

GOVERNORS ISLAND

CB1 Land Use Committee

Governors Island Planning & Zoning Presentation

Presentations & Review Meetings

- **Sept 14: Update on Climate Center Vision and High-Level Rezoning Proposal to CB1 Land Use, Zoning and Economic Development Committee**
- **TODAY: South Island Rezoning Update to CB1 Land Use, Zoning and Economic Development Committee**
- **Oct 19: DCP Certification Presentation to the City Planning Commission**
 - City Planning will refer out the land use application and zoning text to all parties
- **Nov 2 : Special CB1 Meeting to hear feedback and input on non-zoning related issues and opportunities including**
 - Park and Open Space Use
 - Waterfront Access & Transportation
 - Public Programming
- **Nov 9: Land Use & Economic Development Committee Hearing**
 - Detailed zoning text presentation
 - Review of EIS
 - Financial Details

Our Vision

In September 2020, The Trust and Mayor Bill de Blasio announced plans to attract **a leading center for climate solutions** to Governors Island.

A Climate Center will pair interdisciplinary research focused on developing, testing, and scaling new tools for climate solutions with meaningful public engagement through diverse educational and cultural experiences.

Development Controls

	Scope
Deed	Controls required, allowable, and prohibited uses at a high level (i.e. must have education, may not have power generation)
Zoning	Zoning more specifically defines allowable uses and sets specific limits on building form (height, density, orientation, etc.)
Request for Proposals (“RFP”)	Will seek proposals that meet specific goals for the proposed climate center and provide specific designs compliant with the zoning

South Island Rezoning Proposal

Extend uses allowed in the Historic District (Northern Subdistrict, rezoned in 2013) to the South Island, including:

- Office
- Education
- Cultural
- Retail
- Restaurants
- Gyms & Health Clubs
- Hotel & Convening
- Amusements
- Maritime Recreation
- Dorm & Faculty Housing

Add:

- Research & Development
- Small Scale Production
- Accessory Uses to Island Operations

Protect and expand the existing open space

Allow a maximum 4.275M SF across designated development sites on the South Island, creating an effective 2.98 FAR based on the area of the development zones only

Expanded use and development will support...

Year-Round Public Access

Uses that complement the park will increase revenue to support year-round park access and enliven the Island with uses that support a 24/7, vibrant place

Enhanced Operational Capacity

Rent revenue streams will help increase staff resources to support year-round activity and fund more ferries and on-Island mobility

Historic District Activation

An anchor use will create the demand to attract complementing uses/tenancies to historic buildings and bring revenue stream to support capital investment for rehab

Increased Public Programming and Park Maintenance

More funding means better care for our park and increased capacity for public programming



GOVERNORS ISLAND

I. Master Planning Process - History



Deed Requirements & Master Planning

- 2003 Deed from the Federal Government required NYS and NYC to develop a comprehensive Master Plan “for the preservation and re-development and use of Governors Island”
- Outlined required, permitted and prohibited uses
- Deed laid the groundwork for long-term financial self-sufficiency by requiring that all future rental revenue generated on the Island be applied “solely and exclusively” to Governors Island



With stakeholder input, GIPEC outlined key principals to guide the Master Plan development in 2006:

- Create a public place and parklands that all New Yorkers will cherish;
- Enhance New York's place as a center for culture, business, education, and innovation;
- Achieve financial self-sustainability for the Island;
- Adaptively reuse historic structures and provide for the preservation of these public treasures;
- Promote environmentally sustainable development; and
- Contribute to the vitality of New York Harbor and link to the surrounding waterfronts.

GIPEC Issued RFQ for Master Plan Included General Direction and Requirements for Park and Future Development Area

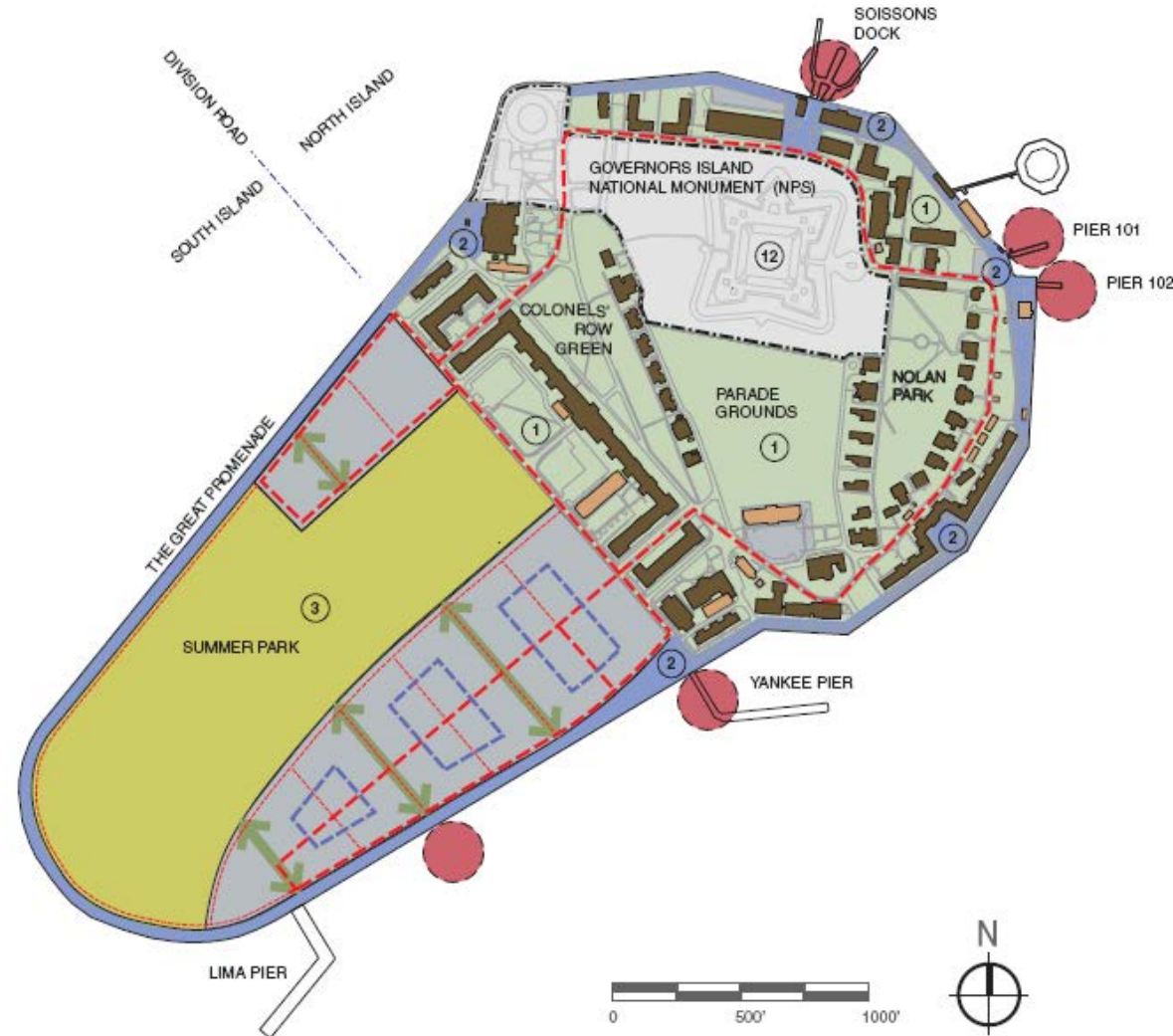
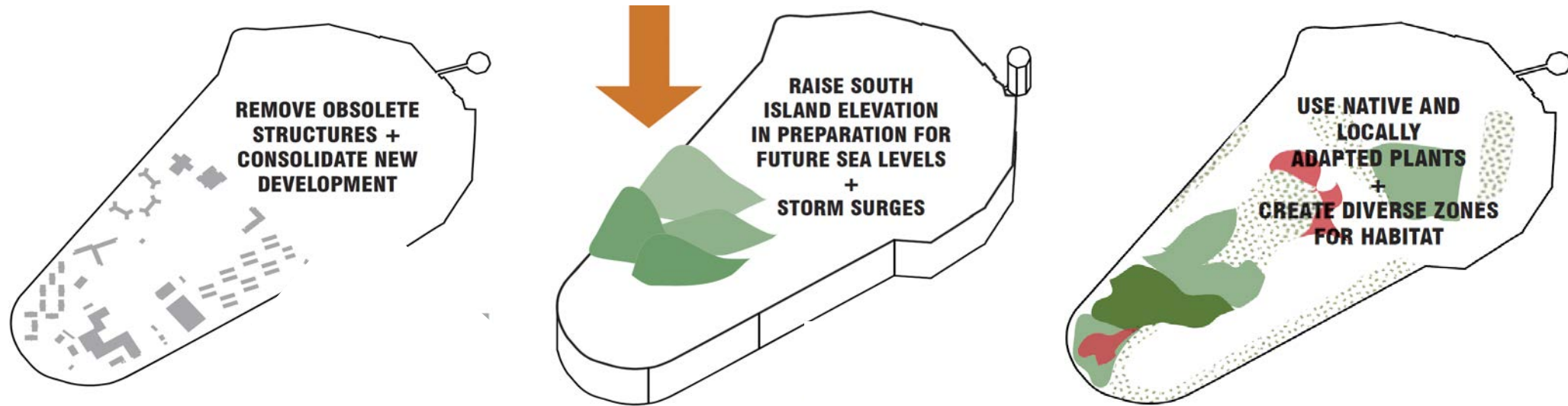


Image via EDAW and DMJM-Harris

Design Competition Jury Selects West 8 in December, 2007



West 8's Key Master Plan Strategies



Master Plan Design Competition History & Public Engagement



October 2005 GIPEC presents proposed planning process to CB1



February 2006
International Park
Design Competition
Announced, RFQ
released

January 2007 RFP
issued to 5 qualifying
firms



June 2007 Manhattan
CB1 Waterfronts
Committee
presentation on
master planning

December 2007 West
8 announced as
winner of Park Design
Competition



Summer 2008

Program survey and in-person exhibit gathers public input on master plan



Fall 2008 Public forum summarizes findings of the year's public outreach

March 2009 GIPEC holds public meeting to give update on Master Plan



Summer 2010 Input on Master Plan solicited from visitors on web and Island



July 2010 Master Plan presentation to CB1 w/ West 8

2011 EIS for Park and Public Space construction

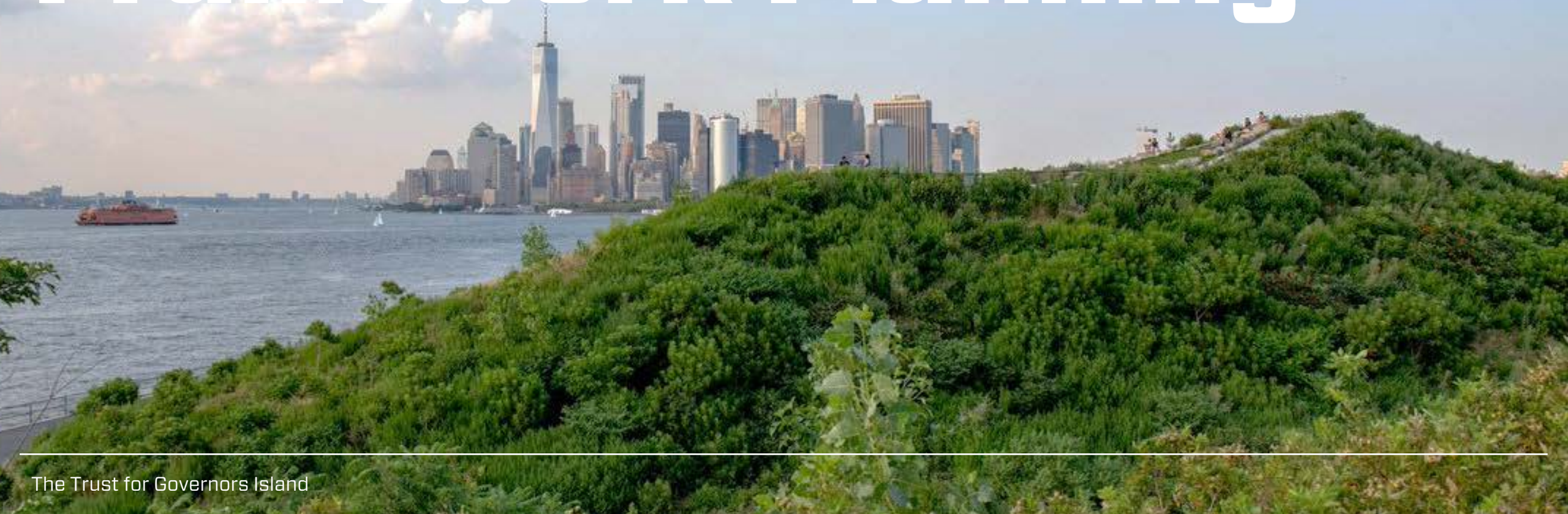
In 2017, The Trust hired FXCollaborative to lead the design of new zoning framework for the South Island

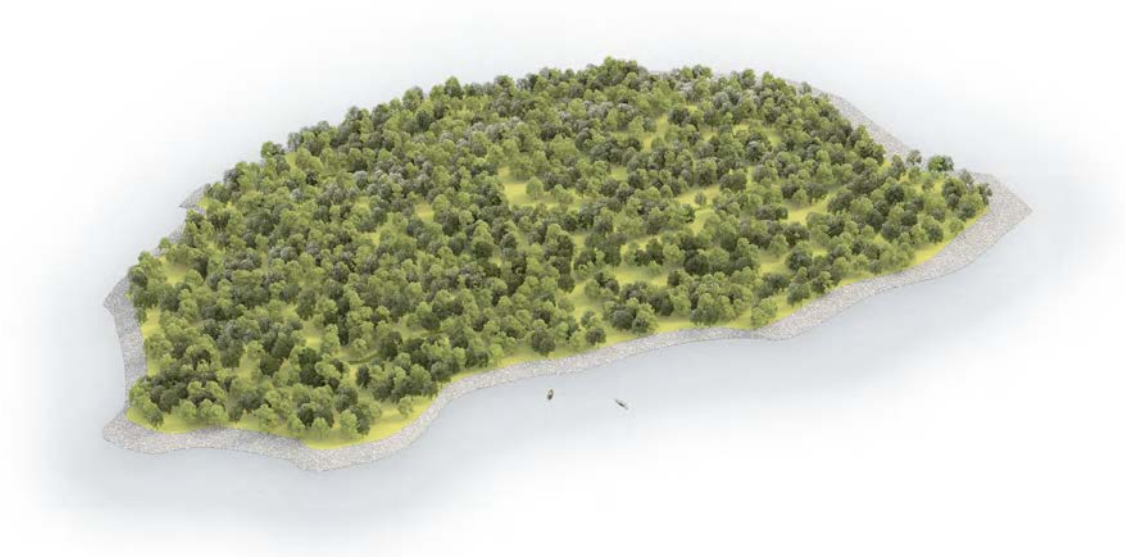
Working with DCP, The Trust established guiding urban design principles, shared with our CAC, CB1 and other stakeholders in 2018:

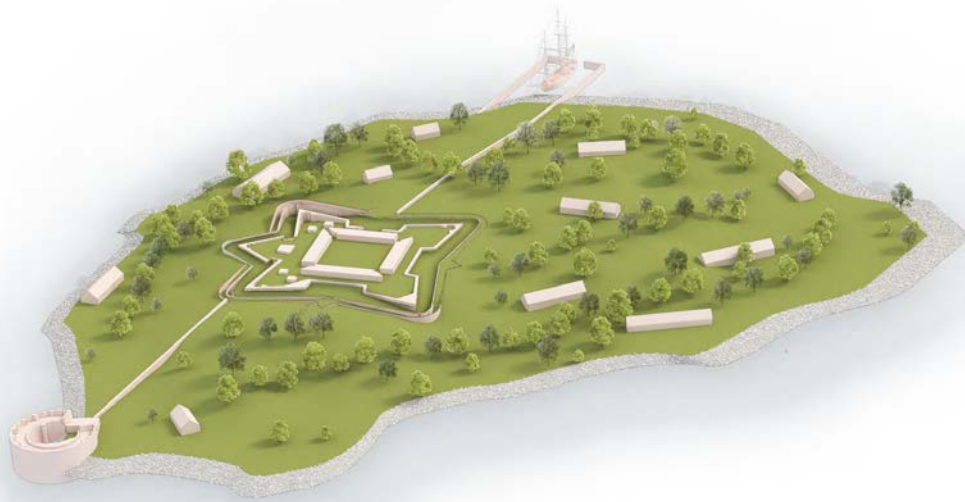
1. Complement and enhance the park and public spaces and respond to environmental conditions.
2. Connect and establish a harmonious relationship with the park, esplanade and Historic District.
3. Retain and frame views within the Island, and towards New York Harbor, Lower Manhattan, and the Brooklyn waterfront.
4. Activate building edges along public spaces.
5. Promote innovative design approaches to achieve a high level of resiliency and sustainability
6. Encourage flexibility to accommodate a wide range of building types and a mix of uses.

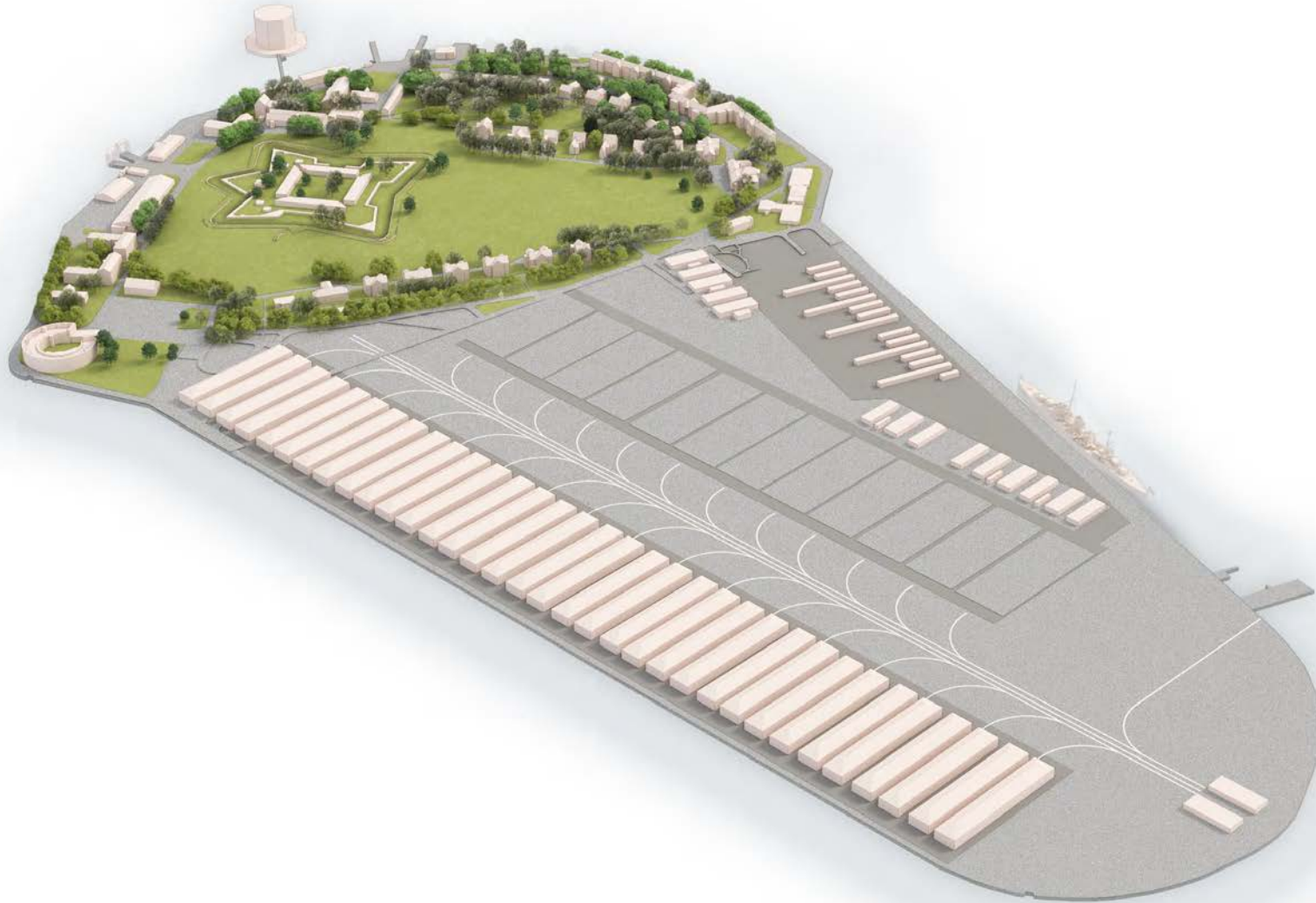
GOVERNORS ISLAND

II. Urban Design Framework Planning













EXISTING CONDITIONS ANALYSIS

GOVERNORS ISLAND EXISTING CONDITIONS

WEST PARCEL
6 acres

EAST PARCEL
27 acres

PARKS & PUBLIC
SPACES
approx. 126 acres
(Full Island Open
Space)

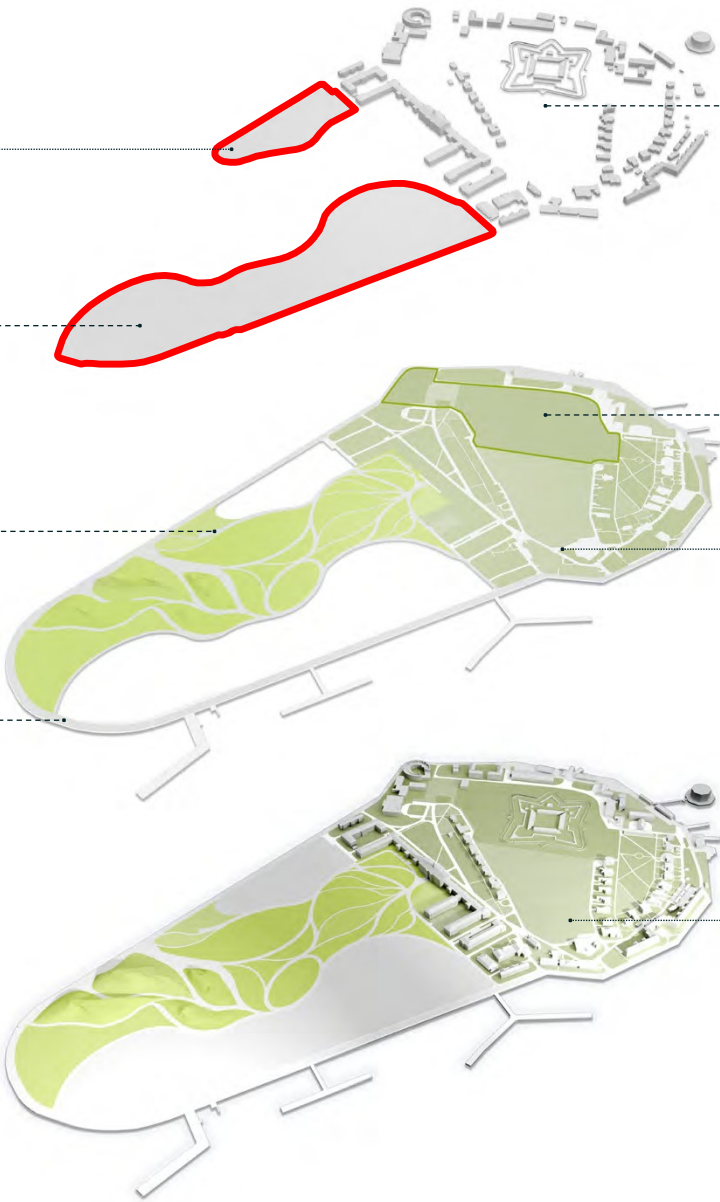
PERIMETER
PROMENADE
(2.2 miles in length)

HISTORIC
DISTRICT
(168 BUILDINGS
Total 1,164,000 sf)

NATIONAL PARK
SERVICE (22 acres)

HISTORIC
DISTRICT (92 acres)

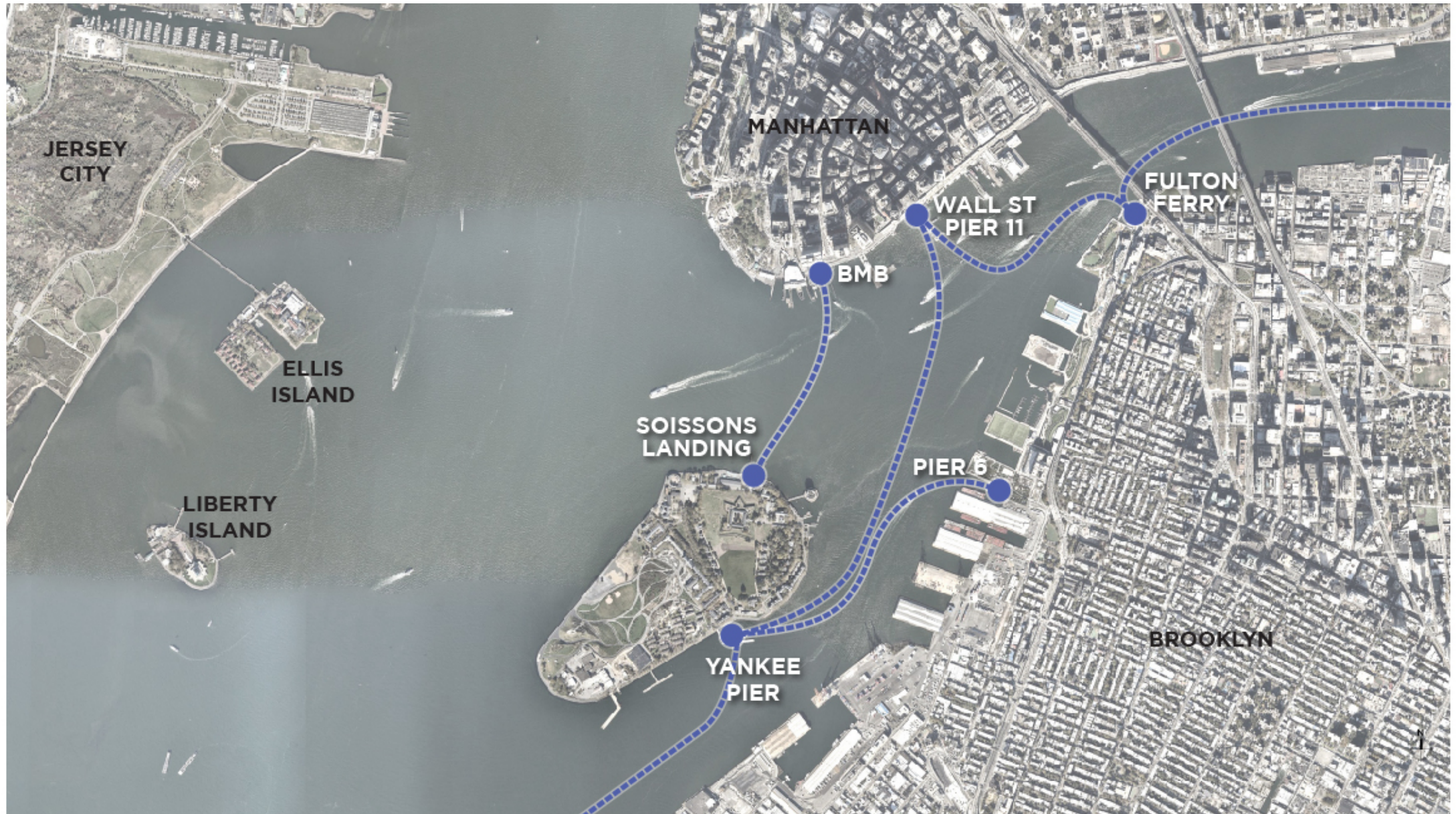
GOVERNORS
ISLAND
TOTAL: 172 acres



Scale Comparison

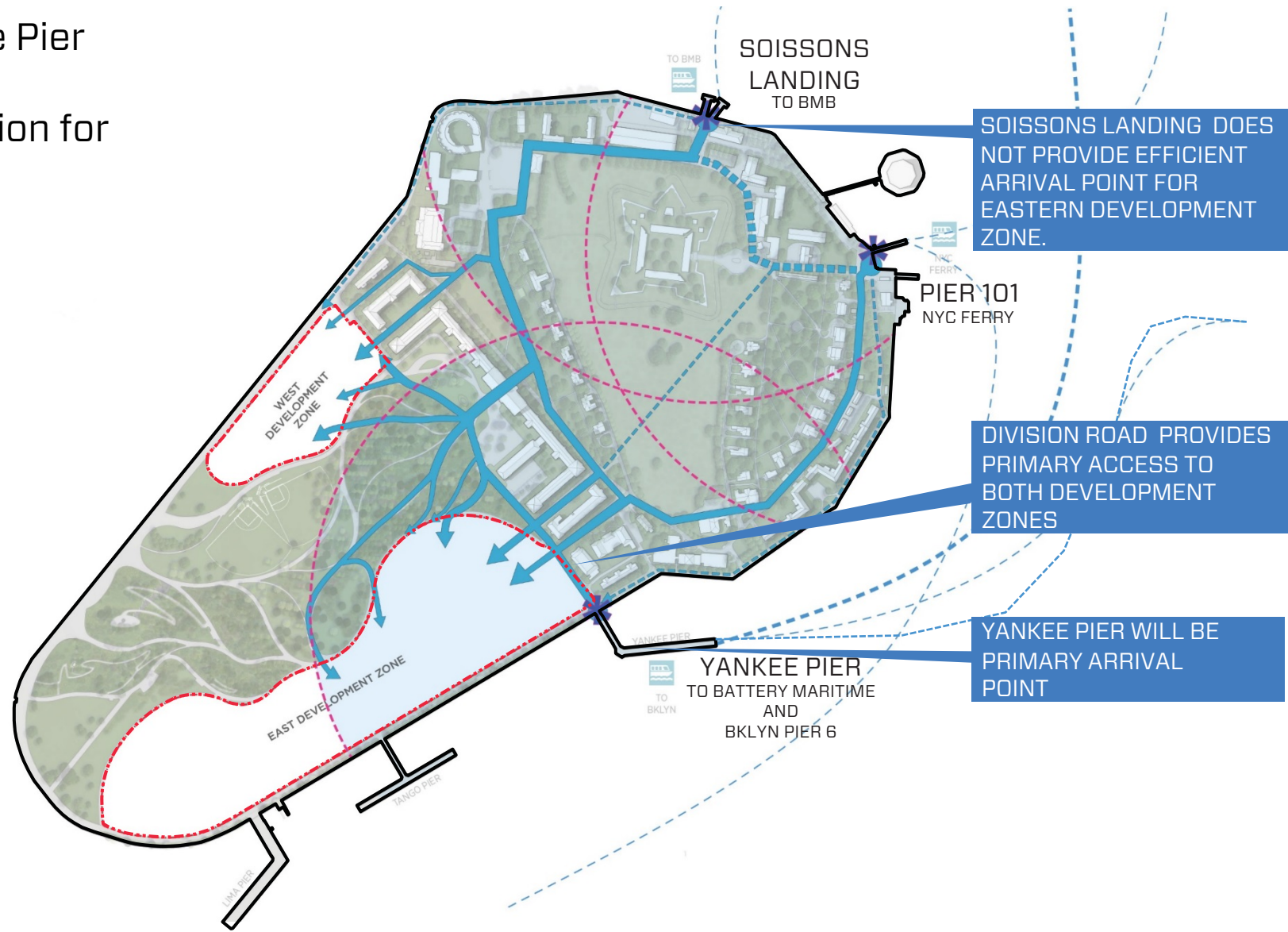


THE HARBOR CONTEXT AND CURRENT FERRY TRANSPORT



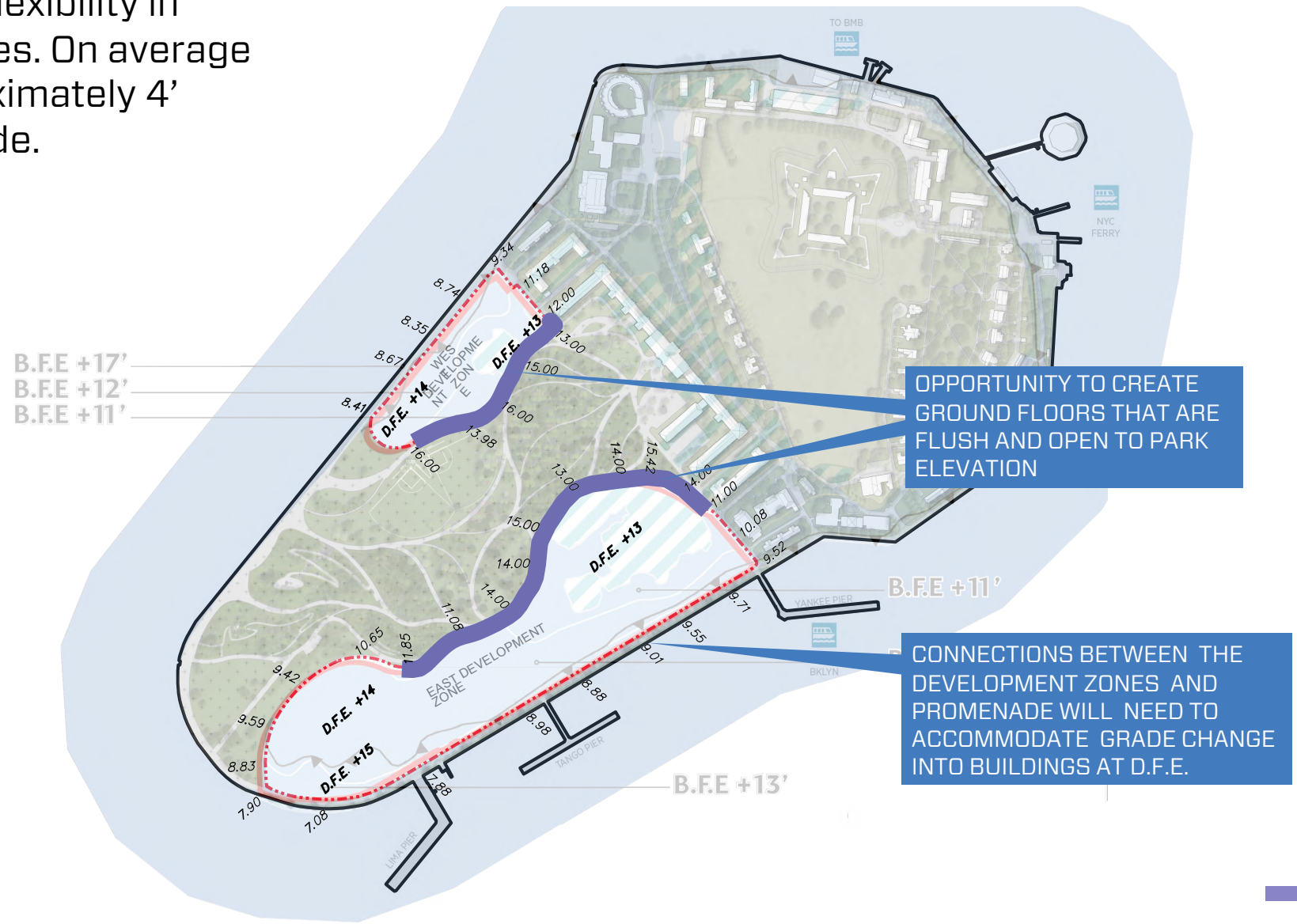
EXISTING ISLAND CIRCULATION

South Island will use Yankee Pier for passenger arrivals & departures, creating a location for adjacent higher density.



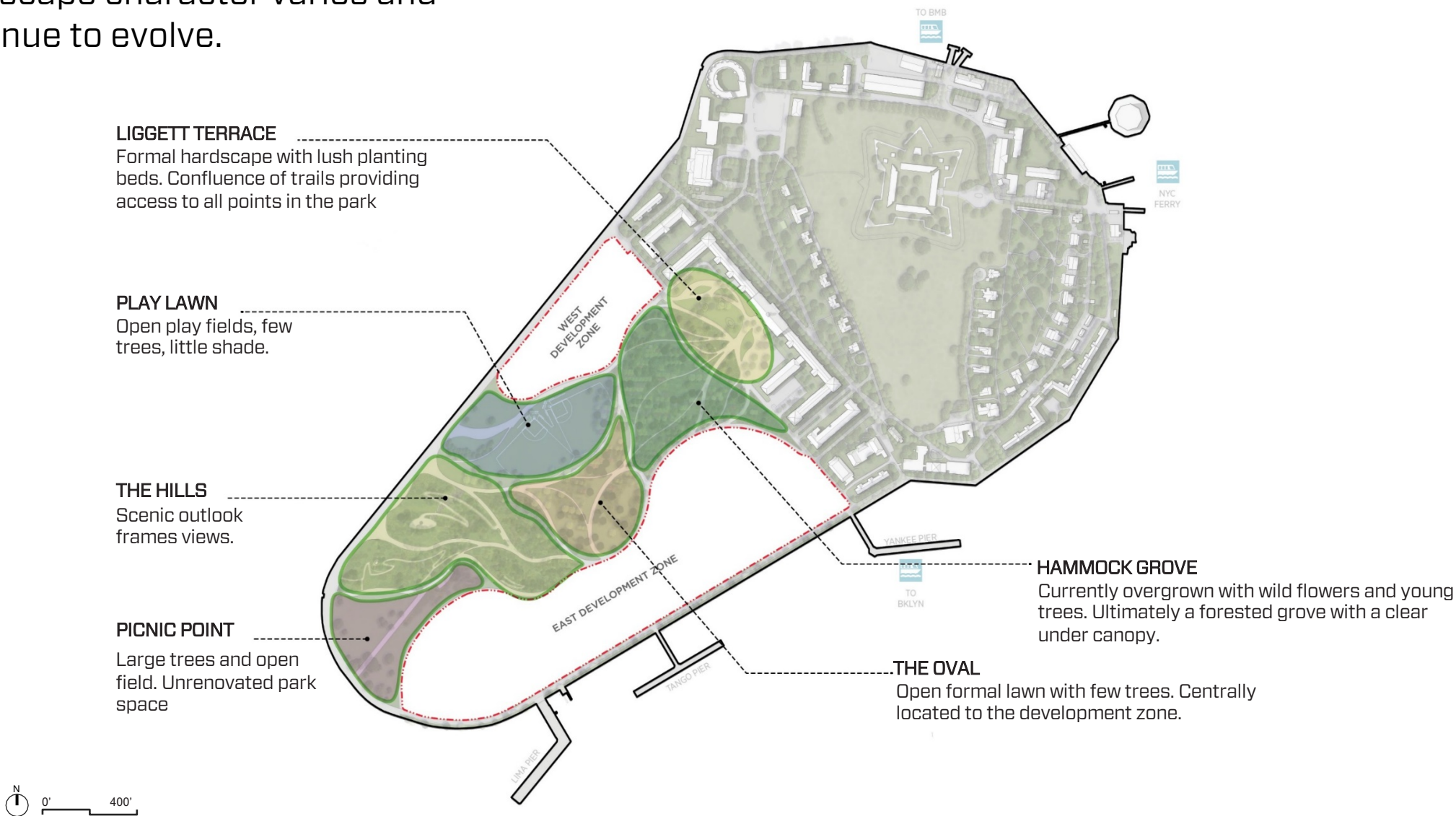
RESILIENCY

Zoning allows for flexibility in resiliency strategies. On average the D.F.E. is approximately 4' above current grade.



THE PARK CONTEXT

The landscape character varies and will continue to evolve.



KEY VIEWS

Development will respect views and will frame views of the park.



VIEW FROM OUTLOOK HILL



VIEW OF STATUE OF LIBERTY



VIEW FROM LIGGETT TERRACE



VIEW FROM PARK

KEY DESIGN PRINCIPLES

CONNECT PARK TO & THROUGH DEVELOPMENT ZONES



Above, View Primary Connection near Eastern Esplanade. Below, View of park edge at Parcel E4



Illustrative renderings shared in 2018



WIDEN AND ENHANCE ESPLANADE



Above, view of western esplanade. Below, view of eastern esplanade



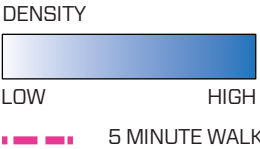
Illustrative renderings shared in 2018



LOCATE DENSITY ADJACENT TO TRANSPORTATION



View west at Yankee Pier and Yankee Pier Plaza



Illustrative renderings shared in 2018

CREATE TRANSITION FROM NORTH ISLAND



View of looking south at King Road from the Northern Subdistrict

- TRANSITION SPACES
- NORTH ISLAND
- SOUTH ISLAND
- HISTORIC CORNICE LINE
- SPECIAL BASE HEIGHT CONTROLS



Illustrative rendering shared in 2018

ESTABLISH A HIERARCHY OF PATHS AND NODES



View of intersection of connections from The Oval

- WEST PROMENADE
- EAST PROMENADE
- CONNECTION
- PRIMARY CONNECTION ALIGNMENT AREA
- SECONDARY CONNECTION
- SECONDARY CONNECTION ALIGNMENT AREA
- KEY NODE



Illustrative rendering shared in 2018

ENSURE FLEXIBILITY FOR UNIQUE BUILDING TYPOLOGIES



ONE POTENTIAL ILLUSTRATIVE MASSING

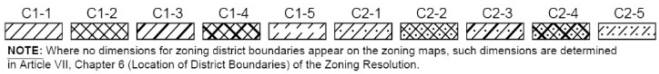


Illustrative rendering shared in 2018

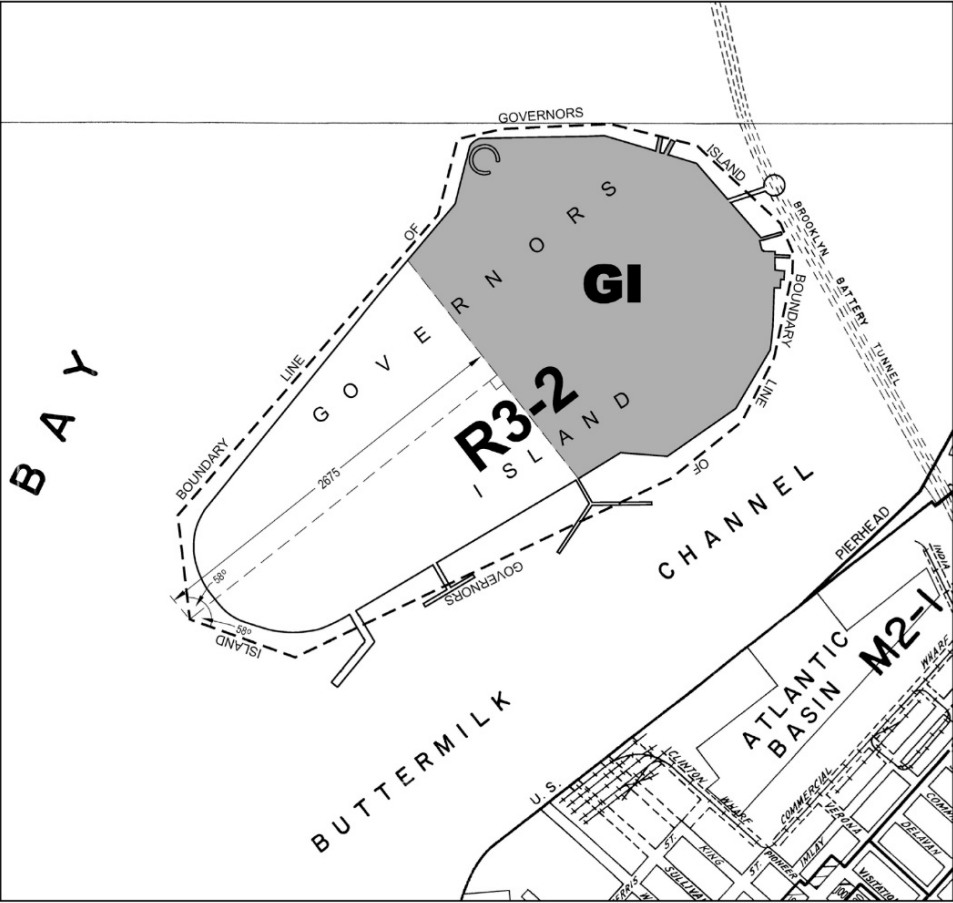
GOVERNORS ISLAND

III. Zoning Rules

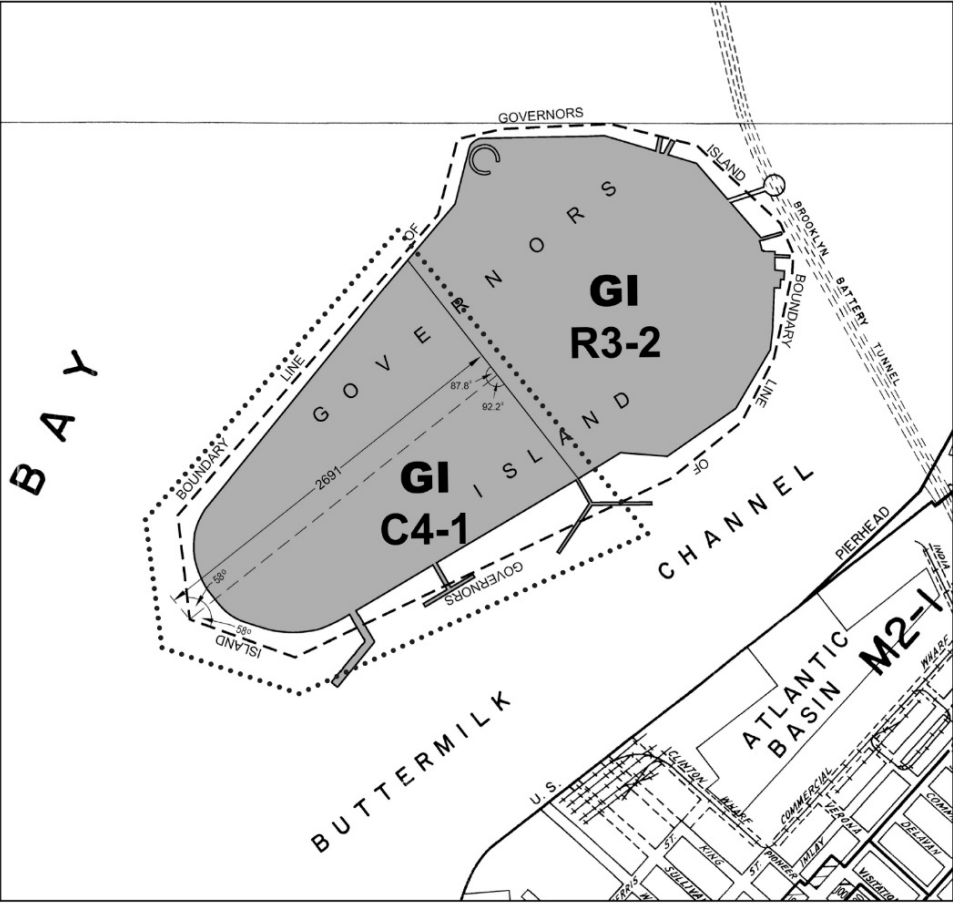




Zoning Change Map

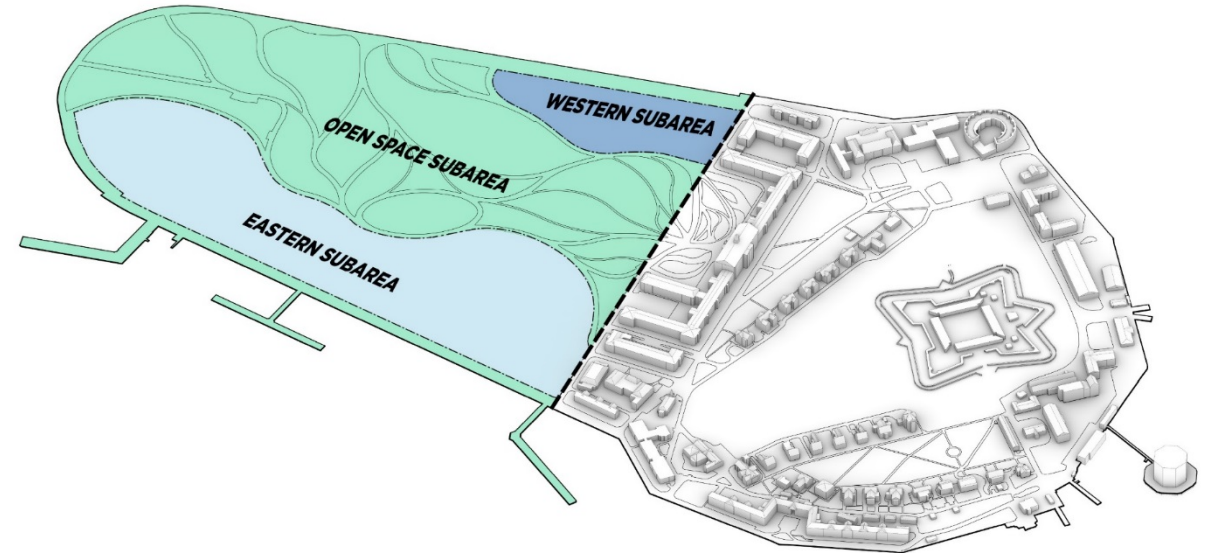
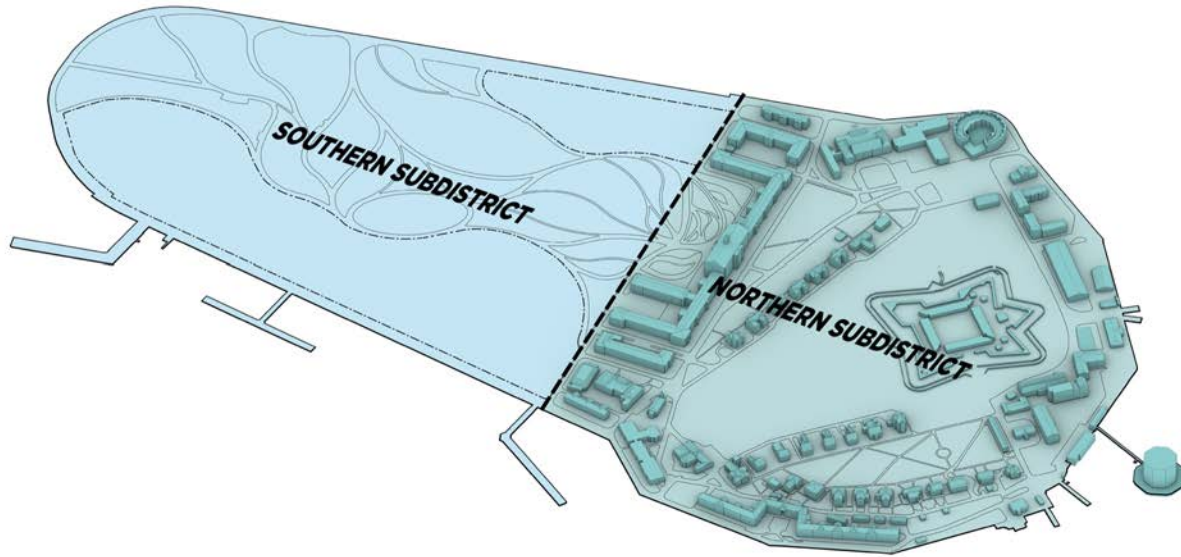


CURRENT ZONING MAP

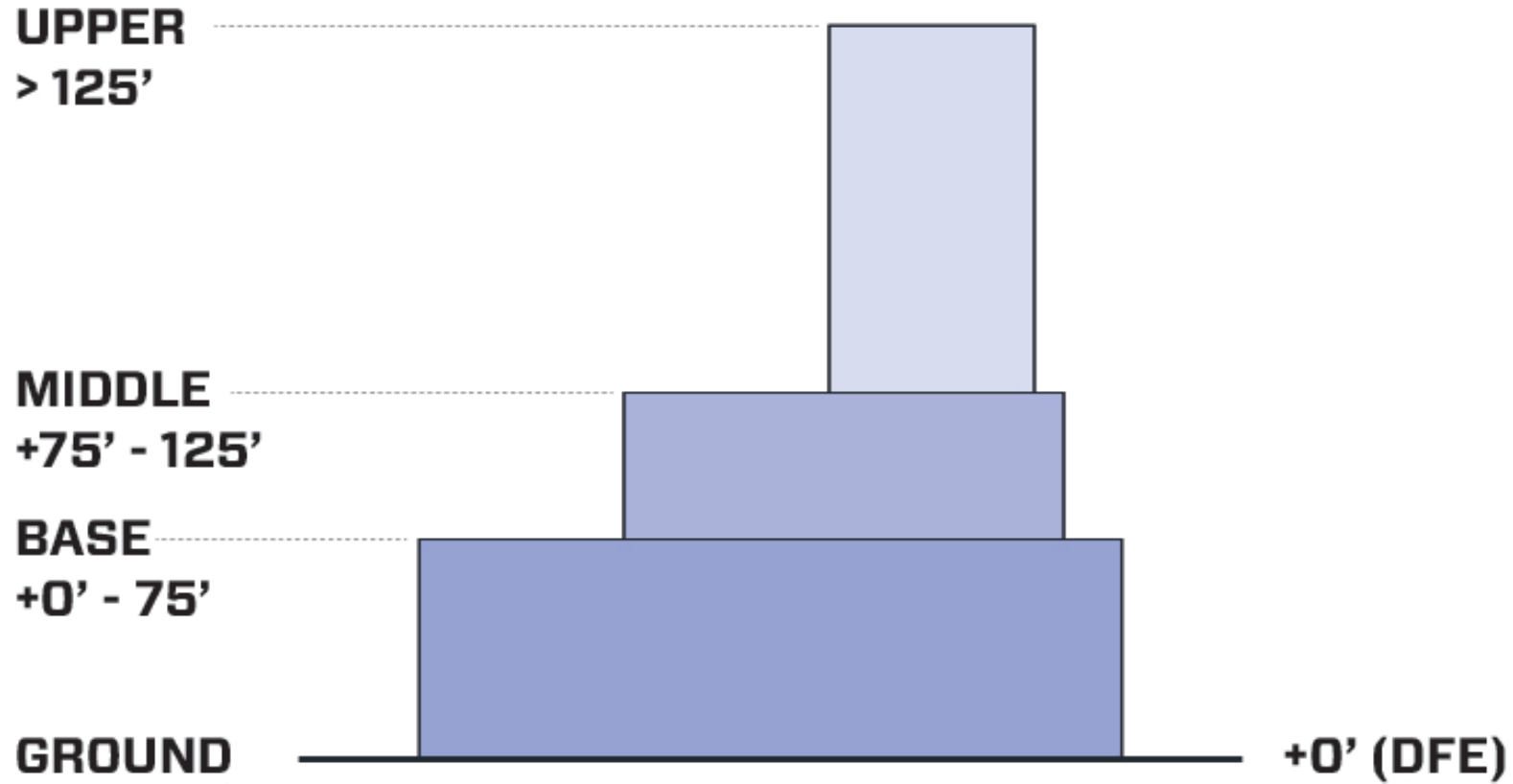


PROPOSED ZONING MAP

Subdistricts and Subareas



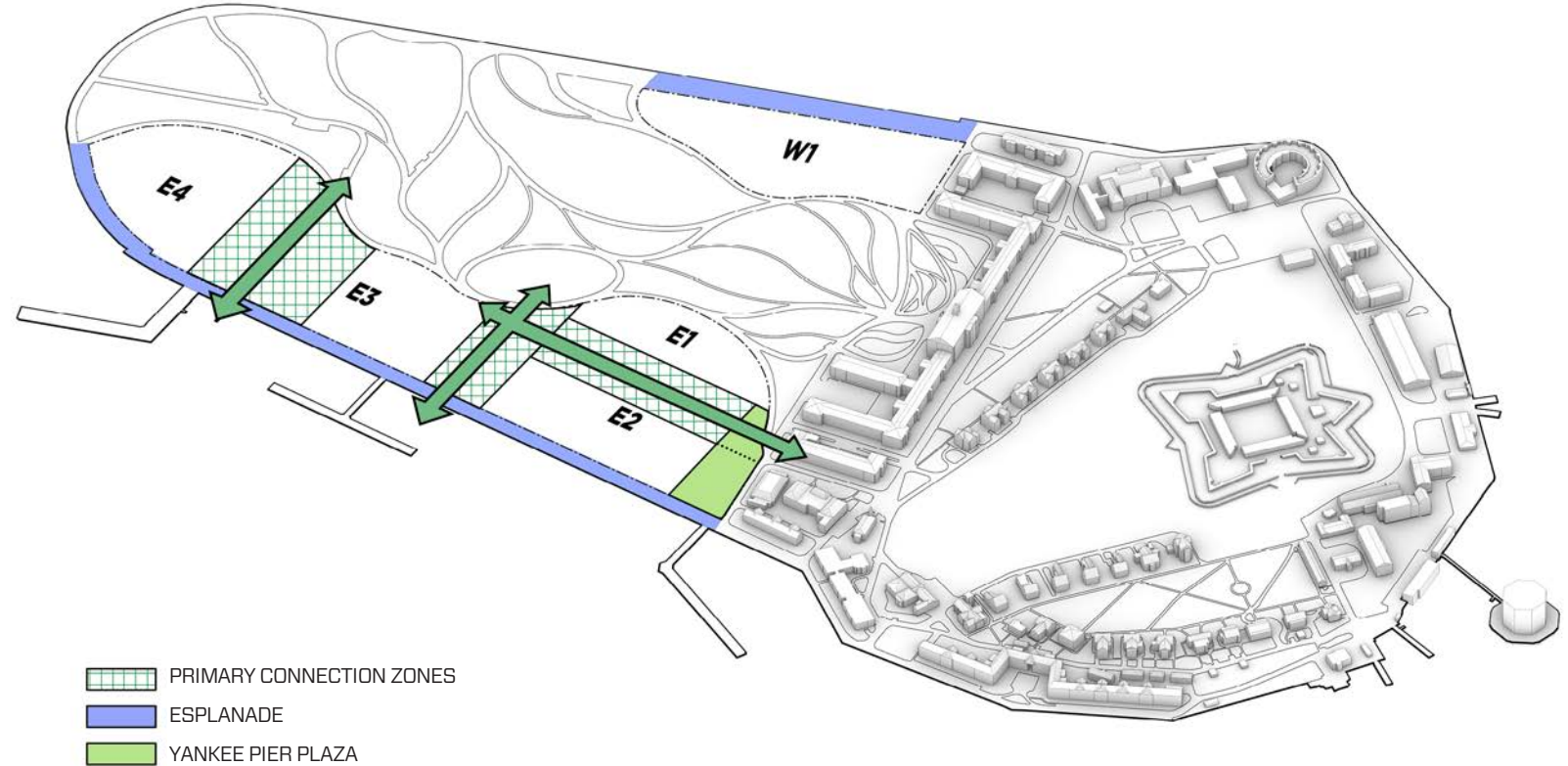
Zoning Regulation Datums



GROUND PLANE CONTROLS

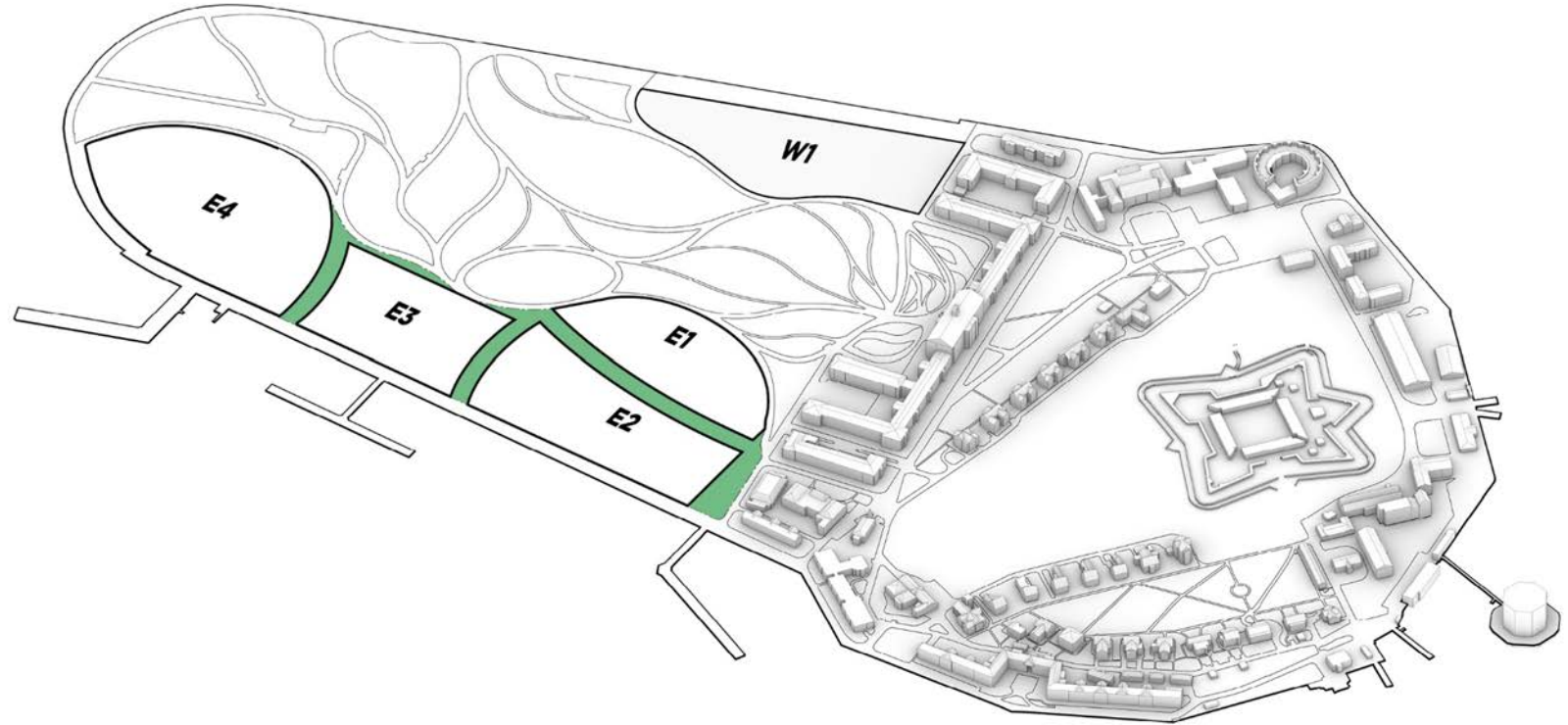
Primary Connections

Primary connections will subdivide the eastern development zone into 4 parcels and integrate and expand the island open space.



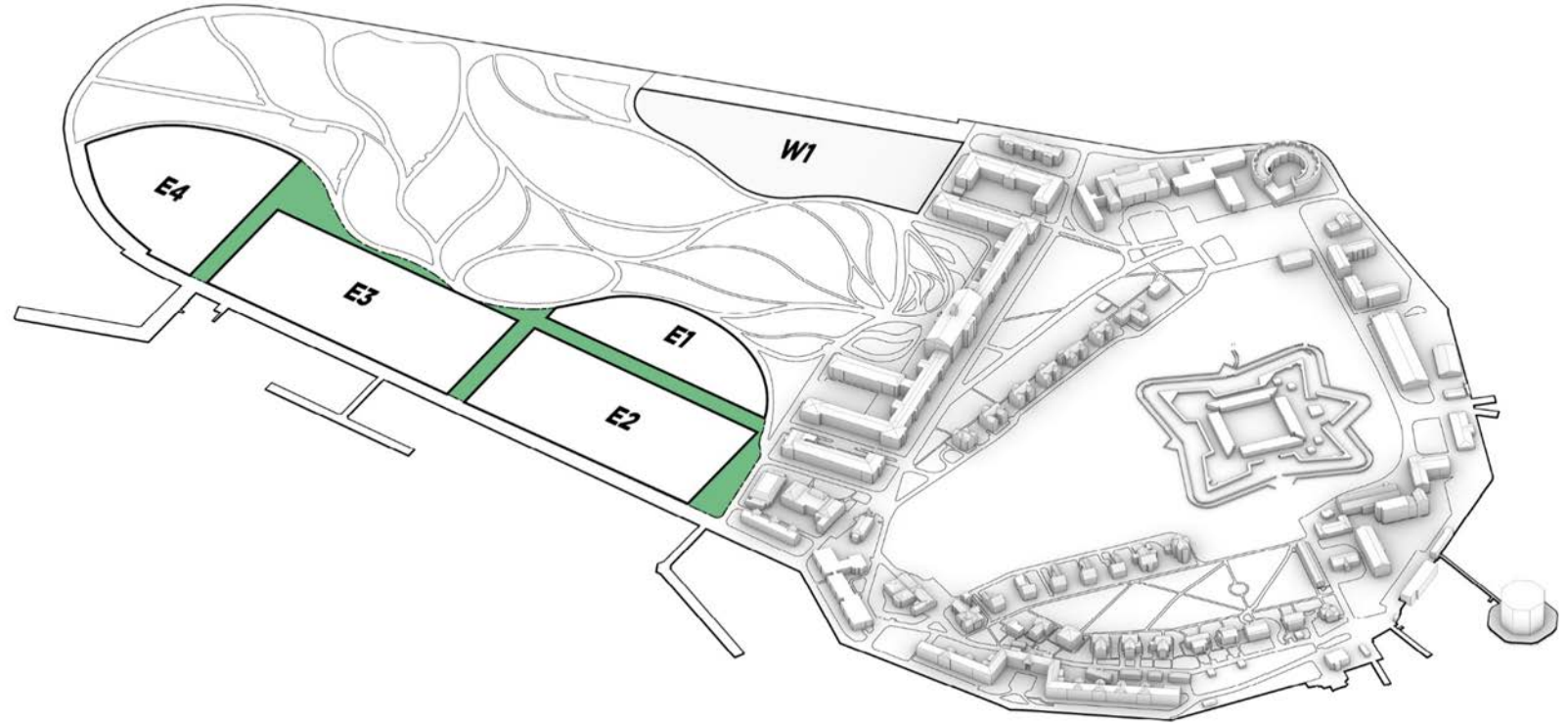
Development Parcels

The Primary Connection Zones create flexibility in parcel configuration while ensuring key connections.



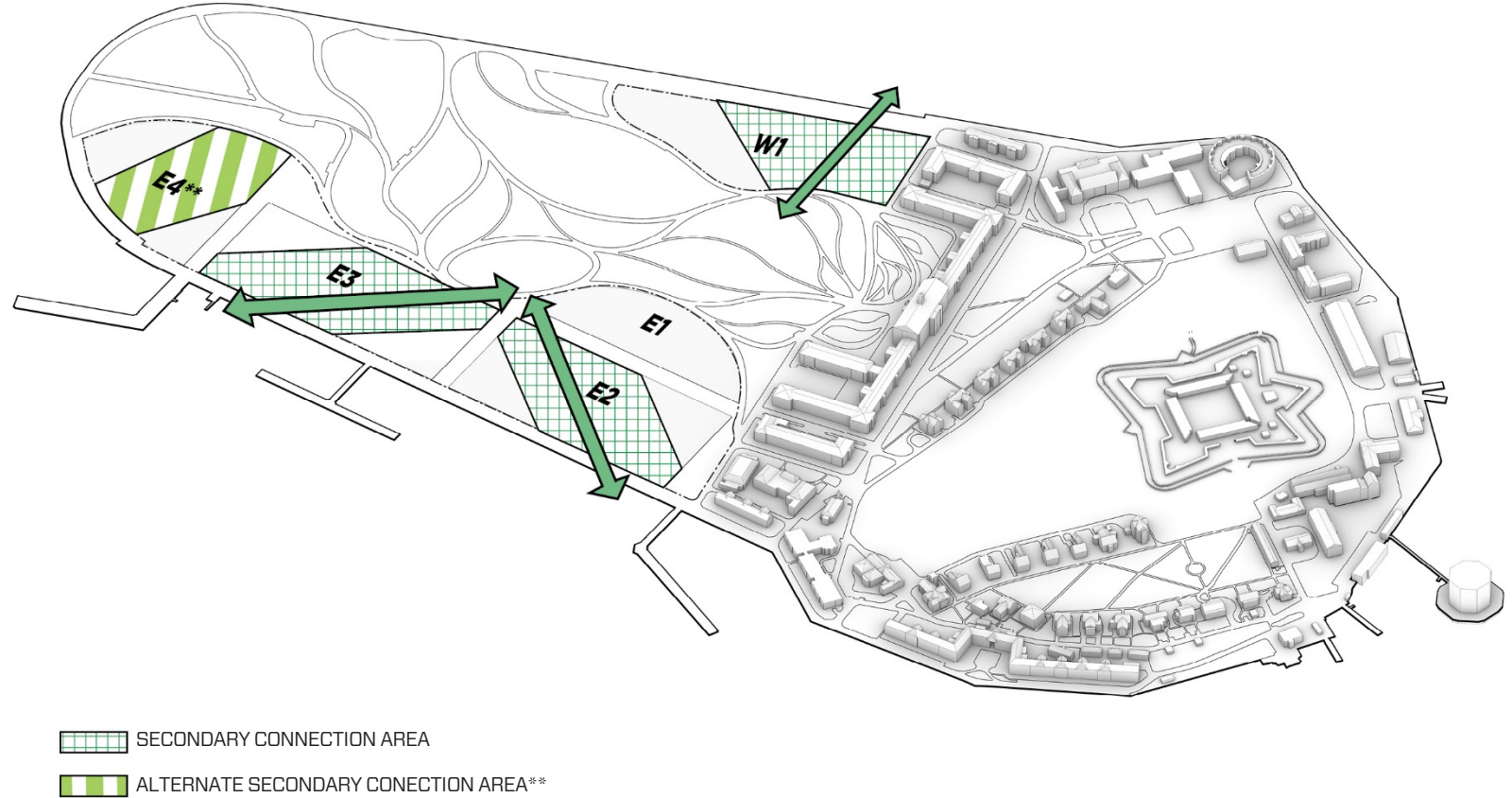
Development Parcels

The Primary Connection Zones create flexibility in parcel configuration while ensuring key connections.



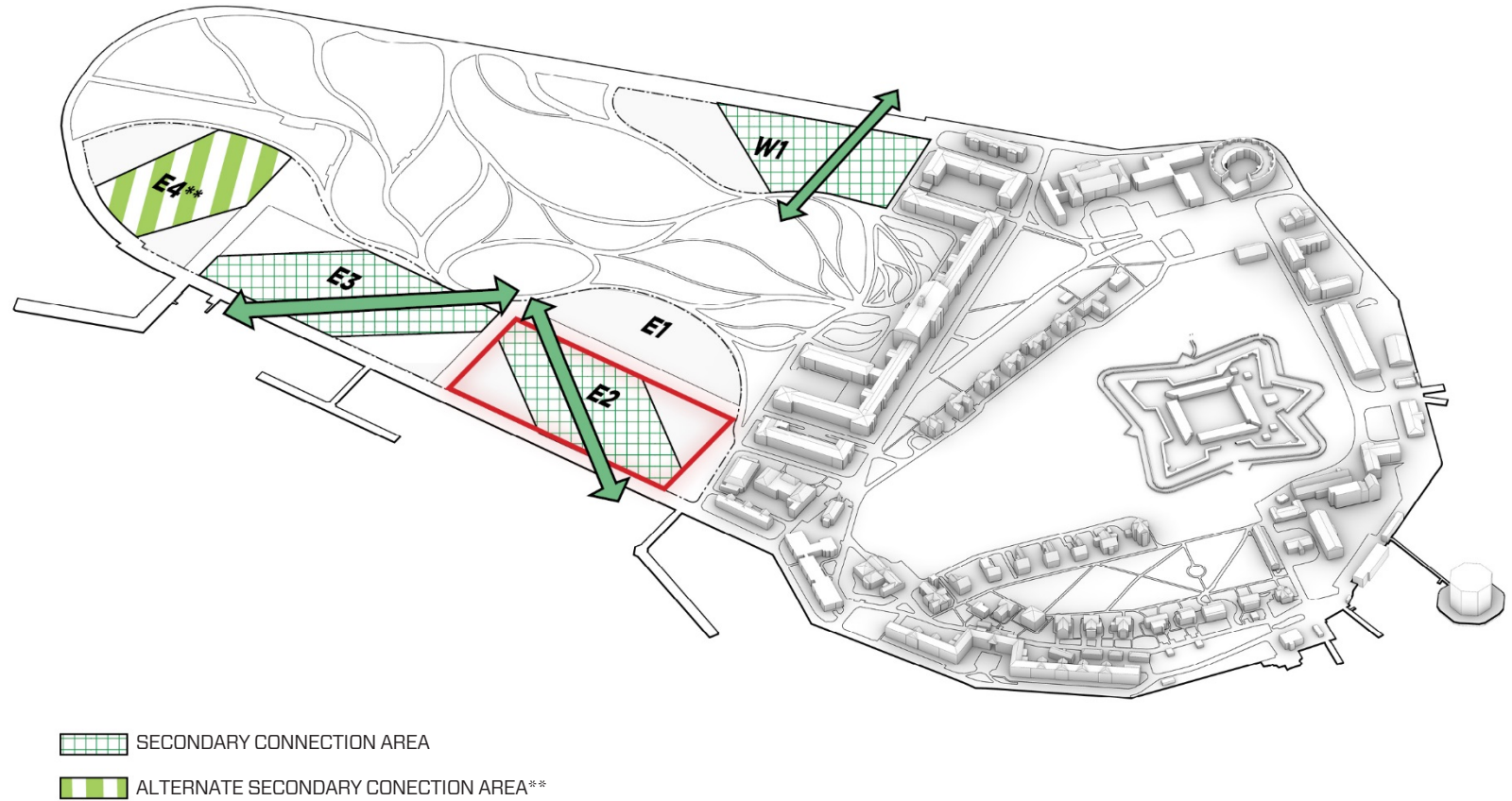
Secondary Connections

Secondary Connections through parcels link key nodes and desire lines.



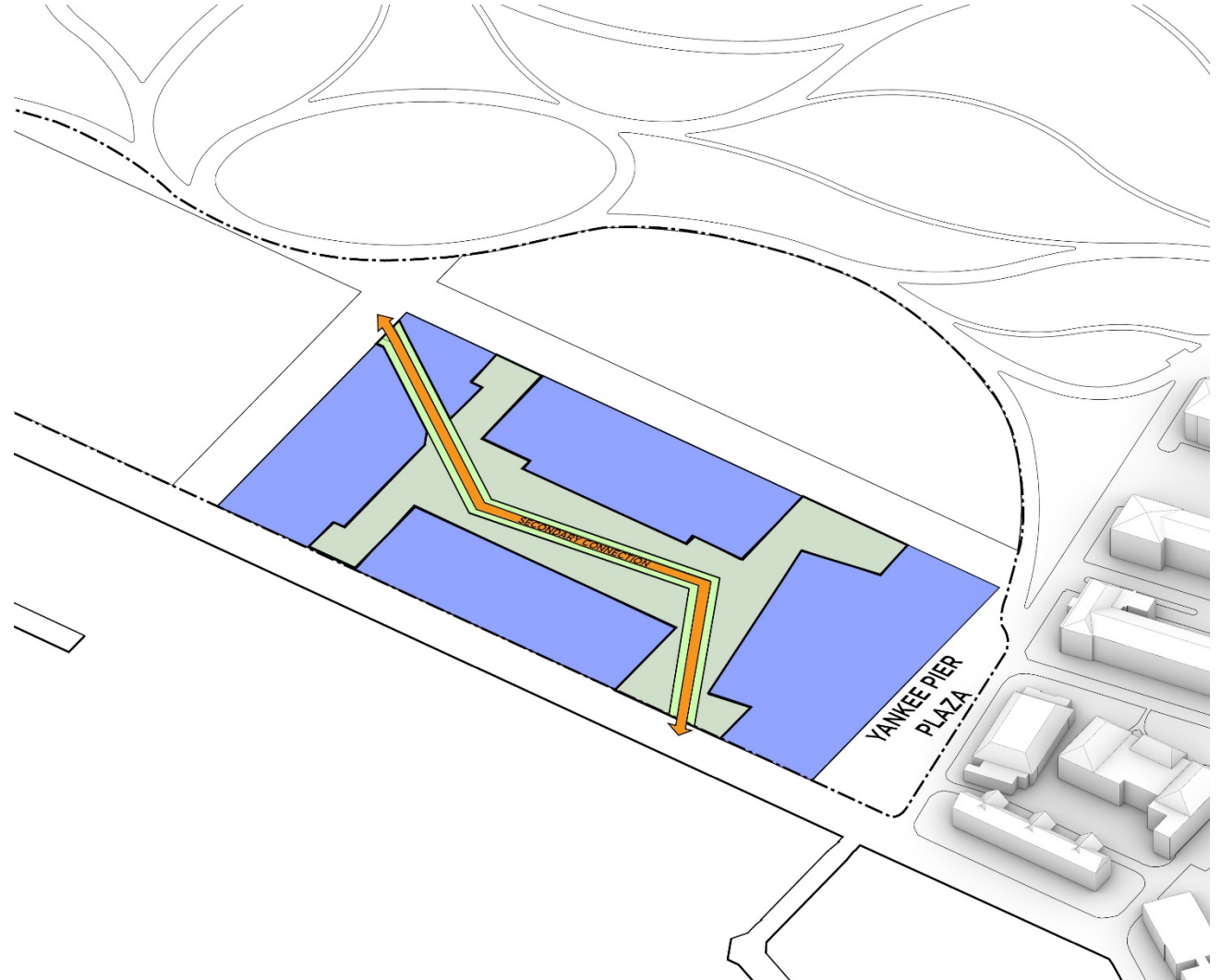
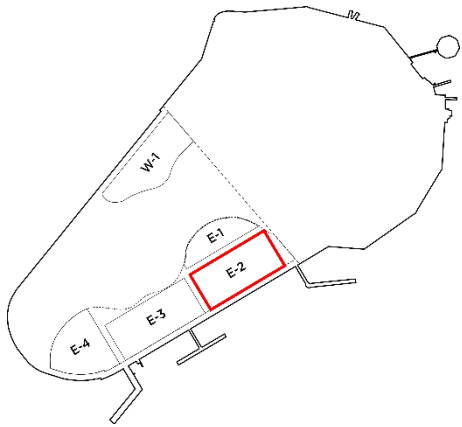
Secondary Connections

Secondary Connections through parcels link key nodes and desire lines.



Secondary Connections

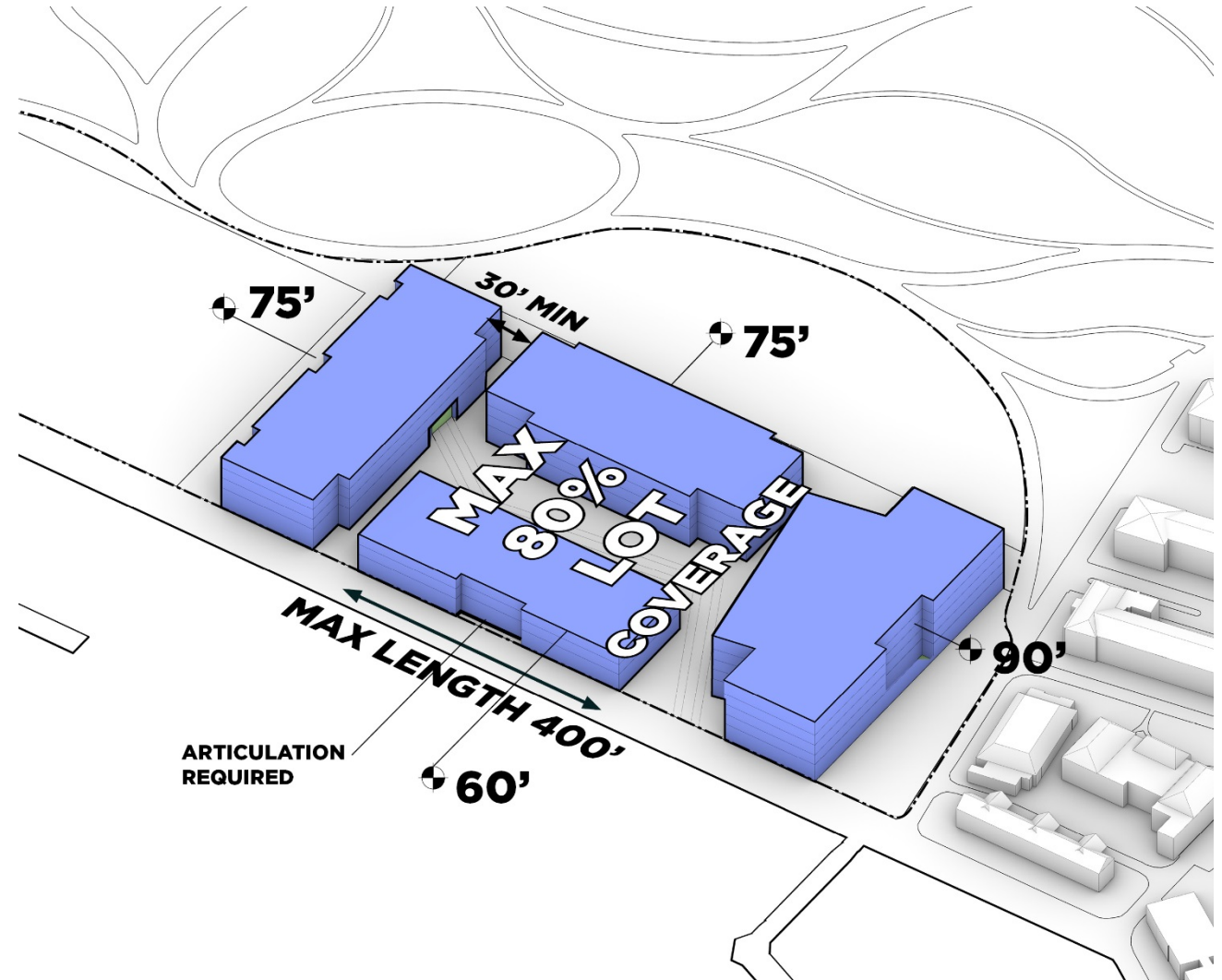
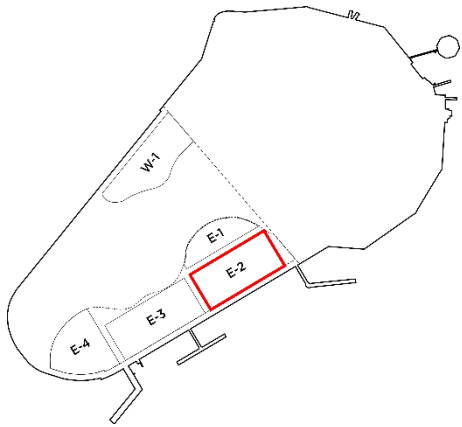
Secondary Connections may be open to the sky or enclosed.



BULK CONTROLS

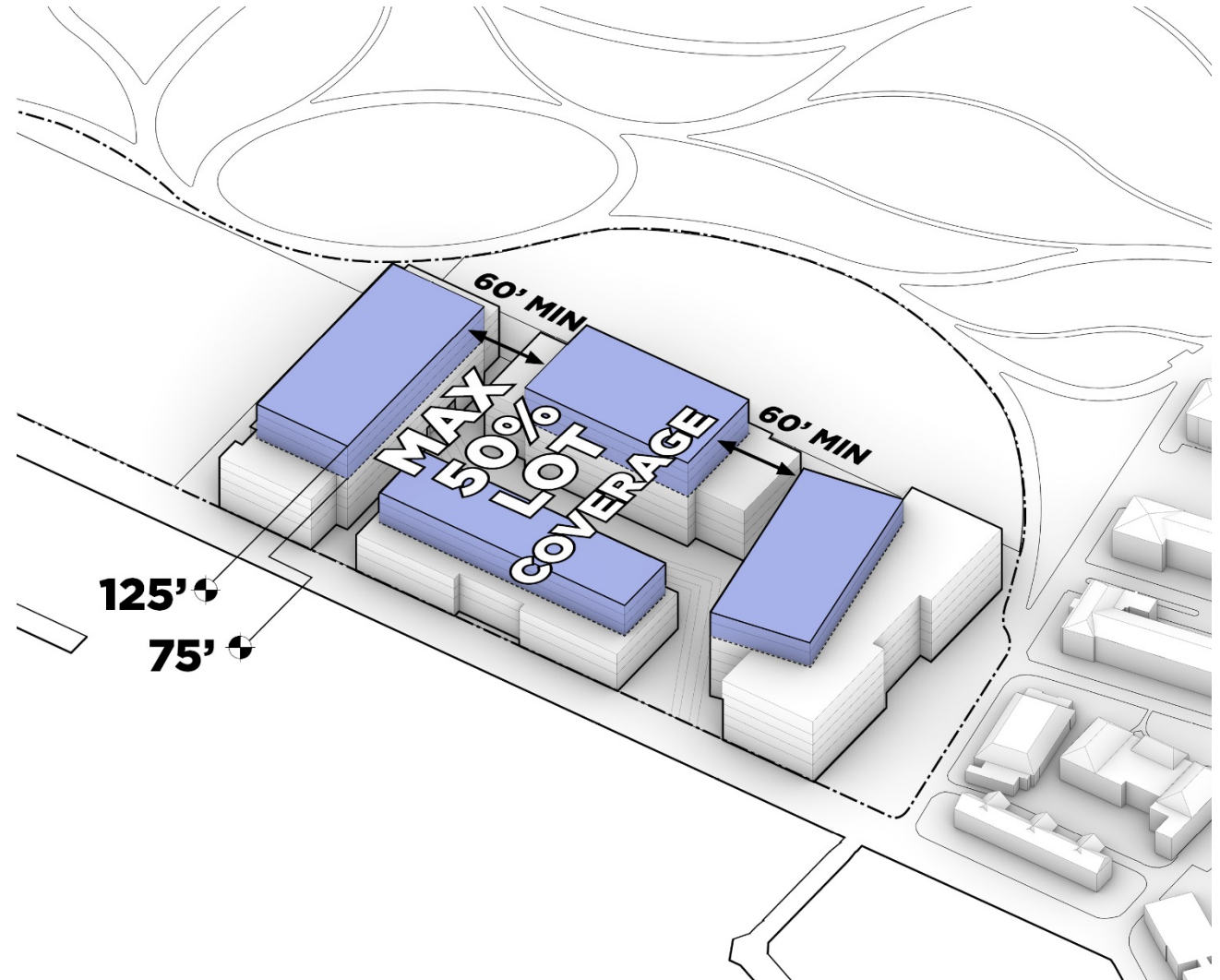
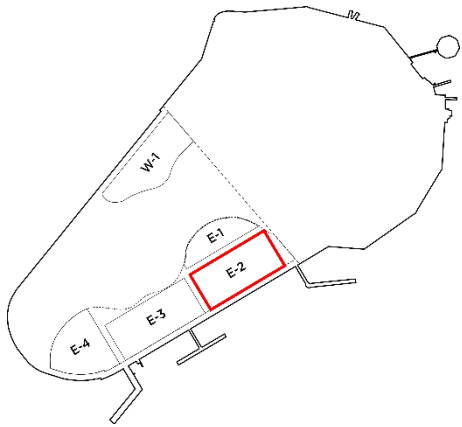
Base Regulations

Base regulations establish a maximum building length and articulation requirements. The typical base height is 75' but varies along key parcel edges. The maximum Base lot coverage is 80%.



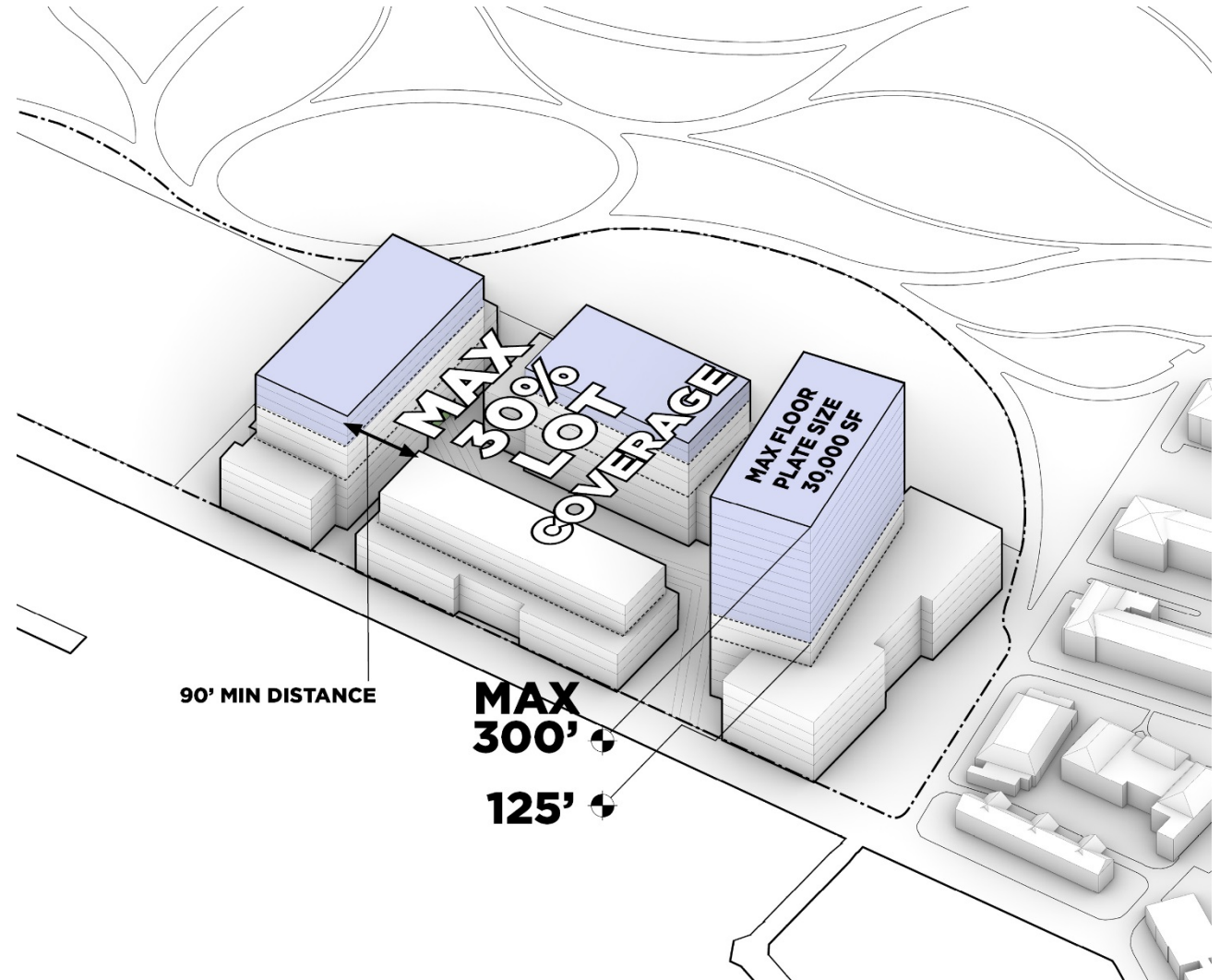
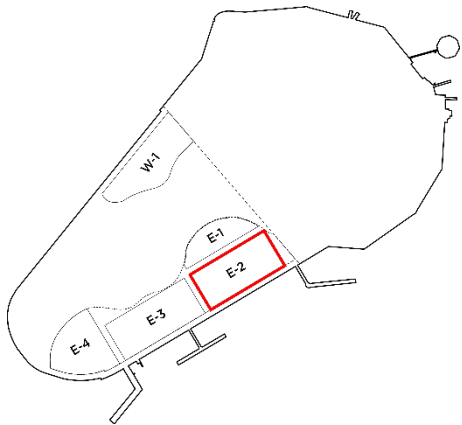
Mid Regulations

Between 75' – 125' buildings follow the Mid Regulations which limit lot coverage to 50% and minimum distance between buildings to 60'.



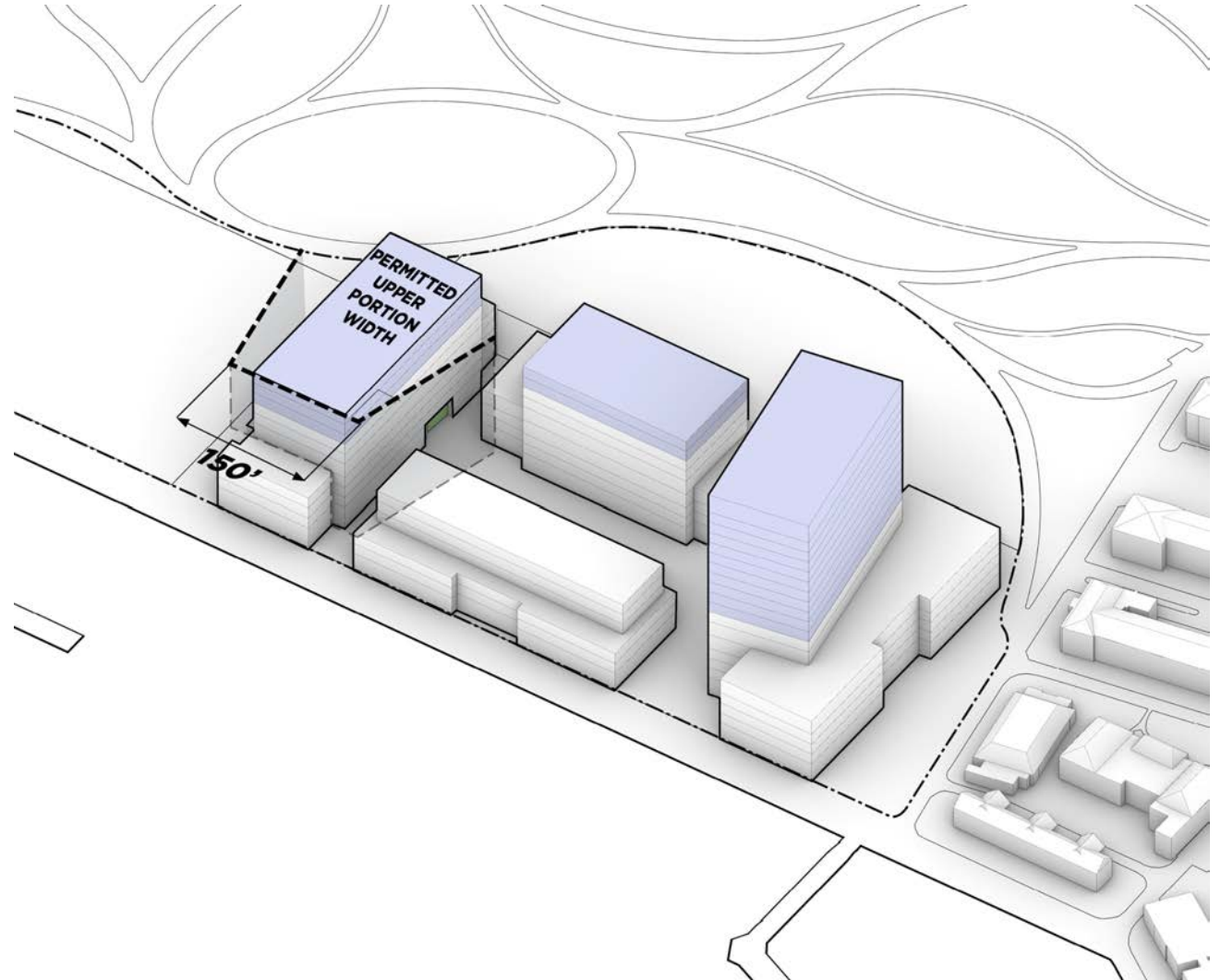
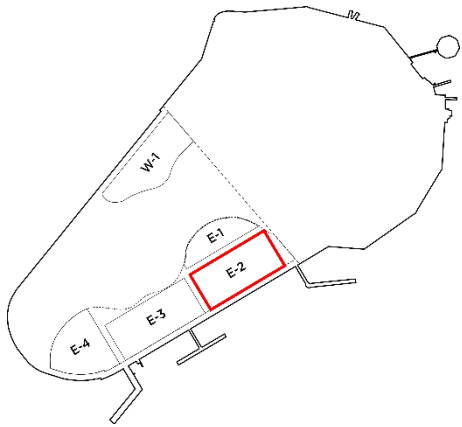
Upper Building Regulations

Above 125' the Upper Regulations limit lot coverage to 30% and minimum distance between buildings to 90'. No floor can be larger than 30,000 SF.



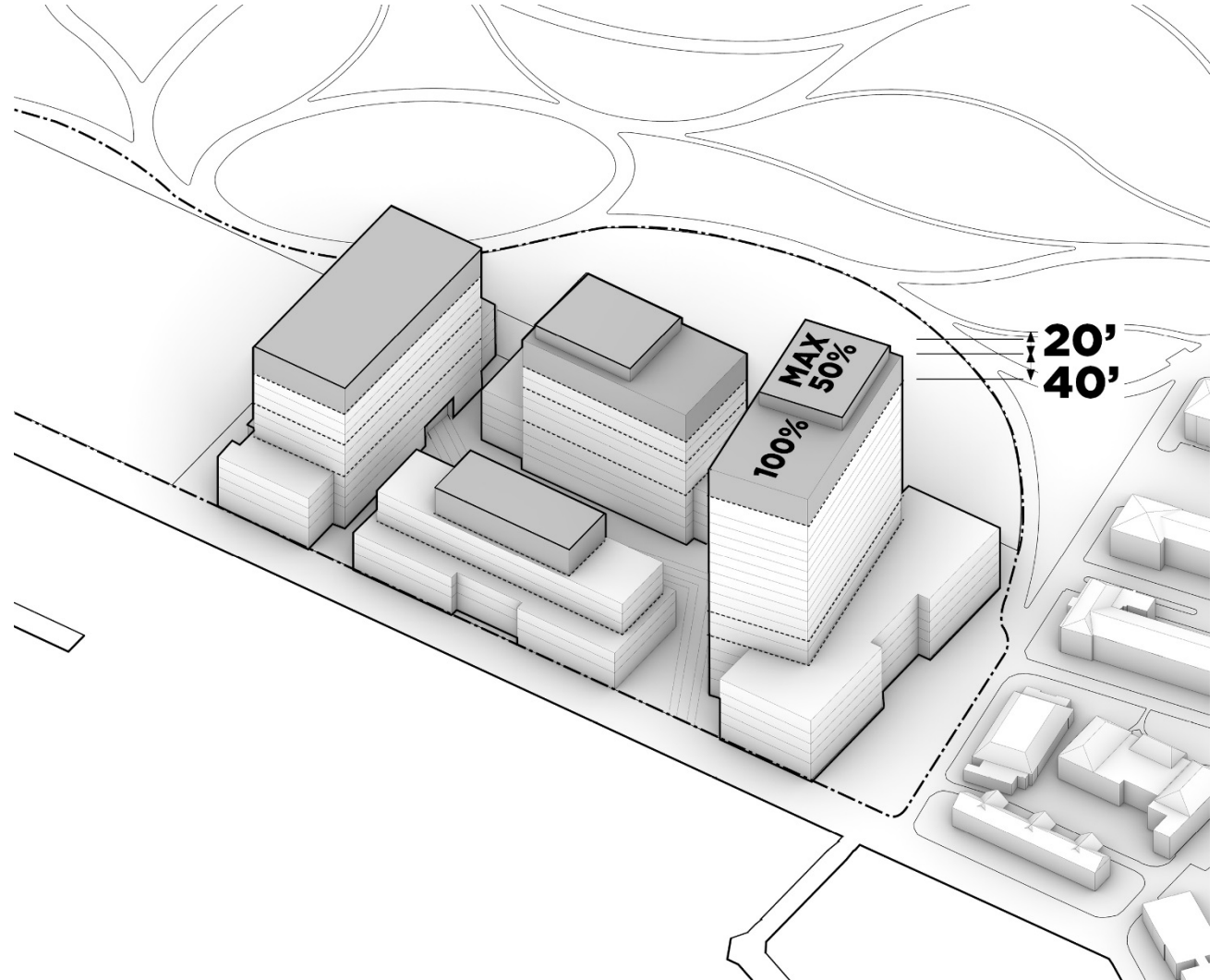
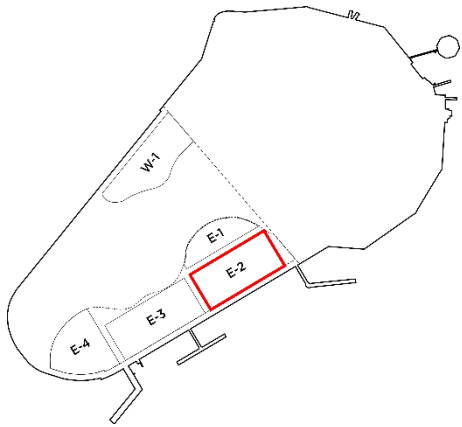
Upper Building Width

Limits on building width ensure porosity and safeguard pedestrian experience on esplanade.



Permitted Obstructions

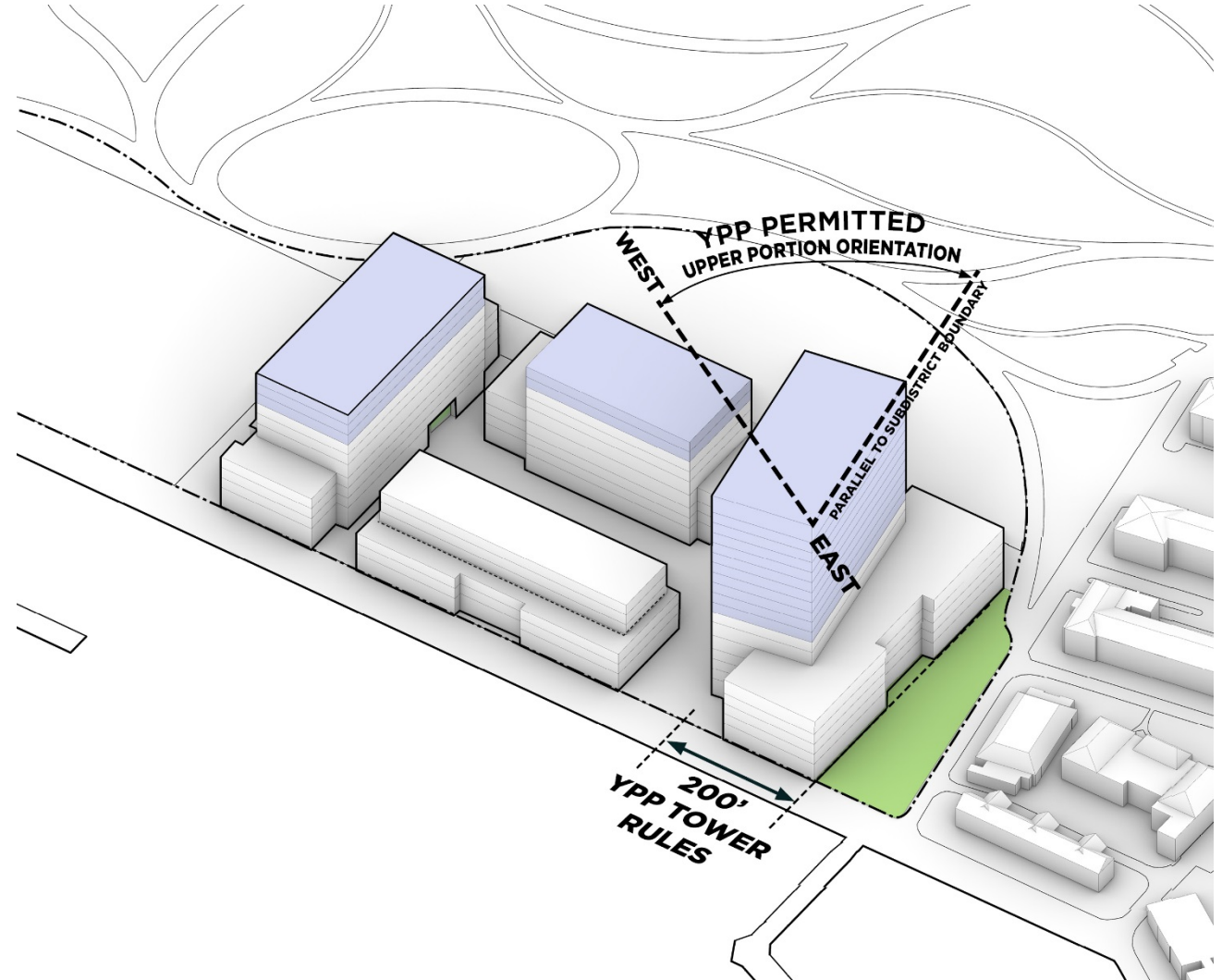
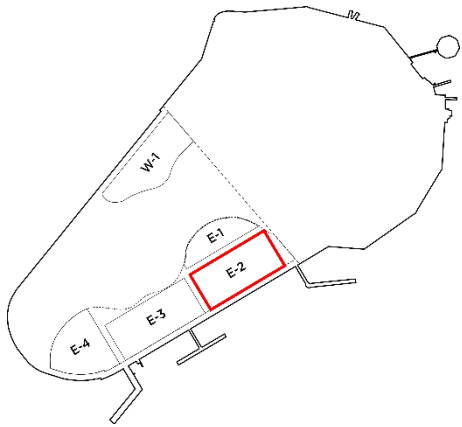
Building mechanical bulkheads are permitted above the maximum building heights. Bulkhead extents are governed by lot coverage & maximum height regulations.



SPECIAL CONTROLS

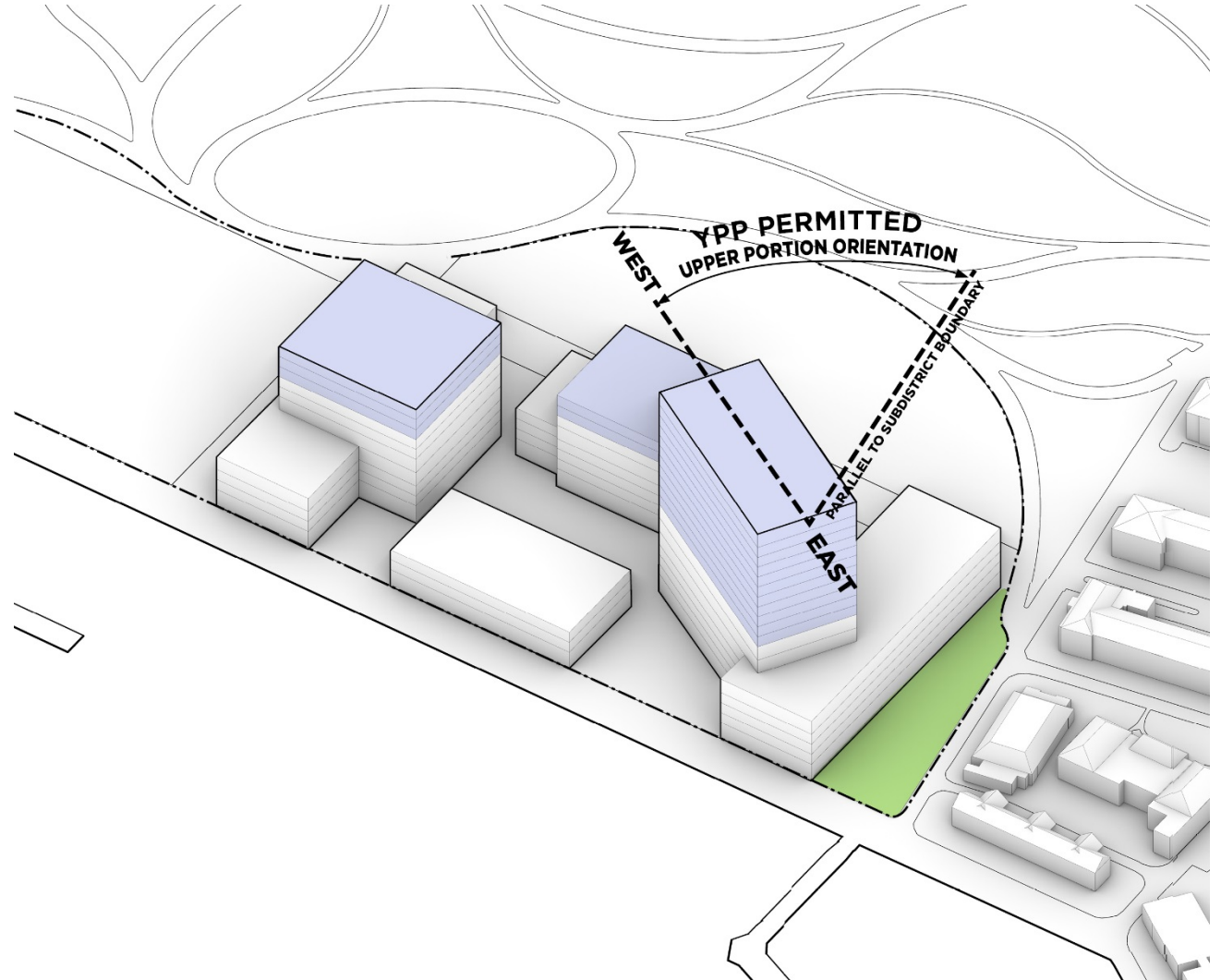
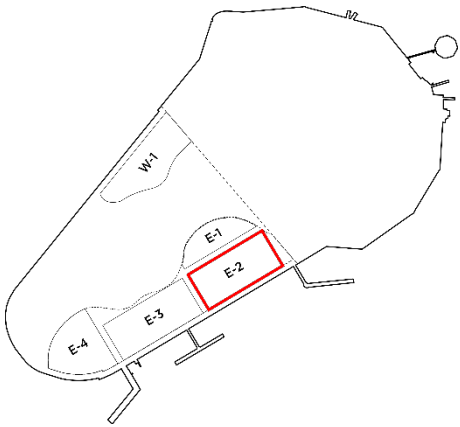
YPP Upper Portion Orientation Provisions

Special upper building controls permit flexibility of tower orientation near Yankee Pier Plaza and opens-up views to the park upon arrival.



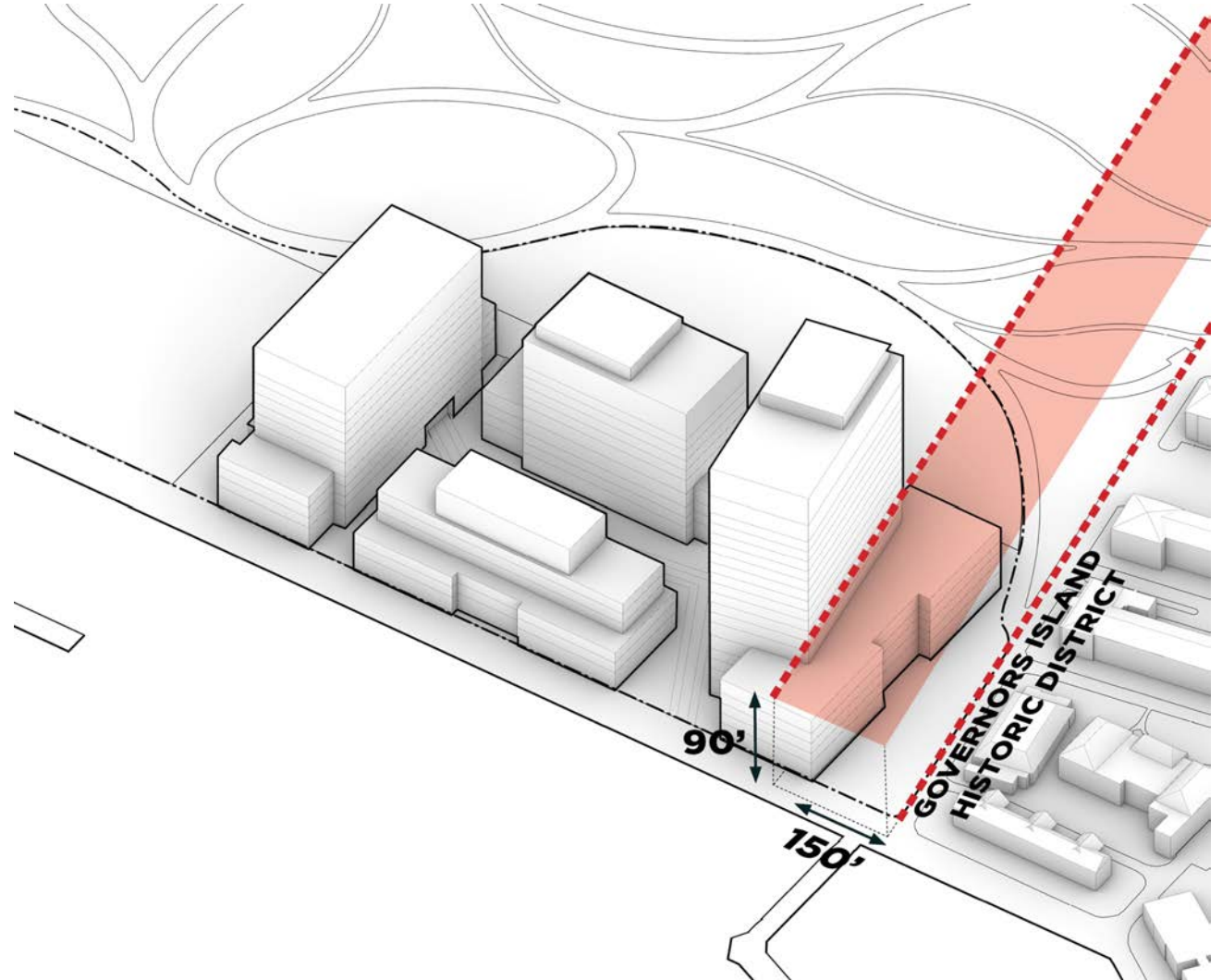
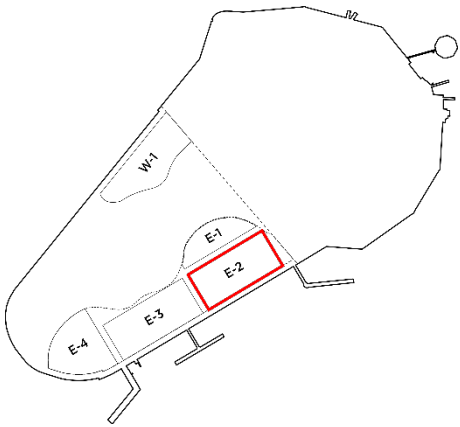
YPP Upper Portion Orientation Provisions

Flexibility allows east-west alignment to maximize solar orientation for sustainability.



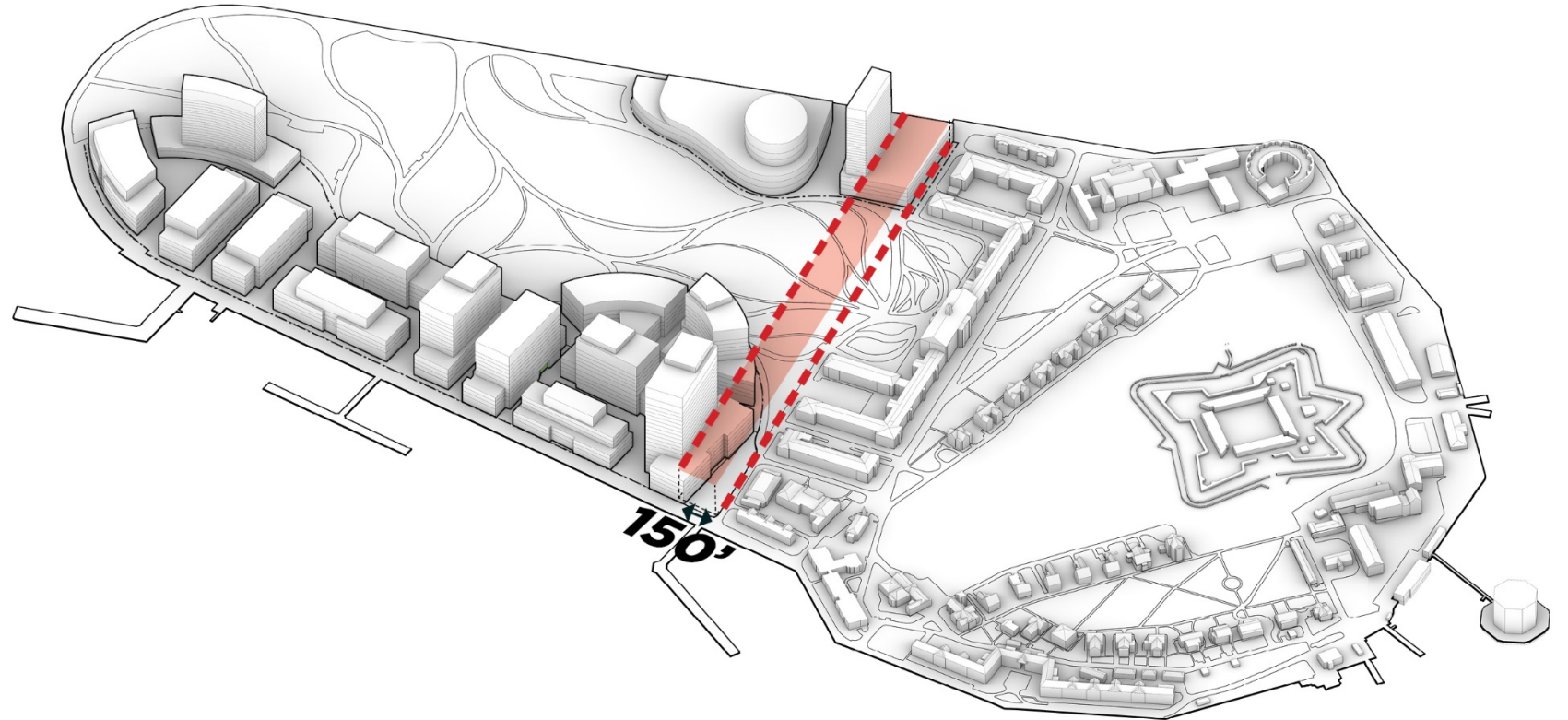
Transition Zone

The Transition Zone ensures a deep setback abutting the Governors Island Historic District on both the Eastern and the Western Subareas.



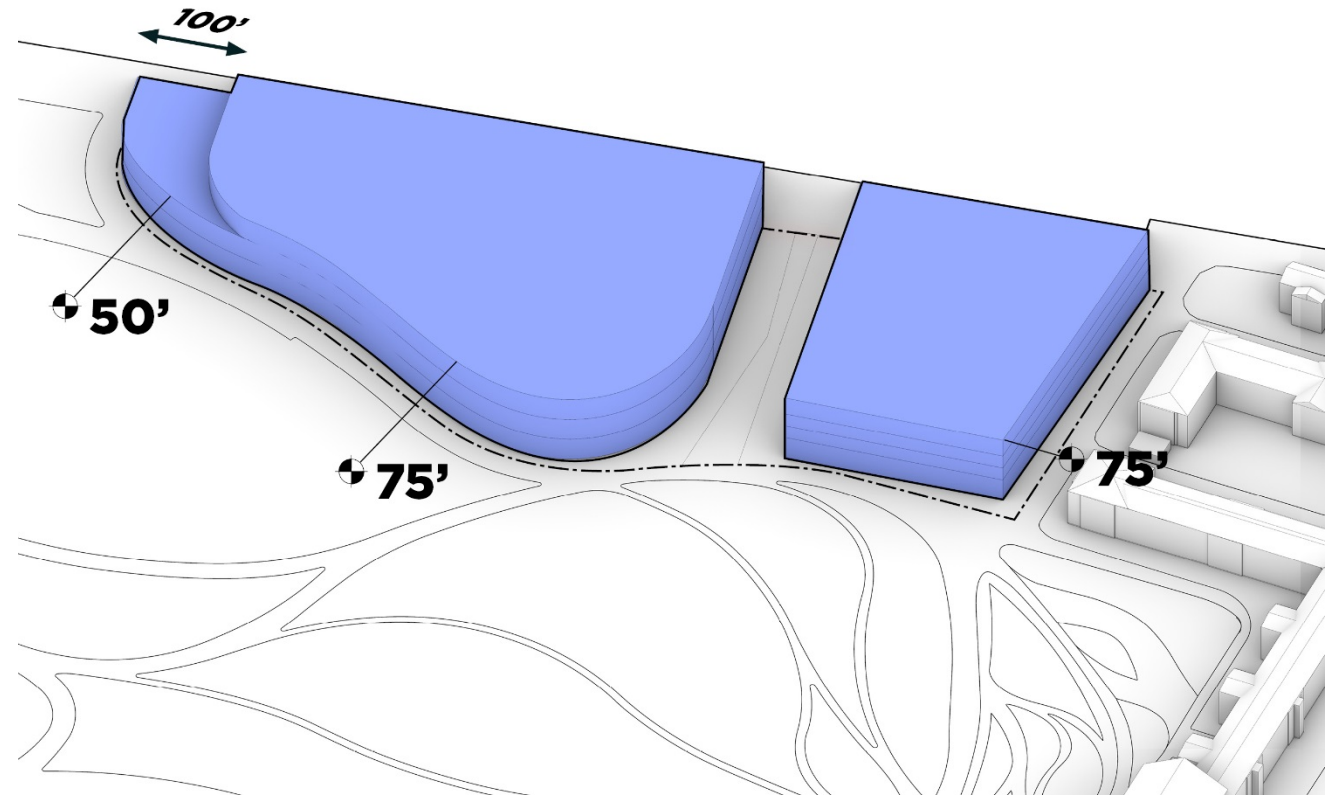
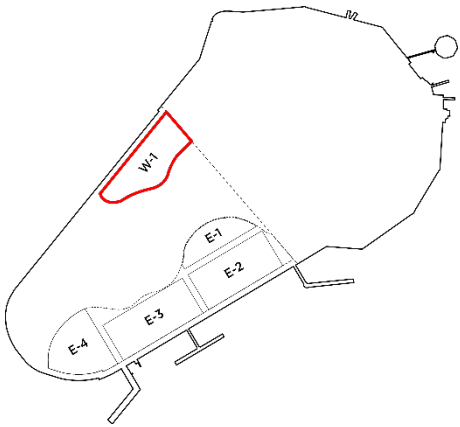
Transition Zone

The Transition Zone ensures a deep setback abutting the Governors Island Historic District on both the Eastern and the Western Subareas.



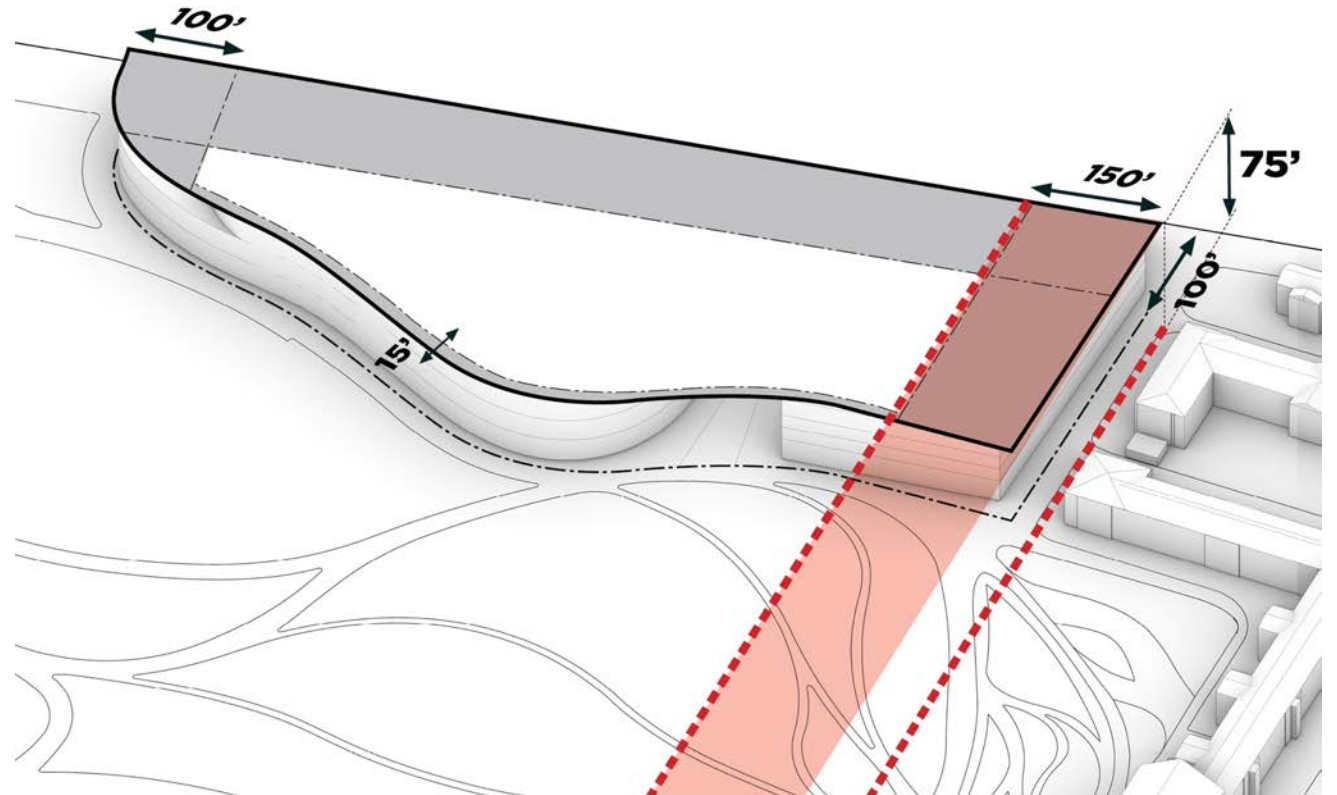
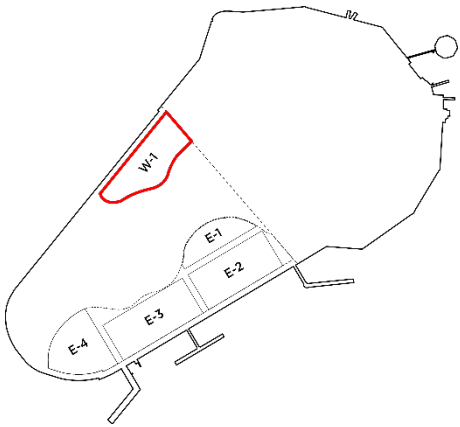
W1 Base Regulations

Special Base regulation at the southern end of the Western Subarea ensure a lower base height adjacent to future park amenities.



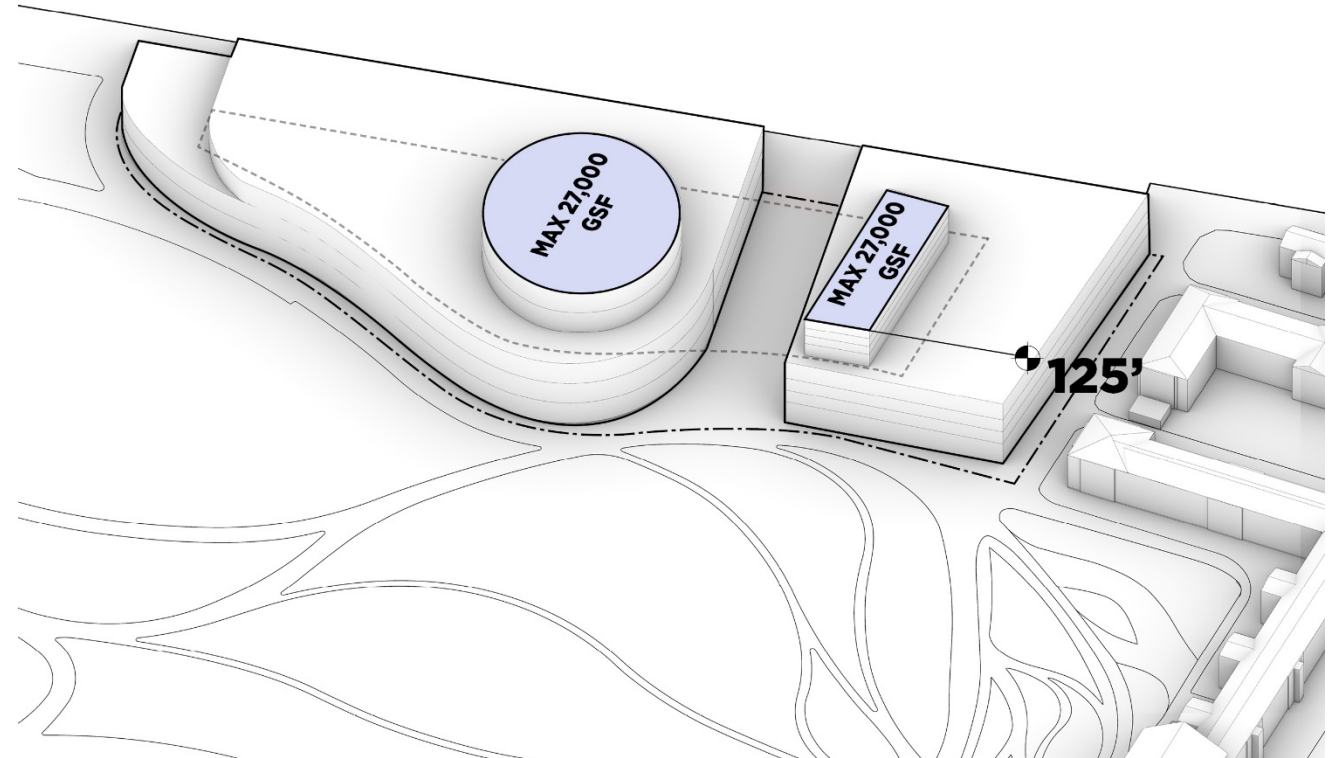
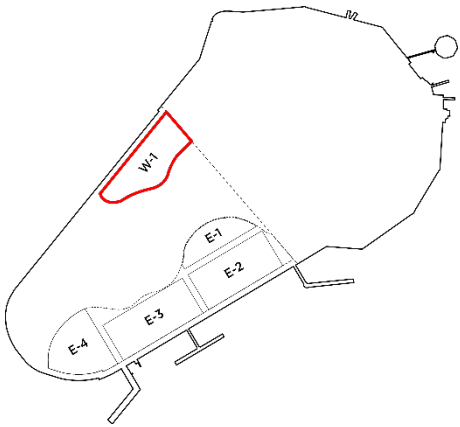
W1 Allowable Middle & Upper Portion Footprint Area

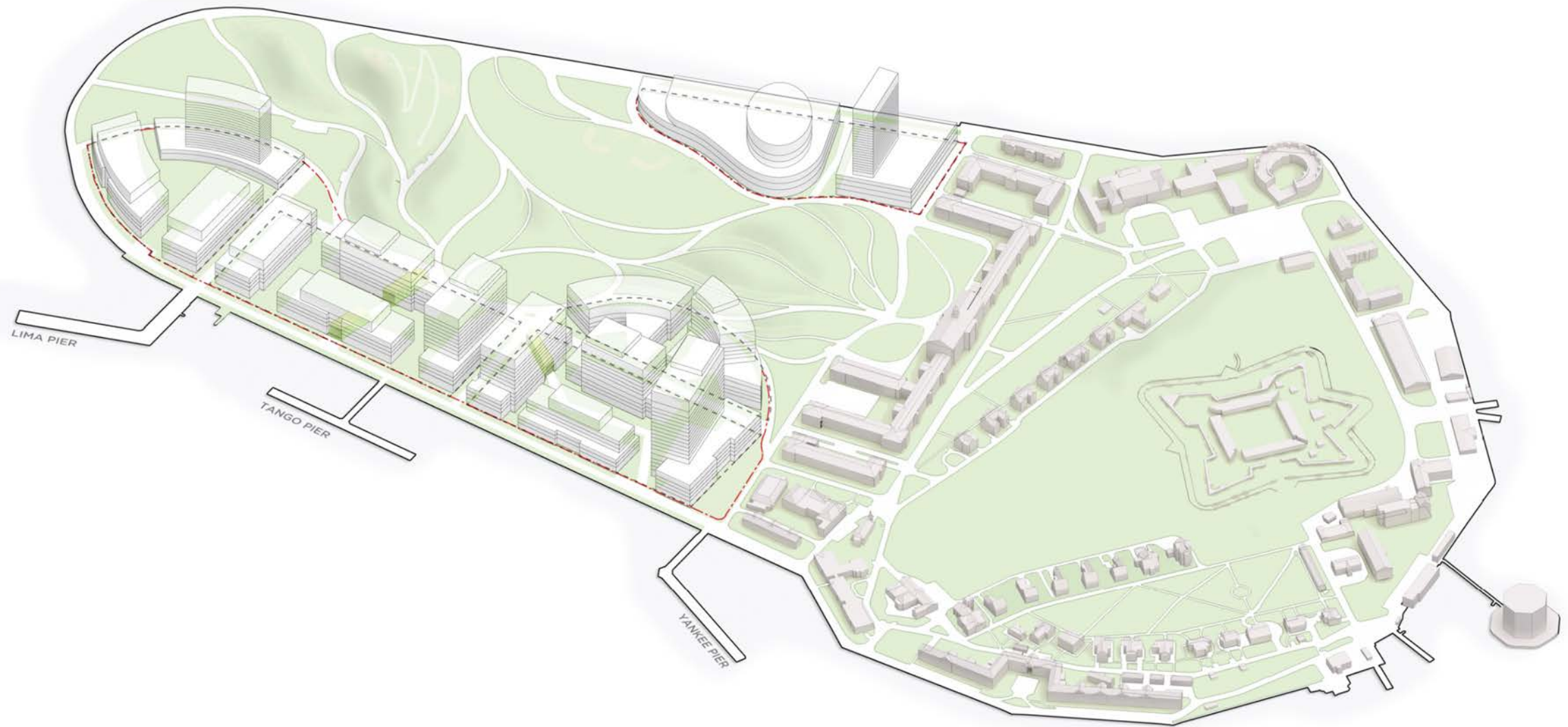
To preserve views, upper building portions are permitted in limited regions within the Western Subarea.



W1 Upper Portion Max Floor Plate Size Regulations

Upper building floor plates are limited to 27,000 SF.





Density Comparison



Governors Island

SOUTH ISLAND
DEVELOPMENT
SITES W/
PROPOSED
REZONING
33 ACRES
4.275 ZSF
2.98 FAR



Cornell Tech

FULL BUILD
12 ACRES
2M ZSF
3.7 FAR*



Manhattanville

FULL BUILD
23 ACRES
6.5M ZSF
6.6 FAR*



Battery Park City

DEVELOPMENT
ZONES
56 ACRES
17.2M ZSF
7 FAR*



Brooklyn Bridge Park

DEVELOPMENT
ZONES
8 ACRES
2.5M ZSF
7.5 FAR*



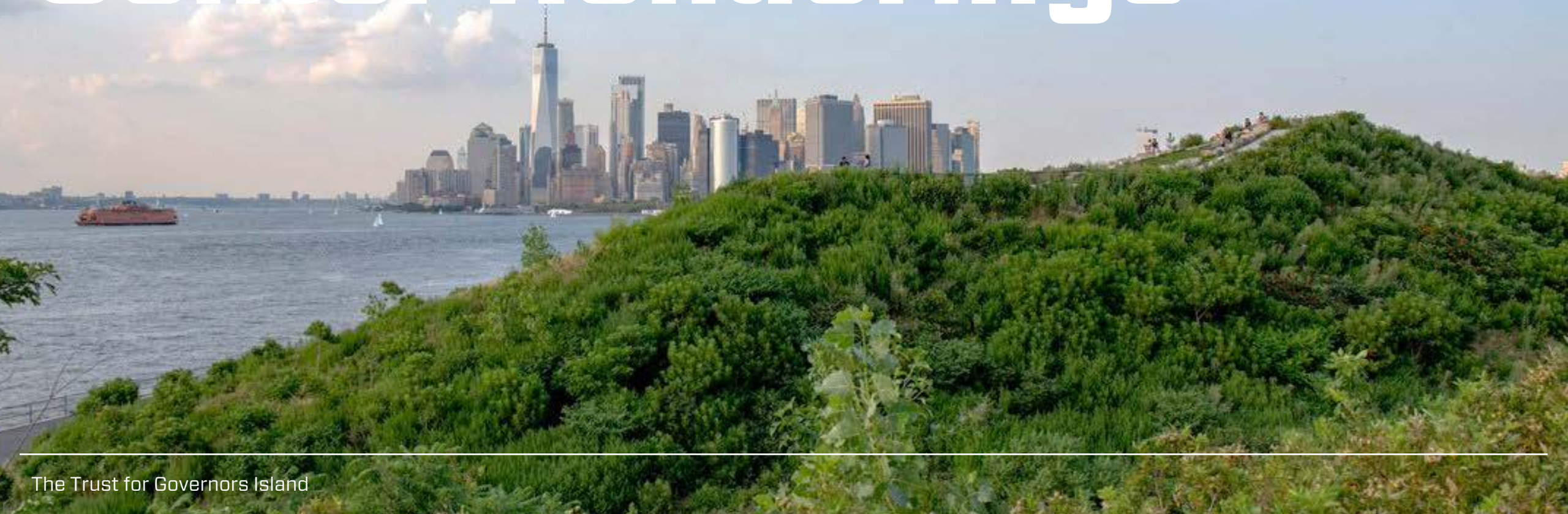
Hudson Yards

FULL BUILD
28 ACRES
18.8M ZSF
14.6 FAR*

**FAR's cited are contemplated full build (not necessarily zoning max)
Comparison information attributed to Cornell University, Columbia University, NYC Dept. of City Planning, the Urban Land Institute, Brooklyn Bridge Park Development Corp. and Hudson Yards*

GOVERNORS ISLAND

IV. Illustrative Climate Center Renderings



An academic anchor and new uses related to climate solutions will complement and enhance other cultural, non-profit and commercial tenancies.

Research & Education



Dormitory & Faculty Housing



Convening & Hospitality



Commercial Operations & Innovation



Living Lab & Cultural Destination



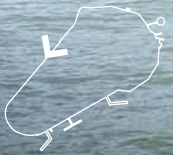
YANKEE PIER PLAZA (ILLUSTRATIVE VISION)



SOUTHEASTERN PROMENADE (ILLUSTRATIVE VISION)



WESTERN PROMENADE (ILLUSTRATIVE VISION)



FORT JAY THEATER (ILLUSTRATIVE VISION)



HAMMOCK GROVE (ILLUSTRATIVE VISION)



OVERALL VISION (ILLUSTRATIVE VISION)



V. Deed, Zoning & Uses

The Deed

When the federal government transferred the Island to local control in 2003, it established a set of **required, permitted, and prohibited use covenants** for island properties, as well as a provision that **all revenues generated on Governors Island shall be applied to Governors Island**

Required Uses

- 90+ acres of public benefit, including:
- 40+ acres of parkland (complete)
- 20+ acres: educational, incl. student and faculty housing (4 acres complete)

Remainder:

- Open space
- Museums and historic sites (incl. 22-acre National Monument)
- Transportation
- Not-for-profit cultural facilities

Permitted Uses

- Entertainment
- Housing for Island caretakers & on-Island police and fire
- Cultural and arts facilities
- Hospitality, incl. hotels, conference, and banquet
- Short-term and extended stay accommodations
- Commercial office
- Retail, service, and dining facilities
- Public works
- Health facilities
- Other public, commercial and mixed-use purposes

Prohibited Uses

- Residential, except as otherwise expressly permitted
- Industrial or manufacturing
- Casino or gaming uses
- Parking (except ancillary)
- Power generation (other than for Island uses)

*Parkland required in perpetuity. Prohibited uses are restricted for 50 years after master plan adoption

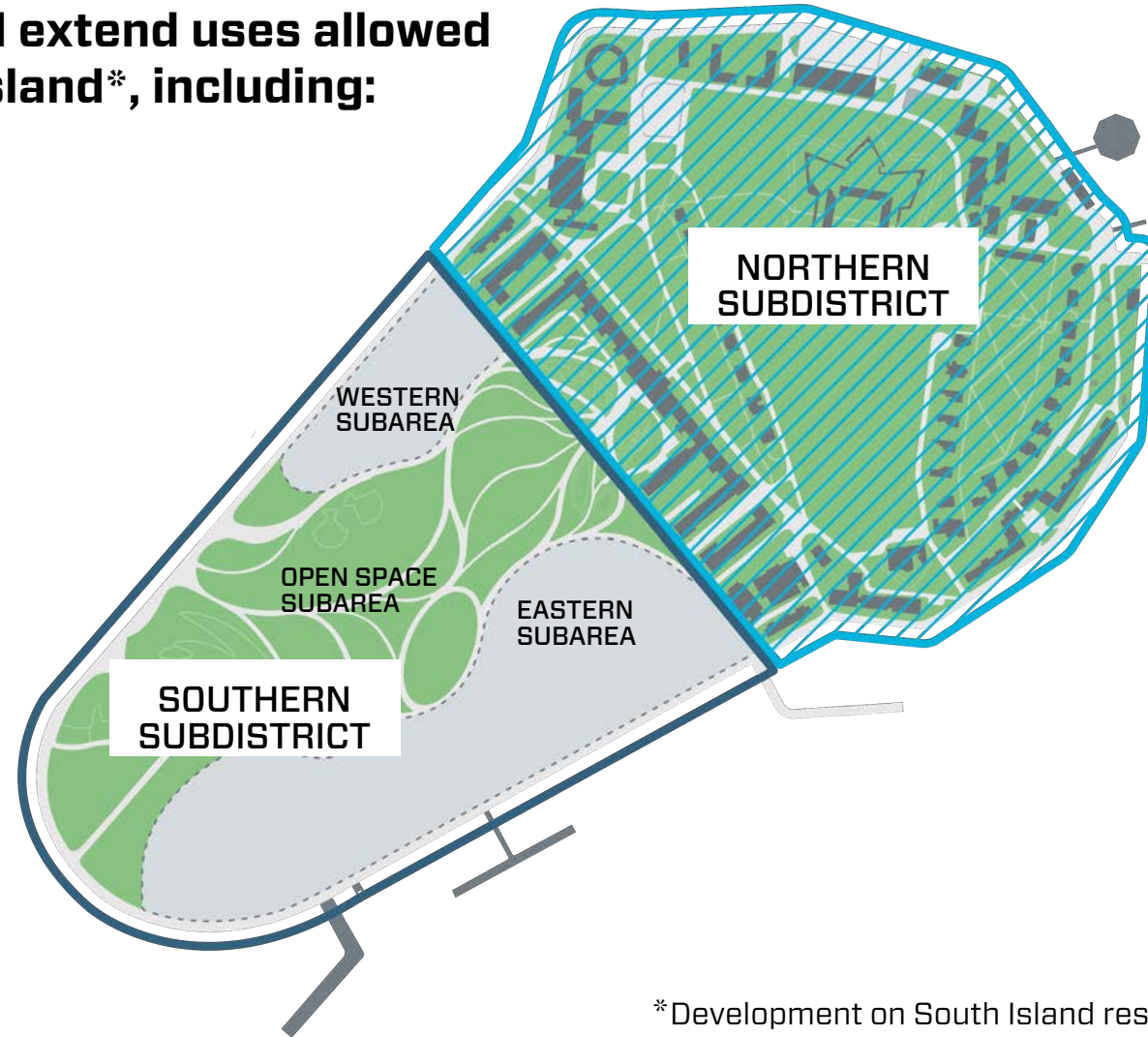
New proposed Special District on South Island

New Special District would extend uses allowed on North Island to South Island*, including:

- Office
- Education
- Cultural
- Retail
- Restaurants
- Gyms & Health Clubs
- Hotel & Convening
- Amusements
- Maritime Recreation
- Dorm & Faculty Housing

And would add:

- R&D
- Light Manufacturing



-  **NORTH ISLAND SPECIAL DISTRICT**
REZONED IN 2013
NO CHANGES PROPOSED
-  **PROPOSED SOUTH ISLAND SPECIAL DISTRICT**

*Development on South Island restricted to Western and Eastern Subareas

Comprehensive List of Uses Allowed by Proposed Rezoning

Proposed Use	Zoning Use Group	Allowable Uses
Faculty Housing, Caretaker Housing, and Residencies	1 & 2	*See next slide for details on how deed restrictions impact allowable uses in these groups
Community Facilities	3 & 4	All uses (e.g. universities, museums, rec centers, etc.)
Hospitality (Hotels, etc.)	5 & 7A	All uses
Retail Establishments	6, 7B, 9A, 10A, 12B, 13B	<p>From 6: All uses except drive-in banks, loan offices, and stores selling autos, floor coverings, furniture, medical appliances, paint, sewing machines, or typewriters</p> <p>From 7B: Only bike rental and repair and sail-making and sign painting shops under 2.5K SF of FAR per establishment</p> <p>From 9A: All uses, except boat or auto sales; musical instrument and umbrella repair; blueprinting or photostatting establishments; plumbing and HVAC equipment showrooms without repair facilities, and small business machine sales, rental or repairs</p> <p>From 10A: Only ferry docks (no gambling vessels); eating or drinking places in hotels; photography, movies, radio, or TV studios; and floor covering and furniture stores</p> <p>From 12B and 13B: All uses.</p>
Office	6B	All uses
Amusements	8A, 12A, 13A, 15	<p>From 8A, 12A, 13A: All uses (e.g. bowling alleys, theaters, skating rinks, mini-golf) except stadiums</p> <p>From 15: Only merry-go-rounds</p>
Artisanal Craft & Food Manufacturing	11A, 18A	<p>From 11A: All uses (e.g. ceramics, bookbinding, jewelry making, etc.)</p> <p>From 18: Only breweries, wineries, and distilleries</p>
Facilities for Boating and Related Activities	13C, 14, 17C	<p>From 13C and 14: All uses (e.g. boat launches, docks, boat repair)</p> <p>From 17C: Only docks.</p>
R&D, Prototyping, and Light Manufacturing	16A, 16D, 17B	<p>From 16A and D: Only carpentry, custom wood-working, or custom-furniture making shops; warehouses</p> <p>From 17B: Only research laboratories; furniture manufacture; food, beverage; and pharmaceutical manufacturing; boat building and repair; enclosed substations; and docks</p>
Utility, Sanitation, and Public Service	12C, 17C, 18	<p>From 12C: All uses.</p> <p>From 17C: Only enclosed substations</p> <p>From 18: Only sewage plants; and marine transfer stations (serving the Island)</p>

Overnight Accommodation Uses

Proposed Use	Implications for Governors Island
Co-ops/Condos	Prohibited by deed. Not allowable on Island.
Rentals (Market Rate & Affordable)	Prohibited by deed. Not allowable on Island.
Dormitories	Allowed under deed. Feasible under zoning. Filed as “Community Facility”.
Faculty Housing	Allowed under deed. Feasible under zoning. Filed as “Residential”.
Short-Term Artist/Cultural/Scholar Residencies	Allowed under deed. Feasible under zoning. Filed as “Residential”.
Caretaker Housing	Allowed under deed. Feasible under zoning. Filed as “Residential”.
Hotels	Allowed under deed. Feasible under zoning. Filed as “Hotel”.

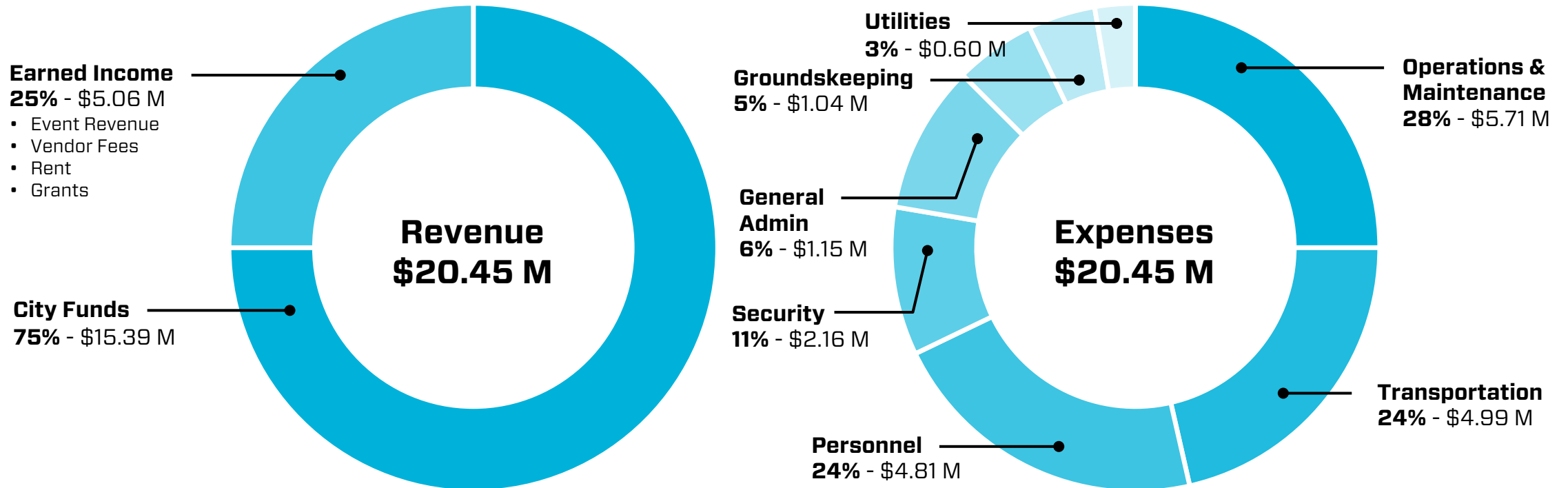
**Any uses filed as “residential” must be allowed by the deed and are limited to .5FAR throughout development sites.*
***Zoning filing categories are typical.*

GOVERNORS ISLAND

Financial Self-Sufficiency

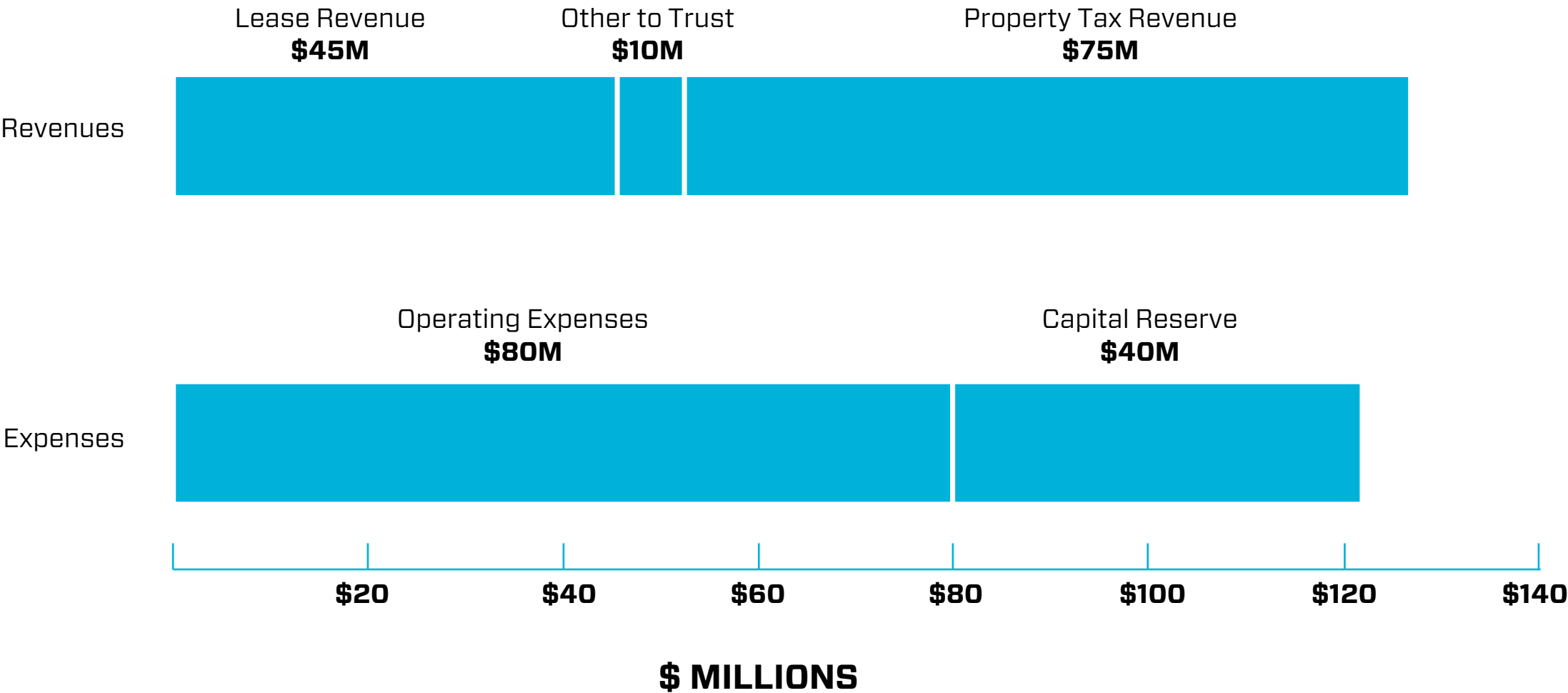


Governors Island is more than a park. Our mission is to responsibly steward it towards financial self-sufficiency.



**Representative of typical budget year*

2050 Revenue & Expenses



GOVERNORS ISLAND

Next Steps



Climate Solutions Center Timeline:



Presentations & Review Meetings

- **Sept 14: Update on Climate Center Vision to CB1 Land Use, Zoning and Economic Development Committee**
- **TODAY: South Island Rezoning Update to CB1 Land Use, Zoning and Economic Development Committee**
- **Oct 19: DCP Certification Presentation to the City Planning Commission**
 - City Planning will refer out the land use application and zoning text to all parties
- **Nov 2 : Special CB1 Meeting to hear feedback and input on non-zoning related issues and opportunities including**
 - Park and Open Space Use
 - Waterfront Access & Transportation
 - Public Programming
- **Nov 9: Land Use & Economic Development Committee Hearing**
 - Detailed zoning text presentation
 - Review of EIS
 - Financial Details

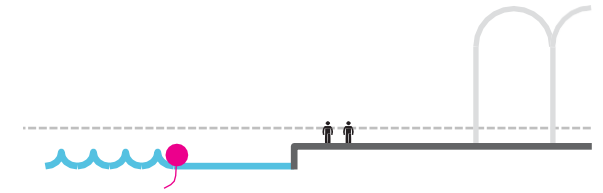
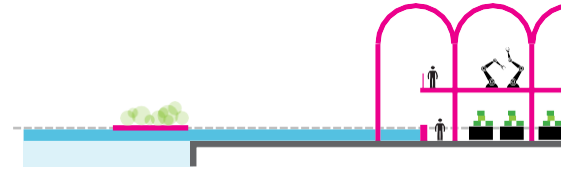
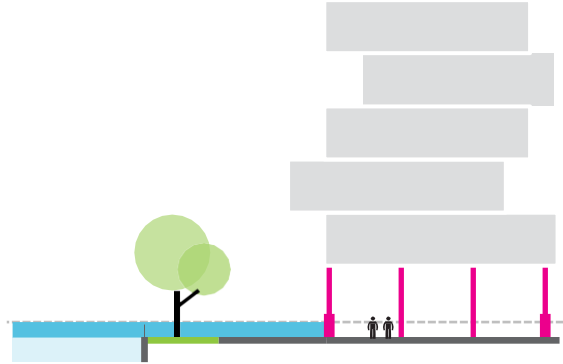
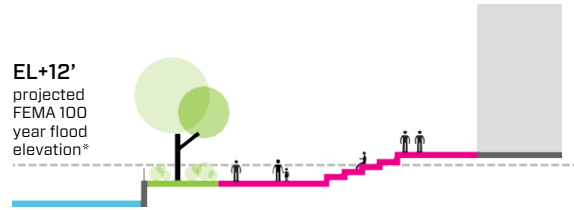
GOVERNORS ISLAND

Appendix



Resiliency Strategies

* The DFE varies between 13' and 15' above the BFE across development zones



BI-LEVEL ESPLANADE



**ELEVATED & DRY-FLOODPROOF
STRUCTURES**

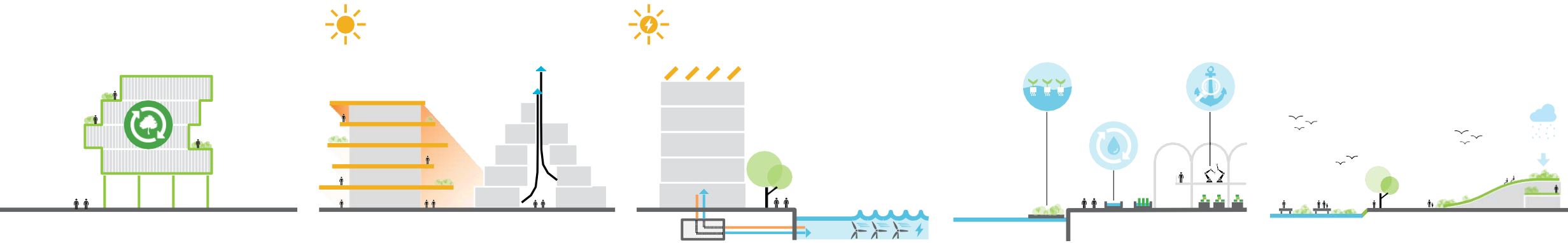


**FLOATING & WET-FLOODPROOF
STRUCTURES**



**DEPLOYABLE WAVE
ATTENUATION**

Potential Sustainability and Adaption Strategies



**WOOD, RECYCLED STEEL, AND
LIGHTWEIGHT CONCRETE REDUCE
CARBON FOOTPRINT**



**PASSIVE SHADING AND
VENTILATION REDUCE ENERGY
DEMAND**



**INTEGRATED PHOTOVOLTAIC
PANELS AND TIDAL TURBINES
PROVIDE RENEWABLE ENERGY**



**SPACES FOR LABORATORY
RESEARCH & EXPERIMENTATION
ADVANCE MARITIME INNOVATION**



**GREEN ROOFS AND NEW WETLANDS
SUPPORT SITE HYDROLOGY &
BIODIVERSITY**