

**A. INTRODUCTION**

This chapter considers the potential for the Proposed Project to affect urban design and visual resources. The analysis updates changes in background conditions since the *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island* (2011 FGEIS) and assesses whether any changed background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS would result in any significant adverse impacts to urban design and visual resources that were not addressed in the 2011 FGEIS.

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

- A zoning text amendment to create the Special Governors Island District and a Zoning Map amendment to map the special district on the North Island;
- Reuse and re-tenanting of approximately 1.2 million square feet (sf) of space on the North Island by 2022, rather than by 2030 as anticipated in the 2011 FGEIS. As part of the re-tenanting, it is anticipated that two non-historic building additions within the Governors Island Historic District may be demolished and potentially replaced with new structures of the same area and similar volume. In addition, a new structure would be constructed within the Historic District, in the open area north of Building 110;
- Full development of the Park and Public Space Master Plan (the Park Master Plan) for the entire Island by 2022, rather than by 2030 as anticipated in the 2011 FGEIS;
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the expanded Park and Public Space; and
- Future redevelopment of the two South Island Development Zones by 2030, as anticipated in the 2011 FGEIS.

Overall, this analysis considers the potential cumulative impacts of the Proposed Project along with the previously approved Phase 1, which consisted of specific portions of the park and public spaces and infrastructure improvements.

Under the 2012 *City Environmental Quality Review (CEQR) Technical Manual*, urban design is defined as the totality of components that may affect a pedestrian’s experience of public space. These components include streets, buildings, visual resources, open spaces, natural resources, and wind. An urban design assessment under CEQR must consider whether and how a project may change the experience of a pedestrian in a project area. The *CEQR Technical Manual* guidelines recommend the preparation of a preliminary assessment of urban design and visual resources, followed by a detailed analysis, if warranted based on the conclusions of the preliminary assessment. The analysis provided below addresses urban design characteristics and visual resources for existing conditions, the future without the Proposed Project, and the probable impacts of the Proposed Project in 2022 and 2030.

## **B. PRINCIPAL CONCLUSIONS**

### **2022 ANALYSIS YEAR**

By 2022, the Proposed Project would re-tenant more than 1.2 million square feet in existing historic structures on the North Island. Any reuse of buildings within the Historic District would require compliance with the guidance of the *Governors Island Preservation and Design Manual* (Design Manual) and would require review and approval by the New York City Landmarks Preservation Commission (LPC) and the New York State Office of Parks, Recreation and Historic Preservation (OPRHP). While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. Thus, this element of the Proposed Project would not result in a significant adverse impact to urban design.

The proposed new structures on the North Island (including the proposed ferry shelter at Yankee Landing if it is sited within the Historic District) would be required to comply with the Design Manual's "Standards for New Construction and Additions," and would require review and approval by LPC and OPRHP, including presentation of proposed new structures to LPC at a public hearing, where the agency would issue comments. Therefore, the proposed development of new structures at the Soissons Concession Site, Building 400 (Liggett Hall/Wing O), Building S-517, and Yankee Landing locations is anticipated to be compatible with the urban design of the North Island. The proposed widening and new pavement of the Great Promenade on the North Island would enhance connections to other nearby open spaces that are being developed in the future without and with the Proposed Project, pursuant to the Park Master Plan.

It is possible that other new structures could be constructed on the North Island by 2022. At a maximum height of 60 feet, any "predominantly community facility" buildings constructed pursuant to the proposed special district text could be somewhat taller than most of the existing structures on the North Island; however, commercial, residential, and mixed-use buildings constructed to the maximum allowed height (35 feet) would be more similar in scale to the existing buildings on the North Island. The maximum FARs allowable under the proposed buildings would result in structures of similar bulk to most of the existing structures on the North Island. Again, the design and construction of any potential new structures also would be required to comply with the Design Manual's "Standards for New Construction and Additions."

On the South Island, the proposed park and open space improvements to be developed by 2022 would enhance the South Island's open space offerings and natural resource opportunities and replace streetscape elements with a more cohesive design that would unite the North and South Islands.

The changes to be created by 2022 with the Proposed Project would be visible from off-Island areas including the East River Esplanade and Battery Park in Lower Manhattan; Louis J. Valentino Jr. Park and Pier and Brooklyn Bridge Park in Brooklyn; and the Staten Island Ferry. In these views, the enhancements to the Great Promenade, the new ferry shelter at Yankee Landing, the new structure on the Soissons Concession Site, and the new topography of the Hills would be most notable. While notable, these changes would not be considered significantly adverse. There are no visual resources located on the South Island; therefore, the proposed work in this area would not eliminate or obstruct existing views to such resources. The development of the Hills would create new view corridors to the visual resources on the North Island; in addition, the Hills would provide enhanced views of the various resources that can currently be seen mainly from the waterfront esplanade and perimeter roadway.

In summary, the Proposed Project in 2022 would not have a significant adverse effect on urban design, view corridors, or views to visual resources.

### **2030 ANALYSIS YEAR**

No additional work is proposed for the North Island between 2022 and 2030. On the South Island by 2030, the Proposed Project would develop and construct new buildings in two future development zones. At this time, no concrete proposals have been put forth for the two South Island Development Zones and, therefore, specific uses are not proposed, defined, or designed; however, it is assumed that this redevelopment could be inconsistent with the South Island's existing zoning, with regard to use restrictions and density and height limitations, and it is anticipated that the redevelopment would require rezoning actions and possibly other land use approvals.

As the existing, vacant buildings on the South Island will be demolished in the future without the Proposed Project, the proposed redevelopment would not be inconsistent with any South Island building types, arrangements, or uses. The potential siting, height, massing, design, and materials of the buildings to be developed on the South Island have not yet been developed or designed. It is anticipated that design guidelines would be developed for the South Island Development Zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes, and thus would not be anticipated to negatively affect views of the North Island from these off-Island areas to the north, east, and west.

When the redevelopment of the two South Island Development Zones has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to urban design and visual resources.

Overall, this analysis concludes that the changes in background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS would not result in any significant adverse impacts to urban design and visual resources that were not addressed in the 2011 FGEIS.

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

### **PHASE 1**

The 2011 FGEIS concluded that Phase 1 of the Approved Project would not be expected to have significant adverse impacts on urban design and visual resources. The approved work would enhance the context of buildings within the Governors Island Historic District that are adjacent to project areas; create new open spaces and enhance connections between open spaces; and improve existing streetscape elements. Phase 1 also would not result in any adverse changes to building types, arrangements, or uses, streetscape elements, open spaces, natural resources, or wind, and would not obstruct or significantly affect any existing view corridors or visual resources.

### **LATER PHASES**

As described in the 2011 FGEIS, any reuse of buildings within the Governors Island Historic District in the Later Phases of the Approved Project would require compliance with the guidance of the Design Manual. While the potential uses of buildings in this area could be different from historic uses, they were considered to be an improvement over the current vacancies. The

proposed improvements along the Great Promenade would provide new open space opportunities and would not result in a significant adverse change to the Island’s building types, arrangements, or uses, natural resources, or wind or sunlight characteristics. The proposed change to the South Island’s topography (the Hills) would be anticipated to improve the area’s wind characteristics and—by providing a better environment for trees—create more shade opportunities.

At the time of preparation of the 2011 FGEIS, the potential siting, height, massing, design, and materials of the buildings to be constructed on the South Island were not yet developed or designed. Given the lack of plans to review, it was not possible to determine whether the proposed redevelopment—alone or in combination with the new topography of the Hills—would or would not negatively affect the context of the neighboring buildings and open spaces on the North Island, or views of the North Island from off-Island areas to the north, east, and west. It was anticipated that design guidelines would be developed for the South Island Development Zones. These guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to urban design and visual resources.

The proposed improvements to the Great Promenade on both the North and South Island would enhance the context of the Island’s existing, panoramic views and the context of the visual resources on the North Island. On the South Island, the creation of the two-level promenade areas at the South Prow and north of Liberty Terrace would expand the Island’s current viewing opportunities. The North Island’s significant view corridors are all oriented to the north, east, and west; therefore, the proposed creation of the Hills on the South Island would not obscure any significant view corridors from the North Island. In summary, the 2011 FGEIS concluded that the Approved Project would not have a significant adverse effect on the North Island’s view corridors.

#### **D. PRELIMINARY ASSESSMENT**

Based on the *CEQR Technical Manual*, a preliminary assessment of urban design and visual resources is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by existing zoning. Examples include projects that permit the modification of yard, height, and setback requirements, and projects that result in an increase in built floor area beyond what would be allowed ‘as-of-right’ or in the future without the Proposed Project.

As described in greater detail in Chapter 1, “Project Description,” the Proposed Project is seeking to create the Special Governors Island District on the North Island, a new zoning district that would allow compatible commercial uses in the existing R3-2 district, subject to review by Manhattan Community Board 1 and certification by the Chair of the City Planning Commission. This proposed rezoning would result in an increase in the allowable floor area ratio for commercial uses on the North Island, and also would modify height requirements for new buildings on the North Island beyond what would be allowed ‘as-of-right’ or in the future without the Proposed Project. Furthermore, it is anticipated that the future development proposed for the South Island by 2030 could be larger in scale and could require rezoning of the South Island to increase permitted floor area and possibly change height and setback

requirements, and thus could be expected to result in physical alterations beyond that allowed by existing zoning. Therefore, the Proposed Project meets the threshold for a preliminary assessment of urban design and visual resources.

The *CEQR Technical Manual* guidelines state that if the preliminary assessment shows that changes to the pedestrian environment are sufficiently significant to require greater explanation and further study, then a detailed analysis is appropriate. Examples include projects that would potentially obstruct view corridors, compete with icons in the skyline, or make substantial alterations to the streetscape of a neighborhood by noticeably changing the scale of buildings. Detailed analyses also are generally appropriate for areawide rezonings that include an increase in permitted floor area or changes in height and setback requirements, general large-scale developments, or projects that would result in substantial changes to the built environment of a historic district or components of a historic building that contribute to the resource's historic significance. Conditions that merit consideration for further analysis of visual resources include when the project partially or totally blocks a view corridor or a natural or built visual resource and that resource is rare in the area or considered a defining feature of the neighborhood; or when the project changes urban design features so that the context of a natural or built visual resource is altered (i.e., if the project alters the street grid so that the approach to the resource changes; if the project changes the scale of surrounding buildings so that the context changes; or if the project removes lawns or other open areas that serve as a setting for the resource).

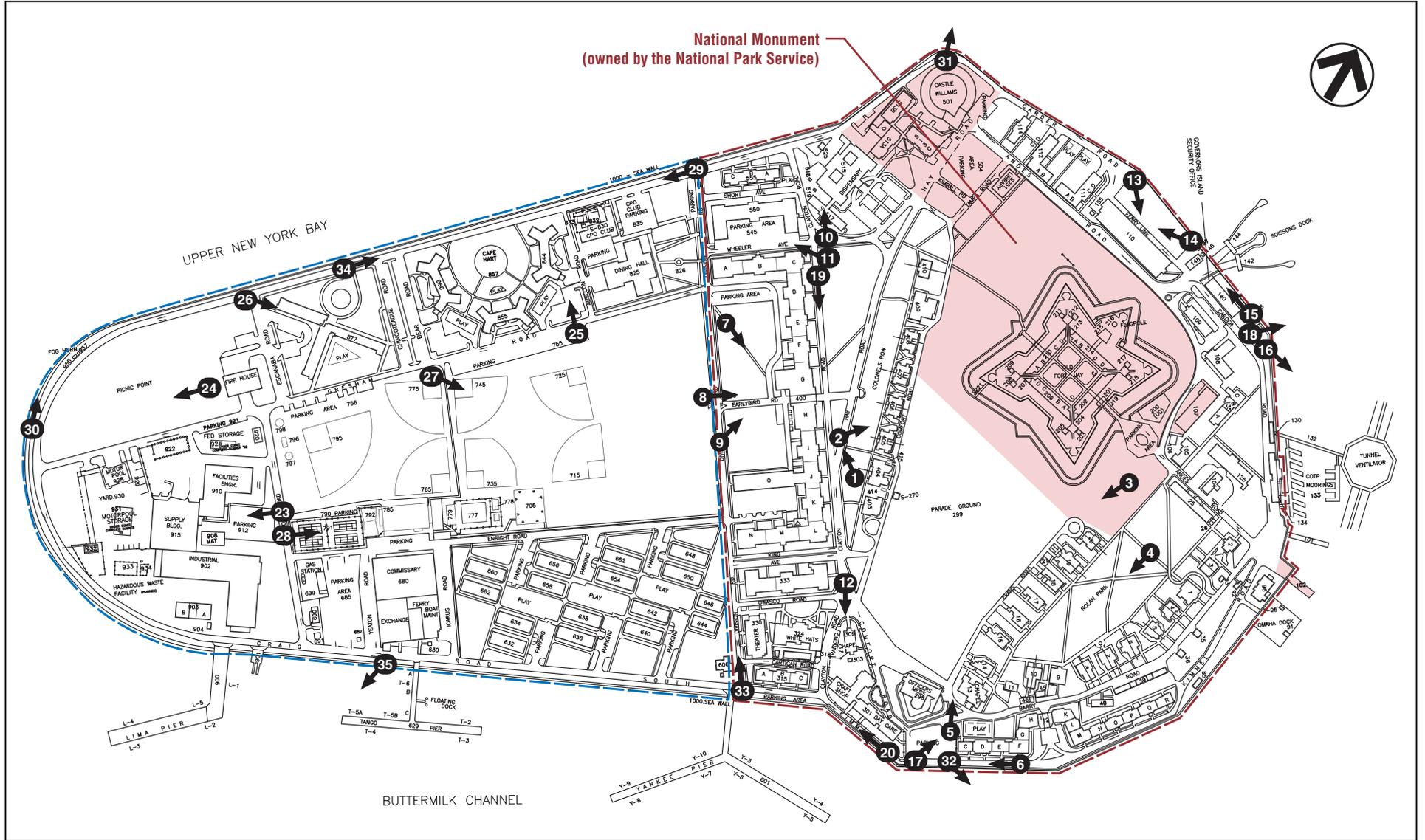
As described above, the proposed creation of the Special Governors Island District would result in an increase in the allowable floor area ratio for commercial uses and would modify height requirements on the North Island, and development on the South Island by 2030 is anticipated to require rezoning to increase permitted floor area and possibly change height and setback requirements. This might change urban design features so that the context of built visual resources (the Governors Island Historic District and the Governors Island National Monument) is altered. Therefore, the Proposed Project would meet the threshold for a detailed assessment of urban design and visual resources. This analysis is provided below.

### E. METHODOLOGY

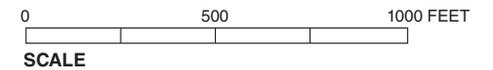
According to the *CEQR Technical Manual*, the study area for urban design is the area where the project may influence land use patterns and the built environment, and is generally consistent with that used for the land use analysis. For visual resources, the view corridors within the study area from which such resources are publicly viewable should be identified. The land use study area may serve as the initial basis for analysis; however, in many cases where significant visual resources exist, it may be appropriate to look beyond the land use study area to encompass views outside of this area, as is often the case with waterfront sites or sites within or near historic districts.

Due to the Island's geographic isolation and lack of adjoining land uses—and consistent with the analysis of land use, zoning, and public policy—the study area for the urban design analysis has been defined as the Island itself (see **Figure 6-1**). Although the Proposed Project would result in increased visitation through ferry landings in Lower Manhattan and Brooklyn, it would not require any physical alterations to structures in those areas that could potentially be observed by pedestrians. Therefore, those areas do not warrant analysis in this chapter.

For visual resources, the study area is extended to consider publicly accessible views of the Island from the southern tip of Battery Park and the East River waterfront esplanade in



- North Island (Coterminous Historic Districts)
- South Island
- Owned by the National Park Service
- 1 ➔ Photograph Location and Reference Number



Manhattan, the Staten Island Ferry, and publicly accessible portions of the Brooklyn waterfront in Red Hook and the Columbia Street District, such as the Louis J. Valentino Jr. Park and Pier.

The *CEQR Technical Manual* recommends an analysis of pedestrian wind conditions for projects that result in the construction of large buildings at locations that experience high wind conditions (such as along the waterfront, or other location where winds from the waterfront are not attenuated by buildings or natural features), which may result in an exacerbation of wind conditions due to “channelization” or “downwash” effects that may affect pedestrian safety. When the redevelopment of the South Island has been fully defined, including proposed building design, location, height, and orientation, a wind pedestrian wind analysis may be undertaken as part of the future environmental review in connection with rezoning or other land use actions.

## **F. EXISTING CONDITIONS**

### **URBAN DESIGN**

#### *NORTH ISLAND*

The North Island is roughly 92 acres in size (including 40 acres of park and public spaces) and includes approximately 100 structures. All of the buildings on this portion of the Island are located within the Governors Island Historic District (see Chapter 5, “Historic and Cultural Resources”). Most of the structures within the North Island are vacant; however, there are some active uses on this portion of the Island. These include: the offices of The Trust in Building 108; the Lower Manhattan Cultural Council’s artist studios and exhibit space in Building 110; and the Urban Assembly New York Harbor School, a New York City high school in Buildings 550 and 134. (Building 134 is currently under renovation in connection with this new use.) Seasonal concessions accessory to the park and public space include an entertainment and food concession adjacent to Soissons Dock, a bicycle rental concession with two locations, and a variety of small food concessions. Building 140 at Soissons Landing currently provides security and ferry offices and a home for the National Park Service bookstore. Buildings 1, 9, 15, and 20 around Nolan Park, Building 309 (the former Catholic chapel), and Building 125 (near the Brooklyn-Battery Tunnel vent building) also have been in use seasonally. All of the structures on the North Island are low-rise, ranging from one to several stories.

The entire Island is zoned R3-2. The maximum building height for this district is currently 35 feet, and the maximum floor area ratio (FAR) for residential buildings is 0.5, which can be increased to 0.6 with an attic bonus. The maximum FAR for community facility uses is 1.0. Since the project site contains approximately 6,534,000 square feet, the allowable floor area is between 3,267,000 square feet and 6,534,000 square feet. The Island is a single zoning lot and constitutes a waterfront block and, therefore, any developments or enlargements may also be subject to special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access. Some existing uses on both the North and South Island do not conform to the R3-2 zoning regulations in terms of use, and other uses may be allowed only as accessory to the park; however, a zoning override allows the continuation of existing interim uses that support the public’s use and enjoyment of the park. In addition, some existing buildings on both the North and South Island do not conform to the existing zoning regulations in terms of maximum height.

Currently, all open space uses on the Island are seasonal. Visitors come to the Island for recreation, picnicking, and events such as public art installations, music concerts, art festivals,

food festivals, and sporting events. The Downtown Little League has also used Governors Island's baseball fields, and the Downtown Boat House has operated a free kayaking program on the Island.

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

The Island (including both the North and South Island portions) is a single zoning lot and has no block pattern. The larger roads in the North Island—Andes, Kimmel, and Carder Roads—all wind around the perimeter of the Island. Division Road forms the boundary between the North Island and the South Island, and Clayton Road runs roughly parallel to Division Road, on the north side of Liggett Hall (see description below). Hay Road extends east from Castle William along the south side of Colonels Row and merges with Clayton Road near the eastern edge of Liggett Hall. Narrower streets branch off from these roadways to provide access to various structures. These narrower, interior streets of the North Island are generally lined with buildings along one side and open space along the other. The North Island also has an extensive network of pedestrian walkways; this feature, and the style and siting of the Historic District's various structures, is reminiscent of a college campus.

The urban design of the North Island is roughly organized around its major open spaces: Colonels Row Green, the Parade Ground (a part of the larger Fort Jay Glacis), and Nolan Park. Colonels Row Green is a relatively small, triangular open space between Hay and Clayton Roads, containing mature trees, grass, and brick walkways (see Photos 1-2 of **Figure 6-2**). This open space is defined on its northern edge by a line of three-story red brick houses (former officers' housing) with gabled roofs. Just north of the Colonels Row officers' housing is the Parade Ground, the North Island's largest and most informal open space. The Parade Ground is 12 acres in size and is currently being improved pursuant to Phase 1 of the Approved Project with a multipurpose lawn area that could support soccer and other field sports (see Photo 3 of **Figure 6-3**).

Nolan Park is an open space located north and east of the Parade Ground. This four-acre area comprises a lawn with mature trees, surrounded by two- and three-story wood frame houses with porches that date from 1810 (see Photo 4 of **Figure 6-3**). Some of Nolan Park's mature trees may date to the Island's early history. Nolan Park is transected by brick pedestrian walkways; brick sidewalks also line its edges. At the south end of Nolan Park is the Chapel of St. Cornelius (see Photo 5 of **Figure 6-4**). This two-story church on a raised basement has a three-story tower, is clad in rock-face limestone, and is one of the few stone buildings on the Island.

In addition to the houses oriented around Colonels Row Green and Nolan Park, there are two other major residential developments on the North Island. The first of these is Building 12, former officers' housing. Building 12 is a four-and-a-half-story, Neo-Georgian-style building composed of 15 sections, and overlooking Buttermilk Channel on the east side of the Island (see Photo 6 of **Figure 6-4**). The central portion of this red brick building forms a U-shaped courtyard facing the channel; separate entrances serving each of the 14 family housing units also face the channel. The second development is Building 400, Liggett Hall. The 1,065-foot-long Liggett Hall, which is located between Clayton and Division Roads, forms the visual boundary between the North and South Islands. It is a U-shaped, Neo-Georgian, red brick building, with a monumental arched sallyport at its center. The building has three-story wings (including Wing



Colonel's Row Green 1



Colonel's Row 2



Parade Ground 3



Nolan Park 4



Chapel of St. Cornelius 5



Building 12 6

O) and two-story open galleries facing the courtyard. Liggett Hall is flanked by Buildings 550 and 333, two three-story, U-plan Neo-Georgian style barracks structures. The parking lot and lawn areas south of Liggett Hall are currently being replaced pursuant to Phase 1 of the Approved Project (see Photos 7-9 of **Figures 6-5** and **6-6**). The improved space, referred to as Liggett Terrace, will be a public plaza with flower beds, mosaics, labyrinthine hedges with spray fountains, public art, seating areas, concession stands, and children’s play areas with climbing and swinging equipment. In addition, demolition of a non-historic addition to Wing G of Liggett Hall and mechanical equipment and storage sheds abutting Wing J of Liggett Hall has been approved.

Between Liggett Hall and Castle Williams is the former Post Hospital (Building 515), a four-story, gable-roofed structure with a one-story frame attachment (Building S-517) that was used as a “temporary” medical clinic and later as a dental clinic (see Photo 10 of **Figure 6-6**). Most of the buildings are constructed of red brick, are rectangular in form, neo-Georgian in style, and are set back from adjacent roadways. Other buildings include a former YMCA, chapel, offices, school, and day care on the east side of the North Island, near the South Battery; military-related uses such as a former armory, ordinance storehouses, and storage depots; former nurses quarters, maritime-related structures near Soissons Dock, including a ferry waiting building; and family housing and barracks (see Photos 11 and 12 of **Figure 6-7**).

The Soissons Landing area, at the northern tip of the Island, includes several buildings associated with the Soissons Dock ferry landing. Building 140 is a highly ornamented, one-story brick Romanesque Revival style building. It was constructed to store ordnance; more recently, the U.S. Coast Guard used the building for the Island’s bank, post office, and security offices. The other structures in this area include Buildings 108-111. Building 110 is 2½ stories tall and Romanesque Revival in style. It is clad in brick and was formerly in use as offices. Building 111 is a 3½-story, L-shaped structure built in the Neo-Georgian style; it functioned as officers’ housing until the closing of the Coast Guard base. The Soissons Concession Site comprises the area just north of Building 110 and just east of Building 111, which is a paved area currently used as a temporary food and entertainment facility (see Photos 13 and 14 of **Figure 6-8**). The buildings in this area are surrounded by asphalt paving that is currently being converted, pursuant to Phase 1 of the Approved Project, into a series of public plazas. Soissons Dock itself consists of timber piers that have two mid-twentieth-century steel gantry structures at their land ends (see Photo 15 of **Figure 6-9**).

Also on the waterfront at the Island’s northern end is the Brooklyn-Battery Tunnel vent building. This prominent waterfront structure is connected to the island via a breakwater (see Photo 16 of **Figure 6-9**).

The South Battery (also referred to as Building 298), which is located towards the southern portion of the Historic District on the east side of the Island, was built in 1812 as a defense against enemy ships entering Buttermilk Channel. The building was later used as an officers’ mess hall, Catholic chapel, dining hall, and officers’ club. The historic fort is surrounded by a 10,100-square-foot asphalt parking lot and mature landscaping (see Photo 17 of **Figure 6-10**). Pursuant to Phase 1 of the Approved Project, the asphalt surface surrounding the South Battery is currently being replaced with lawn, trees, shrubs, and seating areas.

The North Island contains significant site elements including mature trees and landscaping and brick walkways. The Island’s street signage is small in scale and blue, which distinguishes it from the signage that is predominant in other areas of New York City. Other streetscape elements in the North Island are currently being added or replaced pursuant to Phase 1 of the Approved Project;



Liggett Hall 7



Liggett Hall 8



Building 400, Wing O 9



Building S-517 10



Building 550 11



Area surrounding Building 309 12



Soissons Concession Site, view east 13



Soissons Concession Site, view west 14



Soissons Dock 15



Brooklyn-Battery Tunnel Ventilation Structure 16



Area east of South Battery 17



North Island lamppost 18

these include pedestrian-scaled lampposts, moveable seating, benches, picnic tables, street signage, wayfinding signage and interpretive signage (see Photo 18 of **Figure 6-10**).

Generally, brick has been used in the North Island for pedestrian paths; walkways in a variety of patterns (e.g., basketweave, herringbone, running bond) can be found throughout Nolan Park, Colonels Row, and leading to most of the North Island's freestanding residential buildings. Stone paving has been used for driveways and parking areas associated with residential buildings. This type of paving was originally used for all paved roads on the Island, but over the years, asphalt paving has covered or replaced many of the stone streets. There is one remaining section of stone street at the northern end of Barry Road, near Pier 102. Most of the streets in the North Island are lined with mature trees, particularly along Hay and Clayton Roads north of Liggett Hall (see Photo 19 of **Figure 6-11**).

The North Island's granite seawall is topped by a chain link fence. There is no natural shoreline on the Island; the entire Island is surrounded by concrete or stone walls, providing a continuous common element. An asphalt road hugs the water's edge adjacent to the fence. Along Kimmel Road, the waterfront esplanade adjacent to the asphalt road is a 5-foot concrete sidewalk (see Photo 20 of **Figure 6-11**).

Governors Island is subject to strong northwest winter and southwest summer winds. In the easterly directions, the Island is protected from winds by lower Manhattan and Brooklyn, in the westerly directions, the Island is exposed to the open harbor and the lowlands of New Jersey. In addition, the Island's wind can cause waves at high tide to break over the seawall and flood the upland shore. The low scale of the North Island's buildings allows for a large degree of sunlight to fall on this area where the sunlight is not filtered through the North Island's extensive tree canopy. The topography of the North Island ranges from approximately 7 feet at the bulkhead to approximately 41 feet at the base of Fort Jay's fortification walls, the highest point on the Island.

#### *SOUTH ISLAND*

South of Division Road is the 80-acre portion of the island referred to as the South Island. This portion of the Island was developed between 1901 and 1912 from fill material from the excavation of the Lexington Avenue subway line, and the buildings in this part of the Island were constructed between the 1960s and the 1980s.

The South Island is bordered by Craig Road, which runs along the perimeter of the Island. Gresham and Enright Roads are interior from and roughly parallel to Craig Road. With the exception of a portion of Gresham Road at Picnic Point, these roads are currently closed to the public. In addition, substantial portions of both roads have been removed pursuant to Phase 1 of the Approved Project. Perpendicular to Gresham and Enright Roads are Absecon, Bear, Chincoteague, Escanaba, Half Moon, Yeaton, and Icarus Roads, all of which are short in length, extending only between Craig and Gresham/Enright Roads. All of these roads, with the exception of Escanaba, are currently closed to the public. In addition Absecon, Bear and Chincoteague Roads will be removed pursuant to Phase 1 of the Approved Project. There are no block forms on the South Island; rather, this area's current development pattern is indicative of its iterative construction on open land. The buildings on the South Island are generally oriented toward Craig Road and the water.

With the exception of the buildings that The Trust uses as maintenance and operations facilities, some small buildings housing electrical equipment, and the unstaffed firehouse, which is used by FDNY to stage equipment and supplies, all buildings on the South Island are currently vacant



Trees along Clayton Road 19



North Island perimeter, Kimmel Road 20

and are not open to the public. All South Island structures are scheduled for demolition as part of the future without the Proposed Project.

Starting at Division Road on the east side of the Island and proceeding in a clockwise direction, the South Island's urban design is as follows. At the boundary of the North and South Islands, at the eastern edge of Division Road is the Yankee Landing area. The simple, Y-shaped Yankee Pier extends out from the seawall at this location, and the landward area in front of the pier is paved with asphalt. The pier is enclosed by chain-link fencing and lighted by tall, concrete lampposts.

Just south of Division Road is a complex of 16 two-story, rectangular, barracks-style residential structures with gabled roofs, grouped in pairs, and set at a 45-degree angle to Enright and Craig Roads (see Photo 21 of **Figure 6-12**). These buildings are former Coast Guard family housing. In the interior of the complex are open grassy areas, as well as surface parking lots adjacent to each pair of buildings.

Between Icarus and Yeaton Roads is a large, one-story, nondescript concrete block structure, which formerly served as the Island's commissary, container redemption center, and ferry boat maintenance building. The paved area south of Yeaton Road used to be a gas station area and now serves as a location for the storage of demolition debris (see Photo 22 of **Figure 6-12**).

The area between Half Moon Road and Gresham Road is the Island's industrial zone, which includes a number of utilitarian, one-story, concrete-block and painted metal-clad buildings without any discernable arrangement on their site (see Photo 23 of **Figure 6-13**). The buildings are surrounded by asphalt paving, some of which is currently used for the storage of large pieces of construction equipment. Former uses in this area included motor pool storage, Coast Guard facilities, and a hazardous waste facility.

West of the industrial zone at the southern tip of the Island, is Picnic Point, an 8-acre temporary open space created in 2009 (see Photo 24 of **Figure 6-13**). Picnic Point is landscaped with broad lawn areas and trees that show evidence of the strong wind patterns that sweep the Island. Swings; large, red hammocks; and red Adirondack chairs are currently installed in this area. At the north end of Picnic Point is the Island's fire house, a modern, one-story utilitarian red brick structure. At the water's edge near Picnic Point navigational aid structures were recently destroyed by Hurricane Sandy, but are anticipated to be replaced by the Coast Guard.

A large portion of the South Island—including the area north of Picnic Point, and the former open landscape at the center of the South Island—is an active construction site, with buildings coming down and park and public space improvements well underway pursuant to Phase 1 of the Approved Project (see Photos 25 and 26 of **Figure 6-14**). Demolition of vacant buildings on the South Island was evaluated in the 2008 EAF. The 7- and 11-story apartment buildings that formerly existed to the north of Picnic Point have been or are currently being demolished, or abated for demolition; recently demolished are the Dining Hall and Chief Petty Officers' Club that formerly stood just south of Division Road and surface parking lots in this area (see Photos 27 and 28 of **Figure 6-15**). Due to their lack of use over a number of years, the remaining buildings and open spaces on the South Island appear dilapidated and unwelcoming.

The existing topography of the South Island is mostly flat, indicative of its character as man-made land; however, the park and public space improvements currently underway pursuant to Phase 1 of the Approved Project will create a new topography in this area, raising the center of the Island into an undulating series of hillocks. There is little to no street furniture in this portion of the Island, except for a few abandoned bus shelters, benches, port-a-johns, and trash bins



Former Bachelors Quarters, view from Brooklyn 21



Yeaton Road area, view from Brooklyn 22



Industrial complex 23



Picnic Point 24



Building 844 25



Building 877 26



Center South Island landscape 27



Center South Island landscape 28

along the perimeter road. There is also a small amount of interpretive signage, as can be seen in greater numbers on the North Island. The lighting in this area mainly consists of large, utilitarian lampposts for illuminating the perimeter road, parking areas, and the Yankee, Tango, and Lima Piers along Buttermilk Channel on the eastern side of the Island.

On the east side of the South Island from Division Road to the industrial area (generally Half Moon Road), there are lawn areas and trees lining both sides of Craig Road (see Photo 29 of **Figure 6-16**). On the water side, the lawn area is approximately 30 feet wide and includes a 4-foot-wide sidewalk. Starting at the industrial area and going north along the west side of the Island, there are fewer trees lining the perimeter road, and the concrete esplanade only exists in pieces. As at the North Island, on the South Island the seawall is topped by a four-foot chain link fence (see Photo 30 of **Figure 6-16**).

### URBAN DESIGN STUDY AREA

A portion of the North Island—the Governors Island National Monument—is not managed by The Trust and is outside the project site. The National Monument is a 22-acre site on the North Island with two major historic structures, Fort Jay and Castle Williams, as well as grass fields and several modern buildings. Fort Jay is located at the center and high point of the North Island. Constructed of red sandstone, bluestone, and granite, Fort Jay has four bastions enclosed by a dry moat; the interior of the fort contains 19th century barracks structures. Castle Williams is located at the intersection of Hay and Andes Roads at the western edge of the Island. The structure is a three-story sandstone fort with a center courtyard.

### VIEW CORRIDORS AND VISUAL RESOURCES

#### *NORTH ISLAND*

Due to its prominent position in New York Harbor, the Island provides panoramic views in all directions. From the North Island—in particular, from the point near Castle Williams and other areas of the Island closest to the water—one can see the towers of Lower Manhattan, the Brooklyn and Manhattan Bridges, and the Brooklyn waterfront (see Photos 31 and 32 of **Figure 6-17**, and Photo 18 of **Figure 6-10**, above).

The Design Manual, which was prepared by the General Services Administration (GSA) and published in 2003, was developed to help guide the reuse of the Historic District portion of the Island. According to the Design Manual, the major view corridors of the North Island are (see **Figure 6-18**):

- Along Division and Clayton Roads, views toward New York Harbor to the west and Buttermilk Channel to the east (see Photo 33 of **Figure 6-19**);
- From the northern ramparts of Fort Jay and from the Parade Ground, views of Brooklyn and the skyline of Lower Manhattan;
- From Hay Road, looking west to Castle William, views of Lower Manhattan and New York Harbor;
- North through the archway of Liggett Hall, views to Colonels Row and Fort Jay;
- From Andes and Kimmel Roads, views to Brooklyn (see Photo 16 of **Figure 6-9**, above); and
- From the courtyard of Building 12, views east toward Buttermilk Channel and the Brooklyn waterfront.



West side of Island, south from Division Road 29



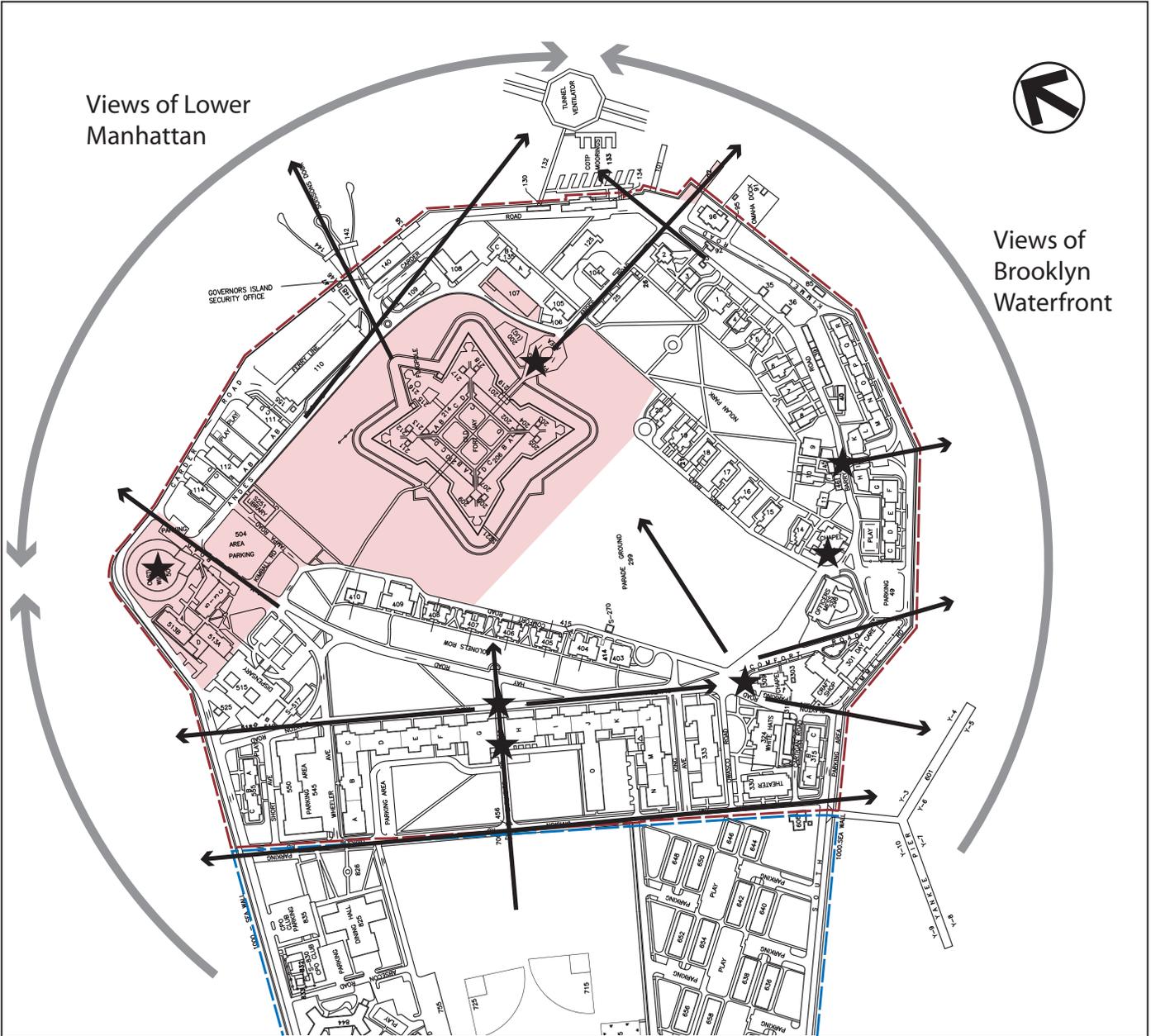
Waterfront esplanade and seawall, at Picnic Point 30



North Island, view to New Jersey 31



North Island, view to Brooklyn 32



NOTE: View and view corridors as defined in the Governors Island Land Use Study, prepared by Buyer Blinder Belle Consortium, 1997

0 500 FEET  
SCALE

-  View from Island
-  Key View Corridor
-  Visual Landmark



View west on Division Road 33



View north on Craig Road from South Island 34

The Design Manual also defines Castle Williams, Fort Jay, the Chapel of St. Cornelius, views from the archways of Building 12 and Liggett Hall, and the intersection of Comfort and Clayton Roads as the North Island's visual landmarks (see Photos 5-8 and 12 of **Figures 6-4, 6-5, and 6-7**, above).

The skyline of Lower Manhattan also can be seen from the South Battery, towering over the Parade Ground and the North Island's low residential structures.

#### *SOUTH ISLAND*

There are no visual resources on the South Island itself. The best views of surrounding visual landmarks and resources are from the edges of the South Island, along the waterfront esplanade and Craig Road.

From the west side of the South Island, the towers of Lower Manhattan and Jersey City, the Staten Island Ferry, the Statue of Liberty, Ellis Island, and the Hudson River can all be viewed. Castle Williams juts out into the water and is a dominant feature in views north along the esplanade on the west side of the Island, with the Manhattan skyline beyond (see Photo 34 of **Figure 6-19**). Except for the Goldman Sachs building and other large-scale buildings in Jersey City, the New Jersey waterfront as seen from this area is low-rise and does not include any notable visual landmarks. From the southern tip of the Island, at Picnic Point and Craig Road, Staten Island, the Verrazano Bridge, and the Statue of Liberty all can be viewed in the distance (see Photo 35 of **Figure 6-20**). As described above, cross-Island views are also available along the former Division Road at the boundary of the North and South Islands, and along Half Moon Road in the South Island. Views from the east side of the South Island include the industrial waterfront of Brooklyn, with its large gantry cranes towering above low-rise piersheds and other buildings, and ships passing through Buttermilk Channel.

#### *OFF-ISLAND STUDY AREAS*

As described above, views of the Island from Lower Manhattan, Brooklyn, and the Staten Island Ferry were also considered in this analysis (see **Figure 6-21** for a key to photograph locations).

From Lower Manhattan, waterside views are limited by the BMB, the Whitehall Ferry Terminal and other maritime-related structures; however, the North Island is visible from the East River Esplanade and from Battery Park (see Photos 36 and 37 of **Figures 6-20 and 6-22**). The Island also can be viewed from the west ramp of the Whitehall Ferry Terminal and the east side of the BMB.

Views from these areas are distant, and in these views the northern end of the Island appears suburban and campus-like in its arrangement and type of buildings. The topographic relief of this portion of the Island also blocks most views of the southern end of the Island. Individual structures are generally not distinct in these views; however, the Brooklyn-Battery Tunnel ventilation structure, the red, steel gantry structures of Soissons Dock, and the small-scale red brick historic buildings along the Island's edge are all discernible. Castle Williams also can be seen from certain vantage points, and the cupolas at the center of Liggett Hall can be seen in the distance.

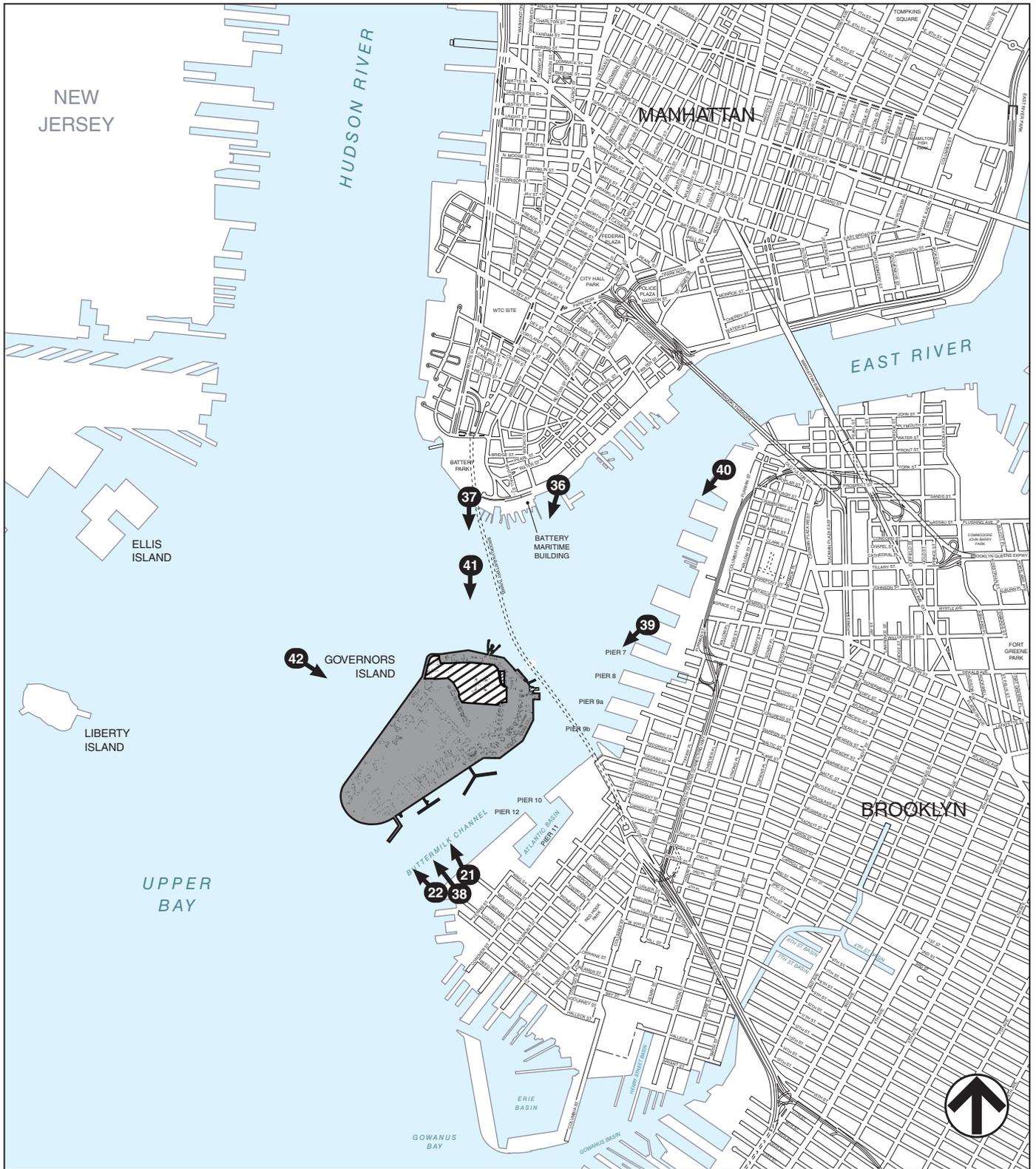
From the Louis J. Valentino Jr. Park and Pier in Brooklyn, the development on the eastern side of the South Island is most visible, including the low, light-colored buildings within the industrial area and the low-scale barracks buildings. The 11-story apartment building on the west side of the Island also is notable in these views; however, demolition of this building is planned for 2013 (see Photo 38 of **Figure 6-22** and Photos 21 and 22 of **Figure 6-12**, above). From Pier



View to Verrazano Bridge 35



View from Lower Manhattan Heliport 36



-  Project Area
-  Governors Island National Monument (not part of the project site)
-  Photograph Location and Reference Number

0 2000 FEET  
SCALE



View from Battery Park 37



View from Louis J. Valentino Jr. Park and Pier 38

2 in Red Hook, views are more distant, and are also of the South Island structures and piers. Views are also intermittently available along Wolcott Street, through chain-link fencing. These views are not notable.

From Brooklyn Bridge Park along the waterfront in Brooklyn, the North Island is most visible; from Pier 1, the Island is presented in its larger context, with Buttermilk Channel on one side and the whole of New York Harbor on the other and a variety of shipping, ferry, and recreational boating activity (see Photos 39 and 40 of **Figure 6-23**). The Brooklyn-Battery Tunnel ventilation structure is also prominent in these views and in views from the Brooklyn Heights Promenade.

From the Staten Island Ferry, the entire northern and western sides of the Island can be seen. These views also present the Island in its larger context, with the towers of Downtown Brooklyn and Lower Manhattan, as well as the Brooklyn and Manhattan Bridges, in the distance. In such views, the small scale of the Island's development—both the North Island and South Island—is most evident (see Photos 41 and 42 of **Figure 6-24**). As the ferry nears Staten Island, it is difficult to distinguish the South Island's development against the backdrop of Manhattan and Brooklyn.

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

### **2022 ANALYSIS YEAR**

In the future without the Proposed Project, it is assumed that Governors Island will continue to operate as an open space resource as previously anticipated, with Phase 1 of the Approved Project. The North Island will continue to be made accessible to the public on designated visitation days. Vacant historic buildings within the Governors Island Historic District will remain vacant. Demolition of existing buildings on South Island and a handful of buildings on the North Island was evaluated in the 2008 EAF and is expected to be completed. Therefore, the urban design of the South Island will change substantially, from a mix of vacant, deteriorating buildings and unused and underutilized open spaces, to a mix of open space uses and vacant land.

The Phase 1 park and public space improvements are now under construction with an expected completion date in 2013. As described above, these include Soissons Landing, the South Battery, Liggett Terrace, and a multipurpose lawn area on the Parade Ground that could support soccer and other field sports. Approximately 23 acres of new open space in the center of the South Island will become Hammock Grove and the Play Lawn. Water main and seawall improvements are expected to be completed by 2014. Phase 1 will not result in the construction of any substantial new buildings.

As described in Chapter 2, “Analytical Framework,” The Trust is undertaking several projects to rehabilitate, repair, replace, and upgrade utility and waterfront infrastructure on the Island in the future without the Proposed Project. The utility infrastructure work includes on-Island replacement and upgrade to the following services: storm sewer, including consolidating outfalls; domestic and fire protection water service; sanitary sewer; and electrical and telecommunications service (also includes upgrades of service to the Island). The waterfront infrastructure work includes rehabilitation of both Pier 101 and Yankee Pier, demolition of Tango Pier, and rehabilitation of the transfer bridges and fenders at both Soissons Dock and the BMB.

These projects are not anticipated to result in notable changes to the Island's urban design, views of the visual resources on the North Island, or significant views to off-Island resources.



View from Brooklyn Bridge Park 39



View from Brooklyn Bridge Park, Pier 1 40



View from Staten Island Ferry 41



View from Staten Island Ferry 42

## **2030 ANALYSIS YEAR**

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

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

### **2022 ANALYSIS YEAR**

As detailed in Chapter 2, “Analytical Framework,” potential impacts for the 2022 analysis year are examined cumulatively by including the impacts identified for Phase 1 of the Park Master Plan. The FGEIS concluded that Phase 1 of the Approved Project (including the proposed construction of water mains under Buttermilk Channel and repair/replacement of the Island’s seawall) would not be expected to have significant adverse impacts on urban design and visual resources. The approved work would enhance the context of buildings within the Governors Island Historic District that are adjacent to project areas; create new open spaces and enhance connections between open spaces; and improve existing streetscape elements. Phase 1 would not result in any adverse changes to building types, arrangements, or uses, streetscape elements, open spaces, natural resources, or wind, and would not obstruct or significantly affect any existing view corridors or visual resources. The creation of the Hammock Grove and Play Lawn on the South Island would enhance the South Island’s open space resources. The new and revitalized open spaces and streetscape enhancements would be minimally visible from the off-Island study areas.

Along with the Phase 1 project elements described above, the development of the Proposed Project through 2022 would be anticipated to have the following effects on urban design and visual resources. The Phase 1 elements of the Park Master Plan that are not currently under development in the future without the Proposed Project are discussed below.

### *NORTH ISLAND*

#### *Urban Design*

By 2022, the Proposed Project would re-tenant more than 1.2 million square feet in existing historic structures on the North Island. The specific future uses for the redevelopment have not yet been proposed, defined, or designed; however, it is assumed that new uses could include a variety of university, student dormitory, hotel, movie theater, office, service retail and restaurant, artists’ studio, cultural, and public school uses. The specific historic structures to be reutilized also have not been identified; however, those buildings associated with any previous housing-related and office-related uses are considered most conducive for future uses such as dormitories, housing for faculty, and hotels, as well as smaller classroom and office uses.

As described in detail in Chapter 5, “Historic and Cultural Resources,” any reuse of buildings within the Governors Island Historic District would require compliance with the guidance of the Design Manual. While the potential uses of buildings in this area could be different from historic uses, they would be an improvement over the current vacancies. The types and arrangements of the buildings in this area, and their relationship to surrounding open spaces and natural resources, would not change with the Proposed Project. Therefore, this element of the Proposed Project would not result in a significant adverse impact to urban design.

In addition, a new structure would be constructed on the Soissons Concession Site by 2022. As currently envisioned, the new structure would have a 4,000-square-foot footprint and would be two stories (approximately 25 feet) tall. It would provide restaurant and support space for the open-air

event facility. In addition, Wing O of Building 400 (Liggett Hall) and Building S-517 could be renovated, or demolished and replaced with new structures of the same floor area.

The design and construction of the proposed new structures would be required to comply with the Design Manual's "Standards for New Construction and Additions." Furthermore, the proposed new structures would also be reviewed by OPRHP and presented to LPC at a public hearing, where the agency would issue comments. According to the Design Manual, new construction on the site of Building S-517 should be designed to be compatible with Building 515 (the Post Hospital), and new construction in the Building 400 (Liggett Hall) area must take into consideration the original design intent of the building, its scale, and detailing. Therefore, the proposed development of new structures at the Soissons Concession Site, Building 400 (Liggett Hall/Wing O), and Building S-517 locations is anticipated to be compatible with the urban design of the North Island. Building 110 is the closest structure to the Soissons Concession Site. As currently envisioned, the proposed building on the Soissons Concession Site would be of similar height to Building 110; however, due to the dramatic topography change across Ferry Line Road, the structure would appear one story shorter, and would have a much smaller bulk.

It is possible that other new structures could be constructed on the North Island by 2022. Only a few sites for such new construction are available on the North Island; these areas include the Soissons Concession Site and the site of the former Motel 6. Under the proposed zoning special district, commercial structures on these limited sites could be developed to a maximum FAR of 1.0; as under the existing R3-2 zoning, residential and community facility structures on these limited sites could be developed up to a maximum FAR of 0.5 (0.6 with attic allowance) and 1.0, respectively. Under the proposed zoning, "predominantly community facility" buildings would have a maximum height of 60 feet, commercial buildings would have a maximum height of 30 feet, and residential and "mixed" buildings would have a maximum height of 35 feet.

At a maximum height of 60 feet, any "predominantly community facility" buildings constructed pursuant to the proposed special district could be somewhat taller than most of the existing structures on the North Island; however, commercial, residential, and mixed-use buildings constructed to the maximum allowed height would be more similar in scale to the existing buildings on the North Island. The maximum FARs allowable under the proposed buildings would result in structures of similar bulk to most of the existing structures on the North Island. As described above, the design and construction of any potential new structures also would be required to comply with the Design Manual's "Standards for New Construction and Additions." Furthermore, any potential new structures on the North Island would also be reviewed by OPRHP (as appropriate) and presented to LPC at a public hearing, where the agency would issue comments regarding the appropriateness of the new construction within the North Island's historic setting.

By 2022 a new open-air, cantilevered ferry shelter would welcome future tenants and visitors using the ferry to Yankee Pier, and the Great Promenade adjacent to Yankee Landing would be widened and repaved. The Yankee Landing site is located at the boundary of the Governors Island Historic District. If sited within the boundaries of the Historic District, the proposed ferry shelter would be required to comply with the Design Manual's standards. See the discussion of the Great Promenade below under "South Island."

The proposed new structures would not affect the street pattern or hierarchy of the North Island, and would not displace any existing open spaces or natural resources. The development of the proposed public space enhancements would not result in any significant adverse changes to the North Island's building types, arrangements or uses, streetscape elements, open spaces, natural resources, or wind characteristics. The proposed widening and new pavement of the Great

Promenade on the North Island would enhance connections to other nearby open spaces that are being developed pursuant to the Park Master Plan. The new pavement and bicycle racks would not introduce a streetscape element that is inconsistent with nearby features in the North or South Island.

*View Corridors and Visual Resources*

As described above, the waterfront esplanade and perimeter roadway around the Island currently provide unparalleled views of the New York Harbor area, including the Lower Manhattan skyline, the Brooklyn and Manhattan Bridges, the Statue of Liberty and Ellis Island, Brooklyn Bridge Park and the industrial waterfront of Brooklyn, Staten Island, and New Jersey. The proposed improvements to the Great Promenade within the North and South Island, as well as the proposed new structure at the Soissons Concession Site, would enhance the context of these views and the context of the visual resources on the North Island. The development of the new ferry shelter at Yankee Landing and the potential new structure on the site of Building 400/Wing O would not obstruct or significantly affect the view corridor of Division Road, and the potential new structure on the site of Building S-517 would not obstruct or significantly affect the view corridor of Clayton Road. On the South Island, the creation of the two-level promenade areas at the South Prow and Liberty Terrace would expand the Island's current viewing opportunities. The North Island's significant view corridors are all oriented to the north, east, and west; therefore, the proposed creation of the Hills on the South Island would not obscure any significant view corridors from the North Island. In summary, the Proposed Project in 2022 would not have a significant adverse effect on the North Island's view corridors.

*SOUTH ISLAND*

*Urban Design*

As described in the 2011 FGEIS, the Great Promenade would be redesigned with new paving elements, lighting, way-finding, seating, and a decorative balustrade. The treatment of these streetscape elements would be consistent throughout the Promenade, integrating the North and South Island. The lighting, fencing, and paving treatments that are currently installed along the waterfront esplanade and adjacent roadway are not notable or unique to Governors Island. Therefore, the replacement of these elements with a cohesive streetscape program would be considered an enhancement to the Island's urban design. Liberty Terrace would create a new gathering area on the west side of the South Island, and the Shell would provide protected outdoor seating and a food concession. The South Prow would provide a resting area with benches and other seating; and the Wetland Gardens would develop a three-acre area with a variety of wetland plants. The Hills would deflect some of the strong prevailing winds and provide a better environment for trees. Overall, the proposed improvements would enhance the South Island's open space offerings and natural resource opportunities, replace streetscape elements with a more cohesive design that unites the North and South Islands. The proposed improvements would not result in a significant adverse change to the Island's building types, arrangements, or uses, open space, natural resources, or wind characteristics.

*View Corridors and Visual Resources*

As described above, there are no visual resources on the South Island. Therefore, the proposed work in this area would not eliminate or obstruct existing views to such resources. The development of the Hills would create new view corridors to the visual resources on the North Island; in addition, the Hills would provide additional views of the various resources that can currently be seen mainly from the waterfront esplanade and perimeter roadway. Therefore, by

2022 the Proposed Project would not be anticipated to have a significant adverse impact to view corridors from the South Island.

*OFF-ISLAND STUDY AREAS*

The changes to be created by 2022 with the Proposed Project would be visible from the off-Island areas noted above. Views from these locations would include the enhancements to the Great Promenade, the proposed new structure at the Soissons Concession Site, the new ferry shelter at Yankee Landing, and the new topography of the Hills. This change would not be considered adverse.

**2030 ANALYSIS YEAR**

*NORTH ISLAND*

*Urban Design*

No additional work is proposed for the North Island by 2030, beyond what is analyzed above under “Probable Impacts of the Proposed Project—2022 Analysis Year.” Therefore, the potential effects in 2030 of the Proposed Project on urban design in the North Island would be the same as described above.

*View Corridors and Visual Resources*

The potential siting, height, massing, design, and materials of the buildings to be constructed within the two development zones on the South Island have not yet been developed or designed. Therefore, at this time it is not possible to determine whether this proposed redevelopment would or would not negatively affect the context of the visual resources on the North Island. It is anticipated that design guidelines will be developed for the South Island Development Zones, and these guidelines would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require zoning and other land use actions which will be subject to CEQR, and the associated future environmental review would take into account potential impacts to visual resources.

*SOUTH ISLAND*

*Urban Design*

By 2030, the Proposed Project would develop and construct new buildings in two future development zones on the South Island. For analysis purposes, it is assumed that the historic building re-tenanting on the North Island (by 2022) and new development on the South Island (by 2030) would collectively total 3 million square feet of development, which is roughly equivalent to the total square footage of development on the Island in the Coast Guard era. For analysis purposes, it is assumed that new uses in these areas could include a variety of university, conference/hotel, office, accessory/service retail and restaurant, cultural, public school, and maintenance and support uses, consistent with the land use and historic reuse covenants contained in the transfer deed from the federal government. This redevelopment would likely be inconsistent with the South Island’s existing zoning, with regard to use restrictions and density and height limitations, and it is anticipated that the redevelopment would require rezoning actions and possibly other land use approvals.

According to the *CEQR Technical Manual*, determining the significance of an urban design impact requires consideration of the degree to which a project would result in a change to the built environment's arrangement, appearance, or functionality such that the change would negatively affect a pedestrian's experience of the area. Considerations include a project's potential to negatively affect its surrounding context; whether a project would obstruct an important visual resource; and, if so, when such obstruction would exist and how viewers would be affected.

As the existing, vacant buildings on the South Island will be demolished in the future without the Proposed Project, the proposed redevelopment would not be inconsistent with any South Island building types, arrangements, or uses. While specific design plans have not been developed for the South Island, the design guidelines for the South Island Development Zones would be intended to create a harmonious relationship between the new buildings on the South Island, the historic buildings and landscapes on the North Island, and the new landscapes. Further, when such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to urban design.

#### *View Corridors and Visual Resources*

As described above, there are no visual resources on the South Island. Therefore, the proposed work in this area would not eliminate or obstruct existing views to such resources. The development of the Hills would create new view corridors to the visual resources on the North Island; in addition, the Hills would provide additional views of the various resources that can currently be seen mainly from the waterfront esplanade and perimeter roadway (see Figure 1-10). It is possible that the new buildings to be constructed in the two development zones would obstruct some existing views from the interior of the South Island; however, as noted above, the South Island's main view corridors are from the waterfront esplanade and perimeter roadway. Therefore, the Proposed Project in 2030 would not be anticipated to have a significant adverse impact to view corridors from the South Island.

#### *OFF-ISLAND STUDY AREAS*

As described above, while specific design plans have not been developed for the South Island, the design guidelines for the South Island Development Zones would be intended to create a harmonious relationship between the new buildings, the historic buildings and landscapes, and the new landscapes on the Island and thus would not be anticipated to negatively affect views of the North Island from these off-Island areas to the north, east, and west. Furthermore, when such development has been planned and designed, it is anticipated that it would require zoning and other land use actions that would be subject to CEQR, and the associated future environmental review would take into account potential impacts to off-Island view corridors.

Overall, this analysis concludes that the changes in background conditions and the differences in program elements between the proposed development program and those assessed in the 2011 FGEIS would not result in any significant adverse impacts to urban design and visual resources that were not addressed in the 2011 FGEIS. \*