

CHAPTER TWO: MANAGEMENT ALTERNATIVES





MANAGEMENT ALTERNATIVES

Introduction

This chapter describes the NPS preferred alternative “D”—Harbor Partnership—and three other alternative visions for NPS management of the Governors Island National Monument.

All alternatives were developed to respond to the Presidential Proclamations that established the National Monument, to fulfill the various requirements expressed in the Foundation for Planning as described in Chapter One, to respond to the interests of various government agencies and the public, and to reflect and fulfill NPS mission and goals. The NPS considered the management, environmental and financial feasibility and consequences of implementing each alternative, and carefully considered agency and public comments received during the development of the GMP/EIS.

No comments received from individuals, organizations and public agencies during the draft GMP/EIS review period require the NPS to add an additional alternative, significantly alter an existing alternative, or make major changes to the impact analysis of the effects of any alternative.

Alternative D remains the NPS preferred alternative because it would best accomplish the National Monument’s mission, it represents the greatest public benefit, and is the environmentally preferred alternative. The rationale for this preference is presented in this chapter.

This chapter includes other information from the Draft GMP/EIS that provided background and guidance for the development of the alternatives. This includes:

- ◆ Management Prescriptions and NPS Management Zones
- ◆ Boundary Adjustment
- ◆ Carrying Capacity
- ◆ Definitions of Resource Treatments
- ◆ Environmental Consequences of the Alternatives
- ◆ Costs of Implementing the Alternatives
- ◆ Consistency with Section 101(b) and 102 of NEPA and the Environmentally Preferred Alternative

Alternative D is presented here in full. Alternative D incorporates the “Common to All” elements from the Draft GMP/EIS and clarifies that the history of Governors Island is the central core of all NPS programs, exhibits and activities. The other alternatives—A, B and C—are summarized. For more complete descriptions of A, B and C please see the Draft GMP/EIS.

This chapter concludes with a description of alternatives that were identified in early stages of planning, but were eliminated from further consideration. The rationale for their elimination is explained in this chapter and referenced in Appendix I—Public Comments & NPS Response.

Management Prescriptions and NPS Management Zones

The core of each alternative is expressed as management prescriptions—policy statements about how the National Monument will manage its resources and provide for public use. Management prescriptions have been formulated for each zone (zones are described below) and for each of the alternatives. Management prescriptions address four issues related to the overall goals and decision points of the National Monument (as described in Chapter One):

- **desired condition of the resources;**
- **kinds and levels of use;**
- **kinds and levels of new development, if any;**
- **management activities to maintain the resources and provide for public enjoyment.**

- ◆ ***Desired condition of the resources:*** how should resources be treated under this alternative? For example, should a historic structure be stabilized and maintained as is and for its original purpose? Should it be rehabilitated to better reflect its original purpose or for some other use? Or some combination of these treatments?
- ◆ ***Kinds and levels of visitor use:*** for each of the two zones, what will visitors be able to do and where can they go under each alternative?

- ◆ ***Kinds and levels of new development:*** for each of the two zones, what kinds of new development are needed, if any, for each of the alternatives?
- ◆ ***Management activities to maintain the resources and provide for public enjoyment:*** once a condition for the resource has been established, what are some examples of management activities that are needed to maintain the resources in that condition and provide for a certain level of public access and enjoyment established under each alternative?

Management prescriptions generally apply to all parts of the National Monument; however, two management zones have been identified to address some minor variations.

The zones are:

- ◆ **Historic Zone**—dominated by NPS’s significant historic resources; zone comprises most of the National Monument.
- ◆ **Visitor Contact Zone**—dedicated to visitor arrival and orientation; zone comprises Dock 102 and Building 140.

Notes to the reader:

1. NPS is required to develop Management Zones for National Parks. In large acreage parks, with a variety of cultural and natural resources, zones help park managers focus and prioritize park funding and staffing in specific areas of the park. However, in small parks, like the Governors Island National Monument, management zones are less useful and terminology may be confusing to the reader. Some clarifications:

- ◆ Both zones are within the National Monument boundary and within the larger NHL district.
- ◆ “Historic Zone” includes historic Fort Jay, Castle Williams, the landscape, and Building 107 and non-historic buildings (S-251, 513).
- ◆ “Visitor Contact Zone” is also within the Historic District and includes historic (Bldg. 140) and non-historic structures (Dock 102).
- ◆ Designating these zones does not imply that NPS rangers will not be interpreting the larger historic district or going to meet visitors at any of a number of embarkation points or future visitor contact stations throughout the island. These zones are merely a management tool for NPS property.

2. There are several designations for Governors Island properties:

- ◆ **National Historic Landmark District** consists of 121 acres in the northern half of the island, and includes the National Monument
- ◆ **New York City Historic District** has the same acreage as the NHL District
- ◆ **Governors Island National Monument** consists of 22.78 acres, includes the two forts, and sits within the larger NHL District
- ◆ **National Historic Landmarks** are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in

illustrating or interpreting the heritage of the United States. Today, fewer than 2,500 historic places bear this national distinction.

- ◆ **National Register of Historic Places** is the Nation’s official list of cultural resources worthy of preservation. Properties can be nominated by governments, organizations, and individuals because they are significant to the nation, to a state, or to a community. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior. There are over 80,000 listings in the National Register. Both Castle Williams and Fort Jay (as well as other buildings within the district) are listed individually on the National Register.



Base map: Google Earth

Boundary Adjustment

Federal law directs the NPS to evaluate the need to adjust a park's boundary when a GMP is undertaken. The planning team has completed the evaluation and found that an adjustment to include the remainder of the *glacis* (approximately 10 acres) would meet the official criteria and would be justifiable under certain circumstances. Although none of the alternatives seek a boundary adjustment as part of their overall management actions, each alternative could pursue a boundary adjustment if circumstances in the future change (see Appendix B).

Carrying Capacity

Federal law also directs a GMP to evaluate carrying capacity—the kinds and levels of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in the National Monument. The kinds and levels of use are described in the management zone tables and vary among alternatives. To further assist managers in maintaining an appropriate carrying capacity in the National Monument, several indicators of use (observable, measurable factors) and standards (minimum conditions of resources and visitor experiences)

must be identified. These indicators and standards, and their relative importance under each alternative, are recorded in Appendix C.

Definitions of Resource Treatments

Preservation

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Preservation as a Treatment

When the property's distinctive materials, features, and spaces are essentially intact and thus convey the historic significance without extensive repair or replacement; when depiction at a particular period of time is not appropriate; and when a continuing or new use does not require additions or extensive alterations, preservation may be considered as a treatment.

Rehabilitation

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

Rehabilitation as a Treatment

When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, rehabilitation may be considered as a treatment.

Restoration

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Restoration as a Treatment

When the property's design, architectural, or historical significance during a particular period of time outweighs the potential loss of extant materials, features, spaces, and finishes that characterize other historical periods; when there is substantial physical and documentary evidence for the work; and when contemporary alterations and additions are not planned, restoration may be considered as a treatment. Prior to undertaking work, a particular period of time, i.e., the restoration period, should be selected and justified, and a documentation plan for restoration developed.

Alternative D: Harbor Partnership The NPS Preferred Alternative

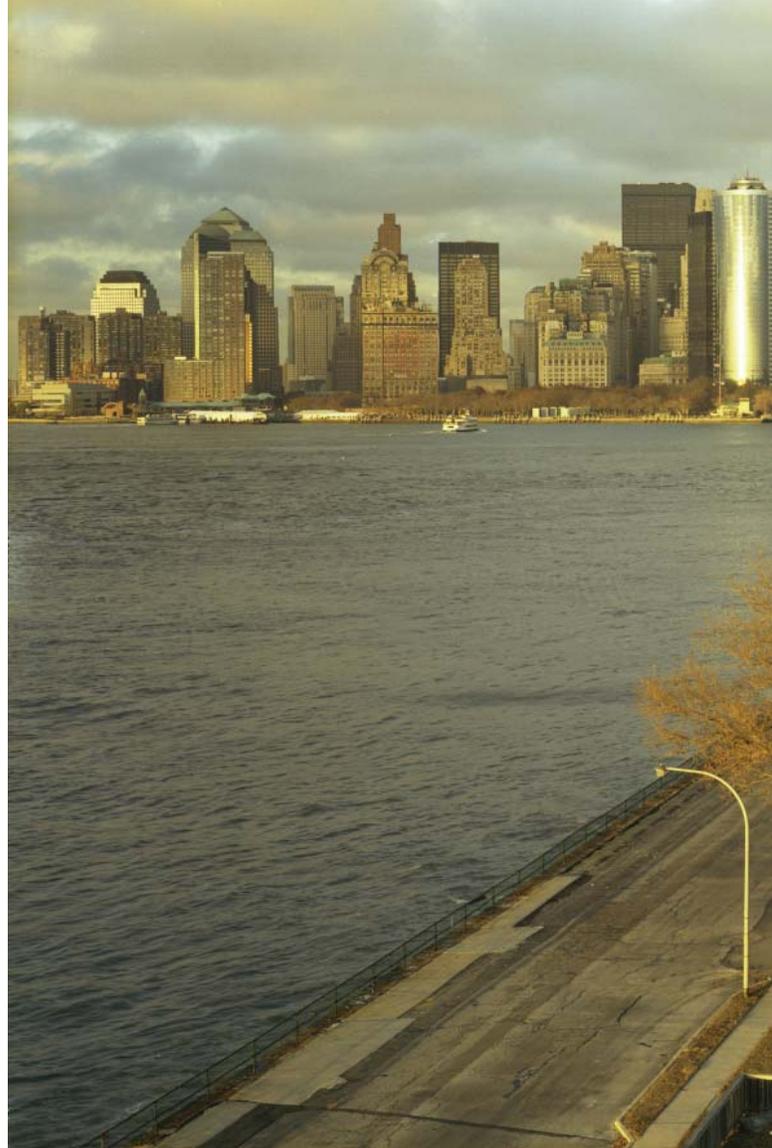
Develop the National Monument as a Harbor Center—a hub of activities and jumping off point for visitors wanting to explore New York Harbor.

The preferred alternative describes four key aspects of management: **Resource Protection, Visitor Experience, Administration and Operation, and Collaboration and Partnership.** These correspond to the four broad NPS Servicewide goals.

Concept

In Alternative D, the NPS would develop the National Monument as a Harbor Center—a hub of activity for visitors wanting to explore Governors Island, New York Harbor and other harbor attractions.

Working with other national parks in New York Harbor, partners and organizations, the NPS would develop activities in Castle Williams and Fort Jay and on the *glacis* that showcase and interpret the island's key themes. Programs, exhibits and special events would help visitors understand the island's strategic location in the harbor, its historical military and defense role, and the forts' relationship to the country's larger coastal defense system. The harbor story allows the public to put the island's history into a larger perspective. The Harbor Center would provide



The New York skyline from Governors Island.

opportunities to learn and appreciate how the harbor made New York City what it is today, how the growth of New York has affected the harbor and its ecosystem, and how uses of the harbor and its waterfront continue to evolve over time. Governors Island's location in New York Harbor and views from the island of the harbor and city give it a special advantage in telling these stories.

To help meet its preservation and rehabilitation goals for the National Monument, NPS would seek and collaborate with one or more long-term partners. Fort Jay, Castle Williams, and the cultural landscape would accommodate the exhibits, activities, and programming for the Harbor Center. Partners' support would



Andrew Moore.

help rehabilitate the forts to create and sustain the Harbor Center's operations and dynamic programming. While seeking the appropriate partner(s), the NPS would continue to seek and use public funds for rehabilitation and critical infrastructure upgrades National Monument buildings and grounds.

Resource Protection

The NPS will preserve and rehabilitate the significant cultural resources within the National Monument based on existing federal laws, regulations, and policies -- including the

National Historic Preservation Act, the National Environmental Policy Act, the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, the Presidential Proclamations that established the National Monument, the sale and transfer documents, and the *Governors Island Historic District Preservation and Design Manual*. Significant cultural resources in the National Monument include archeology, architecture, landscapes, archives and collections.

Technical Assistance

As requested and as required by the Quitclaim Deed, the NPS would provide technical assistance to preserve the island's historic resources. As part of this effort, NPS, together with GIPEC, will enforce the Real Estate Covenants and, together with GIPEC and the NY SHPO, enforce the Preservation Covenants.

Historic Structures

The history of Governors Island between 1794 and today is illustrated through its buildings and landscapes. Fort Jay and Castle Williams—including their setting—are historically and architecturally important as individual features and as a part of a larger harbor defense system. Building 107 is historically important as a component of structures built for the New York Arsenal. All three buildings will be treated in a manner that ensures their preservation and use. Fort Jay's garages, dating to the 1930s alterations of the fort, would also be managed as cultural resources. Additional research and island information will inform preservation and proper treatment of resources.

Work undertaken on a historic building, structure, or site will meet use and historic preservation and rehabilitation requirements, and all work will be designed and executed in a manner that minimizes damage to, or removal of, character-defining features, original building fabrics and/or its setting.

Rehabilitation of the forts to accommodate new harbor-related activities would preserve the forts' character-defining features, such as their open courtyards and landscape setting.

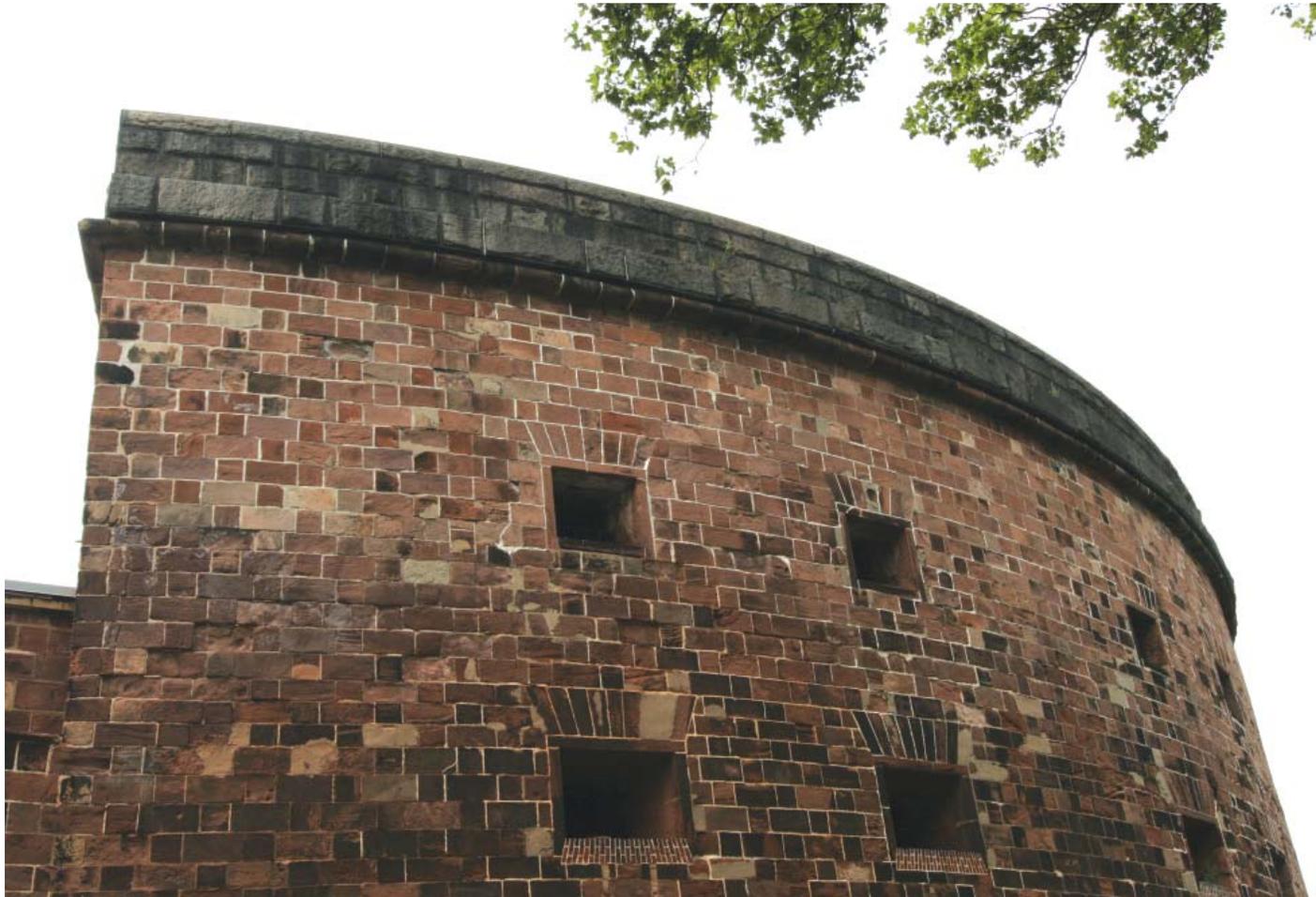
Castle Williams

Castle Williams would be rehabilitated to become the island's main exhibition and public program center. Exhibits, activities and special events would include traditional and non-traditional ways of communicating the stories and meaning of Governors Island. Music, living history, dance, theater, historical costumes and demonstrations would bring these stories alive and connect with visitors of all ages and backgrounds. Programming would be centered on those local, national, and global topics associated with Governors Island and New York Harbor and

highlight the history of the island, its fortifications and their place in the harbor. Other programs and exhibits would focus on the larger harbor – its ecology and changes over time -- and be highly interactive, challenging visitors to implement critical thinking to understand the past, its relevancy to their lives, and how it informs the future.

Fort Jay

Fort Jay barracks would be rehabilitated and become a compound for in-residence research and programs related to island and harbor history, themes and topics. Residency programs for scholars, artists, historians and others would showcase work produced on island. One or more barracks would exhibit the domestic life of former military officers, while other barracks



Castle Williams. Daniel C. Krebs.



Fort Jay. NPS.

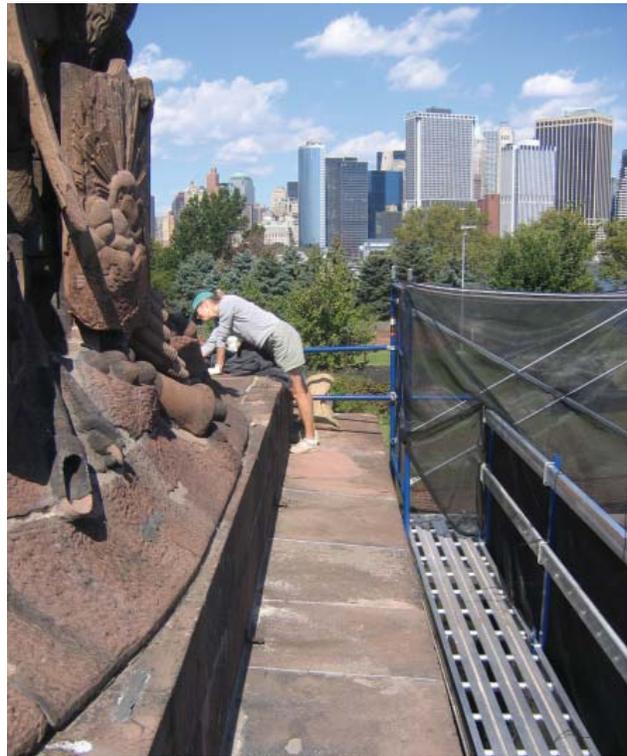
would serve as NPS staff housing and overnight accommodations for preservationists and others working on National Monument projects.

Building 107

Building 107 would be fully rehabilitated and furnished with offices, work rooms, telecommunications equipment, restrooms, and other necessary infrastructure, for NPS administrative use. Depending on space availability, the NPS may also use some space for public programs, for volunteers, or lease to partner organizations.

The Cultural Landscape

The overall cultural landscape of the Governors Island National Historic Landmark District was created by a design of walkways, open spaces, buildings, and recreational areas that provide a cohesive environment. The NPS will preserve the landscape features and patterns that are historically and aesthetically important in defining the character of the National Monument, and all work will avoid or minimize damage to significant landscapes or site features. The NPS would complete a Cultural Landscape Report and Treatment Plan to guide its preservation activities. Landscape rehabilitation would include developing a pathway from the west gate of Fort Jay to Castle Williams. This could be a new pathway along the alignment of the former



Restoration work being done on the eagle atop Fort Jay. NPS.

covered defile, or, potentially a rehabilitation or restoration of the original passageway, parts of which have been recently uncovered.

The main entrance to Fort Jay would be re-landscaped, replacing selected areas of the asphalt turnaround, to suggest the former barbican. This modification would help visitors better understand the purpose and meaning of the various defensive landscape features surrounding Fort Jay.

To the greatest extent possible, existing, significant landscape features and patterns will be preserved, such as tree-lined streets, driveways, and walks, open spaces, and the *glacis* surrounding Fort Jay. New landscaping will be designed and executed in a manner that preserves the character and fabric of the historic district, and, when appropriate, will use similar plant materials in similar situations.

Existing circulation routes within the National Monument will be maintained and vehicular service and contractor traffic directed away from



Castle Williams and Building 513. Andrew Moore.

high pedestrian areas, either by providing an alternative route or timed to avoid conflicts with visitors to the National Monument.

Permanent property enclosure fencing or barriers will not be installed between the National Monument and historic district areas.

Generally, mature trees would be preserved, but others that are non-contributing, block important views, diseased or dying would be removed. Non-contributing trees would not likely be replanted when they die.

Landscape alterations and man-made features associated with the parade ground's former golf course would be removed -- including perimeter chain-link fencing, wooden tee platforms, and coniferous trees planted to define the fairways. Clusters of coniferous trees, planted in the 1970s

as part of the golf course plantings and located to the west, northwest, and northeast of Fort Jay, would be removed to re-establish clear vistas to the harbor.

Asphalt paving would be removed from parking area 504 and landscaped. The planting of new trees in this former parking area could be limited due to the archeological and visual sensitivity of the site. Contributing roads, such as Hay Road, would be retained as pedestrian or limited-use vehicular routes, but may be realigned or resurfaced to better accommodate safe visitor use.

All site or building lighting within the historic district will be appropriately scaled and compatible with the area in which it is installed. Special lighting to showcase the forts will be coordinated with the U.S. Coast Guard, GIPEC and other agencies to ensure compatibility with

navigational and bird migration needs and other issues.

Removal of Non-Contributing or Hazardous Features

Selected structures and features that are safety hazards or that do not contribute to the significance of the National Monument would be removed. Demolition would use methods and mitigation measures to avoid damage to historic or archeological resources. For logistical efficiency and cost savings, the NPS would seek to coordinate demolition activities with GIPEC. Efforts would be made to recycle or reuse materials on the island. Demolition would include:

- ◆ **Building 513 (A, B and C)** would be removed and the landscape rehabilitated to re-establish historical connections and views among the forts and the harbor, provide for recreational use by visitors, and re-establish an appropriate setting for Castle Williams. Landscape rehabilitation would improve public circulation paths, using low-growing vegetation, such as grasses and shrubs, and providing basic park furnishings such as benches, trash receptacles, signs, and path lighting.
- ◆ **Building S-251**, a structure that served a variety of purposes over time—would be removed and the landscape rehabilitated to interpret the relationship between the forts and the “covered defile” that connected them.

Archeological Resources

Archeological sites and resources would be protected, using NPS standards and guidelines during site development, landscape rehabilitation, demolition, and utility upgrades. Unnecessary excavations will be avoided and existing trenches used, wherever possible, when utility upgrades

are done. Any artifacts recovered will be documented, cataloged and treated as part of the National Monument’s collections and archives.

The U.S. Coast Guard will retain rights to access and repair various aids to navigation on the island, including equipment within and atop Castle Williams. The NPS would not alter or remove these aids without prior consultation and agreement with the Coast Guard.

Natural Resources

Few natural resource conservation opportunities exist in the National Monument, as the island had been developed and managed for almost 200 years as a military campus with characteristic ornamental plantings that support few species of wild biota. With the exception of the NPS dock 102, the National Monument excludes the marine edge. Although the island’s natural resources have been intensely managed, they are valuable. The large shade trees are an important natural resource, potentially supporting a diversity of birds, bats, other mammals, and invertebrates. The NPS would protect the Monument’s key natural resources in accordance with *NPS Management Policies* and Director’s Order 77: Natural Resource Protection, and look for opportunities to enhance natural resource values within the National Monument, except where this would conflict with other approved historic preservation or interpretive priorities.

Sustainable management practices would be applied, including reduction of the use of chemical fertilizers on turf, integrated pest management, and composting of green waste. NPS would provide technical assistance to, as well as cooperation and collaboration with, GIPEC or other organizations to promote and implement green and other sustainable environmental practices throughout the island.

Collections and Archives

The NPS is a major custodian, in perpetuity, of irreplaceable and priceless museum collections related to our country's significant heritage and natural and cultural resources. Collections within National Parks include objects, specimens, and archival and manuscript materials representing cultural and natural resources, including but not limited to the disciplines of archeology, architecture, ethnology, history, and planning. NPS collects, preserves, and interprets these collections for public benefit.

NPS Management Policies, along with the NPS Museum Handbook, lay the foundation by which the NPS meets its responsibilities toward these museum collections. Collections may be threatened by fire, theft, vandalism, natural disasters, and careless acts. The preservation of museum collections is an ongoing process of preventive conservation, supplemented by conservation treatment when necessary. The primary goal is preservation of artifacts in as stable a condition as possible to prevent damage and minimize deterioration.

For Governors Island, the NPS would prepare, in collaboration with the National Archives, NY State Archives and GIPEC, a Collections Management Plan to guide the development of a collections program for the island. The plan would define the Scope of Collections and the physical conditions necessary for optimal archiving or exhibit. The plan would also outline guidelines for public access to objects not on exhibit and requested for research purposes.

The NPS would seek to acquire, preserve, arrange, and catalog items within a defined Scope of Collections for the National Monument and larger island that will aid understanding among visitors, guide management, and advance knowledge in the humanities and sciences. The NPS would seek to provide appropriate access to interested persons in accordance with standards for the preservation and use of collections.



Governors Island drawings being prepared for transfer to the National Archives. NPS.

An important part of this collection would be ethnographic resources. Oral histories, donated personal items, and other ethnographic materials would be maintained as part of the island's permanent collection and made available for exhibits and research.

The NPS Dock 102 and the Easement in Building 140

The dock would be repaired and a handicapped-accessible floating dock would be installed adjacent to it. A small shelter/contact station would be constructed on the dock's parking area to provide visitors with information, orientation, shelter, and other basic services.

The contact station would be designed to be compatible with, but not duplicate, existing structures, and would not attempt to create a false sense of history. The structure would be sensitive to the character and significant features of the island, including vistas and viewsheds, and would use materials consistent with the setting and environment.

The 1,000 square-foot easement in Building 140 would be retained by NPS as a visitor contact station and maintained in good condition.



Base map: Google Earth

Special Uses and Historic Leases
 Special uses, historic leases and cooperative agreements are used to support NPS preservation and public programming goals.

The NPS would encourage organizations to use portions of those National Monument facilities and grounds that are not otherwise needed for NPS operations, public programs or visitors and allow for such use by issuing special use permits or historic leases, or entering into cooperative agreements.

In issuing these permits, leases and agreements, NPS would comply with laws and policies regarding the use of NPS properties, would utilize existing NPS criteria for evaluation of proposals and tailor those criteria to Governors Island’s special conditions.

The criteria listed below are minimum standards and may be amended at the discretion of the NPS.

- ◆ Permitted under the terms of the Quitclaim Deed. Such uses are explicitly described as:

- (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.

Preference would be given to organizations who support NPS goals and help maintain or rehabilitate NPS's historic facilities and grounds or who offer public programming that complements or supplements programs offered by the NPS.

- ◆ **Not unduly limit public appreciation of the National Monument, interfere with visitor use and enjoyment of the National Monument, or preclude use of the property for National Monument management purposes judged to be more appropriate or cost-effective.**

Public appreciation of the historic forts is among the principal purposes of the National Monument. Preference would be given to uses that enhance visitors' understanding of the forts, the island's history, and the harbor's history and ecology. Uses must allow for significant daily, year-round, public visitation of the National Monument. NPS will determine which portions—if any—are appropriate for use by other organizations. Any such use would not interfere with general public visitation. Permitted events occurring after National Monument

daily closing would need to return the resources to pre-event conditions before the National Monument reopens. Uses which might involve assembled and disassembled staging, or programs that do not relate directly to the National Monument, might be permitted for short terms as long as they would not interfere with other programming or operations.

- ◆ **Be consistent with the protection and preservation of National Monument resources and values, and demonstrate sound environmental management and stewardship.**

Uses that propose renovations or rehabilitation must be consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties and Design Manual*, and be consistent with NPS resource studies for National Monument properties. The NPS would not permit permanent alteration of the character-defining features of resources, such as the interior courtyards of Castle Williams or Fort Jay, or the spacious sweep of Fort Jay's *glacis*.

Visitor Experience (Education, Interpretation and Transportation)

Fort Jay, Castle Williams, and the cultural landscape are the National Monument's primary interpretive objects and would be open to visitors year-round. They would be the centers for dynamic interpretive and educational programs, exhibits, special events, tours and informal recreation.



Base map: Google Earth

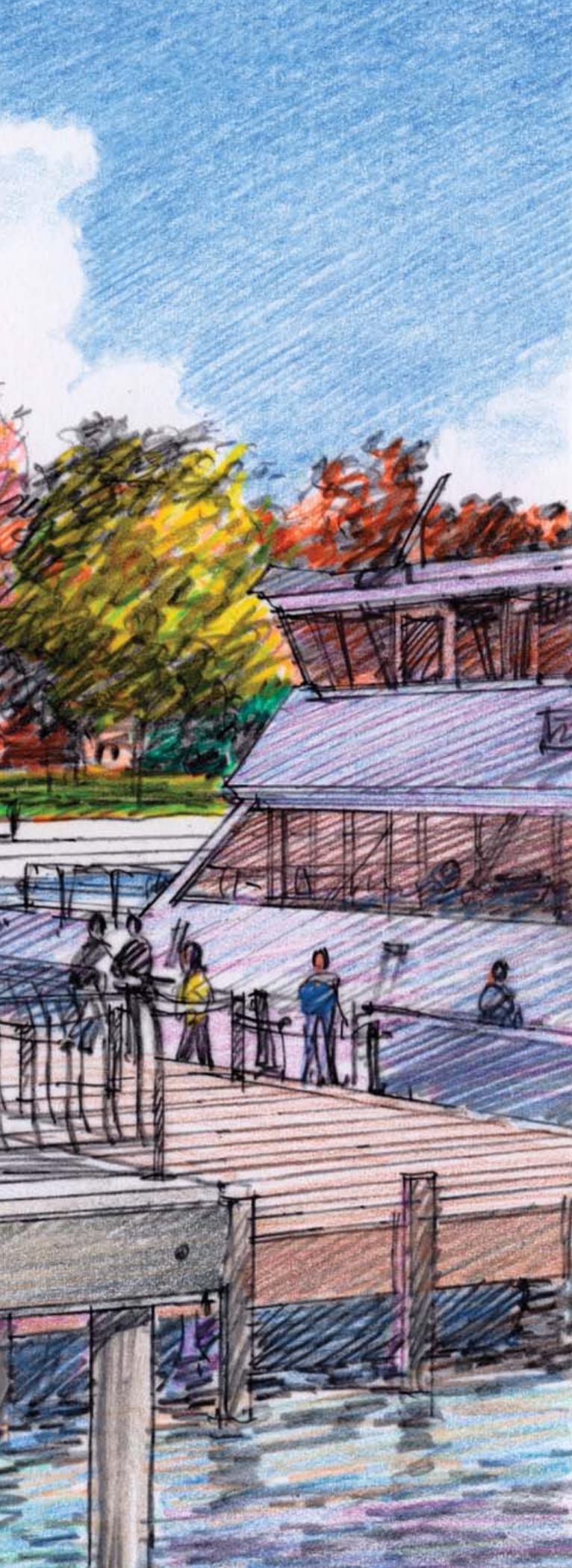
The NPS would develop a Comprehensive Interpretive Plan (CIP) for the National Monument to guide the growth of interpretive programming in a manner consistent with NPS policy, and would include provisions to accommodate visitors with disabilities or other special needs, including hearing, sight, and mobility. Programming would seek to engage, educate, and entertain a diverse population—from all age groups, ethnicities, professions, backgrounds, and interests.

Interpretation would cover the broad themes (described in Chapter One) and history of Governors Island, and would use the historic resources to tell the stories of the National Monument, historic district, island, and harbor.

NPS would offer visitors ample opportunity for inspiration, appreciation, and enjoyment through their own personalized experiences, with and without the formality of tours and programs.



GOVERNORS ISLAND



Self-guided tours would be supported by a variety of media, including wayside exhibits, printed materials, and information available on the Internet. Ranger-led tours would allow for a more personal and interactive experience.

Information about the National Monument would be multi-lingual and available to visitors in tourism publications, on the Internet, at mainland visitor centers, points of departure, and at island arrival points.

The Battery Maritime Building, Building 140, and a new structure adjacent to the NPS dock 102 would serve as visitor contact points. These contact stations would be outfitted with orientation materials and information about public programming available in the National Monument and throughout the island. Restrooms and other basic services would be provided there or nearby. Stations would be operated by NPS staff, volunteers, or partners.

Alternative D anticipates that visitors will come to the National Monument with varied motivations, expectations, and background information. Increasingly over time, many visitors will come to Governors Island to see and participate in other attractions and activities on the island. NPS would seek to provide the facilities and services necessary to meet the varied needs of visitors.

Alternative D estimates approximately 575,000 annual recreational visits to the National Monument by the year 2026, or when the island is fully developed. This figure is based on comparisons with similar National Parks and incorporates analyses by GIPEC and previous economic models prepared for the island by the Regional Plan Association (RPA). It is expected that visitation and programming will show some

Conceptual rendering of NPS actions under all action alternatives: *NPS Dock (102), proposed floating dock and new visitor contact station.* By Peter Roper.

Estimated Recreational Visits (within 20 years)

Quarter	Quarterly visits	Daily visits	% of annual
Dec–Jan–Feb	50,000	500–600	10%
Mar–Apr–May	100,000	1,000–1,200	20%
June–July–Aug	250,000	2,500–3,000	50%
Sept–Oct–Nov	100,000	1,000–1,200	20%
Total (per year)	500,000	(average daily) 1,300–1,400	100%

seasonal variation, with relatively lower visitation in the winter. As the island becomes more fully developed there will be greater demand for NPS services, and this seasonality may diminish.

Visits from school groups could be a substantial component of non–summer visitation

The method for counting visits would account for the wide variety of ways in which visitors access the National Monument. Components of the system would include head counts on NPS tours, entries to NPS facilities, and participation in other NPS– or partner–sponsored programs. The procedures for counting the substantial number of recreational visits to the National Monument’s landscape, apart from formal programs, would be monitored and adjusted as areas outside the National Monument are opened for regular public use.

The NPS would seek to provide visitors ways of accessing the National Monument from multiple departure points, including Manhattan, Brooklyn and New Jersey. The NPS would encourage the use of public transportation to reach the docks that serve Governors Island, and would cooperate with GIPEC and other agencies to minimize related traffic impacts in areas off the island.

On the island, visitors would have access to a network of pedestrian paths that connect the

National Monument with other attractions.

The NPS would cooperate with GIPEC and others to develop an island–wide, multi–modal transportation system that could include trams, trolleys, bicycles and other sustainable vehicles.

The NPS would make provisions for visitors to the National Monument who are disabled or have other special needs.

Motivation to Visit the National Monument

Alternative D envisions the National Monument as a “Harbor Center,” a centerpiece of the island and a major destination in New York Harbor. The Harbor Center would feature interpretive exhibits and serve as a venue for exhibitions, seminars, and research into the history of Governors Island and its role locally, nationally and internationally over the centuries. The Center would link its programs to the stories and issues of other harbors – their influence on the economy, ecology, politics, and social concerns of major cities worldwide. The Harbor Center would be highly promoted in New York City guidebooks and act as a starting point or hub for visits to National Parks and other attractions around the harbor. Visitors would actively seek out the National Monument as part of a trip to New York City.

Transportation

The park completed an *Alternative Transportation Study* in December, 2004, through The Volpe Center. The study was commissioned to inform the GMP planning process and to aid in the conception and development of GMP alternatives. The study assessed the 2003-04 status of public and private ferry service and other water traffic in NY Harbor, the conditions of the transportation infrastructure on and off-island that serve Governors Island and predicted trends. The Volpe study recommended that NPS repair its only guaranteed access to the island (Dock 102) and install a floating dock to accommodate a variety of private vessel types and sizes. Alternative D and other alternatives reflect this recommendation.

The transportation study and GMP reflect the assumption that access to the island will continue

to be provided long-term by GIPEC for vehicular and passenger service, and supplemented by private ferry service for passengers. A Coast Guard vehicular ferry was transferred to GIPEC as part of the larger land transfer in 2003.

It is highly unlikely that GIPEC would stop providing this vehicular and passenger service, as they require it in order to operate on and redevelop the island. However, if this were to happen, NPS would need to contract for vehicular and passenger service.

Since the Governors Island National Monument will not own or operate waterborne vessels, it will have few associated transportation costs. Costs associated with NPS dock maintenance and repairs are expected to be offset by landing fees charged to private operators.



Kayakers off of Governors Island. NPS.

On-Island Orientation

Alternative D assumes that visitors will take ferries from several mainland points and arrive at one of many island landing points. The NPS would develop a new contact station at the NPS dock 102. The NPS contact station would provide shelter, orientation, and information about programs on Governors Island and at other sites around the harbor.

Additional interpretive nodes would be developed in collaboration with GIPEC and located at other island landings and locations. These would inform visitors of the various historic features and topics that can be explored on the island, and direct visitors to them along signed pedestrian and bicycle paths or on an island shuttle. Exhibits at the nodes would reflect the island's place and historical role in the harbor. Programs would include special boat tours of the harbor and educational programs that explore the harbor's history and ecology.

Interpretation & Education

Castle Williams would be the island's main exhibition and interpretive center, with multimedia programs and interactive exhibits that explore local, national, and global topics associated with Governors Island and New York Harbor. The castle would host exhibits and programs that highlight the history of the island and its fortifications and their place in the harbor, and explore other harbor-related topics, such as its ecology and changes over time. Exhibits and programs would be highly interactive, challenging visitors to implement critical thinking to understand the past and imagine the future.

Fort Jay barracks would host harbor research for NPS fellowship and residency programs, special public exhibits linked to these programs, and provide a glimpse into the domestic life of former military officers stationed at Fort Jay.

The Harbor Center would be the starting point for an exploratory tour of New York Harbor. Exhibits could address:

- ◆ The natural forces that shape harbors with a hands-on demonstration of the river currents and ocean tides that affect New York Harbor.
- ◆ Governors Island's strategic location at the confluence of the Hudson and East Rivers and proximity to Manhattan as a primary reason it was chosen as a fortification site.
- ◆ Aquarium tanks replicating the harbor's estuarine environment in its natural, pre-colonial state, and the ecology of other harbor habitats. One tank might



Visitors enjoy the "Dancing in the Streets" performances on Fort Jay. Daniel C. Krebs.

represent Seattle's Puget Sound, and another could illustrate the natural life indigenous to the harbor of Marseilles... or Odessa, Hong Kong, Lima, or Cape Town.

- ◆ How harbors have traditionally been places where different cultures intersect. For thousands of years, ships and trade have brought coastal cities in contact with the people and products of distant continents. Until recently, most immigrants to the United States arrived via ship.
- ◆ Immigration and its affect on New York City. Governors Island acted as a processing center for some German immigrants in the 18th-century. An exhibit, in collaboration with Ellis Island, Castle Clinton, and the Lower Eastside Tenement Museum, could address the influx of newcomers to New York City then and now, tracing ship routes and countries of origin, and the affects on the city's growth and economy.
- ◆ New York City, the financial center of the United States, provides a living example of how economy drives the development of waterfront cities. Exhibits could address issues such as: How has the city's growth affected the harbor? How has it affected other high-finance harbor cities such as Hong Kong? Exhibits could feature a "Sim City"-style game, in which visitors pit short-term economic growth against long-term environmental stability.
- ◆ Another exhibit could highlight the New York Harbor defense system, comparing how the city was protected in the 19th-century with how it is patrolled today. Exhibits could

be connected with other sites—for example, using a telecommunications link between visitors at Fort Wadsworth and Governors Island to track shipping traffic in the harbor.

- ◆ One of the functions of the Harbor Center would be to highlight other National Parks in the harbor area and encourage visitors to see them.

While most exhibits would be concentrated within Castle Williams, smaller outdoor exhibits would be sited elsewhere on the island. Thematic nodes along visitor pathways could highlight intriguing facts, personal recollections of life on the island, or draw points of comparison between New York Harbor and other urban harbors.

To accomplish the education, research, and other programming goals of the Harbor Center, a variety of media will be incorporated, ranging from traditional exhibits to participatory or hands-on activities. Boat trips around the harbor, in vessels of all kinds, stopping at various sites, would help make the Harbor Center a premier destination and a "must-do" for visitors and local residents alike.

Impressions

Visitors will think of the Harbor Center as "an important and exciting place," where relevant regional, national and global concerns are researched and discussed. They will leave with a particular appreciation for New York Harbor—its past, present, and future—and understand Governors Island's important role in the history and development of the United States and New York.



Conceptual rendering of NPS actions under all action alternatives: *Visitors enjoying the esplanade and harbor views near Castle Williams.* By Peter Roper.



Administration and Operation

NPS's operational budget and staff would evolve over time to reflect the level of rehabilitation, visitor services and programming described in Alternative D. When this alternative is fully developed, the NPS would require approximately 21 full-time staff, with approximately 6 seasonal positions. One or more staff would be dedicated as liaison to NPS partners. The NPS would continue to obtain certain services through other national parks, central offices and service centers and through contractors, consultants, partners and volunteers.

The NPS would continue to utilize Building 107 as administrative headquarters. As needed, additional space in other National Monument buildings may also be used for administrative or operational functions. Fort Jay barracks would be used, in part, for NPS staff housing and short-term lodging for NPS-sponsored research and preservation work.

In its operations and management of the National Monument the NPS is committed to employing sustainable management practices as part of its national role in environmental stewardship. Areas with high potential include public transportation systems, interpretation and education, facilities management, landscape maintenance, waste reduction and recycling programs, and other aspects of operations.

The NPS would monitor indicators of changes to resource conditions and the visitor experience in the National Monument. Key carrying capacity indicators are described in Appendix C.

Collaboration & Partnership

Alternative D anticipates dynamic and vigorous partnerships with GIPEC and other organizations on and off the island to make Governors Island an educational and civic resource of special historic character, and a recreational and open-space resource for the people of New York and the United States.

Partners will be integral to the success of the National Monument and its Harbor Center. Partners and funding to supplement Congressional appropriations will be needed to fully carry out Alternative D's initiatives in a timely way. The NPS would develop and maintain partnerships that help to promote the mission and vision of Governors Island National Monument. Collaboration and partnership areas include: historic and archival preservation, public access and programming, visitor protection, maintenance, management, island operations, resource protection, and those described in Chapter One, "Areas of Mutual Interest."

Specific types of partners and collaborations are described below:

Development & Operation of the Harbor Center: Alternative D calls for a long-term partnership with one or more compatible organizations to help NPS fully rehabilitate Fort Jay and Castle Williams and co-develop and sustain exhibits, public programming and special events at the Harbor Center.

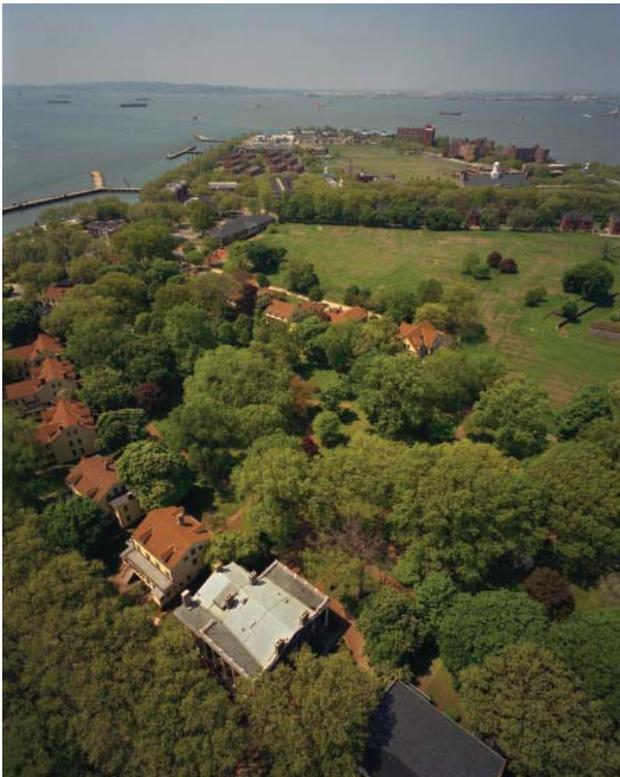
Transportation: The NPS would work with federal, state and city transportation agencies, GIPEC and other organizations to develop and implement Alternative Transportation Plans and funding requests, provide sustainable modes of transportation to and from the island, establish a car-free island environment, and establish an on-island shuttle system for visitors, workers and

island staff. The NPS would also seek to establish ferry links with other national and city parks in New York Harbor

Volunteers: The NPS would develop a corps of volunteers to assist in the operation of the National Monument. Volunteers would be invited from the general public, NPS partners, and organizations operating on and off the island.

Public Relations & Visitor Information: The NPS would continue to coordinate with other nearby national parks, GIPEC, tourism organizations and the media to provide visitors with basic information and orientation before and during their visit to the National Monument and island. This would include maintaining accurate and up-to-date web sites and having printed materials at visitor and contact stations on and off the island.

Security & Emergency Services: The NPS would continue to coordinate with GIPEC, NYC Fire and Police Departments, U.S. Coast Guard, U.S.



Aerial of Nolan Park. Lisa Kereszi.

Park Police and others for services related to ferry transportation, security, law enforcement, and fire and emergency response.

Island Operations: The NPS would continue to coordinate with GIPEC on island operational issues and for the provision of basic services.

Summary of Alternatives A, B and C

For complete descriptions of these alternatives see Draft GMP/EIS, Chapter 2.

Alternative A—No Action *NPS continues current management practices and plans with no major new actions.*

This alternative reflects current park management practices and establishes a baseline for the comparison of all other alternatives, as required by the National Environmental Policy Act (NEPA).

NPS would preserve its dock and historic buildings and grounds and provide for public enjoyment of the National Monument based on existing federal laws, regulations, and policies. As funds become available, the NPS would:

- ◆ Repair and maintain the National Monument's dock, historic structures and cultural landscape to stabilize and prevent further degradation of these resources and to remove public safety hazards;
- ◆ Abate hazardous materials in the forts to permit safe and healthy access to their courtyards and interior spaces by staff,

- ◆ maintenance contractors and visitors;
- ◆ Demolish Buildings S-251 and 513 and Parking Area 504 to remove non-essential and unhealthy and unsafe structures;
- ◆ Landscape demolition areas;
- ◆ Install a floating dock to provide for guaranteed access to the National Monument for emergency, operational and visitor purposes.

Public programming and access would remain limited in the short-term with seasonal interpretive and educational programs. As funding becomes available and over time, the NPS would expand the season to allow visitors year-round access to the cultural landscape and eventually fort interiors after hazmat abatement.

Ferry transportation to the National Monument and larger island would continue to be provided by GIPEC and private ferry operators. The NPS would continue existing agreements with GIPEC and other organizations for operations, public programs and long-term planning.



Base map: Google Earth

Alternative B—The History Center

Develop the Governors Island History Center located in Castle Williams and Fort Jay.

In addition to the common actions (see Draft GMP/EIS), the NPS would rehabilitate historic Castle Williams, Fort Jay and the cultural landscape, permitting visitors and NPS staff access to all areas of the National Monument. Visitor services and experiences would be concentrated

within the National Monument boundary. The Governors Island History Center would act as the focal and starting point for visitors exploring the island's history. The History Center would be located in Fort Jay and Castle Williams, and offer a variety of activities.

Castle Williams would host regular and changing programs, permanent and temporary exhibits, audiovisual presentations, lectures and special events. Visitors could explore the fort's massive casemates, peer through cannon embrasures, and climb to the rooftop for stunning views of New York Harbor.



Base map: Google Earth

Visitors could recreate on Fort Jay's expansive *glacis*, explore special features of the fort, such as the ammunition magazine, and visit barracks that reflect the officers' and enlisted men's domestic lives.

Visitors would explore the National Monument on their own or through ranger-led tours. The National Monument's key themes would be interpreted from the perspective of the forts, using these powerful and tangible elements as the jumping-off point for telling the island's history. As in all the alternatives, visitors could explore other parts of the island on their own.

Alternative C—Island Collaborative

Develop a range of activities in the National Monument's historic forts and at key locations—interpretive nodes—around Governors Island in coordination with on- and off-island partners.

NPS interpretive and educational programming would be coordinated with other activities offered to visitors on the island. Working in



Base map: Google Earth

close cooperation with GIPEC, island tenants, and other organizations, the NPS would develop an island-wide system of “interpretive nodes”— kiosks, waysides and other interpretive media— that reflect the island’s history and provide important information and orientation. These nodes would be located at all island ferry landings, along paths and at other key locations. Ranger-led tours of the forts and historic district would supplement these self-guided explorations.

In this alternative, rehabilitation activities by NPS would focus on the forts’ exteriors, basic infrastructure and key interior features. To help meet its goals for preservation, the NPS would

establish leases or agreements with compatible nonprofit organizations, who would rehabilitate and occupy some portions of Fort Jay and Castle Williams. However, the NPS would retain those key portions of the forts necessary for year-round public programming, visitor access and park operations.



Base map: Google Earth

Environmental Consequences of the Alternatives

This GMP describes the affected environment—the existing natural, cultural and socioeconomic resources that would be affected either directly or indirectly by implementation of any of the alternatives—and evaluates the consequences of implementing those alternatives. Impact topics eliminated from further analysis because they are not present in the Governors Island National Monument, or will not be affected by any of the alternatives, include prime and unique agricultural lands; vegetation; wetlands; floodplain and 100-year coastal flood; wild and scenic rivers; wildlife and their habitats; rare, threatened, endangered or special-concern species and their habitats; geology, topography and soils; ethnography and ethnographic resources; Indian Trust resources; environmental justice; soundscape and noise management; lightscape/night sky; and National Monument non-historic resources, which include Building S-251, and Building 513, and Dock 102; historic resources not within the National Monument; and traffic, parking and transportation.

Impact topics that have been retained for further analysis include cultural resources within the National Monument: historic structures, the cultural landscape, archeological resources, and collections and archives; natural resources: air quality, water quality, aquatic life and their habitats; the visitor experience; administration and operation; and the socioeconomic environment.

A summary of the environmental consequences of the alternatives is provided in the following table.

Costs of Implementing the Alternatives

The cost estimates for implementing each alternative reflect certain assumptions. Estimates are based on analyses of the 2003-2006 condition of National Monument structures and grounds, anticipated historic preservation activities, public programming, and staff and operational requirements. Costs are presented as ranges to emphasize this stage of planning and expected inflationary factors. These estimates are for planning and comparison purposes only, represent gross costs, and are based on 2006 dollars.

The method of reporting these costs has been revised based on the *General Management Planning Dynamic Sourcebook*, Version 2.0, March, 2008. The Life-Cycle costs (over 25 years) are no longer calculated as it is subject to too many variables to be considered accurate.

Two categories of cost are estimated for each alternative:

Total One-Time Costs = one-time facility costs + one-time non-facility costs.

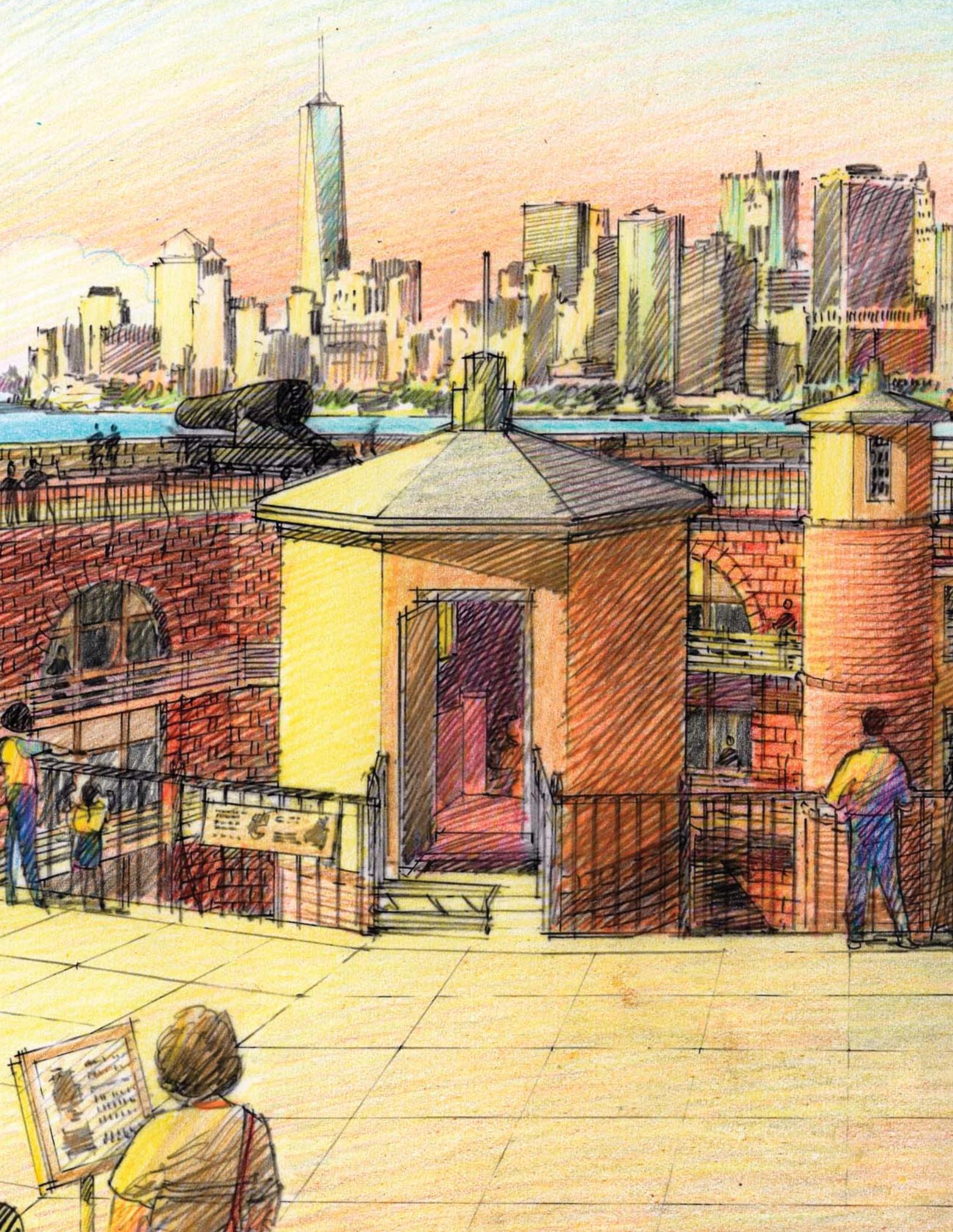
One-time facility costs include those for the design, construction, rehabilitation, or adaptive reuse of facilities such as visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, maintenance facilities, museum collection facilities, and other visitor facilities.

One-time non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities that would require

Summary of Environmental Consequences					
	A: No Action	Common to All Action Alternatives	B: The History Center	C: Island Collaborative	D: The Harbor Center (Preferred)
	NEPA/106	NEPA/106	NEPA/106	NEPA/106	NEPA/106
Historic Structures	minor beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect
Cultural Landscape	minor adverse impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect	moderate beneficial impacts / no adverse effect
Archeological Resources	negligible to minor adverse impacts / no adverse effect	minor to moderate adverse impacts / adverse effect	minor to moderate adverse impacts / adverse effect	minor to moderate adverse impacts / adverse effect	minor to moderate adverse impacts / adverse effect
Collections and Archives	minor adverse effect / no adverse effect	moderate to major beneficial impacts / no adverse effect	major beneficial impact / no adverse effect	major beneficial impacts / no adverse effect	major beneficial impacts / no adverse effect
Air Quality	negligible	negligible	negligible	negligible	negligible
Water Quality	minor negative short-term / minor beneficial long-term	minor negative short-term / minor beneficial long-term	minor negative short-term / minor beneficial long-term	minor negative short-term / minor beneficial long-term	minor negative short-term / minor beneficial long-term
Aquatic Life and Their Habitats	minor negative short-term / negligible beneficial long-term	minor negative short-term / negligible beneficial long-term	minor negative short-term / negligible beneficial long-term	minor negative short-term / negligible beneficial long-term	minor negative short-term / negligible beneficial long-term
Visitor Experience	minor to moderate adverse short-term / minor to moderate beneficial long-term	minor adverse short-term / major beneficial long-term minor adverse	short-term / major beneficial long-term minor adverse	short-term / major beneficial long-term minor adverse	short-term / major beneficial long-term
Administration and Operation (increase/decrease)	minor increase	major increase	major increase	major increase	major increase
Socioeconomic Environment	negligible beneficial	minor beneficial	minor beneficial	minor beneficial	minor beneficial

Summary of Costs (in millions, rounded to nearest million)				
	A: No-Action	B: The History Center	C: Island Collaborative	D: The Harbor Center (Preferred)
One-Time Costs	\$12 - 15	\$46 - 56	\$38 - 46	\$50 - 60
Annual Operating Costs	\$6 - 7	\$10 - 13	\$10 - 12	\$11 - 13

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





substantial funding above park annual operating costs. Examples include the rehabilitation of historic landscapes; plans, studies and inventories; outreach, exhibits and other visitor programs.

One-time costs for the National Monument include the cost to repair and rehabilitate the historic forts and landscape, make infrastructure upgrades, any new development, and the associated research and planning. Actual costs will be determined through a design development process.

Annual Operating Costs = the total costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials.

Annual operating costs for the National Monument would come from the park's annual operating budget and other dedicated funding sources. These figures include staff costs, typical office costs, general maintenance of National Monument facilities and grounds, small repair and maintenance service contracts, utility costs, and costs associated with the periodic maintenance of structures and landscapes, such as replacement of roofs, heaters, and other durable systems.



Nolan Park. Daniel C. Krebs.

For the purposes of considering the alternatives, it was presumed that the NPS would be able to secure the funds necessary to implement any of the alternatives. However, all rehabilitation, infrastructure, new construction, and staffing proposals in the alternatives are contingent on NPS Service-wide funding limitations and priorities, and **full implementation of the GMP could be many years into the future.** NPS would phase in **capital improvements and increases to staff and overall operations as funding becomes available.** To supplement and enhance Congressional funding, NPS would seek additional public and private funding sources and partners.



Consistency with Section 101(b) and 102 of NEPA and the Environmentally Preferred Alternative

The NPS requirements for implementing NEPA include an analysis of how each alternative meets or achieves the purposes of NEPA, as stated in sections 101(b) and 102(1). Each alternative analyzed in a NEPA document must be assessed as

to how it meets the following purposes:

1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.
2. Ensure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings.
3. Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.
4. Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and variety of individual choice.
5. Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities.
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

The NPS is required to identify the environmentally preferred alternative in its NEPA documents for public review and comment. The NPS, in accordance with the Department of the Interior policies contained in the *Department Manual (516 DM 4.10)* and the *Council on Environmental Quality's Forty Questions*, defines the environmentally preferred alternative (or alternatives) as the alternative that best promotes the national environmental policy expressed in NEPA (Section 101 (b))(516 DM 4.10). The *Council on Environmental Quality's Forty Questions (Q6a)* further clarifies the identification of the environmentally preferred alternative stating "simply put, this means the alternative that causes the least damage to the biological and physical

environment; it also means the alternative which best protects, preserves and enhances historic, cultural and native processes.”

Criterion 1

All the alternatives fulfill criterion 1 by preserving the cultural and advocating for the natural environments for succeeding generations. Alternative A would be less robust in fulfilling this criterion as it calls for maintenance and repairs to stabilize and prevent further deterioration, but does not fully rehabilitate the historic forts. The action alternatives B, C and D fulfill this criterion in regards to the cultural environment. All the action alternatives fulfill this criterion by advocating for the sustainability of the natural environment, however Alternative D goes the furthest in advocacy, exhibits and public programming for the natural environment.

Criterion 2

All the alternatives ensure safety, health and productive surroundings in the National Monument. The action alternatives B, C and D would likely achieve more aesthetically and culturally pleasing surroundings than the no-action alternative as exhibits and public programming would be better planned, funded and executed through varying degrees of partnerships.

Criterion 3

The widest range of beneficial uses of the environment of the National Monument would occur under Alternative D. Under D, there would be the most varied public education and interpretation, exhibits and installations and collaborative programming taking place not just within the National Monument and Governors Island but across the harbor, the region and potentially across the world.

Criterion 4

All the alternatives would preserve important historic, cultural and natural aspects of our national heritage and would maintain an environment that supports diversity and variety of individual choice. The action alternatives B, C and D would offer more diversity and variety in public programming, with Alternative D offering the most in programs and activities on a wider array of topics.

Criterion 5

The highest balance between population and resource availability would be achieved in Alternative D. The New York Metropolitan area is one of, if not the densest urban areas in the country. The amenities, programs and opportunities to recreate on Governors Island will be in very high demand once the island is fully developed. Alternative D would offer the most opportunities to the greatest number of people and to the most varied audience while maintaining the integrity of resources through monitoring and management.

Criterion 6

All the alternatives would enhance the quality of renewable resources and would strive to achieve the maximum attainable recycling of depletable resources; however, the action alternatives B, C and D would likely better succeed at meeting this criterion than A, the no-action alternative due to more human and financial resources. Alternative D would likely achieve the “greenest” and most sustainable environment because it is likely to have the most volunteers and would have the greatest number of programs and exhibits about the importance of the health of the environment, using the island and the harbor as its laboratory.

Based on the above analysis, the alternative that best promotes the NEPA criteria for the environmentally preferred alternative is Alternative D.

Governors Island National Monument GMP Alternatives Summary Matrix (con't)

Decision Points	Management Rx		Management Rx		Management Rx		Management Rx		Management Rx	
Visitor Experience (Education, Interpretation and Transportation)	A—No Action	Examples of Management Activities	COMMON to ALL	Examples of Management Activities	B— Governors Island History Center	Examples of Management Activities	C—Island Collaborative	Examples of Management Activities	D—Harbor Partnership (Preferred)	Examples of Management Activities
<p>2. 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?</p> <p>3. 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?</p>	<p><u>Historic Zone</u> Visitors enjoy guided and self-guided tours of the National Monument and Historic District.</p> <p><u>Visitor Contact Zone</u> Visitor contact stations are maintained at the BMB and Building 140.</p> <p><u>Historic Zone</u> All visitors have safe and reasonable access to the National Monument.</p> <p><u>Visitor Contact Zone</u> Ferry service is provided by GIPEC to Soissons Dock and by private operators to GIPEC and NPS floating docks.</p>	<ul style="list-style-type: none"> ◆ use waysides and other media to interpret and educate visitors about the National Monument and Historic district ◆ provide up-to-date printed brochures, signage and program information ◆ accommodate visitors with special needs with transportation and different media ◆ collaborate with GIPEC and others to provide an on-island transportation system for the long-term ◆ maintain operational agreements with GIPEC ◆ develop operational protocols for use of NPS floating dock 	<p><u>All Zones</u> Visits to the forts help the public understand and appreciate the National Monument and the island's rich history.</p> <p>A variety of media, exhibits, programming, and tours are used to convey the history and significance of resources and to orient and inform visitors about what to do, see, and where to go throughout the National Monument and the island.</p> <p>Access to, from, and throughout the National Monument is affordable, convenient, and safe for visitors and staff.</p>	<ul style="list-style-type: none"> ◆ use the internet for up-to-date information, education and virtual tours ◆ use waysides and other media to interpret and educate visitors about the National Monument and Historic district ◆ provide up-to-date printed brochures, signage and program information ◆ accommodate visitors with special needs with transportation and different media ◆ collaborate with GIPEC and others to provide an on-island transportation system for the long-term ◆ maintain operational agreements with GIPEC ◆ develop operational protocols for use of NPS floating dock 	<p><u>All Zones</u> The primary visitor experience is within the National Monument.</p>	<ul style="list-style-type: none"> ◆ collaborate with subject-matter experts on exhibits and programming for the History Center 	<p><u>All Zones</u> Thematic nodes help orient, inform and educate visitors throughout Governors Island.</p>	<ul style="list-style-type: none"> ◆ coordinate the location and content of thematic nodes with island partners 	<p><u>All Zones</u> The "Harbor Center" is the hub of a New York Harbor experience.</p>	<ul style="list-style-type: none"> ◆ collaborate with subject-matter experts on exhibits and programming for the Harbor Center ◆ integrate off-island activities and programs with harbor, regional, national and international sites

Governors Island National Monument GMP Alternatives Summary Matrix (con't)

Decision Points	Management Rx		Management Rx		Management Rx		Management Rx		Management Rx	
Park Administration	A—No Action	Examples of Management Activities	COMMON to ALL	Examples of Management Activities	B— Governors Island History Center	Examples of Management Activities	C—Island Collaborative	Examples of Management Activities	D—Harbor Partnership (Preferred)	Examples of Management Activities
<p>4. 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?</p>	<p><u>All Zones</u> A core staff performs management, interpretive, administrative, and facility management duties.</p> <p>Most services are contracted out; administrative functions are accomplished through resource-sharing with other NPS sites.</p> <p>Security and safety services are provided through agreements with GIPEC, NYPD, FDNY, and others as needed.</p>	<ul style="list-style-type: none"> ◆ continue administrative resource sharing with other national parks ◆ maintain current service agreements for operational and security services 	<p><u>All Zones</u> A core staff provides for the efficient and effective operation of the National Monument.</p> <p>The NPS demonstrates environmental leadership in all aspects of management.</p> <p>The NPS monitors indicators of resource and visitor experience carrying capacity.</p>	<ul style="list-style-type: none"> ◆ core staff is trained and educated about the resources and how to monitor indicators of degradation ◆ use sustainable, green management practices in the operation of the Monument 	Same as Common to All	Same as Common to All	Same as Common to All	<ul style="list-style-type: none"> ◆ include a partner liaison on staff with an expertise in historic leasing agreements 	Same as Common to All	<ul style="list-style-type: none"> ◆ include a partner liaison on staff with an expertise in shared programming and public-private partnerships
	<p>5. To what extent should the National Monument collaborate with, or develop partnerships with, compatible organizations to accomplish its mission?</p> <p>6. To what extent should the NPS pursue private funding sources?</p>	<p><u>All Zones</u> The National Monument's collaborators address preservation, access, protection, public programming and island operations.</p> <p>The NPS relies on Congressional funding and private donations for preservation and rehabilitation.</p>	<ul style="list-style-type: none"> ◆ continue with basic operational agreements ◆ collaborate with GIPEC and others about orientation and program information for the Monument and Island 	<p><u>All Zones</u> Operate the National Monument as part of the larger island.</p> <p>The NPS coordinates with others to provide visitor information and orientation and for basic services.</p>	<ul style="list-style-type: none"> ◆ foster new partnerships that help to promote the purpose and mission of the National Monument ◆ collaborate on visitor information using a multi-media approach ◆ actively pursue private funding sources to accomplish preservation and visitor services goals 	Same as Common to All	Same as Common to All	<p><u>Historic Zone</u> Historic leases are used strategically to help achieve resource preservation goals.</p>	<ul style="list-style-type: none"> ◆ collaborate with lessees to rehab buildings and develop programs 	<p><u>All Zones</u> The NPS has a wide array of on- and off-island partnerships that promote the mission and vision of the Harbor Center.</p>

Following page: Conceptual rendering of NPS actions under all action alternatives: *Visitors enjoy the courtyard of Fort Jay and have access to programs in the former barracks.* By Peter Roper.





Alternatives Considered but Eliminated from Further Study

The public is highly interested in the future of Governors Island. New Yorkers, in particular, have been waiting since the U.S. Coast Guard left in 1996 to see how the island will be re-developed and how it can become a major public attraction and destination. Having 172 acres of “new-found-land” in New York City is unimaginable. Having it within New York Harbor and within close proximity to Lower Manhattan and Brooklyn makes it extraordinary. As such, there has been significant publicity and public debate over the island’s future. NPS has had the advantage of this public discourse occurring during the development of this GMP.

Between the GMP’s start-up in 2003 and the end of the public comment period in March, 2008, the NPS has solicited and received numerous ideas for the future treatment of the National Monument portion of the island. These ideas have come through public meetings, tours, NPS and GIPEC web sites, newspaper and magazine articles and editorials, letters to the editor, as responses to preliminary alternatives expressed in NPS newsletters, through NPS’s participation in meetings held by GIPEC, the Governors Island

Alliance, Regional Plan Association and others, and through GIPEC’s Request for Expressions of Interest and Requests for Proposals.

Public comments received often reflected a lack of understanding or differentiation between the NPS mission and properties within the National Monument and GIPEC’s mission and properties under its jurisdiction on the island. While this has posed some challenges for NPS, it has also compelled the park to communicate and clarify its mission, responsibilities and goals broadly, frequently and strategically with civic leaders and state and city agencies and individuals.

In short, NPS’s role on Governors Island is to preserve Fort Jay and Castle Williams for their architectural and historic significance and to preserve and recount the island’s stories and role in New York, U.S. and world history.

Unlike GIPEC, NPS is not charged with redevelopment, and is not required to find new uses for its historic buildings and grounds. NPS typically first looks at the historical use of a building to identify future uses. When historical uses are not feasible, new uses can often be the best way to preserve national resources long-term. In those cases, NPS seeks uses that best reflect the former primary use or purpose of a particular building, and uses that are compatible with the park’s purpose and the overall NPS mission.

Target practice in Fort Jay. Library of Congress.



At the beginning of the GMP process, Governors Island National Monument was a newly established park and had scant historical research, studies or resource assessments in place. However, over the past four years, the NPS and this GMP have benefited from a number of documents that helped define and describe the purpose and significance of the National Monument and, in turn, appropriate future uses of the Monument's primary resources. While there is additional research to be done, the body of work now available has well informed NPS decisions about the Monument's resources.

This section will not address suggestions that are plainly beyond the power of the NPS to implement, or have no demonstrable connection with the NPS mission and purpose on Governors Island. Examples of these ideas include re-establishing a U.S. Army or U.S. Coast Guard presence on the island, converting National Monument buildings into permanent housing for homeless persons or veterans, or turning the island into a haven for lost cats.

This section does address ideas for the Monument that have been widely discussed among the public and/or advocated by those with specific interests in the uses proposed. After careful analyses by the NPS, these proposals were found to be infeasible, or inconsistent and incompatible with the purpose, mission and goals of the NPS and National Monument.

Federal law, regulations, and NPS policies govern the kinds of uses permitted in national parks and govern the extent to which other organizations can operate within them. Each national park has its own governing legislation or, in the case of Governors Island, a presidential proclamation, which describes the core significance of the park and the purpose for its establishment. Additionally, the fortifications within the Governors Island National Monument have several designations that reflect their national significance and that provide additional

requirements for their long-term care and use. Both Fort Jay and Castle Williams are individually listed in the National Register of Historic Places, are major contributors to the surrounding National and City Historic Landmark District, and are two of the finest examples of their type within the National Park System. These laws and designations help guide park managers to determine necessary and appropriate uses for park facilities and grounds and appropriate partnerships that will help NPS achieve its mission and goals.

Another key component of the proposals described below is the partnership element. NPS is responsible for managing all aspects of National Park/Monument properties—its buildings, grounds and programs—and cannot delegate that responsibility to another party. When NPS enters into long-term historic leases or other long-term partnerships, it does so with considerable care to ensure that the NPS and potential partner goals are compatible and provide the best solution for long-term preservation and public use of a national site. The involvement of NPS at all stages of development—from the conceptual stage through planning, design and construction—is required of all NPS partnership projects. Several agreements with a partner are required to approve operational plans, fundraising plans and project reviews. There has been no such involvement by the NPS in any of the proposals outlined below.

The following are three proposals that exemplify the range of suggested uses for Governors Island National Monument. Each of these proposals has been evaluated to determine appropriateness and feasibility; one was determined to result in impairment of park fundamental resources and values. *NPS Management Policies, 2006*, a guiding document for the national park system, explains park management and appropriate use of parks and what would constitute impairment.

***NPS Management Policies, 2006,
Section 1.4.1: The Laws Generally
Governing Park Management***

This section addresses laws generally governing park management such as the NPS Organic Act of 1916, the General Authorities Act of 1970 and its amendment in 1978, the “Redwood amendment”. These laws are the foundation which NPS relies on when making management decisions regarding all NPS sites. At the heart of these laws is the principal of conserving the natural and cultural resources and values for which a park has been set aside—its purpose and *raison d’etre*—for the enjoyment of the people of the United States and its future generations “in such manner and by such means as will leave them unimpaired.”

***NPS Management Policies, 2006,
Section 1.4.3: The NPS Obligation to
Conserve and Provide for Enjoyment
of Park Resources and Values***

This section clarifies that the fundamental purpose of the national park system, as established by the Organic Act, is to conserve park resources and values, while providing for the enjoyment of these resources. Adverse impacts must always be avoided to the greatest extent practicable, but at times some adverse impacts are necessary and appropriate in order to fulfill the purpose of the park, as long as the impact does not constitute impairment. Congress has affirmed that when there is a conflict between conserving resources and values and providing for their enjoyment, conservation will be predominant (*NPS Management Policies, 2006, page 10*).

***NPS Management Policies. 2006,
Section 1.4.5: What Constitutes
Impairment of Park Resources and
Values***

As stated above, there are times when adverse impacts are unavoidable and management undertakes the action in order to fulfill a greater park purpose. However, the type of impact prohibited by the Organic Act is impairment. Impairment “would harm the integrity of park resources or values, including the opportunity that otherwise would be present for the enjoyment of those resources or values.” To meet this definition of impairment a judgment has to be made by the responsible NPS manager as to:

- ◆ the particular resource or value being affected (is this resource or value fundamental to the purpose or *raison d’etre* of the park?);
- ◆ the severity, duration and timing of the impact;
- ◆ the direct and indirect effects of the impacts; and
- ◆ the cumulative effects of the impact.

An impact may be adverse, but may not necessarily constitute impairment. “An impact would be less likely to constitute an impairment if it is an unavoidable result of an action necessary to preserve or restore the integrity of park resources or values and it cannot be further mitigated (*NPS Management Policies, 2006, page 11*).”

An impact would more likely constitute impairment if it affects a resource or value whose conservation is:

- ◆ necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or
- ◆ key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or
- ◆ identified in the park's general management plan or other relevant NPS planning documents as being of significance (*NPS Management Policies, 2006, page 11*).

Proposal One

The New Globe Theater: Establish a Performing Arts Center Inside Castle Williams and Fort Jay

The New Globe Theater has proposed that Castle Williams be converted into a Shakespearean theater as part of a performing arts center. Specifically, the proposal is to construct a year-round, multi-story theater within the casemates and courtyard of Castle Williams, roofing the courtyard and providing a café-restaurant on the roof. This proposal would leave 3,000 s.f. for museum and exhibition space on the ground floor and a few of the casemates to illustrate the building's historical function as a fort and prison. The proposal also calls for three of the four barracks in Fort Jay to be used to house the Globe Theater's company of actors and their families (proposal submitted June 20, 2005 in response to GIPEC's RFEI).

The Quitclaim Deed, which determines the permitted uses at Governor's Island, states that the Monument Property Owner (NPS) "shall 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 (NPS) and the availability of appropriated funds for any combination of the following uses..." Not-for-profit cultural facilities is one of several "permitted" uses identified by the deed.

In numerous national parks, performances of many kinds are part of NPS's interpretive and educational programs. Musical, artistic and theatrical performances can enrich the visitors' experience and enhance their appreciation of the significance of a park. Castle Clinton at Battery Park, for example, hosts a summer concert series that recalls the building's previous incarnation as "Castle Garden," a major New York City theatre that operated from 1824 to 1855. There is no such precedence of use associated with Castle Williams or Fort Jay; therefore, for this and other reasons pertaining to the National Monument's purpose, integrity and significance, the New Globe Theater proposal has been eliminated from further consideration by NPS. The rationale for this decision follows.

National Monument Purpose

The forts are fundamental to the National Monument and the very reason the Monument was created. The Monument's purpose is two-fold: to preserve and protect those resources and values which are fundamental to it and to provide for their interpretation via public programs and access (see Park Purpose statement in Chapter One). Two Presidential Proclamations deliberately kept the forts separate from the rest of the island's redevelopment to ensure that their architecture and histories would be forever protected and made permanently available to the public.

To significantly alter any of the character-defining features of the structures or to make alterations such that those features are obscured would hinder the Park Service from meeting its obligation to preserve and protect fundamental resources which are "necessary to fulfill specific purposes identified

in the establishing legislation or proclamation of the park” and would constitute impairment.

Daily visitation of the castle’s interior would essentially be permanently pre-empted for the theater function. Visually, spatially, and in terms of communicating the fort’s military function and history, the visitor to the National Monument would be confronted with a very large, permanent intrusion. This would not be the superlative visitor experience expected by the public or consistent with the purpose of the National Monument and the NPS mission.

In short, converting the forts into a year-round theater complex would greatly impede on the general public’s rightful access to large parts of the resources which are “necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park” and would constitute impairment.

Integrity

The construction and permanent alterations necessary for dedicated use of Castle Williams as a theater would compromise its integrity. The Castle is considered the finest and most important example of its type. The NPS is required to protect and interpret the meaning and significance of the fort, not just its physical structure. Converting it into a theater would fundamentally change the public’s perception of the building’s meaning and significance and intrude on an otherwise complete visitor experience. Unlike Castle Clinton at Battery Park, Castle Williams has no history of use as a theater; rather, its primary historic uses have been as a defensive battery and military prison. Use as a theater would not enable the public to visit and appreciate the full military significance and architecture of Castle Williams—a prototype in this country for a specifically harbor-oriented defense fortification that could present as much concentrated firepower as possible. Making considerable physical alterations to a resource

fundamental to a park’s very purpose and key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park would constitute impairment.

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 (see Park Significance statement in Chapter One). The significance of the two forts—two of the finest examples of their kind, their innovative design, the reasons for their creation, their location and their unique relationship to each other, the island and the harbor—is identified in the park’s general management plan [this document] and other relevant NPS planning documents [Presidential Proclamations, Historic Resources Study, Historic Structures Reports, etc.]. Impacting resources of such significance in the manner proposed by the Globe Theater proposal would constitute impairment.

Inconsistencies with Established Standards, Guidelines and NHPA

The proposed architectural modifications to Castle Williams would be inconsistent with the *Secretary of the Interior’s Standards and Guidelines, Governors Island Historic District Preservation and Design Manual* (the Manual), and—under the National Historic Preservation Act—would constitute a major adverse effect on an historic property. The filling and roofing of the interior courtyard would constitute a major change to the building’s distinctive features, spaces, and spatial relationships. Although the Manual provides some latitude about covering the courtyard, it clearly states that it must remain an unfilled space. Any architectural additions or actions would need to be consistent with these relevant regulations. The NPS finds that the actions proposed for the Globe Theater do not meet the requirements set forth in any of these regulatory instruments.

Conclusion

In conclusion, the physical and programmatic changes proposed as part of the New Globe Theater would be severe (a major adverse effect), would be long-term in duration and would have direct and cumulative impacts that would constitute impairment of the resources and values fundamental to the National Monument. While the New Globe Theater proposal is not considered an appropriate use of Castle Williams and Fort Jay, NPS is eager to provide for cultural performances that support and are compatible with the NPS mission on Governors Island. The NPS foresees encouraging performances, exhibits, re-enactments, and other cultural activities, especially those celebrating Governors Island themes. Temporary structures may sometimes be needed to support these activities, but they would be short-term, readily removable, and flexible so as not to interfere with regular public visitation, use, appreciation or understanding of the meanings of the National Monument's fortifications to American history and heritage.

Proposal Two

Establish and Operate an Army Museum within Castle Williams

A military museum, in collaboration with the U.S. Army, has been proposed to NPS by numerous individuals. This seems appropriate, given the long military history of the island and its accessibility to the large population of greater New York. It has been proposed that the National Monument become the repository for military archives and memorabilia related to the island and the U.S. Army as an institution. Castle Williams's interconnected casemates seem appropriate for a museum experience without intruding on the historic character of the structure. The proposals suggest that the participation of the U.S. Army could help ensure that funds are available to preserve the forts.

This proposal was determined to be infeasible. By policy, the U.S. Army only operates museums on active military posts. The Harbor Defense Museum at Fort Hamilton in Brooklyn is a nearby example. The U.S. Army is not interested in developing such a facility on Governors Island or other non-military sites. Furthermore, NPS museum specialists have determined that it would likely be financially infeasible to create and maintain environmentally-controlled spaces in Castle Williams needed for delicate artifacts or archival materials. However, under all alternatives, the role of the U.S. military, including the Coast Guard, is among the key interpretive themes the NPS will communicate with visitors. Additionally, the NPS may request that the Army and the Coast Guard loan objects or materials for temporary exhibits within the National Monument.

Proposal Three

Restore the Golf Course

The *glacis* had been used as a golf course by military staff posted on Governors Island between the 1940s and end of the Coast Guard era (1996). Few courses offered such an interesting mix of scenery, from the looming skyline to the modest historical surroundings, and those who once played this once-exclusive course remember it fondly. As the only course in Manhattan, a short ferry ride from Wall Street, there has been interest in restoring the course.

Although the golf course was constructed within the National Monument's period of significance (1794-1966), this proposal was eliminated from further consideration primarily because a golf course is not consistent with the purpose of this National Monument, and operation of a golf course would unduly restrict public use and appreciation of the National Monument's buildings and grounds. Play on the former

small course, which surrounded Fort Jay, would pose a serious danger to people visiting Fort Jay and surrounding areas. Fencing along the *glacis* perimeter had been erected to keep non-players off the course and to help protect nearby windows and people from stray golf shots. Golf courses require intensive management, serve a limited public, and would preclude other recreational and interpretive uses of the *glacis*.

NPS and GIPEC each own and manage portions of the *glacis*. NPS would encourage recreational uses of the *glacis* that are compatible with the purposes of the National Monument and serve general public use, and would continue to enter into agreements with GIPEC and others regarding the use, maintenance and long-term protection and treatment of this cultural landscape.



National Park Service, Governors Island National Monument Seasonal Rangers, Summer, 2006.
Daniel C. Krebs.