A. PROJECT IDENTIFICATION

Governors Island Corporation, doing business as The Trust for Governors Island (The Trust), is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of the 172 acres of Governors Island (the Island) located in New York Harbor (see **Figure 1-1**). The Island is approximately 800 yards south of Manhattan and 400 yards west of Brooklyn. The northern part of the Island (North Island) consists of the approximately 92-acre area north of Division Road and is designated as both a National Historic Landmark District and a New York City Historic District. This area includes the National Monument, a 22-acre area administered by the National Park Service (NPS). The portion of the Island south of Division Road (South Island) largely consists of 1960s and 1970s non-historic development on land created from material from the excavation of the Lexington Avenue subway line. The Proposed Project consists of the creation of parks and open spaces pursuant to the Park and Public Space Master Plan, reuse of historic buildings, two areas of mixed-use development, and modernization and upgrade of certain infrastructure.

To create the vibrant, mixed-use destination that is envisioned for the Island, The Trust has undertaken a public planning effort that resulted in a plan which would be implemented over a number of years, with development and tenancy of the Island proceeding in multiple phases and dependent on financing. This redevelopment of the Island is a complex process and not all the specifics of future development are known at this time. To further The Trust's goals, a Park and Public Space Master Plan (the Park Master Plan) was developed that establishes the fundamental concepts for the design of the Island's parks and public spaces. The Park Master Plan also sets aside two areas for future mixed-use development.

The initial phase (Phase 1) would be park and open space development that is presently funded and includes the improvement of existing space and the creation of new, publicly accessible spaces on the Island. Also included in Phase 1 are upgrades and stabilization of the existing infrastructure to support the phased redevelopment of Governors Island, specifically: (1) the replacement and repair of the seawall with the consolidation and upgrade of stormwater outfalls, and (2) the provision of new potable water connection(s) under Buttermilk Channel. Phase 1 would be completed in 2013. The later phases include additional open space projects identified in the Park Master Plan but not presently funded, as well as mixed-use development on the Island. Completion of the later phases park and open space, tenancies in historic buildings, and new development would occur over time in later phases (Later Phases) as plans are developed and funding is secured. For analysis purposes the full project is assumed to be complete in 2030. Several scenarios have been identified that could represent a reasonable range of new development that could occur in conformance with the Island's current land use and historic resource covenants contained in the transfer deed from the federal government.

The initial discretionary action by the City is the approval of capital funding to begin construction of Phase 1 of the Park Master Plan and to invest in basic Island infrastructure. This

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0 2000 FEET

SCALE

Project Area

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

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Project Location
Figure 1-1

funding approval is a discretionary action subject to City Environmental Quality Review (CEQR). In addition, New York State Department of Environmental Conservation (NYSDEC) permits and a nationwide or other permit from the United Stated Army Corps of Engineers (USACE) will be required for in-water work associated with the Phase 1 infrastructure improvements. Discretionary actions for the mixed-use development in the later phases are expected to include changes to zoning, special permits, modifications, and/or authorizations from the City Planning Commission (CPC); NYSDEC and/or New York City Department of Environmental Protection (NYCDEP) permits or approvals; as well as approval of capital funding for the completion of the park and open space. Subsequent discretionary actions will require further environmental review, the extent of which will be determined at that time.

This Generic Environmental Impact Statement (GEIS) has been prepared pursuant to CEQR and New York State Environmental Quality Review Act (SEQRA). The Office of the Deputy Mayor for Economic Development (ODMED) in the Office of the Mayor is the lead agency for the preparation of this GEIS, with The Trust as the applicant.

B. HISTORY

Having been used by the military for about 200 years, Governors Island was most recently occupied by the United States Coast Guard as a base for nearly 30 years beginning in 1966. The Coast Guard announced its plan to close its facilities on the Island in 1995, and by 1996 all residents of the base had been relocated. In 1997 the Coast Guard moved its operations from the Island and transferred responsibility for its operation to the General Services Administration, ending the era of military occupation for protection of the New York Harbor.

What remained was a 172-acre island, steeped in history and located in a magnificent setting. Over the next decade, consideration for the Island's future and its use excited strong public debate. The two forts, Fort Jay and Castle Williams, were declared a 22-acre National Monument. The National Monument and the surrounding 70-acre campus of residential and institutional buildings dating from 1802 to 1940 and located north of Division Road are included in a coterminous National Historic Landmark District that is also a New York City Historic District and listed on the State and National Registers of Historic Places.

The South Island, approximately 80 acres south of Division Road, was created between 1901 and 1912 from 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 and included residential buildings, a school, a cafeteria, a bowling alley, a store, and a firehouse. With the exception of the buildings that The Trust uses as maintenance and operations facilities, some small buildings housing electrical equipment and the mothballed firehouse, which is used by FDNY to stage equipment and supplies, all buildings on the South Island are vacant, have been demolished, or will be demolished as funding becomes available.[1]

In January 2003, the federal government transferred the national monument to the National Park Service and the remaining 150 acres of the Island to the Governors Island Preservation and Education Corporation (GIPEC), which had been established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC). In the transfer, the federal government

[1] In 2008 an Environmental Assessment Form was prepared and a Negative Declaration was issued for GIPEC's Enhanced Public Access Program, which included, among other things, demolition of the South Island buildings.

established a number of land use and historic preservation covenants and directed GIPEC to develop and adopt a Master Plan for the preservation, redevelopment, and use of Governors Island. The development and adoption of this Master Plan is further described below. In April 2010, Mayor Bloomberg and Governor Paterson agreed that the primary responsibility for the long-term development, funding and governance of Governors Island should reside with New York City; as of July 2010 that responsibility was transferred to the City and is now under the direction of The Trust.

The Trust, the successor entity to GIPEC, is a New York State not-for-profit corporation created by the City of New York that is responsible for the planning, redevelopment, and ongoing operations of 150 acres of Governors Island. The Trust's mission is to bring Governors Island back to life, making this island at the center of New York Harbor a destination with great public open space, as well as educational, not-for-profit and commercial facilities. With expanded visitation and unique public programs, investment in infrastructure and stabilization and planning and construction of an ambitious park and public space plan, The Trust is making progress to ensure that Governors Island is a resource for the people of the City of New York today and for the future.

C. PURPOSE AND NEED

The purpose of the Proposed Project is to bring Governors Island, which has been largely vacant since the United States Coast Guard departed in 1997, to life for the people of the City and State of New York. The creation of great new public open space would not only be an important public resource of its own, but would also make the Island more attractive for future development. The later phases of mixed-use development (reuse of existing buildings and new buildings) would fulfill The Trust's mission while both ensuring the Island's financial viability and meeting the requirements set forth in the transfer deed from the federal government.

Working in consultation with civic leaders and public officials, The Trust has articulated a multi-pronged strategy to bring Governors Island back to life. The four strategic objectives are:

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

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

The redevelopment of Governors Island would also contribute to New York City's larger waterfront and Harbor District planning initiatives. The Proposed Project would complement other waterfront revitalization projects within the harbor area, including the East River Waterfront Esplanade and Piers, Brooklyn Bridge Park, and the redevelopment of Piers 7–12 in Brooklyn.

D. PROJECT SITE

The project site comprises the 150 acres belonging to The Trust as well as the marine slips at the Battery Maritime Building (BMB) operated but not owned by, The Trust. The Trust parcel includes all of the South Island as well as the portion of the North Island that is not owned by the National Park Service (see **Figure 1-2**). Ferry service to the BMB in Lower Manhattan is provided from Soissons Dock and to Pier 6 in Brooklyn Bridge Park from Pier 101 or Yankee Pier. Infrastructure work related to the construction of new water mains to the island would occur at Sackett Street, Union Street, President Street, and Sullivan Street in Brooklyn and would be limited to trenching, pipe installation, and connection to the existing water system.

E. MASTER PLAN DEVELOPMENT

The federal deed transferring 150 acres to GIPEC stipulated requirements for public access, public space, and educational and cultural uses, and restricted other future uses, particularly residential use (except as otherwise permitted in the deed, such as student and faculty housing, which are considered educational uses), industrial use, and gambling. The most significant requirements are that at least 40 acres of the Island be developed as public open space and that 20 acres must be set aside for educational uses. GIPEC opened the Island to the public for the first time in 2003.

Immediately after taking control of the Island, GIPEC initiated a pre-planning effort as a first step in identifying appropriate future uses. This process, which included a broad outreach to civic groups, the public, agencies, and potential developers and tenants, developed project objectives and produced a development framework. The results of the pre-planning were incorporated into the Governors Island Land Use Improvement and Civic Project General Project Plan (GPP), which both the GIPEC and ESDC boards adopted in January 2006.

Once the GPP was adopted, GIPEC issued a Development Request for Proposals (RFP) for whole-island and component proposals in accordance with the GPP development principles. Although several developers and tenants from both commercial and not-for-profit sectors responded, no major proposals could be selected. The plans submitted either were vague, not financially viable, based on questionable market assumptions, or contained unrealistic public subsidy expectations. However, the RFP did yield a sound proposal, which became the Urban Assembly New York Harbor School, a New York City public high school which began operation in June of 2010 in the existing Building 550 located at the western end of Liggett Hall and within the Historic District.

Following the RFP process, GIPEC focused on planning for the expansion of public access, particularly by providing a major park and public spaces as a first step in a phased mixed-use development strategy and issued a Request for Qualifications in 2006. In 2007, GIPEC selected five teams to participate in a competition for the future public open space and park design. GIPEC selected a team of landscape architects and engineers, headed by West 8, to create a park and public space master plan. As noted above, in July 2010 the responsibility for 150 acres of the Island was transferred to the City under the direction of The Trust.

Since 2004, more of the Island has progressively been opened to the public, greater variety of programming has been added, more frequent ferry service has been provided, and the hours of operation for the public spaces has been increased.. In 2004, GIPEC opened a portion of the Historic District to the public and received 5,000 visitors. By 2007, the entire Historic District and a 1-mile loop (for bicycles and pedestrians) were open every Saturday and Sunday in the

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North Island (Coterminous Historic Districts)

South Island

Owned by the National Park Service

0 500 1000 FEET

SCALE

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Existing Site Plan
Figure 1-2

summer and the number of visitors rose to 55,000. In 2009, the entire 2.2 mile perimeter roadway was open, along with Picnic Point—a new 8-acre open space on the southern tip of the Island—and more than 275,000 people visited the Island. In 2010, more than 443,000 visitors used the Island to picnic, bike, walk, and participate in on-Island cultural and recreational programming. The Trust has made the Island available as a venue for unique and diverse programming including field and lawn sports; boating; concerts; lectures; and cultural, food, and art festivals.

F. DESCRIPTION OF PROPOSED PROJECT

The Proposed Project would allow for the phased redevelopment of the entire project site with park and public space development, infrastructure development, tenancies in historic buildings, and new development. Initial development on the project site would include the development of park and public space, which would follow the principles and renderings stated in the Park Master Plan. In addition to open space, initial development would include two major infrastructure improvements: (1) the construction of 12-inch water main(s) from Brooklyn to provide potable water to the Island, and (2) the replacement and repair of the seawall including the associated reconstruction and consolidation of stormwater outfalls. Later phases would include completion of the park and public space development; the retenanting of the currently vacant North Island historic buildings; and the development of new uses in two separate areas—development zones—on South Island (Later Phases-Island Redevelopment).

DESIGN APPROACH

The design approach to the Park Master Plan rests on an understanding of the Island's inherent attributes and its potential as a resource for the entire region. That understanding arises not only from an analysis of the natural and manmade physical characteristics of the Island and its extraordinary views, but also from an appreciation of how people, who have been able to visit in the warm months since 2003, experience and enjoy Governors Island. The Park Master Plan responds to the following core principles:

- Transformation through topography,
- An island like no other,
- Carefree Island,
- Sustainable and feasible design, and
- Ideas from New Yorkers.

In addition to planning park and public space based on these five design principles, the Park Master Plan also includes two locations for development in future phases that would help make Governors Island financially self-sustaining.

TRANSFORMATION THROUGH TOPOGRAPHY

Although the North Island has a varied landscape with old trees and rolling topography, the South Island was created by excavation materials from the construction of the Lexington Avenue subway for use as a military base, and is uniformly flat. In particular, the South Island is exposed to intense maritime weather, with stunted trees and empty roads that would not create an interesting or exciting experience for the visitor. The first design principle is to create a true and lasting landscape with a rich array of experiences, views, and settings for trees and plants. Island demolition materials and off-site fill would be used to raise and sculpt the topography of South Island and create certain wetland areas. These changes are also intended to deflect some of the

strong prevailing winds, provide a better environment for trees, and address the predicted effects of potential flooding and climate change so that the proposed park and public spaces would last for generations.

AN ISLAND LIKE NO OTHER

Several aspects of Governors Island make it unique—and these features are respected in the principle "An Island Like No Other." Its setting in the New York Harbor surrounds the Island with "vast water, big sky." From everywhere on the Island are views of the harbor, including the Statue of Liberty, Ellis Island, Lower Manhattan skyline, the East River bridges, Brooklyn, Staten Island, and New Jersey. Based on this, the design approach is to preserve and enhance these views, from all around the edge of the island and from its interior.

The North Island is protected by its designation as a National Historic Landmark and New York City Historic District, and it contains a National Monument as well. The district's shady, "park-like" setting is very unusual for a city like New York. The design of the Park Master Plan is intended to animate this national treasure by restoring the historic intent of trees and plantings, highlighting the South Battery, and reviving the Parade Ground. The plan would add other amenities, such as seating, promenade railing and lighting, and would knit the North Island together with the Great Promenade (see **Figure 1-3**). The Island's unique setting and features are planned to be enhanced by the details of design, which propose to reflect elements of the sea and the waters of the Harbor.

CAREFREE ISLAND

The trip to Governors Island, by boat, allows visitors to leave the big city behind. Visitors to the Island today remark that even an afternoon there feels like a vacation. This spirit is embodied in the principle, "Carefree Island." Keeping the unique quality of the historic district, the Park Master Plan proposes new arrival areas and buildings to welcome visitors, new lawns for sports (both formal and informal), picnicking or performances, areas to sit and relax, and art installations.

SUSTAINABLE AND FEASIBLE DESIGN

Sustainable Design

Sustainable principles are essential to the Park and Public Space Master Plan. The Park and Public Space Master Plan calls for new topography shaped around the elevation of the 100-year floodplain projected for the end of this century—to account for projected sea level rise,[1] enrichment of soils, and plantings that focus on native as well as locally adapted species to provide sustainable habitats. Where practicable, the Proposed Project would reuse materials from demolished buildings and parking lots. Replacing acres of impervious surfaces with lawn, plantings and permeable paving would also reduce stormwater runoff and the urban heat island effect. Further, stormwater would be collected and managed on site to minimize runoff into the estuary. The stormwater would also be used for irrigation and to replenish the proposed Wetland Gardens at the South Prow (see Figure 1-3).

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

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National Monument Boundary (Owned by the National Park Service)

North Island Coterminous Historic Districts

0 400 800 FEET
SCALE

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Proposed Site Plan
Figure 1-3

As the Proposed Project advances into detailed design, sustainability principals would focus on recycling, minimizing waste, and sustainability strategies for the specification, construction, operations and maintenance of the public spaces and park buildings.

Feasible Design

Feasibility has been a critical component of the planning and design of the Park and Public Space Master Plan, and it is anticipated to be essential to construction and operation as well.

IDEAS FROM NEW YORKERS

Thousands of New Yorkers contributed ideas about what they would like to see in the park and public spaces during the master planning design process. They were asked to imagine a future for an island that had been off-limits to the public during its military use except for just one day a year. They were also asked to propose favorite activities for a new park and public spaces. Taking into account these challenges of history and access, The Trust and the design team sought new ways to encourage New Yorkers to participate in the design process. The goal was to listen and create an engaging public process supported by the Internet.

The methods included: community meetings; online exhibition of competition proposals; outreach to recreational, civic and cultural groups; email suggestions; on-Island workshops imagining "a day in the park;" surveys of hundreds of Island visitors; a "photo booth" which allowed visitors to "picture yourself" in the new park and public spaces with backdrops of park renderings; visitor portraits posted on Flickr; exhibits in Manhattan and on Governors Island; and subscriptions to a blog with weekly postings on the design team's progress. More than 1,900 New Yorkers of all ages made suggestions on Post It™ notes with markers and stamps as part of a summer 2008 on-Island exhibit. As a result, New Yorkers can see their ideas in the plan: hammocks for napping, habitat for birds, fields for sports, to name just a few. As the design process moves forward, the public will be invited to continue participating in the process to make the park and public spaces on Governors Island their own.

DESCRIPTION OF PARK AND PUBLIC SPACE MASTER PLAN

The Park and Public Space Master Plan provides for the transformation of 87 acres of the Island (see Figure 1-3) from an abandoned military base to a vibrant, open space destination for the region. As discussed above in Design Approach, the plan was developed to transform the Island into an attractive public space for the region and to accentuate the Island's inherent attributes—its extraordinary views, its historical landscape, and its unique vantage point on the Harbor.

The Park Master Plan envisions the following thirteen areas: Soissons Landing, Yankee Landing, the Great Promenade, South Battery, Parade Ground, Colonels Row, Nolan Park, Liggett Terrace, Hammock Grove, Play Lawn, The Hills, Liberty Terrace, and South Prow. Each of these is described below.

SOISSONS LANDING

The area upland of Soissons Dock, the arrival point for ferries from Manhattan to the North Island, would be regraded and repaved to enhance accessibility and to create a series of public plazas. The area would also include additional landscaping and orientation signing (see **Figure 1-4a**).

Soissons Landing **a**

Yankee Landing **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Soissons Landing and Yankee Landing
Figure 1-4

YANKEE LANDING

Improvements to Yankee Landing, which is on the east side of the Island, would welcome future tenants and visitors from Brooklyn, Manhattan, and other points using the ferry to Yankee Pier (see **Figure 1-4b**). A sheltered but unenclosed ferry waiting area would also be provided at this location.

THE GREAT PROMENADE

The Great Promenade, a 2.2-mile path around the perimeter of the Island, would be designed for walkers, bikers, runners, roller bladers, and limited vehicular traffic. (see **Figure 1-5**). New paving elements, lighting, way-finding, and guardrails would be consistent along the Promenade, integrating the Island's northern and southern portions. The Promenade would provide unparalleled views of the area around Governors Island, directing views towards the Lower Manhattan skyline, Brooklyn Bridge Park, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

The Promenade would have two levels on the western side of the Island and at the southern end. At both of these locations, the lower levels of the Promenade would allow for biking or walking near the water's edge and serve limited vehicular traffic. The upper level on the west side of the Island would have trees and benches, and would terminate on the viewing roof of the Shell at Liberty Terrace (see Liberty Terrace description below). The upper level on the southern end would provide another resting area with benches and other seating (see South Prow description below).

SOUTH BATTERY

The South Battery, 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. Around the historic fort is a 10,100-square-foot asphalt surface, which would be replaced with lawn, trees, shrubs, and seating areas (see **Figure 1-6a**). This would create a new resting place along the Great Promenade, providing seating and amenities in a location that would showcase the historic fort.

PARADE GROUND

The Parade Ground is a 12-acre lawn located between Nolan Park and Colonels Row. This large open space is currently used for concerts, picnics, and recreational activities. This area would be improved to support both active and passive recreation. Towards the southern end of the Parade Ground, the lawn would be regraded and improved with two flat fields that would be large enough to allow soccer and other field sports (see **Figure 1-6b**).

COLONELS ROW

Colonels Row includes a line of historic houses that look out toward Liggett Hall onto a flat, triangular open space surrounded by tall trees. This area would have limited improvements to support ongoing uses as a festival grounds and concert venue.

NOLAN PARK

Nolan Park is a four-acre lawn with mature trees, surrounded by wooden houses that date to 1810. This area would be enhanced with selective plantings, and resetting and reconstructing existing brick paths to improve accessibility in keeping with historic preservation requirements.

Upper Level of Western Promenade **a**

Lower Level of Western Promenade **b**

Eastern Promenade **c**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Great Promenade
Figure 1-5

South Battery **a**

Parade Ground **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Historic District: South Battery and Parade Ground
Figure 1-6

LIGGETT TERRACE

From Colonels Row, visitors would walk through an arch to Liggett Terrace, a four-acre area south of Liggett Hall, the Island's largest building. The existing parking lot and lawn areas would be replaced with a public plaza with flower beds, labyrinthine hedges, fountains, public art, seating areas, concession stands, and children's play areas (see **Figure 1-7**).

HAMMOCK GROVE

South of Liggett Terrace would be Hammock Grove (see **Figure 1-8**). This area would be regraded to introduce a rolling terrain planted with dense groves of trees with paved paths providing access and circulation.

PLAY LAWN

The 12-acre Play Lawn would be the largest multi-purpose open space on the Island. This area would have two regulation-sized ballfields for active recreation like Little League baseball, adult softball and soccer (see **Figure 1-9a**). In addition to the ballfields, there would be smaller open spaces with rolling topography (see **Figure 1-9b**).

THE HILLS

The Park Master Plan envisions four hills between 32 feet and 82 feet in height on the South Island, transforming the topography of the Island. The Hills would be planted with ground covers, shrubs, plants, and trees. In addition, there would be several pathways to explore the Hills. From the top of the Hills, broader views of the surrounding area would be available, with views of the Statue of Liberty, New Jersey, Lower Manhattan, the Brooklyn waterfront, and Staten Island (see **Figure 1-10**).

LIBERTY TERRACE

Adjacent to the Great Promenade would be Liberty Terrace, a gathering area on the west side of the Island. A new structure, The Shell, would provide protected outdoor seating and space for 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**).

SOUTH PROW

At the southern end of the Island, the Great Promenade would split into two levels. The lower level pathway would follow the edge of the Island and would be at grade with the eastern Promenade. This pathway would surround Wetland Gardens, a three-acre area with a variety of wetland plants (see **Figure 1-12a**). A picnic area would be adjacent to Wetland Gardens.

Next to the upper level pathway would be the South Prow Overlook. This area, which would have benches and other seating, would be seven feet above Wetland Gardens (see **Figure 1-12b**).

ISLAND REDEVELOPMENT

Island Redevelopment in addition to the open space development described above is expected to include the reuse of more than 1.35 million square feet in existing North Island historic buildings, and the development and construction of new buildings in the two future development zones on the South Island. 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 the building reuse on the North Island and new

Liggett Terrace **a**

Arch to Liggett Terrace **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Liggett Terrace
Figure 1-7

Hammock Grove **a**

Path through Hammock Grove **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Hammock Grove
Figure 1-8

a

b

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Play Lawn
Figure 1-9

10.4.11

The Hills **a**

Top of The Hills **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

The Hills
Figure 1-10

The Shell at Liberty Terrace **a**

Liberty Terrace **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Liberty Terrace
Figure 1-11

Wetland Gardens **a**

South Prow Overlook **b**

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

South Prow
Figure 1-12

development on the South Island would collectively total three million square feet of development (roughly equivalent to the total square footage of development on the Island in the U.S. Coast Guard era). 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 imposed by the transfer deed from the Federal Government. The methodology for analysis of the Later Phases–Island Redevelopment is described in Chapter 2, "Analytical Framework."

INFRASTRUCTURE IMPROVEMENTS

WATER MAINS

The existing water supply point to the Island runs through the Brooklyn Battery Tunnel and is non-potable. The Proposed Project includes construction of two 12-inch water mains from Brooklyn to provide potable water to the Island. As detailed on **Figure 1-13**, one route would be constructed from the north end of the Island to the Red Hook Container Terminal (on New York City-owned property) and connect to the NYCDEP water supply on Van Brunt Street via Sackett Street, Union Street, or President Street; the other route would extend from the south end of the Island and connect to the NYCDEP water supply in Conover Street via Sullivan Street. Both connections will require agreements and/or easements for the placement of the mains on the Brooklyn side of Buttermilk Channel and environmental permits for their construction from NYCDEP and NYSDEC. The new water mains would extend under Buttermilk Channel to the Island water infrastructure and distribution system in the vicinity of Building 85 on the North Island and near Half Moon Road on the South Island (see Figure 1-2, above).

SEAWALL AND STORMWATER OUTFALLS

Governors Island is currently bounded by a continuous, 2.2-mile stone masonry seawall constructed on a shallow foundation. On the south and west sides of the Island, the seawall exhibits significant deterioration due to wave action generated by prevailing winds and harbor traffic prevalent on this part of the island. Additionally, 132 stormwater outfalls penetrate the seawall. At a number of these outfalls, deterioration of the stormwater infrastructure has contributed to the deterioration of the seawall, including on the more sheltered north and east sides of the island. The proposed action (see **Figure 1-14**) would involve the replacement, reconstruction, rehabilitation, or repair of the seawall, as appropriate and as described below, and the reconstruction and consolidation of stormwater outfalls penetrating the seawall to reduce maintenance and inspection requirements and improve the overall integrity of the wall.

The proposed stormwater outfall work includes reconstruction of 28 stormwater outfalls, construction of one new stormwater outfall, and abandoning and sealing the remaining 104 outfalls. Outfall piping would either be abandoned in place and capped at the seawall penetrations and inlets, and sealed with concrete, or the piping would be excavated and removed. The seawall rehabilitation and stormwater outfall reconstruction activities would require authorization from USACE under Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act of 1899, and from NYSDEC under Articles 25 and 15 of the Environmental Conservation Law, and Section 401 Water Quality Certification.

Sections of the seawall on the west side of the island and within the historic district would be rebuilt. The rebuilt sections would include the construction of a suitable wall foundation, replacement of general fill behind the wall with appropriate structural backfill, and reconstruction of the stone wall face to exhibit a similar appearance to the existing wall.

6.13.11

Project Area

Governors Island National Monument

12″ *Existing Water Main*

12″ *Proposed Water Main*

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Off-Island Existing and Proposed Water Mains
Figure 1-13

10.18.11

NOTE: For Proposed New Outfall Locations Outside of Full Seawall Replacement and Revetment Areas, 50 Linear Feet of Full Seawall Rebuild is to be Included (Not Shown for Clarity)

North Island (Coterminous Historic Districts)

South Island

Owned by the National Park Service

Full Replacement

Rebuild

Minor Rehabilitation

Repointing Only

Revetment

Proposed Outfall Location

0 500 1000 FEET

SCALE

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Proposed Seawall Rehabilitation Plan

Figure 1-14

Sections of the seawall on the south and west side of the island and outside the historic district would be removed and replaced with a rip-rap revetment. This replacement is an economical alternative to rebuilding the existing wall and is consistent with current engineering and environmental practice.

The sections of the seawall on the north and east sides of the Island that do not warrant reconstruction would be rehabilitated or repointed as appropriate. Rehabilitation will occur at angles in the wall geometry where deterioration is more advanced and at locations where failures in the stormwater infrastructure have resulted in deterioration of the seawall. Rehabilitation would involve the partial removal of the seawall and unsuitable backfill and reconstruction of the wall using the same material pinned with reinforcement bars and with placement of suitable structural backfill. Existing stormwater outfalls that are no longer needed would be backfilled and sealed with grout.

PROJECT PHASING

As discussed above, development of the Island would occur in multiple phases and would depend upon financing. It is anticipated that Phase 1 construction would begin in early 2012 and be completed by the end of 2013. Although at this time there is no schedule for funding for any portion of the Later Phases, it is assumed for purposes of analysis that construction of the Later Phases would begin after 2013 and be ongoing to 2030 as funding is obtained for portions of the park and as the development zones are constructed.

PHASE 1 (2013)

Phase 1 of the Proposed Project would involve the implementation of park and public space enhancements, focusing on key locations. The Trust considered alternative sets of initial improvements and selected a Phase 1 plan that would improve the Historic District including Soissons Landing, the South Battery and Liggett Terrace as well as construct approximately 23 acres of new open space in the center of the South Island to create Hammock Grove and the Play Lawn (see **Figure 1-15**). In addition, Phase 1 would include construction of one or both of the 12-inch water mains from Brooklyn to provide potable water to the Island, and the repair and replacement of the Island's seawall, including the consolidation and upgrade of stormwater outfalls.

LATER PHASES (THROUGH 2030)

The Later Phases of the Proposed Project are expected to include the following (not necessarily listed in the order in which they might be implemented): (i) completion of the park and public spaces on the Island (Later Phases-Park and Public Spaces), (ii) reuse of more than 1.35 million square feet in existing historic buildings on the North Island, and (iii) development and construction of new buildings in the two future development zones on the South Island (see **Figure 1-16**).

(i) Park and Public Spaces

The Later Phases-Park and Public Spaces would provide 32 acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). These open spaces include the creation of the Great Promenade at the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and South Prow.

9.13.11

National Monument Boundary (Owned by the National Park Service)

Area Not included in Phase 1

0 400 800 FEET

SCALE

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

Phase 1 Development
Figure 1-15

8.18.11

National Monument Boundary (Owned by the National Park Service)

Area Not included in Later Phases

0 400 800 FEET

SCALE

Later Phases

(Later Phases-Park and Public Spaces; Later Phases-Island Redevelopment)

Figure 1-16

PROPOSED PHASED REDEVELOPMENT OF
GOVERNORS ISLAND

The Later Phases-Park and Public Spaces would also include park maintenance facilities. The open space development of the Later Phases-Park and Public Spaces would occur as funding becomes available, and one or more of these components may be developed at a time. While this new open space would serve users of the Proposed Project and also function as a destination open space for the surrounding region, the creation of the proposed park and public spaces is not dependent on any future development that may occur in the specified development zones described below.

Island Redevelopment

(ii) North Island Historic Structures

More than 1.35 million square feet of potential redevelopment space is available in existing historic structures on the North Island (see Figure 1-3, above). It is expected that some or all of this space would be retenanted in the Later Phases-Island Redevelopment stage of the Proposed Project, although the future uses have not yet been specifically determined or defined. As part of this proposed reuse, historic buildings—including Liggett Hall—would be carefully restored. Restoration work would be reviewed and approved by LPC under the New York City Landmarks Law and/or OPRHP (as appropriate), pursuant to the *Governors Island Historic District Preservation and Design Manual.* The existing historic 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.

(iii) South Island Future Development Zones

Two future development zones totaling 33 acres have been delineated on the South Island in areas where existing buildings will be demolished. A 6.5-acre development zone is located on the west side of the Island facing New York Harbor, and a 26.5-acre development zone faces Buttermilk Channel and Brooklyn.

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

The remaining portions of the South Island development zones (as well as the North Island vacant historic buildings) are expected to be used for some combination of not-for-profit offices, such as think-tanks or small organizations affiliated with academic and/or research institution uses; for-profit commercial office uses; offices for The Trust and Island contractors; maintenance and service space for Trust and Island operations; water transportation support uses (such as ferry offices); cultural uses including small galleries or museums; entertainment uses; other commercial uses; associated retail; and educational uses similar to the Urban Assembly New York Harbor School now located in the existing Building 550 in the Historic District.

G. PROPOSED ACTIONS

PHASE 1

In order to develop and construct Phase 1 of the Proposed Project, the City of New York is providing funding to The Trust. The funding approval is a discretionary action subject to CEQR.

The project will also require State Pollutant Discharge Elimination System (SPDES) permits from the New York State Department Environmental Conservation (NYSDEC) for wastewater and/or stormwater discharge issues as well as NYSDEC permits for in-water work, including Protection of Waters permit, Tidal Wetlands permit, and Section 401 Water Quality permit. These actions are subject to SEQRA. Phase I will also require nationwide and/or other permits from USACE for in-water work; this action is subject to NEPA.

Other actions and approvals required for Phase 1 include:

- Review of the project actions in the Governors Island Historic District by LPC under the New York City Landmarks Law and/or OPRHP (as appropriate) pursuant to the *Governors Island Historic District Preservation and Design Manual*.
- New York City Department of Buildings (NYCDOB) building permit for public open space;
- NYCDOB review of construction within the 100-year flood plain;
- New York City Fire Department (FDNY) approvals for emergency and fire access and fire hydrants;
- Coastal Zone Consistency determination; and
- United States Coast Guard notification for maritime transport of construction materials.

LATER PHASES (LATER PHASES-PARK AND PUBLIC SPACES; LATER PHASES-ISLAND REDEVELOPMENT)

Since existing deed restrictions and zoning provide specific limitations on potential new land uses on the Island, it is anticipated that the future development proposed for the Later Phases-Island Redevelopment component would require rezoning and/or other land use changes on the Island. Such land use approvals will be subject to CEQR, and the level of environmental review required will be determined at the time such actions are sought.

The Later Phases could also require the following actions, which would be subject to SEQRA, CEQR, and/or NEPA:

- SPDES permits from NYSDEC, for wastewater and/or stormwater discharge issues (subject to SEQRA);
- NYSDEC permits for in-water work including Protection of Waters permit, Tidal Wetlands permit, and Section 401 Water Quality permit (subject to SEQRA);
- Nationwide and/or other permits from USACE for in-water work (subject to NEPA);
- Approval of capital funding (subject to CEQR).
- CPC land use approvals, including rezoning, special permits, modifications, and/or other authorizations (subject to CEQR);

Other potential future actions and approvals for the Later Phases could include:

- NYCDOB building permits for public open space and structures;

- NYCDOB review of construction within the 100-year flood plain;
- FDNY approvals for emergency and fire access and fire hydrants;
- NYSDEC air permits or approvals related to potential future research/academic laboratory uses;
- Review of the project actions in the Governors Island Historic District by LPC under the New York City Landmarks Law and/or OPRHP (as appropriate), pursuant to the *Governors Island Historic District Preservation and Design Manual*; and
- Coastal Zone Consistency determination. ✷