

A. INTRODUCTION

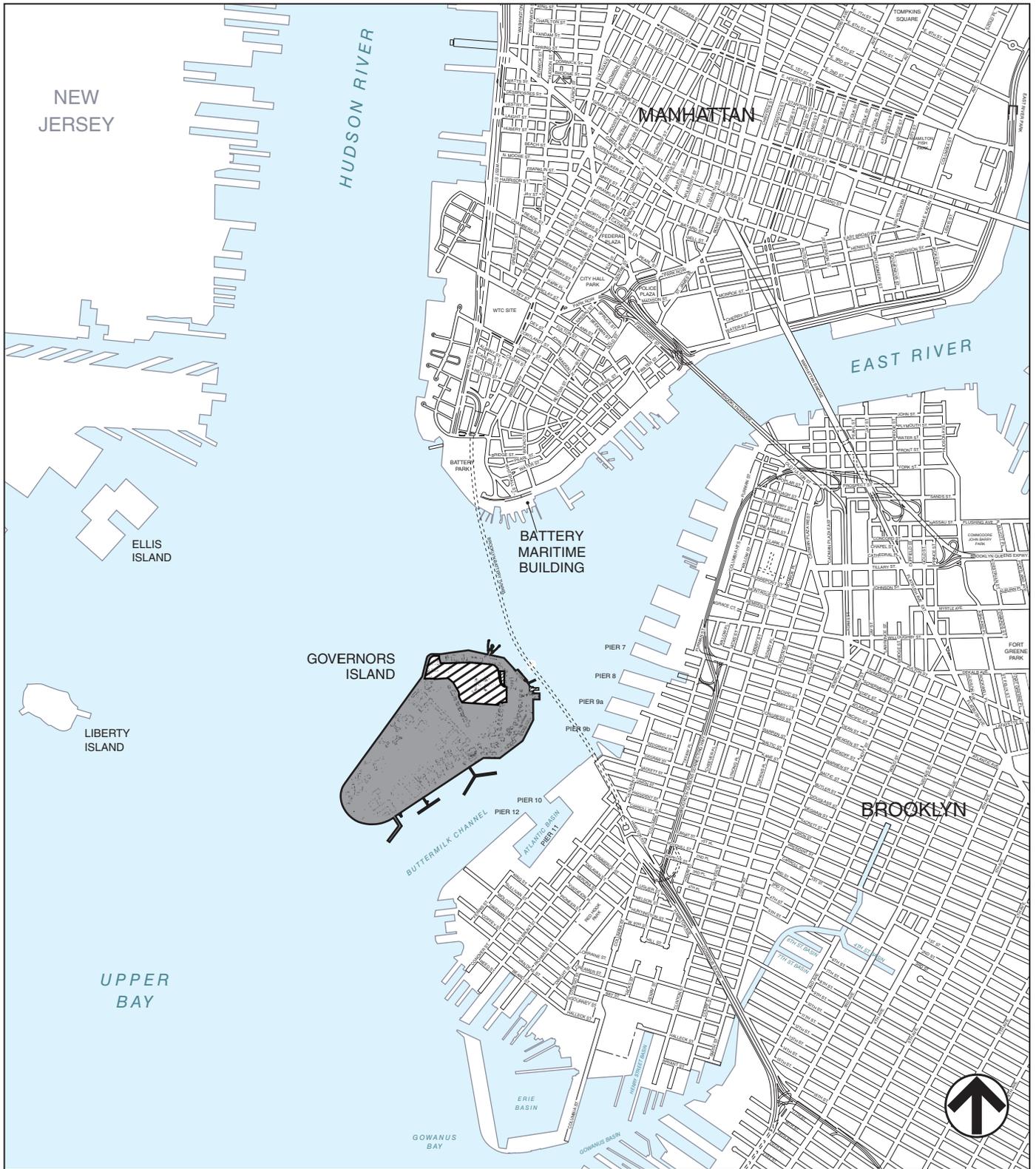
Governors Island Corporation, doing business as The Trust for Governors Island (The Trust), is a not-for-profit corporation and instrumentality of the City of New York. The Trust holds title to 150 acres of Governors Island (the Island), a 172-acre island located in New York Harbor; the remaining 22 acres are owned by the National Park Service and are a National Monument (see **Figure 1-1**).

The Island comprises a northern section and a southern section (see **Figure 1-2**). The north section of the Island (referred to here as the North Island) is the area north of the former Division Road. The North Island includes, and is co-terminous with, the Governors Island Historic District. The south section of the Island (referred to here as the South Island) is the area south of the former Division Road, which includes an area created by excavation materials from the Lexington Avenue subway construction and more modern buildings. The entire Island is zoned R3-2.

Access to the Island is provided by ferries contracted by The Trust from slips at the Battery Maritime Building (BMB) in Lower Manhattan, which is the major access point for ferries traveling to the Island. Additional ferry service from Pier 6 in Brooklyn and Pier 11 in Manhattan is provided by ferries contracted by The Trust and by the East River Ferry, respectively, when the Island is open to the public.

Governors Island is currently occupied by several active uses, including the Urban Assembly New York Harbor School, a New York City public high school, which began operation in June 2010. Other uses include artists' studios, administrative offices, and a temporary open air entertainment facility. From the end of May to the end of September, the Island is open to the public on weekends and holiday Mondays and hosts various arts, cultural, and recreational programs, including food festivals, concerts, and performances. Visitors to the Island can rent bicycles and can also make use of a variety of open spaces and lawns.

Redevelopment of the Island was previously analyzed in the *Final Generic Environmental Impact Statement for the Phased Redevelopment of Governors Island* (2011 FGEIS) issued by the Office of the Deputy Mayor for Economic Development (ODMED) in December 2011. The 2011 FGEIS analyzed potential future development of the Island as follows: Phase 1 (2013), which consisted of the park and open space development that was funded at that time and construction of which is now underway; and the Later Phases (through 2030), which consisted of Later Phases–Park and Public Space development and Later Phases–Island Redevelopment. The Later Phases–Park and Public Space development consisted of proposed open space development established in a Park and Public Space Master Plan (the Park Master Plan) developed by The Trust. The Later Phases–Island Redevelopment consisted of two components: redevelopment of the North Island Historic Structures and development within two areas called



-  Project Area
-  Governors Island National Monument

0 2000 FEET
SCALE



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

the South Island Development Zones. The 2011 FGEIS is discussed in detail in Section C, “Prior Environmental Reviews.”

As described in greater detail below, the current proposal that is analyzed in this SGEIS consists of the following: creation of the Special Governors Island District on the North Island to generally allow commercial uses compatible with the recreational, cultural, and educational resources allowed in the existing R3-2 district, as well as the provisions in the federal transfer deed; the reuse and re-tenancing of approximately 1.2 million square feet (sf) of space on the North Island; the full development of the Park Master Plan for the entire Island; and expanded ferry service.

Similar to the 2011 FGEIS, this SGEIS considers the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas. Together, the components in the Project Description and the South Island Development Zones are referred to as the “Proposed Project.”

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

In addition to commitments made in the 2011 FGEIS to consider potential new impacts as development plans are advanced, the proposed zoning actions of the North Island are subject to City Environmental Quality Review (CEQR) and the New York State Environmental Quality Review Act (SEQRA) and requires the preparation of an EIS. ODMED in the Office of the Mayor is the lead agency for the preparation of this SGEIS, with The Trust for Governors Island as the applicant.

In accordance with SEQRA/CEQR, ODMED issued a Determination of Significance on December 5, 2012 requiring that an EIS be prepared. A Draft Scope of Work was made available to agencies and the public for review and comment, and a public scoping meeting was held on January 8, 2013 at the New York City Department of City Planning’s (DCP) Barrish Conference Room, 22 Reade Street, New York, New York, 10007, to provide a forum for public comments on the Draft Scope of Work. Written comments on the Draft Scope of Work were accepted until 5:00 PM on January 18, 2013. Based on comments received, a Final Scope of Work was prepared and issued on February 13, 2013.

ODMED issued a Notice of Completion for the DSGEIS and circulated the document for review on February 14, 2013. The Uniform Land Use Review Procedure (ULURP) application was certified as complete on February 19, 2013. A joint public hearing on the DSGEIS and the ULURP application was held on May 8, 2013 at Spector Hall, 22 Reade Street, New York, New York, 10007. The public comment period remained open until 5 PM, May 20, 2013. Relevant comments on the DSGEIS have been considered in preparation of this FSGEIS and are summarized in Chapter 19, “Response to Comments on the DSGEIS.” Copies of written comments and testimony submitted at the public hearing are included in **Appendix F**.

B. BACKGROUND AND PLANNING HISTORY

In 1997, after about two hundred years of British and American military use and nearly 30 years of use as a U.S. Coast Guard base, the U.S. Coast Guard ceased operations on the Island, and all personnel were relocated. A 22-acre portion of the Island that includes two forts—Fort Jay and Castle Williams—was designated a National Monument in 2001. In 2003, the Federal

government deeded the 150-acre balance of the Island to the Governors Island Preservation and Education Corporation (GIPEC). GIPEC was established in 2002 as a subsidiary of the Empire State Development Corporation (ESDC) with responsibility for the Island. In July 2010, primary responsibility for the long-term ownership, development, funding, operation and governance of Governors Island was transferred to New York City and is now under the direction of The Trust. The Trust is the successor organization to GIPEC.

The Island is subject to deed restrictions that require and prohibit certain uses. The Federal transfer deed stipulated development of public benefit uses on the Island. The most significant requirements are that at least 40 acres of the Island be developed as public open space and that 20 acres must be set aside for educational uses. The deed also prohibits certain uses, such as gaming and electrical power generation for use off-Island. The most significant restriction is the prohibition of residential uses, except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses. The residential restriction does not prohibit short-term or extended-stay accommodations.

Since 1996, there have been a number of ideas and overall studies for Governors Island proposing a wide range and mix of land uses: hotel and hospitality, gaming, retail, restaurant, recreational public park, university campus or other educational use, short-term or extended-stay residential, conference center, entertainment, family theme park, resort, marina, aquarium, concert venue, and cultural use. A public Request for Expressions of Interest in 2005 resulted in a similar range of ideas.

In 2006, GIPEC issued a Development Request for Proposals (RFP) for whole-Island and component proposals. Although several developers and tenants from both commercial and not-for-profit sectors responded, no major proposals were selected. The plans submitted either were vague, lacked financial viability, were based on questionable market assumptions, or contained unrealistic public subsidy expectations. The RFP did yield a sound proposal, which became the Urban Assembly New York Harbor School, a New York City public high school, which began operation in June of 2010 in an existing building that was renovated for this use.

To further The Trust's goals, a Park and Public Space Master Plan (the Park Master Plan) was developed in 2010 that establishes the fundamental concepts for the design of the Island's parks and public spaces. The Park Master Plan also sets aside two areas for future mixed-use development (the South Island Development Zones).

Since 2004, more of the Island has been opened to the public, a greater variety of programming has been added, more frequent ferry service has been provided, and the hours of operation for the public spaces have been increased. In 2004, GIPEC opened a portion of the Historic District to the public and received 5,000 visitors. By 2007, the entire Historic District and a 1-mile loop (for bicycles and pedestrians) were open every Saturday and Sunday in the summer and the number of visitors rose to 55,000. In 2009, the entire 2.2-mile perimeter roadway was open, along with Picnic Point—a new 8-acre open space on the southern tip of the Island—and more than 275,000 people visited the Island. In 2010, more than 443,000 visitors used the Island to picnic, bike, walk, and participate in on-Island cultural and recreational programming. In 2011, attendance reached 448,000 visitors, prior to the start of construction and partial closure of the Island in 2012, when attendance was 345,000. The Trust has made the Island available as a venue for unique and diverse programming including field and lawn sports; boating; concerts; lectures; and cultural, food, and art festivals.

C. PRIOR ENVIRONMENTAL REVIEWS

2008 ENVIRONMENTAL REVIEW

In 2008, an Environmental Assessment Form was prepared and a Negative Declaration was issued for GIPEC's Enhanced Public Access program, which evaluated the demolition of the South Island buildings and some North Island buildings that do not contribute to the historic district; the relocation of the Harbor School from Brooklyn to Buildings 550 and 134; enhanced public access to portions of the South Island; a temporary food and entertainment facility; and conversion of Building 110 to artists' studios. The project was approved and has been implemented.

2011 FGEIS

As discussed above, ODMED issued the FGEIS for the Phased Redevelopment of Governors Island in 2011. Because a number of aspects of the plan were yet to be determined at that time, their potential impacts were studied generically with the commitment to further analysis when more details were determined.

The 2011 FGEIS analyzed in detail an initial phase—Phase 1—that consisted of park and public space development and infrastructure improvements. Funding approval was the primary discretionary action needed for Phase 1 of the Proposed Project. Subsequent to the completion of the environmental review, Phase 1 was funded and other necessary approvals were obtained and the improvements are now under construction and are expected to be completed in 2013. The 2011 FGEIS also analyzed, generically, the “Later Phases,” which included additional open space improvements identified in the Park Master Plan but that were not funded at the time (Later Phases—Park and Public Spaces), as well as mixed-use development on the Island, specifically, the re-tenancing of the North Island buildings and development in the South Island Development Zones (Later Phases—Island Redevelopment).

The phases as analyzed in the 2011 FGEIS are described in detail below.

PHASE 1

Phase 1 involves the implementation of park and public space enhancements that would improve the Historic District, including Soissons Landing and the South Battery, and would result in the construction of new open space south of Liggett Hall, creating Liggett Terrace, Hammock Grove and the Play Lawn. The Phase 1 components are described below.

- Soissons Landing. The area upland of Soissons Dock, the arrival point for ferries from Manhattan to the Island, is being regraded and repaved to enhance accessibility and to create a series of public plazas. The area will also include additional landscaping, seating, orientation signage, and other visitor amenities.
- South Battery. The 10,100-sf asphalt surface that surrounds the historic fort is being replaced with lawn, trees, shrubs, and seating areas. This will create a new resting place along the future Great Promenade, providing seating and amenities in a location that will showcase the historic fort.
- Parade Ground. The Parade Ground is a 12-acre lawn located between Nolan Park and Colonels Row. This large open space has been used for concerts, picnics, and recreational activities. This area is being improved to support both active and passive recreation. A

- portion of the lawn is being regraded and improved to make a flat field that will be large enough to allow soccer and other field sports.
- **Colonels Row.** Colonels Row includes a line of historic houses that look out onto a flat, two-acre triangular open space surrounded by tall trees. This area will have limited improvements to support ongoing uses as a festival grounds and concert venue.
 - **Liggett Terrace.** From Colonels Row, visitors will walk through an arch to Liggett Terrace, a six-acre area south of Liggett Hall, the Island's largest building. The existing parking lot and lawn areas are being replaced with a public plaza with flower beds, labyrinthine hedges, fountains, public art, seating areas, concession carts, and children's play areas.
 - **Hammock Grove.** South of Liggett Terrace, Hammock Grove is being created by regrading the current landscape to introduce a rolling terrain, tree planting to create dense groves, and laying paved paths to provide access and circulation.
 - **Play Lawn.** The 14-acre Play Lawn will become the largest multi-purpose open space on the Island. Two regulation-sized ballfields for active recreation like Little League baseball, adult softball and soccer are being created, as well as smaller open spaces with rolling topography.

In addition, Phase 1 includes upgrades and stabilization of existing infrastructure to support the Phased Redevelopment of Governors Island, specifically: (1) the replacement, reconstruction, rehabilitation, or repair of the seawall, as appropriate, and the reconstruction and consolidation of a number of stormwater outfalls; and (2) the construction of two 12-inch water mains from Brooklyn to provide potable water to the Island. The water mains will connect from existing New York City Department of Environmental Protection (DEP) water supply lines in Brooklyn and run under Buttermilk Channel to the existing Island water infrastructure in the vicinity of Building 85 on the North Island and near Half Moon Road on the South Island (subsequent to the 2011 FGEIS, only the South Island water main has been pursued; it will provide an adequate supply of potable water for the entire Island).

LATER PHASES

As detailed in the 2011 FGEIS, the Later Phases were expected to include the following: (1) Park and Public Space development, consisting of the completion of the park and public spaces on the Island (Later Phases–Park and Public Spaces), and (2) Island Redevelopment, consisting of the reuse of more than 1.35 million sf in existing historic buildings on the North Island and development and construction of new buildings in two future development zones on the South Island (Later Phases–Island Redevelopment). The 2011 FGEIS anticipated that these Later Phases of the project would occur over time and be complete by 2030.

Park and Public Spaces

The Later Phases–Park and Public Spaces were to provide 32 acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). These open spaces would include the Great Promenade at the perimeter of the Island, Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow. These open spaces are described in more detail, below, under Section E, “Project Description,” since the cumulative impact of these spaces will be accounted for in the SGEIS.

Island Redevelopment

The Later Phases–Island Redevelopment consisted of two components: the North Island Historic Structures and the South Island Development Zones.

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

For the North Island Historic Structures, the 2011 FGEIS assumed that the approximately 1.35 million sf of potential development space available in existing historic structures on the North Island would be re-tenanted.¹ As part of the proposed reuse, it was assumed that the historic buildings would be restored. For the South Island Development Zones, the 2011 FGEIS assumed that the two areas, which total 33 acres, would be developed. These zones consist of 6.5 acres located on the west side of the Island facing New York Harbor and another 26.5 acres facing Buttermilk Channel and Brooklyn.

The 2011 FGEIS examined two development scenarios for the 3 million sf of space available between the North Island historic structures and the South Island Development Zones. The first was a primarily University/Research Option and the second was a primarily Mixed-Use Option. These options did not represent any existing plans or proposals for the Island; rather, they were generalized estimates based on the type and configurations of existing buildings, the underlying conditions of the Island itself, uses required and permitted under the deed, and the general level of inquiries received by The Trust for various uses on the Island. The range of uses studied in the 2011 FGEIS are presented in **Table 1-1**.

Table 1-1
2011 FGEIS Later Phases—Island Redevelopment Potential Development Scenarios
(North Island Historic Structures and South Island Development Zones)

Uses	University/Research Option (sf)	Mixed-Use Option (sf)
University		
Research	400,000	0
Academic	450,000	0
Housing—Faculty Housing ¹ <i>(assumed as apartments, not dorms)</i>	200,000	1,650,000
Housing—Student Dorms ¹	850,000	450,000
Conference Center/Hotel	500,000	350,000
Office	175,000	60,000
Service Retail/Restaurant <i>(Not destination, accessory to other uses)</i>	75,000	75,000
Cultural <i>(Gallery, small museum)</i>	60,000	125,000
Public School (K-12)	150,000	150,000
Maintenance, Support, Other	140,000	140,000
TOTAL	3,000,000	3,000,000
Notes: Does not include Park and Public Spaces (see discussion above for open spaces). ¹ All academic housing: contemplated to be residential uses ancillary to educational uses on- and/or off-Island.		

DEVELOPMENT PURSUANT TO 2011 FGEIS

The Phase 1 Park and Public Space improvements described above are now under construction with an expected completion date in 2013. Water main and seawall improvements are expected to be completed by 2014. Subsequent to the 2011 FGEIS, it was determined that only the

¹ The 2011 FGEIS assumed that approximately 1.35 million sf of potential development space was available for re-tenancing in the existing structures on the North Island. Building surveys conducted subsequent to the FGEIS identified a total of approximately 1.375 million sf of space in existing North Island structures, of which approximately 1.2 million sf is available for re-tenancing.

southern alignment for the water main would be constructed. This will be sufficient to supply the entire Island with potable water.

D. PURPOSE AND NEED FOR THE PROPOSED PROJECT

The purpose and need for the overall Phased Redevelopment of Governors Island is to bring the Island back to life for the people of the City and State of New York, after centuries of its being closed to the public. The creation of great new public open space is both an important public benefit and a catalyst for Island redevelopment.

With construction of the Phase 1 Park Master Plan underway, re-tenanting of the North Island's historic buildings and completion of the Park Master Plan are the next steps in the development process. There is renewed interest in development on the Island. New opportunities for tenancy are now being pursued for the North Island, with the creation of a new Special District zoning text, issuance of a Request for Proposals for re-tenanting of the historic buildings, and plans to complete the Park Master Plan by 2022.

Along with future development on the South Island, the Phased Redevelopment of Governors Island would fulfill The Trust's mission while helping to ensure the Island's financial sustainability and meeting the transfer deed requirements.

E. PROJECT DESCRIPTION

INTRODUCTION

Changes to the project analyzed in the 2011 FGEIS that now require analysis in an SGEIS consist of the following:

- Creation of the Special Governors Island District on the North Island, a new zoning district that would generally allow commercial uses compatible with the recreational, cultural, and educational resources allowed in the existing R3-2 zoning district, as well as the provisions in the federal transfer deed. New commercial uses larger than 7,500 sf would be subject to review by Manhattan Community Board 1. Creation of the District requires both a zoning text amendment and a Zoning Map change.
- The reuse and re-tenanting of approximately 1.2 million sf of space on the North Island, in addition to the approximately 176,000 sf that has already been re-tenanted. As part of the re-tenanting, it is expected that two non-contributing building additions may be demolished and potentially replaced with new structures of the same floor area and similar bulk. In addition, a new structure would be constructed on the open area north of Building 110, immediately west of Soissons Landing (the "Soissons Concession Site").
- The full development of the Park Master Plan for the entire Island.
- Ferry service seven days per week to support the uses in the re-tenanted buildings and the expanded Park and Public Space.

Similar to the 2011 FGEIS, this SGEIS considers the impacts from the full development of the Park Master Plan for the entire Island. This SGEIS considers the impacts of the South Island Development Zones based on a generic development program since there are no specific development plans or proposals for those areas.

Together, the proposed Special District, the Island Redevelopment-North Island Historic Structures re-tenancing, the additional ferry service, the full development of the Park Master Plan, and the Island Redevelopment-South Island Development Zones are referred to as the “Proposed Project.”

SPECIAL GOVERNORS ISLAND DISTRICT

EXISTING ZONING AND DEED RESTRICTIONS

Governor’s Island is zoned R3-2 (see **Figure 1-3**); in addition, the Island is subject to deed restrictions that require certain uses and prohibit others.

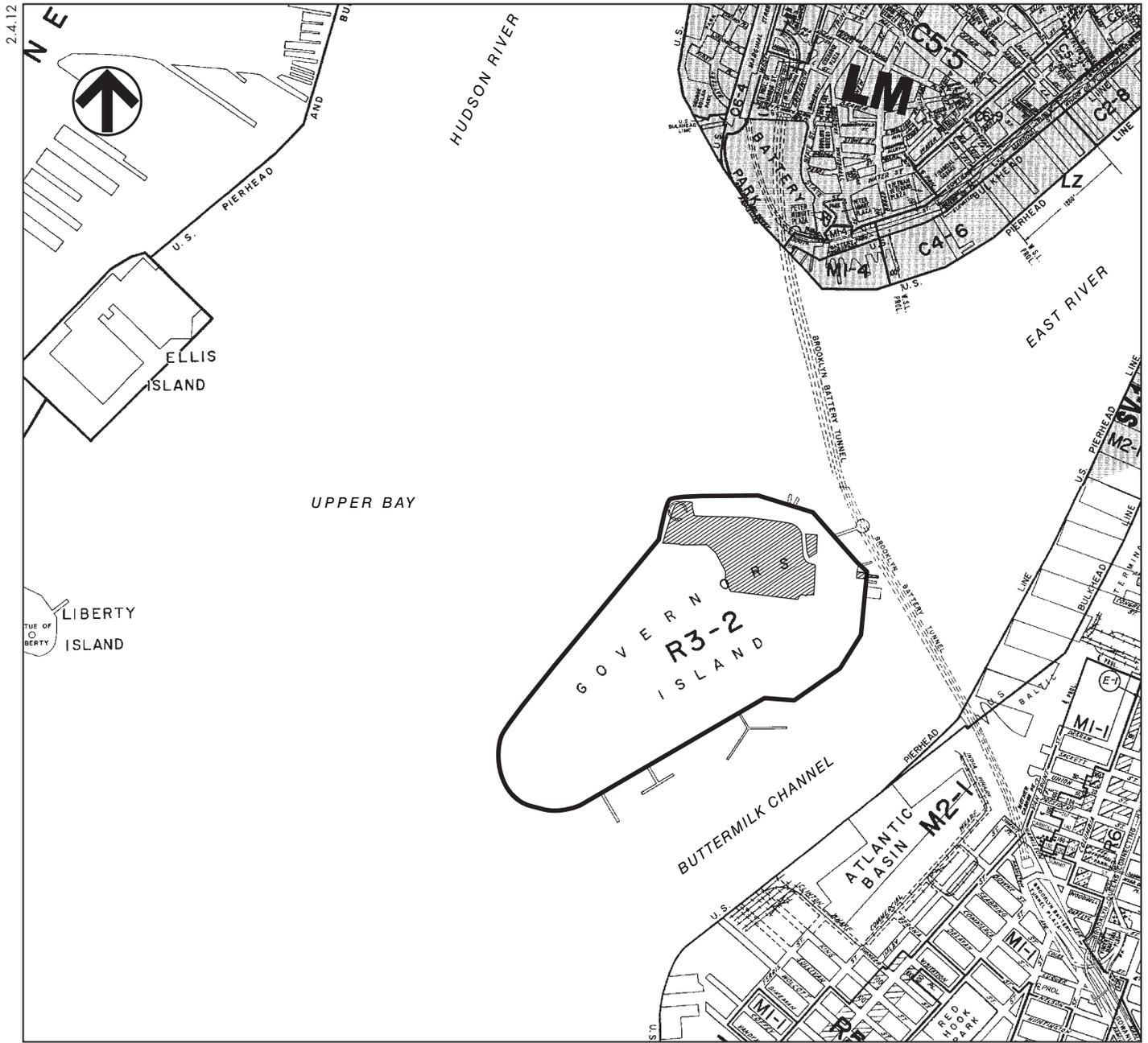
Typically, R3-2 districts are general residence districts that allow a variety of housing types ranging from detached and semi-detached one and two-family residences, to low-rise attached houses, to small multi-family apartment houses. Uses in R3-2 districts are restricted to residential uses and community facility uses (Use Groups 1, 2, 3, and 4, which allow single-family detached residential development, all other types of residential development for permanent occupancy; schools, libraries, museums, dormitories, etc., and houses of worship, community centers, hospitals, etc., respectively). Commercial, industrial, and manufacturing uses are not permitted. As the Island is a single zoning lot and constitutes a waterfront block, any developments or enlargements may also be subject to the special waterfront zoning regulations affecting bulk, public access, visual corridors, and waterfront access.

When control of the Island was transferred from the State to the City, the City approved a zoning override to allow existing interim uses that support the public’s use and enjoyment of the park to continue.

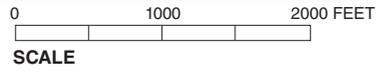
The federal transfer deed restrictions specify that at least 40 acres be developed as public open space and 20 acres be used for educational purposes and prohibits certain uses, such as gaming, electrical power generation for use off-Island, and residential uses—except for those residential uses associated with expressly permitted uses, such as education, hospitality, health care, and commercial uses. The residential restriction does not prohibit short-term or extended-stay accommodations.

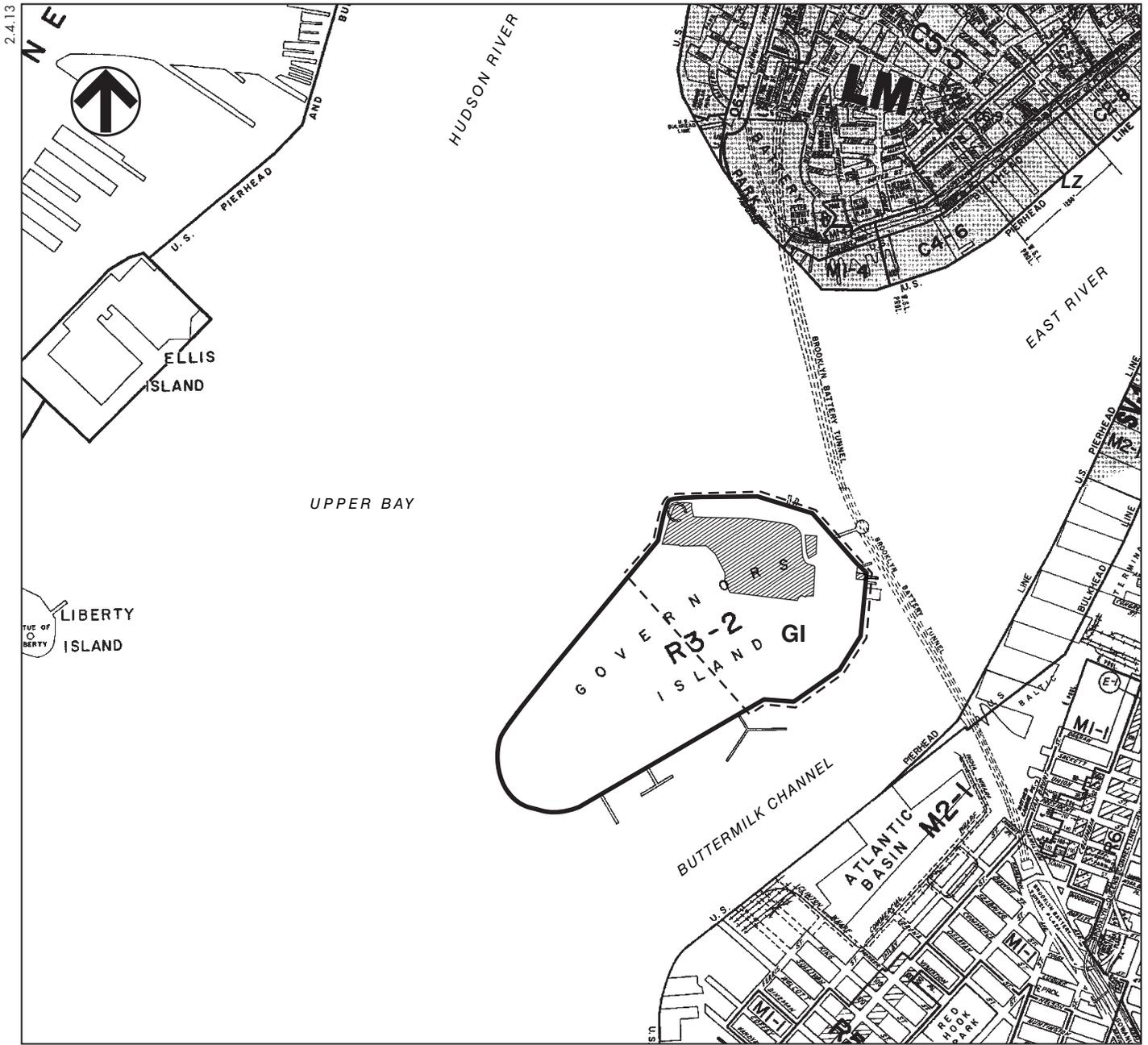
PROPOSED ZONING

The Proposed Project would create the Special Governors Island District on the North Island (see **Figure 1-4**) to facilitate the development of commercial uses including, but not limited to, hotels, offices, restaurants, retail, arts and crafts galleries, entertainment events and uses, and related uses that are compatible with the educational, cultural, and recreational uses of the Island. The special district would be mapped as an overlay on the existing R3-2 zoning district, which would remain in place. The Special District text and mapping are intended to serve as a catalyst for re-tenancing and reuse of the North Island’s historic structures. Within the Special Governors Island District, commercial uses that promote the goals of the Special District, complement existing uses within the district, and are compatible with the nature, scale, and character of other uses within the district would be permitted. The Special District text would include provisions for a process of public review of proposed commercial uses of more than 7,500 sf (see the proposed text of the Special District in **Appendix A**). The Special District text would also include special bulk regulations.

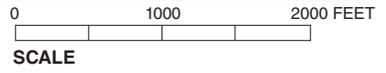


- Project Area
- Governors Island National Monument
- Zoning District Boundary





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



Based on comments since publication of the DSGEIS, the proposed text amendment has been modified to identify specific commercial uses that would be permitted as-of-right and those commercial uses that would require an authorization by the City Planning Commission.

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

RE-TENANTING OF THE NORTH ISLAND HISTORIC STRUCTURES (2022)

Approximately 1.375 million sf of space exists in historic structures of which approximately 1.2 million is available for reuse and re-tenanting. The remainder of the space is being used for the Harbor School, artists’ studios, administrative offices, and maintenance.

Although the future uses have not been specifically determined or defined, The Trust has developed two scenarios for analysis purposes (see **Table 1-2**, below); these two scenarios are based on the characteristics of the historic buildings. Potential uses include university, student dormitory, hotel, movie theater, office, service retail/restaurant, artists’ studio, cultural uses, and public school. As part of the re-tenanting, it is required that historic buildings are restored according to the *Governors Island Historic District Preservation and Design Manual* (the Design Manual) developed in connection with the disposition of the Island to GIPEC. The Design Manual was developed to help guide the reuse of the Historic District portion of the Island, while ensuring preservation of the historic and architectural resources that contribute to the Island’s importance.

**Table 1-2
North Island Redevelopment Options**

Land Use	Existing Re-Tenanted Space ²	North Island Redevelopment Options (2022)	
		University/Research Option	Mixed-Use Option
University			
Campus	0 sf	422,000 sf	0 sf
Research	0 sf	0 sf	0 sf
Academic	0 sf	0 sf	0 sf
Housing—Faculty Housing	0 sf	0 sf	0 sf
Housing—Dormitories	0 sf	262,000 sf (873 beds)	262,000 sf (873 beds)
Conference Center/Hotel	0 sf	256,250 sf (120 rooms)	256,250 sf (120 rooms)
Office	48,450 sf	7,000 sf	300,300 sf
Service Retail/Restaurant¹ <i>(Not destination, accessory to Island)</i>	0 sf	37,800 sf	37,800 sf
Cultural			
General (Gallery, small museum, etc.)	0 sf	0 sf	128,700 sf
Artist Studio	47,700 sf	57,000 sf	57,000 sf
Movie Theater	0 sf	9,200 sf (700 seats)	9,200 sf (700 seats)
Public School (6-12)	79,700 sf	148,000 sf (1,184 students)	148,000 sf (1,184 students)
Maintenance, Support, Other	0 sf	0 sf	0 sf
Total	175,850 sf	1,199,250 sf	1,199,250 sf
Total North Island Development in 2022 (Existing and Proposed)		1,375,100 sf	1,375,10 sf
Notes:			
1. Includes 8,000 sf of redevelopment for the Soissons Concession Site.			
2. The existing re-tenanting North Island uses will not be assessed in the SGEIS analyses.			

A non-contributing addition to Liggett Hall as well as a non-contributing addition to the Dispensary building (or Post Hospital) could be renovated or could each be demolished and replaced with new structures (for the purposes of environmental review it is assumed that any demolished space would be replaced with the same square footage). In addition, a new structure would be constructed on the Soissons Concession Site, the open area north of Building 110, immediately west of Soissons Landing; this structure would provide restaurant and support space for the adjacent event space. Similar to the renovation of historic structures, the design and construction of new structures on the North Island is subject to the requirements of the Design Manual, and 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).

PARK AND PUBLIC SPACES (2022)

The Proposed Project would include the open space improvements identified in the 2011 FGEIS as the “Later Phases–Park and Public Spaces.” The FGEIS assumed that these would be completed in 2030; however, it is now anticipated that they would be completed by 2022. These open space improvements consist of 32 acres of newly designed open space through the center and perimeter of the South Island (9 acres of which would be newly opened to the public). These open spaces would include the creation of the Great Promenade along the perimeter of the Island, construction of Liberty Terrace including the Shell, Yankee Landing, the Hills, and the South Prow.

THE GREAT PROMENADE

The Great Promenade, a 2.2-mile path around the perimeter of the Island, would be designed for walkers, bikers, runners, and limited vehicular traffic. New paving elements, lighting, way-finding, and balustrade would be consistent along the Promenade, integrating the Island’s northern and southern portions. The Promenade would provide unparalleled views of the area around Governors Island, directing views across the Harbor, East River and Buttermilk Channel towards the Lower Manhattan skyline, the East River bridges, Brooklyn Bridge Park, Brooklyn’s working waterfront, Red Hook, Staten Island, the Statue of Liberty, Ellis Island, and New Jersey.

The Promenade would have two levels on the western side of the Island and at the southern end. At both of these locations, the lower levels of the Promenade would allow for biking or walking near the water’s edge or Wetland Garden’s edge. The upper level on the west side of the Island would have trees and benches, and would terminate on the viewing roof of the Shell at Liberty Terrace (see Liberty Terrace description below). The upper level on the southern end would provide another resting area with benches and other seating (see South Prow description below).

LIBERTY TERRACE

Adjacent to the Great Promenade would be Liberty Terrace, a gathering area on the west side of the Island. A new structure, The Shell, would provide protected outdoor seating and space for a food concession. A new public restroom building would be located nearby. Other amenities at Liberty Terrace would include benches and movable tables and chairs.

YANKEE LANDING

Improvements to Yankee Landing, which is on the east side of the Island, would welcome future tenants and visitors using the ferry to Yankee Pier.

THE HILLS

The Park Master Plan envisions four hills rising between 28 and 82 feet in height above the Great Promenade, transforming the topography of the Island. The Hills would be planted with ground cover, shrubs, plants, and trees. In addition, there would be several pathways to explore the Hills. From the tops of the Hills, broader views of the surrounding area would be available, with views of the entire New York Harbor from the Verrazano to the Statue of Liberty, Ellis Island, the Hudson River, New Jersey, Lower Manhattan, Brooklyn, and Staten Island.

SOUTH PROW

At the southern end of the Island, a three-acre Wetland Garden would be excavated out of the existing Island. This garden would be planted with a variety of salt-tolerant wetland plants. While the Great Promenade would follow the perimeter, another major promenade would follow the eastern edge of the Wetland Gardens. This interior promenade would have two levels, a lower one at the same grade as the perimeter pathway and an upper level—the South Prow Overlook—that would be seven feet higher and include benches and other seating.

ADDITIONAL FERRY SERVICE (2022)

To support the uses in the re-tenanted buildings and completed park and public space, additional ferry service would be provided so that ferries would operate 7 days per week between Governors Island and the BMB in Manhattan and between Governors Island and Pier 6 in Brooklyn. Ferry service would be provided 24 hours a day. However, it is anticipated that the late night ferry service would operate between Governors Island and Pier 11 in Manhattan.

SOUTH ISLAND DEVELOPMENT ZONES (2030)

As discussed above, the South Island contains two future development zones with a total of 33 acres. Similar to the 2011 FGEIS, future uses in these two areas have not yet been specifically proposed, determined, or defined; therefore, this SGEIS provides an analysis of two generic development programs for the South Island Development Zones. It is assumed that new buildings on the South Island could be designed to provide highly flexible academic (including dorms and faculty housing) and/or research institution space, lab space, or similar uses, and could become the academic and/or research institution heart of a university program or think tank. A second major use could be a conference center/hotel with hotel rooms, meeting rooms, and recreation facilities.

The remainder of the South Island Development Zones are expected to be used for some combination of not-for-profit offices, such as think-tanks or small organizations affiliated with academic and/or research institution uses; for-profit commercial office uses; offices for The Trust and Island contractors; maintenance and service space for Trust and Island operations; water transportation support uses; cultural uses including small galleries or museums; entertainment uses; other commercial uses; associated retail; and educational uses similar to the Urban Assembly New York Harbor School located in the Historic District.

In total, approximately 1.625 million sf are expected to be developed in the South Island Development Zones.

F. APPROVALS

Various approvals would be required for the Proposed Project, as follows:

- Zoning map and text amendments to create and map the Special Governors Island District over the North Island, as shown on **Figure 1-4** above.
- Review of project actions within the Governors Island Historic District following the guidelines of the *Governors Island Historic District Preservation and Design Manual*; and review and approval by LPC and OPRHP.
- Approval of any public capital funding. The source has yet to be identified.

Other approvals are expected to include a Coastal Zone Consistency determination and may include State Pollutant Discharge Elimination System (SPDES) permits from the New York State Department of Environmental Conservation (NYSDEC) for wastewater and/or stormwater discharge issues.

It is anticipated that the future development proposed for the South Island Development Zones may require additional land use approvals, including rezoning, special permits, modifications, design guidelines and/or other authorizations. Similar to the Special District for the North Island, any future rezoning will be subject to CEQR, and the level of environmental review required will be determined at the time such actions are sought. Other potential future actions and approvals for the South Island Development Zones could include a Coastal Zone Consistency determination, SPDES permits from NYSDEC, U.S. Army Corps of Engineers permits for in-water work, and NYSDEC air permits or approvals related to potential future research/academic laboratory uses, if required.

For the Proposed Project, including the South Island Development Zones, it is expected that New York City Department of Buildings (NYCDOB) building permits would be required for public open space and structures and that NYCDOB would review proposed construction within the 100-year flood plain. In addition, there would be New York City Fire Department approvals for emergency and fire access and fire hydrants. *