

# CHAPTER ONE: FRAMEWORK FOR THE PLAN





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# FRAMEWORK for the PLAN

## Background and Introduction

For over two centuries, Governors Island has played a vital role in the defense and development of New York City. Its location in New York Harbor, a few hundred yards from the southern tip of Manhattan and Brooklyn, has influenced its use and role throughout history. Primarily shaped by the long occupation of the U.S. Army and U.S. Coast Guard, the island's stories reach far into the past.

The island's military history begins with the American Revolution. In 1776, just prior to the Battle of Long Island (also known as the Battle of Brooklyn), militia quickly fortified the island with earthworks. The island's artillery covered the retreat of the Continental Army, preventing the revolution from a swift and devastating end, but New York City remained under British occupation and their base of operations on the continent for the remainder of the conflict, a long seven years.

With American independence from Britain in 1783, New York and the nation were determined to prevent any future occupation of the city and its strategic waterways by an enemy power. Toward that end, three fortifications were erected on Governors Island in the years preceding the War of 1812 as part of an extensive coastal defense system:

- ◆ Fort Jay, a square four-bastioned fort constructed on the site of the earlier earthworks and surrounded by a *glacis*, an open field that slopes to the shore;
- ◆ Castle Williams, a circular casemated fort completed in 1811 on the island's northwest point; and
- ◆ South Battery, built as part of the larger fortification system just prior to the War of 1812—sited to overlook and protect Buttermilk Channel.

Castle Williams and Fort Jay are among the best remaining examples of early American coastal fortifications.

During the Civil War, Governors Island held Confederate prisoners of war and Union deserters, with officers held in Fort Jay and enlisted men in Castle Williams. The army opened a recruiting station on the island, and troops from the island responded to the 1863 draft riots in New York City. After the war, Castle Williams was used as a military stockade and became the East Coast counterpart to military prisons at Fort Leavenworth, Kansas, and Alcatraz Island, California.

In 1878 the military installation on the island, then known collectively as Fort Columbus, became a major Army administrative center. By 1912, the Army had expanded the island from about 70 acres to 172 acres by adding landfill from New York City's subway construction. The post became headquarters of the United States First Army in 1939. The island continued to serve as an important shipment center during World Wars I and II. When the Army left in 1966, the island became home to the largest U.S. Coast Guard base in the world.

In 1985 the northern 121 acres of the island, with 62 historic structures in a campus-like landscape, were designated a National Historic Landmark District. The base's closing in 1996 concluded almost two centuries of the island's use as a federal reservation.

On January 19, 2001, President William J. Clinton established the Governors Island National Monument by Presidential Proclamation 7402. The monument consisted of Castle Williams, Fort Jay and a portion of the surrounding Parade Ground. The monument, however, remained subject to Public Law 105-33, section 9101, 111 Stat. 670 (August 5, 1997), which required the entire island, including the monument lands, to be sold with a right of first offer to the State and City of New York.

As a result, subsequent actions were taken on January 31, 2003:

- ◆ The State and City of New York each executed a consent and waiver of the right of first offer regarding Governors Island;
- ◆ A 22 acre portion of Governors Island was sold to the National Trust for Historic Preservation;
- ◆ The remainder of Governors Island (150 acres) was sold to the Governors Island Preservation and Education Corporation (GIPEC).

- ◆ The National Trust relinquished and conveyed their 22 acre parcel to the United States of America and was accepted by the Secretary of the Interior.

On February 7, 2003, President George W. Bush issued Proclamation 7647, which included additional facilities within the monument boundaries, referenced the previous proclamation and legal island transfers, and described the basic purpose of the monument and role of the NPS. Since Summer 2003, NPS has offered guided and self-guided tours of the National Monument and surrounding historic district and, in collaboration with GIPEC, has sponsored public programs and special events on the island. NPS and GIPEC are securing public funds to maintain, repair and rehabilitate their respective historic structures and, guided by the transfer documents, are cooperating in the development of Governors Island for the benefit of the people of New York and the United States.

This Final General Management Plan (GMP) sets forth a vision for the development and operation of Governors Island National Monument over the next 20 years. Like the creation of the National Monument itself, this vision is the product of a process that integrates the aspirations of the public with the unique capabilities of the NPS to provide for the preservation and public enjoyment of the National Monument.

## Purpose and Need for the Plan

### Purpose of this GMP

The purpose of a General Management Plan (GMP) is to define and describe the vision or central management philosophy for each unit

within the national park system. It provides a policy framework for future decision making. NPS Director's Order 2, Park Planning, requires a GMP to (1) clearly describe the specific resource conditions and visitor experiences to be achieved, and (2) identify the kinds of use, management, and development that will be appropriate in achieving and maintaining those conditions.

By policy, environmental impact statements (EIS) are usually prepared with the GMP. This allows for compliance with the National Environmental Policy Act of 1969, as amended (NEPA), which requires that an EIS be prepared for all major federal actions. An EIS also provides a framework for public participation, the development of alternative approaches, and evaluation of their environmental consequences in order to promote better decision making. The EIS associated with this plan draws upon the EIS completed in 1997 by the General Services Administration (GSA). That EIS evaluated different potential redevelopment scenarios for the entire island that might follow transfer of the island from the U.S. Government.

All GMPs take a comprehensive approach to determining how to best carry out the mission of the NPS at a park. The NPS has a mandate in its 1916 Organic Act, echoed in later legislation, to "conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." This GMP helps define how to best achieve that mandate in the Governors Island National Monument.

General management planning constitutes the first phase of tiered planning and decision making. It focuses on why the park was established and what resource conditions and visitor experiences should be achieved and maintained over time. The plan considers the park holistically, in its full ecological and cultural contexts, as a unit of the national park system, and as part of a surrounding

region. It identifies the kinds of partnerships with other organizations that can help protect park resources and provide services to visitors.

Five-year strategic plans, annual performance plans, and project implementation plans comprise the other tiers of NPS planning. Decisions about specific actions discussed in the GMP are typically addressed in these other plans. In most cases, more detailed, site-specific analyses of major projects, along with required consultations, are conducted before any major action is undertaken.

By law (Public Law 95-625, The Redwood Act), GMPs address four general concerns:

- (1) preservation of the park resources,
- (2) the types and general intensities of development,
- (3) visitor carrying capacities, and
- (4) potential boundary modifications.

These concerns are addressed in Chapter 2: Management Alternatives. Planning is based on an adequate level of analysis of existing and potential resource conditions, visitor experiences, environmental impacts, and costs of alternative courses of action. These analyses are in Chapter 3: Affected Environment, and Chapter 4: Environmental Consequences.

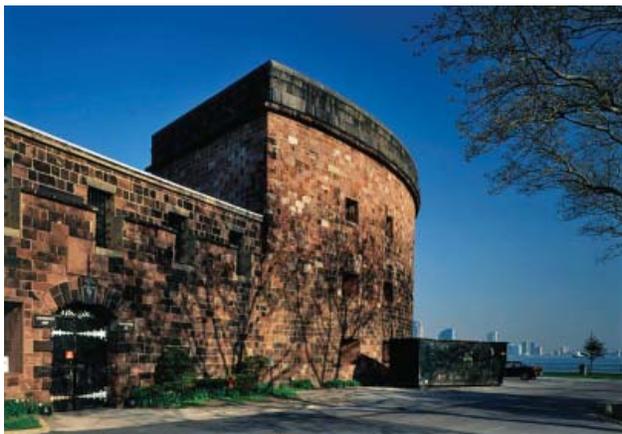
In developing the management alternatives for Governors Island National Monument, the planning team tried, to the greatest extent possible, to reach consensus among the National Monument staff, the NPS leadership, agencies with jurisdiction by law or expertise, the Governors Island Preservation and Education Corporation (GIPEC), and the public. As the first GMP for the National Monument, this plan relies heavily on public input and on previous professional studies made by different organizations. Planning benefited greatly from the experience of others involved with operating similar parks and historic sites. Much more has been learned by the staff through the experience of operating the National Monument over the last

few years. GIPEC’s planning process, which has not yet concluded at the time of this writing, has also influenced this GMP. These factors combine to require that this GMP provide managers with specific guidance to address the known needs of this new park, as well as broad vision and flexibility to respond to new opportunities that will undoubtedly present themselves over time.

### Need for this GMP

The legal documents associated with the sale and transfer of the island established deadlines for the development and adoption of a master plan for the preservation and re-development and use of Governors Island, and directed NPS and GIPEC to designate liaisons to participate in their respective planning processes.

Since 2003, the NPS has managed the National Monument in accordance with general NPS policies, relevant federal law, and the terms of the Quitclaim Deed. However, these documents do not provide adequate direction for managing the various aspects of the National Monument over the next 20 years. They provide little direction for developing interpretive programs, or what to do about the various, often competing, public proposals for use of National Monument facilities and grounds. This GMP is intended to provide comprehensive, park-specific guidance for the



Castle Williams. Peter Aaron/Esto.

development of resource preservation programs, measures to provide for public enjoyment, administrative and operational capabilities, and collaborative relationships with other organizations.

## Governors Island National Monument Issues and their Related Decision Points

The planning team identified key issues and questions for the plan to address as decision points. These issues include the public interests expressed in various settings, internal discussions, and new information from specific studies and analyses. The decision points are organized into four broad categories the NPS must address:

- ◆ Resource Protection
- ◆ Visitor Experience
  - Education and Interpretation
  - Transportation
- ◆ Administration and Operation
- ◆ Collaboration and Partnership

These four categories representing the decision points were then used to organize the descriptions of the alternatives in Chapter 2: Management Alternatives. They were also used to outline the goals for the National Monument and more clearly articulate the issues to be analyzed in Chapters 3 and 4, the EIS.

While the ultimate goals for the National Monument are the same for each alternative, how they achieve each goal and address the related

decision point(s) is what characterizes each alternative.

## Resource Protection

Governors Island's history, setting, and cultural resources are amazingly rich and reflect the island's varied uses over the past 200 or more years.

This long period of significance has the effect of making many layers of resources noteworthy. For example, not only is the original construction of Fort Jay important, but so is its evolution from a defensive structure into a residential complex for military families. Archeological resources that predate construction of the forts also need to be protected. Further complicating management, the open landscape surrounding Fort Jay (the *glacis*, also referred to as the Fort Jay Parade Ground) has been divided between GIPEC and the NPS.

### Resource Protection Goals

The significant resources and values of the National Monument, including Fort Jay and Castle Williams, and the associated cultural landscape and features, are preserved, protected, and maintained for the benefit of present and future generations.

- ◆ The uses of Fort Jay, Castle Williams, and other resources managed by the NPS are compatible with the purpose and significance of the National Monument.
- ◆ The island's other important resources and values that provide the context and add to the significance to the National Monument, including archeological resources, historic structures, and cultural landscapes, are preserved.

### Resource Protection Decision Point

- ◆ What are the appropriate historic preservation treatments for the National Monument's key resources (Fort Jay, Castle Williams and the

*glacis*), and what kinds of uses should be accommodated that would be consistent with those treatments?

## Visitor Experience

### (Education and Interpretation; Transportation)

The Governors Island National Monument is one of the newest National Parks and one of the newest in New York. There is no tradition of regular, year-round public visitation to Governors Island due to its historical use as an exclusive military installation. There are few existing public programs or public facilities on the island, and little public knowledge of the island's history. Redevelopment activities, such as demolition and construction, will likely be a common activity over the next few years. At the same time, there is a high level of interest in connecting national park sites and other attractions around the harbor, thematically and by boat.

Access to the island is—at the time of this writing—limited, with one ferry making several round trips between the island and the Battery Maritime Building each day. The ferry schedule and public access to the ferry are controlled by GIPEC. While the NPS has a dock on the island, its present condition does not permit use.



Ranger-led tours at Governors Island National Monument. NPS.

When the island was occupied and managed by the Coast Guard, a small transit bus looped around the island and served residents, workers and contractors. No such service exists today. NPS and GIPEC each maintain vehicles for on-island operational use and allow only service and staff vehicles onto the island. The public is not allowed to bring private vehicles. Expectations are that any new shuttle or ferry service will be frequent, affordable to visitors, employ sustainable technologies, and promote non-polluting forms of transportation on the island.

#### Visitor Experience Goals

- ◆ Visitors are well oriented, comfortable and safe throughout their trip, including time at off-island departure points, on ferries, and while visiting the National Monument.
- ◆ A variety of communications tools convey necessary information to visitors before, during, and after their visit, about the National Monument's resources and programs, and opportunities to enjoy other NPS sites in the New York region.
- ◆ Visitors understand the history of the island and the people who lived and worked there, and appreciate the island's place in the history of New York Harbor and the nation.
- ◆ Regular feedback from visitors enables National Monument staff to improve and enhance public programming and services.
- ◆ Facilities and services within the National Monument and on the greater island meet visitors' basic needs and enrich the overall experience, drawing visitors back to the island.

#### Education and Interpretation Goals

- ◆ Varied and high-quality educational, interpretive, and community outreach programming engages diverse visitors. Educational and interpretive programs

take advantage of historic anniversaries and other island-related people and events.

- ◆ Interpretive materials and programs are engaging, dynamic, and coordinated with other activities on the island and at other NPS sites in the New York metropolitan area.

#### Education and Interpretation Decision Point

- ◆ What kinds of experiences should the NPS make available to visitors, using what mix of facilities and should they be available beyond the National Monument boundary?

#### Transportation Goals

- ◆ Access to the National Monument is convenient, reliable, and available to visitors at a reasonable cost. Access is coordinated with the extensive public transportation network of the New York metropolitan area.
- ◆ Ferries and on-island transportation systems employ sustainable technologies and are accessible to all National Monument visitors, staff, and contractors. When feasible, on-island transportation systems are shared and coordinated with other island organizations.

#### Transportation Decision Point

- ◆ What kind of access is necessary and desirable for visitors and staff to reach the National Monument and how should on-island transportation and circulation be accommodated by NPS and its partners? Are there opportunities for linking Governors Island with other harbor attractions?



Arriving at Soissons Dock. NPS.

## Administration and Operation

A small staff presently manages the National Monument. A larger team, with a variety of skills and capabilities, will be necessary to achieve the vision expressed in the Presidential Proclamations. It must be constituted to enable managers to quickly respond to the unique challenges of operating a new unit in a highly dynamic environment. Unlike many traditional national parks, the management team at Governors Island National Monument will need to be highly flexible and able to work with and through partnerships to accomplish its fundamental goals.

## Park Administration and Operation Goals

- ◆ Administrative, interpretive, maintenance, and other staff, as well as facilities and other infrastructure, sustain the programs and operations of the National Monument and accomplish the NPS mission.
- ◆ National Monument staff enjoy healthy and safe working conditions.

### Park Administration Decision Point

- ◆ What is the most efficient, effective, and sustainable administrative organization to accomplish the National

Monument's purposes including protection of resources, visitor security and safety and park administration?

## Collaboration and Partnership

The NPS will need to collaborate long-term with GIPEC, whose land surrounds the National Monument. Collaboration may include basic operations, public programming, and working with other agencies to enforce provisions of the Quitclaim Deed. During the course of deliberations for the transfer of the island from the federal government, and continuing through the development of the GMP/EIS, numerous civic organizations expressed interest in being involved with the National Monument. Developing an effective program for continued public involvement and enlisting both programmatic and funding partners will be critical to realizing the vision for the National Monument.

### Collaboration and Partnership Goals

- ◆ Formal partnerships and informal associations with other agencies and organizations assist with the preservation and public enjoyment of the National Monument. These partnerships and other collaborative projects support the NPS and National Monument missions.

### Collaboration and Partnership Decision Points

- ◆ To what extent should the National Monument collaborate with, or develop partnerships with, compatible organizations to accomplish its mission?
- ◆ To what extent should the NPS pursue private funding sources?

## NPS Goals: Areas of Mutual Interest

NPS and GIPEC share boundaries and several responsibilities and interests. The following are some of the specific goals NPS will continue to pursue with GIPEC to best preserve the island's historic resources and provide for public access, use and enjoyment of the island.

### 1. Preserve the Cultural Landscape

Treat the cultural landscape features of the historic district, including the *glacis*/Parade Ground, adjacent areas—such as Nolan Park and Colonels' Row, and the waterfront esplanade in a comprehensive and seamless manner. The NPS and GIPEC will restore critical views and preserve historic spatial relationships, patterns of vegetation, and the campus-like landscape

character of the historic district. The NPS and GIPEC will manage and program the historic landscape to avoid conflicts among visitor uses and protect the grounds and archaeological resources.

### 2. Interpret the Historic District

The public will have exterior and, when possible, interior access to the historic resources of the historic district that possess high interpretive and educational value, are of high public interest, and can accommodate public visitation. Buildings listed on the National Register are Fort Jay (200), Castle Williams (501), Admiral's House (1), Governor's House (3), and the Post Hospital (9). Key landscape spaces and features are the *glacis*/Parade Ground, waterfront esplanade, and certain sidewalks and roads. The NPS and GIPEC will coordinate public programs to help visitors understand the whole historic district.

RPA 2004 Workshop participants. NPS.



### **3. Collaborate on Transportation Projects**

Coordinate transportation planning to provide for public access to and on the island and collaborate on transportation funding requests. Private and/or public ferries will provide access to the island from multiple mainland departure points, including Lower Manhattan, Brooklyn and New Jersey. Multiple island docks, including Soissons Dock and NPS dock 102, will be rehabilitated, and one or more floating docks installed, to serve visitors, island managers, tenants, contractors, and service providers.

#### **3a. Develop an On-Island Circulation System**

The circulation system will encourage walking, bicycling, and using island shuttles equipped with sustainable technologies. Other vehicles will be permitted as necessary to accommodate special visitor needs and meet island-wide service and operational needs.

### **4. Provide Visitor Services and Facilities Island-Wide**

Coordinate the planning of visitor services and facilities for the island, such as visitor contact stations; signage, kiosks and info centers; interpretive exhibits and materials; educational programs; restrooms; and food and retail, to provide visitors a rich and enjoyable island-wide experience.

### **4a. Coordinate the Development and Management of Public Programs**

Develop a collaborative management structure to coordinate public programs by NPS, GIPEC and the numerous organizations that will ultimately operate on the island. This management structure would address point(s) of contact for information and permitting and coordinate logistics for public and private events.

### **5. Share Research, Archives, and Other Information**

Future research will contribute to a Governors Island archive that will be shared by island managers, researchers, and potentially be used for public display. The island archive will include existing U.S. Army and Coast Guard records, records of ongoing preservation and maintenance in the historic district, historical studies, architectural and landscape architectural studies, archeological studies, ethnographic studies (such as oral histories), and historic artifacts discovered or donated to the island managers. NPS and GIPEC will determine the most appropriate location(s) for historic valuable materials needing special handling and collaborate with the National and State Archives.

To facilitate daily operations and future planning or construction projects, NPS and GIPEC will share information gained about the island in the course of repairs, construction and utility upgrades/replacement, and collaborate on GIS mapping and other methods to document this information and provide easy access to it.

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## Scoping and Identification of Resources and Other Values (Impact Topics)

A planning effort of this magnitude requires both internal and external scoping and is required under NEPA. Internal scoping included consultation, meetings and coordination with NPS natural and cultural resources experts. External scoping included public meetings, web site, newsletters, meetings and presentations to interested community groups and agency consultation and coordination with cultural and natural resource agencies at the local, state and national levels. A detailed description of the scoping process for this GMP is in Chapter 5: Consultation and Coordination; as well as Appendices D, E and I.

Internal and external scoping helped to formulate which resources and other values (impact topics) are at stake in Governors Island National Monument and which can be eliminated from further analysis because they are either not present or impacts on them as a result of implementing the alternatives would be none to negligible.

### **Impact Topics Analyzed**

The following criteria were used to identify which impact topics should be analyzed in this GMP. The analyses are in Chapter Four: Environmental Consequences.

- ◆ Resources cited in the establishing legislation for the park;
- ◆ Resources critical to maintaining the

- ◆ significance and character of the park;
- ◆ Resources recognized as important by laws or regulations;
- ◆ Other resources and values of concern which emerged from internal and external scoping.

### **Impact Topics Eliminated from Further Analysis**

#### A. Prime and Unique Farmland

Prime farmland is farmland with the best combination of physical and chemical qualities to sustain a variety of crops—such as food, oilseed, or trees—and can include farmland to forest-land. Unique farmland is other than prime farmland and has special characteristics such as soil quality, location, and growing season, for growing crops such as citrus. Both are treated and managed for high-yield production of high-value food and fiber crops.

There are no prime or unique agricultural lands in the National Monument based on the GSA FEIS.

#### B. Vegetation

There is very little native vegetation within the National Monument. Vegetation consists mostly of ornamentals and other species typical of domestic landscaping. Twenty-two species are listed as part of the Governors Island inventory and include Norway, red, and silver maples; horse chestnut; American and Scotch elms; and Pin and Red oaks, among others (GSA FEIS, Appendix XIII, Table C-4).

Vegetation considered important to the cultural landscape will be protected using recommendations from the National Monument's cultural landscape inventory and the *Governors Island Preservation and Design Manual*.

### C. Wetlands

The GSA FEIS reviewed the National Wetlands Inventory maps and verified that there are no wetlands within or around Governors Island. NPS reconnaissance has confirmed this finding.

### D. Floodplain and 100-Year Coastal Flood

Executive Order 11988, Floodplain Management—This Executive Order (EO) requires that all federal agencies evaluate the potential effects of any actions it may take in a floodplain. NPS compliance with EO 11988 is guided by NPS Director’s Order 77–2 Floodplain Management and the companion Procedural Manual.

The perimeter of Governors Island is classified as being within the 100–year floodplain with the southern and western shorelines delineated as 100–year coastal flood with velocity (wave action).

When a proposed action is determined to involve floodplains, the general course of action prescribed by DO #77–2 is to assess the potential consequences of the action, identify and evaluate feasible alternatives, and document the results of the decision–making process in a Statement of Findings available to the public for review. Certain actions are, however, exempt from this process as explained in the procedural manual for DO 77-2 which states “this procedural manual does not apply to historic or archaeological structures, sites, or artifacts whose location is integral to their significance.” (Section V. Scope; B. Excepted Actions).

Since the alternatives considered in this GMP are exempted actions involving a historic site and structures, no further action is required to comply with EO 11988.

### E. Wild and Scenic Rivers

Nationally designated Wild and Scenic Rivers are rivers that must be free flowing and possess an “outstandingly remarkable” geologic, historic, cultural, natural, or recreational resource. Neither the Lower Hudson River nor the East River is designated a Wild and Scenic River.

### F. Wildlife and Their Habitats

Available habitat for wildlife is limited on Governors Island. The majority of wildlife on the island consists of various transient and resident bird species, with expected seasonal variations. Mammals that have been observed on the island include bats, mice, rats, and squirrels (GSA FEIS Appendix XIII, Table C–6).

Additional information comes from nearby Ellis Island. The 2007 *Development Concept Plan* for Ellis Island listed the following birds as having been observed on or in the vicinity of Ellis Island during a field survey and which are typical of urban areas: song sparrow, rock dove, American crow, European starling, and barn swallow. Waterfowl include the ring–billed gull, laughing gull, Canada goose, mallard, and double–crested cormorant. All these species are common to the New York–New Jersey shorelines. The GSA FEIS listed 38 resident and transient bird species known to be in the vicinity of Governors Island (GSA FEIS, Appendix XIII, Table C–5).

Some of these species—such as mice, rats, and squirrels—have the potential to become pests if they enter buildings or make nests in roofs, etc., or otherwise become a human health hazard or destroy property. The park will follow Integrated Pest Management strategies as outlined in Director’s Order #77–7 and consult with pest management specialists as needed.

None of the alternatives proposed actions that would negatively impact wildlife or their habitats.

## G. Rare, Threatened, Endangered, or Special Concern-Species, and Their Habitats

Endangered Species Act (ESA) of 1973—Section 7 of the ESA requires that a federal agency consult with the U.S. Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service (NMFS) on any action that may affect federally-listed endangered or threatened species or candidate species, or that may result in adverse modification of critical habitat.

NPS correspondence with the U.S. Fish and Wildlife Service in 2004 indicated there are no threatened or endangered species on Governors Island.

In the GSA FEIS, several protected species known to exist in the greater New York metropolitan area were cited and include the peregrine falcon (*Falco peregrinus*); the transient shortnosed sturgeon (*Acipenser brevirostrum*); on a seasonal basis—between June and November—the loggerhead turtle (*Caretta caretta*), green sea turtle (*Chelonia mydas*), Kemp's Ridley sea turtle (*Lepidochelys kempii*), and the leatherback sea turtle (*Dermochelys coriacea*).

None of the alternatives proposed actions that would negatively impact these rare, threatened, endangered or special-concern species and their habitats.

## H. Geology, Topography and Soils

The original landmass of Governors Island represents the southern terminus of the New England physiographic province. This geologic region is separated from the New Jersey region by the Hudson River. The island contains rocks and glacially deposited soil similar to those found in nearby Manhattan and Brooklyn. The elevation ranges from 10 to 40 feet above sea level, sloping gently upward from the water's edge. Fort Jay is located approximately in the center of the original land mass, at its highest point near 40 feet. When

constructed, Castle Williams stood on Perkin's Point, an outcropping of rocks, almost separated from the rest of the island. This changed in later decades after a seawall was added to make the shoreline more regular and landfill connected Castle Williams to the rest of the island. The southern portion of the island was created from fill in the early 1900s. This contemporary addition is relatively flat, ranging only between 10 and 13.5 feet above sea level.

None of the alternatives proposed actions that would negatively affect the geology, topography, or soil characteristics of the landmass that constitutes the National Monument.

## I. Ethnography and Ethnographic Resources

Ethnographic resources are the cultural and natural features of a park that are of significance to traditionally associated peoples. These peoples are the contemporary park neighbors and ethnic or occupational communities that have been associated with a park for two or more generations (40 years), and whose interests in the park's resources began prior to the park's establishment. Living peoples of many cultural backgrounds—American Indians, African Americans, Hispanics, Chinese Americans, Euro-Americans, and farmers, ranchers, and fishermen—may have a traditional association with a particular park. Some ethnographic resources might also be traditional cultural properties. A traditional cultural property (TCP) is one that is eligible for inclusion on the National Register of Historic Places because of its association with cultural practices or beliefs of a living community.

Traditionally associated peoples generally differ as a group from other park visitors in that they typically assign significance to ethnographic resources—places closely linked with their own sense of purpose, existence as a community, and development as ethnically distinctive peoples. These places may be in urban or rural parks, and

may support ceremonial activities or represent birthplaces of significant individuals, group origin sites, migration routes, or harvesting or collecting places.

Governors Island National Monument is considered an important cultural resource, but does not qualify as an ethnographic resource, based on the definition above. The park recognizes the importance and significance of the National Monument and the island to Native Americans (the Lenape) and former members of the Army and Coast Guard and their families, particularly those who served on the island. Though important to the Lenape up to the time of Dutch settlement, the tribes have not maintained traditions of use on the island.

While the island may be important in the personal and family histories of servicemen and women—and some would claim a strong and even significant association with the island—they were there as a result of their employment. Even though it can be argued that the military has its own culture and unique associations—as with any other military base—those who served are not considered “traditionally associated” or an “ethnically distinctive peoples.” Governors Island—and the National Monument in particular—is not an ethnographic resource based on its association with these groups; and the National Monument is not a traditional cultural property.

However, realizing the importance and value of capturing the stories and recollections that form the basis of this association, the NPS has been documenting former Governors Island residents’ stories and recollections of life on the island. Oral histories will be videotaped and archived along with relevant artifacts that fall under the Collections Management Plan guidelines. The video and associated materials will comprise an invaluable historical record for generations to come and will be a permanent part of the NPS collections and archives.

#### J. Indian Trust Resources, Sacred Sites and NAGPRA

Secretarial Order 3175 requires that any anticipated impacts to Indian trust resources from a proposed project or action by Department of Interior agencies be explicitly addressed in environmental documents. The federal Indian trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights, and it represents a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native tribes.

There are additional Executive Orders and Acts which protect Native American rights and resources. These include Executive Order 13007: Indian Sacred Sites, protecting and allowing access to Indian sacred sites; and the Native American Graves Protection and Repatriation Act of 1990, a federal law providing a process for museums and federal agencies to return certain Native American cultural items—human remains, funerary objects, sacred objects, and objects of cultural patrimony—to lineal descendants, culturally affiliated Indian tribes, and Native Hawaiian organizations.

Based on consultation with federally recognized Native American tribes, and review of the *Archeological Overview and Assessment* (2003), there are currently no known Indian Trust resources—protected tribal lands, sacred sites, graves, or objects—in the National Historic Landmark District.

#### K. Environmental Justice

Executive Order 12898, Environmental Justice in Minority and Low-Income Populations directs federal agencies to assess whether their actions have disproportionately high and adverse human health or environmental effects on minority and low-income populations.

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None of the alternatives would have an adverse effect on any minority or low-income communities in the park's region, which is defined as the New York metropolitan area. The environmental analyses done for this plan revealed no increase in development, traffic, noise, or air pollution associated with any of the alternatives.

#### L. Soundscape and Noise Management

Director's Order 47: Soundscape Preservation and Noise Management directs the National Park Service to preserve and/or restore, to the greatest extent possible, the natural soundscapes of national parks. Natural sounds are intrinsic elements of the environment that are often associated with parks and park purposes. They are inherent components of "the scenery and the natural and historic objects and the wild life" protected by the NPS Organic Act. Intrusive sounds are of concern to the NPS because they can sometimes impede the Service's ability to accomplish its mission.

Natural soundscapes exist in the absence of human-caused sound and are the aggregate of all the natural sounds that occur in parks, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive, and can be transmitted through air, water, or solid materials. Some natural sounds in the natural soundscape are also part of the biological or other physical resource components of the park. Examples of such natural sounds include those sounds produced by physical processes, such as wind in the trees, claps of thunder, or falling water.

Parts of Governors Island are places to enjoy fewer man-made sounds compared to the highly urban environments surrounding the island. Even though Governors Island National Monument was not established as a reprieve from urban life, many visitors remark that the island is an oasis from the noise, fumes, and general bustle

of the surrounding city. Visitors can hear the water against the seawalls and the wind through the trees. At the writing of this GMP, the most intrusive and disruptive element is noise from helicopters which fly directly overhead and sometimes at quite low altitudes. The noise they generate often disrupts public programs and tours. The NPS, in cooperation with its on-island partners, will seek to have formal memoranda of agreement with the Federal Aviation Administration (FAA), the Eastern Region Helicopter Council, city and state agencies, as well as private operators, to control helicopter noise.

None of the alternatives proposed would cause increased levels of noise such that the island cannot be enjoyed by those coming for historic and educational experiences as well as those coming for a reprieve from the city. Construction or demolition work within the National Monument or adjacent areas may increase on-island noise short-term but are likely to have negligible impacts on the visitor experience.

#### M. Lightscape / Night Sky

Preserving natural resources and values that exist in the absence of human-caused light is a National Park Service policy that falls under both resource protection and the quality of the visitor experience, especially in natural resource parks and recreation areas.

Governors Island is part of "the city that never sleeps." Any human-caused light from the operation of the National Monument would not affect the overall New York City lightscape or night sky. In contrast to policies of natural resource parks, where darkness is a preservation goal, here, selective and well-designed lighting can enhance the visitor experience. New lighting will be designed to facilitate public use of the National Monument and incorporate measures, such as caps on fixtures, to minimize extraneous light.



Building S-251. NPS.

#### N. National Monument Non-historic Resources

The following resources are considered non-historic and/or non-contributing and will not be evaluated for NEPA or Section 106 impacts, but they are described here because they are referenced throughout the document.

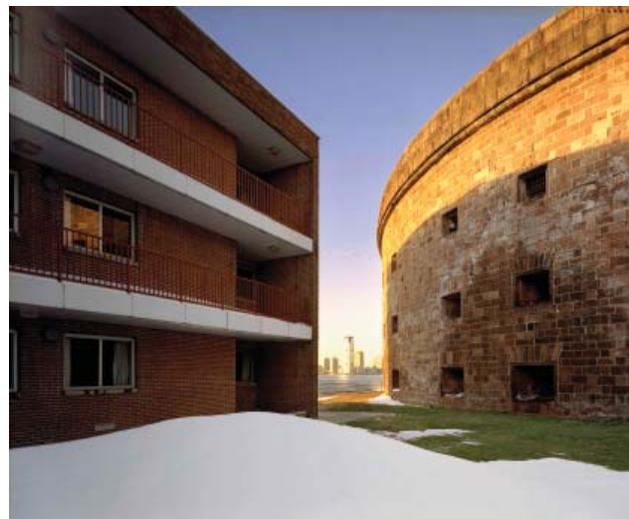
##### **1. Building S-251**

Building S-251 is a 50 x 89-foot one-story wood-frame structure with a full basement set on a painted brick masonry foundation under a hipped roof, originally built circa 1910 by the U.S. Army, reportedly as a temporary Quartermaster storehouse and shop. No reliable documentation has yet been found identifying the original use of the building. It later served as a post exchange (PX) from around 1918 to 1958, and was used as a library by the U.S. Coast Guard from around 1966 to 1996. The building is clad in asbestos shingles and has small clerestory windows in the northern half and large six-over-six double-hung windows in the southern half. The main story shows evidence of successive remodeling (all of the windows were relocated, and a porch was enclosed), yet retains the open floor plan of the PX.

#### **Preservation and Condition Issues**

The 1985 NHL nomination lists Building S-251 among 45 non-contributing structures within the district; and the 2003 *Governors Island Preservation and Design Manual* (Manual) considers this to be a Category 3, non-contributing property. All but one of these structures was built before 1966, and all are functionally related to the headquarters. An undetermined number of these have already been demolished, but others remain and are outside the NPS boundary. The Manual states that Building S-251 is “not particularly historic or architecturally significant... numerous modifications have destroyed any architectural or historic integrity.” Between 1983 and 1996, the Coast Guard removed four non-contributing buildings [S-116, S-253, S-504, and S-510] adjacent to Building S-251, effectively destroying the building’s context. The building is in poor condition with an inoperable mechanical system which would require significant funding to repair or replace.

In 2005, several members of the NPS GMP advisory team reviewed the status of Building S-251 and ultimately agreed with the earlier NHL nomination and Manual conclusions.



Building 513 A, B and C, adjacent to Castle Williams. Andrew Moore.

## 2. Building 513 A, B, C

Built in 1970 to provide upgraded living quarters for Coast Guard personnel, this is a complex of three, three-story, steel-frame and brick-veneer buildings. A low brick parapet conceals a flat roof.

### Preservation and Condition Issues

The building is generally in good condition, although all bathroom facilities have been removed. The buildings are not being maintained, heated, or cooled. The Manual identifies it as an intrusion, Category 4. There is widespread interest among the public and in the historic preservation community in seeing the buildings removed to create additional public open space and a more appropriate setting for Castle Williams. The buildings' removal will help to restore the viewsheds to the harbor and reestablish the historic connection to Fort Jay.

## 3. NPS Dock (102)

The dock is a steel-pipe-pile, concrete-capped and concrete-decked fixed pier, equipped with mooring bollards, utility stations (electrical, non-potable water, and sewerage), and a timber-pile fender system on two sides. It was designed to house U.S. Coast Guard vessels in the 35- to 45-foot range. The outshore ends of the dock are protected by three-pile timber dolphins. The dock is approximately 100 feet long and 15 feet wide and extends perpendicular from the granite seawall. Records indicate it was built around 1989.

The NPS dock is in the location of earlier docks which once functioned as the historical main point of entry for the island. It is aligned with the main gate of Fort Jay directly up Andes Road. The Monument boundary includes a small parking area, approximately 80 x 50 feet, adjacent to the dock.



NPS Dock (102). NPS.

### Preservation and Condition Issues

The NPS dock is a non-historic resource not addressed in the Manual or listed on the List of Classified Structures (LCS). However, the location of the dock is considered a historic access point. It may be modified in a manner that does not harm the character of the historic district. Some of the utility stations show signs of degradation and the fender system is damaged; the dock is considered to be in fair condition, but not usable by private passenger ferries. Heavy use of Buttermilk Channel and the wakes created by ferries in combination with other maritime factors are expected to cause continued deterioration of the dock.

## 0. Historic Resources Not Within the National Monument

The following resources are considered historic and contributing but will not be evaluated for NEPA or Section 106 impacts as they are not within the National Monument. However, they are described here because they are referenced throughout the document. The National Monument is within the National Historic Landmark District.

## New York City and National Historic Landmark District

Comprising 121 acres—almost the entire northern half of the island—the New York City and National Historic Landmark district recognizes the local and national significance of the resources relating to harbor defense, and the development of the district as an Army administrative headquarters. The National Historic Landmark (NHL) (designation #85002435) was designated in 1985, followed by designation as a New York City Historic District (Designation List 272, LP-1942) in 1996. The period of significance is 1794 to 1966, spanning the construction of Fort Jay as a First System defensive work to the departure of the First Army Headquarters to Fort Meade. The NHL nomination reads:

The district consists of the island north of Division Road. The island was in continuous use as an Army post from the end of the 18th-century to 1966 when First Army headquarters were moved to Fort Meade, Maryland under a major Army reorganization...

The historic features of the district are united by the nearly universal use of red brick exterior walls with light stone trim, an overall small scale, usually not higher than two or three stories, and modestly-styled, utilitarian architectural designs, simpler than their non-military counterparts of the period. The historic district is landscaped with mature trees, lawns and surrounding structures, and gracious parks and open space areas.

The historic district can be understood as a loosely knit collection of individual historic properties and features and several complexes of related buildings erected during various military eras. In many cases, these have been remodeled, readapted and reused in the intervening years. Changes in the island's building plan have most often reflected new

directions in military missions...

However, the area as a whole exhibits a high degree of visual cohesiveness due in large part to the low scale of the buildings and the unifying landscape, especially the mature trees.

There are five buildings listed in the National Register. Two of them, Fort Jay and Castle Williams, are within the boundary of the National Monument and are discussed in the next section. The other buildings are located in Nolan Park and are owned by GIPEC. Their preservation is mandated, as is the preservation of other historic resources, in the Quitclaim Deed. These landmarks are as follows (information from Building and Property Summary Sheets prepared by GSA, 2003):

### 1. Admiral's House (Building 1)

Since its construction in 1843 as a two-story house for the commanding officer of Fort Jay, the Admiral's House was expanded upon and renovated in 1936 as part of a WPA project by Charles O. Cornelius, but is considered to have had one continual use—as a residence—since its inception. In 1988, a historic meeting between President Ronald Reagan and Soviet Premier Mikhail Gorbachev took place here. This building was individually listed in the National Register of Historic Places in 1967 and is considered to be a Category 1 property.

### 2. Governor's House (Building 2)

Built in 1813, the Governor's House is the oldest non-fortification structure on the island and was the original guardhouse for the island. In 1824 it was converted as the commanding officers' quarters. After construction of the Admiral's House, this house became the offices of the Post Commanding Officer, and the basement was used as a guardhouse as late as 1863. After 1922, the building was converted back into officers' quarters. This building was

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individually listed in the National Register of Historic Places in 1967 and is considered to be a Category 1 property.

### 3. Post Hospital or Block House (Building 9)

The Post Hospital or Block House is a two-story brick structure built in Greek Revival style in 1839. It served as the Fort Jay garrison hospital, and in 1874 two wings were added. In 1878 the Military Division of the Atlantic arrived and the building was deemed unsuitable as a hospital and was converted as a headquarters. Between 1919 and 1934 the wings were demolished, and by 1947 the original building was converted to four apartments. This building was individually listed on the National Register of Historic Places in 1967 and is considered to be a Category 1 property

#### P. Traffic, Parking, and Transportation

The traffic, parking, and transportation impacts analyzed by the GSA FEIS for the Maximum Development Option—which planned for 4,450 full-time permanent residents—yielded the following results:

- ◆ There would not be significant impacts on the traffic, parking, or transit environment in Lower Manhattan. It is common knowledge that there is very limited parking and what is available is short-term, on-street, metered parking or expensive garages. The majority of visitors will use public transit, which is reliable, convenient, and frequent with three local bus routes and three subway lines, all with service to the South Ferry area.
- ◆ In Brooklyn, the area in the vicinity of Piers 7 and 8 was analyzed. At the time of that writing, there was virtually no accessible off-street parking within a quarter-mile of the embarkation point.

It was determined and assumed that the Maximum Development Option would include a 4,500-space parking garage that would be built. Today, the area is undergoing vast redevelopment, with a luxury cruise line port now at Pier 7 and many residential, commercial, and recreation projects planned.

None of the actions proposed for the National Monument would have significant impacts to existing traffic, parking, and other transportation in Lower Manhattan. NPS would continue to encourage and advocate for the use of public transportation. The improvements planned for Brooklyn will likely include improvements to public transportation services, and NPS will continue to work with GIPEC and others to encourage easy access to a future Brooklyn ferry terminal that will serve Governors Island.

## Supporting Studies

As a new park, Governors Island National Monument and its planning team have benefited from several reports, assessments, maps and drawings previously developed by the U.S. Army, U.S. Coast Guard and General Services Administration and more recently developed by GIPEC and its facility managers and consultants.

NPS commissioned several studies to provide the planning team with up-to-date information about the National Monument's resources. The chief investigators or NPS staff who directed these studies were frequently consulted in the planning process. The NPS studies done to date for Governors Island include those described below.

Additional resource and management studies, plans, etc., will need to be developed over the next several years to more fully understand and properly manage the National Monument's



Liggett Hall. NPS.

cultural and natural resources and to provide a high standard of visitor services.

- ◆ ***Alternative Transportation Plan***—identifies the waterborne and on-island transportation needs of the National Monument and strategies for meeting those needs based on three preliminary conceptual management alternatives (current GMP alternatives expound on these).
- ◆ ***Archeological Overview and Assessment***—provides the broad archeological and ethnographic context for understanding the development of Governors Island. It compiles an account of the various recorded archeological investigations performed in recent years and describes the areas most likely to have archaeological resources in the historic district.

- ◆ ***Cultural Landscape Inventory***—describes the landscape resources, their condition as of 2003 and overall character of the National Monument. It distinguishes the historic and contributing resources and features that should be preserved, from the non-historic or other resources that do not contribute to the significance of the National Monument.
- ◆ ***Historic Resources Study (Draft)***—describes the history of Governors Island, with special attention on its development as an Army headquarters.
- ◆ ***Historic Structure Reports***—examines the creation and evolution of Fort Jay and Castle Williams. These reports provide detailed architectural and historical analysis of the structures and identify the character-defining features that should be preserved.

- ◆ **NHL Nomination: Technical Amendment**—clarifies that the period of significance for the National Historic Landmark District is 1794 to 1966, which reflects the Army era and long occupation of the island. The 1984 nomination form described the end date as “the present.”

## Relationship with Other Plans and Projects

### Governors Island Preservation and Education Corporation

The Governors Island Preservation and Education Corporation (GIPEC) is responsible for the planning, redevelopment and ongoing operations for the 150 acres of Governors Island surrounding the National Monument. Created in 2002 as a subsidiary of New York’s Empire State Development Corporation, GIPEC is overseen by a Board of Directors, who are appointed equally by the Governor and Mayor of New York. GIPEC is working with an array of government agencies, community and civic groups to foster new ideas for development of Governors Island and to enhance the island’s role as a vital and integral part of New York City and the surrounding region. GIPEC’s approach to redevelopment strives to balance economic considerations with the goal of making the island a public destination for New Yorkers and visitors.

### GIPEC Planning Goals

- ◆ To create a great, new, public place that will be open and accessible to all New Yorkers and visitors
- ◆ To create a great, new public park on the island
- ◆ To create a public esplanade around the entire perimeter of the island
- ◆ To create a unique experience that will be unlike any other in New York City and will enhance the role of New York on the world stage
- ◆ To preserve, rehabilitate and adaptively reuse the historic buildings
- ◆ To preserve and enhance the historic character of the northern portion of the island
- ◆ To integrate and synergize development of the island with other waterfront development projects around the city and with the NPS plans for the National Monument
- ◆ To encourage new development, adaptive reuse and private investment to assure the long-term viability of the island and all its great public resources
- ◆ To assure development is undertaken in an open and transparent manner with ongoing public involvement and input
- ◆ To achieve design excellence for all aspects of development
- ◆ To play a strategic role in the future of New York

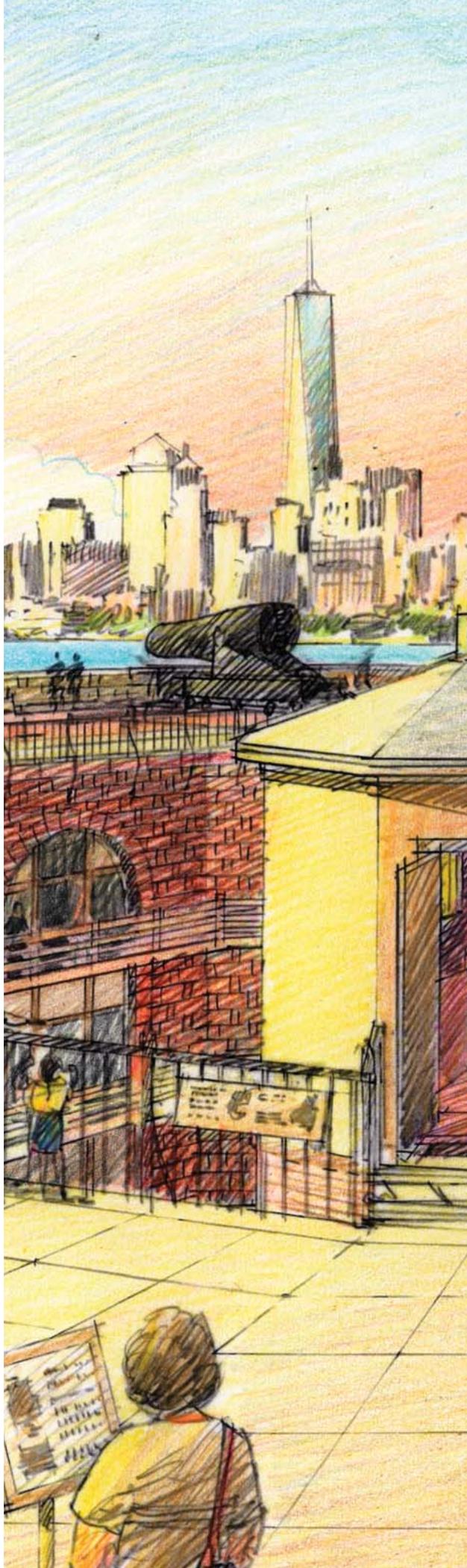
For current information about GIPEC planning, refer to [www.govisland.com](http://www.govisland.com).



Battery Maritime Building. John O. Anfinson.







Previous page: Fort Jay with geese. John O. Anfinson.

Left: conceptual rendering of NPS actions under all action alternatives: *Castle Williams is rehabilitated and visitors have access to the roof.* By Peter Roper.

## Other New York City Plans

Planning for the National Monument is taking place within the context of a wider program of rejuvenation of New York City's entire waterfront. State and City efforts are reconnecting the area's residents to their waterfront and developing new recreational, residential, and employment opportunities in what were formerly industrial and port areas. Like GIPEC's planning, these other initiatives aim to reclaim the waterfront by augmenting public access, enhancing maritime environments, providing increased opportunities for recreation, and fostering new development and investment.

At this writing, several major adjacent waterfront initiatives are in various stages of planning and implementation in New York's inner harbor:

- ◆ Brooklyn Bridge Park will stretch for 1.3 miles along the Brooklyn waterfront.
- ◆ Brooklyn Piers 7–12 (immediately east of Governors Island) will be rehabilitated to serve a variety of maritime uses, including a major cruise ship terminal.
- ◆ The Red Hook cruise terminal opened in April 2006 with the arrival of the Queen Mary II.
- ◆ In Manhattan, the East River waterfront is being reactivated by facilitating access to the water and by creating an urban greenway.
- ◆ The Battery Maritime Building—the main departure point for Governors Island—is being restored, the City is planning for new commercial operations in the building, and a visitor contact

station/waiting room serving Governors Island is being designed.

- ◆ The adjacent new Staten Island Ferry Building and rehabilitation to the Peter Minuit Plaza are part of an ambitious plan to improve transportation and pedestrian circulation and enhance landscape amenities in the Battery.
- ◆ Staten Island projects include the restoration of the St. George Ferry Terminal, development of the National Harbor Lighthouse site, and a mixed-use redevelopment plan for the Homeport site on the Stapleton waterfront.

NPS-sponsored and associated projects, described below, join other successful waterfront development efforts in Lower Manhattan, most notably Hudson River Park and Battery Park City.

The World Trade Center Memorial and Cultural Program and other planned public and private investments in Lower Manhattan are likely to affect Governors Island and all downtown projects.

## National Parks of New York Harbor

Governors Island National Monument is one of the parks within the National Parks of New York Harbor (NPNH), an initiative the NPS created to enhance the identity, visibility, and public support for the parks in the New Jersey–New York metropolitan area. Its mission includes collaboration with other parks and organizations in the area in the care and appropriate use of all historic, recreational, and natural resources, and to promote the national park system. NPNH has six goals:

- ◆ Accelerate resource protection and sustainable development of New York Harbor's significant cultural, recreational and natural resources.



National Parks in NY Harbor.

- ◆ Improve public access to the national parks in the area.
- ◆ Expand opportunities for students, teachers, and park visitors to better understand their heritage as embodied in NPS sites.
- ◆ Raise the awareness of elected officials, community leaders and the general public.
- ◆ Enhance funding for the National Parks of New York Harbor.
- ◆ Develop and implement a network of historical, recreational, cultural and natural resources in New York Harbor.

The following signature projects reflect many of NPNH goals described above:

- ◆ **Pier A**—NPS is considering working with the City of New York to rehabilitate this historic pier at the Battery. Once developed, the pier might include retail, security screening, and ferry waiting areas for the millions of people visiting the Statue of Liberty and Lower Manhattan.

- ◆ **Statue of Liberty National Monument and Ellis Island**—NPS is developing a new General Management Plan for both sites to redefine and enhance the visitor experience at these highly popular harbor attractions, incorporate the redevelopment of the south side of Ellis Island into the park, address visitor safety and security issues, and enhance public outreach activities.
- ◆ **Federal Hall National Monument**—NPS has recently completed a \$16.5 million stabilization of Federal Hall, opened a new visitor center, and is developing temporary and permanent exhibits throughout the building. Most projects are being done in collaboration with other significant organizations, including the NPNH Conservancy, NYC & Company and the National Archives and Records Administration. These activities are expected to revitalize this imposing structure and tap the millions of visitors to the Wall Street area and Lower Manhattan district.
- ◆ **Castle Clinton National Monument**—NPS, in partnership with the nonprofit Battery Conservancy, is planning the revitalization of Castle Clinton as part of a larger re-making of the Battery. The project envisions the Castle serving as a venue for the performing arts, reviving the spirit of Castle Garden (which operated as a performance space from 1824 to 1855); and a new interpretive center that would focus on the Battery's long history. If transportation services for the Statue of Liberty and Ellis Island are relocated to another venue on the Battery, Castle Clinton may also continue to serve as a transportation information center supporting the revitalized heritage and recreational tourism of Lower Manhattan.
- ◆ **The African Burial Ground National Monument**—established by Presidential

Proclamation in 2006, commemorates an early burial site for approximately 15,000 free and enslaved Africans. Extensive archaeology and other research of the site over the past decade have provided a wealth of information about Africans in New York City in the 17th and 18th centuries. NPS commemorated a new memorial in October, 2007 on the site. NPS, in collaboration with the General Services Administration and significant public participation, is developing a visitor center at the Ted Weiss Federal Building, 290 Broadway, near City Hall.

- ◆ **Gateway National Recreation Area**—A new visitor contact station for the Jamaica Bay Wildlife Refuge was completed in 2008 with the installation of permanent exhibits that highlight urban ecology and the special ecosystem that makes up the Refuge. The contact station is the first LEED-rated (Leadership in Energy and Environmental Design) building for the NPS in the northeast, with every aspect of its construction planned for cost efficiency and environmental conservation. Some have called it one of the “greenest” buildings in New York City.

Fort Jay. Daniel C. Krebs.



# Foundation for Planning

## Scope of the Foundation

This section identifies what is most important about the National Monument and establishes the basis for subsequent planning and development. It defines the National Monument's purpose and significance, identifies special mandates, expresses its primary interpretive themes, and acknowledges the large body of laws and policies that apply to all units of the national park system. It also identifies and analyzes the National Monument's fundamental resources and values given primary consideration during planning.

These statements help NPS managers and their partners, visitors, and associated groups or communities, focus on what is most important about the National Monument and understand why some actions, uses and programs are inappropriate while others are not. As planning moves from the conceptual to the specific, decisions are consistent with the Foundation—they work to achieve the National Monument's purpose, maintaining its significance by protecting these resources and values.

## Creating the Foundation

Developed by an NPS interdisciplinary team, the Foundation reflects input from recognized experts knowledgeable about Governors Island's resources and values; from federal, state and local agencies with jurisdiction over those resources; and from the general public. Their involvement recognizes that a shared understanding of the National Monument's role in these larger contexts, and of other stakeholders' interests in the National Monument, is critical to effective management.

## Part 1: Legal Requirements

### Park Purpose

The park's purpose, or mission, summarizes the specific reasons for establishing a park. It usually is derived from legislation. In the case of Governors Island, the National Monument's purpose is based on the successive proclamations by Presidents William J. Clinton and George W. Bush. These proclamations are grounded in the Antiquities Act of 1906, which authorizes the President of the United States to proclaim historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon lands owned or controlled by the Government of the United States to be national monuments. The land reserved must be the smallest area compatible with proper care and management of the objects to be protected.

### **Purpose**

Governors Island National Monument was established to preserve and protect Castle Williams and Fort Jay and to interpret them and their role in the defense of New York Harbor and the nation. The island provides an opportunity to educate the public about the evolution of coastal defense and military communities as well as the harbor's rich history and ecology.

### Park Significance

Statements of significance communicate why, within a national, regional, and systemwide context, the National Monument's resources and values are important enough to warrant national designation. These reflect findings made by the National Historic Landmark program and New York City Landmarks Preservation Commission, and incorporate recent scholarship.

### Significance

Governors Island has long been a strategic location in one of the country's most important harbors. The National Monument includes two of the finest examples of defensive structures from the First and Second American Systems of Coastal Fortifications. The surrounding National and New York City Historic Landmark District and the greater island provide the context for understanding the evolution—over more than two centuries—of American defensive strategies and the growth of the U.S. Army as a professional federal force. The forts' historic defensive technologies and proximity to and views of Lower Manhattan present an opportunity to reflect on the events of September 11, 2001.

Governors Island's forts highlight the Second American System that constructed a dozen defensive structures around New York Harbor, and up and down the East and West Coasts. As part of this harbor defense system, Governors Island's forts have been credited as successfully deterring British forces from attacking New York during the War of 1812. Fort Jay is an enclosed square fortification of French design with four bastions and a ravelin, surrounded by a dry moat and *glacis*. Constructed over remnants of earlier British and Continental Army earthworks on the island's highest point, Fort Jay is one of the largest and best preserved examples of its kind in the country. Castle Williams is a nearly circular red sandstone and granite fortification commanding the island's northwest point, merely 600 feet from the walls of Fort Jay. The Castle is the first American-designed fort with casemated gun emplacements,

and its innovative design served as a prototype for seacoast fortification for decades.

Later in the 19th-century, their original defensive designs obsolete, the forts served new purposes—primarily as barracks and prisons—as Governors Island grew to become one of the most important military headquarters in the eastern United States, continuing these functions through the Army's departure in 1966, and to the end of the Coast Guard's tenure in 1996.

*See Appendix A for the complete text of the two Presidential Proclamations that established the National Monument.*

## Special Mandates

Special legal documents expand upon other existing federal laws, policies and regulations for managing the Governors Island National Monument. The key ones are:

**1. Presidential Proclamations 7402, January 19, 2001, and 7647, February 7, 2003. These establish the Governors Island National Monument and define its purpose, the historic significance of its resources, its boundary, and NPS management role.**

**2. Sale and Transfer of Governors Island, January 31, 2003. These documents include:**

- ◆ Waiver and Consent Agreement among the U.S.A./General Services Administration (GSA), the State of New York, the City of New York, and GIPEC

- ◆ Contract for Sale, Quitclaim Deed and Bill of Sale between the USA/GSA and the National Trust for Historic Preservation
- ◆ Contract for Sale, Quitclaim Deed and Bill of Sale between the USA/GSA and GIPEC
- ◆ Governors Island Aids to Navigation Easements by the National Trust and GIPEC to the USA/U.S. Coast Guard
- ◆ Donation Contract, Donation Deed and Donation Bill of Sale between the National Trust and the USA/National Park Service
- ◆ Memorandum of Understanding between the USDOJ/NPS and GIPEC
- ◆ Memorandum of Agreement between the US Coast Guard and GIPEC
- ◆ Presidential Proclamation 7647
- ◆ Preservation and Design Manual (3 parts) for the Historic District

These documents define, among other things, the real estate use covenants, historic preservation covenants, easement rights, rights of the US Coast Guard, and roles and authorities of the Governors Island Operator (GIPEC) and Monument Operator (NPS).

The National Trust Deed, in particular, describes the intended purpose and use of the island—to ensure the preservation and protection of the natural, cultural and historic qualities of Governors Island, guarantee public access, promote the quality of public education, enhance the ability of the public to enjoy the island and surrounding waterways, thereby increasing the quality of life in the surrounding community, the City, the State, and the United States.

Preservation covenants in the deed specify that NPS and GIPEC “shall maintain and preserve the interior and exterior features that qualify the Island Property and the Monument Property respectively for inclusion in the State and National Registers of Historic Places consistent with the

*Governors Island Preservation and Design Manual*, dated January 28, 2003....”

The deed further states that “No construction, alteration, modification or any other work shall be undertaken within the GINHL [Governors Island National Historic Landmark District] which would affect the integrity or the appearance of the significant features and spaces ... without the prior consultation with OPRHP [NY State Office of Parks, Recreation and Historic Preservation] and the New York City Landmarks Preservation Commission (“LPC”).”

The deed directs NPS as Monument Property Owner to “maintain the Monument Property as an educational and civic resource of special historic character and as a recreational and open space resource for the people of the City, the State and the United States; and as such, it shall be used, maintained and occupied subject to rules and regulations adopted by the Monument Operator and the availability of appropriated funds for any combination of the following uses (the “Monument Permitted Uses”):

- a. **Museums and historic sites, such as national parks and monument areas;**
- b. **Not-for-profit cultural facilities;**
- c. **Historic interpretation sites;**
- d. **Other non-commercial uses customary for national parks and monument areas;**
- e. **Commercial uses necessary for and limited to visitor services ancillary to the use of the Monument Property; and**
- f. **Office and administrative space ancillary to the use of the Monument Property.”**

Under the deed, the NPS has the authority to enforce the real estate use restrictions for the island. The deed defines a process for reviewing any proposed changes to the restrictions and for evaluating their financial implications.

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A covenant also grants the NPS easements for access across areas outside the National Monument, including certain docks, for all operations. A reciprocal clause provides GIPEC similar access across the National Monument. The Coast Guard also retains rights to access, repair, and develop various aids to navigation on the island. Several clauses define areas for cost-sharing between the NPS and GIPEC, such as utilities and street maintenance.

## ***Governors Island Historic District Preservation and Design Manual (Manual)***

*The Governors Island Preservation and Design Manual (Manual)* was created by the General Services Administration in anticipation of transferring the island. It provides a general understanding of the island's historic resources, goals for preservation, and establishes the standards by which development can take place. Application of the standards to individual projects within the NHL District will be reviewed by the New York State OPRHP and New York City Landmarks Preservation Commission. The Manual was developed in consultation with the New York City Planning Department, the New York City Landmarks Preservation Commission, the New York State OPRHP, the Advisory Council on Historic Preservation, and the National Trust for Historic Preservation. It consists of three parts.

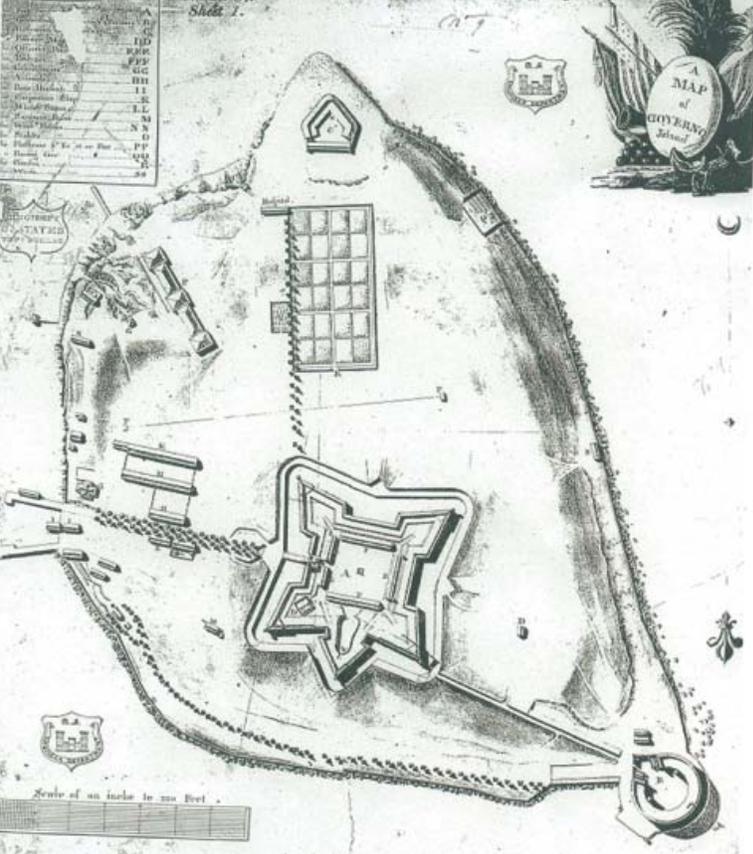
- ◆ ***Part 1: Preservation and Design Standards*** address the categories of site development, building treatment, new construction and additions, landscaping, and demolition. Many of the standards are incorporated as management prescriptions in Chapter 2 as “Elements Common to All Action Alternatives.”

- ◆ ***Part 2: Property Summary Sheets*** describe the individual buildings and major landscape features. The sheets identify which buildings and landscapes should be preserved and which may be removed. The descriptions of the National Monument's resources in Chapter 4: Affected Environment include information from the property sheets, but are not intended to supersede the property sheets.
- ◆ ***Part 3: Design and Development Guidelines*** provide more detailed guidance in applying the Preservation and Design Standards. These will be of particular utility as the NPS develops specific projects to rehabilitate the National Monument and implement the GMP.

## **Primary Interpretive Themes**

Connecting people to places is the role of interpretation. Interpretive themes provide the broad framework for all interpretive programming, such as public tours, park publications and special events. The themes are derived from a park's mission and capture the essence of its significance. Interpretation reveals meaning, and interpretive themes link universal, human experiences that transcend time and culture with a park's stories and tangible resources.

Themes embody broad concepts, and may open minds to new ideas, introduce multiple points of view, and encourage audiences to discover ideas that have relevance to their own lives. Interpretive themes strive to provide opportunities for visitors to connect themselves with the park both intellectually and emotionally by answering basic questions, such as “What does this have to do with me?” A range of topics and stories related to a site's meanings and significance can illustrate a particular theme.



Governors Island Map circa 1813. National Archives.

Exploring the context surrounding the events and decisions that took place on Governors Island, contemporary audiences will discover the underlying issues, concepts, and lessons of the past that link Governors Island to contemporary debates over world affairs and make its past relevant to modern audiences.

The following are the interpretive themes for Governors Island National Monument, followed by representative examples of the types of stories, content and information that could be covered under that theme. The content examples are not intended to be all-inclusive or limit the park to only what is listed here. Governors Island National Monument is a new park and, as such, is in the preliminary stages of researching the island's vast history. Themes identified on subsequent pages have the ability to accommodate new information as it comes to light.

### Place in the National Experience

Castle Williams and Fort Jay on Governors Island represent an important early effort to protect and defend the country through a system of strategically placed coastal fortifications, an effort that continued beyond the life of the forts until the end of the island's military career.

Events leading to the American Revolution set the stage for Governors Island's use as a major military headquarters for the United States Army and later the Coast Guard. From colonial use by both British and patriot armies, and through federal harbor defensive systems designed to function as part of a national network, Governors Island reflects 18th- and early 19th-century attitudes toward warfare and the development and application of military strategy, engineering, and technology. Governors Island's strategic location in New York Harbor played a critical role in defending the city as part of the nation's overall harbor defense system.

The British wartime occupation of New York between 1776 and 1783 sparked the resolve of our young nation to ensure that a foreign power could not invade and occupy their ports and cities again. To that end, an extensive Federal System of Coastal Defenses was initiated. These defenses protected harbors and their cities up and down the East and West Coasts, and their presence was integral to the expansion of trade and commerce in port cities. In New York, federal funds, supplemented by state contributions, were used to erect military defenses on Ellis and Liberty Islands, and at the Battery in Lower Manhattan. Two of the largest forts, Fort Jay and Castle Williams (along with a third, South Battery), were built on Governors Island. Together, their interlocking range of fire proved to be a powerful deterrent to enemy ships considering entering New York Harbor during the War of 1812. Federal coastal defenses at Governors Island and

elsewhere provided a foundation upon which the modern United States Army was built. The history of coastal defense is of particular interest, as these federal defenses reflect the country's recognition of the need for a centrally supported military at a time when this idea was extremely controversial locally.

The development and application of military strategy, engineering, and technology is exemplified by the fortifications on Governors Island. Castle Williams is notable for two reasons: it marks the first time in United States history when the design of a fort was not largely dependent on European expertise, but designed by an American, Colonel Jonathan Williams; and its innovative structural design enabled the fortification to remain stable if the walls were breached by enemy cannon fire. This design influenced the construction of two other castles in the United States, Castle Clinton in Lower Manhattan and Castle Pinckney in Charleston Harbor. Today, Castle Williams remains the best-preserved fortification of this type in the United States.

The success of the defense systems in New York influenced other harbor fortification projects in the United States. The fortifications on Governors Island also illustrate the importance of fort placement to the overall coastal defensive system. Federal coastal defense was designed to function as a network of fortifications. The forts did not and could not exist alone. To be understood, the island's forts must be viewed as part of a larger national defensive system.

Programming will explore the role played by Governors Island, the fortifications' individual characteristics, and how they related to other parts of the national defense.

As technology displaced the need for inner harbor fortifications, Governors Island evolved into an urban military garrison. For over a century, it played significant roles in national defense and as



Admiral's House, Governors Island. Daniel C. Krebs.

a marshaling point for troops and materials during the Mexican War, Civil War, and two World Wars. Ultimately, it served as headquarters for all Army operations in the eastern United States, then home to the First Army, and finally as the world's largest Coast Guard base, responsible for all operations in the Atlantic Area.

This theme allows visitors to reflect on our country's evolving defense strategies and technologies, ranging from those early brick and stone fortifications, to advanced naval and air forces during World War II, to Nike missiles and "Star Wars," and—after the September 11, 2001, attacks—to a refocus on harbor defense. Governors Island's proximity to Lower Manhattan, with sweeping views of New York City and Harbor, provides opportunities to reflect on the island's historic military role and defense strategies in the context of current events around the globe.

### **Place in the Local and World Communities**

New York City's emergence as a nationally and internationally important city elevated Governors Island's stature, command, and responsibilities, offering those stationed on the island enormous influence on local and global issues.

This theme explores the early military importance of Governors Island, its continual use and importance over time, and how the island's proximity to New York City contributed to its

evolution from a colonial outpost to a preeminent command headquarters for the United States Army and the United States Coast Guard. The island was a nexus between the Army as an institution and the city's social, political, and commercial life. In the 20th-century, both the city and the post assumed greater roles in national and international affairs. The city became a major center of finance, commerce, and industrial production, and home for international institutions such as the United Nations. The military presence on Governors Island—with fortifications and arsenal—presented a bristling impression of readiness, defense, and deterrence, and reflected power as well as national ambitions. “A fierce little warrior in a big cocked hat,” as Washington Irving described the island, “breathing gunpowder and defiance to the world.” Governors Island played significant roles in international wars and in times when domestic tranquility and federal institutions were threatened and a military presence was needed locally. Examples include the New York City Draft Riots in 1863, the seizure of German ships upon the declaration of war on Germany in 1917, and protection of federal facilities after the 1920 anarchist bombing on Wall Street. Eventually, the post evolved into an important staging point for personnel, material and a military command organization that enabled the U.S. Army to leave the shores of the United States and carry out the national defense and foreign policies on a global scale.

For senior military personnel, a posting on Governors Island could be a promising career assignment, as it often served as a stepping-stone to responsibilities at the highest levels. Officers often had entrée to the highest circles of New York City social and political life, which could lead to powerful connections and promotion opportunities. Over the last 120 years and as recently as 2006, nearly a dozen commanders and senior officers who served on Governors Island became the highest-ranking officers in the Army and Coast Guard.

Governors Island offers visitors opportunities to explore “life behind the lines.” The barracks and living quarters for officers, enlistees, and civilians of many ethnic backgrounds and nationalities are evidence of a special community. Each construction era reveals the shifting roles and cycles of use of Governors Island, reflecting the politics, national priorities, and American society's attitudes and support of the U.S. military. The island's architectural character also reflects and mirrors the hierarchy of class and rank embodied in military life.

The commands placed at Governors Island were important to the nation as it became engaged in international conflicts. The leadership of Allied Expeditionary Force in World War I marshaled and departed from Governors Island in 1917. In World War II, the island was headquarters for the Eastern Defense Command, which protected the skies and harbors of the East Coast. It was also headquarters for the First Army, which planned and executed the American portion of the 1944 D-Day invasion at Normandy, France, and resulted in the liberation of Europe.

In the 20th-century, Governors Island's historic importance and location made it a logical and symbolic site for several international diplomatic meetings and stagings, such as the 1988 meeting between President Ronald Reagan and Soviet Premier Mikhail Gorbachev to discuss the future of arms reduction in the final months of the Cold War.

In the 21st-century, Governors Island provides visitors with spectacular views of the Statue of Liberty, Ellis Island, the entire inner harbor and the ever-changing city skylines of New York and New Jersey, and with the ability to reflect on Governors Island's military roots, its historical roles locally, nationally, and internationally, and its evolving new role as a major public attraction within New York Harbor.

## Place in the Environment

Governors Island—as part of the natural environment of New York Harbor, with its rich and intricate ecosystem of bays, estuaries, rivers, islands, and other geographical features—is an ideal place to observe and study the important role that natural systems and humans play in the development and evolution of New York Harbor and surrounding metropolis.

Governors Island, located in one of the greatest natural harbors in the world, provides the opportunity to study the effect the natural world has on society and the effect that humans have on the natural environment over time. On Governors Island, the uses of the island and changes to the landscape, while smaller in scale and more gradual over time, paralleled those made to the New York Harbor environment.

The geography, rich natural resources, and the complex interdependence of the natural systems of New York Harbor, including Governors Island, provided for human subsistence. The habitat supports an abundant and thriving ecosystem that has, in turn, supported multiple groups of people throughout the centuries—the Lenape Indians, Dutch, British, and other early settlers. The early Euro–American settlers’ success in trade and manufacturing created a growing economy and a burgeoning population, eventually requiring the need to protect their developing communities. To this end, fortifications were constructed throughout the harbor.

When trade interests expanded further inland, the interconnecting waterways increased the harbor’s importance and eventually allowed for the development of public works projects, such as the Erie Canal and other transportation systems, which connected the city with farms and sources of raw materials. These man–made modifications of the landscape and changes in the needs of

the local society and the military expressed themselves on Governors Island through its built environment. The various construction phases, architectural styles, and the enlargement of the island by the addition of landfill are examples that reflect changes in the island’s role and use over time.

This theme also explores the harbor’s geology, hydrology, flora and fauna, analyzing the ways that Governors Island and its features reflect nature’s interrelationships. It examines, for example, the interdependence of natural systems and complex natural networks of watersheds, estuaries, and species migration, particularly birds traveling the Atlantic Flyway. It looks at the natural forces linked to the East River, Hudson River, and Atlantic Ocean tides as they sweep past the island’s edge and continue to shape and influence habitats of marine and wildlife. It provides opportunities to interpret how these waterways, supplemented by connections with railroads, airports, and highways, contributed to the growth and strategic value of New York City as a thriving, urban commercial center and to the country’s commercial enterprises as a whole.

Finally, this theme encourages reflection on the harbor’s environmental and developmental changes over time, the forces that caused them, and the forces that will continue to shape these changes. It will look at the historical uses and conditions of New York’s waterways and the relatively recent focus on revitalizing rivers and harbor fronts for recreational uses. This theme challenges visitors to consider the current and future relationship between society and the natural world, and between Governors Island and its connections to other waterfront districts and New York Harbor’s ecosystem.

## Part 2: Analysis of Resources and Values

### Fundamental Resources and Values

The text in the next four pages defines and analyzes the resources and values determined to warrant primary consideration during planning and management because they are critical to achieving the National Monument's purpose and maintaining its significance.

### ***Fundamental Resource or Value: Fort Jay, Castle Williams, and Related Archeological Resources***

#### ***Analysis and Guiding Principles***

##### **Importance:**

Fort Jay (1794–1809) and Castle Williams (1807–1811), including their associated features such as the *glacis* and covered defile, are outstanding examples of First and Second American Systems of Coastal Fortifications. The forts are listed individually in the National Register of Historic Places and as New York City Historic Landmarks. In addition to their significance as defensive features, the forts functioned as part of the U.S. Army administrative headquarters on the island, and are contributing resources in the Governors Island National Historic Landmark District designated in 1985.

Recent studies have identified archeological resources related to the forts and Army headquarters. Some archeological resources may date from the pre-contact period. There is a high probability for discovery of additional archeological resources in the National Monument.

##### **Current Conditions and Related Trends:**

Based on data from NPS Facility Conditions Index, the fortifications and portions of the fortifications range from poor to good condition (see FCI summary table in Chapter Three). Maintenance is focused on basic repairs to the buildings and grounds-keeping. Funding for the abatement of hazardous materials in Fort Jay and Castle Williams is being pursued through the NPS Line Item Construction Program. Upgrades to mechanical systems and other infrastructure improvements will be necessary before the fort interior spaces can receive visitors. At present, visitor use of the forts is light, restricted to outdoor spaces, and generally under the supervision of National Monument staff. It is likely that the NPS and GIPEC will continue to stage special events on the *glacis*/Parade Ground. Large events on the *glacis* on a regular basis could substantially degrade the turf grass and potentially adversely affect archeological resources.

Most known archeological sites are in fair to good condition. Basic infrastructure improvements and repairs will include ground-disturbing activities in the area between the two forts.

##### **Potential Future Threats:**

Although most structures are well constructed, the island's harsh weather conditions constitute a continuing threat to National Monument buildings and infrastructure. Preventing damage from water penetration is critical; structures lack fire suppression systems.

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NPS will monitor resources for overuse leading to degradation and deterioration to determine what visitor capacities should be.

Infrastructure improvements and repairs, and rehabilitation of the *glacis* have the potential to inadvertently disturb archeological resources.

**Public Interest:**

The forts are two of the most remarkable historic structures in New York Harbor, and interest in their preservation is very high among the general public, veterans groups, and the preservation community. The future treatment and use of Castle Williams is of particular interest. As evidenced by public comments during summer tours of the island, visitors tend not to differentiate between structures managed by the NPS and structures owned and to be redeveloped by GIPEC, and many people do not understand the NPS mandate for historic preservation of the forts.

The *Archeological Overview and Assessment Report* concluded there is potential for additional sites to yield more information about pre-Contact Native American and historic Euro-American archeological resources; and that the research potential and interpretive value of these archeological resources on Governors Island is high.

**Laws and Policy Guidance:**

Preservation and use of the forts is guided by federal law, regulations, and policy, supplemented by the Quitclaim Deed and the *Preservation & Design Manual*. Historic Structure Reports, which identify the forts' character-defining features, also provide guidance. The NPS has also prepared an *Archeological Overview and Assessment* of the Historic District to help minimize the potential for disturbance. The forts and related structures are on the NPS List of Classified Structures.

Governors Island is located in the Borough of Manhattan within New York City. The National Monument is also located within New York State's designated coastal zone management area. All proposed activities for the National Monument must be consistent with the state's coastal management program policies.

**GMP Issues:**

The key issues are to determine the appropriate long-term preservation treatments and appropriate uses for the forts and grounds such as minimizing negative impacts to the *glacis* from overuse; re-establishing critical historic views among the forts and harbor through removal of non-contributing/non-essential features; and establishing comprehensive preservation treatments for the *glacis*.

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## ***Fundamental Resource or Value: Cultural Landscape***

### ***Analysis and Guiding Principles***

#### **Importance:**

The cultural landscape of Governors Island encompasses the 22-acre National Monument, and extends beyond the boundary into the 121-acre Governors Island National Historic Landmark District, designated in 1985. This is coterminous with the historic district, designated by New York City in 1996. It is a loosely knit collection of predominantly small-scale masonry structures in a landscape of various-sized open lawns, ringed by mature street trees, and connected by roads and sidewalks. Panoramic views and narrow vistas of the surrounding areas are characteristic of the cultural landscape. The landscape offers views of the Statue of Liberty, Ellis Island, the Brooklyn Bridge, the waterfronts and skylines of Lower Manhattan and Brooklyn, and views among the three major fortifications (Fort Jay, Castle Williams and the South Battery). The campus-like landscape reflects the development of the U.S. Army's operations through 1966. Over 60 historic structures contribute to the historic district, five of which are individually listed on the National Register and designated as New York City Historic Landmarks: Fort Jay, Castle Williams, the Governor's House (1813), the Block House (1839), and the Commandant's House (1843).

The cultural landscape helps create a deep sense of separation from the activities of New York City. The separation is most complete in the island's interior open spaces, particularly around the *glacis*. The contrast between the island and the city is most dramatically apparent on the ferry ride and along the water's edge. There is direct access to the water from areas within the National Monument. The 2003 Presidential Proclamation states that the island's "proximity to Lower Manhattan makes it an appropriate location from which to reflect on the tragic events of September 11, 2001."

#### **Current State and Related Trends:**

The cultural landscape retains a high degree of integrity, and the contributing resources are generally in good condition.

#### **Potential Future Threats:**

Most landscape spaces, street trees, roads, sidewalks, and historic structures in the historic district are protected under the terms of the *Preservation & Design Manual*. Views within the Historic District could be negatively affected by island redevelopment. GIPEC's plans for reuse of historic structures could introduce new uses that may not be compatible with the operation of the National Monument.

#### **Public Interest:**

Public interest in the cultural landscape is high, in part, due to its uniqueness in New York City. In general, the public tends not to differentiate between lands managed by the NPS and lands owned by GIPEC, nor do many people understand the NPS mandate for historic preservation of the cultural landscape.

**Laws and Policy Guidance:**

The Quitclaim Deed and *Preservation & Design Manual*, in addition to federal law, regulations, and policy, guide preservation of the cultural landscape.

**GMP Issues:**

The key issues are: to develop provisions for coordinated interpretation of the cultural landscape, preserve existing views across the open spaces of the historic district, enhance historic views among the forts and the harbor, provide for consistent maintenance, and coordinate adjacent uses with GIPEC so as not to detract from the visitors' experience in the National Monument.

Preservation of the island's sense of separation from the New York metropolitan area is linked to preservation of the cultural landscape.

***Other Important Resources and Values that Contribute to the Significance of the Governors Island National Monument:***

- ◆ Archives and similar records of the island's development and operation;
- ◆ Artwork and object collections, which are very limited at present, and are likely to grow over time;
- ◆ Ethnography and social history of U.S. Army and Coast Guard veterans and their families;
- ◆ Historic markers and memorials of the U.S. Army and Coast Guard;
- ◆ Natural resources in the surrounding waterways.

## Summary of Servicewide Legal and Policy Requirements

Management of the National Monument must comply with numerous federal laws, policies, and regulations governing all units of the national park system; the most relevant of these pertaining to the National Monument are summarized as follows.

### The National Park Service Organic Act of 1916

Often referred to as the charter of the NPS, the Act directed the Park Service to "promote and regulate the use of the Federal areas known as national parks, National Monuments, and reservations hereinafter specified... by such means and measures as conform to the fundamental purpose of the said parks, National Monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." All NPS units are subject to the Organic Act.

### National Historic Preservation Act of 1966, as amended

The Act established a program for the preservation of historic properties throughout the United States. It expanded upon the responsibilities of the NPS to include consultation with the Advisory Council for Historic Preservation (Advisory Council) and state entities, and authorized the NPS to provide technical assistance for preservation activities. Section 106 of the Act requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertakings on National Register properties and allow the Advisory Council an opportunity to comment. Historic areas in the national park system, such as Governors Island National Monument, are automatically listed on the National Register upon their establishment. Additionally, the NPS signed a programmatic agreement in 1995 with the National Conference of State Historic Preservation Officers and the Advisory Council which requires that the NPS work closely with these organizations in planning for new and existing park areas.

### National Environmental Policy Act of 1969, as amended

The Act declared a national policy to encourage productive and enjoyable harmony between man and his environment; to promote efforts that will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the nation; and to establish a Council on Environmental Quality. The Act requires critical analysis of the environmental consequences of federal plans and public review of such when they have the potential to have significant impacts on the environment. It is presumed that GMPs for national parks will have significant impacts upon the environment. Therefore an environmental impact statement conforming to NPS Director's Order 12 (Conservation Planning, Environmental Analysis and Decision Making) is nested within this GMP.

### National Parks and Recreation Act of 1978

Also known as "The Redwood Act," this requires that general management plans be developed for each unit in the national park system, and that the plans include, among other things, measures for preserving the area's resources and an indication of the types and intensities of development associated with public use of a given unit.

### McKinney-Vento Homeless Assistance Act of 1987

Title V of the Act imposes requirements on federal agencies to identify and make available surplus federal property, such as buildings, for use by states, local governments, and nonprofit agencies to assist homeless people. Any plans to demolish non-historic buildings in the National Monument would require consultation under the terms of the Act. Only the buildings, not the land, would be made available, with the provision that the building be removed from the National Monument.

### Coastal Zone Management Act of 1972

The U.S. Congress recognized the importance of meeting the challenge of continued growth in the coastal zone and responded by passing the Coastal Zone Management Act (CZMA) in 1972. The Act, administered by the National Oceanic and Atmospheric Administration (NOAA), provides for management of the nation's coastal resources, including the Great Lakes, and balances economic development with environmental conservation.

As a voluntary federal-state partnership, the CZMA is designed to encourage state tailored coastal management programs. It outlines two national programs, the National Coastal Zone Management Program and the National Estuarine Research Reserve System, and aims to balance competing land and water issues in the coastal zone, while estuarine reserves serve as field laboratories to provide a greater understanding of estuaries and how humans impact them. The overall program objectives of CZMA remain

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balanced to “preserve, protect, develop, and where possible, to restore or enhance the resources of the nation’s coastal zone.” (Source: <http://coastalmanagement.noaa.gov>)

#### Government Performance and Results Act (1993)

The act directs government agencies to set program goals, measure program performance against those goals, and report publicly on their progress. The NPS developed four broad goals in response to the act. The activities at all NPS units must contribute to the achievement of these Service-wide goals.

##### **Category I: Resource preservation**

Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.

##### **Category II: Public enjoyment and satisfaction**

Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services and appropriate recreational opportunities. Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

##### **Category III: Partnerships and outreach**

Natural and cultural resources are conserved through formal partnership programs. Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers, and trails provides educational, recreational, and conservation benefits for the American people.

##### **Category IV: Organizational effectiveness**

The National Park Service uses current and best management practices, systems, and technologies to accomplish its mission. The

National Park Service increases its managerial resources through initiatives and support from other agencies, organizations, and individuals.

#### National Park Service Management Policies (2006)

This document contains all policies concerning various aspects of park management and public use for all NPS units. The major categories relevant to the Governors Island National Monument are excerpted. Section references are in parentheses.

##### **Cultural Resources**

The NPS will preserve and foster appreciation of the cultural resources in its custody, and will demonstrate its respect for the peoples traditionally associated with those resources, through appropriate programs of research, planning, and stewardship. (5.0)

##### **Natural Resources**

The NPS will preserve the natural resources, processes, systems, and values of units of the national park system in an unimpaired condition, to perpetuate their inherent integrity and to provide present and future generations with the opportunity to enjoy them. (4.0)

##### **Boundaries**

Boundary adjustments may be recommended if they are needed to fulfill at least one of the following criteria:

- ◆ To include significant resources or opportunities for public enjoyment related to the purposes of the park.
- ◆ To address operational and management issues such as access and boundary identification by topographic or other natural features or roads.
- ◆ To protect park resources critical to fulfilling park purposes.

Federal law calls for the NPS to consult with affected agencies and others regarding a proposed boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment. NPS policies instruct that any recommendation to expand boundaries be preceded by determinations that the added lands will be feasible to administer considering size, configuration, ownership, cost, and other factors, and that other alternatives for management and resource protection have been considered are not adequate. (3.5, also Public Law 95–625, and Public Law 101–628)

### **Visitor Activities and Services**

National parks belong to all Americans, and all Americans should feel welcome to experience the parks. The NPS will promote and regulate appropriate use of the parks, and will provide the services necessary to meet the basic needs of park visitors and to achieve each park’s mission goals. (8.0)

### **Interpretation and Education**

Through interpretive and educational programs, the NPS will instill in park visitors an understanding, appreciation, and enjoyment of the significance of parks and their resources. Interpretive and educational programs will encourage the development of a personal stewardship ethic, and broaden public support for preserving park resources. (7.0)

### **Historic Property Leases**

The National Park Service may lease or permit the use of a historic property through a cooperative agreement, if such lease or cooperative agreement will ensure the property’s preservation. Proposed uses must not unduly limit public appreciation of the property; interfere with visitor use and enjoyment of the park; or preclude use of the property for park administration, employee

residences, or other management purposes judged more appropriate or cost-effective. (5.3.3)

### **Commercial Visitor Services**

The NPS will provide, through the use of concession contracts, commercial visitor services within parks that are necessary and appropriate for visitor use and enjoyment. Concession operations will be consistent with the protection of park resources and values and demonstrate sound environmental management and stewardship. (10.0)

### **Environmental Leadership**

Given the scope of its responsibility for the resources and values entrusted to its care, the Service has an obligation, as well as a unique opportunity, to demonstrate leadership in environmental stewardship. The NPS must lead by example not only for visitors, other governmental agencies, the private sector, and the public at large, but also for a worldwide audience. Touching so many lives, the Service’s management of the parks must awaken the potential of each individual to play a proactive role in protecting the environment. (1.6)

Next page: “Dancing in the Streets” live performance at Fort Jay, Summer, 2006. Daniel C. Krebs.

