

# CHAPTER FIVE:

## CONSULTATION & COORDINATION









# CONSULTATION & COORDINATION

## Summary of the Planning Process

### Methods

The National Park Service takes an interdisciplinary approach to general management planning. Individuals skilled in the areas of community planning, park management, historic preservation, interpretation, collections management, landscape architecture, archeology, ethnography, and natural resource management comprised the planning team for Governors Island National Monument. The planning team also included the Superintendent and staff. Consultants with specialized experience in historic architecture, landscape architecture, public involvement, and interpretive planning augmented the capabilities of the NPS staff. The planning team is listed in Appendix H.

NPS began planning for Governors Island in late 2000 as President Clinton moved to establish the National Monument. Staff from various parks and the Northeast Regional Office convened a workshop to address issues related to managing a new national park on Governors Island. This effort helped to determine the overall scope of the future planning process and began to identify possible team members. Participants in this early workshop continued to work with various city,

state, and federal agencies to refine the terms of transfer, resulting in President Bush's proclamation and the signing of the transfer documents in early 2003. The formal general management planning process began shortly afterwards. The NPS and GIPEC had a series of meetings to understand their respective planning processes and develop guidelines for early public access and overall island operations.

Numerous research projects were undertaken by the NPS to inform the development of the GMP and management decisions. Subject matter experts conducted research on such topics as the history of the island, the architectural development of Fort Jay and Castle Williams, the cultural landscape, transportation options, archives, and archeology; Chapter 1 describes the research projects undertaken. The information generated from the research projects was incorporated into the planning process as it became available. In most cases, the researchers became part of the planning team.

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As a starting point for the GMP, the team prepared a “Foundation for Planning” (Chapter 1). The team used the Presidential Proclamations and a basic reconnaissance of the historic structures and landscape to draft statements of purpose and significance. From these, the team outlined initial interpretive messages or theme topics to share with the island’s first visitors. The team also developed broad goals that articulate the ideal conditions that the NPS aspires to achieve on the island.

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In November, 2003, the NPS held public meetings in Manhattan and Brooklyn to acquaint the general public and interested organizations with the new National Monument and the GMP planning process. The meetings offered opportunities for people to ask questions and express their aspirations and concerns for the future of the National Monument. In addition to a notice in the Federal Register, these meetings were announced in local newspapers and a newsletter was mailed to approximately 4,000 people in greater New York. Both meetings were well attended and many people spoke about their hopes for the island. Comments are summarized in Appendix D.

Following these initial meetings, the team reviewed the public comments and identified issues that the plan should address. These are expressed as Decision Points in Chapter One. Developing criteria for these decisions became the focus of the preliminary alternatives, which were developed in a March, 2004, workshop. The team also met with the GIPEC staff and their consultants to understand their planning approach and ensure that adaptive uses of GIPEC property would be compatible with the NPS alternatives. Additional public input was solicited in open meetings with three Community Boards in Brooklyn and Manhattan and other regulatory agencies such as the New York City Landmarks Preservation Commission. A park planning workshop, held by the Governors Island Alliance, GIPEC’s open houses, and consultations

with NPS leadership helped to further refine the alternatives.

A second newsletter, distributed to a growing mailing list, summarized the concerns heard in the initial public meetings, shared the “Foundation,” and presented the three refined alternatives. Feedback from the newsletter is summarized in Appendix D. The responses to the newsletters, and comments received from the public over several summers, confirmed the public’s interest in the alternatives, and led the Superintendent and Regional Director to identify the preferred alternative (D—Harbor Partnership). The preferred alternative also responds to information gathered through GIPEC’s Request for Expressions of Interest (RFEI) in 2005, and Request for Proposals (RFP) in 2006.

As part of the GMP and EIS process, NPS is required to formally consult with certain agencies: these include U.S. Fish and Wildlife Service; Advisory Council on Historic Preservation; appropriate Native American Tribes; New York State Historic Preservation Office; the New York City Landmarks Preservation Commission; and the New York State Department of Environmental Conservation.

NPS also sought formal review from GIPEC, given its role in developing Governors Island, its preservation and education responsibilities on the island, and its important long-term relationship with the National Monument.

The Draft General Management Plan and Environmental Impact Statement was available for public review for 60 days from January 16 to March 18, 2008. A public open house was held on February 27, 2008 and a public hearing was held on March 10, 2008.

During the review period, the NPS accepted written and oral comments on the document. The NPS carefully reviewed all comments and prepared a Comment Response Report (Appendix

I). This Final GMP and EIS, will be made public for a 30-day ‘no-action’ period before the NPS Northeast Regional Director considers whether or not to sign a Record of Decision (ROD). Signature of a ROD by the Northeast Regional Director will authorize National Monument managers to implement the plan over the next 20 years as funding and other contingencies allow.

## GMP Milestones

### 2000

- ◆ NPS holds pre-Proclamation workshop December 4–7

### 2001

- ◆ President William J. Clinton signs Presidential Proclamation 7402—Establishment of the Governors Island National Monument, January 19

### 2003

- ◆ President George W. Bush signs Presidential Proclamation 7647—Establishment of the Governors Island National Monument, February 7
- ◆ Federal Register publishes Notice of Intent to conduct the GMP and EIS, April 23
- ◆ NPS briefs New York City Council
- ◆ NPS approves project agreement
- ◆ NPS forms GMP team and defines responsibilities
- ◆ NPS mails postcard announcing the National Monument’s opening and launch of planning web site, June
- ◆ NPS offers first public tours of the National Monument and Historic District, July
- ◆ NPS holds full team kick-off session on the island, September 15–16

- ◆ GMP team mails Newsletter #1, October
- ◆ NPS holds public meetings in Manhattan and Brooklyn, November 17 and 20

### 2004

- ◆ NPS develops “Foundation for Planning” in workshop on the island, January 7–8
- ◆ Regional Director sends official letters of notification to New York State Office of Parks, Recreation and Historic Preservation (OPRHP) and certain American Indian tribes, February 20
- ◆ GMP team holds workshop to develop preliminary alternatives, March 10–11
- ◆ GMP team confers with conference attendees of “Great Places, Great Debates” on island, April 1–2
- ◆ GIPEC and NPS hold workshop with respective planning staff and consultant teams, May 13
- ◆ NPS offers 2nd summer of public tours of the National Monument and Historic District.
- ◆ GMP team participates in Governors Island Alliance Parkland Workshop, June 12
- ◆ GMP team briefs NPS Northeast Regional Director’s Office on foundation statements and alternatives, June 21
- ◆ GMP team participates in GIPEC’s Open House & Public Meeting, July 29
- ◆ GMP team briefs NPS Director’s Office and Department of the Interior, August 9
- ◆ GMP team sends official letters seeking consultation with U.S. Fish and Wildlife Service about threatened and endangered species, August 9
- ◆ GMP team hosts tour of the National Monument for American Indian tribes, November 22

- ◆ GMP team mails Newsletter #2, December
- ◆ GMP team gives presentations on the preliminary alternatives to various boards and organizations, December–January

## 2005

- ◆ NPS hosts tour and consultation visit for New York State Office of Parks, Recreation and Historic Preservation (SHPO), January 20
- ◆ GMP team consults with New York City Landmarks Commission, January 21
- ◆ GMP team consults with GIPEC Board Planning Committee, March 10
- ◆ NPS participates in GIPEC Request for Expressions of Interest (RFEI), March
- ◆ GMP team holds workshop to refine alternatives, April 7–8
- ◆ GMP team briefs NPNH, May 25
- ◆ NPS offers 3rd summer of public tours of the National Monument and Historic District
- ◆ NPS participates in tours associated with GIPEC's RFEI, May and June
- ◆ GMP team briefs GIPEC President and staff, July 22
- ◆ GMP team briefs NPS Northeast Regional Director's Office, identifies preferred alternative, September 28

## 2006

- ◆ GMP team holds workshop to refine cultural resource preservation treatments, January 11
- ◆ GMP team and regional advisors review working draft, March
- ◆ GMP team briefs NPS Northeast Regional Director's Office, May 26
- ◆ National Monument mails 4,000 postcards announcing 2006 season and GMP progress, June

- ◆ NPS offers 4th summer of public tours of the National Monument and Historic District.
- ◆ GMP team refines description of environmental impacts, August
- ◆ GMP team refines cost estimates, August
- ◆ NPS briefs Governors Island Alliance Board, September
- ◆ NPS briefs GIPEC staff, October

## 2007

- ◆ Briefing for Director's Office, March, 2007
- ◆ Final NPS WASO GMP review, June, 2007

## Between 2003-2007

Park staff met with and briefed representatives from numerous agencies and organizations about the GMP and NPS's future plans on Governors Island. These sessions occurred through meetings, briefings and informational tours. These organizations include:

Governors Island Alliance \* NY Landmarks Conservancy \* U.K National Trust \* NYU Tisch Center \* Manhattan Borough President's office \* National Park Foundation \* Senator Charles Schumer \* Senator Hillary Clinton \* Representative Jerrold Nadler \* NYC Mayor's Office \* New Yorkers for Parks \* GIPEC Board \* NYC Landmarks Preservation Commission \* Friends of Hudson River Park \* NPNH Conservancy \* NPS Advisory Board \* NY State Assembly \* Chiefs of Staff for NY Congressional Delegation \* NY DOT \*

Regional Plan Association \* South Street Seaport \* U.S. Coast Guard \* NY City Council \* Cornell Extension Office \* NY Studio School \* National Academy of Arts \* Channel 13.

## 2008

- ◆ Sixty-day—January 16 to March 18, 2008—public comment period on the Draft GMP/EIS
- ◆ Public open house held February 27, 2008
- ◆ Public hearing held March 10, 2008

## Compliance with Federal and State Laws and Regulations

As with all units of the national park system, the management of Governors Island National Monument is guided by a body of federal laws, regulations, and policies. The laws most pertinent to the planning and management of the park are described below. The National Monument will be managed in accordance with these laws, regardless of which alternative is ultimately implemented.

### Natural Resource Management Requirements

- ◆ Clean Air Act
- ◆ Clean Water Act (Federal Water Pollution Control Act)
- ◆ Coastal Zone Management Act of 1972
- ◆ Endangered Species Act of 1973
- ◆ National Environmental Policy Act of 1969

### Cultural Resource Management Requirements

- ◆ Antiquities Act of 1906
- ◆ Archeological Resources Protection Act of 1979
- ◆ National Historic Preservation Act of 1966
- ◆ Native American Graves Protection and Repatriation Act

### Administrative and Operational Requirements

- ◆ Americans with Disabilities Act of 1990
- ◆ Federal Advisory Committee Act
- ◆ Freedom of Information Act
- ◆ Government Performance and Results Act of 1993
- ◆ National Parks Omnibus Management Act
- ◆ National Park System General Authorities Act
- ◆ Occupational Safety and Health Act of 1970
- ◆ Privacy Act of 1974
- ◆ Resource Conservation and Recovery Act of 1976
- ◆ Telecommunications Act of 1996
- ◆ Volunteers in the Park Act of 1969

### Section 106 Compliance Requirements

#### **Preparation of the Plan**

In compliance with the National Historic Preservation Act, the 1995 Nationwide Programmatic Agreement, and the Quitclaim Deed, the NPS has consulted with the Advisory Council for Historic Preservation, the New York State Historic Preservation Officer (SHPO), New York City Landmarks Preservation Commission (the Commission), and federally recognized Native American tribes in the preparation of the Draft GMP/EIS. As evidence of required early



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consultation, letters to the Advisory Council, SHPO, and tribes that were sent at the beginning of the planning process are attached as appendices to this document. Subsequent consultations with these entities have helped shape the plan. Letters from these entities expressing their views on the Draft GMP/EIS are included in Appendix I.

### Requirements for Undertakings

This section is intended to explain the legal requirements for review of undertakings, or actions, which implement the GMP. The NPS will continue to consult with the entities mentioned above as the GMP is implemented; however, there are additional requirements that are specific to Governors Island. By the terms of the Quitclaim Deed, no construction, alteration, modification, or other work shall be undertaken or permitted to be undertaken

within the National Monument which would affect the integrity or the appearance of the significant features and spaces cited in the *Governors Island Preservation and Design Manual* (the Manual) without prior consultation with the NYC Landmarks Preservation Commission and NYSHPO. Part II of the Manual, the Design and Development Guidelines, identifies the kinds of work that would require review and the appropriate reviewers. These requirements are described in the Manual.

Fort Jay. Lisa Kereszi.

