Chapter 3: Land Use, Zoning, and Public Policy

A. INTRODUCTION

The Phased Redevelopment of Governors Island (the Proposed Project) includes the expansion and improvement of considerable amounts of publicly accessible open space, retenanting of a number of historic structures, and the introduction of new uses and buildings in two designated development zones, all occurring on 150 acres of an island in the center of New York Harbor. Having been used by the military for about 200 years, Governors Island was most recently occupied by the U. S. Coast Guard for approximately 30 years beginning in 1966. By 1996 plans were underway to close the base, and all residents of the base had been relocated. The base closure left behind many structures and areas that remain vacant and unused today. Thus, the Proposed Project represents a major change in land use. As described in greater detail below, the Proposed Project is a major public initiative that realizes a number of important public policy goals. While no zoning changes are proposed at this time, it is anticipated that full development of the Proposed Project would require rezoning and other discretionary land use actions during the Later Phases. Those actions are also considered to the extent practical at this time.

This chapter examines the changes in land use and the compatibility of the Proposed Project with zoning and other public policies. Due to the Island's geographic isolation and lack of adjoining land uses, the study area for this analysis has been defined as the Island itself, the area in which the Proposed Project has the most potential to affect land use or land use trends (see **Figure 3-1**).

B. PRINCIPAL CONCLUSIONS

The Proposed Project would provide a major benefit to the people of New York City and the surrounding region by expanding and improving publicly accessible open space, allowing that open space to be used year around, and replacing vacant land and outmoded and underutilized buildings with active uses including new institutional, commercial, and other development. Overall, this analysis concludes that the Proposed Project would not result in significant adverse impacts with respect to land use, zoning, and public policy.

PHASE 1

Phase 1 would have a positive effect on land use by improving existing open spaces on the Island and opening new areas to public access. In particular, improvements to the North Island would include Soissons Landing, the South Battery, and Liggett Terrace. South Island improvements would create 23 acres of new open space—Hammock Grove and the Play Lawn—at the center of the Island. The proposed open space improvements would support the existing institutional and open space uses, including the Urban Assembly New York Harbor School and the National Park Service-owned (NPS) Governors Island National Monument; fulfill long-term public policies for the Island; and help achieve the City's waterfront and open space goals. Phase 1 would not require any changes to zoning and would be consistent with the deed restrictions that regulate development on the Island.

6.27.11

Project Area

Boundary of Governors Island National Monument

Residential

Residential with Commercial Below

Commercial and Office Buildings

Industrial and Manufacturing

Transportation and Utility

Public Facilities and Institutions

Public Facilities and Institutions (Seasonal Use Only)

Open Space and Outdoor Recreation

Open Space and Outdoor Recreation (Access by Permit Only)

Walkways and Former Parking Lots

Vacant Land and Structures (Not Open to the Public)

0 1000 FEET

SCALE

NOTE: Some buildings under Trust control are used seasonally.

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Existing Land Use
Figure 3-1

LATER PHASES

Upon completion of the Proposed Project, there would be additional open space improvements and up to 3 million square feet of development in retenanted historic structures on the North Island and new buildings within two designated development zones on the South Island. The Later Phases would provide 32 acres of newly designed open space through the center and perimeter of the South Island. Open spaces would include the Great Promenade (which circles the Island), Liberty Terrace, the Shell, Yankee Landing, the Hills, and the South Prow. Full development of 87 acres of park and public space would continue and expand on the open space uses on the Island. Taken together, the open space uses, new uses in the historic structures and in the development zones, and the existing National Monument would support each other by creating active and passive open spaces and enlivening the island with active, full-time uses. The Island's population is expected to increase from primarily weekend visitors to a far wider range of workers, students, residents, and visitors, all using the Island on a daily basis.

Full development would comply with the deed restrictions; it is anticipated that projects in the two designated development zones would require zoning and other land use approvals. Subsequent discretionary actions will require further environmental review, the extent of which will be determined at that time. As compared with Phase 1, full development of the Proposed Project would go further in fulfilling long-term public policies for the Island and would help achieve the City's waterfront and open space goals. In furtherance of City goals, the full development would also result in substantial economic development. Therefore, the Proposed Project would not result in significant adverse impacts with respect to land use, zoning, and public policy.

C. METHODOLOGY

The effects of the Proposed Project on land use, zoning, and public policy are analyzed below for the entire Island, which includes the project site and the National Monument. The study area is the area where the Proposed Project could affect land use. Although the Proposed Project would result in increased visitation through the ferry landings in Lower Manhattan and Brooklyn, it is not expected that this would materially affect land use at those locations. Nor is it expected that the new water main connections in Brooklyn—in Sackett, Union, or President Streets (for the North Island connection)—and in Sullivan Street (for the South Island connection) would affect land use in those areas. Therefore, these areas are not considered in this chapter.

The assessment begins with a description of existing conditions that details current land uses, zoning, and applicable public policies. Next, conditions in the future without the Proposed Project are described for both the 2013 and 2030 analysis years. The probable impacts of the Proposed Project are assessed based on a comparison with conditions in the future without the Proposed Project. The analysis of the Later Phases in 2030 considers the potential impacts of the full development of the Proposed Project including both Phase 1 and the Later Phases.

As described in Chapter 2, "Analytical Framework," the analysis of the Later Phases-Island Redevelopment component of the Proposed Project is less detailed since that portion of the Proposed Project is not specifically proposed, defined, or designed. Two development scenarios are analyzed for the Later Phases-Island Redevelopment 2030 analysis year: a University/Research Option (URO) and a Mixed-Use Option (MUO).

Various sources were used to prepare this chapter, including field surveys; information supplied by The Trust, the New York City Department of City Planning (DCP), and the New York City Department of Buildings (DOB), and previously published environmental reviews.

D. EXISTING CONDITIONS

LAND USE

Governors Island currently contains a mix of seasonal open space uses, vacant land and buildings, and institutional, and cultural uses (see Figure 3-1). Currently, all open space uses on the Island are seasonal, as visitation is limited to Fridays, Saturdays, Sundays, and holiday Mondays from Memorial Day weekend in May through late September. However, the Enhanced Public Access program initiated by the Governors Island Preservation and Education Corporation (GIPEC) in 2008 and the diverse programming in the years since have dramatically increased the public use of the Island. During the summer 2010 visitor season, approximately 443,000 people (approximately 12,579 on a busy summer weekend day) visited the Island for recreation, picnicking, and events such as music concerts, art festivals, food festivals, and sporting events. Programs have included jazz concerts, a folk concert series with Trinity Church Wall Street and the Governors Island Alliance, a world music concert series with the Lower Manhattan Cultural Council, lectures organized by the City University of New York (CUNY), and the Figment art festival. The Downtown Little League has also used Governors Island's baseball fields, and the Downtown Boat House has operated a free kayaking program on the Island. Finally, seasonal public art installations have also been an important part of the Island's ongoing programming.

Access to the Island is provided by ferries at Soissons Landing to the Battery Maritime Building in Lower Manhattan and at Pier 101 or Yankee Pier to Pier 6 in Brooklyn. The ferries to Soissons Landing operate year-round to transport Island employees, students, and artists to the Island in the offseason as well as major influxes of visitors during the public access period. Ferries to Pier 101 or Yankee Pier only operate during the seasonal public access period.

PROJECT SITE

The North Island includes 40 acres of park and public space administered by The Trust including the Parade Ground and open spaces in and around Nolan Park and Colonels Row (not including roads and buildings). The North Island also contains numerous vacant historic buildings including the Commanding Officer's Quarters, which is open to visitors during the public access period. There is also a promenade along the perimeter of the Island that provides sweeping views of New York Harbor.

Existing institutional uses on the North Island include the offices of The Trust; the Lower Manhattan Cultural Council's artist studios and exhibit space; and the Harbor School, a New York City high school. Seasonal concessions accessory to the park and public space include the Water Taxi Beach entertainment and food concession, a bicycle rental concession with two locations, and a variety of small food concessions.

South of Division Road, the 80-acre South Island includes park-like Picnic Point open during the public access period as well as ball fields that are available for use by permit only. The remainder of the South Island contains vacant land and modern nondescript residential, institutional, and military buildings, none of which are open to the public. Demolition of vacant buildings was approved in 2008 as part of GIPEC's Enhanced Public Access program. To date, 12 structures on the South Island and one structure on the North Island, all of which are non-

contributing buildings within the National Historic Landmark and the New York City Governors Island Historic District, have been demolished, including the former school, motel, and a number of housing structures.

STUDY AREA

The only other use on the Island is the National Monument, a 22-acre site on the North Island with two major historic structures, Fort Jay and Castle Williams, as well as grass fields, a parking lot, and some modern buildings. When the National Monument is open to the public, the NPS offers guided tours and special event programming.

ZONING AND DEED RESTRICTIONS

Governor's Island is zoned R3-2 (see **Figure 3-2**). Typically, R3-2 districts are general residence districts that allow a variety of housing types ranging from detached and semi-detached one and two-family residences, to low-rise attached houses, to small multi-family apartment houses. It is the lowest density zoning district in which multiple dwellings are permitted. The maximum building height is 35 feet. The maximum floor area ratio (FAR) for residential buildings is 0.5, which can be increased to 0.6 with an attic bonus. The maximum FAR for community facility uses is 1.0. Since the project site contains approximately 6,534,000 square feet, the allowable floor area is between 3,267,000 square feet and 6,534,000 square feet. Uses in R3-2 districts are restricted to residential uses and community facility uses. Permitted use groups in R3-2 districts are residential use groups 1 (single-family detached residential development) and 2 (all other types of residential development for permanent occupancy); and community facility use group 3 (schools, libraries, museums, dormitories, etc) and 4 (houses of worship, community centers, hospitals, etc). Commercial uses, semi-industrial uses, and manufacturing uses are not permitted.

The Island is a single zoning lot and constitutes a waterfront block and, therefore any developments or enlargements may also be subject to the special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access.

The Island's previous use as a military base predated the New York City Zoning Resolution, and even when zoning was promulgated, zoning regulations were not applicable to the Island under federal or later New York State ownership. While the open space, the Harbor School, and the offices of The Trust are allowable, some other existing uses do not conform to the R3-2 zoning regulations in terms of use, and other uses which may be allowed only as accessory to the park. When control of the Island was transferred from the State to the City, the City approved a zoning override to allow existing interim uses that support the public's use and enjoyment of the park to continue. These uses include accessory uses like The Trust's maintenance and operations facilities, food (such as mobile food vending) and entertainment, bicycle rental concessions, day camps, and the Trapeze School as well as dining and entertainment facilities (such as Water Taxi Beach), ferry and water taxi docks, Schools Construction Authority construction office, and art studio and handcraft sales.

Governor's Island is also subject to restrictions in the Quit Claim deeds that require certain uses, allow specific uses, and prohibit others. First, the Island must be developed for public benefit uses. The most significant requirements are that 40 acres of the Island be developed as public open space and that 20 acres be set aside for educational uses. Allowable uses include hotel/hospitality development, health care, commercial office uses, retail, entertainment, and recreational uses. Prohibited uses are residential (except as otherwise permitted in the deed, such as student and faculty housing, which are considered educational uses), gaming, and power

0 1000 2000 FEET

SCALE

Project Area

Governors Island National Monument

Zoning District Boundary

Existing Zoning
Figure 3-2

generation for use off-island. The residential restriction does not prohibit short-term or extended-stay accommodations.

PUBLIC POLICY

PLANNING FOR GOVERNORS ISLAND

The GIPEC was established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC) to plan for the redevelopment of the 150 acres of the Island that are not part of the National Monument. Its objectives included the following:

- Protect, rehabilitate, and reuse historic buildings and landscapes and eliminate blighted conditions;
- Create a major public resource with public access;
- Provide for maximum opportunity for participation by private enterprise, consistent with the sound needs of the municipality as a whole; and
- Utilize Sustainable Development.

The transfer from the federal government to GIPEC took place in January 2003.

The Governors Island Park and Public Space Master Plan has been created through a planning process that has included extensive input from the public. In 2006, GIPEC conducted an international competition to design the park and public spaces and the winning design team was selected in December 2007. In 2008 GIPEC initiated an Enhanced Public Access program, approved creation of the Harbor School, a temporary food and entertainment facility north of Buildings 110-112, and artist studios in Building 110.

In April 2010, Mayor Bloomberg and Governor Paterson agreed that the primary responsibility for the long-term development, funding, and governance of Governors Island should reside with New York City; as of July 2010 that responsibility was transferred to the City and is now under the direction of The Trust.

As described in greater detail in Chapter 1, “Project Description,” a multi-pronged strategy has been developed for the Island. The four strategic objectives are:

- Expanded public access and signature early uses;
- Early creation of a new world-class park and public spaces;
- Public investment to stabilize the Island’s historic resources and infrastructure; and
- Public and private mixed-use development over a multi-year, multi-phase process.

PLANYC 2030

In April 2007, the Mayor’s Office of Long Term Planning and Sustainability released *PlaNYC: A Greener, Greater New York*. An update to PlaNYC in April 2011 built upon the goals set forth in 2007 and provided new goals and strategies. PlaNYC includes policies to address challenges related to population growth, aging infrastructure, economic competitiveness, air and water quality, and global climate change. The goals related to the Proposed Project include:

- Create and upgrade flagship parks;
- Reduce pollution by implementing infrastructure upgrades, and using best management practices to prevent stormwater from entering the sewer system;
- Implement natural strategies such as planting 1 million trees;

- Incorporate sustainability through the design and maintenance of all public space;
- Support and encourage stewardship;
- Ensure that all New Yorkers live within a 10-minute walk of a park;
- Create or enhance a public plaza in every community; and
- Improve collaboration between City, state, and federal partners.

WATERFRONT REVITALIZATION PROGRAM

The New York City Waterfront Revitalization Program (WRP) is the City's principal coastal zone management tool. As originally adopted in 1982 and revised in 1999, it establishes the City's policies for development and use of the waterfront. All proposed actions subject to City Environmental Quality Review (CEQR), Uniform Land Use Review Procedure (ULURP), or other local, state, or federal agency discretionary actions that are situated within New York City's designated Coastal Zone Boundary must be reviewed and assessed for their consistency with the WRP. Section H, below, provides a detailed analysis of the compatibility of the Proposed Project with WRP policies.

COMPREHENSIVE WATERFRONT PLAN

In March 2011, DCP released *Vision 2020: New York City Comprehensive Waterfront Plan*. The plan articulates eight goals for New York City's waterfront:

- Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.
- Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.
- Support economic development activity on the working waterfront.
- Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities.
- Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.
- Enhance the public experience of the waterways that surround New York—our Blue Network.
- Improve governmental regulation, coordination, and oversight of the waterfront and waterways.
- Identify and pursue strategies to increase the City's resilience to climate change and sea level rise.

The *Comprehensive Waterfront Plan* lays out strategies to achieve each goal and complements those strategies with the New York City Waterfront Action Agenda, a set of projects chosen for their ability to catalyze investment in the waterfront. Governors Island open space development, restoration of historic open spaces, and improvements to the access piers are noted as action agenda projects for the goal of expanding public access. In addition, the plan references Governors Island in the context of a number of the goals. For instance, the plan notes the importance of the Governors Island Historic District on the North Island as an opportunity to showcase the City's maritime past and provide a venue for contemporary programming, and recognizes that events on the Island are an important tool for increasing public awareness of the harbor. The plan also notes that the Harbor School provides important opportunities for training

students for jobs in the maritime industry, thereby supporting the City's working waterfront and utilizing the harbor as a teaching tool.

E. THE FUTURE WITHOUT THE PROPOSED PROJECT

In the future without the Proposed Project, it is assumed that Governors Island will continue to operate in 2013 and in 2030 much as it does today. Visitation will be dependent on access to the Island. It is expected to continue to increase in the future regardless of the proposed improvements to the open space and development of the Island.

LAND USE

Land use on the Island will not substantially change from existing conditions—the North Island will contain a mix of seasonal open space uses and institutional and cultural uses as well as the National Monument. However, vacant historic buildings would remain vacant.

The South Island will contain a mix of open space uses and vacant land. Demolition of existing buildings on the South Island and a handful of buildings on the North Island, all of which are non-contributing buildings within the National Historic Landmark and the New York City Governors Island Historic District, was approved in 2008 and is expected to be completed.

Without the Proposed Project there are no specific plans to develop educational uses (beyond the Harbor School) on the 20 acres required by the deed restrictions to be set aside for that purpose.

ZONING AND DEED RESTRICTIONS

Under the No Action scenario, no changes in R3-2 zoning are anticipated. The zoning override will continue to permit uses which support the park use but which would not normally allowed under R3-2 zoning. While the open space provisions of the deed restrictions would be met, and 20 acres could be set aside for educational uses, no educational facilities would be developed beyond the existing Harbor School.

PUBLIC POLICY

In the future without the Proposed Project, the goals of the public policies relating to the project site would not be met. The goals of The Trust (and of GIPEC previously) would not be realized. Other waterfront and general development policies of the City including PlaNYC, the *Comprehensive Waterfront Plan*, the waterfront action agenda, etc., would not be supported.

F. PROBABLE IMPACTS OF THE PROPOSED PROJECT

PHASE 1 (2013)

LAND USE

By 2013 the Proposed Project is expected to result in park and public space enhancements on the North Island. These include Soissons Landing, the South Battery, Liggett Terrace, and a multipurpose lawn area on the Parade Ground that could support baseball, softball, soccer, and pick-up games. Approximately 23 acres of new open space in the center of the South Island would become Hammock Grove and the Play Lawn. Passive open space improvements would include new lawns, trees, and other vegetation; public plazas; pedestrian furniture (i.e., benches, tables, chairs); way-finding elements; places for public art; and water features.

Phase 1 would be expected to have a positive effect on land use by improving existing open spaces on the Island and opening new areas to public access. Phase 1 would not result in the

construction of any substantial buildings, and the proposed open space uses would be compatible with existing land uses on the Island including the Harbor School, Water Taxi Beach, artists' studios and visitation to the National Monument.

ZONING AND DEED RESTRICTIONS

The proposed open space uses would be permitted under the existing R3-2 zoning and would be compatible with the deed restrictions. The zoning override would continue to permit uses which support the park use but which would not normally allowed under R3-2 zoning. No significant adverse impacts to zoning or use restrictions are anticipated as a result of Phase 1 of the proposed project.

PUBLIC POLICY

Phase 1 would be consistent with the public policies that apply to the site. It would be the first major step in realizing the physical goals of The Trust in its plan for the Phased Redevelopment of Governors Island. Phase 1 improvements would expand public access to the waterfront and enhance the public experience of the waterways that surround New York. It would result in public open space improvements in a waterfront location, which is consistent with PlaNYC and the Comprehensive Waterfront Plan. No significant adverse impacts to public policy are anticipated as a result of Phase 1 of the proposed project.

LATER PHASES (THROUGH 2030)

LAND USE

In addition to the open space improvements made in Phase 1, full development of the Proposed Project would result in the creation of additional new park and public spaces on the Island (Later Phases-Park and Public Spaces), reuse of 1.35 million square feet of space in the existing historic buildings on the North Island (North Island Historic Structures), and development of new buildings and uses in the two future development zones on the South Island (South Island Future Development Zones). Collectively, the North Island Historic Structures and South Island Future Development Zones comprise the Later Phases-Island Redevelopment component of the Proposed Project. Two scenarios—the URO and the MUO—represent a possible range of new development that could occur in the two South Island development zones under the Later Phases-Island Redevelopment.

Later Phases-Park and Public Spaces

The Later Phases-Park and Public Spaces would extend the open space improved in Phase 1 and result in the creation of 32 acres of newly designed open space through the center and perimeter of the South Island (nine acres of which would be newly opened to the public). These open space improvements include the creation of the Great Promenade around the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow. The Later Phases-Park and Public Spaces would provide new park maintenance facilities.

In conjunction with the open space improvements of Phase 1 the Later Phases Park and Public Spaces would vastly increase the recreational opportunities on the Island and have a positive effect on land use and increase public access. These proposed park improvements would replace vacant and unused areas of the Island, which detract from the use and enjoyment of the Island. The Proposed Project would transform underutilized space into high quality, publicly accessible

open space, with a mix of passive and active uses. The Later Phases would also make accessible portions of the Island that are currently closed to the public.

The proposed open space uses would be compatible both with the existing land uses on the project site and visitation to the National Monument. No significant adverse impacts are anticipated as a result of the full development of the Park Master Plan as part of the Proposed Project.

Later Phases-Island Redevelopment

The Later Phases-Island Redevelopment would bring new land uses to the Island. More than 1.35 million square feet of vacant space in existing historic structures on the North Island is expected to be retenanted. As a result of this proposed reuse, historic buildings would be restored and maintained (see Chapter 8, "Historic and Cultural Resources). Historic residential and office buildings are considered most conducive to similar future uses (e.g., student and faculty housing as well as smaller classroom and office uses). Full development of the Proposed Project would add new institutional and commercial uses to the North Island, including a mix of academic space and faculty and/or student housing.

Two future development zones totaling 33 acres have been delineated on the South Island. A development zone of 6.5 acres is located on the west side of the Island facing New York Harbor, and a 26.5-acre development zone faces Buttermilk Channel and Brooklyn. Together they would have approximately 1.65 million square feet of development.

Although the future uses in these two areas have not yet been specifically proposed, determined, or defined, potential uses on the Island are limited by the land use and historic resource covenants contained in the transfer deed from the federal government. It is assumed that new buildings on the South Island could be designed to provide flexible academic (including dorms and faculty housing) and/or research and teaching space, or similar uses, and could become the academic and/or research heart of a university program or "think tank." It is anticipated that a second major use could be a conference center/hotel with hotel rooms, meeting rooms, and recreation facilities. It is anticipated that Yankee Pier would be the point of access for the new land uses in the development zones.

Besides offices for The Trust and its contractors, offices for not-for-profit entities (such as small organizations affiliated with academic and/or research institution uses), commercial office uses, maintenance and service space for The Trust and Island operations, water transportation support uses, cultural uses (including small galleries or museums), entertainment uses, other commercial uses, retail, and educational uses (similar to the Harbor School) may occupy some of the historic buildings on the North Island and some of the new buildings in the two development zones on the South Island.

Considering the two potential development scenarios identified for analysis, the MUO would result in greater faculty and student housing and cultural uses, while the URO would result in greater research and academic space, as well as greater office space. The MUO would bring more residents (faculty and students) to the Island and the URO would bring more commuting workers, students, and faculty and fewer residents to the Island. The difference in the dominant populations would affect land use. Residents would need different amenities and services than people commuting to the Island for work or study. Residents would be on the Island in the evening and on the weekend, commuting into Manhattan or Brooklyn to their institutions. The needs for open space and community facilities vary and are described in Chapter 5, "Community Facilities and Services," and Chapter 6, "Open Space."

With 3 million square feet of buildings in use, the Island would be much more densely populated than it is today. The South Island, with 1.65 million square feet of development in 80 acres (0.47 FAR), would be more densely built than the North Island, which would contain 1.35 million square feet of development in 70 acres (0.44 FAR). Moreover, the South Island development would be confined to the 33-acre development zones, while development on the North Island would be less densely spaced throughout the 70 acres and interspersed with various park and public space areas. Some potential uses, such as the faculty and student housing, would hark back to earlier uses on the military base and some uses such as the research facilities would be new to the Island. While some of the potential uses may require some form of zoning relief, all the anticipated uses would be supportive of the existing uses. The proposed uses would be appropriate for the site. For example, the proposed housing would be ancillary to educational uses, in keeping with the public purpose objectives for the Island. The likely retail and restaurant uses would be appropriate given the increased population on the Island and the need to provide services for this population. Office, retail, restaurant, cultural, and public school uses would be consistent with existing uses on the site, which includes a mixture of institutional, public school, commercial, and cultural uses. The proposed academic space and its associated conference center/hotel would also be consistent with the purpose for developing the Island and would enhance the Island's viability as a regional destination. By keeping the new development in two zones on the South Island the Proposed Project would not be disruptive to the National Monument, as it is located in the historic North Island, where there would be limited new construction. The proposed restoration of historic buildings in the North Island would complement the historic nature of the National Monument. New development would occur on the South Island, and would generate resident and non-resident populations that could visit and enjoy the National Monument. Overall, the proposed uses would be expected to improve land use conditions on the Island and enliven the site, by adding a mixture of appropriate uses of underutilized land and vacant buildings.

Together, the components of the Proposed Project would create a major mixed-use regional destination with open space, academic, commercial, residential, institutional, and cultural uses. The Proposed Project would represent a beneficial change in land use by replacing abandoned or inaccessible areas with a world class park and complementary mixture of uses. The open space improvements would be a major benefit to existing Island users, proposed Island residents and non-residents, and the City as a whole. The development proposed for the Island would not adversely impact existing uses or proposed open space uses, and would instead incorporate existing historical features and existing and proposed open space resources. Overall, no adverse land use impacts are expected to result from the Proposed Project.

ZONING AND DEED RESTRICTIONS

While the Later Phases-Park and Public Spaces would be consistent with the existing R3-2 zoning and the existing zoning override, the Later Phases-Island Redevelopment would be likely be inconsistent, with regard to use restrictions and height limitations. Potential commercial and retail uses, including transient hotels, would not conform with R3-2 zoning. R3-2 districts also require the provision of one off-street parking space per dwelling unit, which would not be included in the Proposed Project as automobile traffic—except for service vehicles—is prohibited on the Island. Further, the 35-foot height limitation may prove unsuitable for many of the uses that require or are more efficient in taller structures.

It is anticipated that the future development proposed for the Later Phases-Island Redevelopment and reuse of some of the historic structures (e.g., Liggett Hall being used as a

hotel and conference center) would require rezoning actions and possibly other land use approvals. Such actions are discretionary and are subject to CEQR. The level of environmental review required will be determined at the time such actions are sought.

It is anticipated that all development with the Proposed Project would conform to the deed restrictions on the Island. The Later Phases would result in open space and educational uses, as mandated. Uses prohibited by the deed restrictions, such as power generation for off-Island consumption, gaming, or residential uses that are independent of educational, health care, or hotel uses, are not contemplated as part of the Proposed Project. While the Proposed Project is expected to require rezoning and land use actions, such actions are allowed under the Zoning Resolution and are frequently approved in response to changes in the policy goals of the City, its institutions and its property owners. Overall, there would be no adverse impacts to zoning or to the deed restrictions on the Island.

PUBLIC POLICY

Planning for Governors Island

Full development of the Proposed Project would achieve the four strategic objectives of The Trust:

- Expanded public access would be provided with signature early uses in Phase 1;
- Large portions of the park and open space plan would be completed in Phase 1;
- Public investment in both the Phase 1 park and improved infrastructure would attract tenants who would stabilize the Island's historic resources; and
- The public and private mixed-use development would be achieved over a multi-year, multi-phase process.

The Proposed Project would, as required by the deed, "…ensure the protection and preservation of the natural, cultural, and historic qualities of Governors Island, guarantee public access to this magnificent island, promote the quality of public education, and enhance the ability of the public to enjoy Governors Island and the surrounding waterways, thereby increasing the quality of life in the surrounding community, the City, the State and the United States."

The Proposed Project would be consistent with public policies applying to the New York City waterfront and to New York City as a whole. The proposed waterfront and waterfront-adjacent open space would provide a major new open space resource for New York City and the region. Further, the Proposed Project would be consistent with a City-wide trend for the adaptive reuse of historic waterfront areas. In addition, the Proposed Project complements City waterfront policies that encourage public access, provision of open space, and economic development along the waterfront. The Proposed Project, by adding new open space, cultural space, commercial space, institutional uses, and academic space (including ancillary residential uses) along the waterfront, would revitalize the Island while fulfilling The Trust's mission, ensuring financial sustainability, and complying with all applicable policies and use regulations. Below, the consistency of the Proposed Project with applicable public policy is analyzed in greater detail.

PlaNYC 2030

The Later Phases would be consistent with the goals of PlaNYC applicable to the Proposed Project. The consistency of the Proposed Project with each applicable PlaNYC 2030 goal (as articulated in the 2011 update) is analyzed below.

- **Create and upgrade flagship parks.** The Proposed Project would result in a new 85-acre flagship park that would become a major open space resource for the region.
- **Incorporate sustainability through the design and maintenance of all public space.** The Proposed Project incorporates sustainable design principles in numerous ways. The Park Master Plan calls for new topography shaped around the elevation of the projected 100-year flood in 2100—to account for projected sea level rise, enrichment of soils, and plantings that focus on native as well as locally adapted species to provide sustainable habitats. Where practicable, the Proposed Project would reuse materials from demolished buildings and parking lots. Replacing acres of impervious surfaces with lawn, plantings and permeable paving would also reduce stormwater runoff and the urban heat effect. Further, stormwater would be collected and managed on site to minimize runoff into the estuary. The stormwater would also be used for irrigation and to replenish the proposed Wetland Gardens. As the Proposed Project advances into detailed design, sustainability principals would focus on recycling, minimizing waste, and sustainability strategies for the specification, construction, operations and maintenance of the public spaces and park buildings.
- **Support and encourage stewardship.** The Proposed Project was devised through a thorough public participation process that incorporated the ideas of thousands of New Yorkers and therefore encourages public stewardship of the Island. Outreach methods included community meetings; online exhibition of competition proposals; outreach to recreational, civic and cultural groups; email suggestions; on-Island workshops imagining "a day in the park"; surveys of hundreds of Island visitors; a "photo booth" which allowed visitors to "picture yourself" in the new park and public spaces with backdrops of park renderings; visitor portraits posted on Flickr; exhibits in Manhattan and on Governors Island; and subscriptions to a blog with weekly postings on the design team's progress. More than 1,900 New Yorkers of all ages made suggestions on Post It™ notes with markers and stamps as part of a summer 2008 exhibit on-Island.
- **Improve collaboration between City, state, and federal partners.** The Proposed Project is the result of collaboration between the City, New York State, and the federal government and would serve as an example of successful collaboration between different levels of government to produce a major open space resource and vital new development in New York Harbor.

Comprehensive Waterfront Plan

The Later Phases would be consistent with the applicable goals of the 2011 Comprehensive Waterfront Plan, as described below.

- **Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.** The Proposed Project would result in the development of a major regional open space resource that would attract New Yorkers to the waterfront. The Great Promenade, in particular, would showcase the Island's sweeping view of New York Harbor and give residents and visitors of the Island immediate proximity to the waterfront. The Proposed Project represents a major improvement in public access to the waterfront.
- **Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.** The Proposed Project would result in a mixed-use development in a waterfront location that would integrate open space with commercial, institutional, cultural, and residential uses. The mix of uses would attract the public to the waterfront and create an attractive destination for the region.

- **Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities. Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.** The Proposed Project addresses water quality by replacing acres of impervious surfaces with lawn, plantings and permeable paving that would reduce stormwater runoff. Further, stormwater would be collected and managed on site to minimize runoff into the estuary. The stormwater would also be used for irrigation and to replenish the proposed Wetland Gardens, benefiting a natural habitat. By 2030, the Proposed Project would result in 105-acres of active and passive public open space and would therefore provide a major new recreational resource. The Proposed Project would create a new waterfront community that would be integrated with open space uses.
- **Enhance the public experience of the waterways that surround New York—our Blue Network.** The Proposed Project would draw the public to New York Harbor, the setting of Governors Island, and would require the use of maritime transportation, thus increasing the interaction of New Yorkers and their waterways. The Proposed Project would result in an attractive waterfront-oriented, mixed-use development, including a world-class park. Therefore, the Proposed Project is supportive of this goal.
- **Identify and pursue strategies to increase the city's resilience to climate change and sea level rise.** The Proposed Project would address climate change and sea level rise by reshaping the topography of the Island to reflect the elevation of the projected 100-year flood in 2100.

Waterfront Revitalization Program

A consistency assessment of the New York City Waterfront Revitalization Program is provided below, in Section G.

G. WATERFRONT REVITALIZATION PROGRAM

Governors Island is located within the City's designated Coastal Zone Boundary. Therefore, in accordance with the guidelines of the 2010 *CEQR Technical Manual*, a preliminary evaluation of the Proposed Project's consistency with WRP policies was undertaken (**see Appendix A** for the WRP Coastal Assessment Form [CAF]).

As determined by the CAF, the Proposed Project requires detailed assessment for several WRP policies, including policies 1, 1.1, 1.2, 1.3, 2, 2.3, 3, 3.1, 3.2, 4, 4.2, 4.4, 5, 5.1, 5.3, 6, 6.1, 7, 7.2, 7.3, 8, 8.2, 8.3, 8.4, 8.5, 9, 9.2, 10, 10.1, and 10.2. The consistency assessment is provided below.

As noted in Chapter 2, "Analytical Framework," the potential uses for the Later Phases-Island Redevelopment component are not yet specified and their operations have not yet been planned. When such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR and the associated future environmental review would include an evaluation of the project's consistency with WRP policies.

CONSISTENCY OF PROPOSED PROJECT WITH THE WATERFRONT REVITALIZATION PROGRAM POLICIES

New York City's WRP includes 10 principal policies designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. For each policy and sub-policy question

that was answered "yes" in the CAF, this analysis includes a discussion of the policy's applicability to the Proposed Project and the Proposed Projects' consistency with the respective policy.

Policy 1: Support and facilitate commercial and residential development in areas well-suited to such development.

Policy 1.1: Encourage commercial and residential redevelopment in appropriate coastal zone areas.

The Island is subject to deed restrictions that require and prohibit certain uses. The deed prohibits residential uses, except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses. Phase 1 of the Proposed Project would not involve residential or commercial redevelopment. However, Later Phases may include academic and/or research institution space, lab space or similar uses, housing for students and faculty, a conference center/hotel, commercial office use, cultural uses (e.g., galleries or museums), entertainment uses, other commercial uses, educational uses, and recreation facilities, consistent with deed restrictions. Therefore, the Proposed Project would result in commercial and residential development in an area well-suited to such development, and is consistent with this policy.

Policy 1.2: Encourage non-industrial development that enlivens the waterfront and attracts the public.

Phase 1 would result in result in improvements to the Historic District, including Soissons Landing, the South Battery, Liggett Terrace, and to approximately 23 acres of open space in the center of the South Island. Later Phases would result in a change from the existing landfilled area to an area with modern buildings and additional open space areas. The Proposed Project would include promenade improvements and other components that would enliven the waterfront and the Island and attract visitors. Therefore, the Proposed Project is consistent with this policy.

Policy 1.3: Encourage redevelopment in the coastal area where public facilities and infrastructure are adequate or will be developed.

Governors Island is currently served by public sewers and a separate storm sewer system. As the former potable water supply is no longer serviceable, Phase 1 would include construction of one or both of the two proposed 12-inch water mains from Brooklyn to provide potable water to the Island. The water main(s) would connect from a New York City Department of Environmental Protection (NYCDEP) water supply in both Van Brunt and Sullivan Streets in Brooklyn under Buttermilk Channel to existing island water infrastructure on the east side of the Island. In addition, the Proposed Project would rehabilitate the Island's existing 2.2 miles of seawall, including the consolidation and upgrade of stormwater outfalls.

Policy 2: Support water-dependent and industrial uses in New York City coastal areas that are well-suited to their continued operation.

Policy 2.3: Provide infrastructure improvements necessary to support working waterfront uses.

Phase 1 would include upland-only improvements at Soissons Landing, construction of one or both of the proposed 12-inch water mains from Brooklyn to provide potable water to the Island, and the repair and replacement of the Island's seawall (including the consolidation

and upgrade of stormwater outfalls). Later Phases may include improvements to in-water structures such as Yankee Landing and in-water modifications to existing bulkheads. The water mains would be installed using a trenchless method and would not result in the dredging or placement of fill within coastal waters. Later Phases may require minimal excavation or placement of fill along the shoreline for storm sewer outlets. However, under the Proposed Project, the Island would not include a working waterfront with industrial uses.

Policy 3: Promote use of New York City's waterways for commercial and recreational boating and water-dependent transportation centers.

Policy 3.1: Support and encourage recreational and commercial boating in New York City's maritime centers.

The action would not be located in a commercial or recreational boating center but would be located on an island dependent on water-borne transportation to access and exit the island. Construction of the water mains would be located in an active navigable channel (Buttermilk Channel), but construction would be designed to minimize disturbance to marine traffic. Later Phases of the Proposed Project are expected to include development of additional water transportation support uses on Governors Island. Therefore, the Proposed Project is consistent with this policy.

Policy 3.2: Minimize conflicts between recreational, commercial, and ocean-going freight vessels.

Phase 1 would not have any adverse effect upon land or water uses within a commercial or recreation boating center or water-dependent transportation center. Later Phases would require increased ferry access to the Island. Installation of the water mains along Buttermilk Channel would not be expected to adversely affect commercial or recreational boating. Therefore, the Proposed Project is consistent with this policy.

Policy 4: Protect and restore the quality and function of ecological systems within the New York City coastal area.

Policy 4.2: Protect and restore tidal and freshwater wetlands.

While the completely armored shoreline of the Island eliminates the potential for vegetated tidal wetlands, the entire shoreline of Governors Island is mapped as New York State Department of Environmental Conservation (NYSDEC) littoral zone tidal wetlands. Therefore, the seawall rehabilitation that would take place during Phase 1 would have the potential to adversely affect areas of littoral zone tidal wetland areas within the area of disturbance for these activities. Because the majority of the seawall rehabilitation work would consist of repair or replacement maintaining the existing footprint, the area of disturbance of tidal wetlands associated with these activities would be limited. Additionally, the replacement of the seawall with riprap revetment proposed along the west and south sides of the Island would result in a net benefit to tidal wetland and aquatic resources by removing more fill material (seawall and upland fill material) than what would be placed in-water for the riprap revetment as well as the new riprap installed at the base of the rehabilitated seawall for scour protection and dissipation of stormwater discharged through the 28 reconstructed and one new stormwater outfall. The stormwater outfall reconstruction and consolidation activities that would occur as part of Phase 1 would reduce the total number of outfalls on the Island from 132 to 29. However, although the flow capacity at each outfall may increase, the overall stormwater runoff peak flows from the Island would

decrease because of the total decrease in impervious surfaces which would also improve the quality of the stormwater discharged. The riprap installed at the toe of the rehabilitated seawall would be designed to prevent scour at the base of the seawall and dissipate the flow of stormwater discharged through the 29 consolidated stormwater outfalls. Therefore, discharge of stormwater would not have the potential to result in significant adverse impacts to water quality or littoral zone tidal wetlands of the Upper bay due to resuspension of bottom sediment.

Later Phases may also result in limited activity within littoral zone tidal wetlands for in-water activities associated with use of the existing piers. As with the seawall rehabilitation activities, measures to minimize the resuspension of bottom sediment would be implemented during any in-water construction activities to minimize the potential for adverse impacts to littoral zone tidal wetlands. Therefore, the Proposed Project is consistent with this policy.

Policy 4.4: Maintain and protect living aquatic resources.

This policy seeks to promote sustainable commercial and recreational use of living aquatic resources. With the full development of the Proposed Project, additional recreational fishing could occur on the Island, as it would be open for public access year-round. It is expected that recreational fishing from the Island would be small-scale and would not adversely affect living aquatic resources. In addition, the Proposed Project would minimize effects to water quality around the Island by increasing the pervious surface on the Island, which would reduce stormwater runoff, and by managing stormwater on site to minimize runoff into the estuary. Therefore, the Proposed Project would be consistent with this policy.

Policy 5: Protect and improve water quality in the New York City coastal area.

Policy 5.1: Manage direct or indirect discharges to waterbodies.

Phase 1 is not expected to result in any direct or indirect discharges into a waterbody. Any discharges that may occur during construction of one or both of the water mains would be temporary and would be regulated under the applicable in-water construction permits.

Phase 1 is not expected to result in any increase in stormwater runoff or sewer overflows, but would be expected to result in a reduction of stormwater discharged to the Upper Bay due to the decrease in impervious cover that would result from the proposed conversion of areas of asphalt to lawn. In addition, although the stormwater outfall reconstruction and consolidation activities would increase the flow capacity at each outfall, riprap installed at the toe of the rehabilitated seawall would be designed to prevent scour at the base of the seawall and dissipate the flow of stormwater. Stormwater discharges under Phase 1 and Later Phases would be regulated under the General State Pollutant Discharge Elimination System (SPDES) permit GP-0-10-001 Stormwater Discharges from Construction Activity. Therefore, the Proposed Project is consistent with this policy.

Policy 5.3: Protect water quality when excavating or placing fill in navigable waters and in or near marshes, estuaries, tidal marshes, and wetlands.

While the completely armored shoreline of the Island eliminates the potential for vegetated tidal wetlands, portions of the entire shoreline of Governors Island is mapped as NYSDEC littoral zone tidal wetlands. As discussed for Policy 4.2, the rehabilitation activities proposed for the seawall have been developed to minimize the potential for adverse impacts to wetland resources by conducting these activities within the existing footprint or reducing the footprint of the seawall within littoral zone tidal wetlands. In-water activities associated with

the seawall rehabilitation would implement measures (e.g., floating booms, turbidity curtains, coffer dams) to minimize the resuspension of bottom sediment into the water column. Any sediments suspended as a result of the in-water construction activities would be expected to dissipate shortly after the sediment disturbing activities are completed. The Later Phases may result in limited activity within littoral zone tidal wetlands for in-water activities associated with use of the existing piers. As with the seawall rehabilitation activities, measures to minimize the resuspension of bottom sediment would be implemented during any in-water construction activities. Therefore, the Proposed Project is consistent with this policy.

Policy 6: Minimize loss of life, structures, and natural resources caused by flooding and erosion.

Policy 6.1: Minimize losses from flooding and erosion by employing non-structural and structural management measures appropriate to the condition and use of the property to be protected and the surrounding area.

On Governors Island, the uplands immediately adjacent to the seawall are within the 100-year floodplain (Zone AE). On the North Island, landward of the 100-year floodplain is a narrow area that is also within the 500-year floodplain then the remainder of the North Island is outside the 100- and 500-year floodplains. On the South Island, with the exception of a few areas of higher elevation that are outside the 100 and 500-year floodplains, the majority of the area is within the 100- and 500-year flood plain. The Park Master Plan calls for new topography shaped around the elevation of the 100-year floodplain projected for the end of this century to account for projected sea level rise.[1] No buildings would be constructed as part of Phase 1. Structures constructed as part of Later Phases would incorporate the most recent building code requirements available at the time of construction and consider any prudent guidance and information available. Since the Development Areas have not yet been designed in detail, it is unknown at this time how these areas will accommodate future sea level rise; however, the final design will incorporate design measures such as raising the grade and/or protective measures such as storm barriers and sealed critical infrastructure designed to accommodate a 2-foot increase in the 1-in-100 year storm level by the end of the century, or the most recent appropriate level based on the best information available at the time final designs are made. Therefore, the Proposed Project is consistent with this policy.

Policy 7: Minimize environmental degradation from solid waste and hazardous substances.

Policy 7.2: Prevent and remediate discharge of petroleum products.

As described in Chapter 11, "Hazardous Materials," Governors Island has been expanded through extensive landfilling, with fill materials including historical material from excavations for the Lexington Avenue subway line, ash or other waste materials from industrial processes, and demolition debris. There is information available regarding petroleum storage tank removal activities and past locations where hazardous materials may have been used. Also, since Governors Island was an active military base for over 200 years, it is possible to encounter unexploded ordnance. NYSDEC-approved remediation relating to petroleum spills was completed as part of the U.S. Coast Guard base closure activities, and further remediation would be undertaken as part of the Proposed Project. Any contaminated

[1] See detailed discussion in Chapter 17, "Climate Change and Greenhouse Gas Emissions", Section D. "Adaptation to Climate Change".

soils or materials disturbed by the Proposed Project would be remediated in conformance with applicable regulations and guidelines. Therefore, the Proposed Project is consistent with this policy.

Policy 7.3: Transport solid waste and hazardous substances and site solid and hazardous waste facilities in a manner that minimizes potential degradation of coastal resources.

Phase 1 would not involve transport, storage, treatment, or disposal of hazardous materials, and would result in the generation of less than 50 tons per week of solid waste. Because of past activities that have occurred on the Island, the Later Phases would have the potential to result in the transport of solid or hazardous wastes. Any handling and transportation of hazardous materials and waste associated with the Proposed Project would be done in conformance with applicable regulations and guidelines. Therefore, the Proposed Project is consistent with this policy.

Policy 8: Provide public access to and along New York City's coastal waters.

Policy 8.2: Incorporate public access into new public and private development where compatible with proposed land use and coastal location.

The Proposed Project is specifically intended to create and/or improve water enhanced or water dependent recreational space. The Proposed Project would increase access through the creation of new public open space. Phase 1 of the Proposed Project would be located in and adjacent to existing public open space and would benefit these existing open spaces through a number of improvements as well as creation of additional newly designed open space areas. Later Phases-Park and Public Spaces would likewise create new public open space and improve adjacent existing open space and provide for public access. Therefore, the Proposed Project is consistent with, and supportive of, this policy.

Policy 8.3: Provide visual access to coastal lands, waters, and open space where physically practical.

Phase 1 would not affect visual access to coastal lands, waters and open space. Later Phases would have the potential to result in new building, new building heights, or result in a substantial physical alteration to the streetscape or public space that would result in obstruction of publicly accessible views to visual resources. However, the Proposed Project would also include significant waterfront public open space improvements that would enhance the public's access to visual resources including New York Harbor and the Island itself. Further, the Later Phases-Park and Public Spaces would include the creation of the Great Promenade along the perimeter of the Island that would protect and enhance visual and physical access to the waterfront. Therefore, even though the Later Phases would include new construction that could obstruct some views, overall, the Proposed Project would be in conformance with this policy.

Policy 8.4: Preserve and develop waterfront open space and recreation on publicly owned land at suitable locations.

The Proposed Project is specifically intended to accommodate waterfront open space and recreation through the creation of new open space and improvement of existing open space. Phase 1 of the Proposed Project would be specifically aimed at making improvements to existing open space on the North Island as well as the creation of new open space on the South Island. The Later Phases would include 32 acres of newly designed open space, 9 acres of which would be newly opened to the public. The Proposed Project would include

significant waterfront open space improvements and would therefore be consistent with, and supportive of, this policy.

Policy 8.5: Preserve the public interest in and use of lands and waters held in public trust by the state and city.

Governors Island Corporation, doing business as The Trust, is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of the 172-acre island. The remaining 22-acre portion of the island is a National Monument owned and operated by the NPS. The Proposed Project would result in public open space improvements and development that would conform to the public purpose stipulations of the deed restrictions, as described above. Therefore, the Proposed Project would preserve the public interest of the Island and is consistent with this policy.

Policy 9: Protect scenic resources that contribute to the visual quality of the New York City coastal area.

Policy 9.2: Protect scenic values associated with natural resources.

The Proposed Project would make improvements to natural and built resources that contribute to the scenic quality of Governors Island. Phase 1 of the Proposed Project would involve the implementation of park and public space improvements, including in the Historic District and South Island, and other infrastructure, such as construction of one or both of the new water mains, the rehabilitation of significant portions of the Island's seawall, and the consolidation and upgrade of stormwater outfalls. The Later Phases would also provide 32 acres of new designed open space on the Island, 9 acres of which would be newly opened to the public. The Later Phases-Park and Public Spaces would include creation of the Great Promenade, which would provide sweeping views of New York harbor. Overall, the Proposed Project would protect and improve the scenic resources of the Island and is supportive of this policy.

Policy 10: Protect, preserve, and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

Policy 10.1: Retain and preserve designated historic resources and enhance resources significant to the coastal culture of New York City.

Potential effects on historic or cultural resources are analyzed in Chapter 8, "Historic and Cultural Resources." The Proposed Project would be located in and adjacent to the Governors Island Historic District—a National Historic Landmark District and a New York City Historic District. The Proposed Project is also adjacent to the Governors Island National Monument, which includes Fort Jay and Castle Williams. The Proposed Project includes the rehabilitation and reuse of historic resources and would include open space improvements to the Historic District. Compliance with the *Governors Island Preservation and Design Manual* would avoid significant adverse impacts to historic resources. Therefore, the Proposed Project would comply with this policy.

Policy 10.2: Protect and preserve archaeological resources and artifacts.

Potential effects on archaeological resources are analyzed in Chapter 8, "Historic and Cultural Resources."

The South Island is not considered sensitive for archaeological resources as it is composed of circa 1901-1912 landfill from excavation of the Lexington Avenue subway. Certain areas

of the North Island are considered sensitive for prehistoric and historic archaeological resources. Any subsurface disturbance that would occur in those areas for the Proposed Project would be conducted in coordination with the New York State Office of Parks, Recreation and Historic Preservation and would comply with the Trust's established protocols for ground disturbing activities on the North Island. Therefore, no significant impacts are anticipated and the Proposed Project would comply with this policy. ✷