A. INTRODUCTION

Neighborhood character is an amalgam of various elements that give a neighborhood its distinct "personality." These elements may include a neighborhood's land use, socioeconomic conditions, open space, historic and cultural resources, urban design, visual resources, shadows, transportation, and/or noise. Not all of these elements affect neighborhood character in all cases; a neighborhood usually draws its distinctive character from a few defining elements. According to the *City Environmental Quality Review (CEQR) Technical Manual*, neighborhood character impacts are rare and it would be under unusual circumstances that, in the absence of an impact in any of the relevant technical areas, a combination of moderate effects to the neighborhood would result in an impact to neighborhood character. Moreover, a significant impact identified in one of the technical areas that contribute to a neighborhood's character is not automatically equivalent to a significant impact on neighborhood character.

As described in greater detail in Chapter 1, "Project Description," 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 on 150 acres of Governors Island in the center of New York Harbor. The full development of the Proposed Project would result in potential significant adverse impacts related to shadows, urban design and visual resources, historic resources, transportation, and noise. Therefore, this chapter considers the effects of the Proposed Project on the neighborhood character of Governors Island. Since many of the relevant components of neighborhood character are considered in other sections of this Environmental Impact Statement (EIS), this chapter has been coordinated with those analyses.

B. PRINCIPAL CONCLUSIONS

The neighborhood character of Governors Island is defined predominantly by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, seasonal open space uses and associated visitor population, sweeping views of the harbor, and the unique distinction between the North Island and the South Island. This analysis finds that the Proposed Project would have a noticeable effect on the neighborhood character of the Island, but this change would be beneficial and not adverse.

PHASE 1

Phase 1 would not have the potential to result in significant adverse impacts in any of the technical areas that contribute to neighborhood character, nor would it have the potential to result in a combination of moderate effects that cumulatively could affect neighborhood character. In fact, Phase 1 would be expected to have a positive effect on neighborhood character by improving existing open spaces on the Island, opening new areas to public access, and

enhancing the connections between existing open spaces. It would also provide necessary infrastructure to support the open space, institutional and seasonal accessory concession uses on the Island. Phase 1 would not result in the construction of any substantial buildings nor would it alter any buildings in the Historic District or have an adverse contextual effect on historic resources nearby. Therefore, Phase 1 of the Proposed Project would not result in any significant adverse impacts to neighborhood character.

LATER PHASES

The Later Phases-Park and Public Spaces would have a positive effect on the neighborhood character of Governors Island. Open space uses are an important contributing element to the Island's character, and the park and public spaces component of the Proposed Project would enhance open space uses on the Island and substantially complete the transformation of the South Island from underutilized space into high quality, publicly accessible open space. In combination with Phase 1, the Later Phases-Park and Public Spaces would create a world class park by opening new areas to public access, and enhancing the connections between existing open spaces. Moreover, the Later Phases-Park and Public Spaces component would expand the Island's current opportunities for panoramic views by improving the promenade. The unique distinction between the North Island and the South Island would be preserved, as the South Island would be redeveloped with a major new park and public space while the North Island would retain its historic features and college campus-like character. The Later Phases-Park and Public Spaces component of the Proposed Project in combination with Phase 1 would not result in any significant adverse impacts to neighborhood character.

The full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in a noticeable change to the neighborhood character of the Island. However, it is expected that this change would be beneficial and not adverse. The character of Governors Island would continue to be defined by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, open space uses, and sweeping views of the harbor. The Later Phases-Island Redevelopment would improve neighborhood character by introducing appropriate uses in place of underutilized land and vacant buildings and enlivening the site with new residential, worker, student, and visitor populations. 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. The Proposed Project would restore and retenant the historic buildings in the North Island, which would complement the historic nature of the National Monument. Furthermore, Island open spaces would accommodate the new populations on the Island and would continue to serve as a destination open space for the region.

However, it is not possible at this time to determine whether the full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in significant adverse impacts to shadows, urban design and visual resources, historic resources, transportation, or noise that would have the potential to affect the neighborhood character of the Island. It is anticipated that future environmental review would assess the potential impacts to neighborhood character due to potential impacts in these technical areas as a result of the full development of the Proposed Project.

C. METHODOLOGY

An analysis of neighborhood character begins with a preliminary assessment to determine whether changes expected in other technical areas may affect a contributing element of neighborhood character. The assessment should identify the defining features of the neighborhood, and assess whether the project has the potential to affect these defining features, either through the potential for significant adverse impacts or a combination of moderate effects.

NEIGHBORHOOD CHARACTER COMPONENTS

According to the *CEQR Technical Manual*, an assessment of neighborhood character is generally needed when a project would result in a significant adverse impact in any one of the following areas of technical analysis: land use, zoning, and public policy; socioeconomic conditions; open space; historic and cultural resources; urban design and visual resources; shadows; transportation; or noise. An assessment is also appropriate when the project would have moderate effects on several of the aforementioned areas.

As described in the relevant chapters of this Environmental Impact Statement (EIS), the Proposed Project would not result in significant adverse impacts in the areas of land use, zoning, and public policy; socioeconomic conditions; or open space. It would also not result in effects considered reasonably close to the significant adverse impact thresholds in those technical areas. However, it is not possible at this time to precisely identify significant adverse impacts of the full development of the Proposed Project on shadows, urban design and visual resources, historic resources, transportation, and noise because the proposed buildings in the South Island development zones have not yet been developed or designed. Therefore, because the potential for impacts cannot be ruled out, a preliminary assessment of neighborhood character impacts from the Proposed Project is provided below.

STUDY AREA

As stated in the *CEQR Technical Manual*, the study area for a preliminary analysis of neighborhood character is typically consistent with the study areas in the relevant technical areas that contribute to the defining elements of the neighborhood. The study areas analyzed for these technical areas include Governors Island and, in the case of socioeconomic conditions, historic and cultural resources, urban design and visual resources, open space, and transportation, an off-island study area. Therefore, the study area for this preliminary assessment is defined as Governors Island, which includes the project site and the National Monument, and an off-island study area where relevant.

D. PRELIMINARY ASSESSMENT

DEFINING FEATURES

The character of Governors Island is defined in large part by its unique setting in New York Harbor, its geographic isolation, historic features, and sweeping views. Because all visitors must arrive by ferry, and because of its shady, park-like setting, the Island feels uniquely separate from the rest of New York City. The Island comprises two distinct areas: the North Island and the South Island. The North Island is the area north of Division Road, which includes and is co-terminus with the Governors Island Historic District and National Historic Landmark. The South

Island is the area south of Division Road, which includes landfill area with a mix of modern buildings and vacant land.

Land use on the Island is characterized predominantly by a mix of seasonal open space uses and vacant historic buildings, although it also contains vacant land and institutional and cultural uses. The North Island contains park and public space areas including the Parade Ground and open spaces in and around Nolan Park and Colonels Row as well as numerous vacant historic buildings. The North Island also contains most of the active uses on the Island, including existing institutional uses and seasonal concessions accessory to the park and public space. 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. 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 Urban Assembly New York Harbor School, a New York City high school.

As noted above, the North Island is co-terminus with the Governors Island Historic District and National Historic Landmark, which contains a number of historic structures. Some of these structures have been individually listed in the National Register of Historic Places, or have been designated as individual landmarks by the Landmarks Preservation Commission (LPC), and contribute to the significance of the Governors Island Historic District, while others that are not landmarked or listed on the National Register have been identified as contributing resources within the National Historic Landmark and the NYCHD Governors Island Historic District. Individually listed structures include the Admiral's House and the Block House. Other structures have been classified as non-contributing elements or intrusions within the National Historic Landmark and the NYCHD Governors Island Historic District. Overall, the North Island is characterized by the historic nature of its structures, including the historic landscape in the district.

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.

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. Its topography is characterized by a gradual increase in elevation, increasing 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. Fort Jay's Glacis (a slope running down from a fortification) is a fairly uniform grass area slightly sloping down from the Island's central fort. Its undulating, open terrain and lack of defining elements prevent it from being experienced as a single open space, but its open lawn area is an important feature in the character of the North Island.

The North Island features narrow, interior streets lined with buildings on one side and open space on the other, as well as extensive network of pedestrian walkways. Defining design elements include mature trees, which create an extensive tree canopy, and landscaping and brick walkways. The combination of these features creates an area reminiscent of a college campus.

The South Island was developed between 1901 and 1912 from fill material from the excavation of the Lexington Avenue subway line. As a result, the topography of the South Island is mostly flat, indicative of its character as man-made land. The buildings in this part of the Island were constructed between the 1960s and the 1980s, and today the area is predominantly characterized

by vacant land and modern nondescript residential, institutional, and military buildings, none of which are open to the public, as well as other open space uses such as Picnic Point. At the center of the South Island is an open landscape, originally an airfield and later used for recreational purposes. Unlike the North Island, the South Island does not contain any historic structures or landscapes.

There are no block forms on the South Island; rather, this area's development pattern is indicative of its iterative construction on open land. 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. Due to their lack of use over a number of years, the buildings and open spaces on the South Island appear dilapidated and unwelcoming. All South Island structures are scheduled for demolition as part of the future without the Proposed Project.

Another defining design feature of the Island is the promenade along the perimeter and the panoramic views of the harbor that it provides. Due to its prominent position in New York Harbor, the Island, and in particular the promenade, 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. From the South Island, one can see Lower Manhattan and Jersey City, the Staten Island Ferry, the Statue of Liberty, Ellis Island, the Hudson River, Staten Island, the Verrazano Bridge, and the industrial waterfront of Brooklyn.

The Island is not currently developed with residential uses, nor does it contain a substantial worker population, and therefore is not characterized by a particular residential or worker population. However, the Island is defined by its status as a destination open space visited by people from the City and the surrounding region. People visit the Island during the seasonal access period for recreation, picnicking, and events such as public art installations, music concerts, art festivals, food festivals, and sporting events. Seasonal 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. Once on the Island, transportation is limited to walking or bicycling, as there is no roadway traffic allowed on the Island, with the exception of a small number of service and construction vehicles.

Noise on the Island consists of noise from helicopter flights over the Island and over adjacent bodies of water, boats, and people using open space on the Island, with the helicopter noise being the dominant noise source. Traffic noise is not a substantial contributor to noise, as there is no roadway traffic. Measured noise levels are moderate and reflect the level of helicopter activity in the skies above. In terms of the *CEQR* criteria, the existing noise levels are in the "acceptable" category.

Overall, a diverse set of elements contribute to the character of Governors Island. The Island's character is shaped predominantly its unique setting in New York Harbor, its geographic isolation, and historic structures and landscape. Other defining features include its seasonal open space uses and associated visitor population, sweeping views of the harbor, and the unique distinction between the North Island and the South Island. No one defining feature would be considered critical to the character of the neighborhood. Rather, all the various localized features contribute to it.

POTENTIAL TO AFFECT THE DEFINING FEATURES OF THE NEIGHBORHOOD

PHASE 1

Phase 1 of the Proposed Project would involve the development of park and public space enhancements and the construction of new infrastructure, including construction of one or both of the proposed new water mains and the rehabilitation of the seawall. Phase 1 would not have the potential to result in significant adverse impacts in any of the technical areas that contribute to neighborhood character, nor would it have the potential to result in a combination of moderate effects that cumulatively could affect neighborhood character.

In fact, Phase 1 would have a positive effect on neighborhood character by improving existing open spaces on the Island, opening new areas to public access, and enhancing the connections between existing open spaces. It would also provide necessary infrastructure to support the open space, institutional and seasonal accessory concession uses on the Island. Phase 1 would not result in the construction of any substantial buildings nor would it alter any buildings in the Historic District or have an adverse contextual effect on historic resources nearby. Therefore, Phase 1 of the Proposed Project would not result in any significant adverse impacts to neighborhood character.

LATER PHASES

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), and the reuse of 1.35 million square feet of space in the existing historic buildings on the North Island and development of new buildings and uses in the two future development zones on the South Island (collectively, the Later Phases-Island Redevelopment).

The potential effects of each component of the Later Phases on neighborhood character are discussed below. The analysis of the Later Phases-Park and Public Spaces considers the potential effects on neighborhood character due to the full development of the park and public spaces on the Island, including both Phase 1 improvements and the Later Phases-Park and Public Spaces component. The analysis of the Later Phases-Island Redevelopment considers the effects of the full development of the Proposed Project including the entire park and public spaces and the development of the South Island development zones.

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 newly designed open space through the center and perimeter of the South Island. 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 Later Phases-Park and Public Spaces would complete the transformation of the South Island from underutilized space into high quality, publicly accessible open space, and would also make accessible portions of the Island that are currently closed to the public. This transformation would enhance the existing open space uses that contribute to the character of Governors Island and extend the shady, park-like feel of the North Island to the South Island. However, the unique

distinction between the North Island and the South Island would be preserved, as the South Island would be fully redeveloped with new park and public space while the North Island would retain its historic features and college campus-like character.

The new open space uses would also create unique new destination open space to serve the City and the region. This new open space would increase open space ratios on the Island, improving its ability to serve as a regional open space destination even when considering the new visitor, worker, and residential population that could be introduced by the Later Phases-Island Redevelopment. Moreover, the park and public spaces component of the Proposed Project would not result in any significant adverse shadows impacts to sunlight-sensitive resources.

The design for the park and public space improvements that are located within the Historic District, including plans for the new open canopy ferry shelter at Yankee Landing, would be reviewed and approved by LPC and/or OPRHP (as appropriate), pursuant to the *Governors Island Preservation and Design Manual* (Design Manual). Therefore, the Later Phases-Park and Public Spaces would not affect the overall historic character of the Island.

The park and public spaces component of the Proposed Project would improve the urban design features of the Island that contribute to the neighborhood character. A cohesive streetscape program would be implemented along the Great Promenade, which would enhance the Island's urban design. 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 completion of Phase 1 and the Later Phases-Park and Public Spaces would not result in any changes to transportation on the Island. As in existing conditions, transportation would be limited to walking or bicycling, and no roadway traffic would be allowed on the Island except for service and construction vehicles. Noise levels at the new, publicly accessible open space included the Later Phases-Park and Public Spaces would be expected to exceed CEQR guidelines for outdoor areas requiring serenity and quiet, but this is also the case at these areas under existing conditions and such noise levels would be comparable to or less than noise levels in other open space areas in New York City. Therefore, these noise levels would not affect a defining feature of the Island's neighborhood character.

The *CEQR Technical Manual* states that even if a project does not have the potential to result in a significant adverse impact in a certain technical area, the project may have the potential to result in a combination of moderate effects to several elements that cumulatively may affect neighborhood character. A moderate effect is generally defined as an effect considered reasonably close to the significant adverse impact threshold for a particular technical analysis area. The completion of Phase 1 and the Later Phases-Park and Public Spaces would not result in significant adverse impacts in the areas of land use, zoning, and public policy, socioeconomic conditions, open space, shadows, or noise, nor would it result in moderate effects in these areas as defined by CEQR guidelines. Therefore, the Later Phases-Park and Public Spaces would not have the potential to result in a combination of moderate effects to several elements that cumulatively may affect neighborhood character.

Off-Island Study Areas

The completion of Phase 1 and the Later Phases-Park and Public Spaces would result in two significant adverse traffic impacts and two significant adverse pedestrian impacts in the off-

island study areas near the Manhattan and Brooklyn ferry landings. However, these areas are already characterized by heavy vehicular and pedestrian traffic and these impacts would not affect a defining feature of the off-island neighborhood.

Conclusion

Overall, the completion of Phase 1 and the Later Phases-Park and Public Spaces would have a positive effect on neighborhood character on Governors Island. As noted above, open space uses are an important contributing element of the Island's character. The park and public spaces component of the Proposed Project would enhance open space uses on the Island and substantially complete the transformation of the South Island from underutilized space into high quality, publicly accessible open space. In combination with Phase 1, the Later Phases-Park and Public Spaces would create a world class park by opening new areas to public access, and enhancing the connections between existing open spaces. Moreover, the Later Phases-Park and Public Spaces component would expand the Island's current opportunities for panoramic views by improving the promenade. The Later Phases-Park and Public Spaces component of the Proposed Project in combination with Phase 1 would not result in any significant adverse impacts to neighborhood character.

Later Phases-Island Redevelopment

As described above, the Later Phases-Island Redevelopment would result in the reuse of 1.35 million square feet of space in the existing historic buildings on the North Island and development of new buildings and uses in the two future development zones on the South Island. This amount of new active uses and development would result in a noticeable change in the neighborhood character of the Island. Although the future uses in the development zones have not yet been specifically proposed, determined, or defined, potential uses on the Island are limited by deed restrictions. Two scenarios—the University Research Option (URO) and the Mixed Use Option (MUO)—represent a possible range of new development that could occur in the two South Island development zones under the Later Phases-Island Redevelopment. The major new uses on the South Island are assumed to include academic and/or research facilities as well as a conference center/hotel facility. 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 but would not affect neighborhood character. The new populations would enliven the site and complement but not replace the existing visitor population.

The Later Phases-Island Redevelopment 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, within the historic buildings on the North Island and some of the new buildings in the two development zones on the South Island. As a result of the proposed reuse on the North Island, historic buildings would be restored and maintained.

All the anticipated uses would be supportive of the existing uses and appropriate for the site. 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. Office, retail, restaurant, cultural, and public school uses would be consistent with existing uses on the site, including the existing open space uses. The proposed academic space and its

associated conference center/hotel would also be consistent with the purpose of 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. The proposed uses would be expected to benefit neighborhood character on the Island by enlivening the site with appropriate uses in place of underutilized land and vacant buildings while maintaining the open space uses that contribute to the Island's character.

The new resident, worker, student, and visitor population introduced by the full development of the Proposed Project would place additional demands on the Island open spaces. However, as noted above, the new open space would increase open space ratios on the Island, improving its ability to serve as a regional open space destination. Furthermore, the Proposed Project would also provide a wide range of active and passive facilities to serve the varying open space needs of the different user populations that would be introduced.

The 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 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. However, details are not available regarding the renovations of any buildings within the Historic District; nor are they 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. Given the lack of plans to review, it is not possible at this time to determine whether the full development of the Proposed Project would or would not be inconsistent with the character of the Governors Island Historic District or the Governors Island National Monument, or whether it would have the potential to negatively affect the context of the visual resources on the North Island. The Trust intends to develop design guidelines for the South Island's two development zones. These guidelines would be intended to create a harmonious relationship between the new buildings, the historic buildings and landscapes, and the new landscapes. Nonetheless, it is anticipated that future environmental review would assess the potential impacts to neighborhood character due to potential impacts to historic resources and urban design and visual resources.

The South Island structures associated with the Later Phases-Island Redevelopment would likely result in new shadows on open spaces and sun-sensitive historic resources on the Island. It is possible that some incremental shadows from development zone structures would be considered to have significant adverse impacts, but at this time such impacts cannot be precisely identified because the Later Phases-Island Redevelopment has not been specifically planned or designed. It is anticipated that future environmental review would assess the potential impacts to neighborhood character due to potential shadows impacts.

Noise levels on the Island with the full development of the Proposed Project could be affected by a new public school and associated playground. Noise generated by the proposed school playground may result in substantial noise level increases at some open space areas on the Island, depending on the specific location of the proposed school. The school playground could

potentially result in a significant adverse noise impact if it is located immediately adjacent to an open space area; however, this would affect only a small portion of the Island's open space and therefore would not affect a defining feature of its character. It is anticipated that future environmental review would further assess the potential impacts to neighborhood character due to potential noise impacts.

Off-Island Study Areas

The full development of the Proposed Project would also result in effects to off-Island areas related to socioeconomic conditions, open space, visual resources and view corridors, transportation, and noise. With respect to socioeconomic conditions and open space, the full development of the Proposed Project including the Later Phases-Island Redevelopment would not result in significant adverse impacts to off-island study areas and therefore would not have the potential to affect neighborhood character in those areas.

There would be the potential for additional significant adverse transportation impacts nearby the Lower Manhattan and Brooklyn ferry landings with the Later Phases-Island Redevelopment. As noted above, these areas are already characterized by heavy vehicular and pedestrian traffic and these impacts would not affect a defining feature of the neighborhood. Moreover, the additional traffic generated by the full development of the Proposed Project, as well as increased ferry service, could increase noise levels near the Lower Manhattan and Brooklyn ferry landings. However, the Later Phases of the Proposed Project are not expected to generate sufficient roadway traffic to have the potential to cause a significant adverse noise impact, and these areas are already characterized by relatively high ambient noise levels as a result of heavy vehicular traffic. Therefore, any potential noise impacts would not affect a defining feature of the neighborhoods near the Lower Manhattan or Brooklyn ferry landings.

With respect to urban design and visual resources, the Later Phases-Island Redevelopment may have the potential to negatively affect the context of views of the North Island from off-Island areas to the north, east, and west, but it is unknown at this time how those views may change because the buildings proposed for the South Island have not yet been developed or designed. It is anticipated that future environmental review would assess the potential impacts to neighborhood character due to potential impacts to off-island views as a result of the full development of the Proposed Project.

Conclusion

Overall, the full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in a noticeable change to the neighborhood character of the Island. However, it is expected that this change would be beneficial and not adverse. The character of Governors Island would continue to be defined by its unique setting in New York Harbor, geographic isolation, historic structures and landscape, open space uses, and sweeping views of the harbor. The Later Phases-Island Redevelopment would improve neighborhood character by introducing appropriate uses in place of underutilized land and vacant buildings and enlivening the site with new residential, worker, student, and visitor populations. The Proposed Project would restore and retenant the historic buildings in the North Island, which would complement the historic nature of the National Monument. 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. Furthermore, Island open spaces would accommodate the new populations on the Island and would continue to serve as a destination open space for the region.

However, it is not possible at this time to determine whether the full development of the Proposed Project, including the Later Phases-Island Redevelopment, would result in significant adverse impacts to shadows, urban design and visual resources, historic resources, transportation, or noise that would have the potential to affect the neighborhood character of the Island. It is anticipated that future environmental review would assess the potential impacts to neighborhood character due to potential impacts in these technical areas as a result of the full development of the Proposed Project. ✷