

# APPENDICES





# APPENDICES

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## Appendix A: Presidential Proclamations and Designations

Federal Register / Vol. 66, No. 17 / Thursday, January 25, 2001 / Presidential Documents

7855

### Presidential Documents

Proclamation 7402 of January 19, 2001

#### Establishment of the Governors Island National Monument

By the President of the United States of America

##### A Proclamation

On the north tip of Governors Island, between the confluence of the Hudson and Eastern Rivers, Governors Island National Monument served as an outpost to protect New York City from sea attack. The monument, part of a larger 1985 National Historic Landmark District designation, contains two important historical objects, Castle William and Fort Jay. Between 1806 and 1811, these fortifications were constructed as part of the First and Second American Systems of Coastal Fortification. Castle William and Fort Jay represent two of the finest types of defensive structures in use from the Renaissance to the American Civil War. The monument also played important roles in the War of 1812, the American Civil War, and World Wars I and II.

The fortifications in the monument were built on the most strategic defensive positions on the island. Fort Jay, constructed between 1806 and 1809, is on the highest point of the island from which its glacis originally sloped down to the waterfront on all sides. Castle William, constructed between 1807 and 1811, occupies a rocky promontory as close as possible to the harbor channels and served as the most important strategic defensive point in the entrance to the New York Harbor. The monument also includes a number of associated historical buildings constructed as part of the garrison post in the early part of the 19th century.

Governors Island has been managed by the U.S. Army and the U.S. Coast Guard over the past 200 years. With the site no longer required for military or Coast Guard purposes, it provides an excellent opportunity for the public to observe and understand the harbor history, its defense, and its ecology.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

WHEREAS it appears that it would be in the public interest to reserve such lands as the Governors Island National Monument:

NOW, THEREFORE, I, WILLIAM J. CLINTON, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Governors Island National Monument for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries of the area described on the map entitled "Governors Islands National Monument" attached to and forming a part of this proclamation. The Federal land and interests in land reserved consist of approximately 20 acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

Subject to existing law, including Public Law No. 105-33, Title IX, section 9101(a), 111 Stat. 670 (Aug. 5, 1997), all Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or leasing or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

The Secretary of the Interior ("Secretary"), acting through the National Park Service, shall manage the monument in consultation with the Administrator of General Services, consistent with the purposes and provisions of this proclamation. For the purpose of preserving, restoring, and enhancing the public visitation and appreciation of the monument, the Secretary, acting through the National Park Service, shall prepare, in consultation with the Administrator of General Services, a management plan for the monument within 3 years of this date. Further, to the extent authorized by law, the Secretary, acting through the National Park Service, shall promulgate, in consultation with the Administrator of General Services, regulations for the proper care and management of the objects identified above.

The establishment of this monument is subject to valid existing rights.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this nineteenth day of January, in the year of our Lord two thousand one, and of the Independence of the United States of America the two hundred and twenty-fifth.



**GOVERNORS ISLAND  
NATIONAL MONUMENT**

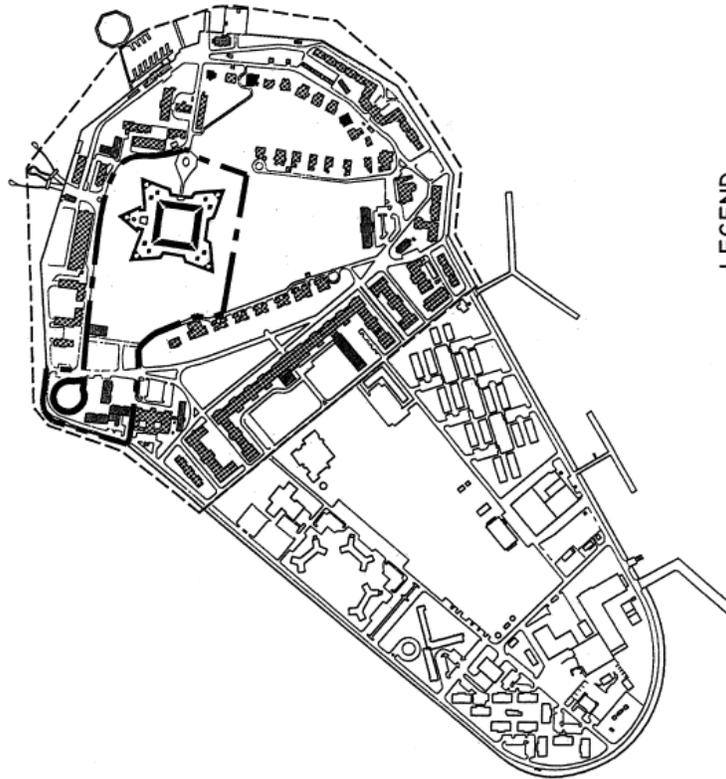
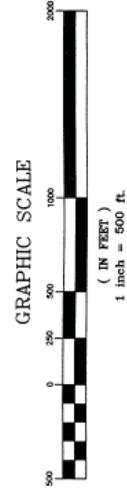
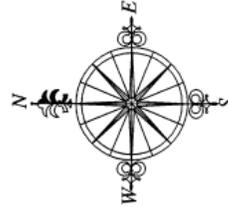
**BOUNDARY MAP**

NEW YORK COUNTY, NEW YORK

**UNITED STATES  
DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE  
DIVISION OF LAND RESOURCES**

JUNE 23, 2000

019  
80,000



LEGEND

--- PARK BOUNDARY

[FR Doc. 01-2399

Filed 1-24-01; 8:45 am]

Billing code 3195-01-C



# Federal Register

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Tuesday,  
February 11, 2003

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## Part IV

## The President

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Proclamation 7647—Establishment of the  
Governors Island National Monument

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**Presidential Documents**

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Title 3—

**Proclamation 7647 of February 7, 2003****The President****Establishment of the Governors Island National Monument****By the President of the United States of America****A Proclamation**

On the north tip of Governors Island, at the confluence of the Hudson and East Rivers, stand two fortifications that served as an outpost to protect New York City from sea attack. These two important historic objects, Castle Williams and Fort Jay, are part of a National Historic Landmark District designated in 1985. Between 1806 and 1811, these fortifications were constructed as part of the First and Second American Systems of Coastal Fortification. Castle Williams and Fort Jay represent two of the finest examples of defensive structures in use from the Renaissance to the American Civil War. They also played important roles in the War of 1812, the American Civil War, and World Wars I and II.

These fortifications were built on the most strategic defensive positions on the island. Fort Jay, constructed between 1806 and 1809, is on the highest point of the island from which its glacis originally sloped down to the waterfront on all sides. Castle Williams, constructed between 1807 and 1811, occupies a rocky promontory as close as possible to the harbor channels and served as the most important strategic defensive point in the entrance to the New York Harbor.

Governors Island was managed by the United States Army and the United States Coast Guard for nearly 200 years, but is no longer required for defense or Coast Guard purposes. It provides an excellent opportunity for the public to observe and understand the harbor history, its defense, and its ecology. Its proximity to lower Manhattan also makes it an appropriate location from which to reflect upon the tragic events of September 11, 2001.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) (the "Antiquities Act"), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

A Governors Island National Monument was established by Proclamation 7402 of January 19, 2001, in order to protect the two fortifications. The monument, however, remained subject to Public Law 105-33, section 9101, 111 Stat. 670 (August 5, 1997), which required the entire island, including the monument lands, to be sold with a right of first offer to the State and City of New York.

WHEREAS the State and City of New York each executed a consent and waiver of the right of first offer regarding Governors Island; and

WHEREAS the portion of Governors Island described on the accompanying land description was sold to the National Trust for Historic Preservation (National Trust), on January 31, 2003, and the remainder of Governors Island was sold to the Governors Island Preservation and Education Corporation (GIPEC) of the State and City of New York, on January 31, 2003; and

WHEREAS the National Trust, on January 31, 2003, relinquished and conveyed to the United States of America all lands owned by the National Trust on Governors Island; and

WHEREAS such relinquishment and conveyance have been accepted by the Secretary of the Interior (Secretary) pursuant to the Antiquities Act; and

WHEREAS it appears that it would be in the public interest to preserve Castle Williams, Fort Jay, and certain lands and buildings necessary for the care and management of the Castle and Fort as the Governors Island National Monument;

NOW, THEREFORE, I, GEORGE W. BUSH, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Governors Island National Monument for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries described on the accompanying land description, which is attached to and forms a part of this proclamation. The Federal land and interests in land reserved consist of approximately 22 acres, together with appurtenant easements for all necessary purposes and any associated federally owned personal property of historic interest, which is the smallest area compatible with the property care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or leasing or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing.

The Secretary shall manage the monument consistent with the purposes and provisions of this proclamation. For the purpose of preserving, restoring, and enhancing the public visitation and appreciation of the monument, the Secretary shall prepare a management plan for the monument within 3 years of the date of this proclamation. Further, to the extent authorized by law, the Secretary shall promulgate any additional regulations needed for the proper care and management of the objects identified above.

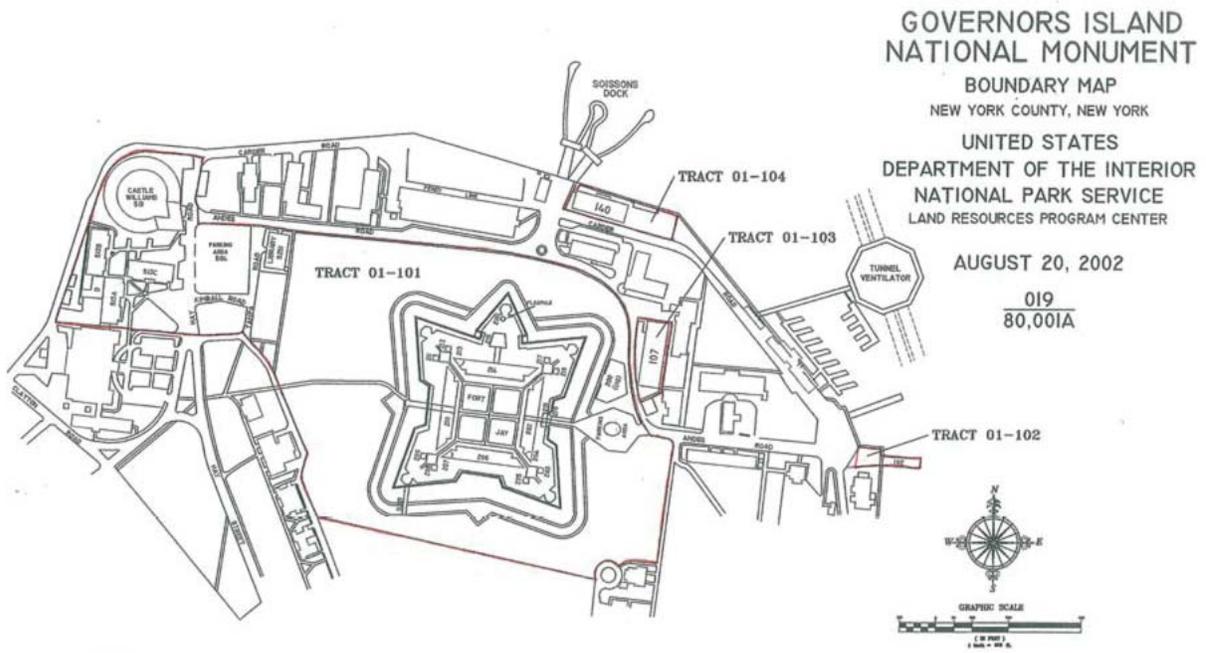
The establishment of this monument is subject to valid existing rights, if any such rights are present.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this seventh day of February, in the year of our Lord two thousand three, and of the Independence of the United States of America the two hundred and twenty-seventh.

Billing code 3195-01-P



## Appendix B: Analysis of Boundary Adjustment

The *Analysis of Boundary Adjustment* is required by Congress and must be included in all GMPs. The NPS planning guidance handbook states:

### 4.1.4 Potential Boundary Modifications

“Indications of potential boundary modifications” is the last of the four elements that Congress directed the National Park Service to consider in the development of GMPs for parks. Park boundaries are often drawn to reflect a wide range of practical considerations at one point in time, and they do not necessarily reflect natural or cultural resource features, administrative considerations, or changing land uses. Park managers frequently respond to problems with adjacent lands as they arise, but Congress, state and local governments, and the general public often ask questions about what is really necessary to protect park resources. The impacts associated with current or potential changes in adjacent land uses are some of the most frequently cited reasons why parks seek funding for a new GMP.

It is important for the GMP to take a comprehensive look at concerns about adjacent land uses, implications for management of lands within the authorized boundary, and potential for boundary adjustments. In some cases it will be appropriate for the GMP to identify areas of interest or concern in very general terms, perhaps following topography, watersheds, or roads. More detailed evaluation might follow the GMP in a separate boundary study. In other cases,

where the lands and ownership patterns are not extensive or complex, the GMP might get more specific about identifying lands that meet criteria for inclusion in the park. In either situation, adding lands to the park and having them acquired by the National Park Service is only one of many ways to accomplish goals for resource protection and enhanced quality of visitor experiences. By identifying areas of concern in the GMP, the park can promote partnerships with local governments, neighboring land managers, and private owners. Having some information in the park’s GMP regarding possible boundary modifications can help support and facilitate legislation when needed to take advantage of arising opportunities due to a willing-seller situation.

As part of the general management planning process, the NPS identifies and evaluates boundary adjustments that may be necessary or desirable to carry out the purposes of the park. Boundary adjustments may be recommended if they fulfill at least one of the following criteria:

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

Federal law calls for the NPS to consult with affected agencies and others regarding a proposed

boundary change, and to provide a cost estimate of acquisition cost, if any, related to the boundary adjustment. *NPS Management Policies, 2006* instruct that any recommendation to expand boundaries be preceded by determinations that the added lands will be:

- ◆ feasible to administer considering size, configuration, ownership, cost, and other factors; and that
- ◆ other alternatives for management and resource protection have been considered and are not adequate. (*NPS Management Policies 2006*, section 3.5, also Public Law 95–625, and Public Law 101–628)

The Antiquities Act of 1906 authorizes the President of the United States to establish National Monuments, as was done for Governors Island National Monument, and to reserve “the smallest area compatible with the proper care and management of the objects to be protected... The two primary “objects to be protected” were Fort Jay and Castle Williams. Other structures and grounds included in the boundary were considered important for the overall care and management of the park/national monument. The boundary determination was made prior to the start-up of park operations and prior to re-development of the rest of the island. This GMP requires and provides an opportunity to evaluate the current boundary and recommend any changes. The primary area of focus is where the boundary cuts across the *glacis*, dividing an important cultural landscape and defensive feature of Fort Jay nearly in half. The following section records the evaluation of the need for a boundary change to address the *glacis*.

## Evaluation

### 1. Significant Resources or Opportunities

Although the NPS boundary includes the about half of the *glacis* (13.5 of 23.3 acres), approximately 9.8 acres lies south of the National Monument boundary. This area is the lower half of the gently sloping field extending south from Fort Jay toward the South Battery (Building 298). Historic maps and photographs show the area was used for a variety of activities including a garden (around 1812), temporary housing (soldiers’ tents), parade grounds, polo, and golf. This area includes important documented archeological resources, four tennis courts (date undetermined), remnants of the golf course, and the former Super 8 motel (293) constructed in 1986. The former motel is a Category 4 structure in the Manual: non-contributing, obscuring important views, able to be removed.

The additional acreage would include significant resources (landscape, archeological, and recreational) and provide opportunities for public enjoyment related to the purposes of the National Monument by enhancing the ability of the NPS to provide interpretive and educational programs on the *glacis*.

### 2. Operational and Management Issue

There is no visible or physical boundary marker traversing the *glacis*. Approximately half is owned and maintained by GIPEC and half owned and maintained by NPS. The NPS anticipates that daily use and a high demand for recreational use and special events in the part of the *glacis* beyond the National Monument boundary may not always be coordinated with other National Monument activities. These uses or

conflicting policies as to what the public can do on the *glacis* would likely pose substantial conflicts with visitor use and enjoyment of the NPS portion of the *glacis*, be confusing to visitors, and policies could be difficult or impossible to enforce. Such incompatible uses could include historical reenactments involving firearms, while large festivals or other events are occurring elsewhere on the *glacis*. Incompatible treatment of the *glacis* grounds and vegetation and pest management policies could result in conflicts between NPS and GIPEC management. Incorporating a boundary adjustment would enhance NPS operation and management by providing a logical and natural boundary that coincides with the adjacent roads. This boundary would enable the NPS to provide consistent programming, landscape and archaeological preservation treatment and maintenance.

### 3. Protect Resources

A boundary adjustment would protect the entire remaining *glacis*—a resource critical to fulfilling National Monument’s mission, and a character-defining feature of Fort Jay. Some of GIPEC’s early plans proposed building a new structure on the site of the Super 8 motel. This new construction could further obstruct historic views and connections to the island’s third fortification, South Battery, would occur in an archaeologically sensitive area, and could introduce potentially incompatible uses. Centralizing management of the *glacis* with one entity would eliminate these potential conflicts.

### 4. Feasibility

The land that would be added to the National Monument is small (9.8 acres) and would not pose a substantial maintenance burden, since the maintenance costs are primarily grounds keeping. However, to be

feasible, the land would need to be cleared of non-historic, non-contributing Bldg. 293 and donated by GIPEC.

### 5. Other Alternatives

The *Governors Island Preservation and Design Manual* directs GIPEC to protect the *glacis*; however, as of this writing, GIPEC has not yet completed its master plan for the island. The long-term ability of GIPEC to preserve the historic resources and coordinate the activities of other organizations to avoid impacts to the landscape, archaeological resources and visitors in the National Monument cannot be determined at this time.



### Findings

A boundary adjustment to include the remainder of the *glacis*, 9.8 acres, within the boundary of the Governors Island National Monument meets the established criteria. The boundary adjustment would enable the NPS to better protect archaeological and historic resources, enhance interpretation of the cultural landscape, provide consistent landscape treatment, and coordinate public programming.

Currently, there is not sufficient information about GIPEC's long-term plans for the *glacis* and surrounding areas to know if this could become

a future issue. At present, there is no evidence of inappropriate treatment of the *glacis* resources, and NPS and GIPEC are collaborating well to avoid conflicting use of the *glacis*. Therefore, the NPS will not pursue a boundary adjustment at this time, but will continue to work with GIPEC formally and informally to manage and program sensitive areas so that important resources are preserved and maintained.

## Appendix C: Analysis of Carrying Capacity

Established national parks develop carrying capacity guidelines based on many years of experience managing visitor use and its effect on park resources. These guidelines often benefit from a solid baseline of information about visitor numbers, activities, circulation patterns, and a series of assessments of resource conditions. Once these parameters are better known, a Visitor Experience and Resource Protection (VERP) plan can be prepared. As a new park, without a history of year-round public visitation, with initial highly restricted public access, and with only preliminary assessments of resource conditions, the development of carrying capacities for the Governors Island National Monument will need to evolve over time.

Certain assumptions about the likely patterns of visitation and the effects on resources have been made to develop the provisional carrying capacities outlined below. The indicators (measurable physical or social variables) may be predicted with relative confidence; however, the standards (minimum acceptable condition) will need to be adjusted based on monitoring resources and visitors.

The largest unknown factors involve the nature of ferry transportation and the intensity of visitor uses in the historic district adjacent to the National Monument. Capacity will be influenced by the frequency of ferry arrivals, the numbers of passengers they accommodate, and the seasonality of the service. Likewise, capacity for the National Monument will be affected by the kinds of public programs offered in the historic district by GIPEC and its tenants. The unfenced boundary will likely be traversed by many visitors to the island who may not be intentional visitors of the National Monument. These issues are largely beyond the immediate control of NPS. It is clear that NPS will need to work closely with ferry operators, GIPEC and its tenants to effectively monitor and manage visitor use.

### Historic Zone

#### **Resource: *Glacis***

##### **Indicators**

Degradation of turf grass caused by pedestrian or other uses; proliferation of social trails causing localized erosion. Turf grass does not recover from year to year.

##### **Standard**

90% of the *glacis* turf grass is in good condition—uniform in appearance, without large bare spots, weeds, or uneven areas. Some social trails are acceptable. Structures are not permitted to remain on the *glacis* for long periods of time.

#### **Resource: Forts**

##### **Indicators**

Stairways are wearing down, paint and other surfaces are discolored around high-traffic and high use areas.

##### **Standard**

Structures are maintained in good condition: stairway treads are not worn down by more than ½ inch, paint and floor surfaces are maintained in good condition.

### Visitor Contact Zone

#### **Resource: Ferries, ferry landings, docks, visitor contact stations**

##### **Indicators**

Availability of ferries, visitors reporting long waiting lines; contact stations are crowded and information is unavailable or limited.

##### **Standard**

Ferries are regularly available to visitors and depart from convenient locations, providing safe and comfortable travel.

Contact stations are well-staffed, with information available in varied forms of media.

### **Resource: Public programs**

#### ***Indicators***

Perceived or actual crowding on tours and in other public programs; inability to hear ranger/guide, see exhibits or participate in programs due to overcrowding; and visitors reporting programs are oversubscribed and unavailable to them.

#### ***Standard***

Tour sizes and programs are appropriate to the audience, route and subject matter; programs are available to most visitors, with certain seasonal variations.

### **Resource: Informal visitation or self-guided tours**

#### ***Indicators***

Visitors report difficulty accessing certain National Monument buildings or areas due to conflicts with other visitors or programs. Conflicts include incompatible uses, extraneous sounds, or other factors that affect the ability of a visitor to enjoy the historic character of the National Monument.

#### ***Standard***

Buildings and surrounding areas are generally available to visitors for a range of informal recreation, within certain seasonal variations.

### **Establishing a Visitor Experience and Resource Protection Plan (VERP)**

The NPS will collect information about the conditions of historic resources and the visitor experience and prepare a Visitor Experience and Resource Protection (VERP) plan. Data collection will involve recording conditions from the same position, at the same time, on a weekly, monthly, or annual basis, as the NPS determines necessary. The following are examples of information that could be collected:

- ◆ Daily counts of visitors arriving at Governors Island docks;
- ◆ Daily visitor counts at the entrance to Castle Williams;
- ◆ Daily visitor counts at the east gate of Fort Jay;
- ◆ Monthly photographs of the *glacis* taken from Fort Jay south ramparts;
- ◆ Quarterly photographs of those National Monument interiors used for public programs.

## Appendix D: Summary of Public Involvement and Civic Engagement

NPS involved the public at key stages during the development of the Draft GMP:

- ◆ initial public scoping meetings;
- ◆ development of preliminary conceptual alternatives; and
- ◆ development of refined alternatives,

through public meetings; public presentations hosted by NPS, GIPEC, NY City Council, Governors Island Alliance, and others; briefings and discussions with the NY Congressional delegation, agency officials and civic leaders; written information provided to tribal leaders and agency officials; newsletters; and through public tours during the Summers of 2003–2007.

The comments below reflect a sampling of the public feedback the NPS has received and is not meant to be all-inclusive. Much of the feedback was verbal.

### From Newsletter #1– November, 2003

An introduction to what was then New York’s newest National Park.

**Five questions were posed in the newsletter and in other meetings:**

- ◆ How should the National Park Service treat Castle Williams, Fort Jay, and the parade grounds?
- ◆ What activities or experiences would you like the National Park Service to provide for visitors to the National Monument and island?

- ◆ How should the National Monument’s activities relate to the rest of Governors Island, and to other attractions in the area?
- ◆ Do you have any comments or questions about the National Park Service’s planning process?
- ◆ Other comments or questions?

### **Comments**

A large number of people wanted assurance that the island becomes a place for historic interpretation and commemoration, including tours, performances, and exhibits that make history come alive. People also suggested creating a downtown green space for sports, biking, and running, as well as for picnicking and enjoying the fabulous views. Another use suggested for the National Monument was education, especially with an environmental or scientific research component. All of these ideas are consistent with the mandates for the island, and NPS will explore ways to incorporate some aspect of these suggestions in the final plan. Other suggestions included banning helicopter fly–overs, being careful not to exclude residents of any of the five boroughs or New Jersey in the planning process, and taking into consideration the role of veterans, civilian and military personnel formerly stationed on the island, as well as their families who use to call Governors Island their home.

### **Concerns**

People also voiced some concerns. High on the list was the need to provide affordable ferry and small–boat access, particularly from Brooklyn. NPS also heard about the need for environmentally sound “green” design and the necessity of preserving the historic structures on

the island. Another concern was that of funding, realizing that it will take money to make a great National Monument. Suggestions included exploring private funding options as well as possible revenue-raising activities on the island.

### From Newsletter #2— Preliminary Alternatives and Other Consultations in 2005

Newsletter #2 described NPS's initial broad ideas for the ultimate treatment and use of the National Monument resources. These were presented as "Conceptual Alternatives" and included:

#### **A—Monument Emphasis**

#### **B—Whole Island Experience**

#### **C—Harbor and Beyond**

Note to reader: The purpose of the second newsletter was to get feedback on 3 potential future directions for the National Monument. They were labeled conceptual Alternatives A, B and C. Public comments from 2005 responded to those concepts. This Draft GMP/EIS reflects refinements to those preliminary alternatives and includes the no-action alternative.

#### **A—Monument Emphasis**

- ◆ NPS would offer visitors a complete story of the island's history and significance through public programs within the National Monument boundary.
- ◆ Interpretation and education would focus on harbor defense themes.
- ◆ Historic preservation treatments for the

forts and related landscapes would be done for uses that are compatible with harbor defense themes.

- ◆ NPS would partner with military/defense-related organizations to develop public programs and uses for Monument resources.

#### **B—Whole Island Experience:**

- ◆ NPS would collaborate with cultural and arts organizations to preserve and interpret the National Monument.
- ◆ Fort Jay, Castle Williams and the *glacis* would form the nucleus of NPS activities and serve as a springboard for involvement in the larger island.
- ◆ Rehabilitated Monument structures and landscapes would serve as venues for cultural events, such as art expositions, performances, and educational symposia.
- ◆ Programs in NPS facilities would be coordinated with other island owners, operators and tenants.
- ◆ NPS would interpret the island's history from locations throughout the island.

#### **C—Harbor & Beyond:**

- ◆ NPS would offer visitors opportunities to explore topics that extend beyond the Monument and island, and extend out to the greater harbor and region.
- ◆ Rehabilitated Monument structures would become a "Harbor Center" with temporary and permanent installations, complemented by other facilities on the island, that explore the natural environment and conservation of the island and NY Harbor.
- ◆ NPS would partner with educational, environmental, maritime and other harbor-related organizations to develop and manage public programs.

Five questions were posed in the newsletter and in other meetings. Responses are described below.

Public feedback—via the newsletter, opinions expressed by tour takers, and other personal interactions—about these Conceptual Alternatives informed NPS and its consultants during the refinement of the alternatives for the Draft GMP. **Important to note:** at the time the Conceptual Alternatives were developed, other critical data was not yet available. Several studies were in progress—such as the Cultural Landscape Inventory, the Historic Resources Study and the Historic Structures Reports for Castle Williams and Fort Jay. These reports, once finalized, were invaluable for the GMP team and provided a much clearer understanding about the historic meaning and significance of the resources. This information led to revised and more feasible Alternatives as described in this Draft GMP.

**Responses:** 604 (579 from web site, 15 e-mailed, 10 mailed or faxed). Most were from individuals, with several advocacy groups, such as: Governors Island Alliance, Metropolitan Waterfront Alliance, New Yorkers for Parks.

1. *Do you think the themes [described in the newsletter] are interesting? Are there other stories we should tell?*

- ◆ Generally found the themes thorough and appropriate; some believed the military themes to be most important.
- ◆ Some suggestions for other stories to tell included: the story of the Palatines, of POWs housed on the Island during WWII, the stories of individual officers stationed on the island, about Soviet ships boarded and forced to dock on Governors Island during the Cold War, about an organized-crime informant

who was kept in safe housing on the island for 30 years.

2. *Have we identified all the actions or improvements that should be common to any management alternative?*

- ◆ Strong support for ensuring convenient, affordable transportation to the island. Some stressed that having multiple transportation links throughout the harbor is critical to the success of island reuse. New Yorkers for Parks also emphasized the importance of good transportation.
- ◆ Strong support for preservation of historic resources and for removing non-historic, non-contributing structures and features.
- ◆ Others suggested the development of park space, and for more recreational use of the waterfront.
- ◆ Governors Island Alliance suggested that the most important early and common steps include: removal of non-contributing buildings; development of a visitor contact station; removal of hazardous materials, making basic repairs, and building administrative capacity.

3. *Who are potential partners for these alternatives?*

- ◆ **Arts:** New Globe Theater, American National Theatre, Dia Foundation, Lincoln Center
- ◆ **Museums:** Museum of the City of New York, Natural History Museum, Metropolitan Museum, National Museum of the American Indian, American Craft Museum
- ◆ **Educational organizations:** Local colleges and universities (City University

of NY, Fordham University, New York University, Columbia University), University Institutes of Marine and Coastal Sciences, N.Y./N.J. Harbor Estuary Program, Harbor School, South Street Seaport Museum, Interstate Environmental Commission

- ◆ **Civic organizations:** New Yorkers for Parks, Metropolitan Waterfront Alliance, Waterfront Coalition
- ◆ **Transportation:** N.Y. Water Taxi, Circle Line, NY Waterways, and SeaStreak
- ◆ **Public:** GIPEC, NPNH, Statute of Liberty, Ellis Island, and other harbor sites
- ◆ **Other:** Corporate donors, History Channel (“Save Our History” program in particular)

4. *Do you have any preferences among the conceptual alternatives or among the uses suggested for the buildings?*

- ◆ About 65% of the all the respondents wrote to support the New Globe Theater; many of these were also generally supportive of a performance and visual arts emphasis for the island in Alternative B. Those who supported the New Globe Theater felt it to be a unique and imaginative use well-suited to Castle Williams architecture.
- ◆ Although most people did not explicitly choose a preferred alternative, the majority of respondents supported a performance and visual arts emphasis (many of these also supported the New Globe in particular). Of those who selected a preferred alternative, B was the most popular.
- ◆ Supporters of an arts and culture emphasis stated that arts programming would bring repeat and year-round

visitors, appeal to a wide range of people from all over the city and world, help to revitalize downtown Manhattan, and enhance the city’s standing as a cultural and arts center by bringing a classical theater use currently in demand in New York. Many said that emphasizing arts and culture would be more forward-looking and positive than an emphasis on the island’s past.

- ◆ Of the rest of the comments, responses were more or less evenly divided on whether to emphasize military and historic, or harbor and nature-related activities and programming.
- ◆ Several people voiced support for elements of Alternative C (without explicitly choosing this alternative as preferred), including: a Harbor Center somewhere on the island, protection of natural resources, and recreational use of the waterfront. Many of the people who said they supported Alternative C felt that this alternative could be combined with elements of A and B.
- ◆ Metropolitan Waterfront Alliance and Governors Island Alliance supported a combination of Alternatives B and C. Both stated that the National Monument and the island should be central to interpretation of harbor and of the island, although both felt arts uses should be considered for the forts. MWA stated that NPS presence throughout would lend a uniform feeling to the island, and GIA said Alternative C should be developed further, particularly its relationship with other NPS harbor sites.
- ◆ There was also wide support for historic preservation, and for interpretation of the island’s military history. Those who explicitly preferred Alternative A felt that its emphasis on military history was most appropriate given the island’s

history, or that the NPS should adopt a phased approach beginning with a focus on the National Monument boundaries itself and expand throughout the island and harbor as feasible.

- ◆ Suggested uses for Fort Jay included use as a military museum, an art museum, a school, or a youth hostel.

5. *Did the alternatives cover the range of options and uses that should be considered? What else might be explored?*

- ◆ **Parks and recreation:** barbecue pits, jogging path, summer camp for underprivileged children, “Tolerance Park”.
- ◆ **Waterfront access:** recreational boat access, fishing piers.
- ◆ **Museums and public education:** aquarium, national education museum, Museum of the City of New York, Audubon Center, CUNY campus.
- ◆ **Temporary housing:** dorms, youth hostel, housing for Vista/Americorp volunteers.

Release of Draft GMP/EIS for Public Comment, 2008

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

During the review period, the NPS accepted written and oral comments on the document. The NPS carefully reviewed all comments and prepared a Comment Response Report (Appendix I). This Final GMP and EIS, will be made public

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

New Globe Theater Proposal

NPS acknowledged the interest and support for the New Globe Theater proposal in several ways and times throughout the GMP planning process by:

- ◆ Responding to individual letters and emails sent between 2003 and the 2007 public comment period.
- ◆ Printing newsletter feedback from the public in the Draft GMP.
- ◆ Meeting with proponents, individuals, organizations, agencies, public officials and Congressional offices to discuss the New Globe Theater proposal.
- ◆ Printing proposal support correspondence received during the public comment period in the Final GMP.
- ◆ Identifying the number of theater proposal support comments in the Final GMP.
- ◆ Providing and printing responses to public comments in the Final GMP.

## Appendix E: Consultation & Coordination



### United States Department of the Interior

#### NATIONAL PARK SERVICE

Northeast Regional Office - Boston  
15 State Street, 10<sup>th</sup> Floor  
Boston, Massachusetts 02109-3572

IN REPLY REFER TO:

July 14, 2004

Dr. Mamie Parker, Regional Director  
U.S. Fish & Wildlife Service  
300 Westgate Center Drive  
Hadley, MA 01035

Dr. Mamie Parker,

The National Park Service is initiating a general management planning effort to prescribe resource conditions and visitor experiences to be achieved and maintained at the new Governors Island National Monument: 22 acres on Governors Island in New York Harbor. The monument is located in New York County. Once all planning issues are identified, a range of alternatives will be developed and analyzed. Alternatives will be presented for public review in a draft environmental impact statement in late spring of 2005. We have enclosed a recent project newsletter for your reference. More information about the plan is available online at the park's website, [www.nps.gov/gois](http://www.nps.gov/gois).

This memorandum is to inform you of the initiation of the plan and to request a current list of Federal candidate, proposed, or listed threatened and endangered species, any other special status species that might occur in the locality mentioned above, as well as designated critical habitats for these species. Please contact me if you would like to discuss this request or your agency's involvement in the planning effort.

Sincerely,

Brian Aviles, Project Manager  
Park Planning & Special Studies  
(617) 223-5319, fax (617) 223-5164  
[brian\\_aviles@nps.gov](mailto:brian_aviles@nps.gov)

Enclosures

cc: Superintendent, Governors Island NM  
David Clark, NEPA Compliance, NER



# United States Department of the Interior



## FISH AND WILDLIFE SERVICE

3817 Luker Road  
Cortland, NY 13045

August 9, 2004

### Memorandum

To: Project Manager, Park Planning & Special Studies, National Park Service,  
Boston, MA

From: Field Supervisor, Fish and Wildlife Service, Cortland, NY

Subject: Governors Island National Monument, Statue of Liberty National Monument, and  
Ellis Island

This responds to your letters of July 14, 2004, requesting information on the presence of Federally listed or proposed endangered or threatened species in the vicinity of Governors Island National Monument, Ellis Island, and the Statue of Liberty National Monument, New York County, New York.

Except for occasional transient individuals, no Federally listed or proposed endangered or threatened species under our jurisdiction are known to exist in the respective project impact areas. In addition, no habitat in the respective project impact areas is currently designated or proposed "critical habitat" in accordance with provisions of the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.). Therefore, no further Endangered Species Act coordination or consultation with the U.S. Fish and Wildlife Service (Service) is required. Should project plans change, or if additional information on listed or proposed species or critical habitat becomes available, this determination may be reconsidered. The most recent compilation of Federally listed and proposed endangered and threatened species in New York\* is available for your information.

The above comments pertaining to endangered species under our jurisdiction are provided pursuant to the Endangered Species Act. This response does not preclude additional Service comments under other legislation.

Federally listed endangered and threatened marine species may be found near the project area. These species are under the jurisdiction of the National Oceanic and Atmospheric Administration/Fisheries (NOAA/F). You should contact Mr. Stanley Gorski, Habitat Conservation Division, Field Offices Supervisor, NOAA/F, James J. Howard Marine Sciences Laboratory, 74 Magruder Road, Highlands, NJ 07732, for additional information (telephone: [732] 872-3037).

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For additional information on fish and wildlife resources or State-listed species, we suggest you contact the appropriate New York State Department of Environmental Conservation regional office(s),\* and:

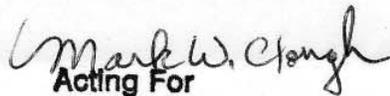
New York State Department of Environmental Conservation  
New York Natural Heritage Program Information Services  
625 Broadway  
Albany, NY 12233-4757  
(518) 402-8935

Since wetlands may be present, you are advised that National Wetlands Inventory (NWI) maps may or may not be available for the respective project areas. However, while the NWI maps are reasonably accurate, they should not be used in lieu of field surveys for determining the presence of wetlands or delineating wetland boundaries for Federal regulatory purposes. Copies of specific NWI maps can be obtained from:

Cornell Institute for Resource Information Systems  
302 Rice Hall  
Cornell University  
Ithaca, NY 14853-5601  
(607) 255-6520  
web: <http://iris.css.cornell.edu>  
email: [cornell-iris@cornell.edu](mailto:cornell-iris@cornell.edu)

Work in certain waters of the United States, including wetlands, may require a permit from the U.S. Army Corps of Engineers (Corps). If a permit is required, in reviewing the application pursuant to the Fish and Wildlife Coordination Act, the Service may concur, with or without recommending additional permit conditions, or recommend denial of the permit depending upon potential adverse impacts on fish and wildlife resources associated with project construction or implementation. The need for a Corps permit may be determined by contacting the appropriate Corps office(s).\*

If you require additional information or assistance please contact Michael Stoll at (607) 753-9334.

  
Acting For

David A. Stilwell

\*Additional information referred to above may be found on our website at:  
<http://nyfo.fws.gov/es/esdesc.htm>.

cc: NYSDEC, Long Island City, NY (Environmental Permits)  
NYSDEC, Albany, NY (Natural Heritage Program)  
NOAA/F, Highlands, NJ (Attn: S. Gorski)  
NOAA/F, Milford, CT (Attn: M. Ludwig)  
COE, New York, NY

appendices

## UNITED STATES DEPARTMENT OF THE INTERIOR



### NATIONAL PARK SERVICE

Governors Island National Monument  
10 South Street - Battery Maritime Building Slip 7  
New York, NY 10004-1900

November 9, 2006

New York State Department of Environmental Conservation  
New York Natural Heritage Program Information Services  
625 Broadway  
Albany, NY 12233-4757  
518.402.8935

To Whom It May Concern:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument, located in New York Harbor—just off the tip of Manhattan and a stone's throw across Buttermilk Channel from Brooklyn—comprises 22 acres in the northern part of the island containing Castle Williams and Fort Jay. Fort Jay, a square four-bastioned fort started in the 1790's, and Castle Williams, a circular casemated work completed in 1811, were erected as part of the Second American System of fortification in the years preceding the War of 1812.

The remaining 150 acres of the island have been transferred from the Federal Government to New York State's Governors Island Preservation and Education Corporation (GIPEC) with legal agreements that the island will be used as an "educational, recreational and cultural center that will offer a broad range of public uses." NPS has been coordinating its planning efforts for the monument with those of GIPEC throughout the GMP process.

The planning team held the first round of public meetings in November, 2003 in New York and will continue to engage the public throughout the planning process. For general information about the about the park please visit [www.nps.gov/gois](http://www.nps.gov/gois).

The GMP's preferred alternative, Alternative D, recommends a rehabilitation of the two forts, including the abatement of hazardous materials and lead paint; the repair of the NPS dock and the installation of a floating dock; demolition of two non-historic buildings; and rehabilitation of the landscape between the two forts.

Correspondence with the U.S. Fish and Wildlife Service indicated no federally listed or proposed endangered or threatened species in the vicinity of Governors Island.

The NPS planning team has been using a number of resources to draft the Affected Environment and Environmental Consequences chapters of the GMP, including the FEIS prepared for the Governors Island Disposition by the General Services Administration (GSA) in 1998. This document—through its consultation with the National Marine Fisheries Service indicated the following:

on NYS and federal endangered species list:

- shortnose sturgeon (*Acipenser brevirostrum*)
- Kemps Ridley sea turtle or Atlantic Ridley sea turtle (*Lepidochelys kempii*)
- leatherback sea turtle (*Dermochelys coriacea*)

on NYS and federal protected species list:

- loggerhead turtle (*Caretta caretta*)
- green sea turtle (*Chelonia mydas*)

on NYS and federal species of concern list:

- Atlantic sturgeon (*Acipenser oxyrinchus*)

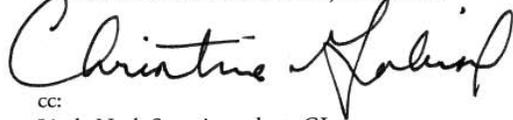
The conclusion of the GSA FEIS was that none of the proposed alternatives would have an adverse impact on any of the endangered or threatened species listed above. The actions proposed in the NPS GMP's preferred alternative are far less in scope and magnitude and the team has concluded that there would be no adverse effects to any flora or fauna in the vicinity of Governors Island, including any that may be endangered or of special concern. The GSA FEIS also found no wetlands present anywhere on the island.

Please confirm the accuracy of the above information regarding endangered, protected and special concern species.

The planning team will forward a draft of the NPS GOIS GMP/EIS for your review and comment when it becomes ready. We look forward to your comments.

Sincerely,

Christine Gobrial, AICP, Project Planner



cc:

Linda Neal, Superintendent, GI  
Jacki Katzmire, Regional Environmental Coordinator, NERO, NPS  
Mr. Stanley Gorksi, Habitat Conservation Division, NOAA/F



# New York Natural Heritage Program

A Partnership between The Nature Conservancy and the NYS Department of Environmental Conservation

625 Broadway, 5<sup>th</sup> Floor Albany, NY 12233-4757 (518) 402-8935 Fax (518) 402-8925 [www.nynhp.org](http://www.nynhp.org)

**Christine Gobrial**  
US Dept. of Interior  
National Park Service  
Governors Island National Monument  
10 South Street, Battery Maritime Bldg Slip 7  
New York, NY 10004-1900

Dear Ms. Gobrial:

Re the enclosed letter you sent to NYS DEC, Heritage Program

Our program has no comments on the Species listed in your letter. However, we have copied your letter and forwarded one to Joe Pane, NYS DEC Region 2, Hunters Point, Long Island - (718) 482-4941; and one copy to Kathy Haltala, NYS DEC Region 3, Hudson River Fisheries, New Paltz - (845) 256-3069, and requested they reply directly to you, with their comments.

Sincerely,

**Nicholas B. Conrad**  
NY Natural Heritage Program  
Information Services Coordinator

/jp  
cc: Joe Pane, Reg. 2  
Kathy Haltala, Reg. 3

**UNITED STATES DEPARTMENT OF THE INTERIOR**

**NATIONAL PARK SERVICE**  
Governors Island National Monument  
10 South Street - Battery Maritime Building Slip 7  
New York, NY 10004-1900

November 9, 2006

Mr. Stanley Gorski  
Habitat Conservation Division  
Field Offices Supervisor, NOAA/F  
74 Magruder Road  
Highlands, NJ 07732  
732.872.3037

Dear Mr. Gorski:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument, located in New York Harbor—just off the tip of Manhattan and a stone's throw across Buttermilk Channel from Brooklyn—comprises 22 acres in the northern part of the island containing Castle Williams and Fort Jay. Fort Jay, a square four-bastioned fort started in the 1790's, and Castle Williams, a circular casemated work completed in 1811, were erected as part of the Second American System of fortification in the years preceding the War of 1812.

The remaining 150 acres of the island have been transferred from the Federal Government to New York State's Governors Island Preservation and Education Corporation (GIPEC) with legal agreements that the island will be used as an "educational, recreational and cultural center that will offer a broad range of public uses." NPS has been coordinating its planning efforts for the monument with those of GIPEC throughout the GMP process.

The planning team held the first round of public meetings in November, 2003 in New York and will continue to engage the public throughout the planning process. For general information about the about the park please visit [www.nps.gov/gois](http://www.nps.gov/gois).

The GMP's preferred alternative, Alternative D, recommends a rehabilitation of the two forts, including the abatement of hazardous materials and lead paint; the repair of the NPS dock and the installation of a floating dock; demolition of two non-historic buildings; and rehabilitation of the landscape between the two forts.

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on NYS and federal protected species list:

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- Atlantic sturgeon (*Acipenser oxyrinchus*)

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Please confirm the accuracy of the above information regarding endangered, protected and special concern species.

The planning team will forward a draft of the NPS GOIS GMP/EIS for your review and comment when it becomes ready. We look forward to your comments.

Sincerely,

Christine Gobrial, AICP, Project Planner

cc:

Linda Neal, Superintendent, GI  
Jacki Katzmire, Regional Environmental Coordinator, NERO, NPS  
Natural Heritage Program, NYSDEC, Albany, NY



## United States Department of the Interior

NATIONAL PARK SERVICE  
Governors Island National Monument  
26 Wall Street  
New York, NY 10005

IN REPLY REFER TO:

May 10, 2004

Chief Joe Brooks  
Delaware Tribe of Indians  
220 NW Virginia Avenue  
Bartlesville, OK 74003

Dear Chief Brooks:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument is located on Governors Island, in New York Harbor, ½ mile off the southern tip of Manhattan. Governors Island totals 172 acres and was used by the U.S. Army and subsequently the U.S. Coast Guard for the past 200 years.

The National Monument property totals 22.78 acres and includes two early 19<sup>th</sup> century fortifications – Fort Jay and Castle Williams, a dock, an 1840's former Arsenal building, and apartments built in the 1970's for Coast Guard personnel. Fort Jay, a square, four-bastioned fort, and Castle Williams, a circular casemated fort, were erected as part of the First and Second American Systems of fortification in the years immediately preceding the War of 1812.

The remaining 150 acres of Governors Island was transferred from the federal government, with legal agreements that the island will be used as an "educational, recreational and cultural center that will offer a broad range of public uses," to the Governors Island Preservation and Education Corporation (GIPEC), a business corporation acting on behalf of the State and City of New York. NPS is coordinating its planning efforts for the monument with those of GIPEC throughout the GMP process.

We would like to begin the process set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2(c)(B)(ii) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we are initiating early consultation to give the Delaware Nation the opportunity to identify concerns about the sites and historic properties that may be affected in the future. Early consultation enables you to advise us on the identification

and evaluation of historic sites and other places, including those of traditional religious and cultural importance.

The GMP/EIS will present and evaluate a range of alternative approaches to NPS management and development of the park, built upon a description and assessment of existing conditions, consideration of public comments and ideas, and with a grounding in federal and NPS policies, regulations and laws. NPS cultural resource management professionals in archeology, historic architecture, historic landscape architecture, ethnography and collections management will be consulted throughout the process.

The planning team is beginning to formulate park goals, conduct analyses and develop a framework for alternatives. Planning issues to be addressed relate to cultural and natural resource preservation, park operations, safety and visitor use and enjoyment.

We are developing preliminary alternatives in Spring 2004, moving to a Draft GMP/EIS by Spring 2005, and a Final Report later that year. Our intent is to enable the NPS Regional Director to release a Record of Decision in January, 2006.

NPS has begun a public involvement process to inform all interested parties about the GMP/EIS and to obtain early and meaningful input regarding resources and other issues related to the site. The planning team held a first round of public meetings in November, 2003, in New York City and will continue to engage the public throughout the planning process.

For general information about the GMP and upcoming public meetings, please visit: [www.governorsislandnationalmonument.org](http://www.governorsislandnationalmonument.org) We have also enclosed a copy of the GMP's project agreement for your information.

We are interested in your perspectives, or those of your representative. Brian Aviles, Project Manager, and Chuck Smythe, NPS Northeast Region Native American Liaison Program Leader, would be happy to meet or talk with you or your representative regarding potential resource concerns on Governors Island.

If you have any questions or would like additional information, please contact me at (212) 514-8286 or Brian Aviles at (617) 223-5319. A meeting in New York with the three Delaware tribes may be arranged if that would help advance the consultation.

Sincerely,



Linda Neal  
Superintendent

Enclosure: Project Agreement

cc:  
Marie Rust  
Regional Director  
National Park Service  
Northeast Region  
U.S. Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

Brice Obermeyer  
NAGPRA Director  
Delaware Tribe of Indians  
220 NW Virginia Avenue  
Bartlesville, OK 74003



## United States Department of the Interior

NATIONAL PARK SERVICE  
Governors Island National Monument  
26 Wall Street  
New York, NY 10005

IN REPLY REFER TO:

May 10, 2004

Mr. Bruce Gonzales, Tribal President  
Delaware Nation  
P.O. Box 825  
Anadarko, OK 73004

Dear President Gonzeles:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument is located on Governors Island, in New York Harbor, ½ mile off the southern tip of Manhattan. Governors Island totals 172 acres and was used by the U.S. Army and subsequently the U.S. Coast Guard for the past 200 years.

The National Monument property totals 22.78 acres and includes two early 19<sup>th</sup> century fortifications – Fort Jay and Castle Williams, a dock, an 1840's former Arsenal building, and apartments built in the 1970's for Coast Guard personnel. Fort Jay, a square, four-bastioned fort, and Castle Williams, a circular casemated fort, were erected as part of the First and Second American Systems of fortification in the years immediately preceding the War of 1812.

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We would like to begin the process set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.2(c)(B)(ii) regarding historic properties and sites of significance to Native American tribes. While no specific projects will be implemented at this point, we are initiating early consultation to give the Delaware Nation the opportunity to identify concerns about the sites and historic properties that may be affected in the future. Early consultation enables you to advise us on the identification

and evaluation of historic sites and other places, including those of traditional religious and cultural importance.

The GMP/EIS will present and evaluate a range of alternative approaches to NPS management and development of the park, built upon a description and assessment of existing conditions, consideration of public comments and ideas, and with a grounding in federal and NPS policies, regulations and laws. NPS cultural resource management professionals in archeology, historic architecture, historic landscape architecture, ethnography and collections management will be consulted throughout the process.

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We are developing preliminary alternatives in Spring 2004, moving to a Draft GMP/EIS by Spring 2005, and a Final Report later that year. Our intent is to enable the NPS Regional Director to release a Record of Decision in January, 2006.

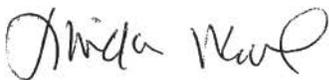
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If you have any questions or would like additional information, please contact me at (212) 514-8286 or Brian Aviles at (617) 223-5319. A meeting in New York with the three Delaware tribes may be arranged if that would help advance the consultation.

Sincerely,



Linda Neal  
Superintendent

Enclosure: Project Agreement

cc:  
Marie Rust  
Regional Director  
National Park Service  
Northeast Region  
U.S. Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

Phyllis Wahahrockah-Tasi  
Delaware National NAGPRA Office  
220 NW Virginia Avenue  
Bartlesville, OK 74003



## DELAWARE TRIBE OF INDIANS

220 N.W. VIRGINIA • BARTLESVILLE, OKLAHOMA 74003  
TELEPHONE: (918) 336-5272 • FAX: (918) 336-5513

May 19, 2004

U.S. Department of the Interior  
Attn: Linda Neal  
National Park Service  
Governors Island National Monument  
26 Wall Street  
New York, NY 1005

Re: Governors Island National Monument located on Governors Island,  
in New York Harbor, ½ mile off the southern tip of Manhattan.

Dear Ms. Neal:

Thank you for informing us on the proposed construction associated with the above referenced project. Our review indicates that there are no religious or culturally significant sites in the project area. As such, we defer comment to your office as well as to the State Historic Preservation Office and/or the State Archaeologist.

We wish to continue as a consulting party on this project and look forward to receiving a copy of the cultural resources survey report if one is performed. We also ask that if any human remains are accidentally unearthed during the course of the survey and/or the construction project that you cease development immediately and inform the Delaware Tribe of Indians of the inadvertent discovery.

If you have any questions, please feel free to contact this office by phone at (918) 336-5272.

Sincerely,

Brice Obermeyer Ph.D.  
NAGPRA Director  
Delaware Tribe of Indians



IN REPLY REFER TO:

## United States Department of the Interior

NATIONAL PARK SERVICE  
Governors Island National Monument  
26 Wall Street  
New York, NY 10005

May 10, 2004

Mr. Robert Chicks, President  
Stockbridge-Munsee Community of Wisconsin  
N8476 Mo He Con Nuck Road  
Bowler, WI 54416

Dear President Chicks:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument is located on Governors Island, in New York Harbor, ½ mile off the southern tip of Manhattan. Governors Island totals 172 acres and was used by the U.S. Army and subsequently the U.S. Coast Guard for the past 200 years.

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The GMP/EIS will present and evaluate a range of alternative approaches to NPS management and development of the park, built upon a description and assessment of existing conditions, consideration of public comments and ideas, and with a grounding in federal and NPS policies, regulations and laws. NPS cultural resource management professionals in archeology, historic architecture, historic landscape architecture, ethnography and collections management will be consulted throughout the process.

The planning team is beginning to formulate park goals, conduct analyses and develop a framework for alternatives. Planning issues to be addressed relate to cultural and natural resource preservation, park operations, safety and visitor use and enjoyment.

We are developing preliminary alternatives in Spring 2004, moving to a Draft GMP/EIS by Spring 2005, and a Final Report later that year. Our intent is to enable the NPS Regional Director to release a Record of Decision in January, 2006.

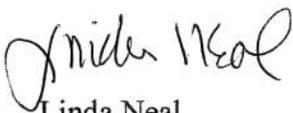
NPS has begun a public involvement process to inform all interested parties about the GMP/EIS and to obtain early and meaningful input regarding resources and other issues related to the site. The planning team held a first round of public meetings in November, 2003, in New York City and will continue to engage the public throughout the planning process.

For general information about the GMP and upcoming public meetings, please visit: [www.governorsislandnationalmonument.org](http://www.governorsislandnationalmonument.org) We have also enclosed a copy of the GMP's project agreement for your information.

We are interested in your perspectives, or those of your representative. Brian Aviles, Project Manager, and Chuck Smythe, NPS Northeast Region Native American Liaison Program Leader, would be happy to meet or talk with you or your representative regarding potential resource concerns on Governors Island.

If you have any questions or would like additional information, please contact me at (212) 514-8286 or Brian Aviles at (617) 223-5319. A meeting in New York with the three Delaware tribes may be arranged if that would help advance the consultation.

Sincerely,



Linda Neal  
Superintendent

Enclosure: Project Agreement

cc:

Marie Rust  
Regional Director  
National Park Service  
Northeast Region  
U.S. Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

Sherry White, THPO  
Stockbridge-Munsee Community of Wisconsin  
N8476 Mo He Con Nuck Road  
Bowler, WI 54416



## United States Department of the Interior

NATIONAL PARK SERVICE  
Governors Island National Monument  
26 Wall Street  
New York, NY 10005

IN REPLY REFER TO:

May 10, 2004

Ms. Bernadette Castro  
State Historic Preservation Officer  
Parks, Recreation & Historic Preservation  
Agency Building #1  
Empire State Plaza  
Albany, NY 12238

Dear Ms. *Bernadette* Castro:

The National Park Service (NPS) is developing a General Management Plan (GMP) and Environmental Impact Statement (EIS) for Governors Island National Monument.

Governors Island National Monument is located on Governors Island, in New York Harbor, ½ mile off the southern tip of Manhattan. Governors Island totals 172 acres and was used by the U.S. Army and subsequently the U.S. Coast Guard for the past 200 years.

The National Monument property totals 22.78 acres and includes two early 19<sup>th</sup> century fortifications – Fort Jay and Castle Williams, a dock, an 1840's former Arsenal building, and apartments built in the 1970's for Coast Guard personnel. Fort Jay, a square, four-bastioned fort, and Castle Williams, a circular casemated fort, were erected as part of the First and Second American Systems of fortification in the years immediately preceding the War of 1812.

The remaining 150 acres of Governors Island was transferred from the federal government, with legal agreements that the island will be used as an “educational, recreational and cultural center that will offer a broad range of public uses,” to the Governors Island Preservation and Education Corporation (GIPEC), a business corporation acting on behalf of the State and City of New York. NPS is coordinating its planning efforts for the monument with those of GIPEC throughout the GMP process.

We would like to begin the process set forth in Section 106 of the National Historic Preservation Act (36 CFR 800.8(a) and the 1995 Programmatic Agreement for compliance with Section 106 of the National Historic Preservation Act of 1966, as amended. We are initiating early consultation and advice to ensure that cultural resources

are adequately considered in the planning process. We welcome your input at this stage and will continue to seek your comments as the planning process advances.

The GMP/EIS will present and evaluate a range of alternative approaches to NPS management and development of the park. These alternatives will be built upon a description and assessment of existing conditions, public involvement, and federal and NPS policies, regulations and laws. We will also utilize several cultural resource management studies for archeological, landscape and other historic resources in developing the plan. Additionally, NPS cultural resource management professionals will be consulted as needed in the areas of archeology, historic architecture, historic landscape architecture, ethnography, and collections management.

The planning team is beginning to formulate park goals, conduct analyses and develop a framework for alternatives. Planning issues to be addressed relate to cultural and natural resource preservation, park operations, safety, visitor use and enjoyment and carrying capacity.

We are developing preliminary alternatives in Spring 2004, moving to a Draft GMP/EIS by Spring 2005, and a Final Report later that year. Our intent is to enable the NPS Regional Director to release a Record of Decision in January, 2006.

NPS has begun a public involvement process to inform all interested parties about the GMP/EIS and to obtain early and meaningful input regarding resources and other issues related to the site. The planning team held a first round of public meetings in November, 2003, in Manhattan and Brooklyn and will continue to engage the public throughout the planning process.

For general information about the GMP and upcoming public meetings, please visit: [www.governorsislandnationalmonument.org](http://www.governorsislandnationalmonument.org) We have also enclosed a copy of the GMP's project agreement for your information.

We look forward to working with you on the Governors Island National Monument GMP/EIS. If you have any questions or would like additional information, please contact the GMP's Project Manager, Brian Aviles, at (617) 223-5319.

Sincerely,



Linda Neal  
Superintendent

Enclosure

cc: Marie Rust, NPS Regional Director



## United States Department of the Interior

NATIONAL PARK SERVICE  
Governors Island National Monument  
26 Wall Street  
New York, NY 10005

IN REPLY REFER TO:

May 10, 2004

Mr. Don Klima  
Advisory Council on Historic Preservation  
Eastern Office of Review  
Old Post Office Building  
1100 Pennsylvania Avenue, NW, Suite 809  
Washington, DC 20004

Dear Mr. Klima:

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Governors Island National Monument is located on Governors Island, in New York Harbor, ½ mile off the southern tip of Manhattan. Governors Island totals 172 acres and was used by the U.S. Army and subsequently the U.S. Coast Guard for the past 200 years.

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The GMP/EIS will present and evaluate a range of alternative approaches to NPS management and development of the park. These alternatives will be built upon a description and assessment of existing conditions, public involvement, and federal and NPS policies, regulations and laws. We will also utilize several cultural resource management studies for archeological, landscape and other historic resources in developing the plan. Additionally, NPS cultural resource management professionals will be consulted as needed in the areas of archeology, historic architecture, historic landscape architecture, ethnography, and collections management.

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We look forward to working with you on the Governors Island National Monument GMP/EIS. If you have any questions or would like additional information, please contact the GMP's Project Manager, Brian Aviles, at (617) 223-5319.

Sincerely,



Linda Neal  
Superintendent

Enclosure

cc: Marie Rust, NPS Regional Director

Consulted Parties (a partial list)**Governments**

- ◆ Delaware Tribe of Indians, Oklahoma (subsequent to the consultation for this GMP, this tribe is no longer a federally-recognized tribal government)
- ◆ Delaware Tribe of Western Oklahoma (subsequent to the consultation for this GMP, the name of this tribe has been changed to Delaware Nation)
- ◆ Stockbridge–Munsee Band of Mohican Indians (subsequent to the consultation for this GMP, the name of this tribe has been changed to Stockbridge-Munsee Community)

**Historic Preservation**

- ◆ Advisory Council on Historic Preservation
- ◆ American Institute of Architects, New York Chapter
- ◆ American Society of Landscape Architects, New York Chapter
- ◆ National Trust for Historic Preservation
- ◆ New York Historical Society
- ◆ New York City Landmarks Preservation Commission
- ◆ New York State Office of Parks, Recreation and Historic Preservation
- ◆ Professional Archeologists of New York City

**Parks and Cultural Organizations**

- ◆ Battery Conservancy
- ◆ Brooklyn Bridge Park Coalition
- ◆ Governors Island Alliance
- ◆ Harbor Defense Museum at Fort Hancock
- ◆ Metropolitan Waterfront Alliance
- ◆ Municipal Art Society
- ◆ National Park Foundation
- ◆ National Parks Conservation Association
- ◆ New Yorkers for Parks

- ◆ New York/New Jersey Harbor Bay Keeper
- ◆ Trust for Public Land

**Community & Civic Organizations**

- ◆ Alliance for Downtown New York
- ◆ Brooklyn Chamber of Commerce
- ◆ Brooklyn Community Board #2
- ◆ Brooklyn Community Board #6
- ◆ Manhattan Community Board #1

**Government Agencies**

- ◆ Assembly Speaker Sheldon Silver, New York State
- ◆ Senator Joseph L. Bruno, New York State
- ◆ Fire Department of the City of New York
- ◆ General Services Administration
- ◆ Governors Island Preservation and Education Corporation (GIPEC)
- ◆ Governor's Office, New York State
- ◆ Mayor's Office, New York City
- ◆ New York City Department of Parks and Recreation
- ◆ New York City Department of Transportation
- ◆ U.S. Coast Guard
- ◆ U.S. Congressional delegation, State of New York
  - Senator Charles Schumer
  - Senator Hillary Clinton
  - Representative Anthony Weiner
  - Representative Jerrold Nadler
  - Representative Carolyn Maloney
- ◆ U.S. Fish and Wildlife Service
- ◆ U.S. Army, History Division

**Other Organizations**

- ◆ New Globe Theater
- ◆ NYC & Company
- ◆ Van Alen Institute
- ◆ United War Veterans

## Appendix F: Glossary

**Accessibility**—the provision of NPS programs, facilities, and services in ways that include individuals with disabilities, or makes available to those individuals the same benefits available to persons without disabilities. See also “Universal design.”

**Accession**—a transaction whereby a museum object or specimen is acquired for a museum collection. Accessions include gifts, exchanges, purchases, field collections, loans, and transfers.

**Adaptive use, also adaptive reuse**—a process that adapts buildings for new uses while retaining their historic features.

**Administrative record**—the “paper trail” that documents an agency’s decision-making process and the basis for the agency’s decision. It includes all materials directly or indirectly considered by persons involved in the decision-making process. These are the documents that a judge will review to determine whether the process and the resulting agency decision were proper.

**Archeological resource**—any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research.

**Best management practices (BMPs)**—practices that apply the most current means and technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental

performance. See also “Sustainable practices/principles.”

**Carrying capacity (visitor)**—the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in a park.

**Civic engagement**—a continuous, dynamic conversation with the public on many levels that reinforces the commitment of both NPS and the public to the preservation of heritage resources, both cultural and natural, and strengthens public understanding of the full meaning and contemporary relevance of these resources.

**Commemorative work**—any statue, National Monument, sculpture, plaque, memorial, or other structure or landscape feature, including a garden or memorial grove, designed to perpetuate the memory of a person, group, event, or other significant element of history.

**Consultation**—a discussion, conference, or forum in which advice or information is sought or given, or information or ideas are exchanged. Consultation generally takes place on an informal basis; formal consultation requirements for compliance with Section 106 of NHPA are published in 36 CFR Part 800.

**Contributing property**—those buildings, structures, landscapes, archeological, and cultural resources that together, or individually, assist in defining the historic, architectural, or cultural character of a district.

**Cooperating associations**—private, nonprofit corporations established under state law which support the educational, scientific, historical,

and interpretive activities of the NPS in a variety of ways, pursuant to formal agreements with the NPS.

**Critical habitat**—specific areas within a geographical area occupied by a threatened or endangered species which contain those physical or biological features essential to the conservation of the species, and which may require special management considerations or protection; and specific areas outside the geographical area occupied by the species at the time of its listing, upon a determination by the Secretary of the Interior that such areas are essential for the conservation of the species.

**Cultural landscape**—a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or esthetic values. There are four non-mutually exclusive types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

**Cultural landscape treatments**, four approaches:

**Preservation**—maintains the existing integrity and character of a cultural landscape by arresting or retarding deterioration caused by natural forces and normal use. It includes both maintenance and stabilization. Maintenance is a systematic activity mitigating wear and deterioration of a cultural landscape by protecting its condition. In light of the dynamic qualities of a landscape, maintenance is essential for the long-term preservation of individual features and the integrity of the entire landscape. Stabilization involves reestablishing the stability of an unsafe, damaged, or deteriorated cultural landscape while maintaining its existing character.

**Rehabilitation**—improves the utility or function of a cultural landscape, through repair or alteration, to make possible an efficient compatible use while preserving those portions or features that are important in defining its significance.

**Restoration**—accurately depicts the form, features, and character of a cultural landscape as it appeared at a specific period or as intended by its original constructed design. It may involve the reconstruction of missing historic features and selective removal of later features, some having cultural value in themselves.

**Reconstruction**—entails depicting the form, features, and details of a non-surviving cultural landscape, or any part thereof, as it appeared at a specific period or as intended by its original constructed design. Reconstruction of an entire landscape is always a last-resort measure for addressing a management objective and will be undertaken only upon specific written approval of the director after policy review in the Washington office.

**Cultural resource**—an aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places, and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

**Decision point**—a fundamental question the plan needs to answer; a planning issue. For example, should the park achieve one set of resource conditions and experiences, or some other?

**Derogation**—see “Impairment.”

**Developed area**—an area managed to provide and maintain facilities (e.g., roads, campgrounds, housing) serving park managers and visitors. Includes areas where park development or intensive use may have substantially altered the natural environment or the setting for culturally significant resources.

**EA**—environmental assessment.

**Ecosystem**—a system formed by the interaction of a community of organisms with their physical environment, considered as a unit.

**EIS**—environmental impact statement.

**Environmental assessment (EA)**—a NEPA document that is prepared (a) to help determine whether the impact of a proposed action or its alternatives could be significant; (b) to aid the NPS in compliance with NEPA by evaluating a proposal that will have no significant impacts, but may have measurable adverse impacts; or (c) as an evaluation of a proposal that is either not described on the list of categorically excluded actions, or is on the list, but exceptional circumstances apply.

**Environmental impact statement (EIS)**—a detailed NEPA analysis document that is prepared when a proposed action or alternatives has the potential for significant impact on the human environment.

**Environmental leadership**—advocating on a personal and organizational level best management practices and the principles of sustainability, and making decisions that demonstrate a commitment to those practices and principles.

**Ethnographic landscape**—an area containing a variety of natural and cultural resources

that traditionally associated people define as heritage resources. The area may include plant and animal communities, structures, and geographic features, each with their own special local names.

**Ethnographic resources**—objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with associated people identifies and explains the places and things they find culturally meaningful. Ethnographic resources eligible for the National Register of Historic Places are called traditional cultural properties.

**Exotic species, also non-native species**—those species that occupy or could occupy park lands directly or indirectly as the result of deliberate or accidental human activities. Exotic species are also commonly referred to as non-native, alien, or invasive species. Because an exotic species did not evolve in concert with the species native to the place, the exotic species is not a natural component of the natural ecosystem at that place.

**General Management Plan (GMP)**—a plan which clearly defines direction for resource preservation and visitor use in a park, and serves as the basic foundation for decision making. GMPs are developed with broad public involvement.

**GIPEC**—Governors Island Preservation and Education Corporation.

**GMP**—General Management Plan.

**GSA**—General Services Administration.

**Historic preservation**—see “Treatment of historic properties” and “Cultural landscape treatments.”

**Historic property**—a district, site, building, structure, or object significant in the history of American archeology, architecture, culture, engineering, or politics at the national, state, or local level.

**Impact**—the likely effects of an action or proposed action upon specific natural, cultural, or socioeconomic resources. Impacts may be direct, indirect, cumulative, beneficial, or adverse. Severe impacts that harm the integrity of park resources or values are known as “impairments.”

**Impairment**—an impact so severe that, in the professional judgment of a responsible NPS manager, it would harm the integrity of park resources or values and violate the 1916 NPS Organic Act.

**Implementation plan**—a plan that focuses on how to implement an activity or project needed to achieve a long-term goal. An implementation plan may direct a specific project or an ongoing activity.

**Indicators**—are defined as specific, measurable physical, ecological, or social variables that reflect the overall condition of a zone. Resource indicators measure visitor impacts on the biological, physical, and/or cultural resources of a park; social indicators measure visitor impacts on the visitor experience.

**Interpretation**—a communication process that forges emotional and intellectual connections between the interests of the audience and the inherent meanings in the resource.

**Integrated pest management**—a decision-making process that coordinates knowledge of pest biology, the environment, and available technology to prevent unacceptable levels of pest damage, by cost-effective means, while posing the least possible hazard to people, resources, and the environment.

**Landscape treatments**—see “Cultural landscape treatments.”

**Lightscape (natural ambient)**—the state of natural resources and values as they exist in the absence of human-caused light.

**List of Classified Structures (LCS)**—an evaluated inventory of all prehistoric and historic structures in the parks of the national park system having historical and/or architectural/engineering significance in which the Service has or plans to acquire any enforceable legal interest.

**Management prescriptions**—a planning term referring to statements about desired resource conditions and visitor experiences, along with appropriate kinds and levels of management, use, and development for each park area.

**Mission-critical**—something that is essential to the accomplishment of an organization’s core responsibilities.

**Mitigation**—modification of a proposal to lessen the intensity of its impact on a particular resource.

**National park system**—the sum total of the land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, National Monument, historic, parkway, recreational, or other purposes.

**National Monument**—a unit of the national park system intended to preserve at least one nationally significant resource. It is usually smaller than a national park.

**National Historic Landmark (NHL)**—districts, sites, buildings, structures, or objects that have been determined by the Secretary of the Interior to be nationally significant in American history. Such properties are also included on the National Register of Historic Places.

**Native Americans, also American Indian Tribes**—includes American Indians, Alaska natives, native peoples of the Caribbean, native Hawaiians, and other native Pacific islanders.

**Native species**—all species that have occurred or now occur as a result of natural processes. Native species in a place are evolving in concert with each other.

**NEPA process**—the objective analysis of a proposed action to determine the degree of its environmental impact on the natural and physical environment; alternatives and mitigation that reduce that impact; and the full and candid presentation of the analysis to, and involvement of, the interested and affected public. Required of federal agencies by the National Environmental Policy Act of 1969 (NEPA).

**NHL**—National Historic Landmark.

**NPS**—National Park Service.

**OPRHP**—Office of Parks, Recreation, and Historic Preservation, New York State. Also referred to as “SHPO – State Historic Preservation Officer.”

**Organic Act**—the 1916 law (and subsequent amendments) that created the National Park Service and assigned it responsibility to manage the national parks.

**Park**—any one of the hundreds of areas of land and water administered as part of the national park system. The term is used interchangeably in this document with “National Monument.”

**Public involvement (also called public participation)**—the active involvement of the public in NPS planning and decision-making processes.

**ROD**—Record of Decision.

**Record of decision (ROD)**—the document which is prepared by a Federal Agency to substantiate a decision based on an analysis (e.g., an EIS). When applicable, it includes a detailed discussion of rationale and reasons for not adopting all mitigation measures analyzed.

**Sacred sites**—certain natural and cultural resources treated by American Indian tribes and Alaska natives as sacred places having established religious meaning, and as locales of private ceremonial activities.

**Soundscape (natural)**—the aggregate of all the natural, non-human-caused sounds that occur in parks, together with the physical capacity for transmitting natural sounds.

**Stakeholder**—an individual, group, or other entity that has a strong interest in decisions concerning park resources and values. Stakeholders may include, for example, recreational user groups, permittees, and concessionaires. In the broadest sense, all Americans are stakeholders in the national parks.

**Standards**—are defined as the minimum acceptable condition for each indicator (see definition for indicator) variable. A standard does not define an intolerable condition. It is not a condition that managers should strive to achieve, unless intolerable conditions already exist.

**Stewardship**—the cultural and natural resource protection ethic of employing the most effective concepts, techniques, equipment, and technology to prevent, avoid, or mitigate impacts that would compromise the integrity of park resources.

**Strategic plan**—an NPS-wide, five-year plan required by GPRA (5 USC 306) in which the NPS states (1) how it plans to accomplish its

mission during that time, and (2) the value it expects to produce for the tax dollars expended. Similarly, each park, program, or central office has its own strategic plan, which considers the NPS mission plus its own particular mission. Strategic plans serve as “performance agreements” with the American people.

**Superintendent**—the senior on-site NPS official in a park. Used interchangeably with “park superintendent” or “unit manager.”

**Sustainable design**—design that applies the principles of ecology, economics, and ethics to the business of creating necessary and appropriate places for people to visit, live, and work. Development that has been sustainably designed sits lightly upon the land, demonstrates resource efficiency, and promotes ecological restoration and integrity, thus improving the environment, the economy, and society.

**Sustainable practices/principles**—those choices, decisions, actions, and ethics that will best achieve ecological/ biological integrity; protect qualities and functions of air, water, soil, and other aspects of the natural environment; and preserve human cultures. Sustainable practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities. See also “Environmental leadership” and “Best management practices.”

**Traditional**—pertains to recognizable, but not necessarily identical, cultural patterns transmitted by a group across at least two generations. Also applies to sites, structures, objects, landscapes, and natural resources associated with those patterns. Popular synonyms include “ancestral” and “customary.”

**Traditional cultural property**—a property associated with cultural practices, beliefs, the sense of purpose, or existence of a living community that is rooted in that community’s history or is important in maintaining its cultural identity and development as an ethnically distinctive people. Traditional cultural properties are ethnographic resources eligible for listing on the National Register.

**Treatment of Historic Properties**, four approaches:

**Preservation**—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.

**Rehabilitation**—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.

**Restoration**—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.

**Reconstruction**—the act or process of depicting, by means of new construction, the form, features, and detailing of a non–surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location

**Universal design**—the design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design.

**Visitor**—anyone who uses a park’s interpretive and educational services, regardless of where such use occurs (e.g., on–site, via Internet access, library, etc.).

**Visitor experience**—the activities, perceptions, feelings, and reactions a person has while visiting a park.

**Visitor Experience and Resource Protection (VERP)**—a visitor carrying capacity planning process applied to determine the desired resource and visitor experience conditions, and used as an aid to decision making.

**Wayside**—an outdoor interpretive exhibit, usually displaying text and visual information and mounted on a pedestal.

## Appendix G: Bibliography and References

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## Appendix H: Acknowledgements

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Please Note: Acknowledgements reflect a person's title and affiliation at the time of their involvement.

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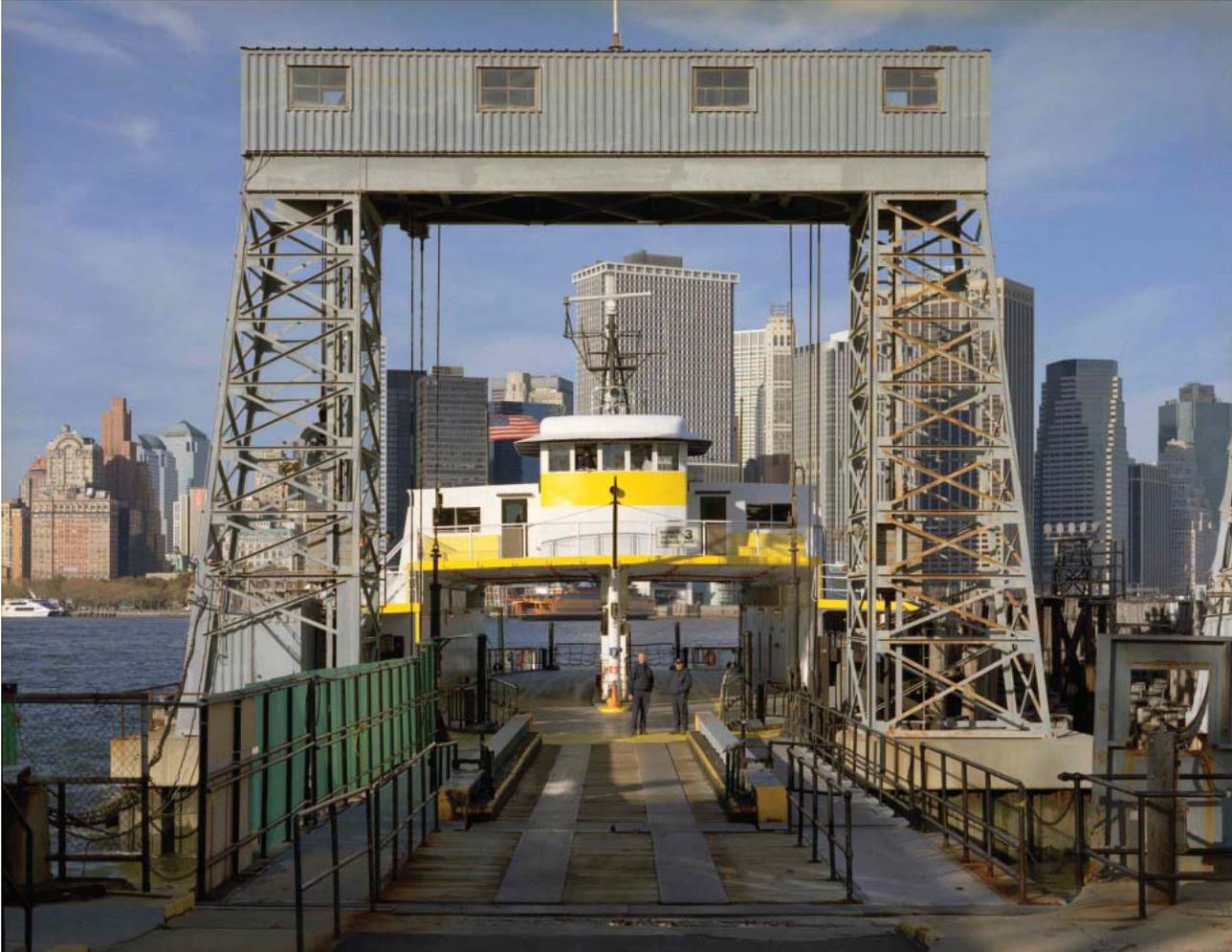
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*And special thanks to our early visitors and the  
Governors Island Ferry Crew.*



Governors Island ferry at Soissons Dock with crew. Andrew Moore.