

**DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION  
FINDING OF NO SIGNIFICANT IMPACT  
RECORD OF DECISION**

**Location**

John F. Kennedy International Airport (JFK)  
Queens County, New York

**Introduction**

This Finding of No Significant Impact/Record of Decision (FONSI/ROD) sets out the Federal Aviation Administration's (FAA) consideration of environmental and other factors for Airport Layout Plan (ALP) approval and federal financial assistance for the North Cargo Redevelopment at John F. Kennedy International Airport (JFK). This FONSI/ROD is based on the Final Environmental Assessment (EA) for the *North Cargo Redevelopment at John F. Kennedy International Airport* prepared by the Port Authority of New York and New Jersey (PANYNJ), dated December 2018.

**Project Description**

The Proposed Action includes the construction of cargo processing facilities in two phases, and improvements to Taxiway CA and Taxiway CB, as described below:

*Cargo Redevelopment Phase 1*

- Demolition of existing buildings 259, 260, and 261;
- Construction of a new cargo building, approximately 300,000 square feet (sf) footprint;
- Rehabilitation and reconfiguration of the existing cargo apron to provide approximately 370,000 sf for multiple cargo aircraft, including up to three Aircraft Design Group VI (ADG VI) aircraft;
- Rehabilitation of approximately 220,000 sf of landside pavement to allow for the establishment of 60 surface vehicle truck docks and staging areas;
- Reconfiguration of landside surface vehicle parking lots to accommodate approximately 525 vehicle parking spaces;
- Reconfiguration of roadway access to the site from North Boundary Road;
- Relocation of existing JFK cargo operations from Buildings 66 and 151 to the proposed Phase I Cargo Redevelopment;

*Cargo Redevelopment Phase 2*

- Construction of a new cargo building, approximately 250,000 sf footprint;
- Rehabilitation and reconfiguration of the existing cargo apron to provide approximately 300,000 sf for multiple cargo aircraft, including up to three ADG VI aircraft;
- Construction of a surface vehicle parking lot and truck docking and staging areas on the landside of the proposed Phase 2 cargo building;
- Reconfiguration of roadway access to the site from North Hangar Road;
- Relocation of existing JFK cargo operations at the Airport to the proposed Phase 2 Cargo Redevelopment, and;

*Taxiway Improvements*

- Rehabilitation, realignment, and reconstruction of Taxiways CA and CB (including taxiway shoulder and erosion pavement and associated electrical and drainage infrastructure, grading,

lighting, and markings) to meet ADG VI standards and to provide unrestricted access for ADG VI aircraft to the North Cargo Area.<sup>1</sup>

### **Proposed Agency Actions**

The FAA actions involved in the implementation of the Proposed Action include the following:

- a. Unconditional Approval of a change to the JFK AIP to reflect the North Cargo Redevelopment project at JFK as described above, pursuant to 49 U.S.C. §40103(b) and §47107(a)(16); and determination and approval of the effects of this project upon the safe and efficient utilization of navigable airspace pursuant to 14 C.F.R. Parts 77 and 157 and 49 U.S.C. §44718;
- b. Determination under 49 U.S.C. §§40101(d)(1) and 47105(b)(3) as to whether the Proposed Action maintains and enhances safety and security, and meets applicable design and engineering standards set forth in FAA Advisory Circulars;
- c. Determinations concerning funding through the Federal grant-in-aid program authorized by the Airport and Airway Improvement Act of 1982, as amended (recodified at 49 U.S.C. §47107) (this FONSI/ROD does not determine eligibility or availability of potential funds);
- d. Determination under 49 U.S.C. §44502(b) that the subject airport development is reasonably necessary for use in air commerce or in the interests of national defense;
- e. Continued close coordination with the PANYNJ, the City of New York, and appropriate FAA program offices, as required, for safety during construction (14 C.F.R. Part 77); and
- f. Approval of appropriate amendments to the JFK Airport Certification Manual (ACM), as required, pursuant to 49 U.S.C. §44706.

### **Purpose and Need**

As discussed in Chapter 2 of the Final EA, the purpose and need for the Proposed Action is to accommodate existing demand for air cargo handling facilities and improve operation efficiency by providing modern air cargo facilities in a consolidated location.

### **Background**

The proposed North Cargo Redevelopment was recommended in the 2013 JFK Air Cargo Study, which was incorporated into the January 2017, *Vision Plan for JFK, Recommendations for a 21st Century Airport for the State of New York*, also known as the JFK Vision Plan. While preliminary planning efforts are underway to consider the components of the JFK Vision Plan, the North Cargo Redevelopment (this Proposed Action) represents a concrete and specific project. In the event that the components of the JFK Vision Plan or other projects unrelated to the JFK Vision Plan become ripe for decision, they will be subject to their own appropriate NEPA analyses that will be required to consider the cumulative impacts of JFK Vision Plan projects and this Proposed Action.

### **Alternatives**

As discussed in Chapter 3 of the Final EA, in addition to the No Action alternative, alternative on-airport and off-airport sites and the reuse of existing buildings were evaluated. The alternatives

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<sup>1</sup> 747-800F operations would be restricted on Taxiway C during CAT-II conditions, when visibility is less than ½ mile.

analysis found that the alternate sites were not able to meet the project purpose and need because of the lack of access, parcel size, vehicle travel times, infrastructure, and/or conflict with current use. The reuse of existing buildings had deficiencies and constraints that also limited their utility. Based on this evaluation, the Proposed Action was selected for implementation based on its ability to meet the overall project purpose and need; environmental impact and operational factors were also considered.

### **Discussion**

The attached Final EA and its appendices addresses the effects of the Proposed Action on the human and natural environment, and is made part of this Finding. The following impact analyses provide highlights of the more thorough analyses presented in the Final EA.

### **Air Quality**

Section 176(c) of the Clean Air Act (CAA), as amended in 1990, (42 U.S.C. §7521-7554) requires that Federal actions conform to the appropriate Federal or State air quality implementation plans in order to attain the CAA's air quality goals. Section 176(c) states: "No department, agency, or instrumentality of the Federal Government shall engage in, support in any way or provide financial assistance for, license or permit, or approve, any activity which does not conform to an implementation plan."

JFK is located in Queens County, which is currently designated by the US Environmental Protection Agency (EPA) as being in moderate nonattainment for ozone (O<sub>3</sub>) and as a maintenance area for particulate matter (PM<sub>2.5</sub>).<sup>2</sup> Therefore, an air emissions analysis was performed for the construction phase of the Proposed Action; an operational inventory was not necessary since the Proposed Action would not result in changes to aircraft operations or fleet mix at JFK.

The air quality analyses (See Sections 4.2.1 and 5.1 of the Final EA) demonstrate that construction and implementation of the Proposed Action would not cause an increase in air emissions above the applicable *de minimis* thresholds established by the General Conformity Rule in 40 C.F.R. Part 93, §93.153. Therefore, a General Conformity Determination is not required.

In accordance with FAA Order 1050.1F, Environmental Impacts: Policies and Procedures, and FAA Order 5050.4B, Airport Environmental Handbook, no further analysis with respect to General Conformity is needed. Accordingly, the Proposed Action conforms to the New York State Implementation Plan (SIP) and the CAA. Additionally, the operation of the Proposed Action would not create any new violation of the National Ambient Air Quality Standards (NAAQS), delay the attainment of any NAAQS, nor increase the frequency or severity of any existing violations of the NAAQS because the Proposed Action accommodates existing cargo activity at JFK. Based on the above, since the Proposed Action is unlikely to result in a pollutant concentration that would exceed NAAQS, implementation of the Proposed Action is not likely to result in significant adverse impacts to air quality.

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<sup>2</sup> On November 14, 2018, the Environmental Protection Agency published a Proposed Rule in the Federal Register proposing to reclassify numerous areas of the country including the New York-North New Jersey-Long Island area, as serious Nonattainment for NAAQS.

### **Coastal Zone Management and Floodplains**

JFK is located within the designated New York State Department of State (NYSDOS) Coastal Zone Management Area (CZMA). Accordingly, any work undertaken within the CZMA is subject to consistency with the New York State CZMA. On June 8, 2018, the NYSDOS determined that the Proposed Action meets its consistency concurrence criteria for determining whether the Proposed Action is consistent with the approved Coastal Zone Management Plan. (See Appendix C of the Final EA). Based on the current Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), the Proposed Project is not located within the 100-yr floodplain. Accordingly, implementation of the Proposed Action is not likely to result in significant adverse effects to the NYSDOS CZMA or floodplains. (See Sections 5.4 and 5.12.1 of the Final EA.)

### **Noise**

The Proposed Action is designed to accommodate existing cargo activity at JFK. As such, its implementation is not anticipated to result in increases to airport operations and is not expected to result in any changes to aircraft noise levels. Temporary construction-related noise impacts are anticipated, however mitigation measures as outlined in the EA (See Section 5.10 of the Final EA) are proposed to address and minimize these temporary impacts. Specifically, to mitigate noise impacts from pile-driving activities during construction, the following measures shall be implemented: reduce the impact sound of the ram hitting the pile cap by placing a resilient pad in the anvil chamber; reduce the discharge sound of the hammer's air exhaust by installing a rectangular steel enclosure lined with acoustically-absorptive material; reduce the "ringing" noise of the steel piles by utilizing acoustical paint across the web of each pile at four to six foot intervals; prohibit pile driving at night, defined as 11pm to 6am. Based on the above, the Proposed Action is not likely to result in significant adverse noise impacts.

### **Cumulative Impacts**

Past, present, and reasonably foreseeable future actions were evaluated (see Section 5.15 of the Final EA) for the potential for cumulative impacts on affected resources. Emissions from on-site construction equipment and on-road construction-related vehicles, as well as dust generating construction activities have the potential to affect air quality. Noise impacts can also occur from the use of concrete trucks and delivery trucks as well as non-road equipment such as excavators, backhoes, and loaders during construction. However, use of such equipment would be temporary and short-term and would not be needed once the construction is complete.

An analysis of the cumulative effects of the Proposed Action in combination with past, present, or reasonably foreseeable future projects JFK is presented in the Final EA (See Section 5.15) and supports the conclusion that adverse cumulative impacts are not likely to result from implementation of the Proposed Action.

### **Summary of All Impact Categories**

The Final EA addresses all environmental impact categories, as required by FAA Orders 1050.1F, 5050.4B, and the Desk Reference for Airports Actions. Impact categories such as air quality; biological resources; climate; coastal resources; DOT Section 4(f) resources; farmlands; hazardous materials, solid waste, and pollution prevention; historical, architectural, archaeological, and cultural resources; land use; natural resources and energy supply; noise and noise-compatible land use; socioeconomics, environmental justice, and children's environmental health and safety risks; visual effects; water resources; and cumulative impacts were considered during preparation of and analyses for the Final EA. It is the FAA's finding that the proposed action will not have any significant impacts on any of the above noted categories.



### **Coordination with the General Public**

A Notice of Public Availability of the Draft EA and Notice of Public Comment Period was made in the following publications on or during the week of November 1, 2018: *Daily News* (Queens Edition), *Greek National Herald*, *Newsday*, *Queens Chronicle*, *Queens Gazette*, *Queens Times Ledger*, *Queens Ledger*, *El Especialito*, *Sing Tao Daily*, *Queens Courier*, and the *Queens Tribune*. The Draft EA was made available for review at JFK Administration Building 14 and at the PANYNJ's headquarters office in Manhattan. The document was also available for review on the Port Authority's website at <https://www.panynj.gov/about/studies-reports.html>. The review and comment period was from November 1, 2018 to November 30, 2018.

Comments were received from interested parties and focused on sea level rise and flooding. All comments have been considered and addressed in the Final EA. None of these comments, when considered individually or aggregately, resulted in significant changes to the Proposed Action. (See Section 6 and Appendix F of the Final EA.)

### **Conditions/Mitigation Measures**

1. Construction contract specifications developed for the projects shall contain the provisions of FAA Advisory Circular (AC) 150/5370-10F, Standards for Specifying Construction of Airports, Item P-156, Temporary Air and Water Pollution, Soil Erosion, and Siltation Control; AC 150/5320-15A Management of Airport Industrial Waste, and AC 150/5320-5D, Subsurface Drainage Design.
2. All required regulatory permits shall be obtained prior to construction of the Proposed Action, including a construction storm water State Pollutant Discharge Elimination System permit when applicable.
3. In the event that impacts to National Airspace System Facilities arise during construction, either temporarily or due to unexpected circumstances, the PANYNJ, in consultation with its leaseholders and the FAA, will be required to mitigate the impacts to minimize additional operational impacts at JFK.
4. To mitigate noise impacts from pile-driving activities, the following measures shall be implemented: reduce the impact sound of the ram hitting the pile cap by placing a resilient pad in the anvil chamber; reduce the discharge sound of the hammer's air exhaust by installing a rectangular steel enclosure lined with acoustically-absorptive material; reduce the "ringing" noise of the steel piles by utilizing acoustical paint across the web of each pile at four to six foot intervals; prohibit pile driving at night, defined as 11pm to 6am.

Consistent with applicable orders, policies and guidance, including Council on Environmental Quality (CEQ) Guidance, dated January 14, 2011, "Appropriate Use of Mitigation and Monitoring and Clarifying the Appropriate Use of Mitigated Findings of No Significant Impact" under NEPA, the FAA understands that the PANYNJ will undertake the necessary actions to ensure that the above conditions and/or mitigation measures are undertaken and that it will monitor the implementation and effectiveness of such measures. In some instances, the above conditions are required as a result of coordination and agreement. They do not necessarily reflect impacts that require mitigation to meet FAA standards pursuant to FAA Order or guidance. As with all projects subject to NEPA,

should any conditions change or impacts be discovered that require further NEPA analysis, the FAA will require that a separate analysis, review and decision be conducted.

### **Federal Agency Findings**

In accordance with all applicable laws, the FAA makes the following findings for the Proposed Action based on all appropriate information and analyses contained in the Final EA:

- A. **The Proposed Action is reasonably consistent with existing plans of public agencies for development of areas surrounding the airport. (49 U.S.C. §47106(a)(1)).** The FAA is satisfied that the Proposed Action is consistent with plans (existing at the time the Proposed Action is approved) of public agencies for development of areas surrounding the airport based on coordination efforts with public agencies as indicated in Appendix A of the Final EA.
- B. **The interest of the communities in or near where the Proposed Action may be located were given fair consideration. (49 U.S.C. §47106(b)(2)).** The FAA is satisfied that the interests of the communities in or near where the Proposed Action will be located were given fair consideration as demonstrated by the Final EA, including Appendix F.
- C. **The FAA has given this Proposed Action the independent and objective evaluation required by the Council on Environmental Quality (40 C.F.R. Section 1506.5).** The FAA's review and ultimate decision process included the FAA's rigorous exploration and objective evaluation of reasonable alternatives and probable environmental consequences, regulatory agency and Native American consultations, as required, and public involvement. FAA furnished guidance and participated in the preparation of the Final EA by providing input, advice and expertise throughout the planning and technical analyses, along with administrative direction and legal review. FAA has independently evaluated the Final EA and takes responsibility for its scope and content.
- D. **The Proposed Action does not include a physical or constructive use of any resources protected under 49 U.S.C. § 303(c) (Section 4(f) of the DOT Act), including any resources subject to the requirements of Section 106 of the National Historic Preservation Act.** As indicated in Appendix D of the Final EA, the New York State Office of Parks, Recreation and Historic Preservation, on May 1, 2018, determined that no historic properties will be affected by this Proposed Action. The FAA is satisfied that the Proposed Action will not affect any historic properties, consistent with this determination. The FAA herein finds that there will not be a physical or constructive use of any other Section 4(f) resource in, or in the vicinity of JFK.
- E. **The Proposed Action will conform to the State Implementation Plan (SIP) in accordance with Section 176 of the Clean Air Act (CAA) and its amendments (42 U.S.C. §7506(c)).** JFK is located in Queens County, which is currently designated by the US Environmental Protection Agency (EPA) as being in moderate nonattainment for ozone (O<sub>3</sub>) and as a maintenance area for particulate matter (PM<sub>2.5</sub>). The Proposed Action conforms to the New York State Implementation Plan and complies with the Clean Air Act Section 176(c)(1). The Proposed Action would not: cause or contribute to any new violation of any standard in any area; increase the frequency or severity of any existing violation of any standard in any area; or delay timely attainment of any standard or any required interim

emission reductions or other milestones in any area. Specifically, the Proposed Action's total construction emissions, based on specific emissions calculations, are below the *de minimis* thresholds established by the General Conformity Rule (40 C.F.R. Parts 51 and 93) and therefore, would conform to the SIP. According to FAA Order 1050.1F and the Desk Reference for Airports Actions, no mitigation is necessary and further analysis is not required to comply with the CAA or NEPA. In summary, although the Proposed Action is taking place in a nonattainment area, the FAA determined that project emissions would be below *de minimis* thresholds under General Conformity requirements. Therefore, a Conformity Determination is unnecessary and significant adverse impacts to air quality would be unlikely. The requirements of the General Conformity Rule have been met as discussed in Section 4.2.1 and 5.1 and Appendix A of the Final EA.

- F. **There are no disproportionately high and adverse environmental effects on minority and/or low-income populations that would result from the Proposed Action. (Executive Order 12898) (U.S. DOT Order 5610.2(a)).** Environmental Justice concerns are addressed in Section 4.2.11 and 5.11.6 of the Final EA. An Environmental Justice assessment was conducted to determine if a disproportionate share of the Proposed Action's potential impacts would be borne by low-income and/or minority populations. No direct impacts will occur to residential areas where minority or low-income populations may reside. Residential areas will not experience significant induced or indirect impacts, such as noise, traffic, or visual effects. There are no disproportionately high and adverse environmental effects on minority and/or low-income populations that would result from implementation of the Proposed Action.
- G. **Executive Order (EO) 11988 has been followed and complied with as required. The EO directs federal agencies to reduce the risk of flood loss, minimize the impacts of floods on human safety, health and welfare, and restore and preserve the natural and beneficial values served by floodplains.** The Final EA contains analyses that address whether the Proposed Action would be a significant floodplain encroachment, as defined in FAA Order 1050.1F and EO 11988. The Proposed Action will not occur within or adjacent to the 100-year floodplain. The appropriate and currently valid Flood Insurance Rate Maps (FIRMs) were consulted and they are included in the Final EA. The implementation of the Proposed Action would comply with all the requirements of EO 11988.
- H. **The Proposed Action is consistent with the New York State Coastal Zone Management Program in accordance with the CZMA, as amended (16 U.S.C. §1451-1464).** JFK is located within a designated New York State CZMA. As indicated in Appendix C of the Final EA, the NYSDOS, on June 8, 2018, determined that the Proposed Action meets its consistency concurrence criteria required to make a determination that a proposed project is consistent with the approved Coastal Zone Management Plan. There would be no significant adverse impacts to the NYSDOS CZMA as result of the Proposed Action and the NYSDOS concurs with the consistency determination for the Proposed Action.

#### **Decision and Order**

The FAA recognizes its responsibilities under the National Environmental Policy Act of 1969 (NEPA), the Council on Environmental Quality's (CEQ) implementing regulations, and the FAA's own directives. Recognizing these responsibilities, I have carefully considered the FAA's goals and objectives in relation to the various aeronautical aspects of the *Reconstruction of Runway 13L-31R*

*and Associated Taxiways Project* as discussed in the Final EA and I have used the environmental process to make a more informed decision. This review included the purpose and need to be served by this Proposed Action and alternative means to achieve them. This review has also included consideration of the environmental impacts of these alternatives, and the mitigation and conditions necessary to preserve and enhance the human environment. This decision is based on a comparative examination of environmental impacts, operational factors, and economic factors for each of the alternatives. The Final EA provides a fair and full discussion of the impacts of the Proposed Action. The NEPA process included appropriate planning and design for avoidance and minimization of impacts, as required by NEPA, the CEQ regulations, other special purpose environmental laws, and appropriate FAA environmental directives and guidance.

The FAA has determined that environmental and other relevant concerns presented by interested agencies and the general public have been addressed in the Final EA. The FAA believes that with respect to the Proposed Action, there are no outstanding environmental issues within FAA jurisdiction to be studied or NEPA requirements that have not been met. In making this determination, the FAA must decide whether to approve the federal actions necessary for Project implementation. FAA approval signifies that applicable federal requirements relating to airport development planning have been met and permits the PANYNJ to proceed with development and possibly receive funds for eligible items. Not approving these actions would prevent the PANYNJ from proceeding with this airport development.

After careful and thorough consideration of the facts contained herein and subsequent to my review of the Final EA and all of its related materials, the undersigned finds that the proposed Federal action is consistent with existing national environmental policies and objectives as set forth in Section 101 of NEPA and other applicable environmental requirements and will not significantly affect the quality of the human environment or otherwise include any condition requiring consultation pursuant to Section 102(2)(C) of NEPA.

This decision does not constitute a commitment of funds under the Airport Improvement Program (AIP); however, it does fulfill the environmental prerequisites for future AIP funding determinations associated with AIP-eligible project components (49 U.S.C. §47107).

Similarly, this decision neither grants approval to use Passenger Facility Charges (PFC) nor constitutes a commitment of PFC approval. This decision fulfills the environmental analysis prerequisites for future PFC determinations. The FAA will review any future PFC application upon receipt from the PANYNJ and the FAA will make funding decisions in accordance with the established procedures and applicable statutory requirements (49 U.S.C. §40117).

Accordingly, pursuant to the authority delegated to me by the Administrator of the FAA, I find that the actions summarized in this FONSI/ROD are reasonably supported and approved. I hereby direct that action be taken together with the necessary related and collateral actions, to carry out the agency actions noted above. Specifically:

1. Unconditional Approval of the JFK ALP to reflect the North Cargo Redevelopment project at JFK, pursuant to 49 U.S.C. §40103(b) and §47107(a)(16), and determination of the effects of each of the components comprising the Proposed Action as described above, in the Final EA, and all associated materials upon the safe and efficient utilization of navigable airspace pursuant to 14 C.F.R. Parts 77 and 157 and 49 U.S.C. §44718;



2. Determination under 49 U.S.C. §§40101(d)(1) and 47105(b)(3) that the proposed project meets applicable design and engineering standards set forth in FAA Advisory Circulars;
3. Determinations concerning funding through the Federal grant-in-aid program authorized by the Airport and Airway Improvement Act of 1982, as amended (recodified at 49 U.S.C. §47107) and/or approval of an application to use Passenger Facility Charges (PFCs) under 49 U.S.C. §40117 (this does not determine eligibility or availability of potential funds); and
4. Determination under 49 U.S.C. §44502(b) that the airport development is reasonably necessary for use in air commerce or in the interests of national defense.
5. Continued close coordination with the PANYNJ, the City of New York and appropriate FAA program offices, as required, to ensure safety during construction (14 C.F.R. Part 77); and
6. Approval of appropriate amendments to the JFK Airport Certification Manual (ACM), as required, pursuant to 49 U.S.C. §44706.

Approved:



Steven M. Urlass  
Airports Division Manager  
Federal Aviation Administration  
Eastern Region

1/31/19  
Date

### **Right of Appeal**

This FONSI/ROD presents the Federal Aviation Administration's findings and final decision and approvals for the actions identified, including those taken under the provisions of Title 49 of the United States Code, Subtitle VII, Parts A and B.

Any party having a substantial interest may appeal this order to the United States Court of Appeals for the District of Columbia Circuit or in the court of appeals of the United States for the circuit in which the person resides or has its principal place of business, upon petition filed within 60 days after entry of this order in accordance with 49 U.S.C. §46110.

Any party seeking to stay the implementation of this ROD must file an application with the FAA prior to seeking judicial relief, as provided in rule 18(a) of the Federal Rules of Appellate Procedure.



# Environmental Assessment

## **North Cargo Redevelopment John F. Kennedy International Airport**

**Final  
December 2018**

Prepared for  
U.S. Department of Transportation  
Federal Aviation Administration  
New York Airports District Office  
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This environmental assessment becomes a Federal document when evaluated, signed, and dated by the Responsible FAA Official.

Responsible FAA Official

Date



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## **ACRONYMS**

ABFE	Advisory Base Flood Elevation
AC	Advisory Circular
ACM	Asbestos-Containing Materials
ADG	Airplane or Aircraft Design Group
ALP	Airport Layout Plan
APE	Area of Potential Effects
AQCR	Air Quality Control Region
BMP	Best Management Practice
CAA	Clean Air Act
CBS	Chemical Bulk Storage
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act
CERCLIS	Comprehensive Environmental Response, Compensation and Liability Information System
CFC	Chlorofluorocarbons
CFR	Code of Federal Regulations
CH <sub>4</sub>	Methane
CMP	Coastal Management Program
CO	Carbon Monoxide
CO <sub>2</sub>	Carbon Dioxide
CRIS	Cultural Resources Information System
CWA	Clean Water Act
CZMP	Coastal Zone Management Plan
C&D	Construction and Demolition
dBA	Decibels using the A-Weighted Scale
DOT	Department of Transportation
EA	Environmental Assessment
EPA	Environmental Protection Agency
ERNS	Emergency Response Notification System
ETV	Elevated Transfer Vehicle
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
FONSI	Finding of No Significant Impact
GAO	General Accounting Office
GHG	Greenhouse Gas
GSE	Ground Service Equipment
HCFC	Hydrochlorofluorocarbons
HFC	Hydrofluorocarbons
JFK	John F. Kennedy International Airport

## **ACRONYMS**

JWS	Jamaica Water Supply Company
LOS	Level of Service
O3	Ozone
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act
NF3	Nitrogen Trifluoride
NHPA	National Historic Preservation Act
NOx	Nitrogen Oxides
NO2	Nitrogen Dioxide
NPL	National Priorities List
NRHP	National Register of Historic Places
NYDOB	New York State Division of the Budget
NYCDEP	New York Department of Environmental Protection
NYOGS	New York Office of General Services
NYSDEC	New York State Department of Environmental Conservation
NYSDOS	New York State Department of State
N2O	Nitrous Oxide
Pb	Lead
PCC	Portland Cement Concrete
PFC	Perfluorocarbon
PM2.5	Fine Particulate Matter
PM10	Course Particulate Matter
RCNY	Rules of the City of New York
RCRA	Resource Conservation and Recovery Act
ROD	Record of Decision
SF6	Sulfur Hexafluoride
SHPO	State Historic Preservation Office
SIP	State Implementation Plan
SOx	Sulfur Oxides
SO2	Sulfur Dioxide
SPDES	State Pollution Discharge Elimination System
SWPPP	Stormwater Pollution Prevention Plan
USEPA	United States Environmental Protection Agency
UST	Underground Storage Tank
VOC	Volatile Organic Compounds
WRCRA	Waterfront Revitalization and Coastal Resources Act

# **CHAPTER 1**

## **INTRODUCTION AND BACKGROUND**

This Environmental Assessment (EA), pursuant to the National Environmental Policy Act of 1969 (NEPA), as amended (40 CFR 1500-1508)<sup>1</sup>, and prepared in accordance with Federal Aviation Administration (FAA) Orders 1050.1F, *Environmental Impacts: Policies and Procedures* and 5050.4B, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*, analyzes the potential environmental effects of the redevelopment of the North Cargo Area at John F. Kennedy International Airport (JFK or Airport) – the “Proposed Action.” This EA is being prepared pursuant to NEPA because the project would require the FAA to approve a change to the JFK Airport Layout Plan (ALP) and Federal funding will be sought for associated taxiway improvements, which both constitute Federal actions.

### **1.1 BACKGROUND AND DESCRIPTION OF THE PROPOSED ACTION**

#### **1.1.1 BACKGROUND**

The Port Authority of New York & New Jersey (Port Authority) operates JFK through a lease agreement with the City of New York that extends through 2050. The Airport comprises over 4,930 acres of land in the borough of Queens, New York City, NY. The Airport is bounded by Bergen Basin to the west, Jamaica Bay to the south, Head of Bay to the east, and the Nassau Expressway to the north.

As shown on **Exhibit 1-1, John F. Kennedy International Airport and Surroundings**, JFK’s current airfield consists of four runways: two widely-spaced parallel runways oriented in a northwest/southeast direction (Runways 13L/31R and 13R/31L) and two closely-spaced parallel runways oriented in a northeast/southwest direction (Runways 4L/22R and 4R/22L). The central terminal area, consisting of six terminals, is located between Runways 13L/31R and 13R/31L.

JFK is an important gateway for air cargo operations and serves as a transfer point for cargo originating from or destined for locations within the New York region or locations worldwide. JFK handles nearly 1.4 million tons of air cargo annually and has over 1,700 acres of land and nearly four million square feet of warehouse and storage facilities dedicated for cargo operations.<sup>2</sup> Currently, cargo operations at JFK are dispersed throughout several facilities within areas that are designated as Cargo Zones A, B, C, and D. In 2013, the Port Authority, in cooperation with the New York City Economic Development Corporation, published the JFK Air Cargo Study, which recommended (among other things) consolidation of air cargo operations into larger facilities to improve efficiency and reduce costs by providing economies of scale.

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<sup>1</sup> P.L. 91-190, 42 U.S.C. 4321, et. seq., *National Environmental Policy Act*, 1969, Section 102(2)(c).

<sup>2</sup> Information provided by the Port Authority of New York & New Jersey.



Air cargo includes freight and mail that is transferred from origin to destination with part of the trip being by air. Air cargo can be transferred as belly cargo, which refers to cargo that is carried in the hold of a passenger aircraft, or on a dedicated cargo aircraft. Air cargo is also typically categorized as either international or domestic. Because of its role as an international passenger airport, JFK handles large numbers of international, wide-body aircraft with substantial amounts of belly cargo capacity. Both are referred to as "air cargo carriers" in the following examples.

Air cargo shipments begin with the shipper, such as an individual or a major manufacturer. Shippers have the option of taking a product to either a third party logistics provider (usually a freight forwarder) or directly to a passenger airline that handles belly cargo or a dedicated cargo airline ("Air Cargo Carriers"). Freight forwarders will ensure that the shipment is trucked safely to the airport where it will be enplaned. Sometimes freight forwarders will work with consolidators to combine shipments to a common destination. By combining the shipments, the cost per pound can be reduced.

Most air cargo begins or ends its journey on a truck and may have several segments via truck. Domestic shipments are typically off loaded at the destination airport and are picked up by, or delivered to the consignee by truck.

Many freight forwarders at JFK are located in the Springfield Gardens area just north of Cargo Zone D. International air cargo being shipped out of JFK is typically transferred to JFK via truck from one of these freight forwarding warehouses or other intermediate handling facilities. From there it is transferred to an on-airport cargo building where it is accepted and sorted for the outbound flight. Inbound international air cargo to JFK is unloaded from the aircraft, processed at the on-Airport cargo building, and, upon clearing customs, is loaded onto a truck for delivery to the consignee or an off-Airport trucking company that will handle final delivery.

For both domestic and international outbound air cargo, once at the Airport, the packages are processed and sorted inside the on-Airport cargo building. Once sorted for the outbound flight, cargo is transferred from the building to the aircraft using ground service equipment (GSE). Inbound cargo is managed in the same manner (i.e., transferred from the aircraft to cargo building by GSE, processed and sorted inside the cargo building, and ultimately loaded onto trucks).

The Proposed Action is the redevelopment of the North Cargo Area as shown on **Exhibit 1-2, Proposed Action Site**. The North Cargo Area (the Project Site) is bounded by North Boundary Road to the north and west, North Hangar Road to the east, and Taxiway C and Perimeter Road to the south. The North Cargo Area is comprised of Building 259, Building 260, Building 261 on the west side; and Building 262 and Hangar 6 on the north side. On the east side is the site of former Hangars 3, 4, & 5.<sup>3</sup> The North Cargo Area is bisected by Taxiway CA and Taxiway CB, which provide access between the cargo aprons and Taxiway C. With the exception of some landscaping between the North Cargo Area and North Boundary Road, the Project Site is entirely developed.

Buildings 259, 260, and 261 currently are vacant. Building 262 and Hangar 6 are used by FedEx. Building 262 and Hangar 6 and the cargo apron to the south of these structures will not be disturbed by the Proposed Action and construction phasing will be planned to maintain access to the FedEx facility at all times.

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<sup>3</sup> These hangars were demolished in 2014. The demolition was determined (July 8, 2014) by FAA to qualify for a categorical exclusion from the preparation of a formal environmental assessment under NEPA.

### **1.1.2 DESCRIPTION OF THE PROPOSED ACTION**

Full build-out of the Proposed Action consists of two components: construction of two cargo processing facilities and taxiway improvements within the North Cargo Area of Cargo Zone D:

#### **Cargo Processing Facilities**

The Proposed Action would include the construction of cargo processing facilities in two phases.

Phase 1 would be the construction of a new cargo facility to the west of Taxiways CA and CB and east of the North Boundary Road. Aeroterm has entered into an agreement with Port Authority to construct Phase 1, and has submitted plans for Phase 1 of the North Cargo Area to the Port Authority. Tenants in Buildings 151 and 66 will relocate their operations to the new Phase 1 cargo facility.

The details assessed for Phase 1 are described below:

- Demolish existing buildings 259, 260, and 261
- Construct a cargo building with a footprint of approximately 300,000 square feet
- Rehabilitate pavement and reconfigure the existing cargo apron to provide approximately 370,000 square feet of airside space which will accommodate existing cargo operations at JFK and can be configured to allow parking for multiple cargo aircraft, including up to three Aircraft Design Group VI (ADG VI) aircraft
- Rehabilitate approximately 220,000 square feet of landside pavement to provide 60 truck docks and truck staging areas
- Reconfigure landside surface vehicle parking lots to accommodate approximately 525 vehicle parking spaces
- Reconfigure roadway access to the site from North Boundary Road
- Relocate existing cargo operations from Buildings 66 and 151 at the Airport to the proposed Phase I cargo redevelopment

Phase 2 would be construction of a cargo facility opposite to the Phase 1 facility (east of Taxiways CA and CB and south of the FedEx cargo facility) (see Exhibit 1-2). The Port Authority has discussed development of Phase 2 with a potential developer, but the discussions did not lead to an agreement. Phase 2 is included as part of the Proposed Action even though there is no commitment to construct it at this time because (i) Port Authority is actively seeking a developer for the site and anticipates securing a development agreement for Phase 2 before construction of Phase 1 is complete, and (ii) the characteristics of the use of the site are known. For purposes of this EA, it is assumed that Phase 2 construction would begin before construction of Phase 1 is complete. It is further assumed that the facilities constructed for Phase 2 will be similar in type and size as those in Phase 1, with some scaling to fit within the development area (see description below). It is also assumed that existing cargo operations from other cargo areas at JFK will move to the Phase 2 cargo facility. These assumptions are reasonable because it is expected that another cargo developer would plan a similar facility as the Phase 1 development.

The details assessed for Phase 2 are described below:

- Construct a cargo building with a footprint of approximately 250,000 square feet
- Rehabilitate pavement and reconfigure the existing cargo apron to provide approximately 300,000 square feet of airside apron space to accommodate parking of multiple cargo aircraft, including up to three ADG VI aircraft
- Construct a surface vehicle parking lot and truck docking and staging areas on the landside of the proposed Phase 2 cargo building
- Reconfigure roadway access to the site from North Hangar Road
- Relocate existing cargo operations at the Airport to the proposed Phase 2 cargo redevelopment

### **Taxiway Improvements**

- Rehabilitate, realign, and reconstruct Taxiway CA and Taxiway CB (including electrical and drainage infrastructure) to meet ADG VI standards and to provide access for ADG VI aircraft<sup>4</sup> to the North Cargo Area, including reconstructing full depth (i.e. mill and replace pavement down to the subbase) taxiway, shoulder, and erosion pavements following the new alignments
- Mill and overlay existing asphalt concrete as required to address worn surface pavement
- Grade taxiway site for improved stormwater drainage
- Replace Taxiways CA and CB lighting systems with FAA-approved lighting fixtures
- Restripe airfield pavement markings

The proposed construction of the cargo buildings and the taxiway project would occur on previously disturbed land that was used for cargo activities in the past. The Proposed Action elements are shown on **Exhibit 1-3, Proposed Action**. Detailed surface vehicle access points and proposed roadway changes are shown on **Exhibit 1-4, Proposed Surface Vehicle Access**. The Proposed Action would include installation or replacement of basic infrastructure including above-ground and underground utilities. Minor site grading and stormwater channeling would be conducted to facilitate proper drainage within the North Cargo Area. Utility installation would occur within the overall development site shown in Exhibit 1-2.

The proposed North Cargo Redevelopment is sized to accommodate existing cargo activity that currently operates at other less efficient locations at JFK. Growth in cargo activity may occur in the future to meet demand based on economic conditions. The North Cargo Redevelopment adds efficiency to airport operations and it can be scaled to meet increased demand based on economic conditions, but is not anticipated to automatically increase aircraft operations upon opening. Therefore, the Proposed Action is not expected to cause an increase in aircraft operations at JFK.

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<sup>4</sup> 747-800F operations would be restricted on Taxiway C during CAT-II conditions, when visibility is less than ½ mile)

Phase 1 of the proposed North Cargo Redevelopment would accommodate ADG V and ADG VI aircraft that currently operate at other locations at JFK, including Building 66 and Building 151.<sup>5</sup> Once the proposed new cargo facilities are constructed within the North Cargo Area, Buildings 151 and 66 would be repurposed for other uses; although, no specific uses are identified at this time.<sup>6</sup> Building 151 is located within Cargo Zone A and Building 66 is located within Cargo Zone B. According to the 2013 JFK Air Cargo Study,<sup>7</sup> Cargo Zone A could potentially be redeveloped for Airport related uses, such as maintenance, catering, remote aircraft parking, and offices. The 2013 JFK Air Cargo Study also recommended that Cargo Zone B and Cargo Zone C be redeveloped as a Cargo Village to include cargo integrators and supporting activities such as customs brokers and freight forwarders.

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<sup>5</sup> The proposed North Cargo Redevelopment is expected to accommodate aircraft that currently operate at other locations at JFK. Aircraft that are expected to be operated at the North Cargo Redevelopment site include Boeing 777-200F (approximately 4 per week), Boeing 747-400F (approximately twelve per week), and Boeing 747-800F (approximately ten per week). Airbus A380 aircraft are not expected to operate at the North Cargo Area.

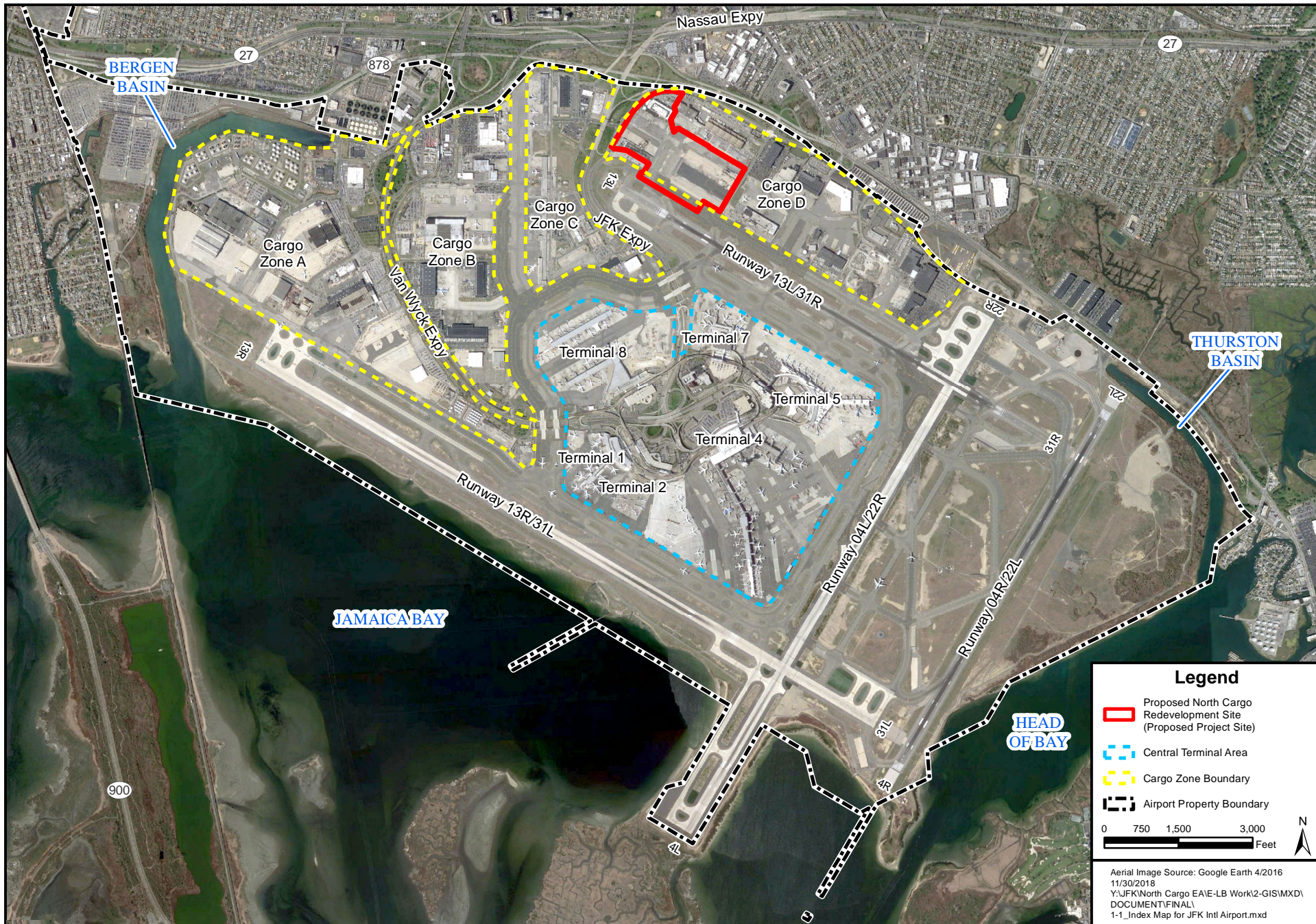
<sup>6</sup> Potential future redevelopment plans for Building 66 and Building 151 are unknown at this time and would undergo separate analysis per FAA NEPA requirements.

<sup>7</sup> New York City Economic Development Corporation and the Port Authority of New York and New Jersey, JFK Air Cargo Study, January 2013, Available online at: <https://www.nycedc.com/resource/jfk-air-cargo-study>



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**Legend**

- Proposed North Cargo Redevelopment Site (Proposed Project Site)
- Central Terminal Area
- Cargo Zone Boundary
- Airport Property Boundary

0 750 1,500 3,000 Feet

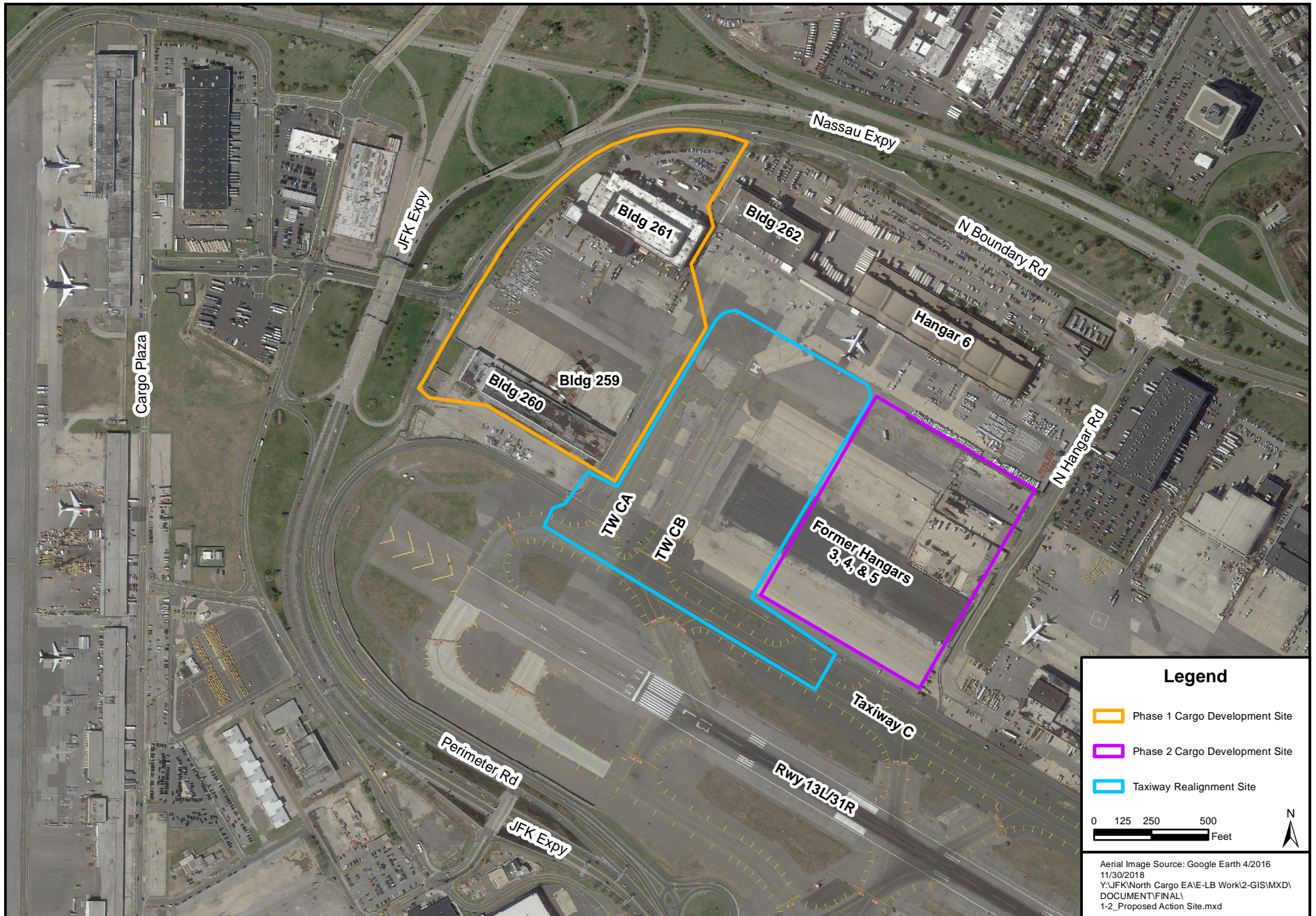
Aerial Image Source: Google Earth 4/2016  
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 Y:\JFK\North Cargo EA\I-LB Work\2-GIS\MXD\DOCUMENT\FINAL\1-1\_Index Map for JFK Intl Airport.mxd





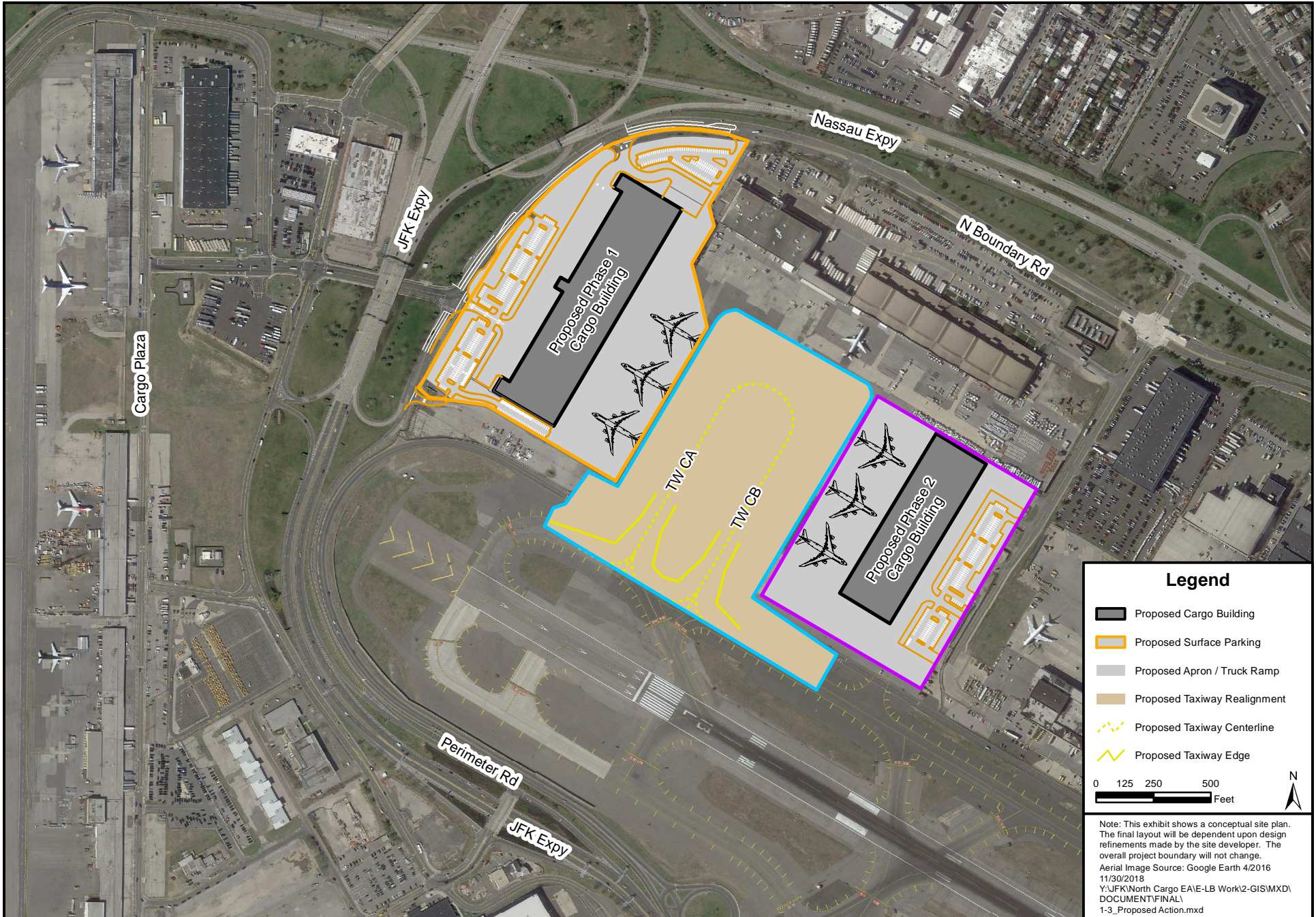
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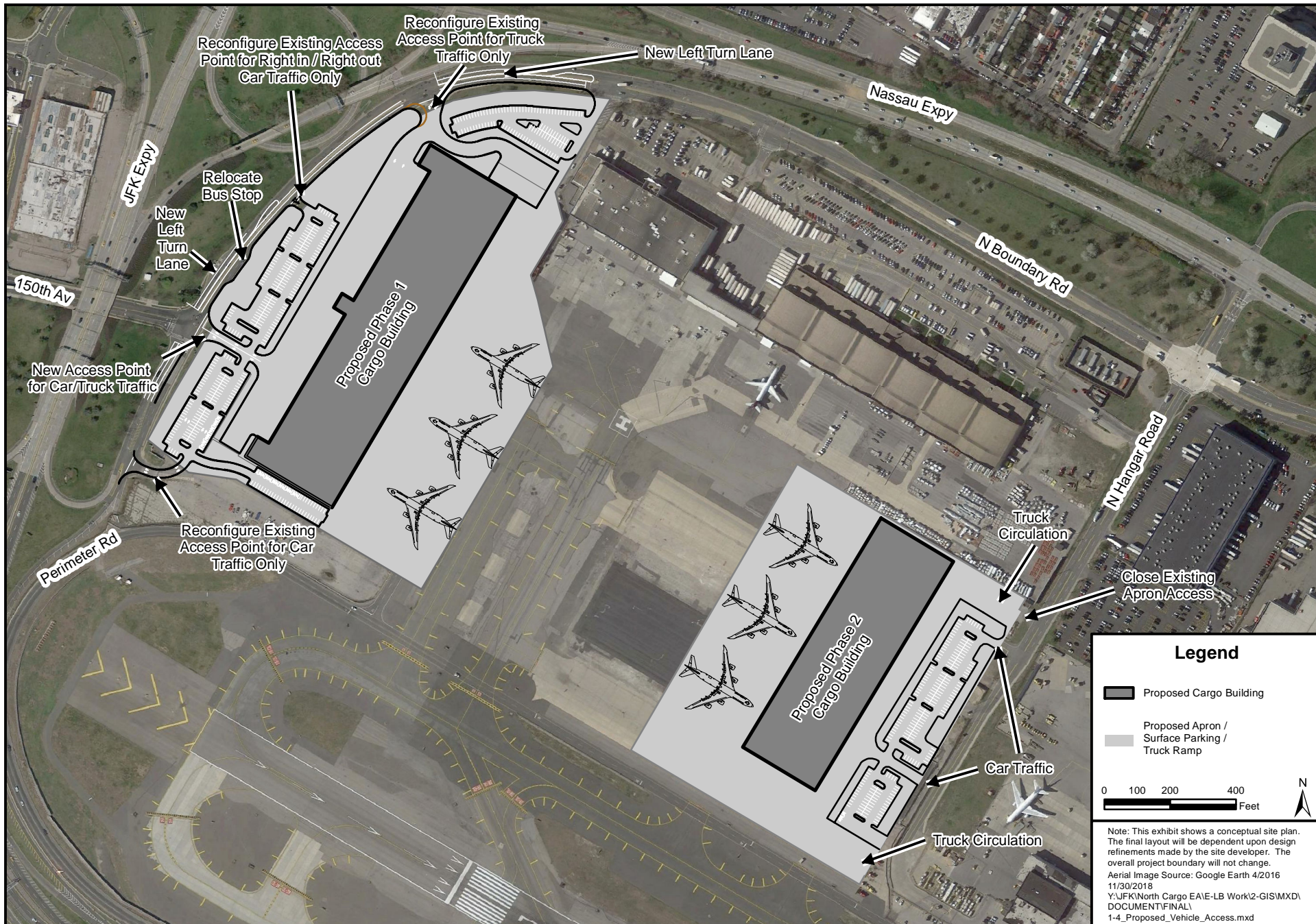


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## **1.2 DOCUMENT CONTENT AND ORGANIZATION**

This document is organized as follows:

- Chapter 2 – Describes the Purpose and Need for the Proposed Action
- Chapter 3 – Describes and analyzes Alternatives to the Proposed Action
- Chapter 4 – Describes the affected environment
- Chapter 5 – Describes potential environmental impacts
- Chapter 6 – Summarizes the Public Involvement Process
- Chapter 7 – Provides a List of Preparers of this EA
- References
- Appendices

An EA is a disclosure document prepared for the Federal agency (in this case the FAA) responsible for approving a proposed Federal or Federally-funded action, in compliance with the requirements set forth by the Council on Environmental Quality (CEQ) in its regulations for implementing NEPA. The Federal action(s) required to implement the Proposed Action is the approval by the FAA of a revised JFK ALP showing the Proposed Action described in Section 1.1 and Federal funding for the Taxiway CA and Taxiway CB improvements.

The purpose of this EA is to investigate, analyze, and disclose the potential impacts of the Proposed Action and its reasonable alternatives. As such, this EA has been prepared in accordance with FAA Orders 1050.1F, *Environmental Impacts: Policies and Procedures* and 5050.4B, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Projects*, and guidance included in the *FAA Environmental Desk Reference for Airport Actions*.

This EA was also prepared pursuant to other laws relating to the quality of the natural and human environments, as listed in the References section of this EA.

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## **CHAPTER 2**

### **PURPOSE AND NEED**

The following section discusses the Purpose and Need for the Proposed Action. As the operator of John F. Kennedy International Airport (JFK or Airport), the Port Authority of New York & New Jersey (Port Authority) is the Project Sponsor.

#### **2.1 PURPOSE AND NEED**

The purpose of the Proposed Action is to accommodate existing demand for air cargo handling facilities and improve operational efficiency by providing modern air cargo facilities in a consolidated location at JFK. Currently, air cargo operations at JFK directly employ over 15,000 people, support 50,000 jobs, and bring in \$8.6 billion in sales and almost \$3 billion in wages.<sup>8</sup> However, JFK's cargo operation has been limited by inefficient and outdated facilities that do not meet today's industry standards.

In 2013, the Port Authority, in cooperation with the New York City Economic Development Corporation, published the JFK Air Cargo Study which recommended improving cargo functions at JFK by relocating air cargo from Cargo Zone A and focusing the majority of large-scale cargo operations within Cargo Zone D.<sup>9</sup> The Proposed Action would meet the need to provide modern air cargo facilities in a consolidated location at JFK. To meet the demand for large-scale cargo operations, the cargo sites should satisfy the following requirements:

- Provide a site that can accommodate two cargo buildings between 250,000 and 350,000 square feet and aircraft apron space for up to six Aircraft Design Group VI aircraft and sufficient truck and employee parking areas
- Provide airfield access for cargo aircraft to taxi between cargo facilities and runways
- Provide a site with roadway access to enable transfer of cargo via truck with a convenient route to and from off-airport cargo handling facilities and other major surface transportation corridors

There is also a need to consolidate cargo operations at JFK. Currently, cargo operations are dispersed among several areas and buildings at JFK, which causes greater truck transit times and vehicle idling due to trucks making more trips or longer trips than if cargo operations were in a single area of the Airport. Consolidating existing cargo activity within larger, modern air cargo terminals with convenient roadway access would improve operational efficiency and reduce truck transit times. Operating cargo operations at one consolidated location would also minimize the proliferation of equipment on the cargo aprons as less equipment could service multiple aircraft in one location rather than having multiple units of the same equipment to service aircraft in multiple locations. Consolidation would also reduce cargo transfer times by reducing the distance and number of truck trips between the cargo facilities and freight forwarding facilities.

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<sup>8</sup> Data provided by the Port Authority of New York & New Jersey, March 2018.

<sup>9</sup> New York City Economic Development Corporation and the Port Authority of New York and New Jersey, *JFK Air Cargo Study*, January 2013 (see Recommendation 6 and Recommendation 18).

In addition, modern cargo facilities are needed at JFK to accommodate existing demand and improve operational efficiency. Many of the existing cargo facilities at JFK are outdated and lack modern enhancements. As a result, cargo operations are not as efficient, and operational costs are not as low, as they could be in more modern facilities. When many of the existing cargo facilities at JFK were built, the designs did not incorporate security functions that are necessary for the cargo industry today. Additional security measures enacted since September 11, 2001 have increased the amount of space required for security screening. Security screening of cargo can also delay unloading of cargo from trucks, thereby increasing the demand for truck parking space at the cargo facility.

Redevelopment of the North Cargo Area creates a need to relocate existing Taxiways CA and Taxiway CB to make space for the proposed new cargo facilities and provide sufficient taxiway separation to accommodate Group VI aircraft that currently operate at other locations at JFK.

## **2.2 IMPLEMENTATION PHASING**

Construction of the Phase 1 Cargo Redevelopment is planned to begin in the 4<sup>th</sup> Quarter 2018 with demolition of Buildings 259, 260 and 261. The Taxiway CA and Taxiway CB improvements are expected to commence in the 2<sup>nd</sup> Quarter of 2019. Construction of the Taxiway Improvements would be phased so that one taxiway would be open at all times to provide access to the existing cargo facilities within the North Cargo Area (i.e., FedEx). No developer has been identified for the Phase 2 Cargo Redevelopment. Therefore, it is not known if or when construction of Phase 2 Cargo Redevelopment will take place; however, for purposes of this EA it is assumed that Phase 2 construction would commence in the first or second quarter of 2020. The proposed preliminary construction schedule is as follows:

- December 2018: Construction mobilization, begin demolition of existing Buildings 259, 260, and 261, and pavement work
- 1<sup>st</sup> Quarter 2019: Complete demolition of Buildings 259, 260 and 261
- 2<sup>nd</sup> Quarter 2019: Begin construction of Taxiways CA & CB
- May 2019: Begin construction of Phase 1 of Cargo Redevelopment
- 4<sup>th</sup> Quarter 2019: Complete reconstruction of Taxiways CA & CB
- Early 2020: Begin construction of Phase 2 Cargo Development
- June 2020: Complete Phase 1 Cargo Redevelopment

## **2.3 REQUIRED LAND USE/ENVIRONMENTAL PERMITS**

Per FAA Order 1050.1F, Section 6-2.1, the following is a list of permits, licenses, other approvals, or reviews that apply to the Proposed Action.

### **Federal**

- FAA approval of the Airport Layout Plan (ALP)
- Federal environmental approval pursuant to the National Environmental Policy Act of 1969 (NEPA)

### **State**

- New York State Department of State (NYSDOS) Consistency with Coastal Zone Management
- New York State Department of Environmental Conservation (NYSDEC) State Pollution Discharge Elimination System permit
- Preparation of a NYSDEC Stormwater Pollution Protection Plan
- Declaration of surplus buildings for Buildings 259, 260, and 261 made by the New York Division of the Budget (NYDOB) prior to building demolition per New York Office of General Services (NYOGS) Design Guidelines, Chapter 9, Section 9.13

### **Local**

- Preparation of a Construction Noise Control Plan as mandated in Chapter 28, Title 15 of the City of New York Administrative Code, Citywide Construction Noise Mitigation
- Concurrence with New York City Waterfront Revitalization Program Coastal Zone Consistency Assessment Forms



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## **CHAPTER 3 ALTERNATIVES**

The Council on Environmental Quality (CEQ) regulations for implementing the National Environmental Policy Act (NEPA)<sup>10</sup> require that the Federal Aviation Administration (FAA), as Federal decision-maker for this project, perform the following tasks when preparing an Environmental Assessment (EA):

- Evaluate all reasonable alternatives, including alternatives not within the jurisdiction of the Federal agency, and for alternatives which were eliminated from detailed study, discuss briefly the reasons for eliminating the alternative.
- Devote substantial treatment to each alternative considered in detail, including the No Action alternative and the Proposed Action, so that reviewers may evaluate their comparative merits.

This section describes the Proposed Action and alternatives to the Proposed Action (including the No Action alternative), and evaluates the ability of each to meet the Purpose and Need described in Chapter 2, *Purpose and Need*. The Proposed Action would fulfill the Purpose and Need for the project. The No Action alternative would not meet the Purpose and Need; however, it is analyzed in this EA, pursuant to the requirements of FAA Orders 1050.1F and 5050.4B, NEPA and CEQ regulations.

NEPA requires the identification and evaluation of all prudent, feasible, reasonable, and practicable alternatives that might accomplish the objectives of a project. Federal agencies may consider the applicant's purposes and needs and common-sense realities of a given situation in the development of alternatives.<sup>11</sup>

### **3.1. ALTERNATIVES CONSIDERED BUT ELIMINATED FROM FURTHER CONSIDERATION**

The Port Authority of New York & New Jersey (Port Authority) evaluated the extent to which the following alternatives to the Proposed Action would meet the purpose and need of the project. As noted in Chapter 2, the requirements for cargo facilities includes the following:

- A site that can accommodate two cargo buildings between 250,000 and 350,000 square feet and aircraft apron space for up to six Group VI aircraft
- Airfield access for cargo aircraft to taxi between cargo facilities and runways
- Roadway access to enable transfer of cargo via truck with a convenient route to and from off-airport cargo handling facilities and other major surface transportation corridors

<sup>10</sup> CEQ regulations codified at 40 CFR 1502.14

<sup>11</sup> Guidance Regarding NEPA Regulations, CEQ, 48 *Federal Register* 34263 (July 28, 1983).

### **3.1.1 ON-AIRPORT SITES**

The following section discusses sites on Airport property that were considered and shown in **Exhibit 3-1, Cargo Handling Zones at John F. Kennedy International Airport**.

#### **Cargo Zone A**

This alternative would consolidate the Airport's cargo operations into Cargo Zone A and would modernize cargo facilities in this zone. Cargo Zone A is located immediately north of Runway 13R/31L, east of Bergen Basin, and south and west of the southbound loop of the Van Wyck Expressway. No existing sites with Zone A are large enough to meet the size requirements for modern cargo buildings and associated truck and employee parking areas. Very few areas within Cargo Zone A have direct access to the airfield and roadways; therefore, this site is not ideal for cargo operations as truck travel times are greater compared to other cargo zones. Furthermore, for cargo redevelopment, Zone A is not desirable given its separation by roadway infrastructure from the other cargo zones and off-airport cargo handling facilities. Direct access to the off-Airport freight forwarding facilities is necessary to reduce truck travel time and interaction between truck traffic and passenger vehicle traffic that causes greater congestion on the southernmost segment of the Van Wyck Expressway. Cargo activity in Cargo Zone A requires greater truck travel distance and causes additional truck traffic on the Van Wyck Expressway. Therefore, this zone was eliminated from further consideration.

#### **Cargo Zone B**

This alternative would consolidate the Airport's cargo operations into Cargo Zone B and would modernize cargo facilities in this zone. This area is located to the east of the southbound segment of the Van Wyck Expressway and the North Service Road, which provides convenient access to these roadways. Its location (adjacent to and west of Taxiway B and Taxiway R) provides convenient access to/from the airfield and cargo facilities. However, Cargo Zone B encompasses several cargo and non-cargo buildings which are currently occupied and there is limited space for new cargo buildings and associated truck and employee parking areas. No available sites exist within Cargo Zone B that meet the size requirements for modern cargo buildings and associated truck and employee parking areas. Therefore, this zone was eliminated from further consideration.

#### **Cargo Zone C**

This alternative would consolidate the Airport's cargo operations into Cargo Zone C and would modernize cargo facilities in this zone. This area is located along Cargo Plaza, which provides convenient roadway access; and is adjacent to and east of Taxiway S, which provides convenient airfield access. Most of this area is built-out with existing cargo facilities that are currently occupied. This zone does not contain sufficient unutilized building area for redevelopment and consolidation of large cargo operations. Therefore, this zone was eliminated from further consideration.

#### **Cargo Zone D**

Zone D is located immediately north of Taxiway C, which provides convenient airfield access; and adjacent to and just south and east of North Boundary Road, which provides convenient roadway access. This area has vacant and underutilized land available to accommodate the building sizes needed to meet the demand for modern cargo buildings and associated truck and employee parking areas. Zone D is also close to the Springfield Gardens area of Queens where there are over 1,000 businesses that support air cargo including international and domestic air cargo freight forwarding facilities. The west side of Cargo Zone D, referred to as

the North Cargo Area, is the only unused site with the available space to accommodate the size requirements for modern cargo buildings and associated truck and employee parking areas. Therefore, this zone was carried forward for further analysis in this EA.

### **3.1.2 RE-USE OF EXISTING BUILDINGS**

Re-use of existing buildings by restoration and / or retrofitting was considered. The 2013 JFK Air Cargo Study investigated the potential for re-use of several buildings.

- Building 260 is obsolete and is more than 40 years old. It has a material handling system and a nose dock system that were installed by another cargo operator, but are not compatible with current carriers' operations. Retrofitting the building would be problematic from a cost benefit perspective given the building's age.
- Building 261 was originally built for air cargo operations. Deficiencies on the landside make it unattractive as a candidate for reuse/retrofitting as a modern cargo facility. Truck maneuvering is constrained and the site lacks enough space for private vehicle parking and truck docks. The building is now more than 40 years old and approaching the end of its useful life.

Due to these constraints, re-use of Building 260 and Building 261 was not carried forward for further consideration and no other unused buildings of adequate size or location were identified.

### **3.1.3 OTHER OFF-AIRPORT SITES**

There are no other sites in the vicinity of JFK that would meet the need for airfield access. Therefore, no other sites were carried forward for further consideration.

**Table 3-1  
ALTERNATIVES ANALYSIS SUMMARY  
John F. Kennedy International Airport**

<b>ALTERNATIVE</b>	<b>DOES ALTERNATIVE MEET SCREENING CRITERIA?</b>	<b>CARRIED FORWARD FOR DETAILED ENVIRONMENTAL REVIEW?</b>
(No Action)	<ul style="list-style-type: none"> <li>Does <b>not</b> meet the need to consolidate cargo operations in one central location</li> </ul>	Yes (as required by CEQ regulations)
Redevelopment of Cargo Zone A	<ul style="list-style-type: none"> <li>Does <b>not</b> have sufficient space to meet development size requirements</li> <li>Provides airfield access</li> <li>Does <b>not</b> provide convenient roadway access to existing off-airport cargo handling facilities and truck routes</li> </ul>	No
Redevelopment of Cargo Zone B	<ul style="list-style-type: none"> <li>Does <b>not</b> have sufficient space to meet development size requirements</li> <li>Provides airfield access</li> <li>Provides convenient roadway access to existing off-airport cargo handling facilities and truck routes</li> </ul>	No
Redevelopment of Cargo Zone C	<ul style="list-style-type: none"> <li>Does <b>not</b> have sufficient space to meet cargo redevelopment size requirements</li> <li>Provides airfield access</li> <li>Provides roadway access to existing off-airport cargo handling facilities and truck routes</li> </ul>	No
Redevelopment of Cargo Zone D (Proposed Action)	<ul style="list-style-type: none"> <li>Provides sufficient space to meet development size requirements</li> <li>Provides airfield access</li> <li>Provides convenient roadway access to existing off-airport cargo handling facilities and truck routes</li> </ul>	Yes
Development of cargo on other, off-airport location	<ul style="list-style-type: none"> <li>Does <b>not</b> provides airfield access</li> </ul>	No

Note: Shaded alternatives indicate those carried forward for detailed environmental review.







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## **3.2 ALTERNATIVES SELECTED FOR FURTHER EVALUATION IN THIS EA**

As a result of the evaluations described in the previous section, the only development alternative carried forward for further evaluation is the Proposed Action. As discussed previously, the No Action alternative will also be carried forward as required by FAA Orders 1050.1F, 5050.4B, and NEPA.

### **3.2.1 PROPOSED ACTION ALTERNATIVE**

The following describes the elements of the Proposed Action and how the Proposed Action addresses the stated Purpose and Need described in Chapter 2:

#### **Cargo Redevelopment**

##### Phase 1 Cargo Redevelopment

Phase 1 includes the demolition of existing buildings 259, 260, and 261, and the development of a new 300,000 square foot cargo building with associated aircraft apron, surface vehicle parking, and other site infrastructure and utilities. Under this alternative, existing cargo operations would be relocated from Building 66 and Building 151. By consolidating operations at the proposed new cargo facility, this alternative would meet the need to provide modern air cargo facilities in a single location to improve efficiency and meet demand.

##### Phase 2 Cargo Redevelopment

This phase includes the development of a second new cargo building that is approximately 250,000 square feet with a cargo aircraft apron, surface vehicle parking, and other site infrastructure and utilities. Under this alternative, it is assumed that existing cargo operations would be relocated from other sites at JFK. By consolidating operations at the proposed new cargo facility, this would meet the need to provide modern air cargo facilities in a single location to improve efficiency and meet demand.

##### Taxiway Enhancements

This project will relocate the existing Taxiway CA and Taxiway CB. Both taxiways would be realigned and widened to allow Group VI aircraft to access the North Cargo Area. Taxiway and shoulder pavement will be rehabilitated as necessary.

### **3.2.2 NO ACTION ALTERNATIVE**

The No Action alternative would result in no new construction or redevelopment of facilities in the North Cargo Area. The existing cargo operations that are proposed to be relocated to the redeveloped North Cargo Area would continue to occur at existing sites at JFK (i.e. Building 66 and Building 151). Without modern and efficient cargo processing facilities, cargo operators at JFK may relocate to other airports or off-airport locations, which in turn would result in a loss of Airport revenue and jobs. Furthermore, these operations are dispersed throughout multiple locations at JFK resulting in a less efficient operation and higher truck transit and idling times than if cargo operations were consolidated.

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## **CHAPTER 4 AFFECTED ENVIRONMENT**

Federal Aviation Administration (FAA) Order 5050.4B states that the affected environment section of an Environmental Assessment (EA) should succinctly describe only those environmental resources that the Proposed Action and its reasonable alternatives, are likely to affect. The amount of information on a potentially affected resource should be based on the extent of the expected impact and be commensurate with the impact's importance.

The following describes the area around the North Cargo Area (Project Site) at John F. Kennedy International Airport (JFK or Airport) and the resources located within the area. Chapter 5, *Environmental Consequences*, includes a discussion about the potential environmental impacts that could occur with the implementation of the Proposed Action and its alternative.

### **4.1 ENVIRONMENTAL SETTING**

Pursuant to FAA Order 1050.1F, Section 6-2, this section succinctly describes the environmental conditions of the potentially affected area. The Affected Environment includes the area within and in the vicinity of the North Cargo Area as shown on **Exhibit 4-1, Proposed Action Site**.

#### **4.1.1 PROJECT SITE**

The site of the Proposed Action (Project Site), as shown on Exhibit 4-1, includes the North Cargo Area within Cargo Zone D. The North Cargo Area is located to the north of the 13L runway end. The Project Site is bounded by Taxiway C to the south, North Boundary Road to the west and north, and North Hangar Road to the east. The Project Site has airfield access via Taxiways CA and CB. The site is accessible via the JFK Expressway ramps to North Boundary Road and 148<sup>th</sup> Street. Access to Rockaway Boulevard and the Nassau Expressway is available via multiple intersections along North Boundary Road.

### **4.2 RESOURCES POTENTIALLY AFFECTED**

As required by the Federal Aviation Administration (FAA) Order 5050.4B, National Environmental Policy Act (NEPA) Implementing Instructions for Airport Projects, and FAA Order 1050.1F, Environmental Impacts: Policies and Procedures, the environmental categories listed below are addressed in this Environmental Assessment (EA):

- Air Quality
- Biological Resources
- Climate
- Coastal Resources
- DOT Section 4(f)
- Farmlands
- Hazardous Materials, Solid Waste, and Pollution Prevention
- Historical, Architectural, Archeological, and Cultural Resources
- Land Use

- Natural Resources & Energy Supply
- Noise and Noise-Compatible Land Use
- Socioeconomics, Environmental Justice, and Children's Environmental
- Visual Effects
- Water Resources
- Wetlands
- Floodplains
- Surface Waters
- Groundwater
- Wild and Scenic Rivers

The Proposed Action would occur on paved or previously-disturbed ground. There are no farmlands or wild and scenic rivers at or near the Airport. Therefore, these resources will not be discussed further.

#### **4.2.1 AIR QUALITY**

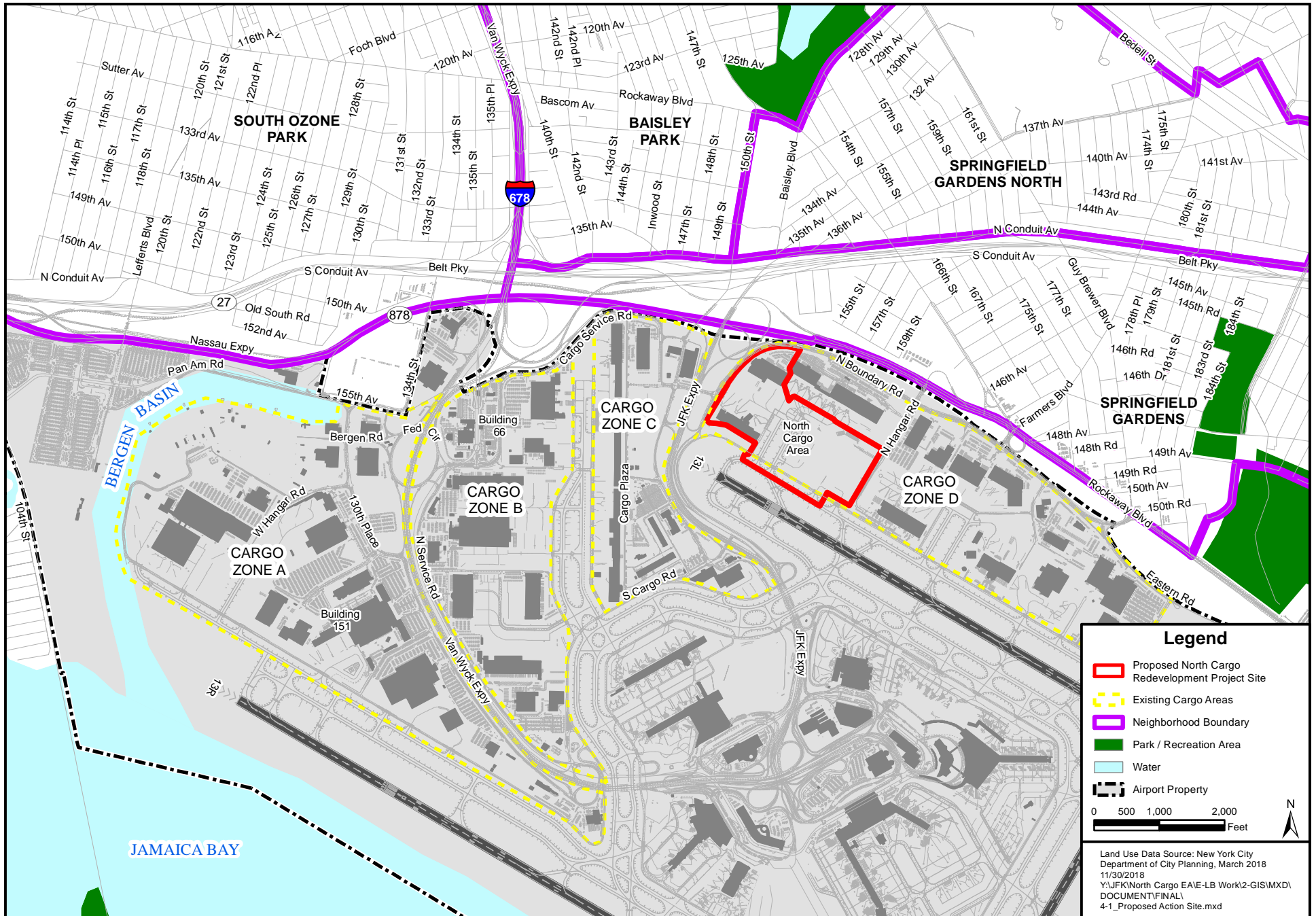
Under the Clean Air Act (CAA) the U.S. Environmental Protection Agency (EPA) developed the National Ambient Air Quality Standards (NAAQS) for six common air pollutants. These criteria air pollutants are carbon monoxide (CO), nitrogen dioxide (NO<sub>2</sub>), ozone (O<sub>3</sub>), fine particulate matter (PM<sub>2.5</sub>), coarse particulate matter (PM<sub>10</sub>), sulfur dioxide (SO<sub>2</sub>), and lead (Pb). The EPA regulates these pollutants to permissible concentration levels to protect human health. For regions that have ambient concentrations of criteria pollutants above the NAAQS, the EPA has designated these areas as not being in attainment with the NAAQS, or "nonattainment areas." Each nonattainment area is required to have an applicable State Implementation Plan (SIP) that prescribes mitigation measures and timelines necessary to bring ambient concentrations of criteria pollutants below the NAAQS. When a nonattainment area attains the NAAQS, EPA designates the area as a "maintenance area" because the applicable SIP ensures that the ambient concentrations of criteria pollutants do not increase above the NAAQS again. For aviation-related Federal actions planned to occur in a nonattainment or maintenance area, the proposed impacts to air quality must conform to the conditions of the applicable SIP, also known as General Conformity.<sup>12</sup>

The Airport is located in the New Jersey-New York-Connecticut Intrastate Air Quality Control Region (AQCR).<sup>13</sup> The New Jersey-New York-Connecticut Intrastate AQCR does not meet the Federal ambient air quality standard for the 8-hour concentration of O<sub>3</sub>. In the past, the New Jersey-New York-Connecticut AQCR was designated as nonattainment for CO and PM<sub>2.5</sub>. The area was determined by the U.S. Environmental Protection Agency (USEPA) to be in attainment for CO in May 2002 and for PM<sub>2.5</sub> in April 2014.<sup>14</sup> The area now operates under a maintenance plan for these criteria pollutants.

<sup>12</sup> Federal Aviation Administration, 1050.1F Desk Reference, Section 1.1, July 2015.

<sup>13</sup> U.S. Environmental Protection Agency (USEPA), 40 CFR Part 81, Section 81.13, *New Jersey-New York-Connecticut Intrastate Air Quality Control Region* (December 23, 1980).

<sup>14</sup> Queens County is designated as moderate non-attainment for 8-hr ozone concentrations (2015 standards) and maintenance for CO and PM<sub>2.5</sub>. U.S. EPA, *Nonattainment Areas for Criteria Pollutants (Green Book)*, *Nonattainment/Maintenance Area Status for Each County by Year for All Criteria Pollutants*; Online at <https://www.epa.gov/green-book/green-book-national-area-and-county-level-multi-pollutant-information>; Accessed September 18, 2018.



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## **4.2.2 BIOLOGICAL RESOURCES**

Biological resources includes fish, wildlife, plants, and their respective habitats. FAA Order 1050.1F states that a significant impact to biological resources would occur when “the U.S. Fish and Wildlife Service or the National Marine Fisheries Service determines that the action would be likely to jeopardize the continued existence of a Federally-listed threatened or endangered species, or would result in the destruction or adverse modification of federally-designated critical habitat.”<sup>15</sup>

The Proposed Action would occur on previously disturbed land that includes existing development and landscaped areas along the periphery of the Project Site. A field survey of the Project Site was conducted by AKRF as part of this EA in March 2018. The survey concluded that no habitat for threatened or endangered species exists within the Project Site.

## **4.2.3 CLIMATE**

Greenhouse gases trap heat in the earth’s atmosphere. The main greenhouse gases are carbon dioxide (CO<sub>2</sub>),<sup>16</sup> methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), and fluorinated gases (e.g., hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulfur hexafluoride (SF<sub>6</sub>), and nitrogen trifluoride). In 2009, the USEPA found that current and projected concentrations of the six main greenhouse gases—CO<sub>2</sub>, CH<sub>4</sub>, N<sub>2</sub>O, HFCs, PFCs, and SF<sub>6</sub><sup>17</sup>—in the atmosphere threaten the public health and welfare of current and future generations, and that emissions of GHGs contribute to the greenhouse gas pollution which threatens public health and welfare.<sup>18</sup>

Combustion of fossil fuel is a common source of CO<sub>2</sub>. Common sources of CO<sub>2</sub> emissions at an airport include aircraft, ground service equipment fueled by fossil fuel, diesel or hybrid buses, trucks, other vehicles, and emergency generators. According to most international studies, aviation emissions comprise a small but potentially important percentage of human-made greenhouse gases and other emissions that contribute to global warming. In terms of relative U.S. contribution, the U.S. General Accounting Office (GAO) reports that aviation accounts “for about 3 percent of total U.S. greenhouse gas emissions from human sources” compared with other industrial sources, including the remainder of the transportation sector (23 percent) and industry (41 percent).<sup>19</sup> There are no Federal or state standards for greenhouse gases in ambient air.

<sup>15</sup> Federal Aviation Administration, 1050.1F Desk Reference, Section 2.3.3, July 2015.

<sup>16</sup> All greenhouse gas inventories measure carbon dioxide emissions. Beyond carbon dioxide, GHG inventories may vary according to other greenhouse gases (GHGs) assessed.

<sup>17</sup> Several classes of halogenated substances that contain fluorine, chlorine, or bromine are also greenhouse gases, but they are, for the most part, solely a product of industrial activities. For example, chlorofluorocarbons (CFCs) and hydrochlorofluorocarbons (HCFCs) are halocarbons that contain chlorine, while halocarbons that contain bromine are referred to as bromofluorocarbons (i.e., halons) or sulfur (sulfur hexafluoride: SF<sub>6</sub>).

<sup>18</sup> Endangerment and Cause or Contribute Findings for Greenhouse Gases under the Clean Air Act, 74 Fed Reg. 66495 et seq. (2009)

<sup>19</sup> Ibid, p. 14; GAO cites available EPA data from 1997.



#### **4.2.4 COASTAL RESOURCES**

The Coastal Zone Management Act of 1972 established the Federal Coastal Zone Management Program to encourage and assist states in preparing and implementing management programs to "preserve, protect, develop, and, where possible, to restore or enhance the resources of the nation's coastal zone."<sup>20</sup> Pursuant to the Act, New York State adopted its Waterfront Revitalization and Coastal Resources Act (WRCRA, 1981), which created the New York State Coastal Management Program (CMP) under direction of the New York State Department of the State (NYSDOS). The program encourages coordination among all levels of government to promote sound waterfront planning and requires government agencies to consider the goals of the program in making land use decisions. JFK and much of its surroundings are located within the designated coastal zone; therefore, a Coastal Zone consistency concurrence is required from NYSDOS for the Proposed Action.

New York City adopted a Waterfront Revitalization Program (WRP) in 1982 to provide a framework for evaluating the consistency of activities within a coastal zone to meet the WRP policies. A consistency determination is required from the New York City Department of Planning when a proposed local, State, or Federal action is proposed within the coastal zone or is likely to affect WRP policies.<sup>21</sup>

The Coastal Barrier Resources Act of 1982 restricts Federal financial assistance for development within coastal areas that contain undeveloped coastal barriers along the Atlantic and Gulf coasts and Great Lakes. The Project Site is not located within an area subject to the Coastal Barrier Resources Act or the Coastal Barriers Improvement Act of 1990.

#### **4.2.5 DEPARTMENT OF TRANSPORTATION ACT SECTION 4(f) RESOURCES**

The U.S. Department of Transportation Act of 1966 (DOT Act)<sup>22</sup> protects publicly owned parks, recreation areas, wildlife and waterfowl refuge areas, or public and private historic sites. Section 4(f) of the DOT Act provides that "...the Secretary of Transportation will not approve any program or project that requires the use of any publicly owned land from a public park, recreation area, or wildlife and waterfowl refuge of national, state, or local significance or land from an historic site of national, state, or local significance as determined by the officials having jurisdiction thereof, unless there is no feasible and prudent alternative to the use of such land and such program, and the project includes all possible planning to minimize harm resulting from the use."

Use of such a property may occur as a result of a physical taking (direct impact) or a constructive use (indirect impact).

The Proposed Action would occur entirely on Airport property as shown on Exhibit 4-1. There are no parks, recreation areas, or wildlife or waterfowl refuges within or adjacent to the Project Site. Potential historic sites are discussed in **Section 4.2.7**.

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<sup>20</sup> Coastal Zone Management Act of 1972, as amended through Pub. L. No. 109-58, the Energy Policy Act of 2005, Codified at 16 U.S.C. § 1452.

<sup>21</sup> New York City Department of Planning, The New York City Waterfront Revitalization Program, June 2016.

<sup>22</sup> U.S.C. § 303 Section 4(f)

## **4.2.6 HAZARDOUS MATERIALS**

The Proposed Action would include the demolition of Buildings 259, 260, and 261 which are located on Airport property. An environmental records review of previous environmental assessments and investigations and a project site walkthrough was conducted in March 2017.<sup>23,24</sup> The review identified the following information related to past contamination and hazardous materials within the site of the Buildings 259, 260, and 261:

- Staining was observed throughout the floors of Building 260 and Building 261.
- Multiple tanks were registered for the site that were reported to have been removed. This includes a record of one 20,000 gallon underground storage tank (UST) at Building 260 and six USTs at Building 261. It is unknown if all of the tanks have been properly removed.
- Five oil-water separators were present at the site, which were reportedly removed.
- Suspected asbestos-containing materials (ACMs) were identified throughout Building 259/260 and Building 261.
- Multiple hydraulic lifts (and associated pits) were present throughout Building 260 and Building 261. There is also one large Elevated Transfer Vehicle (ETV) in Building 261. Based on discussions with a property representative, the hydraulic oil was removed from the ETV system, although residue may still be present.
- Based on a review of past records, several petroleum spills have been reported for the Project Site, which have since been closed and the New York State Department of Environmental Conservation (NYSDEC) has confirmed no further clean-up activities are necessary.

A review of historic Sanborn Maps and Federal and State regulatory databases was conducted for the Project Site, including Buildings 259, 260, and 261 as well as the site of the proposed Taxiway CA and Taxiway CB relocation and the site of the proposed Phase 2 cargo redevelopment.

- The Project Site is not included in the National Priorities List (NPL), nor were any NPL sites identified within a one-mile radius. The NPL is a database of known releases associated with abandoned hazardous waste or contaminated sites that have been identified for priority remedial actions under the Federal Superfund Program established by the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA).
- The Comprehensive Environmental Response, Compensation and Liability Information System (CERCLIS) database is a list of potentially contaminated sites brought to the attention of EPA that are suspected or confirmed to have adversely impacted the environment. The CERCLIS database contains sites that are in the EPA screening and assessment process phase (also referred to as a Preliminary Assessment). The subject property was not identified in the CERCLIS database, nor were any CERCLIS sites identified within a 0.5-mile radius of the site.

<sup>23</sup> Woodward & Curran; Environmental Records Review & Site Walkthrough Building 260 John F. Kennedy Airport North Boundary Road Jamaica, NY 11430; March 2017 (includes Building 259).

<sup>24</sup> Woodward & Curran; Environmental Records Review & Site Walkthrough Building 261 John F. Kennedy Airport North Boundary Road Jamaica, NY 11430; March 2017.

- Multiple underground and aboveground storage tanks were registered for the Project Site, including USTs at Building 260 and Building 261. Reports are not available to confirm the removal of previously reported USTs.
- Approximately 22 closed-status petroleum spills were reported for the Project Site and multiple spills were noted in the surrounding area.
- The Project Site was listed on the Emergency Response Notification System (ERNS) database for spill incidents.
- The Project Site was listed as the RCRA Hazardous Waste Generator for lead, spent halogenated and non-halogenated solvents, plating bath residues and for materials having characteristics of ignitability and corrosivity.
- The Project Site was listed in the Chemical Bulk Storage (CBS) database; however, no further information was available.

#### **4.2.7 HISTORICAL, ARCHITECTURAL, ARCHEOLOGICAL, AND CULTURAL RESOURCES**

The National Historic Preservation Act (NHPA) is the primary Federal law governing the preservation of historic and prehistoric resources, encompassing art, architecture, archaeological, and other cultural resources. Section 106 of the NHPA requires that, prior to approval of a Federal or Federally-assisted project, or before the issuance of a license, permit, or other similar approval, Federal agencies take into account the effect of the project on properties that are on or eligible for listing on the National Register of Historic Places (NRHP).

Much of JFK is constructed on fill material. Prior to the construction of the Airport, the southern coast of Queens was lined with a thick tract of marshland and chain of marshy hassocks. Disturbance has occurred as a result of the construction of the existing Airport and its associated infrastructure. This past disturbance would have likely uncovered or destroyed any intact archaeological resources if they existed. In addition, the Project Site is not located within an area of generalized archaeological sensitivity as mapped by the New York State Historic Preservation Office (SHPO) in their Cultural Resource Information System (CRIS) database. Therefore, it is unlikely that any archaeological resources exist within the Project Site.

The Area of Potential Effects (APE) for potential impacts to historic resources includes the proposed area of direct disturbance, where the proposed new buildings and pavement would be constructed, as well as the areas immediately adjacent to the Project Site which would be subject to indirect changes in visual setting as a result of the new construction. The area of direct disturbance includes three vacant cargo buildings as described below.

##### Building 259

Building 259 was built sometime between 1966 and 1980. It is a rectangular structure constructed of corrugated metal that is adjacent to and north of Building 260. The building has been vacant for approximately 15 years.

##### Building 260

Building 260 was built in approximately 1966 and is in poor condition. The building is a long, rectangular structure with multiple loading docks located along the southern façade and eastern end. The building has been vacant for approximately 15 years. The building roof leaks and standing water is often present on much of the floor.

### Building 261

Building 261 was built some time between 1971 and 1975, with additions being made to the building some time between 1980 and 2004. It is a rectangular structure constructed of primarily corrugated metal with concrete entrance structures. The ground floor of the building has multiple loading docks located along its northern façade with a concrete overhang. The building has been vacant for approximately two years.

## **4.2.8 LAND USE**

Land use in the immediate vicinity of JFK area consists of commercial and industrial developments, and residential areas ranging from detached single-family houses on 40- to 60-foot square lots to medium-density row houses and garden apartments. There are no large apartment buildings (14 stories or larger) in the immediate vicinity of JFK. To the north of JFK lies the Belt Parkway, and the Queens neighborhoods of Baisley Park, South Ozone Park, and Springfield Gardens. To the east is Thurston Bay and Idlewild Park. Located directly to the west are the Bergen Basin and the Howard Beach neighborhood of Queens. The Gateway National Recreation Area, which contains the Jamaica Bay Wildlife Refuge, borders the southern side of the Airport and is part of the National Park System. The land uses in the JFK area are shown in **Exhibit 4-2, Land Use in the Vicinity of the Proposed Action Site**.

## **4.2.9 NATURAL RESOURCES AND ENERGY SUPPLY**

Buildings and other structures at the Airport require electricity and natural gas for lighting, cooling, and heating. Electricity is used for cooling and lighting for buildings, lighting for aircraft and vehicle parking areas, airfield lighting systems, roadway lighting, operating the JFK AirTrain, and electric vehicle charging stations. JFK is located within a highly urbanized area with adequate access to natural resources for Airport operations, aircraft operations, and construction projects. The Airport has access to utilities and fuel and these energy sources are not in short supply in the New York region.

## **4.2.10 NOISE**

Noise levels in the vicinity of JFK are a function of various airport and non-airport sources. Noise sources include aircraft operations and continuous roadway traffic on the main highways and other thoroughfares surrounding JFK.

The Proposed Action would accommodate existing cargo aircraft operations, which would be relocated to the North Cargo Area from other existing cargo facilities at JFK. Therefore, it is not anticipated that the Proposed Action would increase aircraft operations or change the fleet of aircraft operating at JFK. Furthermore, no changes to runway use or flight tracks would occur as these conditions are dictated by wind, operational conditions, and airspace configurations at JFK. Therefore, the Proposed Action would not result in changes to the noise environment at the Airport and does not require a noise analysis per FAA Order 1050.1F Appendix B.

## **4.2.11 SOCIOECONOMICS**

Socioeconomic conditions describe the elements of the human environment such as population, employment, housing, public services and transportation.

Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority and Low-Income Populations*, requires all Federal agencies to identify and address disproportionate and adverse human health or environmental effects of their programs, policies, and activities on minority and low-income populations. The Executive Order also

directs Federal agencies to incorporate environmental justice into their overall missions by conducting their programs and activities in a manner that provides minority and low-income populations an opportunity to participate in agency programs and activities.

U.S. Department of Transportation (DOT) Order 5610.2, *Environmental Justice in Minority Populations and Low-Income Populations*, was issued to implement Executive Order 12898 and updated in DOT Order 5610.2(a).<sup>25</sup> DOT Order 5610.2(a) defines minorities as people who are Black, Hispanic or Latino, Asian American, American Indian, Alaskan Native, Native Hawaiian, or other Pacific Islander. Minority populations are defined as "any readily identifiable groups of minority persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed DOT program, policy or activity."<sup>26</sup> The DOT Order defines a low-income population as "any readily identifiable group" of persons whose median household income is at or below the poverty guidelines of the U.S. Department of Health and Human Services, "who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed DOT program, policy or activity."<sup>27</sup>

## Population

JFK is located in the Borough of Queens within New York City. As shown in Exhibit 4-1, *Proposed Project Site*, the Project Site is entirely on Airport property. The neighborhood of Springfield Gardens is located to the north of the Proposed Action site. **Table 4-1, Population and Demographics**, presents a comparison of the socioeconomic characteristics of Springfield Gardens, the Borough of Queens, and New York City.

**Table 4-1**  
**POPULATION AND DEMOGRAPHICS**  
**John F. Kennedy International Airport**

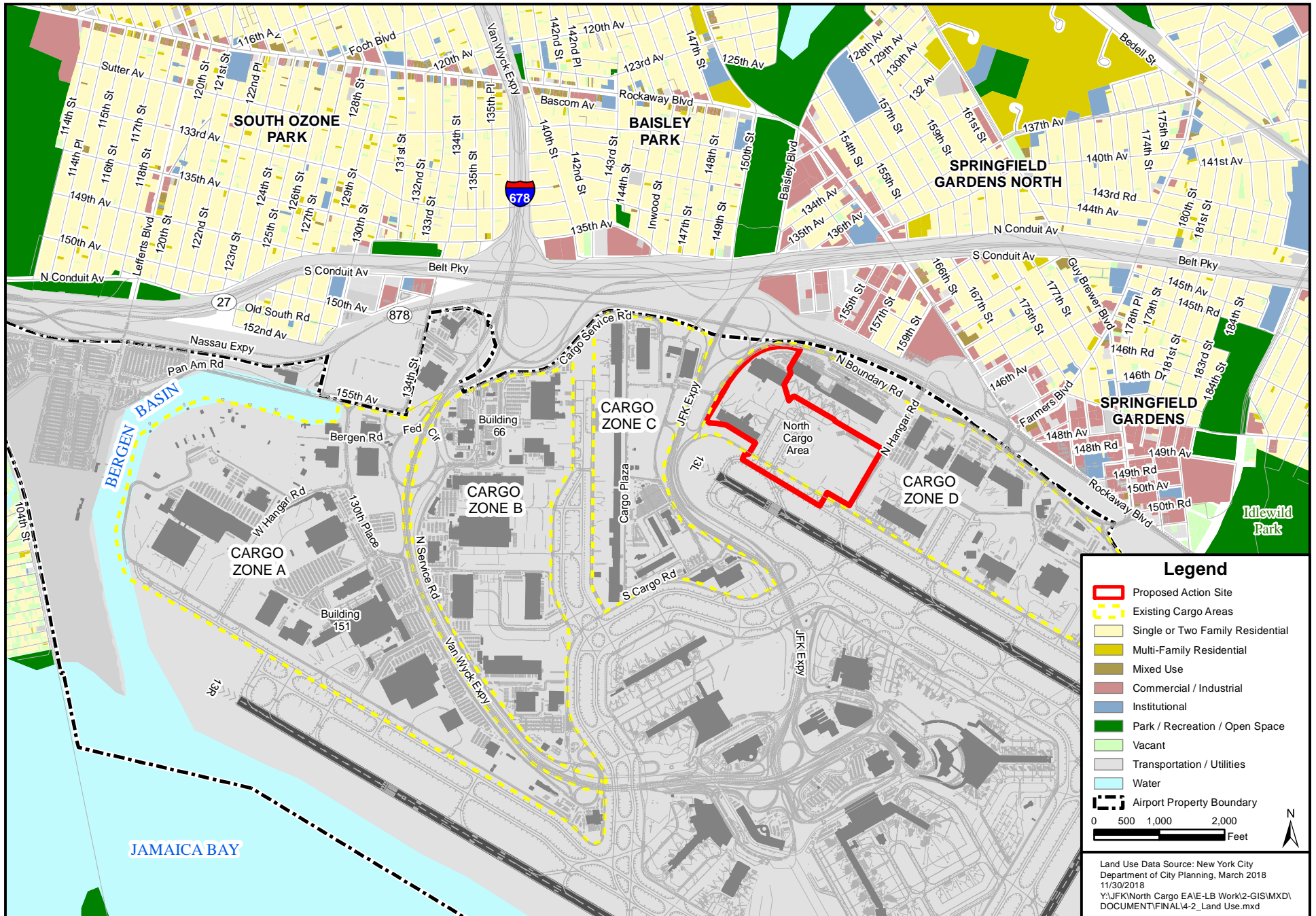
	SPRINGFIELD GARDENS	QUEENS BOROUGH	NEW YORK CITY
<b>Population</b>	45,541	2,230,722	8,175,133
<b>Race</b>			
White	1,109	886,053	3,597,341
Black / African American	37,388	426,683	2,088,510
Native American / Alaskan Native	170	15,364	57,512
Asian	475	511,787	1,038,388
Native Hawaiian or Pacific Islander	22	1,530	5,147
Other	6,377	389,305	1,388,235
Percent Total Minority	97.6%	60.3%	56.0%
<b>Ethnicity</b>			
Not Hispanic	38,323	1,616,972	5,839,057
Hispanic	3,005	613,750	2,336,076
Percent Hispanic	7.3%	27.5%	28.6%
<b>Percent Below Poverty Level</b>	9.5%	13.2%	19.3%

Source: Landrum & Brown, 2018. 2010 U.S. Census.

<sup>25</sup> U.S. Department of Transportation (DOT) Order 5610.2, *Environmental Justice in Minority Populations and Low-Income Populations*, was issued on April 15, 1997. Order 5610.2(a), *Department of Transportation Updated Environmental Justice Order*, was issued on May 2, 2012.

<sup>26</sup> Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, February 11, 1994.

<sup>27</sup> Ibid.





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## **Surface Transportation**

Surface vehicle access to JFK is primarily provided by way of I-678 (the Van Wyck Expressway) and the JFK Expressway, both of which connect to the Belt Parkway and other main roadways. Public transit options include the JFK AirTrain, an elevated rail system that travels between the JFK passenger terminals and Jamaica Station and Howard Beach Station. Several bus routes operated by the Port Authority also stop at the passenger terminals and other locations at JFK and provide service to the Jamaica Station and Howard Beach Station. Several local and regional truck routes are accessible from the Project Site by way of the JFK Expressway. Commercial trucks are prohibited on the Belt Parkway, but trucks traveling in this area can use the North and South Conduit Roads along the Belt Parkway. **Exhibit 4-3, *Surface Transportation***, shows the main travel corridors and other surface transportation facilities at and around JFK.

### **4.2.12 WATER RESOURCES**

Water resources include floodplains, groundwater, surface water, and wetlands. The resources in the vicinity of JFK are discussed in the following sections.

#### **Floodplains**

Floodplains are defined by Executive Order 11988, *Floodplain Management*, as “the lowland and relatively flat areas adjoining inland and coastal waters including flood prone areas of offshore islands, including at a minimum, that area subject to a one percent or greater chance of flooding in any given year.”<sup>28</sup> The Federal Emergency Management Agency (FEMA) has mapped the 100-year floodplains for JFK and the surrounding areas, as shown in **Exhibit 4-4, *Floodplain Map***. The Project Site is outside of the 100-year floodplain. In 2013, FEMA published Advisory Base Flood Elevation (ABFE) maps for New York City, which adjusted the limits of the 100-year floodplain at JFK.<sup>29</sup> The Project Site remains outside the 100-year floodplain of the ABFE maps.

#### Surface Water Resources

JFK is situated along the Jamaica Bay shoreline. Jamaica Bay is located at the southwestern end of Long Island, primarily within the New York City boroughs of Brooklyn and Queens, with a small eastern portion extending into the Town of Hempstead in Nassau County, New York. Jamaica Bay is a large estuary consisting of open waters, tidal flats, bordering marshes, and a number of islands. The Bay is protected by a barrier beach and it connects with the sea through Rockaway Inlet at its western end.

Several tributaries flow into Jamaica Bay, including Bergen Basin, which is located to the west of JFK, and Thurston Basin, and flows into the Head of Bay just east of JFK. Rockaway Inlet connects Jamaica Bay to the Lower Bay of New York Harbor. Although tidal waters enter the Bay at this location, with an average tidal range of five feet, there is limited exchange of fresh water with ocean water. As a result, pollutants may remain in the Bay for extended periods.

<sup>28</sup> Executive Order 11988 of May 24, 1977, 42 FR 26951, 3 CFR, 1977.

<sup>29</sup> FEMA, Region II Coastal Analysis and Mapping, Online at <http://www.region2coastal.com/abfe-map-updates>, Accessed April 10, 2018.

The Jamaica Bay watershed is approximately 91,000 acres in size with about 13,000 acres of open water and wetlands. Jamaica Bay has been extensively modified through dredging and filling operations over the years due to development at JFK and surrounding areas. The Bay's original network of freshwater and brackish creeks have been shortened, straightened, bulkheaded, and channelized, with two-thirds of the freshwater runoff diverted through four sewage treatment facilities. The water quality within the Bay has been degraded due to discharges from water treatment plants, storm sewer overflows, and urban runoff.

Surface water runoff from parking areas, rooftops, runways, tarmacs, and landscaped areas at JFK drains to a storm sewer system that discharges to Jamaica Bay or its tributaries through 26 outfalls pursuant to the requirements of a New York State Department of Environmental Conservation (NYSDEC) State Pollution Discharge Elimination System (SPDES) permit.<sup>30</sup>

**Exhibit 4-5, Existing Drainage Areas and Outfalls at JFK**, illustrates the layout of the JFK stormwater management system.

Stormwater drainage areas at JFK are identified in Exhibit 4-5. The Proposed Action is located within stormwater drainage Areas F, H, and I. Drainage Area F covers approximately six percent of Airport property (242 acres) and discharges into Bergen Basin at Outfall 002. Drainage Area H covers approximately twenty-one percent of Airport property (886 acres) and drains to Outfall 010 and discharges into Jamaica Bay. Drainage Area I covers approximately six percent of Airport property (242 acres) and drains through four storm sewer barrels to Outfall 023 and discharges into Thurston Basin.

All sanitary waste from the buildings and terminals at JFK is piped directly to the Jamaica Bay waste water treatment plant run by the NYCDEP.

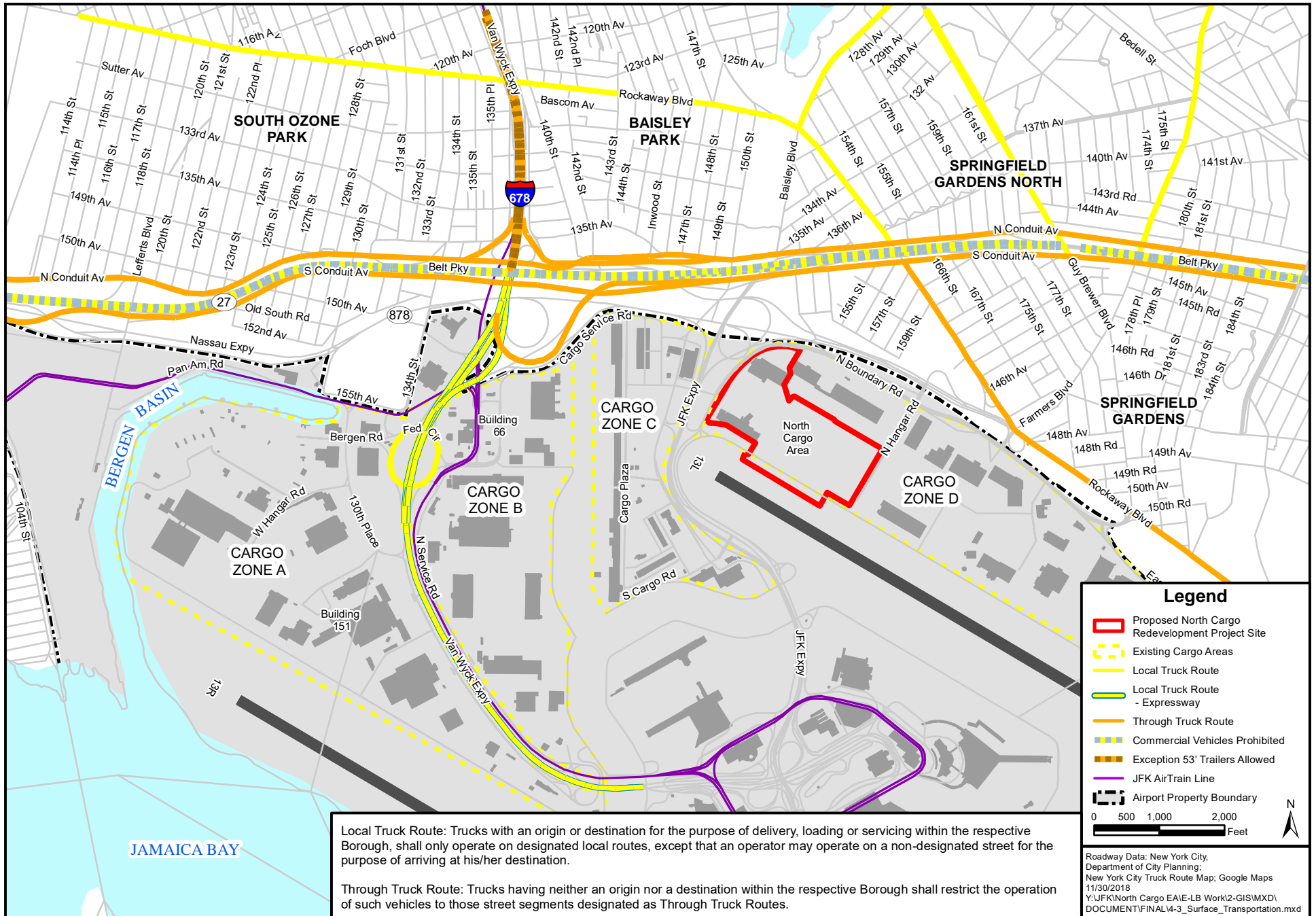
## **Groundwater**

JFK is underlain by the Brooklyn/Queens aquifer system, which is part of the larger Long Island aquifer complex. In Queens County, the major aquifers consist of layers of unconsolidated sediment, including sand and gravel. Layers of low permeability clay and silt in the ground-water aquifer system do not transmit water readily; they confine the water under artesian pressure in the aquifers lying between them. Four distinct aquifer levels occur in Queens County. They are, in descending order, the upper glacial aquifer, the Jameco aquifer, the Magothy aquifer, and the Lloyd aquifer.<sup>31</sup> Precipitation that percolates to the water table and then downward to the lower aquifers has been the main source of recharge to the ground-water reservoir in Queens County.

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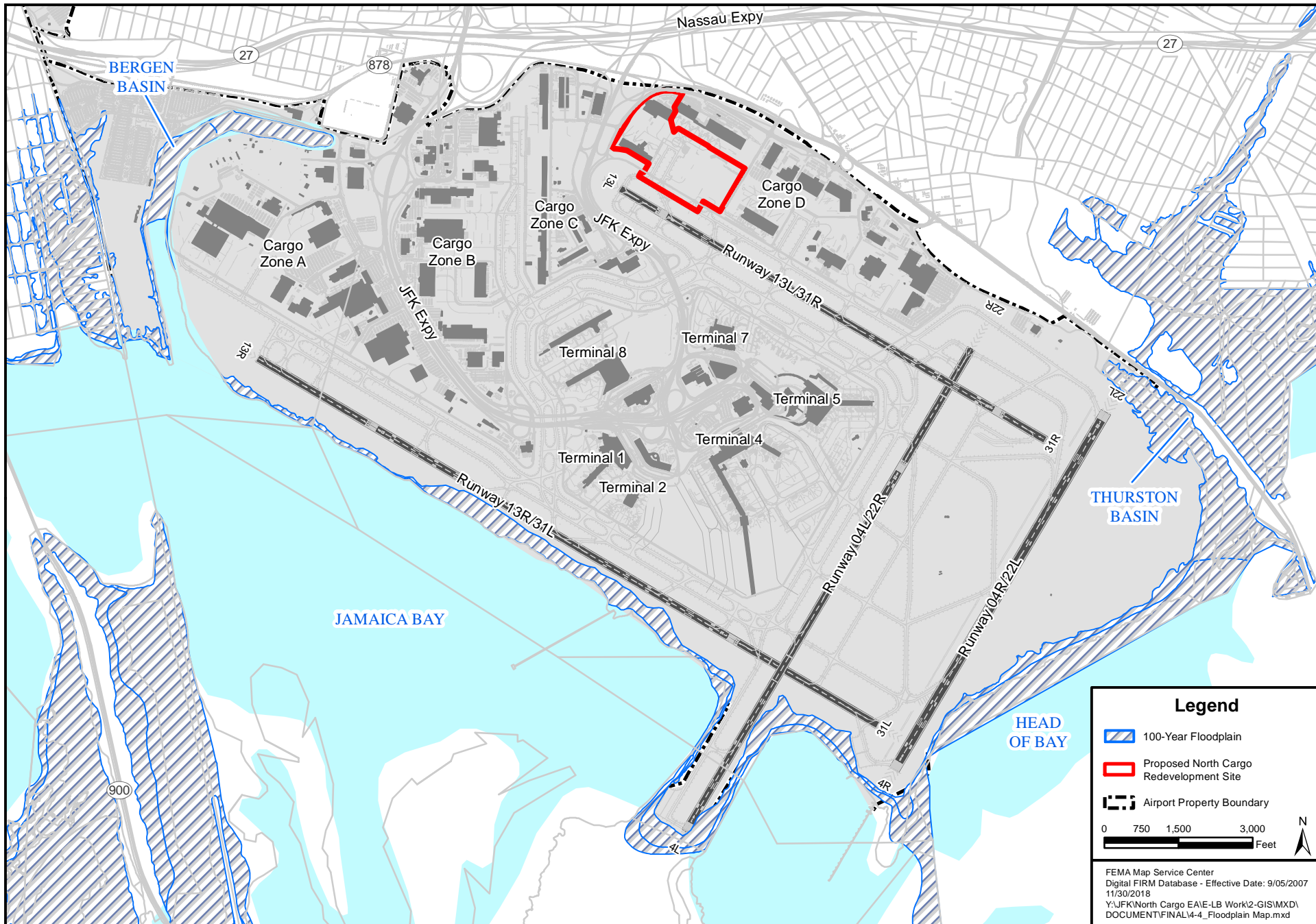
<sup>30</sup> Permit No. NY 0008109

<sup>31</sup> U.S. Geological Survey, Prepared in cooperation with the New York State Department of Environmental Conservation, Division of Water Resources; *Ground-Water and Geohydrologic Conditions in Queens County, Long Island, New York*; 2001.



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**Legend**

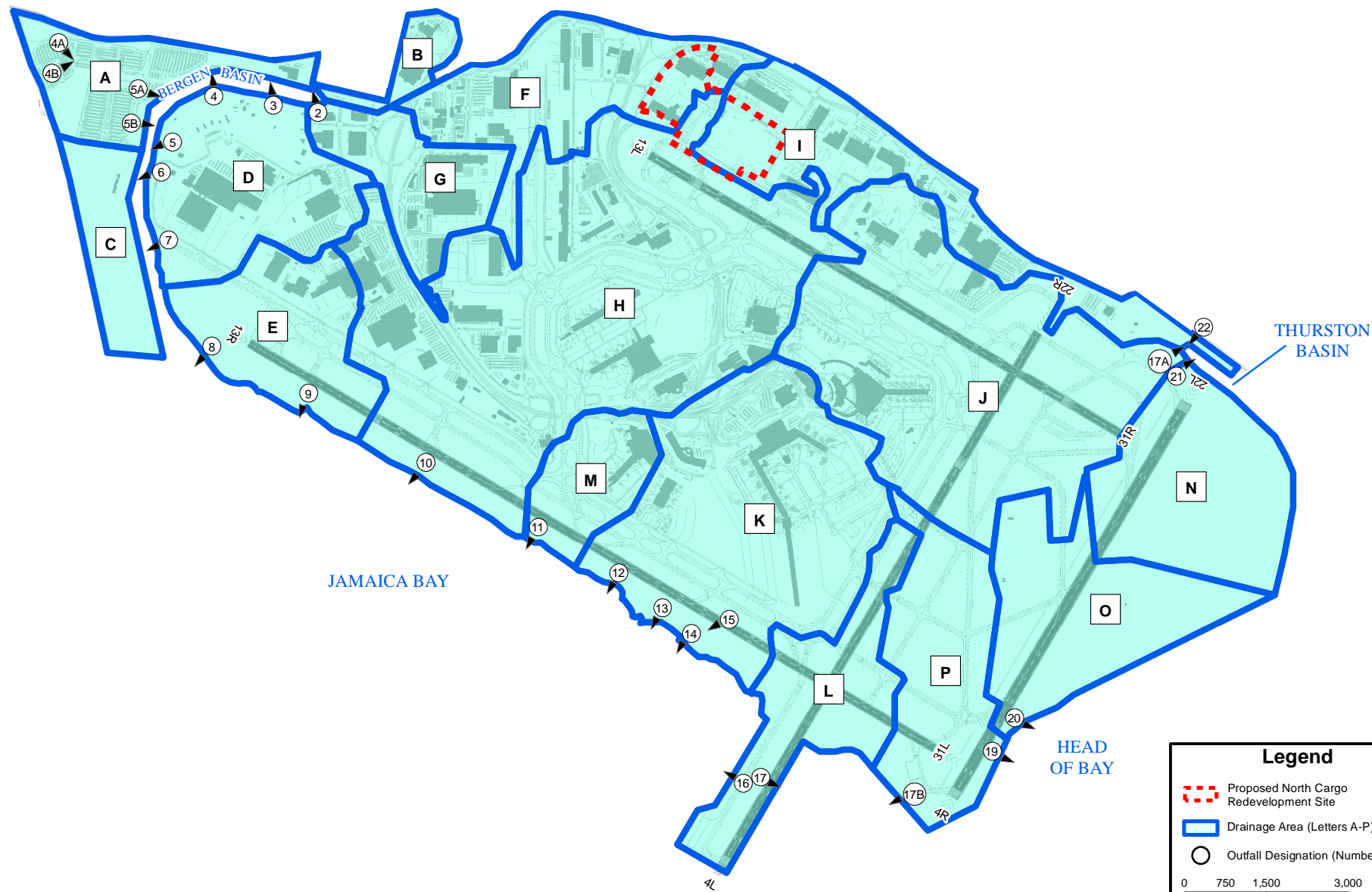
- 100-Year Floodplain
- Proposed North Cargo Redevelopment Site
- Airport Property Boundary

0 750 1,500 3,000 Feet

FEMA Map Service Center  
 Digital FIRM Database - Effective Date: 9/05/2007  
 11/30/2013  
 Y:\JFK\North Cargo EA\E-LB Work\2-GIS\MXD\ DOCUMENT\FINAL\4-4\_Floodplain Map.mxd



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Note: Drainage Areas are designated by letters. Outfalls are designated by numeric or alphanumeric identifiers with arrows indicating the approximate direction of discharge.

Legend	
	Proposed North Cargo Redevelopment Site
	Drainage Area (Letters A-P)
	Outfall Designation (Numbers 1-22)
0 750 1,500 3,000 Feet <div style="text-align: right;"> </div>	
<small>11/30/2018 Y:\JFK\North Cargo EA\IE-LB Work\2-GIS\MXD\DOCUMENT\FINAL\4-5_Outfalls.mxd</small>	



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The Brooklyn/Queens aquifer system is designated as a sole source aquifer by the U.S. Environmental Protection Agency.<sup>32</sup> Between 1887 and 1996, the privately-owned Jamaica Water Supply Company (JWS) operated a group of wells that served the communities of southeastern Queens and portions of Nassau County. In 1996, New York City purchased the Queens portion of the JWS and took responsibility for the delivery of drinking water to those communities served by the groundwater wells. As of 2007, drinking water for these communities has no longer been provided by groundwater and instead is provided by upstate surface water sources through the City's viaduct system. Although groundwater is no longer the source of drinking water in Queens, the aquifer system is still considered as a sole-source aquifer because the wells could be made active and much of Nassau County and Suffolk County rely on groundwater as their primary water source.

In the upper glacial aquifer, ground water generally flows laterally to the north and south shores of the county and discharges to streams and tidal areas. Groundwater in the upper glacial aquifer is also lost due to evapotranspiration. Groundwater at JFK generally flows to the south and away from water supply wells in central Queens that rely on the Long Island aquifer.<sup>33</sup>

## **Wetlands**

Wetlands are "areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."<sup>34</sup> Wetlands are protected by the Clean Water Act (CWA) which regulates the placement of fill into waters of the United States.<sup>35</sup> The CWA also establishes a program to ensure Federal projects do not violate state water quality standards.<sup>36</sup> Executive Order 11990 requires Federal agencies to avoid impacts associated with the destruction of or modification to wetlands if a practicable alternative exists.<sup>37</sup>

Tidal wetlands associated with Jamaica Bay surround the Airport. The lowland areas around the Airport consist of tidal wetlands and open water associated with the shoreline where Flushing Bay borders the Airport. The majority of the Proposed Action Site and surrounding area is paved, but there are some unpaved landscaped areas along the periphery of the site. Based on a site survey performed by AKRF on behalf of the Port Authority in March 2018, no wetlands or other surface waters exist within the Project Site.

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<sup>32</sup> U.S. Environmental Protection Agency; *Sole Source Aquifers for Drinking Water*; Online at: <https://www.epa.gov/dwssa>, Accessed April 2, 2018.

<sup>33</sup> U.S. Geological Survey, Prepared in cooperation with the New York State Department of Environmental Conservation, Division of Water Resources; *Ground-Water and Geohydrologic Conditions in Queens County, Long Island, New York*; 2001.

<sup>34</sup> U.S. Army Corps of Engineers Wetlands Delineation Manual, January 1997.

<sup>35</sup> Clean Water Act of 1972, Section 404, codified at 33 U.S.C. Sections §1344.

<sup>36</sup> Clean Water Act of 1972, Section 401, codified at 33 U.S.C. §1251 et seq

<sup>37</sup> Executive Order 11990, Protection of Wetlands, May 24, 1977.



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# CHAPTER 5

## ENVIRONMENTAL CONSEQUENCES

This chapter presents the assessment of environmental impacts addressed in considering reasonably foreseeable environmental consequences of the Proposed Action and the No Action Alternative.

### ENVIRONMENTAL CATEGORIES

This Environmental Assessment (EA) analyzed the potential impacts related to environmental categories listed in the Federal Aviation Administration (FAA) 1050.1F Desk Reference. As noted in **Chapter 4, Affected Environment**, the Proposed Action does not have the potential to affect farmland or wild and scenic rivers; therefore, these categories are not discussed further. Potential construction related impacts are discussed for each category where applicable. The potential for cumulative impacts of the Proposed Action, when combined with other past, present and reasonably foreseeable future actions, are discussed in **Section 5.15, Cumulative Impacts**.

### 5.1 AIR QUALITY

As noted in Chapter 4, Section 4.2.1, Queens County is designated as non-attainment for ozone and is a maintenance area for carbon monoxide (CO) and fine particulate matter (PM<sub>2.5</sub>).<sup>38</sup> Therefore, the criteria pollutants of concern are CO, PM<sub>2.5</sub> and the ozone precursors nitrogen oxides (NO<sub>x</sub>) and volatile organic compounds (VOC).

#### Proposed Action

The impacts to air quality due to the Proposed Action were determined in accordance with the guidelines provided in FAA, *Aviation Emissions and Air Quality Handbook Version 3*,<sup>39</sup> FAA Order 5050.4B, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*, and FAA Order 1050.1F, *Environmental Impacts: Policies and Procedures*.

The Proposed Action would accommodate cargo operations that are currently conducted at other locations at the Airport. Therefore, the Proposed Action would not cause unforecasted growth in aircraft activity, nor would it cause a change in fleet mix or a permanent change in runway use patterns because runway use is dictated by other factors including wind and overall airspace configuration. The Proposed Action is not expected to cause significant changes in aircraft taxi time, or airfield delay because only a small percentage of aircraft operations would be relocated to the proposed North Cargo Area. Therefore, no impacts from aircraft emissions would occur.

The Proposed Action would not cause an increase in the total number of vehicles at JFK because the proposed cargo facility would accommodate cargo operations that are currently conducted at other locations at the Airport. However, the Proposed Action would cause changes in surface vehicle traffic patterns around JFK, as it would change the location at which cargo activity occurs, thereby changing routes of travel for cargo trucks and employees.

<sup>38</sup> USEPA, Nonattainment Status for Each county by Year for New York, (Current as of March 31, 2018). Accessed on 4/2/2018 via [http://www.epa.gov/airquality/greenbook/anayo\\_ny.html](http://www.epa.gov/airquality/greenbook/anayo_ny.html)

<sup>39</sup> FAA, *Aviation Emissions and Air Quality Handbook Version 3 Update 1*, January 2015.

A traffic study has been conducted as part of this EA to determine if changes in traffic patterns would degrade the level of service and increase delay on the roadways surrounding JFK. As noted in **Section 5.11, Socioeconomics** and **Appendix B, Traffic Study**, no significant degradation of roadway level of service and no increase in vehicle miles traveled is expected to occur as a result of the Proposed Action. Therefore, no air quality impact from changes in surface vehicle traffic patterns would occur.

Construction-related emissions (from construction equipment and construction worker vehicles) were calculated for the Proposed Action using USEPA NONROAD and MOVES emission factors. The emissions estimated to occur during construction of the Proposed Action are provided in **Table 5-1, Construction Emissions Inventory Summary**.

**Table 5-1**  
**CONSTRUCTION EMISSIONS INVENTORY SUMMARY**  
**John F. Kennedy International Airport**

	CRITERIA AND PRECURSOR POLLUTANTS (SHORT TONS PER YEAR)					
	CO	VOC	NO <sub>x</sub>	SO <sub>x</sub>	PM <sub>2.5</sub>	PM <sub>10</sub>
	CAA DE MINIMIS THRESHOLDS					
	100	50	100	100	100	n/a
CONSTRUCTION YEAR	ANNUAL CONSTRUCTION EMISSIONS					
2018	7.02	1.87	22.77	0.05	0.86	0.81
2019	6.40	20.21	7.42	0.02	0.37	1.04
2020	12.76	14.61	21.57	0.05	1.01	2.70
2021	5.63	10.36	9.12	0.02	0.40	1.31

Note: Construction of the proposed cargo facilities would occur in two phases and would be implemented by two separate developers. Construction activity for the first phase is based on phasing and sizing information provided by the developer. Design of the second phase has not yet begun. Therefore, construction activity for the second phase is based on sizing and phasing similar to the first phase.

Source: Landrum & Brown Analysis, 2018.

The air quality assessment demonstrates that the Proposed Action would not cause an increase in air emissions above the applicable *de minimis* thresholds.<sup>40</sup> Therefore, the Proposed Action conforms to the State Implementation Plan (SIP) and the CAA and it can be presumed that it would not create any new violation of the NAAQS, delay the attainment of any NAAQS, nor increase the frequency or severity of any existing violations of the NAAQS. As a result, no adverse impact on local or regional air quality is anticipated due to construction of the Proposed Action. No further analysis or reporting is required under the CAA or NEPA.

While the construction of the Proposed Action would be anticipated to contribute to fugitive dust in and around the construction site, fugitive dust emissions would be minimized by adhering to guidelines included in FAA Advisory Circular 150/5370-10G, *Standards for Specifying Construction of Airports*.<sup>41</sup>

<sup>40</sup> 40 CFR 93 § 153 defines *de minimis* levels, that is, the minimum threshold for which a conformity determination must be performed, for various criteria pollutants in various areas.

<sup>41</sup> FAA Advisory Circular, *Standards for Specifying Construction of Airports*, Item P-156, *Temporary Air and Water Pollution, Soil Erosion, and Siltation Control*, AC 150/5370-10G (July 21, 2014)

Methods of controlling dust and other airborne particles would be implemented to the maximum possible extent and may include, but not be limited to, the following:

- Exposing the minimum area of erodible earth.
- Applying temporary mulch with or without seeding.
- Using water sprinkler trucks.
- Using covered haul trucks.
- Using dust palliatives or penetration asphalt on haul roads.
- Using plastic sheet coverings.

Based on the foregoing, the Proposed Action alternative would not result in impacts to air quality.

### **No Action**

The No Action alternative does not involve any construction activities, and therefore, would not cause any impacts to air quality from construction activity. However, air cargo operations would continue to occur at outdated facilities that are located farther from the airfield and major highways than the Proposed Action, resulting in emissions from longer truck idling and transit times than would occur if these cargo activities were consolidated at the North Cargo Area.

## **5.2 BIOLOGICAL RESOURCES**

### **Proposed Action**

The Proposed Action would occur on previously disturbed land that includes existing development and landscaped areas along the periphery of the site. The landscaped area includes several isolated trees that may be impacted by the reconfiguration of the parking lot access roads. A field survey was conducted by AKRF on behalf of the Port Authority within these areas in March 2018. That survey concluded that no habitat for threatened or endangered species exists within the Project Site. The Project Site is not believed to provide suitable habitat for migratory birds. Therefore, no impacts to biological resources would occur as a result of the Proposed Action.

### **No Action**

The No Action alternative does not involve any construction activities, and therefore, would not cause any impacts to biological resources.

## **5.3 CLIMATE**

Although there are no Federal standards for aviation-related greenhouse gas (GHG) emissions, it is well established that GHG emissions can affect climate. The Council on Environmental Quality (CEQ) has indicated that climate should be considered in NEPA analyses.

### **Proposed Action**

**Table 5-2, Greenhouse Gas (GHG) Emissions Associated with Construction**, provides an estimate of annual GHG emissions associated with construction of the Proposed Action during the peak year of construction emissions (2020). These estimates are provided for information only as no Federal NEPA standard for the significance of GHG emissions from individual projects on the environment has been established.

**Table 5-2  
GREENHOUSE GAS (GHG) EMISSIONS ASSOCIATED WITH CONSTRUCTION  
John F. Kennedy International Airport**

<b>EMISSION SOURCE</b>	<b>METRIC TONS OF POLLUTANTS (PEAK YEAR)</b>		
	<b>CO<sub>2</sub></b>	<b>CH<sub>4</sub></b>	<b>CO<sub>2</sub>E</b>
Construction Emissions	8,425	0.2	8,425

CO<sub>2</sub>: Carbon Dioxide

CH<sub>4</sub>: Methane

CO<sub>2</sub>E: Carbon Dioxide equivalent

- Notes:
1. Global Warming Potential (GWP) for CO<sub>2</sub>=1; CH<sub>4</sub>= 28
  2. Peak year refers to the construction year with the highest levels of GHG emissions (2020).
  3. Construction of the proposed cargo facilities would occur in two phases and would be implemented by two separate developers. Construction activity for the first phase is based on phasing and sizing information provided by the developer. Design of the second phase has not yet begun. Therefore, construction activity for the second phase is based on similar sizing and phasing of the first phase.

Source: Landrum & Brown analysis, 2018.

### **No Action**

Under the No Action alternative, there would be no project specific GHG emissions. However, air cargo operations would continue to occur at outdated facilities that are located farther from major highways than the Proposed Action, resulting in greater GHG emissions from longer truck idling and transit times than if cargo activity were relocated to the North Cargo Area, which is closer to the freight forwarding facilities in Springfield Gardens.



## 5.4 COASTAL RESOURCES

### 5.4.1 COASTAL ZONE MANAGEMENT CONSISTENCY

#### Proposed Action

The New York State Coastal Management Program (CMP) applies to areas near coastlines, including the shoreline and land areas inward from Jamaica Bay. This includes most land area within JFK property and encompasses the entire Project Site. The New York State Department of State (NYSDOS) administers the State's coastal zone management program and is responsible for determining whether Federal actions are consistent with the coastal program. The New York City Waterfront Revitalization Program (WRP), adopted in 1982, establishes additional policies for coastal zone development and consistency evaluation.

The Project Site is within the Coastal Management Program area. Therefore, letters of request for concurrence with the CMP were sent to the New York State Department of State (NYDOS) Division of Coastal Resources and to the New York City Department of City Planning (NYCDP) Waterfront and Open Space Division. A copy of this correspondence is included in **Appendix C**. The NYDOS responded in a letter dated June 8, 2018 indicated the agency had no objection to the proposed North Cargo Redevelopment.

### 5.4.2 COASTAL BARRIERS

#### Proposed Action and No Action

Neither the Proposed Action nor the No Action alternative would adversely impact coastal barriers because there are no coastal barriers or any areas subject to the Coastal Barriers Resources Act of 1982 or the Coastal Barriers Improvement Act of 1990 in the vicinity of JFK.

## 5.5 DEPARTMENT OF TRANSPORTATION ACT: SECTION 4(f) RESOURCES

#### Proposed Action

##### Direct Impacts

The Proposed Action would occur entirely on Airport property. There are no parks, recreation areas, or wildlife or waterfowl refuges within or adjacent to the Project Site. As stated in **Chapter 4, Section 4.2.7**, there are no historically significant properties within the Project Site. Therefore, no direct impacts would occur to DOT Section 4(f) resources.

##### Indirect Impacts

The Proposed Action would not cause unforecasted growth in aircraft activity, nor would it cause any other changes that would cause indirect aircraft noise impacts. The Proposed Action would not cause a significant change in the visual setting that could indirectly impact a Section 4(f) resource. Because there would be no substantial impairment to any Section 4(f) resources, the Proposed Action would not constitute a constructive use under Section 4(f) of the DOT Act. Therefore, no indirect impacts would occur to any Section 4(f) Resource.

#### No Action

Under the No Action alternative, there would be no development that would cause direct or indirect impacts to a Section 4(f) Resource.

## **5.6 HAZARDOUS MATERIALS, SOLID WASTE, AND POLLUTION PREVENTION**

FAA Order 1050.1F, *Environmental Impacts: Policies and Procedures*, states that impacts to solid waste collection, control, and disposal due to airport construction projects must be assessed in an EA. Airport construction projects do not normally generate significant amounts of perishable or non-perishable waste, other than wastes associated with construction and demolition work. The following sections discuss the potential hazardous materials and solid waste impacts.

### **5.6.1 HAZARDOUS MATERIALS**

#### **Proposed Action**

During the construction phase of the Proposed Action, existing pavement would be removed for foundation work, parking lots, and rehabilitation of the apron and taxiway areas. Some excavation to below the existing subgrade may be required which may disturb soils in some areas beneath the existing pavement. Past spills in these areas have been remediated and all cases have been closed. Therefore, it is not expected that contaminated soils would be encountered. If soils are removed, testing would occur per applicable regulations and any contaminated soils would be properly disposed of in accordance with applicable regulations.

The Proposed Action would include the demolition of Buildings 259, 260, and 261. As noted in **Chapter 4, Section 4.2.6**, an environmental records review and site walkthrough was conducted within these buildings in March 2017. Those investigations identified potential asbestos containing materials, unused storage tanks, hydraulic lifts potentially containing hydraulic oil residue, and other signs of past chemical and hazardous material storage such as signage and staining.

To ensure proper management of any hazardous materials encountered during construction, Port Authority would require the contractor to develop site-specific health and safety plans. Tenants performing alterations on Airport property are required to comply with the health and safety requirements set forth in the Port Authority's *Tenant Construction and Alteration Manual* (March 2017), as well as all applicable health and safety laws. In addition, all activities associated with the construction and operation of the Proposed Action would comply with applicable Federal, state, and local regulations regarding the identification, transportation, and disposal of hazardous and non-hazardous material.

Further, materials that may contain lead-based paint would be disposed of according to applicable regulations. PCB-containing ballasts encountered in project work would be incinerated, recycled, or disposed of in an approved landfill, subject to applicable regulations. Transformer oil containing PCBs would be incinerated or recycled at approved facilities, also subject to applicable regulations. Likewise, mercury-containing lamps would be removed prior to demolition in accordance with Federal and state requirements. Mercury and lead in elemental form, such as thermostats, thermometers, switches, and solders would be removed and disposed of or recycled at approved facilities. It is unknown if all past storage tanks have been removed from the site. Any remaining storage tanks would be removed and properly closed out per applicable requirements.

Based on the discussion above, the Proposed Action would not result in an adverse impact related to contaminated/hazardous materials.

## **No Action**

No construction would take place if the Proposed Action were to not proceed. Therefore, the No Action alternative would not result in any impacts with regard to hazardous materials at the Project Site.

## **5.6.2 SOLID WASTE AND POLLUTION PREVENTION**

### **Proposed Action**

Construction and demolition debris would be generated by construction of the Taxiway Improvements (asphalt millings), demolition of Buildings 259, 260 and 261 (steel, metal, concrete), and construction of the Phase 1 and 2 Cargo facilities (steel, metal, sheetrock, other excess materials).

Construction and demolition (C&D) debris associated with the Proposed Action would be recycled to the greatest extent possible. Port Authority-wide policy requires that contractors recycle 75% of certain demolition debris items, which currently include steel, asphalt, Portland cement concrete (PCC) and clean soil. All excavated material would be disposed of in accordance with all Federal, state, and local regulations. The Port Authority would reduce the volume of asphalt millings to be disposed by recycling the millings to the extent possible.

There is sufficient disposal capacity (out-of-state landfills, recycling centers, and incinerators) in the greater metropolitan area to handle the anticipated volumes of waste generated by construction of the Proposed Action. Consequently, there would be no adverse impacts related to solid waste management from the Proposed Action. The disposal of debris would be coordinated between the Port Authority, the Developers, and a licensed waste hauler.

Based on the foregoing, the Proposed Action alternative would not result in impacts associated with solid waste or pollution.

## **No Action**

The No Action alternative would result in no physical changes to the Airport. Therefore, this alternative would not result in impacts associated with solid waste or pollution.

## **5.7 HISTORICAL, ARCHITECTURAL, ARCHAEOLOGICAL, AND CULTURAL RESOURCES**

### **Proposed Action**

The Proposed Action would include the demolition of Buildings 259, 260, and 261. These buildings are not on, or eligible to be included in, the National Register of Historic Places (NRHP). There are no other properties within the Area of Potential Effect (APE) that are known to be eligible for the NRHP. As the APE does not contain any historic or archaeological resources, the Proposed Action would have no adverse effects on historic properties.

The Proposed Action would not cause a significant change to the existing setting as it would redevelop the existing site with similar cargo buildings that already exist at and adjacent to and within view of the Project Site. Therefore, no direct or indirect impacts would occur to any historic properties. A request for concurrence with this determination was sent to the New York State Historic Preservation Office (SHPO). The SHPO concurred a letter on May 1, 2018 that no significant historical, archaeological, architectural, or cultural resources would be affected by the Proposed Action. A copy of these consultation letters is included in Appendix D.

## **No Action**

Under the No Action alternative, no construction would occur; therefore, the No Action alternative would have no impacts associated with historical, architectural, archaeological, or cultural resources.

## **5.8 LAND USE**

### **Proposed Action**

The Proposed Action would not change the urban characteristics of the existing land uses; therefore, it would not be incompatible with local zoning codes. The Proposed Action would not create a wildlife hazard as defined in FAA Advisory Circular (AC) 150/5200-33 nor would it affect any existing wildlife hazard areas. Therefore, the Proposed Action would not result in an adverse land use impact.

### **No Action**

The No Action Alternative would not change any of the physical characteristics of the Airport and would have no impact on land uses on or off of the Airport. Therefore, no land use impacts would occur.

## **5.9 ENERGY SUPPLY AND NATURAL RESOURCES**

### **Proposed Action**

Construction of the Proposed Action would require the use of natural resources for construction, including sand, gravel, steel, and wood, as well as energy (diesel and gasoline) to operate construction equipment. Operation of the Proposed Action would require electricity for lighting of the proposed buildings, parking lots, aprons and taxiways; and would consume electricity and natural gas for heating and cooling the buildings and fuel for ground service equipment.

Construction of the Proposed Action would meet the requirements of Port Authority's Sustainable Infrastructure Guidelines. In addition, the Phase 1 and 2 Cargo facilities would be designed to meet LEED Silver standards as required by Port Authority's Sustainable Building Guidelines.

Operation of the Proposed Action is not expected to cause an increase in aircraft or vehicular fuel consumption because the Proposed Action would not result in an increase in the number of aircraft operations or the number of surface vehicles accessing the Airport. The demand for fuel, natural gas and electricity associated with construction and operation of the Proposed Action would not exceed supplies provided by public utilities, energy companies, and fuel suppliers. Further, construction and operation of the Proposed Action would not deplete natural resources in the area and would, to the extent possible, reuse raw construction materials (soil, gravel, etc.) throughout the construction of the cargo facilities and taxiways. Therefore, the Proposed Action would not adversely affect the supplies of energy or natural resources.

### **No Action**

Under the No Action Alternative, no construction would occur; therefore, the No Action Alternative would have no effect on natural resources or on the local energy supply. Under this Alternative, cargo operations would continue to occur at other locations at JFK and fuel and energy usage for these operations would not change.

## 5.10 NOISE AND NOISE-COMPATIBLE LAND USE

### Proposed Action

The Proposed Action would accommodate existing cargo operations and would not cause unforecasted growth in aircraft activity, nor would it cause a change in fleet mix or a permanent change in runway use patterns because runway use is dictated by other factors including wind and overall airspace configuration. Therefore, no impacts from aircraft noise would occur.

Temporary noise impacts may occur in the vicinity of the construction sites. Earthwork and site preparation activities would result in noise generated by the types of equipment used on most construction sites.

Typical sound levels for different types of construction equipment are summarized in **Table 5-3, Typical Construction Equipment Sound Levels**. The sound level at a construction site is a function of, among other things, the type and number of equipment pieces being used and the duration of their operation. Noise levels resulting from operation of construction equipment are generally higher than those generated by normal vehicular traffic.

**Table 5-3**  
**TYPICAL CONSTRUCTION EQUIPMENT SOUND LEVELS**  
**John F. Kennedy International Airport**

CONSTRUCTION EQUIPMENT	MAXIMUM SOUND LEVEL (dBA) AT 50 FEET	SOUND LEVEL (dBA) AT RECEIVER BY DISTANCE (FEET)					
		1,000	1,500	2,500	5,000	7,500	10,000
Dump Truck	91	65	61	57	51	47	45
Front Loader	79	53	49	45	39	35	33
Backhoe	85	59	55	51	45	41	39
Jackhammer	88	62	58	54	48	44	42
Scraper	88	62	58	54	48	44	42
Grader	85	59	55	51	45	41	39
Dozer	80	54	50	46	40	36	34
Paver	89	63	59	55	49	45	43
Generator	78	52	48	44	38	34	32
Pile Driver	101	75	71	67	61	57	55
Rock Drill	98	72	68	64	58	54	52
Pump	76	50	46	42	36	32	30
Pneumatic Tools	86	60	56	52	46	42	40

Source: U.S. Environmental Protection Agency, *Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances*, Table IV, Immediate Abatement Potential of Construction Equipment; December 31, 1971. Computations of typical noise at 1,000 to 15,000 feet by Landrum & Brown, 2018 using the following equation, which is based on a standard fall-off rate of noise (approximately six dBA per doubling of distance):  $N_r = N_{r1} + 20 \cdot \log(r/r_1)$ ; where  $N_{r1}$  is the known noise level at a given distance ( $r_1$ ), and  $N_r$  is the unknown noise level at the known distance  $r$ .



The distance of the closest residential area to the Proposed Action construction site is approximately 1,490 feet away. The residential area is separated from the Airport by major highways. Construction noise associated with the Proposed Action would not be expected to cause a significant impact on the neighborhood because of the distance to the construction site (sound attenuates with distance) and because other sources of noise in the area (roads and Airport) would be greater than construction-related noise.

Noise from cargo trucks would also be audible at the proposed new cargo facilities. Similar to construction vehicles, cargo trucks would not typically operate in residential areas. The Proposed Action would accommodate existing cargo activity and would not increase the number of trucks operating at JFK. The Proposed Action would change the location at which cargo trucks operate. However, cargo trucks would still use the main highways to access JFK and would not be expected to operate within residential areas. Therefore, no significant change in noise levels from cargo trucks would be expected to occur in the vicinity of residential or other noise-sensitive areas.

All construction activities would be conducted in accordance with FAA AC 150/5370-10G, Standards for Specifying Construction for Airports, as well as Port Authority regulations and local noise ordinances to ensure no significant construction noise impacts would occur. Construction activity would typically be conducted during the hours of 7:00 a.m. and 6:00 p.m. on weekdays. Construction activities would require a construction Noise Control Plan (NCP) to minimize construction noise as mandated in Chapter 28, Title 15 of the City of New York Administrative Code, Citywide Construction Noise Mitigation. The NCP would incorporate various noise control measures in accordance with the New York City Citywide Construction Noise Mitigation policy and to demonstrate compliance with the City's Noise Control Code (Local Law No. 113 of 2005). The following noise control measures are recommended to minimize these potentially adverse effects in the community:

- If pile driving is necessary, reduce the impact sound of the ram hitting the pile cap by placing a resilient pad in the anvil chamber.
- Reduce the discharge sound of the hammer's air exhaust by installing a rectangular steel enclosure lined with acoustically absorptive material to provide both sound absorption and a limp mass noise barrier.
- Reduce the "ringing" noise of the steel piles by utilizing acoustical paint across the web of each pile at 4- to 6-foot intervals.
- Prohibit pile driving at night (between the hours of 11:00 pm and 6:00 am).

## **No Action**

The No Action Alternative would not cause any changes to aircraft operations; therefore, this Alternative would not result in changes to existing noise levels associated with aircraft operations. No construction activity would occur under the No Action Alternative; therefore, there would be no construction-related noise.

## **5.11 SOCIOECONOMIC IMPACTS, ENVIRONMENTAL JUSTICE, AND CHILDREN'S ENVIRONMENTAL HEALTH AND SAFETY RISKS**

Social impacts have been assessed to determine the effect, if any, that implementation of the Proposed Action would have on social and economic conditions of the surrounding communities. The types of social impacts that may arise from airport development include:

- Induced economic growth in an area, either directly or indirectly
- Disruption of an established community;
- Extensive relocation of housing when sufficient replacement housing is unavailable;
- Extensive relocation of community businesses that would cause severe economic hardship for affected communities;
- Disruption of local traffic patterns that substantially reduce the levels of service of roads serving an airport and its surrounding communities; or
- A substantial change in the community tax base.

In addition, this analysis includes an assessment of potential Environmental Justice issues and Children's Environmental Health and Safety Risks.

### **5.11.1 INDUCED IMPACTS**

No permanent change in employment or economic activity would occur as a result of the Proposed Action, but a temporary increase in employment would occur during construction. Any inducement of demand on public services would be temporary.

### **5.11.2 RELOCATION OF RESIDENCES**

No residences would need to be relocated as part of the Proposed Action.

### **5.11.3 RELOCATION OF BUSINESSES**

The Proposed Action would include the relocation of cargo activity from existing facilities at JFK to the proposed North Cargo Redevelopment, and would not involve relocation of any businesses that are outside of the Airport. Accordingly, the Proposed Action would not result in a hardship to the businesses or surrounding communities.

### **5.11.4 DISRUPTION OF LOCAL TRAFFIC PATTERNS**

Pursuant to the FAA's 1050.1F Desk Reference, potential changes to traffic is a factor that must be considered in an EA. Disruptions to traffic patterns may occur due to congestion or changes in roadway alignment.

Surface vehicle traffic access at JFK is primarily provided via I-678 (the Van Wyck Expressway) and the JFK Expressway, which connect to the Belt Parkway and other main roadways. Public transit options include the JFK AirTrain, which is an elevated people mover that travels between the passenger terminals and Jamaica Station and Howard Beach Station. Several bus routes also stop at the passenger terminals and other locations at JFK. Several local and regional truck routes are accessible from the Project Site via the JFK Expressway. Commercial trucks are prohibited on the Belt Parkway; although, truck transit through that corridor can be made via the North and South Conduit Roads along the Belt Parkway.

**Exhibit 4-2, *Surface Transportation***, shows the main travel corridors and other surface transportation facilities at and around JFK.

No changes to roadway alignment would occur as a result of the Proposed Action. Temporary increases in traffic volumes would occur during construction of the Proposed Action. If necessary, standard traffic engineering techniques would be utilized to direct the flow of traffic during construction. Construction workers would park onsite or in nearby lots. Construction staging would occur on site or on nearby storage yards which would reduce the distance that construction vehicles would need to drive to and from the construction site and the staging location. Temporary construction impacts could include increased commercial traffic on main roads, increased traffic congestion, increased travel distances, and increased travel times for drivers. Normal neighborhood vehicular traffic patterns could also be disrupted if drivers chose to cut-through neighborhoods to avoid congestion on non-residential routes. The construction of the Proposed Action would also result in increased construction-related traffic in the vicinity of the Airport. Temporary construction impacts could also include increased noise, dust, vibration, congestion, and truck traffic along roadways.

To ensure proper management of on-Airport and off-Airport traffic during construction, Port Authority would require the contractor to develop site-specific traffic management plans. The plans which would specify hours of operation to limit construction traffic during nights and weekends, haul routes to avoid residential areas, and similar controls to reduce potential construction traffic impacts.

The Proposed Action would require a relocation of cargo activity from Cargo Zones A and C to Cargo Zone D, which would shift employee and cargo vehicle routes and change traffic patterns. The primary change would be the increase of traffic on North Boundary Road and reconfiguration of intersections (modification to turn lanes) to access the North Cargo Area. While this road is accessible to the public, it is not an integral part of the local traffic infrastructure. As a result, no disruptions of local traffic patterns that substantially reduce the levels of service of the roads serving the Airport and its surrounding communities would occur.

### **5.11.5 LOSS IN COMMUNITY TAX BASE**

There would be no permanent change in the community tax base from the Proposed Action; therefore, no impacts from loss in tax revenue would occur.

### **5.11.6 ENVIRONMENTAL JUSTICE**

In determining whether a proposed project or activity is in compliance with Executive Order 12898 on environmental justice<sup>42</sup>, two factors must be considered. The first is whether the proposal is likely to have adverse effects on minority or low-income populations. The second is to determine whether the adverse impacts are disproportionately high on minority or low-income populations. "Adverse effects" are defined as "...the totality of significant individual or cumulative human health or environmental effects, including interrelated social and economic effects..." "Disproportionately high and adverse effects" are those that are "predominately borne by a minority population and/or a low-income population, or will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority population and/or non-low-income population."<sup>43</sup>

<sup>42</sup> Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, February 11, 1994.

<sup>43</sup> U.S. Department of Transportation (DOT) Order 5610.2, Environmental Justice in Minority Populations and Low-Income Populations, was issued on April 15, 1997. Order 5610.2a, Department of Transportation Updated Environmental Justice Order, was issued on April 4, 2011.

The Proposed Action would not result in any significant adverse environmental impacts. No direct impacts would occur to residential areas where minority or low-income populations may reside. Residential areas would not experience significant induced or indirect impacts, such as noise, traffic, or visual effects. Therefore, no disproportionate impact would occur to minority or low-income populations as a result of the Proposed Action.

### **5.11.7 CHILDREN'S ENVIRONMENTAL HEALTH AND SAFETY RISKS**

Pursuant to Executive Order 13045, *Protection of Children from Environmental Health Risks and Safety Risks*, Federal agencies are directed, as appropriate and consistent with the agency's mission, to make it a high priority to identify and assess environmental health risks and safety risks that may disproportionately affect children.

Construction and operation of the Proposed Action would not create environmental health risks or safety risks for any persons, regardless of age. The Project Site would be cordoned off and access would be restricted. In addition, trucks operating in connection with construction and cargo trucks that will serve the new cargo facilities will utilize major highways (e.g., the Van Wyck Expressway, the JFK Expressway, and other main roadways) are not expected to use streets in residential areas. Therefore, there would be no potential significant impact to children's environmental health and safety under either the Proposed Action or the No Action Alternative.

### **5.11.8 SUMMARY OF POTENTIAL SOCIOECONOMIC IMPACTS**

This section summarizes the analysis of potential socioeconomic impacts, including potential induced impacts, relocation of residences or businesses, changes to traffic patterns, tax base implications, children's health and safety, and environmental justice.

#### **Proposed Action**

The Proposed Action would not result in adverse socioeconomic impacts, induced impacts, environmental justice, or children's environmental health and safety risks impacts.

#### **No Action**

The No Action Alternative would not change any of the physical characteristics of the Airport and would have no impact on- or off - Airport; therefore, this Alternative would not result in significant socioeconomic impacts.

## **5.12 WATER RESOURCES**

The following discussion provides an analysis of the potential impacts to water resources resulting from the implementation of the Proposed Action and the No Action Alternative.

### **5.12.1 FLOODPLAINS**

#### **Proposed Action**

As shown in Exhibit 4-4, the Proposed Action would not occur within or adjacent to the 100-year floodplain. Furthermore, the site is not within the 100-year floodplain of the Advisory Base Flood Elevations (ABFE) published by FEMA in 2013. The Proposed Action is not considered a "critical action", as defined in the Water Resources Council Floodplain Management Guidelines. A critical action is any activity for which even a slight chance of flooding would be too great. The critical action floodplain is defined as the 500-year floodplain (0.2 percent chance floodplain). The Proposed Action would not be considered a critical action.

In following the guidelines of Executive Order 11988, *Floodplain Management*, the Proposed Action would not have a significant impact or adversely affect the base floodplain.

Based on the reasons stated above, the Proposed Action would not encroach upon a floodplain and would not increase the probability of loss of human life; would not increase the likelihood of future property damage or substantial cost due to loss of a vital transportation facility; and would not cause a notable adverse impact on natural and beneficial floodplain values.

## **No Action**

The No Action alternative would not include any construction and would not change any of the physical characteristics of the Airport. Therefore, the No Action would not result in any floodplain impacts.

### **5.12.2 SURFACE WATER RESOURCES**

#### **Proposed Action**

The Proposed Action would have no direct impacts on the surface water bodies surrounding JFK. All redevelopment activities would occur at a considerable distance from water bodies. The closest surface water body within the same drainage area is the Bergen Basin, which is located approximately 5,620 feet from the location of the Proposed Action. The Proposed Action would not require any alteration to Jamaica Bay or its tributaries.

#### Stormwater Runoff

The Proposed Action would not adversely impact the quantity or quality of stormwater runoff. The reconfiguration of the access roadways to the North Cargo Area would remove some landscaped areas and create approximately 0.5 acres of impervious surface. The Airport's current stormwater system program would accommodate any additional stormwater runoff in compliance with the State Pollution Discharge Elimination System (SPDES) Permit.<sup>44</sup> Minor site grading and stormwater channeling would be conducted to facilitate proper drainage within the North Cargo Area. All stormwater modifications would be in compliance with the existing SPDES permit requirements.

The Proposed Action would not change the amount of aircraft deicing/anti-icing fluids applied at the JFK because the proposed cargo facilities would accommodate cargo operations currently conducted at other locations at the Airport. Cargo aircraft operating at the proposed North Cargo Redevelopment would either be de-iced onsite or at another approved location. Aircraft operators would be required to collect and properly dispose of or recycle used de-ice fluid. There may be a slight increase in pavement deicers due to the widening of Taxiway CA and Taxiway CB. Deicing activities would comply with all EPA guidelines regarding discharges of deicing fluids and BMPs would be implemented as specified in JFK's SPDES permit. All discharges occurring via the stormwater conveyance system would be required to be in compliance with the requirements set forth in the Port Authority permit.

BMPs for the SPDES permit be incorporated into the project's construction contract and become an obligation of the contractor. The Port Authority would monitor compliance with these practices and assure that the storm sewer and receiving water systems are protected. A Stormwater Pollution Prevention Plan (SWPPP) would outline the BMPs for construction contractors to follow to reduce runoff and protect water quality. Proper implementation of the SWPPP would ensure that the quality of stormwater would not be significantly deteriorated due to construction activities. Contractors would be required to comply with all applicable

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<sup>44</sup> Permit issued by the New York State Department of Environmental Conservation (NYSDEC) to the Port Authority (Permit# NY-0008109).



Federal, state, and local laws and regulations, including FAA guidance contained in AC 150/5370-10G, including Item P-156, *Temporary Air and Water Pollution, Soil Erosion and Siltation Control*, AC 150/5320-15A *Management of Airport Industrial Waste*, and AC 150/5320-5D, *Subsurface Drainage Design*.

#### Sanitary Wastewater

There would be no change to the quality or quantity of sanitary wastewater generated by the Proposed Action at the Airport. As such, the Proposed Action is not expected to significantly affect the quality of sanitary sewage because the level of aircraft activity and the number of passengers and employees is expected to be the same with or without the Proposed Action. The Proposed Action would include installation of utilities on site to connect to existing wastewater collection infrastructure. Utility installation would occur within the overall development site shown in Exhibit 1-2.

#### **No Action**

The No Action alternative would not result in any impacts to surface water resources.

### **5.12.3 GROUNDWATER**

#### **Proposed Action**

The Proposed Action would include removal or rehabilitation of existing pavement to prepare the site for new development. Some excavation would be conducted for pavement rehabilitation and new underground utilities that may require full depth pavement excavation. Excavation during construction could contact groundwater because of the shallow depth to groundwater in the area.

During construction, any excavated soil that exhibits signs of petroleum contamination (e.g., odor, staining, saturation) would not be reused and would be tested and then disposed of in compliance with applicable laws. Dewatering of excavations would be performed in compliance with JFK's Long Island Well Permit. If necessary, contaminated groundwater would be collected and disposed off-site or treated to levels required by the Port Authority's SPDES permit and discharged. These management techniques have been applied to other redevelopment sites within the Airport and would be applicable to the Proposed Action. Therefore, implementation of the Proposed Action is expected to have no adverse impact on groundwater.

#### **No Action**

The No Action alternative would not result in any impacts to groundwater resources.

### **5.12.4 WETLANDS**

The majority of the Proposed Project Site and surrounding area is paved with some unpaved landscaped areas along the periphery of the site. Based on a site survey performed by AKRF on behalf of the Port Authority in March 2018. The results of this wetland field survey are included in Appendix E. No mapped wetlands or other surface waters were identified on or within 150 feet of the Proposed Project Site. Therefore, no wetlands or wetland adjacent areas under the jurisdiction of the U.S. Army Corps of Engineers or NYSDEC are present within the Project Site.

## **5.13 VISUAL EFFECTS**

FAA Order 1050.1F, *Environmental Impacts: Policies and Procedures*, requires evaluation of the extent to which any visual effects or light emissions associated with an airport action could cause a change in setting or a nuisance or annoyance to people surrounding the airport.

### **5.13.1 LIGHT EMISSIONS**

#### **Proposed Action**

The Proposed Action would be limited to the addition of typical building and apron lighting and relocation of taxiway lighting within the North Cargo Area. In the past, the North Cargo Area had similar lighting in place at the location of the proposed Phase 1 cargo facility; although the existing facilities have been vacant for two or more years. The Proposed Action would install new lighting for the proposed new cargo buildings, aprons, and parking lots. The relocated taxiways would also require new centerline and edge lighting. The distance of the closest residential area to the Project Site is approximately 1,490 feet away. The new lighting for the proposed buildings, apron, and parking areas would be directed downward and would not be expected to significantly increase the amount of light emissions within any residential areas due to distance between the North Cargo Area and the neighborhoods. In addition, lighting on the highways separating the neighborhoods from the Airport likely would obscure any light impacts from the Proposed Action. As such, no adverse impact would result from light emissions due to the Proposed Action.

#### **No Action**

Under the No Action Alternative, there would be no changes to Airport lighting, and therefore, no new impacts from light emissions would occur.

### **5.13.2 VISUAL RESOURCES AND VISUAL CHARACTER**

#### **Proposed Action**

The Proposed Action would not change the visual environment in the project area. The location of the Proposed Action currently consists of typical airport buildings and their associated features (parking lots and apron areas) and pavement. The Proposed Action would construct similar structures and features that are currently at the North Cargo Area. Although the configuration of taxiway pavement would change and the old buildings would be replaced with two modern buildings, the visual character would remain the same (i.e., an industrial cargo operation).

#### **No Action**

Under the No Action Alternative, there would be no construction or physical changes. Since there would be no new development, there would be no change in the visual and aesthetic environment.

## **5.14 OTHER CONSIDERATIONS**

### **5.14.1 POSSIBLE CONFLICTS**

There are no known conflicts between the Proposed Action and the objectives of Federal, state, regional, or local land use plans, policies, or controls for the JFK area.

A number of environmental approvals (e.g., consistency determination for Coastal Zone Management, SPDES permit from NYSDEC) would be obtained prior to construction of the Proposed Action. The design and construction of the Proposed Action are similar to other existing taxiways and cargo facilities at JFK. The Proposed Action would be consistent with local regulations, land use plans, and zoning. The Proposed Action would be subject to the requirements of State and Federal programs, including the SPDES permit and coastal zone regulations. Therefore, the Proposed Action is not likely to be inconsistent with any Federal, state, or local law or administrative determination relating to the environment.

### **5.14.2 CONSISTENCY WITH APPROVED PLANS OR LAWS**

The Proposed Action would be consistent with plans, laws, or administrative determinations relating to the environment of Federal, state, regional, or local agencies. JFK is an international gateway to the U.S. Modernization of cargo facilities and consolidation of cargo operations in Cargo Zone D was recommended in the 2013 JFK Air Cargo Study. The Study concluded that Maintenance and modernization of JFK's facilities is essential for the Airport to maintain its competitive edge and continue to be a regional economic engine. The Proposed Action is consistent with that recommendation.<sup>45</sup>

### **5.14.3 MEANS TO MITIGATE ADVERSE IMPACTS**

No significant impacts associated with the Proposed Action have been identified that would require mitigation to obtain Federal permits or approvals. Means of preventing, minimizing, or mitigating potential adverse environmental impacts are incorporated into the plans for constructing and operating the Proposed Action (e.g., BMPs, compliance with permits and applicable laws, compliance with Port Authority policies and requirements). Best management practices would be implemented during construction to limit temporary impacts. BMPs that would be implemented are noted for each of the impact categories previously discussed in this chapter.

## **5.15 CUMULATIVE IMPACTS**

The CEQ NEPA regulations (40 CFR 1508.7) define a cumulative impact as "...the impact on the environment, which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency, Federal or non-Federal, or person undertakes such other actions. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time." This cumulative impact analysis was conducted to comply with the intent of FAA Order 1050.1F, DOT Order 5610.1D, *Procedures for Considering Environmental Impacts [Draft]*, and the January 1997 CEQ guidance.

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<sup>45</sup> In addition, a separate and subsequent study of challenges facing JFK acknowledged the findings of the 2013 JFK Air Cargo Study. "A Vision Plan for JFK, Recommendations for a 21st Century Airport for the State Of New York", prepared by Governor Cuomo's Airport Advisory Panel January 4, 2017.

The cumulative impacts resulting from implementation of the Proposed Action have been assessed for other projects at JFK. The cumulative impacts analysis presented in this EA includes a review of available environmental documents for these projects.

### **5.15.1 PAST PROJECTS**

#### **Demolition of Hangars 3, 4, & 5**

This project included the demolition of Hangars 3, 4, and 5 within the North Cargo Area at JFK. These hangars were located north of Runway 13L-13R and Taxiway C. Each of these Hangars was a three bay structure that occupied approximately 300,000 square feet of floor space. In July 2014, the FAA made a determination that the demolition of Hangars 3, 4, and 5 qualified for a Categorical Exclusion from preparation of a formal EA. At the time of demolition, which was completed in 2015, no plans for redevelopment had been proposed.

#### **Runway 4R-22L Rehabilitation Project**

This past project included mill and overlay of the full 8,400 foot length of Runway 4R-22L to maintain a state-of-good-repair. Also included as part of the project was the rehabilitation of Taxiways E and J, and the improvement of Taxiways F and H. The Port Authority completed the NEPA process for this project in early 2017. Construction was completed in November 2017.

### **5.15.2 CURRENT PROJECTS**

#### **JFK TWA Flight Center Hotel**

This project involves the redevelopment and conversion of the former TWA Flight Center at Terminal 5 into a new Airport Hotel Project. This project includes the rehabilitation, restoration, and repurposing of the historic TWA Flight Center and the construction of two new guest room buildings adjacent to the sides of the TWA Flight Center. This project entails demolition of non-historic elements on the project site, and preservation of the TWA Flight Center that was designed by Eero Saarinen and opened in 1962. An EA was prepared for this project. The FAA issued a FONSI/ROD on August 29, 2016. Construction is expected to be complete by 2021.

#### **Rehabilitation of Taxiways Q, QG and Restricted Vehicle Service Road**

This project is a mill and asphalt concrete overlay with improvements to lighting, signage, markings and drainage of the following JFK taxiways and service road:

- Taxiway Q, parallel to Runway 13R-31L, from Runway 13R to the west, to Taxiway N to the east;
- Taxiway QG from end to end; and
- Restricted Vehicle Service Road section parallel to and adjacent to Taxiway Q.

The above mentioned Taxiway Q is a vital connection for aircraft departing on Runway 13R or arriving on Runway 13L. Taxiway QG provides access to and from hangars and cargo facilities at the southwest section of JFK. This rehabilitation project also includes fillet widening at five adjacent intersections and was approved as a categorical exclusion. Construction began in September 2017 and is expected to be complete by November 2019.

### **5.15.3 REASONABLY FORESEEABLE FUTURE PROJECTS**

#### **Fuel Tank Installation**

This proposed project includes the installation of two 81,240 barrel above-ground tanks for the storage of jet fuel at JFK. An EA was prepared for the project. The FAA issued a FONSI in April 2018. Construction is expected to start during the summer of 2018 and be completed by the summer of 2020.

#### **Rehabilitation of Runway 13L-31R**

The project involves the rehabilitation of Runway 13L-31R and the reconfiguration of connected taxiways to achieve Airplane Design Group (ADG) VI design standards. Runway 13L-31R is in need of rehabilitation to maintain operability of the runway. The runway will be reconstructed in concrete and the width will be increased to 200 feet. A new high-speed taxiway will also be constructed. Taxiways U and V will be realigned to allow the A380 to land on Runway 31R. An EA is currently being prepared for this project. Construction is expected to occur in 2019.

#### **JFK Vision Plan**

The 2017 JFK Vision Plan<sup>46</sup> includes high-level recommendations for the improvement of JFK related to, among other things, terminal configurations, Airport Access, Airport roadways, Airport operations, and cargo. No projects from the JFK Vision Plan have been identified that are ripe for development at this time.

### **5.15.4 CUMULATIVE IMPACTS BY ENVIRONMENTAL CATEGORY**

Even when impacts are determined to be individually insignificant, the impacts can be collectively significant when taking place over a period of time. Therefore, the cumulative effects of environmental impacts were considered only for those categories determined to have impacts due to the Proposed Action. The construction schedule of the Proposed Action would overlap with the construction of the following projects at JFK:

- TWA Flight Center Hotel
- Fuel Tank Installation
- Rehabilitation of Runway 13L/31R

#### **Air Quality**

The Proposed Action would cause a temporary change in the net emissions due to the operation of construction equipment as noted in Section 5.1 of this Chapter. However, the emissions would be *de minimis* under the Clean Air Act (as amended in 1990) General Conformity Rule and would not interfere with New York State's plans to attain and maintain national standards for air quality. Further, the *de minimis* emissions are not expected to cause an exceedance of any of the NAAQS, delay the attainment of any NAAQS, or worsen an existing violation any NAAQS.

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<sup>46</sup> A Vision Plan for JFK, Recommendations for a 21st Century Airport for the State of New York, January 4, 2017 (JFK Vision Plan). The proposed North Cargo Redevelopment that is the subject of this EA was recommended in the 2013 JFK Air Cargo Study. The 2013 JFK Air Cargo Study predates the JFK Vision Plan. The JFK Vision Plan incorporated the recommendations from the 2013 Cargo Study.



Other construction projects are anticipated to have construction schedules that would overlap with the Proposed Action. All related projects at JFK are subject to similar construction best management practices and would be required to meet all applicable Port Authority construction and operational requirements, permits, and best management practices to prevent/minimize impacts, and other requirements under State, Federal and local law. Total annual emissions from the Proposed Action and other projects with overlapping construction schedules are summarized in **Table 5-4, Cumulative Emissions Inventory**.

**Table 5-4**  
**CUMULATIVE EMISSIONS INVENTORY (IN SHORT TONS PER YEAR)**  
**John F. Kennedy International Airport**

YEAR	SOURCE	CO	VOC	NO <sub>x</sub>	SO <sub>x</sub>	PM <sub>2.5</sub>	PM <sub>10</sub>
<b>NORTH CARGO REDEVELOPMENT</b>							
2018	Construction	7.0	1.9	22.8	0.1	0.9	0.8
2019	Construction	6.4	20.2	7.4	0.0	0.4	1.0
2020	Construction	12.8	14.6	21.6	0.1	1.0	2.7
2021	Construction	5.6	10.4	9.1	0.0	0.4	1.3
<b>TWA FLIGHT CENTER HOTEL</b>							
2018	Construction	1.0	0.2	3.5	0.0	0.2	0.0
2018	Operation	0.4	0.2	0.2	0.0	0.5	0.0
2019	Operation	0.4	0.2	0.2	0.0	0.5	0.0
2020	Operation	0.4	0.2	0.2	0.0	0.5	0.0
2021	Operation	0.4	0.2	0.2	0.0	0.5	0.0
<b>RECONSTRUCTION OF RUNWAY 13L-31R AND ASSOCIATED TAXIWAYS</b>							
2018	Construction	0.0	0.0	0.0	0.0	0.0	0.0
2019	Construction	26.6	10.4	62.1	0.1	4.8	14.2
<b>JFK FUEL TANK INSTALLATION</b>							
2018	Construction	7.7	5.2	3.5	0.0	0.2	0.4
2018	Operation	0.0	0.9	0.0	0.0	0.0	0.0
2019	Operation	0.0	0.9	0.0	0.0	0.0	0.0
2020	Operation	0.0	0.9	0.0	0.0	0.0	0.0
2021	Operation	0.0	0.9	0.0	0.0	0.0	0.0
<b>ALL PROJECTS</b>							
2018	Construction and Operation	16.2	8.3	29.9	0.1	1.8	1.2
2019	Construction and Operation	33.4	31.7	69.7	0.1	5.7	15.2
2020	Construction and Operation	13.2	15.7	21.7	0.1	1.6	2.7
2021	Construction and Operation	6.1	11.5	9.3	0.0	0.9	1.3

- Sources:
1. Environmental Assessment & USDOT Section 4(f) Evaluation; TWA Flight Center Hotel Project, John F. Kennedy International Airport, Queens, New York; Final, July 2016.
  2. John F. Kennedy International Airport Fuel Tank Installation FINAL Environmental Assessment, April 2018.
  3. Reconstruction of Runway 13L-31R and Associated Taxiways Project, John F. Kennedy International Airport, Draft Environmental Assessment, September 2018.
  4. Landrum & Brown analysis, 2018.

The combined construction air emissions of the North Cargo Redevelopment, the Reconstruction of Runway 13L-31R, the Fuel Tank Installation Project, and the TWA Flight Center Hotel Project is provided in Table 5-4 to assess whether the air quality de minimis standard is exceeded. As shown in Table 5-4, the applicable de minimis standards would not be exceeded by cumulative construction emissions.

## **Coastal Resources**

### Coastal Zone Management Program

The area affected by the Proposed Action is within the coastal zone, but would not adversely impact coastal zone resources and is consistent with the Waterfront Revitalization and Coastal Resources Act (WRCRA) and the New York City Waterfront Revitalization Program (see concurrence letter in Appendix C). Because the Proposed Action would not affect the coastal zone for the State of New York, there are not expected to be cumulative adverse impacts to the coastal zone as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Coastal Barriers

There would be no coastal barrier impacts associated with the Proposed Action because there are no coastal barriers or any areas subject to the Coastal Barriers Resources Act of 1982 or the Coastal Barriers Improvement Act of 1990 in the vicinity of JFK. Therefore, no cumulative impacts to coastal barriers would occur as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Department of Transportation: Section 4(f) Resources

The proposed North Cargo Redevelopment would not cause a direct or indirect impact to any DOT Section 4(f) properties. Because there would be no impairment to any Section 4(f) resources, the Proposed Action in combination with other known or reasonably foreseeable projects at JFK would not cause cumulative adverse impacts to Section 4(f) resources.

### Noise

The proposed Taxiway Improvements and the Phase 1 and 2 Cargo facilities would be located completely on Airport property, and as discussed in Section 5.10 above, operation of the Proposed Action would not cause an increase in aircraft-related noise levels. Therefore, there would be no potential for significant cumulative impacts as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Land Use

The Proposed Action would occur entirely on Airport property and would be compatible with existing zoning, surrounding area land use plans, and the land uses on the Airport. In addition, they would not create a wildlife hazard as defined in FAA AC 150/5200-33 nor affect any existing wildlife hazard area. Therefore, no cumulative adverse impacts on compatible land use would occur as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Socioeconomic Impacts, Environmental Justice, and Children's Health and Safety Risks

The Proposed Action would not be expected to contribute to any significant adverse cumulative socioeconomic impacts when considered in conjunction other known or reasonably foreseeable projects at JFK. The Proposed Action would occur entirely on Airport property and would replace existing facilities and accommodate existing cargo operations. The Proposed Action would not cause any relocation of housing, cause significant adverse impacts to businesses. The Proposed Action would not cause any impacts that would disproportionately affect minority or low-income populations.

Construction of the Proposed Action would result in increased construction related traffic in the vicinity of the Airport. This construction traffic would be temporary and is not expected to cause a significant impact on local roadways. The proposed Action would alter traffic patterns as it would relocate traffic from employees and cargo vehicles to the North Cargo Area from other locations at JFK. The primary roads that would be accessed by employees and cargo trucks to and from the site would be North Boundary Road and the ramps to and from the JFK Expressway. Other projects in the planning or construction stages do not appear to include any activities that would result in long-term impacts to surface transportation on these roadways. Therefore, no cumulative adverse impacts are expected as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Floodplains

The Proposed Action would not encroach upon the 100-year floodplain. Therefore, there would be no cumulative floodplain impacts as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Water Resources

There would be an increase in the impervious area resulting from the reconfiguration of vehicle access points along the landscaped area adjacent to the North Cargo area. The total additional impervious areas resulting from the Proposed Action would be approximately 0.5 acres. The additional stormwater runoff would be accommodated by the stormwater collection system at JFK. The Proposed Action would not increase pollutant loads that could degrade water quality. All construction activities would be conducted following Best Management Practices (BMP's) and applicable local, state, and Federal regulations. Therefore, no cumulative impact to surface water or groundwater quality would occur as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### **Wetlands**

There are no identified wetlands or regulated water features in the Project Site. Therefore, no cumulative adverse impacts on wetlands would occur as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

### Historic, Architectural, Archaeological, and Cultural Resources

The Proposed Action would not directly impact any Historic, Architectural, Archaeological, and Cultural Resources. The Proposed Action would not change the existing setting or cause any indirect impacts to potential historic or cultural resources. Therefore, no significant cumulative impacts would occur to Historic, Architectural, Archaeological, and Cultural Resources as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

#### Natural Resources and Energy Supply

The Proposed Action would not increase the use of natural resources or energy consumption. The Proposed Action and other known or reasonably foreseeable future projects do not appear to include any activities that would require new sources of energy that could not be accommodated by existing facilities. The combination of these projects with the Proposed Action also does not appear to require major changes in energy facilities or use. Based on the list of recent, ongoing, and future projects, no cumulative adverse impacts on energy supply or natural resources are expected as a result of the Proposed Action in combination with other known or reasonably foreseeable projects at JFK.

#### Hazardous Materials, Pollution Prevention, and Solid Waste

The Proposed Action would not increase the quantity of hazardous materials present in the environment or increase levels of contamination. Based on the list of known and reasonably foreseeable projects, there are no other projects that, when combined with the Proposed Action, would result in significant adverse cumulative impacts related to hazardous materials. Therefore the Proposed Action would not contribute to any cumulative impacts from future actions with respect to hazardous materials.

Solid waste would be generated from the Proposed Action in the form of pavement and building materials from the demolition of the existing buildings and removal of pavement on the site. Materials and debris would be recycled to the greatest extent feasible. Materials that cannot be recycled would be disposed of in accordance with all Federal, state, and local regulations. There is sufficient disposal capacity (out-of-state landfills, recycling centers, and incinerators) in the greater metropolitan area to handle the waste load. The other projects that would occur at the same time are subject to the same Port Authority recycling policy and solid waste laws as is the Proposed Action, and are not expected to generate significant amounts of solid waste that would exceed existing disposal capacity. Therefore, the Proposed Action in combination with other known or reasonably foreseeable projects would not contribute to any cumulative impacts with respect to solid waste.

### **5.15.5 SUMMARY OF CUMULATIVE IMPACTS**

The cumulative impact of the Proposed Action, when added to the other past, present, and reasonable foreseeable future actions described above, is collectively insignificant. When considered together with other projects recently completed, underway, and proposed at JFK, the Proposed Action is consistent with the long-range goals of the Port Authority. The cumulative impact of these actions, which includes upgrading and improving the efficiency of Airport facilities, is generally anticipated to be positive. All applicable construction mitigation procedures would be put into place to minimize potential adverse impacts.

## **5.16 ADVERSE IMPACTS THAT CANNOT BE AVOIDED IF THE PROPOSED ACTION IS IMPLEMENTED**

Because implementation of the Proposed Action would not result in any significant adverse environmental impacts, there would not be any adverse impacts of the Proposed Action that cannot be avoided.

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## **CHAPTER 6 PUBLIC INVOLVEMENT**

In accordance with the National Environmental Policy Act and the Council on Environmental Quality regulations, the Port Authority of New York and New Jersey (the Port Authority) has and will continue to involve the public in the decision-making process for this Proposed Action. The Port Authority is committed to ensuring that stakeholders are informed about this Proposed Action and its benefits and potential impacts. The Draft Environmental Assessment (EA) included agency consultation and a public review and comment period as documented in the following sections.

### **6.1 AGENCY CONSULTATION**

As part of the NEPA process for this Proposed Action, the Port Authority consulted with many Federal, state, and local agencies. The Port Authority presented the progress to-date on the project and requested comments and/or concerns related to the Proposed Action. Those agencies that were consulted included the following:

- New York Department of State
- New York State Historic Preservation Office

### **6.2 OPPORTUNITY FOR PUBLIC COMMENT**

The Port Authority of New York & New Jersey (Port Authority) published a Notice of Availability of the Draft Environmental Assessment (EA), providing the public an opportunity to review and comment on the North Cargo Redevelopment project at John F. Kennedy International Airport (JFK). Notice was published in daily papers (*Daily News* (Queens), *Greek National Herald*, *Newsday*, and *Sing Tao Daily*) and weekly papers (*El Especialito*, *Queens Chronicle*, *Queens Courier*, *Queens Gazette*, *Queens Ledger*, *Queens Times Ledger*, and *Queens Tribune*). It was also published on the Port Authority's website <http://www.panynj.gov/about/studies-reports.html>. The Draft EA was made available for review from November 1, 2018 to November 30, 2018.

Two public comments were received on the Draft EA. Copies of these comments and responses to these comments are included in Appendix F. Copies of proofs of publication of the newspaper notice announcing the availability of the Draft EA and opportunity for public comment are also included in Appendix F. The following information was included in the notice:



**THE PORT AUTHORITY OF NEW YORK & NEW JERSEY  
NOTICE OF AVAILABILITY and REQUEST FOR COMMENT  
Draft Environmental Assessment  
North Cargo Redevelopment  
John F. Kennedy International Airport, Queens, New York**

In accordance with the National Environmental Policy Act (NEPA), notice is hereby given that copies of a Draft Environmental Assessment (EA) for the proposed North Cargo Redevelopment project at John F. Kennedy International Airport (JFK) are available for public review and comment at the following locations:

The Port Authority of NY & NJ  
John F. Kennedy International Airport  
General Manager's Office  
Building 14, 2nd Floor  
Jamaica, NY 11430  
Hours: 08:00 am to 04:00 pm

The Port Authority of NY & NJ  
Aviation Department  
4 World Trade Center, 18th Floor  
New York, NY 10007  
Attn: Kathryn Lamond  
Hours: 09:00 am to 05:00 pm

The Draft EA document for this project will be available at these locations until the close of the comment period, which is 5:00 PM on Friday, November 30, 2018. If you intend to view the document at the JFK Airport or World Trade Center locations, please contact Kathryn Lamond at [klamond@panynj.gov](mailto:klamond@panynj.gov) to schedule an appointment at least one day before your visit. A copy of the Draft EA may also be viewed online at: <http://www.panynj.gov/about/studies-reports.html>.

The Draft EA responds to all of the requirements of the Federal Aviation Administration for preparation of an EA under NEPA. The Port Authority of New York & New Jersey (Port Authority) is inviting the public to submit, in writing, comments on the Draft EA prepared for the North Cargo Redevelopment project. The Port Authority is accepting comments on this Draft EA document until the official comment period closes on Friday, November 30, 2018. Comments must be received by 5:00 PM on Friday, November 30, 2018, in order to be considered. Written comments on the Draft EA can also be sent directly to Kathryn Lamond of the Port Authority, 4 World Trade Center, 18th Floor, New York, NY 10007. Additionally, comments may be emailed to [JFKEA@panynj.gov](mailto:JFKEA@panynj.gov) with the subject heading "JFK North Cargo." If you have any questions about this notice, please email Kathryn Lamond at [klamond@panynj.gov](mailto:klamond@panynj.gov).

# **CHAPTER 7 PREPARERS**

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## **CHAPTER 8 REFERENCES**

- Federal Aviation Act of 1958 recodified as 49 U.S.C. §§4010 et seq.
- Aviation Safety and Noise Abatement Act of 1979, 49 U.S.C. §§47501 et seq.
- The Airport and Airway Improvement Act of 1982, 49 U.S.C. §47108, as amended
- P.L. 91-190, 42 U.S.C. 4321, et. seq., *National Environmental Policy Act*, 1969, Section 102(2)(c)
- The Department of Transportation Act, 49 U.S.C., §303 (formerly Section 4(f))
- Land and Water Conservation Fund Act of 1965, 16 U.S.C. §§4601 et seq.
- Coastal Zone Management Act of 1972, as amended through Pub. L. No. 109-58, the Energy Policy Act of 2005, Codified at 16 U.S.C. § 1452
- 49 U.S.C., §40114, as amended (codifying Public Law 103-272, Section 1(e), 1994) (Reports and Records)
- 49 U.S.C., §§47101 et seq. (codifying Public Law 103-272, Section 1(e), 1994) (Airport Improvement)
- National Historic Preservation Act, 16 U.S.C. §470(f), as amended
- 36 CFR Part 800, Advisory Council on Historic Preservation
- Archaeological and Historic Preservation Act, 16 U.S.C. §469(a)
- Archaeological Resource Protection Act, 16 U.S.C. §§470 et seq.
- Farmland Protection Policy Act, 7 U.S.C. §73, and implementing regulations at 7 CFR §658
- Federal Facilities Compliance Action, 42 U.S.C. §6961
- Hazardous Materials Transportation Act of 1975, 49 U.S.C. §§5101 et seq.
- Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended by the Community Environmental Response Facilitation Act of 1992, 42 U.S.C. §§9601 et seq.
- Resource Conservation and Recovery Act of 1976, as amended by the Solid Waste Disposal Act of 1980, 42 U.S.C. §§6901 et seq.
- Clean Air Act, 42 U.S.C. §7401, et seq., and implementing regulations at 40 CFR Parts 51 and 93
- Clean Water Act, 33 U.S.C. §1251 et seq.
- 33 CFR Parts 320-330, Regulatory Programs of the Corps of Engineers
- Endangered Species Act, 16 U.S.C. §§661 et seq., as amended

- Magnuson-Stevens Fishery Conservation and Management Act of 1976, 16 U.S.C. §§1801 et seq., as amended
- Migratory Bird Treaty Act, 16 U.S.C. §§703 et seq.
- Energy Independence and Security Act, 42 U.S.C. §§17001 et seq.
- Executive Order 11990, *Protection of Wetlands*
- Executive Order 11988, *Floodplain Management*
- Executive Order 11593, *Protection and Enhancement of the Cultural Environment*
- Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*
- New York City Economic Development Corporation and the Port Authority of New York and New Jersey, *JFK Air Cargo Study*, January 2013
- CEQ regulations codified at 40 CFR 1502.14
- Guidance Regarding NEPA Regulations, CEQ, 48 *Federal Register* 34263 (July 28, 1983)
- Federal Aviation Administration, 1050.1F Desk Reference, July 2015
- U.S. Environmental Protection Agency (USEPA), 40 CFR Part 81, Section 81.13, *New Jersey-New York-Connecticut Intrastate Air Quality Control Region* (December 23, 1980).
- Endangerment and Cause or Contribute Findings for Greenhouse Gases under the Clean Air Act, 74 Fed Reg. 66495 et seq. (2009)
- U.S. Department of Transportation (DOT) Order 5610.2, Environmental Justice in Minority Populations and Low-Income Populations, was issued on April 15, 1997. Order 5610.2(a), *Department of Transportation Updated Environmental Justice Order*, was issued on May 2, 2012
- U.S. Geological Survey, Prepared in cooperation with the New York State Department of Environmental Conservation, Division of Water Resources; *Ground-Water and Geohydrologic Conditions in Queens County, Long Island, New York*; 2001
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- Order 5610.2a, *Department of Transportation Updated Environmental Justice Order*, April 4, 2011
- A Vision Plan for JFK, *Recommendations for a 21st Century Airport for the State Of New York*, January 4, 2017
- Environmental Assessment & USDOT Section 4(f) Evaluation; TWA Flight Center Hotel Project, John F. Kennedy International Airport, Queens, New York; Final, July 2016
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- Construction emissions estimated based on similar estimates from Final Environmental Assessment for JFK Runway 4L-22R Improvements Project, 2013; Online at <https://www.panynj.gov/about/studies-reports.html>
- FEMA, Region II Coastal Analysis and Mapping, Online at <http://www.region2coastal.com/abfe-map-updates>, Accessed April 10, 2018
- New York City Department of Planning, *The New York City Waterfront Revitalization Program*, June 2016.
- Woodward & Curran; Environmental Records Review & Site Walkthrough Building 261 John F. Kennedy Airport North Boundary Road Jamaica, NY 11430; March 2017

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# APPENDIX A

## AIR QUALITY

### A.1 INTRODUCTION

This appendix summarizes the air quality analysis that was conducted for the proposed North Cargo Redevelopment (the Proposed Action) at John F. Kennedy International Airport (JFK or Airport). The Proposed Action would not increase aircraft operations, change the aircraft fleet mix, or change runway use. The Proposed Action would not increase the number of surface vehicles, including cargo trucks and employee vehicles, which operate at JFK. However, the location at which these vehicles operate would change; therefore, traffic patterns would change. A level of service analysis was conducted for the routes of travel to and from JFK that would be expected to see an increase in surface vehicle traffic due to the relocation of cargo activities as a result of implementing the Proposed Action. This analysis determined that there would be no increase in vehicle miles traveled and no significant impact to roadway level of service.

Based on the foregoing, operation of the proposed project would not result in adverse impacts to air quality. The potential impacts to air quality associated with the Proposed Project would be limited to temporary emissions during construction. Additional information regarding the traffic analysis can be found in Appendix B.

### A.2 AIR QUALITY STATUS

JFK is located in the New Jersey-New York-Connecticut Intrastate Air Quality Control Region (AQCR).<sup>1</sup> The New Jersey-New York-Connecticut Intrastate AQCR does not meet the Federal 8-hour standard for ozone and the 24-hour and annual arithmetic standard for ozone. In the past, Queens County was designated as nonattainment for carbon monoxide (CO) and fine particulate matter (PM<sub>2.5</sub>). The area was determined by the U.S. Environmental Protection Agency (USEPA) to be in attainment for CO in May 2002 and for PM<sub>2.5</sub> in April 2014. The area now operates under a maintenance plan for these two criteria pollutants.

The General Conformity Rule establishes the procedures and criteria for determining whether certain Federal actions conform to state or Federal (EPA) air quality implementation plans (SIPs/FIPs). The General Conformity Rule is only considered when a proposed federal action would be located in a nonattainment or maintenance area. The General Conformity Rule applies to the Proposed Action because the Airport is located within a nonattainment area for ozone and a maintenance area for CO and PM<sub>2.5</sub>.

The Federal de minimis thresholds for identifying projects that have the potential to have air quality impacts large enough to require a conformity determination are given in **Table A-1**. The pollutants of concern with respect to the general conformity evaluation of the Proposed Action are the precursors to ozone (NO<sub>x</sub> and VOCs) and the CO and PM<sub>2.5</sub> (and the precursors to PM<sub>2.5</sub>).

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<sup>1</sup> U.S. Environmental Protection Agency (USEPA), 40 CFR Part 81, Section 81.13, *New Jersey-New York-Connecticut Intrastate Air Quality Control Region* (December 23, 1980).

**Table A-1  
DE MINIMIS THRESHOLDS**

<b>CRITERIA AND PRECURSOR POLLUTANTS</b>	<b>TYPE AND SEVERITY OF NONATTAINMENT AREA</b>	<b>TONS PER YEAR THRESHOLD</b>
Ozone (VOC or NO <sub>x</sub> ) <sup>1</sup>	Serious nonattainment	50
	Severe nonattainment	25
	Extreme nonattainment	10
	Other areas outside an ozone transport region	100
Ozone (NO <sub>x</sub> ) <sup>1</sup>	Marginal and moderate nonattainment inside an ozone transport regions <sup>2</sup>	100
	Maintenance	100
Ozone (VOC) <sup>1</sup>	<b>Marginal and moderate nonattainment inside an ozone transport region<sup>2</sup></b>	<b>50</b>
	Maintenance within an ozone transport region <sup>2</sup>	50
	Maintenance outside an ozone transport region <sup>2</sup>	100
Carbon monoxide (CO)	<b>All nonattainment &amp; maintenance</b>	<b>100</b>
Sulfur dioxide (SO <sub>2</sub> )	All nonattainment & maintenance	100
Nitrogen dioxide (NO <sub>2</sub> )	All nonattainment & maintenance	100
Coarse particulate matter (PM <sub>10</sub> )	Serious nonattainment	70
	Moderate nonattainment and maintenance	100
Fine particulate matter (PM <sub>2.5</sub> ) (VOC, NO <sub>x</sub> , NH <sub>3</sub> , and SO <sub>x</sub> ) <sup>3</sup>	<b>All nonattainment and maintenance</b>	<b>100</b>
Lead (Pb)	All nonattainment and maintenance	25

<sup>1</sup> The rate of increase of ozone emissions is not evaluated for a project-level environmental review because the formation of ozone occurs on a regional level and is the result of the photochemical reaction of NO<sub>x</sub> and VOC in the presence of abundant sunlight and heat. Therefore, USEPA considers the increasing rates of NO<sub>x</sub> and VOC emissions to reflect the likelihood of ozone formation on a project level.

<sup>2</sup> An OTR is a single transport region for ozone, comprised of the states of Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, and the Consolidated Metropolitan Statistical Area that includes the District of Columbia.

<sup>3</sup> For the purposes of General Conformity applicability, VOC's and NH<sub>3</sub> emissions are only considered PM<sub>2.5</sub> precursors in nonattainment areas where either a State or USEPA has made a finding that the pollutants significantly contribute to the PM<sub>2.5</sub> problem in the area. In addition, NO<sub>x</sub> emissions are always considered a PM<sub>2.5</sub> precursor unless the State and USEPA make a finding that NO<sub>x</sub> emissions from sources in the State do not significantly contribute to PM<sub>2.5</sub> in the area. Refer to 74 FR 17003, April 5, 2006.

Notes: 1. Federal thresholds that are applicable to this project are shown in Bold.  
2. Code of Federal Regulations (CFR), Title 40, Protection of the Environment.  
3. USEPA defines de minimis as emissions that are so low as to be considered insignificant and negligible. Volatile organic compounds (VOC); Nitrogen oxides (NO<sub>x</sub>); Ammonia (NH<sub>3</sub>); Sulfur oxides (SO<sub>x</sub>).

Sources: USEPA, 40 CFR Part 93.153(b)(1) & (2).

The net emissions of CO, PM<sub>2.5</sub> and the precursor pollutants SO<sub>x</sub>, NO<sub>x</sub>, and VOC would be evaluated and compared against the minimum thresholds for each year of construction. If the General Conformity evaluation for this air quality assessment were to show that any of these thresholds were equaled or exceeded due to the Proposed Project, more detailed analysis to demonstrate conformity would be required, which is referred to as a General Conformity Determination. Conversely, if the General Conformity evaluation were to show that none of the relevant thresholds were equaled or exceeded, the Proposed Project at JFK would be presumed to conform to the New York SIP and no further analysis would be required under the CAA.

### **A.3 METHODOLOGY AND MODELING ASSUMPTIONS**

Short-term temporary air quality impacts would be caused by construction of the Proposed Project. In accordance with FAA Order 1050.1F, the impacts to the environment due to construction activities must be assessed. Therefore, a construction emissions inventory was prepared for the Proposed Action and compared to the applicable de minimis levels in Table A-1. Construction of the Proposed Project is expected to occur over a four-year period, beginning in the 4th quarter 2018, dependent upon environmental approval.

The types of construction equipment and projected hours of use for each construction phase was calculated using the Airport Construction Emissions Inventory Tool (ACEIT). Emissions from that construction equipment was calculated using the U.S. Environmental Protection Agency (USEPA) Motor Vehicle Emission Simulator (MOVES) emission factors for construction (non-road) equipment and on-road employee vehicles and material delivery vehicles. ACEIT was used to calculate fugitive emissions from activity such as asphalt pavement emissions and fugitive dust.

The estimated construction equipment and hours of use by construction year and phase are included in **Table A-2**. The emissions factors used for non-road equipment are provided in **Table A-3**. The emissions factors used for on-road vehicles are provided in Table A-4. These emissions factors are based on MOVES2014a.

**Table A-2  
CONSTRUCTION EQUIPMENT USAGE ESTIMATES**

Project	Year	Equipment	Horsepower (hp)	Total Hours of Operation
Building Demo	2018	Bob Cat	75	9,264
		Dump Truck	600	9,264
		Excavator with Bucket	175	4,632
		Generator Sets	40	4,632
		Pickup Truck	600	5,404
Taxiway	2019	Excavator with Bucket	175	680
		Excavator with Hoe Ram	175	680
		Pickup Truck	600	1,360
		Asphalt Paver	175	71
		Dump Truck	600	255
		Other General Equipment	175	142
		Pickup Truck	600	71
		Roller	100	71
		Skid Steer Loader	75	71
		Surfacing Equipment (Grooving)	25	91
	2020	Dump Truck	600	22
		Loader	175	22
		Other General Equipment	175	22
		Pickup Truck	600	22
		Skid Steer Loader	75	22
		Tractors/Loader/Backhoe	100	22
		Flatbed Truck	600	1,166
		Other General Equipment	175	1,166
		Pickup Truck	600	1,166
Phase 1 Cargo Building	2019	Backhoe	100	960
		Concrete Pump	11	360
		Concrete Ready Mix Trucks	600	720
		Excavator	175	320
		Fork Truck	100	960
		Tool Truck	600	240
		Tractor Trailer- Material Delivery	600	480
		Survey Crew Trucks	600	20
		Tractor Trailers Temp Fac.	600	8
		Fork Truck	100	1,680
		Generator	40	160
		Grout Mixer	600	840
		Grout Wheel Truck	600	320
		Man Lift	75	3,360
		Tool Truck	600	840
		Tractor Trailer- Material Delivery	600	1,680
		Truck Tower (Mantiwoc type)	300	160
		Fork Truck	100	3,200
		Man Lift	75	6,400
		Tool Truck	600	3,200
		Tractor Trailer- Material Delivery	600	3,200
		High Lift	100	320
		Man Lift	75	80
		Material Deliveries	600	120
		Tractor Trailer- Material Delivery	600	80
		Truck Tower (Mantiwoc type)	300	240
		High Lift	100	1,600
		Tool Truck	600	1,600
		90 Ton Crane	300	480
		Concrete Pump	11	120
		Concrete Truck	600	120
		Fork Truck	100	1,280
		Tool Truck	600	320
		Tractor Trailer- Steel Deliveries	600	720

**Table A-2  
CONSTRUCTION EQUIPMENT USAGE ESTIMATES**

Project	Year	Equipment	Horsepower (hp)	Total Hours of Operation
Phase 1 Cargo Building (continued)	2019	Trowel Machine	600	80
		Truck Tower (Mantiwoc type)	300	1,440
	2020	Backhoe	100	960
		Concrete Pump	11	360
		Concrete Ready Mix Trucks	600	720
		Excavator	175	320
		Fork Truck	100	960
		Tool Truck	600	240
		Tractor Trailer- Material Delivery	600	480
		Survey Crew Trucks	600	20
		Tractor Trailers Temp Fac.	600	8
		Fork Truck	100	1,680
		Generator	40	160
		Grout Mixer	600	840
		Grout Wheel Truck	600	320
		Man Lift	75	3,360
		Tool Truck	600	840
		Tractor Trailer- Material Delivery	600	1,680
		Truck Tower (Mantiwoc type)	300	160
		Fork Truck	100	3,200
		Man Lift	75	6,400
		Tool Truck	600	3,200
		Tractor Trailer- Material Delivery	600	3,200
		High Lift	100	320
		Man Lift	75	80
		Material Deliveries	600	120
		Tractor Trailer- Material Delivery	600	80
		Truck Tower (Mantiwoc type)	300	240
		High Lift	100	1,600
		Tool Truck	600	1,600
		90 Ton Crane	300	480
		Concrete Pump	11	120
		Concrete Truck	600	120
		Fork Truck	100	1,280
		Tool Truck	600	320
		Tractor Trailer- Steel Deliveries	600	720
		Trowel Machine	600	80
		Truck Tower (Mantiwoc type)	300	1,440
Phase 1 Cargo Apron	2020	Excavator with Bucket	175	925
		Excavator with Hoe Ram	175	925
		Pickup Truck	600	1,849
		Air Compressor	100	160
		Concrete Saws	40	160
		Concrete Truck	600	666
		Other General Equipment	175	320
		Pickup Truck	600	480
		Rubber Tired Loader	175	160
		Slip Form Paver	175	160
		Surfacing Equipment (Grooving)	25	160
		Dump Truck	600	21
		Loader	175	21
		Other General Equipment	175	21
		Pickup Truck	600	21
		Skid Steer Loader	75	21
		Tractors/Loader/Backhoe	100	21
		Flatbed Truck	600	987
		Other General Equipment	175	987
		Pickup Truck	600	987

**Table A-2  
CONSTRUCTION EQUIPMENT USAGE ESTIMATES**

Project	Year	Equipment	Horsepower (hp)	Total Hours of Operation
Phase 1 Parking Lot	2020	Dozer	175	240
		Excavator	175	240
		Pickup Truck	600	480
		Asphalt Paver	175	43
		Dump Truck	600	156
		Other General Equipment	175	87
		Pickup Truck	600	43
		Roller	100	43
		Skid Steer Loader	75	43
		Surfacing Equipment (Grooving)	25	55
		Flatbed Truck	600	7
		Other General Equipment	175	7
		Pickup Truck	600	7
		Concrete Truck	600	48
		Dump Truck	600	48
		Pickup Truck	600	48
		Tractors/Loader/Backhoe	100	48
		Vibratory Compactor	6	48
		Dump Truck	600	21
		Loader	175	21
		Other General Equipment	175	21
		Pickup Truck	600	21
		Skid Steer Loader	75	21
		Tractors/Loader/Backhoe	100	21
Phase 2 Cargo Building	2020	Backhoe	100	960
		Concrete Pump	11	360
		Concrete Ready Mix Trucks	600	720
		Excavator	175	320
		Fork Truck	100	960
		Tool Truck	600	240
		Tractor Trailer- Material Delivery	600	480
		Survey Crew Trucks	600	20
		Tractor Trailers Temp Fac.	600	8
		Fork Truck	100	1,680
		Generator	40	160
		Grout Mixer	600	840
		Grout Wheel Truck	600	320
		Man Lift	75	3,360
		Tool Truck	600	840
		Tractor Trailer- Material Delivery	600	1,680
		Truck Tower (Mantiwoc type)	300	160
		Fork Truck	100	3,200
		Man Lift	75	6,400
		Tool Truck	600	3,200
		Tractor Trailer- Material Delivery	600	3,200
		High Lift	100	320
		Man Lift	75	80
		Material Deliveries	600	120
		Tractor Trailer- Material Delivery	600	80
		Truck Tower (Mantiwoc type)	300	240
		High Lift	100	1,600
		Tool Truck	600	1,600
		90 Ton Crane	300	480
		Concrete Pump	11	120
		Concrete Truck	600	120
		Fork Truck	100	1,280
		Tool Truck	600	320
		Tractor Trailer- Steel Deliveries	600	720

**Table A-2  
CONSTRUCTION EQUIPMENT USAGE ESTIMATES**

Project	Year	Equipment	Horsepower (hp)	Total Hours of Operation
Phase 2 Cargo Building (continued)	2020	Trowel Machine	600	80
		Truck Tower (Mantiwoc type)	300	1,440
	2021	Backhoe	100	480
		Concrete Pump	11	180
		Concrete Ready Mix Trucks	600	360
		Excavator	175	160
		Fork Truck	100	480
		Tool Truck	600	120
		Tractor Trailer- Material Delivery	600	240
		Survey Crew Trucks	600	10
		Tractor Trailers Temp Fac.	600	4
		Fork Truck	100	840
		Generator	40	80
		Grout Mixer	600	420
		Grout Wheel Truck	600	160
		Man Lift	75	1,680
		Tool Truck	600	420
		Tractor Trailer- Material Delivery	600	840
		Truck Tower (Mantiwoc type)	300	80
		Fork Truck	100	1,600
		Man Lift	75	3,200
		Tool Truck	600	1,600
		Tractor Trailer- Material Delivery	600	1,600
		High Lift	100	160
		Man Lift	75	40
		Material Deliveries	600	60
		Tractor Trailer- Material Delivery	600	40
		Truck Tower (Mantiwoc type)	300	120
		High Lift	100	800
		Tool Truck	600	800
		90 Ton Crane	300	240
		Concrete Pump	11	60
		Concrete Truck	600	60
		Fork Truck	100	640
		Tool Truck	600	160
		Tractor Trailer- Steel Deliveries	600	360
		Trowel Machine	600	40
		Truck Tower (Mantiwoc type)	300	720
Phase 2 Cargo Apron	2021	Excavator with Bucket	175	400
		Excavator with Hoe Ram	175	400
		Pickup Truck	600	800
		Air Compressor	100	111
		Concrete Saws	40	111
		Concrete Truck	600	463
		Other General Equipment	175	222
		Pickup Truck	600	333
		Rubber Tired Loader	175	111
		Slip Form Paver	175	111
		Surfacing Equipment (Grooving)	25	111
		Dump Truck	600	17
		Loader	175	17
		Other General Equipment	175	17
		Pickup Truck	600	17
		Skid Steer Loader	75	17
		Tractors/Loader/Backhoe	100	17
		Flatbed Truck	600	686
		Other General Equipment	175	686
		Pickup Truck	600	686



**Table A-2  
CONSTRUCTION EQUIPMENT USAGE ESTIMATES**

Project	Year	Equipment	Horsepower (hp)	Total Hours of Operation
Phase 2 Parking	2021	Dozer	175	250
		Excavator	175	250
		Pickup Truck	600	500
		Asphalt Paver	175	35
		Dump Truck	600	125
		Other General Equipment	175	69
		Pickup Truck	600	35
		Roller	100	35
		Skid Steer Loader	75	35
		Surfacing Equipment (Grooving)	25	44
		Flatbed Truck	600	6
		Other General Equipment	175	6
		Pickup Truck	600	6
		Concrete Truck	600	40
		Dump Truck	600	40
		Pickup Truck	600	40
		Tractors/Loader/Backhoe	100	40
		Vibratory Compactor	6	40
		Dump Truck	600	17
		Loader	175	17
		Other General Equipment	175	17
		Pickup Truck	600	17
		Skid Steer Loader	75	17
		Tractors/Loader/Backhoe	100	17

Source: ACEIT, Landrum & Brown, 2018.

**Table A-3  
NON-ROAD CONSTRUCTION EQUIPMENT EMISSIONS FACTORS**

Equipment	Horsepower (hp)	Emissions Rates (in grams per hour)							
		CO	VOC	Nox	SO2	PM2.5	PM10	CO2	CH4
90 Ton Crane	300	0.090	0.060	0.413	0.001	0.017	0.017	180.763	0.005
Air Compressor	100	0.443	0.085	0.717	0.001	0.061	0.063	212.647	0.006
Asphalt Paver	175	0.216	0.081	0.508	0.001	0.046	0.048	243.387	0.007
Backhoe	100	0.776	0.130	0.609	0.001	0.104	0.107	127.037	0.006
Bob Cat	75	0.471	0.079	1.404	0.001	0.042	0.043	271.688	0.007
Concrete Pump	11	1.475	0.225	1.526	0.001	0.136	0.140	194.688	0.017
Concrete Trucks	600	0.564	0.125	1.675	0.002	0.066	0.068	267.839	0.006
Concrete Saws	40	0.256	0.086	1.613	0.001	0.034	0.035	289.404	0.008
Concrete Truck	600	0.564	0.125	1.675	0.002	0.066	0.068	267.839	0.006
Dozer	175	0.175	0.079	0.424	0.001	0.035	0.036	246.111	0.007
Dump Truck	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Excavator	175	0.125	0.076	0.330	0.001	0.021	0.022	248.835	0.006
Excavator with Bucket	175	0.125	0.076	0.330	0.001	0.021	0.022	248.835	0.006
Excavator with Hoe Ram	175	0.125	0.076	0.330	0.001	0.021	0.022	248.835	0.006
Flatbed Truck	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Fork Truck	100	0.222	0.079	0.194	0.001	0.009	0.009	300.447	0.007
Generator	40	0.456	0.126	1.489	0.001	0.083	0.086	211.862	0.007
Generator Sets	40	0.456	0.126	1.489	0.001	0.083	0.086	211.862	0.007
Grout Mixer	600	0.268	0.074	0.958	0.001	0.036	0.037	152.896	0.003
Grout Wheel Truck	600	0.268	0.074	0.958	0.001	0.036	0.037	152.896	0.003
High Lift	100	0.826	0.162	0.725	0.001	0.110	0.114	122.101	0.005
Loader	175	0.261	0.078	0.441	0.001	0.051	0.053	90.527	0.004
Man Lift	75	0.710	0.149	0.830	0.001	0.094	0.097	117.393	0.004
General Equipment	175	0.324	0.097	0.774	0.001	0.071	0.073	248.953	0.007
Pickup Truck	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Roller	100	0.731	0.099	0.736	0.002	0.088	0.091	297.855	0.008
Rubber Tired Loader	175	0.261	0.078	0.441	0.001	0.051	0.053	90.527	0.004
Skid Steer Loader	75	0.739	0.151	0.777	0.001	0.105	0.108	111.947	0.004
Slip Form Paver	175	0.216	0.081	0.508	0.001	0.046	0.048	243.387	0.007
Surfacing Equipment	25	1.215	0.255	2.279	0.002	0.175	0.180	304.011	0.022
Survey Crew Trucks	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Tool Truck	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Tractor Trailer	600	0.093	0.065	0.273	0.001	0.011	0.011	221.481	0.005
Tractors/Loader/Backhoe	100	0.776	0.130	0.609	0.001	0.104	0.107	127.037	0.006
Trowel Machine	600	0.573	0.109	1.316	0.002	0.076	0.078	259.728	0.006
Truck Tower	300	0.060	0.075	0.175	0.001	0.005	0.006	257.721	0.006
Vibratory Compactor	6	1.576	0.230	1.577	0.001	0.133	0.137	208.225	0.019
Grand Total		1.576	0.255	2.279	0.002	0.175	0.180	304.011	0.022

Source: MOVES2014a, Landrum & Brown, 2018.

**Table A-4**  
**ON-ROAD VEHICLE EMISSIONS FACTORS**

VEHICLE TYPE	EMISSIONS RATES (GRAMS PER VEHICLE MILE)						
	CO	VOC	NOX	SOX	PM <sub>2.5</sub>	PM <sub>10</sub>	CO <sub>2</sub>
Employee Commute	3.81	0.12	0.45	0.003	0.016	0.019	484.012
Material Delivery	2.90	0.62	10.61	0.021	0.37	0.40	2,485.993

Source: MOVES2014a, Landrum & Brown, 2018.

## A.4 EMISSIONS INVENTORY

The potential impact to air quality due to the Proposed Project was determined in accordance with the guidelines provided in the FAA's *Aviation Emissions and Air Quality Handbook Version 3*,<sup>2</sup> and FAA Order 5050.4B<sup>3</sup>, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*, which together with the guidelines of FAA Order 1050.1F,<sup>4</sup> *Environmental Impacts: Policies and Procedures*, constitute compliance with all the relevant provisions of NEPA and the CAA. The emissions estimated to occur during construction of the Proposed Action is provided in **Table A-5**.

**Table A-5**  
**CONSTRUCTION EMISSIONS INVENTORY SUMMARY**  
**John F. Kennedy International Airport**

ANNUAL EMISSIONS SUMMARY						
CONSTRUCTION YEAR	CRITERIA AND PRECURSOR POLLUTANTS (tons per year)					
	CO	VOC	NO <sub>x</sub>	SO <sub>x</sub>	PM <sub>2.5</sub>	PM <sub>10</sub>
	CAA DE MINIMIS THRESHOLDS					
	100	50	100	100	100	n/a
2018	7.02	1.87	22.77	0.05	0.86	0.81
2019	6.40	20.21	7.42	0.02	0.37	1.04
2020	12.76	14.61	21.57	0.05	1.01	2.70
2021	5.63	10.36	9.12	0.02	0.40	1.31

Source: Landrum & Brown Analysis, 2018.

<sup>2</sup> FAA, *Aviation Emissions and Air Quality Handbook Version 3*, July 2014.

<sup>3</sup> FAA Order 5050.4B, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*, April 28, 2006.

<sup>4</sup> FAA Order 1050.1F, *Environmental Impacts: Policies and Procedures*, July 16, 2015.

## **A.5 SIGNIFICANCE DETERMINATION**

The air quality assessment demonstrates that the Proposed Project would not cause an increase in air emissions above the applicable *de minimis* thresholds. Therefore, the Proposed Project conforms to the SIP and the CAA and would not create any new violation of the NAAQS, delay the attainment of any NAAQS, nor increase the frequency or severity of any existing violations of the NAAQS. As a result, no adverse impact on local or regional air quality is expected by construction of the Proposed Project. No further analysis or reporting is required under the CAA or NEPA.

Construction of the Proposed Project would result in short term air quality impacts from exhaust emissions from construction equipment and from fugitive dust emissions from vehicle movement and soil excavation. As provided in Table A-2, emissions due to construction equipment would not exceed applicable thresholds.

While the construction of the Proposed Project would be expected to contribute to fugitive dust in and around the construction site, the Port Authority, as the Sponsor would ensure that all possible measures would be taken to reduce fugitive dust emissions by adhering to guidelines included in FAA Advisor Circular, *Standards for Specifying Construction of Airports*.<sup>5</sup>

Methods of controlling dust and other airborne particles will be implemented to the maximum possible extent and may include, but not limited to, the following:

- Exposing the minimum area of erodible earth.
- Applying temporary mulch with or without seeding.
- Using water sprinkler trucks.
- Using covered haul trucks.
- Using dust palliatives or penetration asphalt on haul roads.
- Using plastic sheet coverings.

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<sup>5</sup> FAA Advisory Circular, *Standards for Specifying Construction of Airports*, Item P-156, *Temporary Air and Water Pollution, Soil Erosion, and Siltation Control*, AC 150/5370-10G (July 21, 2014).

## A.6 CLIMATE

Greenhouse gases (GHG) are gases that trap heat in the earth's atmosphere. Both naturally occurring and man-made GHGs primarily include water vapor (H<sub>2</sub>O), carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF<sub>6</sub>). Sources that require fuel or power at an airport are the primary sources that would generate GHGs. Aircraft are probably the most often cited air pollutant source, but they produce the same types of emissions as ground access vehicles and construction equipment.

The following provides an estimate of GHG emissions from the Proposed Project. These estimates are provided for information only as no federal NEPA standard for the significance of GHG emissions from individual projects on the environment has been established. **Table A-6** provides the GHG emissions inventory for 2018, the year of highest emissions during the proposed construction schedule.

**Table A-6**  
**GHG CONSTRUCTION EMISSIONS INVENTORY**  
**John F. Kennedy International Airport**

EMISSION SOURCE	METRIC TONS OF POLLUTANTS (PEAK YEAR)		
	CO <sub>2</sub>	CH <sub>4</sub>	CO <sub>2</sub> E
Construction Emissions	8,425	0	8,425

CO<sub>2</sub>: Carbon Dioxide

CH<sub>4</sub>: Methane

CO<sub>2</sub>E: Carbon Dioxide equivalent

Note: Global Warming Potential (GWP) for CO<sub>2</sub>=1; CH<sub>4</sub>= 28

Source: Landrum & Brown analysis, 2018.

# **APPENDIX B TRAFFIC STUDY**

## **B.1 INTRODUCTION**

This appendix presents the results of a traffic study that was conducted to determine the potential impact to traffic patterns from the proposed North Cargo Redevelopment (the Proposed Action) at John F. Kennedy International Airport (JFK or Airport).

The Proposed Action would include the construction of cargo processing facilities in two phases within the North Cargo Area of Cargo Zone D at JFK as shown in **Exhibit B-1**. Upon completion of construction, cargo operations would be relocated to the new facilities from other existing cargo facilities at JFK. The Proposed Action would accommodate existing cargo activity at JFK in a new, consolidated location. Therefore, the Proposed Action would not cause an increase in the number of surface vehicles at JFK. It is expected that the consolidation of cargo operations in the North Cargo Area would change traffic patterns at JFK by relocating existing traffic from Cargo Zone A and Cargo Zone C to the North Cargo Area. This traffic would include employee vehicles and cargo trucks accessing the site.

This study included an analysis of vehicle miles traveled (VMT) and a level of service analysis (LOS). A VMT analysis was conducted to determine if relocation of cargo operations would cause vehicles to travel greater distances. A LOS analysis was conducted to determine if relocation of the cargo operations would cause traffic increases that would degrade traffic conditions on local roadways at JFK.

## **B.2 VEHICLE MILES TRAVELED (VMT) ANALYSIS**

Under the Proposed Action, cargo activity that would operate at the North Cargo Area within Cargo Zone D would be relocated from existing Building 151 in Cargo Zone A and Building 66 in Cargo Zone C. A VMT analysis was conducted to determine if there would be an increase in distance for cargo trucks driving to the proposed North Cargo Area compared to Building 151 and Building 66. Two primary routes to and from these cargo areas were assessed:

- To and from Springfield Gardens where a large number of freight forwarding facilities are located,
- To and from I-678 (Van Wyck Expressway)

These routes are shown on **Exhibits B-1 through B-4**.

**Table B-1** shows the round-trip distance traveled to and from each of these locations and the overall average.

**Table B-1  
VEHICLE MILES TRAVELED  
John F. Kennedy International Airport**

<b>ROUTE</b>	<b>CARGO LOCATION</b>	<b>AVERAGE ROUND TRIP DISTANCE (MILES)</b>
Route to/from Springfield Gardens	Cargo Zone A	3.5
	Cargo Zone C	2.7
	North Cargo Area (within Cargo Zone D)	1.2
Route to/from I-678 (Van Wyck Expressway)	Cargo Zone A	2.1
	Cargo Zone C	1.4
	North Cargo Area (within Cargo Zone D)	1.7
Average Route	Cargo Zone A	2.8
	Cargo Zone C	2.0
	North Cargo Area (within Cargo Zone D)	1.5

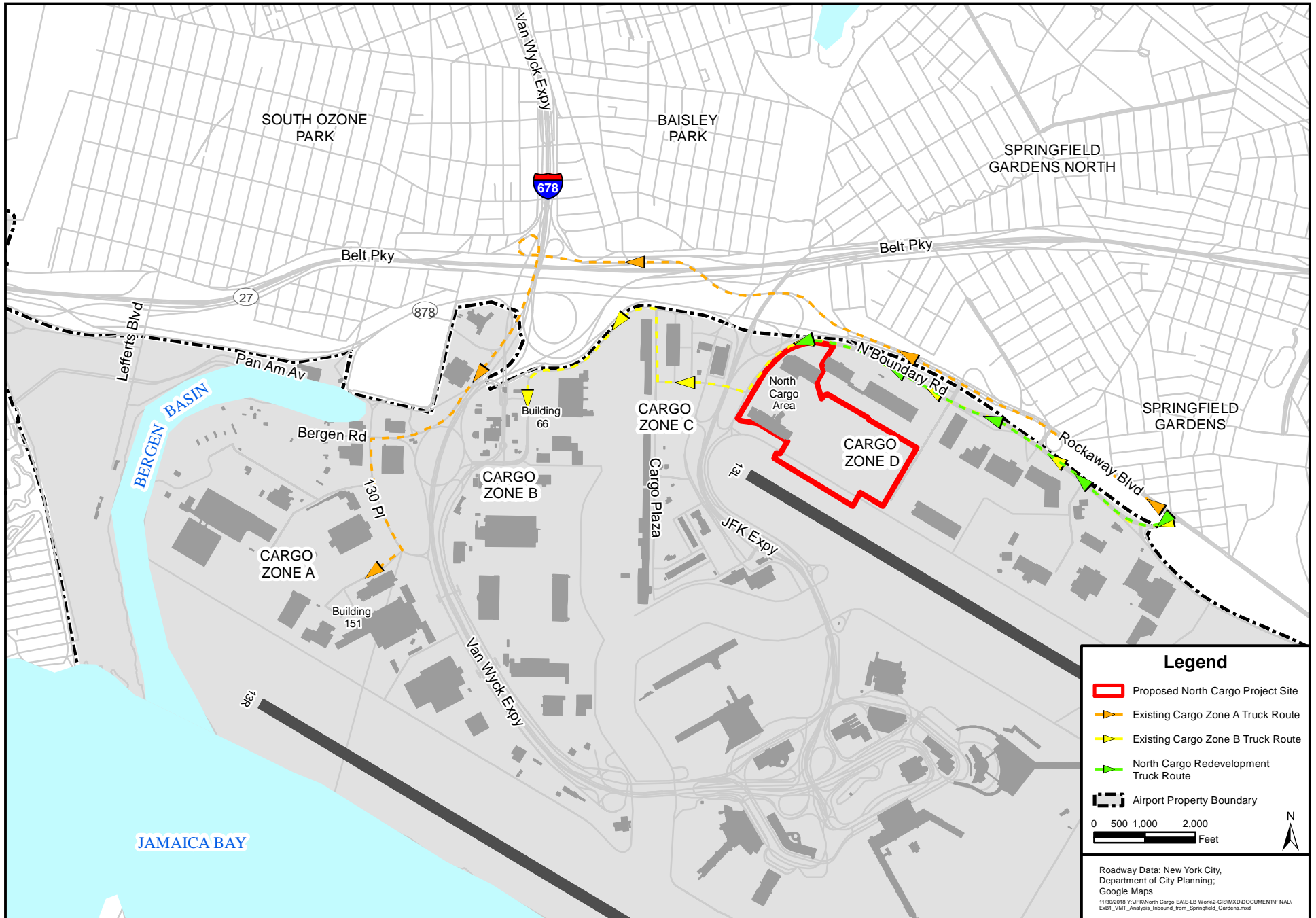
Source: Landrum & Brown, 2018.

As shown in Table B-1, the round trip distance between the proposed North Cargo development and the Springfield Gardens area is approximately 1.2 miles, which is shorter than round trips between Cargo Zone A and Springfield Gardens (3.5 miles) and between Cargo Zone C and Springfield Gardens (2.7 miles).

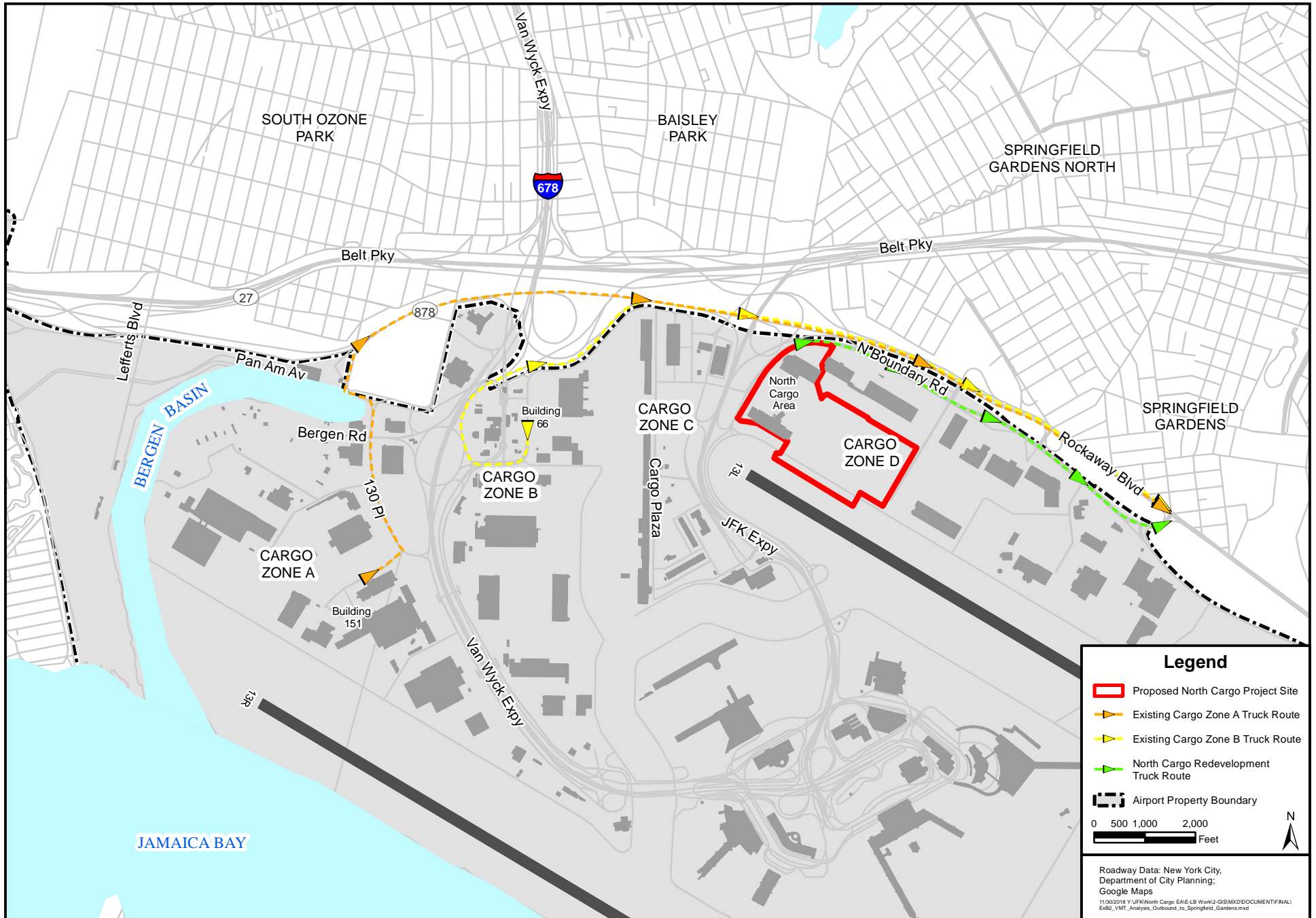
The round trip distance between proposed North Cargo Redevelopment and northbound I-678 is approximately 1.7 miles, which is shorter than the distance between Cargo Zone A and northbound I-678 (2.1 miles); however, it is longer than the distance between Cargo Zone C and northbound I-678.

When averaged, the total distance of a round trip between the proposed North Cargo Redevelopment and the two routes is shorter than the routes to and from Cargo Area A and Cargo Area C. Therefore, it is expected that vehicle miles traveled would decrease with the implementation of the Proposed Action.

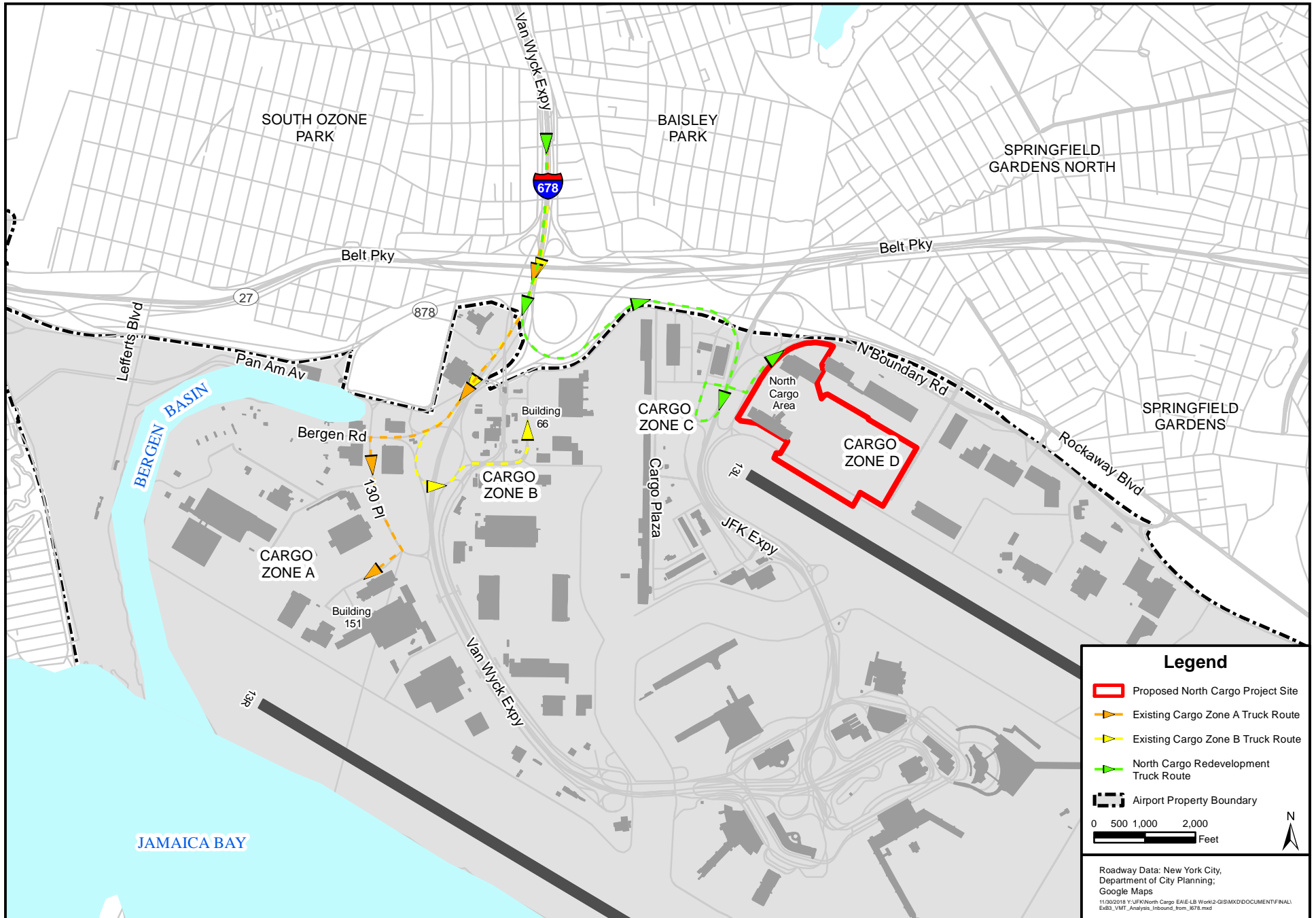




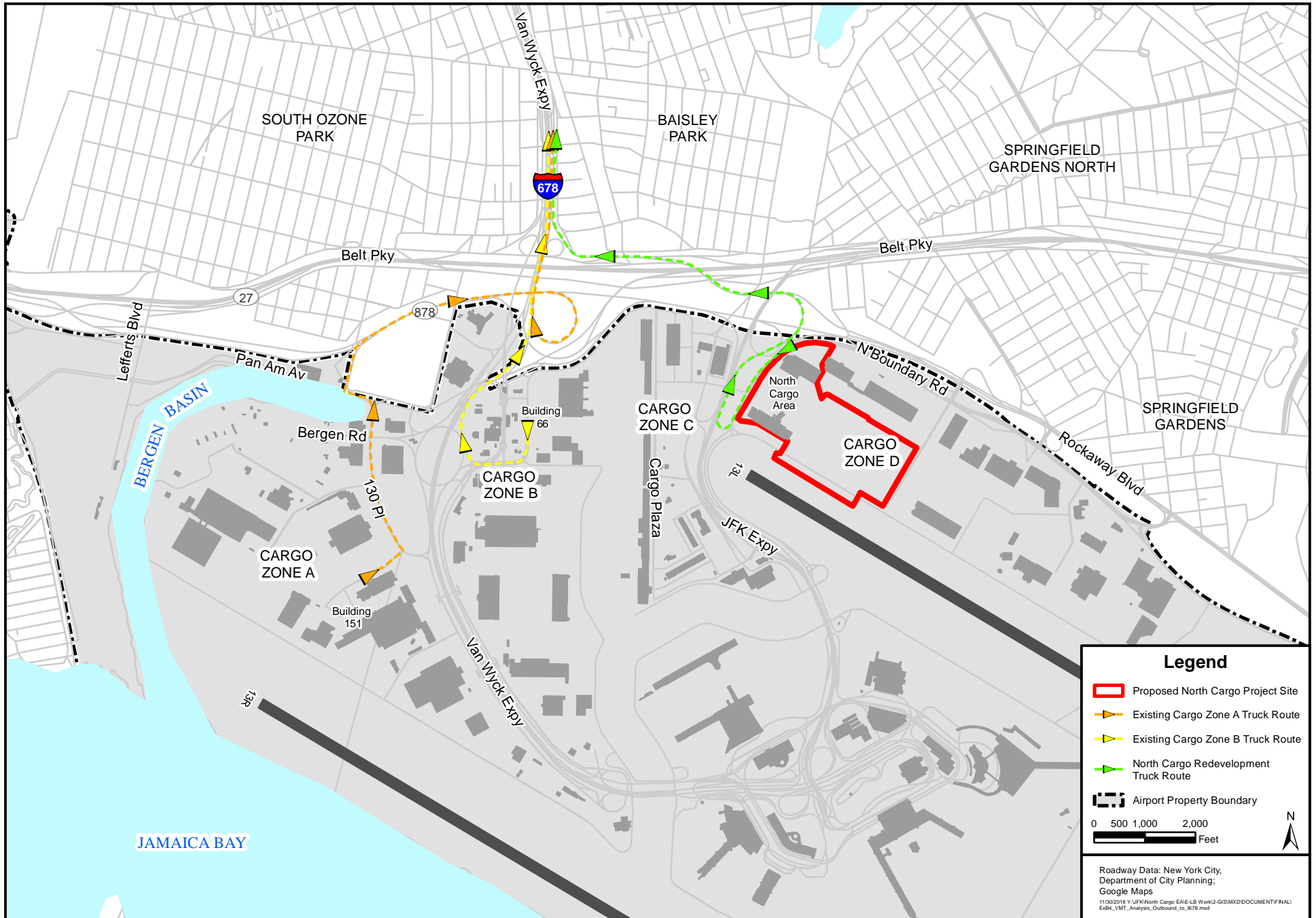
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### **B.3 LEVEL OF SERVICE (LOS) ANALYSIS**

A level of service (LOS) analysis was conducted to determine if relocation of the cargo operations would degrade traffic conditions on local roadways at JFK. LOS measures the capabilities of a roadway to accommodate peak hour traffic levels. Levels of service are given letter designations, from A to F, with LOS A representing the best operating condition and LOS F the worst.

The LOS analysis was conducted for the following routes that would be expected to see an increase in traffic from the relocation of cargo operations to the North Cargo Area:

- North Boundary Road between the North Cargo Area and the intersection of Rockaway Boulevard in Springfield Gardens
- North Boundary Road to/from the Nassau Expressway via the JFK Expressway

These specific segments are shown on Exhibit B-5 and Exhibit B-6.

It is expected that the Proposed Action would shift traffic to these routes from other routes that are currently used to access Cargo Zone A and Cargo Zone C. Some traffic originating from or destined to Cargo Zone C may also use the JFK Expressway; however, for the purpose of this analysis, it was assumed that all traffic related to the proposed North Cargo Redevelopment would be new to this route.

The Proposed Project would include the construction of cargo processing facilities in two phases. Each of the two phases would include the construction of a cargo building and associated aircraft apron and vehicle taxiway. The peak hour number of vehicles expected to operate at the proposed North Cargo Facility under Phase 1 of the project was provided by the developer. Additional traffic expected under Phase 2 was estimated based on the ratio of vehicles to building size from Phase 1. Table B-2 shows the peak hour traffic that is expected to operate at the site for each phase.

**Table B-2**  
**PEAK HOUR TRAFFIC TO/FROM NORTH CARGO REDEVELOPMENT**  
**John F. Kennedy International Airport**

VEHICLE TYPE	PEAK HOUR TRAFFIC		
	PHASE 1	PHASE 2	TOTAL
Employee Vehicles	55	50	105
Cargo Trucks	38	34	72

Source: Aeroterm, Landrum & Brown analysis, 2018.

Existing traffic counts were provided by the Port Authority of New York & New Jersey and obtained from the New York State Department of Transportation.<sup>6</sup> The additional traffic levels provided in Table B-2 was added to existing traffic levels to determine level of service (LOS). At this time it is not known which of the two main routes the additional traffic would take; therefore, for this analysis both routes were assessed with 100 percent of the additional traffic. LOS was determined by calculating the volume to capacity ratio on each roadway segment and assigning LOS scores as shown in Table B-3.

**Table B-3  
LEVEL OF SERVICE DEFINITIONS  
John F. Kennedy International Airport**

SCORE	FREE FLOW SPEED					
	25	30	35	40	45	50
A	0 - 0.25	0 - 0.26	0 - 0.26	0 - 0.26	0 - 0.26	0 - 0.28
B	0.25 - 0.4	0.26 - 0.41	0.26 - 0.42	0.26 - 0.42	0.26 - 0.43	0.28 - 0.45
C	0.4 - 0.59	0.41 - 0.6	0.42 - 0.61	0.42 - 0.61	0.43 - 0.62	0.45 - 0.65
D	0.59 - 0.79	0.6 - 0.79	0.61 - 0.8	0.61 - 0.82	0.62 - 0.82	0.65 - 0.86
E	0.79 - 0.99	0.79 - 0.99	0.8 - 0.99	0.82 - 0.99	0.82 - 0.99	0.86 - 0.99
F	1.0 or greater	1.0 or greater	1.0 or greater	1.0 or greater	1.0 or greater	1.0 or greater

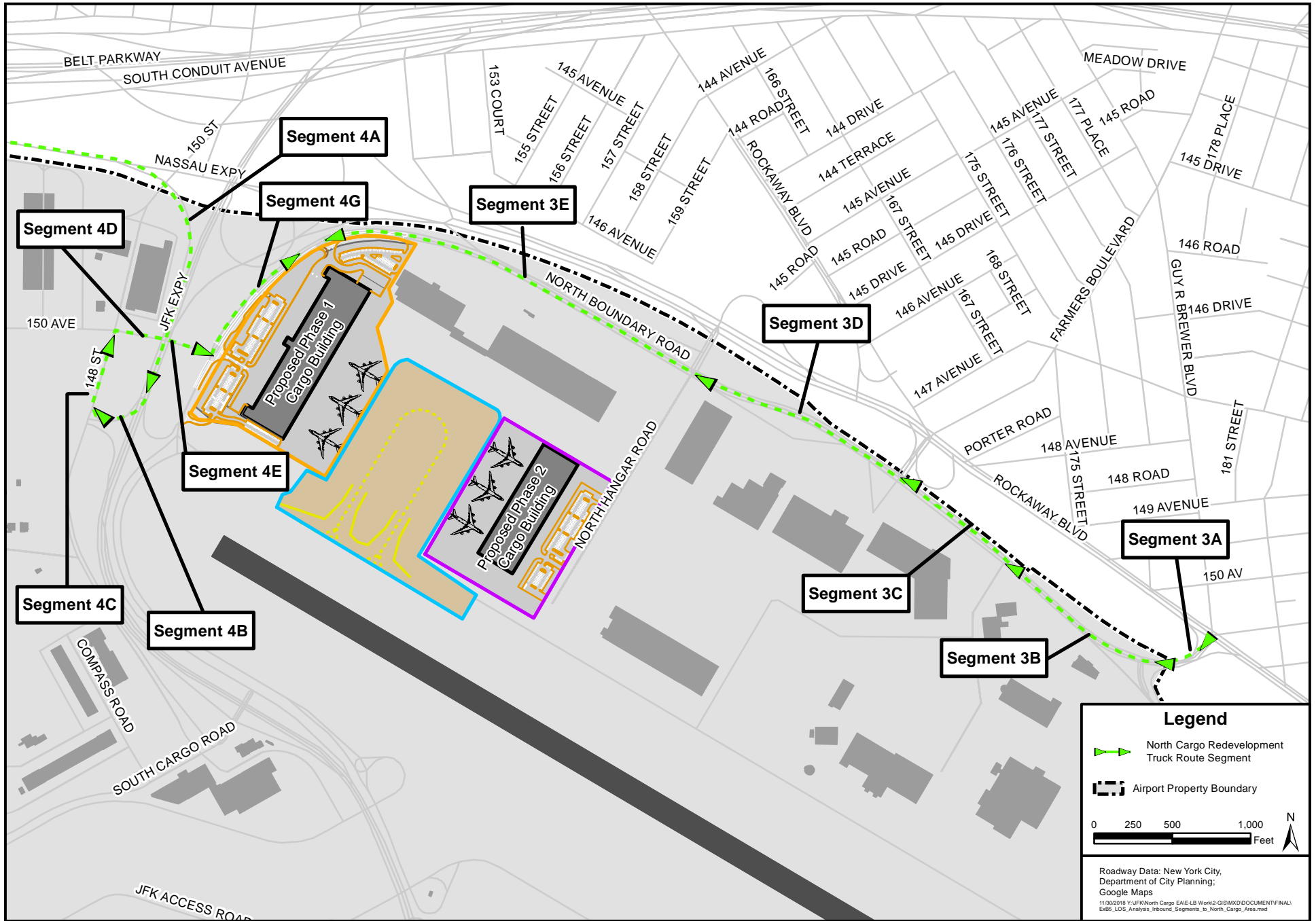
Source: Transportation Research Board, Airport Cooperative Research Program, Airport Curbside and Terminal Area Roadway Operations, based on information presented in Transportation Research Board, National Research Council, Highway Capacity Manual, Exhibits 21-2 and 21-3, December 2000.

Table B-3 and Table B-4 show the LOS calculation for the inbound and outbound routes to and from the North Cargo Area for existing conditions and for the Proposed Action conditions. As shown, all but two segments have an LOS of A under existing and Proposed Action conditions. Two segments are at LOS B under existing conditions and would potentially be downgraded to LOS C.

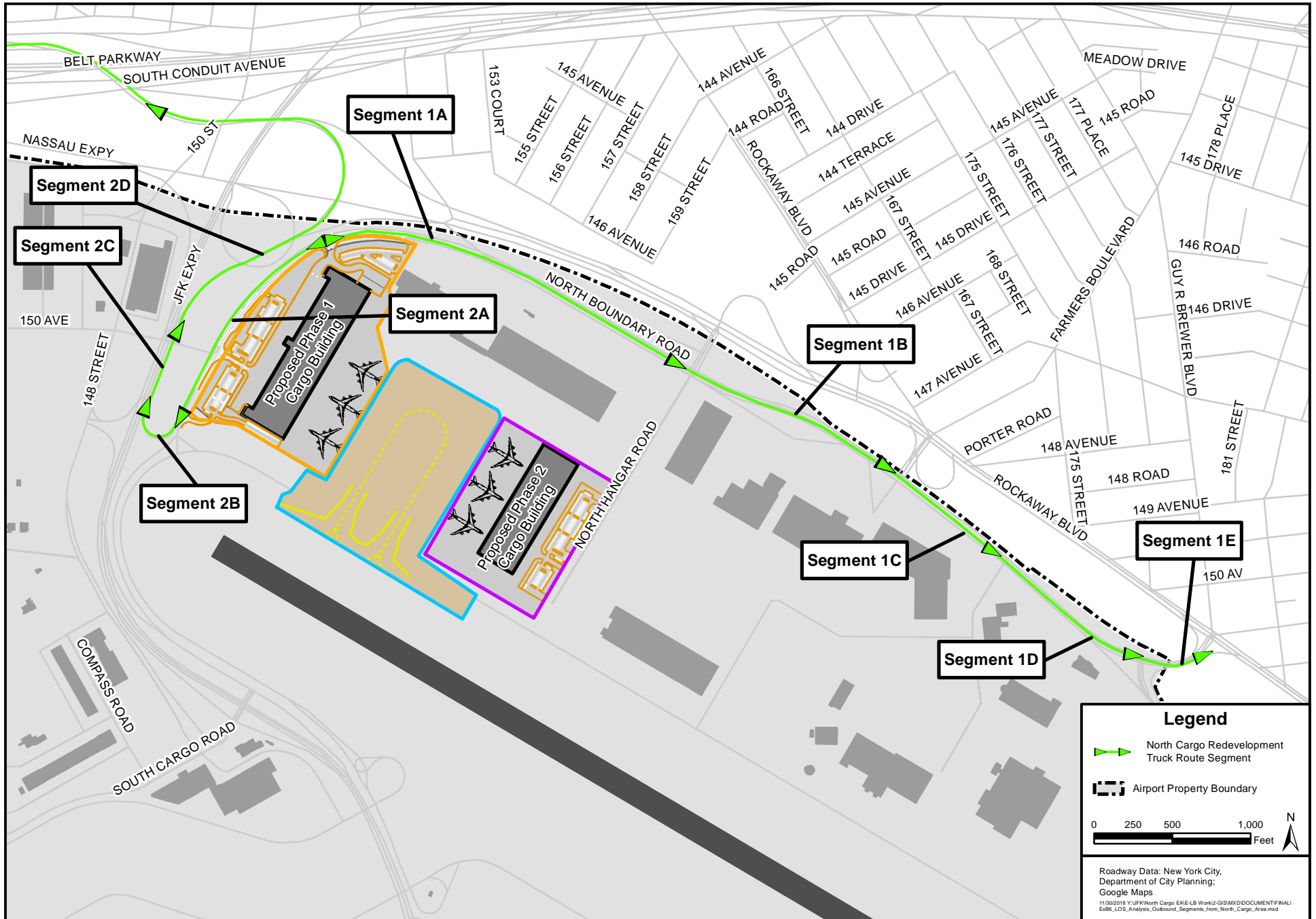
Per the New York State Department of Transportation (NYDOT) Highway Design Manual,<sup>7</sup> the minimum design LOS for an urban area is LOS D. Therefore, the Proposed Action would not cause a decrease in level of service below acceptable levels. These two segments are entrance and exit ramps to and from the JFK Expressway. The entrance ramp from North Boundary Road joins the JFK Expressway with traffic utilizing a dedicated lane that permits continuous traffic flow. Traffic exiting the JFK Expressway to 148<sup>th</sup> Street would make a continuous right turn onto a dedicated lane on 148<sup>th</sup> Street, thus permitting continuous traffic flow. These two segments would not experience queue delay that would increase vehicle emissions.

<sup>6</sup> New York State Department of Transportation, Traffic Data Viewer (TDV), last updated with published data from 2015. Online at <https://gis3.dot.ny.gov/html5viewer/?viewer=tdv>, Accessed April 4, 2018.

<sup>7</sup> New York State Department of Transportation Highway Design Manual, Revision 90, September 1, 2017, Chapter 5 – Basin Design, §5.2.3.4; Available online at: <https://www.dot.ny.gov/divisions/engineering/design/dqab/hdm>.



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**Table B-4  
LEVEL OF SERVICE CHANGES  
John F. Kennedy International Airport**

Route / Segment		Existing Traffic		Existing Volume to Capacity	Existing Level of Service (LOS)	Additional Peak Hour Traffic with Project Implementation		Total Peak Hour Traffic with Project Implementation		Volume to Capacity with Proposed Action	Level of Service (LOS) with Proposed Action
		Cars	Large Trucks			Cars	Large Trucks	Cars	Large Trucks		
Outbound from North Cargo Area to Rockaway Boulevard											
1A	Eastbound on North Boundary Road to North Hangar Road	455	54	0.18	A	105	72	560	126	0.25	A
1B	Eastbound on North Boundary Road to Farmers Blvd	455	54	0.18	A	105	72	560	126	0.25	A
1C	Eastbound on North Boundary Road to intersection at Cargo Area and Impound Lot	455	54	0.18	A	105	72	560	126	0.25	A
1D	Eastbound on North Boundary Road to Eastern Road	455	54	0.18	A	105	72	560	126	0.25	A
1E	Eastbound on North Boundary Road to Rockaway Blvd	455	54	0.18	A	105	72	560	126	0.25	A
Outbound from North Cargo Area to Northbound JFK Expressway											
2A	Southbound on North Boundary Road	393	47	0.15	A	105	72	498	119	0.23	A
2B	Ramp to NB JFK Expressway from right lane	624	16	0.52	B	105	72	729	88	0.72	C
2C	Northbound JFK Expressway	1,033	122	0.21	A	105	72	1,138	194	0.25	A
2D	Ramp to Nassau Expressway	66	8	0.01	A	105	72	171	80	0.06	A

**Table B-4, (continued)  
LEVEL OF SERVICE CHANGES  
John F. Kennedy International Airport**

Route / Segment		Existing Traffic		Existing Volume to Capacity	Existing Level of Service (LOS)	Additional Peak Hour Traffic with Project Implementation		Total Peak Hour Traffic with Project Implementation		Volume to Capacity with Proposed Action	Level of Service (LOS) with Proposed Action
		Cars	Large Trucks			Cars	Large Trucks	Cars	Large Trucks		
Inbound to North Cargo Area from Rockaway Boulevard											
3A	North Boundary Road from Rockaway Boulevard to Eastern Road	393	47	0.15	A	105	72	498	119	0.23	A
3B	North Boundary Road from Eastern Road to Impound Lot Entrance	393	47	0.15	A	105	72	498	119	0.23	A
3C	North Boundary Road from Impound Lot Entrance to Farmers Blvd	393	47	0.15	A	105	72	498	119	0.23	A
3D	North Boundary Road from Farmers Blvd to North Hangar Road	393	47	0.15	A	105	72	498	119	0.23	A
3E	North Boundary Road from North Hangar Road to Project Site	393	47	0.15	A	105	72	498	119	0.23	A
Inbound to North Cargo Area from Southbound JFK Expressway											
4A	Southbound JFK Expressway	1,371	163	0.28	A	105	72	1,476	235	0.32	A
4B	Ramp from southbound JFK Expressway to 148th Street	624	16	0.52	B	105	72	729	88	0.72	C
4C	Northbound 148th Street	870	25	0.29	A	105	72	975	97	0.37	A
4D	Eastbound on 150th Avenue	253	142	0.21	A	105	72	358	214	0.31	A
4E	Northbound on North Boundary Road	455	54	0.23	A	105	72	560	126	0.32	A

Source: Existing Traffic Counts data from PANYNJ and NYDOT, Landrum & Brown analysis, 2018.



## **B.4 CONCLUSIONS**

The Proposed Action would not be expected to increase total vehicle miles traveled, nor would it decrease level of service below acceptable levels per NYDOT guidance.

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## **APPENDIX C COASTAL RESOURCES**

The Port Authority submitted a Federal Consistency Assessment Form to the New York State Department of State (NYSDOS) and a New York City Waterfront Revitalization Program (WRP) Consistency Assessment Form to the New York City Department of City Planning (NYCDP) for concurrence. The response from the NYSDOS is included in this Appendix.

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STATE OF NEW YORK  
**DEPARTMENT OF STATE**

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ALBANY, NY 12231-0001  
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ANDREW M. CUOMO  
GOVERNOR

ROSSANA ROSADO  
SECRETARY OF STATE

June 08, 2018

Marc Helman  
Port Authority of New York & New Jersey  
4 World Trade Center  
150 Greenwich Street, 20<sup>th</sup> Floor  
New York, NY 10007

Re: **F-2018-0456 (FA)**  
Port Authority of New York & New Jersey (PANYNJ)  
**John F. Kennedy (JFK) International Airport –  
North Cargo Redevelopment –**  
Jamaica, Borough and County of Queens, New York;  
Jamaica Bay  
*Redevelopment and construction of two new cargo facilities  
within existing developed areas of Cargo Zone D; two  
phases of work including demolition, construction of new  
buildings, and associated improvements of facilities  
including utilities, drainage, parking, and taxiways, etc.  
Change to Airport Layout Plan (ALP); Federal funding*

**General Concurrence - No objection to FAA approval;**  
**General Concurrence – No objection to funding**

Dear Mr. Helman:

The Department of State (DOS) received the information you submitted regarding the above and has completed its review. The Department of State has no objection to the proposed activities and the required Federal Aviation Administration (FAA) authorization to implement the necessary changes to the airport layout plan (ALP).

The Department of State also has no objection to the release of any federal funding in support of the proposed activities.

This determination is without prejudice to and does not obviate the need to obtain all other applicable license, permits, other forms of authorizations or approvals that may be required pursuant to existing New York State statutes. When communicating with us regarding this matter, please contact us at (518) 474-6000 and refer to our file #F-2018-0456 (FA).

Sincerely,



Jeffrey Zappieri  
Supervisor, Consistency Review Unit  
Office of Planning and Development

JZ/TS

Cc: COE/ NY District – Steve Ryba  
DEC Region 2 – Steve Watts



**Department  
of State**

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# **APPENDIX D**

## **HISTORICAL, ARCHITECTURAL, ARCHEOLOGICAL, AND CULTURAL RESOURCES**

Coordination was conducted with the New York State Historic Preservation Office (SHPO) to obtain concurrence that no cultural resources would be affected. This appendix contains copies of this correspondence.

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***Environmental, Planning, and Engineering Consultants***

440 Park Avenue South  
7th Floor  
New York, NY 10016  
tel: 212 696-0670  
fax: 212 213-3191  
[www.akrf.com](http://www.akrf.com)

April 9, 2018

Ms. Olivia Brazee  
Historic Site Restoration Coordinator  
New York State Office of Parks, Recreation and Historic Preservation  
Peebles Island  
P.O. Box 189  
Waterford, New York 12188-0189

Re: **Proposed North Cargo Redevelopment at John F. Kennedy International Airport  
Queens County, NY**

Dear Ms. Brazee:

The Port Authority of New York & New Jersey (Port Authority) operates John F. Kennedy International Airport (JFK) through a lease agreement with the City of New York that extends through 2050. The Airport comprises over 4,930 acres of land in the borough of Queens, New York City, NY. The Airport is bounded by Bergen Basin to the east, Jamaica Bay to the south, Head of Bay to the west, and the Nassau Expressway to the north.

JFK's current airfield consists of four runways: two widely-spaced parallel runways oriented in a northwest/southeast direction (Runways 13L/31R and 13R/31L) and two closely-spaced parallel runways oriented in a northeast/southwest direction (Runways 04L/22R and 04R/22L). The central terminal area, consisting of six terminals, is located between Runways 13L/31R and 13R/31L. Other airport development includes four cargo zones designated Zone A, Zone B, Zone C, and Zone D.

The Proposed Action, which is described in more detail below, is subject to Section 106 due to involvement of the Federal Aviation Administration (FAA). The FAA is serving as the lead federal agency under Section 106 and approval of changes to the JFK Airport Layout Plan is subject to approval by the FAA.

**PROPOSED ACTION**

The Proposed Action includes the redevelopment of and construction of new cargo facilities within Cargo Zone D as shown on **Exhibit 1, Proposed Project Site**. The cargo development would be constructed in two phases. Each phase includes the construction of a cargo building and associated apron and surface vehicle parking. The Proposed Action elements are shown on **Exhibit 2, Proposed Action**. The specific elements of the Proposed Action are listed below.

Phase 1 Cargo Development

- Demolish existing buildings 259, 260, and 261

- Construct a new 346,000 square foot cargo building
- Rehabilitate pavement and reconfigure the existing cargo apron to provide approximately 370,000 square feet of airside space to accommodate parking of up to three Group VI cargo aircraft
- Reconfigure landside surface vehicle parking lots to accommodate 525 vehicle parking spaces
- Reconfigure roadway access to the site from North Boundary Road

#### Phase 2 Cargo Development

- Construct a new cargo building that is approximately 250,000 square feet
- Rehabilitate pavement and reconfigure the existing cargo apron to provide approximately 300,000 square feet of airside apron space to accommodate parking of up to three Group VI cargo aircraft
- Construct surface vehicle parking lot and truck docking and staging areas on the landside of the proposed Phase 2 cargo building
- Reconfigure roadway access to the site from North Hangar Road

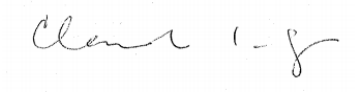
#### Taxiway Improvements

- Rehabilitate and reconstruct Taxiway CA and Taxiway CB, including electrical drainage infrastructures and the upgrade of crossing taxiways fillets and the realignment of both taxiways for unrestricted access to allow Group VI aircraft to the north cargo area
- Reconstruct full depth taxiway, shoulder and erosion pavements following the new alignments
- Mill and overlay existing asphalt concrete as required to address wearing course deficiencies and grade changes
- Improve the existing drainage system, as needed

The purpose of this letter is to notify your office of the proposed undertaking and to initiate consultation under Section 106 of the NHPA, per the implementing regulations at 36 Code of Federal Regulations (CFR) Part 800 and to seek a determination from your office regarding the project site's archaeological sensitivity and concurrence regarding the National Register eligibility evaluation of the three buildings on the project site (buildings 259, 260, and 261) that would be demolished as part of the proposed project. To that end, we have provided information regarding disturbance of the project site via our Cultural Resource Information System (CRIS) submission, and have also uploaded photographs and information regarding buildings 259, 260, and 261 directly into CRIS as well as attaching separate forms with information for each building. Based on the age and characteristics of the three buildings, the three buildings on the project site do not meet National Register eligibility criteria. Building 261 does not meet the minimum State and National Register (S/NR) 50-year age criterion. In addition, Buildings 259, 260, and 261 have undergone alterations to their façades, such as the infill of entranceways and other openings, removal of original signage, and exterior additions that have impacted their integrity. Lastly, Buildings 259 and 260 are purely utilitarian structures that have deteriorated during the time that they have been vacant. Therefore, there are no historic properties on the project site.

On behalf of the Port Authority, we respectfully request SHPO's archaeological review and concurrence regarding the lack of National Register-eligibility for buildings, 259, 260, and 261. Thank you for your time and consideration.

Sincerely,  
AKRF, Inc.

A handwritten signature in cursive script, appearing to read 'Claudia Cooney', written in black ink on a light-colored background.

Claudia Cooney  
Vice President

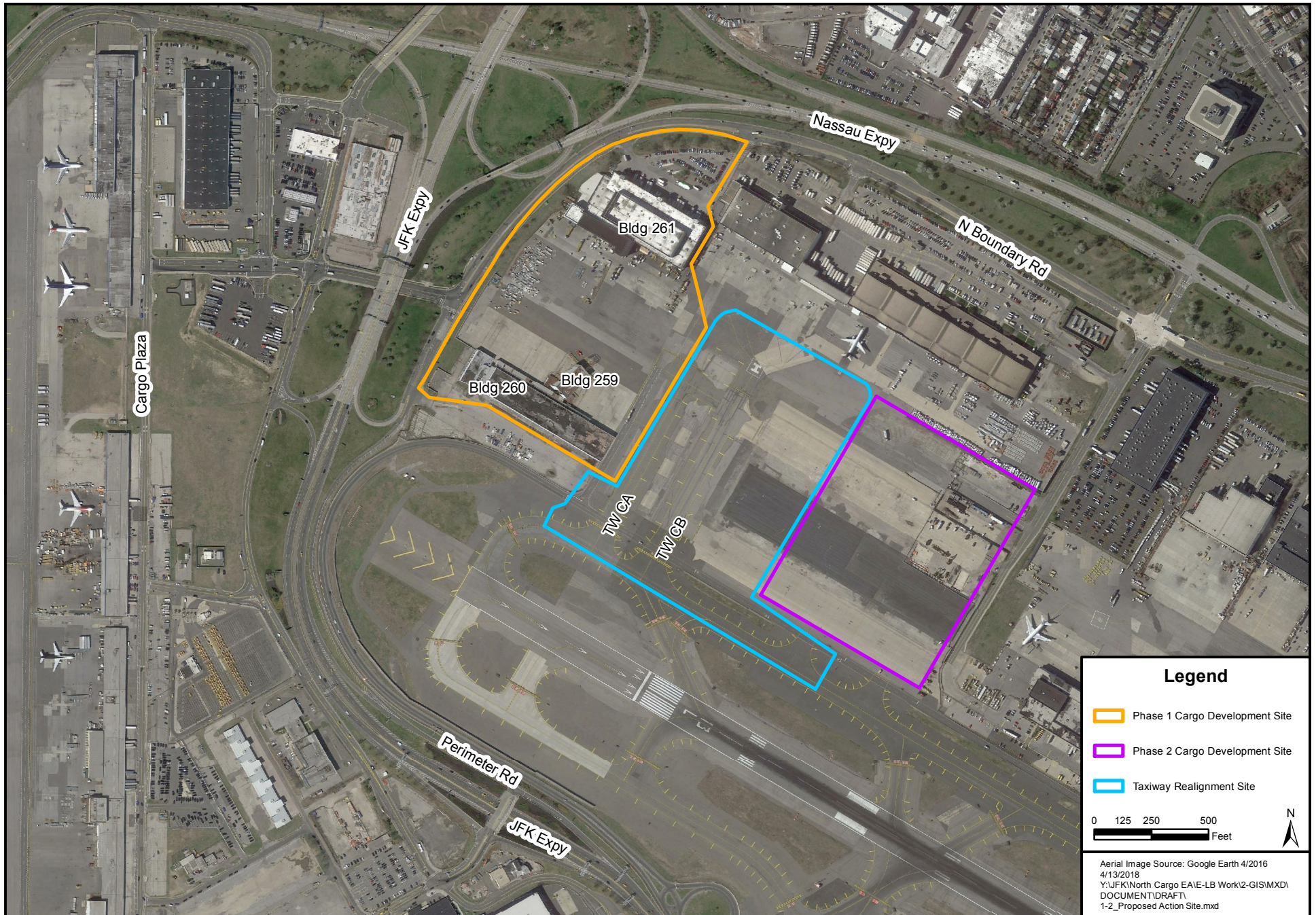
*Enclosures:*

**Project Description**  
**Exhibits 1 & 2: Proposed Project Site and Proposed Action**  
**Building 259 Package**  
**Building 260 Package**  
**Building 261 Package**

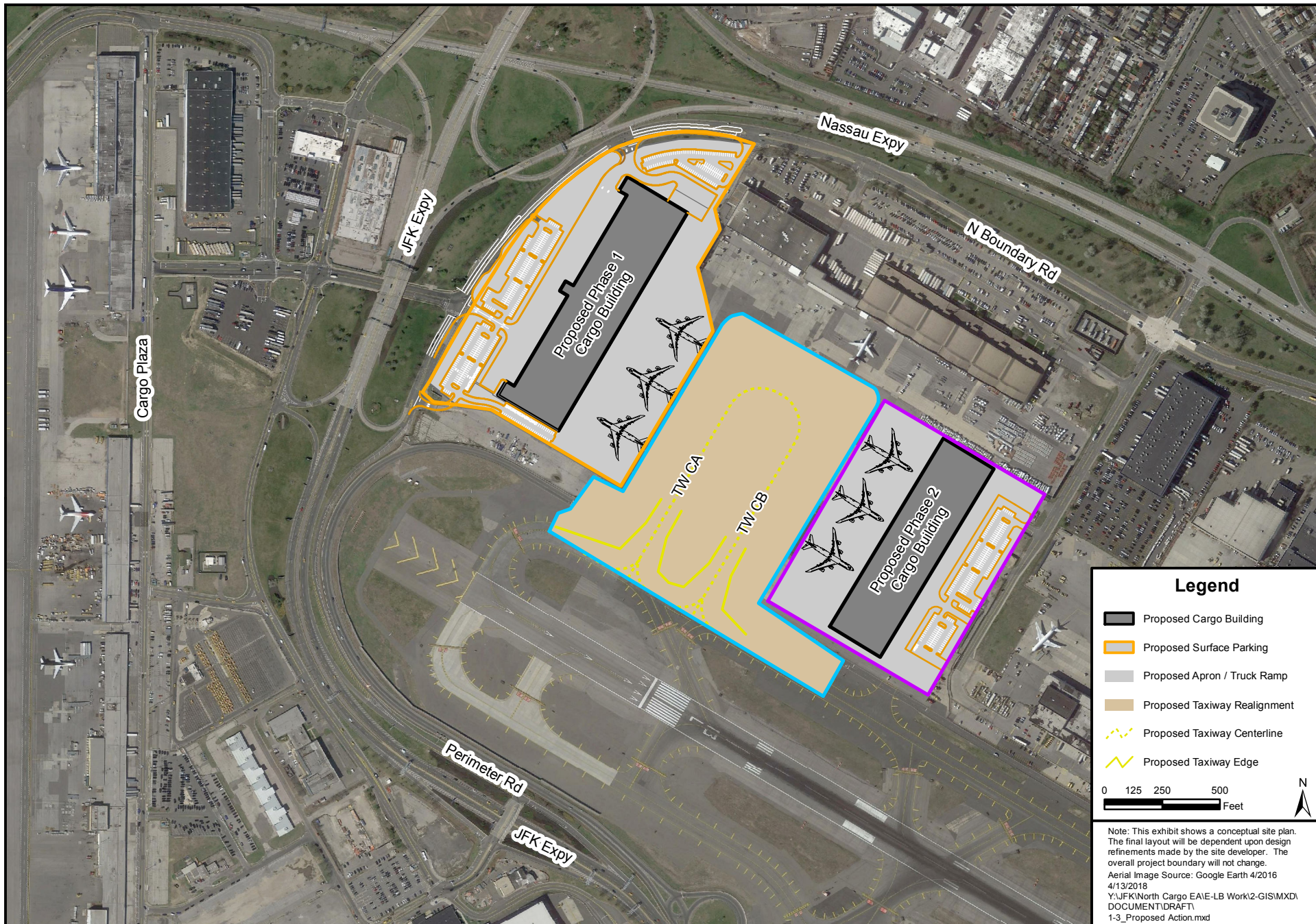
cc: Jane Herndon, Port Authority of New York & New Jersey  
Chris Sandfoss, Landrum & Brown  
Jennifer Hogan, Cameron Robertson, AKRF, Inc.

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**Property Name:** Building 259

**Address or Street Location:** John F. Kennedy International Airport, Building 259, North Boundary Road

**County:** Queens

**Owner:** Port Authority of New York & New Jersey

Description

Current Use: *Vacant*

Materials:

- Wall: *Corrugated Metal*
- Roof: *Metal*
- Foundation:
- Other

Alterations: *Unknown*

Physical Description:

*Rectangular structure faced in off-white corrugated metal. On the two ends of the building are large openings for transportation of cargo from Building 259 to Building 260, as well as additional stacked storage inside the structure. Two conveyor belts are located on the west and east sides of the building. An old steel structure sits on the north side of Building 259 with overhead railing that runs into the structure. A large steel cart is attached to the rail system, most likely used for the movement of large cargo containers within the building.*

Condition: *Poor*

Historic Information

Historic Use: *Cargo Building*

Architectural Classification: *Utilitarian*

Approximate Date of Construction: *Circa 1966-1980*

Architects/Builders: *not known*

Areas of Significance: *none*

Period of Significance: *none*

Significant Persons: *none*

**Property Name:** Building 260

**Address or Street Location:** John F. Kennedy International Airport, Building 260, North Boundary Road

**County:** Queens

**Owner:** Port Authority of New York & New Jersey

Description

Current Use: *Vacant*

Materials:

- Wall: *Cement/Concrete Brick or Concrete/Cement Block Construction; Metal*
- Roof: *Metal*
- Foundation: *Cement/Concrete Brick or Concrete/Cement Block Construction*
- Other: *Fire-Resistive*

Alterations: *Addition of Building 259 (Circa 1966-1980); infill of ground floor and alterations on north façade of western structure*

Physical Description:

*Built circa 1966, the long, rectangular structure comprises two parts. The structure to the east has multiple loading docks located along the southern façade with a metal overhang. The bottom half of the structure is faced in gray brick, while the top half of the building is faced in corrugated metal. The main entrance to the building is located in the smaller rectangular structure to the west. This façade has narrow concrete supports evenly spaced along its north, south and west facades, and its top half is faced in corrugated and smoothed concrete that slightly overhangs the bottom half of the structure, which is brick-faced. The north façade of eastern structure also has multiple loading docks along its eastern end. On its west end is a one-story, corrugated metal structure.*

Condition: *Poor*

Historic Information

Historic Property Name: *Seaboard World Airlines Cargo Terminal*

Historic Use: *Cargo Building*

Architectural Classification: *Utilitarian*

Approximate Date of Construction: *Circa 1966*

Architects/Builders: *Not known*

Areas of Significance: *None*

Period of Significance: *None*

Significant Persons: *None*



**Property Name:** Building 261

**Address or Street Location:** John F. Kennedy International Airport, Building 261, North Boundary Road

**County:** Queens

**Owner:** Port Authority of New York & New Jersey

Description

Current Use: *Vacant*

Materials:

- Wall: *Concrete; Concrete block; Aluminum*
- Roof: *Asphalt; Built-up Roof; Corrugated Metal*
- Foundation: *Concrete; Cinder Block*
- Other

Alterations: *Two one-story additions on the west side of the building; plywood sealed openings along the ground floor of the eastern façade; removal of two 'Lufthansa Cargo' signs from the bulkhead; removal of 'Air China Cargo' sign and additional signs from horizontal section; openings at the bases of the three concrete towers along the northern façade have been sealed with a small opening inserted at Tower 2; horizontal elements, which is assumed to have originally been exposed concrete, have been re clad with aluminum panels, which is the current material at the horizontal sections located above the first floor of the building.*

- First Addition (Southwest Corner): *Concrete Foundation; Corrugated Metal*
  - *Circa 1980-1994*
- Second Addition: *Corrugated Metal*
  - *Circa 1994-2004*

Physical Description:

*Built circa 1971-1975, the rectangular structure's north, east, and west facades are delineated through the use of horizontal concrete bands. The ground floor of the structure has multiple loading docks located along its northern façade with a concrete overhang. The façade is broken into two large sections through the use of three concrete 'towers', with two smaller loading dock sections on the outsides of the outer concrete towers. These concrete structures originally had entrances at their base, but have now been infilled. Below the concrete bulkhead are two more horizontal concrete bands; between these two concrete bands is a ribbon window that runs the full extent of the east, west, and north facades. Two additions have been made to the west façade in the late 20th century, constructed of primarily corrugated metal; one of the additions has a concrete foundation. Along the eastern façade, many of the openings have been sealed with plywood.*

Condition: *Good*

Historic Information

Historic Property Name: *Lufthansa Cargo*

Historic Use: *Cargo Building. This cargo building was built by Lufthansa at a time when air cargo transport was increasing and airlines were upgrading their facilities to meet demand and more efficiently handle cargo operations. A number of other airlines also built new facilities at JFK Airport during this time period. In December 1978, the cargo building was the location of the Lufthansa Heist, where a large sum of cash and jewels were stolen. Association with this event and the people involved do not meet the criteria for eligibility for the National Register. The event did not make a significant contribution to the broad patterns of our history (as per Criterion A), nor is the property associated with the lives of persons significant to our past/illustrative of a person's important achievements (as per Criterion B).*

Architectural Classification: *Brutalist/Utilitarian*

Approximate Date of Construction: *Circa 1971-1975. The building is less than 50 years of age. Approximate date of construction is based on a 1969 South China Morning Post article stating that cargo building completion was scheduled for 1971; first Lufthansa 747 Freighter flew from Frankfurt to New York on April 19, 1972; Woodard & Curran 'Environmental Records Review & Site Walkthrough of Building 261' report from March 2017 which indicates the building was built circa 1975.*

Architects/Builders: *Not known*

Areas of Significance: *None*

Period of Significance: *None. Building is less than 50 years of age, and does not possess exceptional significance.*

Significant Persons: *None*



## Parks, Recreation, and Historic Preservation

ANDREW M. CUOMO  
Governor

ROSE HARVEY  
Commissioner

May 01, 2018

Ms. Cameron Robertson  
440 Park Avenue South  
New York, NY 10016

Re: FAA  
Proposed North Cargo Redevelopment at John F. Kennedy International Airport-Queens  
County, NY  
18PR02070

Dear Ms. Robertson:

Thank you for requesting the comments of the State Historic Preservation Office (SHPO). We have reviewed the project in accordance with Section 106 of the National Historic Preservation Act of 1966. These comments are those of the SHPO and relate only to Historic/Cultural resources. They do not include potential environmental impacts to New York State Parkland that may be involved in or near your project. Such impacts must be considered as part of the environmental review of the project pursuant to the National Environmental Policy Act and/or the State Environmental Quality Review Act (New York Environmental Conservation Law Article 8).

Based upon this review, the New York SHPO has determined that no historic properties will be affected by this undertaking.

If further correspondence is required regarding this project, please be sure to refer to the OPRHP Project Review (PR) number noted above.

Sincerely,

Michael F. Lynch, P.E., AIA  
Director, Division for Historic Preservation

# **APPENDIX E ECOLOGICAL RESOURCES**

A field visit was conducted on unpaved areas within the Proposed Project site to determine if wetlands or other ecological features were present. A copy of the survey report is included in this appendix.

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***Environmental, Planning, and Engineering Consultants***

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## Memorandum

---

**To:** Chris Sandfoss ([csandfoss@landrum-brown.com](mailto:csandfoss@landrum-brown.com)), Landrum & Brown  
**From:** Jesse Moore ([jmoore2@akrf.com](mailto:jmoore2@akrf.com)), AKRF, Inc.  
**Date:** July 9, 2018  
**Re:** JFK North Cargo Area – Wetlands Investigation  
**cc:** Jennifer Hogan, Sandy Collins, AKRF, Inc.

---

### INTRODUCTION

The Port Authority of New York and New Jersey (PANYNJ) is proposing the redevelopment and construction of new cargo facilities within Cargo Zone D at John F. Kennedy International Airport (JFK), located in Queens, New York (project site) (see **Figure 1**). AKRF visited the project site on March 20, 2018 to identify areas with the potential to be regulated by the U.S. Army Corps of Engineers (USACE) and/or the New York Department of Environmental Conservation (NYSDEC) as wetlands. This memorandum presents the results of the wetlands investigation.

### METHODOLOGY

Prior to the wetlands investigation, the United States Fish and Wildlife Service (USFWS) National Wetlands Inventory (NWI) and NYSDEC maps were reviewed to determine locations of NYSDEC-mapped or NWI-mapped wetlands in and surrounding the project site. The Natural Resources Conservation Service (NRCS) soils maps (see **Figure 2**) were also reviewed to determine soil types within the project site, particularly with respect to soil series identified as hydric soils. An AKRF wetlands scientist conducted a wetland investigation of the project site on March 20, 2018. For regulatory purposes the USACE and the U.S. Environmental Protection Agency (USEPA) define wetlands as "... areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."<sup>1</sup> The USACE three parameter approach<sup>2</sup> for delineating wetlands requires the presence of wetland

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<sup>1</sup> 33 CFR 328.3(a)(8)(b)

<sup>2</sup> Environmental Laboratory. 1987. "Corps of Engineers Wetlands Delineation Manual," Technical Report Y-87-1, US Army Engineer Waterways Experiment Station, Vicksburg, Miss; U.S. Army Corps of Engineers. 2011. Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Northcentral and Northeast Region (version 2.0), ed. J.S. Wakeley, R.W. Lichvar, C.V. Noble, and J.F. Berkowitz. ERDC/EL TR-12-1. Vicksburg, MS: U.S. Army Engineer Research and Development Center.

hydrology, hydric soils, and hydrophytic vegetation for an area to be considered a wetland. The “Hydrology and Soils” and “Vegetation” sections below provide brief descriptions of the how these three wetland indicators (hydrology, soils, and vegetation) were determined to be present or absent within the project site.

### *HYDROLOGY AND SOILS*

The hydrology of the project site was characterized using aerial photographs and site observations. Soils were characterized based on NRCS soils maps (see **Figure 2**). The wetlands investigation was conducted during a period of dry weather. Seasonal conditions (e.g., frozen soils) prevented direct observation of soils and hydrology via the use of an auger or spade.

### *VEGETATION*

The USACE *Northcentral and Northeast 2014 Regional Wetland Plant List* was used to determine the wetland/upland status of plants identified in the project site. Dominant species were documented in the tree, vine, shrub, and herbaceous strata.

## **EXISTING CONDITIONS**

### *EXISTING MAPPING INFORMATION*

#### *National Wetlands Inventory-Mapped Wetlands*

No NWI-mapped wetlands are located on or within the immediate vicinity of the project site.

#### *New York State Department of Environmental Conservation-Mapped Wetlands*

No NYSDEC-mapped freshwater or tidal wetlands are located on or within 150 feet of the project site. Therefore, no NYSDEC-regulated freshwater or tidal wetland adjacent areas are located on the project site.

#### *Natural Resources Conservation Service -Mapped Soils*

Within the project site, soils are mapped as “LUB – Laguardia-Urban land complex, 3 to 8 percent slopes,” “ULA – Urban land-Laguardia complex, 0 to 3 percent slopes” and “UmA – Urban land, tidal marsh substratum, 0 to 3 percent slopes” by NRCS (see **Figure 2**). The NRCS does not list these soils as hydric.

### *RESULTS OF SITE VISIT*

No wetland plant communities were observed within the project site. Buildings and pavement occupy the majority of the project site. The vegetated portion of the project site is located along the western and northern boundary (see **Figures 3 and 4**). Dominant species within the vegetated area include London planetree (*Platanus acerifolia*, none), white mulberry (*Morus alba*, FACU), pin oak (*Quercus palustris*, FACW), and crabgrass (*Digitaria sanguinalis*, FACU). No indicators of hydric soils or wetland hydrology were observed within the project site.

### *THREATENED AND ENDANGERED SPECIES*

The USFWS Information, Planning and Consultation (IPaC) database, identified piping plover (*Charadrius melodus*, Threatened), red knot (*Calidris canutus rufa*; Threatened), roseate tern (*Sterna dougallii dougallii*, Endangered), and seabeach amaranth (*Amaranthus pumilus*, Threatened) as having the potential to occur within the project site. The following sections describe the habitat requirements for each species and observations made during the wetlands investigation on whether the project site provides suitable habitat.

#### *Piping Plover*

Piping plover is a federally listed threatened and state-listed endangered shorebird. Piping plovers use wide, open expanses of unvegetated, coastal beach for habitats (Elliot-Smith and Haig 2004). Nesting of piping plovers within New York City is limited to a colony on Rockaway Peninsula in Queens County

(Boretti et al. 2007, NYC Parks 2013) and a few individual pairs that have sporadically nested within the Jamaica Bay Unit of the Gateway National Recreational Area in Queens and Kings Counties on isolated occasions (Wells 1996, Wasilco 2008). Piping plovers were not observed during the March 20, 2018 wetlands investigation. The project site lacks the required habitat for piping plovers and this species is not expected to be present in the project site except as an occasional flyover.

#### *Red Knot*

The *rufa* subspecies of the red knot is a federally listed threatened shorebird. The *rufa* subspecies of the red knot migrates up to 30,000 miles round trip between primary wintering grounds in South America and breeding grounds in the high Arctic, with conditions for refueling at staging areas along the Atlantic coast being critical determinants of migration and reproductive success and overall survival (Baker et al. 2004, Morrison et al. 2007). Red knots use beaches, bays, or estuaries as staging areas. Their primary staging areas are in Delaware Bay and Cape Cod, but migrating red knots may commonly stage, albeit in much lower densities, elsewhere along the Atlantic coast (Harrington 2010, Burger et al. 2012). Although migrating red knots are known to occur along Long Island, including within the Jamaica Bay complex (Tanacredi and Badger 1995:104, Fowle and Kerlinger 2001:81), none of its beaches, bays, or estuaries are known to be high-use staging areas that support large concentrations of individuals. Red knots were not observed during the March 20, 2018 wetlands investigation. The project site lacks the appropriate coastal habitat for red knots, and this species is not expected to be present in the project site except as an occasional flyover.

#### *Roseate Tern*

Roseate tern is a federally and state-listed endangered species of beach-nesting waterbird. Breeding and migrating roseate terns use unvegetated, sandy beach for habitat. Nests typically consist of a simple depression in sand, shell, or gravel, lined with bits of grass and other debris, situated in dense grass clumps, under boulders, or in rip-rap. Roseate terns have sporadically nested towards the western end of Long Island in the past (e.g., two pairs in Jamaica Bay in 1996; Wells 1996), but during the most recent New York State Breeding Bird Atlas (2000-2005), they were not documented anywhere west of Suffolk County (Mitra 2008). Roseate terns were not observed during the March 20, 2018 wetlands investigation. The project site lacks the required unvegetated beach habitat for roseate tern and this species is not expected to be present in the project site except as an occasional flyover.

#### *Seabeach Amaranth*

Seabeach amaranth is a federally listed and state-listed threatened annual herbaceous plant. It grows along sandy beaches of the Atlantic coast in areas of accreting shoreline, upper beach, foredune, or overwash flat, as well as beach nourishment sites (USFWS 2012). Seabeach amaranth was not observed during the March 20, 2018 wetlands investigation. The project site lacks suitable sandy beach habitat to support seabeach amaranth, and therefore it is not expected to be present in the project site.

## CONCLUSIONS

The results of the wetlands investigation comprising review of existing mapping information and results of a site visit conducted on March 20, 2018 did not identify any portions of the project site or the immediate vicinity that contained any indicators of wetland hydrology, wetland vegetation, or hydric soils. Therefore, no portion of the project site would be regulated by the USACE or NYSDEC as wetlands. Additionally, the project site is not within 150 feet of any NYSDEC mapped tidal or freshwater wetlands, and therefore, does not contain any NYSDEC wetland adjacent areas. The project site also does not provide suitable habitat for the federally listed piping plover, red knot, roseate tern, or seabeach amaranth.

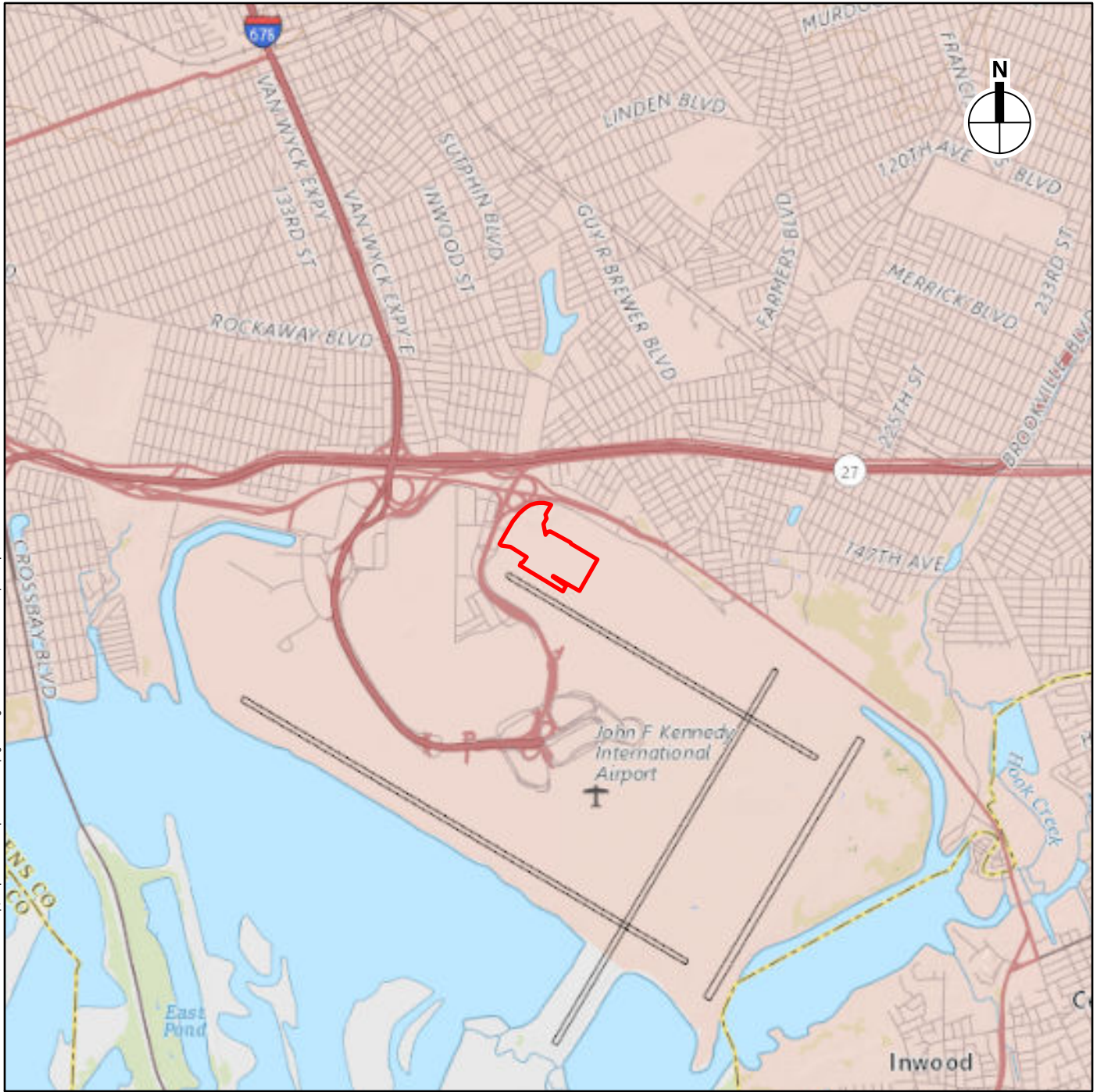
#### **Figures:**

- |                     |                                    |
|---------------------|------------------------------------|
| 1. Project Location | 2. NRCS Soils                      |
| 3. Photograph Key   | 4. Representative Site Photographs |



3/27/2018

Data source: USGS The National Map, <https://basemap.nationalmap.gov/arcgis/rest/services/USGSTopo/MapServer>



0 5,000 FEET

 Project Site

Approximate coordinates of Project Site:  
73°48'24"W 40°39'36"N



# **NORTH CARGO REDEVELOPMENT AT NEW YORK JOHN F. KENNEDY INTERNATIONAL AIRPORT**

Project Location  
**Figure 1**





0 400 FEET

Project Site  
 Soil Map Units

Symbol	Name
LUB	Laguardia-Urban land complex, 3 to 8 percent slopes
ULA	Urban land-Laguardia complex, 0 to 3 percent slopes
UmA	Urban land, tidal marsh substratum, 0 to 3 percent slopes





Project Site



Photograph View Direction and Reference Number





The project site adjacent to North Boundary Road, facing west

1



The project site adjacent to North Boundary Road, facing southwest

2





The project site adjacent to North Boundary Road, facing south

3



The project site adjacent to North Boundary Road, facing south

4

**ATTACHMENT A:**  
**REFERENCES**

*JFK NORTH CARGO AREA – WETLANDS INVESTIGATION*

**REFERENCES**

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- Wells, J.V. 1996. *Important Bird Areas in New York State*. National Audubon Society, Albany, New York.

# **APPENDIX F**

## **PUBLIC INVOLVEMENT**

This appendix includes all materials from the public review period for the Draft EA, including copies of proofs of publication of the newspaper notice, all public comments received during the comment period, and responses to those comments.



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## **Newspaper Notice**

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## THE PORT AUTHORITY OF NY & NJ NOTICE OF AVAILABILITY AND REQUEST FOR COMMENT DRAFT ENVIRONMENTAL ASSESSMENT NORTH CARGO REDEVELOPMENT

John F. Kennedy International Airport, Jamaica, New York

In accordance with the National Environmental Policy Act (NEPA), notice is hereby given that copies of a Draft Environmental Assessment (EA) for the proposed North Cargo Redevelopment project at John F. Kennedy International Airport (JFK) are available for public review and comment at the following locations:

The Port Authority of NY & NJ  
John F. Kennedy International Airport  
General Manager's Office  
Building 14, 2nd Floor  
Jamaica, NY 11430  
Hours: 08:00 am to 04:00 pm

The Port Authority of NY & NJ  
Aviation Department  
4 World Trade Center, 18th Floor  
New York, NY 10037  
Attn: Kathryn Lamond  
Hours: 09:00 am to 05:00 pm

The Draft EA document for this project will be available at these locations until the close of the comment period which is 5:00 PM on Friday, November 30, 2018. If you intend to view the document at the JFK Airport or World Trade Center locations, please contact Kathryn Lamond at [klamond@portnycnj.org](mailto:klamond@portnycnj.org) to schedule an appointment at least one day before your visit. A copy of the Draft EA may also be viewed online at: <http://www.panynj.gov/about/studies-reports.html>

The Draft EA responds to all of the requirements of the Federal Aviation Administration for preparation of an EA under NEPA. The Port Authority of New York & New Jersey (Port Authority) is inviting the public to submit, in writing, comments on the Draft EA prepared for the North Cargo Redevelopment project. The Port Authority is accepting comments on this Draft EA document until the official comment period closes on Friday, November 30, 2018. Comments will be received by 5:00 PM on Friday November 30, 2018, in order to be considered. Written comments on the Draft EA can be sent directly to Kathryn Lamond of the Port Authority, 4 World Trade Center, 18th Floor, New York, NY 10037. Additionally, comments may be emailed to [JFKEA@portnycnj.org](mailto:JFKEA@portnycnj.org) with the subject heading "JFK North Cargo." If you have any questions about this notice, please email Kathryn Lamond at [klamond@portnycnj.org](mailto:klamond@portnycnj.org).

## ΒΙΒΛΙΟΠΩΛΕΙΟ

### Εθνικού Κήρυκα

Τηλ.: (718) 784-5255

Φαξ.: (718) 472-0510

## Ας βοηθήσουμε στην αναμόρφωση μίας ιστορικής Μονής

ΑΘΗΝΑ. (Προφείο Εθνικού Κήρυκα). Στις Θεοπέες Βοιωτίας, σε μία μοναχική πόλη το φυσικό το κάλλος πλάγιο του Ελαιώνα και σε αρκετή κοντινή απόσταση από το γραφικό Νεοχώρι (λίγα μίλια πελάδι έξω από την πόλη της Θήβας), βρίσκεται η Ιερά Μονή Ζωοδόχου Πηγής.

Το μικρό μοναστήρι της Βοιωτίας κρύβει μία ένδοξη ιστορία και αναγκάζεται να απευθυνθεί στους Έλληνες του εξωτερικού για να σπρωχτεί, καθώς αποτελείται από μία μοναχή, την αδελφή Αρεσνία, η οποία είναι και η μοναχή.

Η αδελφή Αρεσνία μαζί με την αδελφή Βοιδοία (υλική, χειρωνακτική, οικονομική) απλών πολιτών, καθώς και την υπομονή και τη φροντίδα των χαρακτηριστικών κατοίκων να ανακατασκευάσουν το μοναχικό κελί που υπάρχει και να προχωρήσει σε μερικά περφόρα της Μονής, καθώς και σε έργα για την πεντακοστοποίηση του ναού και του περιβάλλοντος χώρου.

Η προσπάθεια ανακατασκευής ξεκίνησε μόλις το 2009 με την έλευση της αδελφής Αρεσνίας. Σε μοναχική αναγκαστική μόλις στις 7 Ιουλίου 2016 πήδη μέχρι τότε θεωρούνταν βα-



Η αδελφή Αρεσνία (δεξιά) που με την αδελφή Βοιδοία απλών πολιτών κατέφερε να ανακατασκευάσει ένα μέρος της Ιεράς Μονής Ζωοδόχου Πηγής στις Θεοπέες Βοιωτίας.

λίστη, παρά το γεγονός ότι χτίστηκε πάνω στο ιστορικό καθολικό της μονής που ισοπεδώθηκε σχεδόν όλο από σεισμούς και βιβαρβικές επιδρομές στο διάβα των αιώνων.

Στην εποχή του Αγίου Ιωάννη του Καλοκτένη και επί αυτοκράτορος Μανουήλ Κομνηνού (1143-1180) θρυσείται από προφητικές παραδόσεις πως χτίστηκε αρχικά το Μοναστήρι της Ζωοδόχου Πηγής, στο Νεο-

χώρι.

Τα λιγοστά έσοδα του μοναστηρίου προέρχονται από τα εργοστάσια, τα οποία γίνονται μόνο από τα δικτά της χώρας, καθώς και από την αμετάκλητη συμπαράσταση του απλού κόσμου.

Τα προβλήματα της Μονής είναι πολλά και καθημερινά, όπως η παράδοση ότι δεν έχει ολοκληρωθεί η περιφύλαξη του, δεν υπάρχουν πόρτες στον περιβάλλοντα χώρο, υπάρχει πρόβλημα

με τον τρύλο και το εσωτερικό του ναού κ.ά. Οι φωτογραφίες μπορεί να δείχνουν ένα όμορφο περιβάλλοντα χώρο, αλλά είναι αρκετά που απαιτούνται ακόμη να γίνουν.

Αν υπάρχουν ομογενείς που ενδιαφέρονται μπορούν να απευθυνθούν στην αδελφή Αρεσνία, είτε καλώντας στο τηλέφωνο της Μονής 2262045441, είτε στο προσωπικό τηλέφωνο της αδελφής Αρεσνίας 6907160398.

## Μαρτυρία ότι οι Αλβανοί εκτέλεσαν τον ομογενή Κατσιφά

Συνέντευξη από τη σελίδα 1

«Θα είμαι δυνατή για την Ελλάδα και τη Βόρεια Ηπειρο».

Όσον αφορά την εξέλιξη των ερευνών, η μητέρα του Κωνσταντίνου Κατσιφά επιβεβαίωσε ότι «θα έρθει Έλληνας πραγματογνώμονας. Είμαστε αισιόδοχοι ότι θα μας βοηθήσουν για να λάμψει η αλήθεια και να αναπαύει η ψυχή του παιδιού μου».

«Υπάρχουν μαρτυρίες ότι επρόκειτο για εν ψυχρώ εκτέλεση και την καταγγέλλουμε» λέει ο πρόεδρος του Συλλόγου Βορειοηπειρωτών Μπάμπης Καραβάνος. «Μπορούσαν να τον ούλίσθουν και δεν το έκαναν, τον δολοφόνησαν» αναφέρει ο πολιτικός μηχανικός Λεωνίδας Παπιάς, πρώην πρόεδρος της Δημοκρατικής Ένωσης Εθνικής Ελληνικής Μετανάστευσης «Ομόνοια».

Μιλώντας στα «Νέα» και οι δύο μαρτυρήσαντες αποκαλύπτουν μαρτυρίες, σημειώνοντας ότι στην περιοχή έσκαζαν για ορυκτά και η θάλασσα «Ο Κωνσταντίνος περικυβόταν, συνεπώς ζωντανός, καταδικασμένος από άλλους τον ελέγαν μέτρα, και δολοφονήθηκε. Τα αίμα-



Επίθεση αγνώστων με μολότερ σε γραφείο ταξιδιών στην οδό Δελφινάκη, στην Αθήνα, ομογενειακών συμμοριών και δικαίων, τα ξημερώματα της Τρίτης.

τα στην πόλη δεξαμενή δείχνουν ότι προφανώς είχε κυνηγηθεί και όλα δείχνουν ότι τον έσυραν εις μολότορ στο το σκάλο 100 μέτρα πιο πάνω στη βουνοπλαγιά»!

Όσοι τον ήξεραν πάντως αναφέρουν ότι ο Κωνσταντίνος δεν προκάλεσε ποτέ. «Εξέφραζε αναστάση την υπερβολική αγάπη του για την πατρίδα, αλλά ούτε

ακραίως ήταν, ούτε έπαυσε από ψυχολογικά προβλήματα. Φρόντιζε πάντα να ανεμίζουν ελληνικές σημαίες στο χωριό» όπως ανέφερε ο κ. Παπιάς.

## Εντείνονται οι έρευνες για τη συντριβή του «737»

ΤΖΑΚΑΡΤΑ. (ΑΜΠΙΕ). Το αεροσκάφος της «Lion Air», το οποίο συνετρίβη με 189 επιβαίνοντες, την Δευτέρα, είχε αντιμετώπιση προβλήματα τεχνικής φύσης σε προηγούμενη πτήση, ανέφερε τους και «ελληνική οροπέδια» σε ένα άγνωστο μέτρο, στις ταχύτητες πτήσης, ανακοίνωσε την Τρίτη ένα αξιωματικό από την Εθνική Επιτροπή Ασφάλειας των Μεταφορών της Ινδονησίας.

«Υπήρχαν τεχνικές φωνές ζητήματα, ένα από αυτά ήταν πρόβλημα η έλλειψη αξιοπιστίας σε όργανο μέτρησης της ταχύτητας πτήσης», ανακοίνωσε στη διάρκεια συνέντευξης Τύπου ο Χάριο Σαχτίμι της Επιτροπής Ασφαλείας, αναφερόμενος σε προβλήματα που παρουσιάστηκαν στο ίδιο αεροπλάνο σε πτήση από το Ντεντσαράρ του Μπαλί στην Τζακάρτα της Ινδονησίας, το απόγευμα της Κυριακής. Ο Σαχτίμι είπε ότι η Επιτροπή έχει στην κατοχή της ταχύτητα υλικό από τη συνομιλία μεταξύ του πιλότου της μορφαίς πτήσης JT610 και του πιλότου ελέγχου στην Τζακάρτα, καθώς και πληροφορίες από πολίτες, μεταξύ των οποίων και σκόλια που έχουν αναρτηθεί στα μέσα κοινωνικής δικτύωσης.

«Επίσης ζητάμε πληροφορίες από τον τελευταίο πιλότο που πέταξε από το Ντεντσαράρ στην Τζακάρτα, αλλά δεν έχουμε συνεντεύξεις των τεχνικών πρόβλεψε, σε αναφερόμενος στον τεχνικό που επιθεωρούσε το αεροσκάφος πριν και από τις δύο πτήσεις.

Να σημειωθεί ότι οι ινδονησιακές Αρχές εντείνουν τις έρευνες τους για τον εντοπισμό της σπράξης του επιβατικού αεροσκάφους με 189 επιβαίνοντες - θεωρούνται όλοι νεκροί - στη διάρκεια στην πόλη για να βουν διερευνήσει τα ποιά είναι οι αιτίες, αναπτύσσοντας υποβρύχια μέσα, καθώς ελπίζουν να μπορέσουν να ανακτήσουν το συντομότερο τα λεγόμενα μαρτυρικά, που είναι απολύτως απαραίτητα για να εξετασθεί το γιατί ένα ολοκληρωμένο, προηγμένο αεροσκάφος έπεσε λίγα λεπτά πριν την απογείωσή του.

## Ερευνα: «Υπάρχει Θεός» για τους Έλληνες

ΑΘΗΝΑ. (Προφείο Εθνικού Κήρυκα - «Κοιμήμενοι»). Έξαρση ανάμεσα σε 34 χώρες της Ευρώπης έρχεται η Ελλάδα στο πεδίο της ταύτισης της θρησκείας με την «εθνική ταυτότητα». Τρεις στους τέσσερις Έλληνες (76%) θεωρούν ότι το να είναι χριστιανός ισοδυναμεί με το να είναι «αληθινά Έλληνας». Το αντίστοιχο για τον αυτόν τους πιστεύουν μόνο ένας στους τρεις Αγγλούς, Γάλλους και Γερμανούς. Παράλληλα, το 89% θεωρεί ότι ο «αληθινός πολίτης» είναι αυτός που...



ρίζεται από πεποιθήσεις που συντονίζονται σχεδόν πλήρως με τις απόψεις που επικρατούν σήμερα στις χώρες του πρώην ανατολικού μπλοκ. Μετάξι των 34 κρατών και εθνικοτήτων οι Έλληνες πρωτεύουν στην πίστη μας ότι υπάρχει Θεός (92%), ξεπερνώντας ακόμα και τους Ρώσους (75%), την ίδια ώρα που μόνο το 36% των Σουηδών δηλώνει το ίδιο. Πρωτεύοντες επίσης στην πίστη μας ότι υπάρχει το «κακό μυστήριο» (66%) με τους Σουηδούς να έρχονται τελευταίοι και με μόνον το 35% θα αποδεχόταν Εβραίο. Πρόκειται για ποσοστά πολύ κοντά στα χαμηλότερα της Ευρώπης. Για να έχουμε μια σύ-

μμο είναι ανώτερος όλων των άλλων (89%).

Γενικότερα, οι ανατολικές χώρες διακρίνονται από υψηλά ποσοστά πίστης στην πολιτισμική τους αναφορά έναντι όλων των άλλων (69% των Ρώσων, 84% των Αρμενίων). Οι Δυτικοευρωπαίοι εμφανίζουν περισσότερο «σπέρμα» (μολύς) 36% των Γάλλων και το 45% των Γερμανών δηλώνουν το ίδιο). Αξιοσημείωτο είναι ότι μόλις το 31% των Ελλήνων θα αποδεχόταν ουσιαστικά τον παπικό ως «κακό μυστήριο» και το 52% των Ελλήνων ως απερίσκεπτος, ενώ το 35% θα αποδεχόταν Εβραίο. Πρόκειται για ποσοστά πολύ κοντά στα χαμηλότερα της Ευρώπης. Για να έχουμε μια σύ-

μμο, σύμφωνα με στοιχεία της Ευρωπαϊκής Ένωσης (ΕΛΛΕΣ), 55% των Γερμανών θα αποδεχόταν μισομολύμνο και το 76% των Γάλλων θα αποδεχόταν Εβραίο. Οι Έλληνες διακρίνονται από ελάχιστο χαμηλό ποσοστό προτίμησης να αποδεχθούν στην οικογένειά μας τόσο υποστηρικτές όσο και Εβραίοι, κάτι που δεν ισχύει ούτε στις ανατολικές χώρες.

Οι περισσότερες διακρίσεις από μεγαλύτερα ποσοστά αποδοχής απέναντι στους Εβραίους. Παράλληλα, το 74% των Ελλήνων εκμύη ότι η καταγωγή (το «εθνος») και η εθνική ταυτότητα ταυτίζονται. Οι περισσότεροι δηλαδή πιστεύουν ότι δεν μπορεί να είναι Έλληνας κάποιος που δεν γεννηθεί στην Ελλάδα. Το ίδιο πιστεύουν το 22% των Σουηδών και το 48% των Γάλλων.

Οι συντριβές αντιλήψεις είναι οι πιο σημαντικές στα αποτελέσματα για τα δικαιώματα και τα σύγχρονα κοινωνικά ζητήματα. Τα παραδείγματα, το 75% των Γερμανών και το 77% των Βρετανών υποστηρίζουν τον γάμο ομοφυλόφωνων, ενώ τον απορρίπτουν το 90% των Ρώσων, το 79% των Βουλγάρων και το 70% των Ελλήνων. Τέλος, προέχει εντύπωση ο γάμος των ζευγαριών με έκτρωση, το 52% των Ελλήνων θα ήθελε να απαγορευτεί (!), κάτι που δηλώνουν μόνον το 18% των Βρετανών και μόλις το 3% των Σουηδών.

## Σύμφωνα με την έκθεση του Συνηγόρου του Πολίτη

παρατηρήθηκε μια υπέρμετρη χρήση καθυστερημένων μέτρων, καθώς σε βάρος των οικονομικών αλλά και κοινωνικά πλέον ευάλωτων ομάδων, των οποίων η οικονομική αντοχή έχει εξαντληθεί από την μακροχρόνια οικονομική κρίση.

Όπως αναφέρεται στην έκθεση έκθεση η διαρκής αύξηση των ληξιπρόθεσμων οφειλών προς τη φορολόγηση και την ασφαλιστική, δεν καταφέρνει να αντιμετωπίσει την ανάγκη εξεργασίας διαδικασιών για διακανονισμό ή ρύθμιση χρεών με παράλληλη πρόβλεψη για λήστευση ή περισσότερο γενναίο κομμεν- μέρισμα αυτών των οφειλών. Αναλύοντας μάλιστα συγκεκριμένες περιπτώσεις, καταλήγει στο συμπέρασμα ότι:

Η παρεμπόδιση της απόφασης για τα δικαιώματα και τα σύγχρονα κοινωνικά ζητήματα, τα οποία είναι ενοχλητικά, συντάξεις και ασφαλιστικά προβλήματα με την ανάδειξη της διαδικασίας γραμοτοποίησης που ανακόπηκε λόγω της ανάγκης εξεργασίας διαδικασιών για διακανονισμό ή ρύθμιση χρεών με παράλληλη πρόβλεψη για λήστευση ή περισσότερο γενναίο κομμεν- μέρισμα αυτών των οφειλών.

Τόσο οι ίδιοι οι ασφαλιστές του Δημοσίου και των Φορέων Κοινωνικής Ασφάλισης όσο και οι εργαζόμενοι που έλαβαν την επείγουσα βοήθεια για να φθάσουν στην ασφαλιστική κάλυψη, έχουν παύσει να υφίστανται, συχνά παύουν από τη διαδικασία ενδυνάμυνσης, στην οποία πληροφορούνται όταν επικρατούν πρόβλεψη στις καταβολές τους. Αυτό συμβαίνει είτε επειδή το καταπορεύονται δεν κοινοποιείται στην ασφαλιστική υπηρεσία των ασφαλιστικών φιλών προσώπων ή των ληξεντικών νομικών προσώπων με τους ίδιους μη υπαρκτούς Αριθμούς Φορολογικού Μητρώου (ΑΦΜ) Φορο-









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## Momentum Grows For 9/11 Victim Compensation Fund Reauthorization

On October 29, Representatives Carolyn B. Maloney (D-NY-12), Jerrold Nadler (D-NY-10), and Peter King (R-NY-2), Senators Kirsten Gillibrand (D-NY) and Cory Gardner (R-CO) and Senate Minority Leader Charles E. Schumer (D-NY) released the following joint statement announcing that the House (H.R.7062) and Senate (S.3591) bills called the Never Forget the Heroes Act have garnered 100 bipartisan co-sponsors since being introduced earlier this month:

"Reaching this 100 co-sponsor level shows just how widespread the support for the Victim Compensation Fund (VCF) is. We have nearly one-fifth of Congress in a few short weeks on this bill, with broad bipartisan support – from Texas and Colorado, to North Carolina and Rhode Island – members representing constituents in every corner of the country are coming together to support this program because we all recognize the grave importance the work the VCF does. There are tens of thousands of responders and survivors nationwide living with, and some tragically dying from 9/11-related illnesses, and more are being diagnosed each day. It is up to us to make sure that these American heroes get the help they need.

"We need to permanently authorize and fully fund this program immediately.

With each passing day, without permanent reauthorization and full funding, anxiety and suffering grow – and that is unacceptable. Just as our 9/11 heroes answered the call when we were attacked, Congress must now answer the call to stand up for them."

The terrorist attacks on September 11, 2001 killed and injured thousands in New York City, Shanksville, PA and the Pentagon. In the years since, thousands more men and women, including first responders, relief workers, and local residents have gotten sick after they were exposed to a toxic cocktail of burning chemicals, pulverized drywall and powdered cement, and some have died from their exposure. According to scientists, many cancers can have a latency period of years before turning deadly. This year, the number of cancer certifications by the World Trade Center Health Program is reaching more than 10,000 cases. As we reach the 20-year milestone after the attacks and these latent diseases continue to manifest, new claims will continue to rise as the expiration of the current Victim Compensation Fund (VCF) approaches in 2020. Already, the VCF has approved over 19,204 claims. There are 9/11 first responders and survivors in every state and in 434 out of 435 Congressional districts.

For the full list of current co-sponsors of the bill, visit [QGazette.com](http://QGazette.com)



## HOUSING ADVISOR Central Astoria LDC

### Preferential Rent

**Preferential Rent** is an issue that is prevalent in Astoria, yet many long-time residents and newer residents do not understand how it works. Preferential Rent is rent that is charged to a tenant which is lower than the **Legal Rent**. The Legal Rent is the rent listed for the apartment on the lease and with the State (NYS DHCR – Division of Housing and Community Renewal) and it follows the Rent Guideline allowable percentage increases. For one reason or another the landlord may offer a cheaper or Preferential Rent to a tenant. It might be that the owner is having trouble renting the apartment at the Legal Rent. It might be that the owner has a longtime tenant who has been a "good tenant" and the tenant is having trouble paying the legal rent so the owner agrees to charge a Preferential Rent.

**Be aware that unless the Preferential Rent Lease Agreement states that the tenant will receive a Preferential Rent for the Term of Their Tenancy the Preferential Rent is only for the term of the lease (one or two years).**

For example, the **Legal Rent** is \$1,500.; the **Preferential Rent** charged is \$1,000. When the lease expires, the owner doesn't offer you a Preferential Rent again and the rent increases to the Legal Rent of \$1,500 plus the allowable guideline increase. That results in the tenant having to pay at least a \$500 increase or moving. We often see that landlords offer Preferential Rents on one year leases.

**Be careful when you sign your lease, ask questions if you don't understand something. Understand what it means to get a Preferential Rent.**

If you feel that you are being overcharged even if you have a Preferential Rent, remember that the rental history preceding the four year period to the filing of an **Overcharge Complaint** will not be examined. However, the Rent Code Amendments of 2014 do provide that when an owner claims that the rent being charged is "preferential," DHCR will examine the lease and rent history immediately preceding such preferential rent even if it is before the four years, to assure the higher "legal" rent has been correctly calculated and is lawful.

**For more information call Central Astoria LDC at 718-204-1056  
25-69 38th Street, Astoria, NY 11103**

**ADVERTORIAL**



# Finance, flies and fidelity to Queens

## Treasury's Lew, Mets' Alfonzo feted at QCH gala

Nearly 300 people filled the Museum of the Moving Image on Oct. 23 to hear what former U.S. Secretary of the Treasury Jacob Lew, and New York Mets star Edgardo Alfonzo, have in common.

It turns out both are diehard Mets fans, both humbly dodge the national spotlight yet work hard behind the scenes and both hold a special place for Queens in their hearts.

The two were honored at Queens Community House's Strengthening Neighborhoods Inspiring Change Gala, which annually highlights individuals who make a difference in the lives of Queens residents.

Lew served as White House chief of staff for President Barack Obama from 2012 to 2013 and was chosen by Obama to serve as secretary of the Treasury in 2013, a position he held until 2017.

Robert Lindsay, chairman and co-founder of Lindsay Goldberg and nephew of former New York City Mayor John Lindsay, introduced Lew and made reference to the Forest Hills Controversy of the



Former Treasury Secretary Jacob Lew, left, and former Mets star Edgardo Alfonzo, right, were honored last week at a benefit for Queens Community House, led by Executive Director Ben Thomases. PHOTO COURTESY QCH

early 1970s, caused when Mayor Lindsay proposed to build public housing in the middle-class Queens community. Lew spoke of how the Forest Hills controversy went on to shape his social values.

"I came of age in Forest Hills in those turbulent years," he said. "I watched the neighborhood rip itself to pieces over something that in my household was seen as a

good idea. There were community leaders and religious leaders who said, 'You have to stand up and say what you think is right, even if there are loud voices around that think otherwise.' I'm glad that Bob's uncle stuck to his plans."

LaGuardia Airport General Manager Lyssa Scully introduced Alfonzo, recognizing the former all-star and Latino Baseball Hall of

Famer for his "skill, humility, compassion and tremendously professional demeanor on the field" as well as for being a role model for countless youth in New York.

"He's chosen to make his home here in Queens, to give back and make Queens a better place," she said. Alfonzo's speech included thanks to members of his extended family who were visiting from Venezuela.

"I would never have thought the work that I've done would be recognized off the baseball field," he said. "Over the years, I've played for many teams, but tonight, I realize that I've been playing for a different kind of team my whole life. I play for the communities and neighborhoods. I play for the families that struggle to pay rent. I play for immigrants like me who've come to this country to make a better life. Everyone here tonight is on this team. We all make a difference in this borough."

The event raised more than \$500,000 for QCH, including \$50,000 from a silent auction and "Live Ask," led by Jennifer Wright of Christie's.

## Collecting for our troops

The Marine Corps League Detachment 240 North Shore Queens is continuously collecting personal care items and small food packages to be sent to U.S. troops overseas.

Among the items needed are:

- shaving cream and men's and women's razors, feminine hygiene products and deodorant for men and women;
- baby wipes, travel-size toothbrushes, toothpaste and mouthwash, and travel-size shampoo and hair conditioner;
- T-shirts, men's and women's underwear, green socks and shower shoes;
- flashlights and batteries; combs and brushes; hand and foot warmers;
- canned tuna, chicken and small, microwavable containers of stew, pasta and other hot foods;
- instant power drinks, iced tea, lemonade and other beverages; and
- Tic-Tacs, chewing gum and hard candy.

Further information is available by contacting the Marine Corps League Detachment 240 North Shore Queens through Jim Seaman at [marine698@aol.com](mailto:marine698@aol.com).



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### NOTICE OF AVAILABILITY and REQUEST FOR COMMENT DRAFT ENVIRONMENTAL ASSESSMENT NORTH CARGO REDEVELOPMENT

John F. Kennedy International Airport, Jamaica, New York

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Hours: 08:00 am to 04:00 pm

The Port Authority of NY & NJ  
Aviation Department  
4 World Trade Center, 18th Floor  
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Attn: Kathryn Lamond  
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# NEWS 8 OPINION 16 ENTERTAINMENT 39 CLASSIFIED 37 SERVICE 40 OBITUARIES 40 SPORTS

## Astoria break-ins

A man has broken into three apartments near 27<sup>th</sup> Street and 25<sup>th</sup> Road in Astoria since September 5. In the first incident, the suspect took savings bonds, jewelry and \$3,000. On October 18, he forced his way into another apartment near the same intersection, but left without taking anything.

The next day he returned to the same location, and this time took jewelry worth \$3,400 from a third apartment.



a 30-year-old female employee working in the store at 134-11 Rockaway Boulevard. She complied, and the man fled with \$850. He is between 18 and 25 years old, 5'9" and

180 pounds.

## Bank robbery spree

A man who tried to rob one Forest Hills bank, and when he was unsuccessful moved to a different bank on Queens Boulevard two doors down, has struck again. On October 22, police say the same man passed a note to the teller at a Chase Bank at 79-06 Broadway in

Elmhurst demanding money. The teller complied and he left with an unknown amount of cash. On October 18, he did the same thing at a New York Community Bank at 107-40 Queens Boulevard, and when



the teller ignored him he instead tried at a Chase Bank at 107-36 Queens Boulevard, that time leaving with an undetermined amount of cash. The suspect is between 40 and 50 years old and 6' tall.

## Knife on the 7

A man threatened a fellow straphanger with a knife on the 7 train. On September 23 at 12:30 a.m., the suspect was arguing with a 23-year-old man, and when the train pulled into the Main Street station in Flushing, he pulled out a knife and threatened the victim. No one was hurt in the incident, and the suspect, who is 6' tall and 200 pounds, was last seen fleeing east on Roosevelt Avenue.



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NOTICE OF A JOINT PUBLIC HEARING of the Franchise and Concession Review Committee and the New York City Department of Parks and Recreation to be held on Tuesday, November 13, 2018 at 2 Lafayette Street, 14th Floor Auditorium, Borough of Manhattan, commencing at 2:30 p.m. relative to:

INTENT TO AWARD as a concession for the renovation, maintenance and operation of a waterfront restaurant and catering facility at the World's Fair Marina at Flushing Meadows Corona Park, Queens, New York, for a seventeen (17) year term, to Marina Hospitality, LLC. Compensation to the City will be as follows: for each operating year of the license, Marina Hospitality, LLC shall pay the City a fee consisting of the higher of a guaranteed minimum annual fee versus a percentage of Gross Receipts, as follows (Year 1: \$87,500 vs 4.4% of Gross Receipts; Year 2: \$97,500 vs 4.7% of Gross Receipts; Year 3: \$220,500 vs 12.5% of Gross Receipts; Year 4: \$231,525 vs 13% of Gross Receipts; Year 5: \$243,101 vs 13% of Gross Receipts; Year 6: \$300,256 vs 13% of Gross Receipts; Year 7: \$313,019 vs 13.5% of Gross Receipts; Year 8: \$326,420 vs 13.5% of Gross Receipts; Year 9: \$340,491 vs 13.5% of Gross Receipts; Year 10: \$355,266 vs 14% of Gross Receipts; Year 11: \$325,779 vs 14% of Gross Receipts; Year 12: \$342,068 vs 14% of Gross Receipts; Year 13: \$359,171 vs 14.5% of Gross Receipts; Year 14: \$377,130 vs 14.5% of Gross Receipts; Year 15: \$395,986 vs 14.5% of Gross Receipts; Year 16: \$415,786 vs 15% of Gross Receipts; Year 17: \$436,575 vs 15% of Gross Receipts).

A draft copy of the agreement may be reviewed or obtained at no cost, commencing Friday, November 2, 2018 through Tuesday, November 13, 2018, between the hours of 9 am and 5 pm, excluding weekends and holidays at the NYC Department of Parks and Recreation, located at 630 Fifth Avenue, Room 313, New York, NY 10065.

This location is accessible to individuals using wheelchairs or other mobility devices. For further information on accessibility or to make a request for accommodations, such as sign language interpretation services, please contact the Mayor's Office of Contract Services (MOCS) via e-mail at [DisabilityAffairs@mocs.nyc.gov](mailto:DisabilityAffairs@mocs.nyc.gov) or via phone at (212) 788-0010. Any person requiring reasonable accommodation for the public hearing should contact MOCS at least three (3) business days in advance of the hearing to ensure availability.

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# Locales

## DFTA Lleva A Cabo FERIA De Trabajo Para Personas Mayores

Por Nomar Vizcarrondo

El "Department for the Aging" de la Ciudad de Nueva York (DFTA) llevó a cabo su décimo octava feria anual de empleo para adultos mayores ayudando así a los neoyorquinos de más edad y bajos recursos a unirse a la fuerza laboral. Cerca de 30 potenciales empleadores asistieron a la actividad.

La feria anual de empleo fue una oportunidad para personas de 55 años y más que han completado el "Senior Community Service Employment Program" a través de la Unidad de Servicios de Empleo para Personas Mayores de DFTA para comenzar una nueva carrera. Según la encuesta "American Community Survey" de la Oficina del Censo, 1 de cada 5 trabajado-



res estadounidenses tenía 55 años o más en el 2015 — y más personas continúan trabajando bien en sus 60, 70 y 80 años de edad. "Los adultos mayores de bajos ingresos se enfrentan a enormes obstáculos, incluyendo la necesidad de reincorporarse a una fuerza de trabajo cambiante y de ritmo acelerado", dijo la Comisionada del DFTA, Donna Corrado. "Incluso después de jubilarse con Seguro Social, muchos tienen ingresos fijos que no pueden cubrir sus ne-

cesidades, por lo que dependen de ingresos suplementarios de sus empleos. Los empleadores participantes entienden y valoran la ética de trabajo que los adultos mayores tienen para ofrecer." El programa proporciona capacitación en computadoras, orientación profesional y asistencia en la colocación de empleos. A los participantes se les paga el salario mínimo prevaleciente durante el entrenamiento. "No podía pagar lo básico como mi elección de comida y ropa", dijo un participante, quien completó el programa y ahora trabaja como maestro sustituto. "La ayuda que recibí me puso de nuevo en el mercado laboral."

**Para obtener más información acerca de la Unidad de Servicios de Empleo para Personas Mayores de DFTA, llame al 311 o 212-602-6958.**

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## THE PORT AUTHORITY OF NY & NJ

### NOTICE OF AVAILABILITY and REQUEST FOR COMMENT DRAFT ENVIRONMENTAL ASSESSMENT NORTH CARGO REDEVELOPMENT

John F. Kennedy International Airport, Jamaica, New York

In accordance with the National Environmental Policy Act (NEPA), notice is hereby given that copies of a Draft Environmental Assessment (EA) for the proposed North Cargo Redevelopment project at John F. Kennedy International Airport (JFK) are available for public review and comment at the following locations:

The Port Authority of NY & NJ  
John F. Kennedy International Airport  
General Manager's Office  
Building 14, 2nd Floor  
Jamaica, NY 11430  
Hours: 08:00 am to 04:00 pm

The Port Authority of NY & NJ  
Aviation Department  
4 World Trade Center, 18th Floor  
New York, NY 10007  
Attn: Kathryn Lamond  
Hours: 09:00 am to 05:00 pm

The Draft EA document for this project will be available at these locations until the close of the comment period, which is 5:00 PM on Friday, November 30, 2018. If you intend to view the document at the JFK Airport or World Trade Center locations, please contact Kathryn Lamond at [kiamond@panynj.gov](mailto:kiamond@panynj.gov) to schedule an appointment at least one day before your visit. A copy of the Draft EA may also be viewed online at: <http://www.panynj.gov/about/studies-reports.html>.

The Draft EA responds to all of the requirements of the Federal Aviation Administration for preparation of an EA under NEPA. The Port Authority of New York & New Jersey (Port Authority) is inviting the public to submit, in writing, comments on the Draft EA prepared for the North Cargo Redevelopment project. The Port Authority is accepting comments on this Draft EA document until the official comment period closes on Friday, November 30, 2018. Comments must be received by 5:00 PM on Friday November 30, 2018, in order to be considered. Written comments on the Draft EA can be sent directly to Kathryn Lamond of the Port Authority, 4 World Trade Center, 18th Floor, New York, NY 10007. Additionally, comments may be emailed to [JFKEA@panynj.gov](mailto:JFKEA@panynj.gov) with the subject heading "JFK North Cargo." If you have any questions about this notice, please email Kathryn Lamond at [kiamond@panynj.gov](mailto:kiamond@panynj.gov).



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## **Comments Received**

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**Michael B. Gerrard**

*Andrew Sabin Professor of Professional Practice  
Director, Sabin Center for Climate Change Law*

November 26, 2018

Kathryn Lamond  
The Port Authority of NY & NJ  
4 World Trade Center  
150 Greenwich Street, 18th Floor  
New York, NY 10007

Via e-mail: JFKEA@PANYNJ.GOV

**Re: JFK North Cargo**

Dear Ms. Lamond,

This comment on the Draft Environmental Assessment (“EA”) for the proposed North Cargo Redevelopment project at John F. Kennedy International Airport (JFK) is submitted on behalf of the Sabin Center for Climate Change Law of Columbia Law School.

We recommend that the EA assess the impact that rising sea levels and consequent flooding will have on the physical integrity and functioning of the project and associated infrastructure, and set forth detailed plans to protect against this flooding in the future.

The EA says that this proposed project, which will include the construction of two new cargo processing facilities and rehabilitation of two taxiways, “remains outside the 100-year floodplain of [the Federal Emergency Management Agency’s (“FEMA”) Advisory Base Flood Elevation] maps.”<sup>1</sup> There is no discussion in the EA of sea-level rise and the risks associated with flooding caused by climate change, as well as no proposed mitigation strategies for these risks.

Various reports from outside sources have warned of JFK Airport’s vulnerability to sea level rise caused by climate change, which necessitates decisive action to protect the airport’s taxiways and other structures from extensive flooding damage. The Regional Plan Association (“RPA”), for example, stated in a 2016 report that JFK “will need to be hardened for the more severe future storm surges.”<sup>2</sup> A 2018 update report from the RPA stated, “While not impacted by three feet of sea level rise and only marginally by six feet, JFK Airport is still vulnerable to flooding from what are expected to be more frequent and higher intensity storms.”<sup>3</sup> As such, “investments in storm surge mitigation solutions should be employed as part of the airport’s redevelopment,”<sup>4</sup> and JFK “will need to be hardened to increase its ability to cope with more

<sup>1</sup> THE PORT AUTHORITY OF NY & NJ, ENVIRONMENTAL ASSESSMENT, NORTH CARGO REDEVELOPMENT, JOHN F. KENNEDY AIRPORT (Nov. 2018) at 4-13.

<sup>2</sup> Regional Plan Association, *Under Water: How Sea Level Rise Threatens the Tri-State Region* (Dec. 2016), available at <http://library.rpa.org/pdf/RPA-Under-Water-How-Sea-Level-Rise-Threatens-the-Tri-State-Region.pdf>, page 4.

<sup>3</sup> Regional Plan Association, *Upgrading to World Class The Future of the Region’s Airports Revisited* (June 2018), available at <http://library.rpa.org/pdf/RPA-Upgrading-to-World-Class-Revisited.pdf>, page 36.

frequent storm surges.”<sup>5</sup>

Climate Central has also reported on JFK’s vulnerability to storm surge, focusing on the economic consequences of this vulnerability. In a 2013 publication, Climate Central highlighted that sea level rise and flooding can lead to “more delays, potentially costing billions of dollars in the years ahead from lost revenue and storm cleanup operations.”<sup>6</sup> For example, after Hurricane Sandy, JFK did not resume service until three days after the storm, contributing to the more than 20,000 flights cancelled nationwide (roughly half of those occurring in the New York City area).<sup>7</sup> The report listed JFK among the U.S. airports most vulnerable to sea level rise.

The consulting firm of Michael Baker International made a presentation entitled “Ensuring Continuing Operation of New York City Airports in the Presence of Coastal and Climate Change Hazards” to the Association of State Floodplain Managers Conference in June 2014. Its key conclusions indicated, for JFK Airport, “significant jump in inundation by future year 2055 relative to other airports” and “subsurface backwater flooding issues.”<sup>8</sup>

The U.S. Global Change Research Program (“USGCRP”), a Congressionally-mandated interagency study group, identified JFK in 2014 as one of the U.S. airports most vulnerable to climate change.<sup>9</sup> More recent federal projections indicate the possibility of even higher levels of sea level rise and storm surge.<sup>10</sup> And just now – on November 23, 2018 – the USGCRP released its Fourth National Climate Assessment, Volume II (Impacts, Risks, and Adaptation in the United States), which stated in Chapter 18, “Along the Mid-Atlantic Coast (from Cape Hatteras, North Carolina, to Cape Cod, Massachusetts), several decades of tide gauge data through 2009 have shown that sea level rise rates were three to fourtimes higher than the global average rate.”

Despite JFK’s clear vulnerability to increased storm surge as sea levels rise, the Port Authority’s EA lacks any substantive discussion of these dangers. The following are some of the shortcomings of the EA:

- 1. No consideration of sea level rise projections:** The EA does not consider any sea-level rise projections. The most definitive projections for these purposes are the

<sup>4</sup> *Id.*

<sup>5</sup> *Id.* at 24.

<sup>6</sup> Andrew Freedman, *U.S. Airports Face Increasing Threat From Rising Seas*, CLIMATE CENTRAL (June 18, 2013), available at <http://www.climatecentral.org/news/coastal-us-airports-face-increasing-threat-from-sea-level-rise-16126>.

<sup>7</sup> *Id.*

<sup>8</sup> Available at [http://www.floods.org/Files/Conf2014\\_ppts/A4\\_Eberbach.pdf](http://www.floods.org/Files/Conf2014_ppts/A4_Eberbach.pdf).

<sup>9</sup> Schwartz, H. G., M. Meyer, C. J. Burbank, M. Kuby, C. Oster, J. Posey, E. J. Russo, and A. Rypinski, 2014: Ch. 5: Transportation. Climate Change Impacts in the United States: The Third National Climate Assessment, J. M. Melillo, Terese (T.C.) Richmond, and G. W. Yohe, Eds., U.S. Global Change Research Program, 130-149. doi:10.7930/J06Q1V53, p. 134, available at <https://nca2014.globalchange.gov/report/sectors/transportation>.

<sup>10</sup> William V. Sweet et al., *Global and Regional Sea Level Rise Scenarios for the United States*, NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (Jan. 2017), available at [https://tidesandcurrents.noaa.gov/publications/techrpt83\\_Global\\_and\\_Regional\\_SLR\\_Scenarios\\_for\\_the\\_US\\_final.pdf](https://tidesandcurrents.noaa.gov/publications/techrpt83_Global_and_Regional_SLR_Scenarios_for_the_US_final.pdf). See also *In worst case scenario, Trump’s Mar-a-Lago estate and JFK could be underwater by 2100*, CIRCA NEWS (Apr. 27, 2017), available at <https://www.circa.com/story/2017/04/27/scitech/in-worst-case-scenario-trumps-mar-a-lago-estate-and-jfk-could-be-underwater-by-2100>.

official projections from the New York State Department of Environmental Conservation, 6 N.Y.C.R.R. Part 490. The EA should disclose the elevations of the taxiways out to the year 2100 under each of the scenarios set forth in these projections, and for each of these scenarios, it should discuss not only the static sea levels, but also the possible storm surges, and how far upland the water could travel.

1

- 2. Lack of findings regarding taxiway status in 2100:** The EA should discuss the viability of JFK's taxiways in the year 2100 in view of the sea level rise projections, including the frequency with which the taxiways would be completely flooded.

2

The draft EA was prepared pursuant to the National Environmental Policy Act (“NEPA”), because the project will require the approval of the Federal Aviation Administration. Under NEPA, agencies must consider the environmental impacts of sea level rise and associated storm surge, flooding, and erosion risks, as exacerbated by increased frequency and intensity of hurricanes and tropical storms. NEPA’s implementing regulations provide that agencies must consider significant and reasonably foreseeable indirect and cumulative environmental impacts.<sup>11</sup> Agencies must define an appropriate baseline for considering projected environmental impacts; such a baseline should incorporate anticipated environmental conditions.<sup>12</sup> Accordingly, the Port Authority must consider sea level rise, the increasing frequency and severity of hurricanes and other extreme weather events, and their combined effects on storm surge as future baseline environmental conditions. Several federal courts have confirmed that NEPA regulations require federal agencies to evaluate the impacts of a changing climate on their actions.<sup>13</sup> Consideration of climate change impacts has accordingly become an essential part of the NEPA process.<sup>14</sup> Furthermore, the withdrawal of the CEQ guidelines by the Trump administration does not affect judicially upheld obligations as was explicitly noted in the withdrawal notice.<sup>15</sup>

3

<sup>11</sup> See 40 C.F.R. §§ 1508.7 (defining “cumulative impact”), 1508.8 (defining “effects” as including direct and reasonably foreseeable indirect effects), 1508.25(c) (providing that EISs must consider direct, indirect, and cumulative impacts); see also CEQ, Considering Cumulative Effects under the National Environmental Policy Act (1997) [hereinafter “Considering Cumulative Effects Under NEPA”], available at <http://1.usa.gov/JLkM2I>.

<sup>12</sup> See Considering Cumulative Effects under NEPA, *supra* note 11, at 41; 40 C.F.R. 1502.15 (defining “affected environment”).

<sup>13</sup> AquaAlliance, et al., v. U.S. Bureau of Reclamation, No. 1:15-CV-754-LJO-BAM, 2018 WL 903746, at \*38-\*39 (E.D. Cal. Feb. 15, 2018) (finding that the Bureau failed to adequately account for effects of climate change on water management project); Idaho Rivers United v. United States Army Corps of Engineers, No. C14-1800JLR, 2016 WL 498911, at \*17 (W.D. Wash. Feb. 9, 2016) (finding the USACE analysis of the effect of climate change on sediment disposition was adequate); Kunaknana v. U.S. Army Corps of Engineers, No. 3:13-CV-00044-SLG, 2015 WL 3397150, at \*10-\*12 (D. Alaska May 26, 2015) (finding the USACE reasonably concluded, based on a supplemental information report, that a supplemental EIS was not necessary); Kunaknana v. U.S. Army Corps of Engineers, 23 F. Supp. 3d 1063, 1092-98 (D. Alaska 2014) (determining that USACE should consider whether to prepare supplemental EIS for issuance of § 404 permit in light of new information on climate change).

<sup>14</sup> See e.g., AquaAlliance 2018 WL 903746 at \*38-\*39 (“Nonetheless, the FEIS/R fails to address or otherwise explain how this information about the potential impacts of climate change can be reconciled with the ultimate conclusion that climate change impacts to the Project will be less than significant: . . . [T]his amounts to a ‘failure to consider an important aspect of the problem’ . . .”) (internal citation omitted).

<sup>15</sup> Withdrawal of Final Guidance for Federal Departments and Agencies on Consideration of Greenhouse Gas Emissions and the Effects of Climate Change in National Environmental Policy Act Reviews, 82 Fed. Reg. 16576 (Apr. 5, 2017), available at <https://www.federalregister.gov/documents/2017/04/05/2017-06770/withdrawal-offinal-guidance-for-federal-departments-and-agencies-on-consideration-of-greenhouse-gas> (“The withdrawal of the guidance does not change any law, regulation, or other legally binding requirement.”).



The New York sea level rise projections noted above were mandated by New York's Community Risk and Resiliency Act, Chapter 355 of the Laws of 2014, which requires consideration of these projections in multiple types of state environmental permitting decisions. We also note that the CEQR Technical Manual, which guides environmental reviews conducted by New York City, calls for consideration of rising sea levels and increases in storm surge and coastal flooding.<sup>16</sup>

4


The EA notes that the Project Site is outside of the 100-year floodplain as mapped by FEMA. These maps are based solely on historic flooding and do not reflect future sea levels. Thus they may not be relied upon with respect to future conditions. That is a major reason New York State has adopted the above-noted projections. The EA does not contain any reference at all to sea level rise, which is a critical deficiency.

On a separate issue, Page 1-4 of the EA states, "Growth in cargo activity may occur in the future to meet demand based on economic conditions. The North Cargo Redevelopment adds efficiency to airport operations and it can be scaled to meet increased demand based on economic conditions, but is not anticipated to automatically increase aircraft operations upon opening. Therefore, the Proposed Action is not expected to cause an increase in aircraft operations at JFK." The expectation that the project will not "automatically increase aircraft operations upon opening" is much more limited than a projection about the project's effects on future aircraft operations, and associated ground movements within, to, and from JFK. The EA should discuss whether the project will make JFK a more attractive location for air cargo operations; how much additional cargo might be handled as a result; where this cargo might otherwise have been handled (other airports, or by other modes, such as sea or rail); and the effects of this additional volume of cargo on aircraft fuel use, emissions of greenhouse gases and conventional air pollutants from aircraft, and the environmental impacts of increased ground traffic. If an analysis of future cargo traffic has been performed (for example, in analyzing the financing, business terms or sizing of the project), that should be disclosed, even if it was prepared outside of the environmental assessment process.

5

In view of these shortcomings, the EA for the proposed North Cargo Redevelopment project should elaborate on flooding risks related to sea level rise and coastal storm surge and set forth detailed measures to mitigate these risks, and also discuss the possibility and environmental impacts of possible future increased cargo volume.

Sincerely,



Michael Gerrard  
Andrew Sabin Professor of Professional Practice  
Director, Sabin Center for Climate Change Law

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<sup>16</sup> CEQR Technical Manual, Chapter 18, p. 18-7, [https://www1.nyc.gov/assets/oec/technical-manual/18\\_Greenhouse\\_Gas\\_Emissions\\_2014.pdf](https://www1.nyc.gov/assets/oec/technical-manual/18_Greenhouse_Gas_Emissions_2014.pdf).



November 30, 2018

*Via electronic mail*

Kathryn Lamond  
The Port Authority of New York & New Jersey  
4 World Trade Center  
150 Greenwich Street, 18th Floor  
New York, NY 10007  
[jfkea@panynj.gov](mailto:jfkea@panynj.gov)

**Re: JFK North Cargo**

Dear Ms. Lamond,

Thank you for the opportunity to comment on the Draft Environmental Assessment for the proposed North Cargo Redevelopment project (“Project”) at John F. Kennedy International Airport (“JFK”), dated November 1, 2018. This Project, as you know, seeks to construct two cargo processing facilities and taxiway improvements within the North Cargo Area of Cargo Zone D to consolidate JFK air cargo operations.

These comments are submitted on behalf of the Natural Resources Defense Council (NRDC) to share the concerns raised by the Sabin Center for Climate Change Law of Columbia Law School and to endorse their two main recommendations: First, that any final Environmental Assessment (EA) should assess the impact that rising sea levels and consequent flooding will have on the physical integrity and functioning of the project and associated infrastructure, and should set forth detailed plans to protect against this flooding in the future. And second, that the EA should also discuss the possibility and environmental impacts of possible future increased cargo volume.

6

7

NRDC is an international, nonprofit environmental organization headquartered in New York City, with more than three million members and online activists—including nearly 130,000 in New York State. For five decades, NRDC has been committed to the preservation, protection, and defense of the environment, public health, and natural resources. As part of our work to mitigate the harms from climate change, NRDC advises government officials on plans to protect residents against extreme heat, floods, sea level rise, and other climate-related hazards. NRDC scientists also track predicted changes in allergens, disease transmission, and other health impacts of climate change and alert residents and local governments to potential risks.

In the New York metropolitan region, NRDC has actively supported federal, state, and local programs to purchase the land of residents whose property was adversely affected by storm surges and flooding. NRDC also has urged government officials at all levels to use natural barriers to protect shorelines. For example, NRDC advocated for the adoption of the Staten Island Living Breakwaters Project, an innovative coastal green infrastructure project that utilizes

**NATURAL RESOURCES DEFENSE COUNCIL**

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breakwaters to both reduce the harm of storm surges while also providing habitat to local aquatic species.

The Sabin Center’s comments, dated November 26, 2018, raise a number of objections to the Draft Environmental Assessment, and we respectfully incorporate their comments into this letter. In the remainder of this letter, we highlight our most significant concerns regarding future sea level rise.

## **I. Anthropogenic Climate Change is Real, and We Are Suffering Its Effects Now**

As the New York City Panel on Climate Change has observed, “climate risks in the New York metropolitan region are increasing and are projected to continue to increase throughout the 21<sup>st</sup> century.”<sup>1</sup> Higher temperatures, heavy downpours, sea level rise, and intensified coastal flooding are expected to be the major climate hazards for the region.<sup>2</sup>

As a result of climate change, sea levels have risen, and the frequency, duration, and severity of storms has increased, leading to more frequent and severe flooding of New York City, especially during extreme storm events.<sup>3</sup> The sea has risen around New York City by more than 1 foot in the last 100 years—nearly twice the global average.<sup>4</sup> And sea levels are expected to rise at an accelerated, as high as 10 inches by the 2020s, and 30 inches by the 2050s.<sup>5</sup>

A higher sea level is problematic for the future of the City, especially when combined with increases in the frequency, duration, and severity of storms. Sea level rise on its own can lead to permanent inundation of low-lying land where sea level simply exceeds the land elevation. And when combined with precipitation, flooding from sea level rise intensifies because more water adds to the sea’s volume.

Most significantly, storm surge—the rise of water generated when the storm’s winds push ocean water toward the shore—can even further amplify flooding when combined with sea level rise and precipitation. In fact, flooding due to storm surge is the greatest risk to coastal areas in New York City.<sup>6</sup> By the end of century, coastal flood levels that only occur once per

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<sup>1</sup> CYNTHIA ROSENZWEIG ET AL., N.Y.C. PANEL ON CLIMATE CHANGE, BUILDING THE KNOWLEDGE BASE FOR CLIMATE RESILIENCY: N.Y.C. PANEL ON CLIMATE CHANGE 2015 REPORT 107 (2015), available at <https://nyaspubs.onlinelibrary.wiley.com/toc/17496632/1336/1>.

<sup>2</sup> *Id.*

<sup>3</sup> KIM KNOWLTON AND MIRIAM ROTKIN-ELLMAN, NRDC, PREPARING FOR CLIMATE CHANGE: LESSONS FOR COASTAL CITIES FROM HURRICANE SANDY 13 (2014).

<sup>4</sup> New York City Panel on Climate Change, *2015 Report Executive Summary*, 1336 ANN. N.Y. ACAD. SCI. 9, 11 (2015).

<sup>5</sup> New York City Panel on Climate Change, *2015 Report Chapter 2: Sea Level Rise and Coastal Storms*, 1336 ANN. N.Y. ACAD. SCI. 36, 41 (2015).

<sup>6</sup> NEW YORK CITY, PLANYC - A STRONGER, MORE RESILIENT NEW YORK 44 (2013).

decade now may occur once every one to three years, and flooding that only happens once per century now may occur 19 times as often.<sup>7</sup>

## II. The Port Authority Should Include Worst Case Sea Level Rise in its EA

The Draft EA concludes that the Project Site “is outside of the 100-year floodplain,”<sup>8</sup> relying on Advisory Base Flood Elevation (“ABFE”) maps for New York City, published by the U.S. Federal Emergency Management Agency (“FEMA”) in 2013. As the Sabin Center notes, these maps are based solely on historic flooding and do not reflect future sea levels. As a consequence, they cannot be relied on to project future conditions. The final EA should use additional sources that consider future sea level rise projections to develop a complete assessment of the future viability of this Project under climate change.

It is also important to note that FEMA is currently working with New York City to develop a new methodology to incorporate sea level rise impacts to the City’s 100-year floodplains.<sup>9</sup> These new projects will be included in the forthcoming updated Flood Insurance Rate Maps (“FIRMs”), and while those maps will not likely be complete by the time the Environmental Assessment is finalized, the ongoing revision of these maps illustrates that even FEMA acknowledges that their most recent maps of the New York City floodplain may not be accurate. It is only through careful assessment of the worst-case scenario of sea level rise using the “best available information” that the Port Authority can sufficiently ensure that the Project will be adequately protected from future flooding.<sup>10</sup>

While FEMA may not have included sea level rise in its current floodplain maps, there are other reliable sources that can be used to calculate future flooding in the Project Area. For example, New York City has developed the New York City Flood Hazard Mapper, a mapping application that details the coastal flood hazards that threaten New York City both today and in the future under different climate change scenarios.<sup>11</sup> The map is based on data from FEMA’s Preliminary FIRM for the 100-year floodplain, and adds sea level rise projections developed by the New York Panel on Climate Change, a consortium of world-class scientists that makes climate projections for New York City.<sup>12</sup>

<sup>7</sup> RADLEY M. HORTON, NEW YORK STATE ENERGY RESEARCH AND DEVELOPMENT AUTHORITY (NYSERDA), CLIMATE CHANGE IN NEW YORK STATE: UPDATING THE 2011 CLIMAID CLIMATE RISK INFORMATION (2014).

<sup>8</sup> PORT AUTHORITY OF NY & NJ, ENVIRONMENTAL ASSESSMENT, NORTH CARGO REDEVELOPMENT, JOHN F. KENNEDY AIRPORT 4-13 (2018).

<sup>9</sup> See “About FEMA Flood Maps,” FEMA, <https://www1.nyc.gov/site/floodmaps/about/about-flood-maps.page> (last visited Nov. 30, 2018).

<sup>10</sup> Exec. Order No. 11988, *Floodplain Management*, Executive Order 11988, 42 Fed. Reg. 26951 (May 24, 1977).

<sup>11</sup> NYC Flood Hazard Mapper, NEW YORK CITY DEPARTMENT OF CITY PLANNING, <http://dcp.maps.arcgis.com/apps/webappviewer/index.html?id=1c37d271fba14163bbb520517153d6d5> (last visited Nov. 30, 2018).

<sup>12</sup> *Id.*

As illustrated by the following map (derived from the New York City Flood Hazard Mapper) of the 100-year floodplain in the 2020s, within 10 years, the 100-year floodplain will have expanded to include parts of the Project Area:

***Future 100-year Floodplain (2020s)***



Source: *Sea Level Rise Maps (2020s 100-year Floodplain)*, NYC OPENDATA, CITY OF NEW YORK, <https://data.cityofnewyork.us/Environment/Sea-Level-Rise-Maps-2020s-100-year-Floodplain-/ezfn-5dsb> (last visited Nov. 30, 2018).

This is the 100-Year Floodplain for the 2020s based on FEMA's Preliminary FIRM and the New York Panel on Climate Change's 90th Percentile Projects for Sea-Level Rise (11 inches).



And as illustrated by the following map (also derived from the New York City Flood Hazard Mapper) of the 100-year floodplain in the 2050s, within 30 years, the 100-year floodplain will have expanded to include most of JFK, including the entire Project Area:

***Future 100-year Floodplain (2050s)***



Source: Sea Level Rise Maps (2050s 100-year Floodplain), NYC OPENDATA, CITY OF NEW YORK, <https://data.cityofnewyork.us/Environment/Sea-Level-Rise-Maps-2050s-100-year-Floodplain-/hbw8-2bah> (last visited Nov. 30, 2018).

This is the 100-Year Floodplain for the 2050s based on FEMA's Preliminary FIRM and the New York Panel on Climate Change's 90th Percentile Projects for Sea-Level Rise (31 inches).

The Port Authority should consider these and any other relevant and reliable sea level rise projections in the final Environmental Assessment of the Project. 8



Other deficiencies of the Draft EA are discussed in more detail by the Sabin Center, and we respectfully refer the Port Authority to the Sabin Center comment letter for a more thorough analysis of those concerns.

Sincerely,

A handwritten signature in blue ink that reads "Kimberly Ong". The signature is fluid and cursive, with the first name and last name clearly distinguishable.

Kimberly Ong  
Senior Attorney  
Natural Resources Defense Council

## **Responses to Comments**

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Comment Number	Comment	Commenter	Response
1	<p>We recommend that the EA assess the impact that rising sea levels and consequent flooding will have on the physical integrity and functioning of the project and associated infrastructure, and set forth detailed plans to protect against this flooding in the future.</p> <p>The EA says that this proposed project, which will include the construction of two new cargo processing facilities and rehabilitation of two taxiways, “remains outside the 100-year floodplain of [the Federal Emergency Management Agency’s (“FEMA”) Advisory Base Flood Elevation] maps.”<sup>1</sup> There is no discussion in the EA of sea-level rise and the risks associated with flooding caused by climate change, as well as no proposed mitigation strategies for these risks.</p> <p>Port Authority’s EA lacks any substantive discussion of these dangers. The following are some of the shortcomings of the EA:</p> <p>The EA does not consider any sea-level rise projections. The most definitive projections for these purposes are the official projections from the New York State Department of Environmental Conservation, 6 N.Y.C.R.R. Part 490. The EA should disclose the elevations of the taxiways out to the year 2100 under each of the scenarios set forth in these projections, and for each of these scenarios, it should discuss not only the static sea levels, but also the possible storm surges, and how far upland the water could travel.</p>	Michael Gerrard	<p>Potential impacts from sea level rise were reviewed and documentation was submitted to the New York Department of State Office (NYDOS) of Planning and Development to conduct a consistency review per the New York State Coastal Management Program (CMP). The NYDOS did not identify any actions that were inconsistent with the CMP and noted there were no objections with the Proposed Action (see letter dated June 8, 2018 included in Appendix C of this EA).</p>
2	<p>The EA should discuss the viability of JFK’s taxiways in the year 2100 in view of the sea level rise projections, including the frequency with which the taxiways would be completely flooded.</p>	Michael Gerrard	<p>The NYDOS did not identify any actions that were inconsistent with the CMP and noted there were no objections with the Proposed Action (See response to Comment #1)</p>

Comment Number	Comment	Commenter	Response
3	<p>The draft EA was prepared pursuant to the National Environmental Policy Act ("NEPA"), because the project will require the approval of the Federal Aviation Administration, Under NEPA, agencies must consider the environmental impacts of sea level rise and associated storm surge, flooding, and erosion risks, as exacerbated by increased frequency and intensity of hurricanes and tropical storms. NEPA's implementing regulations provide that agencies must consider significant and reasonably foreseeable indirect and cumulative environmental impacts. Agencies must define an appropriate baseline for considering projected environmental impacts; such a baseline should incorporate anticipated environmental conditions. Accordingly, the Port Authority must consider sea level rise, the increasing frequency and severity of hurricanes and other extreme weather events, and their combined effects on storm surge as future baseline environmental conditions. Several federal courts have confirmed that NEPA regulations require federal agencies to evaluate the impacts of a changing climate on their actions. Consideration of climate change impacts has accordingly become an essential part of the NEPA process. Furthermore, the withdrawal of the CEQ guidelines by the Trump administration does not affect judicially upheld obligations as was explicitly noted in the withdrawal notice.</p>	Michael Gerrard	<p>The EA included a consideration of flood risk, including risk from sea level rise. The Proposed Action would redevelop existing facilities and upgrade the facilities to meet current Port Authority standards regarding flood protection. Specifically, the proposed buildings would be protected through future adaptive measures, and dry flood proofing would be incorporated as necessary in accordance with PANYNJ Design Guidelines for Climate Resilience and applicable regulations. In accordance with PANYNJ Design Guidelines for Climate Resilience, critical assets (e.g., emergency generators, fire protection systems, electrical equipment) would adhere to Building Code ASCE-24. The Proposed Action would meet the applicable requirements of the State of New York CMP and City of New York Waterfront Revitalization Program Policy 6.1.</p>

Comment Number	Comment	Commenter	Response
4	<p>The New York sea level rise projections noted above were mandated by New York's Community Risk and Resiliency Act, Chapter 355 of the Laws of 2014, which requires consideration of these projections in multiple types of state environmental permitting decisions. We also note that the CEQR Technical Manual, which guides environmental reviews conducted by New York City, calls for consideration of rising sea levels and increases in storm surge and coastal flooding.</p> <p>The EA notes that the Project Site is outside of the 100-year floodplain as mapped by FEMA. These maps are based solely on historic flooding and do not reflect future sea levels. Thus they may not be relied upon with respect to future conditions. That is a major reason New York State has adopted the above-noted projections. The EA does not contain any reference at all to sea level rise, which is a critical deficiency.</p>	Michael Gerrard	The Proposed Action will comply with New York City Waterfront Revitalization Program Policy 6.1 (see response to comment 3).



Comment Number	Comment	Commenter	Response
5	On a separate issue, Page 1-4 of the EA states, "Growth in cargo activity may occur in the future to meet demand based on economic conditions. The North Cargo Redevelopment adds efficiency to airport operations and it can be scaled to meet increased demand based on economic conditions, but is not anticipated to automatically increase aircraft operations upon opening. Therefore, the Proposed Action is not expected to cause an increase in aircraft operations at JFK." The expectation that the project will not "automatically increase aircraft operations upon opening" is much more limited than a projection about the project's effects on future aircraft operations, and associated ground movements within, to, and from JFK. The EA should discuss whether the project will make JFK a more attractive location for air cargo operations; how much additional cargo might be handled as a result; where this cargo might otherwise have been handled (other airports, or by other modes, such as sea or rail); and the effects of this additional volume of cargo on aircraft fuel use, emissions of greenhouse gases and conventional air pollutants from aircraft, and the environmental impacts of increased ground traffic. If an analysis of future cargo traffic has been performed (for example, in analyzing the financing, business terms or sizing of the project), that should be disclosed, even it was prepared outside of the environmental assessment process.	Michael Gerrard	It is not anticipated that the Proposed Action would cause an increase in aircraft operations or cargo activity at JFK. Changes in the number of aircraft operations occurs at an airport due primarily to economic conditions and choices made by passengers and cargo operators. The proposed facilities are designed to meet current needs for cargo operators. Based on discussions with the developer and data provided by the prospective operators of the proposed new cargo facilities, the intent is to relocate cargo operations that currently occur elsewhere at JFK. Therefore, the analysis included in this EA is based on reasonably foreseeable activity and not speculative alternatives.
6	Any final Environmental Assessment (EA) should assess the impact that rising sea levels and consequent flooding will have on the physical integrity and functioning of the project and associated infrastructure, and should set forth detailed plans to protect against this flooding in the future.	Kimberly Ong	See response to Comment 3
7	The EA should also discuss the possibility and environmental impacts of possible future increased cargo volume.	Kimberly Ong	See response to Comment 5

Comment Number	Comment	Commenter	Response
8	<p>The Draft EA concludes that the Project Site “is outside of the 100-year floodplain,” relying on Advisory Base Flood Elevation (“ABFE”) maps for New York City, published by the U.S. Federal Emergency Management Agency (“FEMA”) in 2013. As the Sabin Center notes, these maps are based solely on historic flooding and do not reflect future sea levels. As a consequence, they cannot be relied on to project future conditions. The final EA should use additional sources that consider future sea level rise projections to develop a complete assessment of the future viability of this Project under climate change.</p> <p>It is also important to note that FEMA is currently working with New York City to develop a new methodology to incorporate sea level rise impacts to the City’s 100-year floodplains. These new projects will be included in the forthcoming updated Flood Insurance Rate Maps (“FIRMs”), and while those maps will not likely be complete by the time the Environmental Assessment is finalized, the ongoing revision of these maps illustrates that even FEMA acknowledges that their most recent maps of the New York City floodplain may not be accurate. It is only through careful assessment of the worst-case scenario of sea level rise using the “best available information” that the Port Authority can sufficiently ensure that the Project will be adequately protected from future flooding.</p> <p>While FEMA may not have included sea level rise in its current floodplain maps, there are other reliable sources that can be used to calculate future flooding in the Project Area. For example, New York City has developed the New York City Flood Hazard Mapper, a mapping application that details the coastal flood hazards that threaten New York City both today and in the future under different climate change scenarios. The map is based on data from FEMA’s Preliminary FIRM for the 100-year floodplain, and adds sea level rise projections developed by the New York Panel on Climate Change, a consortium of world-class scientists that makes climate projections for New York City.</p> <p>The Port Authority should consider these and any other relevant and reliable sea level rise projections in the final Environmental Assessment of the Project.</p>	Kimberly Ong	<p>The Proposed Action will comply with New York City Waterfront Revitalization Program Policy 6.1 and flood proofing measures will be incorporated in accordance with PANYNJ Design Guidelines for Climate Resilience which accounts for projected sea level rise.</p> <p>See response to Comment 3</p>

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