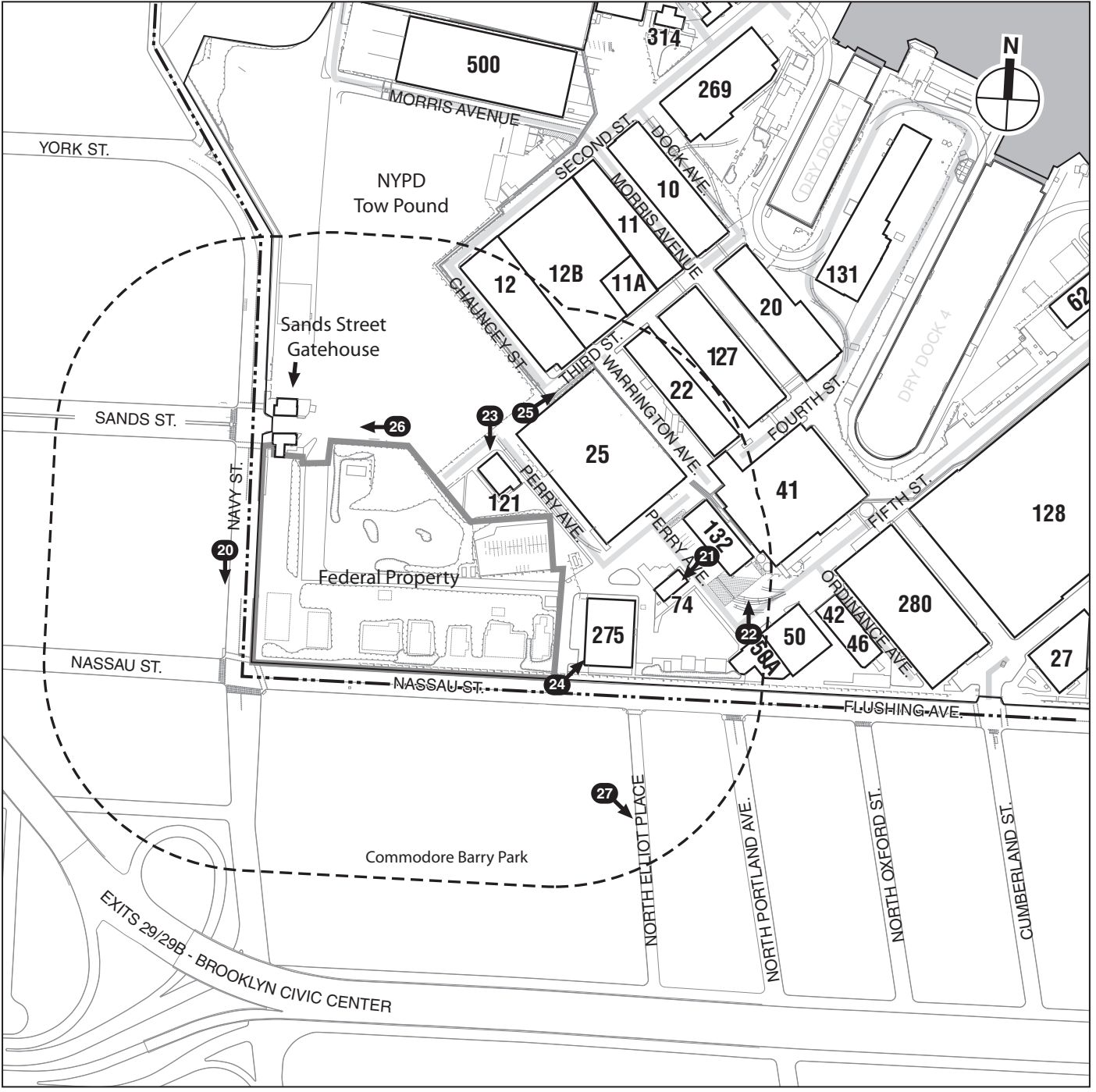


A. INTRODUCTION

This section considers the potential of the proposed project to affect architectural and archaeological resources on the project site and in the surrounding area. The project site consists of the Admirals Row section of the former Brooklyn Navy Yard, located at the northeast corner of Navy Street and Nassau Street in Brooklyn (see **Figure 5-1**). The project site has been determined eligible for listing on the State and National Registers (S/NR) as a historic district, as has the former Brooklyn Navy Yard as a whole.

Archaeological studies indicate that areas around the Admirals Row Officers' Quarters are sensitive for domestic features such as privies and cisterns, and that additional archaeological investigation is warranted. The provision for additional archaeological investigations is included as a mitigation measure in the Memorandum of Agreement (MOA) to be executed for the project (described below). These include archaeological investigations that would be undertaken in the front and rear yards of the Officers' Quarters following the demolition of the buildings on the project site (with the exception of Building B and the Timber Shed, which would be retained); the Brooklyn Navy Yard Development Corporation (BNYDC) and the developer to be designated by BNYDC pursuant to a Request for Proposals (RFP; described in Chapter 1, "Project Description") would undertake the archaeological investigations. In addition, archaeological monitoring would be undertaken during ground disturbing activities on the site, including demolition and new construction, to allow for the identification of potentially significant features and, in the unlikely event they are encountered, human remains.

Demolition of the historic structures on the project site (with the exception of Building B and the Timber Shed) would result in a direct, significant adverse impact on architectural resources associated with Admirals Row. The proposed project also would result in a significant adverse contextual impact to the historic significance of the former Brooklyn Navy Yard. As part of the ongoing, independent consultation process under Section 106 of the National Historic Preservation Act of 1966 (NHPA) regarding the federal disposition of the Admirals Row site, mitigation measures have been developed to mitigate the adverse effect resulting from the proposed disposition of the federally owned Admirals Row property to a non-federal entity. These mitigation measures include: an update of the photo-documentation; architectural salvage; a site commemoration plan; and preservation of existing, mature trees on the project site along Nassau Street where possible. These measures are included in a draft Memorandum of Agreement (MOA) among the federal Advisory Council on Historic Preservation (ACHP), the New York State Historic Preservation Office (SHPO), and the United States Army-National Guard Bureau (NGB), which the City of New York, as purchaser of the property, would be required to sign, and the terms of which would be included in documents effectuating the disposition of the property. Other consulting parties would have the opportunity to sign as concurring parties, including BNYDC, the United States Army Corps of Engineers (USACE),



- Project Site Boundary and Admirals Row Historic District (S/NR-Eligible)
- Study Area Boundary (400-Foot Perimeter)
- Brooklyn Navy Yard Historic District (S/NR-Eligible)
- 275** Brooklyn Navy Yard Building Number
- Photograph View Direction and Reference Number

NOTE: Views 20-27 shown

and the New York City Landmarks Preservation Commission (LPC). The MOA is expected to be executed in Summer 2011.

Additional mitigation measures to be implemented by BNYDC and the developer to be designated pursuant to the RFP to partially mitigate the proposed demolition of S/NR-eligible buildings on the project site include the stabilization and rehabilitation and/or reconstruction of Building B and the Timber Shed, and a design for the proposed project that respects the height and materials of Building B and the Timber Shed. BNYDC and the developer to be designated would also develop and implement a Construction Protection Plan (CPP) to protect Building B and the Timber Shed during demolition of the other existing structures, during their rehabilitation and/or reconstruction, and during construction of the new buildings on the site. The proposed project would have no significant adverse impacts on the other architectural resources in the study area.

B. METHODOLOGY

This historic and cultural resources analysis has been prepared in accordance with City Environmental Quality Review (CEQR) and follows the guidance of the 2010 *CEQR Technical Manual*. The *CEQR Technical Manual* recommends that an analysis of archaeological resources be undertaken for actions that would result in any in-ground disturbance. It also recommends that an architectural resources assessment be performed if a proposed action would result in any of the following (even if no known architectural resources are located nearby): new construction; physical alteration of any building; change in scale, visual context, or visual setting of any building, structure, object, or landscape feature; or screening or elimination of publicly accessible views. Since the proposed project would result in some of these conditions, a full analysis for archaeological and architectural resources under CEQR was undertaken.

In addition, as described in Chapter 1, “Project Description,” the project site is currently owned and controlled by the NGB, which proposes to sell it to the City of New York in accordance with Congressional authorization under Public Law 100-202. Disposition of the project site by NGB to the City of New York is subject to separate review under the National Environmental Policy Act (NEPA) and Section 106 of the NHPA. Commencing in 2007, NGB has led a Section 106 process in anticipation of disposition of the project site. This chapter summarizes the results of this independent Section 106 process to date.

ARCHAEOLOGICAL RESOURCES

Archaeological resources are physical remains, usually buried, of past activities on a site. They can include remains from Native American people who used or occupied a site, including tools, refuse from tool-making activities, habitation sites, etc. These resources are also referred to as “precontact,” since they were deposited before Native Americans’ contact with European settlers. Archaeological resources can also include remains from activities that occurred during the historic period (beginning with European colonization of the New York area in the 17th century) and that include European contact with Native Americans, as well as battle sites, foundations, wells, and privies. Cemeteries also are considered archaeological resources.

On sites where later development occurred, archaeological resources may have been disturbed or destroyed by grading, excavation, and infrastructure installation and improvements. However, some resources do survive in an urban environment. Deposits can be protected either by being paved over or by having a building with a shallow foundation constructed above them. In both

scenarios, archaeological deposits may have been sealed beneath the surface, protected from further disturbance.

The ongoing independent Section 106 review for NGB disposition of the project site has involved the preparation of Phase 1A and Phase 1B cultural resources investigations to assess the potential for the presence of significant archaeological resources on the project site. The SHPO has reviewed these reports; LPC also had the opportunity to review the reports as a consulting party under Section 106. The conclusions of these studies are described below in Section D, “Existing Conditions.”

ARCHITECTURAL RESOURCES

As per the *CEQR Technical Manual*, architectural resources are defined as resources listed on, or formally determined eligible for inclusion on, the S/NR or contained within a district listed on, or formally determined eligible for listing on, the S/NR; resources recommended by the New York State Board for listing on the S/NR; National Historic Landmarks (NHLs); New York City Landmarks (NYCLs), Interior Landmarks, Scenic Landmarks, and Historic Districts; properties that have been calendared for consideration as one of the above by LPC; and resources not identified by one of the programs listed above, but that meet their eligibility requirements.

In general, potential effects on architectural resources can include both direct, physical impacts and indirect effects. Direct impacts include demolition of a resource and alterations to a resource that cause it to become a different visual entity. A resource could also be damaged from vibration (e.g., from construction blasting or pile driving), and additional damage from adjacent construction could occur from falling objects, subsidence, collapse, or construction machinery. Adjacent construction is defined as any construction activity that would occur within 90 feet of an architectural resource, as defined in the New York City Department of Building’s *Technical Policy and Procedure Notice (TPPN) #10/88*.¹

Indirect effects are contextual or visual effects that could result from project construction or operation. As described in the *CEQR Technical Manual*, indirect effects could result from blocking significant public views of a resource; isolating a resource from its setting or relationship to the streetscape; altering the setting of a resource; introducing incompatible visual, audible, or atmospheric elements to a resource’s setting; or introducing shadows over a historic landscape or an architectural resource with sun-sensitive features that contribute to that resource’s significance, such as a church with notable stained glass windows.

Study areas for architectural resources are determined based on the area of potential effect (APE) for direct impacts and on the APE for indirect effects, which is usually a larger area. To account for the project’s potential physical, visual, and contextual impacts, the study area is defined as the project site (which is S/NR-eligible as a historic district) as well as the area within 400 feet of the project site as recommended by the 2010 *CEQR Technical Manual*.

Once the study area was determined, an inventory of officially recognized architectural resources in the study area was compiled (“Known Architectural Resources”). The study area also was assessed to determine if there were other resources that warrant recognition as

¹ *TPPN #10/88* was issued by the New York City Department of Buildings (DOB) on June 6, 1988, to supplement Building Code regulations with regard to historic structures. *TPPN #10/88* outlines procedures for the avoidance of damage to historic structures resulting from adjacent construction, defined as construction within a lateral distance of 90 feet from the historic resource.

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architectural resources (i.e., properties that could be eligible for S/NR listing or NYCL designation [“potential architectural resources”]). All known and potential architectural resources in the study area are described below in Section D, “Existing Conditions.” The existing setting of each resource, including its visual prominence and significance in publicly accessible views, whether it has sun-sensitive features, and its visual and architectural relationship to other historic resources, was taken into consideration for this analysis. The effects of the proposed project on all known and potential architectural resources were assessed as described above.

NATIONAL HISTORIC PRESERVATION ACT (SECTION 106)

As described above, NGB is proposing to dispose of Admirals Row, a federally owned property. This undertaking requires consideration of effects on NR-listed and eligible properties under Section 106 of the NHPA. Section 106, as implemented by federal regulations appearing at 36 Code of Federal Regulations (CFR) Part 800, mandates that federal agencies take into account the effect of their actions on any properties listed on or determined eligible for listing on the NR and afford the ACHP a reasonable opportunity to comment on such undertakings. Federal agencies, in consultation with SHPO as well as other consulting parties where appropriate, must determine whether a proposed action would have any effects on the characteristics of a site that qualify it for the NR and seek ways to avoid, minimize, or mitigate adverse effects. The Section 106 process includes the following:

- All resources that may be affected by a project and that are listed on or eligible for the NR must be identified in consultation with SHPO. If resources are found that may be eligible for the NR, but for which no determination has yet been made, the federal agency consults with SHPO to determine eligibility or ineligibility.
- If there are such resources, and there is a potential for effects, any potential adverse effects of the proposed project on each resource must be evaluated, in consultation with SHPO, by applying the criteria of adverse effect (36 CFR § 800.5(a)).
- In general, a proposed project is deemed to have an adverse effect if it would diminish the characteristic of the resource that qualifies it for inclusion in the NR.
- If the analysis indicates that the proposed project would have an adverse effect, ACHP is notified, and SHPO and other consulting parties are consulted to seek ways to avoid, minimize, or mitigate the adverse effect(s). Mitigation is typically implemented through either a Memorandum of Agreement (MOA) or a Programmatic Agreement (PA). ACHP may choose to participate in the consultation when there are substantial effects on important historic resources, when a case presents important questions of policy or interpretation, when there is a potential for procedural problems, or when there are issues of concern to Native American tribes or Native Hawaiian organizations. ACHP must be invited to participate when the federal agency sponsoring the project requests ACHP’s involvement, when the project would have an adverse effect on a National Historic Landmark (NHL), or when a PA would be prepared.
- Execution of the MOA or PA and implementation of the terms therein satisfies the requirement of Section 106 that ACHP be given a reasonable opportunity to comment on the undertaking and demonstrates that the federal agency has taken into account the effects of its action.
- The views of the public are essential to informed federal decision-making in the Section 106 process. Therefore, the public should be informed about, and given the opportunity to comment on, the project and its effects on historic resources.

C. HISTORY OF THE FORMER BROOKLYN NAVY YARD¹

Brooklyn and the Wallabout Bay area were historically inhabited by Native Americans including the Canarsee. The land that eventually became the site of the Brooklyn Navy Yard was former Canarsee territory. A 335-acre parcel was purchased by the Rapelje family, of Dutch Huguenot descent, in 1637, and was bounded by two hills situated around Wallabout Bay. At this time, the project site was part of a former tidal wetlands and salt marsh associated with Wallabout Bay. Throughout the 17th and 18th centuries, the Rapeljes and their descendants lived along Wallabout Bay and prospered by selling their agricultural products to neighboring communities. Notable settlements in the vicinity of the project site included Rem Rensen's mill, dam, and toll bridge established during the early 1700s, on 70 acres along the western strand of Wallabout Bay. A 1767 map depicts the mill and dam to the north and east respectively, with most of the project site located in the area of a mill pond. Other features in the nearby area included the farmstead of Martin Schenk, Jr., a direct descendant of the Rapeljes. The Schenk farmstead contained a house, barn, outbuildings, and farmland.

After four generations, the Rapelje land was divided into small parcels and sold to, or inherited by, numerous heirs. For a seven year period after the Battle of Brooklyn in 1776, Brooklyn was occupied by the British, who encamped and foraged throughout the county. During the British occupation, Wallabout Bay was utilized by the British to anchor prison and hospital ships, with burials occurring along the shoreline of the Bay.² Historical sources depict the prison ships and burials to the northeast of the project site.³ In 1781, the Jackson brothers purchased property surrounding the west hill of the Remsen mill property and constructed a shipyard. A dock was built, and the mill pond was used to soak and season oak timbers and planks for ship building. In 1801, the United States Navy purchased 42 acres of this property from John Jackson for establishment of the Brooklyn Navy Yard. At the time of its construction, the Brooklyn Navy Yard was one of six such yards commissioned by the Navy. The Brooklyn Navy Yard was located to the north of the project site, with the project site primarily consisting of the former mill pond which was dry at low tide. It is hypothesized that the Navy may have used the mill pond at high tide to soak wood beams and planks.⁴ A bridge was built over the mill pond at the project site by the end of the 18th century. In its initial years, the Brooklyn Navy Yard functioned primarily as a depot for supplies, but during the early 19th century, it served as the Navy's primary shipbuilding and repair facility. During this time, one of the most significant

¹ Summary history developed from text contained in SHPO's Resource Evaluation for the Brooklyn Navy Yard Historic District, dated April 21, 2010; Cultural Resources Consulting Group, *History and Description Officers' Houses Brooklyn Navy Yard*, May 2, 2005; U.S. Department of the Navy, *Draft Environmental Impact Statement, Disposal and Reuse of Naval Station Brooklyn, Brooklyn, New York*, September 1999; BNYDC's website, <http://www.brooklynnavyyard.org/history.html>; and Panamerican Consultants, Inc., *Phase 1A Cultural Resources Investigation for Admirals Row Section, Former Brooklyn Navy Yard*, July 2008.

² Panamerican Consultants, Inc. 2008, p. 3-19. Human remains from these burials were encountered by John Jackson, who acquired land in the area to build a ship yard, and later by Navy Yard personnel. These human remains were reinterred at a site west of the Navy Yard in 1808. They were subsequently moved to Fort Greene Park in 1908.

³ Stiles, 1867.

⁴ Panamerican Consultants, Inc. 2008, p. 3-23.

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buildings constructed was the Commandant's House (Quarters A), a Federal style residence built in 1806 at the west end of the Brooklyn Navy Yard.¹

Shipbuilding activity increased with the War of 1812, when the Brooklyn Navy Yard fitted out more than 100 naval vessels. During the mid-19th century, the growth of shipping and port activities in New York City further enhanced the Brooklyn Navy Yard's development. Numerous ships were built and repaired in the shipyard, which spurred the construction of the city's first permanent granite dry dock, Dry Dock 1, in 1841-1851. The dock, located at the foot of Third Street, is an individual NYCL. In 1824, additional land was purchased which became the site of the U.S. Naval Hospital, built between 1930 and 1938 and also an individual NYCL.

The mill pond was filled in the 1850s, likely as a result of the conversion of ships to steam power, which precluded the need to build wood sailing ships. During the Civil War, the Brooklyn Navy Yard was the Union's most important shipyard, employing 6,000 workers at the close of the war. It built vessels, converted private ships to military use, and repaired more ships than any other yard in the nation. The Brooklyn Navy Yard also served as a key location for the distribution of supplies to the Union fleet. After the Civil War, new ship construction slowed considerably, and arms and munitions storage became part of the Brooklyn Navy Yard's mission. Construction of some of the Admirals Row houses also commenced at this time. In 1877, a portion of the Brooklyn Navy Yard was sold to the City to create Wallabout Market, the City's only public wholesale market. The market property was bounded by Nassau Street/Flushing Avenue on the south, Washington Street on the west, the U.S. Naval Hospital perimeter wall on the east, and Wallabout Place on the north and northeast. Wallabout Market was housed in blocks of two-story, Dutch-style buildings with elaborate stepped and ornamented gables that lined the west and south sides of the open market. By the 1880s, shipbuilding reemerged as a primary activity at the Brooklyn Navy Yard, including the construction of battle ships, and new dry docks were constructed to accommodate these needs.

During the Spanish-American War (1898), precipitated by the explosion of the U.S.S. Maine (launched in November 1889 and the Navy's first battleship), the Brooklyn Navy Yard became the Navy's principal supply center. With changes in technology and the scale of ship design in the early 20th century, newer and larger facilities were constructed at the Brooklyn Navy Yard. The Brooklyn Navy Yard emerged as one of the leading yards in large vessel construction. As World War I escalated, the Brooklyn Navy Yard's employment tripled, going from its civilian peak of 6,000 to more than 18,000 civilians by war's end. More than 60 ships, mostly fishing boats and yachts, were outfitted to hunt U-boats, and captured German ships were re-outfitted for Navy use. The U.S.S. Arizona, which was destroyed during the attack on Pearl Harbor in 1941, was built at the Brooklyn Navy Yard in 1915. Also during this period, buildings at the Brooklyn Navy Yard were remodeled to accommodate new uses, including Building 132, originally built as the Paymasters Building, which was converted for use as a pattern shop. Other improvements included the construction of streets, tracks, and sewers; power plant upgrades; and waterfront enhancements. After World War I, ship repairs became the main mission of the Brooklyn Navy Yard, and employment dropped.

During World War II, as a result of a 1940 Congressional directive calling for expansion of buildings and structures within the yard, expansion of the Brooklyn Navy Yard was the most

¹ The Commandant's House is NR-listed and a NHL. It is located outside the boundaries of the NR-eligible Brooklyn Navy Yard Historic District and is privately owned.

comprehensive and complex construction program of all Navy Yards in the nation. The property sold for the creation of Wallabout Market was reclaimed, and more than 70,000 people were employed at the Brooklyn Navy Yard during the war.

The Brooklyn Navy Yard's workforce and production scale were reduced at the close of World War II, but expanded again during the Cold War and Korean War conflicts of the 1950s. Carriers for aircraft operations and antisubmarine warfare were built, including the U.S.S. Saratoga, U.S.S. Constellation, and U.S.S. Independence, which were constructed during the Korean War. In 1966, the Brooklyn Navy Yard became one of 90 military bases and installations to be closed as an economic measure by then-Secretary of Defense Robert S. McNamara. One year later, ownership of most of the former Brooklyn Navy Yard property—excluding the project site and the Naval Station (NAVSTA) Brooklyn site (i.e., the hospital campus on the eastern portion of the Brooklyn Navy Yard)—was transferred to the City of New York. The portion of the former Brooklyn Navy Yard acquired by the City reopened in 1971 as a city-owned industrial park, managed at that time by a local development corporation, the Commerce Labor and Industry of the County of Kings (CLICK). In 1982, CLICK's name was changed to the Brooklyn Navy Yard Development Corporation.

The 6.08-acre project site, which was not sold to the City of New York in 1967, is under the ownership and control of NGB. In 1986, and again in 1995 and 2004, the City has proposed to redevelop the project site.

SHPO determined the Admirals Row Officers' Quarters to be S/NR eligible on October 21, 1986, based upon its review of a proposal by the New York City Economic Development Corporation (EDC) to demolish structures on the site. This project did not go forward. EDC again proposed to redevelop the site in 1995, and consulted with SHPO under Section 106. An MOA was executed in 1996 among SHPO and USACE, with LPC and BNYDC as concurring parties. To mitigate the adverse effect of the demolition of historic structures on the project site, the MOA stipulated that Historic American Buildings Survey (HABS) Level II photographic documentation be undertaken, as well as the preparation of a salvage plan. In 2004, SHPO determined that the deteriorated state of the buildings would make a salvage operation unsafe and would yield few salvageable items. HABS documentation of all ten of the Admirals Row Officers' Quarters (not including the Timber Shed) was prepared and accepted by SHPO in 2005.

BNYDC continues to operate the City-owned portion of the former Brooklyn Navy Yard as an industrial park with over 40 buildings, 240 tenants, and 5,000 employees.

D. EXISTING CONDITIONS

ARCHAEOLOGICAL RESOURCES

In a letter to NGB dated December 17, 2007, SHPO requested that an archaeological study be performed for the project site to clarify its potential archaeological sensitivity. SHPO's concerns related to: (1) the use of Wallabout Bay as a Prisoner of War (POW) camp during the Revolutionary War, where British ships anchored offshore with accounts of burials undertaken along the shores and hills of the Bay; (2) the alleged use of a mill pond in the vicinity of the project site to soak and season oak planks used for shipbuilding; and (3) potential archaeological uses related to the earlier Admirals Row structures, including the potential for the presence of shaft features, such as privies and cisterns. As noted above, a Phase 1A cultural resources

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investigation was prepared for the project site and, based on the conclusions of the Phase 1A report, Phase 1B archaeological testing was undertaken on the project site. The results of these investigations are summarized below.

PRECONTACT RESOURCES

Phase 1A Study¹

No precontact sites were identified within one mile of the project site, based on a review of files at SHPO and the New York State Museum. Though this region and the shores of Wallabout Bay were inhabited by Native Americans including the Canarsee, the likelihood of encountering potential precontact archaeological resources is low due to the project site originally having been submerged as part of Wallabout Bay and associated tidal salt marshes.

Phase 1B Subsurface Investigation²

The Phase 1B cultural resources investigation consisted of two components, a geomorphological investigation, and excavation of shovel test pits (STPs). The geomorphological component involved the extraction of 32 cores and seven backhoe trenches. The geoprobes and trenches were dug throughout the project site, with the exception of the front yards of the Officers' Quarters, where sampling was not possible due to the narrow area between the building stoops and historic fencing along Nassau Street. Shovel testing consisted of 212 STPs, with 45 dug in the northern portion of the project site including the parade ground and around the tennis courts, and the balance spread across the front, side, and rear yards of the Officers' Quarters. The purpose of the investigation was to determine the practicality of shovel testing in areas potentially sensitive for deep deposits and to assess previous ground disturbance and soil composition.

The geomorphological investigations indicated that the project site was covered with a tidal marsh prior to being filled in the 19th century, and evidence of the 18th-19th century mill pond was found. These conditions indicate that the project site would not have been used for habitation by Native Americans, and as such it is unlikely that precontact archaeological resources would be present. No precontact resources were encountered during the Phase 1B investigation. Therefore, no further evaluation of precontact archaeological resources was considered to be warranted.

HISTORIC-PERIOD RESOURCES

Phase 1A Study

Early Historic-Period Sensitivity

As described above, the earliest European settlement in the area dates to the mid-17th century. A review of historic maps indicates that there were no historic structures present on the project site during the 17th and 18th centuries, with the exception of a wooden bridge that was built across the mill pond toward the end of the 18th century. It is possible that there could be historic remains at the edges of the tidal marsh, including those associated with Dutch and English

¹ Panamerican Consultants, Inc., 2008

² Panamerican Consultants, Inc., Phase 1B Archaeological Cultural Resources Investigation for the Admiral's Row Section of the Former Brooklyn Navy Yard, July 2009.

settlements, as well as wooden features associated with the former mill pond's use to season oak planks. However, since the site was a salt marsh, it is unlikely that historic-period resources for this time period would be present.

Revolutionary War Period Sensitivity

The Phase 1A study found that the project site possesses moderate sensitivity for Revolutionary War remains. Brooklyn was utilized by British troops during the Revolutionary War period for encampments and food procurement. British prison ships were anchored in Wallabout Bay with American prisoners buried (and subsequently encountered) along the shoreline during the period of British occupation. The project site is within 800 feet to the southwest of the location of the burials of American prisoners and, therefore, the Phase 1A indicated that there could be sensitivity for human remains on the project site.¹

19th and Early 20th Century Development Sensitivity

During the first half of the 19th century, much of the project site was occupied by a mill pond, which left only a small portion of the northwest corner of the site as dry land. The mill pond shoreline is depicted in various locations on historic maps, with the Timber Shed constructed across the western end of the project site, including in the area of dry land. Therefore, this portion of the project site is sensitive for potential resources associated with the use of the mill pond as well as with ship building activities associated with the Timber Shed.

The yards surrounding the Officers' Quarters possess a high sensitivity to yield archaeological remains. These could include the presence of trash middens and former privies and cisterns, which could contain cultural materials that would provide insights into the lives of the naval officers who lived in the residences and their families.

The area of the parade ground, located on the north side of Park Street, only has a low to moderate sensitivity for historic-period archaeological resources, as this area was not used in conjunction with the Officers' Quarters and it is not anticipated that there would be a significant deposition of artifacts.

Phase 1B Subsurface Investigation

No cultural remains relating to the project site's use for shipbuilding or the Revolutionary War era, including human remains, were encountered during the Phase 1B investigation. Testing of the parade ground and areas around the tennis courts yielded four domestic artifacts and 17 other historical remains including coal, coal ash, and brick fragments. The geomorphological investigation as well as on-site observations in the area of the Timber Shed (including evidence of significant disturbance for the wood piles used to support the former northern portion of the Timber Shed), indicate that the area north of the Timber Shed and west of Park Avenue would not contain significant cultural resources. Due to the light volume of artifacts encountered during testing in the areas north of Park Street, no further archaeological study is warranted for these areas as well.

Twenty-eight of the 167 STPs dug in front of the Timber Shed and around the Officers' Quarters yielded 28 mid-19th-century artifacts, including ceramic and glass fragments. No shaft features such as wells or privies were encountered. However, it is possible that such features could exist if the Officers' Quarters were not hooked up to municipal water and sewer facilities,

¹ Panamerican Consultants, Inc., 2008, pp.3-4 & 11-5.

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necessitating the construction of wells and privies. If such resources are present, they could contain debris that would inform the historical record regarding the lives and habits of the naval officers and their families in the second half of the 19th century. Therefore, the report recommended that additional (Phase II) archaeological investigations be undertaken in the areas around the Officers' Quarters to confirm the presence or absence of significant archaeological features.

ARCHITECTURAL RESOURCES

PROJECT SITE

The project site is S/NR-eligible as a historic district. It includes the Officers' Quarters, 10 former naval officers' residences that front on Nassau Street (see **Figure 5-2**). The individual residences are contained in six separate buildings. Ranging from west to east, these are Buildings K-L, H-C, B, D, E-F-G, and I (see **Figures 5-3** through **5-8**). These buildings are described by SHPO as the primary contributing features of the S/NR-eligible historic district.¹ At the corner of Nassau Street and Navy Street and west of Building K-L is the Timber Shed, a building formerly used for the storage of timber for shipbuilding (see **Figures 5-9** and **5-10**). These buildings, with the exceptions of Buildings C and F, are also individually eligible for NR listing.

Other contributing structures of the historic district include ancillary structures formerly in use as detached garages (Buildings 450, 452, 639, 463, 464, 437, and 438), a public works maintenance building (Building 429), and Building J, a detached dwelling that once housed the Public Works Officer and was originally designated as Quarters "M"² (see **Figure 5-11**). These buildings are described by SHPO to be of secondary importance.³

Other contributing elements consist of a tennis court, former parade ground and flagpole, and streets on the property with mature hardwood trees, including Park Avenue and Park Street (See Photo 17 of **Figure 5-11** and Photo 19 of **Figure 5-12**). Also contributing to the historic district's significance is the brick wall and iron fence surrounding the property on Navy Street and Nassau Street (See Photo 20 of **Figure 5-12**).

Officers' Quarters

The Admirals Row Officers' Quarters were built for Navy officers during the second half of the 19th century and the first decade of the 20th century. The exact dates of construction have not been conclusively determined, but existing documentation indicates that the majority of the buildings (Buildings B-G) were built before 1872 and all of the buildings were completed by 1901.⁴ The buildings are clad in brick and stone with raised finished basements (See **Figures 5-3** through **5-8**). A number of the buildings have mansard roofs with dormer windows.

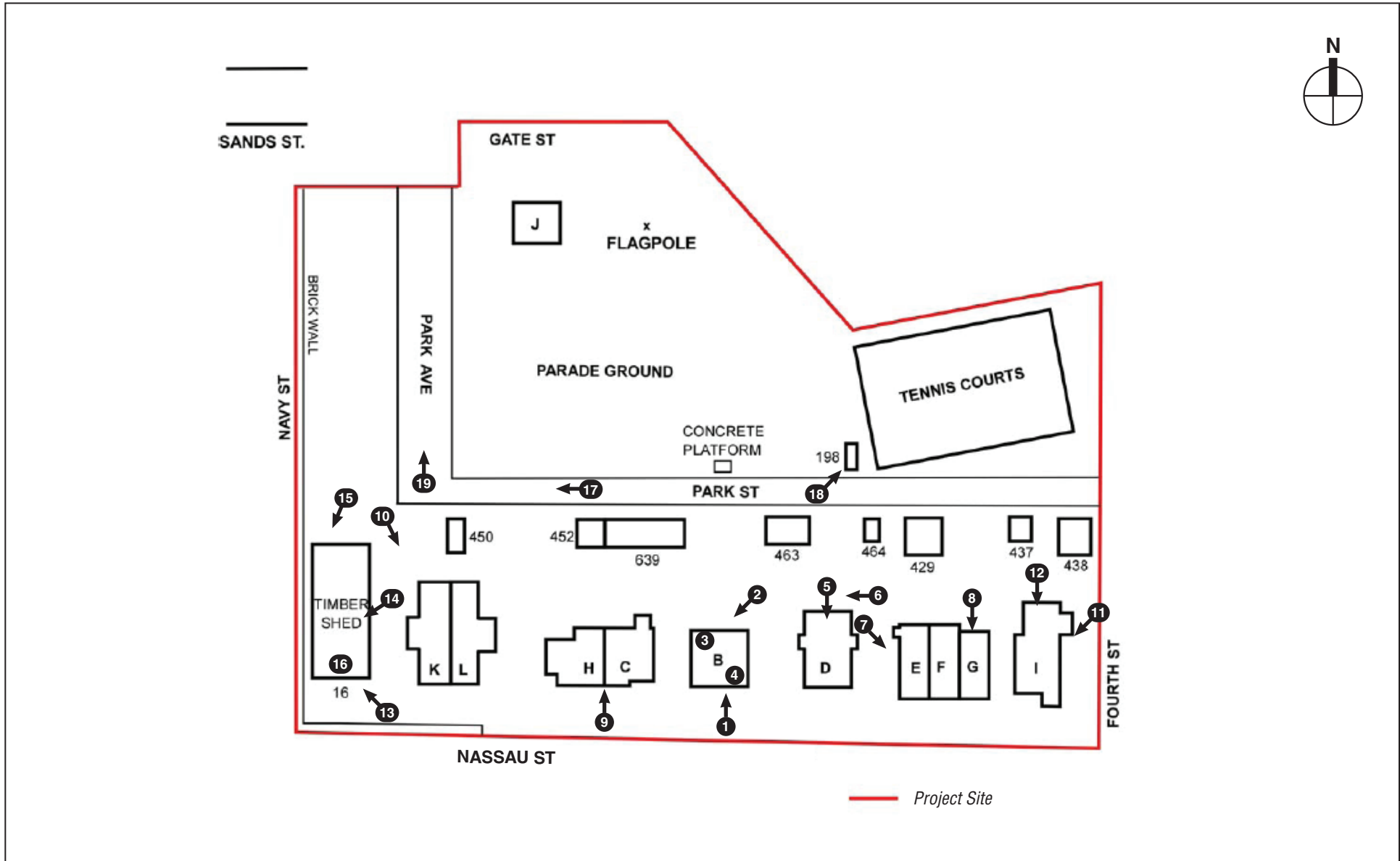
Buildings B and D are thought to be two of the oldest officers' quarters on the Admirals Row site (See **Figures 5-3** through **5-5**). Construction dates for these buildings have been estimated to

¹ SHPO letter to NGB, dated June 24, 2008.

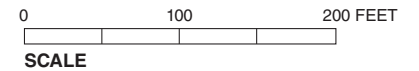
² Panamerican Consultants, Inc., 2008.

³ SHPO letter to NGB, dated June 24, 2008.

⁴ Tetra Tech Inc., Final Alternatives Analysis of Admiral's Row, October 2008, p. 4.



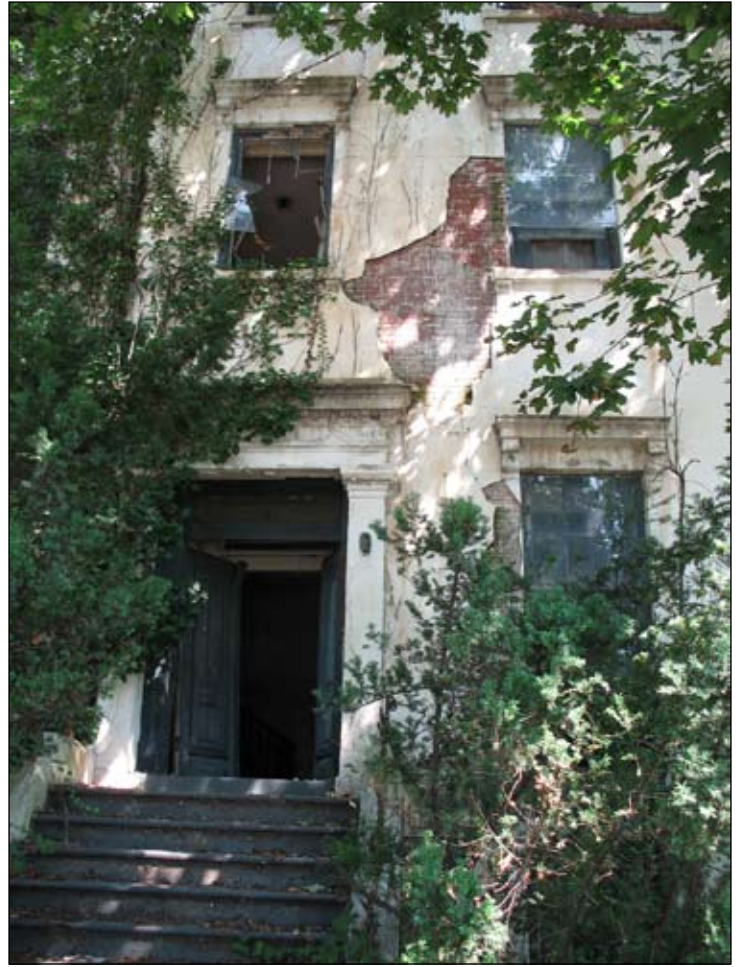
➔ 1 Photograph View Direction and Reference Number



NOTE: Views 1-19 Shown

ADMIRALS ROW PLAZA

Admirals Row - Location of Buildings, Structures, and Roads
Figure 5-2



South (Nassau Street) façade 1



Rear (north) façade 2



Hall and stairs, first floor 3



Living room, first floor 4



Rear (north) façade 5



Collapsed 20th century rear addition 6



West facade of Building E 7



Rear (north) façade of Building G 8



South (Nassau Street) facades of Buildings H-C 9



Rear (north) and west facades of Building K 10



East façade 11



Rear (north) façade 12



South (Nassau Street) façade 13



East façade 14



South (Park Street) façade 15



Timber Shed interior 16



View east on Park Street. The former Building 198 is on the left. Building 429 and the garages associated with the Officers Quarters are on the right 17



South (Park Street) façade and west façade of the former Building 198 18



View north of Park Avenue from Park Street 19



View south on Navy Street. The brick wall and iron fence that borders Admirals Row is on the left. The chain link fence on the sidewalk prohibits pedestrian access on the sidewalk by the Timber Shed, which has been determined to be structurally unsound 20

range from 1859 to 1870.¹ A documentary report prepared in 2008 also indicated that Buildings B and D may have been designed by noted architect Thomas U. Walter.² However, a subsequent review undertaken in a Phase 1A cultural resources investigation of documents pertaining to Thomas U. Walter at the Athenaeum of Philadelphia and the Architect of the Capitol, Washington D.C indicated that there was no evidence that Walter designed any of the buildings on the project site, though he did design the Marine Commandant's House (Building 92), Barracks, and Officers' Quarters in 1857-1858 at the Brooklyn Navy Yard, located beyond the boundaries of the Admirals Row site.³

All of the buildings have been subsequently altered with rear and side additions built in the first half of the 20th century (See **Figure 5-3** and **Figures 5-5** through **5-8**). The additions are one and two stories and built of rough sawn wood. Buildings B, C, D, E, F, G, H, and I were also altered through the addition of stucco on their façades in 1912. In addition, a portion of the north (rear) wall of Building B collapsed sometime in the winter of 2010-2011.

The interior layout of each of the buildings consists of a main entrance, leading to a vestibule, located on the south side of the building, facing Nassau Street. The vestibule leads to a main hall with a grand staircase (See **Figure 5-4**). The first floor contains a living room, dining room, and kitchen. The second and third (attic) stories are laid out with bedrooms, bathrooms, and closets. An assessment undertaken in 2008 indicated that the original portions of most of the buildings were structurally sound, though with localized deterioration.⁴ Buildings C and F, however, were found to show significant structural framing failure. Building C was further determined to not retain historic integrity. The additions built in the first half of the 20th century showed the most structural failure, including collapse. The main section of Building C subsequently collapsed in June 2009 (See Photo 9 of **Figure 5-7**). This was a result of water infiltration from a fire in the 1990s that damaged the attic (third story) and left the upper portion of the building open to the elements. NGB determined that no mitigation would occur as a result of the collapse and SHPO concurred that this course of action was consistent with the Section 106 process.⁵

Timber Shed

The Timber Shed is an approximately 100-foot-long rectangular brick and heavy timber framed building located at the southwest corner of the Admirals Row site (See **Figures 5-9** and **5-10**). It was one of several timber sheds built in the mid-19th century by the Brooklyn Navy Yard for the storage of timber used for shipbuilding. It has a gabled roof with a clerestory, which provided light and ventilation. The east façade has round arched openings, which have been infilled with brick. The Timber Shed originally extended 400 feet along Navy Street; the north portion of the building was demolished in the 1960s. The north façade of the remaining structure has asbestos

¹ The 1859 date is noted in Beardsley Design Associates and Crawford & Stearns Architects and Preservation Planners' *Assessment of Admirals Row Buildings K-L, H-C, B, D, E-F-G, and I Brooklyn Navy Yard*. SHPO reviewed a draft of this report dated November 12, 2007. The final report is dated January 25, 2008. The 1870 date is noted in Cultural Resources Consulting Group's *History and Description Officers' Houses Brooklyn Navy Yard*, May 2, 2005

² Beardsley Design Associates and Crawford & Stearns Architects and Preservation Planners, 2008.

³ Panamerican Consultants, Inc., *Phase 1A*, 2008.

⁴ Beardsley Design Associates and Crawford & Stearns Architects and Preservation Planners, 2008.

⁵ April 29, 2010 Section 106 consulting parties meeting. Letters dated June 19, 2009 and July 23, 2009 are referenced.

Admirals Row Plaza

cladding and large vehicular openings. A construction date of 1853 has been attributed to this building.¹ The Timber Shed is severely deteriorated and structurally unsound.

Additional Contributing Elements

As described above, the Officers' Quarters have associated garages that were built in the first half of the 20th century, with most built in 1919. These are typically one-story buildings constructed of concrete block that line the south side of Park Street, which extends east-west on the site. Other structures on the project site that contribute to its historic significance include the following:

- Building 429: Located on the south side of Park Street north of Buildings, E, F, and G, this public works maintenance building was built in 1919. It is a one-story concrete block structure with a wood frame roof that is significantly deteriorated and partially collapsed (see Photo 17 of **Figure 5-11**).
- Building J: Building J was constructed in 1955 along Park Avenue, which extends north from Park Street. The one-story frame residence is in considerable disrepair, and has partially collapsed.
- Tennis Court: This tennis court is adjacent to the former site of Building 198 (which is described below) and was built in 1918. It is deteriorated and overgrown.
- A former parade ground is located on the north side of Park Street west of the tennis court. It has a concrete slab along Park Street that is believed to have been used as a bandstand. The flagpole (Building 135) was built in 1943 northeast of Building J.

In early 2011, Building 198 was demolished by NGB as part of the site's ongoing remediation, which is occurring independently of the proposed project. (See Chapter 7, "Hazardous Materials.") Building 198 was a one-story wood-framed structure built in 1955 formerly located on the north side of Park Street (See **Figure 5-11**). It was demolished due to the presence of an electrical transformer in the building and the potential for contaminants in the building and the soils below. As the building was a contributing element to the S/NR-eligible historic district, its demolition is an adverse effect under Section 106. Accordingly, an MOA for the demolition of Building 198 was executed among NGB and SHPO, with photo recordation and an architectural description as the stipulated mitigation. The mitigation was submitted to and approved by SHPO in September 2009.

STUDY AREA

Brooklyn Navy Yard (S/NR – Eligible)

The former Brooklyn Navy Yard was determined to be an S/NR-eligible historic district by SHPO on April 21, 2010. The eligible district is bounded by Wallabout Bay, Navy Street, and Flushing and Kent Avenues. The former Brooklyn Navy Yard is historically and architecturally significant as one of the country's oldest naval installations under NR criteria A, C, and D. It contains buildings dating to the 19th and 20th centuries, with a period of significance spanning from 1801, the year the Brooklyn Navy Yard was founded, to 1966, the year the Brooklyn Navy Yard was decommissioned.

¹ Panamerican Consultants, Inc., *Phase IA*, p. 6-5. An earlier construction date of 1833 had been provided by Brooklyn Navy Yard historian James H. West though historic maps and other historic documents suggest a later date.

The former Brooklyn Navy Yard contains a diverse array of historic resources, ranging from dry docks, machine and assembly shops, warehouses, service buildings, a hospital, and former residences including the Admirals Row Officers' Quarters and the Timber Shed on the project site. The majority of the buildings were built during the 1930s and 1940s, with a number of older historic structures dating to the 19th century (See **Figures 5-13** through **5-15**). The former Brooklyn Navy Yard also contains more recently constructed buildings, including Building 25, a multi-tenant industrial LEED Silver building completed in 2008; and a LEED Gold New York City Police Department tow pound operations building, completed in 2009.

Of note within the study area is Building 121, the former Paymaster Building (See Photo 23 of **Figure 5-14**). Located at the southwest corner of Third Street and Perry Ave north of Admirals Row, this structure was built at the turn of the 20th century. This building originally served as the bank for the Brooklyn Navy Yard. The building is a two-story red brick structure with a gable roof. The façades are articulated with groupings of narrow arched windows, separated by full height brick pilasters capped with Corinthian capitals. A denticulated cornice extends above the second floor below the roof. The primary, Third Street façade contains the main entrance, located within a large round arched opening supported on columns. Originally located on First Street, it was moved to its current location prior to World War II. The building is scheduled to house SurroundArt, an art handling business. BNYDC has completed an exterior restoration of the building and the tenant will complete the interior fit out in 2011.

Several other older Brooklyn Navy Yard buildings of interest in and just outside the study area include:

- Building 74, located directly north of the project site. This is a two-story brick building with a gabled roof that is occupied by a dry cleaning plant and office (See Photo 21 of **Figure 5-13**).
- Building 132, north of Building 74, is a long, one-story building clad in limestone or terra cotta. The building has a gabled roof, with its visible south façade articulated with full height round arched openings that mostly have been sealed (See Photo 22 of **Figure 5-13**).
- North of Chauncey Street, Third Street is lined with 19th and early 20th century brick and stone buildings. The buildings have flat and gabled roofs, with decorative elements including stone quoins, brick corbelling, oculus windows, and round arched openings (See Photo 25 of **Figure 5-15**). These buildings create a distinctive historic streetscape, leading to Dry Dock No. 1, an individual NYCL.
- The Sands Street Gatehouse was built in 1906, and served as the main entrance into the Brooklyn Navy Yard until World War II. The Navy significantly altered the gatehouse structures by removing decorative features including turrets, columns, and corbelled cornices to construct second floor offices (See Photo 26 of **Figure 5-15**). BNYDC will commence the rehabilitation of the gatehouses in Spring 2011, including reconstructing the two front turrets to their original height and detail.

Potential Architectural Resources

The north side of North Elliott Place near Nassau Street/Flushing Avenue is developed with a row of late 19th century row houses built between 1869 and 1880. Most of the row houses have been substantially altered through removal of their original façade cladding, stoop removal, and window replacement. Two buildings, Nos. 19-21, retain a greater degree of integrity and contain their original red brick façades, cornices, and stone sills and lintels (See **Figure 5-16**). No. 19 possesses its original brownstone cladding at the ground floor, though the original entrance was likely originally elevated at the parlor level and accessed by a stoop. No. 21 retains its original



View southwest of Building 74 21



View northwest of Building 132. Building 41 is behind it 22



View southeast of Building 121. The Admirals Row site is located behind the building to the south **23**



View northeast of Building 275 on Nassau Street **24**



View northeast on Third Street from Chauncey Street. The recently constructed Building 25 is on the right **25**



View west to Sands Street Gatehouse structures **26**



19th century rowhouses at 19-21 North Elliott Place **27**

raised entrance, though the original stoop has been replaced and the ground floor has been altered. These buildings present a mid- to late-19th-century residential Brooklyn streetscape.

E. PROPOSED FEDERAL DISPOSITION OF THE PROJECT SITE AND CONSULTATION UNDER SECTION 106 OF THE NHPA

SECTION 106 CONSULTATION PROCESS

In 2004 BNYDC recommenced a dialogue with SHPO and USACE regarding the future of the structures on the project site, in the event that the City might acquire the site from the federal government and lease it to BNYDC. At that time, BNYDC began preparing a conceptual plan for the redevelopment of Admirals Row. Subsequently, consultation among NGB, SHPO, ACHP, and various consulting parties has been proceeding under Section 106 with respect to the federal disposition of the Admirals Row site. USACE is serving as the real estate agent in assisting NGB in meeting its requirements with respect to this federal undertaking. The consultation process has involved the preparation of multiple studies to assess the historical and archaeological issues associated with the Admirals Row site.¹ The information contained in these reports has been made public through posting on a website maintained by NGB and through discussion at six Section 106 consulting parties meetings that have been hosted by NGB between April 2008 and February 2011.² NGB also hosted public meetings on December 11, 2007, July 22, 2008, and in May 2011 to elicit public comment on the proposed property disposition. These reports and meetings have served to inform the decision-making process with respect to the potential effects of the federal disposition of the site, potential alternatives to the proposed development, and corresponding mitigation measures.

This consultation resulted in the SHPO reaffirming the S/NR eligibility of the Officers' Quarters under NR Criteria A, B, C, and D in December 2007, based on the results of a documentary report prepared for the buildings.³ SHPO then requested the preparation of an alternatives analysis and the preparation of additional documentation regarding the Timber Shed. SHPO further asked that the archaeological sensitivity of the project site be evaluated. In 2008, SHPO determined that the Timber Shed met NR Criteria A, C, and D, and that other ancillary buildings and landscaping features on the project site also contribute to the significance of the site as a S/NR-eligible historic district.⁴

ALTERNATIVES ANALYSIS

As part of the Section 106 process initiated by NGB for the federal disposition of the Admirals Row site, an analysis was prepared that evaluated alternatives to the demolition of the buildings

¹ The documents listed may be found on USACE/NGB's website, <http://www.nan.usace.army.mil/business/buslinks/admiral/index.php>

² Section 106 consulting parties meetings have been held on April 15, 2008, June 4, 2008, August 20, 2008, May 27, 2009, April 29, 2010, and February 8, 2011.

³ Beardsley Design Associates and Crawford & Stearns Architects and Preservation Planners, *Assessment of Admirals Row Buildings K-L, H-C, B, D, E-F-G, and I Brooklyn Navy Yard*. SHPO reviewed a draft of this report dated November 12, 2007. The final report is dated January 25, 2008. SHPO's reassertion of the Officers' Quarters S/NR-eligibility is contained in a December 17, 2007 letter to NGB.

⁴ SHPO letter to NGB, dated June 24, 2008.

on the Admirals Row site.¹ The alternatives analysis considered such factors as a conceptual redevelopment plan for the site with retail and light industrial uses, zoning regulations, spatial site considerations, issues of structural and historic integrity, and cost estimates. The conceptual redevelopment plan provided a potential arrangement of new buildings on the project site. The alternatives analysis considered a wide range of options for redevelopment of the project site that would avoid, minimize, or mitigate the adverse effects associated with the federal disposition of the site. A detailed assessment of each of the alternatives was undertaken. Each alternative was evaluated for its feasibility, using the factors noted above (zoning regulations, spatial site considerations, issues of structural and historic integrity, and cost estimates), as well as for its value toward preserving historic resources.

The alternatives comparison generally indicated that the alternatives that incorporated the greatest number of Admirals Row buildings into the redevelopment plan rated highest in terms of preservation benefits and mitigation potential but would be the least feasible, while those that incorporated the smallest number of structures had a higher feasibility rating but provided fewer preservation and mitigation benefits. The two alternatives listed below, which incorporated Admirals Row buildings and did not overlap with the conceptual redevelopment plan structures, were shown to have the highest combined (preservation/feasibility) rating:

- *Alternative that retains and incorporates Building B:* Building B is one of the oldest buildings on the Admirals Row site and is described in a 2008 documentary report as possessing an extremely high degree of historic integrity and as being structurally sound.² (However, as described above, a portion of the building's north wall partially collapsed sometime in the winter of 2010-2011.) The cost for rehabilitation of this building was estimated to be \$2,545,000 (in 2008 dollars), and would be the least expensive of the residences to renovate based on a per square foot estimate.³ Building B did not overlap with the conceptual redevelopment plan building layout. Its approximately 9,000-square-foot footprint was not found to substantially affect the ability of the redevelopment to provide parking for the conceptual new uses.
- *Alternative that retains and incorporates Building B and the Timber Shed:* The Timber Shed is among the oldest buildings on the site. In addition, the Timber Shed is the only surviving Navy timber shed in the country. At the time the alternatives analysis was prepared, the structural integrity of the Timber Shed had not yet been evaluated and a rehabilitation cost was not identified. The analysis determined that retaining two structures would better mitigate adverse effects to the Admirals Row historic district than retaining one structure. Neither of the buildings overlaps with the conceptual redevelopment plan building layout. The analysis noted that it was likely that the parking field depicted in the conceptual plan would need to be reconfigured, both to account for the area to be occupied by the two

¹ Tetra Tech Inc., Final Alternatives Analysis of Admiral's Row, October 2008.

² Beardsley Design Associates and Crawford & Stearns Architects and Preservation Planners, *Assessment of Admirals Row Buildings K-L, H-C, B, D, E-F-G, and I (Final Report) Brooklyn Navy Yard*, January 25, 2008.

³ Cost of the rehabilitation of Building B is presented in Tetra Tech, Inc.'s *Final Alternatives Analysis of Admiral's Row*, October 2008, page 114. Discussion as to the rehabilitation cost of Building B based on a square foot basis is contained in the May 27, 2009 National Historic Preservation Act Consulting Parties Meeting Presentation, p. 20.

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buildings (approximately 14,000 square feet) and to provide additional parking as per zoning for the floor area associated with the Timber Shed.

Alternatives to the conceptual redevelopment plan were presented by the Municipal Art Society of New York (MAS) and the Society of Clinton Hill Landmarks Committee (in coordination with Brent Porter) at the August 2008 Section 106 consulting parties meeting. MAS presented a number of alternatives including retaining all the buildings and constructing the new structures and parking behind them, as well as schemes that retained most of the buildings (in all alternatives except one, Buildings B, D, and the Timber Shed were retained) with structures and parking taking the place of buildings that would be demolished (these included removal of varying combinations of Buildings K-L, H-C, E-F-G, and I, as well as the Timber Shed in one scheme). The alternative presented by the Society of Clinton Hill Landmarks Committee retained all of the Officers' Quarters and the Timber Shed. It included a supermarket in a new, modified V-shaped structure that would be built behind the existing buildings, with parking provided along Navy Street behind the Timber Shed and around the north and east perimeters of the new building.

Neither MAS nor the Society of Clinton Hill Landmarks Committee/Brent Porter provided cost estimates for the alternatives they presented.¹ However, costs for the rehabilitation or reconstruction of all of the Officers' Quarters were provided in the October 2008 Alternatives Analysis report. The costs for the rehabilitation of the Officers' Quarters was estimated at approximately \$20 million (in 2008 dollars), with reconstruction estimated at approximately \$25 million (in 2008 dollars).² These costs are the same as those provided in the Beardsley/Crawford & Stearns report, which was based on building conditions and updating and refinement of cost estimate information from 1995.³ NGB estimated the costs for the MAS and Society/Brent Porter alternatives would exceed \$20 million—the estimated cost of the rehabilitation of the entire Officers' Quarters as identified in the 2008 Alternatives Analysis—exclusive of the additional costs for the new construction to be developed on site. Therefore, a cost of at least \$20 million would be assumed for any redevelopment of the site that retained and rehabilitated the entire Officers' Quarters. Cost estimates prepared by other consultants in 2008 indicated that the costs could be higher, by as much as \$10 to \$30-50 million additional.⁴

A structural conditions assessment was prepared for Building B and the Timber Shed in March 2010.⁵ The report indicated that Building B was in structurally sound condition (with the

¹ May 27, 2009 (p. 15) and April 29, 2010 (p. 16) National Historic Preservation Act Consulting Parties Meetings.

² Tetra Tech, Inc. p. 40.

³ Tetra Tech, Inc. p. 39. The rehabilitation cost estimates prepared by Beardsley/Crawford & Stearns for the Officers' Quarters were derived from estimates contained in a 1995 report prepared for EDC by Roberta Washington. The costs were adjusted to account for the increased deteriorated condition of the buildings and to reflect 2008 economics. In addition, the costs were further adjusted to include only the rehabilitation and reconstruction costs for the original 19th century portions of the buildings (the 1995 costs included the 20th century side and rear additions).

⁴ Costs included in the August 20, 2008 National Historic Preservation Act Consulting Parties Meeting Presentation, p. 8. Jan Hird Pokorny: \$30 million; Greg Pillori Associates: \$50 to \$70 million; and TDX Construction: \$50 to \$60 million.

⁵ Einhorn Yaffee Prescott Architecture & Engineering, P.C., *Final Structure Condition Assessment Quarters B and the Timber Shed*, March 23, 2010, appended May 28, 2010.

exception of severe deterioration around the windows and a collapsed circa 1940 rear addition), that it could be stabilized pending the disposition of the property, and that stabilization was required for the protection of the building.¹ As part of the ongoing Section 106 review for the NGB disposition of the project site, NGB submitted a plan for the stabilization of Building B to SHPO. SHPO indicated that the stabilization of Building B meets the guidelines of Preservation Brief 31, “Mothballing Historic Buildings,” and as such all the proposed tasks should be completed to stabilize the building.² However, in March 2011, a site visit undertaken by NGB revealed that a portion of the north wall of Building B had collapsed, with subsequent assessments revealing that the entire wall was unstable due to the loss of mortar. On April 21, 2011, NGB notified the Section 106 consulting parties that, due to issues of the building’s condition and structural stability and the determination that Building B is unsafe, stabilization, rehabilitation or reconstruction of Building B would not be a required mitigation measure for the federal disposition of the property.³ NGB further indicated that Building B would be transferred to the future owner of the property in an “as is” condition.

The March 2010 structural conditions assessment determined that the Timber Shed was structurally unsound and was in imminent danger of collapse. As such, the assessment report recommended that the adjacent Navy Street sidewalk be closed and the wall along Navy Street shored. These measures were undertaken shortly thereafter with approval by SHPO (see **Figure 5-12**). The report also recommended several alternatives for treatment, including one that would stabilize the Timber Shed by removing the entire roof and the portions of the brick walls that were in imminent danger of collapse. This stabilization measure was presented and discussed at the April 2010 Section 106 consulting parties meeting, and at that time NGB indicated an intent to proceed with this treatment alternative, as it provides the best alternative for maintaining the elements of the building that are structurally sound for future reuse during redevelopment of the site.⁴ In correspondence dated July 22, 2010, SHPO indicated that deconstructed historic fabric from the Timber Shed should be stored on-site for use in any future reconstruction activities.⁵ On January 26, 2011, NGB notified the Section 106 consulting parties that due to issues of the building’s condition and structural stability, challenges associated with successfully preserving a building with extreme deterioration, and funding constraints, that stabilization, rehabilitation or reconstruction of the Timber Shed would not be a required mitigation measure for the federal disposition of the property.⁶ NGB further indicated that the Timber Shed would be transferred to the future owner of the property in an “as is” condition. This position was reaffirmed by NGB at the Section 106 consulting parties meeting held on February 8, 2011.

MEMORANDUM OF AGREEMENT

A draft MOA, which describes the measures to be implemented to resolve the adverse effect of the site disposition on the Admirals Row historic district, has been forwarded to all consulting

¹ Einhorn Yaffee Prescott Architecture & Engineering, P.C., 2010.

² Letter from SHPO to NGB, dated July 22, 2010.

³ Letter from NGB to Section 106 Consulting Parties, April 21, 2011.

⁴ August 5, 2010 NGB letter to SHPO.

⁵ The National Guard Bureau has more recently indicated to the Section 106 consulting parties that the future of the Timber Shed remains under discussion.

⁶ Letter from NGB to Section 106 Consulting Parties, dated January 26, 2011.

parties for review. The MOA would be executed among ACHP, SHPO, and the NGB; the City of New York would be required to sign the MOA, as purchaser of the property, and other consulting parties would have the opportunity to sign as concurring parties, including BNYDC, USACE, and LPC. The MOA is expected to be executed in Summer 2011. NGB and BNYDC (pursuant to its lease with the City) would be responsible, as appropriate, for ensuring that the mitigation measures contained in the MOA are implemented.

F. THE FUTURE WITHOUT THE PROPOSED PROJECT

In the future without the proposed project, the project site is assumed to remain unoccupied. The vacant buildings currently located on the site would continue to deteriorate. As there would be no subsurface excavation, no potential archaeological resources on the project site would be disturbed.

Changes to the architectural resources identified above or to their settings could occur irrespective of the proposed project. No projects are planned for completion in the architectural resources study area by the project's 2014 With Action year. However, future projects not identified at this time could affect the settings of architectural resources. It is possible that some architectural resources could deteriorate, while others could be restored. In addition, future projects could accidentally damage architectural resources through adjacent construction.

Architectural resources that are listed on the NR or that have been found eligible for listing are given a measure of procedural protection from the effects of federally sponsored or -assisted projects under Section 106 of the NHPA. Although preservation is not mandated, federal agencies must evaluate means of avoiding or mitigating adverse impacts on such resources through a notice, review, and consultation process. State-sponsored or -assisted projects affecting properties listed on the SR are subject to a similar process under the New York State Historic Preservation Act. Private property owners using private funds can, however, alter or demolish their properties without such a review process if they do not require state or federal approvals. Privately owned sites that are NYCLs, within New York City Historic Districts (NYCHDs), or pending designation, are protected under the New York City Landmarks Law, which requires LPC review and approval before any alteration or demolition can occur.

The New York City Building Code provides some measures of protection for all properties against accidental damage from adjacent construction by requiring that all buildings, lots, and service facilities adjacent to foundation and earthwork areas be protected and supported. While these regulations serve to protect all structures adjacent to construction areas, they do not afford special consideration for historic structures.

G. PROBABLE IMPACTS OF THE PROPOSED PROJECT

ARCHAEOLOGICAL RESOURCES

As described above, Phase II archaeological investigation of the areas surrounding the Officers' Quarters, bounded by Nassau Street to the south and Park Street to the west, has been recommended to identify the presence or absence of significant domestic historic-period archaeological features.

In a letter from NGB to SHPO dated October 7, 2009, NGB recommended that the additional archaeological work be undertaken as follows:

- Archaeological monitoring of ground-disturbing activities associated with demolition and excavation activities would be undertaken to monitor for the presence of significant historic-period resources and, in the unlikely event they are encountered, human remains. Weekly reports would be submitted to NGB and SHPO summarizing the results of the monitoring.¹
- Due to accessibility and safety concerns, it is anticipated that further archaeological investigations of the front and rear yards of the Officers' Quarters could be undertaken once the buildings on the site are demolished (with the exception of Building B and the Timber Shed, which would be retained), and that these investigations would be the responsibility of the purchaser of the site.

These investigations would determine whether there are significant (S/NR-eligible) archaeological resources on the site. If no significant resources are encountered, there would be no adverse effects to archaeological resources. Should significant archaeological remains be encountered, the purchaser of the site would consult with NGB and SHPO to determine whether the resources may be avoided during construction and, if not, to identify appropriate mitigation measures to be implemented prior to and during construction including possibly a full-scale archaeological investigation to document the resource. NGB and SHPO also would be consulted in the unlikely event that any human remains are encountered. The provision for archaeological monitoring on the site during ground disturbing activities and additional archaeological investigations in the front and rear yards of the Officers' Quarters, and the means by which consultation would occur among the purchaser, NGB, and SHPO—including if significant archaeological resources or human remains are found—are included in the draft MOA to be executed among ACHP, SHPO, and the NGB and signed by the City of New York and other concurring parties to the MOA as applicable.

ARCHITECTURAL RESOURCES

PROJECT SITE

Although the NGB has indicated through the Section 106 consultation process that the stabilization and rehabilitation and/or reconstruction of Building B and the Timber Shed will not be required mitigation measures associated with the disposition of Admirals Row, BNYDC is committed to the retention, reuse, and rehabilitation and/or reconstruction of Building B and the Timber Shed as part of the proposed project.² BNYDC continues to believe that it remains possible to preserve and rehabilitate both buildings. As such, BNYDC has incorporated Building B and the Timber Shed into the design for the proposed project and would stabilize and rehabilitate or reconstruct Building B to the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Timber Shed with the goal of meeting the Secretary of the Interior's Standards. BNYDC will make preserving and rehabilitating and/or reconstructing Building B and the Timber Shed a commitment in the lease or other legally binding agreement with the developer to be designated pursuant to the RFP.

The proposed project would construct a small addition on the north side of the Timber Shed for use as retail space. The addition would not result in the removal or obstruction from view of any

¹ Letter from NGB to SHPO, dated October 7, 2009.

² Letter from BNYDC to NGB, dated January 28, 2011. This position was also presented by BNYDC at the February 8, 2011 Section 106 consulting parties meeting.

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significant historic materials or architectural elements. As described above, the north façade of the Timber Shed, which is clad in asbestos siding and has large vehicular openings, is not original and was created after the north portion of the Timber Shed was demolished in the 1960s. Therefore, this would not adversely impact the historic character of the Timber Shed.

The proposed project would result in the demolition of the other structures on the Admirals Row Site and the construction of new buildings housing supermarket, light industrial, and retail uses. Demolition of these structures would result in a direct, significant adverse impact on architectural resources. Measures to partially mitigate this adverse impact are described in Chapter 14, “Mitigation,” and include measures developed through the Section 106 consultation process including: an update of the photo-documentation (including photography of the outbuildings and update of the HABS level II documentation); architectural salvage; a site commemoration plan; and preservation of existing, mature trees on the project site along Nassau Street where possible. BNYDC and the developer to be designated would also stabilize and rehabilitate and/or reconstruct Building B and the Timber Shed; develop and implement a CPP to protect Building B and the Timber Shed during demolition of other existing structures, their rehabilitation and/or reconstruction, and construction of the new buildings on the site, as described in Chapter 13, “Construction Impacts;” and design of the proposed project to respect the height and materials of Building B and the Timber Shed.

STUDY AREA

Brooklyn Navy Yard

To avoid the potential for direct, construction-related impacts on the historic elements of the former Brooklyn Navy Yard, Navy Yard buildings within 90 feet of the project site would be included in the CPP to be prepared for the proposed project. Brooklyn Navy Yard historic district buildings within 90 feet of the project site include Building 275 to the east and Buildings 74, 121, and the Sands Street gatehouse to the north.

The proposed project would have a significant adverse impact on the historic context of the Brooklyn Navy Yard, as it would demolish buildings that have been part of the development and history of the Brooklyn Navy Yard since the mid-19th century. It should be noted that there is little visual relationship between the Admirals Row historic district and the remainder of the former Brooklyn Navy Yard to the north and east. This is largely due to the project site’s location at the corner of the former Brooklyn Navy Yard and the dense vegetation that borders the site. It is expected that the proposed supermarket/light industrial building, the northernmost retail building along Navy Street, and the parking lot would be visible from the Brooklyn Navy Yard historic district. The mitigation measures discussed in Chapter 14, “Mitigation,” including retention of Building B and the Timber Shed and a site commemoration plan, would be implemented to partially mitigate this contextual impact. It is anticipated that the site commemoration plan would include historical information for Admirals Row as well as its context within the development of the Brooklyn Navy Yard.

Potential Architectural Resources

The buildings at 19 and 21 North Elliott Place are located approximately 300 feet southeast of the project site. As such, they are beyond the range of potential construction-related impacts from the proposed project.

It is not expected that the proposed project would have a significant adverse impact on the context of these potential architectural resources. The two row houses are separated from the project site by intervening residential buildings, and thus there is not a significant visual relationship between the project site and these buildings. The proposed project would not obstruct views to these resources; nor would it affect their immediate context on North Elliott Place. Therefore, the proposed project would have no significant adverse impacts on potential architectural resources. *