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 historic structures, and the introduction of new uses and buildings in two designated development zones on the Island.

Under the *City Environmental Quality Review (CEQR) Technical Manual*, urban design is defined as the totality of components that may affect a pedestrian's experience of public space. These components include streets, buildings, visual resources, open spaces, natural resources, wind, and sunlight. An urban design assessment under CEQR must consider whether and how a project may change the experience of a pedestrian in a project area. The *CEQR Technical Manual* guidelines recommend the preparation of a preliminary assessment of urban design and visual resources, followed by a detailed analysis, if warranted based on the conclusions of the preliminary assessment. The analysis provided below addresses urban design characteristics and visual resources for existing conditions, the future without the Proposed Project, and the probable impacts of the Proposed Project.

B. PRINCIPAL CONCLUSIONS

PHASE 1 (2013)

URBAN DESIGN

Phase 1 of the Proposed Project would not result in any significant adverse impacts to urban design. The proposed work would enhance the context of buildings within the Governors Island Historic District that are adjacent to project areas; create new open spaces and enhance connections between open spaces; and improve existing streetscape elements. The Proposed Project would not result in any adverse changes to building types, arrangements, or uses, streetscape elements, open spaces, natural resources, or wind or sunlight characteristics.

VIEW CORRIDORS AND VISUAL RESOURCES

Phase 1 of the Proposed Project would not obstruct or significantly affect any existing view corridors or visual resources.

LATER PHASES/FULL DEVELOPMENT (THROUGH 2030)

Along with the Phase 1 project elements described above, the full development of the Proposed Project through 2030 would be anticipated to have the following effects on urban design and visual resources.

URBAN DESIGN

Any reuse of buildings within the Governors Island Historic District in the Later Phases of the Proposed Project would require compliance with the guidance of the *Governors Island*

Preservation and Design Manual (Design Manual). While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. The types and arrangements of the buildings in this area, and their relationship to surrounding open spaces and natural resources, would not change with the Proposed Project. Therefore, this element of the Proposed Project would not result in a significant adverse impact to urban design.

The lighting, fencing, and paving treatments that are currently installed along the waterfront esplanade and adjacent roadway are not notable or unique to Governors Island. Therefore, the replacement of these elements with a cohesive streetscape program for the Great Promenade would be considered an enhancement to the Island's urban design. The proposed improvements along the Great Promenade—including at Liberty Terrace and the South Prow—would provide new open space opportunities and would not result in a significant adverse change to the Island's building types, arrangements, or uses, natural resources, or wind or sunlight characteristics.

The proposed change to the South Island's topography (the Hills) would be anticipated to improve the area's wind characteristics and—by providing a better environment for trees—create more shade opportunities.

The potential siting, height, massing, design, and materials of the buildings to be developed on the South Island have not yet been developed or designed. Given the lack of plans to review, it is not possible at this time to determine whether the proposed redevelopment—alone or in combination with the new topography of the Hills—would or would not negatively affect the context of the neighboring buildings and open spaces on the North Island. It is anticipated that design guidelines will be developed for the South Island development zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, 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 take into account potential impacts to urban design.

VIEW CORRIDORS AND VISUAL RESOURCES

The proposed improvements to the Great Promenade on both the North and South Island would enhance the context of the Island's existing, panoramic views and the context of the visual resources on the North Island. On the South Island, the creation of the two-level promenade areas at the South Prow and Liberty Terrace would expand the Island's current viewing opportunities. The North Island's significant view corridors are all oriented to the north, east, and west; therefore, the proposed creation of the Hills on the South Island would not obscure any significant view corridors from the North Island. In summary, the Proposed Project would not have a significant adverse effect on the North Island's view corridors.

The potential siting, height, massing, design, and materials of the buildings proposed for the South Island have not yet been developed or designed. Therefore, at this time it is not possible to determine whether this proposed redevelopment would or would not negatively affect the context of the visual resources on the North Island or views of the North Island from these off-Island areas to the north, east, and west. 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 take into account potential impacts to view corridors and visual resources.

C. PRELIMINARY ASSESSMENT

Based on the *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by existing zoning. Examples include projects that permit the modification of yard, height, and setback requirements, and projects that result in an increase in built floor area beyond what would be allowed 'as-of-right' or in the future without the proposed project.

Phase 1 of the Proposed Project would result in park and public space enhancements on the North Island and approximately 23 acres of open space in the center of the South Island. These physical alterations would be permitted under the Island's existing zoning and would be compatible with applicable deed restrictions. No modifications of yard, height, or setback requirements would be required for Phase 1, and Phase 1 would not result in an increase in built floor area beyond what would be allowed 'as-of-right' or in the future without the proposed project. Therefore, Phase 1 of the Proposed Project does not meet the threshold for a preliminary assessment of urban design and visual resources.

The Later Phases-Park and Public Spaces component of the Proposed Project would be consistent with the Island's existing R3-2 zoning and zoning override, and thus would not meet the threshold for a preliminary assessment of urban design and visual resources. However, the Later Phases-Island Redevelopment component would be likely be inconsistent, with regard to use restrictions and density and height limitations. It is anticipated that the future development proposed for the Later Phases-Island Redevelopment and possible reuse of some of the North Island historic structures would require rezoning or other land use actions. Thus, as the Later Phases-Island Redevelopment of the Proposed Project are expected to result in physical alterations beyond that allowed by existing zoning, the Proposed Project would meet the threshold for a preliminary assessment of urban design and visual resources.

The *CEQR Technical Manual* guidelines state that if the preliminary assessment shows that changes to the pedestrian environment are sufficiently significant to require greater explanation and further study, then a detailed analysis is appropriate. Examples include projects that would potentially obstruct view corridors, compete with icons in the skyline, or make substantial alterations to the streetscape of a neighborhood by noticeably changing the scale of buildings. Detailed analyses also are generally appropriate for areawide rezonings that include an increase in permitted floor area or changes in height and setback requirements, general large-scale developments, or projects that would result in substantial changes to the built environment of a historic district or components of a historic building that contribute to the resource's historic significance. Conditions that merit consideration for further analysis of visual resources include when the project partially or totally blocks a view corridor or a natural or built visual resource and that resource is rare in the area or considered a defining feature of the neighborhood; or when the project changes urban design features so that the context of a natural or built visual resource is altered (i.e., if the project alters the street grid so that the approach to the resource changes; if the project changes the scale of surrounding buildings so that the context changes; or if the project removes lawns or other open areas that serve as a setting for the resource).

For the full development of the Proposed Project, the Later Phases-Island Redevelopment could include larger scale development on the South Island and is anticipated to require rezoning of the South Island to increase permitted floor area and possibly change height and setback requirements. This might change urban design features so that the context of built visual

resources (the Governors Island Historic District and the Governors Island National Monument) is altered. Therefore, the Proposed Project would meet the threshold for a detailed assessment of urban design and visual resources. This analysis is provided below.

D. METHODOLOGY

According to the *CEQR Technical Manual*, the study area for urban design is the area where the project may influence land use patterns and the built environment, and is generally consistent with that used for the land use analysis. For visual resources, the view corridors within the study area from which such resources are publicly viewable should be identified. The land use study area may serve as the initial basis for analysis; however, in many cases where significant visual resources exist, it may be appropriate to look beyond the land use study area to encompass views outside of this area, as is often the case with waterfront sites or sites within or near historic districts.

Due to the Island's geographic isolation and lack of adjoining land uses—and consistent with the analysis of land use, zoning, and public policy—the study area for the urban design analysis has been defined as the Island itself (see **Figure 9-1**). Although the Proposed Project would result in increased visitation through the ferry landings in Lower Manhattan and Brooklyn, it would not require any physical alterations to structures in those areas that could potentially be observed by pedestrians. Following construction, the new water main connections to Brooklyn would not include any permanent shaft structures and would not result in any physical alterations observable by pedestrians. Therefore, these areas do not warrant analysis in this chapter.

For visual resources, the study area is extended to consider publicly accessible views of the Island from the southern tip of Battery Park and the East River waterfront esplanade in Manhattan, the Staten Island Ferry, and publicly accessible portions of the Brooklyn waterfront in Red Hook and the Columbia Street District, such as the Louis J. Valentino Jr. Park and Pier.

The 2010 *CEQR Technical Manual* recommends an analysis of pedestrian wind conditions for projects that result in the construction of large buildings at locations that experience high wind conditions (such as along the waterfront, or other location where winds from the waterfront are not attenuated by buildings or natural features), which may result in an exacerbation of wind conditions due to "channelization" or "downwash" effects that may affect pedestrian safety. Phase 1 of the Proposed Project would involve open space improvements at various locations on Governor's Island—it would not involve the construction of any large buildings. Therefore, a pedestrian wind analysis is not warranted for Phase 1. When the Later Phases-Island Redevelopment have been fully defined, including proposed building design, location, height, and orientation, a wind pedestrian wind analysis may be undertaken as part of the future environmental review in connection with rezoning or other land use actions.

E. EXISTING CONDITIONS

URBAN DESIGN

NORTH ISLAND

The North Island is roughly 92 acres in size (including 40 acres of park and public spaces) and includes approximately 102 structures. All of the buildings on this portion of the Island are located within the Governors Island Historic District (see Chapter 8, "Historic and Cultural Resources"). Most of the structures within the North Island are vacant; however, there are some active uses on this portion of the Island. These include: the offices of The Trust for Governor's

10.18.11

North Island (Coterminous Historic Districts)

South Island

Owned by the National Park Service

Photograph Location and Reference Number

0 500 1000 FEET

SCALE

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Urban Design Study Area
Figure 9-1

Island in Building 108; the Lower Manhattan Cultural Council's artist studios and exhibit space in Building 110; and the Urban Assembly New York Harbor School, a New York City high school in Building 550. 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. Building 140 at Soissons Landing currently provides security and ferry offices and a home for the National Park Service bookstore. Buildings 1, 9, 15, and 20 around Nolan Park, Building 309 (the former Catholic chapel), and Building 125 (around Soissons Dock) also are in use seasonally. All of the structures on the North Island are low-rise, ranging from one to several stories.

Currently, all open space uses on the Island are seasonal. People visit the Island for recreation, picnicking, and events such as public art installations, music concerts, art festivals, food festivals, and sporting events. 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.

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.

The Island (including both the North and South Island portions) is a single zoning lot and has no block pattern. The larger roads in the North Island—Andes, Kimmel, and Carder Roads—all wind around the perimeter of the Island. Division Road forms the boundary between the North Island and the South Island, and Clayton Road runs roughly parallel to Division Road, on the north side of Liggett Hall (see description below). Hay Road extends east from Castle William along the south side of Colonels Row and merges with Clayton Road near the eastern edge of Liggett Hall. Narrower streets branch off from these roadways to provide access to various structures. These narrower, interior streets of the North Island are generally lined with buildings along one side and open space along the other. The North Island also has an extensive network of pedestrian walkways; this feature, and the style and siting of the Historic District's various structures, is reminiscent of a college campus.

The urban design of the North Island is roughly organized around its major open spaces: Colonels Row Green, the Parade Ground (a part of the larger Fort Jay Glacis), and Nolan Park. Colonels Row Green is a relatively small, triangular open space between Hay and Clayton Roads, containing mature trees, grass, and brick walkways (see Photos 1-2 of **Figure 9-2**). This open space is defined on its northern edge by a line of three-story red brick houses (former officers' housing) with gabled roofs. Just north of the Colonels Row officers' housing is the Parade Ground, the North Island's largest and most informal open space. The Parade Ground is 12 acres in size and is currently used for picnics, recreational activities, and the occasional concert. Its undulating, open terrain and lack of defining elements prevent it from being experienced as a single open space (see Photo 3 of **Figure 9-3**). Nolan Park is an open space located north and east of the Parade Ground. This four-acre area comprises a lawn with mature trees, surrounded by two- and three-story wood frame houses with porches that date from 1810 (see Photo 4 of Figure 9-3). Some of Nolan Park's mature trees may date to the Island's early history. Nolan Park is transected by brick pedestrian walkways; brick sidewalks also line its edges. At the south end is the Chapel of St. Cornelius (see Photo 5 of **Figure 9-4**). This two-

Colonel's Row Green **1**

Colonel's Row **2**

Urban Design Photographs
North Island Views
Figure 9-2

Parade Ground **3**

Nolan Park **4**

Urban Design Photographs
North Island Views
Figure 9-3

Chapel of St. Cornelius **5**

Building 12 **6**

Urban Design Photographs
North Island Views
Figure 9-4

story church on a raised basement has a three-story tower, is clad in rock-face limestone, and is one of the few stone buildings on the Island.

In addition to the houses oriented around Colonels Row Green and Nolan Park, there are two other major residential developments on the North Island. The first of these is Building 12, former officers' housing. Building 12 is a four-and-a-half-story, Neo-Georgian-style building composed of 15 sections, and overlooking Buttermilk Channel on the east side of the Island (see Photo 6 of Figure 9-4). The central portion of this red brick building forms a U-shaped courtyard facing the channel; separate entrances serving each of the 14 family housing units also face the channel. The second development is Building 400, Liggett Hall (see Photos 7 and 8 of **Figure 9-5**). The 1,065-foot-long Liggett Hall, which is located between Clayton and Division Roads, forms the visual boundary between the North and South Islands. It is a U-shaped, Neo-Georgian, red brick building, with a monumental arched sallyport at its center. The building has three-story wings and two-story open galleries facing the courtyard. Liggett Hall is surrounded on all sides by roadways. Other buildings include a former YMCA, chapel, offices, school, and day care on the east side of the North Island, near the South Battery; military-related uses such as a former armory, ordinance storehouses, and storage depots; former nurses quarters, a dispensary, and a hospital on the west side of the North Island; maritime-related structures near Soissons Dock, including a ferry waiting building; and family housing and barracks (see Photos 9 and 10 of **Figure 9-6**). Most of the buildings are constructed of red brick, are rectangular in form, neo-Georgian in style, and are set back from adjacent roadways.

The Soissons Landing area, at the northern tip of the Island, includes several buildings associated with the Soissons Dock ferry landing. Soissons Dock consists of timber piers that have two mid-century steel gantry structures at their land ends (see Photo 11 of **Figure 9-7**). The adjacent Building 140 is a highly ornamented, one-story brick Romanesque Revival style building. It was constructed to store ordnance; more recently, the Coast Guard used the building for the Island's bank, post office, and security offices. Building 140 and other buildings in this area (Buildings 108, 109, and 110) are surrounded by asphalt paving. Also on the waterfront at the Island's northern end is the Brooklyn-Battery Tunnel vent building. This prominent waterfront structure is connected to the island via a breakwater (see Photo 12 of Figure 9-7).

The South Battery (also referred to as Building 298), which is located towards the southern portion of the Historic District on the east side of the Island, was built in 1812 as a defense against enemy ships entering Buttermilk Channel. The building was later used as an officers' mess hall, Catholic chapel, dining hall, and officers' club. The historic fort is surrounded by a 10,100-square-foot asphalt parking lot and mature landscaping (see Photo 13 of **Figure 9-8**).

The North Island contains significant site elements including mature trees and landscaping and brick walkways; other streetscape elements include lighting, fencing, sidewalks, bus shelters, and benches. The Island's street signage is small in scale and blue, which differs from the signage predominant in other areas of New York City. Other streetscape elements in the North Island include lampposts, street signage, and interpretive signage (see Photo 14 of Figure 9-8).

Generally, brick has been used in the North Island for pedestrian paths; walkways in a variety of patterns (e.g. basketweave, herringbone, running bond) can be found throughout Nolan Park, Colonels Row, and leading to most of the North Island's freestanding residential buildings. Stone paving has been used for driveways and parking areas associated with residential buildings. This type of paving was originally used for all paved roads on the Island, but over the years, asphalt paving has covered or replaced many of the stone streets. There is one remaining section of stone street at the northern end of Barry Road, near Pier 102. Most of the streets in the

Liggett Hall **7**

Liggett Hall **8**

Urban Design Photographs
North Island Views
Figure 9-5

Building 550 **9**

Area surrounding Building 309 **10**

Urban Design Photographs
North Island Views
Figure 9-6

Soissons Dock **11**

Brooklyn-Battery Tunnel Ventilation Structure **12**

Urban Design Photographs
North Island Views
Figure 9-7

Area east of South Battery **13**

North Island lamppost **14**

Urban Design Photographs
North Island Views
Figure 9-8

North Island are lined with mature trees, particularly along Hay and Clayton Roads north of Liggett Hall (see Photo 15 of **Figure 9-9**).

The North Island's granite seawall is topped by a chain link fence. There is no natural shoreline on the Island; the entire Island is surrounded by concrete or stone walls, providing a continuous common element. An asphalt road hugs the water's edge adjacent to the fence. Along Kimmel Road, the waterfront esplanade adjacent to the asphalt road is a 5-foot concrete sidewalk (see Photo 16 of Figure 9-9).

Governors Island is subject to strong northwest winter and southwest summer winds. In the easterly directions, the Island is protected from winds by lower Manhattan and Brooklyn, in the westerly directions, the Island is exposed to the open harbor and the lowlands of New Jersey. In addition, the Island's wind can cause waves at high tide to break over the seawall and flood the upland shore. The low scale of the North Island's buildings allows for a large degree of sunlight to fall on this area where the sunlight is not filtered through the North Island's extensive tree canopy. The topography of the North Island ranges from approximately 6 feet at the bulkhead to approximately 41 feet at the base of Fort Jay's fortification walls, the highest point on the Island.

SOUTH ISLAND

South of Division Road is the 80-acre portion of the island referred to as the South Island. As described in more detail in Chapter 8, "Historic and Cultural Resources," this portion of the Island was developed between 1901 and 1912 from fill material from the excavation of the Lexington Avenue subway line. The buildings in this part of the Island were constructed between the 1960s and the 1980s.

The South Island is bordered by Craig Road, which runs along the perimeter of the Island. Gresham and Enright Roads are interior from and roughly parallel to Craig Road, and are currently closed to the public. Perpendicular to Gresham and Enright Roads are Absecon, Bear, Chincoteague, Escanaba, Half Moon, Yeaton, and Icarus Roads, all of which are short in length, extending only between Craig and Gresham/Enright Roads. There are no block forms on the South Island; rather, this area's current development pattern is indicative of its iterative construction on open land. The buildings on the South Island are generally oriented toward Craig Road and the water.

With the exception of the buildings that the Trust uses as maintenance and operations facilities, some small buildings housing electrical equipment, and the unstaffed firehouse, which is used by FDNY to stage equipment and supplies, all buildings on the South Island are currently vacant and are not open to the public. All South Island structures are scheduled for demolition as part of the future without the Proposed Project.

Starting at Division Road on the east side of the Island and proceeding in a clockwise direction, the South Island's urban design is as follows. Just south of Division Road is a complex of 16 two-story, rectangular, barracks-style residential structures with gabled roofs, grouped in pairs, and set at a 45-degree angle to Enright and Craig Roads (see Photo 17 of **Figure 9-10**). These buildings are former Coast Guard family housing. In the interior of the complex are open grassy areas, as well as surface parking lots adjacent to each pair of buildings.

On the boundary of the North and South Islands, at the eastern edge of Division Road is the Yankee Landing area. The simple, Y-shaped pier extends out from the seawall at this location, and the landward area in front of the pier is paved with asphalt. The pier is enclosed by chain link fencing and lighted by tall concrete lampposts.

Trees along Clayton Road **15**

North Island perimeter, Kimmel Road **16**

Urban Design Photographs
North Island Views
Figure 9-9

Former Bachelors Quarters, view from Brooklyn **17**

Yeaton Road area, view from Brooklyn **18**

Urban Design Photographs
South Island Views
Figure 9-10

Between Icarus and Yeaton Roads is a large, one-story, nondescript concrete block structure, which formerly served as the Island's commissary, container redemption center, and ferry boat maintenance building. The paved area south of Yeaton Road used to be a gas station area and now serves as a location for the storage of demolition debris (see Photo 18 of Figure 9-10).

The area between Half Moon Road and Gresham Road is the Island's industrial zone, which includes a number of utilitarian one-story, concrete-block and painted metal-clad buildings without any discernable arrangement on their site (see Photo 19 of **Figure 9-11**). The buildings are surrounded by asphalt paving, some of which is currently used for the storage of large pieces of construction equipment. Former uses in this area included motor pool storage, Coast Guard facilities, and a hazardous waste facility.

West of the industrial zone at the southern tip of the Island, is Picnic Point, an 8-acre open space (see Photo 20 of Figure 9-11). Picnic Point is landscaped with broad lawn areas and trees that show evidence of the strong wind patterns that sweep the Island. Swings; large, red hammocks; and red Adirondack chairs are currently installed in this area. At the north end of Picnic Point is the Island's fire house, a modern, 1-story utilitarian red brick structure. At the water's edge near Picnic Point are a navigational aid structure and a related, small, white hut with power, control, and communications equipment.

North of Picnic Point is an 11-story, T-shaped red brick apartment building. This structure, and the residential complex just to the north, were developed post-1960. Surrounding the building are two vehicular drop-off areas and landscaping. Just north of this building between Bear and Absecon Roads, is a complex of three 7-story red brick apartment buildings. The buildings have a modified H-plan, with the end wings set at an angle. Like the rest of the buildings on the South Island, these residential structures are unornamented and utilitarian in design (see Photographs 21 and 22 of **Figure 9-12**). Open, grassy yard areas and pedestrian paths surround the buildings, and a surface parking lot for the complex is located adjacent to the interior ball fields. The asphalt paving in this area is cracked and vegetation grows in the disturbed areas.

The final area of development on the South Island is just south of Division Road at the western edge of the Island, where the former Dining Hall and CPO Club are located. These small, red brick buildings are modern and utilitarian in design. As with the rest of the South Island development, there are surface parking lots adjacent to the buildings and a small amount of landscaping surrounding them.

At the center of the South Island is an open landscape, originally an airfield and later used for recreational purposes. This area includes baseball diamonds and former U.S. Coast Guard open space facilities that are not open to the public, including handball courts, a swimming pool and center, tennis courts, and playgrounds (see Photographs 23 and 24 of **Figure 9-13**). There are also two wooden gazebos and a wooden pavilion near the baseball fields, and trees along the western edge of the play fields. The play fields in this area are currently available for use by permit only for events and sports leagues.

Due to their lack of use over a number of years, the buildings and open spaces on the South Island appear dilapidated and unwelcoming. Tall, chain-link fencing separates the South Island's buildings from the perimeter road and waterfront esplanade, and Picnic Point (see Photograph 25 of **Figure 9-14**). Demolition of vacant buildings on the South Island was approved in 2008. To date, 12 structures on the South Island and 1 structure on the North Island have been demolished, including the former school, motel, and a number of housing structures.

Industrial complex **19**

Picnic Point **20**

Urban Design Photographs
South Island Views
Figure 9-11

Building 844 **21**

Building 877 **22**

Urban Design Photographs
South Island Views
Figure 9-12

Center South Island landscape **23**

Center South Island landscape **24**

Urban Design Photographs
South Island Views
Figure 9-13

West side of Island, south from Division Road **25**

Waterfront esplanade and seawall, at Picnic Point **26**

Urban Design Photographs
South Island Views
Figure 9-14

The topography of the South Island is mostly flat, indicative of its character as man-made land. There is little to no street furniture in this portion of the Island, except for a few abandoned bus shelters, benches, port-a-johns, and trash bins along the perimeter road. There is also a small amount of interpretive signage, as can be seen in greater number on the North Island. The lighting in this area mainly consists of large, utilitarian lampposts for illuminating the perimeter road, parking areas, and the Yankee, Tango, and Lima Piers along Buttermilk Channel on the eastern side of the Island.

On the east side of the South Island from Division Road to the industrial area (generally Half Moon Road), there are lawn areas and trees lining both sides of Craig Road. On the water side, the lawn area is approximately 30 feet wide and includes a four-foot-wide sidewalk. Starting at the industrial area and going north along the west side of the Island, there are fewer trees lining the perimeter road, and the concrete esplanade only exists in pieces. As at the North Island, on the South Island the seawall is topped by a four-foot chain link fence (see Photograph 26 of Figure 9-14).

URBAN DESIGN STUDY AREA

A portion of the North Island—the Governors Island National Monument—is not managed by the Trust and is outside the project site. The National Monument is a 22-acre site on the North Island with two major historic structures, Fort Jay and Castle Williams, as well as grass fields and several modern buildings. Fort Jay is located at the center and high point of the North Island. Constructed of red sandstone, bluestone, and granite, Fort Jay has four bastions enclosed by a dry moat; the interior of the fort contains 19th century barracks structures. Castle Williams is located at the intersection of Hay and Andes Roads at the western edge of the Island. The structure is a three-story sandstone fort with a center courtyard.

VIEW CORRIDORS AND VISUAL RESOURCES

NORTH ISLAND

Due to its prominent position in New York Harbor, the Island provides panoramic views in all directions. From the North Island—in particular, from the point near Castle Williams and other areas of the Island closest to the water—one can see the towers of Lower Manhattan, the Brooklyn and Manhattan Bridges, and the Brooklyn waterfront (see Photos 27 and 28 of **Figure 9-15**, and Photo 14 of Figure 9-8, above).

The Design Manual, which was prepared by the General Services Administration (GSA) and published in 2003, was developed to help guide the reuse of the Historic District portion of the Island. According to the Design Manual, the major view corridors of the North Island are (see **Figure 9-16**):

- Along Division and Clayton Roads, views toward New York Harbor to the west and Buttermilk Channel to the east (see Photo 29 of **Figure 9-17**);
- From the northern ramparts of Fort Jay and from the Parade Ground, views of Brooklyn and the skyline of Lower Manhattan;
- From Hay Road, looking west to Castle William, views of Lower Manhattan and New York Harbor;
- North through the archway of Liggett Hall, views to Colonels Row and Fort Jay;
- From Andes and Kimmel Roads, views to Brooklyn (see Photo 12 of Figure 9-7, above); and

North Island, view to New Jersey **27**

North Island, view to Brooklyn **28**

Urban Design Photographs
Views from Governors Island
Figure 9-15

6.27.11

NOTE: View and view corridors as defined in the Governors Island Land Use Study, prepared by Buyer Blinder Belle Consortium, 1997

0 500 FEET
SCALE

View from Island

Key View Corridor

★ *Visual Landmark*

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Design Manual View Corridors
Figure 9-16

View west on Division Road **29**

View north on Craig Road from South Island **30**

Urban Design Photographs
Views from Governors Island
Figure 9-17

- From the courtyard of Building 12, views east toward Buttermilk Channel and the Brooklyn waterfront.

The Design Manual also defines Castle Williams, Fort Jay, the Chapel of St. Cornelius, views from the archways of Building 12 and Liggett Hall, and the intersection of Comfort and Clayton Roads as the North Island's visual landmarks (see Photos 5-8 and 10 of Figures 9-4, 9-5, and 9-6, above).

The skyline of Lower Manhattan also can be seen from the South Battery, towering over the Parade Ground and the North Island's low residential structures.

SOUTH ISLAND

There are no visual resources on the South Island itself. The best views of surrounding visual landmarks and resources are from the edges of South Island, along the waterfront esplanade and Craig Road.

From the west side of the South Island, the towers of Lower Manhattan and Jersey City, the Staten Island Ferry, the Statue of Liberty, Ellis Island, and the Hudson River can all be viewed. Castle Williams juts out into the water and is a dominant feature in views north along the esplanade on the west side of the Island, with the Manhattan skyline beyond (see Photo 30 of Figure 9-17). Except for the Goldman Sachs building and other large-scale buildings in Jersey City, the New Jersey waterfront as seen from this area is low-rise and does not include any notable visual landmarks. From the southern tip of the Island, at Picnic Point and Craig Road, Staten Island, the Verrazano Bridge, and the Statue of Liberty all can be viewed in the distance (see Photo 31 of **Figure 9-18**). As described above, cross-Island views are also available along Division Road at the boundary of the North and South Islands, and along Half Moon Road in the South Island. Views from the east side of the South Island include the industrial waterfront of Brooklyn, with its large gantry cranes towering above low-rise piersheds and other buildings, and ships passing through Buttermilk Channel.

OFF-ISLAND STUDY AREAS

As described above, views of the Island from Lower Manhattan, Brooklyn, and the Staten Island Ferry were also considered in this analysis (see **Figure 9-22** for a key to photograph locations).

From Lower Manhattan, waterside views are limited by the Battery Maritime Building, the Whitehall Ferry Terminal and other maritime-related structures; however, the North Island is visible from the East River Esplanade and from Battery Park (see Photos 32 and 33 of **Figures** 9-18 and **9-19**). The Island also can be viewed from the west ramp of the Whitehall Ferry Terminal and the east side of the Battery Maritime Building.

Views from these areas are distant, and in these views the northern end of the Island appears suburban and campus-like in its arrangement and type of buildings. The topographic relief of this portion of the Island also blocks most views of the southern end of the Island. Individual structures are generally not distinct in these views; however, the Brooklyn-Battery Tunnel ventilation structure, the red, steel gantry structures of Soissons Dock, and the small-scale red brick historic buildings along the Island's edge are all discernible. Castle Williams also can be seen from certain vantage points, and the cupolas at the center of Liggett Hall can be seen in the distance.

From the Louis J. Valentino Jr. Park and Pier in Brooklyn, the development on the eastern side of the South Island is most visible, including the low, light-colored buildings within the

View to Verrazano Bridge **31**

View from Lower Manhattan Heliport **32**

Urban Design Photographs
On and Off-Island Views
Figure 9-18

View from Battery Park **33**

View from Louis J. Valentino Jr. Park and Pier **34**

Urban Design Photographs
Off-Island Views
Figure 9-19

industrial area and the low-scale barracks buildings. The 11-story apartment building on the west side of the Island also is notable in these views (see Photo 34 of Figure 9-19 and Photos 17 and 18 of Figure 9-10, above). From Pier 2 in Red Hook, views are more distant, and are also of the South Island structures and piers. Views are also intermittently available along Wolcott Street, through chain-link fencing. These views are not notable.

From Brooklyn Bridge Park along the waterfront in Brooklyn, the North Island is most visible; from Pier 1, the Island is presented in its larger context, with Buttermilk Channel on one side and the whole of New York Harbor on the other and a variety of shipping, ferry, and recreational boating activity (see Photos 35 and 36 of **Figure 9-20**). The Brooklyn-Battery Tunnel ventilation structure is also prominent in these views and in views from the Brooklyn Heights Promenade.

From the Staten Island Ferry, the entire northern and western sides of the Island can be seen. These views also present the Island in its larger context, with the towers of Downtown Brooklyn and Lower Manhattan, as well as the Brooklyn and Manhattan Bridges, in the distance. In such views, the small scale of the Island's development—both the North Island and South Island—is most evident (see Photos 37 and 38 of **Figure 9-21**). As the ferry nears Staten Island, it is difficult to distinguish the South Island's development against the backdrop of Manhattan and Brooklyn.

F. THE FUTURE WITHOUT THE PROPOSED PROJECT

PROJECT SITE

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.

In terms of urban design and visual resources, the North Island will not change substantially from existing conditions in the future without the Proposed Project. The unused buildings on this portion of the Island will remain vacant, and no changes to their surrounding landscaping or context are anticipated. As described above, demolition of existing buildings on the South Island and a handful of buildings on the North Island was approved in 2008 and is expected to be completed. Therefore, the urban design of the South Island will change substantially, from a mix of vacant, deteriorating buildings and unused and underutilized open spaces, to a mix of open space uses and vacant land.

As described in Chapter 2, "Analytical Framework," The Trust is undertaking several projects to rehabilitate, repair, replace, and upgrade utility and waterfront infrastructure on the Island in the future without the Proposed Project. The utility infrastructure work includes on-Island replacement and upgrade to the following services: storm sewer, including consolidating outfalls; domestic and fire protection water service; sanitary sewer; and electrical and telecommunications service (also includes upgrades of service to the Island). The waterfront infrastructure work includes rehabilitation of both Pier 101 and Yankee Pier, demolition of Tango Pier, and rehabilitation of the transfer bridges and fenders at both Soissons Dock and the Battery Maritime Building.

These projects are not anticipated to result in notable changes to the Island's urban design, views of the visual resources on the North Island, or significant views to off-Island resources.

View from Brooklyn Bridge Park **35**

View from Brooklyn Bridge Park, Pier 1 **36**

Urban Design Photographs
Off-Island Views
Figure 9-20

View from Staten Island Ferry **37**

View from Staten Island Ferry **38**

Urban Design Photographs
Off-Island Views
Figure 9-21

10.18.11

0 2000 FEET
SCALE

Project Area

Governors Island National Monument (not part of the project site)

17 *Photograph Location and Reference Number*

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Off-Island Views
Figure 9-22

G. PROBABLE IMPACTS OF THE PROPOSED PROJECT

PHASE 1 (2013)

URBAN DESIGN

North Island

Soissons Landing

Phase 1 of the Proposed Project would redesign the area upland of Soissons Dock, the areas surrounding Buildings 108, 109, 110, and 140 and the area of former Building 148 into a series of public plazas (see Figure 1-4 in Chapter 1, "Project Description"). The creation of a new public plaza at this location would not result in any significant adverse changes to the North Island's building types, uses, or arrangements, street pattern or hierarchy, streetscape elements, visual resources, open spaces, natural resources, or wind or sunlight characteristics. The proposed work at this location would enhance the context of the surrounding historic buildings and create new passive open space (a public plaza).

South Battery

The asphalt surface that currently surrounds the South Battery would be replaced with lawn, trees, shrubs, and seating areas (see Figure 1-6). This would create a new resting place along the Great Promenade, providing seating and amenities in a location that would showcase the historic fort. No changes would be made to or within the South Battery building itself.

The proposed work at this location would not result in any significant adverse changes to the North Island's street pattern or hierarchy, streetscape elements, visual resources, open spaces, natural resources, or wind or sunlight characteristics. The proposed creation of new passive open space would enhance the context of the South Battery, a historic building.

Parade Ground

The southern end of the Parade Ground would be improved with two flat fields for soccer and other field sports (see Figure 1-6). The proposed work at this location would not result in any significant adverse changes to the North Island's building types, uses, or arrangements, street pattern or hierarchy, streetscape elements, visual resources, or wind or sunlight characteristics. The improvements to the Parade Ground for active recreation would not significantly affect the overall appearance or visual character of this open space as an open lawn.

Colonels Row Green

Colonels Row Green would have limited improvements (irrigation and drainage improvements and tree uplighting) to support ongoing uses as a festival grounds and concert venue. The brick walkways, mature trees, and uncluttered lawn areas of Colonels Row Green would be maintained as part of the work in this area. The intent of the Park Design Plan is to restore the historic intent of trees and plantings on the North Island. Therefore, the improvements to this open space would not significantly affect its overall appearance or visual character and would not result in any significant adverse changes to the North Island's building types, arrangements, or uses, streetscape elements, natural resources, or wind or sunlight characteristics.

Nolan Park

Nolan Park would be enhanced with tree uplighting, selective plantings, and resetting and reconstructing existing brick paths using existing or in-kind materials to improve accessibility. It is anticipated that the landscaping work to be done in this area would be consistent with the requirements of the Design Manual, including maintaining the mature trees. As described above,

the intent of the Park Design Plan is to restore the historic intent of trees and plantings on the North Island. Thus, the proposed work in this area would not adversely affect open space or natural resources.

Liggett Terrace

The existing parking lot and lawn areas south of Liggett Hall would be replaced with Liggett Terrace, a public plaza with flower beds, mosaics, labyrinthine hedges with reflecting pools, fountains, public art, seating areas, concession stands, and children's play areas with climbing and swinging equipment (see Figure 1-7). The creation of this new open space would not result in a significant adverse change to the North Island's building types, arrangements, or uses, streetscape elements, natural resources, or wind or sunlight characteristics.

Water Mains

The Proposed Project includes construction of one or both of the two proposed 12-inch water mains from Brooklyn to provide potable water to the Island. As detailed on Figure 1-13, the new northern water main would extend under Buttermilk Channel to the existing island water infrastructure and distribution system in the vicinity of Building 85 on the North Island. This infrastructure improvement would not result in a significant adverse change to the North Island's building types, arrangements, or uses, streetscape elements, open space, natural resources, or wind or sunlight characteristics.

Seawall

Phase 1 of the Proposed Project also would repair or replace the entire seawall around the Island, with the rehabilitation implemented depending on the current condition of a particular section of seawall and its location on the island, as shown in Figure 1-14. A majority of the seawall rehabilitation work would consist of repair or replacement maintaining the existing footprint and design; however, a small portion of the seawall near Castle Williams would undergo full replacement using an augmented design to respond to challenging wave conditions. Along the west and south sides of the Island, a large portion of the seawall would be replaced with a riprap revetment. This infrastructure improvement would not result in a significant adverse change to the North or South Island's building types, arrangements, or uses, streetscape elements, open space, natural resources, or wind or sunlight characteristics.

South Island

Hammock Grove and Play Lawn

The Proposed Project would develop Hammock Grove (see Figure 1-8), a 10-acre area full of trees and hammocks, in the area currently developed with permit-use-only ballfields to introduce a rolling terrain planted with dense groves of trees with paved paths providing access and circulation. The 12-acre Play Lawn—to be developed south of the proposed Hammock Grove, in the area currently developed with vacant apartment buildings and the underutilized ballfields—would have two regulation-sized ballfields for active recreation like Little League baseball, adult softball, and soccer. In addition, there would be smaller open spaces with rolling topography (see Figure 1-9). As mentioned above, all existing structures on the South Island will be demolished in the future without the Proposed Project. Therefore, the creation of these areas would enhance the South Island's open space resources and would not result in a significant adverse change to the South Island's building types, arrangements, or uses, streetscape elements, natural resources, or wind or sunlight characteristics.

Water Mains

As described above, the Proposed Project includes construction of one or both of the two proposed 12-inch water mains from Brooklyn to provide potable water to the Island. The new southern water main would extend under Buttermilk Channel to the existing island water infrastructure and distribution system near Half Moon Road on the South Island. This infrastructure improvement would not result in a significant adverse change to the South Island's building types, arrangements, or uses, streetscape elements, open space, natural resources, or wind or sunlight characteristics.

Seawall

See discussion above under "North Island."

VIEW CORRIDORS AND VISUAL RESOURCES

NORTH ISLAND

The proposed changes described above would not be anticipated to result in any significant adverse effects to view corridors or visual resources on the North Island. The changes would result in the creation of new open spaces; enhance the context of buildings within the Historic District; and improve elements of the area's streetscape.

SOUTH ISLAND

The proposed changes described above would not be anticipated to result in any significant adverse effects to view corridors or visual resources on the South Island. As described above, there are no visual resources on the South Island itself. The proposed creation of new open spaces in this area would not obstruct or significantly affect views to visual resources that are currently available from the South Island.

OFF-ISLAND STUDY AREAS

The proposed park and public space improvements to be developed in Phase 1 would not result in any significant adverse effects to views of the Island from off-Island study areas. The new and revitalized open spaces and streetscape enhancements would be minimally visible from these more distant locations.

LATER PHASES/FULL DEVELOPMENT (THROUGH 2030)

Along with the Phase 1 project elements described above, the full development of the Proposed Project through 2030 would be anticipated to have the following effects on urban design and visual resources.

URBAN DESIGN

North Island

Great Promenade

See the discussion of the Great Promenade below under "South Island."

Yankee Landing

In the Later Phases of the Proposed Project, a new open-air, cantilevered ferry shelter would welcome future tenants and visitors using the ferry to Yankee Pier (see Figure 1-4), and the Great Promenade adjacent to Yankee Landing would be widened and repaved. The Yankee Landing site is located within the Governors Island Historic District; therefore, the form and materials of the ferry shelter would be developed and refined in relationship to the character of

the nearby historic buildings. The new ferry structure would not affect the street pattern or hierarchy of Division Road or Craig Road, and would not displace any existing open spaces or natural resources. The development of public space enhancements at this location would not result in any significant adverse changes to the North Island's building types, arrangements or uses, streetscape elements, open spaces, natural resources, or wind or sunlight characteristics. The proposed widening and new pavement of the Great Promenade at this location would enhance connections to other nearby open spaces that would be developed as part of the rest of the Park and Public Space plan. The new pavement and bicycle racks would not introduce a streetscape element that is inconsistent with nearby features in the North or South Island.

Governors Island Historic District

The full development of the Proposed Project is expected to include the reuse of more than 1.35 million square feet in existing historic structures on the North Island. The specific future uses for the Later Phases-Island Redevelopment have not yet been proposed, defined, or designed; however, it is assumed that new uses could include a variety of university, conference/hotel, office, accessory/service retail and restaurant, cultural, public school, and maintenance and support uses. The specific historic structures to be reutilized also have not been identified; however, those buildings associated with any previous housing-related and office-related uses are considered most conducive for future uses such as housing for students and faculty, as well as smaller classroom and office uses.

Any reuse of buildings within the Governors Island Historic District would require compliance with the guidance of the Design Manual. While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. The types and arrangements of the buildings in this area, and their relationship to surrounding open spaces and natural resources, would not change with the full development of the Proposed Project. Therefore, this element of the Proposed Project would not result in a significant adverse impact to urban design.

South Island

Great Promenade

The Great Promenade—described earlier in this chapter as the waterfront esplanade and adjacent roadway that rings the perimeter of the Island—would be redesigned with new paving elements, lighting, way-finding, seating, and a decorative balustrade. The treatment of these streetscape elements would be consistent throughout the Promenade, integrating the North and South Island. On the western side of the Island and at the southern end, the Great Promenade would have two levels; these are described below under "Liberty Terrace" and "South Prow/Wetland Gardens."

The lighting, fencing, and paving treatments that are currently installed along the waterfront esplanade and adjacent roadway are not notable or unique to Governors Island. Therefore, the replacement of these elements with a cohesive streetscape program would be considered an enhancement to the Island's urban design. The proposed improvements would not result in a significant adverse change to the Island's building types, arrangements, or uses, open space, natural resources, or wind or sunlight characteristics.

The Hills

Island demolition materials and off-site fill would be used to raise and sculpt the topography of South Island to create four hills between 32 and 82 feet in height. The Hills would be created south of the new Play Lawn and would extend toward the western edge of the Island. This change to the South Island's topography is intended to deflect some of the strong prevailing

winds, and provide a better environment for trees (thereby creating more shade opportunities). The Hills would be planted with ground covers, shrubs, plants, and trees.

The Hills would enhance the South Island's open space offerings and would not result in a significant adverse change to the building types, arrangements, or uses or streetscape elements.

Liberty Terrace

The Great Promenade would have two levels at Liberty Terrace, a new gathering area on the west side of the South Island. The lower level of the Promenade would allow for biking or walking, while the upper level would have trees and benches. This upper level would terminate on the viewing roof of the Shell, a new structure. The Shell would provide protected outdoor seating and a food concession. A new public restroom building would be located nearby. Other amenities at Liberty Terrace would include movable tables and chairs and benches (see Figure 1-11).

The work in this area would not result in a significant adverse change to the South Island's building types, arrangements, or uses, natural resources, or wind or sunlight characteristics. It would provide additional open space opportunities and, as discussed above, would replace existing streetscape elements with a more cohesive design that unites the North and South Island.

South Prow/Wetland Gardens

The Great Promenade also would have two levels at the South Prow, the southern end of the Island. The lower level pathway would follow the edge of the Island and would be at grade with the eastern Promenade; the upper level would provide a resting area with benches and other seating (see Figure 1-12). The lower level pathway would surround Wetland Gardens, a three-acre area with a variety of wetland plants; the South Prow overlook would be seven feet above the Wetland Gardens. A picnic area would be located adjacent to the Wetland Gardens.

The work in this area would not result in a significant adverse change to the South Island's building types, arrangements, or uses, natural or wind or sunlight characteristics. It would provide additional open space and natural resource opportunities and would replace existing streetscape elements with a more cohesive design that unites the North and South Island.

South Island Redevelopment

Full development of the Proposed Project is expected to include the development and construction of new buildings in two future development zones on the South Island. For analysis purposes, it is assumed that the historic building reuse on the North Island and new development on the South Island would collectively total three million square feet of development, which is roughly equivalent to the total square footage of development on the Island in the Coast Guard era. At this time, no concrete proposals have been put forth for the redevelopment of these areas and, therefore, specific uses are not proposed, defined, or designed. For analysis purposes, it is assumed that new uses could include a variety of university, conference/hotel, office, accessory/service retail and restaurant, cultural, public school, and maintenance and support uses, consistent with the land use and historic reuse covenants contained in the transfer deed from the federal government. This redevelopment would likely be inconsistent with the Island's existing zoning, with regard to use restrictions and density and height limitations, and it is anticipated that the redevelopment would require rezoning actions and possibly other land use approvals. Details are not available regarding the siting, height, massing, design, or materials of the buildings to be developed on the South Island in the Later Phases-Island Redevelopment of the Proposed Project. However, it is anticipated that design guidelines will be developed for the

South Island development zones, and these guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes.

According to the 2010 *CEQR Technical Manual*, determining the significance of an urban design impact requires consideration of the degree to which a project would result in a change to the built environment's arrangement, appearance, or functionality such that the change would negatively affect a pedestrian's experience of the area. Considerations include a project's potential to negatively affect its surrounding context; whether a project would obstruct an important visual resource; and, if so, when such obstruction would exist and how viewers would be affected.

As the existing, vacant buildings on this portion of the Island will be demolished in the future without the Proposed Project, the proposed redevelopment would not be inconsistent with any South Island building types, arrangements, or uses. The potential siting, height, massing, design, and materials of the buildings to be developed on the South Island have not yet been developed or designed. Given the lack of plans to review, at this time it is not possible to determine whether the proposed redevelopment would or would not negatively affect the context of the neighboring buildings and open spaces on the North Island. It is anticipated that design guidelines will be developed for the South Island development zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, 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 take into account potential impacts to urban design.

VIEW CORRIDORS AND VISUAL RESOURCES

North Island

As described above, the waterfront esplanade and perimeter roadway around the Island currently provide unparalleled views of the New York Harbor area, including the Lower Manhattan skyline, the Brooklyn and Manhattan Bridges, the Statue of Liberty and Ellis Island, Brooklyn Bridge Park and the industrial waterfront of Brooklyn, Staten Island, and New Jersey. The proposed improvements to the Great Promenade within the North and South Island would enhance the context of these views and the context of the visual resources on the North Island. The development of the new ferry shelter at Yankee Landing would not obstruct or significantly affect the view corridor of Division Road. On the South Island, the creation of the two-level promenade areas at the South Prow and Liberty Terrace would expand the Island's current viewing opportunities. The North Island's significant view corridors are all oriented to the north, east, and west; therefore, the proposed creation of the Hills on the South Island would not obscure any significant view corridors from the North Island. In summary, the Proposed Project would not have a significant adverse effect on the North Island's view corridors.

The potential siting, height, massing, design, and materials of the buildings to be constructed within the Development Zones on the South Island have not yet been developed or designed. Therefore, at this time it is not possible to determine whether this proposed redevelopment would or would not negatively affect the context of the visual resources on the North Island. As described above, it is anticipated that design guidelines will be developed for the South Island development zones, and these guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the

North Island, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require zoning and other land use actions which will be subject to CEQR, and the associated future environmental review would take into account potential impacts to visual resources.

South Island

See the discussion of the Great Promenade above under "North Island."

As described above, there are no visual resources on the South Island. Therefore, the proposed work in this area would not eliminate or obstruct existing views to such resources. The development of the Hills would create new view corridors to the visual resources on the North Island; in addition, the Hills would provide additional views of the various resources that can currently be seen mainly from the waterfront esplanade and perimeter roadway (see Figure 1-10). It is possible that the new buildings to be constructed in the Development Zones would obstruct some existing views from the interior of the South Island; however, as noted above, the South Island's main view corridors are from the waterfront esplanade and perimeter roadway. Therefore, the Later Phases-Island Redevelopment would not be anticipated to have a significant adverse impact to view corridors from the South Island.

Off-Island Study Areas

The changes to be created in the Later Phases of the Proposed Project would be most visible from areas to the south, west, and east of the Island. Views from these locations would include the enhancements to the Great Promenade, the new ferry shelter at Yankee Landing, a variety of new buildings in the two Development Zones, and the new topography of the Hills. To the extent that these views currently include only features of the South Island, this change would not be considered adverse. Views from the north, west, and east that also or exclusively include the North Island, however, could change notably with the Later Phases of the Proposed Project.

The potential siting, height, massing, design, and materials of the buildings to be constructed within the Development Zones on the South Island have not yet been developed or designed. Therefore, at this time it is not possible to determine whether this proposed redevelopment would or would not negatively affect views of the North Island from these off-Island areas to the north, east, and west. 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 take into account potential impacts to off-Island view corridors. ✷