



GOVERNORS ISLAND NATIONAL MONUMENT

FINAL GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT





ABOUT THIS PLAN

This document is the first General Management Plan (GMP) for Governors Island National Monument. It describes the resource conditions and visitor experiences that are proposed for the National Monument over the next 20 years. It presents the National Park Service's preferred approach to managing the National Monument and three other alternatives considered during the planning process. An environmental impact statement (EIS), which assesses the potential environmental and socioeconomic impacts of the plan on the National Monument's resources, visitor experience, and surrounding area, is integrated into this document.

The Draft GMP/EIS was available for public review and comment from January 16 to March 18, 2008. Copies of all correspondence received during that period and the National Park Service's responses are included in this document. Content was revised or clarified where necessary and responds to substantive comments.

This Final GMP/EIS will be available for 30 days, after which a Record of Decision (ROD) will be signed indicating which alternative has been selected as the proposed plan and authorizing the National Park Service to implement the plan.

For additional information:

Governors Island National Monument
Battery Maritime Building, Slip 7
10 South Street
New York, N.Y. 10004

www.nps.gov/gois

New York, 2008

it about



Bird's eye view of Governors Island. McLaren Engineering Group.

ORGANIZATION of the DOCUMENT

This GMP includes five chapters, a historical summary and several technical appendices.

Chapter 1: *Framework for the Plan* provides the background necessary to understand the island, National Monument, and the need for this General Management Plan. The Foundation for Planning describes the role of the plan within the national park system and defines the purpose and significance of the Governors Island National Monument, which are the building blocks for this plan and touchstones for future management decisions.

Historical Summary: This section provides a short historical summary of Governors Island and the establishment of the National Monument.

Chapter 2: *Management Alternatives* describes the preferred management alternative, Alternative D and briefly summarizes the other alternatives considered; summary matrix and costs are included.

Chapter 3: *Affected Environment* describes the present state of the natural, cultural, and socioeconomic environment of the National Monument within the context of Governors Island and the New York/New Jersey metropolitan area.

Chapter 4: *Environmental Consequences* projects the likely consequences, or impacts, that would occur on the natural and cultural resources and socioeconomic environment if the alternatives were implemented.

Chapter 5: *Consultation and Coordination* describes the NPS planning process, including public involvement and parties officially consulted.

Appendices: Includes the public comments received on the Draft GMP/EIS and NPS responses to those comments; and additional information, background and reference materials that may be helpful to the reader, such as the Presidential Proclamations, special analyses, and a glossary of terms.

TABLE of CONTENTS

ABOUT THIS PLAN	i
-----------------	---

ORGANIZATION of the DOCUMENT	iii
------------------------------	-----

Geographic Context Map	x
Harbor Context Map	xi
Existing Conditions Map	xii

EXECUTIVE SUMMARY	1
-------------------	---

Purpose of this General Management Plan	1
Background and Introduction	1
Foundation for Planning	3
Summary of the Alternatives	5
Summary of Estimated Costs to Implement the Alternatives	10
Environmental Consequences of the Alternatives	10

CHAPTER ONE: FRAMEWORK for the PLAN	13
-------------------------------------	----

Background and Introduction	13
Purpose and Need for the Plan	14

Governors Island National Monument Issues and their
Related Decision Points 16

 Resource Protection 17

 Visitor Experience 17

 Administration and Operation 19

 Collaboration and Partnership 19

NPS Goals: Areas of Mutual Interest 20

Scoping and Identification of Resources
and Other Values (Impact Topics) 22

Supporting Studies 30

Relationship with Other Plans and Projects 32

Foundation for Planning 39

 Scope of the Foundation 39

 Creating the Foundation 39

 Part 1: Legal Requirements 39

 Special Mandates 40

 Primary Interpretive Themes 42

 Part 2: Analysis of Resources and Values 47

 Other Important Resources and Values that
 Contribute to the Significance of the Governors
 Island National Monument..... 50

Summary of Servicewide Legal and
Policy Requirements 50

HISTORICAL SUMMARY 55

Pre-Contact 55

Nooten Eylandt 57

New York Colony 59

In the War for Independence 61

Coastal Defense	65
Added Missions: The Antebellum Years	77
In the Civil War	80
Reshaping Governors Island in a Reshaped Army 1865-1917	84
An Aviation Episode	94
In the World Wars and Beyond	96
The Coast Guard Era	104
Establishment of the National Monument	106

CHAPTER TWO: MANAGEMENT ALTERNATIVES 111

Introduction	111
Management Prescriptions and NPS Management Zones ..	112
Boundary Adjustment	114
Carrying Capacity	114
Definitions of Resource Treatments	115
Alternative D: Harbor Partnership <i>The NPS Preferred</i> Alternative	116
Summary of Alternatives A, B and C	135
Environmental Consequences of the Alternatives	140
Costs of Implementing the Alternatives	140
Consistency with Section 101(b) and 102 of NEPA and the Environmentally Preferred Alternative	145
Alternatives Considered but Eliminated from Further Study	152

CHAPTER THREE: THE AFFECTED ENVIRONMENT 159

Introduction	159
A. Cultural Resources	159
1. National Monument Historic Structures.....	161
2. Cultural Landscape	169
3. Archeological Resources	173
4. Collections and Archives	173
B. Natural Resources	175
1. Air Quality	175
2. Water Quality	179
3. Aquatic Life and Their Habitats	179
C. Visitor Experience	180
D. Administration and Operation	181
E. Socioeconomic Environment	182

CHAPTER FOUR: ENVIRONMENTAL CONSEQUENCES 185

I.	Introduction and Methodology	185
A.	Agency Consultation for Natural and Cultural Resources	186
B.	Overarching Guiding Regulations and Policies—Statutory Requirements	186
C.	Structure of Chapter	187
II.	Impact Topics Retained for Analysis Under Each Alternative	189
A.	Cultural Resources	189
1.	National Monument Historic Structures.....	191
2.	Cultural Landscape	195
3.	Archeology	199

4.	Collections and Archives	203
5.	Summary of Impacts on Cultural Resources by Alternative	207
B.	Natural Resources	209
1.	Air Quality	210
2.	Water Quality	214
3.	Aquatic Life and Their Habitats	218
C.	Visitor Experience	221
D.	Administration and Operations	226
E.	Socioeconomic Environment	229

CHAPTER FIVE: CONSULTATION & COORDINATION 237

Summary of the Planning Process	237
GMP Milestones	239
Compliance with Federal and State Laws and Regulations	241
Natural Resource Management Requirements	241
Cultural Resource Management Requirements	241
Administrative and Operational Requirements	241
Section 106 Compliance Requirements	241

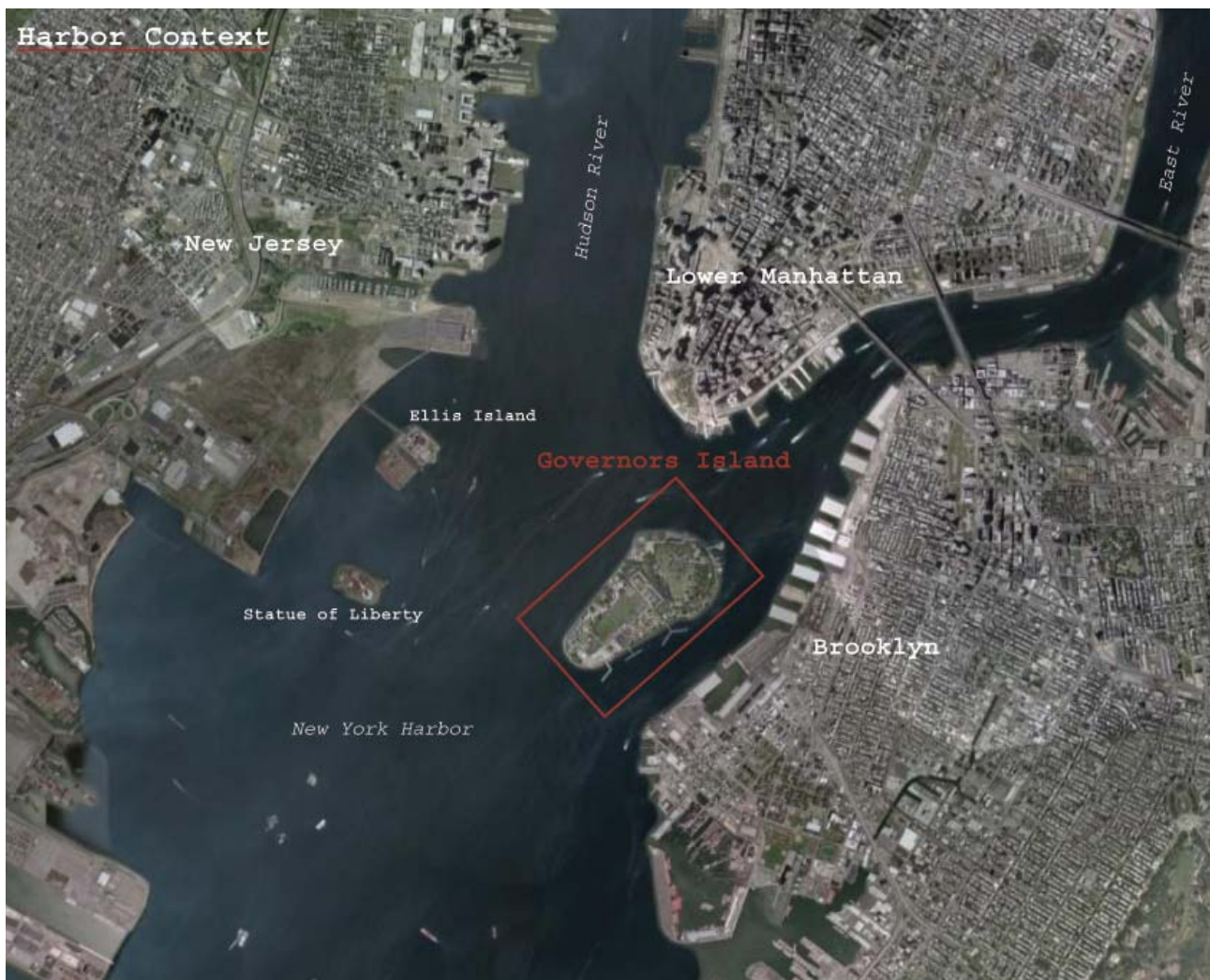
APPENDICES 243

Appendix A: Presidential Proclamations and Designations	244
Appendix B: Analysis of Boundary Adjustment	251
Appendix C: Analysis of Carrying Capacity	255

Appendix D: Summary of Public Involvement and Civic Engagement	257
Appendix E: Consultation & Coordination	262
Appendix F: Glossary	285
Appendix G: Bibliography and References	292
Appendix H: Acknowledgements	295
Appendix I: Draft GMP/EIS Comment Response Report ..	300



Base map: Google Earth



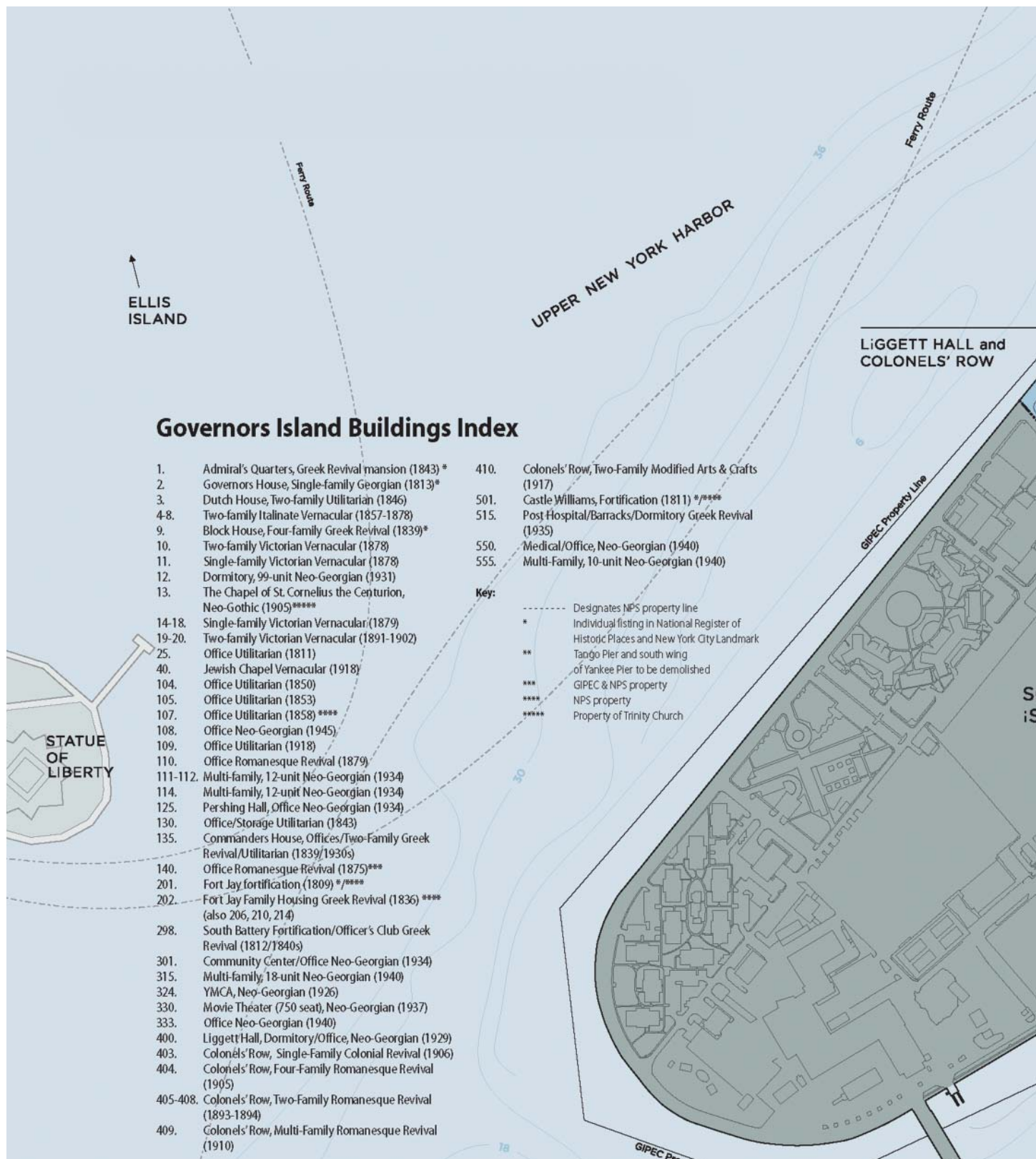
Base map: Google Earth



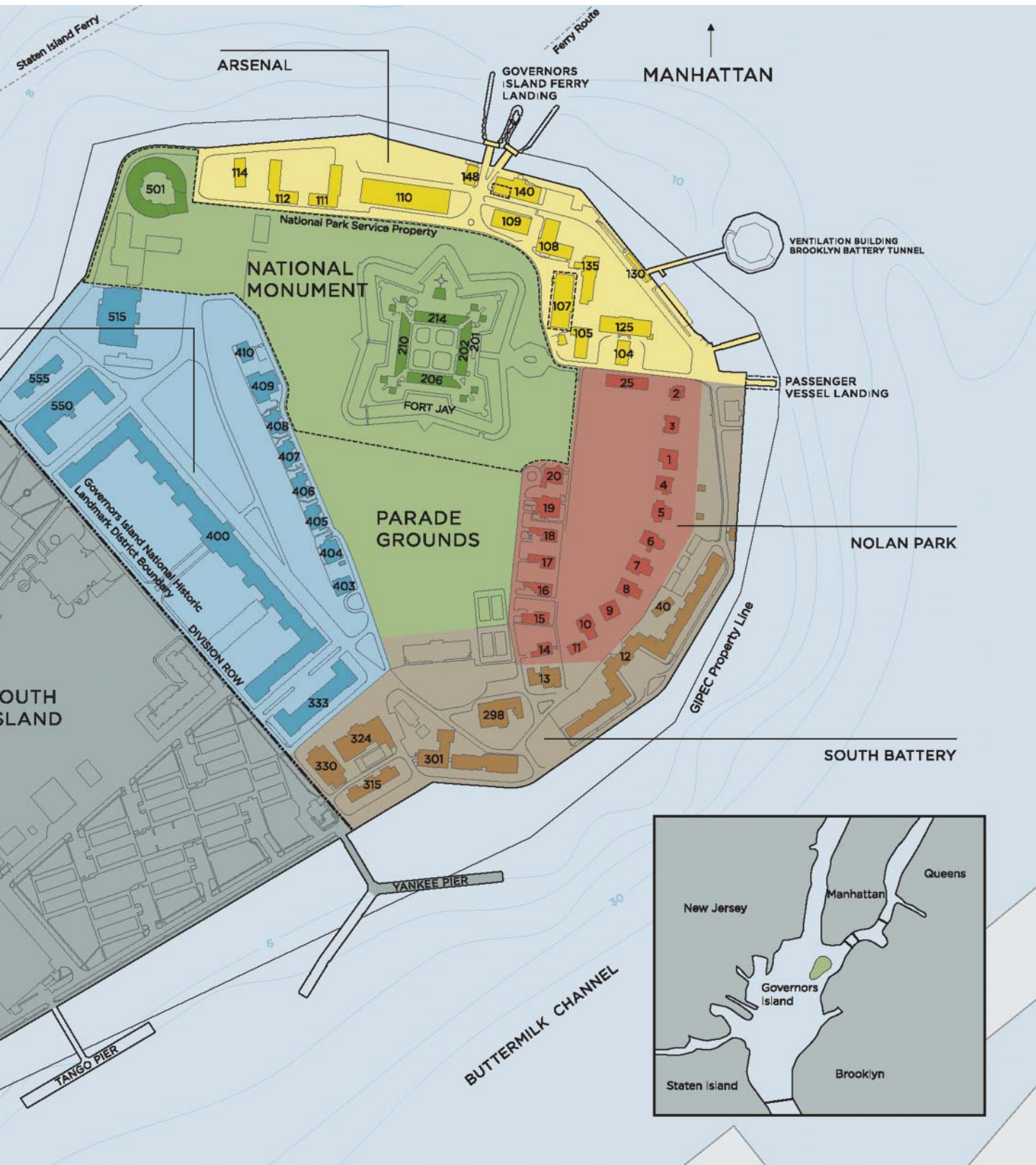
Base map: Google Earth



Base map: Google Earth



Governors Island Map. Courtesy of the Governors Island Preservation and Education Corporation (GIPEC).



Images from cover and chapter dividers

Outside front: Fort Jay at sunset. NPS
Outside back: Castle Williams courtyard with the Manhattan skyline. Andrew Moore.
Inside front: Eagle sculpture atop Fort Jay. Andrew Moore.
Inside back: Castle Williams. Andrew Moore.

Dividers

Executive Summary	Fort Jay. Andrew Moore.
	View of Brooklyn from Governors Island. Andrew Moore.
Chapter One	Fort Jay in winter. NPS.
	Bowling shoes in Governors Island Bowling Alley. NPS.
Historical Summary	Civil War re-enactment group on Governors Island, summer, 2006. Daniel C. Krebs.
	Collier's Magazine, May 31, 1919 article on Castle Williams. Library of Congress.
Chapter Two	Conceptual rendering of NPS actions under all action alternatives: <i>Ranger leads a tour in front of Fort Jay.</i> By Peter Roper.
	Conceptual rendering of NPS actions under all action alternatives: <i>Exhibits in the Castle Williams casemates.</i> By Peter Roper.
Chapter Three	Castle Williams from the harbor. Daniel C. Krebs.
	Close up of Castle Williams. Daniel C. Krebs.
Chapter Four	Front of Fort Jay, from barbican. Daniel C. Krebs.
	View from inside a Castle Williams prison cell. Andrew Moore.
Chapter Five	Hobby horses in Fort Jay courtyard. Andrew Moore.
	Conceptual rendering of NPS actions under all action alternatives: <i>The "covered defile" is depicted through landscape treatments allowing visitors to move between Fort Jay and Castle Williams the way soldiers once did.</i> By Peter Roper.
Appendices	A house on Colonel's Row. NPS.
	Fort Jay cannon. Andrew Moore.