

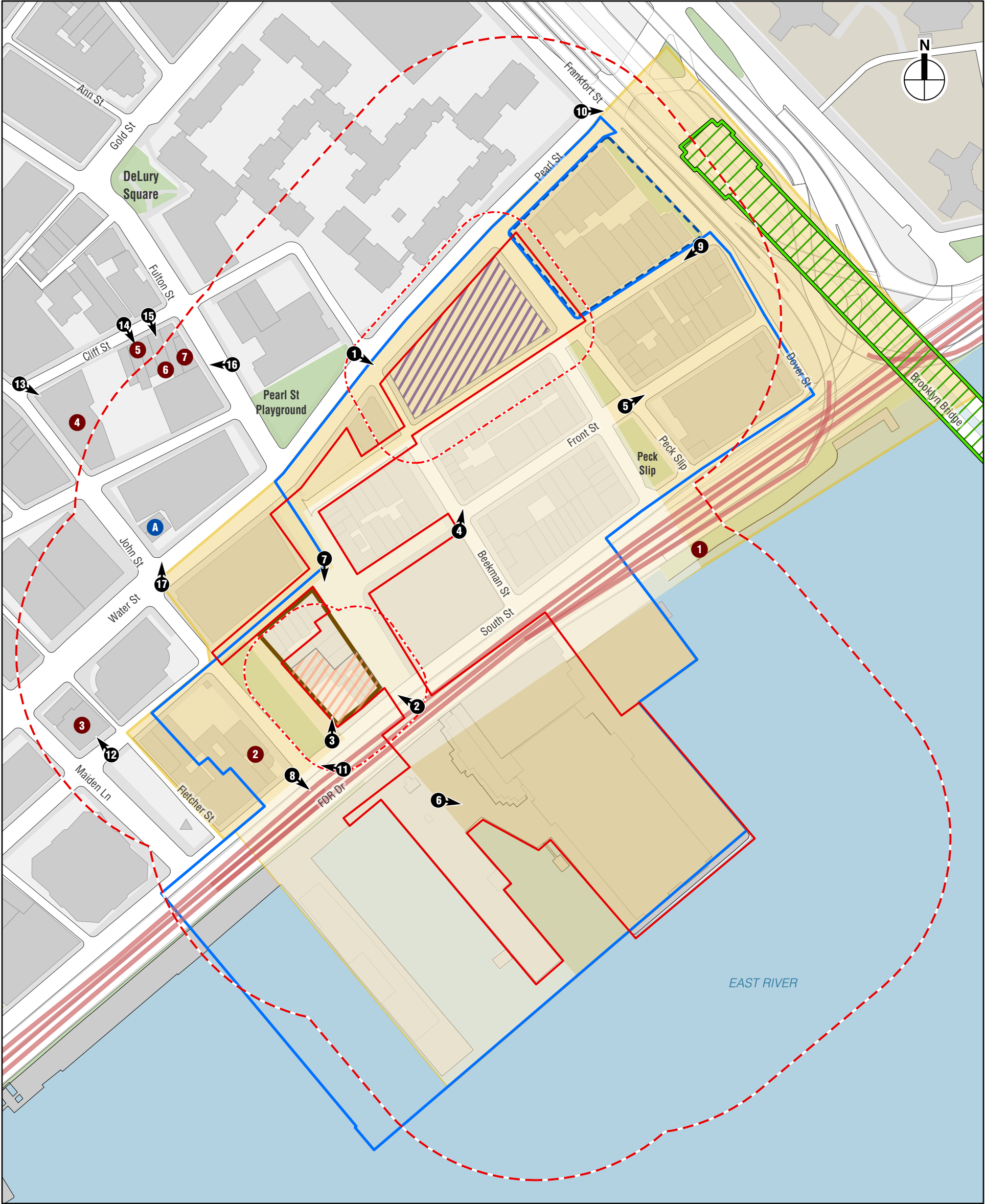
A. INTRODUCTION

This chapter considers the potential of the ~~Proposed Project~~previously proposed project to affect historic and cultural resources, both archaeological and architectural, in the South Street Seaport neighborhood of Lower Manhattan.¹ The ~~Proposed Project~~previously proposed project would consist of the development of an approximately 680,500-gross-square-foot (gsf) mixed-use building containing market-rate and affordable housing, retail, office, and community facility spaces along with parking on the Development Site at 250 Water Street (Block 98, Lot 1), as well as the restoration, reopening, and potential expansion of the South Street Seaport Museum (the Museum) on the Museum Site at 89-93 South Street, 2-4 Fulton Street, and 167-175 John Street (Block 74, a portion of Lot 1). The ~~Proposed Project~~previously proposed project would also include operational changes to facilitate passenger drop off on the Pier 17 access drive as well as minor improvements to the Pier 17 access drive area and building, and may also include streetscape, open space, or other improvements (e.g., planters) in the remainder of the Project Area. The Project Area is located within the boundaries of the New York City Landmark (NYCL) South Street Seaport Historic District and Historic District Extension, which are also listed on the State and National Registers of Historic Places (S/NR) (see **Figure 6-1**). The NYCL and S/NR historic districts have different boundaries. In addition, the Museum Site is located within the NYCL and S/NR-listed Schermerhorn Row Block. The historic and cultural resources study area for the ~~Proposed Project~~previously proposed project has been defined as the area within 400 feet of the Project Area.

The 2020 *City Environmental Quality Review (CEQR) Technical Manual* identifies historic and cultural resources as districts, buildings, structures, sites, and objects of historical, aesthetic, cultural, and archaeological importance. This includes designated NYCLs; properties calendared for consideration as landmarks by the New York City Landmarks Preservation Commission (LPC); S/NR-listed properties or properties contained within a district listed in or formally determined eligible for S/NR listing; properties recommended by the New York State Board for listing on the S/NR; National Historic Landmarks; and properties not identified by one of the programs listed above, but that meet their eligibility requirements.

The *CEQR Technical Manual* recommends that a historic and cultural resources assessment be performed if a proposed action would result in any of the following actions even if no known historic resources are located nearby: in-ground disturbance; new construction; physical alteration of any building; the change in scale, visual context, or visual setting of any building, structure, object, or landscape feature; or the screening or elimination of publicly accessible views. Since

¹ Since the publication of the DEIS, the Applicant has withdrawn the application for the previously proposed project and submitted a modified application (Application Number C 210438(A) ZSM; the “A-Application”) with proposed changes to the project—this modified version of the project is described and considered in this FEIS as the Reduced Impact Alternative, as outlined in Chapter 18, “Alternatives.”



- Project Area*
- Study Area (90-foot boundary)*
- Study Area (400-foot perimeter)*
- Development Site*
- Museum Site*
- South Street Seaport Historic District Extension (S/NR-listed)*
- South Street Seaport Historic District (S/NR-listed)*
- South Street Seaport Historic District (NYCL)*
- South Street Seaport Historic District Extension (NYCL)*
- Schermerhorn Row Block Historic District (S/NR-listed, NYCL)*
- Brooklyn Bridge (NYCL, S/NR-listed, NHL)*
- Franklin D. Roosevelt (FDR) Drive (S/NR-eligible)*
- Known Architectural Resources*
- Potential Architectural Resource*
- Photograph View Direction and Reference Number*

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the ~~Proposed Project~~previously proposed project is anticipated to generate some of these results, a full analysis under CEQR was undertaken.

PRINCIPAL CONCLUSIONS

ARCHAEOLOGICAL RESOURCES

A Topic Intensive Archaeological Documentary Study (the Study) has been prepared to identify areas of archaeological sensitivity and to refine sensitivity determinations that were made in previous archaeological investigations. Pursuant to CEQR, consultation with LPC was initiated regarding the potential archaeological significance of the study area. LPC reviewed the blocks and lots included within the study area and in a comment letter dated November 10, 2020 (see **Appendix C, “Agency Correspondence”**) identified several locations within the Project Area as potentially archaeologically significant. The study area for archaeological resources includes the area that would be disturbed for project construction, i.e., the Development Site and the Museum Site. In addition, although no in ground disturbance is anticipated with respect to Titanic Park, Pier 16, and the streetbeds that are included within the Project Area, these areas have been conservatively included within the study area for the archaeological resource analysis. The Study also examined the entire footprint of Block 74, Lot 1, including areas surrounding the Museum Site.

Many of the locations within the Project Area have been the subject of previous archaeological inquiry, including both documentary research studies and field investigations involving either monitoring or testing. The Study summarized these previous investigations and combined their findings with new research to reevaluate previous determinations of archaeological sensitivity. All components of the Project Area were determined to have archaeological sensitivity at various depths:

- Development Site (Block 98, Lot 1): Highly sensitive for archaeological resources associated with landfill and landfill-retaining structures at depths greater than 8 feet below the current ground surface;
- Museum Site (Block 74, portion of Lot 1): Highly sensitive for archaeological resources associated with landfill and landfill-retaining structures and 18th-19th century shaft features at varying depths below existing basement and utility disturbance;
- Titanic Park (Block 95, Lot 101): Low sensitivity for 19th century shaft features and high sensitivity for resources associated with landfill and landfill-retaining structures below depth of 5 feet below ground surface;
- Pier 16 (Block 73, Lot 8): Low sensitivity for archaeological resources of any type;
- Project Area Streetbeds: Undisturbed areas within each of the Project Area streetbeds possess moderate to high sensitivity for archaeological resources associated with landfilling activities and 18th and 19th century artifact deposits or features.

For any areas that have been identified as archaeologically sensitive that could potentially be impacted by the ~~Proposed Project~~previously proposed project, additional archaeological analysis in the form of Phase 1B testing before construction and/or monitoring during construction will be required in consultation with LPC. Upon the finalization of the project design, the project plans and specific depths of impacts would be reviewed by a qualified archaeologist to determine if the ~~Proposed Project~~previously proposed project would impact archaeologically sensitive soil levels. For any areas that would require additional archaeological analysis in the form of either

archaeological monitoring or archaeological testing, a Work Plan describing the protocols that would be followed during the Phase 1B field effort would be submitted to LPC for review and concurrence prior to the start of the Phase 1B field effort. In the event that potentially significant archaeological resources are encountered during the Phase 1B work, then additional archaeological analysis in the form of a Phase 2 archaeological survey/evaluation and possibly Phase 3 data recovery/mitigation would be required. With the completion of all necessary phases of work, and continued consultation with LPC—including the review and approval of all submitted work plans and final technical reports—the ~~Proposed Project~~previously proposed project would not result in significant adverse impacts on archaeological resources.

ARCHITECTURAL RESOURCES

Since the Project Area is located within the NYCL South Street Seaport Historic District, construction and design of the previously proposed buildings on the Development Site and the potential expansion on the Museum Site are subject to LPC review and approval. Public hearings were held on January 5 and April 6, 2021, and on May 4, 2021, LPC voted to issue Certificates of Appropriateness for a modified design of the previously proposed building on the Development Site (Docket #: LPC-21-3235; Document #: COFA-21-03235) and the potential expansion of the Museum (LPC Docket #: LPC-21-04480; Document #: SUL-21-04480). On May 13, 2021, LPC issued a Certificate of Appropriateness (Design Approval, the “COFA”) with respect to the modified design of the previously proposed building on the Development Site. The program and bulk of the approved designs are within the Reasonable Worst Case Development Scenario (RWCDs) that is analyzed in ~~this the~~ DEIS and this FEIS for the previously proposed building on the Development Site and the potential expansion of the Museum.

For the purposes of this ~~DEIS~~FEIS, a new building on the Development Site that would be developed to the maximum building envelope (e.g., up to a maximum height of 395 feet) would have the potential to result in significant adverse contextual impacts to historic resources. The Applicant ~~intends to submit~~ a revised Land Use Application (Application Number C 210438(A) ZSM; the “A-Application”) consistent with the LPC-approved designs between the publication of ~~this the~~ DEIS and the this Final Environmental Impact ~~Statement~~ Statement (FEIS), which is considered in this FEIS as the Reduced Impact Alternative, as described in Chapter 18, “Alternatives.” ~~and the height, proportion, and massing of the building on the Development Site will be therefore refined between the publication of this DEIS and the FEIS; the FEIS will identify changes to the maximum building envelope and reflect a building massing that is consistent with the LPC approved design. The incorporation of these changes is anticipated to eliminate potential contextual impacts on the surrounding historic district.~~

The ~~Proposed Project~~previously proposed project would not cast significant new shadow on or obstruct views to any architectural resource. To avoid adverse physical impacts on architectural resources located close enough to project construction (within 90 feet), i.e., to potentially experience inadvertent construction damage due to ground-borne construction-period vibrations, falling debris, subsidence, collapse, or damage from construction machinery, the ~~Proposed Project~~previously proposed project would develop and implement construction protection plans in consultation with LPC.

B. METHODOLOGY

ARCHAEOLOGICAL RESOURCES

Archaeological resources are physical remnants, usually buried, of past human activities on a site. They can include archaeological resources associated with Native American populations that used or occupied a site, including stone tools or refuse from tool-making activities, remnants of habitation sites, etc. These resources are also referred to as “precontact,” since they were deposited before Native Americans’ regular contact with European colonists. Archaeological resources can also include material culture produced as a result of activities that occurred during the historic period, which began with the European colonization of the New York area in the 17th century. Such resources can include (but are not limited to) resources associated with European contact with Native Americans; battle sites; landfill deposits; structural foundations; cemeteries; and domestic shaft features such as cisterns, wells, and privies. On sites that were subsequently redeveloped, archaeological resources may have been disturbed or destroyed by grading, excavation, and infrastructure installation and street improvements. However, some resources can survive in urban environments despite extensive development. Deposits can be protected when covered with pavement (e.g., a parking lot) or with a building with a shallow foundation and no basement. In both scenarios, archaeological deposits can be sealed beneath the ground surface, protected from further disturbance.

Pursuant to CEQR, consultation with LPC was initiated regarding the potential archaeological significance of the study area. LPC reviewed the blocks and lots included within the study area and in a comment letter dated November 13, 2020 (see **Appendix C**), LPC identified the following Project Area locations as potentially archaeologically significant:

- Development Site (Block 98, Lot 1)
- Pier 16 (Block 73, Lot 8)
- Museum Site (Block 74, Lot 1)
- Titanic Park (Block 95, Lot 101)
- Streetbeds of Peck Slip between Pearl Street and Water Street; Water Street between Fulton Street and Peck Slip; Front Street between Burling Slip and Beekman Street and Fulton Street between South Street and Water Street.

LPC requested that the Study be prepared for the above-referenced areas that would be impacted by sub-surface construction. A draft of the Study was prepared by AKRF in March 2021.² In a comment letter issued April 9, 2021, LPC concurred with the conclusions of the Study and a final revised version was prepared in April 2021 incorporating minor edits requested by LPC (see **Appendix C**). The study area for archaeological resources is the area that would be disturbed for project construction, i.e., the Development Site and the Museum Site. In addition, although no in ground disturbance is anticipated with respect to Titanic Park, Pier 16, and the streetbeds within the Project Area, these areas have been conservatively included within the study area for the archaeological resource analysis. In addition, the Study examined the entire footprint of Block 74, Lot 1, including areas surrounding the Museum Site.

² AKRF, Inc. (2021): “250 Water Street Redevelopment and South Street Seaport Museum Expansion: Topic Intensive Documentary Study.” Prepared for: Howard Hughes Corporation; New York, NY.

Many of the locations within the Project Area have been the subject of previous archaeological inquiry, including both documentary research studies and field investigations involving either monitoring or testing. A list of previous archaeological studies and their preliminary conclusions is presented in **Table 6-1**. Given the amount of previous archaeological analysis and the fact that some components of the Project Area were not the subject of previous archaeological inquiry, the Study was designed to synthesize data from previous archaeological assessments of the study area as well as new research in order to identify new areas of archaeological sensitivity or confirm areas of sensitivity that were previously identified.

Table 6-1
Summary of Previous Archaeological Investigations of the Project Area

Project Area Location	Author/Year	Report Title	Summary of Conclusions
Development Site (Block 98, Lot 1)	Greenhouse Consultants, Inc. (Greenhouse) 2000	"Archaeological and Historical Sensitivity Evaluation, 250 Water Street, Borough of Manhattan, New York, New York"	Sensitive for historic period archaeological resources associated with 17th and 18th century landfill and 17th through 19th century occupation/use
	Greenhouse 2002*	"Report of Archaeological Investigation: 250 Water Street, Borough of Manhattan, New York, New York"	Testing identified the presence of archaeological resources, including landfill and landfill-retaining structures and shaft features
	Historical Perspectives, Inc. (HPI) 2003	"Second Avenue Subway Phase 1A Archaeological Assessment"	Examined as potential staging area; identified as archaeologically sensitive for precontact and historic period archaeological resources. No further work recommended due to project redesign.
Museum Site (Block 74, Lot 1)	Historic Sites Research (Kardas and Larrabee) 1978	"18th Century Landfill in Manhattan, an Archaeological Analysis of Tests in the Schermerhorn Row Block"	Identified evidence of fill materials and landfill-retaining structures in limited testing.
	Historic Sites (Kardas and Larrabee) Research 1991	"Summary Report of 1981-1983 Archaeological Excavation: The Schermerhorn Row Block."	Identified evidence of fill materials and landfill-retaining structures in limited testing.
	Arnold Pickman 1999	"Archaeological Documentary Study, Block 74, Part of Lot 20; Corner of South and John Streets, Borough of Manhattan, City of New York."	Sensitive for historic period resources associated with landfill/landfill-retaining structures and 19th century occupation
	Arnold Pickman 2000	"Archaeological Borings and Test Pit Monitoring: Schermerhorn Row Block, Borough of Manhattan"	Evidence of landfill/landfill-retaining structures confirmed in soil borings and evidence of some documentation of shallower levels observed in test pits
	HPI 2006	"Phase 1A Study...Fulton Street Redevelopment Project; Burling Slip"	Determined site sensitive for landfill and 19th century shaft features at depths greater than 5 feet
	AKRF 2008	"Phase 1B Archaeological Survey of Burling Slip."	No features identified in limited testing
	AKRF 2011a	"Bulkhead Documentation Report: Burling Slip"	Additional testing observed remnants of 18th century landfill/landfill-retaining structures

Table 6-1 (cont'd)

Summary of Previous Archaeological Investigations of the Project Area

Project Area Location	Author/Year	Report Title	Summary of Conclusions
Titanic Park (Block 95, Lot 101)	HPI 2007	"Phase 1A Study...Fulton Street Redevelopment Project; Titanic Park"	Sensitive for historic period resources associated with landfill/landfill-retaining structures and 19th century occupation; Project impacts would not affect sensitive soil levels and no further work recommended
	AKRF 2011b	"Archaeological Monitoring and Unanticipated Discoveries Report: Titanic Memorial Park and Little Water Street; Block 95, Lot 101; Borough of Manhattan, New York, New York"	Documented a stone wall that was determined to not be significant; reburied on site and no further work recommended
All or portions of Peck Slip Between Pearl and Water Streets; Water Street Between Fulton and Peck Streets; Front Street between Burling Slip and Beekman Street; and Fulton Street between South and Water Streets**	AKRF 2007	"Phase 1A Archaeological Documentary Study, East River Waterfront Access Project, Peck Slip between Pearl and South Streets; Water St. between Beekman and Dover Streets; Front Street between Peck Slip and Dover Street"	Sensitive for historic period resources associated with landfill/landfill-retaining structures and 19th century occupation
	Chrysalis Archaeological Consultants (CAC) 2009	"Phase 1A Cultural Resource Documentary Report of the Fulton Street Reconstruction- Project Extension- Fulton Street between Water Street and South Street, New York (New York County), New York"	Sensitive for historic period resources associated with landfill/landfill-retaining structures and 19th century occupation
	CAC 2018	"Fulton Street Phase II Reconstruction Project (HWMVVTCA8B) & Peck Slip Redevelopment Project (HWM1159 [HWMWTCA7D]) Phase II Archaeological Investigations"	Multiple resources documented; additional sensitivity may remain in undisturbed areas
Notes: *This report was not approved or accepted by LPC and its conclusions are therefore unverified. Because the report was not approved, it does not appear in LPC's digital archaeological report database. The information in this table summarizes a portion of the report that was provided to AKRF by LPC. **Additional reports may cover portions of these streetbed areas.			

The Study used the contextual information provided by previous archaeological investigations combined with new research to evaluate or reevaluate the archaeological sensitivity of the sites within the Project Area. The Study examined the Project Area's potential sensitivity with respect to both precontact and historic period archaeological resources and summarizes the Project Area's precontact and historic contexts, environmental setting, as well as the site-specific development history and extent of past disturbance for each of the locations within the Project Area. The Study made determinations regarding the need for additional archaeological investigation (e.g., a Phase 1B Archaeological Investigation involving testing or monitoring) for each component of the Project Area that was identified as archaeologically sensitive. The Study was prepared in compliance with the *Guidelines for Archaeological Work in New York City* as issued by LPC in 2018.

ARCHITECTURAL RESOURCES

Officially recognized historic resources (“known resources”) include resources listed on the S/NR or determined eligible for such listing (S/NR-eligible) or contained within a historic district listed on or determined eligible for listing on the Registers, NYCLs and historic districts, and properties pending such designation or determined to appear eligible for such designation, and National Historic Landmarks (NHLs). Additionally, a survey was conducted to identify any previously unidentified properties that appear to meet S/NR or NYCL eligibility criteria (“potential architectural resources”) in the study area.

Study areas for architectural resources are determined based on the area of potential effect for construction period impacts, as well as the larger area in which there may be visual or contextual impacts. Based on recommendations in the *CEQR Technical Manual*, the study area has been defined as being within an approximately 400-foot radius of the Project Area (see **Figure 6-1**).

Impacts on architectural resources can include both direct physical impacts and indirect impacts. Direct impacts include damage from vibration (i.e., from construction blasting or pile driving) and additional damage from adjacent construction that could occur from falling objects, subsidence, collapse, or damage from construction machinery. Adjacent construction is defined as any construction activity that would occur within 90 feet of an architectural resource, as defined in the DOB’s *TPPN #10/88*.³

Indirect impacts on architectural resources are contextual or visual impacts that could result from project construction or operation. As described in the *CEQR Technical Manual*, indirect impacts 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 (e.g., a church with stained-glass windows). Significant adverse direct or indirect impacts can occur if a project would cause a change in the quality of a property that qualifies it for S/NR listing or for designation as an NYCL.

CRITERIA AND REGULATIONS

Once the study area was determined, an inventory of officially recognized architectural resources in the study area was compiled.

Criteria for inclusion on the National Register are listed in the Code of Federal Regulations, Title 36, Part 63. Districts, sites, buildings, structures, and objects are eligible for the National Register if they possess integrity of location, design, setting, materials, workmanship, feeling and association, and:

- A. Are associated with events that have made a significant contribution to the broad patterns of history; or
- B. Are associated with the lives of significant persons; or

³ *TPPN #10/88* was issued by 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 that are listed on the NR or NYCLs resulting from adjacent construction, defined as construction within a lateral distance of 90 feet from the historic resource.

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. That have yielded or may be likely to yield, information important in history or prehistory.

Properties that are less than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Determinations of eligibility are made by New York's State Historic Preservation Office (SHPO).

LPC designates historically significant properties or areas in New York City as NYCLs and/or historic districts, following the criteria provided in the Local Laws of the City of New York, New York City Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for landmark status when they are at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmarks, interior landmarks, scenic landmarks, and historic districts.

Once the architectural resources in the Project Area and study area were identified, the ~~Proposed Project~~previously proposed project was assessed for both direct physical impacts and indirect contextual impacts on architectural resources.

C. EXISTING CONDITIONS

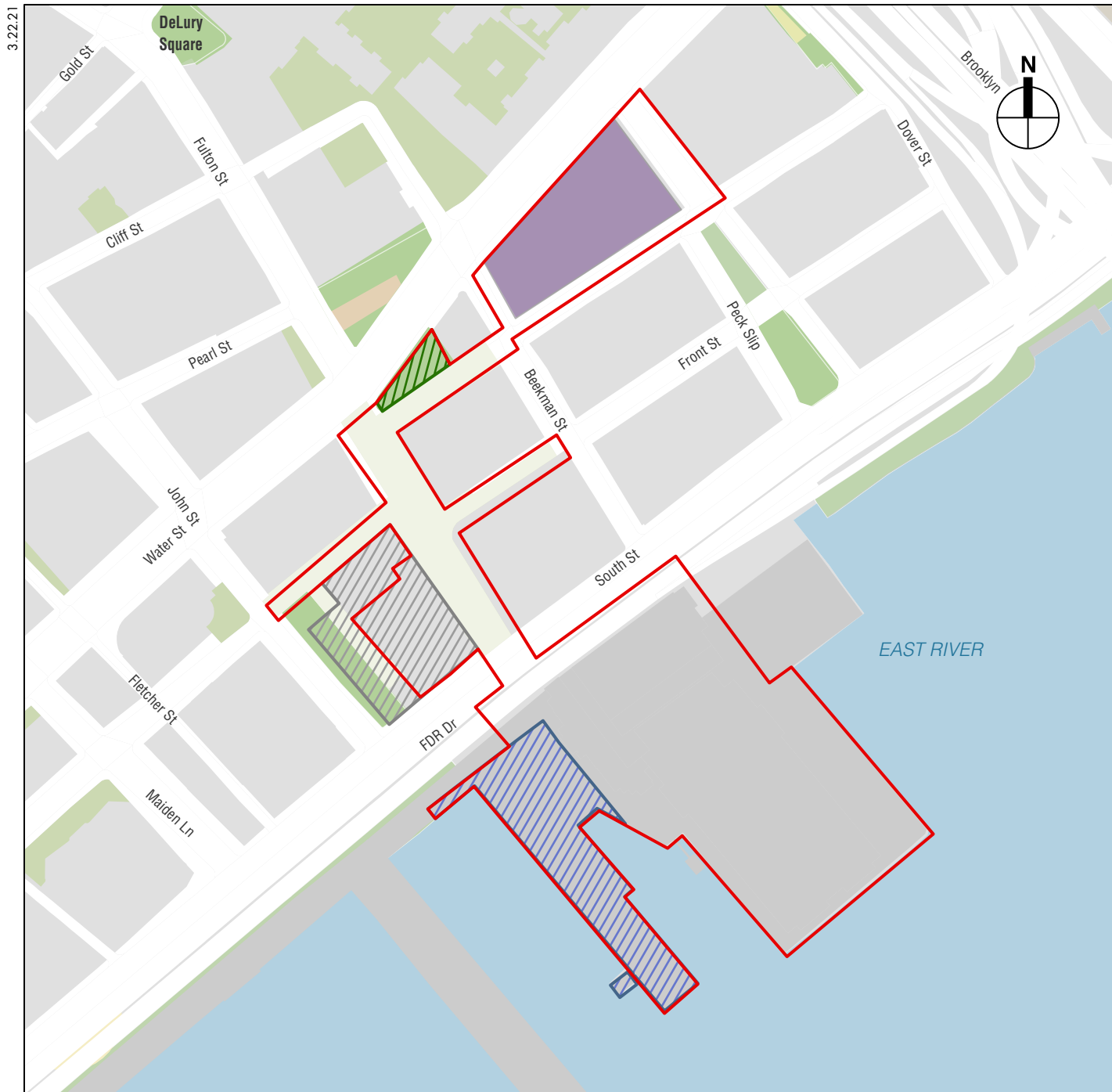
ARCHAEOLOGICAL RESOURCES

Previous archaeological investigations have identified portions of the Project Area as sensitive for archaeological resources associated with 17th to 19th century landfill, landfill-retaining structures, and domestic or commercial/industrial occupation. As described above, the archaeological Study was designed to reevaluate and further identify areas of potential archaeological sensitivity, including those for which additional archaeological analysis (e.g., Phase 1B testing or monitoring) may be recommended. The archaeological sensitivity determinations for each portion of the Project Area are described below. Areas of archaeological sensitivity as defined by the Study are depicted on **Figure 6-2**. In a comment letter issued April 9, 2021, LPC concurred with the conclusions of the Study and a final revised version was prepared in April 2021 incorporating minor edits requested by LPC (see **Appendix C**).

DEVELOPMENT SITE (BLOCK 98, LOT 1)

As shown in **Table 6-1**, the Development Site was the subject of three previous archaeological investigations. The previous work included two research studies that identified the property as archaeologically sensitive for resources associated with landfill/landfill-retaining structures (including repurposed waterfront structures) and 19th century shaft features. The archaeological testing that was completed did not result in the identification of features with high research value but provided additional data on the site's subsurface conditions. The Study included a reassessment of the site's archaeological sensitivity and a comparison of any landscape modification that may have occurred since the archaeological testing was completed in 2002.

The Study concluded that given the extent of disturbance associated with the construction and demolition of buildings with basements, and disturbance associated with the excavation of previous archaeological test trenches in undisturbed backyard areas that did not result in the identification of archaeological features of high research value, the Development Site is now



- Project Area: Undisturbed portions of streetbeds sensitive at various depths*
- Development Site: Sensitive below depth of 8' bgs*
- Museum Site: Sensitive at various depths*
- Pier 16: No archaeological sensitivity*
- Titanic Park: Sensitive below depth of 5' bgs*

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Areas of Archaeological Sensitivity
Figure 6-2

determined to have low sensitivity for archaeological features associated with 18th or 19th century shaft features. However, the Development Site remains highly sensitive for archaeological resources associated with landfill and landfill-retaining structures, including waterfront structures (e.g., piers and wharves) that may have been incorporated into the landfill. The Development Site is sensitive for such resources at depths of eight feet below the ground surface or more, the upper limit of previous disturbance associated with construction/demolition and previous archaeological testing.

MUSEUM SITE (BLOCK 74, PORTION OF LOT 1)

The Museum Site and surrounding block was subject to several previous archaeological investigations between the 1970s and the 2010s, including both documentary research reports and testing investigations. Previous investigations determined that the Museum Site is sensitive for archaeological resources associated with landfill and landfill-retaining structures and 18th–19th century shaft features. The Study reaffirmed these sensitivity determinations and confirmed that the Museum Site retains its high sensitivity for these types of resources below the depths of existing building basements (or where basements were formerly located) and outside areas of existing utility disturbance. The depths of sensitivity therefore vary throughout the Museum Site.

TITANIC PARK (BLOCK 95, LOT 101)

Two previous archaeological investigations assessed the archaeological sensitivity of what is now Titanic Park. A previous archaeological documentary study determined that the park was sensitive for 18th–19th century shaft features and resources associated with landfill/landfill-retaining structures at depths greater than five feet below the ground surface. Subsequent field testing/monitoring in limited areas of the park did not identify significant archaeological resources. The Study reevaluated the archaeological sensitivity of the park and determined that no historic rear yard areas were located within the parcel now occupied by the park. Therefore, the park was determined to have low sensitivity for 19th century shaft features. However, the Study reaffirmed previous archaeological sensitivity determinations that the location of Titanic Park is sensitive for resources associated with landfill or landfill-retaining structures at depths greater than five feet below the ground surface.

PIER 16 (BLOCK 73, LOT 8)

The site of Pier 16 was one of the few locations within the Project Area that was not the subject of previous archaeological inquiry. The Study concluded that Pier 42 in its current formation was constructed in the mid-20th century and was not expected to include intact resources associated with 19th century landfilling efforts. The Pier 16 portion of the Project Area was therefore determined to have low sensitivity for archaeological resources.

PROJECT AREA STREETBEDS

The majority of the streetbeds within the Project Area have been the site of previous archaeological investigations, including several that identified historical infrastructure including wooden water mains; historic artifact deposits and features; and evidence of landfill or landfill-retaining structures. The Study concluded that undisturbed areas within each of the Project Area streetbeds possess moderate to high archaeological sensitivity for archaeological resources associated with landfilling activities and 18th and 19th century artifact deposits or features. The Study also concluded that the Project Area streetbeds have all been disturbed to some extent as a result of the

construction of the streets and grading and paving associated with street maintenance as well as for previous improvement projects and archaeological investigations. It is assumed that all of the streetbeds are disturbed to depths of at least 1.5 feet below existing road surfaces and at least 2 feet below sidewalks. In addition, all of the Project Area streetbeds have been disturbed to greater depths during the installation of utilities. In areas not subject to previous archaeological investigation, it is assumed that the locations of any existing utilities are considered to be disturbed from the ground surface to a depth of one to two feet below the bottom of the utility line and to a distance of one to two feet on either side (beyond the outer edges of each utility line) representing the trench that was dug as part of the line's installation. Any location where no utilities are present or where there is a space of five feet or more between the outer edges of existing utilities should be considered undisturbed. Those locations beneath the disturbed portions of existing utility trenches are also considered undisturbed. Any areas subject to previous archaeological monitoring or testing are considered to be disturbed to the maximum depth of the archaeological investigation or associated construction work.

ARCHITECTURAL RESOURCES

PROJECT AREA

The Project Area includes the Development Site, the Museum Site, existing Museum spaces located outside of the Museum Site, additional areas along Fulton, Front, and Water Streets, as well as Titanic Park and a portion of Peck Slip. The Project Area also includes the area of the Pier 17 Large-Scale General Development, containing Pier 17 and the Tin Building. The Project Area is located within the NYCL and S/NR South Street Seaport Historic Districts and Historic District Extensions, which are described in detail below (see **Figure 6-1** for a map of the Project Area and **Figures 6-3 through 6-11** for photographs of the Project Area).

The Development Site is located at 250 Water Street (Block 98, Lot 1), which occupies the full block bounded by Pearl Street, Water Street, Beekman Street, and Peck Slip. The approximately 48,000-square-foot (sf) Development Site currently contains a surface parking lot with a kiosk and approximately 400 parking spaces (see Photo 1 of **Figure 6-3**). Chain link fencing and metal barricade enclose the parking lot. The parking lot is a non-contributing feature to the NYCL South Street Seaport Historic District and the S/NR-listed South Street Seaport Historic District Extension.

The Museum Site occupies a portion of the block located between John Street, South Street, Front Street, and Fulton Street including buildings at 91-93 South Street, 2-4 Fulton Street, and 167-171 John Street (Block 74, a portion of Lot 1). The approximately 16,340-sf Museum Site includes some buildings of the Schermerhorn Row Block (S/NR-listed, NYCL), as well as a vacant lot at the corner of South and John Streets (see Photo 2 of **Figure 6-3** and Photo 3 of **Figure 6-4**). The Schermerhorn Row Block consists of individual NYCLs designated by LPC in 1968; OPRHP listed the Schermerhorn Row Block on the State and National Registers in 1971. This known architectural resource is described in detail below.

The Project Area contains two additional known architectural resources—the Franklin Delano Roosevelt East River Drive (FDR Drive) and the East River Bulkhead, which are both S/NR-eligible. The four architectural resources in the Project Area are mapped on **Figure 6-1**, depicted in **Figures 6-3 through 6-11**, and described below.



View southeast of the Development Site, 250 Water Street (Block 98, Lot 1) from the northwest corner of Pearl and Beekman Streets

1



View northwest of the Museum Site (Block 74, a portion of Lot 1) and a section of Schermerhorn Row Block [S/NR-listed, NYCL], from the intersection of Fulton and South Streets

2

Photographs of the Development Site and Museum Site – Known Architectural Resource



View north of the vacant lot on the Museum Site **3**



View northeast along Front Street of the buildings of the South Street Seaport Historic District and Extension [S/NR-listed, NYCL]

4

Photograph of the Museum Site and Project Area – Known Architectural Resources



View northeast from Peck Slip and Front Street of more buildings of the South Street Seaport Historic District and Extension

5



Pier 17 of the South Street Seaport Historic District and Extension

6



View south along Fulton Street of Schermerhorn Row Block (Block 74, Lot 1)

7



View southeast from John Street of a section of FDR Drive [S/NR-eligible] that runs through the Project Area

8

View southwest along Water Street of buildings of the South Street Seaport Historic District and Extension [S/NR-listed, NYCL] located on the south and north sides of the street

9



View of the Brooklyn Bridge [NHL, S/NR-listed, NYCL] from Pearl Street

10



View of 170-176 John Street (Block 72, Lot 7501) [S/NR-listed, NYCL], also known as the Hickson W. Field Store

11



View of 156-160 Front Street (Block 71, Lot 1) [S/NR-eligible]

12



View southeast of 111 John Street (Block 75, Lot 30) [S/NR-eligible] from the intersection of John and Cliff Streets 13



View of 28 Cliff Street (Block 75, Lot 7502) [S/NR-eligible] 14



View of 32 Cliff Street (Block 75, Lot 46) [S/NR-eligible] 15



View of 46-50 Fulton Street (Block 75, Lot 7501) [S/NR-eligible] 16



View of the Rudolph de Harak Clock, a potential architectural resource, on the south façade of 135 John Street (Block 75, Lot 8)

17

South Street Seaport Historic Districts and Extensions (S/NR-listed, NYCL)

OPRHP listed the South Street Seaport Historic District on the S/NR in 1972, and LPC designated a South Street Seaport Historic District in 1977. In 1978, SHPO approved an expansion to the previous S/NR historic district, naming the expansion the South Street Seaport Historic District Extension. LPC designated an extension to the NYCL historic district in 1989. As shown on **Figure 6-1**, the two historic districts and historic district extensions have different boundaries. The historic districts and extensions are significant under Criterion A for their association with the history of shipping, commerce, immigration, and culture in New York City, as well as significant under Criterion C as a collection of buildings and an urban landscape reflecting the architecture and infrastructure of the New York seaport from the seventeenth century through the twentieth century.

Both the S/NR-listed and NYC-designated South Street Seaport Historic Districts and Extensions contain the largest concentration of early-nineteenth century commercial buildings in New York City (see Photo 4 of **Figure 6-4** and Photo 5 of **Figure 6-5**). The historic districts encompass several individually listed NYCLs, including the Schermerhorn Row Block (also part of the Project Area) and the building at 170-176 John Street, both described in detail below. The districts also include Greek Revival counting houses of the 1830s, most built with granite façades on the first floor, with brick above. A few of the counting houses have stone fronts. By the second half of the 19th century, when the South Street area had lost its prominence in New York's commercial life, many buildings were converted for the wholesale Fulton Fish Market. In addition, a few new structures were built, including 116-119 South Street, which became the Meyers Hotel in 1881; 142-144 Beekman Street, a Romanesque Revival building designed by George B. Post in 1885 for fish dealers and ornamented with terra-cotta fish keystones, a seashell cornice, and iron starfish tie-rods; and Richard Morris Hunt's 1873 brick building with decorative black brick banding, at 231-23 Peck Slip.

The NYCL Historic District Extension is located across Peck Slip from the Development Site, and it encompasses the block bounded by Pearl, Water, and Dover Streets, and Peck Slip. The historic district extension largely encompasses buildings from the mid-eighteenth to the mid-nineteenth century (see Photo 9 of **Figure 6-7**). The buildings show the "growth and evolution of this (a) section of the city from a small cluster of wharves...to an important part of the leading port of the nation." The buildings, with the exception of the building at 1 Peck Slip, are utilitarian-style buildings, two to seven stories in height. These buildings were originally used as lofts, warehouses, and commercial storage spaces. The Peck Slip Station U.S. Post Office building was constructed at 1 Peck Slip (Block 106, Lot 9) in 1950. Today, the Peck Slip School uses the building.

The buildings located on the Museum Site, which constitutes part of the Project Area, consist of three- to six-story buildings primarily clad in brick with ground-floor storefronts, decorative cornices, and sometimes dormer windows.

Along the waterfront, development by the mid-19th century historically included buildings with larger footprints and metal cladding, including the former Hamilton and South Ferry Building on South Street, the Tin Building, and the former Whitehall Ferry Terminal (now the Battery Maritime Building). The Tin Building is located on Pier 17 southeast of the FDR Drive. Previously located adjacent to the FDR Drive, the building was severely damaged by a fire in 1995 and rebuilt, and it later suffered extensive flood damage from Hurricane Sandy in 2012. In 2016, the building was dismantled and moved to its present location, where it is in the process of being reconstructed. The Tin Building originally replaced a series of fish markets previously on the site during the 1800s. The first fish market stalls were built on the site in 1833, and later replaced by a long shed

structure built circa 1846. In 1869, the third Fish Market Building was built, replacing the earlier one-story shed. This building was moved to the adjacent site to the north and the Tin Building was built on the site vacated by the 1869 building in 1904-07 to house the fourth Fulton Fish Market. This building was surrounded by an open plaza-like area created by the width of South Street, where fish were sold, with its east façade fronting directly onto the river, to receive fish from boats docked at the market. Construction of the FDR Drive affected the Tin Building's historic context as well as substantially reducing its visibility from the street.

Pier 17, which originally held the Pier 17 Building built by the Rouse Company in 1985 (which was not a contributing property to the S/NR-listed South Street Seaport Historic District and Extension), was demolished in the 2010s. The building has since been replaced by a modern four-story commercial building (see Photo 6 of **Figure 6-5**). Pier 15 has been redeveloped with a modern two-level, metal frame structure designed by SHoP Architects, as part of the City's larger planned renovation of the East River waterfront and esplanade area.

The Project Area also contains the New Market Building, located north of the Tin Building.⁴ The New Market Building is a circa 1939 structure that was built to replace a structure that had collapsed three years before and was part of a larger proposal, not realized, that would have demolished the Tin Building.

Additionally, the S/NR-listed historic district includes two ships: the *Lettie G. Howard* and the *Wavertree*. The historic district was home to four additional ships in the past; however, they have been relocated. The *Lettie G. Howard*, which is also a NHL, is the only substantially intact, surviving example of a Fredonia model schooner, once the standard fishing boat type of North American offshore fisheries. It was built in 1893 by Arthur D. Story in Essex, Massachusetts. The ship was employed initially on the Grand Banks, and later was used in fishing for red snapper in the Gulf of Mexico. Rebuilt with small changes in 1923–1924 and renamed the *Mystic C*, the ship remained an active Atlantic Coast fishing vessel until 1966. The Museum completed a restoration of the ship in 1968, including new masts, the removal of the engine and pilothouse installed in 1923–1924, and the renewal of rotten structural members with in-kind materials. The ship became a static museum vessel in 1980 due to extensive dry rot. In 1994, after an extensive two-year rebuilding that restored her to her original appearance, the U.S. Coast Guard certified her as a Sailing School Vessel. In 2013, the ship's keelson was repaired. The second ship, the *Wavertree* represents the type of vessel that loaded and discharged cargo at the South Street piers between 1880 and 1910. The three-masted sailing ship was built in 1885 by Oswald, Mordaunt and Company of Southampton, England, to transport jute from India to Europe. It was reduced to a storage hulk in 1911, converted to a sand barge in 1948, and has existed in a partially restored state since 1968. The hull of the ship is iron, the main deck is iron and steel, and the poop deck is wood over iron beams. There are three lower masts in position. The fore and mizzen lower masts are built of iron and are original, and the main lower mast is built of steel and is a restoration. The *Wavertree* made 41 major ocean passages in its 25-year career. It is considered to be one of the last 19th-century, square-rigged, sailing merchant ships capable of being restored. The *Wavertree* was temporarily relocated to Staten Island for repair in the 2010s.

⁴ In a letter dated January 14, 2009, OPRHP determined that the New Market Building is a contributing resource in the S/NR-listed South Street Seaport Historic District and Extension. The New Market Building is not located within the boundaries of the New York City-designated historic district. On August 21, 2013, LPC denied a request for landmarking the New Market Building.

The low-rise historic districts and extensions have historically coexisted with larger structures such as the Brooklyn Bridge, which dramatically changed the scale of the waterfront in the late 19th century. The district is also framed by more recently constructed skyscrapers primarily to the south and west, including those on Maiden Lane and Fulton, Front, and Water Streets. These also include tall buildings visible at a greater distance, including the historic Woolworth Building and the skyscrapers of the Financial District. In addition, there exists a juxtaposition of old and new buildings in the districts themselves, which includes the 34-story, stone- and glass-clad One Seaport Plaza.⁵ Other more recently constructed buildings in the districts include the five- to seven-story building at the southwest corner of Front Street and Peck Slip, which has a glass curtain wall façade of a contemporary design facing Peck Slip and a similarly clad five-story building at 36 Peck Slip.

Schermerhorn Row Block (S/NR-listed, NYCL)

As noted previously, the Museum Site is located within the Schermerhorn Row Block. The buildings that compose the Schermerhorn Row Block are at 2-18 Fulton Street, 189-195 Front Street, 159-171 John Street, and 91-92 South Street (Block 74, Lot 1). All of these buildings were constructed between 1811 and 1849 as warehouses or counting houses for New York's rapidly expanding mercantile sector (see Photo 7 of **Figure 6-6**). The oldest buildings on the block are 191 and 193 Front Street, both erected circa 1793 but redesigned in the nineteenth century. The principal developer on the block was Peter Schermerhorn, who was responsible for developing Schermerhorn Row, the four-story brick warehouses on Fulton Street and intersecting streets that were built in the Georgian-Federal style and were originally linked by distinctive sloping roofs with tall chimneys. Contemporaneous with the development of Schermerhorn Row was a group of six counting houses built on John Street, only one of which (165 John Street) survives. A.A. Low & Brothers' stone warehouse at 167-171 John Street (1849) represents the Greek Revival style buildings that began to appear in the 1830s throughout New York's business district. The brick warehouses located at the corner of Front and John Streets are simple, Greek Revival buildings constructed circa 1835–1836.

Franklin Delano Roosevelt (FDR) Drive (S/NR-eligible)

The FDR Drive is 9.44 miles long, beginning at the end of the Battery Park underpass and running north along the East River to the 125th Street/Triborough Bridge exit. Originally known as the East River Drive, the FDR Drive meets National Register Criterion A in the fields of transportation and community/regional planning as an important link in New York City's transportation infrastructure. The FDR Drive, the West Side Highway, the Henry Hudson Parkway, the Harlem River Drive, and the Triborough Bridge approach form a crucial highway loop around Manhattan. Construction began on the FDR Drive in 1934 under the direction of Robert Moses and was largely completed by 1967. The section of the highway that runs through the Project Area is on an elevated viaduct, which is located less than 90 feet from the Museum Site, separated from the Museum Site by South Street (see Photo 8 of **Figure 6-6**). The Development Site is located more than 400 feet from the FDR Drive, separated by two blocks of historic district buildings.

(#1) East River Bulkhead (S/NR-eligible)

The East River Bulkhead, extending along the East River waterfront from Whitehall Street to Jackson Street, is significant for its engineering and architectural qualities, for its role in the

⁵ This building is located in the S/NR-listed historic district only.

development of the New York City waterfront, and for its association with George Brinton McClellan. The bulkhead runs through the center of the Project Area, more than 450 feet from the Development Site and approximately 120 feet from the Museum Site.

The East River Bulkhead was originally constructed as part of a major seawall construction campaign that was conceived by the New York City Department of Docks under the leadership of George Brinton McClellan in the early 1870s. He proposed a cast stone block bulkhead placed on a bed of piles; however, because the cast stone blocks were delayed in fabrication, granite blocks were used instead. Charles K. Graham, McClellan's successor, proposed a different fabrication method that promised to speed the progress of bulkhead construction and involved pouring concrete into a caisson on a pile foundation. This method was employed in some sections, chiefly along the Hudson River waterfront; however, the construction was criticized and abandoned as structurally unsound. Graham's successor, George Sears Greene, Jr., reinstated McClellan's block construction method to complete most of the bulkhead between the Battery and Grand Street along the East River during the 1880s. In general form, the McClellan plan was followed until the last major Hudson River terminal was finished in 1936.

By the turn of the twentieth century, the East River waterfront in Lower Manhattan had been transformed into an almost continuous masonry bulkhead constructed of a combination of cast stone and granite blocks on wood piles. The waterfront was also characterized by an extensive system of wood piers; however, none of the nineteenth century piers remain intact above water today. A substantial metal railing has been added atop the bulkhead for much of its length, the majority of which likely dates to the construction of the FDR Drive along the waterfront.

STUDY AREA

There are 12 known architectural resources located within the 400-foot study area, five of which fall within the Project Area and are described above. Additionally, there is one potential architectural resource in the study area. These known and potential architectural resources are described below and their locations are shown on **Figure 6-1**.

Known Architectural Resources

Brooklyn Bridge (NHL, S/NR-listed, NYCL)

Located more than 350 feet from the Project Area, the Brooklyn Bridge spans the East River between City Hall Park in Manhattan and Cadman Plaza in Brooklyn (see Photo 10 of **Figure 6-7**). John A. Roebling, a German immigrant engineer who invented the wire cable and was an accomplished bridge builder conceived the steel suspension bridge in 1867. The Brooklyn Bridge was the first physical link between Brooklyn and Manhattan. It opened in 1883 and was the longest suspension bridge at the time of its completion, spanning 1,595 feet between towers. The bridge is considered one of the greatest engineering feats of the nineteenth century. It is characterized by two massive granite-clad towers with Gothic arches and a network of steel cables and vertical wires.

(#2) 170-176 John Street (S/NR-listed, NYCL)

The building at 170-176 John Street (Block 72, Lot 7501), also known as the Hickson W. Field Store, is approximately 130 feet from the Project Area. The building, which is also part of the NYCL South Street Seaport Historic District and the S/NR-listed South Street Seaport Historic District Extension, dates from 1840 and was expanded upward in 1981-82 by the firm of Buttrick, White & Burtis. The building is a rare surviving example of a Greek Revival warehouse with an all-granite front and a ground floor of post-and-lintel construction (see Photo 11 of **Figure 6-8**).

The building type represents a form first introduced to New York in 1829 by Ithiel Town at his Tappan Store on Pearl Street (demolished). The Tappan Store became the model for the counting houses of the next decade, including the Hickson Field Store. At the time of its designation in 1968, the building housed the Baker, Carver & Morrell ship's chandlery.

(#3) 156-160 Front Street (S/NR-eligible)

The seven-story brick and stone-clad building at 156-160 Front Street (Block 71, Lot 1) was originally built as offices in 1917. Prominent architect, Henry J. Hardenbergh designed the building in the Renaissance Revival-style. Located approximately 260 feet from the Project Area, the building's principal street façades—Front and Fletcher Streets and Maiden Lane—are of a similar design with a two-story brick and stone base defined by double-height paired stone pilasters separating window bays (see Photo 12 of **Figure 6-8**). A denticulated cornice extends above the second story. The building is capped by a prominent modillioned cornice and alternating brick pier and balustrade parapet. The building's main entrance is on Front Street within a centrally located pedimented entryway with a cartouche in the lintel and frieze. The rear of the building facing Water Street is a plain brick wall that has been altered through the addition of projecting enclosed and open balcony bays at each story above the ground floor and extending two stories above the seventh floor. The building was listed as being S/NR-eligible pursuant to an LPC letter dated June 19, 2012.

(#4) 111 John Street (S/NR-eligible)

Designed by Buchman & Kahn and built by Starrett Brothers, Inc., the 26-story building at 111 John Street (Block 75, Lot 30) was completed in 1928. Located approximately 395 feet from the Project Area, the symmetrically fenestrated building has a base clad in stone with brick facing above (see Photo 13 of **Figure 6-9**). The building fronts on Cliff, John, and Pearl Streets with a central entrance along John Street and multiple ground floor storefronts. The building has multiple setbacks and a highly textured façade that includes brick banding and paneling, stone corbelling, and metalwork reflective of the Art deco-style. At the time of its construction, the building set a new record for steel construction, with the steel structure completed in just over six weeks.

(#5) 28 Cliff Street (S/NR-eligible)

The building at 28 Cliff Street (Block 75, Lot 7502) is located more than 350 feet from the Project Area. Built in the 1840s, the Greek Revival-style building is a four-story brick structure three bays wide that faces north onto Cliff Street. The ground floor is raised, characterized by a wood-paneled commercial storefront, containing two doorways and a large central window (see Photo 14 of **Figure 6-9**). The building's windows have stone sills and lintels, with a stone belt course between the first and second stories, which continues onto the neighboring building. The roofline features brick corbelling that resembles dentils.

(#6) 32 Cliff Street (S/NR-eligible)

The building at 32 Cliff Street (Block 75, Lot 46) is a four-story, three-bay wide brick structure (see Photo 15 of **Figure 6-10**). Believed to be constructed in the 1840s, the late Greek Revival-style building is located more than 350 feet from the Project Area. The building's ground floor is faced in stone, with rosettes at the upper corners at each end of the primary (north) façade. The ground floor features two large windows and a doorway with a canvas awning spanning the width of the façade above. A fire escape covers much of the façade from the second to fourth story. Original windows in the easternmost bay appear to have been replaced with recessed doorways that lead to fire escape landings. The building is topped with a brick cornice, corbelled to suggest dentils.

(#7) 46-50 Fulton Street (S/NR-eligible)

Constructed during the second quarter of the nineteenth century, the three contiguous buildings at 46-50 Fulton Street (Block 75, Lot 7501) are located more than 350 feet from the Project Area. Facing east onto Fulton Street, each building is three bays with a ground floor shopfront (see Photo 16 of **Figure 6-10**). A ground floor door between 46 and 48 Fulton Streets provides access to the stories above. The building at 46 Fulton Street is four stories tall, while the buildings at 48 and 50 Fulton Streets are five stories. The buildings have six-over-six-light, double-hung windows with brownstone sills and lintels. Some of these lintels are marked with rectangular patterning typical of the Greek Revival-style. The building at 46 Fulton Street has four continuous windows at its fourth floor with a continuous lintel above. Along the roofline of 48 Fulton Street is decorative brick corbelling. A metal fire escape links the buildings at 46 and 48 Fulton Streets.

Potential Architectural Resource

(A) Rudolph de Harak Clock

American graphic designer Rudolph de Harak designed the digital clock on the south façade of 135 John Street (Block 75, Lot 8). Installed in 1971, the clock, which is approximately 45 feet wide by 50 feet tall, consists of 72 illuminated squares (see Photo 17 of **Figure 6-11**). The top row is numbered 1 through 12, and the additional squares are labeled 00 to 59. When originally installed, the clock was to display the date, hour, minute and second. Additionally, as part of the project, de Harak created street furniture, including chairs and a telephone booth that have since been relocated and a neon-illuminated tunnel that led to the entrance of the 200 Water Street. The digital clock, though its context has changed, appears S/NR-eligible under Criterion C as a representative work of the late Rudolph de Harak.

D. THE FUTURE WITHOUT THE PREVIOUSLY PROPOSED PROJECT

ARCHAEOLOGICAL RESOURCES

As described previously, previous archaeological assessments completed between the 1970s and the 2010s identified areas of archaeological sensitivity within the Project Area and/or involved testing or monitoring to confirm the presence of archaeological resources. The Study completed by AKRF in March 2021 and revised in April 2021 was designed to reevaluate and refine previous determinations of archaeological sensitivity and to synthesize previous archaeological investigations with new research. As described in Chapter 1, “Project Description,” in the future without the ~~Proposed Project~~previously proposed project (the No Action condition), the Development Site is anticipated to be redeveloped with a new, 120-foot-tall as-of-right building that would not require any discretionary approvals requiring environmental review. As described previously, the Development Site has been identified as archaeologically sensitive at depths greater than 8 feet below the ground surface. Therefore, future as-of-right development without archaeological review or oversight from LPC within the Project Area could disturb or destroy archaeological resources in the No Action condition.

ARCHITECTURAL RESOURCES

In the No Action condition, the status of architectural resources could change. The East River Bulkhead, FDR Drive, and other S/NR-eligible properties described above could be listed on the Registers. It is also possible that, given the project’s 2026 analysis year, additional sites could be identified as architectural resources and/or potential architectural resources.

In the No Action condition, changes to architectural resources or to their settings could occur. For instance, indirect impacts from future projects could include blocking 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 settings or introducing shadows over an architectural resource with sun-sensitive features. It is also possible that some architectural resources in the Project Area could deteriorate or experience direct impacts through alteration or demolition, while others could be restored.

Architectural resources that are listed on the S/NR or that have been found eligible for listing are given a measure of protection under Section 106 of the National Historic Preservation Act from the effects of projects sponsored, assisted, or approved by federal agencies. Although preservation is not mandated, federal agencies must attempt to avoid adverse effects on such resources through a notice, review, and consultation process. Properties listed on the Registers are similarly protected against effects resulting from projects sponsored, assisted, or approved by State agencies under the State Historic Preservation Act. However, private owners of properties eligible for, or even listed on, the Registers using private funds can alter or demolish their properties without such a review process. Privately owned properties that are NYCLs, in NYCL Historic Districts, or pending designation as Landmarks are protected under the NYC Landmarks Law, which requires LPC review and approval before any alteration or demolition can occur, regardless of whether the project is publicly or privately funded. Publicly owned resources are also subject to review by LPC before the start of a project; however, LPC's role in projects sponsored by other City or State agencies generally is advisory only.

The 2014 New York City Building Code, in Section BC 3309: Protection of Adjoining Property, provides for the protection of 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. Further, Section BC 3309.4.4 requires that "historic structures that are contiguous to or within a lateral distance of 90 feet... from the edge of the lot where an excavation is occurring" be monitored during the course of excavation work. In addition, the DOB's *TPPN #10/88* applies to NYCLs, properties within NYCHDs, and NR-listed properties. *TPPN #10/88* supplements the standard building protections afforded by the Building Code by requiring a monitoring program to reduce the likelihood of construction damage to adjacent NYCLs and NR-listed properties (within 90 feet) and to detect at an early stage the beginnings of damage so that construction procedures can be changed.

PROJECT AREA

In the No Action condition, the existing surface parking lot on the Development Site will be redeveloped with a new as-of-right building. This No Action building will be a 10-story, 120-foot tall (157 feet to the top of the bulkhead), approximately 327,400-gsf building including residential, retail, community facility spaces, and underground parking. As it is located within the NYCL South Street Seaport Historic District, the as-of-right building will require LPC approval. Historic district and district extension buildings within 90 feet of construction activities would be offered protection from accidental construction damage through DOB controls governing the protection of adjacent properties from construction activities and through the supplemental construction protection measures offered by *TPPN #10/88*. From Pearl Street, the as-of-right building will block publicly accessible views over the Development Site of the historic district buildings located along Water Street between Beekman Street and Peck Slip.

Additionally, as discussed in Chapter 2, “Land Use, Zoning, and Public Policy,” the Tin Building at 96 South Street (Block 73, Lot 11) is currently undergoing reconstruction and will have approximately 67,400-gsf of retail and entertainment uses when completed.

It is assumed that absent the ~~Proposed Project~~previously proposed project, the Museum would close permanently. As such, there would be no renovated spaces for the Museum nor would there be a potential expansion of the Museum. Operational changes to the Pier 17 access drive as well as minor improvements to the Pier 17 access drive area and building would not occur, and no streetscape, open space, or other improvements (e.g., planters) in the remainder of the Project Area would occur either.

STUDY AREA

In addition to the aforementioned reconstruction of the Tin Building, two additional development projects are currently anticipated to be completed by 2026 within the 400-foot study area. Along the East River between Peck Slip and Catherine Slip, the Brooklyn Bridge Esplanade will undergo reconstruction. At 161 Maiden Lane, a new 60-story residential building is under construction. The Brooklyn Bridge Esplanade and the new residential building are located within or near four historic resources: the S/NR-listed South Street Seaport Historic District and Extension and the NYCL historic district, the Brooklyn Bridge, and the East River Bulkhead. However, due to the presence of intervening buildings and their physical distance, the No Action developments are not expected to have any physical or contextual relationship with these architectural resources.

E. THE FUTURE WITH THE PREVIOUSLY PROPOSED PROJECT

ARCHAEOLOGICAL RESOURCES

As described above, previous archaeological assessments completed between the 1970s and the 2010s identified areas of archaeological sensitivity within the Project Area and/or involved testing or monitoring to confirm the presence of archaeological resources. The Study completed by AKRF in March 2021 and revised in April 2021 was designed to reevaluate and refine previous determinations of archaeological sensitivity and to synthesize previous archaeological investigations with new research. In a comment letter issued April 9, 2021, LPC concurred with the conclusions of the Study and a final revised version was prepared in April 2021 incorporating minor edits requested by LPC (see **Appendix C**).

In the event that areas of archaeological sensitivity would be impacted in the future with the ~~Proposed Project~~previously proposed project (the With Action), additional archaeological investigation (e.g., Phase 1B testing or monitoring) would be required in consultation with LPC. Pursuant to the *CEQR Technical Manual* and the 2018 LPC archaeological guidelines, archaeological investigations in New York City typically proceed in a multi-phase process consisting of an archaeological documentary study (e.g., a Phase 1A study or a Topic Intensive Archaeological Documentary Study); an archaeological investigation to determine the presence or absence of archaeological resources through field testing or monitoring (e.g., a Phase 1B archaeological investigation); a significance evaluation—gathering sufficient information to assess a site’s eligibility for S/NR (e.g., a Phase 2 investigation); and the mitigation of unavoidable impacts through data recovery or another form of mitigation (e.g., Phase 3). The need for advancing to an additional phase of work is dependent upon the results of the preceding phase. Pursuant to CEQR, all archaeological analysis must be completed in coordination with LPC. A Work Plan must be submitted to LPC for review and approval prior to the completion of each

phase of work (where required), and a final technical report must be submitted to LPC for review and approval following the completion of each phase. With the completion of all necessary phases of work as described in the sections that follow, and continued consultation with LPC—including the review and approval of all submitted work plans and final technical reports—the ~~Proposed Project~~previously proposed project would not result in significant adverse impacts on archaeological resources.

The need for additional archaeological Investigations of each location within the Project Area are described below.

DEVELOPMENT SITE (BLOCK 98, LOT 1)

The Study recommended that archaeological testing or monitoring take place to observe potentially deeply buried archaeological resources within the Development Site during remediation work or the ~~Proposed Project~~previously proposed project's construction at all depths below 8 feet below the ground surface. Previous Phase 1B work completed in 2001/2002 was hindered by groundwater, which flooded the archaeological trenches and prevented archaeologists from fully observing resources and making future testing impractical. Given the height of the water table, it is assumed that the construction of a mixed-use building on the Development Site would require extensive de-watering (i.e., through the construction of a cofferdam, slurry wall, or similar), which would grant archaeologists an opportunity to observe landfill retaining structures as they are excavated below the water table and to potentially create a dewatered area that would permit archaeological testing. Therefore, some combination of archaeological monitoring and, where possible, testing is recommended during excavation on the Development Site beneath a depth of 8 feet below the ground surface during either the construction of the ~~Proposed Project~~previously proposed project or any associated remediation.

The use of monitoring or testing will depend on the proposed sequence of construction/dewatering efforts as well as issues pertaining to worker safety. Upon the finalization of plans for the construction of the proposed project and any associated dewatering efforts, a strategy for the Phase 1B archaeological investigation will be developed with the contractor, the archaeological consultant, and LPC to determine where archaeological testing and archaeological monitoring can be safely completed. This strategy will be summarized in a Work Plan that will be submitted to LPC before the commencement of any archaeological work, remediation, or subsurface construction efforts. If archaeological monitoring or testing is to occur during any remediation work or within soils that have been identified as contaminated, work, such work would have to be completed in consultation with the hazardous materials specialists completing that work, including the preparation of a comprehensive Health and Safety Plan (HASP) tailored to the specific contaminants that may be encountered on the site and that would any specialized training that the archaeological team may need (e.g., 40-hour HAZWOPER training). Furthermore, the Work Plan prepared for any archaeological monitoring or testing on the Development Site should include a discussion about alternative methods for documenting artifacts or features that may not be accessible via traditional archaeological analytical methods as a result of their associated with contaminated soils.

MUSEUM SITE (BLOCK 74, PORTION OF LOT 1)

The Museum Site and the surrounding block was determined to have high sensitivity for archaeological resources associated with waterfront structures (e.g., piers and wharves) and landfill/landfill-retaining structures. Previous archaeological investigations have confirmed that

intact timber features associated with the landfilling process are intact beneath the Museum Site, including under existing buildings and in adjacent undeveloped areas. These features may be as shallow as two to three feet below the street grade or three to five feet below the cellar floors of existing buildings. Furthermore, the historical rear yards on the John Street Lot were determined to be archaeologically sensitive as a result of previous investigations. These areas were not subject to a complete archaeological investigation beyond the monitoring of a small number of test pits directly adjacent to building foundations.

For any areas within the Museum Site where ground-disturbing activities would be required, including from the potential Museum expansion on the John Street lot, additional archaeological monitoring or testing may be required. In the event that such activities are proposed, it is recommended that project plans be reviewed by a qualified archaeologist to determine if the impacts would extend into archaeologically sensitive soil strata. A Work Plan for archaeological testing or monitoring should then be prepared in consultation with LPC.

TITANIC PARK (BLOCK 95, LOT 101)

Titanic Park experienced limited disturbance as a result of the reconstruction of the park in the early 2010s, and the Study concluded that Block 95, Lot 101 remains archaeologically sensitive for resources associated with landfill/landfill-retaining structures at depths greater than five feet below the ground surface. In the event that Project-related impacts would require soil disturbance to depths greater than five feet below the ground surface, Phase 1B archaeological investigation including testing or monitoring would be required in consultation with LPC.

PIER 16 (BLOCK 73, LOT 8)

The Study concluded that the site of Pier 16 is not archaeologically sensitive and therefore, no further archaeological analysis is warranted in that area.

PROJECT AREA STREETBEDS

Those portions of Project Area streetbeds that have not been excavated or disturbed for various purposes, including previous utility installation or archaeological investigations, have moderate to high archaeological sensitivity. In the event that Project-related activities would require soil disturbance to undisturbed areas within Project Area streetbeds, Phase 1B archaeological investigation including testing or monitoring would be required in consultation with LPC. It is recommended that following the finalization of the design of any Project-related disturbances to Project Area streetbeds, the plans be reviewed by a qualified archaeologist to determine if the impacts will affect undisturbed areas that have not been included within previous archaeological investigations.

Assessment of Archaeological Impacts Additional archaeological analysis would be required in the location of the Development Site. Additional analysis may also be required in the location of the Museum Site; Titanic Park; and the Project Area Streetbeds; however, the need for such additional analysis may not be known until potential future improvements plans are finalized and may require a review of final plans by a qualified archaeologist. Any required archaeological analysis would be completed in consultation with LPC and with the preparation and approval of any required Work Plans. In the event that potentially significant archaeological resources are encountered during the Phase 1B work, then additional archaeological analysis in the form of a Phase 2 archaeological survey/evaluation and possibly Phase 3 data recovery/mitigation would be required.

ARCHITECTURAL RESOURCES

The maximum bulk envelope on the Development Site analyzed for purposes of this ~~DEIS~~ FEIS would have a maximum height of 395 feet. Like the No Action project, the Development Site building would include residential, retail, and community facility spaces, and an underground parking garage. The Development Site in the With Action condition would also include office space. The ~~Proposed Project~~ previously proposed project, unlike the No Action project, would restore and reopen the existing South Street Seaport Museum, as well as potentially develop a new Museum expansion on the Museum Site. The restoration and reopening of the Museum would provide a new entrance to renovated Museum spaces at the corner of South Street and Fulton Street along with newly renovated spaces. While no work would be done on the AA Low Building, the Museum's "Collections" space would also reopen as part of the ~~Proposed Project~~ previously proposed project. The potential expansion of the Museum would result in a seven-story building on the vacant John Street Lot at the northeast corner of John Street and South Street. It would be integrated with other Museum areas and include gallery spaces and a multi-use auditorium space. Additional streetscape, open space, or other improvements (e.g., planters) would also potentially occur in the remainder of the Project Area under the With Action condition. The ~~Proposed Project~~ previously proposed project, which is subject to LPC approval, is described in more detail below.

Potential impacts from development in the Project Area pursuant to the ~~Proposed Project~~ previously proposed project are considered below. According to the *CEQR Technical Manual*, impacts on historic resources may include direct physical impacts, which include demolition or alteration of architectural resources, accidental damage to architectural resources from construction, and indirect impacts to architectural resources by 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 an architectural resource with sun-sensitive features. These potential impacts are examined below.

PROJECT AREA

Development Site

In the With Action condition, the surface parking lot at 250 Water Street on the Development Site would be redeveloped with an approximately 680,500-gsf mixed-use building. Since the Development Site is located within the NYCL South Street Seaport Historic District, design of any new building on the site must be approved by LPC, with —all aspects of the building design subject to their review and approval. LPC has reviewed the proposed designs for both the Development Site and Museum Site for Certificates of Appropriateness. Public hearings were held on January 5 and April 6, 2021, and on May 4, 2021, LPC voted to issue Certificates of Appropriateness for ~~the~~ a modified design of the previously proposed building on the Development Site (Docket #: LPC-21-03235; Document #: COFA-21-03235) and the potential expansion of the Museum (LPC Docket #: LPC-21-04480; Document #: SUL-21-04480). On May 13, 2021, LPC issued a Certificate of Appropriateness (Design Approval, the "COFA") with respect to the modified design of the previously proposed building on the Development Site.

The program and bulk of the LPC-approved designs are within the maximum building envelope contemplated in ~~this the DEIS and this FEIS~~ as the RWCDS (see Figure 1-3b of Chapter 1, "Project Description").

The maximum building envelope contemplated in this ~~DEIS~~-FEIS has a roughly rectangular, approximately six to seven-story base that would occupy the entirety of the Development Site located between Peck Slip, Pearl Street, Beekman Street, and Water Street. This base would be 90 to 105 feet tall with setbacks beginning at the third story, and is intended to be reflective of existing South Street Seaport buildings in terms of scale with the use of varying heights, such as the seven-story building at 117 Beekman Street (Block 95, Lot 7501) and the seven-story Peck Slip School at 1 Peck Slip. To break up the base into sections that reference the historic district blockfronts of multiple buildings seen along Water and Beekman Streets and throughout the district, the design of the base is expected to include use punched windows, tone-on-tone masonry, and architectural detailing, such as cast stone “lintels,” stone “posts,” and different streetwall heights before the first setback. The base design is intended to allow the previously proposed building to fit contextually and provide a consistent low streetwall along the northern border of the S/NR-listed and NYCL South Street Seaport Historic District and Extensions, as well along Peck Slip and Water and Beekman Streets.

Above the base, the maximum building envelope sets back and rises as a tower with a maximum height of up to 395 feet to the top of the bulkhead (the conceptual designs being considered for the building are expected to be lower than this maximum height). The tower would be set back from Water Street and be positioned on Pearl Street, away from the historic district buildings along Water Street. The massing of the tower is expected to be articulated as segments facing Water Street, including portions that would further pull the tower massing back from Water Street. The segments may have stepped heights intended to further break up the massing of the tower. The total height of the tower would be compatible with others in the study area, which includes tall residential and office buildings such as the 35-story office building at 199 Water Street (Block 74, Lot 7501) and the 31-story residential building at 127 John Street (Block 75, Lot 1) located one block south. The Applicant’s intention for the new building on the Development Site is to provide a complimentary transition to the lower-height buildings to the south and southeast of the South Street Seaport neighborhood and to the larger scale buildings to the north and northwest of Lower Manhattan.

As noted above, LPC has reviewed and voted to issue a Certificate of Appropriateness for the building design for the Development Site (LPC Docket #: LPC-21-03235; Document #: COFA-21-03235). On May 13, 2021, LPC issued a Certificate of Appropriateness (Design Approval, the “COFA”) with respect to the modified design of the previously proposed building on the Development Site. For the purposes of this ~~DEIS~~FEIS, a new building on the Development Site that would be developed to the maximum building envelope (e.g., up to a maximum height of 395 feet) would be considered to have the potential to result in significant adverse contextual impacts to historic resources. The Applicant ~~intends to~~ submitted a revised Land Use Application consistent with the LPC-approved designs between the publication of ~~this the~~ DEIS and ~~the this~~ FEIS, which is considered in this FEIS as the Reduced Impact Alternative, as described in Chapter 18, “Alternatives.” ~~and the height, proportion, and massing of the building will therefore be refined between the publication of this DEIS and the FEIS; the FEIS will identify changes to the maximum building envelope and reflect a building massing that is consistent with the LPC approved design. The incorporation of these changes is anticipated to eliminate potential contextual impacts on the surrounding historic district.~~

Museum Site

Several existing buildings on the Museum Site, which is located within the NYCL South Street Seaport Historic District and NYCL Schermerhorn Row Block, would undergo exterior

restoration subject to approval by LPC. (As noted above, the Schermerhorn Row Block is also S/NR listed, and the Museum is located in the S/NR-listed South Street Seaport Historic District.) The existing buildings on the Museum Site at the corner of Fulton Street and South Street (91-93 South Street and 2-4 Fulton Street) would undergo multiple proposed renovations, including replacing cracked, spalled bricks in kind; undergoing brownstone and granite Dutchman repairs; retooling bluestone, Dutchman repairs at the base of the buildings; and removing and repointing existing mortar and tooling to match the historic work. Additionally, the renovations would include replacing broken or missing slate in kind; refurbishing existing historic windows; repairing existing historic shutters and placing new shutters where needed; and recreating the historic wood storefront of the building at the northwest corner of Fulton and South Streets. Any paint applied to the exterior of the buildings would reflect the colors often seen on buildings constructed from 1820 to 1920. The Applicant would also renovate the interiors of these buildings, but the interior renovations are not subject to LPC review. Interior work would include renovating existing Museum spaces as well as create new Museum spaces. Accessory interior spaces such as toilet rooms and operational equipment closets would be provided as needed as part of the interior work. However, the Applicant's intent is that any renovation done to the Museum buildings would reflect or match the existing historic character of the buildings, and thus would not adversely impact the historic appearance or character of the NYCL and S/NR-listed South Street Seaport Historic District and Schermerhorn Row Block. No work would occur on the AA Low Building at 167-171 John Street.

The Museum Site would also potentially undergo an approximately 32,838-gsf expansion, which would replace the vacant John Street Lot (89 South Street/175 John Street) at the corner of South and John Streets with a seven-story building. The expansion building would create a consistent streetwall with the existing structures along John and South Streets and would be connected internally to the renovated Museum spaces described above. Additionally, the expansion building would be of a similar height and massing to the adjacent five-story AA Low Building at 167-171 John Street, completing the Schermerhorn Row Block. Since the Museum Site is located within the NYCL South Street Seaport Historic District, design of the expansion must be approved by LPC. All aspects of the building design are subject to their review and approval. As noted above, LPC has held public hearings on the matter and voted to approve the Museum Site proposal for a Certificate of Appropriateness on May 4, 2021 (LPC Docket #: LPC-21-04480; Document #: SUL-21-04480).

Additional Project Improvements

Additional streetscape, open space, or other improvements (e.g., planters) may also occur in the remainder of the Project Area under the With Action condition. However, specific locations have not been identified. As any additional project improvements would be located within the NYCL South Street Seaport Historic District, they would be subject to LPC review and approval. Therefore, it is not expected that any additional project improvements would result in adverse effects on architectural resources. Similarly, the operational change on the Pier 17 access drive as well as minor improvements to the Pier 17 access drive area and building in the With Action condition would not result in adverse effects on architectural resources.

STUDY AREA

Potential Direct Impacts

The previously proposed building on the Development Site could result in construction-related impacts on historic district and historic district extension buildings that are located within 90 feet. These buildings are located 1 Peck Slip, 23 Peck Slip, 227-251 Water Street, and 117 and 133 Beekman Streets (see **Figure 6-1**). Therefore, to avoid inadvertent damage during construction to these architectural resources, a Construction Protection Plan (CPP) would be prepared and implemented in consultation with LPC. The CPP would be prepared as set forth in Section 523 of the *CEQR Technical Manual* and in compliance with LPC's *Guidelines for Construction Adjacent to a Historic Landmark and Protection Programs for Landmark Buildings*, Building Code Chapter 3309.4.4, which requires that "historic structures that are contiguous to or within a lateral distance of 90 feet...from the edge of the lot where an excavation is occurring" be monitored during the course of excavation work, and with *TPPN #10/88*, which "requires a monitoring program to reduce the likelihood of construction damages to adjacent historic structures and to detect at an early stage the beginnings of damage so that construction procedures can be changed."

The proposed Museum expansion could also result in construction-related impacts to architectural resources located within 90 feet of construction activities (see **Figure 6-1**). Therefore, to avoid inadvertent construction-related impacts to the South Street Seaport Historic District and Schermerhorn Row Block buildings located within 90 feet and to a section of the FDR Drive, a CPP for these architectural resources would be developed and implemented in consultation with LPC.

To avoid inadvertent construction-period impacts to architectural resources located within 90 feet of construction activities for additional project improvements, a CPP would also be developed and implemented in consultation with LPC.

Potential Indirect Impacts (Visual and Contextual Impacts)

According to the *CEQR Technical Manual*, visual and contextual impacts on historic resources can include isolation of a property from or alteration of its setting or visual relationship with the streetscape; introduction of incompatible visual, audible, or atmospheric elements to a resource's setting; isolation of the property from, or alteration of, its setting or visual relationships with the streetscape; elimination or screening of publicly accessible views of a resource; or introduction of significant new shadows, or significant lengthening of the duration of existing shadows, over a historic landscape or on a historic structure (if the features that make the resource significant depend on sunlight) to the extent that the architectural details that distinguish that resource as significant are obscured. It is not expected that the ~~Proposed Project~~ previously proposed project would result in any of these types of impacts.

As mentioned above, LPC has reviewed and approved a modified design for the Development Site and Museum Site. Although the proposed building on the Development Site under this modified design would be a tall structure, it would be similar in height to a number of study area buildings such as the 35-story building at 199 Water Street, which is located within the S/NR-listed South Street Seaport Historic District Extension, the 31-story building at 127 John Street, and the 30-story building at 175 Water Street. Further, the bulk and height of the tower would be broken up by recessed bays of different heights. For the purposes of this ~~DEIS~~ FEIS, a new building on the Development Site that would be developed to the maximum building envelope (e.g., up to a maximum height of 395 feet) would be considered to have the potential to result in significant

adverse contextual impacts to historic resources. The Applicant ~~intends to submit~~ a revised Land Use Application consistent with the LPC-approved designs between the publication of ~~this the DEIS and the this FEIS, which is considered in this FEIS as the Reduced Impact Alternative,~~ as described in Chapter 18, “Alternatives.” ~~and the height, proportion, and massing of the building will therefore be refined between the publication of this DEIS and the FEIS; the FEIS will identify changes to the maximum building envelope and reflect a building massing that is consistent with the LPC approved design. The incorporation of these changes is anticipated to eliminate potential contextual impacts on the surrounding historic district.~~

The previously proposed building on the Development Site and proposed expansion on the Museum Sites would not introduce any incompatible visual, audible, or atmospheric elements to the setting of any architectural resource. The new building on the Development Site and the Museum expansion on the Museum Site would be compatible with uses in the study area, including within the historic districts and historic district extensions. The two ~~proposed~~ buildings would not isolate an architectural resource from its setting or alter the relationship of any architectural resource to the streetscape, since all streets adjacent to architectural resources would remain open and each resource’s relationship with the street would remain unchanged in the With Action condition. On the Development Site, a consistent streetwall would be created to complement the streetwalls of the facing blocks of historic buildings. On the Museum Site, the Museum expansion would fill the gap in the Schermerhorn Row Block created by the vacant lot. Further, identified additional project improvements would be subject to review and approval by LPC to ensure consistency with the NYCL South Street Seaport Historic District.

The previously proposed buildings on the Development Site and the proposed expansion on the Museum Site would not result in significant adverse impacts from eliminating or screening publicly accessible views of a resource. While the previously proposed building on the Development Site would block publicly accessible views over the site from Pearl Street of the historic district and historic district extension buildings on Beekman Street, Water Street, and Peck Slip, the No Action building on the Development Site will similarly block those views. Further, those views are not within a significant view corridor but are across a privately owned paved parking lot. The Museum expansion would block views of the blank south façade of 91 South Street and the blank east façade of 167-171 John Street. However, those party-wall façades are not the primary façades of the historic buildings, views of which would remain unobstructed. The Museum expansion would also block views of the modern glass rear addition to the Museum but that is not an important view of the Museum, which fronts Fulton Street. In addition, the previously proposed buildings on the Development Site and proposed expansion on the Museum Site would not obstruct any important publicly accessible views of the FDR Drive and the Brooklyn Bridge, as these linear resources would continue to be prominently visible from many locations in the study area. Furthermore, as discussed in Chapter 5, “Shadows,” the ~~Proposed Project~~ previously proposed project would not result in any significant shadows impacts to architectural resources.

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