

West 108th Street WSFSSH Development

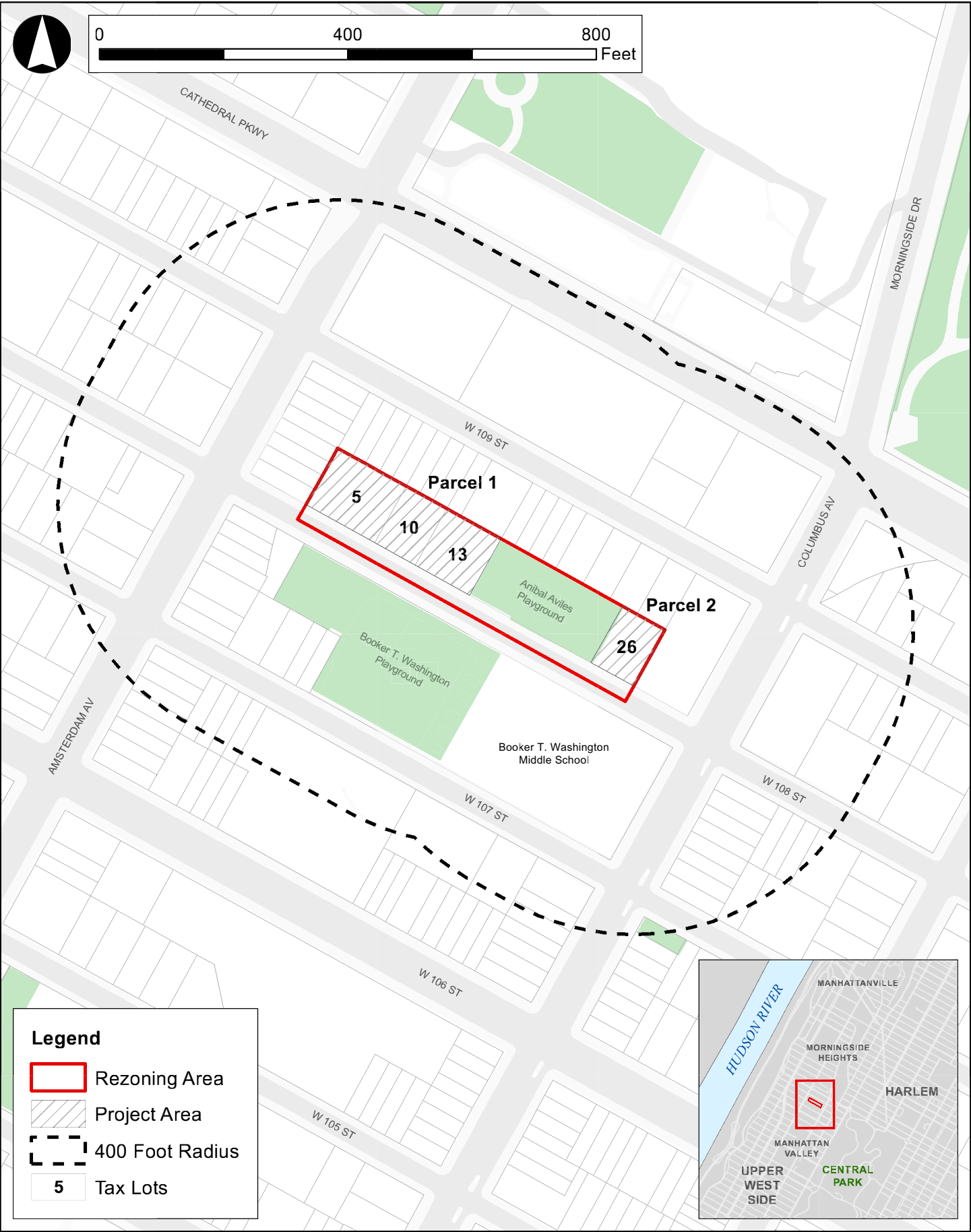
Executive Summary

A. INTRODUCTION

The proposal involves an application by the City of New York – Department of Housing Preservation and Development (HPD) and the project sponsor, the West Side Federation for Senior and Supportive Housing (WSFSSH), for approval of several discretionary actions subject to City Planning Commission (CPC) approval (collectively, the “Proposed Actions”) to facilitate the construction of two new buildings consisting of affordable and supportive housing and community facility uses on West 108th Street in the Manhattan Valley neighborhood of Manhattan Community District (CD) 7. The Proposed Actions include designation of an Urban Development Action Area (UDAA), approval of an Urban Development Action Area Project (UDAAP), disposition of City-owned property, a zoning map amendment to change a portion of Manhattan Block 1863 from R8B to R8A, and a zoning text amendment to Appendix F of the NYC Zoning Resolution to map a Mandatory Inclusionary Housing (MIH) Area on the Project Area. The project sponsor may seek construction financing from HPD and other agencies at a later date.

As shown in **Figure ES-1**, the Project Area (a.k.a., “rezoning area”) includes Block 1863, Lots 5, 10, 13, 17 and 26, is located midblock on the north side of West 108th Street between Amsterdam Avenue (to the west) and Columbus Avenue (to the east), and is currently part of a larger R8B zoning district. The Project Area has a total lot area of approximately 60,552 square feet (sf). Lots 5, 10, 13, and 26 constitute the Development Site upon which redevelopment would occur as a result of the Proposed Actions. Lots 5, 10, and 13 make up the site of proposed Building 1 (the “Western Development”), and Lot 26 is the site for proposed Building 2 (the “Eastern Development”). Lots 5, 13, and 26 are currently owned by the City and occupied by three public parking garages with a combined total capacity of approximately 675 spaces, while Lot 10 is owned by the project sponsor and occupied by the five-story Valley Lodge shelter, which provides transitional housing for homeless older adults. Lot 17, which is located between Lots 13 and 26, is occupied by the Anibal Aviles Playground and zoned R8B according to Zoning Sectional Map 5d. Although Lot 17 it is part of the rezoning area, it is a “public park” for zoning purposes and not proposed for any redevelopment under the Proposed Actions. The rezoning area is located across West 108th Street from the Booker T. Washington Middle School and its adjacent playground.

The Proposed Actions would facilitate the development of approximately ~~28177~~ affordable units (including supportive housing), an approximately 31,000 gross square foot (gsf) transitional housing facility for older adults with approximately 110 shelter beds, and an additional approximately 6,400 gsf of other community facility uses. This proposed development would consist of two buildings: the Western Development (Lots 5, 10, and 13), with approximately 193,000 gsf (maximum height of 11 stories), and the Eastern Development (Lot 26), with approximately 45,000 gsf (maximum height of 11 stories). The Proposed Project would provide much needed affordable and supportive housing, as well as transitional housing for older adults in this area of Manhattan, in addition to making efficient use of large City-owned sites suitable for housing that are located in close proximity to public transportation in order to meet City needs. Construction of the Western Development is expected to begin in 2018, with all building elements complete and fully operational by the end of 2020; construction of the Eastern Development is expected to begin in 2023, with all building elements complete and fully operational by the end of 2025.



B. EXISTING CONDITIONS

Rezoning Area/Project Area

As shown in **Figure ES-1**, the Project Area includes Block 1863, Lots 5, 10, 13, 17 and 26, is located midblock on the north side of West 108th Street between Amsterdam Avenue (to the west) and Columbus Avenue (to the east), and is currently part of a larger R8B zoning district. The Project Area has a total lot area of 60,552 sf. Lots 5, 10, 13, and 26 constitute the Development Site upon which redevelopment would occur as a result of the Proposed Actions. Of the Development Site, Lots 5, 10, and 13 make up the site of proposed Building 1 (the “Western Development”), and Lot 26 is the site for proposed Building 2 (the “Eastern Development”). Lots 5, 13, and 26 are currently owned by the City, whereas Lot 10 is owned by the project sponsor. Lot 17, which is located between Lots 13 and 26, is occupied by the Anibal Aviles Playground and zoned R8B according to Zoning Sectional Map 5d. Although Lot 17 it is part of the rezoning area, it is a “public park” for zoning purposes and not subject to zoning regulation. It is also not proposed for any redevelopment under the Proposed Actions. Under the existing R8B zoning, each zoning lot has a permitted maximum FAR of 4.0 for residential and community facility uses. Lots 5, 10, and 26 are currently underbuilt, with FARs of 3.66, 2.47, and 2.88, respectively, while Lot 13 exceeds its permitted FAR, with a built FAR of 4.46.

Both the Western Development (Block 1863, Lots 5, 10, and 13) and the Eastern Development (Block 1863, Lot 26) have frontage on the northern side of West 108th Street. The site of the Western Development has a combined lot area of approximately 30,276 sf and is currently occupied by two City-owned four- and five-story public parking garages (combined floor area of approximately 91,190 sf, with a total capacity of approximately 550 spaces), and the approximately 18,730 sf project sponsor-owned five-story Valley Lodge shelter, which provides transitional housing for homeless older adults. The site of the Eastern Development has a lot area of approximately 7,569 sf and is currently occupied by a City-owned approximately 21,800 sf three-story public parking garage, with a capacity of approximately 125 spaces.

All three garages within the Project Area are active pursuant to month-to-month lease agreements between the garage operators and the City. The existing public parking garages are grandfathered non-conforming uses (i.e., public parking garages are not permitted as-of-right in R8B zoning districts).

Area within 400-Foot Radius

The area within a 400-foot radius of the Project Area includes a varied mix of land uses. The properties immediately adjacent to the rezoning area are residential multi-family walkup buildings and mixed commercial/residential buildings, with local retail on the ground floors. North of the rezoning area are several larger residential multi-family elevator buildings, a mixed commercial/residential building, and a Con Edison utility facility. South of the rezoning area is the Booker T. Washington Middle School (M.S. 54) and its adjacent playground, two churches, a Manhattan Mini Storage facility, and a Time Warner Cable facility. To the east and west of the rezoning area, Amsterdam Avenue and Columbus Avenue are dominated by mixed commercial/residential buildings, with the exception of a commercial property at the intersection of Cathedral Parkway and Columbus Avenue. A Con Edison facility occupies the eastern block front of Amsterdam Avenue between West 109th Street and Cathedral Parkway.

Surrounding Area: The Manhattan Valley Neighborhood

The Manhattan Valley neighborhood of Manhattan CD 7, generally bounded by West 110th Street to the

north, West 96th Street to the south, Central Park to the east, and Broadway to the west, is a smaller neighborhood within the borough's larger Upper West Side. The area includes five- to eight-story walkup apartment buildings with ground floor retail along the north-south avenues, a mix of brownstone townhouses in the neighborhood's eastern section, and a number of prewar high-rise elevator apartment buildings and New York City Housing Authority (NYCHA) developments to the south of the rezoning area.

A significant portion of Manhattan Valley, including the subject block, was rezoned in 2007 as part of the *Upper West Side Rezoning*, an area-wide rezoning of approximately 51 blocks which changed R8 and R7-2 districts to R9A, R8A, and R8B districts to better reflect the area's built character. Much of the northern section of Manhattan Valley is currently zoned R8, R8A, and R8B, with C1-5 and C2-5 commercial overlays along all of Amsterdam and Columbus avenues north of West 104th Street. The larger apartment buildings and the NYCHA developments are located within an R7-2 district, which occupies the southern section of Manhattan Valley. The area is also well-served by public transportation, including the 1/2/3 subway lines along Broadway, the A/C and B/D subway lines along Central Park West, and several New York City Transit (NYCT) bus routes, including the M7 and M11 along Amsterdam Avenue and Columbus Avenue, the M116 along West 106th Street, the M4 along Cathedral Parkway (West 110th Street), and the M60 Select Bus Service (SBS) along Broadway. As the Project Area is located in the Manhattan Core, there are no accessory parking requirements for residential units.

There are a number of public facilities and institutions located in the surrounding neighborhood. Most prominent among them is the main campus of Columbia University, located north of the rezoning area in the Morningside Heights neighborhood, as well as the Cathedral of St. John the Divine, also located north of the rezoning area. As noted above, the Booker T. Washington Middle School, with approximately 850 students, is located across West 108th Street directly south of the rezoning area, at 103 West 107th Street. Other schools in the surrounding neighborhood include P.S. 145 at 150 West 105th Street, the Edward A. Reynolds West Side High School located further south at 140 West 102nd Street, and the Park West Montessori School located at 435 Central Park West to the east. Mt. Sinai St. Luke's Hospital is also located nearby, at 1111 Amsterdam Avenue.

There are several major open space resources in the surrounding area, including Morningside Park to the north, Central Park to the east, and Riverside Park to the west, as well as several smaller open spaces, including the Anibal Aviles and Booker T. Washington playgrounds, and a number of community gardens.

C. DESCRIPTION OF THE PROPOSED ACTIONS

The Proposed Actions include UDAA designation, project approval, and disposition of City-owned property; a zoning map amendment; a zoning text amendment; and various public funding approvals.

Urban Development Action Area Designation and Project Approval

The Development Site (Parcels 1 and 2) would be designated as an Urban Development Action Area and the Proposed Project would be approved as a UDAAP.

Disposition of City-Owned Property

The disposition of City-owned property (Block 1863, Lots 5, 13, and 26) would be approved pursuant to the Uniform Land Use Review Procedure (ULURP).

Zoning Map Amendment

The Project Area, including the Anibal Aviles Playground, is currently located in an R8B zoning district. As shown in **Figure ES-2**, the proposed zoning map amendment (Zoning Sectional Map 5d) would extend the existing R8A zoning district that is mapped along the Amsterdam Avenue frontage of Block 1863 (at a depth of approximately 100 feet) eastward along the southern half of the block (to include all of Lots 5, 10, 13, 17, and 26), ending at the western boundary of Lot 29, a corner lot at West 108th Street and Columbus Avenue. As shown in the figure, the northern boundary of the rezoning area would be located along the horizontal centerline of the block (approximately 100.92 feet north of, and parallel to, West 108th Street), and the eastern boundary of the rezoning area would be located 100 feet to the west of, and parallel to, Columbus Avenue. As noted above, although Lot 17 it is part of the rezoning area, it is a “public park” for zoning purposes and not subject to zoning regulation. It is also not proposed for any redevelopment under the Proposed Actions.

Both the existing R8B and the proposed R8A districts are contextual zoning districts, which limit building heights, require buildings to have continuous street walls with setbacks above a certain height, and require residential developments to comply with the Quality Housing program. R8A is a higher density district that allows mid-sized buildings, and is generally mapped along wide avenues where public transportation is readily accessible, while the R8B district has more restrictive height limits and is generally mapped along narrow streets in the middle of blocks. **Table ES-1** below provides a comparison of the key use and bulk requirements under the existing and proposed zoning districts.

TABLE ES-1
Comparison of Existing and Proposed Zoning

| | Existing Zoning | Proposed Zoning |
|----------------------|---|--|
| Zoning District | R8B | R8A |
| Use Groups | UG 1-4 | UG 1-4 |
| Maximum FAR | 4.0 Residential 4.0 Community Facility | 6.02 Residential (for non-MIH & non-AIRS developments) 7.5 Residential (for MIH & AIRS developments) ¹ 6.5 Community Facility |
| Base Height | 55 – 60 feet | 60 – 85 feet ² |
| Max. Building Height | 75 feet | 120 feet ² |
| Required Parking | 50% of dwelling units ³ | 40% of dwelling units ³ |

Source: *Zoning Resolution of the City of New York*. Information shown is for areas outside the Manhattan Core.

¹ However the Proposed Project would be capped at a lower FAR of approximately 5.3, pursuant to an enforceable restriction.

² Maximum base height and building height increased to 105 feet and 140 feet (or 14 stories), respectively, for MIH developments and AIRS.

³ No parking required within the Manhattan Core.

As shown in **Table ES-1**, R8A districts permit residential and community facility uses at a maximum FAR of 6.02 (as discussed further below, 7.20 in areas designated as part of the MIH program) and 6.50, respectively. It should be noted, however, that the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be built at a lower FAR of approximately 5.3. This lower FAR will be set forth in restrictions enforceable by the City. The building form in R8A districts requires a base height between 60 and 85 feet and a maximum building height of 120 feet.

This map illustrates the University City neighborhood in San Diego, highlighting various zoning districts and street patterns. Key features include:

- Zoning Districts:** R7-2, EC-2, R8B, and R8.
- Streets:** Cathedral Ave., Amsterdam Ave., Columbus Ave., Ellington Blvd., W. 106th St., W. 105th St., W. 104th St., W. 103rd St., W. 102nd St., W. 101st St., W. 100th St., W. 99th St., W. 98th St., W. 97th St., W. 96th St., W. 95th St., W. 94th St., W. 93rd St., W. 92nd St., W. 91st St., W. 90th St., W. 89th St., W. 88th St., W. 87th St., W. 86th St., W. 85th St., W. 84th St., W. 83rd St., W. 82nd St., W. 81st St., W. 80th St., W. 79th St., W. 78th St., W. 77th St., W. 76th St., W. 75th St., W. 74th St., W. 73rd St., W. 72nd St., W. 71st St., W. 70th St., W. 69th St., W. 68th St., W. 67th St., W. 66th St., W. 65th St., W. 64th St., W. 63rd St., W. 62nd St., W. 61st St., W. 60th St., W. 59th St., W. 58th St., W. 57th St., W. 56th St., W. 55th St., W. 54th St., W. 53rd St., W. 52nd St., W. 51st St., W. 50th St., W. 49th St., W. 48th St., W. 47th St., W. 46th St., W. 45th St., W. 44th St., W. 43rd St., W. 42nd St., W. 41st St., W. 40th St., W. 39th St., W. 38th St., W. 37th St., W. 36th St., W. 35th St., W. 34th St., W. 33rd St., W. 32nd St., W. 31st St., W. 30th St., W. 29th St., W. 28th St., W. 27th St., W. 26th St., W. 25th St., W. 24th St., W. 23rd St., W. 22nd St., W. 21st St., W. 20th St., W. 19th St., W. 18th St., W. 17th St., W. 16th St., W. 15th St., W. 14th St., W. 13th St., W. 12th St., W. 11th St., W. 10th St., W. 9th St., W. 8th St., W. 7th St., W. 6th St., W. 5th St., W. 4th St., W. 3rd St., W. 2nd St., W. 1st St.
- Landmarks:** University City station, University City Transit Center.
- Orientation:** North arrow pointing towards the top left.

Rezoning from R8B to R8A

Figure ES-2
Proposed Zoning Map Change

Zoning Text Amendment

A zoning text amendment would be made to Appendix F of the NYC Zoning Resolution to map an MIH Area on the Project Area. An MIH Area requires permanent affordable housing to be provided equivalent to either 25 or 30 percent of the residential floor area developed. The MIH Area sets a new maximum permitted residential FAR which supersedes the FAR permitted by the underlying zoning district. As noted in **Table ES-1**, with the designation of the Project Area as an MIH Area, the maximum permitted FAR within the proposed R8A district would be 7.2 (also 7.2 for Affordable Independent Residences for Seniors (AIRS)), and the maximum permitted base and building heights would be up to 105 feet and 140 feet, respectively, for MIH developments and AIRS. It should be noted however that the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be built at a lower FAR of approximately 5.3. This lower FAR would be set forth in a restriction enforceable by the City. All of the Proposed Project's units would be affordable for households earning 60 percent or below of the Area Median Income (AMI).

Funding

In addition to the actions described above, the project sponsor may seek construction financing for one or more of the proposed buildings from multiple sources, including: the HPD Supportive Housing Loan Program, the New York City Housing Development Corporation's (HDC) Extremely Low and Low-Income Affordability Program, Low Income Housing Tax Credits, and HDC tax exempt bonds. The HPD and/or HDC funding may include federal assistance originating from the U.S. Department of Housing and Urban Development (HUD).

As part of the Proposed Project, a Fair Share Analysis will be conducted for the existing Valley Lodge facility.

D. PURPOSE AND NEED FOR THE PROPOSED ACTIONS

HPD seeks to create affordable and supportive housing throughout New York City and considers all viable City-owned parcels as potential sites for housing. HPD has actively been pursuing affordable housing opportunities throughout Manhattan Valley and the Upper West Side. However, there are extremely limited opportunities to create affordable housing in CD 7 on both public and private land. The Proposed Project presents WSFSSH and HPD an opportunity to develop new affordable housing and community facility space in CD 7.

The Proposed Actions are intended to facilitate much needed affordable and supportive housing (approximately ~~281~~⁷⁷ affordable units), transitional housing for older adults (approximately 110 shelter beds), and community facility uses. The Proposed Actions would support the City's goals of creating new affordable and supportive housing, as well as addressing the needs of the City's homeless population, by optimizing the use of City-owned land within close proximity to public transportation. The Proposed Project is also intended to create new jobs (approximately 50 new permanent on-site workers, excluding construction workers). The bulk of the Proposed Project buildings are designed to accommodate such uses in efficient configurations while providing a pleasant, supportive environment for residents. Such a configuration cannot be built in a way that complies with R8B zoning regulations.

In order to balance the provision of much needed affordable housing (including supportive housing and supportive senior housing) and transitional housing for older adults with contextual development, HPD is

seeking to rezone the existing R8B zoning designation to R8A. The proposed R8A zoning is appropriate for the Project Area and consistent with existing development in the surrounding area as R8A zoning districts are mapped along Amsterdam Avenue and West 106th Street, two blocks south of the Project Area. Additionally, an R8 zoning district is mapped north of West 109th Street, including midblock areas, permitting buildings without a height limit and allowing Quality Housing buildings to rise to 115 feet, which is higher than what is planned for the Proposed Project. West 108th Street is lined with two midblock parks: Anibal Aviles Playground and Booker T. Washington Playground. While taller buildings are typically found along nearby wide streets and avenues, the parks ensure that the Project Area is an unusually open location and that the 11-story buildings of the Proposed Project, particularly with their setbacks, will not unduly restrict access to light and air.

The Proposed Actions would help address specific needs of the local community, as well as the City at large, including the provision of affordable and supportive housing, transitional housing, and community facility uses. All of the proposed ~~28177~~ units would be affordable. As HPD's Open Data Housing New York indicates that, as of April 27, 2017, only 11.3 percent of Manhattan's new construction affordable rental units are located within CD 7, and only 4.3 percent of all Manhattan affordable rental units are located within CD 7, the Proposed Project would not overburden the area with affordable housing. Furthermore, the transitional housing facility would provide approximately 110 shelter beds for homeless older adults to replace the existing 92-bed facility at the Valley Lodge shelter on Lot 10. As the Proposed Actions would facilitate the creation of affordable, supportive, senior, and transitional housing, they would further achievement of the goals set forth by the City in *Housing New York: A Five-Borough, Ten-Year Plan*.

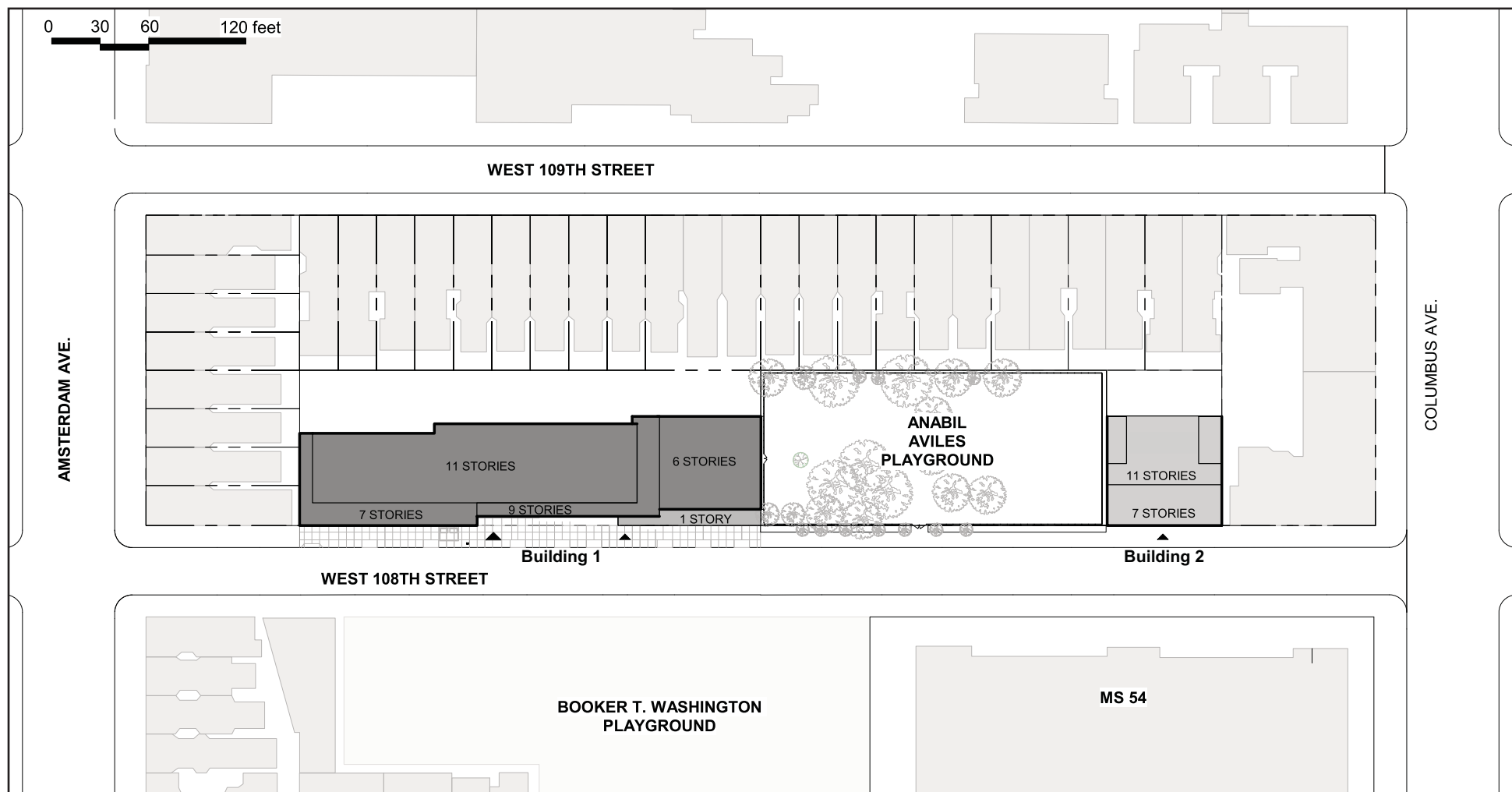
E. DESCRIPTION OF THE PROPOSED PROJECT

The Proposed Actions, as noted above, would facilitate the development of approximately ~~28177~~ affordable units, and approximately 37,400 gsf of community facility space comprising two separate facilities: (1) an approximately 31,000 gsf transitional housing facility for homeless older adults with 110 shelter beds that will replace an existing 92-bed facility; and (2) an additional approximately 6,400 gsf of community facility use, which is expected to be occupied by a medical office/health center and other community facility uses. The proposed affordable housing is anticipated to be marketed to households earning between 30 percent and 60 percent of AMI. The Proposed Project would consist of two buildings: the approximately 193,000 gsf Building 1 or Western Development (maximum height of 11 stories) and the approximately 45,000 gsf Building 2 or Eastern Development (maximum height of 11 stories). As the Project Area is located with the Manhattan Core, no parking spaces are required. **Figure ES-3** shows a preliminary site plan for the Proposed Project, and each proposed building is discussed in greater detail below.

Building 1 (The Western Development)

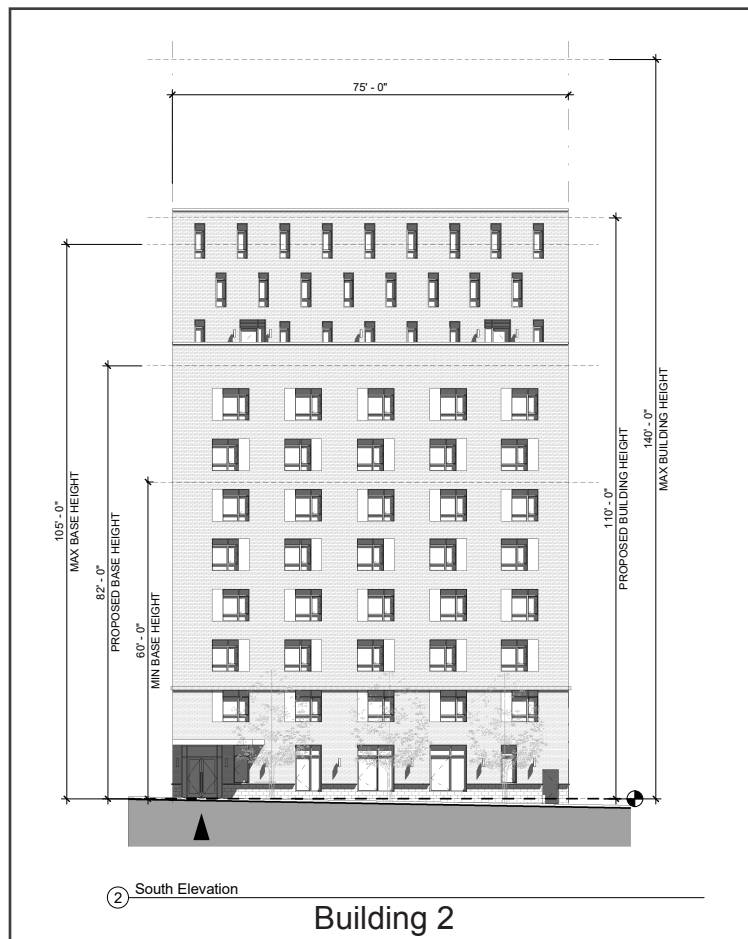
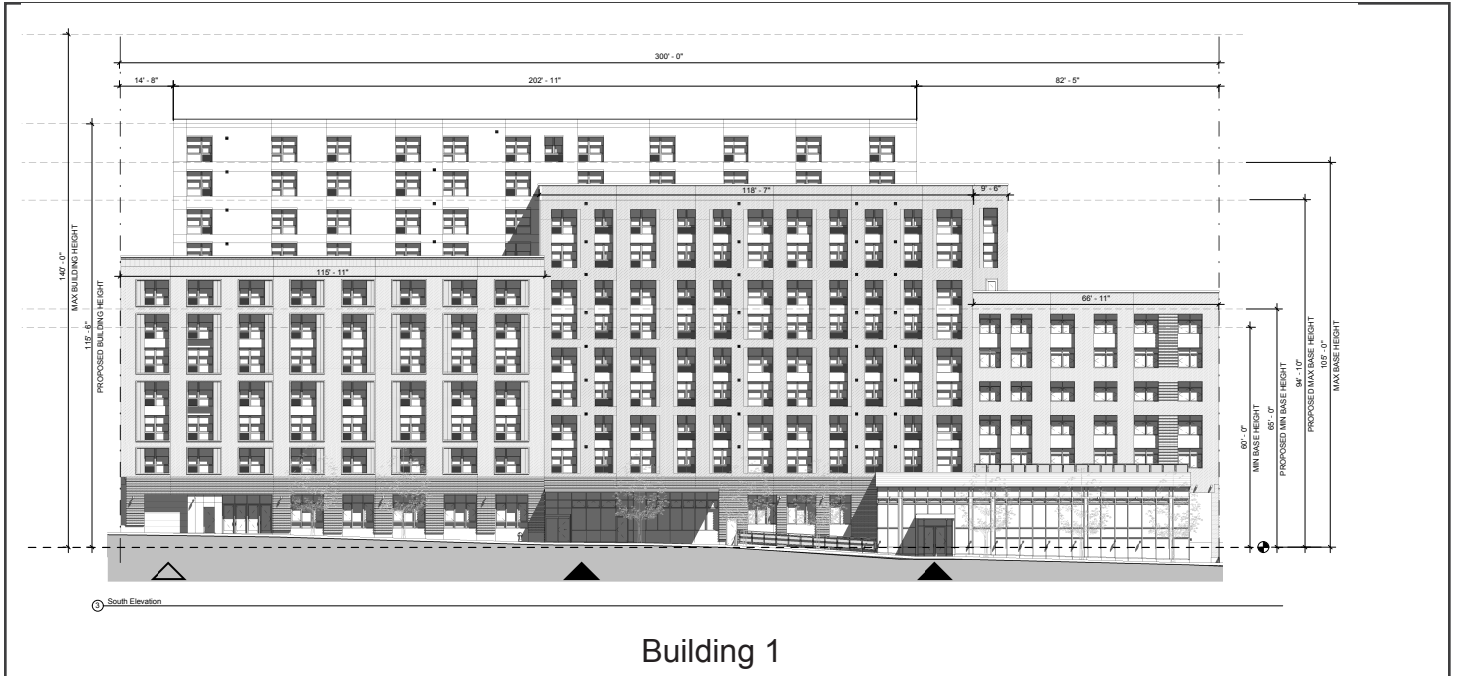
Building 1 would be located on what is currently Block 1863, Lots 5, 10, and 13 with frontage along West 108th Street. As shown in **Figure ES-4**, Building 1 would have multiple setbacks, and would range from six stories to 11 stories (approximately 118¹ feet) at its tallest. Building 1 would measure approximately 193,000 gsf and contain a total of approximately ~~1995~~ units, with ~~1195~~ studio units set aside as supportive housing for older adults, 79 affordable units that would accommodate singles and families, consisting of a mix of studio, one-, two-, and three-bedroom units, and one super's unit. The building would also

¹ In project refinement the maximum building height of Building 1 has been lowered from 118 feet to 116.5 feet; however, as 118 feet represents the more worst-case building height, it is assumed for environmental review purposes.



Source: DattnerArchitects

Preliminary Building Elevations for Buildings 1 and 2



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contain a transitional housing facility for older adults, which would contain 110 transitional shelter beds, as well as an additional approximately 6,400 gsf community facility use (see **Table ES-2** below). It is anticipated that the community facility floor area would largely comprise a medical office/health center and other community facility uses, with small portions dedicated to vehicle storage and restrooms accessible to users of the adjacent Anibal Aviles Playground. The rear yard of Building 1 would be developed with a courtyard for use by building tenants. As shown in the preliminary site plan in **Figure ES-3**, the main residential entrance to the building, as well as entrances to the community facility uses, would be located on West 108th Street. Construction of Building 1 is anticipated to begin in 2018, and the building is expected to be completed and fully operational by the end of 2020.

TABLE ES-2
Proposed Project Program

| Building | Total GSF | Residential GSF | Units | Community Facility GSF | Shelter Beds | Open Space SF | Max. Building Height (ft) |
|----------------------|----------------|-----------------|-------------------------------|------------------------|--------------|---------------|---------------------------|
| 1 | 193,000 | 155,600 | 199 5 ¹ | 37,400 ² | 110 | 9,000 | 118' ⁴ |
| 2³ | 45,000 | 45,000 | 82 | - | - | - | 110' |
| Total | 238,000 | 200,600 | 277 | 37,400 | 110 | 9,000 | - |

Notes:

¹ Includes 119~~5~~ supportive housing studios for the formerly homeless, 79 affordable units (studios and one- to three-bedroom apartments), and one building super's units).

² Split between an approximately 31,000 gsf transitional housing facility for seniors (110 shelter beds) and an additional approximately 6,400 gsf of other community facility use.

³ Building design pending; these values are based on preliminary estimates, but all units would be either supportive housing for older adults or affordable senior housing, with one super unit.

⁴ In project refinement the maximum building height of Building 1 has been lowered from 118 feet to 115.5 feet; however, as 118 feet represents the more worst-case building height, it is assumed for environmental review purposes.

Building 2 (The Eastern Development)

Building 2 would be located on Block 1863, Lot 26 with frontage along West 108th Street. The Eastern Development is expected to comprise a maximum floor area of approximately 45,000 gsf, and as shown in **Figure ES-4**, would rise up to 11 stories (approximately 110 feet). It is expected that the building would be comprised entirely of either supportive housing for older adults or affordable senior housing, with approximately 82 units, including one super's unit (see **Table ES-2**). Construction of Building 2 is anticipated to begin in 2023, once the five-year (2017-2022) lease extension on the existing garage expires, and the building is expected to be completed and fully operational by the end of 2025.

F. ANALYSIS FRAMEWORK

Build Year

Construction of the Western Development would commence as soon as all necessary public approvals are granted. Construction of the Western Development is anticipated to begin in 2018, with all building elements complete and fully operational by the end of 2020. Construction of the Eastern Development is expected to begin in 2023, with all building elements complete and fully operational by the end of 2025. Accordingly, the EIS assumes a 2025 Build Year (a.k.a. analysis year), as it represents full build-out of the Proposed Project. However, where applicable, an evaluation of conditions in the interim 2020 build year will also be provided (e.g., for construction analysis purposes). As the Proposed Project would be fully

built and operational in 2025, the environmental setting for analysis purposes is future conditions at that time. The EIS therefore provides a description of “Existing Conditions” from which projections will be made of future conditions without the Proposed Project (“No-Action Condition”) and with the Proposed Project (“With-Action Condition”). The No-Action condition and the With-Action condition are compared for purposes of determining the potential of the Proposed Project to result in significant adverse environmental impacts.

The Future without the Proposed Project (No-Action Condition)

In the 2025 future No-Action condition, it is expected that no disposition of City-owned property and no changes to zoning or land use would occur within the Project Area. In absence of the Proposed Actions, Block 1863, Lots 5, 13, and 26 would remain City-owned (under the jurisdiction of HPD) and would continue to operate with three off-street public parking garages (grandfathered non-conforming uses pursuant to the underlying R8B zoning with a total of approximately 675 parking spaces); Lot 10 would remain under the project sponsor’s ownership and continue to operate as a transitional shelter for older adults (92 shelter beds). As noted above, although Lot 17 it is part of the rezoning area, it is a “public park” for zoning purposes and not subject to zoning regulation, and is also not proposed for any redevelopment absent the Proposed Actions.

The Future with the Proposed Project (With-Action Condition)

The Proposed Actions would facilitate development within the Project Area. By 2025, the Proposed Actions would result in the development of Buildings 1 and 2. As discussed above, the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be built at a lower FAR of approximately 5.3. This lower FAR would be set forth in a restriction enforceable by the City. As such, for City Environmental Quality Review (CEQR) analysis purposes, the Proposed Project described above represents the reasonable worst-case development scenario (RWCDs).

By the 2025 future with the Proposed Actions analysis year, the existing buildings within the Project Area (three garages and one shelter) would be demolished, and two new buildings would be constructed on the Development Site, containing a combined total of approximately ~~28177~~ affordable units, including family and supportive senior housing units, approximately 110 transitional shelter beds for older adults, and an additional approximately 6,400 gsf of other community facility (medical office) uses². The 92 shelter residents currently residing at the Valley Lodge Shelter would be temporarily relocated within CD 7 and remain at that location under a WSFSSH Department of Homeless Services (DHS) contract for the duration of construction. No shelter beds will be lost or gained during construction, and 18 beds would be gained once construction is complete. As noted above, although Lot 17 it is part of the rezoning area, it is a “public park” for zoning purposes and not subject to zoning regulation, and is also not proposed for any redevelopment under the Proposed Actions.

Table ES-3, below, provides a comparison of the 2025 No-Action and 2025 With-Action conditions identified for analysis purposes. As shown, by 2025 the incremental (net) change that would result from the Proposed Actions is a net increase of ~~28177~~ affordable units, approximately 18 shelter beds, approximately 6,400 gsf of community facility uses (excluding the shelter facility), and approximately 0.2

² While a small portion of the 6,400 sf of non-shelter community facility floor area is expected to comprise vehicle storage, as well as restrooms for the neighboring Anibal Aviles Playground, as (1) medical offices would comprise the majority of the 6,400 sf; and (2) medical offices are the highest intensity use of those planned for the site, for RWCDs purposes, all 6,400 gsf are assumed to comprise medical offices.

acres (9,000 sf) of private open space for tenants, as well as a net decrease of approximately 675 public parking spaces. The estimates of future residents and workers are based on specific resident projections for the Proposed Project, and rates derived from the number of residents and workers currently at the Valley Lodge shelter and at other WSFSSH facilities. As shown in **Table ES-3**, the Proposed Actions would result in a net increase of 332403 residents and 50 permanent workers compared to No-Action conditions.

TABLE ES-3**Comparison of 2025 No-Action and 2025 With-Action Conditions**

| Use | | No-Action Scenario | With-Action Scenario | Increment |
|------------------------------------|--|--------------------|-------------------------------------|-----------------------------|
| Residential | Affordable Housing (Including Supportive Senior Housing) | -- | <u>28177</u> units | 28177 units |
| Community Facility | Shelter beds | 92 beds | 110 beds | 18 beds |
| | Medical Office | -- | 6,400 gsf | 6,400 gsf |
| Public Parking (spaces) | | 675 spaces | - | - 675 spaces |
| Accessory/Private Open Space | | -- | 0.2 acres (9,000 sf) | 0.2 acres (9,000 sf) |
| Population/Employment ² | | No-Action Scenario | With-Action Scenario | Increment |
| Residents | | 92 residents | <u>42495</u> residents ¹ | 332403 residents |
| Workers | | 54 workers | 104 workers ² | 50 workers |

Notes:

¹ Assumes 1 person per shelter bed, 1 person per studio unit, 2 people per one-bedroom unit, 3 people per two-bedroom unit, and 4 people per three-bedroom unit (data provided by WSFSSH).

² No-Action worker estimates are based on the 54 current employees within the Project Area (36 employees at the existing Valley Lodge Facility and 18 employees at the parking garages). With-Action estimates are based on data provided by WSFSSH (20 total workers associated with the permanent units, 21 workers for the supportive senior units, 39 workers for 110-bed shelter facility, 23 workers for the community facility space, and 1 park/associated maintenance worker).

G. PROBABLE IMPACTS OF THE PROPOSED PROJECT

The Proposed Actions have the potential to result in significant adverse impacts related to construction, specifically construction period noise. These impacts and measures proposed to mitigate them are discussed below.

The May 23, 2017 EAS and Positive Declaration identified several technical areas in which the Proposed Actions would not result in significant adverse impacts and therefore do not require further analysis in the EIS. Therefore, the EIS is “targeted” in that it has a detailed focus on those CEQR technical areas that were not screened out at the EAS level. As per the EAS, the CEQR technical areas that do not warrant analysis in the EIS are: Socioeconomic Conditions; Community Facilities; Historic and Cultural Resources; Air Quality (stationary and mobile sources); Natural Resources; Water and Sewer Infrastructure; Solid Waste and Sanitation Services; Energy; and Greenhouse Gas Emissions and Climate Change. All other CEQR technical areas have been analyzed through the EIS and are summarized below.

Land Use, Zoning, and Public Policy

No significant adverse impacts on land use, zoning, or public policy are anticipated in the future with the Proposed Actions in the primary or secondary study areas in the 2025 analysis year. The Proposed Actions would provide much needed affordable housing (including supportive senior housing) and transitional housing for older adults and optimize the use of large underbuilt City-owned sites located in close proximity to public transportation. The Proposed Actions would not generate land uses that would be

incompatible with existing land uses, zoning, or public policy in the secondary study area. Although the Proposed Actions include zoning map and text amendments, these changes would result in densities and building bulks that would be within the range of what is currently allowed in the secondary study area. The Proposed Actions would facilitate the development of underbuilt properties with buildings that would complement the established character of the surrounding area and improve the streetscape of West 108th Street. Additionally, the Proposed Actions would promote several public policies applicable to the primary and secondary study areas.

Open Space

According to the *CEQR Technical Manual*, a proposed action may result in a significant adverse impact on open space resources if (a) there would be direct displacement/alteration of existing open space within the study area that has a significant adverse effect on existing users; or (b) it would reduce the open space ratio and consequently overburden existing facilities or further exacerbate deficiency in open space. The *CEQR Technical Manual* also states that “if the area exhibits a low open space ratio indicating a shortfall of open space, even a small decrease in the ratio as a result of the action may cause an adverse effect.” A five percent or greater decrease in the open space ratio is considered to be “substantial,” and a decrease of less than one percent is generally considered to be insignificant unless open space resources are extremely limited. The Project Area is located in an area that is considered well-served by open space, as defined in the *CEQR Technical Manual Appendix: Open Space Maps*, but the residential study area’s open space ratio is less than the citywide CD level median of 1.5 acres of open space per 1,000 residents and would remain so in the 2025 future without and with the Proposed Project.

While the Proposed Actions would result in an incremental decrease in open space ratios in the future, the level of decrease anticipated (0.6 percent) would be well below the significant impact threshold (five percent). Furthermore, although the existing open space ratios in the study area would remain less than the New York City Department of City Planning (DCP) planning goals and the citywide CD median both without and with the Proposed Project, the deficiency of open space resources within the study area would be ameliorated by several factors. Overall, a majority of the open space resources in the study area were found to be in good condition. The Proposed Project would also improve the utility of the Anibal Aviles Playground (located within the Project Area), as the Proposed Project’s Building 1 would include restrooms that would be accessible to users of this open space resource. Moreover, a wide variety of passive and active recreational options are available, ranging from sitting areas and walking paths to playgrounds, basketball and handball courts, ball fields, and picnic area. The Proposed Project would also include a new private open space in the rear yard of Building 1, which would be available for use by building tenants.

Lastly, there are several significant open spaces located just beyond the boundaries of the open space study area, including the 840-acre Central Park (partially located within a ½-mile of the Project Area, but located outside of the study area boundaries) and the over 150 acres of Riverside Park that extend beyond the open space study area. Although these additional open space resources were excluded from the quantitative assessment, it is likely that existing and future residents within the study area would take advantage of these additional resources. Therefore, the Proposed Actions would not result in a significant adverse impact on open space.

The open space analysis shows that the Proposed Project would decrease the residential study area open space ratio by 0.46 percent, which is well below the *CEQR Technical Manual* threshold of five percent. In addition, as noted above, the Proposed Actions would not result in any direct displacement or alteration of existing public spaces in the study area. Therefore, the Proposed Actions would not result in a significant

adverse open space impact.

Shadows

The Proposed Project would result in incremental shadow coverage (i.e. additional, or new, shadow coverage) on portions of two sunlight-sensitive open space resources: Anibal Aviles Playground and Booker T. Washington Playground. As concluded in the DEIS following review of the analysis by the New York City Department of Parks and Recreation (DPR), the extent and duration of the incremental shadows on these two open space resources would (1) not significantly reduce or completely eliminate direct sunlight exposure on any of the sunlight-sensitive features found within these two open spaces; and (2) would not significantly alter the public's use of the playgrounds or threaten the viability of vegetation or other elements located within the open spaces. Therefore, incremental shadows from the Proposed Project on Anibal Aviles Playground and Booker T. Washington Playground would not be considered a significant adverse impact, in accordance with *CEQR Technical Manual* methodology.

Urban Design and Visual Resources

The Proposed Actions would not result in significant adverse impacts to urban design and visual resources in the primary or secondary study areas in the 2025 analysis year. The Proposed Actions would facilitate the redevelopment of the Development Site with affordable and transitional housing and community facility space in an established residential neighborhood in close proximity to numerous local transit options. Although the Proposed Actions include zoning map and text amendments, these changes would result in densities and building bulks that would be within the range of what is currently allowed in the secondary study area. Furthermore, the Proposed Project would not utilize the entire developable area allowed under an R8A district, but would be capped at a lower FAR of approximately 5.3 pursuant to an enforceable restriction. The continuous streetwall base and varying heights of building volumes set back from the base would complement the current variety of building heights in the area. Additionally, the Proposed Actions would facilitate the development of underbuilt properties, activating sidewalks in the vicinity of the Project Area and improving the streetscape of West 108th Street. As such, the Proposed Actions would not result in any significant adverse impacts to urban design in the primary or secondary study areas, but, rather, are expected to enhance the pedestrian experience in the surrounding neighborhood. Additionally, as the Proposed Project would occur on a block on lots occupied by existing buildings that are generally built to the lot line and would remain in the No-Action condition, the proposed new buildings would not obstruct or alter views of any visual resources from existing public thoroughfares.

Hazardous Materials

The Proposed Project would not result in significant adverse impacts related to hazardous materials. A Phase I Environmental Site Assessment (ESA) was prepared in June 2015 in order to evaluate potential contamination of the project site. The Phase I ESA identified recognized environmental conditions (RECs) associated with current and former uses of the Project Area and surrounding properties. Based on the findings of the Phase I ESA, it was determined that a Phase II Environmental Site Investigation (ESI) was necessary to adequately identify/characterize the surface and subsurface soils of the project site. The Proposed Project sponsor is actively working with the Mayor's Office of Environmental Remediation (OER), and the project sponsor intends to formally was enroll accepted into New York City's Voluntary Cleanup Program (NYCVCP) (18CVCP017M) to fully address the testing and remediation requirements at the site. The NYCVCP is a voluntary environmental remediation program administered by the New York City Mayor's Office of Environmental Remediation (OER) that has requirements for the methods of

remediation, including a construction health and safety plan (CHASP), to address safety during the remediation process. As part of the NYCVCP, ~~OER would need to approve~~ a Remedial Investigation Report (RIR), a Remedial Action Work Plan (RAWP; also known as a Remedial Action Plan (RAP)) for the Development Site, including Engineering and Institutional Controls and a Site Management Plan (SMP) are prepared and are subject to OER review and approval, before any demolition or construction can commence at the site. A Phase II ESI was prepared under OER oversight in January 2017. ~~Similar to many sites in urban areas that contain soil and/or groundwater that are known to be contaminated, t~~The Phase II ESI confirmed the presence of hazardous materials on the Development Site in a degree that is not dissimilar to many other urban sites. During the Phase II, field evidence of suspect petroleum contamination was observed, the New York State Department of Environmental Conservation (NYSDEC) was notified, and ~~There are two open petroleum spills, numbers 16-03624 and 16-03667, were assigned to this property by the New York State Department of Environmental Conservation (NYSDEC).~~ As hazardous materials were identified at the Development Site, remedial measures are required to adequately address the contamination and properly close NYSDEC spills. The project sponsor submitted a draft RAP to OER in October 2017, which was subsequently posted for public comment. Public comments on the RAP were accepted through November 8, 2017, and the RAP was approved by OER on January 31, 2018. Additional sampling may also be directed by OER prior to finalizing the RAP. Required remediation pursuant to the OER-reviewed and –approved RAP would be enforced through the Land Disposition Agreement (LDA) between HPD and the project sponsor. Additional sampling will also be required following demolition as part of the RAP. As noted above, the NYCVCP is a voluntary program. Should the project sponsor elect to withdraw from the NYCVCP prior to the conveyance of the Development Site by the City, allocation of City funding and start of any demolition or construction activity, the New York City Department of Environmental Protection (DEP) would assume the lead role in approving the final remediation plan developed for the site, in coordination with OER and HPD. Under either scenario, the LDA would serve as the mechanism to ensure the approved site remedy is implemented to appropriately address the hazardous materials on the site.

In addition, a limited asbestos, lead paint, and polychlorinated biphenyl (PCB) caulk survey report was prepared March 2017 to confirm the presence of asbestos-containing materials (ACMs) and lead-based paint (LBP) in the existing Development Site buildings.³ As is common for building structures built at the time of the existing Development Site structures, the survey report identified the presence of ACM and LBP in the existing Development Sites building materials. As such, and in accordance with regulatory requirements mandated by local, state, and federal law, ~~ACM and LBP would be removed prior to demolition of the existing Development Site buildings, and LBP would be addressed prior to and/or during demolition.~~

With adherence to the remedial requirements of OER's NYCVCP (which may also be enforced by DEP, should the project sponsor elect to withdraw from the OER program), to be required of the project sponsor in accordance with the LDA, in addition to the ACM and LBP regulatory requirements mandated by local, state, and federal law, no significant adverse hazardous materials impacts would occur during construction or upon completion of the Proposed Project. The remediation of the existing structures and underground contamination would leave the Development Site cleaner and safer than in its current state.

Transportation

In the 2025 future with the Proposed Project, a total of 675 spaces in three existing public parking facilities

³ The limited survey is a first step conducted for buildings that are occupied; once the existing Development Site buildings are fully vacated, additional surveys will be conducted.

located on the Development Site would be displaced and two new predominately residential buildings would be constructed in their place. As the Proposed Project is located in the Manhattan Core, no accessory parking spaces are required, in accordance with zoning.

The Project Area is located in CEQR Parking Zone 1, which encompasses all Manhattan blocks south of 110th Street, as well as portions of Downtown Brooklyn. As per the *CEQR Technical Manual*, the inability of proposed projects in Parking Zones 1 and 2 (which, combined, include all of Manhattan, in addition to transit-rich areas in the South Bronx, Brooklyn, and Queens) to accommodate future parking demands is considered a shortfall, but is generally not considered a significant adverse environmental impact because of the magnitude of alternative modes of transportation that are readily available for commutation, shopping, and other day-to-day needs. This approach is consistent with zoning regulations, which generally have lower or no parking requirements in transit-rich areas. Most notably, in the Manhattan Core, which includes all Manhattan blocks south of West 110th Street on the west side and south of East 96th Street on the east side, there are no accessory parking requirements, and the amount of parking permitted as-of-right is restricted.

In the future with the Proposed Project, there would be a shortfall of approximately 473~~2~~ spaces (on- and off-street, combined) within a ¼-mile of the Project Area and a shortfall of approximately 472~~1~~ spaces (on- and off-street, combined) within a ½-mile of the Project Area during the peak period, the weekday midday. During the weekday overnight period, there would be a shortfall of approximately 375~~4~~ spaces (on- and off-street, combined) within a ¼-mile of the Project Area, and a shortfall of approximately 217~~6~~ spaces (on- and off-street, combined) within a ½-mile of the Project Area.

The Project Area is located in a portion of the Upper West Side, a highly transit accessible area, in which the transit mode share (subway and bus combined) is approximately 75 percent, as compared to an auto mode share of eight percent. The Project Area, like much of the Upper West Side is highly accessible to alternative modes of transportation, including the Cathedral Parkway/110th Street (B and C lines) subway station on Central Park West and the Cathedral Parkway/110th Street (No. 1 line) subway station located on Broadway, among others, and ten NYCT bus routes, all of which are within a ½-mile of the Project Area. This pattern is reflected in the usage of the existing Development Site garages, which exhibit low vehicle in/out volumes during the weekday peak hours, indicating that most of the garage users are not utilizing their vehicles for daily commuting. Accordingly, the parking shortfall would not significantly affect daily commuting patterns nor would it impede residents from performing daily tasks.

While the Proposed Actions would result in a parking shortfall within the ½-mile study area, the availability of alternative transit options in the area, and the high transit auto share and low auto share among neighborhood residents for purposes of daily commutation, are evidence that the parking shortfall would not have a significant effect upon the overall ability of neighborhood residents to commute to work, shop, and perform other daily life activities. Accordingly, and consistent with the area's designation under the *CEQR Technical Manual* as part of CEQR Parking Zone 1, the parking shortfall within the ½-mile study area would therefore not constitute a significant adverse environmental impact.

Air Quality (Industrial Sources)

While the May 23, 2017 EAS determined that the operational aspect of the Proposed Project does not warrant a detailed mobile or stationary source air quality assessment, the Proposed Actions would result in new residential development within 400 feet of industrial sources of emissions. Therefore, an industrial source analysis was provided in the DEIS. A search of DEP records identified two active permitted industrial facilities with industrial source permits within 400 feet of the Project Area: a dry cleaning facility

and an emergency generator. In accordance with *CEQR Technical Manual* guidance, the emergency generator does not warrant an analysis due to the fact that it only operates during emergency conditions and/or equipment testing activities. Per DEP guidance, it was further determined that an analysis of the dry cleaning facility was not warranted, as dry cleaning facilities are extensively reviewed and controlled by NYSDEC regulations and must incorporate maximum Achievable Control Technology (MACT). As such, there would be no significant adverse air quality impacts on the Proposed Project as a result of potential industrial source emissions.

Noise

Noise from traffic generated by the Proposed Project would not cause significant adverse noise impacts. As the Proposed Actions would result in a net reduction in vehicle volumes in the weekday PM peak hour, compared to the No-Action condition, noise levels would decrease slightly during this peak hour (by 0.03 to 0.04 dBA), with minor increases anticipated in the weekday AM and midday peak hours (0.09 to 0.11 and 0.141 to 0.2419, respectively).

Based on predicted future With-Action exterior noise levels and *CEQR Technical Manual* criteria, With-Action noise levels at all noise receptor locations would remain in the “Marginally Acceptable” CEQR noise exposure category, and, as such, no special noise attenuation measures beyond standard construction practices would be required for residential or community facility uses on any of the Proposed Project’s frontages in order to achieve the required residential or community facility interior noise level of 45 dBA or lower.

However, should funding from HUD be sought at a later date, based on the building attenuation analysis, in order to meet HUD interior noise level guidelines, a minimum composite Sound Transmission Class (STC) rating of 25 dB of building attenuation would be required on any future residential/community facility uses on Building 1’s southern (West 108th Street) and eastern (Anibal Aviles Playground) frontages. An alternate means of ventilation would also be required in all habitable rooms along these frontages, to allow for an acceptable interior noise level under closed-window conditions. No additional noise attenuation measures above standard construction practices would be required for the northern and western frontages of Building 1, nor for any frontages for Building 2, in order to achieve interior noise levels of 45 dBA or lower for residential/community facility uses.

The attenuation and alternate means of ventilation requirements outlined above would be required through provisions in the LDA between HPD and the project sponsor. With implementation of these measures as part of the Proposed Project, the Proposed Actions would not result in any significant adverse noise impacts related to building attenuation requirements.

Public Health

The Proposed Project is not expected to result in unmitigated significant adverse impacts in the following technical areas that contribute to public health: air quality, operational noise, water quality, or hazardous materials. As discussed further below under “Construction” the Proposed Actions would result in temporary unmitigated significant adverse construction-related noise impacts at nearby residential buildings along West 109th Street and Columbus and Amsterdam avenues during portions of the construction period. While the noise levels predicted to occur during construction at these sensitive receptors would exceed the acceptable construction noise impact thresholds, these noise levels are below the level that would constitute significant adverse public health impacts. The CEQR noise thresholds are

based on quality of life considerations and not on public health considerations, and the predicted absolute noise levels at nearby sensitive receptors would be below the health-based noise thresholds. Additionally, the predicted elevated noise levels would occur intermittently during the construction period. Consequently, the unmitigated significant adverse construction noise impact that could occur at nearby sensitive receptors would not have the potential to result in a significant adverse public health impact.

Neighborhood Character

The Manhattan Valley neighborhood (within which the Project Area is located) is characterized by the diversity of its urban design and socioeconomic makeup, as well as its proximity to significant public assets, including open space, public transportation, and public institutions. As described elsewhere in this EIS and/or in the *West 108th Street WSFSSH Development EAS*, the Proposed Project would not result in significant adverse impacts in the areas that contribute to neighborhood character, as defined in the *CEQR Technical Manual* (land use, zoning, and public policy; socioeconomic conditions; open space; shadows; historic and cultural resources; urban design and visual resources; transportation; and noise), nor would a combination of moderately adverse effects affect such a defining feature.

The Proposed Project would provide much needed affordable housing (including supportive housing for older adults) and transitional housing for older adults and optimize the use of large underbuilt City-owned sites located in close proximity to public transportation. The proposed uses would be consistent with uses that characterize the Manhattan Valley neighborhood, which is predominantly occupied by residential buildings (comprising approximately half of the study area lots) and public facilities/institutions (comprising approximately 20 percent of the study area lots). By introducing a considerable amount of affordable housing, the Proposed Project would also help to support the economic diversity that characterizes the surrounding neighborhood today. While the Proposed Project would alter the urban design of the Development Site, with the construction of two new buildings on underbuilt lots, the buildings would complement the established character of the surrounding area and improve the streetscape of West 108th Street. The Proposed Project buildings' continuous streetwall base and the varying heights of the building volumes (ranging from six to nine stories at the lot line, and rising to 11 stories after a set back from the base) would complement the current variety of building heights in the area. In addition, once in operation, the Proposed Project would not notably alter noise levels or open space ratios in the surrounding study area. While the Proposed Project would displace three existing public parking garages, resulting in a parking shortfall in the parking study area during the weekday midday and overnight periods, the Manhattan Valley neighborhood is, in part, defined by its excellent transit access, and the loss of these parking spaces would not correlate to a significant adverse impact on neighborhood character.

Construction

The construction analysis finds that the Proposed Project would not result in significant adverse construction impacts in the areas of transportation, air quality, land use and neighborhood character, socioeconomic conditions, community facilities, open space, historic and cultural resources, or hazardous materials. However, as described below, construction of the Proposed Project has the potential to result in significant adverse noise impacts on a temporary basis during portions of the construction period.

Development of the Proposed Project would commence shortly after all necessary public approvals are granted. Construction of Building 1 is anticipated to begin in 2018, with all building elements complete ~~by~~ early in 2020 (for a total construction period of 28 months, from demolition to completion). Construction

of Building 2 is expected to begin in 2023, with all building elements complete ~~by the end of~~ in 2025⁴ (for a total construction period of 22 months). It is anticipated that no construction would occur during the approximately 32-month period between completion of Building 1 and the start of construction of Building 2.

Transportation

Construction travel demand associated with the Proposed Project is expected to be the greatest during the demolition phase of Building 1's development (the ~~first-third~~ first quarter of 2018). While the Proposed Project would generate incremental traffic, pedestrian, and transit demand, peaking in 2018, the incremental traffic, pedestrian, and transit demand would not exceed the *CEQR Technical Manual* detailed analysis thresholds, and, as such, no significant adverse impacts are anticipated. In addition, while the Proposed Project would likely result in some traffic lane and/or sidewalk closures during limited periods of the Proposed Project's construction, as is typical for construction in New York City, the applicant would be required to prepare detailed Maintenance and Protection of Traffic (MPT) plans for any temporary sidewalk and lane closures, which would be submitted for approval to the New York City Department of Transportation's (DOT's) Office of Construction Mitigation and Coordination (OCMC), the entity that insures that critical arteries are not interrupted, especially in peak travel periods.

Air Quality

Since emissions from on-site construction equipment and on-road construction-related vehicles, as well as dust-generating construction activities, have the potential to affect air quality, the analysis of potential impacts on air quality from construction of the Proposed Project includes a quantitative analysis of both on-site and on-road sources of air emissions. The detailed construction air quality analysis estimates the overall construction emissions profile for both buildings in order to select the worst-case analysis time periods for short-term air quality standards and annual air quality standards. The analysis included consideration of the potential impacts to existing sensitive land uses surrounding the construction areas, as well as project-on-project impacts, since Building 1 would be occupied before the completion of Building 2.

Measures would be taken to reduce pollutant emission during construction. These include the use of clean fuel, implementing dust control measures and idling restrictions, incorporating best available tailpipe reduction methodologies, and using newer equipment. With the incorporation of these measures, the detailed construction air quality analysis determined that no significant adverse impacts would result.

Noise

Since construction of the Proposed Project would involve the construction of multiple buildings near sensitive receptors over a period longer than two years, with the potential for project-on-project impacts (due to the phased nature of the Proposed Project, i.e. one of the proposed buildings (Building 1) would have completed construction and be occupied while the other (Building 2) is under construction), and the Proposed Project would also operate multiple pieces of diesel equipment in a single location, a quantitative construction noise assessment was performed in accordance with *CEQR Technical Manual* methodology. The construction noise assessment was performed with the modeling software SoundPlan. In addition to standard noise control measures required pursuant to the New York City Noise Control Code (including a variety of source and path controls, such as ensuring that all equipment employs the manufacturer's appropriate noise reduction device(s) and that construction devices with internal combustion engines keep their engine's housing doors closed, covering portable noise-generating

equipment with noise-insulating fabric, preventing vehicle engine idling on-site, etc.) the analysis also assumed use of a temporary 15-foot perimeter noise wall as a noise control measure committed to by the project sponsor. Three primary types of receptors were the focus of the analysis: nearby residential buildings, schools, and open space resources. The analysis conclusions for each type of receptor are discussed below. As outlined below, significant adverse construction noise impacts on residential buildings along West 109th Street and Amsterdam and Columbus avenues were identified; no significant adverse construction noise impacts on Booker T. Washington Middle School or area open spaces were identified. As discussed in the “Public Health” section, above, while the noise levels predicted to occur during construction at these sensitive receptors would exceed the construction noise impact thresholds, these noise levels are below the level that would constitute significant adverse public health impacts. Refer to Section H, “Mitigation,” for a discussion of mitigation considered for the significant adverse impacts.

RESIDENTIAL BUILDINGS

During the construction of Building 1, the maximum noise levels would occur at residential receptors directly north (along the rear of buildings on West 109th Street) and west (along the rear of buildings on Amsterdam Avenue) of the construction site. The maximum interior noise levels at residential receptors would exceed the 45 dBA CEQR building interior impact criterion by up to seven dBA, 16 dBA, and 14 dBA during initial site preparation, the building construction phase (represented by Month 7), and exterior finish (represented by Month 26), respectively. Construction noise levels would be substantially less and would not exceed the 45 dBA criterion at the ground level of the buildings shielded by the construction noise barrier. Overall, despite the extensive construction noise control measures incorporated in the Proposed Project duration of impacts would be up to 28 months at some receptors.⁴

During the construction of Building 2 (anticipated between 2023 and 2024), the maximum noise levels would occur directly east (along the rear of buildings on Columbus Avenue) and north (along the rear of buildings on West 109th Street) of Building 2. The maximum interior noise levels at residential receptors would exceed the 45 dBA CEQR building interior impact by up to ten dBA, 15 dBA, and 13 dBA during initial site preparation, the building construction phase (represented by Month 7), and exterior finish (represented by Month 21), respectively. Overall, despite the extensive construction noise control measures incorporated in the Proposed Project duration of impacts would be up to 21 months at some receptors.⁵

The magnitude and duration of construction noise were considered for the construction of Building 1 and Building 2. The impacts constitute a significant adverse impact for certain locations as discussed in detail in the DEIS.

SCHOOL

During the construction of Building 1, the highest interior noise levels at the Booker T. Washington Middle School would occur in the gymnasium (on the northern façade of the building), with construction noise levels ranging from the mid to high 50s of dBA (the gymnasium lacks air conditioning and was assumed to

⁴ It should also be noted that, while the representative construction equipment mix for each modeled month was conservatively used to estimate the overall duration of impacts, by its very nature, construction noise varies substantially day to day depending on the specific work activities being undertaken. The predicted elevated noise levels due to construction would occur intermittently during the construction period.

⁵ It should also be noted that, while the representative construction equipment mix for each modeled month was conservatively used to estimate the overall duration of impacts, by its very nature, construction noise varies substantially day to day depending on the specific work activities being undertaken. The predicted elevated noise levels due to construction would occur intermittently during the construction period.

have windows open for purposes of estimating interior noise levels). Noise levels would be lower at the windows closest to ground level (which is where gym users would be located) due to the shielding provided by the construction noise barrier. Noise would be 18 dBA lower during the winter when the windows of gymnasium would be closed; therefore, the higher predicted noise levels would occur during warm weather only. Considering the active recreation uses occurring in the gym (which themselves generate substantial sound levels) and that noise levels would be lower at the ground level occupied by users and higher at the upper portions of the gym facility, the construction noise level would not be disruptive and is not considered a significant adverse impact. Also during the construction of Building 1, the CEQR 45 dBA impact criterion would be exceeded by less than two dBA at a single third-story classroom receptor on the northern end of the western façade (facing Building 1; receptor ID 619) during Month 7. Given the relatively low magnitude of the exceedance and the limited duration, the exceedance would not be considered a significant adverse impact. Other than the gym and classroom discussed above, interior noise levels in the remainder of the school would not exceed 45 dBA.

During the construction of Building 2, highest interior noise levels would occur in the gymnasium (on the north façade of the school), with construction noise levels ranging from 61 to 71 dBA. The daytime use of the gymnasium involves active recreation, which would generate substantially greater noise levels than the construction noise. Noise levels would be lower at the windows closest to ground level (which is where gym users would be located) due to the shielding provided by the construction noise barrier. Noise would be 18 dBA lower during the winter when the windows of gymnasium would be closed; therefore, the higher predicted noise levels would occur during warm weather only. Considering the type of use affected and that noise levels would be lower at the ground level occupied by users and higher at the upper portions of the gym facility, the construction noise level would not be disruptive and is not considered a significant adverse.

Also during the construction of Building 2, the 45 dBA impact criterion would be exceeded by up to eight dBA in the auditorium on the northern façade of the school during Month 7; however, impacts at the ground level of the auditorium would only exceed 45 dBA by 2.7 dBA due to the shielding provided by the construction noise barrier. Construction noise would be noticeable when the auditorium is quiet, but the noise would not substantially interfere with the typical uses of the auditorium, such as school-wide events, performances, or rehearsals. An interior noise level of 48 to 53 dBA would still be below the typical speech levels (57 dBA average for normal voice level, 64 dBA average for raised voice level).⁶ Due the limitation of construction noise to the daytime hours, there would be no impact on the nighttime use of the auditorium. Considering the type of uses affected, duration, and magnitude, the exceedance is not considered a significant adverse impact.

The 45 dBA impact criterion would also be exceeded during Building 2 construction by up to 2.6 dBA at classroom receptors on the third floor of the north façade of the school above the auditorium and gymnasium, set back from the edge of the building (receptor IDs 644 and 647-649). The exceedances are anticipated to occur during Month 7 only (representing 11 months of construction activity). Given the relatively low magnitude of the exceedance and the limited duration, the exceedance is not considered a significant adverse impact.

Other than the auditorium, gymnasium, and third floor classrooms discussed above, interior noise levels at the remainder of the school would not exceed 45 dBA during both Building 1 and Building 2 construction. It should also be noted that the project sponsor has committed to work with Booker T.

⁶ US EPA. 1977. Speech Levels in Various Noise Environments.

Washington Middle School to coordinate the timing of more intensive construction activities, so that they do not interfere with critical testing or school dates.

OPEN SPACE

During the construction of the Proposed Project, noise levels would be in the low 70s to mid 60s dBA or less at Anibal Aviles Playground and Booker T. Washington Playground for the duration of construction. While noise from construction of Buildings 1 and 2 would be noticeable at these open space resources, noise levels would not substantially interfere with the usability of these areas for active recreation. Since all the playground receptors are at ground level, the 15-foot-high construction site perimeter noise barrier would serve to substantially reduce noise levels. Taking into consideration the control measures incorporated in the Proposed Project (e.g., the 15-foot-high perimeter fence), the construction of the Proposed Project would not result in significant adverse noise impacts on area open spaces.

PROJECT-ON-PROJECT

Project-on-Project impacts were examined by modeling receptors on the completed Building 1 during the construction of Building 2. The maximum predicted interior noise levels would occur during Month 7 of Building 2's construction and would be 45.5 dBA, just exceeding the 45 dBA impact criterion. The exceedance would be limited to floors four through eight on the eastern facade of the Building 1 (facing Building 2). Given the very small magnitude of the exceedance of 45 dBA and limited duration (11 months, represented by Month 7), this impact is not considered significant.

Other Technical Areas

Based on the analyses conducted, construction of the Proposed Project would not result in significant adverse construction impacts in the areas of land use and neighborhood character, socioeconomic conditions, community facilities, open space, historic and cultural resources, or hazardous materials. Construction activities associated with the Proposed Project would affect Project Area land use temporarily, but would not alter surrounding land uses, block or restrict access to any facilities in the area, affect the operations of any nearby businesses, or significantly obstruct thoroughfares used by customers or businesses. In addition, as no historic resources are located within 90 feet of the Project Area, construction of the Proposed Project does not have the potential to result in significant adverse impacts on historic resources.

Construction of the Proposed Project would incorporate use of extensive noise control measures, including a 15-foot-high construction fence, and these would be required per the LDA between the project sponsor and HPD. These control measures would serve to reduce noise levels and avoid impacts to Booker T. Washington Middle School, as well as Anibal Aviles Playground and Booker T. Washington Playground and other open areas. In addition, the project sponsor has committed to work with the school to coordinate the timing of more intensive construction activities, so that they do not interfere with critical testing or school dates; this commitment will be mandated through the LDA between the project sponsor and HPD. Additional construction noise mitigation measures ~~are currently being explored~~ were identified and are presented in Section H, "Mitigation." ~~These measures will be further refined between the Draft and Final EIS.~~ In addition, with the emission control measures to be required of the project sponsor, per the LDA between the project sponsor and HPD, no significant adverse construction air quality impacts would occur at the school. Lastly, with adherence to the site remedy approved by either OER or DEP, and the regulated ACM and LBP removal protocols, to be mandated per the LDA, as well, no significant adverse hazardous materials impacts would occur at the school during the Proposed Project's construction.

The project sponsor is in discussion with DPR regarding any encroachments that might occur at the neighboring Anibal Aviles Playground during the Proposed Project's construction; the project sponsor has committed to restoring any affected areas, should construction activities temporarily encroach on this open space resource. In addition, measures would be implemented to control noise, vibration, emissions and dust from the construction sites on the adjacent and nearby open space. Therefore, no significant construction impacts to open space are expected.

H. MITIGATION

As described in greater detail in the "Construction" section, above, in addition to deploying standard noise control measures required pursuant to the New York City Noise Control Code, the project sponsor will provide a temporary 15-foot perimeter noise wall as a special noise control measure as part of the Proposed Project. While these measures would serve to reduce noise levels and were incorporated into the detailed analysis, the detailed construction noise analysis found that predicted noise levels due to construction-related activities associated with the Proposed Project would still result in potentially significant adverse noise impacts to adjoining residential buildings (along West 109th Street and Amsterdam and Columbus avenues) on a temporary basis during portions of the construction period. Potential noise mitigation measures—including voluntary outreach efforts by the project sponsor to improve window/wall attenuation, continuous construction noise monitoring, and enhanced community outreach and coordination with regard to the construction schedule and anticipated high noise periods—were explored and ~~will continue to be evaluated between the DEIS and FEIS, and the project sponsor has committed to the following partial mitigation measures: the offer of AC units to impacted residential units, continuous construction noise monitoring, and enhanced community outreach and coordination with regard to the construction schedule and anticipated high noise periods. A final description of construction noise mitigation measures will be presented in the FEIS, taking into consideration public comments received on the potential measures discussed in the DEIS and the feasibility and practicability of such measures. While the incorporation of feasible and practicable the above-listed mitigation measures (to be enforced through the LDA between HPD and the project sponsor)~~ will substantially reduce construction noise exposure, ~~but it is not expected to eliminate the significant adverse impact; therefore construction noise is considered an unavoidable significant adverse impact and is discussed in Section J, "Unavoidable Adverse Impacts."~~

I. ALTERNATIVES

No-Action Alternative

The No-Action Alternative examines future Project Area conditions, but assumes the absence of the Proposed Project (i.e., none of the discretionary approvals proposed as part of the Proposed Actions would be adopted). Under the No-Action Alternative, Block 1863, Lots 5, 13, and 26 would remain City-owned (under the jurisdiction of HPD) and would continue to operate with three off-street public parking garages (a total of approximately 675 parking spaces); Lot 10 would remain under the project sponsor's ownership and continue to operate as a transitional shelter for older adults (92 shelter beds). The technical chapters of the EIS describe the No-Action Alternative as "the Future without the Proposed Project."

The unmitigated significant adverse construction noise impact anticipated for the Proposed Project would not occur under the No-Action Alternative. However, the No-Action Alternative would not meet

the goals of the Proposed Project. The benefits expected to result from the Proposed Project—including providing much needed affordable and supportive housing, transitional housing, and community facility uses to address the City’s housing needs, as well as creating new jobs in a location close to public transportation—would not be realized under this alternative, and the No-Action Alternative would fall short of the objectives of the Proposed Project.

No Unmitigated Significant Adverse Impacts Alternative

The No Unmitigated Significant Adverse Impacts Alternative examines a scenario in which the density and other components of the Proposed Project are changed specifically to avoid the unmitigated significant adverse impacts associated with the Proposed Project. As presented in Section H, “Mitigation,” and Section J, “Unavoidable Adverse Impacts,” while the level of construction noise would be reduced with the project sponsor’s commitment to provide substantial noise control measures (including the provision of a 15-foot-high perimeter fence), there is the potential for the Proposed Project to result in unmitigated significant adverse construction noise impacts. Given the proximity of existing sensitive receptors to the Development Site, any development involving below-grade excavation and multi-year construction would likely have the potential to result in temporary unmitigated significant adverse construction noise impacts. Furthermore, any significant adverse construction noise impacts at these nearby receptors could not be reasonably or feasibly mitigated; as noted above, the project sponsor’s commitment to provide substantial noise control measures would reduce the level of impacts, but would not fully avoid the identified significant adverse impacts. To avoid construction noise impacts at these nearby sensitive receptors, no construction of structure(s) of a size sufficient to accommodate an affordable and supportive housing program could occur on the Development Site. Therefore, there is no feasible No Unmitigated Significant Adverse Impact Alternative that would meet the purpose and need of the Proposed Project while avoiding a significant adverse impact.

J. UNAVOIDABLE ADVERSE IMPACTS

In addition to standard noise control measures required pursuant to the New York City Noise Control Code, the project sponsor will provide a temporary 15-foot perimeter noise wall as a special noise control measure as part of the Proposed Project. While these measures would serve to reduce noise levels and were incorporated into the detailed analysis, the detailed construction noise found that predicted noise levels due to construction-related activities associated with the Proposed Project would still result in potentially significant adverse noise impacts to adjoining residential buildings along West 109th Street and Amsterdam and Columbus avenues on a temporary basis during portions of the construction period. Potential noise mitigation measures ~~—including voluntary outreach efforts by the project sponsor to improve window/wall attenuation for identified sensitive receptors, continued construction noise monitoring, and enhanced community outreach and coordination with regard to the construction schedule and anticipated high noise periods—were explored, which are and evaluated between the DEIS and FEIS, and the project sponsor has committed to the following partial mitigation measures: the offer of AC units to impacted residential units, continuous construction noise monitoring, and enhanced community outreach and coordination with regard to the construction schedule and anticipated high noise periods~~ presented in Section H, above. ~~Potential noise mitigation measures will continue to be evaluated between the DEIS and FEIS. A final description of construction noise mitigation measures will be presented in the FEIS, taking into consideration public comments received on the potential measures discussed in the DEIS and the feasibility and practicability of such measures.~~

While the incorporation of ~~all feasible and practicable~~ the above-listed mitigation measures ~~(to be~~

enforced through the LDA between HPD and the project sponsor) will substantially reduce construction noise exposure, it is not expected to eliminate the significant adverse impact; therefore construction noise is considered an unavoidable significant adverse impact.

K. GROWTH-INDUCING ASPECTS OF THE PROPOSED PROJECT

The term “growth-inducing aspects” generally refers to “secondary” impacts of a proposed project that trigger further development outside the directly affected area. The *CEQR Technical Manual* indicates that an analysis of the growth-inducing aspects of a proposed project is appropriate when the project: (1) adds substantial new land use, residents, or employment that could induce additional development of a similar kind or of supported uses, such as retail establishments to serve new residential uses; and/or (2) introduces or greatly expands infrastructure capacity (e.g., sewers, central water supply).

The Proposed Actions would facilitate the development of approximately ~~28177~~ affordable units (including supportive housing), an approximately 31,000 gsf transitional housing facility for older adults with approximately 110 shelter beds, and an additional approximately 6,400 gsf community facility use. The projected increase in residential population is likely to increase the demand for neighborhood services, ranging from community facilities to local retail and services. It is anticipated that the consumer needs of the new residential and worker populations would largely be satisfied by the existing retail and community facility uses in the surrounding area, in addition to the community facility planned as part of the Proposed Project. The Proposed Project could also lead to additional growth in the City and State economies, primarily due to employment and fiscal effects during construction on the Development Site and operation of the Proposed Project after its completion. However, this secondary growth is not expected to result in any significant impacts in any particular area or at any particular site.

It is not anticipated that the Proposed Project would generate significant secondary impacts that would result in substantial new development in nearby areas, and the Proposed Project would not introduce an economic activity that would alter existing economic patterns in the study area. Moreover, the Proposed Actions do not include the introduction of new infrastructure or an expansion of infrastructure capacity that would result in indirect development. Therefore, the Proposed Actions would not induce significant additional growth beyond that identified and analyzed in this EIS.

L. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

Resources, both natural and man-made, would be expended in the construction and operation of the Proposed Project. These resources include the building materials used in construction; energy in the form of gas and electricity consumed during construction and operation of the Proposed Project by various mechanical and processing systems; and the human effort (time and labor) required to develop, construct, and operate various components of the Proposed Project. These are considered irretrievably committed because their reuse for some other purpose would be highly unlikely.

The commitments of resources and materials are weighed against the benefits of the Proposed Project. The Proposed Actions would facilitate much needed affordable and supportive housing, transitional housing for older adults, and community facility uses. The Proposed Actions would support the City’s goals of creating new affordable and supportive housing, as well as addressing the needs of the City’s homeless population, by optimizing the use of City-owned land within close proximity to public transportation. The Proposed Project would also create new jobs (approximately 50 new permanent on-site workers,

excluding construction workers). The Proposed Actions would help address specific needs of the local community, as well as the City at large, including the provision of affordable and supportive housing, transitional housing, and community facility uses.