Executive Summary

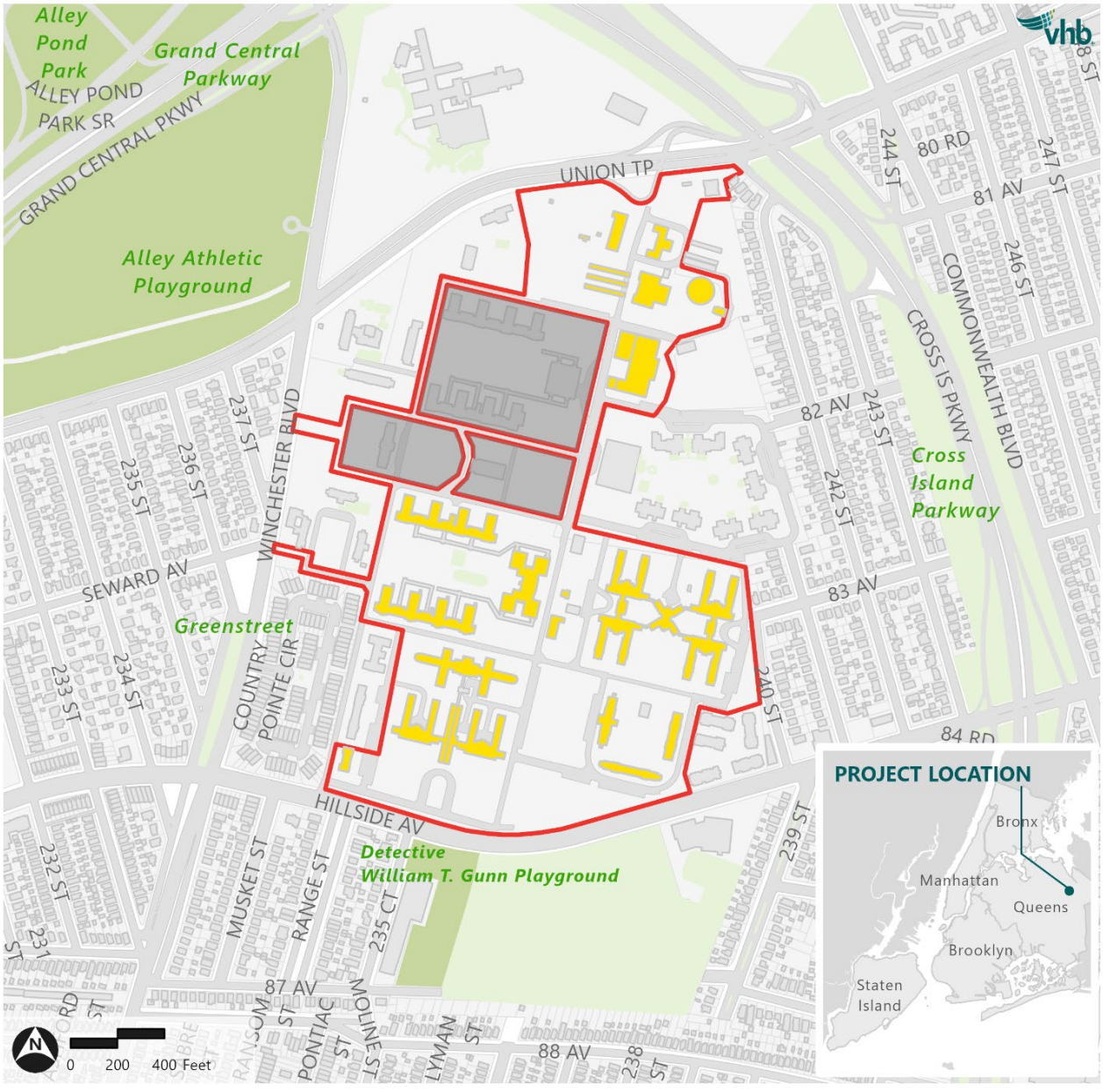
Introduction

The New York State Urban Development Corporation d/b/a Empire State Development (ESD) envisions the comprehensive redevelopment of approximately 59 acres of vacant and underutilized State-owned land within the Creedmoor campus on the parcel located at 79-25 Winchester Boulevard, Queens, New York 11203 (Queens Block 7880, part of Lot 1, the Project Site, see **Figure 1**). The Project Site would be redeveloped with up to approximately 3 million gross square feet (gsf) of mixed-use space, including residential, open space, neighborhood retail, community facilities, educational uses, and parking (the Proposed Project). The residential space would consist of approximately 2.75 million gsf of affordable rental and a mix of affordable and market-rate homeownership units. Affordable rental apartments would include approximately 393 senior housing units, approximately 428 supportive housing units, and approximately 428 units without senior/supportive stipulations.[1] Approximately 1,526 units would be available for homeownership, including a mix of single-family semi-detached homes, triplexes, and units in multifamily buildings.

Additionally, to serve the needs of both existing and new residents, the Proposed Project would include approximately 76,000 gsf of neighborhood retail; approximately 194,600 gsf of community facility space, including a 50,000 gsf community recreation center; 16,500-gsf for older adult centers; a 8,100-gsf early childhood center; a 120,000-gsf public school (subject to School Construction Authority (SCA) funding and school capacity needs); 3,200 parking spaces distributed amongst garages, lots, driveways, and street parking; and approximately 12 acres of open space, of which 5 acres would be publicly accessible. The Proposed Project may also include a health care facility (urgent care center or medical office use) at one of the project buildings in lieu of approximately 12,150 gsf of local retail space.

[1] Supportive housing units would serve families, individuals, and/or young adults that are experiencing homelessness and serious mental illness. These are the populations that are currently being served by the New York State Office of Mental Health at the Creedmoor Psychiatric Center. Approximately 15% of the supportive housing units would be set aside for veterans who served in the armed forces in the United States, with priority being given to such persons with a disability. The supportive housing units would be operated by an entity that is majority-owned by non-profit organizations with demonstrated experience providing services to these populations.

Figure 1 Project Site Location



Source: Empire State Development, OMH, and VHB

The Project Site is part of the Creedmoor campus, which consists of property owned by the State of New York. The New York State Office of Mental Health (OMH), which is the primary operator on the campus, provides inpatient and outpatient services to individuals with serious mental illness at its Creedmoor Psychiatric Center, the largest State-owned psychiatric care facility in New York City. These services do not occur on the Project Site. Two other State agencies, the New York State Office for People with Developmental Disabilities (OPWDD) and the New York State Office of Addiction Supports and Services (OASAS), also operate on the campus. Additionally, the New York City Department of Sanitation (DSNY) and, on a temporary basis, New York City Emergency Management (OEM) operate on small portions of the campus.

The Proposed Project is informed by the *Creedmoor Community Master Plan (CCMP)*, published in December 2023. The *CCMP* is the product of a collaborative planning process, led by ESD in consultation with the Queens Borough President, that included participation from local community members, community groups, and elected officials. The *CCM*P evaluated potential implementation methods that respond to the community's aspirations for introducing a range of housing options and maintaining the existing urban fabric. The *CCMP* recommends creating a variety of housing types, open spaces, community facilities, and neighborhood retail options (more detail regarding the *CCMP* is described below). Development of the Proposed Project, consistent with the *CCMP*, would respond to community concerns around increased cost of housing and limited housing supply citywide while supporting investment in needed amenities and community services in eastern Queens.

To facilitate the development of the Proposed Project, ESD proposes to adopt a General Project Plan (GPP) pursuant to the New York State Urban Development Corporation (UDC) Act, which would override New York City zoning controls to the extent necessary to facilitate the development of the Proposed Project. Public review and comment on the GPP will be in accordance with the SEQRA process and UDC Act. Following final approval of the GPP, ESD would select developers through a Request for Proposal process to proceed with a phased development of the Proposed Project over an approximately 13-year period. Construction of the Proposed Project is anticipated to be undertaken in seven phases, with the first phase breaking ground in 2027 and the final phase completed in 2040 (see **Table 1** and **Figure 2**).

Figure 2 Construction Phasing Plan

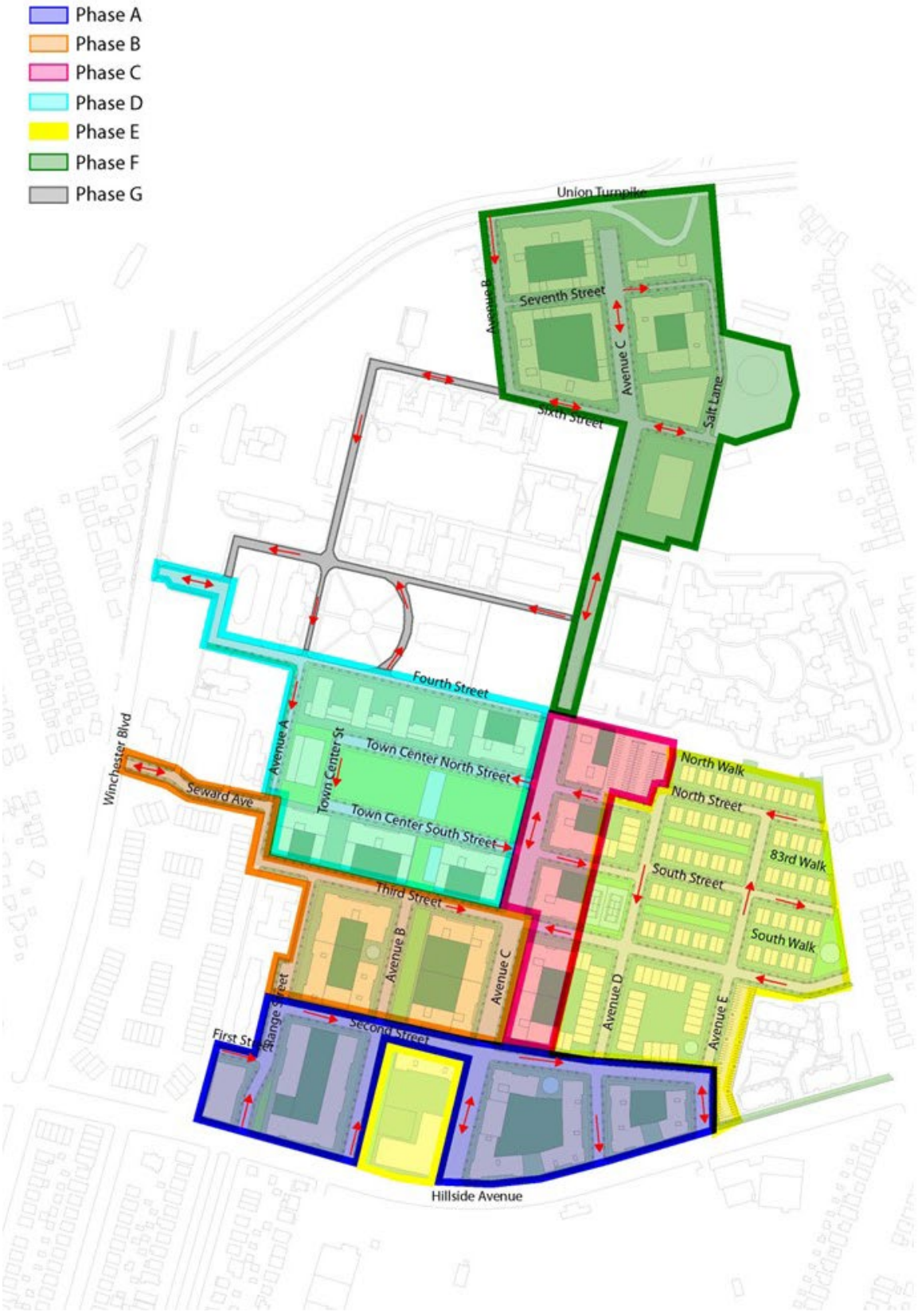


Table 1 Proposed Development Program by Phase

Phase	Homeownership Total	Rental Total	Total Housing Units	Residential Built Area (sf)	Non-Residential Built Area	Construction Period
A	180	176	356	339,704	38,652	2027-2028
B	275	110	385	376,841	9,392	2029-2030
C	260	215	475	433,154	17,751	2031-2032
D	277	258	535	509,862	26,168	2033-2034
E	242	0	242	342,420	120,000	2035-2036
F	292	490	782	695,012	58,536	2037-2039
G*	-	-	-	-	-	2040
Total	**1,526**	**1,249**	**2,775**	**2,696,993**	**270,499**	

Note: See Table 3 for rounded numbers

*Phase G would solely involve work to OMH internal roadways

Background of the Proposed Project

On July 18, 2023, Governor Kathy Hochul announced Executive Order (EO) 30 requiring State entities, such as ESD and OMH, to consider housing in any policy or programmatic decisions and to collaborate on identifying potential State-owned sites for housing development purposes. The Creedmoor Psychiatric Center was identified as a suitable site and as noted above, the *CCMP* was published in December 2023. The *CCMP* planning process involved extensive community engagement, primarily through in-person and virtual workshops. Through these workshops, participants identified the need for community gathering spaces, open green space, diverse housing options, neighborhood retail, and improved access to transit. Through the planning process, the community also shared the desire to maintain and strengthen certain qualities of the surrounding neighborhoods, including the family-friendly atmosphere, connections to local parks and bike routes, cultural diversity, quiet nature, and safety, as the plan for redevelopment moves forward. This feedback resulted in the identification of nine *Guiding Principles* that informed the concept plan in the *CCMP*:

1. Engage with residents and stakeholders early, often, and throughout the planning process;
2. Provide a range of housing options for the area's diverse population, including new affordable homeownership opportunities;
3. Distribute density to respond to the surrounding built context, particularly at the site's edge;
4. Develop a system of interconnected open spaces to accommodate a range of passive/ recreational uses;
5. Make transit use a more convenient and efficient choice;
6. Provide commercial, cultural, recreational, and educational spaces that meet neighborhood needs and complement existing institutions;
7. Address the environmental conditions and reuse potential of historic campus buildings;
8. Harness opportunities to create clean energy and minimize impacts to local utility infrastructure; and
9. Create pathways for historically excluded groups to access jobs and contracting opportunities.

To implement these principles, the CCMP envisioned over 800 units of new housing, with a focus on homeownership, representing the area's largest new investment in housing since Glen Oaks Village in the 1950s, and its largest single expansion in homeownership opportunities since the construction of North Shore Towers in the 1970s. The CCMP also envisioned a mix of affordable rental options for seniors, families, OMH clients, as well as veterans, furthering the commitment of a nearly 80-year history of veteran housing in eastern Queens. In addition, the CCMP proposed over 10 acres of open space and sets aside locations for community amenities such as a recreation center, daycare facility, a school, and neighborhood retail.[2]

Project Site

The Project Site, comprising approximately 59 acres of the larger 125-acre Creedmoor campus, is in the Bellerose Manor neighborhood of eastern Queens (see **Figure 1**). The Project Site is on the parcel located at 79-25 Winchester Boulevard, Queens, New York 11203 (Queens Block 7880, part of Lot 1), largely bounded by Hillside Avenue to the south, Winchester Boulevard to the west, Union Turnpike to the north, and a mix of public and private properties, along with 240th Street, to the east (see **Figure 3**). The Project Site is primarily located in an R3-2 zoning district. A C8-1 zoning district is mapped on the northeast portion of the Project Site where a former power plant (Building #76) and current DSNY salt storage (Building #777) are located. The Project Site contains 25 existing buildings, each of which were initially constructed between 1925 and 1996. In total, the existing buildings contain approximately 1.19 million gsf of floor area.

According to a Building Survey Report dated October 22, 1996, and a survey dated 1983 referenced in the New York State Cultural Resources Information System (CRIS), the Creedmoor Psychiatric Center campus is historically significant for its association with the boom in state mental hospital construction in the early 20th century, and also architecturally significant as an intact representative example of the early 20th century public mental health institutions in New York State. All buildings except for the DSNY salt storage building (Building #777) on the Project Site are contributing resources to the Creedmoor Psychiatric Center Historic District, which is deemed eligible for inclusion on the State and National Register of Historic Places (S/NRHP).

At present, 20 of the 25 existing buildings are vacant (see **Table 2** and **Figure 4**). The majority of the vacant buildings have been vacant and underutilized for approximately 10 to 20 years. Of the five occupied buildings on the Project Site:

- Building #59 is an approximately 27,180-gsf, single-story warehouse, currently functioning as an OMH Regional Personal Protection Equipment (PPE) storage facility;
- Building #78 is an approximately 9,152-gsf two-story structure, currently used by OMH for general storage;
- Building #4 is an approximately 166,294-gsf, three-story building, that is partially vacant with a portion of the building currently occupied by Services Now for Adult Persons, Inc. (SNAP), which provides a wide range of programs, including meals on wheels and various events specifically designed for seniors in the area. Independent of the Proposed Project, SNAP has identified a new location outside of the Creedmoor campus to relocate its facility;

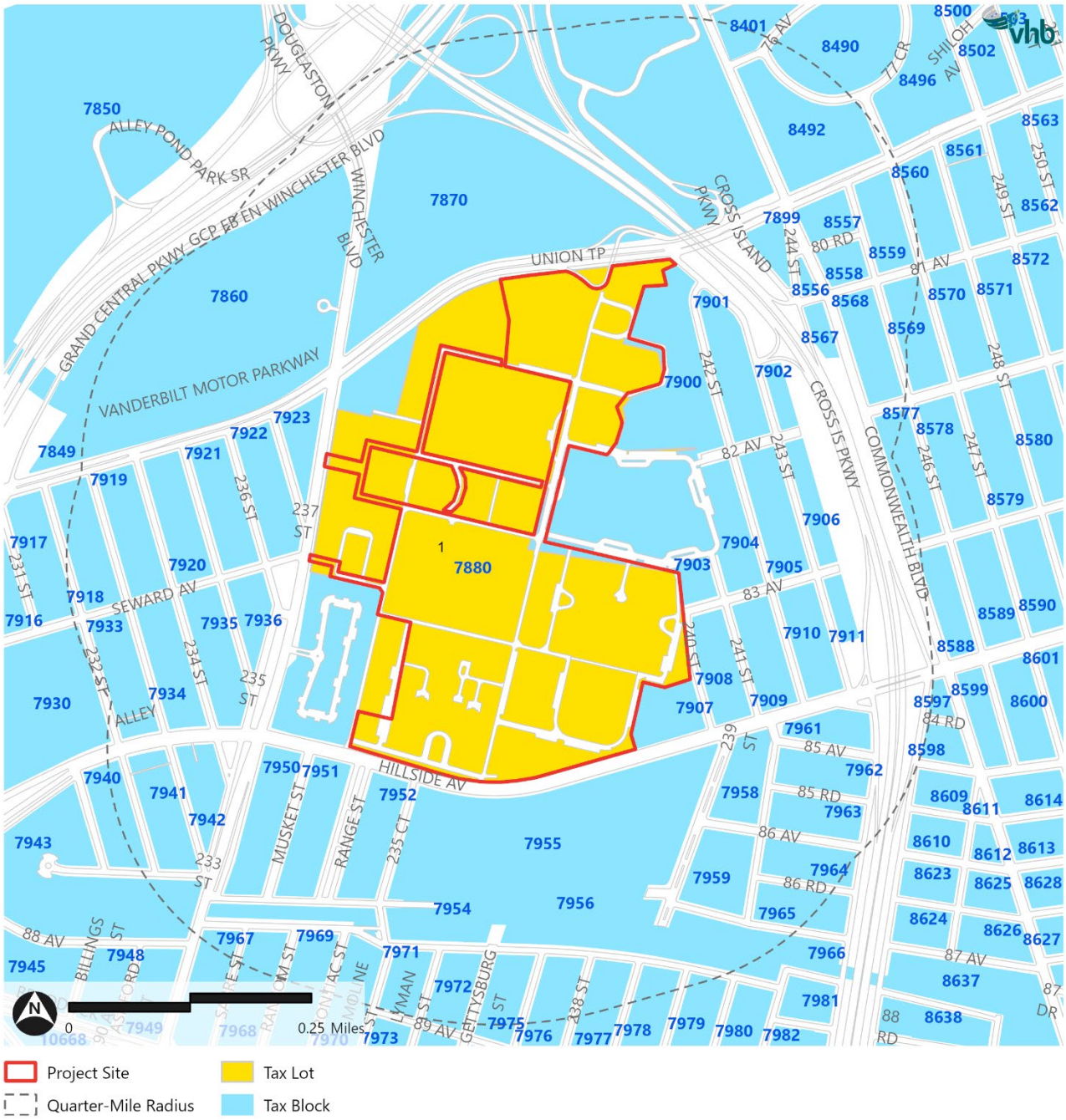
[2] ESD (2023), Creedmoor Community Master Plan, 2023-12-06-Creedmoor-Community-Master-Plan.pdf (ny.gov).

- Building #777 is currently under a long-term lease with the New York City Department of Citywide Administrative Services (DCAS); and is used for salt storage by DSNY; and
- Building #26 is an approximately 4,200 gsf, one story building currently used by OPWDD for transportation storage.

Additionally, a temporary Humanitarian Emergency Response and Relief Center (HERRC), operated by OEM, is located on a lawn in the southern portion of the Project Site. It is anticipated that the temporary HERRC will no longer be located on the Project Site at the time of construction in the HERC area.

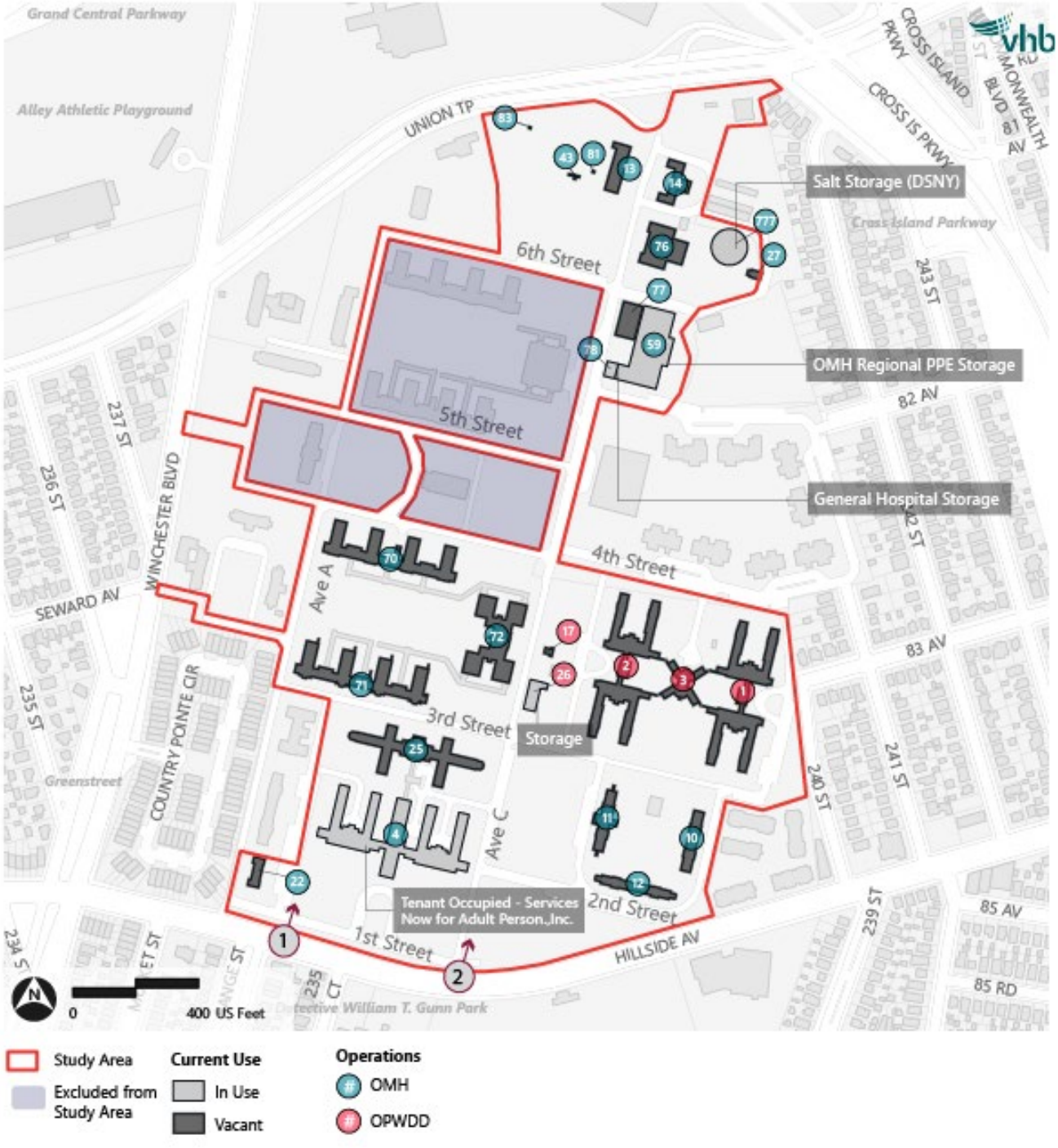
Representative photographs of the buildings on the Project Site are referenced below (see **Photo 1** to **Photo 4**).

Figure 3 Tax Map



Source: DCP MapPLUTO 24v2

Figure 4 Existing Building Status



Source: Empire State Development, OMH, and VHB

Table 2 Existing Building Inventory

Building	Building Name	Gross Square Footage (sf)	Vacant/ Occupied	Current Use
#1	Residence Hall	121,275	Vacant	Vacant
#2	Residence Hall	121,275	Vacant	Vacant
#3	Dining Room/Kitchen	28,608	Vacant	Vacant
#4	Transitional Care Unit Catholic Charities	166,294	Non-OMH Tenant Program	Partially tenant occupied; Services Now for Adult Persons, Inc.
#10	Single Employee Housing	33,567	Vacant	Vacant
#11	Parole Patients Building	33,565	Vacant	Vacant
#12	Married Employees Housing	33.465	Vacant	Vacant
#13	Carpenter Shop	17,416	Vacant	Vacant
#14	Garage	8,370	Vacant	Vacant
#17	Offices	1,990	Vacant	Vacant
#22	TSI Residence	11,174	Vacant	Vacant
#25	Inpatient Rehab	140,688	Vacant	Vacant
#26	Office Building	4,200	Storage	Still being used by transportation
#27	Grounds Storage	1,586	Vacant	Vacant
#43	Filter House	677	Vacant	Vacant
#59	Storehouse	27,180	Regional Stores	OMH Regional PPE Storage
#70	NYC Police/Supreme Court/MHLS	118,096	Vacant	Vacant
#71	OMRDD	120,496	Vacant	Vacant
#72	Kitchen/Dining	59,924	Vacant	Vacant
#76	Power Plant	31,364	Vacant	Vacant
#77	Engineering Building	27,022	Vacant	Vacant
#78	Revite	9,152	General Storage	General Storage
#81	Filter House	-	Vacant	Vacant
#83	Well House near #43	196	Vacant	Vacant
#777	NYC DCAS Salt Dome	11,950	Not applicable	Salt Storage

Photo 1 Project Site Photo (Building #1, #2, #3, #10, #11, #12, and the HERRC Center)

Photo 2 Project Site Photo (Building #1, #2, #3, #11, #12, #17, #26, #72, and the HERRC Center)

Photo 3 Project Site Photo (Building #76 and #777)

Photo 4 Project Site Photo (Building #43, #81, and #13)

Purpose and Need

Over the past decades, OMH and OPWDD have shifted how they provide services to better serve their clients, from an institutionalized to a transitional and community-based approach to care of service. This service approach has facilitated a consolidation of operations and resulted in OMH and OPWDD no longer providing services in the buildings spread across approximately 59 acres of the Creedmoor campus. However, both agencies continue to bear the financial and administrative burdens of securing and maintaining vacant and deteriorating buildings and the grounds upon which they sit.

Meanwhile, cost of housing across New York has increased substantially as housing supply has not met housing demand. With affordable housing vacancy at a historic low, New Yorkers are experiencing a housing crisis. In April 2024, Governor Hochul and the NYS legislature passed the FY 2025 Enacted Budget and associated legislation to further address the housing crisis and make the state more affordable and livable for all New Yorkers through increasing the housing supply and promoting affordability.

The purpose of the Proposed Project is to address the substandard and insanitary conditions at the Project Site and help meet the need for housing, including affordable and supportive housing. The Proposed Project was developed through extensive community engagement, consisting of in-person and virtual workshops, 14 meetings with community groups and elected officials, and dozens of stakeholder conversations that informed the *CCMP*, and a listening tour with local civic associations and the community board to gather reactions to the *CCMP*. Consistent with EO 30, the Proposed Project would utilize surplus state-owned land to develop housing. The Proposed Actions (defined in Required Approvals) would facilitate the redevelopment of the Project Site from a gated and underused campus into a vibrant mixed-use community with visual and physical conditions to integrate the Project Site with the adjacent neighborhoods. The Project would build much needed mixed-income housing, publicly accessible open space, and neighborhood retail to provide services and products that address the needs of new and existing residents. It would also create community facility spaces such as a community recreation center, older adult centers, a daycare center, and a public school (if needed and funded by the New York City School Construction Authority). The Project Site would also benefit from significant infrastructure improvements to support the proposed redevelopment.

The Proposed Project reflects the community's goals identified in the CCMP to, among other goals: provide a range of housing options for the area's diverse population, including new affordable homeownership opportunities; concentrating density centrally on the site in recognition of the lower heights and density in the surrounding built context, particularly at the site's edge; develop a system of interconnected open spaces to accommodate a range of passive and recreational uses; and provide commercial, cultural, recreational, and educational spaces that meet neighborhood needs.

Redevelopment of the Project Site would provide a range of housing options including affordable and market-rate homeownership opportunities; affordable rental housing in a mix of studio to three-bedroom units; and supportive housing for seniors and individuals contending with mental illness, including veterans. Beyond housing, the Proposed Project would further the State's commitment to minority and women owned business enterprises (MWBEs) by creating access to jobs and contracting opportunities during the planning and construction phases of the project. Redevelopment of the Project Site would address environmental, and safety conditions caused by the site's previous uses and deteriorating building stock.

Required Approvals

The Proposed Project is expected to require the following discretionary actions and approvals, which collectively comprise the Proposed Actions:

- ESD adoption and affirmation of a GPP, in accordance with the New York State UDC Act, including overrides of the New York City Zoning Resolution (ZR) to the extent necessary to support the Proposed Project. In lieu of zoning, the GPP would establish Design Guidelines for the Proposed Project to address use, bulk, dimensional, and other parameters. The Proposed Project would be required to comply with the Design Guidelines.
- Potential funding and/or financing from the following:
  - New York State Urban Development Corporation d/b/a Empire State Development
  - New York State Homes and Community Renewal
  - New York State Office of Mental Health
  - New York City Department of Housing Preservation and Development, and
  - New York City Human Resources Administration
- Approval by the New York State Public Authorities Control Board (PACB)
- Disposition and conveyance of title for the Project Site by the Dormitory Authority of the State of New York (DASNY).
- ESD acquisition of the Project Site from DASNY and subsequent disposition of the Project Site to developers of the Project Site.
- Mapping action to be undertaken in the future to map roadways within the Project Site as City streets.

Proposed Development Program

As described above, the Proposed Project would consist of approximately 3 million gsf of mixed-use spaces including residential, open space, neighborhood retail, a community recreation center, older adult centers, an early childhood education center, a public school, a possible health care facility (urgent care center or medical office), and parking. The residential space would consist of approximately 2.75 million gsf of development comprising affordable rental units and a mix of affordable and market-rate homeownership units, including affordable rental units consisting of approximately 393 units of senior housing, approximately 428 units of supportive housing, approximately 428 units without senior/supportive stipulations, and approximately 1,526 homeownership units (see **Table 3** for unit type breakdown). The aforementioned housing would come in the form of multifamily buildings, triplexes, and semi-detached homes.

The Proposed Project would introduce approximately 76,000 gsf of neighborhood retail, 50,000 gsf for a community recreation center, 16,500 gsf for older adult centers, an 8,100-gsf early childhood education center, and 3,200 parking spaces distributed amongst garages, lots, driveways and street parking. The Proposed Project may include a health care facility (urgent care center or medical office) at one of the project buildings in lieu of approximately 12,150 gsf of local retail space. The inclusion of neighborhood retail and community facilities project elements were priorities identified during the CCMP process. Moreover, neighborhood retail uses would serve the needs of residents of the Proposed Project and the surrounding community. In addition, the Proposed Project includes a

120,000-gsf public school subject to New York City School Construction Authority (SCA) funding and school seat capacity needs (see **Figure 5** through **Figure 10** for illustrative representations of the development program).

Construction of the Proposed Project is anticipated to be undertaken in seven phases, with the first phase breaking ground in 2027 and the final phase completed in 2040. Refer to **Figure 2** and **Table 1** for construction phasing detail.

The Proposed Project would include the adaptive reuse of Buildings #59 and #70 as community facility space and new housing, respectively, and the demolition of the remaining buildings on the Project Site except for Building #777 which would continue to be used for salt storage.

The Proposed Project would also include approximately 12 acres of open space, of which approximately 5 acres would be publicly accessible. The public open space would include a Town Center, lawns and walking paths with benches and landscaping for passive recreation, as well as playgrounds and courts for active recreation, and a bike path along Avenue C. The Town Center, a central open space quadrangle, is proposed south of Building #70, which would complement the existing central open spaces located just north of Building #70 on the active OMH campus.

As shown in **Figure 10**, most of the proposed 4-story buildings would be located along the main thoroughfare of Hillside Avenue. The proposed 5- to 8-story buildings would be concentrated toward the center of the Project Site and near Union Turnpike, the other main thoroughfare in the area. Low-rise housing would be located at the periphery of the Project Site. Proposed community facilities and public open spaces would be distributed across the Project Site. The Proposed Project would also create a new internal roadway network within the Project Site to be mapped in the future as City streets. The roadway network would include five site access points on Hillside Avenue, two access points along Winchester Boulevard, one access point along Union Turnpike, and one access point along 240th Street at the southeast portion of the campus.

Table 3 Proposed Development Program

	Built Area (gsf)	Unit Count
Residential Program		
Rental		
Affordable Senior	276,000	393
Affordable Supportive	388,000	428
Affordable	388,000	428
Homeowner Units		
Multifamily Building	1,332,000	1,314
Triplex	158,000	126
Semi-detached	155,000	86
Residential Amenity	53,000	
Residential Total	**2,750,000**	**2,775**
Non-Residential Program		
Neighborhood Retail	76,000[1]	
Community Recreation Center	50,000	
Older Adult Center	16,500	
Early Childhood Center	8,100	
Public School[2]	120,000	
Non-Residential Total	**270,600**	
Parking		**Spaces**
Building Ground Floor		1,782
Parking Garage and Surface Lot		628
Street Parking		790
Parking Total		**3,200[3]**
Open Space		**Acres**
Private Greenspace		7.00
Public Greenspace		5.00
Open Space Total		**12.0**
Total Development	**3,020,600**	

[1] The Proposed Project may include a health care facility (urgent care center or medical office) at one of the project buildings in lieu of neighborhood retail space.
[2] Construction of the public school is subject to SCA funding and school seat capacity needs.

Figure 5 Proposed Site Plan

Figure 6 Proposed Homeownership and Rental Buildings

Figure 7 Proposed Ground Floor Uses

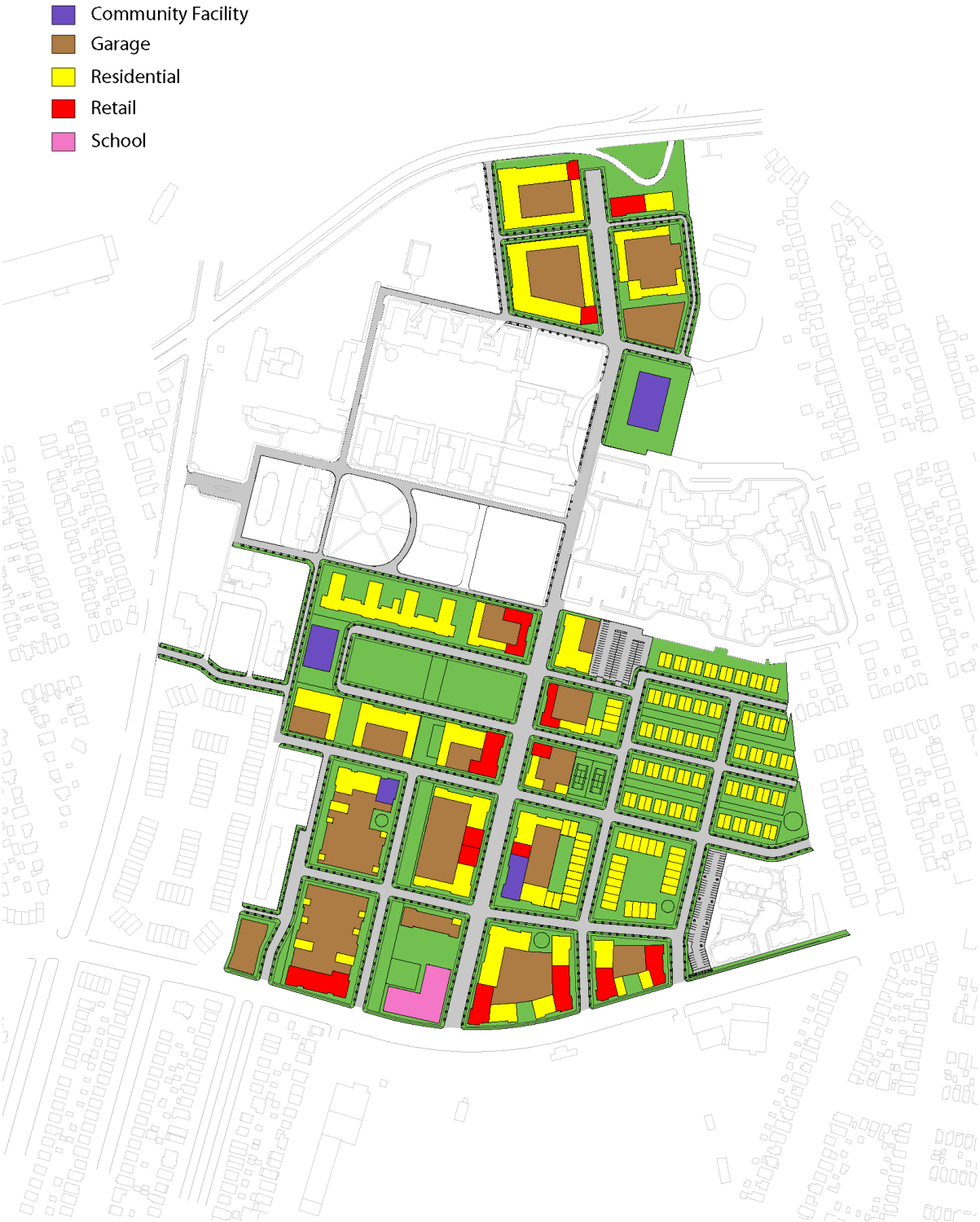


Figure 8 Proposed Open Space

Figure 9 Proposed Parking

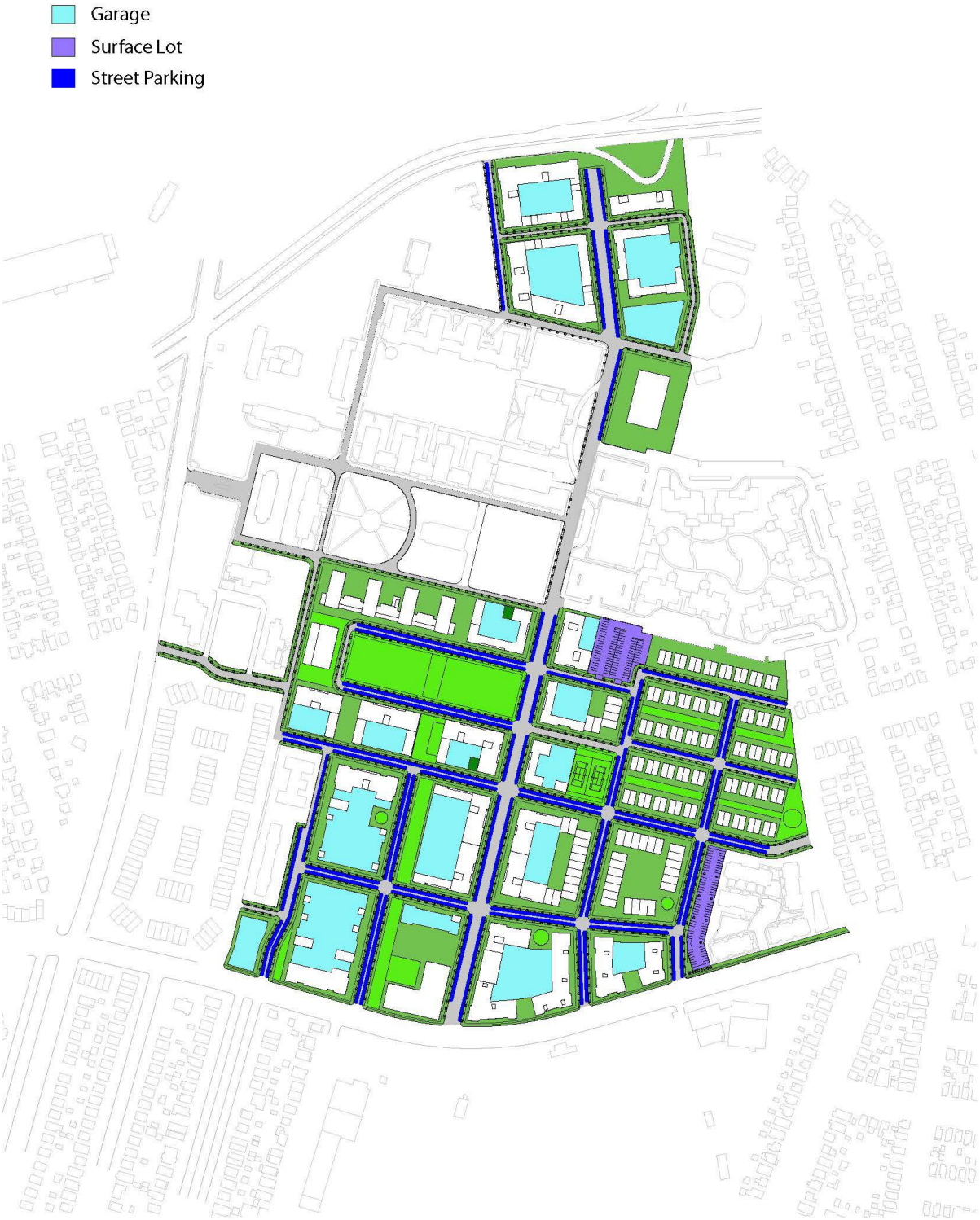
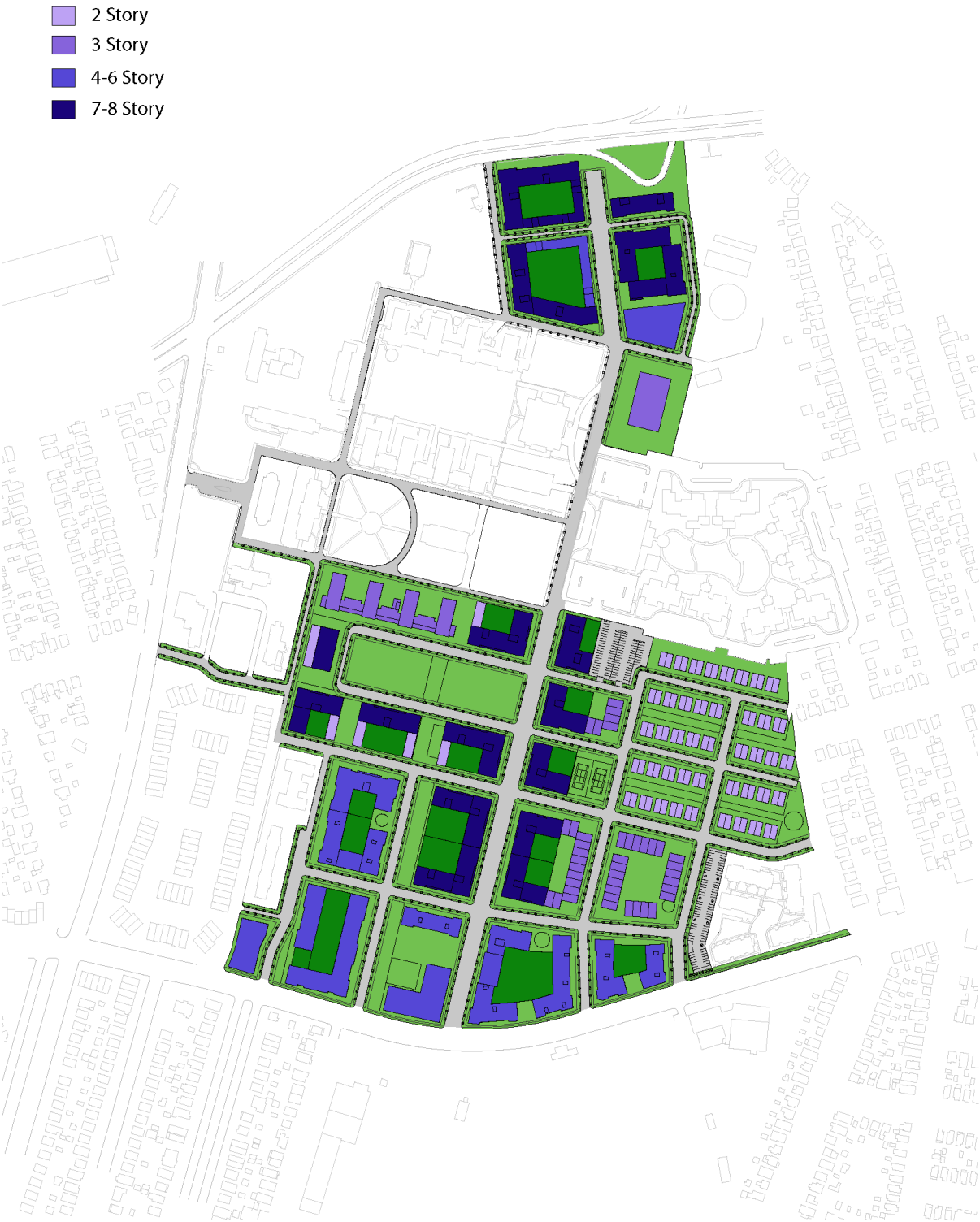


Figure 10 Proposed Building Heights



Analysis Framework

Consistent with ESD practices for actions affecting projects in New York City, this Environmental Impact Statement (EIS) is prepared generally following the guidelines of the *2021 New York City Environmental Quality Review (CEQR) Technical Manual*. The *2021 CEQR Technical Manual* will serve as guidance on the methodologies and impact criteria for evaluating the potential environmental effects of the Proposed Project that would result from the Proposed Actions. For each technical area, the EIS analysis will include a description of existing conditions, an assessment of conditions in the future without the Proposed Actions (the No-Action condition), and an assessment of future conditions with the Proposed Actions (the With-Action condition). The incremental difference between the No-Action and With-Action conditions will serve as the basis for the impact analysis of the environmental review. In addition, the EIS accounts for other "background projects" and/or changes expected to occur independent of the Proposed Project but in the vicinity of the Project Site, as appropriate. Based on coordination with the New York City Department of City Planning, no background projects or land use changes are anticipated to occur prior to the analysis year.

Analysis (Build) Year

Based on the anticipated duration of seven phases of buildout, the full development of the Proposed Project is anticipated to be completed and operational by 2040. Accordingly, the EIS will use a 2040 build year for the purposes of a conservative analysis.

No-Action Condition

Absent the approval of the Proposed Actions, no new development is anticipated to occur on the Project Site. The existing vacant buildings on the Project Site are expected to remain underutilized and would continue to deteriorate. Additionally, the temporary HERRC, operated by OEM, is expected to end operations by the 2040 analysis year. Building #4, where SNAP is currently located, would be vacated by the analysis year, as SNAP has a new location to relocate its facility outside of the Creedmoor campus independent of the Proposed Project. Aside from Building #4, it is anticipated that currently occupied buildings (#26, #59, #78, and #777) would remain occupied by existing uses, while the currently vacant buildings would remain vacant.

With-Action Condition

With the approval of the GPP and Design Guidelines, the With-Action condition would reflect the Proposed Project. The GPP and Design Guidelines would govern the site plan, permitted land uses, densities, and design of the Project Site. The With-Action condition reflects the most intensive development scenario that could be developed in accordance with the Proposed Actions compared to the No-Action condition. The With Action condition, is described previously under the Proposed Development Program.

Principal Conclusions of Environmental Analysis

Land Use, Zoning, and Public Policy

The Proposed Project would be facilitated by an override of New York City zoning implemented through ESD's adoption and affirmation of a GPP that would be limited in applicability to the Project Site. The Proposed Project would not result in direct off-site changes to land use or zoning, and the proposed on-site changes would facilitate uses that are consistent with the surrounding study area. The height and bulk of the Proposed Project buildings would be taller and larger than most of the other buildings in the study area but would not result in adverse land use or zoning impacts. In addition, the Proposed Project would be consistent with several policies reflected in State and City laws and published policy documents. Therefore, the Proposed Project would not result in significant adverse impacts to land use, zoning, or public policy.

Socioeconomic Conditions

Direct Residential Displacement

There are no dwelling units (DUs) on the Project Site, meaning the number of residents directly displaced by the Proposed Project is zero. According to the *CEQR Technical Manual*, if fewer than 500 residents are directly displaced, there is not expected to be any substantial alteration to the socioeconomic character of a neighborhood. Therefore, there would be no significant adverse socioeconomic impacts due to direct displacement.

Direct Business Displacement

There are no private commercial businesses on the Project Site. All existing facilities at the Creedmoor campus would either remain in use on the campus or are vacating in the No-Action condition. Therefore, in the With-Action condition, there would be no significant adverse socioeconomic impacts due to direct business displacement.

Indirect Residential Displacement

The Proposed Project would increase the population of the study area by 34 percent and introduce a new population with higher average incomes than the No-Action population in the study area, in which rents have not increased over the past 10 years, despite a peak in 2020, and a trend of increasing rents in many other neighborhoods of New York City. The detailed indirect residential displacement analysis identified approximately 1,070 low-income renter households in the study area. Data from the New York State Homes and Community Renewal (HCR) Stabilized Building List determined that there are currently 48 rent-stabilized, though non-income restricted, units in the study area, in addition to only three regulated units that are income-restricted. Using *CEQR Technical Manual* assessment methods, the detailed indirect residential analysis determined that there are 1,043 low-income renter households in the study area that are vulnerable to potential displacement. Using the study area's median household size of 3.02 persons, these households account for a population of 3,150, or 14 percent of the total population in the study area according to the 2020 Census.

According to the *CEQR Technical Manual,* if the vulnerable population potentially subject to indirect displacement exceeds 5 percent of the study area's current population, the project may result in a

significant change to the socioeconomic character of the study area, and a potential significant adverse impact may occur. While the vulnerable population percentage in the study area is larger than 5 percent for the Proposed Project, the *CEQR Technical Manual* also states that, if it is determined that a project, because of its mixed-income composition, would not cause significant changes in the local real estate market, it may not have a significant effect on rents for the vulnerable households and therefore would not result in a significant adverse indirect residential displacement impact. Because of the significant new supply of affordable residential units in the With-Action condition created by the Proposed Project, the separate demand dynamics between the rental and ownership markets in the study area, and the fact that, historically, changes in the ownership housing market and increases in home values in the study area have not significantly affected rental prices or availability in the area, it is not anticipated that the Proposed Project would create or accelerate a trend of increasing rents in the study area that would indirectly displace vulnerable lower-income renters and therefore, the Proposed Project would not have significant adverse indirect residential displacement impacts.

Indirect Business Displacement

A preliminary assessment found that the Proposed Project would not result in significant adverse impacts due to indirect business or institutional displacement. The primary consideration of the *CEQR Technical Manual* in determining indirect business displacement is whether a development may result in significant changes to the local business market, including commercial property value increases. The Proposed Project would create approximately 76,000 gsf of neighborhood retail, of which approximately 12,150 gsf may be used for an urgent care facility, 50,000 gsf for a community recreation center, 16,500 gsf for an older adult center, 8,100 gsf for an early childhood center, and 120,000 gsf for a potential new public school. The Proposed Project may include an urgent care center at one of the project buildings in lieu of approximately 12,150 gsf of retail space. No existing businesses would be eliminated by the introduction of the Proposed Project. Outside of the Project Site, the defined study area has existing retail and commercial areas, primarily concentrated along sections of Braddock Avenue, Hillside Avenue, and Union Turnpike, which would likely benefit from increased consumer draw.

The Proposed Project's development of 76,000 gsf of retail does not meet the 200,000-gsf threshold set by the *CEQR Technical Manual* to constitute substantial new commercial development. Thus, the existing businesses in the defined study area are not expected to suffer any significant adverse impact from the Proposed Project.

Adverse Impacts Due to Effects on Specific Industries

The Proposed Project would not result in significant adverse impacts on a specific industry. An initial assessment found that the Proposed Project would not result in significant adverse impacts due to effects on specific industries. According to the *CEQR Technical Manual*, analysis is warranted if a substantial number of residents or workers depend on the goods or services provided by any adversely affected businesses, or if the Proposed Project would cause the loss or substantial diminishment of an essential product or service within a specific industry. The Proposed Project would include the removal of parts of the former Creedmoor Psychiatric Center. However, the mental healthcare services industry is not considered a displaced industry within the study area in the With-Action condition because the buildings proposed for removal are largely in a state of disrepair and are either vacant or not used for their original purpose as mental healthcare facilities. The Proposed Project is not expected to lead to the direct displacement of any businesses or employees. Instead,

the Proposed Project would increase the use of existing retail, healthcare, and service industries. Because of the lack of displaced industries, the Proposed Project would not adversely affect any certain industry and does not warrant further assessment in this category.

Community Facilities

The Project Site is served by existing New York City Police Department (NYPD) and New York City Fire Department (FDNY) police and fire protection services and existing health care facilities. The Proposed Project would not result in direct effects to any NYPD precinct house or any FDNY command center and will not result in adverse impacts to the services provided by the Creedmoor Psychiatric Center or any other healthcare facility. The Proposed Project would provide homes for approximately 8,603 persons. Nevertheless, because the Proposed Project would not introduce a sizeable new neighborhood where none existed before and the Project Site is already served by existing police, fire, and healthcare facilities, the Proposed Project would not result in any significant adverse impacts to police, fire, and healthcare services and a detailed analysis of indirect effects is not warranted. An analysis of Public Schools, early childhood programs, and Public Libraries was conducted and summarized below.

Public Schools

The Proposed Project would introduce approximately 1,954 non-senior and non-supportive housing units to Community School District (CSD) 26, Sub-District 1 (the public school study area). The New York City School Construction Authority (NYCSCA) has published housing multipliers used to estimate the number of public school students generated by new housing.[3] Using these multipliers, the Proposed Project would generate approximately 567 public school elementary students, approximately 254 public school intermediate students, and approximately 195 public school high school students. Per guidance of the *CEQR Technical Manual*, the number of elementary and intermediate students that would be introduced as a result of the Proposed Project would exceed the threshold of 50 or more combined elementary/intermediate public school students, and a detailed analysis of potential significant adverse impacts to public elementary and intermediate schools is warranted. The number of high school students that would be introduced by the Proposed Project would also meet the threshold for detailed analysis (150 or more students).

It is projected that, after completion and occupancy of the Proposed Project, there would be a surplus of approximately 367 elementary school seats in CSD 26, Sub-District 1 elementary schools, and the capacity utilization rate of elementary schools in CSD 26, Sub-District 1 would be 90 percent. Therefore, per the guidance of the *CEQR Technical Manual*, there would be no significant adverse impact to public elementary schools. It is projected that, after completion and occupancy of the Proposed Project, there would be a surplus of approximately 392 intermediate school seats in CSD 26, Sub-District 1 intermediate schools, and the capacity utilization rate of intermediate schools in CSD 26, Sub-District 1 would be 83 percent. Therefore, per the guidance of the *CEQR Technical Manual*, there would be no significant adverse impact to public intermediate schools.

With a surplus of approximately 15,964 public high school seats after accounting for the 195 students that would be generated by the Proposed Project, the utilization of high schools in the borough of Queens is projected to continue to operate under capacity in the With-Action condition.

[3] http://www.nycsca.org/Community/Capital-Plan-Reports-Data#Housing-Projections-70.

The utilization rate is projected to be 77 percent. Therefore, per the guidance of the *CEQR Technical Manual*, there would be no significant adverse impact to public high schools.

Early Childhood Programs

The Proposed Project would introduce approximately 1,954 non-senior and non-supportive housing units, which are projected to introduce an estimated 274 children eligible for publicly funded early childhood programs to the study area. With the addition of these children, early childhood programs in the study area would be expected to operate at approximately 123.1 percent utilization, resulting in a deficit of approximately 274 slots in the With-Action condition. This represents an increase of approximately 23.1 percent over the No-Action utilization rate, which currently stands at 100 percent. Per the guidance of the *CEQR Technical Manual*, a significant adverse impact would occur if a proposed project led to both a utilization rate exceeding 100 percent and an increase in utilization of 5 percent or more compared to the No-Action condition. However, because the Proposed Project includes an 8,093-gsf early childhood education center, 269 seats[4] within the deficit would be alleviated by project completion, keeping the With-Action condition under the 5 percent increase that would trigger an impact. Without the on-site childcare center, a significant adverse impact would occur during construction of Phase B. Based on preliminary construction phasing, the proposed on-site childcare center would be complete and operational when construction of Phase C is complete. As such, the Proposed Project would result in a temporary significant adverse impact to early childhood centers until the proposed on-site childcare facility is operational. The **Mitigation** section below explores potential measures to mitigate this temporary impact.

Along with the addition of a new early childhood center as part of the Proposed Project, parents of eligible children are not limited to enrolling in programs within the study area. The New York City Department of Education (NYCDOE) voucher system allows families to access public and private early childhood providers beyond the immediate area, including licensed family childcare homes. Furthermore, the new demand for childhood care slots could incentivize the expansion of existing programs or the establishment of new ones to accommodate the increased demand. While the City's 3-K for All and Pre-K for All programs provide valuable early childhood education, these facilities have not been included in this analysis, in accordance with *CEQR Technical Manual* guidelines.

Public Libraries

The Proposed Project has the potential to result in a significant adverse impact to public libraries. Based on approximately 2,775 dwelling units and an average household size of 3.1 in Queens Community District 13, the Proposed Project would be expected to add approximately 8,603 new residents to the Bellerose Library catchment area population. This is a projected increase in population from 59,812 to 68,415 residents, which represents an approximate 14 percent increase to the 1-mile radius library catchment area. Accordingly, the holdings-per-resident ratio in the study area is projected to decrease from approximately 1.99 to 1.74. As the library catchment area population is projected to increase by approximately 14 percent, which exceeds the 5 percent impact threshold cited in the *CEQR Technical Manual,* there is potential for a significant adverse impact to occur. Coordination with Queens Public Library (QPL) to determine the potential impact on library services is

[4] This facility could accommodate up to approximately 269 children based on an assumption of 30 sf per child, the minimum recommended space required according to NYC Health Code Article 47.

ongoing and any mitigation measures, if deemed necessary, would be developed between the Draft EIS and Final EIS (see **Mitigation**).

Open Space

The Proposed Project would not result in significant adverse impacts to passive open space in the residential study area, nor in the non-residential study area. The Proposed Project would, however, result in a temporary significant adverse impact to active open space in the residential study area. An analysis on potential direct and indirect effects on open space was prepared. As the Proposed Project would not displace an existing open space result in significant adverse direct impacts related to shadows, urban design and visual resources, air quality, noise, or other environmental impacts that would affect the usefulness of any study area open space, no significant adverse direct open space impacts would result from the Proposed Project. As described in the *CEQR Technical Manual*, open space can be indirectly affected by a proposed project if the project would add enough population, either residential or non-residential, to noticeably diminish the capacity of open space in the area to serve the future population. An analysis was provided that considered the indirect effects of both the non-residential and residential population generated by the Proposed Project on open space resources. The analysis finds that the Proposed Project would not result in significant adverse indirect impacts on open space due to reduced total, active, and passive open space ratios. However, a temporary active open space impact would occur during construction, as described below.

Direct Effects

The open space analysis indicates that the Proposed Project would not result in a significant adverse direct impact on open space resources, and would not result in any significant adverse shadow, urban design and visual resources, air quality, noise, or other environmental impacts that would affect the usefulness of any study area open space (see **Shadows;, Urban Design and Visual Resources**; **Air Quality**; and **Noise**). Per *CEQR Technical Manual* guidance, a proposed project may result in a significant adverse direct impact on open space resources if there would be direct displacement/alteration of existing open space within the study area that would have a significant adverse impact on existing users. No open space resources would be physically displaced, nor would their uses be changed as a result of the Proposed Project. Rather, the Proposed Project would introduce an additional approximately 5 acres of publicly accessible open space to the Project Site, as well as approximately 7 acres of private open space.

Indirect Effects

The analysis concludes that upon Project completion, the Proposed Project would not lead to a significant adverse indirect impact on either passive or active open space within the non-residential quarter-mile study area or the residential half-mile study area. The Proposed Project would, however, result in a temporary significant adverse impact to the sufficiency of active open space resources during a portion of the Project's construction period until the Project's principal active open space facilities are constructed and available for public use.

According to the *CEQR Technical Manual*, a proposed project may have a significant adverse indirect impact on open space resources if it significantly reduces the open space ratio (OSR), thereby overburdening existing facilities or exacerbating a deficiency in open space. Given that the Proposed Project is anticipated to introduce approximately 8,603 residents and 935 workers compared to the

No-Action condition, an open space analysis for both a non-residential quarter-mile study area and a residential half-mile study area was conducted in accordance with *CEQR Technical Manual* guidelines.

In the With-Action condition the passive OSR in the non-residential quarter-mile study area is projected to decrease by approximately nine percent from the No-Action condition. While this exceeds the five percent threshold for significant change as outlined in the *CEQR Technical Manual*, the OSR would remain well above the city's guideline ratio of 0.15 acres per 1,000 workers, at 9.77 acres per 1,000 combined workers and residents. Therefore, the non-residential quarter-mile study area would continue to be well-served by passive open space resources. Consequently, the Proposed Project would not result in an overburdening of existing facilities or exacerbate a deficiency in open space. Therefore, no significant adverse impact is anticipated in the non-residential quarter-mile study area as a result of the Proposed Project.

In the With-Action condition, the total OSR within the residential half-mile study area is projected to decrease by approximately 23.9 percent. The active OSR is expected to decrease by approximately 26.6 percent, and the passive OSR is projected to decline by approximately 21.0 percent. These reductions exceed the five percent threshold for a substantial change, as outlined in the *CEQR Technical Manual*. The area's active OSR is estimated to fall to 1.55 acres per 1,000 residents, which is below the City's guideline of 2.0 acres of active open space per 1,000 residents. However, the study area remains compliant with the City's passive open space guideline; the passive OSR is projected to be approximately 1.49—well above the City's standard of 0.5 acres per 1,000 residents. Furthermore, the total OSR within the study area would still surpass the City's guideline of 2.5 acres per 1,000 residents, maintaining an OSR of approximately 3.04 acres per 1,000 residents. Residents of the Proposed Project would be well-served by the variety of public open space that would be provided on-site, including playgrounds, courts, lawns, benches, and walking paths.

In addition to the 4.96 acres of public open space that would be provided as part of the Proposed Project, the Proposed Project would also introduce 6.91 acres of private open space, including lawns, walking paths, and terraces, which would serve new residents. Since the study area has an older population, and approximately 31 percent of rental units introduced by the Proposed Project would be designated for seniors, these passive amenities are appropriate. The availability of on-site open space is expected to alleviate pressure on publicly accessible open spaces.

Given these factors, the residential study population would still have ample access to active recreation opportunities, both within and outside of the Project Site, ensuring no significant adverse active open space impact from the Proposed Project. However, during construction, there would be a temporary significant adverse active open space impact. The temporary impact would occur during construction of Phase B and would remain until the on-site courts, Town Center, and all playgrounds are constructed, which would occur over time in Phase B through full buildout of the Proposed Project in Phase F. Once the on-site active recreation spaces have been built, the temporary active open space impact would be fully mitigated.

Shadows

Tier 1 through Tier 3 and detailed shadows analyses were undertaken for the Proposed Project since the With-Action condition includes buildings that would exceed 50 feet in height, and the Project Site is across the street from a park, which is considered a sunlight-sensitive resource as defined by the *CEQR Technical Manual*. The Tier 3 analysis determined that a single sunlight-sensitive resource, Detective William T. Gunn Playground, warrants a detailed analysis.

A detailed analysis was conducted for Detective William T. Gunn Playground and found that incremental shadows would be of limited duration in the very early morning during the May 6/August 6 and June 21 analysis days and would occur on spaces that receive uninterrupted sunlight during other periods of the analysis days. Thus, it is determined that incremental shadows from the Proposed Project would not adversely affect the public's enjoyment of the space or the viability of vegetation in the park. Based on the foregoing, no significant adverse impacts to sunlight sensitive resources would occur due to shadows from the Proposed Project.

Historic and Cultural Resources

Archaeological Resources

Based on the results of a Phase IA archaeological assessment, the Project Site does not have the potential to contain archaeological resources due to extensive documented previous subsurface disturbance throughout the Project Site. The New York State Office of Parks, Recreation and Historic Preservation (OPRHP) has concurred with the findings of the report and indicated that there are no archaeological concerns within the Project Site, where in-ground impacts would occur. Therefore, the Proposed Project would not result in any significant adverse impacts on archaeological resources, and no further analysis of archaeological resources is warranted.

Architectural Resources

The Project Site contains 25 existing historic resources and is within a portion of the S/NRHP-eligible Creedmoor Psychiatric Center Historic District (Unique Site Number [USN] 08101.006424), which includes individual buildings, as well as the landscape plan and several copper-covered walkways that contribute to the historic character of the historic district. Twenty-four individual historic buildings within the Project Site are in the historic district (Buildings #1, #2, #3, #4, #10, #11, #12, #13, #14, #17, #22, #25, #26, #27, #43, #59, #70, #71, #72, #76, #77, #78, #81, and #83), all of which are S/NRHP-eligible. Building #777 is within the Project Site but is non-contributing due to its age being less than 50 years (1996). The historic district is eligible under S/NRHP Criterion A in the area of health/medicine and Criterion C architecture.

All of the Project Site's existing buildings—except for S/NRHP eligible Buildings #59, #70, and non-contributing Building #777—are proposed to be demolished and the campus redesigned, while retaining a small section of the original gridded landscape, in order to construct the Proposed Project. A draft of the required Alternatives Analysis has been prepared by ESD, the project sponsor, and will be finalized in consultation with OPRHP between Draft and Final EIS. The Draft Alternatives Analysis concludes that there is no feasible and prudent alternative to the proposed demolition of the 22 S/NRHP-eligible buildings on the Project Site within the S/NRHP-eligible historic district that would meet the purpose and need for the Proposed Project, which is to address the substandard and insanitary conditions at the Project Site and to develop the underutilized State-owned land to help meet the need for housing, including affordable and supportive housing.

Twenty-two additional historic resources located outside of the Project Site are within the 400-foot historic resources Study Area. One is the S/NRHP-eligible Union Turnpike Bridge Over Cross Island Parkway, located to the northeast, which is visually separated from the Project Site by landscaping and a neighborhood of single-family homes. The other 21 historic resources in the Study Area are in the S/NRHP-eligible Creedmoor Psychiatric Center Historic District and the Project Site viewshed

(Buildings #15, #18, #19, #20, #21, #36, #42, #46, #57, #58, #60, #61, #62, #66, #67, #68, #69, #73, #74, #75, and #80). In 1983, OPRHP determined that Faith Chapel (Building #68) in the historic district was non-contributing as it was constructed in 1970. However, it is now more than 50 years old and likely meets S/NRHP-eligibility.

The Proposed Project would result in contextual impacts on the 21 historic resources in the historic district that are outside of the Project Site, and two historic resources in the Project Site that are proposed to be adaptively reused (S/NRHP-eligible Buildings #59 and #70), as it would change the scale, visual prominence, and visual context of these buildings and alter publicly accessible views of the campus. However, views of the existing buildings in the Project Site from public streets are limited because of intervening buildings, vegetation surrounding the Creedmoor campus, and lack of public access. With the Proposed Project, new connections would be made from the public realm to create new publicly accessible views of existing historic architectural resources within the Creedmoor Psychiatric Center Historic District that are currently inaccessible. Views from Winchester Boulevard will in part be maintained at the main entrance. Due to the demolition of S/NRHP-eligible buildings within the S/NRHP-eligible Creedmoor Psychiatric Center historic district and the contextual impacts on the historic resources that are proposed to remain in the Project Site or are within the larger historic district outside of the Project Site, the Proposed Project would result in a significant adverse impact to historic architectural resources.

Urban Design and Visual Resources

Urban Design

The Proposed Project would not result in significant adverse impacts with respect to urban design. The Proposed Project would transform the Project Site from a gated and underutilized site into an active mixed-use community. The Project Site would be developed with paved streets, sidewalks and pedestrian greenways arranged to connect residents and pedestrians with the proposed land uses and amenities throughout the campus. The arrangement of new buildings throughout the Project Site would ensure density is appropriately concentrated towards the center of the Project Site, with lower-density development at the perimeter in context with the surrounding residential uses. The introduction of retail, residential, and community facility space, housed in a variety of building typologies subject to a comprehensive set of Design Guidelines, would serve to activate the Project Site, providing a more vibrant streetscape and pedestrian experience with ground floor levels activated with needed facilities and services for the surrounding community and future Project Site residents. The design, arrangement, and connectivity of planned open spaces would further integrate the Project Site with the fabric of the study area.

Overall, the Proposed Project would result in changes to the urban design characteristics of the Project Site through increased height and bulk and the introduction of a new street network. The Proposed Project would feature two-story residences on the eastern extent of the Project Site to mirror the form and bulk of the Bernard Fineson Developmental Disabilities Service Office adjacent to the Project Site and the existing adjacent residences in the vicinity of 83rd Avenue between 240th and 243rd Streets. The area with the highest density, seven- to eight-story buildings, would be along Avenue C and around the Town Center. Buildings between four and six stories would mostly be along and near Hillside Avenue. The composition of the new buildings and their relationship to surrounding built context and site design create a robust, active, and engaging urban fabric that would provide significant improvements to the overall urban design character of the study area.

Visual Resources

The Proposed Project would not result in significant adverse impacts with respect to visual resources. The Proposed Project would involve the elimination of a view of the south-facing frontages of Building #4 and Building #22 visible along Hillside Avenue south of the Project Site. The view of these buildings on its own does not constitute a visual resource, and while this view would be lost, the Proposed Project would create numerous views of other similar historic architectural resources throughout the Creedmoor campus by activating the Project Site with a public street network. The existing views of Building #4 and Building #22 lack context within the historic Creedmoor campus because their significance is related to their place among other contributing buildings within the Project Site, the majority of which are not visible from public streets. It is not an iconic view, and does not attract visitors or viewers. The Proposed Project would offset the loss of this view with the creation of new public views of other similar buildings that are currently inaccessible. The Proposed Project would have a beneficial effect on visual resources, and no significant adverse impact would occur.

Natural Resources

The Proposed Project would not result in significant adverse impacts to natural resources. The overall impact of the Proposed Project to habitats over the anticipated phased redevelopment period would be the gradual, phased removal of the existing, disturbed cultural ecological communities that occur at the Project Site and replacement with a similar array of developed areas interspersed with landscaped and other vegetated habitats, with qualitative and quantitative increases in vegetated conditions anticipated.

As wetlands or surface waters do not occur at or proximate to the Project Site, implementation of the Proposed Project would not result in significant adverse impacts to these features. Similarly, based on the record reviews and habitat evaluations performed as part of this assessment, federal- and/or New York State–listed plant and wildlife species do not occur at or, adjacent to the Project Site. Accordingly, no significant adverse impacts to natural resources are anticipated as a result of the Proposed Project.

Hazardous Materials

The Proposed Project would not result in significant adverse impacts related to hazardous materials. The Proposed Project would result in the redevelopment of portions of the 59-acre Project Site that have potentially been affected by hazardous materials. Environmental concerns related to the Project Site include potential petroleum impacts, registered and unregistered underground storage tanks, and other potential sources of hazardous materials impacts from both on- and off-site.

Further investigation is warranted in order to identify the nature of subsurface contamination at the Project Site and determine next steps with regards to remedial measures required. ESD will require future developers of the Project Site to conduct location-specific assessments and investigations prior to construction that would serve to rule out the need for remediation or inform the development of a Remedial Action Plan (RAP), Construction Health and Safety Plan (CHASP), and Community Air Monitoring Plan (CAMP). With the requirement that such additional investigations be undertaken prior to construction and that any warranted remediation, CHASP and CAMP be implemented, and no significant adverse impacts from hazardous materials are anticipated as a result of the Proposed Project.

Water and Sewer Infrastructure

The Proposed Project would not result in significant adverse impacts to water and sewer infrastructure. The Proposed Project would result in a total daily water demand of approximately 0.94 mgd. Since the Proposed Project would not exceed the threshold of 1 million gallons per day, no further analysis of the water supply system is warranted, and the Proposed Project would not result in any significant adverse impacts on the water supply. The Proposed Project would require new on-site water service connections to the existing water infrastructure on Hillside Avenue. Further coordination with the New York City Department of Environmental Protection (NYCDEP) would occur once design begins to determine capacity and pressure along Hillside Avenue. The existing water mains and significant structures internal to the Project Site would be removed and a new water main network would be designed, reviewed and approved by NYCDEP.

Sanitary sewage generated by the Proposed Project would discharge to the Jamaica Water Resource Recovery Facility (WRRF), which has a State Pollutant Discharge Elimination System (SPDES)-permitted dry weather flow capacity of 100 mgd. The average monthly flow to Jamaica WRRF over a 12-month period is 76 mgd. The Proposed Project has the potential to result in a total generation of 0.89 mgd over the No-Action total sewage generation. This incremental increase in sanitary flow would represent less than one percent (an estimated 0.89 percent) of the Jamaica WWRF's SPDES-permitted capacity. The projected increase in sanitary sewage would not cause the Jamaica WWRF to exceed its operational capacity or SPDES-permitted capacity. Therefore, the Proposed Project would not result in any significant adverse wastewater impacts.

The Project Site is served by one storm sewer outfall—Combined Sewer Overflow (CSO) Outfall JAM-006. The Proposed Project would include a Drainage Master Plan to be prepared and submitted to NYCDEP to demonstrate phases of site development and explain drainage improvement measures implemented throughout the phased approach. The Proposed Project would also incorporate selected best management practices (BMPs) that would be required as part of the site connection approval from NYCDEP to manage pollutant loadings. BMPs would be required in accordance with the NYCDEP Unified Stormwater Rule (USWR) guidelines, which include requirements for bringing the Project Site into compliance with the allowable stormwater release rate. To achieve the release rate, stormwater would be managed by utilizing one or a combination of detention techniques. Green infrastructure technologies and subsurface detention would be implemented to retain or release stormwater with slowed discharge rates to control peak runoff rates. Therefore, the Proposed Project would not result in any significant adverse stormwater impacts.

Solid Waste and Sanitation Services

The Proposed Project would not result in a significant adverse impact on solid waste and sanitation services. The Proposed Project would generate an incremental 70.17 tons per week of solid waste compared to the No-Action condition and would not directly affect a solid waste management facility. Approximately 81 percent (56.89 tons) of the additional solid waste generated by the Proposed Project would be handled by DSNY and approximately 19 percent (13.28 tons) would be handled by private carters. The incremental increase of 70.17 tons per week would represent approximately 0.03 percent of the City's anticipated future weekly total commercial and DSNY-managed waste generation in 2025 (estimated at 213,992 tons per week), as projected in the in the Solid Waste Management Plan (SWMP). The 56.89-ton increase in weekly solid waste handled by DSNY would represent approximately 0.04 percent of the City's anticipated future total waste generation handled by DSNY (estimated at 139,992 tons per week), as projected in the SWMP. The approximately 13.28-ton increase in weekly solid waste

handled by private carters would represent less than approximately 0.09 percent of the City's anticipated future commercial waste generation (estimated at 74,000 tons per week), as projected in the SWMP.

Overall, the uses facilitated by the Proposed Actions would be expected to generate solid waste equivalent to approximately 4.55 DSNY truck loads per week and 1.11 commercial carter truck loads per week, representing less than 0.22 percent of DSNY's collection fleet and less than 0.15 percent of the licensed private carting fleet, and would therefore not overburden existing DSNY or commercial solid waste handling services. As such, the Proposed Actions would not result in an increase in solid waste that would overburden available waste management capacity. The Proposed Actions would also not conflict with, or require any amendments to, the City's solid waste management objectives as stated in the SWMP. Therefore, the Proposed Actions would not result in a significant adverse impact on solid waste and sanitation services.

Energy

The Proposed Project would not directly affect the transmission of energy, nor would the proposed residential, commercial, educational, community facility, or other uses generate a demand for energy that would overburden the energy supply systems. As such, no significant adverse energy impacts would occur as a result of the Proposed Project.

Transportation

Traffic

The Proposed Project would generate a total of 1,860 vehicles per hour (vph) (707 "ins" and 1,153 "outs") in the weekday AM peak hour, 1,282 vph (611 "ins" and 671 "outs") in the weekday midday peak hour, 1,485 vph (792 "ins" and 693 "outs") in the weekday PM peak hour, and 1,362 vph (735 "ins" and 627 "outs") in the Saturday peak hour. Of the 28 intersections analyzed (25 existing intersections, a new proposed site access driveway intersection with the street network, and two intersections within the campus), the Proposed Project would result in significant adverse traffic impacts at 16 intersections during the weekday AM peak hour, six intersections during the weekday midday peak hour, 13 intersections during the weekday PM peak hour, and 11 intersections during the Saturday peak hour. The identification and evaluation of traffic capacity improvements needed to mitigate potential significant adverse traffic impacts created by the Proposed Projected are presented in **Mitigation**.

Parking

The Proposed Project would provide approximately 3,200 parking spaces which would consist of 2,300 off-street parking spaces distributed through the campus and 900 on-street parking spaces. The Proposed Project would provide sufficient parking to accommodate the weekday and Saturday daytime parking demand, but the peak project parking demand of 3,508 spaces during the overnight hours would exceed the Proposed Project's parking supply. There would be an anticipated shortfall of 308 spaces during the overnight or early morning hours which would be partially accommodated by the 67 available on-street parking spaces within a quarter-mile of the Project Site. The remaining shortfall of 241 parking spaces would need to be accommodated outside of the one-quarter mile radius parking study area; a survey of parking spaces between one-quarter mile and one-half mile

radius of the Project Site was conducted and was determined to be able to accommodate the parking shortfall during the overnight period.

Transit

Bus line haul analysis was conducted for the nearby bus routes – the Q43, Q46, QM6, QM36, and X68 during the AM and PM commuter peak hours. The bus routes would be expected to have sufficient capacity to accommodate the project-generated bus trips, as well as bus-to-subway/rail trips. Therefore, the Proposed Project would not result in significant adverse impacts to bus services.

Pedestrians

Pedestrian analyses were conducted at pedestrian elements (sidewalks, crosswalks or corner reservoir areas). Four pedestrian elements were analyzed during the weekday AM peak hour, five pedestrian elements during the weekday midday peak hour, seven pedestrian elements during the weekday PM peak hour, and eight pedestrian elements during the Saturday peak hour. All pedestrian elements analyzed would be expected to operate at acceptable levels of service and the Proposed Project would not result in significant adverse impacts to pedestrian elements.

Vehicular and Pedestrian Safety

An assessment of vehicular and pedestrian safety was conducted at the 25 existing traffic and pedestrian study area intersections, and high-crash locations were identified per the *CEQR Technical Manual* and New York City Department of Transportation (NYCDOT) guidance. None of the intersections analyzed had five or more pedestrian/bicycle injury crashes in any consecutive 12 months for the three years analyzed; and for intersections along the Hillside Avenue Vision Zero Priority Corridor, no intersection had three or more pedestrian/bicyclist injury crashes in any consecutive 12 months of the three years analyzed.

A new internal roadway network would be developed as part of the Proposed Project and constructed per New York City's design standards. Intersections within the internal roadway network would be controlled by stop signs or traffic signals, if conditions are warranted, to facilitate vehicle-to-vehicle and vehicle-to-pedestrian interactions, and crosswalks would be striped at appropriate locations. Curb extensions at the corners or at the midblock will be considered in the roadway network design to provide additional spaces for pedestrian circulation.

Air Quality

The air quality analysis, as summarized below, found that the Proposed Project would not result in significant adverse air quality impacts on the surrounding sensitive receptors, nor would nearby emission sources significantly impact the Proposed Project.

The mobile source analyses determined that project-generated traffic resulting in concentrations of CO and fine particulate matter (PM_{10} and $PM_{2.5}$) at the analyzed intersections would not result in any violations of National Ambient Air Quality Standards (NAAQS). Further, the 8-hour CO incremental concentrations, and the 24-hour and annual incremental $PM_{2.5}$ concentrations were predicted to be below the City's *de minimis* criteria.

The CO, PM_{10} and $PM_{2.5}$ concentrations that would result from the Proposed Project parking facilities would not exceed the applicable impact thresholds. Therefore, the proposed parking facilities would not result in a significant adverse impact on air quality.

The analysis of large emission sources shows that the existing State-permitted boilers at the Creedmoor Psychiatric Center would not result in significant adverse impacts on air quality at the Project Site.

Greenhouse Gas Emissions, Climate Change, and Disproportionate Burden

The Proposed Project would not result in a significant adverse impact related to greenhouse gas (GHG) emissions, climate change and disproportionate burden. Following the Climate Leadership and Community Protection Act (CLCPA) approach to quantifying GHG emissions and the methodology provided in the *2021 CEQR Technical Manual*, the Proposed Project would emit an estimated 67,548 metric tons of carbon dioxide equivalent (CO_2e) per year, with approximately 76 percent of those emissions resulting from the Proposed Project buildings and 24 percent of the emissions resulting from mobile sources. There are no designated Disadvantaged Communities (DACs), as required to be considered under CLCPA, within the Proposed Project site or the study area within a one-half mile perimeter around the site. Therefore, the Proposed Project would not negatively affect DACs and would not result in a disproportionate burden.

As noted in the Design Guidelines, ESD would require all new developments on the Project Site to obtain Enterprise Green Communities Certification or meet a higher green building standard such as Passive House for residential building performance. With the Proposed Project buildings designed to be all electric (with the associated emissions decreasing as the electric grid transitions to renewable energy per CLCPA requirements), along with other sustainability measures that would be included in the Proposed Project design, the project would support the applicable New York City GHG reduction goals and the goals of the CLCPA. In addition, all new developments on the Project Site would be designed to be resilient to the likely effects of climate change. The Proposed Project would not prolong the reliance of fossil fuels and would not impede the City or State from achieving the climate commitments. Therefore, the Proposed Project would be consistent with the CLCPA and the City's GHG emission reduction goals.

Noise

A noise assessment was conducted to determine whether the Proposed Project would significantly increase sound levels from mobile and stationary sources at existing noise receptors, and if the new noise receptors that would be introduced would be in an acceptable ambient sound level environment.

Existing Noise Receptors

The study area includes existing residential and community facility receptors. Based on the result of the screening analysis, the Proposed Project would not generate sufficient vehicular traffic in the vicinity of existing noise receptors to exceed the threshold for a detailed transportation noise analysis at these receptors. In the vicinity of the existing receptors, the maximum increase in the With-Action noise level compared to the No-Action noise level is projected to be approximately 2.4 A-weighted

decibels (dBA), which is below the 3-dBA *CEQR Technical Manual* threshold for significance. Therefore, the Proposed Project would not cause a significant adverse vehicular noise impact.

The Proposed Project would introduce several active open spaces/playgrounds within the Project Site. A playground noise analysis was conducted to assess the noise impact from the proposed active open spaces/playgrounds upon the surrounding proposed residential use and community facility use within the Project Site. It is found that the maximum noise level increase from the proposed playgrounds at the existing receptors would be 4.6 dBA, which is below the 5-dBA *CEQR Technical Manual* threshold for significance, since the existing noise level is 60 dBA or less. The Proposed Project is not anticipated to include any other substantial stationary source noise generators. The design and specifications for the building's mechanical equipment would incorporate sufficient noise reduction devices that would comply with applicable noise regulations and standards, including the standards contained in the revised New York City Noise Control Code. Therefore, the Proposed Project would not result in a significant adverse noise impact due to mobile and new stationary sources.

New Noise Receptors

The noise analysis for new receptors evaluates whether receptors would be introduced into an environment with acceptable ambient noise conditions. With-Action noise levels have been evaluated at new receptors based on ambient noise measurements, mobile source proportional noise modeling, and detailed modeling of noise from the Proposed Project.

The With-Action noise level at the northern boundary (Building F4) of the Project Site including mobile sources would be up to 74.8 dBA (L_{10}). The With-Action noise level at the southern boundary (Building A4 and E6 School) of the Project Site including mobile source would be up to 71.7 dBA (L_{10}). The With-Action noise level at several proposed buildings (B1, C3, and E6 School) immediately adjacent to the proposed playground including mobile and stationary sources would be up to 73.8 dBA (L_{10}). As part of the Proposed Actions, ESD would develop Environmental Controls[5] that would include project requirements to avoid the potential for significant adverse noise impacts to interior locations identified along the facades of proposed buildings. The Proposed Project would be required to provide sufficient window/wall attenuation to maintain the *CEQR Technical Manual* interior noise level requirement of 45 dBA or lower. These proposed window/wall attenuation requirements would be included in the ESD Environmental Controls. Consequently, these requirements would preclude the potential for the Proposed Project to result in significant adverse noise impacts on new noise receptors.

The Proposed Project would introduce approximately 5 acres of public open spaces consisting of various landscaped area and other recreational outdoor spaces, including both active and passive open space. Certain newly created active open spaces would not be considered sensitive receptors, but rather as sources of sound, particularly those active open spaces that include sports facilities and playgrounds. Future noise levels (L_{10}) within the newly created passive open spaces would be above 55 dBA. This exceeds the 55 dBA (L_{10}) guideline for outdoor areas requiring serenity and quiet contained in the *CEQR Technical Manual*. However, this relatively low noise level is often not achieved in outdoor areas due to the level of nearby noise sources (e.g., nearby roadway, train, and aircraft activity, as well as activities within the outdoor space itself) at most New York City outdoor

[5] Mitigation measures and project environmental commitments may be implemented and enforced by ESD through various mechanisms (the "ESD Environmental Controls"), including a Restrictive Declaration, General Project Plan, Design Guidelines and agreements with the future developers of the Proposed Project.

public open space areas and parks. Furthermore, under existing and No-Action conditions, noise levels at the location of the new public park space to be created by the Proposed Project currently exceed, and in the future, would exceed 55 dBA (L_{10}). These levels of existing noise are comparable to noise levels in a number of passive open space areas that are within range of substantial noise sources, including Prospect Park, Brooklyn Bridge Park, and Fort Greene Park. The proposed uses of the open spaces do not require serenity and quiet. Therefore, the proposed open spaces are not considered sensitive.

Public Health

The Proposed Project would not result in a significant adverse impact to public health. As described in the relevant analyses of this EIS, the Proposed Project would not result in unmitigated significant adverse impacts in the areas of hazardous materials, water quality, operational noise, or air quality, and therefore would not have the potential for a public health impact related to these technical areas. The Proposed Project would result in significant adverse construction period noise impacts, however, these impacts would be temporary and would not cause a public health impact.

Neighborhood Character

The Proposed Project would not result in a significant adverse impact to neighborhood character. As outlined in the *CEQR Technical Manual*, the assessment of neighborhood character is based on the analyses of other technical areas. The Proposed Project, upon completion, would not result in significant adverse impacts in the technical areas of land use, zoning, and public policy; socioeconomic conditions; open space; urban design and visual resources; shadows; or operational noise. The Proposed Project would result in impacts to historic resources, transportation, and temporary impacts to community facilities and open space. Therefore, a preliminary assessment of neighborhood character is provided.

Regarding transportation, the assessment concludes that, while there would be increased transportation activity because of the Proposed Project, the resulting conditions would be similar to those seen in the urban neighborhoods defining the study area and would not result in density of activity or service conditions that would be out of character with the surrounding neighborhood. The anticipated significant adverse impacts to community facilities and services would include impacts to libraries and temporary impacts to early childhood programs—neither of which are defining features of the neighborhood. The impacts to early childhood programs would occur only during Phase B of the construction period until the proposed on-site childcare facility is operational in Phase C. Similarly, there would be a temporary significant adverse impact to the availability of active open space resources upon the completion of Phase A until the completion of the proposed active open space facilities to be constructed in a later phase of the Proposed Project, but a diminution of the ratio of acres of active open space resources to residents would not result in a significant adverse impact to neighborhood character because it would be temporary and because the study area includes the 635-acre Alley Pond Park, which would provide ample capacity to ameliorate demand during the temporary impact. Regarding historic resources, the assessment concludes that the architectural resources to be demolished as part of the Proposed Project generally do not contribute to the character of the surrounding neighborhood because they are part of a gated campus with limited public access. As such, the impacts to transportation, historic resources and the temporary impacts to the availability of early childcare programs and active open space would not result in a neighborhood character impact. Additionally, the analysis of neighborhood character concludes that

there would be no potential for a significant adverse neighborhood character impact to occur as a result of a combination of the significant adverse impacts discussed above and the moderate (i.e., not significant) effects as to other issues of environmental concern assessed in this EIS.

Construction

Governmental oversight of construction in New York City is extensive and involves a number of City, State, and Federal agencies, each with specific areas of responsibility. Construction at the Development Site would be subject to government regulations and oversight described below in Construction Regulations and General Practices and would employ the general construction practices described below. The Proposed Project would also comply with the requirements of the New York City Noise Control Code.

Historic Resources

Archaeological Resources

As described in **Historic and Cultural Resources**, based on the results a Phase IA archaeological assessment, the Project Site does not have the potential to contain archaeological resources due to extensive documented previous subsurface disturbance throughout the Project Site. OPRHP has concurred with the findings of the report and indicated that there are no archaeological concerns within the Project Site, where in-ground impacts would occur. Therefore, construction of the Proposed Project would not result in any significant adverse impacts on archaeological resources, and no further analysis of the effects of construction on archaeological resources is warranted.

Architectural Resources

As described in **Historic and Cultural Resources**, the Project Site contains 25 existing buildings and is within a portion of the State and/or National Register of Historic Places (S/NRHP)-eligible Creedmoor Psychiatric Center Historic District, which includes individual buildings, as well as the landscape plan and several copper-covered walkways that contribute to the historic character of the Historic District. 24 individual historic resources within the Project Site are in the Historic District (Buildings #1, #2, #3, #4, #10, #11, #12, #13, #14, #17, #22, #25, #26, #27, #43, #59, #70, #71, #72, #76, #77, #78, #81, and #83), all of which are S/NRHP-eligible. Building #777 is within the Project Site but is noncontributing due to its age being less than 50 years (1996). The campus is eligible under S/NRHP Criterion A in the area of health/medicine and Criterion C architecture.

All of the Project Site's existing buildings except for Buildings #59, #70, and #777 are proposed to be demolished in order to construct the Proposed Project. As detailed in**, Historic and Cultural Resources**, a draft of the required Alternatives Analysis has been prepared by the ESD, and will be finalized in consultation with OPRHP between Draft and Final EIS. The Draft Alternatives Analysis concludes that there is no feasible and prudent alternative to the proposed demolition of the 22 S/NRHP-eligible buildings in the S/NRHP-eligible Historic District on the Project Site that would meet the purpose and need for the Proposed Project, which is to address the substandard and insanitary conditions at the Project Site and to develop the underutilized State-owned land to help meet the need for housing, including affordable and supportive housing.

Twenty-two additional historic resources outside of the Project Site are within the 400-foot historic resources Study Area. One is the S/NRHP-eligible Union Turnpike Bridge Over Cross Island Parkway

located to the northeast, which is visually separated from the Project Site by landscaping and a neighborhood of single-family homes. The other 21 historic resources in the Study Area are in the S/NRHP-eligible Creedmoor Psychiatric Center Historic District and the Project Site viewshed (Buildings #15, #18, #19, #20, #21, #36, #42, #46, #57, #58, #60, #61, #62, #66, #67, #68, #69, #73, #74, #75, and #80). In 1983, OPRHP determined that Faith Chapel (Building #68) in the Historic District was non-contributing as it was constructed in 1970. However, it is now more than 50 years old and likely meets S/NRHP-eligibility.

The Proposed Project would result in contextual impacts on the 21 historic resources in the historic district that are outside of the Project Site, and two historic resources on the Project Site that are proposed to be adaptively reused (S/NRHP-eligible Buildings #59 and #70), as it would change the scale, visual prominence, and visual context of these buildings and alter publicly accessible views of the campus. However, views of the existing buildings in the Project Site from public streets are limited because of intervening buildings, vegetation surrounding the Creedmoor campus, and lack of public access. With the Proposed Project, new connections would be made from the public realm to create new publicly accessible views of existing historic architectural resources within the Creedmoor Psychiatric Center Historic District that are currently inaccessible. Views from Winchester Boulevard will in part be maintained at the main entrance. Due to the demolition of S/NRHP-eligible buildings within the S/NRHP-eligible Creedmoor Psychiatric Center historic district and the contextual impacts on the historic resources that are proposed to remain on the Project Site or are within the larger historic district outside of the Project Site, the Proposed Project would result in a significant adverse impact to historic architectural resources.

Transportation

Traffic

The projected construction activities would yield less total traffic than the amount of traffic projected for the Proposed Project. However, significant traffic impacts could still occur at some of the study area locations during construction, similar to impacts identified in **Transportation**. Under the illustrative construction schedule, the peak quarter of construction is the third quarter of year 2038, during which construction activities would generate 130 construction worker auto trips and 18 construction truck trips during the AM construction peak hour, and 130 construction worker auto trips and four construction truck trips during the PM construction peak hour. Construction trucks would be required to use the NYCDOT-designated truck routes to travel to the project area and would then use local streets to access the construction sites.

In addition to construction-related vehicle trips, trips generated by components of the Proposed Project would be expected to be completed by the 2038 construction peak year. These operational trips (that is, trips generated by the occupancy of the Proposed Project) were also incorporated into the construction traffic analysis.

Construction traffic impacts were identified at two of the 20 intersections analyzed during the AM construction peak hour, and nine of the 15 intersections analyzed during the PM construction peak hour. Where traffic impacts during construction may be expected to occur, measures similar to the ones identified in **Mitigation**, could be implemented early to aid in mitigating those impacts. The two intersections that would be significantly impacted during the AM construction peak hour could not be mitigated. Of the nine intersections significantly impacted during the PM construction peak

hour, one could be partially mitigated and one could be fully mitigated with typical traffic improvement measures (i.e., signal timing modifications).

Parking

Construction workers would generate an estimated maximum daily parking demand of 162 spaces during the Q3 2038 peak construction quarter. This parking demand could be accommodated by off-street and on-street parking constructed in other areas within the Project Site by the Q3 2038 peak quarter, and surrounding on-street parking. Therefore, construction for the Proposed Project would not result in a parking shortfall.

Transit and Pedestrians

Based on census data for the construction industry, it is anticipated that approximately 20 percent of construction workers would commute to the Project Site by public transportation. During the third quarter of 2038, when construction worker volumes would be highest, construction would be expected to generate 278 daily construction workers (56 workers would be expected to use public transportation). It is expected that the majority of construction workers (80 percent) would arrive during the AM construction peak hour and depart during the PM construction peak hour, and they would generate approximately 45 construction worker trips by public transportation during the AM and PM construction peak hours. The construction worker pedestrian trips would be below the *CEQR Technical Manual*'s 200 pedestrian threshold for detailed analysis, therefore construction activities are not expected to result in transit or pedestrian impacts.

Air Quality

Measures required to reduce pollutant emissions during construction include all applicable laws, regulations, and the City's building codes. These include dust suppression measures, idling restriction, and the use of ultra-low sulfur diesel (ULSD) fuel and best available tailpipe reduction technologies. With the implementation of these emission reduction measures, the dispersion modeling analysis of construction-related air emissions for both on-site and on road sources determined that particulate matter ($PM_{2.5}$ and PM_{10}), annual-average nitrogen dioxide (NO_2), and carbon monoxide (CO) concentrations would be below their corresponding *de minimis* thresholds or National Air Quality Ambient Standards (NAAQS), respectively. Therefore, construction of the Proposed Project would not result in significant adverse air quality impacts during construction.

Noise

Construction of the phased development would involve standard construction activities and practices for buildings in New York City. Foundation installation and superstructure phases of construction are typically when the noisiest activities occur. The exterior and interior fit-out phases of construction typically involve minimal exterior equipment and substantially quieter noise conditions. The Project Site is near existing residential, community facility, and commercial land uses, and the introduction of new residences would occur throughout construction of the phased development. Based on the proximity of these noise-sensitive land uses, there is the potential for construction to cause significant adverse noise impacts. Sensitive receptors would be exposed to adjacent construction activity throughout the different phases of construction period for the Proposed Project. Each phase of construction is expected to take approximately 2 years, with the longest phase (Phase F) having a duration of 3 years.

Construction noise from mobile sources (that is, construction trucks and construction worker vehicles) has been evaluated from 6:00 AM to 7:00 AM, when construction traffic would be greatest since this is the period that most worker vehicles and trucks arrive at the Project Site. This is a period prior to construction activities and noise from stationary construction equipment would not occur. Construction noise from mobile sources would not increase by 3 dBA or more, and there would be no significant adverse noise impact due to construction mobile sources.

Construction noise from stationary sources (that is, construction equipment, which are evaluated as stationary sources even if they may be moved from one location to another within the construction site) has been evaluated for seven phases of construction. For each phase, there would be foundation, superstructure, exterior cladding, and interior fit-out phases of construction of the proposed buildings.

The potential for significant adverse construction noise impact depends on the intensity and duration of construction activities. To be compliant with New York City noise code, construction noise cannot exceed 85 dBA for a prolonged period of time. If construction noise levels would occur in an area continuously for 24 months or more, a detailed construction noise analysis is warranted and there is a potential for significant adverse noise impact. Construction noise occurring for shorter durations would not typically result in significant adverse noise impact unless there is a higher intensity of noise. For example, construction may cause significant adverse impact if exterior noise levels would increase by 15 dBA or more for 12 months or more or 20 dBA or more for a period of 3 months or more. These criteria apply to residential, community facility, and commercial office spaces, but do not apply to retail spaces. The analysis also investigates interior L_{10} noise levels to compare with the *CEQR Technical Manual* interior noise guideline of 45 dBA(L_{10}) for residential and community facility uses in order to determine if a receptor would experience significant adverse construction noise impact and if potential mitigation at the receptor is needed.

A detailed noise assessment for the construction of Phase D was performed because Phase D would have the second largest development floor area (approximately 509,862 sf) compared to the other phases. Also, Phase D includes one of the largest buildings to be demolished across the entire construction period. Typically, the loudest phase of construction is during demolition, excavation, and foundation work. Additionally, Phase D would have surrounding sensitive receptors in proximity during the construction period. The receptors within or around the Project Site exposed to noise during other phases of construction are not expected to have the same level of noise impact as compared to Phase D. Construction of Phase D is predicted to result in elevated noise levels at several of the analyzed receptors during limited periods of time during the overall construction period. To the south of the construction sites, at Existing Building 20 (REC37) and Proposed Building B2 (REC17) and B4 (REC19) along 3rd Street, construction is predicted to result in noise level increases up to 21.4 dBA over a two-month period. To the east of the construction sites, at Proposed Buildings C2 to C5 (REC21-REC24) along Avenue C, construction is predicted to result in noise level increases up to 18.7 dBA over a two-month period. To the north of the construction sites, at Existing Building 18 (REC36) along 4th Street, construction is predicted to result in noise level increases up to 16.4 dBA for a ten-month period. To the west of the construction sites, at Existing Building 62 (REC37) and the six existing residences (REC05) of Country Pointe Community along Avenue A, construction is predicted to result in noise level increases up to approximately 21.6 dBA over a three-month period. Therefore, temporary significant adverse construction noise impacts are expected to occur at these receptors.

No sensitive receptors are expected to have noise level increment of 20 dBA for three months or more, or 15 dBA for 12 consecutive months or more, except for Existing Building 21 during the construction of Phase A; Existing Building 20, 21, and Proposed Building A1 during the construction of Phase B; and Proposed Building B4 during the construction of Phase C. Existing Building 100 is the only receptor that would expect a noise level increment of 3 dBA or more for more than 24 months. These receptors would have temporary significant adverse construction noise impacts. Therefore, it is not anticipated that the construction of the other phases would cause significant noise impacts to other receptors in the Project Site during other construction phases.

Construction work would be required to adhere to New York City's construction noise regulations, including the requirement to prepare and implement a Construction Noise Mitigation Plan and to construct an 8-foot-tall construction noise barrier, which is assumed in the noise modeling analysis. Even with these measures, construction noise would still exceed the thresholds for significant construction noise impact at certain receptor locations during certain phases of the construction work. The noise assessment modeled the worst-case peak hourly noise levels that would result from all construction equipment operating at the same time, and consequently is conservative in predicting significant increases in noise levels. Typically, the loudest hourly noise level during each month of construction would not persist throughout the entire month. Furthermore, this analysis is based on conceptual site plans and construction schedules. Construction equipment numbers are conservatively estimated for each building, meaning the same types of equipment are assumed to be needed for each building in the development phase, and all are assumed to be operating at the same time. However, as noted in **Project Description**, ESD would select a developer for each phase and that developer would have a specific construction management plan that would likely result in more efficient construction methods (fewer pieces of construction equipment than what has been modeled) that would minimize the number of pieces of equipment operating simultaneously.

Vibration

Construction activities have the potential to generate ground-borne vibration that can potentially cause structural or architectural damage or annoy people in nearby vibration-sensitive spaces, such as residences. The buildings of most concern with regard to the potential for structural or architectural damage due to vibration would be historic buildings within 90 feet of the Project Site (Buildings #15, #18, #19, #20, #21, #36, #42, #46, #57, #58, #60, #61, #62, #74, #75, and #80) and Buildings #59 and #70 within the Project Site which are proposed to be retained. Vibration levels at these buildings and structures within 29 feet of a proposed building may exceed the 0.50 inches/second PPV during typical pile driving. The distances to potential structural damage from most other construction equipment (i.e., drilling, bulldozers, or jackhammers) is 8 feet or less. Therefore, there is limited potential for structural damage to most buildings from most construction activities. Additionally, ESD would require no pile driving unless other construction methods are not feasible. Since these historic buildings and structures would be within 90 feet of demolition and/or construction activities at the Project Site, vibration monitoring at these structures would be required as part of the CPPs as per DOB TPPN #10/88 regulations, and PPV during construction would be prohibited from exceeding the 0.50 inches/second threshold.

For non-historic buildings and other structures immediately adjacent to demolition and/or construction activities at the Project Site, vibration levels within 25 feet may result in PPV levels between 0.50 and 2.0 in/sec, which is generally considered acceptable for a non-historic building or structure.

In terms of construction vibration causing potential annoyance, the threshold for potential annoyance is typically 75 VdB inside buildings. Assuming a 10 VdB outdoor to indoor vibration attenuation, there is potential for human annoyance within 107 feet from pile driving and up to 29 feet for most other equipment. These construction activities would only occur for limited periods of time at any particular location. Therefore, there would be no significant adverse impact as a result of construction vibration.

Other Technical Areas

Within the Project Site, 24 individual historic resources are in the State and/or National Register of Historic Places (S/NRHP)-eligible Creedmoor Psychiatric Center Historic District, all of which are S/NRHP-eligible. All of the Project Site's existing buildings except for Buildings #59, #70, and #777 are proposed to be demolished in order to construct the Proposed Project. For all remaining buildings contributing to the S/NRHP-eligible historic district, both on-site and those within 90-feet of the Project Site, construction-related impacts on these historic resources will be avoided through the protections established in a Construction Protection Plan (CPP), which would be developed in consultation with ORPHP and would comply with the procedures set forth in TPPN #10/88 and other New York City Building Code regulations, as described in **Historic and Cultural Resources**. With regard to hazardous materials, if identified, contaminants at the Project Site would be addressed through the implementation of a Remedial Action Plan (RAP), Construction Health and Safety Plan (CHASP), and Community Air Monitoring Plan (CAMP). Additionally, there are no sensitive natural resources on the Project Site that would be impacted by construction activities for the Proposed Project. Additionally, each development phase of the Proposed Project would be required to develop and implement a Stormwater Pollution Prevention Plan (SWPPP), which addresses erosion and sediment control, stormwater management, and pollution prevention practices during the construction process. With the implementation of a SWPPP there will be no impacts to water resources due to construction. With these measures in place, the Proposed Project would not result in significant adverse construction-related impacts to historic and cultural resources, hazardous materials, or natural resources. Alternatives

No-Action Alternative

The No-Action Alternative is the future without the Proposed Actions (the No-Action condition), described in **Project Description** and analyzed throughout the EIS. Absent the Proposed Project, it is assumed that no new development would occur on the Project Site. The existing vacant buildings on the Project Site are expected to remain underutilized and would continue to deteriorate. Additionally, the temporary HERRC, operated by the City of New York, is expected to end operations by the 2040 analysis year. Building #4, where SNAP is currently located, would be vacated by the analysis year, as SNAP has identified a new location to relocate its facility outside of the Creedmoor campus independent of the Proposed Project. Aside from Building #4, it is anticipated that currently occupied buildings (#26, #59, #78, and #777) would remain occupied by existing uses (storage), while the currently vacant buildings would remain vacant.

Unlike the Proposed Project, under the No-Action Alternative, significant adverse impacts related to libraries, historic resources, and traffic, in addition to temporary significant adverse impacts to early childhood centers, active open space, and construction-period traffic and noise would not occur. However, the No-Action Alternative would result in continued underutilization of the Project Site, offering no public access or amenities to the surrounding area. The No-Action Alternative would not

introduce affordable and market-rate housing, public open space, or any new community facility spaces, and therefore, the housing and public realm benefits expected from the Proposed Project would not be realized under the No-Action Alternative and the purpose and need of the Proposed Project would not be met.

Lower Density Alternative

The Lower Density Alternative would result in fewer dwelling units than the Proposed Project while the proposed non-residential uses would remain the same as the Proposed Project. In the Lower Density Alternative, the Project Site would be redeveloped with up to approximately 2.58 million gsf of mixed-use spaces including residential, open space, local retail, community facilities, educational uses, and parking. The residential space would consist of approximately 2.31 million gsf of rental and homeownership units, for a total of 2,360 new residential units, comprised of affordable rental units and a mix of affordable and market-rate homeownership units, including affordable senior and affordable supportive rental housing units. The Lower Density Alternative would have 415 fewer residential units, including 205 fewer homeownership units and 210 fewer rental units, than the Proposed Project.

The Lower Density Alternative would not result in significant adverse impacts to land use, zoning, and public policy; socioeconomic conditions; shadows; urban design and visual resources; natural resources; hazardous materials; water and sewer infrastructure; solid waste and sanitation services; energy; air quality; greenhouse gas emissions and climate change; noise; public health; or neighborhood character. However, the Lower Density Alternative is anticipated to result in significant adverse impacts similar to that of the Proposed Project related to libraries, historic resources, and traffic, in addition to temporary significant adverse impacts to early childhood programs, active open space, and construction-period traffic and noise.

Union Turnpike Access Alternative

The Union Turnpike Access Alternative considers an additional access point to the Project Site from Union Turnpike with entry and exit access. This alternative would reduce the number of circuitous project-generated trips, particularly for trips related to the north development section. The proposed access would be a signalized intersection along Union Turnpike at Avenue C and would realign movements from the existing eastbound Union Turnpike ramp at Avenue C to occur within the Project Site.

The only difference between the Union Turnpike Access Alternative and the Proposed Project is a change in the roadway network to allow for direct access to Union Turnpike. All other aspects of the Proposed Project are the same under the Union Turnpike Access Alternative, including the proposed location of buildings and proposed development program.

Like the Proposed Project, the Union Turnpike Access Alternative would not result in significant adverse impacts to land use, zoning, and public policy; socioeconomic conditions; shadows; urban design and visual resources; natural resources; hazardous materials; water and sewer infrastructure; solid waste and sanitation services; energy; air quality; greenhouse gas emissions and climate change; noise; public health; or neighborhood character. However, the Union Turnpike Access Alternative is anticipated to result in significant adverse impacts similar to that of the Proposed Project related to libraries, historic resources, and traffic, in addition to temporary significant adverse impacts to early childhood centers, active open space, and construction-period traffic and noise.

No Unmitigated Significant Adverse Impacts Alternative

The No Unmitigated Impact Alternative considers development that would eliminate the Proposed Project's unmitigated significant adverse impacts. The Proposed Project would result in significant adverse impacts to community facilities (libraries), historic resources, and transportation (traffic). In addition, the Proposed Project would result in temporary significant adverse impacts to early childhood centers, active open space, and construction-period traffic and noise.

There is no practicable alternative that could be developed to avoid the unmitigated significant adverse impacts of the Proposed Project. In order to eliminate the Proposed Project's unmitigated significant adverse impacts in the areas of libraries, historic resources, and transportation, the Proposed Project would have to be reduced in size or modified to a point where it would not realize the goals and objectives of the Proposed Project and the housing, including affordable and supportive housing, and public realm benefits (approximately 5 acres of public open space) expected from the Proposed Project would not be realized. Therefore, there is no practicable alternative that could be developed to avoid the unmitigated significant adverse impacts of the Proposed Project.

Mitigation

Community Facilities and Services

Early Childhood Programs

Required mitigation measures to address the temporary significant adverse impact to publicly funded early childhood programs is being explored by ESD, which could include changing the proposed phasing to include the proposed childcare center in Phase B instead of Phase C, and will be refined between the DEIS and FEIS. If mitigation measures are not fully effective in addressing the temporary significant adverse impact to early childhood programs, then there may be a potentially unavoidable significant adverse impact.

Libraries

The Proposed Project would result in a significant adverse impact to libraries. The increase of residents resulting from the Proposed Project would increase the library catchment area population by 14 percent, exceeding the five percent change impact threshold in the *CEQR Technical Manual*. While only the two library branches nearest to the Project Site were analyzed quantitatively, it is considered, qualitatively, that current and future residents would have access to a total of five Queens Public Library (QPL) branches within a 1.5-mile radius of the Project Site.

Potential mitigation measures to address the identified significant adverse impact to public libraries will be explored and refined in consultation with QPL between the DEIS and FEIS.

Open Space

The Proposed Project would result in a temporary significant adverse impact to active open space resources. The temporary impact would begin during construction of Phase B, when the active open space ratio would fall below 2.0 acres of active open space per 1,000 residents and would last until all active open space resources on the Project Site are operational at the end of construction Phase F (full program buildout).The proposed on-site active open space resources would fully mitigate the temporary significant adverse impact. Each phase of new development of the Proposed Project

(except Phase F) would include an active open space area such as a playground. Developing all of the active open space within Phases A and B only would concentrate all active open spaces in the southwest portion of the Project Site and would not allow for the proposed active open spaces to be both distributed throughout the Project Site and centrally located for all residents. In addition, the development of all proposed active open spaces would eliminate 0.91 acres for construction of residential uses in Phase A and B, resulting in a reduction of the project program by approximately 41 dwelling units. Potential mitigation measures to address the temporary significant adverse impact to active open space will be explored and refined in consultation with the New York City Department of Parks and Recreation (Parks) between the DEIS and FEIS.

Historic and Cultural Resources

The Proposed Project would result in a significant adverse impact to historic resources. As such, mitigation measures are being developed to address the direct significant adverse impact arising from the demolition of 22 historic buildings on the Project Site, and redesign of the Project Site grid and open space, as well as the significant contextual impacts on the 21 historic resources in the Study Area and two historic resources in the Project Site that are proposed to be adaptively reused. Under the New York State Historic Preservation Act (SHPA), demolition of a historic resource is an Adverse Impact that triggers the need to explore feasible and prudent alternatives which would avoid or mitigate any adverse impacts. Since avoidance was explored and is not feasible, a potential mitigation plan would include documenting the buildings and copper-covered walkways to be demolished and sections of the landscape plan that will be redesigned to the standards of Historic American Building Survey (HABS) Level II, administered by the United States Secretary of the Interior, protecting existing historic district structures to remain on the Project Site or in the Study Area that are within 90 feet of demolition and/or construction through the development of a Construction Protection Plan (CPP), installation of on-site interpretative information about the existing historic district to be placed in a location easily accessible and visible to the public, and architectural design review and on-going consultation with the New York State OPRHP\regarding the design of the proposed new development. These potential mitigation measures to address the significant adverse impacts to historic resources will be refined in consultation with OPRHP between Draft and Final EIS.

Transportation

Of the 28 intersections analyzed, the Proposed Project would result in significant adverse traffic impacts at 16 intersections during the weekday AM peak hour, six intersections during the weekday midday peak hour, 13 intersections during the weekday PM peak hour, and 11 intersections during the Saturday peak hour. The majority of the intersections analyzed would either not be significantly impacted or could be fully mitigated with readily implementable traffic improvement measures. Thirteen intersections would remain unmitigated during the weekday AM peak hour (one of the 13 intersections could be partially mitigated), two intersections would remain unmitigated during the weekday midday peak hour (one of the two intersections could be partially mitigated), ten intersections would remain unmitigated during the weekday PM peak hour, and eight intersections would remain unmitigated during the Saturday peak hour. The identified mitigation measures, such as signal phasing and timing changes, are standard traffic capacity improvements that are typically implemented by NYCDOT.

Construction

Construction Transportation

20 intersections were analyzed for potential significant traffic impacts during the AM construction peak hour and 15 intersections were analyzed during the PM construction peak hour. Significant impacts were identified at two analysis intersections during the AM construction peak hour and at nine intersections during the PM construction peak hour. Where impacts during construction may occur, measures similar to the ones identified in the operational transportation analysis, such as signal timing modifications, could be implemented early to aid in mitigating those impacts. During the PM construction peak hour, significant traffic impacts could be fully mitigated at one intersection, and could be partially mitigated at one intersection, Significant traffic impacts during the AM construction peak hour would remain unmitigated.

Construction Noise

As described in **Chapter 20, Construction**, the Proposed Project would result in construction-period noise impacts at multiple receptor locations, warranting the consideration of mitigation measures. The construction work would be required to adhere to New York City's construction noise regulations, including the requirement to prepare and implement a Construction Noise Mitigation Plan and to construct an 8-foot-tall construction noise barrier, which is assumed in the noise modeling analysis. Even with these measures, construction noise would still exceed the thresholds for significant construction noise impact at certain receptor locations during certain phases of the construction work.

Noise from construction activities and some construction equipment is regulated by the New York City Noise Control Code. The New York City Noise Code (Section 24-228) limits noise from non-impulsive construction equipment to a maximum of 85 dBA as measured 50 feet from the source. The code also limits noise from paving breakers, such as jackhammers, to 95 dBA at a distance of 1 meter and requires that a pneumatic discharge muffler be used that provides an insertion loss of 5 dBA.

In addition, the New York City Noise Control Code limits construction activities to weekdays between the hours of 7:00 AM and 6:00 PM and requires that a Construction Noise Mitigation Plan be implemented. Project-specific noise control measures are described in the Construction Noise Mitigation Plan and can include a variety of source and path controls. A primary source of construction noise is piling driving, which was assumed in the noise modeling analysis. However, as mitigation, ESD would prohibit the use of pile driving unless other construction methods are infeasible.

As additional mitigation, the developer of each construction phase with significant adverse construction noise impacts would be required to erect a 16-foot-tall construction fence noise barrier (rather than the standard 8-foot-tall construction noise barrier), where feasible and practicable, at the edge of the construction perimeter between the construction work and a noise receptor predicted to experience significant adverse noise impacts, unless the noise receptor already has window-wall attenuation through double-paned windows or storm windows and alternative ventilation (air conditioning).

As potential additional mitigation, ESD will explore between the draft EIS and final EIS the feasibility of requiring the installation of double-paned windows and alternative ventilation on the facades of any occupied Creedmoor campus buildings that are predicted to experience significant adverse construction noise impacts.

Unavoidable Significant Adverse Impacts

As described in **Mitigation**, the Proposed Project has the potential to result in significant adverse impacts with respect to community facilities (libraries), historic resources, and transportation (traffic). In addition, the Proposed Project would result in temporary significant adverse impacts to early childhood centers, active open space, and construction-period traffic and noise. To the extent practicable, mitigation has been proposed for these identified significant adverse impacts. However, in some instances no practicable mitigation has been identified to fully mitigate the significant adverse impacts, and there are no reasonable alternatives to the Proposed Project that would meet the purpose and need, eliminate potential impacts, and not cause other or similar significant adverse impacts.

Growth-Inducing Aspects of the Proposed Project

The Proposed Actions include an override of the Zoning Resolution of the City of New York applicable only on the Project Site, through ESD's adoption of the GPP. The GPP would override the existing zoning to facilitate the development of the Proposed Project with new land uses, building intensities, and urban design, but these changes and the applicability of the GPP would be limited to the Project Site. As such, the Proposed Actions would not facilitate development outside of the Project Site and the potential for the Proposed Project to alter land use and economic patterns or induce substantial growth beyond the Project Site would be minimal. Additionally, there are no known rezonings or other zoning changes proposed or planned in the area surrounding the Project Site.

As described in **Socioeconomic Conditions**, the Proposed Project would not introduce any new trends that could significantly alter the socioeconomic character of the surrounding area. Outside of the Project Site, the defined study area has existing retail and commercial areas, primarily concentrated along sections of Braddock Avenue, Hillside Avenue, and Union Turnpike, which would likely benefit from increased consumer draw. The Proposed Project's development of 76,000 gsf of retail does not meet the 200,000-gsf threshold set by the *CEQR Technical Manual* to constitute substantial new commercial development. Thus, the existing businesses in the defined study area are not expected to suffer any significant adverse indirect business displacement impact from the Proposed Project and may instead see benefits. Similarly, while the Proposed Project would introduce new housing, a significant portion of this supply would be affordable. This in combination with the separate demand dynamics between the rental and ownership markets in the study area, and the fact that, historically, changes in the ownership housing market and increases in home values in the study area have not significantly affected rental prices or availability in the area, it is not anticipated that the Proposed Project would create or accelerate a trend of increasing rents in the study area that would indirectly displace vulnerable lower-income renters.

Furthermore, as described in **Water and Sewer Infrastructure**, the infrastructure for public water and sewer in the study area is already well developed such that improvements associated with the Proposed Project would not induce additional growth or overburden the existing system.

Although the Proposed Actions would result in increased development, it is not anticipated that the Proposed Project would result in substantial new development in nearby areas that would generate significant secondary impacts.

Irreversible and Irretrievable Commitments of Resources

The Proposed Project constitutes an irreversible and irretrievable commitment of the Project Site as a land resource, rendering land use for other purposes highly unlikely in the foreseeable future. the long-term commitment of land resources needed for the Proposed Project would be balanced by the project's beneficial aspects, such as affordable housing and homeownership opportunities, economic development, job creation, public realm improvements, and sustainability measures in accordance with City and State policy goals. Further, the commitment of underutilized State-owned land resources comprising the Project Site, for the purpose of providing affordable and market-rate housing in this location, would serve important public policy goals. Therefore, considered together, the irreversible and irretrievable commitment of resources would not represent a significant adverse impact.