



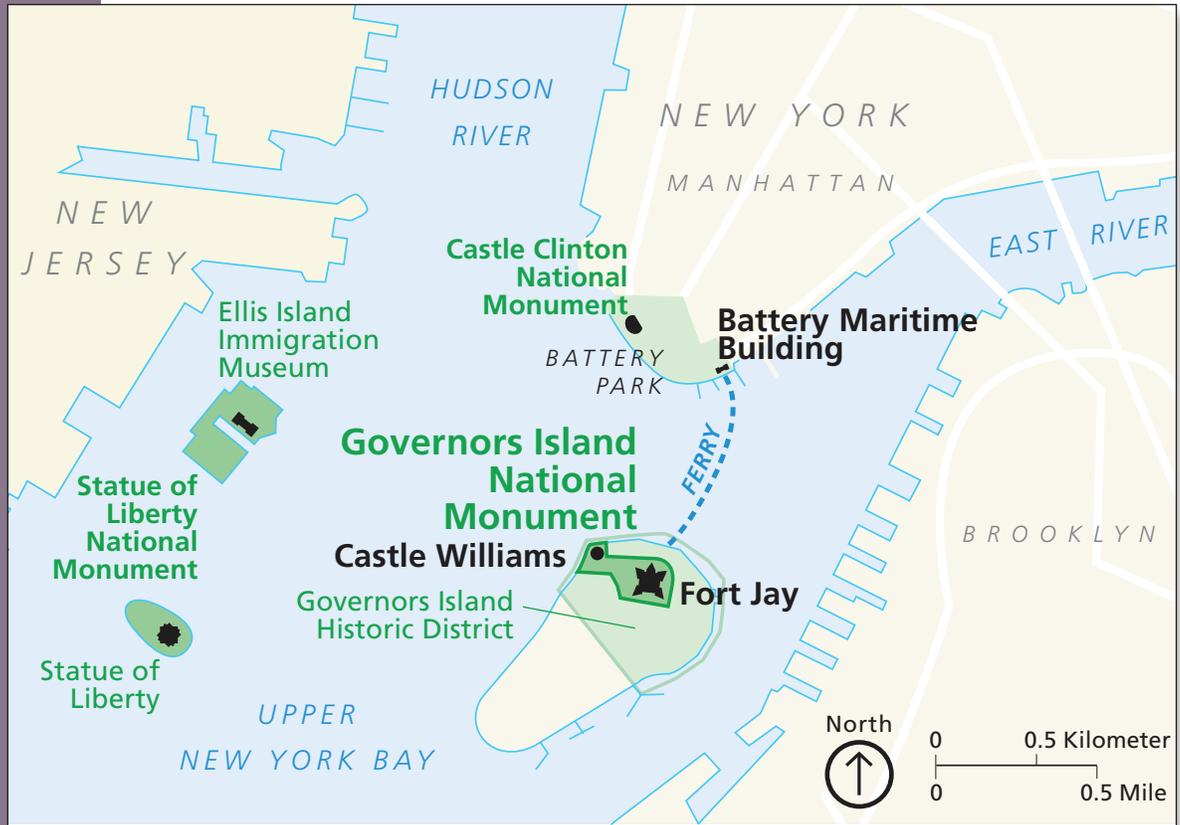
# Foundation Document

## Governors Island National Monument

New York

November 2018





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## Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Governors Island National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



## Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

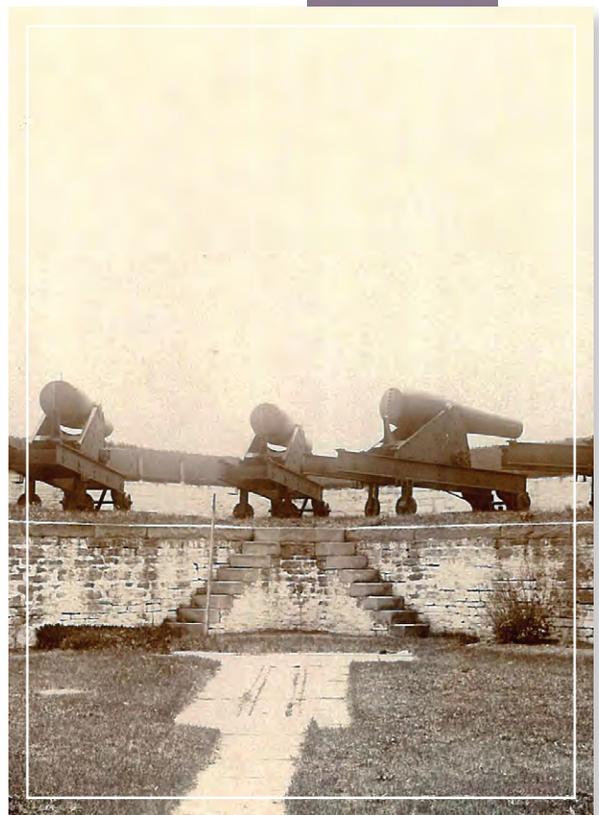
### Brief Description of the Park

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

The island's military history begins with the American Revolution. In 1776, just prior to the Battle of Long Island (also known as the Battle of Brooklyn), militia quickly fortified the island with earthworks. The island's artillery covered the retreat of the Continental Army, preventing the revolution from a swift and devastating end, but New York City remained under British occupation and their base of operations on the continent for the remainder of the conflict, a long seven years. With American independence from Britain in 1783, New York and the nation were determined to prevent any future occupation of the city and its strategic waterways by an enemy power. Toward that end, three fortifications were erected on Governors Island in the years preceding the War of 1812 as part of an extensive coastal defense system:

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

Castle Williams and Fort Jay are among the best remaining examples of early American coastal fortifications. During the Civil War, Governors Island held Confederate prisoners of war and Union deserters, with officers held in Fort Jay and enlisted men in Castle Williams. The army opened a recruiting station on the island, and troops from the island responded to the 1863 draft riots in New York City. After the war, Castle Williams was used as a military stockade and became the East Coast counterpart to military prisons at Fort Leavenworth, Kansas, and Alcatraz Island, California. In 1878, the military installation on the island, then known collectively as Fort Columbus, became a major U.S. Army administrative center. By 1912, the U.S. Army had expanded the island from about 70 acres to 172 acres by adding landfill from New York City's subway construction. The post became headquarters of the United States First Army in 1939. The island continued to serve as an important shipment center during World Wars I and II. When the U.S. Army left in 1966, the island became home to the largest U.S. Coast Guard base in the world. In 1985, the northern 121 acres of the island, with 62 historic structures in a campus-like landscape, were designated a National Historic Landmark District. The base's closing in 1996 concluded almost two centuries of the island's use as a federal reservation.





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

As a result, subsequent actions were taken on January 31, 2003: The State and City of New York each executed a consent and waiver of the right of first offer regarding Governors Island; a 22-acre portion of Governors Island was sold to the National Trust for Historic Preservation; and the remainder of Governors Island (150 acres) was sold to the Governors Island Preservation and Education Corporation. The National Trust for Historic Preservation relinquished and conveyed its 22-acre parcel to the United States of America, and the parcel was accepted by the Secretary of the Interior. On February 7, 2003, President George W. Bush issued Presidential Proclamation 7647, which included additional facilities within the national monument boundaries, referenced the previous proclamation and legal island transfers, and described the basic purpose of the national monument and role of the National Park Service. In 2010, Governors Island Preservation and Education Corporation was dissolved, and The Trust for Governors Island (The Trust) was established as an instrumentality of New York City. The Trust assumed all the responsibilities and requirements from Governors Island Preservation and Education Corporation.

Public access to the island has varied during the summer months since 2003 from several days per week to seven days per week as of 2013. Access at other times during the year has been by reservation. Year-round access is anticipated in 2018. The National Park Service has offered youth programs, education programs, volunteer opportunities, guided and self-guided tours of the national monument and surrounding historic district and, in collaboration with The Trust, has sponsored public programs and special events on the island. The National Park Service and The Trust are cooperating in the development of Governors Island for the benefit of the people of New York and the United States.

Governors Island National Monument is one of the parks within the National Parks of New York Harbor, a framework the National Park Service created to enhance the identity, visibility, and public support for the parks in the New Jersey–New York metropolitan area. Its mission includes strategic alliance with New York City and other governances; collaboration with other parks and organizations in the area in the care and appropriate use of all historic, recreational, and natural resources; and to promote the national park system.

## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Governors Island National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established by Presidential Proclamation on January 19, 2001 (see appendix A for the proclamation). The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of GOVERNORS ISLAND NATIONAL MONUMENT is to preserve and protect Castle Williams and Fort Jay and to interpret them and their role in the defense of New York Harbor and the nation. The island educates the public about the evolution of coastal defense and military communities as well as the harbor's rich history and ecology.*

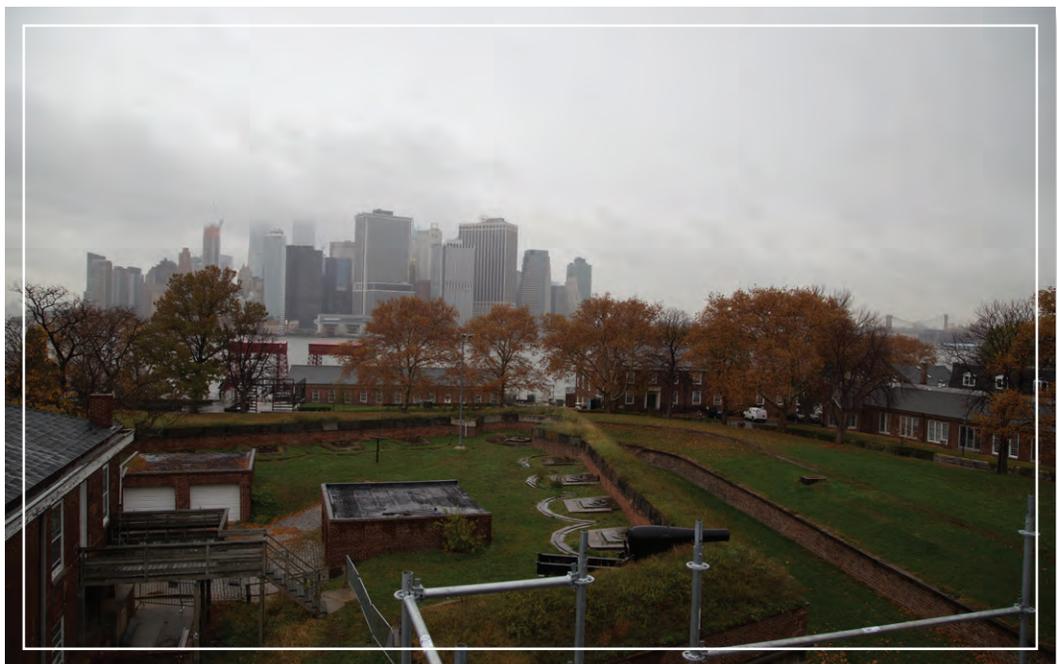


## Park Significance

Significance statements express why a park’s resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Governors Island National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Governors Island National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Governors Island National Monument includes two of the finest examples of defensive structures from the First and Second American Systems of Coastal Fortifications. Fort Jay and Castle Williams highlight a period of construction of harbor fortifications that took place up and down the East Coast with a dozen defensive structures built around New York City. As part of this harbor defense system, Governors Island’s forts have been credited as successfully deterring British forces from attacking New York during the War of 1812.
2. Castle Williams is the first American-designed fort with casemated gun emplacements, and its innovative design served as a prototype for seacoast fortification for decades.
3. Later in the 19th century, their original defensive designs obsolete, the forts served new purposes—primarily as barracks and prisons—as Governors Island grew to become one of the most important military headquarters in the eastern United States. These functions continued until the U.S. Army’s departure in 1966 and to the end of the U.S. Coast Guard’s tenure in 1996.
4. The surrounding National and New York City Historic Landmark District and the greater island provide the context for understanding the evolution—over more than two centuries—of American defensive strategies and the growth of the U.S. Army as a professional federal force. The forts’ historic defensive technologies, proximity to, and views of Lower Manhattan present an opportunity to reflect on the events of September 11, 2001.



## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

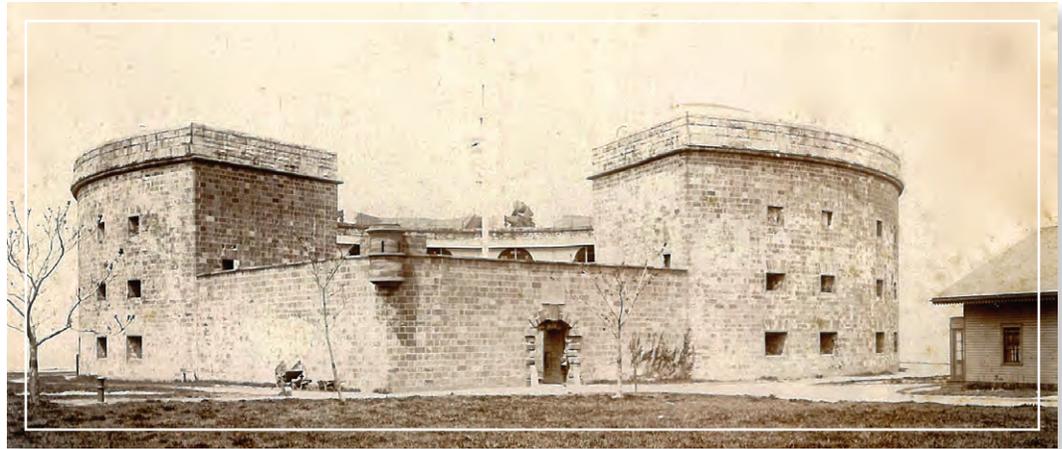
The following fundamental resources and values have been identified for Governors Island National Monument:

- Fort Jay.** Fort Jay is a five-pointed star type fortification that sits in the center of Governors Island at its historic highest point. The fort was originally constructed of earth in 1794. Fort Jay was built as part of a national effort to fortify coastal ports, now known as the First American System of fortifications. Fort Jay was rebuilt in masonry between the years 1806 and 1809 as part of the Second American System of fortifications. Throughout the 19th century and into the 20th century, the U.S. Army adapted the fort to serve new roles as Governors Island became an increasingly important military post. The U.S. Army built barracks in the fort's central quadrangle and later adapted them into housing for military officers and their families.

Designed by Joseph Mangin, architect of New York's City Hall, the Fort Jay arch is a rare example of monumental architecture surviving from 18th-century New York. The *trophée d'armes* sculpture that sits on top of the monumental arch is the earliest domestically carved military sculpture in the nation, and its imagery appears in military seals, symbols, and heraldry throughout U.S. history. The center of the sculpture has a stone shield carved with motifs of New York State that help fix the date of the carving to pre-1800. The sandstone arch and its monumental sculpture served as the entrance to an active military fortification for 199 years and remained unseen by the general public until 2006.

Fort Jay was individually listed in the National Register of Historic Places on March 27, 1974, and as a New York City Landmark in 1967. It is also a contributing resource to the Governors Island National Historic Landmark District (designated February 4, 1985) and a New York City Landmarks Historic District (designated June 18, 1996).





- **Castle Williams.** Castle Williams is a circular casemated fortification built of red sandstone. It was erected between the years 1807 and 1811. The fort sits at a strategically important location overlooking the Upper Bay of New York Harbor and the entrance to the Hudson River. From this position, Castle Williams, together with Fort Jay and Castle Clinton on the southern tip of Manhattan Island, provided protection to nearby New York City from enemy invasion by sea.

Castle Williams was individually listed in the National Register of Historic Places in 1972 and as a New York City Landmark in 1967. It is also a contributing resource to the Governors Island National Historic Landmark District (designated in 1985) and a New York City Landmarks Historic District (designated in 1996).

- **Archeological Resources.** The national monument contains a number of archeological sites related to the historic development and uses of the island. Recent studies have identified archeological resources related to the forts and U.S. Army headquarters. Some archeological resources may date from the pre-contact period. These remnants of the colonial and pre-contact past help tell the complete story of Governors Island and its human occupancy.
- **Cultural Landscape.** The cultural landscape of Governors Island encompasses the 22-acre national monument and extends beyond the park boundary into the 121-acre Governors Island National Historic Landmark District (designated in 1985), which is coterminous with New York City’s Governors Island Historic District (designated in 1996). Fort Jay and Castle Williams dominate the national monument’s cultural landscape and serve as focal points within the larger National Historic Landmark District. Successive eras of residential and institutional development to support the island’s changing military role are adjacent to the fortifications and their defensive landscape features. The cultural landscape is united by open lawns, perimeters of mature street trees and hedges, and roads and sidewalks.

Panoramic views and narrow vistas of the surrounding areas are characteristic of the cultural landscape. The campus-like landscape reflects the development of the U.S. Army’s operations through 1966. More than 60 historic structures contribute to the historic district, five of which are individually listed in the National Register of Historic Places and designated as New York City Historic Landmarks: Fort Jay, Castle Williams, the Governor’s House (1813), the Block House (1839), and the Commandant’s House (1843). The cultural landscape supports the defensive purpose of Fort Jay and Castle Williams and promotes a seamless visitor experience between the national monument and National Historic Landmark District properties. The fortifications, defensive landscape features, open tactical views, mature street trees, and campus-like setting of the National Historic Landmark District provide a stark contrast to the scale, density, and activities of New York City.



- **Museum Collections, Archives, and Oral Histories.** Over time, countless people from all different backgrounds have visited the island, whether for a relatively short time or to live and work there for many years. The individual stories of the island's occupants are part of its legacy. From a broader perspective, the island has played an active role in or has been shaped by many regional and national events and trends. For example, the island figured in nearly all U.S. military conflicts from the colonial era through the mid-20th century, whether as an active fort or as a prison and supply depot. It is also intrinsically connected to the evolution and defense of New York City, a role that will continue to evolve in its new purpose as NPS and city property.

The park contains a number of museum collections (objects, archival, and manuscript collections) that provide important information about those historic events and the people who experienced them. Museum objects used in exhibits, furnished historic structures, and other interpretive programs help visitors gain better understanding of the events, activities, and people commemorated by the national monument. The collection at Governors Island National Monument, largely photographs, postcards, publications, and papers, has served as a window into the island's past as a military post, constantly changing to meet the needs of the nation's defense and the U.S. Army and Coast Guard's execution of that mission over two centuries. The collection informs historic resource studies, historic structure reports, and cultural landscape reports.

- **Views and Vistas.** Governors Island National Monument offers views of the Statue of Liberty, Ellis Island, the Brooklyn Bridge, the waterfronts and skylines of Lower Manhattan and Brooklyn, and views among the three major fortifications (Fort Jay, Castle Williams, and the South Battery). Views to and from Castle Williams illustrate the strategic locations of the coastal fortifications, including the Statue of Liberty (formerly Fort Wood) and Castle Clinton, as well as their connection to New York City. The 2003 Presidential Proclamation states that the island's "proximity to Lower Manhattan makes it an appropriate location from which to reflect on the tragic events of September 11, 2001." Important views in the park are related to the coastal defense of New York City and a young nation. Views from the roof of Castle Williams represent the field of fire used by the military in the design of New York Harbor's coastal fortifications.
- **Operational Partnership.** The roles and responsibilities for managing the island were established in the Quitclaim Deed. The Trust for Governors Island, an instrumentality of New York City, is responsible for providing island access, emergency services, and utilities, in addition to managing and developing the remaining 150 acres. The national monument has a Cooperative Park Management Agreement (CMA) with The Trust. This instrument acknowledges the mutual benefit in collaborative management and the cost-sharing relationship.

## Other Important Resources and Values

Governors Island National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Governors Island National Monument:

- **Natural Resources in the Surrounding Waterways.** A portion of the Hudson–Raritan Estuary includes Upper New York Bay, where Governors Island is located. Despite heavy surrounding urbanization, the bay supports a diverse aquatic ecosystem typical of estuaries, including a diverse benthic community and a variety of finfish species. The confluence of fresh and salt waters provides a unique habitat for both resident and seasonal transients. There is a thriving plankton population, forming the basis for a complex food web that includes many varieties of benthos and finfish. Upper New York Harbor is a significant fish habitat complex with more than 100 species of finfish. Large concentrations of marine and estuarine species pass the vicinity of Governors Island as they migrate between the Atlantic Ocean and the Hudson–Raritan Estuary. In addition to the migratory species, the harbor supports seasonal and year-round fish populations.
- **Military Traditions.** The national monument recognizes the importance and significance of the national monument and the island to former members of the U.S. Army and U.S. Coast Guard and their families, particularly those who served on the island. The military had its own culture and unique associations, such as flag raising, military ceremonies, parades, and concerts; display of war trophies or military equipment; as well as the social and recreational cultures that develop in a close-knit mission-oriented community within an installation.
- **Passive Recreational Opportunities.** Governors Island National Monument offers visitors the opportunity to enjoy green space within the urbanized environment of New York City. The national monument includes 1.7 acres of paved areas and 16.8 acres of landscape area. The landscape is contiguous with the rest of the island allowing for a seamless experience.



## Related Resources

Related resources are not owned by the park. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance the experience of visitors, or have close association with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

The following related resources have been identified for Governors Island National Monument:

- **National Historic Landmark and New York City Historic District.** Comprising 121 acres—almost the entire northern half of the island—the New York City and National Historic Landmark historic district (coterminous boundary) recognizes the local and national significance of the resources relating to harbor defense and the development of the historic district as a U.S. Army administrative headquarters. The National Historic Landmark District (designation #85002435) was designated in 1985, followed by designation as a New York City Historic District (Designation List 272, LP-1942) in 1996. Five buildings are listed in the National Register of Historic Places, including the Commanding Officer’s House, the Governor’s House, and the Post Hospital. The Special Governors Island zoning district allows for reuse of buildings within the historic district for any of the allowable uses for the island.
- **Urban Assembly New York Harbor School.** Urban Assembly New York Harbor School is a New York City Career Technical Education High School located in the National Historic Landmark District and a tenant on Governors Island. The mission of the Urban Assembly New York Harbor School is to provide a rigorous, college-preparatory education built upon New York City’s maritime experience that instills in its students both the ethics and skills of stewardship. This partnership engages faculty and diverse high school population in year-round activities designed to introduce students, teachers, and parents to the work of the National Park Service and specifically the national monument and National Parks of New York Harbor sites; involve them in natural and cultural resource projects; enhance leadership and social skills via mentoring, internships, and professional development seminars and workshops; and provide exposure to NPS careers.
- **Lower Manhattan Cultural Council—Tenant on Governors Island.** The Lower Manhattan Cultural Council supports artists and art groups through grants, public programs, networks, and residencies. The Council’s Arts Center on Governors Island provides an artist residency program and facilitates the involvement of artists with the National Park Service and other entities. The arts present a universal lens to connect visitors to the resources of the national monument.

## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Governors Island National Monument:

- **Place in the National Experience.** Castle Williams and Fort Jay on Governors Island represent an important early effort to protect and defend the country through a system of strategically placed coastal fortifications, an effort that continued beyond the life of the forts until the end of the island’s military career.
- **A Role in International Affairs.** New York City’s emergence as a nationally and internationally important city elevated the stature, command, and responsibilities of the U.S. Army, and later the U.S. Coast Guard, on Governors Island.
- **A Small Town within a City.** Governors Island is tied to the history, development, social, and political life of New York City. As an isolated U.S. Army post, it was a home and work place of soldiers and their dependents, of civilian staff, and men and women whose compelling personal stories reflect the unique history of the island as a community.
- **Place in the Environment.** Governors Island—as part of the natural environment of New York Harbor, with its rich and intricate ecosystem of bays, estuaries, rivers, islands, and other geographical features—is an ideal place to observe and study the interplay between natural systems and human culture in the development and evolution of New York Harbor and surrounding metropolis.



## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, and arrangements for emergency service responses. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Governors Island National Monument.

For more information about the existing special mandates and administrative commitments for Governors Island National Monument, please see appendix B.

### Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

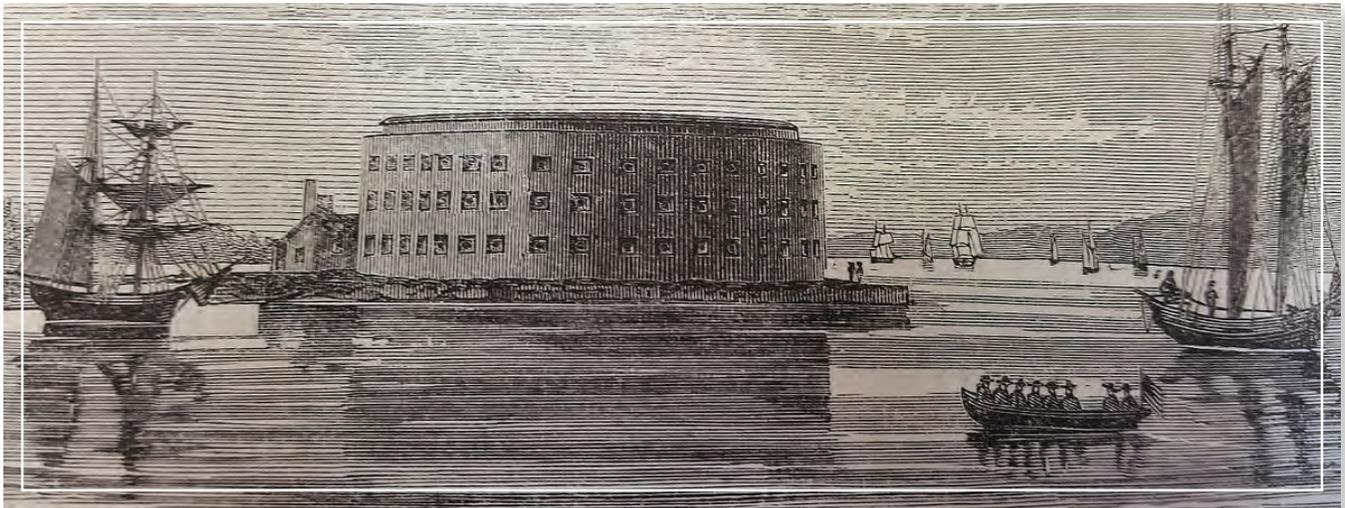
The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

### Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	Fort Jay
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The masonry walls of the fortification are generally in fair condition. There is a need for masonry repair and significant repointing.</li> <li>• The roofs of the four historic Fort Jay barracks buildings and the three associated outbuildings have recently been replaced and are generally watertight. However, these buildings have deteriorated exterior elements including some windows and doors, wood trim, porches, and balconies. The barracks also contain unabated hazardous materials.</li> <li>• The buildings within Fort Jay lack code-compliant utility connections. No potable water lines serve the fort complex. The barracks buildings and some outside areas of the fort are not accessible.</li> <li>• There are no fire systems in any of the barracks buildings.</li> <li>• The Guardhouse and <i>trophée d’armes</i> (Eagle) sandstone sculpture were damaged during Hurricane Sandy and are being restored to pre-Sandy conditions.</li> <li>• A large scaffold system has been erected to support the preservation work for the sculpture.</li> <li>• The <i>trophée d’armes</i> sculpture is deteriorating because of time, wind, weather, and pollution.</li> <li>• Vegetation is protruding through the brick, masonry, and stone paths.</li> <li>• Interiors are impacted by humidity.</li> <li>• Waysides are currently being designed and fabricated for placement (PMIS 192759).</li> <li>• Hazmat, utilities, and accessibility for Building 206 are being reviewed in the line-item construction program.</li> <li>• Vitrified clay pipe storm sewer lines are failing in the dry moat.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Maintenance is focused on basic repairs to the buildings and groundskeeping. Unrehabilitated features continue to degrade because of weathering and visitor impacts.</li> <li>• The increase of visitation to the island over the past several years has increased the rate at which the masonry walls of the fort are deteriorating. Visitation is anticipated to increase as more tenants occupy the island and offer more services to the public.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Large events on a regular basis could substantially degrade the turf grass and potentially adversely affect archeological resources.</li> <li>• Basic infrastructure improvements and repairs will include ground-disturbing activities in the area around Fort Jay and potentially adversely affect archeological resources.</li> <li>• The island’s harsh weather conditions constitute a continuing threat to buildings and infrastructure. Increased severity of extreme weather conditions could exacerbate the issue.</li> <li>• Preventing damage from water penetration is critical. Some structures experience water seepage through masonry walls. This has caused significant mold growth, especially in the basements of the barracks.</li> <li>• Structures lack fire notification or suppression systems.</li> <li>• Invasive vegetation grows on masonry, causing cracking and other damage.</li> <li>• Masonry and earthen fortification components are threatened by the growth of trees and woody vegetation on and in close proximity to these features.</li> </ul>

Fundamental Resource or Value	Fort Jay
<b>Threats and Opportunities</b>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• There are several large-scale rehabilitation projects planned including a demo project for Building 251 at the edge of Fort Jay, stabilization of the moat bridge, replacement of porches, and repair of exterior wood elements. Once complete, these projects will restore the buildings to good condition and allow for their ongoing maintenance with operational funds.</li> <li>• There is broad support for the preservation, rehabilitation, and reuse of the fort for public access, interpretation, education, special programs, and other compatible activities, including leasing.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Utility survey and evaluation.</li> <li>• Climate change vulnerability assessment.</li> <li>• National Register of Historic Places nomination (update).</li> <li>• Leasing survey.</li> <li>• Visitor survey and management analysis.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Historic structure reports for Buildings 202, 210, and 214.</li> <li>• Utilities improvement plan.</li> <li>• Fort Jay historic structure report addendum.</li> <li>• Climate change scenario planning.</li> <li>• Development concept plan for Fort Jay complex.</li> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Visitor use management plan.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS Management Policies 2006 (chapter 7) “Interpretation and Education”</li> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> </ul>



Fundamental Resource or Value	Castle Williams
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The masonry walls on the exterior and interior of the fortification were stabilized by an extensive masonry repair and repointing project in 2009–2010. The masonry is now in fair condition, with additional repairs needed in the coming years.</li> <li>• The two circular staircases were rehabilitated and new handrails were installed.</li> <li>• Three feet of water collected in the structure during Hurricane Sandy.</li> <li>• The structure experiences significant water infiltration through damaged masonry. A major re-roofing and masonry repair project to address water infiltration is currently underway.</li> <li>• The structure is not served by any utilities other than electricity.</li> <li>• A fire notification system is in place in the structure.</li> <li>• The courtyard level is accessible. The second and third tiers are not, and the roof is not accessible.</li> <li>• Exhibits are located in the courtyard.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Maintenance is focused on basic repairs to the buildings.</li> <li>• Unrehabilitated features continue to degrade because of weathering and visitor impacts.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Clear acrylic windows used to weatherproof the fort’s internal galleries are beginning to fail, allowing additional water into the structure.</li> <li>• The island’s harsh weather conditions constitute a continuing threat to buildings and infrastructure. Increased severity of extreme weather conditions could exacerbate the issue.</li> <li>• Since much of Governors Island is only a few feet above the waters of New York Harbor, flooding and an increase in severe storms pose a threat to the national monument’s resources.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The roof of Castle Williams provides panoramic, 360-degree views of the harbor.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Climate change vulnerability assessment.</li> <li>• Three-dimensional laser scan of Castle Williams.</li> <li>• Visitor survey and management analysis.</li> </ul>

Fundamental Resource or Value	Castle Williams
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Climate change scenario planning.</li> <li>• Visitor use management plan.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS Management Policies 2006 (chapter 7) “Interpretation and Education”</li> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> </ul>





Fundamental Resource or Value	Archeological Resources
Related Significance Statements	Significance statement 1.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Most known archeological sites are in fair to good condition.</li> <li>• There is a high probability for discovery of additional archeological resources in the national monument.</li> <li>• Overall, the archeological resources at Governors Island generally possess high research potential and interpretive value.</li> <li>• There are a number of sites within the national monument that have the potential to yield information about both pre-contact American Indian and European American life.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The island’s harsh weather conditions constitute a continuing threat to archeological resources, primarily in flood-prone areas. Increased severity of extreme weather conditions could exacerbate the issue.</li> <li>• Since much of Governors Island is only a few feet above the waters of New York Harbor, increased flooding and severe storm events pose a threat to the island’s resources.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Past and ongoing archeological investigations at Governors Island resulted in important archeological discoveries, including artifacts that provide opportunities for scholars to research this important site. Ongoing research will allow the public to experience the resources in new ways and aids in providing new interpretations of the historic events that occurred at the national monument. It is highly likely that significant archeological resources remain to be discovered in parts of the national monument that have yet to be surveyed.</li> <li>• There is potential for additional sites to yield more information about pre-contact American Indian and historic European American archeological resources and the research potential and interpretive value of these archeological resources on Governors Island is high.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Archeological phase II surveys.</li> <li>• Climate change vulnerability assessment.</li> <li>• Interior Collections Management System (update).</li> <li>• Archeological Site Management Information Management System (update).</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Climate change scenario planning.</li> <li>• Archeological resources management plan.</li> </ul>

Fundamental Resource or Value	Archeological Resources
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"><li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li><li>• Archeological and Historic Preservation Act of 1974</li><li>• Archaeological Resources Protection Act of 1979</li><li>• Museum Properties Management Act of 1955</li><li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li><li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li><li>• "Protection of Historic Properties" (36 CFR 800)</li><li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li></ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"><li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li><li>• Director's Order 24: <i>NPS Museum Collections Management</i></li><li>• Director's Order 28: <i>Cultural Resource Management</i></li><li>• Director's Order 28A: <i>Archeology</i></li><li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li><li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li></ul>



Fundamental Resource or Value	Cultural Landscape
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The cultural landscape of Governors Island encompasses the 22-acre national monument and extends beyond the boundary into the 121-acre Governors Island National Historic Landmark District.</li> <li>• The cultural landscape retains a high degree of integrity, and the contributing resources are generally in good condition.</li> <li>• Parade glacis is in fair condition (GMP).</li> <li>• Covered defile is disturbed and in fair condition (GMP).</li> <li>• Historic roads and paths are in good condition (GMP).</li> <li>• Trees and various landscape features are in good condition (GMP).</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Most landscape spaces, street trees, roads, sidewalks, and historic structures in the historic district are protected under the terms of the Governors Island Historic District Preservation and Design Manual.</li> <li>• In general, the public tends not to differentiate between lands managed by the National Park Service and lands owned by others.</li> <li>• Many people do not understand the NPS mandate for historic preservation of the cultural landscape.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Large events on the glacis on a regular basis could substantially degrade the turf grass and potentially adversely affect archeological resources.</li> <li>• Views within the historic district could be negatively affected by island redevelopment. Some protection of views is given in that island development must comply with the Governors Island Historic District Preservation and Design Manual.</li> <li>• Plans for reuse of historic structures could introduce new uses that may not be compatible with the operation of the national monument. Some protection of historic structures is given in that historic building reuse must comply with the Governors Island Historic District Preservation and Design Manual.</li> <li>• The island's harsh weather conditions constitute a continuing threat to resources, primarily in flood-prone areas. Increased severity of extreme weather conditions could exacerbate the issue.</li> <li>• Since much of Governors Island is only a few feet above the waters of New York Harbor, increased flooding and severe storm events pose a threat to the island's resources.</li> <li>• Erosion and soil compaction due to high levels of foot traffic in some areas have damaged turf.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Public interest in the cultural landscape is high, in part, because of its uniqueness in New York City.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Visitor survey and management analysis.</li> <li>• Climate change vulnerability assessment.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Cultural landscape report (part 2).</li> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Climate change scenario planning.</li> <li>• Visitor use management plan.</li> </ul>

Fundamental Resource or Value	Cultural Landscape
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• Executive Order 11514 “Protection and Enhancement of Environmental Quality”</li> <li>• Executive Order 12088, “Federal Compliance with Pollution Control Standards”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 77: <i>Natural Resource Protection</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>



Fundamental Resource or Value	Museum Collections, Archives, and Oral Histories
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The collection includes 985 accessions or transactions to acquire museum materials, 2,216 catalog records, and 2,807 objects. Of the 2,807 objects, 1,551 are archeological with 857 archival items largely dealing with the archeology work, 1,199 are historical, mostly photos, postcards, and papers, and the remainder are miscellaneous objects.</li> <li>The archival collection contains numerous architectural and engineering drawings and other records describing the construction, maintenance, and rehabilitation of buildings on the island, including Fort Jay and Castle Williams. These federal records were maintained by the U.S. Coast Guard, and the U.S. Army before them. The National Park Service maintains paper copies of some items, submitting the originals to the National Archives and Records Administration for long-term storage.</li> <li>The national monument does not currently have a collections management plan or a collections storage plan—both of which are needed to guide resource stewardship decisions.</li> <li>There are no designated curatorial staff, only collateral duty staffing to maintain the collection.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Lack of management and storage plans for the collection to inform decision-making.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Continue working with Governors Island Preservation and Education Corporation and National Archives and Records Administration regarding long-term storage, archival, and cataloging of the architectural records, using best practices methods and ensuring access to the public.</li> <li>Artifacts recovered during archeological surveys provide research possibilities for students and scholars, which helps to expand interpretation of historic events that occurred on the island and enhance visitors’ experience.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Comprehensive collections storage assessment.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Collections management plan.</li> <li>Collections storage plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>Museum Properties Management Act of 1955</li> <li>Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>“Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</li> <li>Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>NPS <i>Management Policies 2006</i> (§8.10) “Natural and Cultural Studies, Research, and Collection Activities”</li> <li>Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>Director’s Order 28: <i>Cultural Resource Management</i></li> <li>Director’s Order 28A: <i>Archeology</i></li> <li>NPS <i>Museum Handbook</i>, parts I, II, and III</li> </ul>

Fundamental Resource or Value	Views and Vistas
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>Walkways along the shores of Governors Island, as well as areas within the glaxis, offer visitors spectacular views of the New York City skyline, the Statue of Liberty, and Ellis Island as well as such other harbor sights as Liberty Island, the Brooklyn Bridge, the Verrazano Narrows Bridge, the New York-New Jersey waterfront, and the Jersey City skyline.</li> <li>The roof of Castle Williams provides panoramic, 360-degree views of the harbor.</li> <li>Non-historic structures (Building S-251, Buildings 513) around the island obstruct prominent views.</li> <li>Air tours of the Statue of Liberty and Ellis Island can impact the acoustic and visual experience for visitors.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>The New York and New Jersey skylines and coastlines are always changing, because of the construction of new buildings and the establishment of waterside parks.</li> <li>Visibility has been steadily improving since 1980, due in large part to the decrease in the use of sulfates.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Views to and from Governors Island of the New York City skyline and the harbor are affected by poor visibility from air pollution-caused haze from vehicle exhaust, urban development, and coal-fired power plants.</li> <li>Fog, rain, and snow can partially or completely obscure all Statue of Liberty and harbor views.</li> <li>Air tours of the islands can impact the visual experience for visitors.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Expand interpretive and educational tools to communicate the connections between views and vistas, air pollution, human health, the Statue of Liberty, historic buildings, and other associated resources.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Visual resources inventory.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Visual resources management plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>Clean Air Act of 1977 (42 USC 7401 et seq.)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>NPS <i>Management Policies 2006</i> (§1.4) "Park Management"</li> <li>NPS <i>Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>NPS <i>Management Policies 2006</i> (§3.1) "General"</li> <li>NPS <i>Management Policies 2006</i> (§4.7) "Air Resource Management"</li> <li>NPS <i>Natural Resource Management Reference Manual 77</i></li> </ul>

Fundamental Resource or Value	Operational Partnership
Related Significance Statements	Significance statement 1.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Governors Island has an unusual and complex administrative history from its establishment to its joint ownership of the island and joint daily management relationship with The Trust for Governors Island and the City of New York.</li> <li>• Governors Island is owned and operated by multiple entities who all work together to meet common goals. The Governors Island Alliance and The Trust for Governors Island work closely alongside the National Park Service to maintain and interpret the island.</li> <li>• The Trust for Governors Island promotes the appropriate redevelopment of the Island, builds an active constituency to advocate for its interests, and secures additional public and private funds to ensure the island’s future.</li> <li>• The Trust for Governors Island is a nonprofit corporation created by the City of New York. It is responsible for the redevelopment and operation of 150 acres of the island.</li> <li>• The national monument has an extensive array of additional active partners and partnerships that are actively engaged in the stewardship and interpretation of park resources.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Opportunities for new partnerships and collaborative projects are increasing faster than can be accommodated by national monument staff.</li> <li>• There are an increasing number of new nonprofit organizations in the City of New York.</li> <li>• Some of the past national monument donors and volunteers are now supporting other causes.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Managing public expectations and the challenge of an increasing perception that the National Park Service has unlimited resources because it is part of the federal government is an issue the national monument faces.</li> <li>• It is challenging to keep up with all the possible opportunities for partnerships and collaborative programs.</li> <li>• There is increasing competition among many nonprofits in the area for limited resources and support.</li> <li>• The rules and regulations that the National Park Service must follow can be frustrating for partners who can move at a faster pace. This divergence makes accommodating some activities difficult, if not impossible. For example, issues around brand advertising are both complex and problematic for the national monument.</li> <li>• Some national monument partners are not fully aware of the NPS mission, values, laws, policies, and regulations. This can make it challenging to engage in mutually beneficial activities, partnerships, and collaborations.</li> <li>• There is limited organizational capacity to match partner opportunities, expectations, and demands. These limitations can be frustrating for both national monument staff and partner groups.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• There are countless opportunities to cultivate new partnerships and collaborative programs and events.</li> <li>• There are opportunities to improve communication and increase the effectiveness of the national monument’s partners and friends groups.</li> <li>• There are many opportunities for joint, collaborative educational and special events with a variety of partners.</li> <li>• Agencywide initiatives such as the NPS Director’s <i>A Call to Action</i> provide new opportunities for engaging diverse national monument partners.</li> </ul>

Fundamental Resource or Value	Operational Partnership
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Administrative history.</li> <li>• Visitor survey and management analysis.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Park partner action strategy.</li> <li>• Education and youth engagement strategic plan.</li> <li>• Marketing plan.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• National Historic Preservation Act of 1966, as amended (16 USC 47054 USC 300101 et seq.)</li> <li>• National Environmental Policy Act of 1969</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (§1.10) "Partnerships"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 28: Cultural Resource Management</li> <li>• The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</li> </ul>



## Analysis of Other Important Resources and Values

Other Important Resource or Value	Natural Resources in the Surrounding Waterways
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The national monument’s only direct contact with the waterfront is at NPS Dock 102.</li> <li>Universal accessibility from Dock 102 to national monument resources presently requires traveling west around Carder Road to the Soissons Dock and then continuing on the Trust ramp system south of Building 140 to Andes Road.</li> <li>Governors Island is located in Upper New York Bay and is classified as “Class I”—suitable for secondary contact recreation such as fishing and boating—by New York State Department of Environmental Conservation.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>The island’s harsh weather conditions constitute a continuing threat to resources, primarily in flood-prone areas. Increased severity of extreme weather conditions could exacerbate the issue.</li> <li>Potential threats to marine wildlife include depleted oxygen caused by warmer water during summer months, combined sewer overflows, and discharges from wastewater treatment plants.</li> <li>Exposure to extreme weather and severe storms (including hurricanes). There was a 14-foot surge during Hurricane Sandy. Since much of Governors Island is only a few feet above the waters of New York Harbor, storm surge and an increase in the severity of storms pose a threat.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Proximity to Harbor School Marine and Science Technology facility offers programmatic and training collaborations.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>Climate change vulnerability assessment.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>Climate change scenario planning.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>National Environmental Policy Act of 1969</li> <li>Clean Water Act</li> <li>Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>Water rights adjudication and law</li> <li>Executive Order 11514, “Protection and Enhancement of Environmental Quality”</li> <li>Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>NPS <i>Management Policies 2006</i> (§4.1) “General Management Concepts”</li> <li>NPS <i>Management Policies 2006</i> (§4.6.1) “Protection of Surface Waters and Groundwaters”</li> <li>NPS <i>Management Policies 2006</i> (§4.6.2) “Water Rights”</li> <li>NPS <i>Management Policies 2006</i> (§4.6.4) “Floodplains”</li> <li>NPS <i>Management Policies 2006</i> (§4.7.2) “Weather and Climate”</li> <li>NPS <i>Management Policies 2006</i> (§4.8.1.1) “Shorelines and Barrier Islands”</li> <li>Director’s Order 77-2: <i>Floodplain Management</i></li> </ul>

Other Important Resource or Value	Military Traditions
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The national monument hosts special events (in collaboration with others) related to long-time military traditions on the island.</li> <li>The national monument has been documenting former Governors Island residents' stories and recollections of life on the island. Oral histories collected to date are part of the national monument's permanent collections and archives.</li> <li>Documenting the military traditions associated with the national monument has occurred on an ad hoc basis.</li> <li>There are no formal agreements with military families or organizations who may have historical connections to the island. Social networks of military families are not formally involved with the national monument.</li> <li>Genealogical societies are not formally involved with the national monument.</li> <li>Victorian societies / academic groups are not formally involved with the national monument (Governors Island had become an elite posting during the Victorian era, in which New York City socialites mixed with soldiers, many of whom were from prominent families. This practice continued into the 20th century).</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>The opportunity to collect oral histories and artifacts from veterans and their families who were stationed and/or lived on the island diminishes as the number of living potential participants diminishes.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Make a coordinated effort to collect oral histories from veterans and family members who lived on the island.</li> <li>Enter into formal and informal agreements with national societies interested in preserving the island's military traditions/history (Daughters of the American Revolution, The Veterans of Foreign Wars of the U.S., The American Legion, etc.).</li> <li>Partner with social networks, genealogical societies, or academic groups to coordinate special events or oral history projects.</li> <li>Partner with owners of Trinity Church, unused chapel on island, for special events.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>Special history study.</li> <li>Oral histories.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>None identified.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>Americans with Disabilities Act of 1990</li> <li>Architectural Barriers Act of 1968</li> <li>"Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines" (36 CFR 1191)</li> <li>"Resource Protection, Public Use and Recreation" (36 CFR 2)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>NPS Management Policies 2006 (chapter 8) "Use of the Parks"</li> <li>Director's Order 6: <i>Interpretation and Education</i></li> <li>Director's Order 16B: <i>Diversity in the National Park Service</i></li> <li>Director's Order 32: <i>Cooperating Associations</i></li> <li>Director's Order 53: <i>Special Park Uses</i></li> <li>Director's Order 75A: <i>Civic Engagement and Public Involvement</i></li> </ul>

Other Important Resource or Value	Passive Recreational Opportunities
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The National Park Service owns only a portion of the glaci (or Parade Ground) that is the primary recreational space. The remainder of the glaci is owned and maintained by the Governors Island Preservation and Education Corporation.</li> <li>• The NPS-owned glaci is maintained and preserved as part of the cultural landscape.</li> <li>• Recreational uses that are compatible with the national monument’s purpose are permitted. Picnicking and promenading are unmanaged/unregulated. Concerts and other performances occur on an ad hoc basis and are managed by special use permits.</li> <li>• There is a general lack of visitor services (food and beverages) across the island, forcing shorter visitation.</li> <li>• Steep terrain across the island creates accessibility issues.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Public interest in passive recreational opportunities on the island has been steadily increasing.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Unregulated uses could lead to resource degradation and increased maintenance of the cultural landscape.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Provide opportunities for food vendors to service island visitors.</li> <li>• Formalize the management of performance spaces in the open space of Castle Williams and Fort Jay.</li> <li>• The recreation audience can be converted into a potential national monument audience and advocates.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Visitor use management plan.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• “Resource Protection, Public Use and Recreation” (36 CFR 2)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 8) “Use of the Parks”</li> <li>• NPS Management Policies 2006 (chapter 9) “Park Facilities”</li> <li>• NPS Management Policies 2006 (chapter 10) “Commercial Visitor Services”</li> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• Director’s Order 48B: <i>Commercial Use Authorizations</i></li> <li>• Director’s Order 53: <i>Special Park Uses</i></li> <li>• Director’s Order 77-1: <i>Natural Resource Management</i></li> </ul>

## Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Governors Island National Monument and the associated planning and data needs to address them:

- **Partnership Coordination.** Lacking clear coordination strategies, the national monument and its partners find it difficult to nimbly address emerging issues and opportunities while efficiently leveraging the resources and strengths of each organization. Governors Island National Monument functions at its best when all partners are coordinated and oriented toward the core mission of the national monument, with minimal duplication of efforts or competition among organizations. Currently, the national monument is challenged to create a partnership environment where all partners know how they fit into the overall management picture, are secure and feel valued in their role, and benefit from the efforts of their fellow partner organizations in the realization of their own missions.
  - *Associated planning and data needs:* park partner action strategy
- **Resource Stewardship.** The national monument's cultural landscape and historic buildings and structures are experiencing an overall decline in condition because of past management strategies that limited the national monument's ability to adequately maintain the structures and landscape as well as other environmental impacts that are out of the national monument's control. The national monument has developed programmatic strategies to address cyclic and long-term preservation in a constrained fiscal environment. The national monument has identified a need for updated technical information and historic preservation treatment guidance.
  - *Associated planning and data needs:* Fort Jay historic structure report addendum; historic structure reports for Buildings 202, 210, and 214; comprehensive condition assessments for historic structures; visitor survey and management analysis; visitor use management plan; adaptive reuse strategy for historic structures





- **Accessibility.** Limited accessibility parkwide emanates from steep terrain constraints around the perimeter of the island. Adaptive reuse of the military campus also leaves the park with many structural deficiencies. Visitor use and understanding of the site is directly impacted by the lack of accessibility around the island and within key historic features.
  - *Associated planning and data needs:* accessibility self-evaluation and transition plan, adaptive reuse strategy for historic structures
- **Operational Efficiency and Management of Multiple Park Units.** Governors Island National Monument is one of nine NPS units within the Manhattan Sites Administration. All nine sites are in a single management group, sharing staff and various administrative resources. The historic buildings and landscapes that comprise these nine parks are woven into the urban fabric of New York City extending over numerous city blocks. Traveling the roughly 21 miles from the southernmost park to the northernmost park takes about 1.5 hours each way. The large number of sites, their geographic distribution, and their various visitation levels create logistical challenges for meeting stewardship and maintenance objectives as well as providing appropriate staffing levels and visitor access. A comprehensive understanding of each site’s maintenance, visitation, and staffing needs would guide management in balancing the operational needs at each park.
  - *Associated planning and data needs:* business plan, park partner action strategy, visitor survey and management analysis, information technology assessment and plan

### Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, OIRV, Key Issue	Accessibility self-evaluation and transition plan	H	Parks are obligated to ensure that all services, activities, and programs, when viewed in their entirety, are accessible to visitors and employees per section 504 of the Rehabilitation Act of 1973. This plan would evaluate and assess the national monument for barriers, based on priority park areas of each core park experience, while making use of existing data for the accessibility assessment, as appropriate. The plan would also identify physical and programmatic solutions, timeframes, and implementation strategies needed to make accessible the services, activities, and programs provided in the national monument.
Key Issue	Adaptive reuse strategy for historic structures	H	The plan would look at possibilities for adaptively reusing the national monument's historic structures.
Key Issue	Business plan	H	A comprehensive business plan is needed for the nine Manhattan national parks. The plan would provide a vision, goals, and clear parkwide operational priorities to address major organizational and administrative challenges. It would also provide information regarding day-to-day operations, tasks, and activities involved in running each park unit while focusing on balancing staffing capacity issues and management strategies for the operations of all nine park units.
FRV	Cultural landscape report (part 2)	H	Designed to create the second volume of the national monument's cultural landscape treatment plan, this report would include historical documentation, analysis of the property's historical significance, and an evaluation of the site's contributing features to provide recommendations for future management of the landscape.
FRV, Key Issue	Fort Jay historic structure report addendum	H	This project would create an addendum to the existing Fort Jay Historic Structure Report to provide additional information on the four brick barracks and three associated triangular buildings at Fort Jay.
FRV, Key Issue	Park partner action strategy	H	This plan would help the national monument identify and prioritize partnerships and find ways to collaborate and to achieve shared partnership goals more effectively.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Utilities improvement plan	H	Fort Jay currently has no potable water lines coming into the fort. This plan will design a potable water connection from the existing main outside Fort Jay to the four barracks buildings inside the fort.
Key Issue	Information technology assessment and plan	H	An information technology plan is needed for all of the Manhattan parks to provide strategic guidance for developing and updating aging IT infrastructure. This plan would address the technology challenges and network security needs associated with managing multiple locations and the distribution of park staff in numerous buildings throughout New York City. It would guide updating computer system networks while proactively identifying future technology needs.
FRV	Archeological resources management plan	M	This plan would develop protection and treatment recommendations for national monument archeological resources.
FRV	Collections management plan	M	The national monument does not have a collections management plan.
FRV	Collections storage plan	M	The national monument does not have a collections storage plan. Meeting NPS standards for proper storage while addressing future capacity issues would be the primary focus of developing this plan.
FRV	Development concept plan for Fort Jay complex	M	This plan would investigate options to rehabilitate the Fort Jay complex for uses as described in the 2009 general management plan.
FRV	Education and youth engagement strategic plan	M	This plan would assist the national monument in increasing youth engagement and providing additional educational options within national monument programming.
FRV, Key Issue	Historic structure reports for Buildings 202, 210, and 214	M	These comprehensive reports would provide much-needed documentation to facilitate ongoing and future preservation treatments and interpretive programming.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, OIRV, Key Issue	Visitor use management plan	M	A visitor use management plan would provide guidance on visitor use, carrying capacity issues, and take a comprehensive look at how visitors access and move throughout the national monument. This plan would also address the appropriateness of recreational activities as they relate to park purpose and overall visitor experience at the national monument.
FRV, OIRV	Climate change scenario planning	L	This plan would address known issues caused by extreme weather events and expand on community and partner awareness and involvement.
FRV	Marketing plan	L	The plan would help the national monument in identifying additional opportunities to engage new partners and provide additional opportunities for engaging a more diverse audience.
FRV	Visual resources management plan	L	Using visual analysis data, this plan would address opportunities and priorities for visual resource management and protection of views from areas of the national monument.



<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
FRV	Archeological phase II surveys	H	Surveys would build upon previous archeological investigations that suggest the presence of significant resources within the national monument.
FRV	Utility survey and evaluation	H	Identify location and condition of utilities including electric, gas, water, and communications. The project will provide a utility map and survey of the national monument property and information on the condition of the various lines. This information will feed into an overall condition assessment and identification of actions necessary to maintain the national monument's critical systems.
FRV	Three-dimensional laser scan of Castle Williams	M	N/A
FRV	Administrative history	M	An administrative history would provide baseline information on the creation and development of the national monument.
FRV	Comprehensive collections storage assessment	M	A comprehensive collections storage assessment would look at future storage and stewardship needs of the national monument's growing museum collection and archive. This assessment would help provide guidance and inform management decisions related to addressing these challenges.
Key Issue	Comprehensive condition assessments for historic structures	M	Comprehensive condition assessments would take a parkwide inventory of existing data and information on historic structures within the national monument's boundary. It would also identify gaps in documentation that should be addressed. The data would support preservation of the historic structures and the development of the adaptive reuse strategy for historic structures.
FRV	National Register of Historic Places nomination (update)	M	Update the national register nomination to include new scholarship and research on national monument historic resources.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
OIRV	Oral histories	M	Oral histories from those who have a personal connection to the national monument, including those who were stationed at Governors Island, would help capture information related to military traditions, strengthen the national monument's connection to past traditions, and help preserve the history of the island.
OIRV	Special history study	M	A special history study on the military traditions of Governors Island would assist the national monument in the development of programming and provide a more thorough understanding of historic uses of the island.
FRV, Key Issue	Visitor survey and management analysis	M	This visitor survey would help to better understand the national monument's existing audiences and identify barriers and opportunities for engaging a broader, more diverse audience. It would also evaluate current visitor use management and provide an evaluation of visitor patterns.
FRV	Visual resources inventory	M	This inventory would help establish a baseline for planning efforts to retain the visual characteristics of the views.
FRV	Archeological Site Management Information Management System (update)	L	Updates from recent archeological work need to be included in the Archeological Site Management Information Management System (database).
FRV, OIRV	Climate change vulnerability assessment	L	This study would allow the national monument to understand the potential impacts of climate change and how it could affect cultural and natural resources.
FRV	Interior Collections Management System (update)	L	Updates from recent archeological work need to be included in the Interior Collections Management System (database).
FRV	Leasing survey	L	Review potential leasing opportunities and interests for historic structures.

## Part 3: Contributors

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## Appendixes

### Appendix A: Presidential Proclamations for Governors Island National Monument

**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.



**Proclamation 7647—Establishment of the Governors Island National Monument  
February 7, 2003**

*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.

**GEORGE W. BUSH**

## Appendix B: Inventory of Special Mandates and Administrative Commitments

### Special Mandates

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

Sale and Transfer of Governors Island, January 31, 2003. These documents define, among other things, the real estate use covenants, historic preservation covenants, easement rights, rights of the U.S. Coast Guard, and roles and authorities of the Governors Island Operator (Governors Island Preservation and Education Corporation) and Monument Operator (National Park Service). These documents include:

- Waiver and Consent Agreement among the USA/General Services Administration (GSA), the State of New York, the City of New York, and Governors Island Preservation and Education Corporation (GIPEC).
- Contract for Sale, Quitclaim Deed and Bill of Sale between the USA/GSA and the National Trust for Historic Preservation.
- Contract for Sale, Quitclaim Deed and Bill of Sale between the USA/GSA and GIPEC.
- Donation Contract, Donation Deed and Donation Bill of Sale between the National Trust and the USA/National Park Service (NPS). Describes the intended purpose and use of the island—to ensure the preservation and protection of the natural, cultural and historic qualities of Governors Island, guarantee public access, promote the quality of public education, enhance the ability of the public to enjoy the island and surrounding waterways, thereby increasing the quality of life in the surrounding community, the City, the State, and the United States.

Preservation covenants in the deed specify that the NPS and GIPEC “shall maintain and preserve the interior and exterior features that qualify the Island Property and the Monument Property respectively for inclusion in the State and National Registers of Historic Places consistent with the *Governors Island Preservation and Design Manual*, dated January 28, 2003. . . .”

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

The deed directs the National Park Service as Monument Property Owner to “maintain the Monument Property as an educational and civic resource of special historic character and as a recreational and open space resource for the people of the City, the State and the United States; and as such, it shall be used, maintained and occupied subject to rules and regulations adopted by the Monument Operator and the availability of appropriated funds for any combination of the following uses (the “Monument Permitted Uses”): Museums and historic sites, such as national parks and monument areas; Not-for-profit cultural facilities; Historic interpretation sites; Other non-commercial uses customary for national parks and monument areas; Commercial uses necessary for and limited to visitor services ancillary to the use of the Monument Property; and Office and administrative space ancillary to the use of the Monument Property.”

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

- Preservation and Design Manual (three parts) for the Historic District. The design manual was created by the General Services Administration in anticipation of transferring the island. It provides a general understanding of the island’s historic resources, goals for preservation, and establishes the standards by which development can take place. Application of the standards to individual projects within the NHL District will be reviewed by the New York State OPRHP and New York City Landmarks Preservation Commission. The Manual was developed in consultation with the New York City Planning Department, the New York City Landmarks Preservation Commission, the New York State OPRHP, the Advisory Council on Historic Preservation, and the National Trust for Historic Preservation. It consists of three parts.
  - Part 1: Preservation and Design Standards address the categories of site development, building treatment, new construction and additions, landscaping, and demolition.
  - Part 2: Property Summary Sheets describe the individual buildings and major landscape features. The sheets identify which buildings and landscapes should be preserved and which may be removed.
  - Part 3: Design and Development Guidelines provide more detailed guidance in applying the Preservation and Design Standards.

**Administrative Commitments**

Name	Agreement Type	Start Date - Expiration Date	Stakeholders	Notes
Memorandum of Understanding between the USDOJ/NPS and Governors Island Preservation and Education Corporation	Memorandum of understanding	N/A	NPS, Governors Island Preservation and Education Corporation (GIPEC)	N/A
Memorandum of Agreement between the U.S. Coast Guard and GIPEC	Memorandum of agreement	N/A	U.S. Coast Guard, GIPEC	N/A
Governors Island Aids to Navigation Easements by the National Trust and GIPEC to the USA/U.S. Coast Guard	Easement	N/A	National Trust, GIPEC, U.S. Coast Guard	The Coast Guard retains rights to access, repair, and develop various aids to navigation on the island.

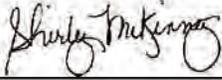
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## Northeast Region Foundation Document Recommendation Governors Island National Monument

October 2018

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.



October 16, 2018

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RECOMMENDED

Shirley McKinney, Superintendent, Governors Island National Monument

Date



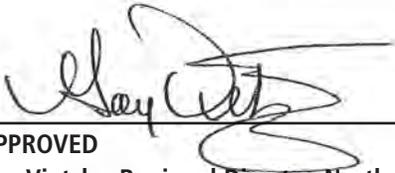
October 30, 2018

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RECOMMENDED

Joshua Laird, Commissioner, National Parks of New York Harbor

Date



5 November 2018

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APPROVED

Gay Vietzke, Regional Director, Northeast Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

GOIS 019/149977

November 2018

# Foundation Document • Governors Island National Monument

