

**A. INTRODUCTION**

This chapter considers the effects of the Proposed Project on land use, zoning, and public policy. The analysis updates changes in background conditions since the *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island* (2011 FGEIS) and assesses whether any changed background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS for Governors Island would result in any significant adverse impacts to land use, zoning, and public policy that were not addressed in the 2011 FGEIS.

As described in Chapter 1, “Project Description,” the Proposed Project consists of the following components:

- Creation of the Special Governors Island District on the North Island;
- The reuse and re-tenanting of approximately 1.2 million square feet (sf) of space on the North Island;
- The full development of the Park and Public Space Master Plan (the Park Master Plan) for the entire Island;
- Ferry service seven days per week to support the uses in the re-tenanting buildings and the expanded Park and Public Space; and
- Future redevelopment of the two South Island Development Zones.

Overall, this analysis considers the potential cumulative impacts of the Proposed Project along with the previously approved Phase 1, which consisted of specific portions of the park and public spaces and infrastructure improvements. This analysis assumes that renovation and re-tenanting of the North Island and full development of the Park Master Plan will be complete in 2022, while the completion of the South Island Development Zones is anticipated by 2030.

This chapter examines the changes in land use and the compatibility of the Proposed Project with zoning and other public policies. Due to the Island’s geographic isolation and lack of adjoining land uses, the study area for this analysis has been defined as the Island itself, the area in which the Proposed Project has the most potential to affect land use or land use trends.

**B. PRINCIPAL CONCLUSIONS**

Overall, this analysis concludes that the Proposed Project would not result in significant adverse impacts with respect to land use, zoning, and public policy, and therefore would not alter the conclusions of the 2011 FGEIS. The proposed zoning map and text amendments (which would be limited to the North Island) would result in a mix of uses that would be compatible with each other and with existing uses on the Island. The Proposed Project would provide a major benefit to the people of New York City and the surrounding region by expanding and improving

publicly accessible open space, allowing that open space to be used year around, and replacing vacant land and outmoded and underutilized buildings with active uses including new institutional, commercial, and other development. The full development of the Proposed Project would work towards fulfilling long-term public policies for the Island and would help achieve the City's waterfront and open space goals.

### **C. SUMMARY OF 2011 FGEIS FINDINGS**

The 2011 FGEIS concluded that the project as approved in 2012 (the Approved Project) would provide a major benefit to the people of New York City and the surrounding region by expanding and improving publicly accessible open space, allowing that open space to be used year-round, and replacing vacant land and outmoded and underutilized buildings with active uses including new institutional, commercial, and other development. Overall, the analysis concluded that the Approved Project would not result in significant adverse impacts with respect to land use, zoning, and public policy.

#### **PHASE 1**

The 2011 FGEIS found that Phase 1 of the Approved Project would have a positive effect on land use by improving existing open spaces on the Island and opening new areas to public access. The proposed open space improvements would support the existing institutional and open space uses, fulfill long-term public policies for the Island, and help achieve the City's waterfront and open space goals. Phase 1 did not require any changes to zoning and was found to be consistent with the deed restrictions that regulate development on the Island.

#### **LATER PHASES**

As described in the 2011 FGEIS, full completion of the Approved Project includes additional open space improvements and up to 3 million square feet of development in re-tenanted historic structures on the North Island and new buildings within two designated development zones on the South Island. The open space improvements of the Later Phases were to provide 32 acres of newly designed open space through the center and perimeter of the South Island. The 2011 FGEIS concluded that, taken together, the open space uses, new uses in the historic structures and in the development zones, and the existing National Monument will support each other by creating active and passive open spaces and enlivening the island with active, full-time uses.

Full development was determined to comply with the deed restrictions; it was anticipated that projects in the two designated development zones would require zoning and other land use approvals. Subsequent discretionary actions were expected to require further environmental review, the extent of which was to be determined. As compared with Phase 1, full development of the Approved Project was determined to go further in fulfilling long-term public policies for the Island and achieving the City's waterfront and open space goals. Therefore, the 2011 FGEIS concluded that the Approved Project would not result in significant adverse impacts with respect to land use, zoning, and public policy.

### **D. METHODOLOGY**

The effects of the Proposed Project on land use, zoning, and public policy are analyzed below for the entire Island, which includes the project site and the National Monument. The study area is the area where the Proposed Project could affect land use. Although the Proposed Project would result in increased visitation through the ferry landings in Lower Manhattan and

Brooklyn, it is not expected that this would materially affect land use at those locations. Therefore, these areas are not considered in this chapter.

The assessment begins with a description of existing conditions that details current land uses, zoning, and applicable public policies. Next, conditions in the future without the Proposed Project are described for both the 2022 and 2030 analysis years. The probable impacts of the Proposed Project are assessed based on a comparison with conditions in the future without the Proposed Project. The analysis of the Later Phases in 2030 considers the potential impacts of the full development of the Proposed Project.

As described in Chapter 2, “Analytical Framework,” and consistent with the methodology employed in the 2011 FGEIS, the analysis of the South Island Development Zones is less detailed since that portion of the Proposed Project is not specifically proposed, defined, or designed. Two development scenarios are analyzed for the South Island Development Zones in the 2030 analysis year: a University/Research Option (URO) and a Mixed-Use Option (MUO).

Various sources were used to prepare this chapter, including field surveys; information supplied by The Trust, the New York City Department of City Planning (DCP), and the New York City Department of Buildings (DOB), and previously published environmental reviews.

## **E. EXISTING CONDITIONS**

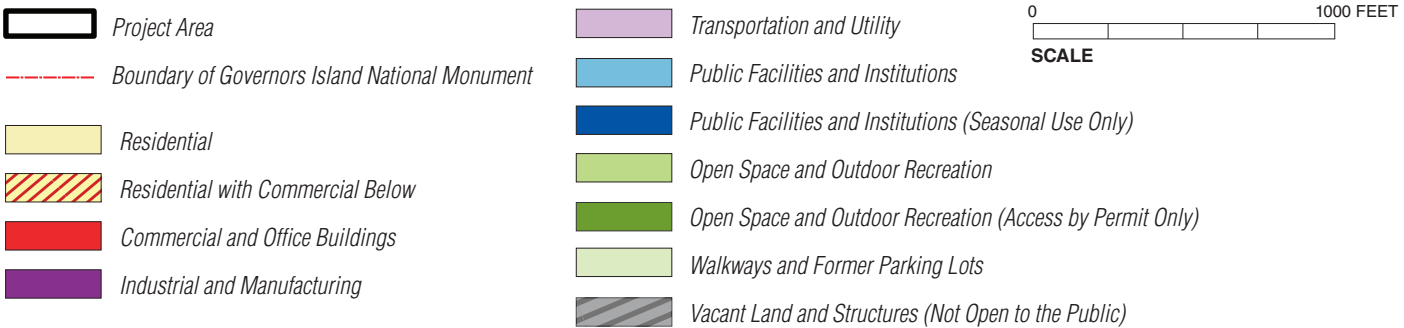
### **LAND USE**

Governors Island currently contains a mix of seasonal open space uses, vacant land and buildings, and institutional and cultural uses (see **Figure 3-1**). For the 2012 season, the public access period was limited to Saturdays, Sundays, and holiday Mondays from Memorial Day weekend in May through late September. In the previous two years, the Island was also open to the public on Fridays during that same period. In 2010, more than 443,000 visitors used the Island to picnic, bike, walk, and participate in on-Island cultural and recreational programming. In 2011, attendance reached 448,000 visitors; with the start of construction and partial closure of the Island in 2012 and the closure on Fridays, attendance was 345,000. Programs have included jazz concerts, a folk concert series with Trinity Church Wall Street and the Governors Island Alliance, a world music concert series with the Lower Manhattan Cultural Council, lectures organized by the City University of New York (CUNY), and the Figment art festival. The Downtown Little League has also used Governors Island’s baseball fields, and the Downtown Boat House has operated a free kayaking program on the Island. Finally, seasonal public art installations have also been an important part of the Island’s ongoing programming.

Access to the Island is provided by ferries from the Battery Maritime Building (BMB) in Lower Manhattan to Soissons Landing, and from Pier 6 in Brooklyn and Pier 11 in Manhattan to Pier 101. The ferry from the BMB to Soissons Landing operates year-round to transport Island employees, students, and artists, as well as major influxes of visitors during the public access season. Ferries to Pier 101 operate only during the public access season.

### **PROJECT SITE**

The North Island includes 40 acres of park and public space administered by The Trust and includes the Parade Ground and open spaces in and around Nolan Park and Colonels Row. The North Island also contains numerous vacant historic buildings including the Commanding Officer’s Quarters, which is open to visitors during the public access period. There is also a promenade along the perimeter of the Island that provides sweeping views of New York Harbor.



NOTE: Some buildings under Trust control are used seasonally.

## **Governors Island—North Island Re-Tenancing and Park and Public Space Master Plan**

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Existing institutional uses on the North Island include the offices of The Trust; the Lower Manhattan Cultural Council's artist studios and exhibit space; and the Urban Assembly New York Harbor School, a New York City public high school. Seasonal concessions accessory to the park and public space include an entertainment and food concession adjacent to Soissons Dock, a bicycle rental concession with two locations, and a variety of small food concessions.

South of Division Road, the 80-acre South Island includes Picnic Point which is open during the public access period as well as areas that are under construction pursuant to Phase 1 of the Approved Project. The remainder of the South Island contains vacant land, Island maintenance facilities, and modern nondescript residential, institutional, and military buildings, none of which are open to the public. Demolition of vacant buildings was evaluated in 2008 as part of GIPEC's Enhanced Public Access program. To date, 18 structures on the South Island and 5 structures on the North Island (all of the latter were non-contributing buildings within the National Historic Landmark and the New York City Governors Island Historic District) have been demolished<sup>1</sup>, including the former school, motel, bowling alley, pool house, dining hall and a number of housing structures.

### *STUDY AREA*

The only other use on the Island is the National Monument, a 22-acre site on the North Island that features two major historic structures, Fort Jay and Castle Williams, as well as grass fields, a parking lot, and some modern buildings. When the National Monument is open to the public, the NPS offers guided tours and special event programming.

### **ZONING AND DEED RESTRICTIONS**

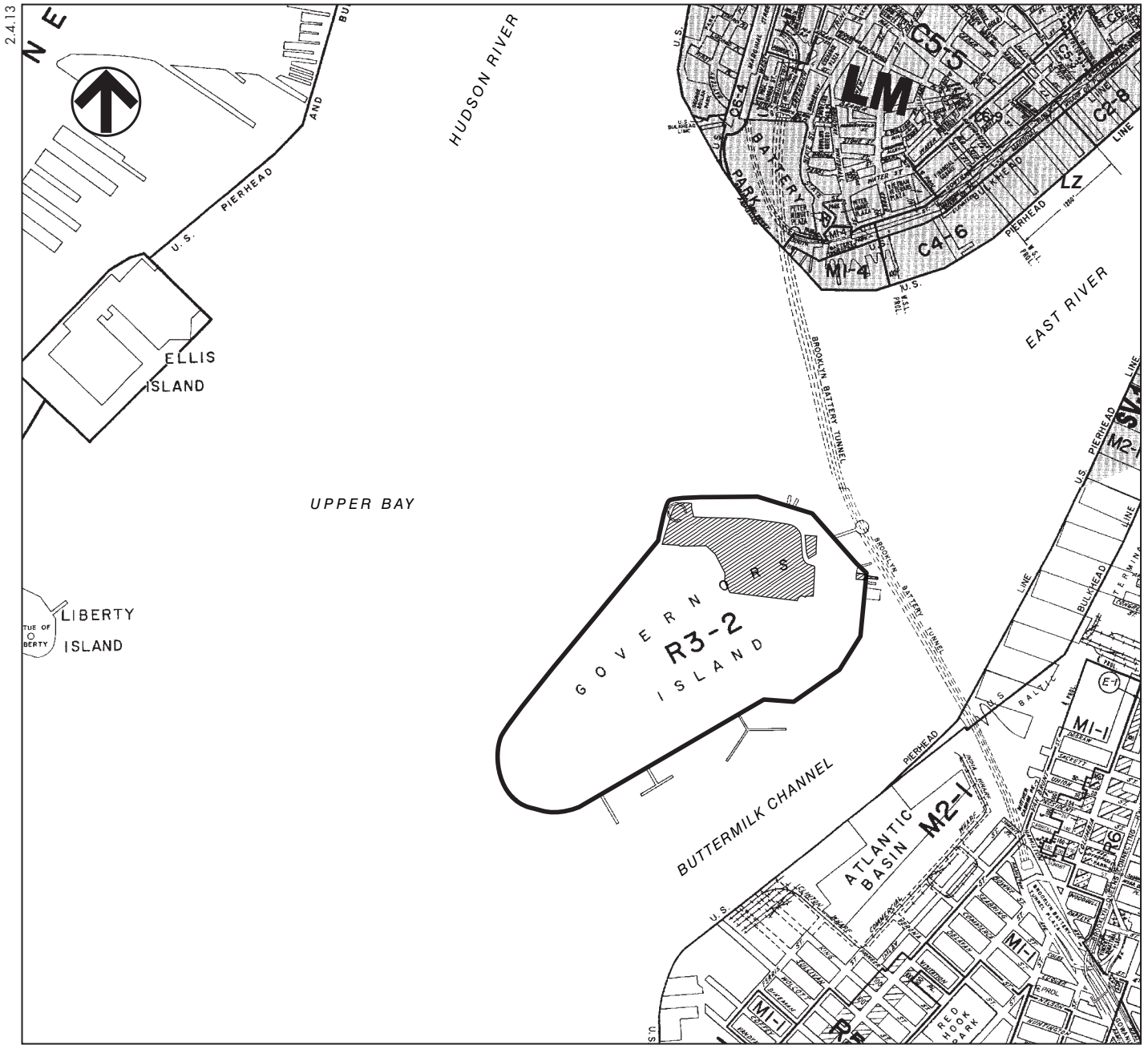
Governor's Island is zoned R3-2 (see **Figure 3-2**). Typically, R3-2 districts are general residence districts that allow a variety of housing types ranging from detached and semi-detached one and two-family residences, to low-rise attached houses, to small multi-family apartment houses. It is the lowest density zoning district in which multiple dwellings are permitted. The maximum building height is 35 feet. The maximum floor area ratio (FAR) for residential buildings is 0.5, which can be increased to 0.6 with an attic bonus. The maximum FAR for community facility uses is 1.0. Since the project site contains approximately 6,534,000 square feet, the allowable floor area is between 3,267,000 square feet and 6,534,000 square feet. Uses in R3-2 districts are restricted to residential uses and community facility uses. Permitted use groups in R3-2 districts are residential use groups 1 (single-family detached residential development) and 2 (all other types of residential development for permanent occupancy); and community facility use group 3 (schools, libraries, museums, dormitories, etc) and 4 (houses of worship, community centers, hospitals, etc). Commercial uses, semi-industrial uses, and manufacturing uses are not permitted.

The Island is a single zoning lot and constitutes a waterfront block and, therefore, any developments or enlargements may also be subject to the special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access.

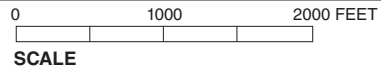
The Island's previous use as a military base predated the New York City Zoning Resolution, and even when zoning was promulgated, zoning regulations were not applicable to the Island under

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<sup>1</sup> Demolition since 2008 has included the following: South Island Buildings 940, 942, 944, 946, 948, 950, 952, 954, 956, 958, 702, 711, 776, 778, 779, 785, 825, and 844; and North Island Buildings 146, 147, 148, 293, and 400X. South Island Buildings 855, 866, and 877 are scheduled for or in the process of demolition in 2013, with demolition of Building 309 in 2013 pending funding.



- Project Area
- Governors Island National Monument
- Zoning District Boundary



federal or later New York State ownership. While the open space, the Harbor School, and the offices of The Trust are allowable, some other existing uses do not conform to the R3-2 zoning regulations in terms of use, and other uses may be allowed only as accessory to the park. As such, when control of the Island was transferred from the state to the City, the City approved a zoning override to allow the continuation of existing interim uses that support the public's use and enjoyment of the park. These uses include accessory uses like The Trust's maintenance and operations facilities, food (such as mobile food vendors) and entertainment, bicycle rental concessions, day camps, and the Trapeze School as well as dining and entertainment facilities (such as the one at the Soissons Concession Site), ferry and water taxi docks, and art studio and handcraft sales.

Governor's Island is also subject to restrictions in the Federal transfer deed that require certain uses, allow specific uses, and prohibit others. First, the Island must be developed for public benefit uses. The most significant requirements are that 40 acres of the Island be developed as public open space and that 20 acres be set aside for educational uses. Allowable uses include hotel/hospitality development, health care, commercial office uses, retail, entertainment, and recreational uses. Prohibited uses are residential (except as otherwise permitted in the deed, such as student and faculty housing, which are considered educational uses), gaming, and power generation for use off-Island. The residential restriction does not prohibit short-term or extended-stay accommodations.

## **PUBLIC POLICY**

### *PLANNING FOR GOVERNORS ISLAND*

The Governors Island Preservation and Education Corporation (GIPEC) was established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC) to plan for the redevelopment of the 150 acres of the Island that are not part of the National Monument. Its objectives included the following:

- Protect, rehabilitate, and reuse historic buildings and landscapes and eliminate blighted conditions;
- Create a major public resource with public access;
- Provide for maximum opportunity for participation by private enterprise, consistent with the sound needs of the municipality as a whole; and
- Utilize Sustainable Development.

The transfer from the federal government to GIPEC took place in January 2003.

The Governors Island Park and Public Space Master Plan has been created through a planning process that has included extensive input from the public. In 2006, GIPEC conducted an international competition to design the park and public spaces and the winning design team was selected in December 2007. In 2008 GIPEC initiated an Enhanced Public Access program, approved creation of the Harbor School, a temporary food and entertainment facility north of Buildings 110–112, and artist studios in Building 110.

In April 2010, Mayor Bloomberg and Governor Paterson agreed that the primary responsibility for the long-term development, funding, and governance of Governors Island should reside with New York City; as of July 2010, that responsibility was transferred to the City and is now under the direction of The Trust.

*PLANYC 2030*

In April 2007, the Mayor’s Office of Long-Term Planning and Sustainability released *PlaNYC: A Greener, Greater New York*. An update to PlaNYC in April 2011 built upon the goals set forth in 2007 and provided new goals and strategies. PlaNYC includes policies to address challenges related to population growth, aging infrastructure, economic competitiveness, air and water quality, and global climate change. The goals related to the Proposed Project include:

- Create and upgrade flagship parks;
- Reduce pollution by implementing infrastructure upgrades, and using best management practices to prevent stormwater from entering the sewer system;
- Implement natural strategies such as planting 1 million trees;
- Incorporate sustainability through the design and maintenance of all public space;
- Support and encourage stewardship;
- Ensure that all New Yorkers live within a 10-minute walk of a park;
- Create or enhance a public plaza in every community; and
- Improve collaboration between City, state, and federal partners.

*WATERFRONT REVITALIZATION PROGRAM*

The New York City Waterfront Revitalization Program (WRP) is the City’s principal coastal zone management tool. As originally adopted in 1982 and revised in 1999, it establishes the City’s policies for development and use of the waterfront. Proposed revisions to the WRP are discussed below under Section F, “The Future Without the Proposed Project.” All proposed actions subject to City Environmental Quality Review (CEQR), Uniform Land Use Review Procedure (ULURP), or other local, state, or federal agency discretionary actions that are situated within New York City’s designated Coastal Zone Boundary must be reviewed and assessed for their consistency with the WRP. Section H, below, provides a detailed analysis of the compatibility of the Proposed Project with WRP policies.

*COMPREHENSIVE WATERFRONT PLAN*

In March 2011, DCP released *Vision 2020: New York City Comprehensive Waterfront Plan*. The plan articulates eight goals for New York City’s waterfront:

- Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.
- Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.
- Support economic development activity on the working waterfront.
- Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities.
- Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.
- Enhance the public experience of the waterways that surround New York—our Blue Network.
- Improve governmental regulation, coordination, and oversight of the waterfront and waterways.



- Identify and pursue strategies to increase the City’s resilience to climate change and sea level rise.

The Comprehensive Waterfront Plan lays out strategies to achieve each goal and complements those strategies with the New York City Waterfront Action Agenda, a set of projects chosen for their ability to catalyze investment in the waterfront. Governors Island open space development, restoration of historic open spaces, and improvements to the access piers are noted as action agenda projects for the goal of expanding public access. In addition, the plan references Governors Island in the context of a number of the goals. For instance, the plan notes the importance of the Governors Island Historic District on the North Island as an opportunity to showcase the City’s maritime past and provide a venue for contemporary programming, and recognizes that events on the Island are an important tool for increasing public awareness of the harbor. The plan also notes that the Harbor School provides important opportunities for training students for jobs in the maritime industry, thereby supporting the City’s working waterfront and utilizing the harbor as a teaching tool.

## **F. THE FUTURE WITHOUT THE PROPOSED PROJECT**

### **2022 ANALYSIS YEAR**

In the future without the Proposed Project, it is assumed that Governors Island will continue to operate as an open space resource as previously anticipated with Phase 1 of the Approved Project. Phase 1 park and public space improvements are now under construction with an expected completion date in 2013. Water main and seawall improvements are expected to be completed by 2014. Visitation is dependent on certain factors that can be controlled, such as the ability to access the Island (number of operating days and hours, ferry capacity, and frequency). Public outreach and enhancements in recent years have made Governors Island a highly visited summer weekend destination, and at peak times, ferries already operate at capacity.

#### *LAND USE*

In the future without the Proposed Project, land use on the Island will not substantially change from existing conditions—the North Island will contain a mix of seasonal open space uses and institutional and cultural uses as well as the National Monument. Vacant historic buildings would remain vacant. The South Island will continue to contain open space uses and vacant land.

Phase 1 park and public space improvements are now under construction with an expected completion date in 2013. These include Soissons Landing, the South Battery, Liggett Terrace, and a multipurpose lawn area on the Parade Ground that could support baseball, softball, soccer, and pick-up games. Approximately 23 acres of new open space in the center of the South Island would become Hammock Grove and the Play Lawn. Passive open space improvements would include new lawns, trees, and other vegetation; public plazas; pedestrian furniture (i.e., benches, tables, chairs); way-finding elements; places for public art; and water features.

Phase 1 would not result in the construction of any substantial buildings, and the proposed open space uses would be compatible with existing land uses on the Island including the Harbor School, Water Taxi Beach, artists’ studios and visitation to the National Monument.

The South Island will contain a mix of open space uses and vacant land. Demolition of existing buildings on the South Island and limited demolition on the North Island (non-contributing elements within the National Historic Landmark and the New York City Governors Island Historic District), was evaluated in 2008 and 2012; as described above under “Existing

Conditions—Project Site” some demolition has taken place and additional demolition is underway or planned.

Water main and seawall improvements are expected to be completed by 2014.

Without the Proposed Project there are no specific plans to develop educational uses (beyond the two Harbor School facilities) on the 20 acres required by the deed restrictions to be set aside for that purpose.

#### *ZONING AND DEED RESTRICTIONS*

In the future without the Proposed Project, no changes in R3-2 zoning are anticipated. The zoning override will continue to permit uses which support the park use but which would not normally be allowed under R3-2 zoning. While the open space provisions of the deed restrictions would be met, and 20 acres could be set aside for educational uses, no educational facilities would be developed beyond the existing Harbor School.

#### *PUBLIC POLICY*

In the future without the Proposed Project, the goals of the public policies relating to the project site would not be fully met. The goals of The Trust (and of GIPEC previously) would not be fully realized. Other waterfront and general development policies of the City including PlaNYC, the Comprehensive Waterfront Plan, the waterfront action agenda, etc., would not be fully supported.

DCP has proposed revisions to the WRP in order to advance the long-term goals for the waterfront. The proposed changes are intended to enhance sustainability and climate resilience planning through the incorporation of climate change considerations. The proposed revisions to the WRP are also intended to promote various ecological objectives, facilitate interagency review of permitting to preserve and enhance maritime infrastructure, and support a thriving, sustainable working waterfront. Following referral by the City Planning Commission in March 2012, the revisions to the WRP are undergoing public review following the New York City Charter Section 197-a process for community input and adoption. Following all local approvals (which are expected in mid-2013), the New York State Department of State and the United States Department of Commerce must also approve the proposed revisions (expected to take an additional year).

#### **2030 ANALYSIS YEAR**

In the 2030 Future without the Proposed Project, no additional changes to background conditions are anticipated.

### **G. PROBABLE IMPACTS OF THE PROPOSED PROJECT**

#### **2022 ANALYSIS YEAR**

##### *LAND USE*

In addition to the existing re-tenanted buildings, more than 1.2 million square feet of vacant space in existing historic structures on the North Island are expected to be re-tenanted under the Proposed Project. As a result of this proposed reuse, historic buildings would be restored and maintained (see Chapter 5, “Historic and Cultural Resources).

A non-historic addition to Liggett Hall as well as a non-historic addition to the Dispensary building (or Post Hospital) could be renovated or could each be demolished and replaced with new structures

of the same floor area. In addition, a new structure would be constructed on the Soissons Concession Site, the open area north of Building 110 immediately west of Soissons Landing; this structure would provide restaurant and support space for the adjacent event space. Similar to renovation of historic structures, design and construction of new structures on the North Island is subject to the requirements of the *Governors Island Historic District Preservation and Design Manual*.

The re-tenanting of the North Island would introduce new land uses. As described in Table 1-2, two options—a University/Research Option and a Mixed-Use Option—have been developed for analysis purposes. These two scenarios are based on the characteristics of the historic buildings. Potential uses include university, student dormitory, hotel, movie theater, office, service retail/restaurant, artists' studio, cultural uses, and public school. As part of the re-tenanting, it is required that historic buildings are restored according to the *Governors Island Historic District Preservation and Design Manual*, which was developed to help guide the reuse of the Historic District portion of the Island.

Besides offices for The Trust and its contractors, the historic buildings on the North Island may house offices for not-for-profit entities, university uses, dormitories, commercial office uses, water transportation support uses, cultural uses (including small galleries, artist studios, or museums), entertainment uses, conference center/hotel, other commercial uses, service retail/restaurant, and educational uses (similar to the Harbor School).

As set forth in **Appendix A**, the uses within the proposed Special Governor's Island District would promote the goals of the district, complement existing uses within the district, and would be compatible with the nature, scale and character of other uses within the district.

Considering the two potential development scenarios identified for analysis, the Mixed-Use Option would result in a greater amount of office space and cultural space, while the University/Research Option would have fewer of those elements but would contain a greater amount of university space. Either option would have an equal number of residents (students housed in dormitories). The Mixed-Use Option would have a greater number of office workers, while the University/Research Option would have more teachers and students.

With the re-tenanting of the historic buildings, the North Island would be much more densely populated than in the future without the Proposed Project. The North Island would contain 1.35 million square feet of development in 70 acres (0.44 FAR), interspersed with various park and public space areas. Some potential uses, such as the student housing, would hark back to earlier uses on the military base and some uses such as the university uses would be new to the Island. All the anticipated uses would be supportive of the existing uses, appropriate for the site, and compatible with each other, and in keeping with the public purpose objectives for the Island. The likely retail and restaurant uses would be appropriate given the increased population on the Island and the need to provide services for this population. Office, retail, restaurant, cultural, and public school uses would be consistent with existing uses on the site, which include a mixture of institutional, public school, commercial, and cultural uses. The proposed university uses as well as the conference center/hotel would also be consistent with the purpose for developing the Island and would enhance the Island's viability as a regional destination. The proposed restoration of historic buildings in the North Island would complement the historic nature of the National Monument. New populations would be introduced to the North Island that could visit and enjoy the National Monument. Overall, the proposed uses would be expected to improve land use conditions on the Island and enliven the site by adding a mixture of appropriate uses to underutilized and vacant buildings.

The Proposed Project would include the open space improvements identified in the 2011 FGEIS as the “Later Phases—Park and Public Spaces.” The 2011 FGEIS assumed that these would be completed in 2030; however, the Proposed Project now anticipates their completion by 2022. These open space improvements would add 32 acres of newly designed open space through the center and perimeter of the South Island. These open spaces would include the creation of the Great Promenade along the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow.

In conjunction with the open space improvements of Phase 1 of the Approved Project, the Proposed Project would vastly increase the recreational opportunities on the Island and have a positive effect on land use and increase public access. These proposed park improvements would replace vacant and unused areas of the Island, which detract from the use and enjoyment of the Island. The proposed open space uses would be compatible both with the existing land uses on the project site and visitation to the National Monument. The Proposed Project would transform underutilized space into high quality, publicly accessible open space, with a mix of passive and active uses. The Proposed Project would also make accessible portions of the Island that are currently closed to the public.

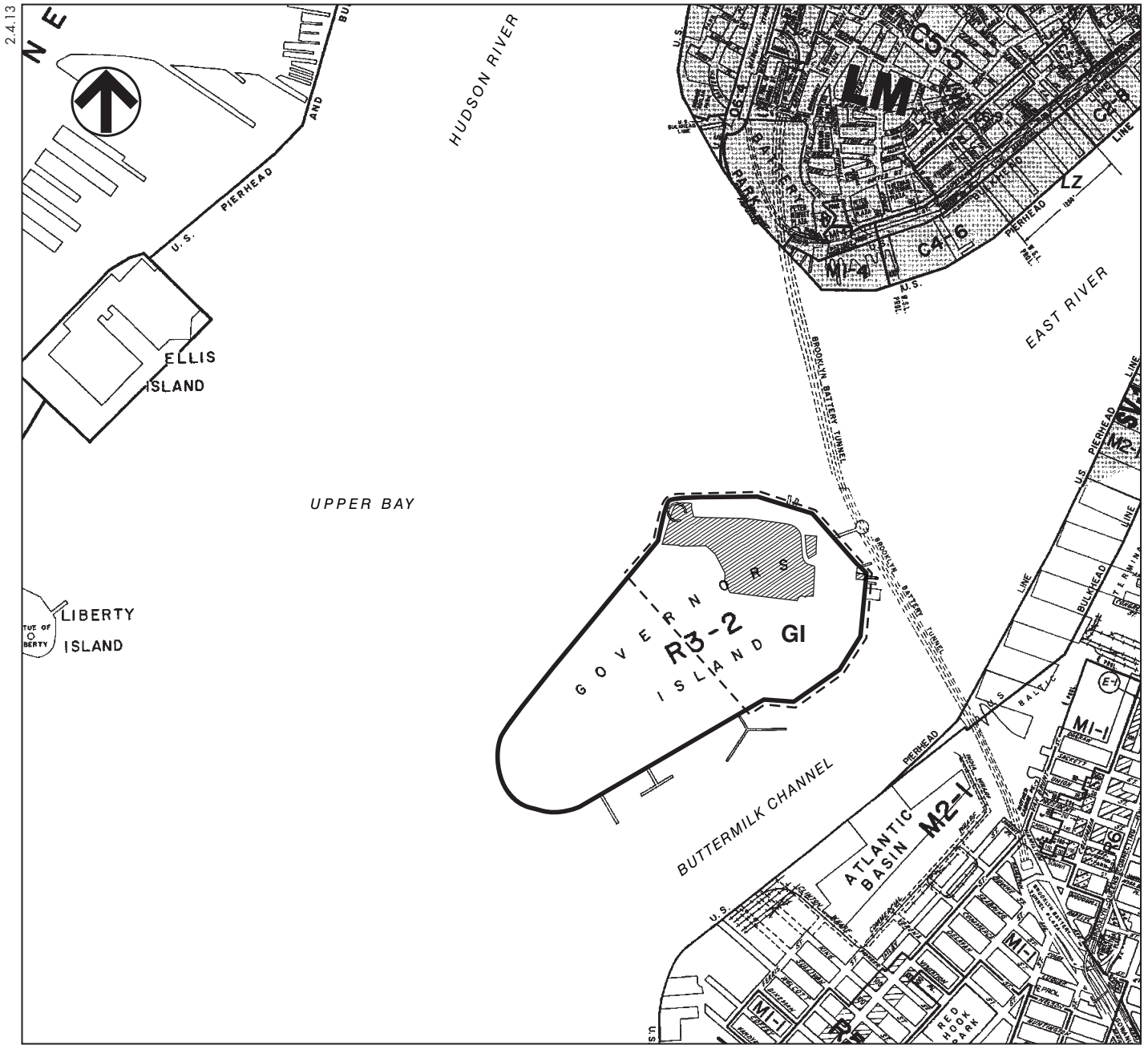
Overall, the re-tenancing of the North Island and the completion of the Park and Public Spaces by 2022 would work towards revitalizing the Island by creating an active mix of compatible land uses, rehabilitating and reoccupying underutilized historic structures, and creating a world-class open space destination in New York Harbor. As such, no significant adverse land use impacts are anticipated as a result of the Proposed Project by 2022.

#### *ZONING AND DEED RESTRICTIONS*

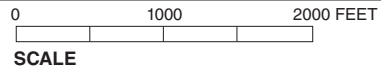
The Proposed Project would create and map the Special Governors Island District on the North Island; the underlying R3-2 zoning designation would remain in place (see **Figure 3-3**). The zoning text amendment and zoning map amendment required to create the Special District would apply only to the North Island and would have no effect on zoning in other areas. The purpose of the proposed Special District zoning is to:

- Promote public use and enjoyment of the Island as a recreational destination that draws upon its location in New York Harbor with singular views and natural beauty;
- Encourage educational and cultural uses such as the arts, music and dance which bring the public to the Island to enjoy cultural events in a unique setting of historic buildings and green spaces;
- Promote public use of the island for water related recreational and educational activities that benefit from its unique Island setting;
- Preserve historic buildings in the historic district and encourage their renovation and redevelopment for appropriate educational, cultural, and commercial uses;
- Facilitate commercial uses including, but not limited to hotels, restaurants, retail, arts and crafts galleries and related uses that enhance and support the educational, cultural and recreational uses of the Island and are compatible with the primary use of the Island by the public as a recreational resource; and
- Promote the most desirable use of land and thus conserve the value of land and buildings, and thereby protect the City’s tax revenues.

The Special District is intended to serve as a catalyst for re-tenancing and reuse of the North Island’s historic structures. Within the Special Governors Island District, commercial uses that



- Project Area
- Governors Island National Monument
- Zoning District Boundary
- Special Governors Island District



promote the goals of the Special District, complement existing uses within the district, consistent with the deed, and are compatible with the nature, scale and character of other uses within the district would be permitted. The Special District text would include provisions for a process of public review of any proposed commercial uses. In terms of bulk, for commercial uses, the floor area regulations of a C1 District mapped within an R3-2 District shall apply. In addition, the waterfront zoning provisions of Section 62-341 shall apply to all buildings in the District. The full proposed zoning text amendment for the District is presented in **Appendix A**.

The Proposed Project would not modify the deed restrictions, and all uses contemplated would comply with such restrictions.

### *PUBLIC POLICY*

Implementation of the Proposed Project by 2022 would be consistent with applicable public policy. It would be a major step in realizing the physical goals of The Trust in its plan for the Phased Redevelopment of Governors Island, building upon the Phase 1 improvements. The Proposed Project would result in public open space improvements in a waterfront location, which is consistent with PlaNYC and the Comprehensive Waterfront Plan. The proposed waterfront and waterfront-adjacent open space would provide a major new open space resource for New York City and the region. Further, the Proposed Project would be consistent with a Citywide trend for the adaptive reuse of historic waterfront areas. In addition, the Proposed Project complements City waterfront policies that encourage public access, provision of open space, and economic development along the waterfront. The Proposed Project, by adding new open space, cultural space, commercial space, institutional uses, and university uses (including ancillary student dormitory uses) along the waterfront, would revitalize the Island while fulfilling The Trust's mission, ensuring financial sustainability, and complying with all applicable policies and use regulations. The consistency of the Proposed Project with applicable public policy is analyzed in greater detail below.

### *Planning for Governors Island*

By 2022, the Proposed Project would achieve the four strategic objectives of The Trust:

- Expanded public access would be provided by development of the Park and Public Spaces plan and re-tenanting of the North Island historic buildings;
- The park and open space plan would be completed;
- Re-tenanting of the North Island historic buildings and public investment in both the park and open space plan and improved infrastructure would stabilize the Island's historic resources; and
- The public and private mixed-use development would be achieved over a multi-year, multi-phase process.

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

*PlaNYC 2030*

The Proposed Project would be consistent with the applicable goals of PlaNYC. The consistency of the Proposed Project with each applicable PlaNYC 2030 goal (as articulated in the 2011 update) is analyzed below.

- **Create and upgrade flagship parks.** The Proposed Project would result in a new 87-acre flagship park that would become a major open space resource for the region.
- **Incorporate sustainability through the design and maintenance of all public space.** The Proposed Project incorporates sustainable design principles in numerous ways. The Park Master Plan calls for new topography shaped around the elevation of the projected 100-year flood in 2100—to account for projected sea level rise, enrichment of soils, and plantings that focus on native as well as locally adapted species to provide sustainable habitats. Where practicable, the Proposed Project would reuse materials from demolished buildings and parking lots. Replacing acres of impervious surfaces with lawn, plantings, and permeable paving would also reduce stormwater runoff and the urban heat effect. Further, stormwater would be collected and managed on site to minimize runoff into the estuary. The stormwater would also be used for irrigation and to replenish the proposed Wetland Gardens. As the Proposed Project advances into detailed design, sustainability principals would focus on recycling, minimizing waste, and sustainability strategies for the specification, construction, operations and maintenance of the public spaces and park buildings.
- **Support and encourage stewardship.** The Proposed Project was devised through a thorough public participation process that incorporated the ideas of thousands of New Yorkers and therefore encourages public stewardship of the Island. Outreach methods included community meetings; online exhibition of competition proposals; outreach to recreational, civic and cultural groups; email suggestions; workshops; surveys of Island visitors; exhibits in Manhattan and on Governors Island; and blog postings. More than 1,900 New Yorkers of all ages made suggestions as part of a summer 2008 exhibit on-Island.
- **Improve collaboration between City, state, and federal partners.** The Proposed Project is the result of collaboration between the City, New York State, and the federal government and would serve as an example of successful collaboration between different levels of government to produce a major open space resource and vital new development in New York Harbor.

*Comprehensive Waterfront Plan*

The Later Phases would be consistent with the applicable goals of the Comprehensive Waterfront Plan, as described below.

- **Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.** The Proposed Project would result in the development of a major regional open space resource that would attract New Yorkers to the waterfront. The Great Promenade, in particular, would showcase the Island's sweeping view of New York Harbor and give residents and visitors of the Island immediate proximity to the waterfront. The Proposed Project represents a major improvement in public access to the waterfront.
- **Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.** The Proposed Project would result in a mixed-use development in a waterfront location that would integrate open space with commercial, institutional, cultural,

and residential uses. The mix of uses would attract the public to the waterfront and create an attractive destination for the region.

- **Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities. Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.** The Proposed Project addresses water quality by replacing acres of impervious surfaces with lawn, plantings, and permeable paving that would reduce stormwater runoff. Further, stormwater would be collected and managed on site to minimize runoff into the estuary. The stormwater would also be used for irrigation and to replenish the proposed Wetland Gardens, benefiting a natural habitat. The Proposed Project would result in 87-acres of active and passive public open space and would therefore provide a major new recreational resource. The Proposed Project would create a new waterfront community that would be integrated with open space uses.
- **Enhance the public experience of the waterways that surround New York—our Blue Network.** The Proposed Project would draw the public to New York Harbor, the setting of Governors Island, and would require the use of maritime transportation, thus increasing the interaction of New Yorkers and their waterways. The Proposed Project would result in an attractive waterfront-oriented, mixed-use development, including a world-class park. Therefore, the Proposed Project is supportive of this goal.
- **Identify and pursue strategies to increase the City’s resilience to climate change and sea level rise.** The Proposed Project would address climate change and sea level rise by reshaping the topography of the Island to reflect the elevation of the projected 100-year flood in 2100.

## 2030 ANALYSIS YEAR

### *LAND USE*

In addition to the open space improvements made in Phase 1, the re-tenanting of historic buildings on the North Island and completion of the park and public spaces, the development of new buildings and uses in the two future development zones on the South Island would take place by 2030. Completion of the Phased Redevelopment of Governors Island would be substantially the same as described in the 2011 FGEIS. While the mix of uses would be somewhat different than those analyzed in the 2011 FGEIS, there would still be the same amount of overall development. There are no new land uses contemplated under the Proposed Project that were not analyzed in the 2011 FGEIS. Therefore, the full development of the Proposed Project in 2030 would not alter the conclusions of the 2011 FGEIS with regard to land use.

The South Island would be developed with 1.625 million square feet of new uses in 80 acres and would be confined to the 33-acre development zones. Some potential uses, such as the faculty and student housing, would recall earlier uses on the military base and some uses such as the research facilities would be new to the Island. Although the future uses in these two areas have not yet been specifically proposed, determined, or defined, potential uses on the Island are limited by the land use and historic resource covenants contained in the transfer deed from the federal government. While some of the potential uses may require some additional form of zoning relief, all the anticipated uses would be compatible with existing uses and those anticipated to be introduced by 2022.



## **Governors Island—North Island Re-Tenancing and Park and Public Space Master Plan**

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The contemplated uses identified in Table 2-1 would be substantially the same as the uses considered in the 2011 FGEIS. The existing buildings within the development zones would be removed to allow for redevelopment. It is assumed that new buildings on the South Island could be designed to provide flexible academic (including dorms and faculty housing) and/or research and teaching space, or similar uses. It is anticipated that a second major use could be a conference center/hotel. It is anticipated that Yankee Pier would be the point of access for the new land uses in the development zones. These uses would be compatible with the re-tenancing of the North Island historic structures as well as the Park and Public Space Plan that would be complete by 2022.

Considering the two potential development scenarios identified for analysis, upon full completion of the Proposed Project, the Mixed-Use Option would result in a greater amount of office space and cultural space, while the University/Research Option would have fewer of those elements but would contain a greater amount of university space. The mixed-use option would have more residents (living in student dormitories and faculty housing) than the University/Research Option. The Mixed-Use Option would have a greater number of office workers, while the University/Research Option would have more teachers and students.

Overall, the proposed uses would be expected to improve land use conditions on the Island and enliven the site by adding a mixture of appropriate uses on underutilized land and vacant buildings. The full development of the Proposed Project would create a major mixed-use regional destination with open space, academic, commercial, institutional, and cultural uses. The Proposed Project would represent a beneficial change in land use by replacing abandoned or inaccessible areas with a world class park and complementary mixture of uses. The open space improvements would be a major benefit to existing and future Island users and the City as a whole. Overall, no significant adverse land use impacts are expected to result from the full development of the Proposed Project.

### ***ZONING AND DEED RESTRICTIONS***

It is anticipated that all development with the Proposed Project would conform to the deed restrictions on the Island. The Later Phases would result in open space and educational uses, as mandated. Uses prohibited by the deed restrictions, such as power generation for off-Island consumption, gaming, or residential uses that are independent of educational, health care, or hotel uses, are not contemplated as part of the Proposed Project. While the full development of the Proposed Project is expected to require additional zoning and land use actions, such actions are allowed under the Zoning Resolution and are frequently approved in response to changes in the policy goals of the City, its institutions, and its property owners. As noted above, future discretionary actions would be subject to a separate environmental review and approval. Overall, there would be no adverse impacts to zoning or to the deed restrictions on the Island.

### ***PUBLIC POLICY***

#### ***Planning for Governors Island***

As noted above, the Proposed Project would achieve key strategic objectives of The Trust. The Proposed Project, by adding new open space, cultural space, commercial space, institutional uses, and academic space (including ancillary residential uses) along the waterfront, would revitalize the Island while fulfilling The Trust's mission, ensuring financial sustainability, and complying with all applicable policies and use regulations.

*PlaNYC 2030*

The full development of the Proposed Project in 2030 would be consistent with the goals of PlaNYC applicable to the Proposed Project, as described in detail above for 2022—the Proposed Project would upgrade existing open spaces; create a new flagship park that would become a major open space resource for the region; and incorporate sustainability through topography and plantings, reuse of materials, and stormwater management. As also described above, the Proposed Project was developed to support and encourage stewardship through workshops and public input, and represents a significant collaboration between City, state, and federal partners.

*Comprehensive Waterfront Plan*

The full development of the Proposed Project would be consistent with the applicable goals of the Comprehensive Waterfront Plan. The Proposed Project would result in the development of a major regional open space resource that would attract New Yorkers to the waterfront. The Proposed Project would enliven the waterfront with a mixed-use development that would integrate open space with commercial, institutional, cultural, and residential uses. The Proposed Project would also address water quality by replacing impervious surfaces with pervious surfaces and collecting and managing stormwater to minimize runoff into the estuary. The Proposed Project would increase the interaction of New Yorkers and their waterways. The Proposed Project would address climate change and sea level rise by reshaping the topography of the Island to reflect the elevation of the projected 100-year flood in 2100.

*Waterfront Revitalization Program*

A consistency assessment of the WRP is provided below.

## **H. WATERFRONT REVITALIZATION PROGRAM**

Governors Island is located within the City’s designated Coastal Zone Boundary. In accordance with the guidelines of the *CEQR Technical Manual*, an evaluation of the Phased Redevelopment of Governors Island’s consistency with WRP policies was undertaken, and the City has determined that the Proposed Project is consistent with the policies of the WRP. The Consistency Assessment form and supporting material is included as **Appendix E**. \*