive summary and Section 1 and will be completed for the disposal and reuse of Governors Island.

d. The consolidation of Coast Guard activities on Governors Island is discussed in Section 2.4, Alternatives Considered but Eliminated.

e. If transfer of the property from federal ownership is proposed the Coast Guard will comply with CERFA and would be coordinated with the EPA. This is an issue of the disposal and reuse process as opposed to the closure that is discussed in this EA.

United States Department of the Interior

FISH AND WILDLIFE SERVICE
3817 Luker Road
Cortland, New York 13045

March 13, 1995

Lieutenant Commander Dan Takasugi
U.S. Coast Guard
Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, RI 02886

Dear Commander:

This responds to your draft Environmental Assessment of February 6, 1995, requesting information on the presence of endangered or threatened species in the vicinity of the Coast Guard Support Center facilities at Governors Island, New York County, New York.

Except for occasional transient individuals, no Federally listed or proposed endangered or threatened species under our jurisdiction are known to exist in the project impact area. Therefore, no Biological Assessment or further Section 7 consultation under the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.) is required with the U.S. Fish and Wildlife Service (Service). Should project plans change, or if additional information on listed or proposed species becomes available, this determination may be reconsidered. An updated compilation of Federally listed and proposed endangered and threatened species in New York is enclosed for your information. | a

The above comments pertaining to endangered species under our jurisdiction are provided pursuant to the Endangered Species Act. This response does not preclude additional Service comments under the Fish and Wildlife Coordination Act or other legislation.

However, the Federally listed endangered shortnose sturgeon *(Acipenser brevirostrum)* is found in waters surrounding the project area. This species is under the jurisdiction of the National Marine Fisheries Service. You should contact Mr. Douglas W. Beach, National Marine Fisheries Service, Habitat Conservation Branch, One Blackburn Drive, Gloucester, Massachusetts 01930-2298. | b

For additional information on fish and wildlife resources or State-listed species, we suggest you contact:

3. Fish and Wildlife Service

a. No changes are anticipated to the project at this time and no new information on the presence of sensitive species has been received.

b. The closure action would not have adverse impacts to fish species, as discussed in Section 4.10. The disposal and reuse process may affect aquatic species and will address these issues.

New York State Department
of Environmental Conservation
Region 2
47-40 21st Street
Long Island City, NY 11101
(718) 482-4900

New York State Department
of Environmental Conservation
Wildlife Resources Center - Information Serv.
New York Natural Heritage Program
700 Troy-Schenectady Road
Latham, NY 12110-2400
(518) 783-3932

The National Wetlands Inventory (NWI) map of the Jersey City Quadrangle indicates that there may be wetlands in the project vicinity. Copies of NWI maps may be obtained through: | c

CLEARS
Cornell University
464 Hollister Hall
Ithaca, NY 14853
(607) 255-6520

An order form listing the topographic quadrangles that have been mapped in New York State is enclosed for your information.

However, while the NWI maps are reasonably accurate, they should not be used in lieu of field surveys for determining the presence of wetlands or delineating wetland boundaries for Federal regulatory purposes. | c

Work in certain waters and wetlands of the United States may require a permit from the U.S. Army Corps of Engineers (Corps). If a permit is required, in reviewing the application pursuant to the Fish and Wildlife Coordination Act, the Service may concur, with or without stipulations, or recommend denial of the permit depending upon the potential adverse impacts on fish and wildlife resources associated with project implementation. The need for a Corps permit may be determined by contacting Mr. Joseph Seebode, Chief, Regulatory Branch, U.S. Army Corps of Engineers, 26 Federal Plaza, New York, NY 10278 (telephone: [212] 264-3996). | d

If you have any questions regarding this letter, contact Kim Claypoole at (607) 753-9334.

Sincerely,

Mark W. Clough

ACTING FOR

Sherry W. Morgan
Field Supervisor

Enclosures

cc: NYSDEC, Long Island City, NY (Regulatory Affairs)
NYSDEC, Latham, NY
COE, New York, NY
EPA, Chief, Marine & Wetlands Protection Branch, New York, NY
NMFS, Gloucester, MA

c. The National Wetlands Inventory map for the Jersey City Quadrangle shows no wetlands on Governors Island. A biologist conducted a site visit on the island in November 1994 and no potential wetland areas were found.

d. Because the closure action will not create additional activity in the aquatic environment, the U.S. Army Corps of Engineers (COE) has not been contacted regarding the closure. Because disposal and reuse activities may affect waters of the United States and wetlands, the COE will be contacted during the disposal and reuse process.

COMMENTS RECEIVED

STATE AGENCIES

1. State of New Jersey, Single Point of Contact

2. State of New York, Department of State, Division of Coastal Resources and Waterfront Revitalization

State of New Jersey
DEPARTMENT OF COMMUNITY AFFAIRS
101 SOUTH BROAD STREET
CN-800
TRENTON NJ 08625-0800

CHRISTINE TODD WHITMAN
Governor

HARRIET DERMAN
Commissioner

February 14, 1995

Jim Norton
US Dept of Transportation
US Coast Guard
Civil Engineering Unit Providence
300 Metro Center Blvd
Warwick RI 02886

RE: STATE APPLICATION IDENTIFIER: NJ 95-9002

FEDERAL PROGRAM: Direct Development Activity

PROJECT: Closure of Support Center New York Governors Island - Environmental Assessment

Dear Mr. Norton :

This will acknowledge the receipt for review by the State Review Process of the above identified proposed Direct Federal Development Activity pursuant to Presidential Executive Order 12372 and implementing Federal rules. Accordingly, a sixty (60) day review period has been assigned to this project. Comments will be forwarded to you by our office at the close of the review period. a

Should you have any questions, please do not hesitate to contact me at (609) 292-9025.

Sincerely,

Andrew J. Jaskolka, Administrator
Intergovernmental Review Unit
for the Single Point of Contact
NEW JERSEY STATE REVIEW PROCESS

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1. State of New Jersey, Single Point of Contact

a. The original timeline of 60 days was reduced to 30 days because the EA was sent to identified interested parties directly from the Coast Guard. The following letter addresses the end of the comment period.

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20 MAR 95 13 19
CEU PROVIDENCE

State of New Jersey
DEPARTMENT OF COMMUNITY AFFAIRS
101 SOUTH BROAD STREET
CN-800
TRENTON NJ 08625-0800

CHRISTINE TODD WHITMAN
Governor

HARRIET DERMAN
Commissioner

March 15, 1995

Dan Tagasugi, Lieut. Commander
US Coast Guard
Civil Engineering Unit Providence
535 Centerville Rd - Suite 200
Warwick RI 02886

RE: SAI NUMBER: NJ 95-9002 CFDA NUMBER: .
APPLICANT: US Dept of Transportation
US Coast Guard
Civil Engineering Unit Providence
300 Metro Center Blvd
Warwick RI 02886
CONTACT: Jim Norton (212) 668 - 7076 EXT

FED PROGRAM: Direct Development Activity
PROJECT: Closure of Support Center New York
Governors Island - Environmental
Assessment

NOTICE OF COMPLETION OF INTERGOVERNMENTAL REVIEW REQUIREMENT

Pursuant to the system developed in New Jersey for the intergovernmental review of applications for Federal financial assistance and Direct Federal development activities, the above referenced project has been submitted to the State Review Process and no comments have been received.

Should you have any questions, please do not hesitate to contact us at (609) 292-9025.

Sincerely,

Andrew J. Jaskolka
Administrator
Intergovernmental Review Unit
for the Single Point of Contact
NEW JERSEY STATE REVIEW PROCESS

c: Applicant

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a

a. Comment noted.

STATE OF NEW YORK
DEPARTMENT OF STATE
ALBANY, NY 12231-0001

ALEXANDER F. TREADWELL
SECRETARY OF STATE

March 9, 1995

LtCdr. Dan Takasugi
United States Coast Guard
Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, Rhode Island 02886

Re: Draft Environmental Assessment
Support Center New York Closure
City of New York, New York County

Dear Commander Takasugi:

The Department of State has reviewed the Draft Environmental Assessment prepared by the United States Coast Guard which identifies three possible alternatives for the closure of Support Center New York and the tenant commands on Governor's Island, New York. Based upon the information provided in the Draft Environmental Assessment, the Department has several concerns related to the consistency of the proposal with the New York State Coastal Management Program.

New York State Coastal Policy #3 states: "Further develop the State's major ports of Albany, Buffalo, New York, Ogdensburg, and Oswego as centers of commerce and industry, and encourage the siting, in these port areas, including those under the jurisdiction of State public authorities, of land use and development which is essential to, or in support of, the waterborne transportation of cargo and people." Guidelines for determining the consistency of a proposed action with this policy include the overriding consideration of maintenance and enhancement of port activity.

Should the elimination, or relocation of U.S. Coast Guard commands, equipment, and personnel withdraw essential services from the Port of New York, such an action may be inconsistent with the above coastal policy. New York Harbor's shipping industry relies on the U.S. Coast Guard for its search and rescue ability, the maintenance of aids to navigation, and rapid spill responses. The reliance on Coast Guard services extends beyond all New York State communities via the Coast Guard's ice-breaking capability and maintaining the shipping industry's ability to move petroleum product through the largest petroleum transshipment port in the United States. At a minimum, certain Coast Guard functions should be maintained at existing levels in order for the Port of New York to function.

It may be reasonable to expect the relocation out of New York Harbor of certain administrative functions which are logistically difficult or expensive to maintain at the relatively isolated Governor's Island location. Administrative functions such as ships registry

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2. State of New York, Department of State, Division of Coastal Resources and Waterfront Revitalization

a. The Coast Guard's ability to fulfill its mission responsibilities of search and rescue, aids to navigations, and rapid spill response in the New York Harbor area will remain at its high level, even with the proposed closure activity. Locally essential operations will remain within the harbor area as is described with the addition of relocation facilities in this document. Maintaining the Coast Guard's high level of mission responsiveness will be a primary guiding factor in decisions relating to relocation sites, and thus will be consistent with Coastal Policy #3.

and pilot and operator licensing could be relocated, if access to these functions were not appreciably encumbered or eliminated.

Since the Draft Environmental Assessment did not contain detailed information on the relocation of commands and services, it is difficult at this time to assess the possible effect that the proposed closure of Governor's Island would have upon port activity. Once an alternative has been selected, the Coast Guard must submit, in greater detail, information on the potential consequences and costs versus benefits of implementing the selected alternative.

b

b. Information and analysis of relocation activities has been added to this document. A cost/benefit analysis has been completed by the Coast Guard that estimates that $33 million could be saved annually by the closure of Governors Island. The preferred alternative is the standard maintenance alternative.

Coastal Policy #23 states: "Protect, enhance and restore structures, districts, areas, or sites that are of significance in the history, architecture, archaeology, or culture of the state, its communities, or the nation." The Coast Guard's environmental assessment includes an alternative which "may significantly impact historic resources on the island, since neglect of historic structures may lead to the deterioration of important historic resources."

c

c. The Coast Guard has addressed the maintenance of the historic district through consultation with the SHPO. The continued maintenance of the historic structures will continued as described for the standard maintenance alternative discussed in Section 2.1. This action will preserve the historic and scenic resources that are of recognized statewide significance, as described in Coastal Policy #23. Specifically, when consultation with the SHPO is completed, consistency with this policy will also be achieved.

Implementing a closure alternative which results in the deterioration of significant historic resources through neglect may be inconsistent with Coastal Policy #23. Efforts to maintain the integrity and significance of Governor's Island's historical resources should be exercised to the maximum practical extent and include a reasonable level of security and fire-fighting capability.

By virtue of their National Register status, the historic resources of Governor's Island are significant coastal resources. Coastal Policy #21 describes the consistency of a proposed action with the State's Coastal Management Program which affects the public's access to, and enjoyment of significant coastal resources including parklands and historic resources.

d

d. Access to Governors Island has been limited to Coast Guard personnel, their families and guests, and related business contractors. The proposed closure may eventually provide the public greater access and enjoyment of the coastal and historic resources on the island, in keeping with SHPO concerns regarding public access to historic properties. This activity would therefore be consistent with Coastal Policy #21.

If Governor's Island is closed and the federal government decides to convey ownership to another party, that action would require a determination of consistency with the policies of New York's Coastal Program.

Thank you for the opportunity to comment on the proposed closure of the Governor's Island Coast Guard facilities. Should you have any questions, please contact Mr. William F. Barton at (518) 474-6000.

Sincerely,

George R. Stafford
Director
Division of Coastal Resources and Waterfront Revitalization

GRS/VAB

COMMENTS RECEIVED

LOCAL AGENCIES

1. City of New York, Borough of Staten Island
2. City of New York, Office of the Mayor

CITY OF NEW YORK
PRESIDENT
OF THE
BOROUGH OF STATEN ISLAND

GUY V. MOLINARI
PRESIDENT

BOROUGH HALL, STATEN ISLAND, N.Y. 10301

March 13, 1995

Lieutenant Commander Dan Takasugi
Coast Guard Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, Rhode Island 02886

Re: Draft Environmental Assessment for the
Closure of Support Center New York
Governors Island, New York

Dear Lieutenant Commander Takasugi:

We have reviewed the above referenced document and have analyzed the impacts of closure to Governors Island under the various scenarios proposed. Those scenarios include closure by standard maintenance, basic maintenance, and no action, to the facilities. Under each proposed closure various impacts have been noted and analyzed. However, although I am well aware of the proposal to consolidate some Coast Guard functions on Staten Island at the Rosebank Facility and Ft. Wadsworth, a proposal I fully support, I do have some concerns based on this specific document regarding impacts to residents of Staten Island who may be employed on Governors Island as civilians. In neither closure proposal is there any indication of how many Staten Islanders would be effected either through transfer or loss of job status. | a

Also, it is not clear how much of the $100 million savings would be achieved by the closure of Governors Island and what further impact this would have on the Staten Island economy. Absent any reference to the proposal that enhances the Coast Guard presence on Staten Island, I am interested in a response to the issues raised herein. | b

Sincerely,

Guy V. Molinari

GVM/PB/dn

1. City of New York, Borough of Staten Island

a. Information regarding relocation sites and activities has been added to this document. Approximately ninteen percent of Governors Island's civilian employees live on Staten Island. However, even if all civilian employees at Governors Island lived in Staten Island, this would constitute only 0.1 percent of the population of Staten Island and would not significantly affect the local economy.

b. Section 1 discusses a cost/benefit analysis completed by the Coast Guard estimates that $33 million could be saved annually by the closure of Governors Island.

THE CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK, N.Y. 10007

RECEIVED
22 MAR 95 13 03
CEU PROVIDENCE

FRAN REITER
DEPUTY MAYOR
PLANNING AND COMMUNITY RELATIONS

March 17, 1995

Lieutenant Commander Dan Takasugi
United States Coast Guard
Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, RI 02886

Re: Draft Environmental Assessment
Support Center New York Closure

Dear Commander Takasugi:

We have reviewed the Draft Environmental Assessment (EA) prepared by the United States Coast Guard which identifies three possible alternatives for the closure of Support Center New York and the tenant commands on Governors Island, New York. We have the following comments.

The rationale for closing Governors Island as a cost-saving measure is that "the cost of operations in New York City are among the highest in the country" (p. 8). The EA does not identify what these extraordinary costs are, nor does it compare these costs with the costs of operating similar facilities elsewhere in the city, the region, or the country. We believe the bulk of the difference in the costs between Governors Island and other facilities result from the complexities of operating on an island, not from the fact that the facilities are in New York City. One cost the EA identifies is average rental cost per month (Table 7, page 30). The figures given, such as $1,233 for a one-bedroom apartment in Brooklyn, and $1,623 for a one-bedroom apartment in Manhattan, are unrealistically high. According to the 1991 Housing and Vacancy Report, the median rent for nonregulated housing in New York City was $600 per month. The median rent for nonregulated housing in Manhattan was $1,050.

a

2. City of New York, Office of the Mayor

a. The high costs associated with operations at Governors Island are partially attributable to the facilities location on an island, particularly the operation of ferries to and from the island. There is also a need to provide community services for families living on the island because of its isolation from New York City. This information has been added to Section 1.2. The suitability and cost of off-island housing has been determined from a housing study that evaluated housing areas that met Coast Guard criteria for acceptable housing.

The Environmental Assessment fails to identify how many of the 1,681 military personnel and 610 civilians employed on Governors Island would continue to be employed on-island under the proposed closure plans, how many would be relocated elsewhere in the harbor, and how many jobs would be lost entirely to the region. The loss of a substantial portion of the jobs on Governors Island would have a significant effect on the local economy. The availability of lower-cost sites in New York City for the Coast Guard operations should be explored as a way of minimizing this economic impact.

b

Coast Guard facilities on Governors Island currently provide navigational, search and rescue, and rapid spill response functions that are vital to the operation of the Port of New York. The document indicates that the Vessel Traffic Service radar tower and closed-circuit camera equipment would continue to operate on-island, but that the VTS control center would be relocated off-island. It fails to identify which functions currently housed on Governors Island would be moved out of New York, and how the services the Coast Guard currently provides in the port would be maintained. It also does not disclose how much of the island would become surplus land, and how much would be retained for Coast Guard functions.

c

New York Harbor has substantial shipping traffic and related maritime concerns. Given the importance of Coast Guard services for the Port of New York, the EA fails adequately to address how these services would be provided. The potential reduction of services due to the closing of Governors Island, including longer response times to oil spills or navigational emergencies, or decreased patrolling for vessels carrying contraband, should be assessed.

d

Several buildings on Governors Island are designated New York City landmarks. They are: the Block House, Castle Williams, the Admiral's House, Fort Jay, and the Governor's House. The island also has archaeological potential, but a complete survey of archaeological resources is needed. We agree that "Standard Maintenance" after closure would result in less impact to the integrity of the National Historic Landmark than "Basic Maintenance." We would like to review the Historic Landmark District Maintenance plan referenced in the EA.

e

We understand that the Advisory Council on Historic Preservation has indicated that an Environmental Impact Statement should be prepared for this action in order to consider the full range of impacts to the National Historic Landmark. Should this occur, we would expect to have the opportunity to review and comment on the document.

b. The relocation activities discussed in this EA include the relocation of some Coast Guard personnel within the New York Harbor. As discussed in Section 4.3, the loss of jobs would be an adverse socioeconomic impact but would not create a significant impact to the region. Less than three hundredths of one percent of the city's resident income could be lost, and approximately one-hundredths of one percent of the city's gross product.

c. This EA addresses the impacts of the closure of the island and not the disposal or reuse of the property. Analysis of the relocation activities related to the closure of Governors Island have been added in this document. Appropriate environmental documentation will be completed in the future for the disposal and reuse of the Governors Island property if the decision is made to close Governors Island.

d. All locally essential services provided by the Coast Guard will continue to be provided within the New York Harbor region.

e. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard and is in progress for the possible closure of Governors Island. This consultation will provide for the protection of the five structures that are listed on the NRHP, as well as the National Historic Landmark District on the island.

The closure options discussed in the EA differ in the level of maintenance that would be provided. It is essential that the government maintain an adequate level of maintenance to preserve the infrastructure systems on the island, as well as its historic structures. The ultimate cost of future conversion of the island to non-Coast Guard use is dependent on the condition of the island's buildings and facilities. The Standard Maintenance alternative would meet this objective more fully than the other alternatives discussed.

The EA erroneously states that Governors Island is not zoned land. The entire island is in an R3-2 District, a zoning designation that permits lower-density residential and community facility uses. The administrative, navigational, and maintenance activities conducted on the island are non-conforming commercial and industrial uses. Although as Federal land, the Coast Guard base on Governors Island is exempt from local zoning, any new non-Federal use of the island would be subject to zoning controls. | f

This document only considers the departure of the Coast Guard. It is silent concerning the ultimate disposition of the island, or the timeframe within which such a decision would be made. In section 4.1.3 of the EA (Coastal Zone Assessment), it is stated, "The need for a consistency determination would be dependent on who the ownership of the island was conveyed to after closure. If the island were conveyed to the General Services Administration (GSA), then a consistency determination would be required. If the island were legislated to the City of New York, a consistency determination would not be required because the island would no longer be in federal ownership." | g

The possibility that Governors Island would be used for another federal function, or conveyed to the City of New York, is a matter of paramount interest to the city administration. We expect to be party to any discussions and deliberations concerning the future use of Governors Island. Planning for the use of this property will require substantial study and analysis by local decision makers. As has been the case with closings of other federal facilities, we will look to the Federal government for support in planning for the best use of this surplus Federal property.

I look forward to working closely with the Coast Guard, and thank you for the opportunity to comment on this matter.

Sincerely,

Fran Reiter (DK)

Fran Reiter

f. The proper zoning designation for the city has been added in the discussion of land use, Section 3.1.

g. Appropriate environmental documentation will be completed for the disposal and reuse of the Governors Island property if the decision is made to cease Coast Guard functions on the island.

COMMENTS RECEIVED

ORGANIZATIONS

1. American Federation of Government Employees, AFL-CIO
2. Federal Firefighters Association

AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES
AFL - CIO
LOCAL 2747
Box 21, Bldg. 110 — Governors Island, New York 10004
Tel. 212-668-6383

February 22, 1995

LCDR Dan Takasugi USCG
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

Dear LCDR Takasugi,

This is in response to the Environmental Assessment for the Closure of Governors Island, New York.

1. Why was this assessment not an open process? | a

2. Under 106, The National Historic Preservation Act. We request a deed be drawn up, requiring who ever gets the property on Governors Island, be responsible to maintain the Historic site here on Governors Island, New York. | b

3. How will the Coast Guard take care of the Historic District when it closes Governors Island, New York? | c

4. Why have has there never been any ground samples taken were the oily water separator was, now the site of Liberty Village? | d

Sincerely,

James Haynes
President AFGE Local 2747

RECEIVED
FEB 95 13 50
CEU PROVIDENCE

1. American Federation of Government Employees, AFL-CIO

Four letters were received from James Haynes, the president of Local 2747 on Governors Island. They have been addressed here in chronological order by the date on the letter.

a. A copy of the draft of this EA was sent to all identified interested parties, including the AFL-CIO for their comments to be incorporated into the final document. A notice announcing the availability of the draft EA for public review was published in the Governors Island newspaper and the document was available at the on-island library.

b. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard and is in progress for the possible closure of Governors Island. The disposal and reuse of the Governors Island property will be addressed in appropriate environmental documentation if the decision is made to cease Coast Guard functions on the island.

c. The maintenance of the historic district is addressed in Section 2.2.

d. The Civil Engineering Unit (CEU) New York reports that samples have been taken prior to construction of Liberty Village and no significant levels of contamination have been detected. A site investigation is in progress at this location for the recent (1990) heating oil tank spill discussed in Section 3.5.1. Further investigation will be completed prior to disposal and reuse activities.

AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES
AFL - CIO
LOCAL 2747
Box 21, Bldg. 110 — Governors Island, New York 10004
Tel. 212-668-6383

February 28, 1995

LCDR Dan Takasugi USCG
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

Dear LCDR Takasugi,

This is in response to the Environmental Assessment for the Closure of Governors Island, New York.

1. Why was the Oil Spill by Bldg. 660 not in the Environmental Assessment? | e

2. When and were will the Public Hearing be held, and why wasn't there one held before the Assessment? | f

3. Why was there no Environmental Impact Statement? | g

4. Why was the gasoline smell in two electrical manholes, one near bldg. 910 and the other near the tennis courts, that you can still smell not in the Environmental Assesament? | h

5. Why was there no mention of the 55 Bad Fire Hydrants, that need to be replaced? | i

6. Why is the Coast Guard Spending Thousands of dollars installing water filters, if the water is so safe? | j

Sincerely,

James Haynes
President AFGE Local 2747

RECEIVED
-3 MAR 95 12 52
CEU-PROVIDENCE

Copy:
Mary Sampson N Y.S. Clearing
John Sturdivant National President AFGE
David Gillespie N.Y.S. Historic Protection Office
Prisiclla Null Advisory Council on Historic Preservation
Rear Admiral G.F Woolever

e. The action taken at Building 660 was a standard tank removal with no contamination detected and is included in the discussion of the 115 USTs removed on the island since 1992 (Section 3.5.1).

f. Because an EA discusses actions where no significant unmitigable impacts are found, no public meetings are required. A copy of the draft of this EA was sent to all identified interested parties, including the AFL-CIO for their comments to be incorporated into the final document.

g. As discussed above, an EA addresses actions where no significant unmitigable impacts are found. An EIS is required when significant impacts are identified that cannot be mitigated. No such impacts were identified for the closure of Governors Island.

h. This situation had not been previously reported to the Civil Engineering Unit. This situation will be investigated prior to disposal and reuse activities.

i. At any one time, approximately four fire hydrants are inoperable due to normal maintenance problems. All other hydrants remain in normal working order.

j. CEU New York reports that the new water filters are being installed as an extra precaution and to provide an extra measure of safety to the potable water on the island. Water from the current system is safe to drink (Gavini 1995).

AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES
AFL - CIO
LOCAL 2747
Box 21, Bldg. 110 — Governors Island, New York 10004
Tel. 212-668-6383

March 6, 1995

LCDR Dan Takasugi, USCG
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

Dear LCDR Takasugi,

This is in response to the Environmental Assessment for the Closure of Governors Island, New York.

1. How will the Coast Guard take care of the Governors Island Historic Landmark District and for how long, once they have vacated? | k

2. We consider the Closure of Governors Island to be a Very Controversial issue. This is mainly due to the loss of several hundred civilian jobs and the potential for major impacts on the National Historic Landmark District. In tune with the National Environmental Policy Act (NEPA) and in compliance with the Coast Guards implementing instructions for NEPA (COMDTINST M16475.1B), we request that an Environmental Impact Statement be prepared because ...."this action generates significant controversy because of the effects on the human environment". | l

3. NEPA Regulations state that Agencies shall integrate the NEPA Process at the earliest possible time. It is also stated that this should be an "open process", one where interested parties/persons be invited for participation in the process. We do not feel this process was open or early enough, and we request a PUBLIC MEETING to further address the issues. Many effected people haven't had the time or understanding to conduct a proper review, and we believe this Public Meeting to be a better example of an open process. | m

Sincerely,

James Haynes
President AFGE Local 2747

CEU PROVIDENCE
10 MAR 95 10 48
RECEIVED

Copy:
Maeve Arthars, EPA-26 Federal Plaza
Mary Sampson, N.Y.S. Clearing House
John Sturdivant, National President AFGE
Drusilla Null, Advisory Council on Historic Preservation
Rear Admiral G.F. Woolever

k. If the decision is made to cease Coast Guard activities on Governors Island, the island will remain in federal caretaker status under the chosen maintenance alternative until such time as it is judged to be needed by the federal government or disposed of as excess property.

l. As discussed in Section 4.3, the loss of jobs would be an adverse socioeconomic impact but would not create a significant impact to the region. Less than three hundredths of one percent of the city's resident income could be lost, and approximately one-hundredths of one percent of the city's gross product. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard and is in progress for the possible closure of Governors Island. This consultation will provide for the protection of the five structures that are listed on the NRHP, as well as the historic landmark district on the island. No significant impacts will occur to these resources.

m. As discussed above, an EA discusses actions where no significant unmitigable impacts are found, no public meetings are required. A copy of the draft of this EA was sent to all identified interested parties, including the AFL-CIO, and an announcement was published in the Governors Island Gazette announcing the availability of the Draft EA for all interested parties. Comments received were incorporated into this final document which will again be sent to an expanded list of agencies and organizations for a 30-day review. The notice of availability of this document will be published in the Governors Island Gazette and other local papers.

AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES
AFL - CIO
LOCAL 2747
Box 21, Bldg. 110 — Governors Island, New York 10004
Tel. 212-668-6383

To: LCRR DAN PAKASUCI

3/10/95

QUESTION #1

YOU DON'T FEEL IT IS ECONOMICALLY FEASIBLE TO SPEND MONEY IN A SAFE AND CLEAN ENVIRONMENT FOR OVER 4 MILLION PEOPLE? | n

QUESTION #2

DO YOU BELIEVE THE COAST GUARD ON GOVERNORS ISLAND PROVIDES ADEQUATE SECURITY FOR PEACE-KEEPING MISSIONS? | o

QUESTION #3

DO YOU FEEL "CLOSURE WITH STANDARD MAINTENANCE ALTERNATIVE" WOULD PROVIDE A SAFE ENVIRONMENT OR BE DETRIMENTAL IN THE DETERIORATION OF GOVERNORS ISLAND? | p

QUESTION #4

DO YOU FEEL THE MILITARY RESIDENTS WITH DEPENDENTS WOULD BE SAFER IN AN OPEN MILITARY RESERVATION OR ON GOVERNORS ISLAND? | q

QUESTION #5

DO YOU FEEL GOVERNOR ISLAND (USCG) IS AN ADEQUATE FACILITY TO MONITOR VESSEL TRAFFIC FOR THE NEW YORK HARBOR AREA? | r

QUESTION #6

IF GOVERNORS ISLAND IS POLLUTED DO YOU THINK LONGTIME CIVILIAN AND MILITARY PERSONNEL ARE ENTITLED TO MEDICAL/DISABILITY BENEFITS? JIM HAYES | s

n. All locally essential services provided by the Coast Guard will be retained within the New York Harbor region so that spill response time will not be impeded.

o. Governors Island has been determined to provide adequate security for peacekeeping missions.

p. Through this environmental analysis, and consultation with agencies, it has been determined that the closure of Governors Island with standard maintenance will have no significant environmental impacts.

q. All Coast Guard facilities have security practices that are designed to protect the residents of the facility. Because different facilities are in distinct locations, these security measures will differ.

r. If the decision is made to close Governors Island, there will be no long-term change in the level of service of the Vessel Traffic Service. The VTS tower and closed-circuit television equipment would remain on the island and the operation center would be operated at the Wadsworth facility.

s. No significant sources of contamination that would cause acute or chronic medical problems are currently identified on the island. The hazardous materials sites discussed in section 3.5 either have been remediated or are in the process of investigation.

Federal Firefighters Association

Building 960 • Governors Island, New York 10004 • 212-668-7375

Dan Takasugi
Lieutant Commander
Civil Engineering Unit
300 Metro Center Blvd
Warwick R.I. 02886

March 8 1995

Mr Takasugi,

It gravely disturbs myself and the rest of the Federal Firefighters Association Local 32 with the inaccuracy of the Environmental Assessment pertaining to the Fire Station. The numbers of personnel and types of apparatus are incorrect. a

I have been informed by the Fire Chief that he was not consulted in any way about the Environmental Assesment.

If this study is to be used in any way towards the closing of Governors Island then a long hard look should be taken at the way this study was done.

Another area that was not mentioned in this study was the possible contamination of the area surrounding what is now Liberty Village, this area was the area for the old motor pool. what hazardous waste could be in this area? These are just a few of the discrepancies found. Feel free to contact me on these issues. b

Sincerely;

Carl A Soltow

Carl A. Soltow
President
Federal Firefighters Association
Local 32
48 Wellington Rd.
Middle Island N.Y. 11953

Office (516) 698-4162
Home (516) 736-6621

RECEIVED
10 MAR 95 10 48
CEU PROVIDENCE

2. Federal Firefighters Association

a. Mr. J. O'Brien of the on-island fire department was contacted in the initial stages of the preparation of this EA and he provided information on the number of personnel and equipment used by the station. The information provided in this EA has been rechecked and was found to be accurate. The information has been listed in more detail to clear up any misunderstood data.

b. The Liberty Village spill, along with all other spills that have not been remediated, is discussed in Section 3.5.1. Closure activities and caretaker status would not impede these continuing investigations and clean-up activities.

COMMENTS RECEIVED

INDIVIDUALS

1. Dennis Culliton
2. Terrance Knowles
3. Anthony McDowell
4. Sam Shutman
5. Lewis D. Wunderlich

Dennis Culliton
Contract Specialist
U.S.C.G. CEU New York
BLDG 107
Governors Island, NY
10004-5039

3 MAR 95

LCDR Dan Takasugi
U.S.C.G. Civil Engineering Unit Providence
300 Metro Center Blvd
Warwick, RI 02886

Dear LCDR Takasugi,

The purpose of this letter is to provide comments to the Draft Environmental Assessment For the Closure of Support Center New York, Governors Island, New York.

I have been working on Governors Island for four years. During those four years I have observed the bird-life that inhabit Governors Island and its adjoining waters. I believe that Governors Island provides an oasis for birds during the migration season, and during the winter months for many diverse species. I was therefore disappointed when reading the Environmental Assessment (EA) to find that "No surveys for wildlife species have been performed on the island." (See section 3.10.2). a

In section 3.10.3, Sensitive Species and Habitats, the EA states that neither the U.S. Fish and Wildlife Service nor the NYSDEC has recorded any sensitive species or habitats including wetlands, on Governors Island. The section goes on to say that "Migratory birds are of concern to resources agencies but are unlikely to use or visit the island because of the absence of native habitat and the landscaped nature of all vegetation on the island."

Appendix B lists the species of birds that the environmental contractor thought (by reading books?) might inhabit Governors

1. Dennis Culliton

a. A wildlife biologist from Tetra Tech visited the island in November 1994 and walked across the entire island to determine the possibility of the occurrence of sensitive species and habitats on the island.

Island. I would like to add the following birds that I have observed at Governors Island to the list:

b

Brant
Ringbilled Gull
Laughing Gull
Common Tern
Redbreasted Merganser
Bufflehead
Mourning Dove
Comorant
Chickadee
American Wigeon
Mockingbird
Flicker
House Finch
Downy Woodpecker
Common Loon
Black and White Warbler
Other Warblers (I could not identify)

I am not sure what the EA means by the saying that since Governors Island is landscaped, that migratory birds would not use it. Large flock of Brants (not Canada Geese) surround the Island in the winter and graze on the ballfields and the fairways (Do they care if the grasses are native species?). Brants, Scaups, Black Ducks and Mallards feed upon the seaweed on the shoreline during low tide. Mergansers and Bufflaheads can be found interspersed with the rafts of Brants and Buffleheads, diving for food in the shallow coastal areas. Warblers stop by in the spring and the fall on their way to and from the northern forests. Although Governors Island does not have many native trees, the elms, maples, sycamores and other types of trees on the Island allow these birds a welcome resting stop after maneuvering through Metropolitan New York. Last winter, great flocks of Canvasbacks took shelter on the leeward (Buttermilk Channel) side of the island during one of the harshest winters on record.

b

What harm will be done to these birds as a result of the Coast Guard leaving Governors Island? I don't know. I was hoping that the EA would have taken the time to find out what was on the Island. I was hoping the EA would be able to give me an answer. Instead no survey was done. Governors Island, like Central Park, is an important oasis for birds and people. By changing the use of the Island we could be jeopardizing the resting areas and wintering areas for migratory birds.

If you have any questions about this letter, please write or call me at (212)668-7046 during the day or at (203)876-1215 at night.

Sincerely,

Dennis J. Culliton

b. The list of species was prepared by the Tetra Tech wildlife biologist and reflects information gathered from the walk-over of the island, current field guides, and lists of bird species from other documents of the region. The birds listed here have been added to the species list. The USFWS has stated that they have no record of sensitive species and habitats on the island (see letter under federal consultation). They have not listed any concerns regarding migratory species using the island and it is unlikely that the island provides habitat essential for any species. Closure of the island will not disturb habitat for birds.

222 7th Street Apt. 1-A
Jersey City, NJ 07302

LCDR Dan Takasugi, USCG
Coast Guard Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, RI 02886

Dear LCDR Takasugi,

I am writing to you (on my time) as a interested Citizen who has reviewed and wants to make comments on the Environmental Assessment for the Closure of Governors Island. I work for the Coast Guard with Civil Engineering Unit New York as an Environmental Protection Specialist. My area of responsibility is Governors Island, and my duties include NEPA reviews of projects, and the preparation of Environmental Assessments, except this one, it is not my project.

The following are a few questions/comments that I have about the EA and the proposed closure of Governors Island:

1. Please present the cost data that shows the savings that initiated the proposed closure of Governors Island. This should be in your section for "comparative analysis of the proposed action and alternatives" . Where is this section? | a

2. What is the proposed action? I don't know what you want Basic or Standard maintenance. | b

3. Will the CG prepare a Deed to protect the Gov. Island National Historic Landmark District? | c

4. Why weren't CG Env. Protection Specialists in this process? | d

Sincerely,
Terrance Knowles

March 10, 95
(Faxed to your office on this Date)

Copy: ACHP
EPA-Region II

2. Terrance Knowles

a. Section 1.2 discusses a cost/benefit analysis completed by the Coast Guard that estimates that $33 million could be saved annually by the closure of Governors Island.

b. An EA does not require the identification of a preferred alternative like an EIS. However, the proposed action of the closure of Support Center New York and relocation of facilities within the New York Harbor region, and the preferred alternative of standard maintenance have been identified in this EA.

c. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard and is in progress for the proposed closure of Governors Island. This consultation will provide for the protection of the five structures that are listed on the NRHP, as well as the historic landmark district on the island.

d. Employees and enlisted personnel at Governors Island were not involved in this process because it was felt that they may have been personally affected by the proposed action. The Council on Environmental Quality (CEQ) states that individuals should not be involved in the analysis of actions that may result in an outcome that may benefit that individual.

Anthony McDowell
67 Vestry Street
New York, N.Y. 10013

United States Coast Guard
Civil Engineering Unit Providence
300 Metro Center Boulevard
Warwick, R.I. 02886
Attn: CDR Dan Takasugi

Re: Draft EA for Support Center
New York Closure

Dear Cdr. Takasugi

The following is in response to the call for comments on the draft Environmental Assessment (EA) for the closure of Support Center New York, Governors Island, New York. My comments are as follows:

1. Why was the EA done by a firm in San Fransico, California, and not a more closely located company? Wouldn't a firm in the metropolitan area, or at least one east of the continental divide, have been more familiar with the affected area and, therefore, have been able to do a better job? | a

2. Why was the EA handled by a unit in Rhode Island and not one located in New York? It seems that this is just one of a number of circumstances that leads one to believe that this whole project is being done in as secretive a manner as possible. Isn't the whole purpose of the National Environmental Policy Act to get federal agencies to consider the environment in its decisionmaking, and to do so in a manner that involves the citizenry of this country? | b

3. Considering the fact that Governors Island has been a military facility for over 200 years, why is there so little discussion of buried ordnance? Construction activity on the island has already resulted in the discovery of live shells on several occasions. Such material is a danger to the public and the subject of regulation under federal and state hazmat and waste laws. Why have you failed to conduct any surveys to at least locate concentrations of these materials? This facility could be transferred to a nonmilitary entity or use that involves heavy construction and/or dense habitation. Shouldn't an EIS be conducted in order to give more attention to this issue? | c

4. On page 29 of the EA you discuss housing shortages for Coast Guard personnel? Congresswoman Susan Molinari, meanwhile, has been pushing the Coast Guard to use the vacant housing at the Homeport facility on Staten Island. This is within an hour's [illegible] | d

3. Anthony McDowell

a. NEPA is a national law and Tetra Tech is a national firm with offices nationwide and has extensive experience in base closure actions nationwide.

b. CEU Providence was chosen because it was felt that local Coast Guard employees may be personally affected by the proposed action and less able to offer an unbiased analysis. The Draft EA was sent to identified agencies and organizations that may have concerns regarding the proposed action, and an announcement was published in the Governors Island Gazette to inform those who live and work on the island that the Draft EA was available in the island's library for those who wished to read and comment on it.

c. Under the proposed action of the closure of Coast Guard functions on the island, issues of buried ordnance do not create a significant impact as discussed in Section 4.5. The closure of the island would not impede any ongoing remediation activities. Appropriate environmental documentation will be conducted if and when the property is to be excessed by the federal government.

place so much emphasis on the purchase of home swhen military personnel are transferred every three to five years and generally have little interest in purchasing homes while on duty? | d

5. On page 48 of the EA you provide a list of the trees on the island. Both the City and State of New York have an invenory of the largest specimens of tree species within the City and State. Some of the trees here on the Island might qualify for placement on the list. Has the Coast Guard surveyed the trees on the Island for possible inventorying? If not, why not? | e

6. On page 55 of the EA you mention the fact that the Delawares have not been consulted for their input concerning this proposed action? Why hasn't this been done? Why haven't Native American groups been consulted for their input into this EA? | f

7. Why was there no mention of the findings of skeletal remains on the Island, the possible existence of other such remains, their historical significance, and the effect of the proposed action thereon? Shouldn't an EIS be conducted, in part, in order to ascertain such information? | g

8. Why does the EA mention the initiation of a tree maintenance progran without discussing it in the context of either alternative? | h

9. Considering recent remarks by city officials regarding possible development of the Island, should the Island be legislated to the City as mentioned on page 57 of the EA, why does the EA state that this option will not represent a significant impact to coastal zone policy or management? | i

10. On what basis do you make the remark on page 62 of the EA in which you state that the potential economic impacts of the proposed closure will not disproportionately impact on minorities and low income. The proposed closure will only effect the civilian workforce which is disproportionately minority and low income, in contrast to the military workforce which is not disproportionately minority and is required to move as a condition of employment? | j

11. The greatest environmental impacts will come when and if the federal government transfers this property outside of the federal government, an option you cite in the EA. The policy of NEPA is to consider such effects, something which is precluded when an EA is done in a piecemeal fashion. Why isn't an EIS being done which will at least consider this option? | k

d. Housing shortages at Governors Island are currently made up mainly by the Wadsworth facility. A discussion and analysis of proposed actions at the Wadsworth facility have been added to this EA. Many of the civilians who work on the island own homes or may purchase homes in the local community, along with some military personnel.

e. The tree survey of the island was conducted by a reputable local firm and did not recommend these trees for special designation. None of these trees are expected to be significantly affected by the proposed action.

f. The Draft EA was sent to several places to solicit the comments and concerns of the Delaware. No comments were received.

g. This information has been added to Section 3.11. However, the proposed action would not significantly affect these resources as discussed in Section 4.11. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard regarding the cultural resources on the island.

h. The tree maintenance program is a current program to remove dead and diseased trees and maintain trees on the island. This program will be discontinued under the proposed action and replaced by tree maintenance as a part of caretaker activities.

i. The actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island. A coastal consistency determination will be completed for the proposed action addressed in this EA.

j. New information has been obtained on the ethnicity and income status of employees and enlisted personnel on the island and is included in Sections 3.3 and 4.3. No disproportionate impacts are expected to low income or minority populations as a result of the proposed action.

k. It is likely that the greatest environmental impacts would come if the Governors Island property were transferred outside of the federal government. As stated above, the actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island. These are two separate actions. The proposed action of closure would result in the Governors Island property going into caretaker status. The disposal and reuse of the property is a process that would not occur if the decision is not made to close the facility. This decision on the proposed closure is a separate decision.

LCDR Dan Takasugi, USCG
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

March 7, 1995

RECEIVED
-9 MAR 95 12 57
CEU PROVIDENCE

Dear LCDR Takasugi:

Thank you for the opportunity to comment on the environmental assessment (EA) for the closure of US Coast Guard facilities at Governors Island, New York. I am a civilian employee of the U.S. Coast Guard, MLCLANT (s). Because I work for the Coast Guard on Governors Island the proposed action may effect me personally. I offer the following comments solely as a private individual. These comments were not prepared during working hours and do not reflect an official Coast Guard position.

COST/BENEFIT ANALYSIS:

The largest shortcoming of this EA is the utter lack of quantitative data to support the assertion that relocating Coast Guard administrative and/or operational units off of Governors Island will save the Coast Guard money. In short, this document lacks a credible cost-benefit analysis. Since the Purpose and Need For Action (p.8) section states that the primary rationale for the closure of Governors Island is cost savings this shortcoming is a rather glaring one. Some basic questions need to be answered in this regard including:

1) How much does it cost to operate Governors Island presently? (This would be the cost of the No Action alternative) | a

2) How much does the Standard Maintenance alternative save the Coast Guard over the No Action alternative?

3) How much does the Basic Maintenance alternative save the Coast Guard over the No Action alternative and Standard Maintenance alternatives, respectively?

4) Why has the alternative of total closure of all Coast Guard activities on Governors Island been omitted from this analysis? If the two partial closure alternatives will reduce Coast Guard expenditures than surely total closure (disposal) will save much more. I suggest that the disposal alternative be included in the Final EA. If disposal is not included in the EA then a new EA will have to be produced and disseminated for comment prior to any such total closure/disposal of Governors Island by the Coast Guard. | b

EMPLOYEE COMMUTER OPTIONS (ECO):

During preparation of the subject EA New York City pegged Governors Island with the same Average Vehicle Occupancy target as Battery Park area of lower Manhattan. Recently this was changed so that the Governors Island target APO is similar to that of South Brooklyn. The Governors Island APO exceeds that of our target area, therefore, no compliance problem related to the ECO program exists at this time. | c

ENVIRONMENTAL IMPACT STATEMENT:

I urge you to broaden your analysis to include a detailed cost/benefit analysis and soil sampling to ensure that levels of contamination from various suspected toxics are known prior to any disposition of Governors Island. | d

Despite your conclusion that the socio-economic impacts of a closure are negligible, more than 400 civilian employees may lose their jobs. This hardly seems an insignificant impact. | e

4. Sam Shutman

a. Section 1.2 discusses a cost/benefit analysis completed by the Coast Guard that estimates that $33 million could be saved annually by the closure of Governors Island. The standard maintenance alternative would cost approximately $7 million annually, with the basic maintenance alternative costing slightly less.

b. The proposed action is the total closure of Governors Island. Partial closure is addressed in Section 2.4 under Alternatives Considered but Eliminated. Total closure includes maintenance activities that are intended to be carried out in a closed, caretaker condition. These maintenance activities are intended to retain the value of the property by protecting material property, as well as historic value. The actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island.

c. The issue of compliance with the Employee Commuter Options program and the average vehicle occupancy (AVO) has been resolved and has been updated in this Final EA.

d. Any disposal of the Governors Island property to non-federal ownership would comply with CERFA regulations regarding the cleanup and public disclosure of hazardous wastes.

e. The loss of civilian jobs would be an adverse socioeconomic impact but would not be considered significant within the scope of the New York City metropolitan area. As discussed in Section 4.3, less than three hundredths of one percent of the city's resident income could be lost, and approximately one-hundredths of one percent of the city's gross product.

Similar actions under the Base Closure and Realignment Act (BRAC) have undergone full Environmental Impact Statement (EIS) analysis. To comply with the intent of NEPA and the example of the BRAC I urge you to do the same. | f

Sincerely,

Sam Shutman

Copy: M. Arthars

f. BRAC differs from this decision process because BRAC closures are mandated. BRAC closures are not required to analyze the closure decision in an EA or EIS because this decision has been exempted from NEPA regulation by Congress. This proposed closure has not been mandated and this action cannot be categorically excluded, therefore it must undergo NEPA analysis and documentation. BRAC actions are required to evaluate impacts of disposal and often include analysis of reuse as a reasonably foreseeable action. BRAC actions undergo a NEPA process (EA or EIS) during this disposal and reuse process. As stated above, the actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island.

2727 Palisade Avenue
Bronx, NY 10463

March 3, 1995

Lieutenant Commander Dan Takasugi
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

Dear Commander Takasugi,

As a long-term Coast Guard Environmental Protection Specialist based on Governors Island, I have particular concerns about the Coast Guard's plans for the closure of Governors Island and the potential impacts it may have on personnel employed at the base as well as the potential significant impacts to the island's cultural and historical resources. I have reviewed the Environmental Assessment (EA) for the Closure of Support Center New York and offer the following comments.

In dealing with closure, the EA has failed to consider all the activities encompassing closure. Closure goes beyond "turning off the lights and closing the door." Although the EA (Section 2.0, Page 11) states that the proposed action is closure of Governors Island with relocation of all functions and tenant commands, relocation is never discussed in this document. There are presently several large commands and vessels located on Governors Island. In addressing closure, the EA needs to discuss the impacts of relocating these resources, as well as the operating costs and impacts of operation at their new location. By not addressing all the activities associated with closure, you have segmented the action, thereby avoiding assessment of the cumulative impact of the proposed activity. As an example, it is my understanding that as early as this summer, some vessels as well as a portion of the island's industrial operations may be relocated off Governors Island. These activities should be addressed in any environmental review of the closure of the Support Center. a

The premise of the move off Governors Island is to reduce the Coast Guard's operating costs and partially fulfill its goal of an annual $100 million savings. The EA has failed to present any cost data/analysis nor discuss the current operating costs for Governors Island, the cost of closure, a cost comparison for each of the alternatives discussed, the costs associated with breaking contractual agreements with Super 8 Motel and Con Edison (natural gas system), the cost of relocating units presently located on Governors Island and their operating costs after relocation. b

In discussing the proposed action, the EA provides two alternatives: closure with standard maintenance and closure with basic maintenance. It is likely that neither alternative provides sufficient mitigation to protect the island's historic

5. Lewis D. Wunderlich

a. The EA for the closure of Governors Island has been amended to include a discussion and analysis of the relocation sites and activities.

b. Section 1.2 discusses a cost/benefit analysis completed by the Coast Guard that estimates that $33 million could be saved annually by the closure of Governors Island. This analysis will be available to the public in July 1995.

landmarks. Per the Coast Guard's NEPA Implementing Procedures, COMDTINST M16475.1B, "an EIS is prepared when it is concluded that an action has the potential for a "significant" environmental impact." Based upon information presented in the EA for the basic maintenance alternative, it is likely that National Historic Landmark properties will experience significant deterioration due to neglect and lack of maintenance. In light of these potentially significant impacts, the Coast Guard should consider addressing these effects in an environmental impact statement (EIS). Additionally, since a "preferred alternative" has not been selected at this time, per 40 CFR 1502.14(e), the Coast Guard must identify the "preferred alternative" in the final EA.

c

c. Consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard regarding the cultural resources on the island to avoid any significant impacts to these resources. The preferred alternative of standard maintenance has been selected for this Final EA due to its lessened impacts to historic resources.

While several alternatives to closure have been considered, one alternative to closure that was never discussed in the EA is a "high use/maximum occupancy" option whereby some of the commands presently stationed on Governors Island (e.g. Atlantic Area, Maintenance & Logistics Command) may be significantly expanded under streamlining. In lieu of relocation, economies of scale may be achieved by increasing occupancy of the island, thereby "doing more on the island for less" and reducing the overall operating costs on Governors Island.

d

d. The "high use/maximum occupancy" alternative has been analyzed and is presented under the section for alternatives considered but eliminated from further consideration, Section 2.4.

The following comments are tied to specific portions of the EA:

Page 13, Paragraph 1 - It is stated that under closure with standard maintenance, recommended repairs may or may not be instituted. The Coast Guard must decide NOW at what level it will maintain these buildings if the impact of closure is to be accurately assessed. The Coast Guard's statutory obligation to preserve and protect historic resources under its jurisdiction is clearly spelled out under the National Historic Preservation Act. If needed repairs are not carried out under standard maintenance closure, it is likely that significant deterioration will occur to the island's historic resources. If this is the Coast Guard's intention, then the full effect of this decision needs to be addressed in an EIS.

e

e. As stated above, consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard regarding the cultural resources on the island to avoid any significant impacts to these resources and to determine the level of maintenance necessary to avoid such impacts.

Page 13, Paragraphs 4 & 5 - It is unclear at what level ferry service will remain operational and whether it will be passenger only or passenger/vehicular service. Please clarify. With no residents to report a fire, a reduced security force, no automatic fire detection/alarms, a one crew fire department and delayed support from the New York City Fire Department due to nonexistent or reduced ferry service, there is little doubt that a fire on Governors Island under either closure alternative will result in the destruction of Governors Island property and the potential loss of historic resources. This would certainly have a significant impact on these resources and should be appropriately addressed in an EIS.

f

f. Ferry service has been more fully addressed in this Final EA. The level of security and fire protection discussed in the EA would be sufficient to report and suppress minor fires and other natural disasters. This level of security and fire service exceeds that available at nearby Liberty and Ellis Islands.

Page 15, Paragraph 1 - Clarify the basic security and fire support (limited services) that would be provided and

g

differentiate between these services under the basic maintenance alternative and the standard maintenance alternative. Backup services by New York City will likely need to be provided under both maintenance options.

g

g. Security and fire services have been discussed in greater detail in Section 2.2. Backup services are currently provided by the city and will be provided by the city under either alternative.

Page 16, Section 3.0 - Throughout the entire section on the affected environment, the region of influence (ROI) varies for each resource category under discussion. In some instances it appears that ROIs were arbitrarily selected. For instance, it is not clear why the ROI includes Jersey City for land use and Hoboken for socioeconomics. In fact, why stop there since the sphere of economic influence includes the entire tri-state region? In the case of hazardous waste, the ROI includes the New York Harbor area even though wastes are disposed of beyond the harbor boundary. For continuity in assessing the impacts of this project, it may be advantageous to use a common or fixed ROI (e.g. 25 or 50 mile radius around Governors Island).

h

h. The ROI varies by resource as discussed in the introduction to Chapter 3 because it is based on appropriate technical parameters and available information. There is no reason that some resources, such as biological resources, should be discussed for a wider area.

Page 19, Paragraph 1 - It is stated that no master plans have been completed for Governors Island. In 1983, a Support Center New York Development Plan was prepared by Kramer, Chin & Mayo and in 1985 the Coast Guard prepared a Support Center Master Plan.

i

i. This information has been corrected in the text.

Page 20, Section 3.1.2 - Fort Hamilton has been omitted from the list of nearby military uses.

j

j. Fort Hamilton has been added.

Page 23, Section 3.2.2 - It should be noted that Governors Island employees commute from all over the tri-state metropolitan area, not just from communities in lower and middle Manhattan, Staten Island, West Brooklyn and eastern New Jersey. The significance of this statement needs to be clarified with respect to the vessel traffic section it is contained in.

k

k. Although some employees commute from outside the designated ROI, the majority are accounted for in this analysis. If a larger area was assessed, accounting for all commuters, the sensitivity of the analysis would be reduced because a lower percentage of those accounted for would actually be addressed.

Page 27, Sections 3.3.1 & 3.3.2 - It is stated that no data is available regarding the demographics of employees and residents on Governors Island. Information is available on personnel through the MLCLANT Personnel Division located on Governors Island. If the data available is not sufficient to make an "environmental justice" determination pursuant to EO 12898, then a personnel survey should be initiated. How was the EO 12898 determination made in Section 4.3 of the EA if demographic data for Governors Island wasn't considered?

l

l. New data has been received regarding the ethnicity and income status of civilian employees at Governors Island. This data has been added to the analysis in Sections 3.3 and 4.3. No disproportionate impacts are expected to low income or minority populations as a result of this action.

Page 28, Paragraph 2 - As previously stated, the ROI for the socioeconomic resource category does not accurately reflect the true area of socioeconomic influence of Governors Island. Likewise, the ethnic and racial composition of the ROI needs to be reevaluated.

m

m. As discussed above, some employees commute from outside the designated ROI, the majority are accounted for in this analysis. If a larger area was assessed, accounting for all commuters, the sensitivity of the analysis would be reduced.

Page 30, Homeowner Market - The "Coast Guard community" typically includes its civilian employees. For Governors Island, this is 27% of the entire work force. The analysis of the homeowner market fails to include discussions of civilian work force stability nor any discussion of ownership of homes, coop apartments or condominiums by civilians.

n

n. This analysis has been expanded for the Final EA.

Page 34, Fire Protection - It should be noted that the New York City Fire Department has also provided fire fighting assistance on at least one occasion in the past - Bldg 125 attic fire, early 1980's. | o

o. This information has been added.

Page 36, Section 3.5 Hazardous Materials and Waste Management - Pursuant to the Community Environmental Response Facilitation Act (CERFA), the Coast Guard must identify uncontaminated parcels prior to disposal and obtain New York State concurrence (for non-NPL properties). In evaluating Governors Island for contamination, several areas may need further study. In the mid 1980's, leaking underground fuel tanks were replaced at the gasoline station (Bldg. 699) and contaminated soil adjacent to the tanks was removed; however, it remains unclear what level of site investigation, if any, was conducted subsequent to the initial tank removals. Reports by maintenance workers of strong petroleum odors in manholes indicates that contamination may have migrated beyond the tank removal project site. Liberty Village housing, located at the southwest corner of Governors Island, was the former site of Army warehouse operations for the temporary storage of World War I munitions and supplies. Excavations in this area have unearthed numerous 19th century vintage cannon balls, remains of a rail car and a very rare artillery piece (Brooke Rifle c.1862) which is currently on display outside the Governors Island Dining Facility. The Army's "out of sight - out of mind" disposal practices warrants further investigation to ensure that this site is free of hazardous materials as well as cultural resources. | p

p. Compliance with CERFA regulations are necessary when property is transferred out of federal ownership. This document addresses only the action of closure. The actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island.

Page 46, Section 3.8.3 - Additional soil data may be available from the archeological surveys conducted by Louis Berger & Associates - LBA 1987 & LBA 1994. Note that an additional survey was conducted by LBA in 1986 for construction of the Super 8 Motel. | q

q. Additional soils data was added from these reports.

Page 51, Prehistoric Resources - Except for those cultural resource surveys referenced above, no island-wide cultural resources survey has been performed for Governors Island. Per EO 11593, the Coast Guard is obligated to locate, inventory and nominate all cultural and historical resources under its jurisdiction that are eligible for inclusion to the National Register. Additionally caution must be exercised until inventories and evaluations are completed to ensure that register eligible properties are "not inadvertently transferred, sold, demolished or substantially altered." | r

r. Compliance with this regulation would be an issue of the disposal and reuse process. As stated above, this document addresses only the action of closure. The actions of disposal and reuse would be addressed in appropriate environmental documentation if the decision were made to cease Coast Guard activities on Governors Island.

Page 60, Section 4.2.1, No Action - Subsequent to the preparation of this report, the Support Center has met with ECO officials who have agreed to lower the AVO for Governors Island. The new AVO will be based on data from Brooklyn vice lower Manhattan, thereby putting the island into compliance with county requirements. | s

s. The issue of compliance with the Employee Commuter Options program and the average vehicle occupancy (AVO) has been resolved and has been updated in this Final EA.

Page 62, Section 4.3 Socioeconomics - Although not significant, the closure of Support Center New York will no doubt have an | t

adverse effect upon some of its civilian work force, depending upon the availability of new jobs and the relocation of their commands. The EA is misleading in that it implies that both military and civilian positions no longer located on Governors Island will be relocated regionally. It is my understanding that most of the positions that will remain regionally are operational (military), ensuring that essential services currently provided by Governors Island commands are still provided for the area. However, the largest employers of the Governors Island work force, the Atlantic Area and the Maintenance & Logistics Command, will likely depart the region in order to meet the Coast Guard's goal of reducing annual operating costs. Counter to what the EA indicates (p. 63) much of the current Coast Guard spending and military payroll will not be maintained regionally. t

Page 72, Relationship between short-term uses and long-term productivity - As currently proposed, both of the maintenance options may result in permanent damage to historic structures, thereby narrowing the range of their long-term beneficial uses. u

Appendix C - It is apparent from the distribution list that few preservation organizations or public interest/environmental groups have been contacted regarding the proposed undertaking. Additional efforts should be made to ensure that all concerned parties have had ample opportunity to review and comment on the EA. v

Thank you for this opportunity to comment.

Sincerely,

Lewis D. Wunderlich

Lewis D. Wunderlich

t. This information has been revised to reflect that many of the civilian positions will be removed and that some military functions will be moved outside of the New York Harbor area.

u. As stated above, consultation with the New York State Historic Preservation Officer (SHPO) has been initiated by the Coast Guard regarding the cultural resources on the island to avoid any significant impacts to these resources and to determine the level of maintenance necessary to avoid such impacts.

v. The Department of the Interior, National Park Service in New York City was contacted to suggest any other preservation organizations that may be interested. Groups and individuals that may be interested were determined from past requests from the Coast Guard for comments on environmental documentation and from the suggestions of technical experts in each resource area.

APPENDIX D

D-1 Environmental Checklist - Battery Building

D-2 Environmental Assessment - Bayonne

D-3 Environmental Assessment - Rosebank

D-4 Environmental Checklist - Wadsworth

D-5 Environmental Checklist - Sandy Hook

ENVIRONMENTAL ANALYSIS CHECK LIST

The following Environmental Analysis Check List is designed to aid the preparer of an Environmental Assessment in locating areas of potential environmental impacts that may be encountered in the planning process. Any item that is marked with a "YES" must be fully addressed in the ensuing Environmental Document (EIS or EA). If there is no indication of a problem, simply answer with a "NO". If the item is not applicable, mark "N/A". If the answer to the item is unknown, mark "UNK" and follow up on that issue in the Environmental Document.

Project Description:

Interior renovations of the Battery Building, Manhattan, New York

Activity Year: 1996

Prepared By: John R. Vogel

Indicate One
YES,NO,N/A,UNK

1. Effects on Land Use Patterns.

a.	Is the proposed use of the project site inconsistent with land use in the area?	No
b.	Does the project conflict with local zoning ordinances?	No
c.	Has any controversy over land use arisen with other agencies or the public?	No
d.	Will the project result in the relocation of private residences?	No
e.	Will the project result in the relocation of private businesses?	No
f.	Will the project result in public access through the area?	No
g.	Is the proposed architecture inconsistent with the surrounding architecture or landscape?	N/A

2. Effects on the Social Environment.

a.	Will the project involve a significant increase in the population of the community?	No
b.	Will the population increase involve an increase in the population density of the area?	N/A
c.	Will the project require the construction of government housing either now or at a later date?	No
d.	Is there a shortage of support facilities for personnel including schools, hospitals, shopping facilities and recreation facilities?	No
e.	Will the influx of Coast Guard personnel significantly tax these support facilities?	N/A
f.	Will the project involve an increased load on utilities, particularly municipal water supplies and sewage disposal facilities?	No

	Indicate One YES,NO,N/A,UNK
g. Will the project have a significant effect on the economic activities of the area?	No
h. Will the project have a significant effect on any parks or recreation areas?	No

3. Effects on Transportation.

a. Will the project involve significant increased vehicle traffic on surrounding streets and highways either during construction or operation?	No
b. Will the project involve increased waterway traffic either during construction or operation?	No
c. Will the project require rerouting of roads?	No
d. Will the project require rerouting of traffic during construction?	No
e. Is the project located near any existing bottleneck in vehicle or vessel traffic such as a bridge, intersection, bend in the waterway, restricted channel, etc.?	No
f. Is the project likely to create any such obstruction either during construction or operation?	No

4. Effects on Public Safety.

a. Will the project require the storage or explosives?	No
b. Will the project require the storage of large amounts of fuel?	No
c. Will the project include the construction of radio antennae or high voltage radar or microwave structures?	No
d. Will the project include landing facilities for Coast Guard aircraft?	No

Indicate One
YES,NO,N/A,UNK

e. Will the public have open access to hazardous areas? NO

f. Will the project require the storage, treatment, handling, or disposal of hazardous wastes? NO

5. Effects on Noise Levels.

a. Will construction of a facility significantly increase the ambient noise levels of the area? NO

b. Will operation of the facility increase the ambient noise level of the area? (Includes operation of machinery, vehicles, vessels, aircraft, loudspeaker systems, alarms, etc.) NO

c. Will noise levels above the ambient noise levels, from operation at the facility, generally occur past normal working hours? (7 A. M. to 6 P. M.) N/A

d. Will construction activities at the site continue past normal working hours? NO

e. Will operations at the facility include the use of equipment with unusual noise characteristics? NO

6. Effects on Air Quality.

a. Will construction activities adversely affect the ambient air quality due to dust, emission from construction vehicles, open burning, etc.? (Contact state and local Air Quality Agency for determination.) NO

b. Will operation of vehicles, vessels or aircraft at the completed facility adversely affect the ambient air quality? (Contact state and local Air Quality Agency for determination.) NO

c. Will dredging activities result in the release of noxious odors? N/A

	Indicate One YES,NO,N/A,UNK
d. Will industrial activities at the facility result in toxic or unusual air emissions?	N/A
e. Will open burning be carried out at the completed facility?	NO
f. Will a local burning permit be required?	NO
g. Does the action conform to the State Implementation Plan?	Yes
7. Effects on Water Resources	
a. Will the project require any dredging below the MHW line, ordinary high water line, or near or in any wetlands, waterways, or other contiguous bodies of water?	NO
b. Will there be any waterway construction (i.e., piers, docks, dolphins, jetties, ramps, etc.)? If yes, Corps of Engineers Sec. 404 permit may be required.	NO
c. Will there be any filling below MHW required? If yes, Corps of Engineers Sec. 404 permit may be required.	NO
d. Will there be any modification of the stream bed or banks of a waterway?	NO
e. Will there be any diversion of flow in the waterway?	NO
f. Will construction in adjacent waterways result in alteration of the sedimentation characteristic of the waterway?	N/A
g. Will waterfront construction result in an increase in water turbidity?	N/A
h. Will operation of vessels at the facility result in bank erosion due to vessel wake?	N/A
i. Will a Corps of Engineers Section 404 permit be required? (Contact local USACE Office for a determination.)	NO

	Indicate One YES,NO,N/A,UNK
j. Will sewage waste water or other pollutants be discharged into an adjacent waterway?	NO
k. Will an Environmental Protection Agency (EPA) and state permit be required to discharge sewage or waste waters into adjacent waterways? (Contact EPA and State Water Quality Offices for determination.)	N/A
l. Will the project result in upland pollutants flowing into adjacent waterways?	NO
m. Will water runoff laden with silt from an uncovered and unprotected construction site be allowed to enter adjacent waterways?	NO
n. Will construction related debris enter adjacent waterways?	NO
o. Will the project require construction of a well or water intake structure in a natural waterway? (Contact local water and health authorities for possible requirements and permits.)	NO
p. Will the construction of a well or intake structure significantly deplete available water resources?	N/A
q. Will there be any contamination of underground aquifers involved in the project or any adverse impact on an EPA designated sole source aquifer?	NO
r. Will dockside sewage and bilge water collection systems require local and state permits?	N/A
s. Will the temperature of the surrounding water be raised by any discharges resulting from the construction or operation of the project?	N/A
t. Is there a significant possibility of accidental spills of oils, hazardous or toxic materials?	NO

Indicate One
YES,NO,N/A,UNK

8. Effects on Wetlands, Wildlife and Farmlands.

a. Will the project require the removal of any marine/aquatic vegetation?	NO
b. Will the project require the significant removal of any terrestrial vegetation?	NO
c. Will the project involve construction in marshland or wetlands areas?	NO
d. If dredging is required, will the spoil be deposited in a marshland or wetland area either on or away from the project site?	N/A
e. Are there any known rare or endangered species inhabiting the project site?	NO
f. Is the project site within the range of any known threatened or endangered species?	UNK
g. Is the project located inside or near a wildlife refuge or wildlife conservation area?	NO
h. Have the Corps of Engineers, U. S. Fish and Wildlife Service and state fish and wildlife agencies determined that there are significant adverse impacts to any marshland, wetlands and/or wildlife associated with the project area?	N/A
i. Will farmlands or potential farmlands be lost through Coast Guard use?	NO
j. Has the U. S. Soil Conservation Service's State Conservationist objected to the loss of any farmlands?	N/A
k. Has Soil Conservation Service Form #AD-1006 been completed?	N/A

Indicate One
YES,NO,N/A,UNK

9. Effects on Coastal Zone Resources.

a. Does the proposed activity or project require a Coastal Zone Consistency Determination? NO

b. Does the proposed activity effect a barrier island? (If yes, consultation with the U. S. Fish and Wildlife Service is required.) NO

10. Effects on Public Lands.

a. Does the project involve land which is either presently used as a public park or recreation area, or is scheduled for public recreation use in the future? (Contact local or regional planning agency.) NO

b. Does the project restrict any access to any public park or recreation area? NO

c. Is the project located near any public park or recreation area? yes

d. Does the project impact or restrict access to any public use property or facilities? NO

11. Effects on Archaeological or Historical Sites.

a. Is the project site located in any area of archaeological, cultural, or historical significance? (Contact the State Historical Preservation Officer (SHPO) for determination.) NO

b. Is the project site located near any historical site or structure? UNK

c. Will such an archaeological or historical site or structure be altered by the project? NO

d. Does the project restrict access to any site or structure of historical or archaeological significance? NO

Indicate One
YES,NO,N/A,UNK

12. Notification of and Comments from Public Agencies and Public Interest Groups.

a. Have appropriate state, regional, and local governments raised objections to the proposed project? NO

b. Has the State Historical Preservation Officer raised objections to the proposed project? (National Historic Preservation Act) NO

c. Has the State Coastal Zone Management Officer raised objections to the proposed project? (Coastal Zone Management Act) NO

d. Has the U. S. Fish and Wildlife Service raised objections to the proposed project in regard to fishery and wildlife protection (Fish and Wildlife Coordination Act, endangered species (Endangered Species Act), or habitat protection (Protection of Wetlands-Executive Order 11990)? NO

e. Has the Corps of Engineers raised objections to the proposed project in regard to floodplain construction (E.O. 11296) and water quality (Clean Water Act)? NO

f. Has the EPA raised objections to the proposed project in regard to air quality (Clean Air Act), and water quality (Clean Water Act)? NO

g. Will any public park or recreational area, wildlife or waterfowl refuges, or historic sites of national, state, or local significance be affected directly or indirectly (Department of Transportation Act - Section 4(f))? NO

h. Has any public interest group (e.g., Sierra Club or League of Women Voters) raised any objections to the proposed project? NO

13. Summary of Permits Required (If any):

None

14. Outstanding Issues to be resolved:

None

ENVIRONMENTAL ASSESSMENT

FOR

RELOCATION OF COAST GUARD WATERCRAFT AND PERSONNEL

TO

MILITARY OCEAN TERMINAL - BAYONNE

BAYONNE, NEW JERSEY

(Final EA Document)

May 1995

United States Coast Guard
Facilities Design and Construction Center Pacific
915 Second Avenue, Room 2664
Seattle, Washington 98174-1011

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EXECUTIVE SUMMARY

The Coast Guard has tasked a study team to explore ways to reduce the Coast Guard's annual budget. It is estimated that the closure of Governor's Island would save approximately $33 million in annual facility maintenance costs. If closure is selected, local service providing functions would be moved to other locations within the greater New York harbor area to avoid adverse impacts. The proposed action under study in this environmental assessment would relocate Aids to Navigation and cutter personnel, vessels, and support equipment from their current location on Governor's Island to Military Ocean Terminal, Bayonne (MOTBY). As a result, housing accommodations will be required for 93 personnel plus dependents, and moorage for nine vessels.

The purpose of this Environmental assessment is to provide information and comparative analyses for determining whether to prepare an Environmental Impact Statement or to adopt a Finding of No Significant Impact for the proposed action. The major issues addressed in this document relate to the possibility of impacts resulting from the watercraft operations along with impacts resulting from increasing the work day population of the site. Table 1 provides an overview of the potential impacts of the "proposed action" and the "no action" alternatives.

Impacts to Coast Guard missions are minor in that the functions are proposed to be relocated only 3 miles from their current location on Governor's Island. MOTBY and Governor's Iland are centrally located within the area of responcibility for the ANT and cutters.

Impacts to the shore facility are limited to those resulting from: the construction of a new ANT/Cutter Support Building; construction of an outdoor secure storage area; installation of mooring facilities; and the fueling of vessels. Relocating personnel to MOTBY will provide additional parking and transportation impacts of a minor nature. The addition of 93 personnel to the existing work day population of MOTBY (2,700) will not result in any significant impact to the existing infrastructure at MOTBY or the surrounding area. It is anticipated that personnel with families will reside at existing Coast Guard housing at Wadsworth, on Staten Island, and unaccompanied personnel will reside at the existing Bachelor Enlisted Quarters (BEQ) at MOTBY, or at the BEQ at Wadsworth. Construction of new housing will not be required. If the Department of Defense (DOD) closes MOTBY, the Coast Guard installation will partially moderate the impacts of the transition from a military supply depot to other uses.

Environmental Resource	Proposed Action	Alternative
Geology and Soils	Temporary Sediment Disturbance during construction of floating dock	No Impact
Hydrology/Water Quality	No Impact	No Impact
Vegetation and Wildlife Habitat	No Impact	No Impact
Wetlands	No Impact	No Impact
Threatened and Endangered Species	No Impact	No Impact
Land Use	Increase in Administrative daytime site population during working hours, and in watercraft support personnel on standby outside of working hours.	No Impact
Utilities	Minor increase in demand on utilities. Increase demand for water, sewage facilities, and electricity would remain within capacities of existing systems.	No Impact
Vehicular Traffic	Minor increase in traffic entering and exiting Motby	No Impact
Air Quality	Temporary air pollutant emissions during construction, and local increase from watercraft operations. No net change within ACQR	No Impact
Noise	Temporary noise impact emissions during construction, and longer term increase from watercraft operations.	No Impact
Hazardous Materials	Fueling operations requires strict adherence to SPCC Plan	No Impact
Cultural Resources	No Impact	No Impact

1.0 PURPOSE AND NEED

1.1 INTRODUCTION

The proposed action will implement the relocation of Coast Guard cutters and Aids to Navigation Team (ANT) to the Military Ocean Terminal, Bayonne (MOTBY). The action would transfer the USCG cutters RED BEECH, PENOBSCOT BAY and STURGEON BAY, along with two 65' tug boats, two 46' buoy tenders (BUSL) and two 21' trailer-mounted (TANB) vessels, with 93 personnel to MOTBY. To perform the required mission at MOTBY, the units will require moorage for the vessels, indoor storage, shop space and outdoor storage. New floating docks will be required for the 65', 46' and 21' vessels. Modifications to the wharf area will be required to accommodate the cutters.

1.2 PROJECT LOCATION

MOTBY is a 437-acre, man made peninsula that extends into Upper New York Bay from it's anchor point at Bayonne, New Jersey. Two areas being considered as the project location include the south waterfront, east of building # 41 (option 1), and the north water front at lot 65 (option 2), as shown in Figure 2.

1.3 ISSUES AND CONCERNS

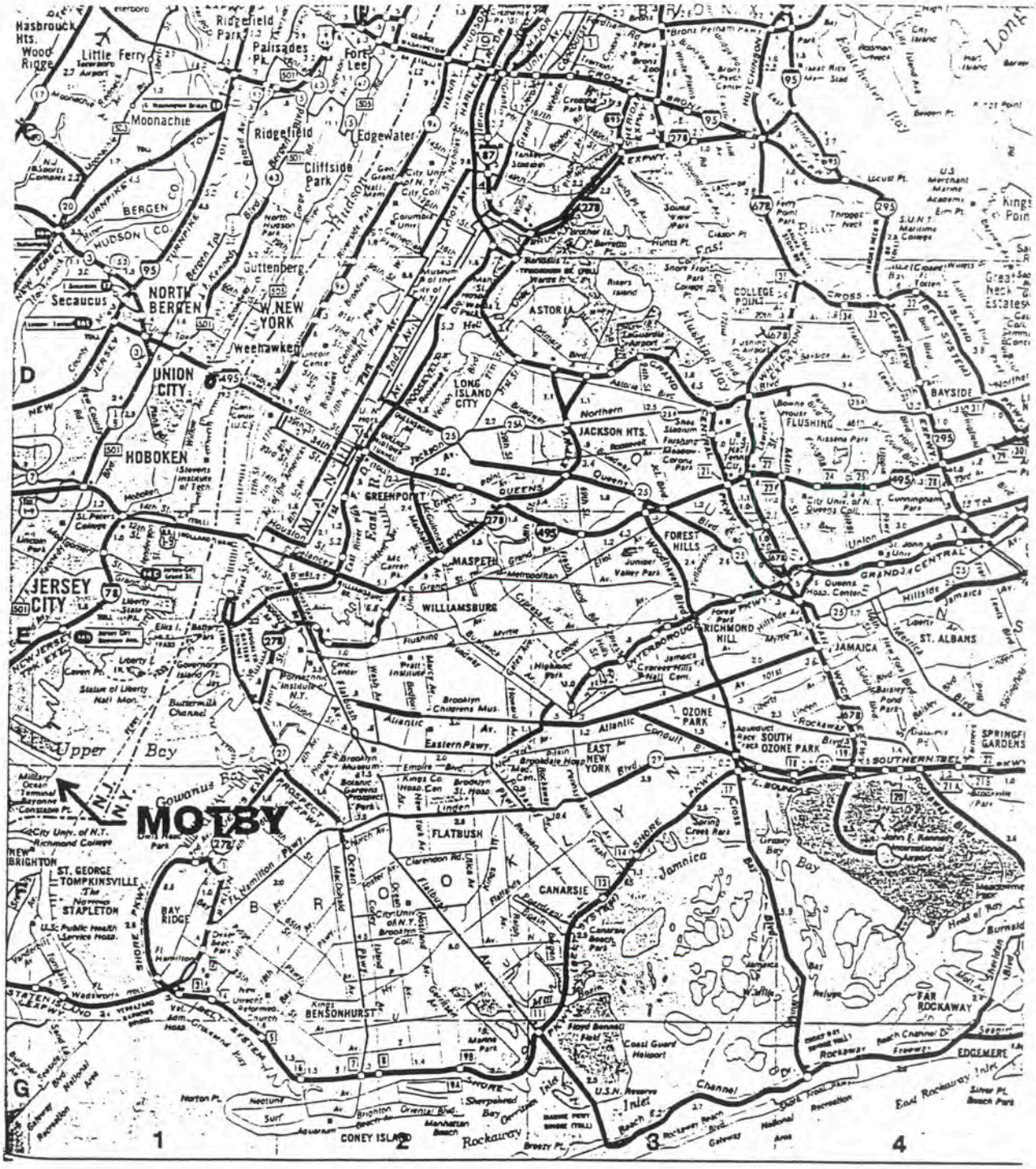
The issues and concerns associated with the proposed action are predominantly associated with watercraft operations. All impacts are considered to be very minor insofar as the site has continuously been operated as a major military shipping installation continuously since 1940, and relocation of the Aids to Navigation and icebreaking functions from Governor's Island will have only minor effects on these missions. Concerns with water craft operations are: 1) Construction related activity to modify the existing waterfront area to handle the specific vessels; and 2) Environmental requirements associated with watercraft operations, notably fueling operations and shoreside maintenance activities. A summary of environmental impacts is provided in Table 1.

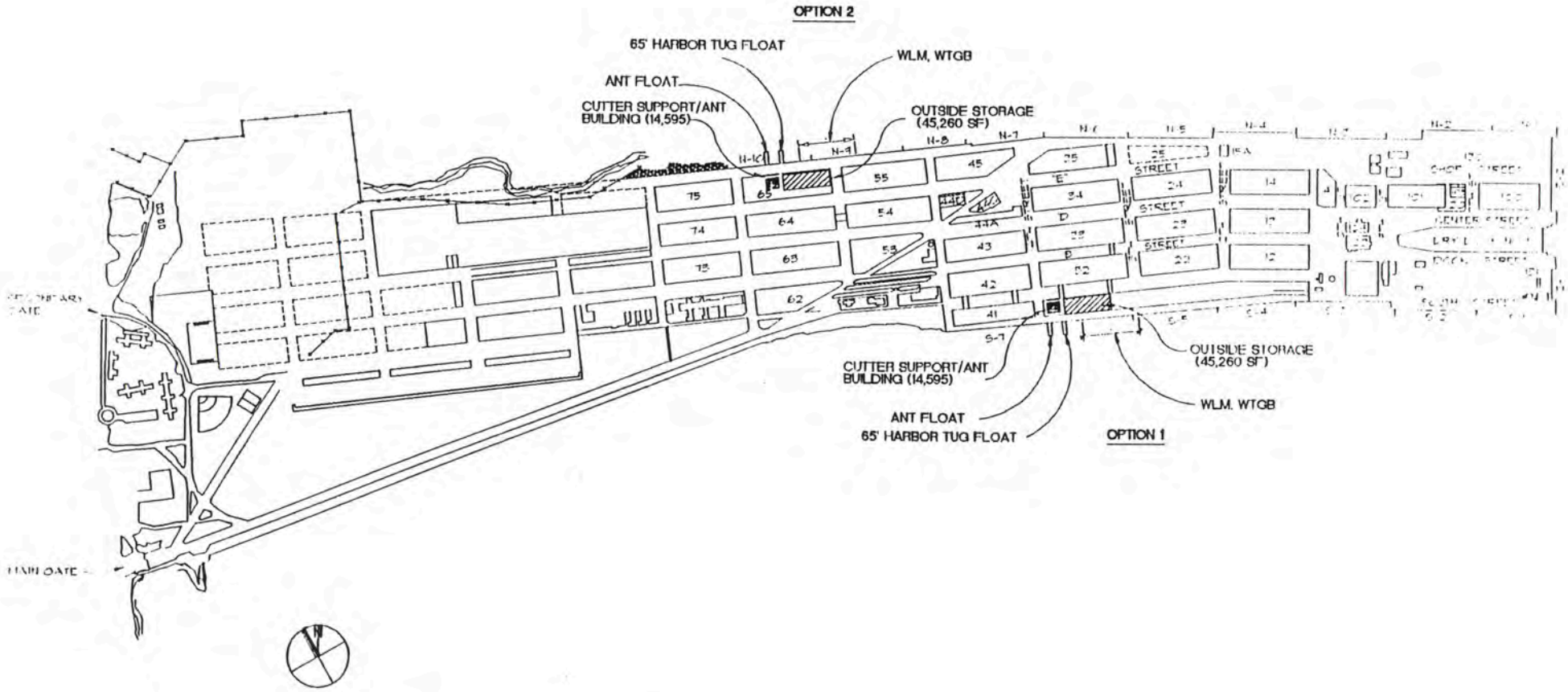
1.4 PERMITS AND APPROVALS

1.4.1 Federal Permits and Approvals

U.S. Army Corps of Engineers review and permitting will be required for in-water work necessary to modify the existing waterfront area for moorage of Coast Guard vessels.

Figure 1. VICINITY MAP




OPTION 2
65' HARBOR TUG FLOAT
ANT FLOAT
CUTTER SUPPORT/ANT BUILDING (14,595)
WLM, WTGB
OUTSIDE STORAGE (45,260 SF)
OUTSIDE STORAGE (45,260 SF)
CUTTER SUPPORT/ANT BUILDING (14,595)
ANT FLOAT
65' HARBOR TUG FLOAT
WLM. WTGB
OPTION 1
MAIN GATE
500 250 0 500 1000

1.4.2 State Permits and Approvals

Coastal Zone consistency determination is required from the State of New Jersey, Department of Environmental Protection and Energy.

2.0 PROPOSED ACTION AND ALTERNATIVE

2.1 INTRODUCTION

The Coast Guard has tasked a study team to explore ways to reduce the Coast Guard's annual budget. It is estimated that the closure of Governor's Island would save approximately $33 million in annual facility maintenance costs. If closure is selected, local service providing functions would be moved to other locations within the greater New York harbor area to avoid adverse impacts. The proposed action under study in this environmental assessment would relocate Aids to Navigation and cutter personnel, vessels, and support equipment from their current location on Governor's Island to MOTBY. As a result, housing accommodations will be required for 93 personnel plus dependents, and moorage for nine vessels.

2.2 DESCRIPTION OF PROPOSED ACTION

2.2.1 Relocation of Personnel

The affected personnel and dependents stationed at Governors Island would be reassigned to MOTBY. It is anticipated that personnel with families will reside at Coast Guard housing at Wadsworth, on Staten Island, and unaccompanied personnel will reside at the existing Bachelor Enlisted Quarters (BEQ) at MOTBY. If the Department of Defense (DOD) closes MOTBY, unaccompanied personnel will likely live at the BEQ at Wadsworth. Construction of new housing will not be required.

2.2.2 Watercraft Operations

The project will require installation of a 200 foot (approximate) long floating dock to provide moorage for the two BUSL, two tugs, and two TANB vessels. The option 1 project site (south shore) would be utilized if the DOD choses not to close MOTBY, and would require construction of a wharf and installation of fendering and mooring systems for boat berthing. The option 2 project site (north shore) would be utilized if the DOD closes MOTBY and includes a relatively new wharf that would require only minor revisions such as installation of fendering and mooring systems. Shore ties will be required to provide utilities to all vessels. A fueling system is required for the BUSL and TANB vessels.

2.2.3 Construction of New Building

The Coast Guard originally considered renovation of the eastern portion of the first floor of the existing building #41 for ANT/Cutter support. An investigation of building #41 has resulted in the determination that renovation of a portion of this structure for Coast Guard use is not feasible. Of particular concern was the maintenance of the building envelope, which is in particularily poor condition. Therefore, the proposed action to construct a new ANT/Cutter Support building has been developed to eliminate these uncertainties of maintenance. Relocation to MOTBY would require construction of a new 14,569 square foot building. This new building would be owned by the Coast Guard.

2.2.4 Exterior Secure Space

The project will require an area of 45,260 square feet to be utilized for parking with portions fenced to provide storage for vehicles, trailer-mounted vessels (TANB), supplies, buoys and other Aids to Navigation material.

2.3 NO ACTION ALTERNATIVE

If the proposed modifications discussed in 2.2.2 through 2.2.4 are not performed, the site would not be a viable option to accommodate the relocation of vessels and personnel. The Aids to Navigation and cutter functions would either remain at Governor's Island, or relocate to another location in the New York harbor area.

3.0 EXISTING ENVIRONMENT

3.1 PHYSICAL ENVIRONMENT

3.1.1 Climate

The climate of Bayonne is subject to both continental and oceanic influences. It experiences frequently changing weather produced by passing fronts and low pressure systems. Proximity to the Atlantic Ocean results in maritime influences particularly when storm centers move in a northerly direction along the Atlantic seaboard during the summer months (US Navy 1990).

The average mean temperature is 54 degrees F. Periods of very hot weather are associated with a WSW flow of air having a long trajectory over the central United States. Extremely cold weather is usually related to quickly moving outbreaks of cold

air traveling southeastward from the Hudson Bay region. Sub-zero temperatures are experienced in one out of four winters in the metropolitan area.

The New York metropolitan area experiences moderate and evenly distributed precipitation throughout the year. Normal annual rainfall is approximately 41 inches, with about 25 inches occurring between April and October. Average annual snowfall is approximately 31 inches and generally occurs on approximately 35 days between November and April (US Coast Guard 1995).

3.1.2 Topography/Bathymetry

MOTBY is a man-made peninsula constructed using dredge and fill techniques. The upland topography is generally flat with average elevations about 11 feet above mean low water. Water depths in the proposed mooring area range from 25 to 35 feet below mean low water.

3.1.3 Hydrology/Water Quality

The prominent water surface feature adjacent to MOTBY is the New York Harbor estuarine system dominated by the Hudson, East, and Raritan Rivers which flow into Upper and Lower New York Bay. In the MOTBY area, the tidal range is approximately 4.5 feet. The hundred year flood elevation is estimated at 8.6 feet (NGVD based upon mean sea level). Salinity concentrations within the Upper Bay are variable and are sensitive to episodic or seasonal freshwater contributions from the Hudson River and other sources, and upon the degree of tidal flushing. Typical salinity ranges are from 25 to 33 parts per thousand. The surface water quality of New York Harbor in the vicinity of MOTBY is directly affected by the water quality of contributions from the Hudson River flow into the Upper bay, and the degree of mixing and flushing with waters of the Lower Bay. The Interstate Sanitation Commission (ISC; New York/New Jersey/Connecticut regulatory authorities) has established water quality classification in the MOTBY area. The ISC has designated the area as B-1. The B-1 designation indicates waters suitable only for secondary contact recreation, thus limiting the use of these harbor waters to fishing, boating and related activities. Primary contact uses and recreation, such as swimming and shell fishing, are prohibited (U.S. Navy 1990).

3.1.4 Noise

Noise levels at the MOTBY site are typical of highly urbanized and industrialized areas. Since MOTBY is a major marine shipping and receiving terminal for the Department of Defense, it generates noise typical of major port facilities.

3.1.5 Air Quality

Bayonne is part of the New Jersey-New York-Connecticut Interstate Air Quality Control region (ACQR). Ambient air quality in the

region is typical of heavily urbanized environments. High levels of ozone are indicative of a regional problem attributed to hydrocarbons and nitrogen-dioxide emissions and their subsequent reactions. The entire ACQR is classified as a non-attainment area for ozone and carbon monoxide. Bayonne is either unclassified or classified as being in attainment with regard to particulates, sulfur dioxide, lead, and nitrogen dioxide standards (US Coast Guard 1993).

3.1.6 Hazardous Materials

Prior to design of the the proposed facilities, a hazardous material survey will be conducted. This survey will identify potential hazards that would require remediation to perform the necessary construction any operations. It is likely that sampling will be conducted for identification of lead containing paint, PCB containing light fixtures, asbestos containing material, and contaminated soil.

3.1.7 Wetlands

Neither of the proposed project sites encompass any wetlands.

3.2 BIOLOGICAL ENVIRONMENT

3.2.1 Vegetation

3.2.1.1 Terrestrial Vegetation

The MOTBY site consists of developed land (i.e. buildings, paved roads, paved parking areas). The proposed sites do not contain vegetation.

3.2.1.2 Marine Vegetation

A visual inspection of the project sites indicates no obvious presence of marine vegetation.

3.2.1.3 Threatened and Endangered Species

No federally or state-listed or proposed threatened or endangered flora are known to occur within the proposed project sites.

3.2.2 Wildlife

3.2.2.1 Mammals

Mammals found on the vicinity of MOTBY include muskrat, eastern cottontail rabbit, meadow vole, Norway rat, house mouse and probably the white-footed mouse, opposum, and striped skunk.

3.2.2.2 Birds

The birdlife in the Upper Bay, including the project area, is typical of the coastal fringe and the total metropolitan area. Waterfowl most commonly observed around Liberty Island during the winter include mallard, black duck, gadwall, American widgeon, canvasback, greater scaup, buffelhead, and ruddy duck. Wading birds seen include the great blue heron, green heron, snowy egret, and glossy ibis. Songbird distribution is typical of the general urban area (US Army 1987).

3.2.2.3 Marine Fish and Invertebrates

There are over fifty species of fish that may inhabit the area around MOTBY. Common or abundant species include alewife, American eel, American shad, bay anchovy, spotted hake, spotfin butterfly fish and winter flounder. Invertebrates populating the general area include blue crab (in Newark Bay), eastern oyster, and various species of benthic organisms including arthopods, insects, molluscs, gastropods, bryozoans and tunicates (US Army 1987).

3.2.2.4 Threatened and Endangered Species

Except for an occasional transient bald eagle or peregrine falcon, no other federally-listed or proposed threatened or endangered fauna are known to occur in the project area.

3.3 SOCIOECONOMIC ENVIRONMENT

3.3.1 Land Use

MOTBY is located on a man made peninsula jutting into the Upper Bay from it's terminus on the eastern shore of Bayonne, New Jersey. The land surrounding the project site is developed for container shipping, military supply depot, and base housing.

3.3.1.1 Security

MOTBY, as a military facility, is a closed post. Proper identification and a destination are required for entry. MOTBY has it's own police force, fire department, ambulance service and medical clinic. The current recommendation to close MOTBY, if implemented, could modify the security of the facility. If MOTBY

does close, it is reasonable to assume than the facility would continue as a waterborne commerce shipping terminal. It is likely that future landowners would maintain a level of security necessary to protect the public from the operational dangers of a marine terminal.

3.3.1.2 Traffic/Parking

MOTBY is reportedly Hudson County's largest employer. The daily combined population averages about 2,700. Although traffic volumes are high during all working hours, they are highest during the morning and evening commuting periods. Roads at MOTBY are currently considered to be adequate. Additional parking will be required for employees and visitors at the project site.

3.3.1.3 Housing

On-post military housing quarters are provided at MOTBY for 124 military families. On-post housing currently has an occupancy rate of 70 - 85%.

3.3.1.4 Recreational Opportunities

Recreational opportunities existing at MOTBY for residents include ballfield, swimming pool, aerobics and weight rooms, basketball, tennis and racquetball courts.

There are no parks or similar outdoor recreation facilities in the immediate vicinity of the MOTBY. The nearest parks, Memorial Park in Bayonne and Mercer Park in Jersey City, are located 1.6 miles west and 1.9 miles west respectively. These are urban parks, abutting the Con Rail lines and near Interstate 78. The nearest parks that draw on substantial natural/scenic value to enhance user enjoyment are Hudson County Park and Liberty State Park, 2.1 miles west and 1.5 miles north of MOTBY respectively. Liberty Island (Statue of Liberty National Monument) is 1.7 miles northeast. The opportunity for recreational fishing is offered by Caven Point Pier (located 1.0 mile north of MOTBY. Caven Cove is designated by the State of New Jersey as a natural area, officially recognizing the Cove itself as a site with significant natural resource value (US Army 1987).

3.3.2 Utilities and Infrastructure

The existing electrical, telephone, domestic water, sanitary and storm sewer systems are adequate for the industrial nature of MOTBY at the present time.

3.3.3 Archaeological and Cultural Resources

MOTBY is constructed upon a man-made peninsula dating from the 1940s. There are no known archaeological our cultural resources in or near the project area.

3.3.4 Coast Guard Operations

The aids to navigation and cutter functions for the New York harbor area are currently housed on Governor's Island, three miles north east of MOTBY. The Aids to Navigation Team repairs, maintains and services the aids to navigation in the greater New York harbor area. These activities require the storage and handling bouys, batteries, lights, dayboards and replacement parts for aids to navigation structures. Minor maintenance of these items and the associated vessels take place at the ANT facility, but major maintenance of vessels and bouys, take place in commercial shipyard and industrial facilities operated off site by contractors. The Coast Guard cutters perform functions including bouy tending, ice breaking and marine environmental protection.

4.0 IMPACTS AND MITIGATIONS

4.1 CONSEQUENCES OF THE NO ACTION ALTERNATIVE

The no action alternative provides for no relocation of Coast Guard personnel, functions or watercraft to MOTBY. These functions would therefore remain at Governor's Island, or be relocated to another location within the New York harbor area. The no action alternative would result in no new environmental impacts at MOTBY.

4.2 CONSEQUENCES OF THE ACTION ALTERNATIVE ON THE PHYSICAL ENVIRONMENT

4.2.1 Topography/Bathymetry

No major changes are expected to the site topography/bathymetry as a result of the action alternative.

4.2.2 Hydrology/Water Quality

No changes are expected to the site hydrology as a result of the action alternative. Additional vehicles will impact the storm water collection system by placing more traffic on the paved areas of the site. Proper design of outdoor storage areas will prevent storage activities from impacting storm water. Water quality in the adjacent harbor will receive minimal relocated impact as a result of vessel operations. No net increase in impacts will result since the watercraft will leave Governor's Island to move to MOTBY.

4.2.3 Noise

Noise impacts associated with the action alternative will fall into two categories. First, there will be temporary noise during the construction of the ANT/Cutter Support building, outdoor storage, and wharf areas. Second, there will be some additional noise associated with the operations of watercraft during arrivals and departures.

Construction and operational noise can be minimized by careful scheduling of the work to coincide with daylight working hours during the week.

4.2.4 Air Quality

There will be no change in air quality within the boundary of the ACQR, since operations will be moved only three miles from Governor's Island to MOTBY.

4.2.5 Hazardous Materials

The proposed action will provide a small increase in maintenance activities at MOTBY. These will easily be contained and controlled by a comprehensive spill control and hazardous materials management program. Large scale maintenance and overhauls of buoys and equipment will be performed at contractor-owned industrial facilities located off site. Therefore, only small amounts of hazardous wastes will be generated at the project site. The waste stream is likely to include used batteries, paints, and spent solvents.

4.2.6 Wetlands

The proposed project sites do not encompass any wetlands.

4.3 CONSEQUENCES OF THE ACTION ALTERNATIVE ON THE BIOLOGICAL ENVIRONMENT

4.3.1 Vegetation

The proposed project sites do not encompass any terrestrial or marine vegetation.

4.3.2 Wildlife

Mammals found in the vicinity of the project may be temporarily affected by the noise during renovation activities. However, once construction is completed, no adverse affects are expected.

4.3.3 Birds

Birds found in the vicinity of the project may be temporarily affected by the noise during renovation activities. However, once construction is completed, no adverse affects are expected.

4.3.4 Marine Fish and Invertebrates

Fish and invertebrates are not expected to be adversely impacted by construction or operations.

4.4 CONSEQUENCES OF THE ACTION ALTERNATIVE ON THE SOCIOECONOMIC ENVIRONMENT

4.4.1 Land Use

4.4.1.1 Security

MOTBY, as a military facility, would continue to be a secure post. If MOTBY is closed and reutilized as a commercial marine terminal, it is likely that future landowners would maintain a level of security necessary to protect the public from the operational dangers of a marine terminal. In that this level of security is likely to be less than that provided by the military, it may be necessary to add security fencing around the Coast Guard area.

4.4.1.2 Traffic

The proposed addition of 93 personnel to MOTBY will not result in a significant increase in traffic.

4.4.1.3 Housing

The action alternative will not require the addition of any housing units. The existing base housing vacancy rate is sufficient to absorb unaccompanied personnel while existing family housing at Wadsworth is expected to house personnel with families. If MOTBY housing is not available due to closure, sufficient housing for unaccompanied personnel is also available at Wadsworth.

4.4.1.4 Recreational Opportunities

Recreational opportunities at MOTBY will not be significantly impacted by the action alternative.

4.4.1.5 Utilities and Infrastructure

Modification to the utilities in immediate project area will be required. However, the existing utilities at MOTBY are sufficient to provide for the slight increase in demand due to the action alternative.

4.4.2 Archaeological and Cultural Resources

Archaeological our cultural resources will not be impacted by the action alternative.

4.4.3 Coast Guard Operations

Relocation of the ANT and cutters from Governor's Island to MOTBY, a distance of 3 miles, would result in only minor changes in operations. In instances where the trailered vessels are used for servicing aids to navigation, the travel time will be substantially reduced with a mainland based operation such as at MOTBY, verses the existing island based operation. In that both MOTBY and Governor's Island are centrally located within the greater New York harbor area, travel time for cutters would be relatively unaffected.

4.5 CUMULATIVE IMPACTS

There are few if any cumulative impacts likely to result from the action alternative. There are no increases in the level of activity or consumption of resources as a result of the proposed relocation.

4.6 MITIGATION

4.6.1 In-Water Mitigation

Should in-water construction activities be required, the major impacts will be short-term and consist of construction noise, water quality impacts on turbidity. Mitigation of construction activities will be accomplished with a combination of scheduling/timing decisions, application of best management practices, and compliance with the U.S. Army Corps of Engineers permitting process.

4.6.2 Upland Mitigation

Upland mitigations will consist of maintenance of proper stormwater runoff control structures and proper implementation of SPCC plans associated with the operations planned for the project site and its waterfront. Proper design of the ANT/Cutter Support building and the exterior secure space will provide for the containment of the small amounts of hazardous materials that may be employed in maintenance activities. Careful siting and engineering of the watercraft fueling facilities will be combined with comprehensive spill prevention, control and containment actions to protect the environment from fuel related releases. Short term construction noise may be controlled by limiting operations to weekday daytime operations.

5.0 LIST OF PREPARERS

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7.0 LITERATURE CITED

U.S. Army Corps of Engineers (1987) Final Environmental Impact Statement, Port Jersey Channel Navigation Project, Bayonne and Jersey City, New Jersey.

U.S. Coast Guard (1993) Directory of Coast Guard Facilities Located Geographically in EPA Nonattainment Areas.

U.S. Coast Guard (1995) Environmental Assessment for Relocation of Watercraft and Personnel to U.S. Coast Guard Housing at Rosebank, Staten Island, New York

U.S. Navy (1990) Master Plan - Naval Station New York, New York

U.S. Navy (1990) Environmental Assessment for Construction of a Boat Ramp at Caruso Park, Naval Station New York, New York

APPENDIX A

AGENCY COORDINATION LETTERS

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION II
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, NEW YORK 10278-0012

MAR 3 1 1995

Jerald Johnson, Chief
Design Division
U.S. Coast Guard
915 Second Avenue, Suite 2664
Seattle, Washington 98126-1011

ATTN: John R. Vogel

Dear Mr. Johnson:

The Environmental Protection Agency (EPA) has reviewed the February 24, 1995 draft environmental assessment (EA) for the proposed relocation of certain personnel, watercraft and support equipment from Governors Island to the Military Ocean Terminal (MOTBY) in Bayonne, New Jersey. The purpose of the action is to aid in the reduction of the U.S. Coast Guard's (USCG) annual budget. The EA discusses two alternatives: 1) no action; and 2) the proposed action. Specifically, the proposed action involves relocation of 71 personnel (from approximately 2300 on Governors Island) and nine vessels, and concludes that this action will have no significant impacts.

As we indicated in our March 17, 1995 letter to Commander J. A. Florin (copy enclosed), the impact of the proposed closure of the Technical Support Center on Governors Island depends, in part, on the selection of new sites for those functions to be relocated. In order to accurately assess the impacts of the entire project, the information in this EA should be included as part of the documentation on the closure of the Support Center.

The stated need for the proposed action is to help reduce the USCG's annual operating costs. However, the actual costs and benefits associated with this action are not discussed in the document. Accordingly, the economic benefits of the relocation of functions elsewhere in the same high cost area are unclear. The final EA should indicate whether a cost/benefit analysis for the closure and relocation process (to all sites) has been completed and how it addresses this issue. In addition, it should be noted that the Department of Defense has recently placed MOTBY on its official list of bases to be closed. The final EA should assess the viability and impacts of relocating to MOTBY in light of this possible closure.

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The draft EA indicated the number of personnel and vessels to be relocated to MOTBY, and states that to perform the required mission there, vessel moorage, indoor and outdoor storage, and shop space would be required. The EA should include additional detail regarding the activities to be performed by each component of the group to provide the necessary background for an assessment of the possible impacts.

Thank you for the opportunity to comment. Should you have any questions concerning this letter, please contact Ms. Maeve Arthars of my staff at (212) 264-6718.

Sincerely yours,

Laura J. Livingston, Assistant Chief
Environmental Impacts Branch

Enclosure

cc: J. Florin, USCG

State of New Jersey

DEPARTMENT OF ENVIRONMENTAL
PROTECTION AND ENERGY
DIVISION OF PARKS AND FORESTRY
HISTORIC PRESERVATION OFFICE
CN 404
TRENTON, NJ 08625-0404
TEL. # 609-292-2023
FAX. # 609-292-8115

CHRISTINE TODD WHITMAN
Governor

ROBERT C. SHINN, JR.
Commissioner

March 29, 1995
HPO-C95-215

Mr. John R. Vogel, Environmental Engineer
U.S. Coast Guard
915 Second Ave., Suite 2664
Seattle, WA 98126-1011

Dear Mr. Vogel:

As Deputy State Historic Preservation Officer for New Jersey, in accordance with 36 CFR Part 800: Protection of Historic Properties, as published in the Federal Register 2 September 1986 (51, 169, 31115-31125), I am providing **Consultation Comments** for the following project:

Hudson County, Bayonne
Military Ocean Terminal - Bayonne
Relocation of Watercraft and Support Personnel, Including Renovation of Portions of Building 41
United States Coast Guard
U.S. Department of Transportation

800.4 Identifying Historic Properties

I do not have enough information to evaluate the eligibility of Military Ocean Terminal - Bayonne. There is certainly the possibility that portions of the Terminal may meet Criterion A of the National Register of Historic Places, in connection with the transport of war materiel to the European Theater in World War II.

800.5 Assessing Effects

The proposed project will have no effect on properties listed on, or eligible for listing on the National Register of Historic Places.

Should there be any questions, please contact Daniel Saunders of my staff at (609) 984-0140.

Sincerely,

James F. Hall
Deputy State Historic
Preservation Officer

JH\ds95859

State of New Jersey
DEPARTMENT OF COMMUNITY AFFAIRS
101 SOUTH BROAD STREET
CN-800
TRENTON NJ 08625-0800

CHRISTINE TODD WHITMAN
Governor

HARRIET DERMAN
Commissioner

March 31, 1995

Jphn R. Vogel
US Dept of Transportation
US Coast Guard
Facilities Design & Constr Ctr Pacific
915 Second Ave - Suite 2664
Seattle WA 98126-1011

RE: SAI NUMBER: NJ 95-9003 CFDA NUMBER: .
APPLICANT: US Dept of Transportation
US Coast Guard
Facilities Design & Constr Ctr Pacific
915 Second Ave - Suite 2664
Seattle WA 98126-1011
CONTACT: John R. Vogel (206) 220 - 7387 EXT

FED PROGRAM: Direct Development Activity
PROJECT: Relocation of Coast Guard Watercraft & Personnel to Military Ocean Terminal - Bayonne (MOTBY) Bayonne, NJ: Env. Assmt.

NOTICE OF COMPLETION OF INTERGOVERNMENTAL REVIEW REQUIREMENT

Pursuant to the system developed in New Jersey for the intergovernmental review of applications for Federal financial assistance and Direct Federal development activities, the above referenced project has been submitted to the State Review Process and no comments have been received.

Should you have any questions, please do not hesitate to contact us at (609) 292-9025.

Sincerely,

Andrew J. Jaskolka
Administrator
Intergovernmental Review Unit
for the Single Point of Contact
NEW JERSEY STATE REVIEW PROCESS

c: Applicant

United States Department of the Interior

FISH AND WILDLIFE SERVICE

Ecological Services
927 North Main Street (Bldg. D1)
Pleasantville, New Jersey 08232

Tel: 609-646-9310
FAX: 609-646-0352

IN REPLY REFER TO:

FP-95/05

March 17, 1995

John R. Vogel, Environmental Engineer
U.S. Coast Guard
915 Second Avenue, Suite 2664
Seattle, Washington 98174-1011

Dear Mr. Vogel:

This responds to Jerald Johnson's letter of February 24, 1995 to the U.S. Fish and Wildlife Service (Service) regarding the relocation of watercraft and support personnel to the Military Ocean Terminal - Bayonne (MOTBY), Bayonne, New Jersey. The U.S. Coast Guard has prepared a preliminary Environmental Assessment (EA) relocating Coast Guard watercraft and personnel from Governor's Island, New York to Bayonne, New Jersey. The purpose of the proposed action is to reduce the Coast Guard's annual budget. The Service has reviewed the EA and offers the following comments.

Authority

The following comments provide technical assistance only and do not represent the review comments of the Department of the Interior on any forthcoming environmental impact statement pursuant to the National Environmental Policy Act of 1969 as amended (83 Stat. 852; 42 U.S.C. 4321 *et seq.*), or preclude separate review and comments by the Service as afforded by the Fish and Wildlife Coordination Act (48 Stat. 401; 16 U.S.C. 661 *et seq.*). This response also does not preclude Service comments on issues related to the Endangered Species Act of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

Federally-listed Species

Enclosed are summaries of federally-listed and candidate species in New Jersey for your information. Except for an occasional transient bald eagle (*Haliaeetus leucocephalus*) or peregrine falcon (*Falco peregrinus*), no other federally-listed or proposed threatened or endangered flora or fauna under Service jurisdiction are known to occur within the study area. Therefore, no further consultation pursuant to Section 7 of the Endangered Species Act is required by the Service. If additional information on listed and proposed species becomes available or if project plans change, this determination may be reconsidered.

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Principal responsibility for federally-listed marine species is vested with the National Marine Fisheries Service (NMFS); therefore, the NMFS must be contacted to fulfill Section 7 consultation requirements:

National Marine Fisheries Service
Habitat and Protected Resources Division
Sandy Hook Laboratory
Highlands, New Jersey 07732
(908/872-3023)

Candidate Species

Candidate species are species under consideration by the Service for possible inclusion on the list of Endangered and Threatened Wildlife and Plants. Although these species receive no substantive or procedural protection under the Endangered Species Act, the Service encourages federal agencies and other planners to consider candidate species in project planning. The New Jersey Natural Heritage Program (NHP) provides the most up-to-date information on candidate species and State-listed species in New Jersey. The NHP may be contacted at the following address:

Mr. Thomas Breden
Natural Heritage Program
Division of Parks and Forestry
CN 404
Trenton, New Jersey 08625
(609/984-0097)

Should the NHP data search reveal the presence of any candidate species on the site, the Service must be contacted to ensure that these species are not adversely affected by project activities.

Further information on State-listed wildlife species may be obtained from the following office:

Mr. Lawrence Niles
Endangered and Nongame Species Program
Division of Fish, Game and Wildlife
CN 400
Trenton, New Jersey 08625
(609/292-9400)

General Comments

According to information presented in the preliminary EA, the major issues identified with the proposed action are associated with watercraft operations and are considered to be minor, insofar as the MOTBY has been used as a major military shipping installation continuously since 1940. Minor modifications to the existing waterfront area will be necessary to provide moorage for the U.S. Coast Guard's nine vessels. The Service concurs with the U.S. Coast Guard's determination that no significant adverse environmental impacts are likely to occur from the proposed activities at the MOTBY.

Thank you for the opportunity to review and comment on the preliminary EA. Please contact John Staples of my staff if you have any questions regarding these comments.

Sincerely,

Clifford G. Day
Supervisor

Enclosures

Revised 8/93

FEDERALLY LISTED ENDANGERED AND THREATENED SPECIES IN NEW JERSEY

An ENDANGERED SPECIES is any species that is in danger of extinction throughout all or a significant portion of its range.

A THREATENED SPECIES is any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

FISHES

Sturgeon, shortnose*	Acipenser brevirostrum	E

REPTILES

Turtle, Atl. Ridley*	Lepidochelys kempii	E
Turtle, green*	Chelonia mydas	T
Turtle, hawksbill*	Eretmochelys imbricata	E
Turtle, leatherback*	Dermochelys coriacea	E
Turtle, loggerhead*	Caretta caretta	T

BIRDS

Eagle, bald	Haliaeetus leucocephalus	E
Falcon, Am. peregrine	Falco peregrinus anatum	E
Falcon, Arctic peregrine	Falco peregrinus tundrius	T
Plover, piping	Charadrius melodus	T
Tern, roseate	Sterna dougallii dougallii	E

MAMMALS

Bat, Indiana	Myotis sodalis	E
Cougar, eastern	Felis concolor couguar	E+
Whale, blue*	Balaenoptera musculus	E
Whale, finback*	Balaenoptera physalus	E
Whale, humpback*	Megaptera novaeangliae	E
Whale, right*	Balaena glacialis	E
Whale, sei*	Balaenoptera borealis	E
Whale, sperm*	Physeter catodon	E

FEDERAL CANDIDATE SPECIES IN NEW JERSEY

CANDIDATE SPECIES in categories 1 and 2 are species that appear to warrant consideration for addition to the federal List of Endangered and Threatened Wildlife and Plants. Although these species receive no substantive or procedural protection under the Endangered Species Act, the U.S. Fish and Wildlife Service encourages federal agencies and other planners to give consideration to these species in the environmental planning process.

SPECIES		CATEGORY
Vertebrates		
Turtle, bog	Clemmys muhlenbergii	1
Terrapin, northern diamondback	Malaclemys terrapin terrapin	2
Snake, northern pine	Pituophis melanoleucus melanoleucus	2
Duck, harlequin	Histrionicus histrionicus	2
Goshawk, northern	Accipiter gentilis	2
Rail, Black	Laterallus jamaicensis	2
Shrike, migrant loggerhead	Lanius ludovicianus migrans	2
Sparrow, Henslow's	Ammodramus henslowii	2
Warbler, cerulean	Dendroica cerulea	2
Bat, eastern small-footed	Myotis leibii	2
Rabbit, New England cottontail	Sylvilagus transitionalis	2
Shrew, Tuckahoe masked	Sorex cinereus nigriculus	2
Woodrat, Alleghany	Neotoma magister	2
Invertebrates		
Mussel, brook floater	Alasmidonta varicosa	2
Mussel, yellow lamp	Lampsilis cariosa	2
Mussel, green floater	Lasmigona subviridis	2
Damselfly, lateral bluet	Enallagma laterale	2
Dragonfly, extra-striped snaketail	Ophiogomphus anomalus	2*
Dragonfly, banded bog skimmer	Williamsonia lintneri	2*
Beetle, cobblestone tiger	Cicindela marginipennis	2
Moth, Albarufan dagger	Acronicta albarufa	2
Moth, Buchholz' dart	Agrotis buchholzi	2
Skipper, eastern beard grass	Atrytone arogos arogos	2
Moth, precious underwing	Catocala pretiosa pretiosa	2
Moth, Daecke's pyralid	Crambus daeckeellus	2
Moth, Hebard's noctuid	Erythroecia hebardi	2
Moth, buck	Hemileuca sp.	2
Moth, Lemmer's pinion	Lithophane lemmeri	3C
Moth, Doll's merolonche	Merolonche dolli	2
Moth, noctuid	Papaipema aerata	2
Butterfly, tawny crescent	Phyciodes batesi	2*
Skipper, rare	Problema bulenta	2
Moth, annointed sallow	Pyreferra ceromatica	2*
Skipper, grizzled	Pyrgus wyandot	2*
Moth, Carter's noctuid	Spartiniphaga carterae	2
Butterfly, regal fritillary	Speyeria idalia	2*

ENVIRONMENTAL ASSESSMENT
FOR
RELOCATION OF WATERCRAFT AND PERSONNEL TO U.S. COAST GUARD HOUSING AT ROSEBANK, STATEN ISLAND, NEW YORK

UNITED STATES COAST GUARD
Facilities Design and Construction Center Pacific
915 Second Avenue, Room 2664
Seattle, Washington 98174-1011

May 1995

Contract No. DTCG50-94-D-643R10 (TC-0310)

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EXECUTIVE SUMMARY

The Commandant of the Coast Guard is assessing the cost benefits which may be secured by relocation of watercraft and support personnel from Governors Island to the Rosebank Housing site on Staten Island, New York. The proposed action would transfer 52 administrative personnel, six boats, and supporting equipment to the Rosebank site. To perform its mission at Rosebank, the units will require moorage for six search and rescue boats, comprising one 21-foot, two 38-foot, and three 41-foot craft. In addition, minor shop functions will be relocated as required to service equipment on the boats.

The purpose of this Environmental Assessment is to provide information and comparative analyses for determining whether to prepare an Environmental Impact Statement (EIS) or to adopt a Finding of No Significant Impact (FONSI) for the proposed action. The major issues addressed in this document relate to the possibility of impacts resulting from the watercraft operations, along with impacts resulting from increasing the work day population of the site by approximately 52 personnel. Table 1 provides an overview of the potential impacts by resource and alternative.

Analysis of potential impacts from these construction-specific and operationally-specific activities will be reviewed by the U.S. Army Corps of Engineers during the permit process required for the proposed installation of wave screens.

Impacts to the shore facility are limited to those resulting from a planned demolition and replacement of Buildings 7 and 8, in the southeast corner of the site adjacent to the South Pier. Relocating administrative personnel to Rosebank will provide additional parking and transportation impacts of a minor nature. The housing facilities on the site are presently fully occupied, and though the occupants will likely change as a result of the relocation, the total number will decrease very slightly and hence no new impacts are anticipated from the residents.

Table 1. Comparison of Impacts For Relocation of Personnel and Watercraft to Rosebank Housing Site		
Environmental Resource	Proposed Action	No Action
Geology and Soils	Temporary sediment disturbance during construction of pier upgrade.	No impact
Topography/Bathymetry	Potential for small bottom contour changes in pier area as a result of construction, no upland impact other than slight raising of the lower site above flood elevation.	No impact
Hydrology	No impact	Continued occasional flooding of SE area.
Vegetation and Wildlife Habitat	No impact	No impact
Wetlands	No impact	No impact
Threatened and Endangered Species	No impact	No impact
Land Use	Increase in administrative daytime site population during working hours, and in watercraft support personnel on standby outside of working hours.	No impact
Utilities	Minor increase in demand on utilities. Increased demand for water, sewage facilities, and electricity would remain within capacities of existing systems.	No impact
Traffic	Minor increase in traffic entering from and exiting to Bay Street.	No impact
Air Quality	Temporary air pollutant emissions during construction, and local increase from watercraft operations.	No impact
Noise	Temporary noise impact during construction, and longer term increase from watercraft operations.	No impact
Hazardous Materials	Resumption of fueling operations requires strict adherence to SPCC Plan.	No impact
Visual Resources	View reduction at pier level only.	No impact
Schools	Minor impact	No impact
Cultural Resources	No impact	No impact

Impacts to the pier area will be related to construction activities necessary to replace the piers or will result from waterborne operations and are expected to be minimal. Construction activities would be of limited duration. Watercraft operations would be long term and are most likely to cause an increase in noise which may be of concern to the residential facilities located on either side of the Rosebank site.

1.0 PURPOSE OF AND NEED FOR ACTION

1.1 INTRODUCTION

The Rosebank site is located on the northeast shore of Staten Island, New York City, between Fort Wadsworth and Stapleton, north of the Staten Island Expressway (Interstate 278) as shown in Figures 1 and 2. The Rosebank Family Housing installation is located at the northeast corner of Nautilus and Bay Streets. The 8-1/2 acre site houses 16 buildings and structures, with a protected boat basin at the east end of the site (Figure 3).

1.2 PURPOSE AND NEED

The proposed action will implement the relocation of specific components of Coast Guard Station New York to the Rosebank Housing site. The Coast Guard Commandant is studying options for meeting a mandated reduction in the Service's annual budget, and the proposed action is under consideration as a possible action to meet part of that reduction goal. The action would transfer 52 administrative personnel, boats, and equipment to the Rosebank site. To perform its mission at Rosebank, the units will require moorage for 6 search and rescue boats, comprising one 21-foot, two 38-foot, and three 41-foot craft. In addition, minor shop functions will be relocated as required to service equipment on the boats.

1.3 ISSUES AND CONCERNS

The issues and concerns associated with the potential relocation of personnel are predominantly associated with the re-establishment of watercraft operations in the pier area. Upland impacts are considered to be very minor insofar as the site has been utilized for military housing in the past, and the proposed action continues that use with no additional construction or modification to the facilities, except for internal

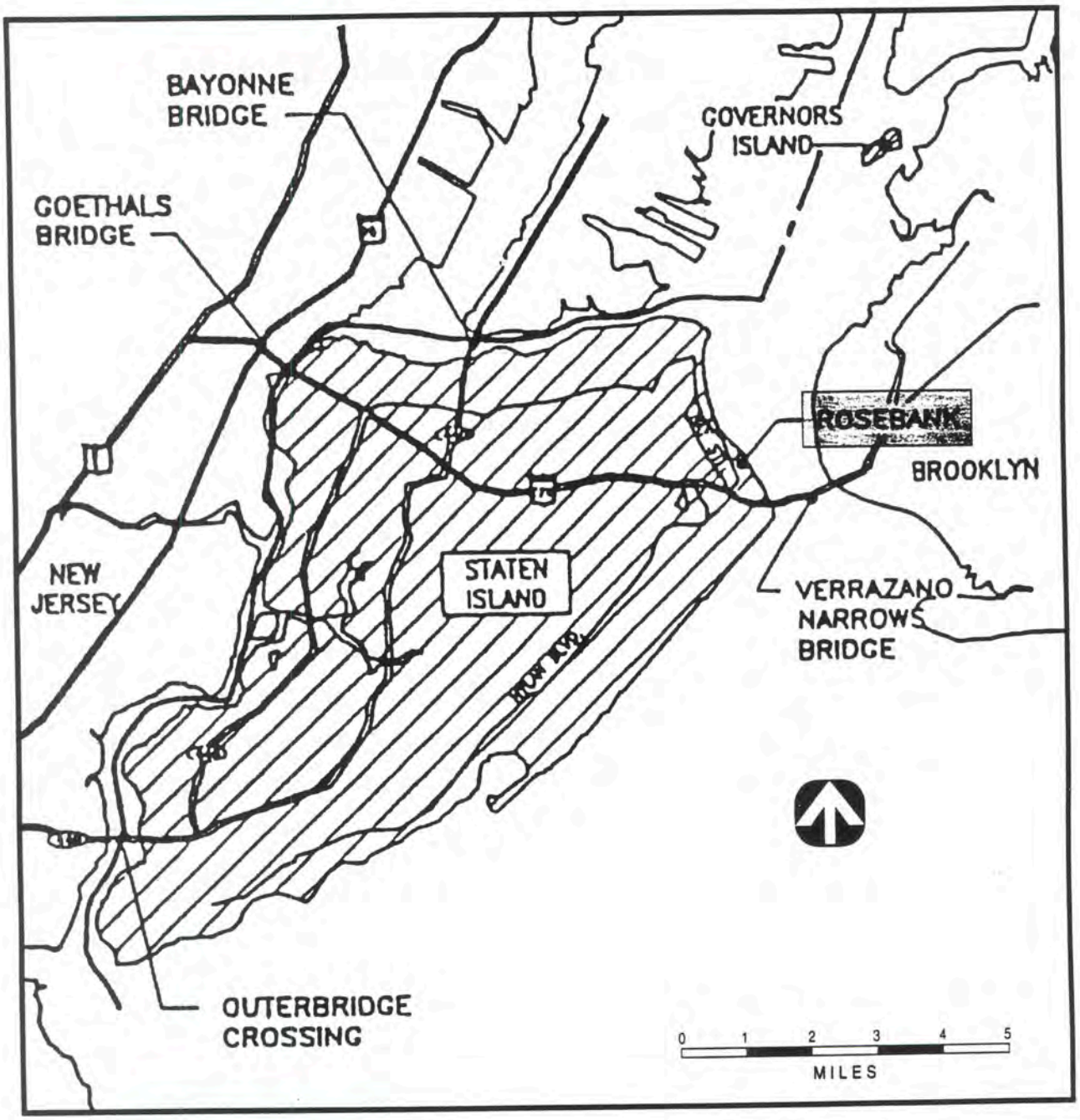


Figure 1. General Location of USCG Rosebank Family Housing Installation in New York City, New York.

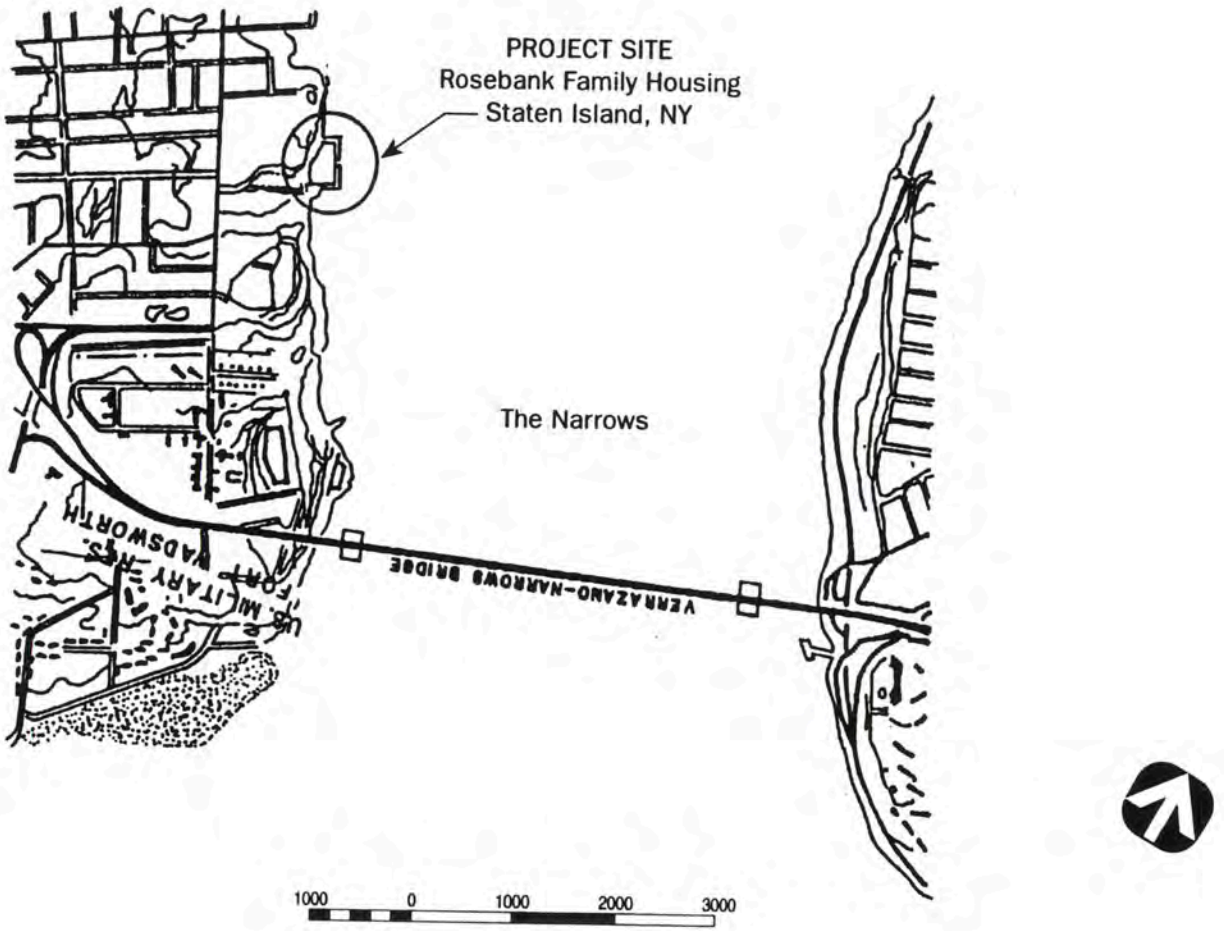


Figure 2. Location of USCG Rosebank Family Housing Installation on Northeast Shore of Staten Island.

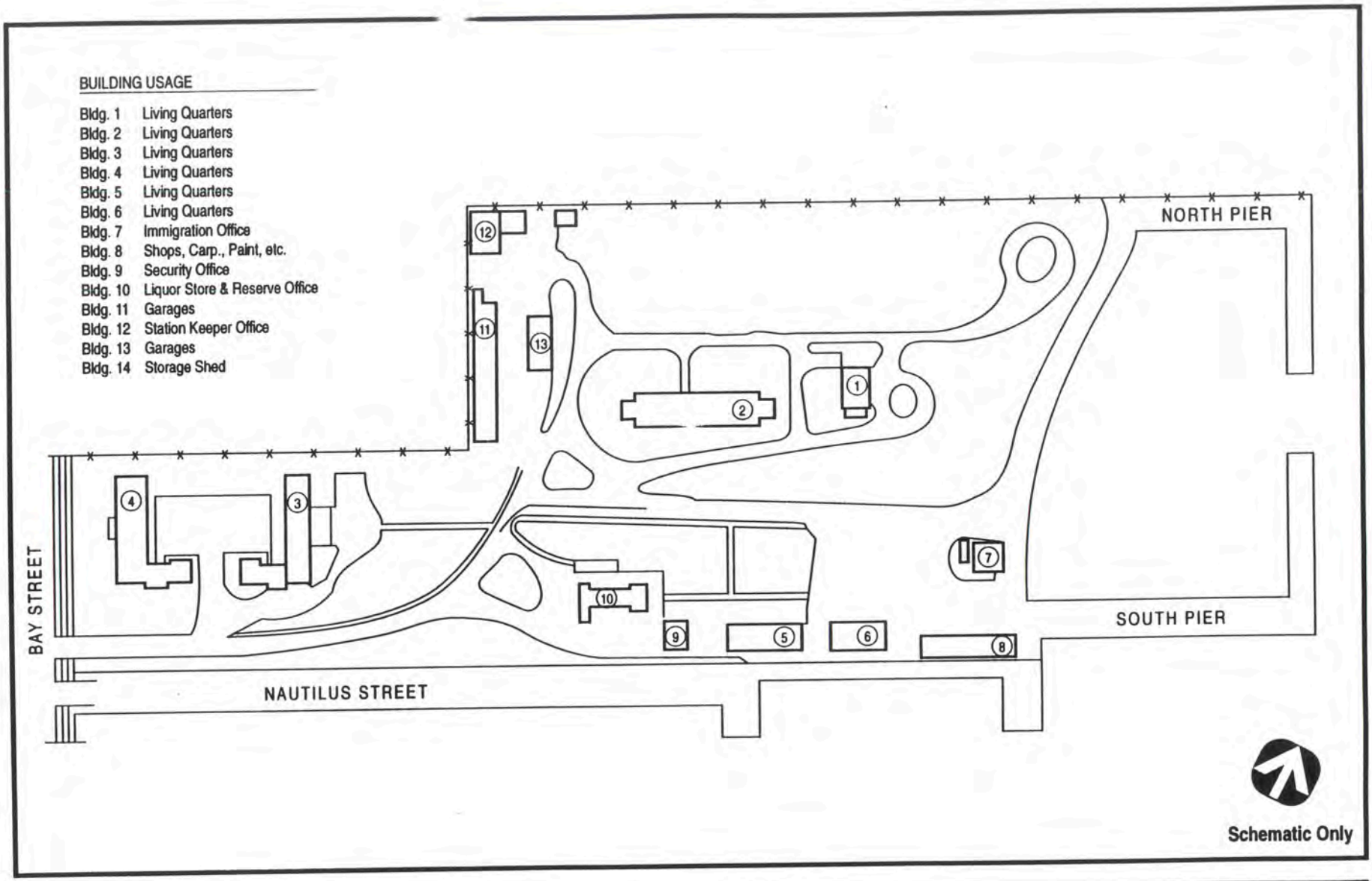


Figure 3. Site Plan - USCG Rosebank Family Housing, Staten Island, NY.

modification required for conversion of the use of Buildings 5 and 6 into berthing space; replacement of Building 8 for small shop use; and replacement of Building 7 for the Station administration and communication center.

Concerns with watercraft operations are: 1) construction related activity as the piers are replaced; 2) environmental requirements associated with construction relating to sediments, which will be addressed through the U.S. Army Corps of Engineers permitting process; 3) environmental requirements associated with watercraft operations, notably fueling operations and shoreside maintenance activities; and 4) noise impacts of watercraft operations. A summary of environmental impacts is provided in Table 1.

1.4 PERMITS AND APPROVALS REQUIRED

U.S. Army Corps of Engineers review and permitting will be required for in-water work necessary to ready the pier structures for moorage of the watercraft which would be located as a result of the planned action.

A coastal consistency determination will be submitted by the U.S. Coast Guard to the New York Department of State prior to implementation of the proposed action.

2.0 PROPOSED ACTION AND ALTERNATIVE

2.1 INTRODUCTION

The Coast Guard Commandant has commissioned a study team to explore ways to reduce the Coast Guard's annual budget by approximately $100 million per year. The proposed action under study in this Environmental Assessment would relocate personnel, boats, and support equipment to Rosebank, Staten Island, New York, from their current location on Governors Island in New York harbor. As a result, additional housing accommodations will be required for 52 personnel plus dependents, and moorage for six search and rescue boats.

2.2 DESCRIPTION OF PROPOSED ACTION

2.2.1 Relocation of Personnel

Specific personnel and dependents stationed at the Coast Guard Facility on Governors Island would be relocated to the Rosebank Housing area. There are three multi-family housing units located onsite, and one single family residence. Building 5 (Living Quarters #5) and Building 6 (Living Quarters #6), currently used for residential housing units, would be renovated to provide berthing space for watch-stander personnel, with appropriate modifications included for handicapped access. Building 2 (Living Quarters #2), Building 3 (Living Quarters #3), and Building 4 (Living Quarters #4) will house the relocated personnel and dependents, with some offsite overflow housing available at Fort Wadsworth, immediately to the south.

2.2.2 Reactivation of Pier Operations

This project will require replacement of the existing North and South piers to accommodate six search and rescue boats and supporting detachments. Existing timber piles associated with an old fendering and mooring system for boat berthing will be replaced with new piles. Wave screens may be required in order to minimize wave forces on the piers, as well as the fendering and mooring systems.

Utilities to support the reactivation of the North and South piers are required as follows:

- Electrical - A minor power upgrade will be required for the search and rescue boats and support detachments, with extension of power along the length of the piers.

- Mechanical - Mechanical utilities will be extended from the shore along the length of the piers to support the boat moorage. These include potable water and sanitary sewer pumpout.

- Telephone Service.

2.2.3 Replacement of Buildings 7 and 8

Buildings 7 and 8 are located west of the south pier. Building 7 is in severely deteriorated condition and is vacant. Building 8 currently houses carpentry and paint shops which are used in facility building maintenance. The buildings were constructed in the early 1900s, but are not considered to be historically significant (U.S. Coast Guard 1993). Buildings 7 and 8 are situated at the lowest relative elevation on the Rosebank site, and have been susceptible to flooding during periods of high tides, coupled with heavy rainfall and windstorm events. Buildings 7 and 8 would be demolished, and a four-to-six foot high backfilled earthen berm would be constructed level to the higher grade elevation of Building 6 to the west. Two new buildings would be erected on the site to serve as the support and maintenance facility for the boats and as an administration building for the Station. The brick exteriors will be chosen to harmonize with the overall architectural theme of the site.

2.3 NO ACTION ALTERNATIVE

If the proposed modifications to the piers are not made, the Rosebank facility would not be able to accommodate the relocation of ships (and hence support personnel), and therefore would not be a viable option for consideration in support of the budget cutting program under study by the Coast Guard Commandant.

The no action alternative would continue the present use of the Rosebank site primarily as Coast Guard Housing, with the attendant tenant functions of the Immigration Service. Without replacement of Buildings 7 and 8, and the site modifications planned for raising the base elevation of the replacement structures, continued occasional flooding will be experienced in the southeast portion of the site adjacent to the shoreline.

3.0 EXISTING ENVIRONMENT

3.1 PHYSICAL ENVIRONMENT

3.1.1 Climate

The climate of Staten Island is subject to both continental and oceanic influences. It experiences frequently changing weather produced by passing fronts and low pressure systems. Proximity to the Atlantic Ocean results in maritime influences particularly when storm centers move in a northerly direction along the Atlantic seaboard during the summer months (U.S. Navy 1990).

The average mean temperature is 54° F. Periods of very hot weather are associated with a WSW flow of air having a long trajectory over the central United States. Extremely cold weather is usually related to quickly moving outbreaks of cold air traveling southeastward from the Hudson Bay region. Sub-zero temperatures are experienced in one out of four winters in the metropolitan area.

The New York metropolitan area experiences moderate and evenly distributed precipitation throughout the year. Normal annual rainfall is approximately 41 inches, with about 25 inches occurring between April and October. Average annual snowfall is approximately 31 inches and generally occurs on approximately 35 days between November and April.

3.1.2 Physical Environment

*3.1.2.1 **Topography/Bathymetry***. The topography of the site is a general downslope to the east from the level of Bay Street. The northeastern area slopes less and terminates in a steep downslope which borders Building #1 on the east and south. Areas which are not asphalted or paved are generally planted as grass lawn.

The general eastward downslope continues offshore from the seawall, reaching a reported depth of 20 to 25 feet at the inner face of the pier structures. Other studies are assessing the sediment conditions and engineering requirements that must be considered in relationship to the proposed action.

The Rosebank site is located in northern Staten Island and is underlain by unconsolidated Cretaceous sediments of the Atlantic Coastal Plain, which in turn rest on Pre-Cambrian crystalline bedrock. Above these basement rocks and sediments are glacial deposits shaped into a prominent east-west trending terminal moraine mantling and a subdividing of a bedrock highland. The more geologically recent surficial Pleistocene terminal moraine and outwash deposits overlie the site.

Sediments in the immediate vicinity of the pier structures are being investigated concurrently with this environmental assessment by another Coast Guard contractor. The results of their study will be incorporated in the U.S. Army Corps of Engineers construction permit review process.

3.1.2.2 Hydrology/Water Quality. The prominent surface water feature adjacent to Rosebank is the New York Harbor estuarine system, dominated by the Hudson, East, and Raritan Rivers which flow into Upper and Lower New York Bay. The upper portion of the estuary adjacent to Rosebank, which joins Upper New York Bay to Lower New York Bay, is known as the Narrows.

In the Rosebank area, the tidal range is approximately 4.5 feet, with maximum estimated flood and ebb currents through the Narrows of 1.3 and 1.8 knots, respectively. The hundred-year base flood elevation is estimated at 11 feet (NGVD based on MSL), with an additional wave height of two feet superimposed on the still water flood condition (i.e., elevation 13) (U.S. Navy 1992).

Salinity concentrations within the Narrows and at Rosebank are variable and are sensitive to episodic or seasonal freshwater contributions from the Hudson River and other sources, and upon the degree of tidal flushing. Typical salinity ranges are from 25 to 33 parts per thousand (ppt).

The surface water quality of New York Harbor in the vicinity of Rosebank is directly affected by the water quality of contributions from the Hudson River flow into the Upper Bay, and the degree of mixing and flushing with waters of the Lower Bay. Both the State of New York and the Interstate Sanitation Commission (ISC; New York/New Jersey/Connecticut regulatory authorities) have established water quality classifications in the Rosebank area. The waterway is assigned a Class I designation by the New York State Department of Environmental Conservation (NYSDEC). The ISC has designated the area as B-1. Both the Class I and B-1 designations indicate waters suitable only for secondary contact recreation, thus limiting use of these harbor waters to fishing, boating, and related activities. Primary contact uses and recreation, such as swimming and shellfishing, are prohibited (U.S. Navy 1990).

3.1.2.3 Noise. Noise levels at the Rosebank site are typical of those associated with highly urbanized areas. Since Rosebank is currently a housing facility, it generates noise typical of a multi-family unit residential environment. Street noise from Bay Street, immediately on the western boundary of the site, is the major noise source at Rosebank.

There are presently no waterborne operations from the pier/waterfront area, and no noise is therefore generated from that location.

3.1.2.4 Air Quality. Staten Island is part of the New Jersey-New York-Connecticut Interstate Air Quality Control Region (AQCR). The New York State Department of Environmental Conservation monitors ambient air quality in the general vicinity. Ambient air quality in the region is typical of heavily urbanized environments.

High levels of ozone are indicative of a regional problem attributed to hydrocarbons and nitrogen dioxide (NO_2) emissions and their subsequent atmospheric reactions. The entire AQCR is classified as a non-attainment area for ozone. Staten Island is either unclassified or classified as being in attainment with regard to particulates, sulfur dioxide (SO_2), and NO_2 standards. Carbon monoxide (CO) levels vary with location because they are highly dependent upon proximity to major roadways and congested intersections (U.S. Navy 1990).

Air pollution sources at the Rosebank facility are limited to vehicles, most of which are private automobiles. No permitted sources are found on the site.

3.1.2.5 Hazardous Materials. During December 1994-January 1995, the U.S. Coast Guard undertook a Hazardous Materials Investigation of the Rosebank Site. This investigation consisted of an asbestos survey, lead paint survey, PCB equipment survey, a historical records review, and sediment analysis adjacent to the pier area.

Building 8 is known to have been used for chemical storage in the 1920s and 1930s. It has had historical use as a carpentry shop, paint shop, and chemical storage area, and was used to store a hydrogen cyanide gas pesticide called Zyklon. A 1932 survey indicated a 550 gallon gasoline underground storage tank was located between Buildings 7 and 8, but it has reportedly been removed (U.S. Coast Guard 1993).

Past usage of the Rosebank site has not involved major industrial operations, and it is not expected that major contamination of the surface or subsurface of the site is likely. The age of the buildings indicates that asbestos containing materials and lead based paint may be identified, which will place requirements on the rehabilitation processes that would be necessary for the buildings.

3.1.2.6 Visual Resources. Visual resources at Rosebank are somewhat limited by the long and narrow shape of the site, and by the surrounding building development on adjacent parcels. The shoreline vista covers an arc from the northeast, where the tip of Manhattan Island is visible, clockwise to the southeast past the Verrazano Narrows Bridge, and out to the New York Bight and the Atlantic Ocean. The view is most accessible from the gazebo and perimeter of the raised bluff in front of Building 1.

3.2 BIOLOGICAL ENVIRONMENT

3.2.1 Vegetation

3.2.1.1 Terrestrial Vegetation. The majority of the Rosebank housing site consists of developed land (i.e., buildings, garages, paved roads, parking areas). Vegetation at the site consists primarily of planted grasses and deciduous trees (e.g., maple and oak), with planted grasses being the dominant vegetation.

3.2.1.2 Marine Vegetation. A site investigation along the existing piers surrounding the boat basin indicated no obvious presence of marine macrophytes. Although macrophytes are not apparent in the immediate area, detailed species lists of macrophytes and phytoplankton found in the vicinity of the project site may be found in NYSDEC (1978) and USFWS (1978).

3.2.1.3 Threatened, Endangered, and Sensitive Vegetation Species. There are no plant species located at the Rosebank facility that are currently listed as endangered. However, two species, a sedge (*Carex hormathodes*) and the orange fringed orchid (*Platanthera ciliris*) are listed as rare and threatened, respectively, by the State of New York. These two species have not been seen in the vicinity of the Rosebank facility since 1915 (U.S. Navy 1992).

3.2.2 Wildlife

The wildlife occurring in the vicinity of the Rosebank facility includes small mammals, terrestrial and marine birds, marine fish and invertebrates, amphibians (American toad), and reptiles (black rat snake). The species assemblage found at the site is typical of suburban environments and urbanized marine shorelines.

3.2.2.1 Mammals. Mammals found in the vicinity of the housing facility include gray squirrels, raccoons, woodchucks, eastern cottontail rabbits, striped skunks, mice, rats, and deer. Marine mammals typically found in the Staten Island area are not likely to inhabit the waters located in or around the boat basin.

3.2.2.2 Birds. There are many terrestrial birds typical of northeastern U.S. urban/suburban habitats located in the vicinity of the housing facility, including blackbirds, sparrows, starlings, goldfinches, cardinals, bluejays, crows, and ring-necked pheasants. Marine birds found in the area include several species of gulls and duck. A comprehensive list of species may be found in U.S. Navy 1992.

3.2.2.3 Marine Fish and Invertebrates. There are over one hundred species of fish that may inhabit the waters surrounding the Rosebank housing facility. Typical sportfish include striped bass, Atlantic mackerel, flounder, tautog, and bluefish. There are also several species of invertebrates, including crabs, mussels, oysters, clams, and scallops, which may be found in the vicinity of the facility. However, it is not likely that these species will be found in the immediate area of the boat basin due to the lack of suitable habitat.

3.2.2.4 Threatened, Endangered, and Sensitive Wildlife Species. The peregrine falcon (*Falco peregrinus*) is a State and Federally listed endangered species. This falcon has successfully nested and reared young on the underside of the Verrazano Narrows Bridge. The piping plover (*Chasadrius melodus*) and the upland sandpiper (*Bartramia longicauda*) are State and Federally listed endangered species, and may potentially nest south of the Rosebank facility, but not in the immediate vicinity due to a lack of suitable habitat.

The Rosebank area comprises a portion of the New York Harbor estuary which provides habitat for juvenile shortnose sturgeon (*Acipenser brevirostrum*), a State and Federally listed endangered species (U.S. Navy 1992). Juvenile sturgeon are unlikely to be found in the vicinity of the facility as these fish prefer deep, slow current waters.

3.2.3 Wetlands

The Rosebank site does not encompass any wetlands.

3.3 SOCIOECONOMIC ENVIRONMENT

3.3.1 Land Use

Rosebank is situated on the northeastern shoreline of Staten Island. Like other areas on the North Shore, it is characterized by both old and new residential areas, commercial strips, institutional uses, and industrial/warehousing uses. The major commercial strip adjacent to Rosebank is marked by Bay Street which runs north-south from Tompkinsville to Fort Wadsworth. It is characterized by numerous stores, restaurants, automobile service stations, and personal service centers (i.e., beauty salons, laundries, and shoe repair stores). Many of these commercial uses occupy the first floor of two- to four-story buildings, with residential units above.

The New York City Department of City Planning (NYCDCP) has developed plans for a continuous public esplanade to link Sailors Snug Harbor with Fort Wadsworth. When completed, the esplanade will bring the public to water-based recreational activities and various historic sites. Part of the esplanade directly west of the Chessie site has already been completed (New York City Department of City Planning 1988).

3.3.1.1 Security. Presently, the Coast Guard at Rosebank allows free access to the site. An unoccupied guard house is located near the Bay Street entrance. General security in the area is provided by the New York City Police Department, the Transit Police Department, and the Housing Police Department.

3.3.1.2 Traffic/Parking. The western boundary of the Rosebank site is marked by Bay Street, a two-way, two-lane major thoroughfare with parking lanes on both sides. The entrance to the site is two-lane and located very close to and slightly to the north of the intersection of Nautilus Street with Bay Street. Neither of the T-intersections formed by the Rosebank entrance or Nautilus Street are served by traffic lights.

Parking for the residents of Rosebank is provided entirely onsite in a combination of parking spaces and a small number of parking garages located in Buildings 11 and 13. No offsite parking is required by the current residents.

3.3.1.3 Housing. Housing is presently provided in Buildings 1,2,3,4, 5, and 6 at the Rosebank site. These have a total capacity of 22 family units. A total of 21 units are currently occupied for an occupancy rate of 95%. Most of the current residents are associated with Coast Guard Air Station Brooklyn, with two other families attached to Governors Island.

3.3.1.4 Recreational Opportunities. Recreational opportunities, other than small children's play areas, do not presently exist at Rosebank. Pier and shoreline access is prevented by fencing, and public access to the site, though not prohibited, is not encouraged. Primary contact water use, such as swimming and similar activities, is prohibited.

3.3.1.5 Schools. Staten Island public schools are administered by the District 31 Community School Board. This district encompasses 39 public elementary schools, nine intermediate/junior high schools, and seven high schools. Several public schools accommodate students in the Stapleton/Fort Wadsworth corridor. A relatively new elementary school is located to serve the Rosebank area. Two junior high schools serve the area, one on Hill Street and a second on Midland Avenue. Two nearby high schools are also available. A wide selection of private and parochial schools also are located throughout the area (U.S. Navy 1984).

3.3.2 Utilities and Infrastructure

A detailed evaluation of utilities and infrastructure is presently underway by the Coast Guard. Structural analysis of Buildings 5, 6, 7, 8, and the North and South Piers is being carried out in another study.

3.3.2.1 Electrical Supply and Distribution System. The existing electrical supply and distribution system has been recently inspected and assessed. It's general condition and capacity were evaluated as appropriate for the population and use ongoing at Rosebank. Electric power is provided by Consolidated Edison Company of New York.

3.3.2.2 Telephone System. The present telephone system is adequate for the residential nature of Rosebank at the present time.

3.3.2.3 Domestic Water Supply. The domestic water supply is presently adequate for the current use of the Rosebank Housing site. However, hot water lines are in many cases reported as wrapped with asbestos insulation, which must be considered if modifications or upgrades to the system are contemplated.

3.3.2.4 Natural Gas. Natural gas is supplied to the Rosebank site by the Brooklyn Union Gas Company.

3.3.2.5 Combined Sewer System. The combined sewer system is presently adequate for the current use and is being evaluated with respect to the proposed relocation of additional personnel. The area is served by the Port Richmond Sewage Treatment Plant.

3.3.2.6 Solid Waste System. The existing solid waste handling system meets the requirements of the present site occupants. Collected wastes are disposed in the Fresh Kills Landfill.

3.3.2.7 Pavement and Grounds. The existing pavement and grounds are adequate for the present conditions. Most traffic at Rosebank is generated by private vehicles at the present time.

3.3.2.8 Pierside Operations. The present utilization of the Rosebank site does not require pierside operations.

3.3.3 Historical, Archaeological, and Cultural Resources

The Rosebank facility was acquired for use as a quarantine boarding station by the State of New York in 1872. Initially, the site was used as a quarantine boarding station, while detention facilities for infected persons were maintained at Hoffman and Swinburne Islands, off the east coast of Staten Island. Rosebank became the chief quarantine location for New York City after 1937. In the mid-1960s, the quarantine station was transferred to the U.S. Centers for Disease Control and operated as such until 1971, when the site was surplused to the General Services Administration. The Coast Guard acquired the site in 1974 for use as family housing (U.S. Coast Guard 1993).

The State Historic Preservation Office has determined that neither the complex nor any of the buildings qualify for the National Register of Historic Places (NRHP). The Elizabeth Alice Austen House, a National Landmark, is located north of the northern boundary of the Rosebank facility. The National Register nomination is attached at the end of this document.

No resources of a prehistoric or Native American nature have been identified as associated with the Rosebank facility.

4.0 IMPACTS AND MITIGATIONS

4.1 CONSEQUENCES OF THE NO ACTION ALTERNATIVE

The no action alternative provides for no relocation of personnel, functions, or watercraft to the Rosebank facility. Without any additional personnel or equipment, there will be no new environmental impacts at Rosebank.

The no action alternative will allow the continuation of occasional flooding of the southeastern portion of the site during periods when high tides and onshore winds cause substantial wave action.

4.2 CONSEQUENCES OF THE ACTION ALTERNATIVE ON THE PHYSICAL ENVIRONMENT

4.2.1 Topography/Bathymetry

The proposed action will not have an impact on the site topography, with the exception of addition of fill material at the Buildings 7 and 8 replacement sites, to raise the floor level a few feet above the present elevation. The southeast corner of the site has the lowest elevation and is occasionally inundated during periods of high tide and onshore wind and wave action. Raising the area will require relocation of catch basins and the possible addition of an additional storm water outfall.

The proposed action is not presently believed to require dredging at the piers for the purposes of watercraft berthing. However, if a wave protection structure is added to the east of the piers, there may be local, small changes to the bathymetry to accomplish the necessary site preparation.

4.2.2 Hydrology/Water Quality

No changes are expected to the site hydrology as the result of the action alternative. In that storm water is combined with domestic wastewater, and is treated prior to discharge, additional vehicles will not impact water quality.

Water quality in the adjacent harbor will receive a minimal impact as a result of vessel operations. No net increase in impacts will result since the watercraft leaving Governors Island with a reduced impact will move to Rosebank.

4.2.3 Noise

Noise impacts associated with the relocation of personnel and watercraft will fall into four categories. First, there will be temporary construction noise during the modification and replacement of the pier structures to allow them to accept watercraft; during the demolition and replacement of Buildings 7 and 8; and during the modifications to Buildings 5 and 6 as they are converted to berthing. Second, there will be some additional noise associated with the operation of the watercraft during arrivals and departures. Thirdly, small shop maintenance activities will not generate significant noise since such operations will be carried out indoors in the replacement for Building 8. The fourth category is additional traffic noise which will be generated by the 52 person increase in the daytime work force, and by the relatively small number of off-hour watchstanders associated with boat operations.

The Coast Guard's mission for search and rescue and other missions require an ability to dispatch watercraft around the clock. Pierside operations could be scheduled to minimize arrivals and departures outside of working hours.

The residential population of the housing units will decrease by 18% and is therefore expected to generate less noise than currently.

4.2.4 Air Quality

There will be no net change in air quality within the boundary of the AQCR, since operations will be removed from Governors Island and relocated to Rosebank. The result, however, will provide a small

benefit in that the relocation will move the watercraft operations away from the more congested area in the inner harbor, southward to the Staten Island shore. The operations should be a smaller influence on the local air quality.

4.2.5 Hazardous Materials

The proposed action will provide a small increase in maintenance operations at Rosebank involving the use of hazardous materials. These will be easily contained and controlled by a comprehensive spill control and hazardous materials management program.

Building rehabilitations will need to take into account the existence of asbestos reported to be associated with hot water distribution systems; the potential for lead-based paint in the existing structures; and any PCB contaminated or containing electrical equipment.

4.2.6 Visual Resources

Impacts to harbor and ocean views will be minimal at ground level along the seawall, mainly interference caused by the antenna or stacks of the watercraft planned to be relocated. No interferences are expected for observers at the gazebo or on the bluff in front of Building 1. The Coast Guard tradition of good facility housekeeping practices should provide an enriched visual presentation of the pier area which would be considered a positive impact.

4.3 CONSEQUENCES OF THE ACTION ALTERNATIVE ON THE BIOLOGICAL ENVIRONMENT

4.3.1 Vegetation

4.3.1.1 Terrestrial Vegetation. The relocation of personnel to the Rosebank housing area and reactivation of pier operations will not adversely impact terrestrial vegetation at the site. Construction activities and debris from the replacement of Buildings 7 and 8 are not expected to affect vegetation in the immediate vicinity, as the majority of both buildings is surrounded by pavement.

4.3.1.2 Marine Vegetation. No marine macrophytes were observed during a site investigation; therefore, replacement of the existing piers and commencement of pier and fueling operations are not expected to adversely affect marine vegetation.

4.3.1.3 Threatened, Endangered, and Sensitive Vegetation Species. There are no plant species located at the Rosebank facility that are currently listed as a threatened, endangered, or sensitive species by either State or Federal authorities.

4.3.2 Wildlife

4.3.2.1 Mammals. Mammals found in the vicinity of the housing facility may temporarily be affected by the noise due to the replacement of Buildings 7 and 8. However, once construction is completed, no adverse affects are expected. The relocation of personnel to the housing site may increase small mammal populations due to an increase in food availability. Marine mammals are not expected to be affected by the increase in watercraft and fueling operations, as they are not likely to inhabit the waters located in or around the boat basin.

4.3.2.2 Birds. Birds found in the vicinity of the housing facility may temporarily be affected by the noise due to the replacement of Buildings 7 and 8. Once construction is completed, no adverse impacts are expected. The relocation of personnel to the housing site may increase terrestrial bird populations due to a potential increase in food availability. Marine species are not expected to be adversely impacted by the commencement of pier operations. During times when vessel traffic is heavy, birds may be slightly displaced to the north or south of the site, but this action would be temporary. Marine birds are not expected to be affected by an increase in noise from an increase in personnel at the site.

4.3.2.3 Marine Fish and Invertebrates. Fish are not expected to be adversely impacted by the reactivation of pier operations. Invertebrates are not expected to be adversely affected by pier operations, as it not likely that these species will be found in the immediate area of the boat basin due to the lack of suitable habitat.

4.3.2.4 Threatened, Endangered, and Sensitive Wildlife Species. The peregrine falcon is not expected to be adversely impacted by the increase in personnel at the housing site or the reactivation of pier operations. This falcon has successfully nested and reared young on the Verrazano Narrows Bridge and the relocation of personnel to the site, as well as an increase in vessel traffic, will not affect nesting success. Peregrine falcon prey consists of birds such as songbirds, pigeons, and rock doves. These birds will not be adversely impacted by the proposed action; therefore, no reduction in peregrine falcon prey availability is expected. The piping plover and the upland sandpiper do not nest in the vicinity of the facility due to a lack of suitable habitat; therefore, no adverse affects are expected.

Juvenile shortnose sturgeon are not expected to occur in the immediate vicinity of the facility; therefore, no adverse impacts are expected.

4.3.3 Wetlands

There are no wetlands on or immediately adjacent to the Rosebank site which would be impacted.

4.4 CONSEQUENCES OF THE ACTION ALTERNATIVES ON THE SOCIOECONOMIC ENVIRONMENT

4.4.1 Land Use

The NYCDCP plan for a continuous public esplanade apparently sets no schedule for the development and does not represent a constraint to the site use under study by the Coast Guard in this environmental assessment (New York City Department of City Planning 1988).

Land use under the proposed action is consistent with existing use. Waterside operations have been carried out at the site in the past as indicated by the existence of the pier structures.

4.4.1.1 Security. Public access to the site will continue to be restricted and the piers and vessel operations areas will be fenced off and access controlled to prevent inadvertent risk to visitors.

4.4.1.2 Traffic/Parking. Additional traffic in and out of the Rosebank site will result from the proposed action. With approximately one-half of the new personnel living on site, an additional 25 private vehicles are expected to access the site during working hours. The existing parking capacity appears adequate to handle the increase.

In addition, an increase in truck use can be expected in the course of providing logistic and supply support to the watercraft. Approximately 10 trips per working day are estimated.

Approximately 95 additional trips from the facility on to Bay Street are estimated per work day. This is compared to 1987 traffic counts on Bay Street at School Road which were escalated at 1.5% per year to give 1994 counts of 10,644. The additional trips represent an increase of 0.9%.

4.4.1.3 Housing. With the conversion of Buildings 5 and 6 to berthing space, the total family housing capacity will be reduced from 22 families to 18 families, a reduction of 18% from the existing situation.

Other families associated with the relocated personnel will be assigned to nearby Coast Guard housing at Fort Wadsworth.

4.4.1.4 Recreational Opportunities. No major recreational opportunities will be created at Rosebank by the proposed action, nor will any recreational opportunities be eliminated or impacted.

4.4.1.5 Schools. A slight decrease in students from the Rosebank facility is projected to occur as a result of the proposed relocation, since there will be a net loss of three families when Buildings 5 and 6 are converted to berthing space. Additional families that would be assigned to quarters at Fort Wadsworth are being considered by another planning effort by the Coast Guard.

4.4.2 Utilities and Infrastructure

4.4.2.1 Electrical Supply and Distribution System. The conversion of Buildings 5 and 6 from family residential use to personnel berthing space will require modification to the distribution of 110v AC system in the administrative spaces. In addition, service up to 480v will likely be extended to the North and South Pier. Electrical service to the replacements for Buildings 7 and 8 will require new wiring appropriate to its support of the administrative, maintenance, and operations mission proposed for Rosebank.

4.4.2.2 Telephone System. Modifications will likely be required to the number and location of telephone service to the replacements for Buildings 7 and 8. Service will be extended out to the piers, consistent with the requirements of the craft to be berthed there.

4.4.2.3 Domestic Water Supply. The domestic water supply system will likely be modified internal to Buildings 5 and 6, and replaced as required by the design of the new Buildings 7 and 8. Capacity of the system is considered adequate to absorb the impact of the proposed additional daytime personnel. Renovations that are required for the system must take into account the presence of asbestos insulation on the pipes in some of the buildings.

4.4.2.4 Natural Gas. No impacts are anticipated to the natural gas supply and distribution system as a result of the proposed action.

4.4.2.5 Combined Sewer System. The combined sewer system will likely be modified internally to Buildings 5 and 6, and replaced as required by the design of the new Buildings 7 and 8. Capacity of the system is considered adequate to absorb the impact of the proposed additional daytime personnel.

4.4.2.6 Solid Waste System. Impacts to the solid waste management system will result from the increase in daytime population and by the logistic requirements attributable to the reassigned watercraft. Neither will cause an increase of such magnitude that the existing system cannot be adjusted to meet the requirement. The implementation of a recycling activity for office waste would be a likely addition to the existing situation.

4.4.2.7 Pavement and Grounds. Since no changes to the physical configuration of roads and grounds are planned as a result of the proposed action. However, the additional traffic that is expected will include an increase in the number of trucks which may enter the site for the purpose of watercraft supply and logistic support. The additional weight stress which this may place on the existing pavements will be considered during any repair or upgrade of the existing surface roadways.

4.4.2.8 Pierside Operations. The proposed relocation of the surface craft to Rosebank will require the re-establishment of pier side operations. Impacts from this resumption of waterborne activity include the range of concerns which can impact the harbor waters. Spill control and containment; petroleum management; hazardous materials management; and solid waste management all have components which must be controlled during vessel operations, maintenance and repair.

4.4.3 Historical, Archaeological, and Cultural Resources

The replacement of Buildings 7 and 8 will not affect historical or cultural resources. The Elizabeth Alice Austen house may be adversely affected by large-scale construction activities in the pier area at Rosebank. Proposed actions are not expected to be large enough to cause any significant impacts to this National Landmark.

4.5 CUMULATIVE IMPACTS

There are few if any cumulative impacts likely to result from the project. There are no increases in level of activity or consumption of resources as a result of the potential relocation. There will be a beneficial reduction in Coast Guard ferry use at Governors Island, should the relocation occur. Operations at Governors Island which are relocated will change the locations for environmental protection activities, such as the elimination of fueling operations at Governors Island, and the initiation of smaller scale activities at Rosebank for the watercraft relocated there.

4.6 MITIGATION

4.6.1 In-Water Mitigation

Should in-water construction activities be required, the major impacts will be short-term and consist of construction noise and turbidity impacts on water quality. Mitigation of construction activities will be accomplished with a combination of scheduling/timing decisions; application of best management practices; and compliance with the U.S. Army Corps of Engineers permitting process.

4.6.2 Upland Mitigation

Upland mitigation will consist of maintenance of proper stormwater runoff control structures and proper implementation of SPCC plans associated with the operations planned for Rosebank and its waterfront. The replacement and raising of Buildings 7 and 8 will reduce the likelihood of environmental impacts from storm surge flooding of the low area adjacent to the south pier.

Proper design of the Building 7 and 8 replacement will provide for the containment of the small amounts of hazardous materials that may be employed in maintenance activities.

Careful siting and engineering of the watercraft fueling facilities will be combined with comprehensive spill prevention, control, and containment actions to protect the environment from fuel-related releases.

Short-term construction noise may be controlled by limiting operations to weekday daytime hours.

5.0 LIST OF AGENCIES TO WHOM THIS DOCUMENT IS TO BE SENT

New York City Department of City Planning
Waterfront Division
22 Reade St.
New York, NY 10007

New York City Department of City Planning
56 Bay Street, 6th Floor
Staten Island, NY 10301

New York State Department of Environmental Conservation
Region 2
1 Hunts Point Plaza
47-40 21st Street
Long Island City, NY 11101-5407
ATTN: Division of Regulatory Affairs

Community Board #1
Village Hall
111 Canal Street
Staten Island, NY 10304
ATTN: Mr. Joe Carroll, District Manager

Borough President's Office
Borough #4, Room 12
Staten Island, NY 10301
ATTN: Mr. Paul Bunsilio, Director-Land Use

Mary E. Sampson, State Single Point of Contact (SPOC)
Division of the Budget
New York State Clearinghouse
State Capital
Albany, NY 12224

George Stafford, Director
Division of Coastal Resources and Waterfront Revitalization
State of New York, Department of State
Albany, NY 12231-0001

Julia S. Stokes
Deputy Commissioner for Historic Preservation
New York State Office of Parks, Recreation and Historic Preservation
The Governor Rockefeller Empire State Plaza
Agency Building 1
Albany, NY 12238-0001

Don L. Klima, Director
Eastern Office of Project Review
Advisory Council on Historic Preservation
The Old Post Office Building
1100 Pennsylvania Ave, NW, #809
Washington, DC 20004

Paul H. Arbesman, Acting Chief
Environmental Impacts Branch
U.S. Environmental Protection Agency, Region II
Federal Building
26 Federal Plaza
New York, NY 10278-0090

Gerhart A. Dunkel, PNRS Coordinator
Tri-State Regional Planning Commission
100 Church Street
New York, NY 10007

Herbert Elish, Administrator,
Environmental Protection Administration
City of New York
2358 Municipal Building
New York, NY 10007

Alfred Hammon
Supervisor of Development Planning
Planning and Development Department
The Port Authority of New York and New Jersey
One World Trade Center
New York, NY 10048

Local 2747
American Federation of Government Employees, AFL-CIO
Box 21, Building 110
Governors Island, NY 10004-5039

Diane Rusankowsky
NOAA - National Marine Fisheries Service
212 Rogers Avenue
Milford, CT 06460

David Pohle
U.S. EPA Region II
Marine and Wetlands Branch
26 Federal Plaza, Room 1137
New York, NY 10278-0090

Roberto Barbosa
Regulatory Branch
26 Federal Plaza, Room 1937
U.S. Army Corps of Engineers, New York District
New York, NY 10278-0090

Leonard P. Corin, Field Supervisor
U.S. Department of Interior
Fish and Wildlife Service
3817 Luker Road
Cortland, NY 13045

6.0 PREPARERS AND RESEARCHERS

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(Project Manager)

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B.A., Urban Planning, University of Washington, Seattle, WA
Years of Experience: 18
(Environmental Planner)

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Graduate Studies, Geology, University of Vermont
B.A., Geology, Lehigh University, Lehigh, PA
Years of Experience: 19
(Senior Hydrogeologist)

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M.S., Biological Oceanography, Oregon State University, Corvallis, OR
B.A., Biology, Lawrence University, Appleton, WI
Years of Experience: 14
(Senior Biologist)

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M.S., Ecology, University of Oregon, Eugene, OR
B.S., Biology-Systematics and Ecology, University of Kansas, Lawrence, KS
Years of Experience: 6
(Ecologist)

7.0 LITERATURE CITED

New York City Department of City Planning (1988) North Shore Esplanade Study - Staten Island, New York (Cited in U.S. Navy 1990).

NYSDEC (1978) cited in: U.S. Navy (1992) Environmental Assessment for Construction of a Boat Ramp at Caruso Park, Naval Station New York, Staten Island, New York.

Tate, CWO Barry (December 1994) Housing Manager, USCG Housing Office, Governors Island, New York, Personal Communication.

U.S. Coast Guard (1993) Rosebank Family Housing - Historical Survey.

USFWS (1978) cited in: U.S. Navy (1992) Environmental Assessment for Construction of a Boat Ramp at Caruso Park, Naval Station New York, Staten Island, New York.

U.S. Navy (1984) Preliminary Draft Environmental Impact Statement - Surface Action Group Homeporting Stapleton - Fort Wadsworth Complex, Staten Island, New York.

U.S. Navy (1990) Master Plan - Naval Station New York, Staten Island, New York.

U.S. Navy (1992) Environmental Assessment for Construction of a Boat Ramp at Caruso Park, Naval Station New York, Staten Island, New York.

STATE OF NEW YORK
DEPARTMENT OF STATE
ALBANY, NY 12231-0001

ALEXANDER F. TREADWELL
SECRETARY OF STATE

April 14, 1995

John R. Vogel
Environmental Engineer
United States Coast Guard
915 Second Avenue, Suite 2664
Seattle, Washington 98174-1011

Re: Preliminary Environmental Assessment
Rosebank Relocation
City of New York, Richmond County

Dear Mr. Vogel:

The Department of State has reviewed the Preliminary Environmental Assessment provided by the United States Coast Guard which outlines the potential impacts of the proposed relocation of watercraft and personnel from Governor's Island to the Rosebank housing site on Staten Island, New York.

The proposed relocation of vessels and personnel to the Rosebank site is considered to be a direct federal agency action which would require the submission of a consistency determination by the Coast Guard to the Department of State. The Coast Guard's consistency determination should include a discussion of the applicable policies of the State's Coastal Management Program and New York City's Waterfront Revitalization Program and the compliance of the proposed action with those policies. A copy of New York State's coastal policies is included for your use. You should contact Mr. Bill Woods of the New York City Department of City Planning for information on the City's Waterfront Revitalization Program.

Coastal Policies #1 and #2 address the revitalization of deteriorated or underutilized waterfront sites and the development of water-dependent activities at waterfront locations, respectively. Policy #5 addresses the adequacy of existing public services which are essential to proposed development. The relocation of personnel to the Rosebank site may be beneficial to the area's existing residential and commercial activity, orderly pattern of growth and, open space.

The Department of State will conduct a consistency review of the proposed relocation of administrative and support personnel and equipment from Governor's Island to Rosebank, when it receives a consistency determination and all supporting documentation including a final Environmental Assessment and Finding of No Significant Impact (FONSI) or an environmental impact statement. As part of the larger proposed action by the Coast Guard

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to close Station New York at Governor's Island and relocate all tenant commands, the relocation of water craft and personnel to the Rosebank housing site should be incorporated into that assessment, unless there is some requirement for conducting individual assessments.

On March 9, 1995 the Department of State provided comments to the Coast Guard on the Draft Environmental Assessment for the proposed closing of Station New York and the tenant commands presently located at Governor's Island, New York. A copy of that letter is also enclosed for your information.

Thank you for the opportunity to review and comment on the Preliminary Environmental Assessment of the proposed relocation of personnel and watercraft to the Rosebank housing site on Staten Island. Should you have any questions, please call myself or Mr. Vance A. Barr at (518) 474-6000.

Sincerely,

William F. Barton
Chief, Consistency Review
and Analysis Bureau
Division of Coastal Resources
and Waterfront Revitalization

WFB/VAB
Enclosures
cc: W. Woods - NYC DCP WRP

U.S. Department
of Transportation
**United States
Coast Guard**

Commanding Officer
Civil Engineering Unit
Providence

300 Metro Center Blvd
Warwick, RI 02886
(401) 736-1700

May 30, 1995
5090

Superintendent Buckley
Gateway National Recreation Area
U.S. National Park Service
Floyd-Bennet Field, Building 69
Brooklyn, NY 11234

The U. S. Coast Guard is considering a proposed action to close the Coast Guard facilities at Governors Island, New York. Local operational Coast Guard functions would remain in the New York Harbor region. Other functions would relocate outside of the New York Harbor region. The objective of this proposed action is to save the Coast Guard approximately $33 million in annual operating expenditures.

In accordance with the National Environmental Policy Act (NEPA), the Coast Guard has prepared an Environmental Assessment (EA) to evaluate the environmental effects of the proposed action. A Draft Finding of No Significant Impact (FONSI) and the Environmental Assessment are attached as enclosures (1) and (2).

The Coast Guard invites you to express your comments and concerns on the EA and Draft FONSI, in writing. You are invited to submit written comments to: Lieutenant Commander Dan Takasugi; Coast Guard Civil Engineering Unit Providence; 300 Metro Center Blvd.; Warwick, RI 02886.

Or you may call Captain Jim Norton at (212) 668-7200, if you have questions or need clarification.

Comments must be received by June 30, 1995, to be considered in this process. Thank you for your participation in this process.

Sincerely,

D. S. TAKASUGI
Lieutenant Commander, U. S. Coast Guard
Commanding Officer
Acting

Encl: (1) Draft FONSI
(2) Environmental Assessment

Enclosed is the Draft Finding of No Significant Impact (FONSI) for the closure of Coast Guard facilities on Governors Island, New York and relocation of Coast Guard facilities and operations to receiving sites. It accompanies the Final Environmental Assessment for the Closure of Support Center New York. Comments and concerns can be addressed to:

Lieutenant Commander Dan Takasugi
Coast Guard Civil Engineering Unit Providence
300 Metro Center Blvd.
Warwick, RI 02886

DEPARTMENT OF TRANSPORTATION
COAST GUARD

DRAFT FINDING OF NO SIGNIFICANT IMPACT FOR THE CLOSURE OF COAST GUARD FACILITIES ON GOVERNORS ISLAND, NEW YORK AND RELOCATION OF COAST GUARD FACILITIES AND OPERATIONS TO RECEIVING SITES

Pursuant to Council on Environmental Quality regulations (40 CFR Parts 1500-1508) implementing procedural provisions of the National Environmental Policy Act (NEPA), the Coast Guard gives notice that an Environmental Assessment (EA) has been prepared and an Environmental Impact Statement (EIS) is not required for the closure of Coast Guard facilities on Governors Island, New York and relocation of Coast Guard facilities and operations to receiving sites.

The proposed action is the closure of Support Center New York on Governors Island and relocation of the operational facilities that provide service to the New York Harbor region to other sites within the harbor region. These receiving sites include the Battery Building in Manhattan, Military Ocean Terminal Bayonne in New Jersey, Rosebank Housing Facility and Fort Wadsworth on Staten Island, and Coast Guard Facility Sandy Hook in New Jersey. The Coast Guard proposes the closure of Governors Island to partially fulfill the goal of reducing annual Coast Guard operating expenses by $400 million.

The EA evaluates the effects of closure and relocation on existing environmental and socioeconomic conditions at Governors Island and the relocation sites. A full range of environmental resource issues were investigated including land use, infrastructure, socioeconomics, public services, hazardous materials, noise, air quality, geology and soils, water resources, biological resources, and cultural resources.

The EA analyzes the impacts from two alternatives for the closure of Governors Island: closure with standard maintenance and closure with basic maintenance. The relocation of tenant commands would be the same under both alternatives. The standard maintenance alternative would provide utility maintenance, full-time fire and security service, and full building maintenance, consistent with the Governors Island historic landmark maintenance plan. The basic maintenance alternative would limit government expenditures to the least amount feasible. A No Action alternative, which assumes the continued operation of Support Center New York, was also evaluated.

The standard maintenance alternative, the Coast Guard's Preferred Alternative, was determined to have no significant impacts. The no action alternative would have no significant impacts to the environment but would not assist the Coast Guard in meeting its goal to reduce operating expenses.

Based on information gathered during preparation of the EA, the Coast Guard finds that the closure of Coast Guard facilities on Governors Island will not significantly impact the environment.

The EA prepared by the Coast Guard addressing this action may be obtained from LCDR Dan Takasugi, U.S. Coast Guard Civil Engineering Unit Providence, 300 Metro Center Boulevard, Warwick, RI 02886.

_____ _____

Date Environmental Reviewer

_____ _____

Date Responsible Officer





6/2/95

National Park Service
Gateway National Recreation Area
Floyd Bennett Field
Brooklyn, New York 11234-7097
General Superintendent's Routing Slip

		Date	Initials
✓	General Superintendent		
	Deputy		
	EEO		
	Public Affairs		
	Administration		
	Concessions		
	Interpretation, Recreation, and Community Outreach		
	Planning and Professional Services		
	Cultural Resource Management		
	Natural Resource Management		
	Breezy Point/Jamaica Bay Unit		
	Staten Island Unit		
	Sandy Hook Unit		
	US Park Police		
	Job Corps		
	File		

Comments:

Superintendent Buckley
, Gateway National Recreation Area
U.S. National Park Service
Floyd-Bennet Field, Building 69
Brooklyn, NY 11234

GATEWAY NRA MAIL ROOM
95 JUN -2 AM 11:28
RECEIVED

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY - REGION II
290 BROADWAY
NEW YORK, NEW YORK 10007-1866

MAY 0 8 1995

Jerald Johnson, Chief
Design Division
U.S. Coast Guard
915 Second Avenue, Suite 2664
Seattle, Washington 98126-1011

ATTN: John R. Vogel

Dear Mr. Johnson:

The Environmental Protection Agency (EPA) has reviewed the March 24, 1995 draft environmental assessment (EA) for the proposed relocation of certain personnel, watercraft and support equipment from Governors Island to the Rosebank Housing Site on Staten Island, New York. The purpose of the action is to aid in the reduction of the U.S. Coast Guard's (USCG) annual budget. The EA discusses two alternatives: 1) no action; and 2) the proposed action. Specifically, the proposed action involves relocation of 52 personnel (from approximately 2300 on Governors Island) and six search and rescue vessels.

As we indicated in our March 17, 1995 letter to Commander J. A. Florin (copy enclosed), the impact of the proposed closure of the Technical Support Center on Governors Island depends, in part, on the selection of new sites for those functions to be relocated. The impacts of this relocation are part of the overall impacts of closing the Technical Support Center. In order to accurately assess the impacts of the entire project, the information in this EA should be included as part of the documentation on the closure of the Support Center.

The stated need for the proposed action is to help reduce the USCG's annual operating costs. However, the actual costs and benefits associated with this action are not discussed in the document. Accordingly, the economic benefits of the relocation of functions elsewhere in the same high cost area are unclear. The final EA should indicate whether a cost/benefit analysis for the closure and relocation process (to all sites) has been completed, and discuss its conclusions relative to this action.

The draft EA indicated the number of personnel and vessels to be relocated to the Staten Island site, and states that vessel moorage and shop space may be needed to perform the required mission. In addition, the document states that the environmental

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concerns with respect to this action are "associated with the reestablishment of watercraft operations in the pier area." However, the impacts to the pier area are to be discussed in detail "in other documents." This EA should address these concerns. Further, the EA should include additional detail regarding the specific activities to be performed by the group to provide the necessary background for an assessment of the possible impacts.

Thank you for the opportunity to comment. Should you have any questions concerning this letter, please contact Ms. Maeve Arthars of my staff at (212) 637-3515.

Sincerely yours,

Laura Livingston

Laura J. Livingston, Assistant Chief
Environmental Impacts Branch

Enclosure

cc: J. Florin, USCG

DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

April 12, 1995

Eastern Permits Section

SUBJECT: Comments regarding the proposed improvements to the U.S.C.G. Rosebank Housing Area

Mr. John R. Vogel
Environmental Engineer
U.S. Coast Guard
915 Second Avenue
Suite 2664
Seattle, Washington 98126-1011

Dear Mr. Vogel:

This is in regards to the subject proposal to undertake improvements to the U.S.G.S. Rosebank Housing Area, in the New York Harbor, at Rosebank, Borough of Staten Island, Richmond County, New York. This is also in response to your letter and enclosure received on April 3, 1995.

We have carefully reviewed the information provided in your Preliminary Environmental Assessment. Please be informed that the only activities described in the aforementioned document that appear to be within this agency's jurisdiction are those described in Section 2.2.2 (Reactivation of Pier Operations). It appears that authorization to replace the North and South piers, and pilings associated with the old fendering and mooring systems could be accomplished under our Nationwide General Permits program. However, it also appears that the installation of the proposed wave screen would require a Department of the Army individual permit.

Enclosed for your information is a copy of our Public Notice describing the Nationwide General Permits Program and the special conditions in New York. Also enclosed is a copy of our "Regulatory Program" pamphlet to provide you with general information about our permit process. If you have any questions, please call Mr. Roberto Barbosa of my staff at (212) 264-6730.

Sincerely,

James W. Haggerty
Chief, Eastern Permits Section

Enclosures

OFFICE OF PARKS · RECREATION · HISTORIC PRESERVATION
NEW YORK STATE
~~Jean K. Davidson~~
~~Commissioner~~
Bernadette Castro
Commissioner

New York State Office of Parks, Recreation and Historic Preservation
Historic Preservation Field Services Bureau
Peebles Island, PO Box 189, Waterford, New York 12188-0189
518-237-8643

April 18, 1995

Jerald Johnson
Chief, Design Division
U.S. Coast Guard
Facilities Design & Construction Center Pacific
Federal Building
915 Second Avenue
Seattle, Washington 98174-1011

Re: USCG
Rosebank Housing Complex
Staten Island, Richmond County
94PR2633

Dear Mr. Johnson:

Thank you for requesting the comments of the State Historic Preservation Office (SHPO) with regard to the relocation of watercraft and personnel to the Rosebank Housing Area, Staten Island, New York. We have begun to review the project in accordance with Section 106 of the National Historic Preservation Act of 1966 and the relevant implementing regulations.

The Preliminary Environmental Assessment has correctly noted that the New York SHPO has determined that the Rosebank Housing Area, as a whole or in its components, does not meet the criteria for inclusion in the National Register of Historic Places. Our records indicate that the Elizabeth Alice Austen House, a property listed on the National Register of Historic Places and designated a National Historic Landmark in 1993, is located slightly north of the Rosebank Facility. This waterfront property may be impacted by construction and increased activity at Rosebank, depending on the scale and nature of the proposed work. A copy of the Austen House National Register nomination is enclosed for your information.

Please also note that at this time, we consider the closure of Governors Island and the reassignment of personnel to Rosebank as a single undertaking and will issue a single determination of effect under Section 106 for these activities.

An Equal Opportunity/Affirmative Action Agency

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If you have any questions or comments on this matter, please contact me at **518/237-8643, ext. 280.**

Sincerely,

James Warren

James Warren
Program Analyst
Field Services Bureau

JPW:cm

encl: Austen House NR nomination

cc: Drucilla Null, ACHP w/o encl.

Form 10-300
(July 1969)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY – NOMINATION FORM

(Type all entries – complete applicable sections)

STATE: New York
COUNTY: Richmond
FOR NPS USE ONLY
ENTRY NUMBER | DATE

SEE INSTRUCTIONS

1. NAME

COMMON: Elizabeth Alice Austen House
AND/OR HISTORIC:

2. LOCATION

STREET AND NUMBER: 2 Hylan Boulevard
CITY OR TOWN: New York
STATE: New York | CODE: 31 | COUNTY: Richmond (Staten Is.) | CODE: 085

3. CLASSIFICATION

CATEGORY (Check One)	OWNERSHIP		STATUS	ACCESSIBLE TO THE PUBLIC
☐ District ☒ Building	☐ Public	Public Acquisition:	☒ Occupied	Yes:
☐ Site ☐ Structure	☒ Private	☐ In Process	☐ Unoccupied	☒ Restricted
☐ Object	☐ Both	☐ Being Considered	☐ Preservation work in progress	☐ Unrestricted
				☐ No

PRESENT USE *(Check One or More as Appropriate)*

☐ Agricultural	☐ Government	☐ Park	☐ Transportation	☐ Comments
☐ Commercial	☐ Industrial	☒ Private Residence	☐ Other *(Specify)*	
☐ Educational	☐ Military	☐ Religious		
☐ Entertainment	☐ Museum	☐ Scientific		

4. OWNER OF PROPERTY

OWNER'S NAME: ~~Beavix~~ Realty Corporation
STREET AND NUMBER: 562 Fifth Avenue
CITY OR TOWN: New York | STATE: New York 10036 | CODE: 31

5. LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, REGISTRY OF DEEDS, ETC: Richmond County Clerk's Office
STREET AND NUMBER: (St. George)
CITY OR TOWN: New York | STATE: New York | CODE: 31

6. REPRESENTATION IN EXISTING SURVEYS

TITLE OF SURVEY: Historic American Buildings Survey
DATE OF SURVEY: May, 1968 ☒ Federal ☐ State ☐ County ☐ Local
DEPOSITORY FOR SURVEY RECORDS: Library of Congress
STREET AND NUMBER:
CITY OR TOWN: Washington | STATE: D.C. | CODE: 08

STATE: New York
COUNTY: Richmond
FOR NPS USE ONLY
ENTRY NUMBER
DATE

7. DESCRIPTION

CONDITION	(Check One)					
	☐ Excellent	☐ Good	☒ Fair	☐ Deteriorated	☐ Ruins	☐ Unexposed
	(Check One)		(Check One)			
	☒ Altered	☐ Unaltered	☐ Moved	☒ Original Site		

DESCRIBE THE PRESENT AND ORIGINAL (*if known*) PHYSICAL APPEARANCE

Number of stories: One and one-half stories.

Number of bays: The front (east) facade has five irregularly spaced bays.

Layout, plan: The building is roughly T-shaped in plan.

Wall construction: Foundations are of irregular fieldstone patched with brick. Main portion of house is clapboard painted white; rear wing is of stone.

Structural system: Wooden frame.

Roof: Gabled roof is covered with green asphalt shingles; simple molded wooden cornice.

Dormers: On the east side of the house there are three dormers with diamond-paned windows, wooden mullions, and scrollwork bargeboards. There are three dormers on each of the rear and kitchen sides.

Porch: Front (east) porch is six bays wide with columns consisting of open work of X's.

Chimneys: There are stone chimneys at north and south ends of house; chimney at north end has two stone chimney pots.

SEE INSTRUCTIONS

8. SIGNIFICANCE

PERIOD *(Check One or More as Appropriate)*

☐ Pre-Columbian	☐ 16th Century	☒ 18th Century	☐ 20th Century
☐ 15th Century	☐ 17th Century	☒ 19th Century	

SPECIFIC DATE(S) *(If Applicable and Known)*

AREAS OF SIGNIFICANCE *(Check One or More as Appropriate)*

Aboriginal	☐ Education	☐ Political	☐ Urban Planning
☐ Prehistoric	☐ Engineering	☐ Religion/Philosophy	☐ Other *(Specify)*
☐ Historic	☐ Industry	☐ Science	
☐ Agriculture	☐ Invention	☐ Sculpture	
☒ Architecture	☐ Landscape Architecture	☐ Social/Humanitarian	
☒ Art	☐ Literature	☐ Theater	
☐ Commerce	☐ Military	☐ Transportation	
☐ Communications	☐ Music		
☐ Conservation			

STATEMENT OF SIGNIFICANCE

The earliest portions of the Elizabeth Alice Austen house, now incorporated into the central section of the building, were constructed during the late 17th or early 18th century, probably when the land was owned by the Woulter family. The first addition to the building was made sometime prior to 1730, when another room and a hallway were built and a large fireplace erected on the south end. The stone portion of the house, to the rear (west) of the early frame section was erected prior to the Revolution, probably as a separate kitchen, and later connected to the house by a room. In 1878 the house was called an "old landmark" and said to be 150 years old.

In 1835 the farm was purchased by Daniel Low for $10,000 and became part of a real estate development concern, called the Staten Island Association. The land was subdivided and roads laid out. On October 10, 1844, John H. Austen purchased the house and a half acre of land for $2,500; later he purchased other plots until he finally had approximately one acre of land. Within the next two years another room with fireplace was added onto the north end of the house, making it T-shaped in plan. According to family tradition James Renwick transformed the farmhouse into the gothic cottage that remains today.

Elizabeth Alice Austen (1866-1952), more commonly known as Alice Austen, lived in her grandfather's home from 1867 to 1945, when she was forced to leave because of her reduced means. Shortly before her death, her collection of photographs and negatives, then at the Staten Island Historical Society, were re-discovered and later brought her national recognition. She was introduced to photography in the early 1880's; and her sensitive, studied works have revealed that she was one of the great, early, amateur photographers.

The Elizabeth Alice Austen House survives today with some of John Austen's original land purchases around it intact. The grounds surrounding the building and the nearby Bredt House (N.Y.Yacht Club) as well as the structures themselves form one of the few remaining historic, pastoral environments in New York City. The setting of the Austen House is especially notable because it faces directly on the Verrazano Narrows

SEE INSTRUCTIONS

9. MAJOR BIBLIOGRAPHICAL REFERENCES

Humphreys, Hugh C., "The Austen Family and Their Home and the Former New York Yacht Club," The Staten Island Historian, XXVIII (April-June, 1967), 9-16.

"An Old Landmark," Richmond County Gazette, April 10, 1878, p. 1.

10. GEOGRAPHICAL DATA

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY						OR	LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN TEN ACRES					
CORNER	LATITUDE			LONGITUDE				LATITUDE			LONGITUDE	
	Degrees	Minutes	Seconds	Degrees	Minutes	Seconds		Degrees	Minutes	Seconds	Degrees	Minutes	Seconds
NW	°	'	"	°	'	"		40°	36'	53"	74°	04'	06"
NE	°	'	"	°	'	"							
SE	°	'	"	°	'	"							
SW	°	'	"	°	'	"							

APPROXIMATE ACREAGE OF NOMINATED PROPERTY:

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE:	CODE	COUNTY	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE

11. FORM PREPARED BY

NAME AND TITLE:
Diana S. Waite

ORGANIZATION
New York State Historic Trust

DATE
12/23/69

STREET AND NUMBER:

CITY OR TOWN:
Albany

STATE
New York

CODE
31

12. STATE LIAISON OFFICER CERTIFICATION

As the designated State Liaison Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the National Park Service. The recommended level of significance of this nomination is:

National ☐ State ☒ Local ☐

Name _____

Title _____

Date _____

NATIONAL REGISTER VERIFICATION

I hereby certify that this property is included in the National Register.

_____
Chief, Office of Archeology and Historic Preservation

Date _____

ATTEST:

_____
Keeper of The National Register

Date _____

SEE INSTRUCTIONS

Form 10-301
(July 1969)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
PROPERTY MAP FORM

(Type all entries - attach to or enclose with map)

STATE	
New York	
COUNTY	
Richmond	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE

SEE INSTRUCTIONS

1. NAME

COMMON: Elizabeth Alice Austen House

AND/OR HISTORIC:

2. LOCATION

STREET AND NUMBER:
2 Hylan Boulevard

CITY OR TOWN:
New York

STATE:	CODE	COUNTY:	CODE
New York	31	Richmond	085

3. MAP REFERENCE

SOURCE:
USGS 7.5' quadrangle

SCALE: 1:24000

DATE: 1955

4. REQUIREMENTS

TO BE INCLUDED ON ALL MAPS

1. Property broundaries where required.
2. North arrow.
3. Latitude and longitude reference.

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
PROPERTY PHOTOGRAPH FORM

(Type all entries - attach to or enclose with photograph)

STATE	
New York	
COUNTY	
Richmond	
FOR NPS USE ONLY	
ENTRY NUMBER	DATE

SEE INSTRUCTIONS

1. NAME

COMMON: Elizabeth Alice Austen House

AND/OR HISTORIC:

2. LOCATION

STREET AND NUMBER:
2 Hylan Boulevard

CITY OR TOWN:
New York

STATE:	CODE	COUNTY:	CODE
New York	31	Richmond	085

3. PHOTO REFERENCE

PHOTO CREDIT: Historic American Bldgs. Survey, Jack E. Boucher

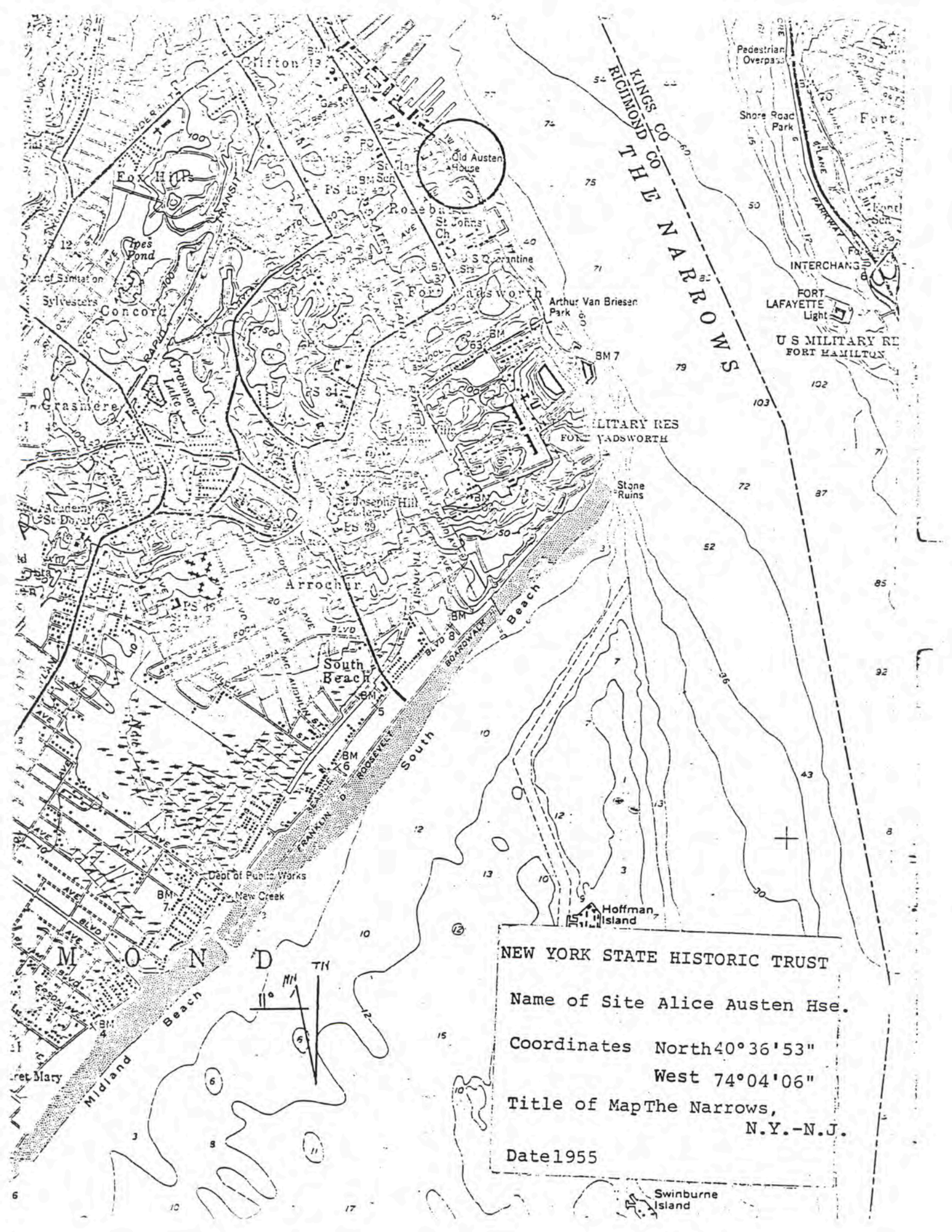
DATE OF PHOTO: May, 1968

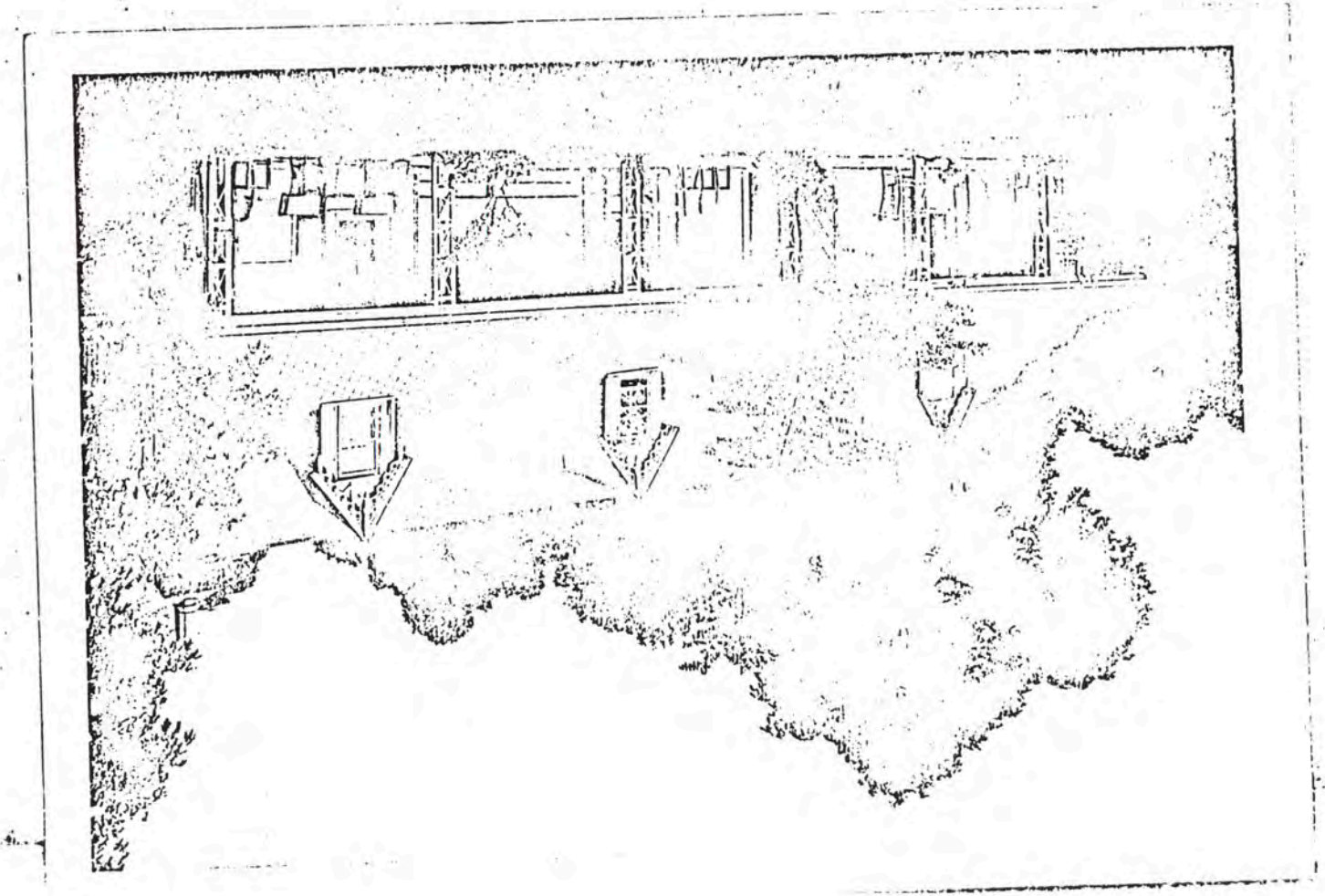
NEGATIVE FILED AT:
Library of Congress

4. IDENTIFICATION

DESCRIBE VIEW, DIRECTION, ETC.

East (front) elevation


KINGS CO
RICHMOND CO
THE NARROWS
Old Austen House
Fox Hills
Concord
Grasmere
Arrochar
South Beach
Midland Beach
Fort Wadsworth
Arthur Von Briesen Park
Pedestrian Overpass
Shore Road Park
INTERCHANGE
FORT LAFAYETTE
Light
U S MILITARY RE
FORT HAMILTON
MILITARY RES
FORT WADSWORTH
Stone Ruins
St Joseph's Hill
BOARDWALK
Dept of Public Works
New Creek
Hoffman Island
Swinburne Island
M O N D
NEW YORK STATE HISTORIC TRUST
Name of Site Alice Austen Hse.
Coordinates North 40°36'53"
West 74°04'06"
Title of Map The Narrows,
N.Y.-N.J.
Date 1955



ENVIRONMENTAL ANALYSIS CHECK LIST

The following Environmental Analysis Check List is designed to aid the preparer of an Environmental Assessment in locating areas of potential environmental impacts that may be encountered in the planning process. Any item that is marked with a "YES" must be fully addressed in the ensuing Environmental Document (EIS or EA). If there is no indication of a problem, simply answer with a "NO". If the item is not applicable, mark "N/A". If the answer to the item is unknown, mark "UNK" and follow up on that issue in the Environmental Document.

Project Description:

USCG Group New York Administration, Vessel Traffic Control and Marine Safety Office at Fort Wadsworth, Staten Island, New York.
See attachment for description of alternatives.

Activity Year: 1996

Prepared By: John R. Vogel, Environmental Engineer, FDCC PAC

	Indicate One YES,NO,N/A,UNK
1. Effects on Land Use Patterns.	
a. Is the proposed use of the project site inconsistent with land use in the area?	No - see Note 1
b. Does the project conflict with local zoning ordinances?	No
c. Has any controversy over land use arisen with other agencies or the public?	No
d. Will the project result in the relocation of private residences?	No
e. Will the project result in the relocation of private businesses?	No
f. Will the project result in public access through the area?	Yes - see Note 2
g. Is the proposed architecture inconsistent with the surrounding architecture or landscape?	No - see Note 3
2. Effects on the Social Environment.	
a. Will the project involve a significant increase in the population of the community?	No - see Note 4
b. Will the population increase involve an increase in the population density of the area?	N/A
c. Will the project require the construction of government housing either now or at a later date?	No
d. Is there a shortage of support facilities for personnel including schools, hospitals, shopping facilities and recreation facilities?	No
e. Will the influx of Coast Guard personnel significantly tax these support facilities?	No
f. Will the project involve an increased load on utilities, particularly municipal water supplies and sewage disposal facilities?	No

	Indicate One YES, NO, N/A, UNK
g. Will the project have a significant effect on the economic activities of the area?	No
h. Will the project have a significant effect on any parks or recreation areas?	No - see Note 5

3. Effects on Transportation.

a. Will the project involve significant increased vehicle traffic on surrounding streets and highways either during construction or operation?	No - see Note 6
b. Will the project involve increased waterway traffic either during construction or operation?	No
c. Will the project require rerouting of roads?	No
d. Will the project require rerouting of traffic during construction?	No
e. Is the project located near any existing bottleneck in vehicle or vessel traffic such as a bridge, intersection, bend in the waterway, restricted channel, etc.?	No
f. Is the project likely to create any such obstruction either during construction or operation?	No

4. Effects on Public Safety.

a. Will the project require the storage or explosives?	No
b. Will the project require the storage of large amounts of fuel?	No
c. Will the project include the construction of radio antennae or high voltage radar or microwave structures?	Yes - see note 7
d. Will the project include landing facilities for Coast Guard aircraft?	No

Indicate One
YES,NO,N/A,UNK

e. Will the public have open access to hazardous areas? No

f. Will the project require the storage, treatment, handling, or disposal of hazardous wastes? No

5. Effects on Noise Levels.

a. Will construction of a facility significantly increase the ambient noise levels of the area? No - see Note 8

b. Will operation of the facility increase the ambient noise level of the area? (Includes operation of machinery, vehicles, vessels, aircraft, loudspeaker systems, alarms, etc.) No

c. Will noise levels above the ambient noise levels, from operation at the facility, generally occur past normal working hours? (7 A. M. to 6 P. M.) N/A

d. Will construction activities at the site continue past normal working hours? No

e. Will operations at the facility include the use of equipment with unusual noise characteristics? No

6. Effects on Air Quality.

a. Will construction activities adversely affect the ambient air quality due to dust, emission from construction vehicles, open burning, etc.? (Contact state and local Air Quality Agency for determination.) No

b. Will operation of vehicles, vessels or aircraft at the completed facility adversely affect the ambient air quality? (Contact state and local Air Quality Agency for determination.) No

c. Will dredging activities result in the release of noxious odors? N/A

	Indicate One YES,NO,N/A,UNK
d. Will industrial activities at the facility result in toxic or unusual air emissions?	N/A
e. Will open burning be carried out at the completed facility?	No
f. Will a local burning permit be required?	N/A
g. Does the action conform to the State Implementation Plan?	Yes

7. Effects on Water Resources

a. Will the project require any dredging below the MHW line, ordinary high water line, or near or in any wetlands, waterways, or other contiguous bodies of water?	No
b. Will there be any waterway construction (i.e., piers, docks, dolphins, jetties, ramps, etc.)? If yes, Corps of Engineers Sec. 404 permit may be required.	No
c. Will there be any filling below MHW required? If yes, Corps of Engineers Sec. 404 permit may be required.	No
d. Will there be any modification of the stream bed or banks of a waterway?	No
e. Will there be any diversion of flow in the waterway?	No
f. Will construction in adjacent waterways result in alteration of the sedimentation characteristic of the waterway?	N/A
g. Will waterfront construction result in an increase in water turbidity?	N/A
h. Will operation of vessels at the facility result in bank erosion due to vessel wake?	N/A
i. Will a Corps of Engineers Section 404 permit be required? (Contact local USACE Office for a determination.)	No

		Indicate One YES,NO,N/A,UNK
j.	Will sewage waste water or other pollutants be discharged into an adjacent waterway?	No
k.	Will an Environmental Protection Agency (EPA) and state permit be required to discharge sewage or waste waters into adjacent waterways? (Contact EPA and State Water Quality Offices for determination.)	N/A
l.	Will the project result in upland pollutants flowing into adjacent waterways?	No
m.	Will water runoff laden with silt from an uncovered and unprotected construction site be allowed to enter adjacent waterways?	No - see note 9
n.	Will construction related debris enter adjacent waterways?	No
o.	Will the project require construction of a well or water intake structure in a natural waterway? (Contact local water and health authorities for possible requirements and permits.)	No
p.	Will the construction of a well or intake structure significantly deplete available water resources?	N/A
q.	Will there be any contamination of underground aquifers involved in the project or any adverse impact on an EPA designated sole source aquifer?	No
r.	Will dockside sewage and bilge water collection systems require local and state permits?	N/A
s.	Will the temperature of the surrounding water be raised by any discharges resulting from the construction or operation of the project?	N/A
t.	Is there a significant possibility of accidental spills of oils, hazardous or toxic materials?	No

Indicate One
YES,NO,N/A,UNK

8. Effects on Wetlands, Wildlife and Farmlands.

a.	Will the project require the removal of any marine/aquatic vegetation?	No
b.	Will the project require the significant removal of any terrestrial vegetation?	No - see Note 10
c.	Will the project involve construction in marshland or wetlands areas?	No
d.	If dredging is required, will the spoil be deposited in a marshland or wetland area either on or away from the project site?	N/A
e.	Are there any known rare or endangered species inhabiting the project site?	No
f.	Is the project site within the range of any known threatened or endangered species?	yes - see note 11
g.	Is the project located inside or near a wildlife refuge or wildlife conservation area?	No
h.	Have the Corps of Engineers, U. S. Fish and Wildlife Service and state fish and wildlife agencies determined that there are significant adverse impacts to any marshland, wetlands and/or wildlife associated with the project area?	N/A
i.	Will farmlands or potential farmlands be lost through Coast Guard use?	No
j.	Has the U. S. Soil Conservation Service's State Conservationist objected to the loss of any farmlands?	N/A
k.	Has Soil Conservation Service Form #AD-1006 been completed?	N/A

Indicate One
YES,NO,N/A,UNK

9. Effects on Coastal Zone Resources.

a. Does the proposed activity or project require a Coastal Zone Consistency Determination? — No

b. Does the proposed activity effect a barrier island? (If yes, consultation with the U. S. Fish and Wildlife Service is required.) — No

10. Effects on Public Lands.

a. Does the project involve land which is either presently used as a public park or recreation area, or is scheduled for public recreation use in the future? (Contact local or regional planning agency.) — No

b. Does the project restrict any access to any public park or recreation area? — No

c. Is the project located near any public park or recreation area? — Yes - See Note 12

d. Does the project impact or restrict access to any public use property or facilities? — No

11. Effects on Archaeological or Historical Sites.

a. Is the project site located in any area of archaeological, cultural, or historical significance? (Contact the State Historical Preservation Officer (SHPO) for determination.) — No - See Note 13

b. Is the project site located near any historical site or structure? — Yes - See Note 13

c. Will such an archaeological or historical site or structure be altered by the project? — No

d. Does the project restrict access to any site or structure of historical or archaeological significance? — No

Indicate One
YES,NO,N/A,UNK

12. Notification of and Comments from Public Agencies and Public Interest Groups.

a. Have appropriate state, regional, and local governments raised objections to the proposed project? N/A

b. Has the State Historical Preservation Officer raised objections to the proposed project? (National Historic Preservation Act) No-See Note 14

c. Has the State Coastal Zone Management Officer raised objections to the proposed project? (Coastal Zone Management Act) N/A

d. Has the U. S. Fish and Wildlife Service raised objections to the proposed project in regard to fishery and wildlife protection (Fish and Wildlife Coordination Act, endangered species (Endangered Species Act), or habitat protection (Protection of Wetlands-Executive Order 11990)? N/A

e. Has the Corps of Engineers raised objections to the proposed project in regard to floodplain construction (E.O. 11296) and water quality (Clean Water Act)? N/A

f. Has the EPA raised objections to the proposed project in regard to air quality (Clean Air Act), and water quality (Clean Water Act)? N/A

g. Will any public park or recreational area, wildlife or waterfowl refuges, or historic sites of national, state, or local significance be affected directly or indirectly (Department of Transportation Act - Section 4(f))? Yes-See Note 15

h. Has any public interest group (e.g., Sierra Club or League of Women Voters) raised any objections to the proposed project? No

13. Summary of Permits Required (If any):

None

14. Outstanding Issues to be resolved:

None

USCG GROUP NEW YORK ADMINISTRATION/VTS/MSO FACILITY

ENVIRONMENTAL ANALYSIS CHECK LIST ATTACHMENT

DESCRIPTION OF PROPOSED ACTIVITY: The U.S. Coast Guard is proposing the relocation of the Group New York administration, vessel traffic control, and marine safety office functions to Fort Wadsworth on Staten Island. To house these functions, the USCG is considering two alternatives. Alternative (1) would require construction of a new two story building at the current location of the existing two story 8-plex housing units (#222 & #223). Alternative (2) would entail renovation of a portion of the existing Bachelor Officer Quarters (#215). Both alternative sites are located on Pershing Drive, near the main gate to Fort Wadsworth. Both alternatives would require site improvements such as improved parking areas.

Note 1. The land use of the sites under consideration is undergoing transition from military to other federal government uses. Although the exact sites have been utilized to house military personnel, the administrative function proposed is not inconsistent with the NAVRESSO administrative offices in Building #208 located nearby.

Note 2. Public access has been restricted in the past, but will become welcome upon opening of a portion of Fort Wadsworth by the National Park Service. The proposed alternatives are located near the main gate that the public will utilize to visit the historic fortifications of Fort Wadsworth. Public access to the project sites will not effect areas at the former military reservation that are located farther from the main gate.

Note 3. If the proposed facility is constructed within the existing BEQ #215, there will be no exterior change of significance. If the facility is constructed on the site of the existing housing buildings #222 and #223, the new structure will be designed architecturally so that it does not detract from the historical nature of the officer's quarters located nearby on Mont Sec Avenue. Alternative (1) would replace two existing two-story buildings with a new two-story building at roughly the same location. Therefore, it would not significantly impact the visual quality along Pershing Drive.

Note 4. Personnel assigned to the new facility will likely live in the existing military base housing. No increase in the population of the local community is anticipated.

Note 5. The new administration facility will be located near the portion of Fort Wadsworth that is soon to be opened to the public as a national historic recreation area. The facility will generate traffic through the main gate entrance, but will not require access through the recreation area. The overall effect will not be significant.

Note 6. Temporary increases in traffic will occur during construction to allow for delivery of equipment and materials to the site. Vehicle traffic will stabilize upon construction completion. In that most of the personnel working in the facility are likely to live "on base", there is not likely to be an increase in traffic over that during the recent military use of the property.

Note 7. The New York Harbor Vessel Traffic System utilizes telephone lines, and therefore will not require the installation of large and obvious antennas. Less obvious VHS/UHF "whip" antennas will be required for Group operations.

Note 8. Construction is likely to result in a temporary increase in the ambient noise level, but will be controlled by restricting noise generating activities to normal working hours.

Note 9. Construction contractors will be required to prevent erosion via use of engineering controls and stabilization of slopes via erosion control vegetation. Construction vehicles leaving the site will be cleaned as necessary to prevent the spread of sediment onto access streets.

Note 10. The facility will be designed to minimize the disturbance to existing trees. The project will result in a minor decrease in the amount of lawn areas.

Note 11. The State and Federally listed endangered peregrine falcon has successfully nested and reared young on the underside of the Verrazano Narrows Bridge. Peregrine falcons prey consist of birds such as pigeons, songbirds. The proposed construction will accommodate existing trees to the maximum extent practicable, and therefore will minimize disturbance to the prey birds. Significant impacts to the falcons are therefore not anticipated.

Note 12. The new administration facility will be located near the portion of Fort Wadsworth that is soon to be opened to the public as a national historic recreation area. Additionally, the Arthur Van Briesen city park is located just north of Fort Wadsworth, adjacent to the national historic recreation area. The proposed project will not restrict access to either of these recreational facilities.

Note 13. The alternative sites for the proposed project are not located in areas of possible archaeological significance, but they are near historic structures of great significance. Building #s 111, 112, 113, and 114, along Mont Sec Avenue, east of the proposed project, are former officer quarters constructed in 1889 and 1890. The tree lined Mont Sec conveys the historical appeal of the turn of the century "Officer's Row", and is a significant portion of the new historic recreation area. To the southeast exists the Civil War era Fort Tompkins and Battery Weed. These military fortifications are likely to be the most

significant portions of the historic recreation area. Alternative (2) would involve only minor exterior revisions to an existing building, and would have no visual impact on these historic structures. Alternative (1) would be designed architecturally so that it does not detract from the historical nature of these structures. In addition, the mature trees along Mont Sec and New York Avenue will provide visual shielding between the historic recreation area and the proposed project locations.

Note 14. Contact was not made with the State Historic Preservation Officer. However, the proposed project has been coordinated with the Manager of the Fort Wadsworth historical unit of the Gateway National Recreation Area. Objections to the two proposed alternatives were not raised.

Note 15. Although the proposed project will affect the historic recreation area at Fort Wadsworth, the impact will not be significant due to historically sensitive design and control of contractor operations.

ENVIRONMENTAL ANALYSIS CHECK LIST

The following Environmental Analysis Check List is designed to aid the preparer of an Environmental Assessment in locating areas of potential environmental impacts that may be encountered in the planning process. Any item that is marked with a "YES" must be fully addressed in the ensuing Environmental Document (EIS or EA). If there is no indication of a problem, simply answer with a "NO". If the item is not applicable, mark "N/A". If the answer to the item is unknown, mark "UNK" and follow up on that issue in the Environmental Document.

Project Description:

USCG GROUP NEW YORK ENGINEERING FACILITY

DESCRIPTION OF PROPOSED ACTIVITY: The U.S. Coast Guard is proposing the relocation of the Group New York engineering function to USCG Group Sandy Hook, New Jersey. To house this function, the USCG is considering renovations of the Administration Building and the boathouse, demolition of the existing Maintenance and Repair Building (Bldg. 103), and construction of a single story 15,200 sf Group Engineering Building located on Canfield Road adjacent to Bldg. 512. Site improvements such as improved parking, utilities and landscaping are also included.

Activity Year: 1996

Prepared By: John R. Vogel

	Indicate One YES,NO,N/A,UNK	
1. Effects on Land Use Patterns.		
a. Is the proposed use of the project site inconsistent with land use in the area?	No	
b. Does the project conflict with local zoning ordinances?	No	
c. Has any controversy over land use arisen with other agencies or the public?	No	
d. Will the project result in the relocation of private residences?	No	
e. Will the project result in the relocation of private businesses?	No	
f. Will the project result in public access through the area?	No	
g. Is the proposed architecture inconsistent with the surrounding architecture or landscape?	No	Note 1
2. Effects on the Social Environment.		
a. Will the project involve a significant increase in the population of the community?	No	Note 2
b. Will the population increase involve an increase in the population density of the area?	N/A	
c. Will the project require the construction of government housing either now or at a later date?	No	
d. Is there a shortage of support facilities for personnel including schools, hospitals, shopping facilities and recreation facilities?	No	
e. Will the influx of Coast Guard personnel significantly tax these support facilities?	N/A	
f. Will the project involve an increased load on utilities, particularly municipal water supplies and sewage disposal facilities?	No	

	Indicate One YES,NO,N/A,UNK
g. Will the project have a significant effect on the economic activities of the area?	No
h. Will the project have a significant effect on any parks or recreation areas?	No

3. Effects on Transportation.

a. Will the project involve significant increased vehicle traffic on surrounding streets and highways either during construction or operation?	No
b. Will the project involve increased waterway traffic either during construction or operation?	No
c. Will the project require rerouting of roads?	No
d. Will the project require rerouting of traffic during construction?	No
e. Is the project located near any existing bottleneck in vehicle or vessel traffic such as a bridge, intersection, bend in the waterway, restricted channel, etc.?	No
f. Is the project likely to create any such obstruction either during construction or operation?	No

4. Effects on Public Safety.

a. Will the project require the storage or explosives?	No
b. Will the project require the storage of large amounts of fuel?	No
c. Will the project include the construction of radio antennae or high voltage radar or microwave structures?	No
d. Will the project include landing facilities for Coast Guard aircraft?	No

Indicate One
YES,NO,N/A,UNK

e. Will the public have open access to hazardous areas? — No

f. Will the project require the storage, treatment, handling, or disposal of hazardous wastes? — yes Note 3

5. Effects on Noise Levels.

a. Will construction of a facility significantly increase the ambient noise levels of the area? — No

b. Will operation of the facility increase the ambient noise level of the area? (Includes operation of machinery, vehicles, vessels, aircraft, loudspeaker systems, alarms, etc.) — No

c. Will noise levels above the ambient noise levels, from operation at the facility, generally occur past normal working hours? (7 A. M. to 6 P. M.) — No

d. Will construction activities at the site continue past normal working hours? — No

e. Will operations at the facility include the use of equipment with unusual noise characteristics? — No

6. Effects on Air Quality.

a. Will construction activities adversely affect the ambient air quality due to dust, emission from construction vehicles, open burning, etc.? (Contact state and local Air Quality Agency for determination.) — No

b. Will operation of vehicles, vessels or aircraft at the completed facility adversely affect the ambient air quality? (Contact state and local Air Quality Agency for determination.) — N/A

c. Will dredging activities result in the release of noxious odors? — N/A

Indicate One
YES,NO,N/A,UNK

d. Will industrial activities at the facility result in toxic or unusual air emissions? — No

e. Will open burning be carried out at the completed facility? — NO

f. Will a local burning permit be required? — No

g. Does the action conform to the State Implementation Plan? — Yes

7. Effects on Water Resources

a. Will the project require any dredging below the MHW line, ordinary high water line, or near or in any wetlands, waterways, or other contiguous bodies of water? — No

b. Will there be any waterway construction (i.e., piers, docks, dolphins, jetties, ramps, etc.)? If yes, Corps of Engineers Sec. 404 permit may be required. — No

c. Will there be any filling below MHW required? If yes, Corps of Engineers Sec. 404 permit may be required. — No

d. Will there be any modification of the stream bed or banks of a waterway? — No

e. Will there be any diversion of flow in the waterway? — No

f. Will construction in adjacent waterways result in alteration of the sedimentation characteristic of the waterway? — No

g. Will waterfront construction result in an increase in water turbidity? — N/A

h. Will operation of vessels at the facility result in bank erosion due to vessel wake? — N/A

i. Will a Corps of Engineers Section 404 permit be required? (Contact local USACE Office for a determination.) — No

	Indicate One YES,NO,N/A,UNK
j. Will sewage waste water or other pollutants be discharged into an adjacent waterway?	NO
k. Will an Environmental Protection Agency (EPA) and state permit be required to discharge sewage or waste waters into adjacent waterways? (Contact EPA and State Water Quality Offices for determination.)	N/A
l. Will the project result in upland pollutants flowing into adjacent waterways?	NO
m. Will water runoff laden with silt from an uncovered and unprotected construction site be allowed to enter adjacent waterways?	NO
n. Will construction related debris enter adjacent waterways?	NO
o. Will the project require construction of a well or water intake structure in a natural waterway? (Contact local water and health authorities for possible requirements and permits.)	NO
p. Will the construction of a well or intake structure significantly deplete available water resources?	N/A
q. Will there be any contamination of underground aquifers involved in the project or any adverse impact on an EPA designated sole source aquifer?	N/A
r. Will dockside sewage and bilge water collection systems require local and state permits?	N/A
s. Will the temperature of the surrounding water be raised by any discharges resulting from the construction or operation of the project?	N/A
t. Is there a significant possibility of accidental spills of oils, hazardous or toxic materials?	NO

Indicate One
YES,NO,N/A,UNK

8. Effects on Wetlands, Wildlife and Farmlands.

a.	Will the project require the removal of any marine/aquatic vegetation?	No.
b.	Will the project require the significant removal of any terrestrial vegetation?	No
c.	Will the project involve construction in marshland or wetlands areas?	No
d.	If dredging is required, will the spoil be deposited in a marshland or wetland area either on or away from the project site?	N/A
e.	Are there any known rare or endangered species inhabiting the project site?	No
f.	Is the project site within the range of any known threatened or endangered species?	Yes Note 4
g.	Is the project located inside or near a wildlife refuge or wildlife conservation area?	Yes
h.	Have the Corps of Engineers, U. S. Fish and Wildlife Service and state fish and wildlife agencies determined that there are significant adverse impacts to any marshland, wetlands and/or wildlife associated with the project area?	No
i.	Will farmlands or potential farmlands be lost through Coast Guard use?	No
j.	Has the U. S. Soil Conservation Service's State Conservationist objected to the loss of any farmlands?	N/A
k.	Has Soil Conservation Service Form #AD-1006 been completed?	N/A

Indicate One
YES,NO,N/A,UNK

9. Effects on Coastal Zone Resources.

a. Does the proposed activity or project require a Coastal Zone Consistency Determination? — No

b. Does the proposed activity effect a barrier island? (If yes, consultation with the U. S. Fish and Wildlife Service is required.) — No

10. Effects on Public Lands.

a. Does the project involve land which is either presently used as a public park or recreation area, or is scheduled for public recreation use in the future? (Contact local or regional planning agency.) — No

b. Does the project restrict any access to any public park or recreation area? — No

c. Is the project located near any public park or recreation area? — Yes Note 5

d. Does the project impact or restrict access to any public use property or facilities? — No

11. Effects on Archaeological or Historical Sites.

a. Is the project site located in any area of archaeological, cultural, or historical significance? (Contact the State Historical Preservation Officer (SEPO) for determination.) — Yes Note 6

b. Is the project site located near any historical site or structure? — Yes Note 6

c. Will such an archaeological or historical site or structure be altered by the project? — No

d. Does the project restrict access to any site or structure of historical or archaeological significance? — No

Indicate One
YES,NO,N/A,UNK

12. Notification of and Comments from Public Agencies and Public Interest Groups.

a. Have appropriate state, regional, and local governments raised objections to the proposed project? — No

b. Has the State Historical Preservation Officer raised objections to the proposed project? (National Historic Preservation Act) — No Note 7

c. Has the State Coastal Zone Management Officer raised objections to the proposed project? (Coastal Zone Management Act) — N/A

d. Has the U. S. Fish and Wildlife Service raised objections to the proposed project in regard to fishery and wildlife protection (Fish and Wildlife Coordination Act, endangered species (Endangered Species Act), or habitat protection (Protection of Wetlands-Executive Order 11990)? — No

e. Has the Corps of Engineers raised objections to the proposed project in regard to floodplain construction (E.O. 11296) and water quality (Clean Water Act)? — N/A

f. Has the EPA raised objections to the proposed project in regard to air quality (Clean Air Act), and water quality (Clean Water Act)? — No

g. Will any public park or recreational area, wildlife or waterfowl refuges, or historic sites of national, state, or local significance be affected directly or indirectly (Department of Transportation Act - Section 4(f))? — Yes Note 8

h. Has any public interest group (e.g., Sierra Club or League of Women Voters) raised any objections to the proposed project? — No

13. Summary of Permits Required (If any):

Site is within an historic district. The SHPO must be consulted with to obtain concurrance with a "no adverse affect" determination.

14. Outstanding Issues to be resolved:

Architectural finish of new group engineering building must not detract from the nature of the historical district.

Demolition of building 103 must be cleared thru SHPO.

USCG GROUP NEW YORK ENGINEERING FACILITY

ENVIRONMENTAL ANALYSIS CHECK LIST ATTACHMENT

DESCRIPTION OF PROPOSED ACTIVITY: The U.S. Coast Guard is proposing the relocation of the Group New York engineering function to USCG Group Sandy Hook. The project includes renovations of the Administration Building and the boathouse; demolition of the existing Maintenance and Repair Building (Bldg 103), and construction of a single story 15,200 sf group engineering building located on Canfield Road adjacent to building #512. Sitework, utilities, paving, landscaping and demolition are also included.

Note 1. The proposed architecture of the new group engineering building will be consistent with the architecture of the adjacent buildings 510 and 512). This architecture was previously coordinated with the State of New Jersey State Historic Preservation Officer.

Note 2. The proposed project will result is no additional Coast Guard personnel at Sandy Hook.

Note 3. The new Group Engineering Building will house activities similar to those currently being performed in the existing M&R building. Those activities typically generate some hazardous waste (waste degreasers, anti freeze, oil, etc.). There will be no change as a result of the proposed project.

Note 4. Nesting areas for the federally threatened and state endangered piping plover, and the state endangered black skimmer exist at the tip of the Sandy Hook peninsula, over 1,000 feet from the project site.

Note 5. The project is located 200 to 900 feet from the boundary of Gateway National Recreation Area, Sandy Hook Unit.

Note 6. Historically, the project area was part of Fort Hancock and the Sandy Hook Proving Ground. The site is located within a historic district. The site of the proposed new Group Engineering Building is nearby several buildings that have been identified as contributing structures to the historic landmark district. The Chemical Laboratory Building (#109), 200 feet north of the site, is of the first order of significance as a cultural resource. Other historically contributing structures include: Torpedo Storehouse (#509), 200 feet west of the site; the Station Commander's Residence (#526), 500 feet west; Torpedo Loading House (#510), 300 feet northwest; Mine Loading Room Building (#512), 50 feet west; the southwest bastion of the Civil War-era fort (#523), 250 feet west.

Note 7 Project will require Section 106 consultation with SHPO.

Note 8 The project will provide a minimal visual affect on the Fort Hancock and Sandy Hook Proving Ground Historic District.