

Governors Island Land Use Improvement and Civic Project
General Project Plan
As of January 18, 2006

I. Introduction

Governors Island Preservation and Education Corporation (“GIPEC”) was created in 2002 as a subsidiary of the New York State Urban Development Corporation d/b/a Empire State Development Corporation (“ESDC”). ESDC is a corporate governmental agency, political subdivision and public benefit corporation of the State of New York (“the State”). GIPEC was formed for the purpose of and is responsible for the planning, redevelopment and ongoing operations for approximately 150 acres of Governors Island. Accordingly, GIPEC is proposing to undertake, pursuant to the New York State Urban Development Corporation Act (“UDC Act”) and in cooperation with the City of New York (“the City”) the Governors Island Land Use Improvement and Civic Project (“the Project”) and has accordingly prepared this General Project Plan (“the Plan”).

II. Project Location

Governors Island (“the Island”) is located in New York Harbor, approximately 800 yards south of the tip of Lower Manhattan, and approximately 400 yards west of the Red Hook section of Brooklyn, across the Buttermilk Channel. To the west are the Statue of Liberty, Ellis Island and the shoreline of New Jersey, and to the south lie the Verrazano-Narrows Bridge and Staten Island.

The Island is contained within the boundaries of the Borough of Manhattan, and is approximately 172 acres in size. Approximately 22 acres are owned by the U.S. Department of the Interior, through the National Park Service (“NPS”). In January 2001, prior to their transfer to the NPS, these 22 acres, which include the two great forts, Fort Jay and Castle Williams, were designated as the Governors Island National Monument (“the National Monument”) by Presidential Proclamation. The remaining upland area of approximately 150 acres, and surrounding land under water, are owned by GIPEC (the “Project Area”).

The northern part of the Island, consisting of approximately 92 acres (including the National Monument) and bounded by the seawall and south curb edge of Division Road, is designated as both a National Historic Landmark District and a New York City Historic District (“Historic District”). The southern part of the Island (“the South Island”), bounded by the seawall and the south curb edge of Division Road, largely consists of 1960s and 1970s non-historic development on landfill. (See Attachment 1: Governors Island Project Area Map)

III. Project Setting

The Project is taking place within the context of a wider program of rejuvenation by Federal, State, and City governments of New York City’s entire waterfront comprising a series of broad efforts that seek to reconnect the area’s residents to their waterfront and find new recreational, residential and employment opportunities in what were formerly industrial and port areas. Like the Project, these other initiatives aim to reclaim the waterfront by augmenting public access, enhancing

maritime environments, providing increased opportunities for recreation, and fostering new development and investment.

Several major adjacent waterfront initiatives are in various stages of planning and implementation in lower New York Harbor. Brooklyn Bridge Park will stretch for 1.3 miles along the Brooklyn waterfront. Brooklyn Piers 7-12 (immediately east of Governors Island) will be revitalized with a variety of maritime uses including a major cruise ship terminal. In Manhattan, the East River Waterfront is to be reactivated by facilitating access to the water and by creating an urban greenway. Staten Island projects include the restoration of the St. George Ferry Terminal, development of the National Harbor Lighthouse Site, and a redevelopment plan for the Homeport site on the Stapleton waterfront. NPS activities include rehabilitation of the National Monument properties on Governors Island and redevelopment of South Ellis Island and Castle Clinton at Battery Park. At the center of this notable set of initiatives is Governors Island. These newer projects join other successful waterfront development efforts in Lower Manhattan, most notably Hudson River Park and Battery Park City. Additionally, these projects enjoy mutual benefits with the World Trade Center Memorial and Cultural Program and other planned public and private investments in Lower Manhattan.

IV. Project Background

A. Brief history of Governors Island

Steeped in history, Governors Island has changed significantly in its geography and use over time, and this evolution continues. Known to the Native Americans of the Manhattan region as Pagganck (“Nut Island”), Governors Island was a fishing and fur exchange camp in pre-colonial times. Its location made it one of the first settlements of the Dutch West India Company in 1624, which named it “Nooten Island.” British royal governors used the island as a home, a retreat, and a wildlife refuge, hence the name, “Governors Island”. It had an important role in the American Revolution. Governors Island subsequently became part of the New York Harbor fortification system starting in 1794 through the early 1800s, continuing as such into the Civil War era.

The Island’s form was radically expanded between 1901 and 1912, when fill from the excavation of the Lexington Avenue Subway was used to add 103 acres of flat land on the Island’s southern side. The Island continued to serve important military functions, through both World Wars, until 1966 when it was transferred from the U.S. Army to the United States Coast Guard, becoming that organization’s largest installation. A large number of buildings were added to the Island, particularly on the southern section, during the Coast Guard occupancy. In the 20th century, Governors Island played host to a number of important events, from being an early flying base for the Wright brothers to hosting the 1988 summit meeting between U. S. President Ronald Reagan and U.S.S.R. President Mikhail Gorbachev.

B. Transfer to GIPEC and NPS

In 1995, the Coast Guard announced the closure of its facilities on Governors Island and, as of September 1996, all residential personnel were relocated. On January 31, 2003, the federal government transferred the National Monument property to the NPS and the Project Area to GIPEC.

The NPS is in the process of creating a General Management Plan for the National Monument portion of Governors Island. The General Management Plan will identify a long-term management strategy and address resource preservation and use, public programs and activities, and partnership opportunities for the National Monument property. These issues will be addressed within

the context of the National Historic Landmark District, the rest of Governors Island, New York City and the Harbor. Because the Island has two distinct management bodies (GIPEC and NPS), coordination and cooperation are vital to the planning and implementation of both the General Management Plan for the National Monument and the Governors Island Land Use Improvement and Civic Project General Project Plan.

V. Project Objectives

A. Protect, rehabilitate and re-use Historic buildings and landscapes; Eliminate blighted conditions

Governors Island possesses a significant legacy of historic buildings and open spaces. Of the Island's 225 structures, 64 buildings are contributing structures to the National Historic Landmark District and 5 buildings are individually listed on the National Register of Historic Places. Currently, 59 of the 64 contributing structures are unoccupied. These structures will not be demolished, and are therefore underutilized. The Plan intends to protect, rehabilitate and re-use the historic structures and landscapes in accordance with the Governors Island Preservation and Design Manual developed by the U.S. General Services Administration. A large number of the historically significant buildings have fallen into a state of disrepair. The timely re-occupation of these historic buildings, which total 1.5 million square feet of space, is essential to their long-term preservation. Without implementation of the Project, the historic buildings are in danger of becoming substandard and/or unsanitary sites; lack of exterior envelope stabilization (roofs, siding, windows, doors) would lead to environmental decay.

In addition to their on-going deterioration, many of the buildings on the Island are currently without basic services. Due to deterioration of water infrastructure, the potability of the Island's water supply ceased a number of years ago. The water infrastructure of the Island must be rehabilitated to reinstate a potable water supply and to provide the redundancy necessary for reliable water service. The current electrical service infrastructure of the Island is also inadequate and sub-standard. It requires upgrades to meet minimum standards of operation and reliability to service an occupied Island.

The Island's buildings were constructed for military purposes and were not subject to State or City building codes. Thus, they do not meet current building codes and safety standards, including requirements for accessibility. The more recently constructed buildings on the South Island were built incrementally for Army and Coast Guard use, not according to a comprehensive master plan. Their presence impedes the sound growth and development of the South Island since the buildings, in addition to lacking code and safety compliance, are awkwardly located and inhibit comprehensive development and landscape initiatives.

Many of the Island's piers and docks (such as Yankee, Tango, and Lima piers) are damaged, deteriorated, and either fully or partially inoperative. The Project Area, as an Island, relies on ferry service for passenger and vehicle access. Therefore, the piers and docks are critical and necessary transportation infrastructure. Without the rehabilitation of the marine infrastructure envisioned in the Plan, the entire Project Area could become inaccessible and therefore an underutilized public asset.

B. Create a major public resource with public access

GIPEC seeks to make Governors Island a world-class destination through a land use improvement and civic project comprising the preservation and adaptive re-use of existing historic structures and new development such as new public park and public open space, commercial,

educational, cultural, recreational, tourist, and infrastructure improvements together with new waterfront development. To this end, GIPEC has been working closely with NPS and a wide array of constituent groups including business, community and civic groups to foster new ideas for the development of Governors Island and to enhance the Island's role as a vital and integral part of New York City and the surrounding region.

Governors Island is a unique asset, a little-known and underutilized environment that is now to become part of the larger city. The Island's elements – a distinct and serene landscape intimately connected to the water, a location with a command of the harbor, a storied history and exceptional historic buildings, and a large amount of desirable, developable land in immediate proximity to Lower Manhattan and Brooklyn– combine to create a place distinctive in New York and the world. This Plan is intended to foster the authentic and unique qualities of the Island and to guide its regeneration.

The Island needs to be rehabilitated and developed as a public resource with public access. Local residents, civic groups and community organizations have asserted a general lack of adequate open space in Brooklyn and Lower Manhattan and expressed the need to create more open space and increased connections to the waterfront. Many of these groups also view the development of cultural and educational amenities as key factors in the revitalization of Lower Manhattan. The rising residential populations in Lower Manhattan and the western sections of Brooklyn make the provision of new public open space and new recreational and educational facilities ever more pressing. The Project for Governors Island can make significant steps towards addressing these needs. Visiting a rehabilitated North Island with its rich history and architectural legacy will itself be an educational opportunity. Governors Island will be a place the public can freely access, containing parkland and diverse public and private, indoor and outdoor facilities. A public esplanade will encircle the Island. The National Monument district and the significant landscape areas of the North Island – Nolan Park, Colonels' Row and the Parade Grounds around Fort Jay - all contribute to the sense of the Island's being open for general public use.

The opportunity exists now to open the Island to sustained public use – something that was not possible for over 200 years during the Island's military and Coast Guard eras. The Project is necessary not only to preserve structures of national historic value that tell both the story of America, and of New York Harbor specifically, but also to create magnificent new public parks and open space, and to capitalize on a unique development opportunity which will substantially enhance the economy of the surrounding areas. Governors Island can become a resource to adjacent communities as well as serve a wider role in the social, economic and cultural life of the New York region. Governors Island is surrounded by unique man-made and natural resources in one of the most richly symbolic built environments anywhere in the world. By implementing this Plan, GIPEC will be able to ensure that the Island will be able to achieve its full potential as a public asset.

C. Provide for maximum opportunity for participation by private enterprise, consistent with the sound needs of the municipality as a whole.

While Governors Island will be developed to accomplish the objectives described above, it will also be planned to be economically self-sufficient. The reuse of historic buildings and the development of the South Island will generate substantial revenues to contribute to the economic feasibility of the Project, and to offset, to the extent feasible, its substantial infrastructure, capital and operating costs. Without major investment by the private sector on the Island, it is unlikely that the public objectives of protecting the historic structures, eliminating the blighted conditions, and replacing the blighted areas with new development and public resources can be achieved. To this end, GIPEC will invite developers and the public to respond to a Request for Proposals by submitting

development proposals for the Island. Development on the Island will be subject to design guidelines and other standards and criteria to be established by GIPEC. During the selection of a developer(s) and implementation of development, the appropriate balance must be found between the provision of high quality, accessible and functional improvements and the attraction of the private sector investment required to put the Island on a sustainable economic base.

D. Sustainable Development

Surrounded by the ever-moving waters of the harbor, the Island has a long shoreline of greatly changing character and natural habitat. The renaissance of the Island will preserve this environmental uniqueness, explore the intimate relationship between land and water, and strive to achieve both economic self-sufficiency and sustainable design and development best practices.

One of GIPEC's fundamental principles for redevelopment is that Governors Island should be as financially self-sustaining as possible over the long term. This requirement presents a significant challenge by virtue of the 1) extensive historic preservation requirements, 2) Island-wide infrastructure upgrades, repairs, and replacements, and 3) significant ongoing maintenance and operating costs including seawall, pier and dock maintenance. To support preservation, redevelopment, and ongoing Island costs, a high level of private investment is essential. Such investment will be fundamentally dependent on the confidence that a compelling, comprehensive plan for the Island is to be undertaken and that adequate servicing and access are provided.

The South Island currently contains some 1.15 million sq. ft. of development and was occupied by substantial resident and workforce populations. Even with constant military populations, the Island was not self-sustaining; it was subsidized by the Army and the Coast Guard. New world-class facilities could not operate depending upon the existing infrastructure which would be sub-standard by existing standards. Going forward, the Island will rely on significant levels of use and visitation to support its infrastructure and ferry service investments and to provide an on-island market for retail, restaurant and service uses, as well as to provide an overall sense of activity.

Approximately 1.5 million square feet of space are contained within the buildings of the historic district, and their permanent maintenance is dependent upon renovating them to a standard that can meet building code requirements and attract self-sustaining, revenue-generating activities.

VI. Project Components

The basic objective of the Project is to implement both a physical preservation and redevelopment plan together with a sustainable economic program for the Island that together respect and enhance the Island's history and unique location to the greatest benefit of the people of New York.

The Island is not a conventional city district. It requires a unique planning framework to direct its future; one that respects the essential attributes and qualities of the Island while allowing flexibility in the arrays of future uses and activities. To a significant extent much of the future character of the Island is governed by the requirements of the Historic District and by a set of restrictions contained in the deeds by which title to the Island was transferred to GIPEC and NPS (the "Deeds"). (See Attachment 3: Quitclaim Deeds.) Nonetheless, it is expected that significant change will take place on the Island as the existing buildings are preserved and put to new uses and as the outmoded building and landscape environment of the South Island is redeveloped.

A. Transfer Deed Requirements

As part of the federal transfer of the Project Area to GIPEC in January 2003, a series of deed restrictions were stipulated. The Project shall satisfy the land use requirements set forth in the Deeds which are summarized below:

1. Public Accessibility: Subject to available ferry service, reasonable rules and regulations, the uses permitted under the Plan and the Deeds and certain temporary closures, the Island shall be made publicly accessible. This requirement remains in perpetuity.
2. Public Benefit Uses (PBU): A portion of the Island, not less than 90 acres, including the National Monument, shall be used for the following Public Benefit Uses:
 - a) Parkland uses (at least 40 acres):
are to be located primarily south of Division Road; shall have at least 20 contiguous acres; shall be dedicated and used as parkland in perpetuity and do not include the National Monument property.
 - b) Educational uses (at least 20 acres) are explicitly defined as including: classrooms, libraries, offices, auditoriums, incubators, research facilities, campus facilities, conference facilities, student and faculty housing, student services and dining facilities.
 - c) Additional Public Benefit Uses (for the balance, up to 90 acres) include: open space (in addition to the parkland requirement) including a public esplanade around the perimeter of the Island, publicly accessible active and passive land and water based recreation facilities, museums, historic sites (including the 22-acre National Monument), surface and water transportation uses, and not-for-profit cultural facilities.

The Deeds require that the educational uses and additional public benefit uses remain in place for not less than 30 years, while the Parkland use is in perpetuity.
3. Additional Permitted Uses are permitted on the remaining 82 acres of the Island. The Deeds define these uses as including: entertainment facilities; housing for caretakers and managers of Governors Island and police and fire facilities; short-term and extended stay accommodations; cultural and arts facilities; hospitality uses including hotels and conference/banquet facilities; commercial office space; retail, service and dining facilities; public works; health facilities; other public, commercial and mixed-use purposes.
4. Prohibited Uses are restricted for a period of 50 years and include: residential uses, except as otherwise expressly permitted; industrial or manufacturing uses; casino or gaming uses; parking (except for vehicles used for operation and maintenance or visitor transportation); and electric power generating stations (unless used only for Governors Island).
5. Historic Preservation. The rehabilitation of any structures within the Historic District on the northern portion of the Island will conform to the Governors Island Preservation and Design Manual.

B. District Development

The Island consists of two main districts – the Historic District and the South Island. The plan for these districts, and the sub-areas within them, is described below.

1. Preservation and Reuse Activities: Historic District

Due to historic designation at the federal and local levels, the physical environment of the Historic District will be upgraded, but will appear from the exterior essentially as it does today. With the exception of two potential development sites and five sites where buildings are deemed intrusions in the Historic District (and their removal is encouraged), all the remaining 64 historic buildings will be preserved. No major alterations are contemplated to the existing network of roads and walkways on the Historic District, although surface parking areas will be reduced and appropriate street and walkway materials employed.

Substantial investment will be necessary to ensure the long-term preservation and reuse of the historic buildings. Strategic reinvestment is necessary in specific locations such as the ferry terminals, and special attention must be paid to featuring and integrating the National Monument with the rest of the Island. The Historic District is comprised of six smaller districts, each possessing its own character and development potential. (See Attachment 2: Governors Island District Map)

a. Arsenal

The Arsenal is a linear district running along the northwest perimeter of the Island, defined by the Harbor to the north and the National Monument along its southern edge. It contains the primary existing ferry landing facilities for the Island. Located at the northern-most point of the Island with superb views of the Manhattan skyline, the district is comprised of a series of one- to three-story buildings as well as several parcels that may accommodate appropriate additions to existing buildings and limited new development. The district is divided by Soissons Dock landing, whose structures and vehicular traffic effectively separate the closely-spaced, village-like collection of buildings on the east side of the Arsenal from those on the west, which are more oriented towards the water.

Development within the Arsenal district will involve the preservation of the existing historic buildings and the adaptive reuse of those buildings with a range of potential uses such as, but not limited to: retail, restaurant, conference, hospitality, educational, and cultural (such as a museum of Lower Manhattan history). This district will include a passenger ferry landing at Dock 102 and a visitor reception center for the National Monument. New additions to existing buildings should be compatible with the surrounding historic buildings in terms of building scale and massing. One large site is identified for new development in front of Building 110. Development here should be of a scale compatible with the adjacent historic buildings and take advantage of the water views of Manhattan.

b. Colonels' Row

Colonels' Row is made up of eight historic houses, between Liggett Hall and Fort Jay, built for high-ranking officers. The houses are separated from Liggett Hall by a triangular green space, creating a campus-like environment. The large size and relatively good condition of these former residences is compatible with a wide range of new uses, including, but not limited to: hospitality uses, corporate retreats, accommodation for visiting dignitaries or scholars, educational uses (such as

teacher training), commercial and institutional uses. The Row's present character and that of the magnificently-treed landscape at its center will remain intact and no new development opportunities, other than minor additions, are envisaged in this district.

c. Liggett Hall

The largest structure on the Island, Liggett Hall and its surrounding brick, limestone, and slate buildings present an imposing and architecturally impressive campus-like environment. This district marks the transition from Historic District to South Island, establishing a solid physical barrier between the two halves of the Island. The building and its dramatic arch and cupola constitute a sharp transition between the two halves in use and design character.

Liggett Hall provides a prime opportunity for a major single tenant such as, but not limited to, an educational, institutional, or hospitality user. The Hall itself and surrounding historic buildings will be rehabilitated. Non-contributing structures, or elements of structures, will be removed. Appropriate new additions to the Liggett Hall complex are likely required to address its functional difficulties in accommodating modern uses and to add required code compliant program elements. The south facing courtyard of the building will be developed to become a primary entrance to the South Island open space system.

d. South Battery

Situated on the east side of the island facing onto Buttermilk Channel and Brooklyn, the South Battery district occupies a key juncture between several other districts. This area consists of a collection of buildings previously devoted primarily to community functions: a theater, school, three houses of worship, a YMCA, and the Officer's Club in the former South Battery building. Building 12, a former officers' residence, is the district's largest structure. These unique buildings can accommodate a range of re-use functions, including, but not limited to, educational, dormitory, hospitality and institutional uses.

The general scale and form of the built environment in this district will be retained, though significant potential exists for improving the open spaces between the buildings and reducing the paved surface area. Building 293, a former Super 8 hotel, is a non-contributing building and shall likely be removed. Any new development on this site and adjacent to it should complement the scale, character and use of the district and capitalize on its proximity to the Parade Grounds with its spectacular views of Fort Jay and the Lower Manhattan skyline. The South Battery district includes a significant portion of the Parade Grounds that are GIPEC-owned.

e. Nolan Park

Nolan Park contains a central green space graced with an abundance of mature trees. It is inward looking, insulated from the rest of the Island, and its surround of porched houses evokes a compelling sense of quiet and community. Some of the Island's most historically significant residences are located within this district. The Governors House and Admiral's Quarters deserve special mention for their architecture and historic role on the island. The essential character of the area will be retained. The buildings shall be rehabilitated with uses such as, but not limited to: educational, institutional or hospitality uses compatible with the unique qualities of this district. Minor additions may be required to certain buildings to meet contemporary requirements.

f. National Monument

The National Monument district is dominated by two nationally significant historic fortifications and the surrounding Parade Grounds. NPS is developing a separate General Management Plan for its properties in the context of the wider Island Project. The GIPEC Project should be compatible and coordinated with the NPS Management Plan. While these two separate entities are responsible for the planning and management of their respective areas, the general public should, in most cases, experience a seamless visit to the different parts of the Island. Significant visitation to the National Monument is anticipated which will contribute to the financial successes of businesses on the Island, but which will also create major pedestrian and vehicular flows and servicing requirements which must be successfully accommodated by the larger Island-wide Project.

2. New Development: South Island

Overall, the redevelopment of Governors Island will allow for significant flexibility, and a broad and diverse range of uses, public improvements, and physical forms will be implemented to attract substantial numbers of visitors and workers on a year-round basis. Together with the preservation and reuse activities in the Historic District, the new development program for the South Island will create a new mixed-use development by taking advantage of the large area of vacant land that will become available through the clearance of non-historic, non-contributing, and deteriorating structures on the South Island.

The South Island development will contain buildings and uses defined within coherent and connected public open spaces. The South Island will contain significant open space to accommodate a range of active and passive recreational functions. The new open space framework for the South Island will have two principal components: the waters edge esplanade and public parkland.

The public esplanade will generally be located at the perimeter of the Island and designed to accommodate a variety of active and passive uses. It will be designed to separate pedestrians from vehicular service routes. At appropriate points around the Island the dimension and design of the promenade could vary to take advantage of the changing character of the waters edge, various building adjacencies, connections to parkland or an open space spine, and water views.

The public parkland can be arranged in a number of ways in relationship to the water's edge and anticipated new development – as a continuous open space spine or concentrated in a large agglomerated area; concentrated in multiple separate areas adjacent to the esplanade and building areas; or some combination thereof. For example, an open space spine arrangement could consist of a sequence of public open spaces extending from the arch of Liggett Hall to the south-western tip of the island. The character and dimension of the open space spine would likely vary along its length from the formal spaces defined by Liggett Hall and its entry arch at the north to possibly a more naturalistic quality at the south-west end opening to spectacular vistas of the Harbor and the Statue of Liberty. Within this sequence, potentially at the south-west end, a large area of at least 20 acres could be designed to accommodate various activities including large gatherings, events and performances. Alternatively new development could be located immediately south of Liggett Hall, leaving the southern part of the South Island available for a large open space area containing a great variety of landscapes at some distance from any adjacent development.

Several other plausible open space layouts are possible that successfully realize the extraordinary environment of the Island. The ultimate location, arrangement and design of the South Island open space system will be determined when the character, functional requirements and design nature of the new development program is fully determined.

The public esplanade and public parklands should incorporate several existing stands and allees of mature trees. The areas in and around the public esplanade and public parkland are appropriate for development in keeping with the Project objectives and with the range of permitted uses. Development within these parcels shall complement the quality of the adjacent open spaces and through the appropriate location and design of entrances and ground floor uses, shall not detract from their public use. Service areas will also be located and screened so as to minimize impacts on adjacent public areas. The sense of place should be of distinct buildings located adjacent to and within a park landscape.

New structures are appropriate within the parklands if they are major public destinations for environmental education (such as an ecological center), entertainment, exhibition activities, or public benefit uses. Servicing requirements for such structures shall not significantly compromise any surrounding public open space uses. New buildings in the Historic District should be compatible with the historic character of the existing buildings and landscape and compatible with these buildings in scale, massing, and character. The area around Liggett Hall will be a transition zone. Uniquely designed taller structures may be appropriate at signature locations on the South Island, provided they contribute to the identity of the Island and to the iconic quality of New York Harbor.

The Island is surrounded by the shorelines of Brooklyn, Manhattan, Staten Island and New Jersey and the unique icons of the Statue of Liberty, Ellis Island and the Verrazano-Narrows Bridge. New buildings on the South Island should be positioned and landscaped areas designed so as to frame and enhance those views.

C. Infrastructure, Transportation and Access Improvements

GIPEC is developing and coordinating an island-wide infrastructure plan including rehabilitation and upgrades. The utility portion of the infrastructure plan includes essential services: water, sewer, gas, electricity, telephone / data, and fire protection. A maintenance and operations area will be needed and could be located on the southern side of the Island.

The Project envisions ferry service for the general population and servicing needs of the Island, and an on-island public transportation system. Currently, the Island is accessed by passenger and vehicle ferries from the Battery Maritime Building (“BMB”) in Lower Manhattan. Access will continue to be necessary from the BMB, and new landings are envisioned on the adjacent Brooklyn waterfront.

The Island requires effective land-side terminals in Brooklyn and Manhattan for vehicles and pedestrians. Appropriate access to the Island for the public and for servicing will be required on the Brooklyn waterfront, and the Battery Maritime Building will play a critical role as one of the major land terminals for the Island.

Rapid transit, bridge or tunnel access to the Island appears infeasible. However, consideration may be given to the viability of a fixed aerial connection, which, appropriately designed, could become part of the Island’s special attraction.

Vehicular access to the Island will generally be limited to operational support vehicles and on-island public transportation. Surface parking areas other than in the service area will be minimized. Waste handling and loading areas are to be appropriately screened and where possible contained within buildings.

VII. Development Controls

The rehabilitation and redevelopment of the Island will be carried out over a period of years. GIPEC will adopt a set of design guidelines for the Project in order to: ensure that future development is compatible with the intent of the Plan over time through various phases of construction; establish high standards of design quality and sustainability; and establish the visual character and feeling of the waterfront, the streets and the open spaces. The Design Guidelines, or other controlling documents such as development leases, will assure that the Project will be constructed and maintained so as to assure adequate light, air, sanitation, and fire protection.

The method and structure for development of the Island, including allowable uses and parcel boundaries, will be decided upon as part of the preparation of a more detailed development program and final Plan. The final Plan and Design Guidelines will further define some or all of the following: (1) Building parcels and open space site boundaries; (2) Allowable uses by area, by parcel; (3) General building envelopes for each development parcel including height, bulk, massing, streetwall requirements, setbacks, and access point locations so as to ensure adequate light and air for open spaces and to preserve view corridors and vistas; (4) Design criteria for transportation connections, infrastructure planning, site improvements within development parcels, public open spaces and waterfront development; (5) Criteria for developers' public improvement obligations; (6) Vehicular and pedestrian circulation controls to minimize conflicts, to enhance the pedestrian nature of the Island, and to assure public access to the waterfront; (7) Sustainable design criteria for buildings and landscapes; (8) Guidelines for building and site signage and graphics; (9) Quality, range of materials and aesthetic issues for finishes of building materials and plant materials; (10) Design controls for security devices in streets, sidewalks, or other open spaces and; (11) The relative sizes and locations of paved and planted areas.

The Design Guidelines shall be administered by GIPEC and coordinated with NPS design guidelines for the National Monument. They are intended to be flexible enough to accommodate future modifications as changing conditions may require. They shall be updated as deemed necessary by GIPEC, and the guidelines document shall include variance and amendment processes. The Design Guidelines will form a significant part of the land use plan and controls for the Project Area.

VIII. Business Terms

GIPEC, or another appropriate governmental or other entity, will hold fee title to or otherwise control those portions of the Island devoted to public and civic purposes, such as park areas, and may hold fee title to those portions of the Islands developed for other uses.

Infrastructure improvements required for the Project are anticipated to be financed through some combination of public and private funding. Elements of infrastructure will include provision of utilities such as sanitary sewerage, storm water disposal, provision of water, electrical and gas service, telephone and other telecommunication capability, as well as ferry and other access to and from the Island, and on-Island roads, sidewalks, streetscape and similar improvements.

IX. Relocation

There are no permanent residential occupants on Governors Island; therefore, no residential relocation will be required.

X. Environmental Review

ESDC, on behalf of GIPEC, will act as lead agency under the New York State Environmental Quality Review Act (“SEQRA”) and accordingly, will perform the necessary environmental review. An Environmental Impact Statement (“EIS”) will be prepared based on the GPP and any specific development strategies, and SEQRA Findings will be adopted by the GIPEC and ESDC Directors to conclude the environmental review process.

XI. Zoning and Building Code

Governors Island is currently zoned R3-2. The need to redevelop the Island as a public resource, meeting the objectives described in this Plan, will make compliance with the New York City Zoning Resolution infeasible and/or impracticable. The Project will be developed in substantial conformance with the final Plan and Project design guidelines to be developed for the Project by GIPEC. These development controls will apply in lieu of the New York City Zoning Resolution.

The construction of all buildings and public improvements will conform to the New York City Building Code.

XII. Attachments

- Attachment 1: Governors Island Project Area Map
- Attachment 2: Governors Island District Map
- Attachment 3: Quitclaim Deeds