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*GOVERNORS ISLAND HISTORIC DISTRICT  
PRESERVATION & DESIGN MANUAL, PART II  
DESIGN & DEVELOPMENT GUIDELINES*



UNITED STATES  
GENERAL SERVICES ADMINISTRATION  
JANUARY 28, 2003

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The Governors Island Historic District *Design & Development Guidelines* is part three of a series of guidance documents created by the U.S. General Services Administration to assist in development and protection of this National Historic Landmark located in New York City. The document has been developed with the assistance of the New York City Landmarks Preservation Commission, the staff of the New York State Office of Parks, Recreation & Historic Preservation.

Material and photographs used came from various sources, including work accomplished by John Milner Associates, Inc., and the Beyer Blinder Belle Consortium.



*John Cullinane Associates*

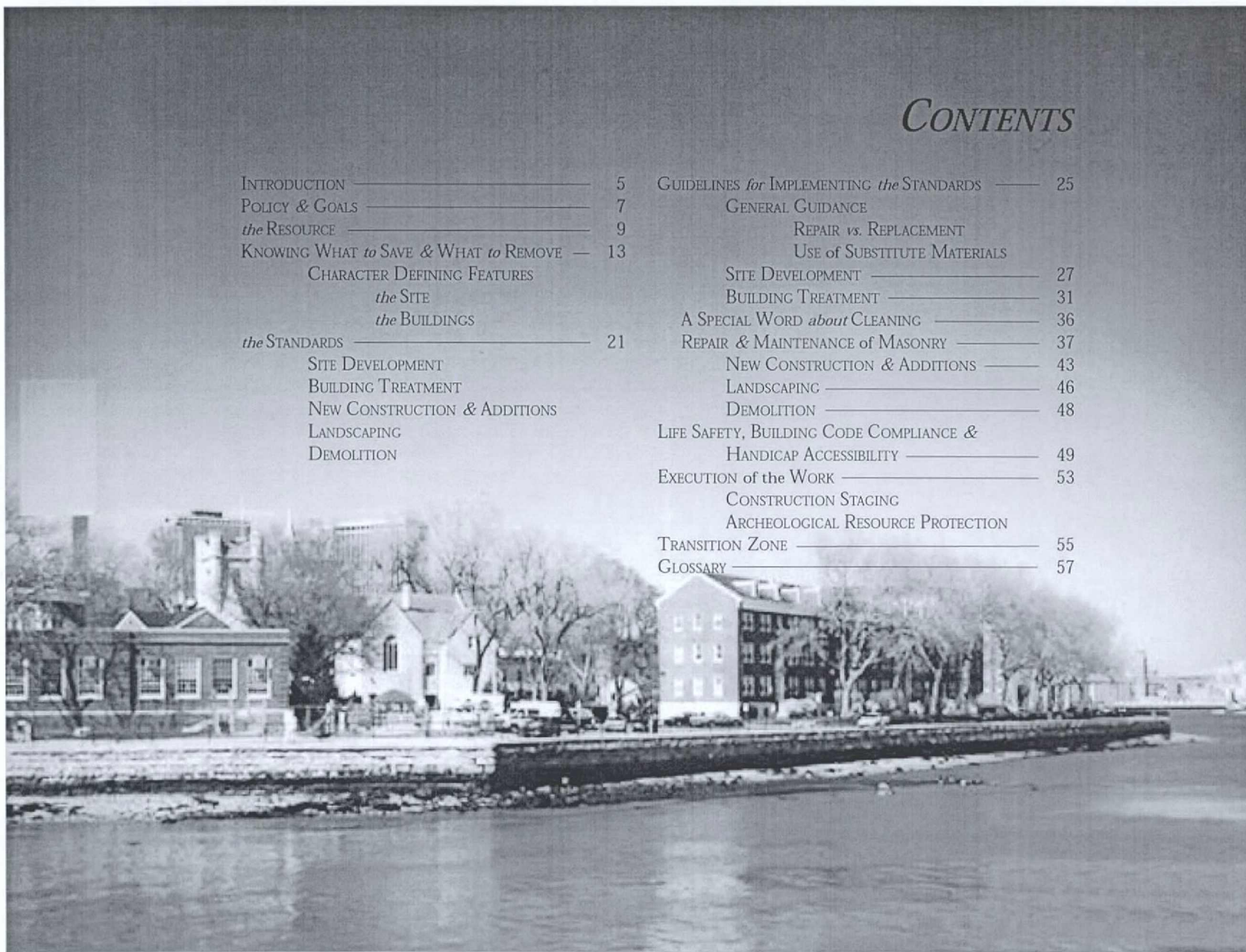
*Architects & Preservation Planners*

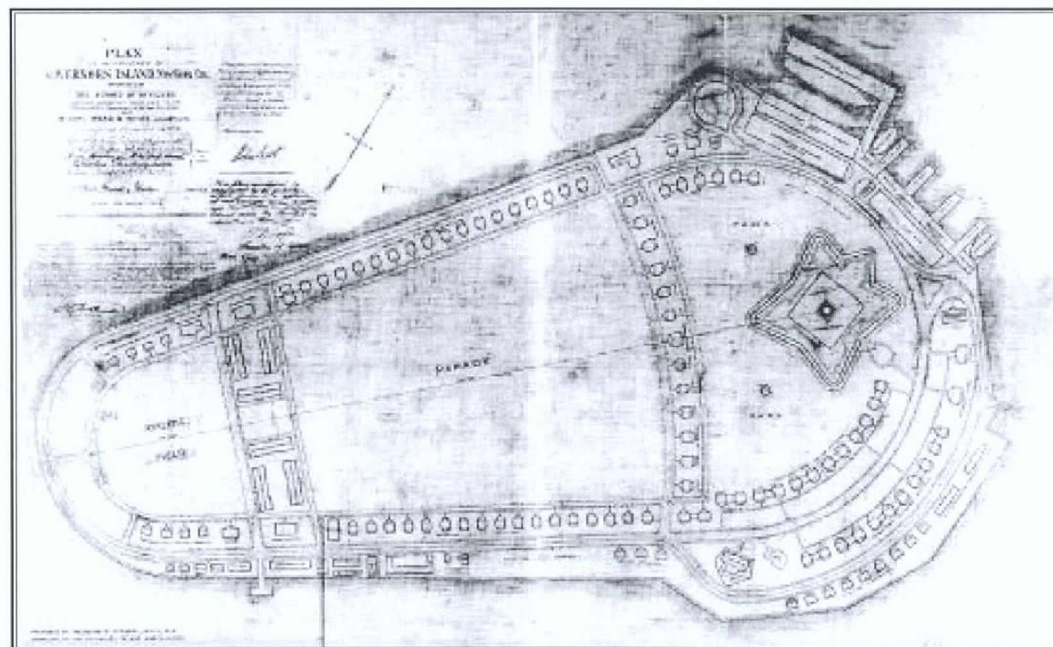
*Annapolis, Maryland*

*January 28, 2003*

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*McKim, Mead & White Architects' 1906 plan for improvements to Governors Island showing additional institutional and residential buildings south of Division Road, symmetrically placed on either side of an axis passing through Fort Jay.*

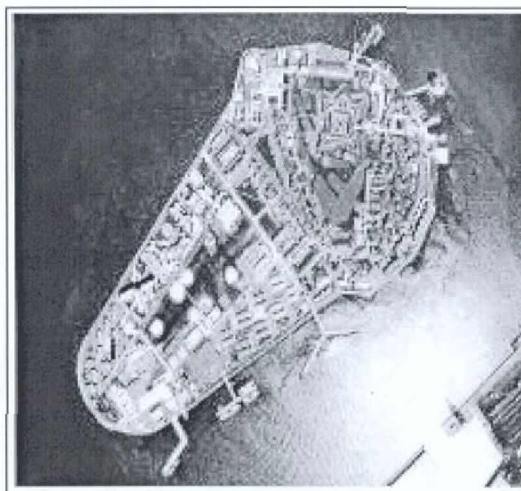
## INTRODUCTION

The Governors Island Historic District is a unique resource within New York City and the country. The design of its buildings retains a level of historic and architectural integrity seldom found in a property as old. In order to protect the character of this National Historic Landmark, work within the historic district must follow the guidance outlined in this document. In support of that requirement, the U.S. General Services Administration has created a *Preservation & Design Manual*, consisting of three documents, to assist property owners and developers—*Preservation & Design Standards*, *Design & Development Guidelines*, and *Building & Property Summary Sheets*, each dated January 28, 2003. This document, the *Design & Development Guidelines*, was created to assist property owners in developing appropriate treatment proposals and new construction designs that will ensure continued preservation of the National Historic Landmark District.

The *Design & Development Guidelines* is organized as a series of sections defining the history and significance of the historic district, the character defining elements that contribute to the district, and the established Standards by which work in the historic district would be carried out. These are followed by *Guidelines for Implementing the Standards*, along with guidance

on meeting building, fire code, and handicap accessibility requirements. The *Guidelines for Implementing the Standards* focus on Site Development, Building Treatment, New Construction & Additions, Landscaping, and Demolition, with emphasis placed on appropriate techniques for treatment and design, and avoiding damage to existing architectural and archeological resources, and landscape features.

The *Preservation & Design Standards*, along with the *Design & Development Guidelines*, will be the basis for project reviews by the New York State Historic Preservation Office (SHPO) and the New York City Landmarks Preservation Commission (Commission.)



### Archeology

Within the historic district, there are areas where the likelihood of finding archeological resources will be high (see archeological probability map on page 27 of this document.) Any project that involves ground disturbing activity, such as building demolition, new construction, the planting of trees, installation of utility lines outside of existing trenches, and similar projects, has the risk of encountering both historic and prehistoric artifacts.

Accordingly, all such projects in these areas must be submitted to the SHPO for review.

View high above Governors Island. The upper right portion of the Island is the Historic District and National Historic Landmark.



*View of Governors Island looking north with Manhattan Skyline in the background. Historic district is at the north end of the Island*

## POLICY & GOALS

The National Historic Preservation Act of 1966 established that it is the policy of the United States government to promote and support preservation of our national heritage. That heritage is a broad range of resources that encompass the history and progress of our country from pre-Western settlements through contemporary development. If it is feasible, properties that reveal and trace the culture, history, architecture, and science of the United States should be preserved and maintained. This policy can be fulfilled in a number of ways—by preserving the sites, buildings, and structures that the government itself occupies; by developing programs at the federal, State, and local levels that encourage private preservation efforts; and, by ensuring that the federal government takes no action that would endanger or cause damage to our national heritage. In disposing of Governors Island, General Services Administration is required to meet the federal policy by ensuring that all prudent and feasible steps are taken to protect the resource as it is transferred out of federal ownership.

The Governors Island Historic District is part of our national heritage. It represents significant periods in our nation's history and

development. Accordingly, the district has been designated a National Historic Landmark by the Secretary of the Interior. This designation places the district among a select group of resources in our country that rise above the average historic property.

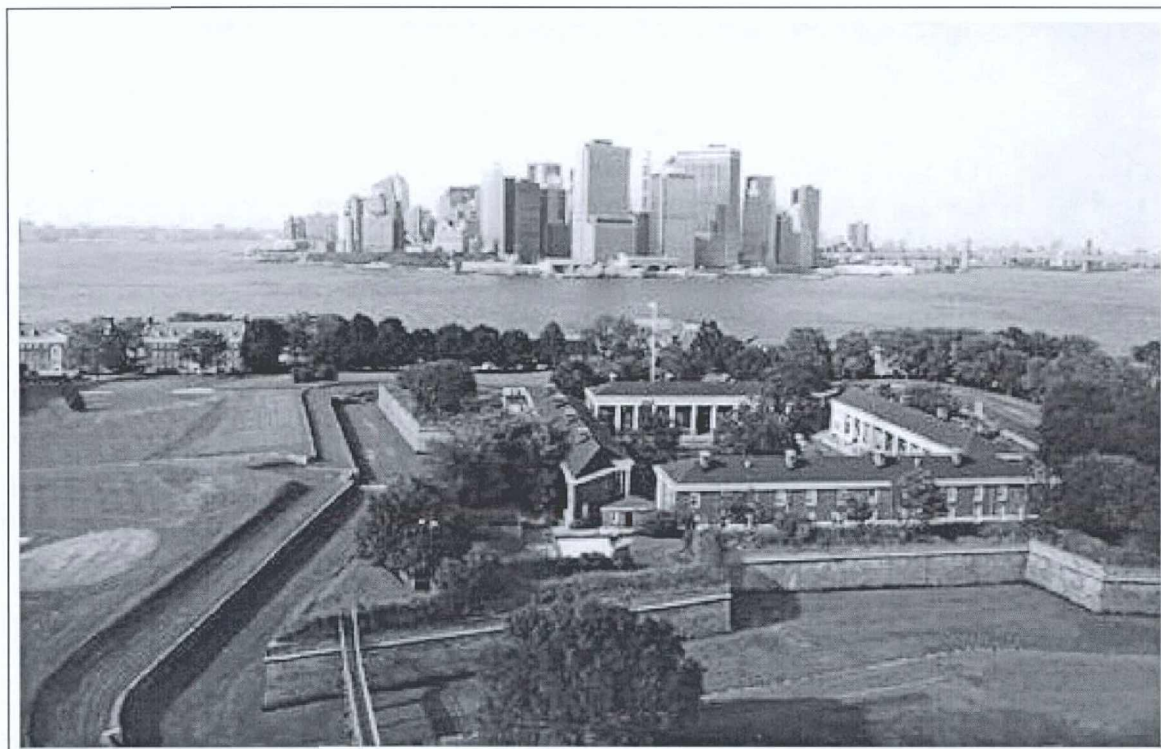
To enable the General Services Administration to fulfill its responsibilities under the National Historic Preservation Act (Public Law 89-655; U.S.C. 470 et seq) on Governors Island, the agency has established a number of goals for development of the site and treatment of its resources. It is GSA's intent to establish controls and guidance that will:

- ensure that future development of the historic district recognizes and preserves those aspects of the property that represent its historic and architectural significance;
- ensure that significant elements of the historic district are preserved and used;
- ensure that significant elements of the historic district are treated in a manner that preserves their historic and architectural integrity; and,
- ensure that public access to the Island is allowed and promoted.

To meet these goals, GSA has conducted extensive work on the identification and evaluation of the buildings, structures, landscapes, open spaces, vistas, and archeological resources found within the Historic District. The results of this detailed work are found in the Building & Property Summary Sheets. The appropriate treatment of these resources is ensured through application of the Preservation & Design Standards, and the Design & Development Guidelines.



Decorative cannon overlooking Nelson Park.



*A view over a portion of the historic district, with Fort Jay in the foreground, looking northeast to Lower Manhattan.*

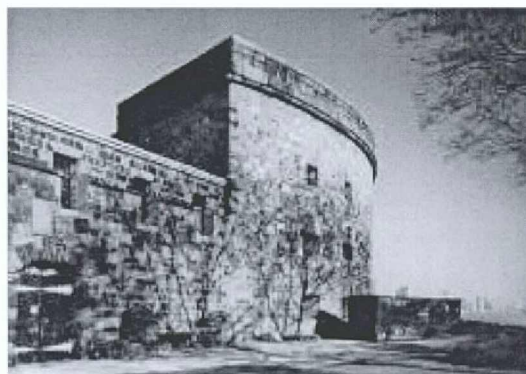
## *the RESOURCE*

Governors Island comprises 172 acres of land in Upper New York Bay, one-half mile off the southern tip of Manhattan. Approximately 121 acres of the north half of the Island were designated a National Historic Landmark by the U.S. Department of the Interior in 1985. New York City Landmarks Preservation Commission designated the area as a historic district in 1996. Within the Governors Island Historic District there are 102 buildings, 75 of which have been identified as character defining elements of the district, and of historic significance. In addition, within the boundaries of the historic district are site features and landscapes that are important character defining elements in understanding the resource.

Architectural styles on the Island range from early fortification to Colonial Revival, with a liberal distribution of nondescript utilitarian structures. The earliest fortifications were constructed using red sandstone, with a majority of the other buildings within the historic district constructed of red brick. The use of red brick, with light stone trim, serves to unite the historic features within the historic district, as does the overall scale of the buildings, usually not higher than two or three stories tall.

As expressed in the National Historic Landmark designation for the property, "The historic district is a loosely knit collection of individual historic properties and features, and several complexes of related buildings erected during various military eras."

The early fortifications, Castle Williams, Fort Jay, and the South Battery, occupy what were the most strategic defensive positions on the Island. Castle Williams was constructed on the north point of the Island, located to protect the entrance to New York Harbor.



*Partial view of Castle Williams showing sandstone walls and deep recessed window openings.*

In this location, the Castle controlled the waters west and southwest of Manhattan, between itself and Liberty Island. Fort Jay was placed at the highest point of land on the Island, affording an unobstructed view on all sides to the waterfront. The third fortification, South Battery, was situated at the southeast corner of the Island, facing Buttermilk Channel. As the Island's function shifted from a fortification to an Arsenal, and later a military base, buildings and structures were added to accommodate new needs and uses. A grouping of Arsenal structures was constructed on the north side of the Island, and garrison functions were located along the flat hilltop southeast of Fort Jay.



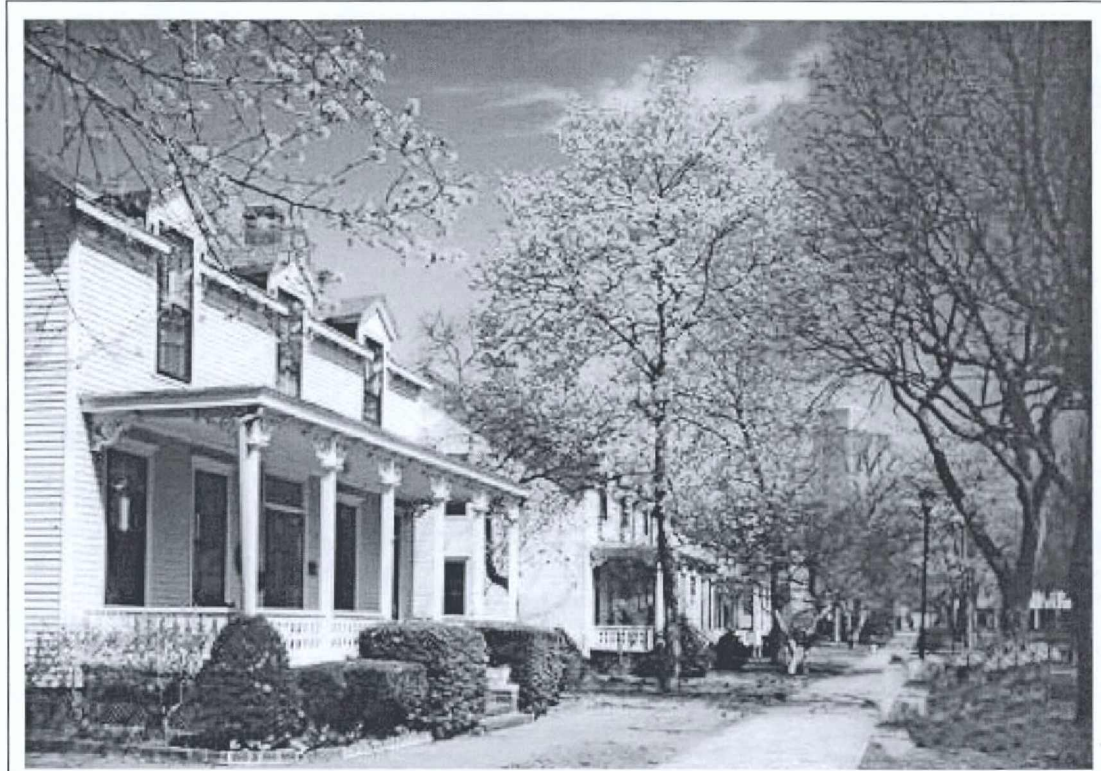
*Overview of Governors Island showing the National Historic Landmark to the left (north end), Castle Williams in the foreground, Ft. Jay in the center of the District.*

These buildings established the eastern edge of an open space later named 'Nolan Park.' In the last half of the 19th century additional residential units were erected around this open space, fully enclosing the park.

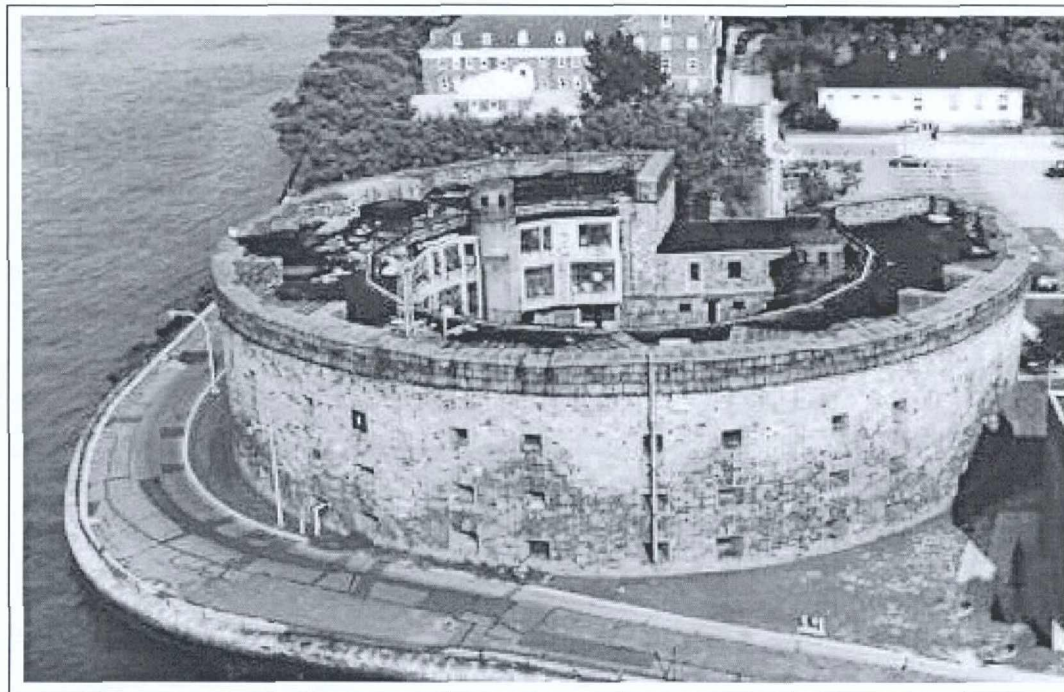
In the last part of the 19th century, the southwest portion of the Island was the site of new Officers' Housing, which originally faced the harbor. These are large, red brick structures constructed using standardized Army Quartermaster plans. The last large grouping are 13 Georgian Revival buildings constructed between 1924-1940 to accommodate the 16th Infantry. They extend across the full width of the Island along the southern edge, and extend up the east and west shorelines in a wide U-shape.

Within the historic district there are a number of historic and prehistoric archeological sites known to be sensitive. To a great extent these are focused at the original Island edges, and in the area of Fort Jay.

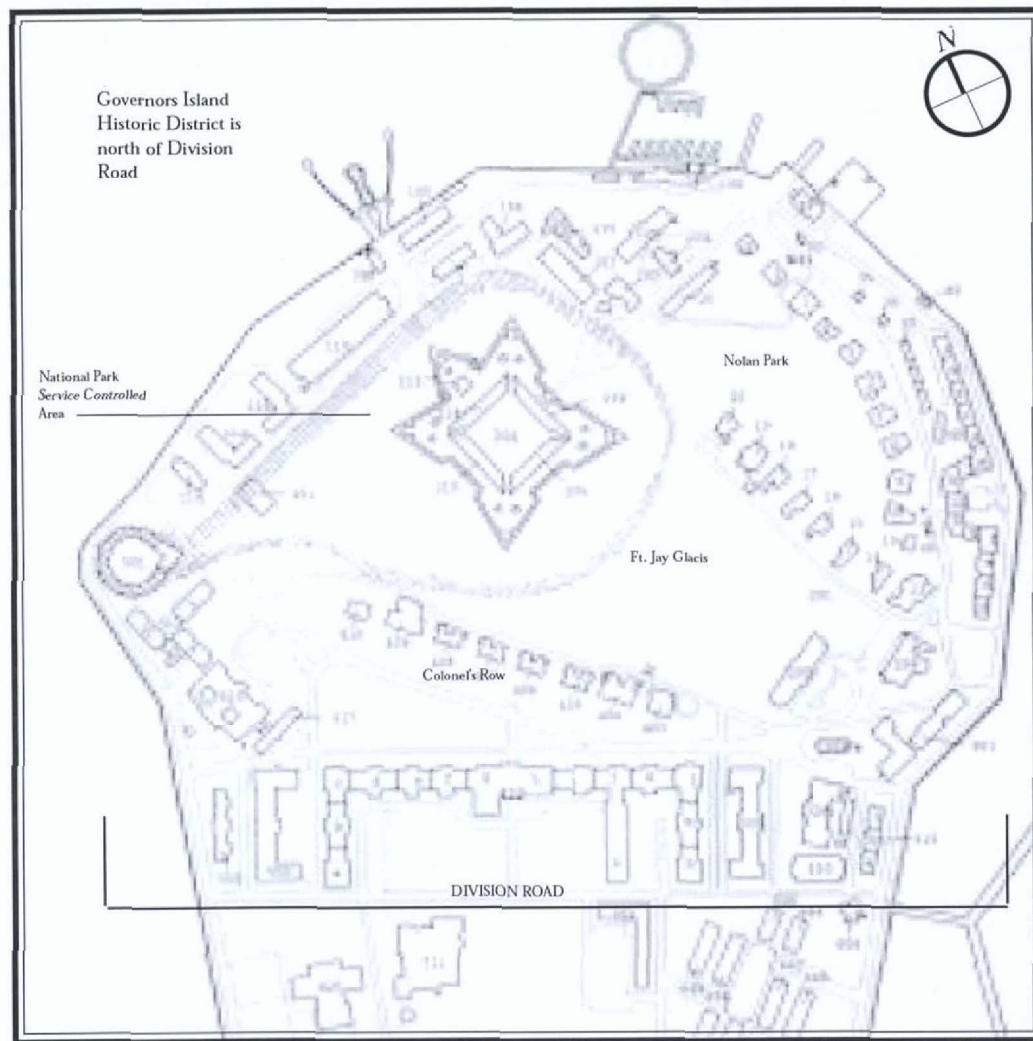
In addition, there are landscape features associated with historic development of the Island that contribute to its importance, such as Nolan Park, the glacis surrounding Fort Jay (Fort Jay Park), memorials, and landscaping within the historic district and along the Island's boundary roads.



*Early 20th century frame residences in Nolan Park. Each grouping of residential buildings in the Historic District has a distinct character. A majority of the houses facing Nolan Park have wood siding, front porches, and decorative wood detailing.*



*Aerial view of Castle Williams, looking from the southwest. This unique structure was initially used as a defensive fort, later converted to an Army prison. Structural additions have been made to the interior of the structure to accommodate its many uses, but the exterior remain essentially intact.*



Partial map of Governors Island featuring the National Historic Landmark District, north of Division Road

## LISTING OF PROPERTIES WITHIN THE GOVERNORS ISLAND HISTORIC DISTRICT

#	Name	Cat.	#	Name	Cat.
1	Admiral's House	1	208	Garage	3
2	Governor's House	1	209	Garage	3
3	The Dutch House	2	210	Ft. Jay Family Housing	1
4	Field Officer's Quarters	2	211	Garage	3
5	Field Officer's Quarters	2	212	Garage	3
6	Company Officer's Qtrs.	2	213	Triangle	2
7	Company Officer's Qtrs.	2	214	Ft. Jay Family Housing	1
8	Company Officer's Qtrs.	2	215	Ft. Jay Magazine	2
9	Block House	1	217	Garage	3
10	Company Officer's Qtrs.	1	218	Garage	3
11	Steward's Quarters	2	251	Tampa Library	3
12	Officers' Housing	2	293	Motel/Guesthouse	4
13	Chapel of St. Cornelius	2	298	South Battery	1
14	Company Officers' Qtrs.	2	301	School	2
15	Company Officers' Qtrs.	2	309	Catholic Chapel	3
16	Company Officers' Qtrs.	2	315	Family Housing	2
17	Company Officers' Qtrs.	2	324	YMCA	2
18	Company Officers' Qtrs.	2	330	Theater	2
19	Company Officer's Qtrs.	2	333	Detachment Barracks	2
20	Officer's Qtrs.	2	400	Liggett Hall	2
25	Ordinance Storehouse	2	403	Officer's Housing	2
33	Garage	3	404	Officer's Housing	2
35	Garage	3	405	Officer's Housing	2
36	Garage	3	406	Officer's Housing	2
39	Garage	3	407	Officer's Housing	2
40	Jewish Chapel	2	408	Officer's Housing	2
45	Transformer Building	4	409	BOQ	2
46	Garage	3	410	Officer's Housing	2
85	Store House	3	414	Garage	3
91	Omaha Dock	4	415	Garage	3
92	Transformer Building	3	456	Monument	2
95	Omaha Dock	4	501	Castle Williams	1
96	Group Engineering	3	513	Enlisted Quarters	4
104	Ordinance Storehouse	2	515	Post Hospital	2
105	Armory	2	517	Medical Clinic	3
106	Reservoir Pumphouse	4	518	Biohazard Storage	4
107	Storehouse	2	519	Emergency Generator	4
108	Marshall Hall	3	525	Storehouse	4
109	Administrative Offices	3	550	Barracks	2
110	Storage Depot	2	555	Family Housing	2
111	Family Housing	2			
112	Family Housing	2	Nolan Park		2
114	Nurses' Quarters	2	Ft. Jay Glacis		2
125	Pershing Hall	2	Colonel's Row Green		2
130	Workshop	2	Views & Vistas		2
134	Station New York	4			
135	Commander's Quarters	2			
140	Storehouse	2			
142	Soissons Dock	3			
144	Soissons Dock	3			
146	Generator Bldg.	3			
147	Mechanical Equip.	4			
148	Ferry Waiting Building	3			
155	Transformer Vault	4			
201	Ft. Jay Guard House	1			
202	Ft. Jay Family Housing	1			
203	Garage	3			
204	Triangle	2			
205	Garage	3			
206	Ft. Jay Family Housing	1			
207	Triangle	2			

CATEGORY 1: properties are individually listed in the National Register of Historic Places, or have been designated as individual landmarks by New York City Landmarks Preservation Commission, and contribute to the significance of the Governors Island Historic District.

CATEGORY 2: properties are contributing buildings within the Governors Island Historic District.

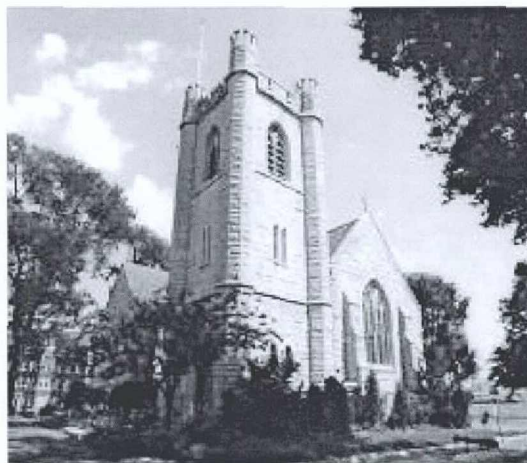
CATEGORY 3: properties are non-contributing elements within the Governors Island Historic District.

CATEGORY 4: properties are intrusions into the Governors Island Historic District.

## KNOWING WHAT TO SAVE & WHAT TO REMOVE

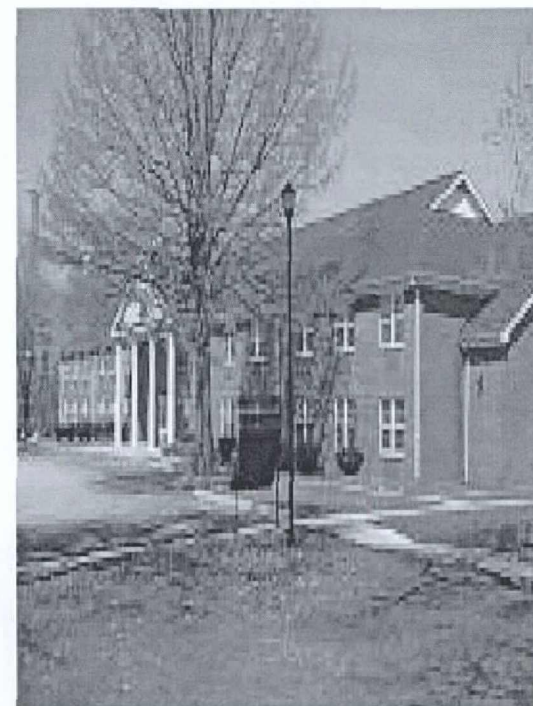
When determining what should be saved and what can be removed it is important to view the *Governors Island Historic District* as a cultural resource in New York Harbor, with groupings of buildings and sites ranging in age from the 18th through 20th centuries.

Within the historic district there are four categories of properties. The first two, category 1 and 2, are those buildings, structures, open spaces, landscapes, site features, and vistas that contribute to the historic or architectural significance of the district.



The next two, category 3 and 4, are those properties that do not contribute to that significance. Some of these (category 3) are neutral, neither contributing to nor detracting from the historic significance of the historic district. Others (category 4) actually intrude on the district by either introducing styles, scale, materials, or design so far out of character with the significant properties that it detracts from a person's ability to understand the historic context of the historic district, or structures that physically block significant historic views.

The basic theory in determining what should be saved and what should be removed is that those properties that have been identified as contributing, should be saved, and those properties that do not contribute, can be removed without damage to the significance of the district.



The list of properties within the Governors Island Historic District identifies the *category* of each. Any demolition within the district requires SHPO and LPC review. Significant elements of each property are identified in the Building & Property Summary Sheets.

All new development within the historic district should follow specific principles, practices, and procedures to ensure that work is consistent with the character of the resource.

#### Principles:

The basic principals to follow when developing new work within the historic district are very general and simple.

- First, evaluate the character of the building, site, landscape or district that your project involves; and,
- Second, develop a design that is sympathetic to the character of the existing resources.

#### Practices

All design projects that occur within the historic district must take into account the character of the district. Whether the design is for new construction, rehabilitation of an existing building, landscaping or infrastructure, the success of the project depends upon creating a sympathetic design. \*

Sympathetic designs do not emulate the existing properties, but accent the overall

character by incorporating critical character-defining elements, such as scale, massing, and materials. Unsympathetic designs ignore the existing character by introducing disjointed elements.

A review of the property's Summary Sheet will reveal why the property achieved significance and how it contributes to the importance of the district. This information helps to determine whether a particular treatment or new design will be appropriate to the site, and whether it will preserve those tangible components of the resource that convey its significance.

\* The design of new construction will be reviewed by the SHPO and the LPC on a case-by-case basis.



#### Procedures

The Governors Island Historic District has evolved over many years, resulting in many unique, character defining elements. What now exists is a synergistic collection of architectural, landscape, and site elements that together constitute the significance of the historic district.

**Step 1:** As a first step, the entire historic district should be viewed as a whole: its signature buildings—Castle Williams, South Battery, and Fort Jay, and its building groupings—Nolan Park and Officers' Row, along with the resulting open spaces, landscapes, and vistas to and from the Island. All of these elements define the historic Governors Island and must be taken into consideration when undertaking new development.



Fort Jay entry to the left, a category 1 resource, and historic, open landscape, a category 2 resource.



**Step 2:** The second step is to look at the scale, rhythm, and patterns of groupings of buildings and individual structures. These establish the texture of the resource and are important in conveying its historic significance.

**LANDSCAPING** elements are no less significant to the character of the historic district than its buildings. The textures and patterns of paving materials and plantings are a reflection of the historic development of the

site. The materials that are used on sidewalks and driveways have varied, from monolithic pavement to stone and brick. Where these materials are used relates to how the surface would be used. The monolithic paving is used on through streets, stone on driveways to individual buildings, and brick for pedestrian walkways. New development should preserve and maintain the existing patterns, and use similar materials in new construction.

The type and patterns of landscape plantings reflect the use of the site and the divisions between residential, training, recreational, and industrial areas. Landscape plantings within the district were traditionally used to establish edges between these uses. These historic patterns should guide new landscape development.

In addition, it is important to recognize that simple open space that provides passive recreation, and spaces between developed areas and buildings, as well as monuments, lighting, seating, and fencing, all contribute to the total landscape environment of the historic district.

*Paving materials used within the Historic District. Clockwise from upper left, granite road pavers; granite pavers and curb joining brick sidewalk; granite pavers on edge used on uphill slopes; herringbone pattern brick sidewalk; and, basketweave brick paving.*

The character defining features of the site, buildings, and landscapes are the elements that must be maintained to preserve the significance of the historic district. New development should not emulate these elements, but contribute to the overall character of the historic district by complementing them. The character defining elements of each building are detailed in the Building & Property Summary Sheets.

### the BUILDINGS

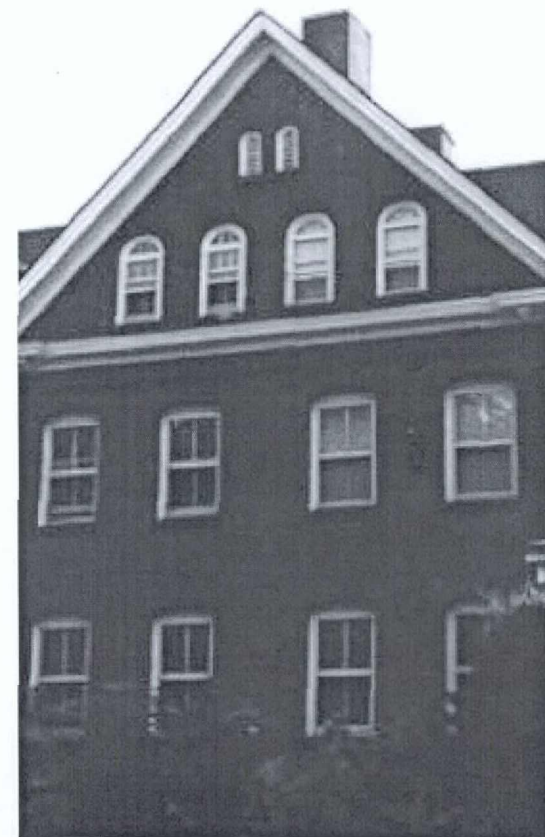
Identifying the visual character of a building is a two-step process. First, a visual examination from a distance will allow an understanding of its overall setting and architectural context. Second, a close up examination will allow a clear appreciation of both materials and craftsmanship. In three situations within the historic district, where the interiors of a building are contributing elements to its significance, a third step is added: an examination of the rooms, spatial relationships, materials, and details that define the interior significance, will aid in the preservation of these spaces. This only occurs at three locations—the first floor interiors of the Admiral's House (building #1), the Works Progress Administration murals and Admiral's offices on the second floor of Pershing Hall (building #125), and the second floor ballroom of South Battery (building #298.)

**Step 1:** The overall visual character of a building derives from the relationships between exterior elements. The building should be viewed from several vantage points. Though the view to the primary facade typically characterizes the building, other facades, especially on Governors Island, may have enjoyed prominence during the building's history, and therefore merit analysis. The overall visual character of a building consists of its own unique blend of a number of elements, some more prominent than others, but equally important.



Shape—the geometric shape of the building (rectangular, square, irregular), and the size of the building and the relative size of its sub-elements comprise the most basic visual characteristic.

## the BUILDINGS





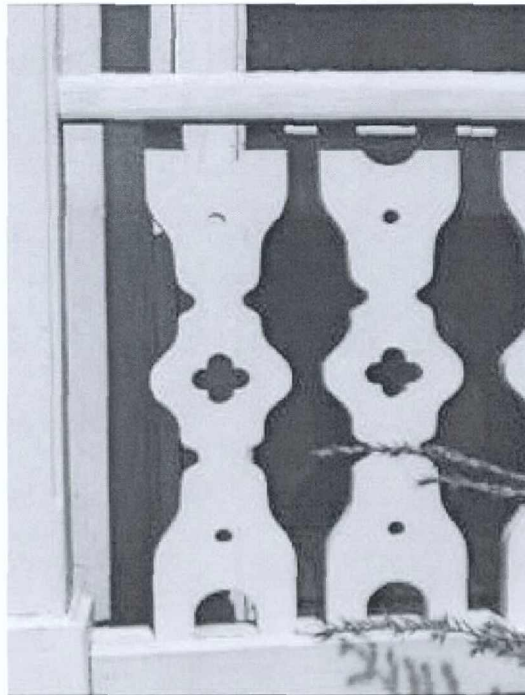
**Roof and Roof Features**—a highly visible roof or prominent roof features such as dormers, parapets, chimneys, or roofing materials, often contribute to a building's visual character.

**Openings**—window and door openings should be noted for their shape, size, and materials, as well as for the rhythm and accents established by the groupings of openings. The pattern of openings is often the most distinguishable and important element of the facade of a building.

**Projections**—features such as porches, bay windows, and overhanging roofs establish rhythm and depth that characterize the building. Likewise, a recess may be created by the overall shape of the building or by a smaller element.

**Trim and Secondary Features**—on some buildings trim around roof-lines or windows and secondary features such as shutters, decorative gables, railings, or exterior wall panels create a unique visual character that differentiates the building from others of similar shape or design.

**Materials**—the prominent and accent materials used on the building, whether stone, brick, wood, concrete, metal, or glass, should be noted as part of the overall visual character. The combinations and placement of materials determine visual characteristics such as color, patterns, textures, and rhythm.



**Setting**—a building relates to its surroundings through setback, elevation, and proximity to built and natural features. Elements such as gardens, walks, driveways, fences, etc., often accent these relationships.

**UNDERSTANDING** the overall character of the building will provide guidance in developing repair and rehabilitation plans, and designs for additions and new construction adjacent to the resource.

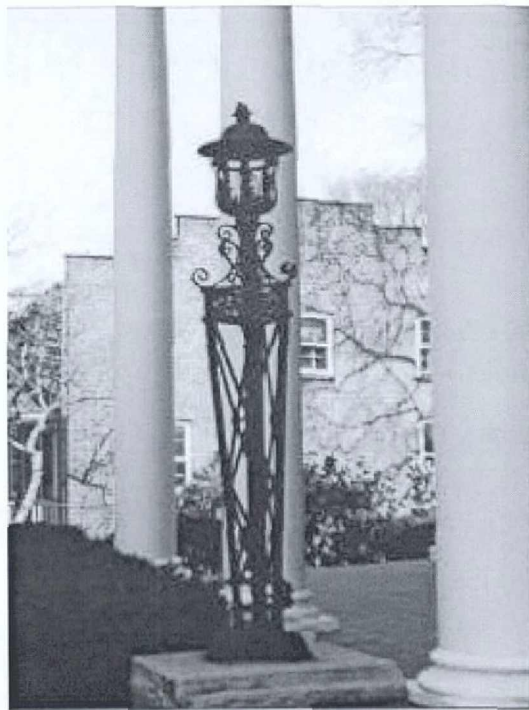
**Step 2:** Upon closer examination, the visual character of a building derives from the surface qualities of the materials and the evident craftsmanship employed in placing or finishing the materials. This examination should take place "at arm's length," where it is possible to observe the surface qualities of the building. The visual character of the building at this level consists of its unique treatment of various elements.

**Materials**—in addition to the broad categories that define the overall character of the building, the visual character derives from interrelationships of different materials, and from the inherent textures, colors, or patterns in the materials.

An example of this is the counterpoint between stone and brick as unit masonry—one relaying strength, and the other the character of building blocks.

Another example is the texture of slate roofs. While at a distance a slate roof and asphalt roof may look similar, close up, the varied textures and colors of slate roof shingles add a character of material not available with substitutes.

Craftsmanship—almost any evidence of craft details, whether handmade or machine-made, will contribute to the character of a building because it is a manifestation of the materials, of the times in which the work was



*Ornamental iron light standard found at the Admiral's House is an example of craftsmanship in metal. Other detailed ironwork can be found in historic fences.*

done, and of the tools and processes that were used. Within the Governors Island Historic District craftsmanship is evident in many areas. Examples can be found in woodwork, masonry, and metalwork through out the district. The retention and preservation of these details is important in preserving the overall character of the building.

Interiors—for buildings with identified significant interiors, there is a Step 3.

**Step 3:** Rehabilitating a historic building typically involves altering interior spaces to accommodate new or continuing uses.\* Before designing such alterations, an assessment should be undertaken to identify those tangible architectural components that convey its historic character. In the historic district, significant



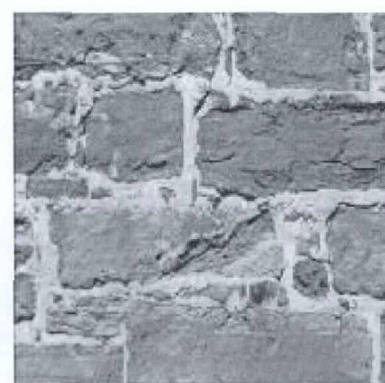
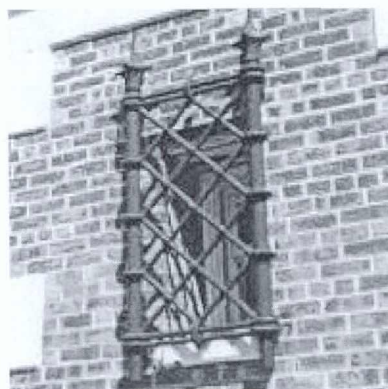
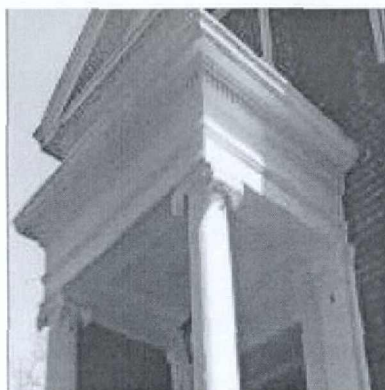
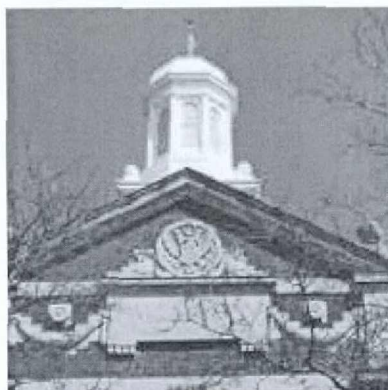
interiors have been identified as the first floor public spaces of the Admiral's House (building #1); the second floor ballroom of South Battery (building #298); and, the WPA murals and Admiral's offices (building #125.) Understanding the visual character of these buildings includes an evaluation of their interior spaces, sequences of spaces, features, and details.

Features—architectural features such as fireplace mantels, murals, cornices, decorative plaster work, hardware, built-in furniture, leaded glass windows, all can evoke the historic use and feeling of interior spaces. They contribute to the character of a building and have a significant effect on establishing a quality unique to historic properties.

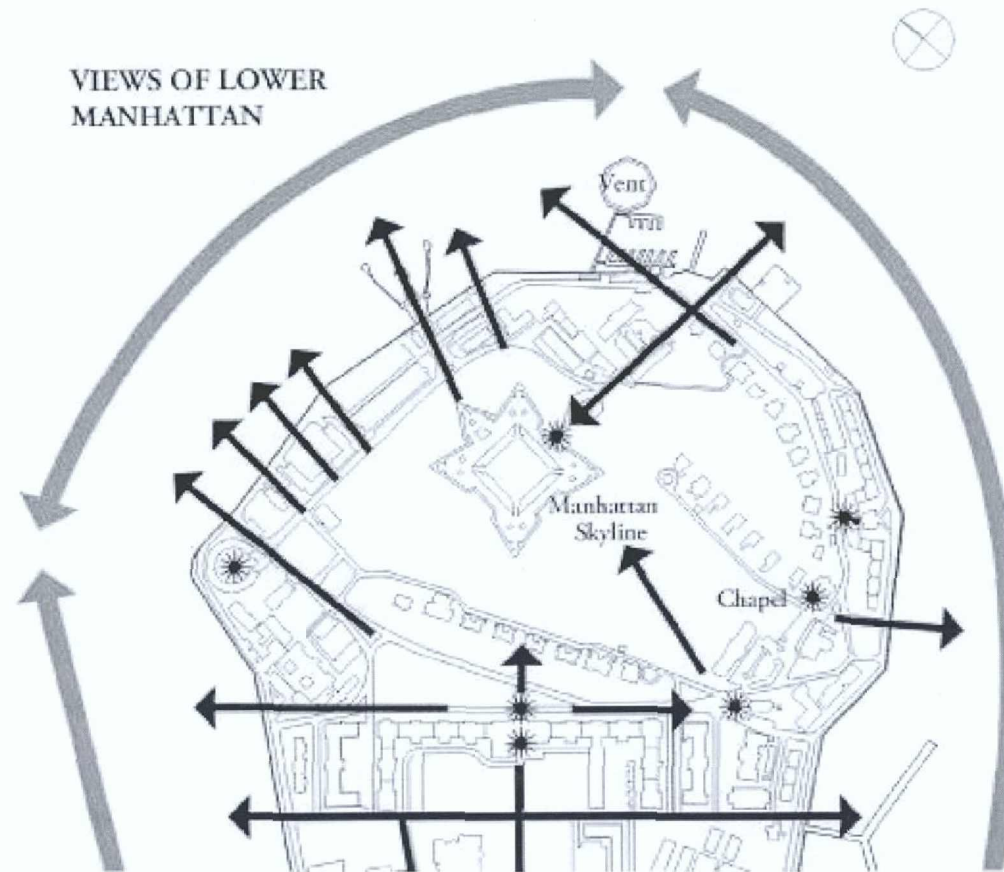
**BEFORE INITIATING DESIGN OR REHABILITATION PLANS FOR A BUILDING, IT IS CRITICAL TO UNDERSTAND WHAT DEFINES THE BUILDING'S IMPORTANCE, AND WHAT IS ESSENTIAL TO SAVE. ONCE THIS IS UNDERSTOOD, TREATMENT PLANS AND NEW PROJECTS WITHIN THE HISTORIC DISTRICT CAN SUCCESSFULLY MEET THE GOALS OF THE *DESIGN & DEVELOPMENT GUIDELINES***

\* The SHPO will review all interiors identified as significant.

*Interior photograph of the second floor ballroom in South Battery showing an orchestra balcony and detailed woodwork.*



From left to right—Top Row:  
 Pediment & cupola-building #400  
 Entry with pediment-building #2  
 Palian window-building #550  
 Middle Row:  
 Window grill-building #400  
 Leaded glass window-building #408  
 Entry Stair-building #12  
 Decorative Porch-building #408  
 Bottom Row:  
 Commemorative Plaque-Nolan Park  
 Decorative Fence-east seawall  
 Stone masonry



*Views and view corridors as defined in the Governors Island Land Use Study prepared by Beyer Blinder Belle Consortium, 1997*

## *the STANDARDS*

### *STANDARDS for SITE DEVELOPMENT*

When it was originally developed, the natural configuration of Governors Island was a feature that enhanced its use as a defensive fort, with the glacis surrounding Fort Jay (Fort Jay Park) allowing unincumbered views and control of New York Harbor. As the need for this type of defense diminished, the glacis became less important, allowing the introduction of structures around the Island's edge. The current development of the Island is a reflection of the changes of use and expansion of the Island over the past centuries. Preservation of the historically significant components of the Governors Island Historic District is an important part in retaining the character and history of the property.

1. All site development work within the Governors Island Historic District will be designed and executed in a manner that preserves the character and historically significant features of the district, including landscaping, open space, site features, vistas, streets, driveways, walks, and building siting patterns;

2. All site development work will be designed and executed to avoid known or potential archeological resources;

3. All new utility distribution systems, such as electric, and telephone and cable service, will be located below ground and, to the extent possible, new or upgraded utility service will utilize existing trenches, and avoid additional excavations;

4. Large scale communication equipment, such as satellite dishes, telephone relays, radar, antenna, and other similar equipment and installations, will be located outside of the boundaries of the Governors Island Historic District, south of Division Road;

5. Existing unit masonry streets, driveways, and walks within the Governors Island Historic District, and seawall north of Division Road, will be preserved in-place, and, where necessary, repaired; and,

6. All site or building lighting within the Governors Island Historic District will be appropriately scaled lighting compatible with the area in which it is installed.

### *STANDARDS for BUILDING TREATMENT*

The history of development of Governors Island is illustrated through its buildings and structures. Many of those properties are historically and architecturally important as individual buildings, or as components of larger groupings of structures or landscapes, or as contributing elements to the historic district. Regardless of the reason for their significance, all of the properties should be treated in a manner that ensures their preservation and continued use.

1. All work carried out on historic buildings and structures will comply with applicable building codes and permitting requirements of the City and State of New York;



*View looking southwest across Nolan Park showing open space. Ceremonial cannons in front of Quarters #1 in foreground.*

2. All work on historic buildings and structures will be undertaken in accordance with the Standards and Guidelines detailed in the *Governors Island Preservation & Design Manual*;

3. Minimum work will be undertaken on a historic building, structure, or site to meet use and code requirements;

4. All work will be designed and executed in a manner that minimizes damage to, or removal of, character defining elements or original fabric of the building, structure, or its setting; and,

5. All work will be executed in a manner that minimizes damage to historically significant landscapes or site features associated with the building or structure.

#### *STANDARDS for NEW CONSTRUCTION & ADDITIONS*

The greatest opportunity for new construction on Governors Island is south of Division Road, outside of the boundaries of the Governor's Island Historic District. However, some sites are available for development within the historic district, both for above and below ground construction. Great care must be taken when designing and executing new construction to ensure that the character and fabric of the historic district is not damaged or distorted.

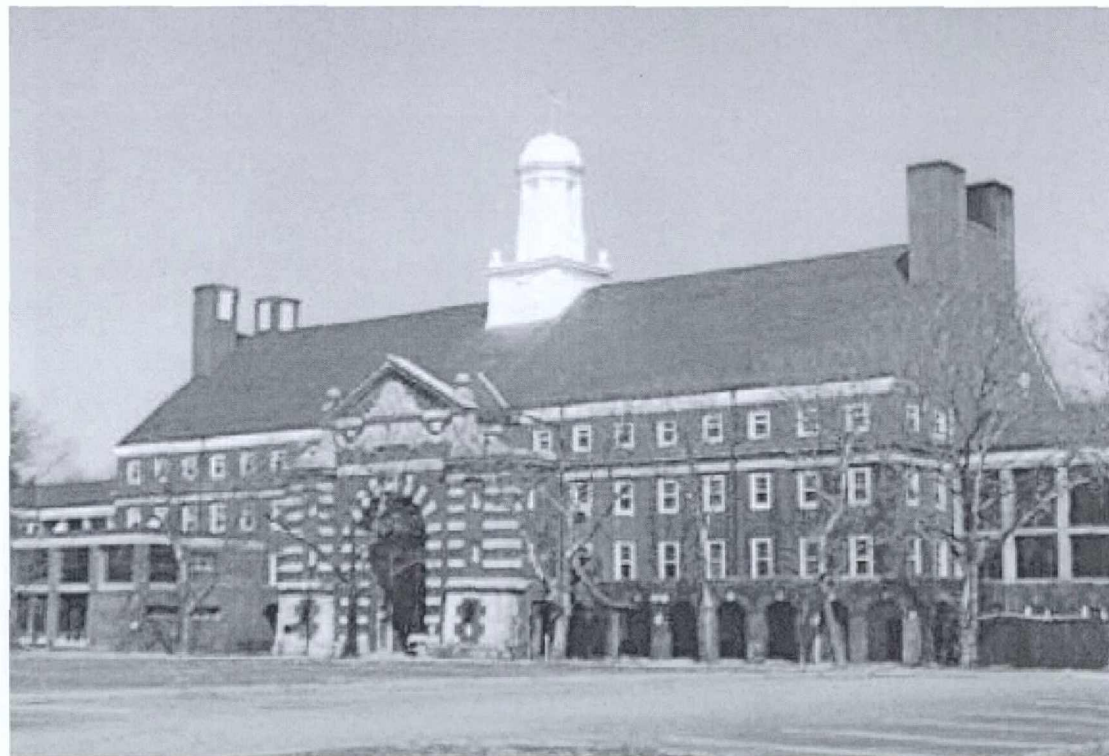
1. All new construction within the Governors Island Historic District will be designed to be compatible with, but not duplicate existing structures, and will not attempt to create "historic" buildings;

2. All new construction within the Governors Island Historic District will be designed to preserve the character and significant features of the Island, including vistas and view sheds;

3. New construction within the Governors Island Historic District will use materials consistent with their setting and environment; and,

4. New construction, including construction staging, will be undertaken in a manner that avoids damage to existing buildings, structures, landscapes, and landscape features.

*Southwest elevation of Building #400 showing an addition adjacent to the entrance that is not compatible with the character of the historic structure.*



### *STANDARDS for LANDSCAPING*

Landscaping has been used on Governors Island to place emphasis on the patterns created by walkways, open spaces, buildings, and recreational areas, and to enhance the quality of the living environment. Within the Governors Island Historic District it is vital to recognize and preserve landscape elements and patterns that are historically and aesthetically important in defining the character of the resource. These can be found in the use of plant and paving materials, lighting and site features, as well as the specific design and placement of those elements. All contribute to the overall quality of the historic district. Following are standards for landscaping and landscape treatment.

1. *To the extent possible, existing, significant landscape features and patterns will be preserved, such as tree lined streets, driveways, and walks, open spaces, and the glacis surrounding Fort Jay;*

2. *New landscaping will be designed and executed in a manner that preserves the character and fabric of the Governors Island Historic District, and will use similar plant materials in similar situations;*

3. *New landscaping will be designed to be unobtrusive; and,*

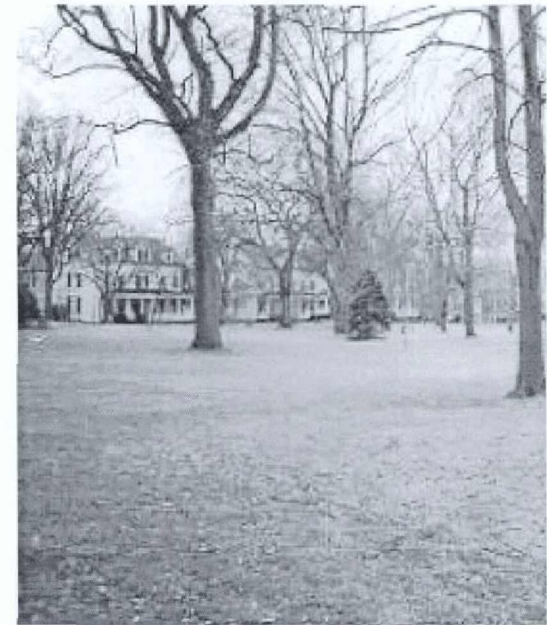
4. *No property enclosure fencing will be installed within the boundaries of the Governors Island Historic District.*

### *STANDARDS for DEMOLITION*

Historically significant buildings, structures, open spaces, landscapes, and landscape features will be retained, protected, and reused. All new development will be designed to support use of existing resources.

1. *Demolition of building and structures within the Governors Island Historic District that are not significant (Category 3 and 4) will be undertaken in a manner that avoids damage to historic or archeological resources; and,*

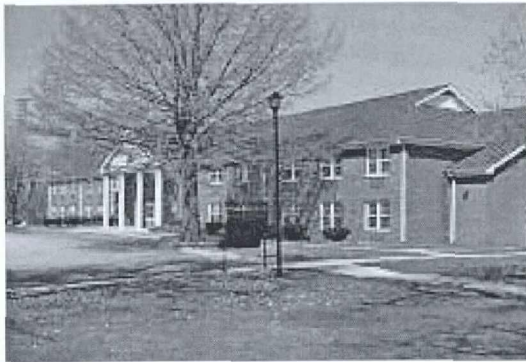
2. *Demolition activities on historic properties, such as removal of previous additions, or removal of non-contributing interiors, will be undertaken in a manner that avoids, to the extent possible, removal or damage to original building fabric.*



*View looking west across Nolan Park showing open space, informal landscape plantings, and views to historic houses.*



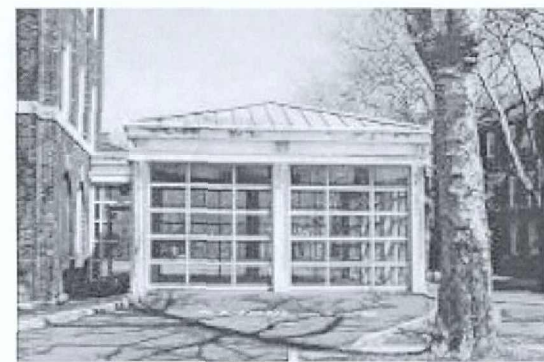
*The intersection of Clayton and Haywood Roads showing formal landscaping and pedestrian walkways.*



*Building #293, the Super 8 Motel, added to the site in 1986, is an intrusion into the historic district, and is of no historic significance.*



*Addition to Building #400 generally considered to be an intrusion into the historic district, and is of no historic significance.*



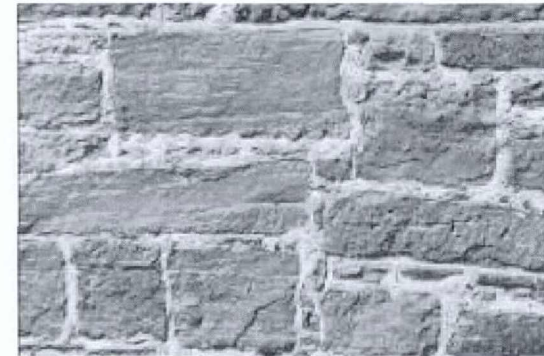
*Contemporary addition to a building in the historic district.*



*A small addition placed on a secondary facade of a brick and stone building in the historic district. The surface of the addition attempts to emulate stone, unsuccessfully. The design is inconsistent with the existing structure. This addition is an intrusion.*



*A close-up of the fake stone surface shown to the left. The base material is stucco, with applied mortar designed to suggest stone blocks. The design is inappropriate and unsuccessful. The deterioration of the materials suggests that they are not durable.*



*A photograph of the original stone wall adjacent to the unsuccessful addition shown to the left. Synthetic designs could not duplicate the textures and varying patterns naturally created by stone.*

## GUIDELINES for IMPLEMENTING the STANDARDS

### GENERAL GUIDANCE

The Guidelines will serve as the standards for treatment of historic properties and guidelines for future development within the historic districts. The Guidelines are designed to assist continued use of the historic district, while protecting its historically and architecturally significant features.

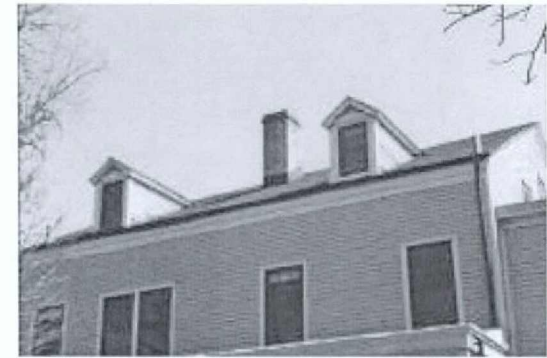
### REPAIR vs. REPLACEMENT

Because the materials, systems, and craftsmanship used in construction of the buildings within the historic district are distinctive and contribute to the significance of the district, it is important to preserve the historic fabric of the properties. In the treatment of historic resources, whether the treatment is preservation, rehabilitation, or restoration, priority should be given to repairing existing materials. If repair cannot be achieved, if it is neither feasible nor prudent, the material can be replaced "in-kind." In kind means that the replacement would be the same material, design, construction, and finish as the original. The first priority in treating a historic property should be to preserve and maintain, to the extent feasible, existing fabric.

Some elements of a building, such as wood windows, slate roofs, and wood siding, are significant character defining elements and are important to retain.

### USE of SUBSTITUTE MATERIALS

The use of substitute materials on historic properties can diminish the character of the historic district and should be avoided. Materials, such as composition shingles, aluminum and vinyl sidings, aluminum and vinyl windows, would detract from the historic integrity of the resource. This applies to both treatment of existing buildings and structures, and the design of new buildings. There are situations, however, where a substitute material may be the only prudent alternative. An example would be a cornice bracket that required replacement, but where the cost of having one reproduced in the original material would be prohibitive. In such a situation, a reproduction cast in another material, such as fiberglass, might be an acceptable alternative.



*Standard shiplap siding in the Historic District. Using aluminum or vinyl siding would be inappropriate.*

Work on properties in the historic district can fall into one of three categories, all related to the level of review required before work can proceed:

1. work not requiring a review;
2. work requiring review by the Commission staff; and,
3. work requiring review by the Commission and the SHPO.

## WORK ON BUILDINGS NOT REQUIRING REVIEW

There are a number of actions that can be undertaken on historic properties that may be exempt from the normal administrative review process.

- Interior painting and decoration on all buildings, except those interior features which have been identified as significant, providing that work does not change or damage the exterior appearance of the property.

- Modifications to or replacement of HVAC, plumbing, or electrical systems that do not require a Department of Buildings permit, provided that no changes are visible on the exterior, or that modifications are minor in nature and do not alter or detract from the historic or architectural significance of the resource.

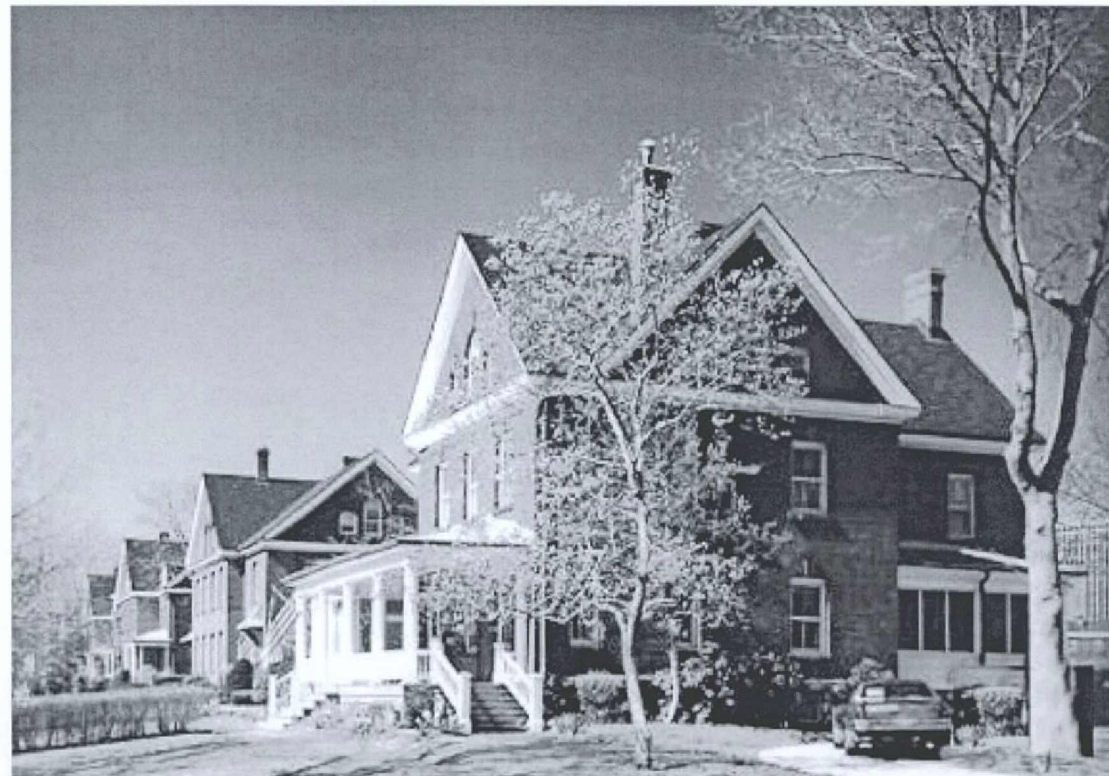
- Replacement of failed caulking, as long as it is not used in mortar joints, or in other inappropriate locations.

All other work on the exterior of buildings and structures in the historic district will require review by the Commission, and possibly the New York State Office of Parks, Recreation and Historic Preservation at some level. For minor projects, this review may be handled by the Commission staff. For demolition of any portion of a category 1 or 2 building, a

public hearing will be necessary. For building additions, both the Commission and the New York State Office of Parks, Recreation and Historic Preservation will be involved.

The goal of the review is to ensure that work undertaken does not destroy or diminish the significant features of the individual

property, its immediate setting, or the historic district, and that new construction complement and contribute to its immediate environment and the district.



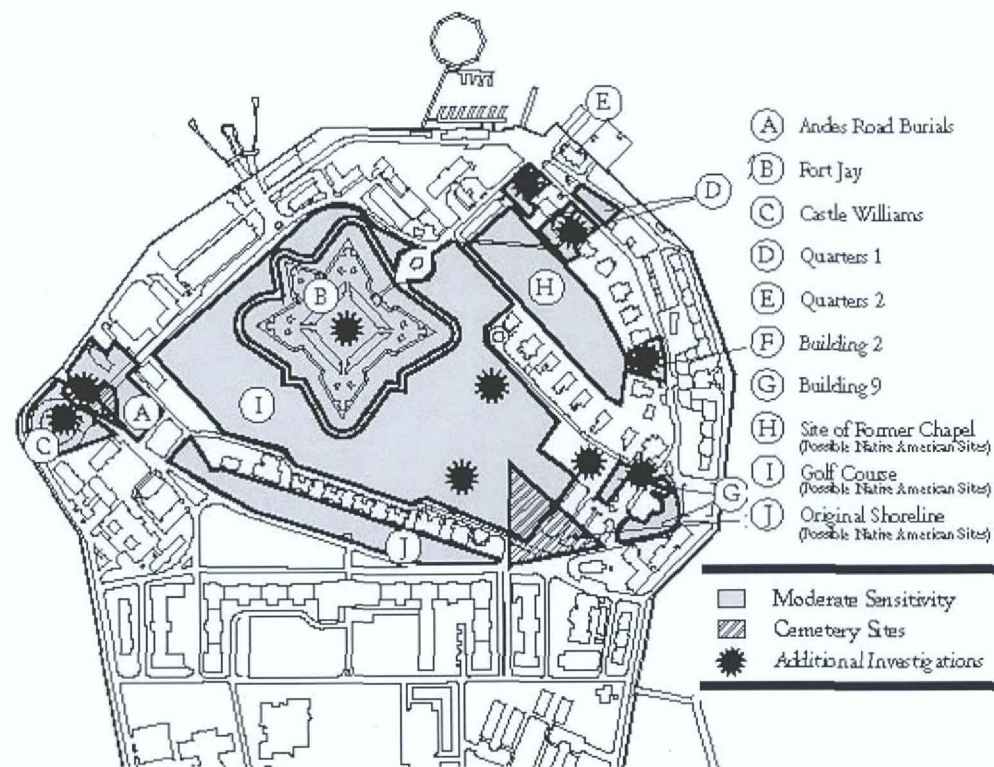
*Colonels' Row residential structures. The scale and mass of the buildings are different in each area of the Historic District.*

## Site Development

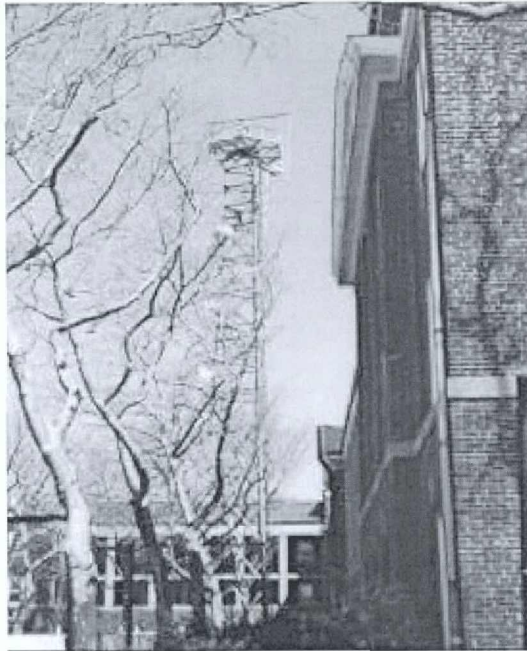
Because the historic district evolved over an extended period of time, with no master plan to direct development, there are a variety of issues that must be considered when planning new work. These include the overall character of the district and the character of sub-areas, such as residential groupings. New development will not be successful if only the immediate environment of the development site is considered.

*Standard #1: All site development work within the Governors Island Historic District will be designed and executed in a manner that preserves the character and historically significant features of the district, including landscaping, open space, site features, vistas, streets, driveways, walks, and building siting patterns.*

The character of the historic district has been created out of the initial functional demands of a defensive military fort, expanding to the needs of housing to support personnel, and finally to that of a training facility for the U.S. Coast Guard. To preserve the character of the district, new development should be consistent in scale and mass with the existing conditions and buildings directly adjacent to the development, and considerate of the overall scale of the historic district. The review of



Plan showing identified and potential archeological sites within the Historic District (Beyer Blinder Belle Consortium)



*Existing large scale communications unit located adjacent to building #400 illustrates the type of equipment that should not be located in the Historic District. The installation of small scale equipment on buildings or on the site would be reviewed by the Commission.*

any development project will focus on its impact on the contributing elements of the district, and how the project would enhance the qualities of the resource.

Developing a project that would meet these goals can be accomplished by considering a number of issues, including:

- maintaining building heights consistent with adjacent structures;

- preserving and maintaining established open spaces and parks, such as Nolan Park, Colonels' Row Green, and the open space surrounding Fort Jay;
- preserving the vistas and views to, from, and within the Historic District;
- preserving and maintaining the significant landscapes, including tree lines along streets and walkways, and using similar materials and design in new development; and,
- preserving and maintaining existing masonry streets, driveways, and walkways, and designing new development that uses similar materials in similar situations.

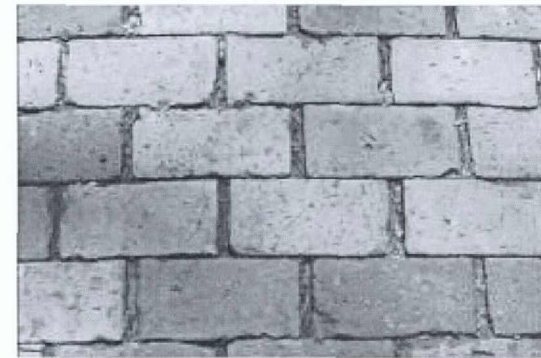
*Standard #2: All site development work will be designed and executed to avoid known or potential archeological resources.*

There are specific areas within the Historic District in which there is a high or moderate potential of encountering archeological resources when there is ground disturbing activities. For any project that requires digging or excavation, including the installation of utility lines, care should be taken to avoid these resources.

The alternative to avoiding archeological resources is to mitigate the impact through excavation of the site. This would be undertaken by professional archeologists in accordance with a recovery plan accepted by the



*Disrupted walkway. Repair would not require a permit.*



*Running bond walkway*

Commission and New York State Office of Parks, Recreation and Historic Preservation.

Some techniques of avoiding a site include:

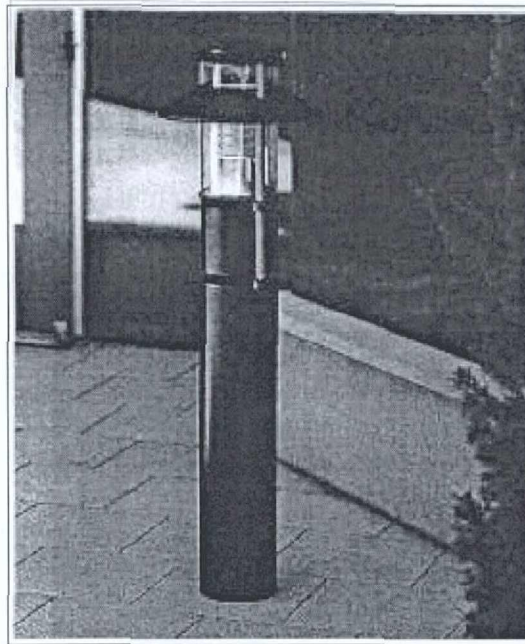
- selecting sites that are known to not contain archeological resources; and,
- designing a project in a manner that minimizes ground penetration.

If neither of these options is feasible, a testing and, if appropriate, recovery plan should be developed in consultation with the SHPO staff, and executed prior to undertaking any work.

**Standard #3:** *All new utility distribution systems, such as electric, and telephone and cable service, will be located below ground and, to the extent possible, new or upgraded utility service will utilize existing trenches, and avoid additional excavations.*

Electric, telephone, and cable service within the historic district is currently delivered to buildings and structures underground. This technique of delivery is to be provided for all services to existing and new development.

One of the ways of accomplishing this requirement, while avoiding excavation of archeological sites, is to use existing utility trenches. These trenches represent already disturbed ground. If additional excavation is not required to install new utility lines, no archeological work would be necessary. If this is not feasible, a survey and recovery plan will be required.



*Low scale site light fixture.*

**Standard #4:** *Large scale communication equipment, such as satellite dishes, telephone relays, radar, antenna, and other similar equipment and installations, will be located outside of the boundaries of the Governors Island Historic District, south of Division Road.*

There are numerous methods of providing communication to individual buildings or groups of structures within the historic district. Small scale equipment, such as individual satellite dishes less than 24" round, should be

located on secondary facades or roof planes. Site mounted units should be screened with landscaping.

**Standard #5:** *Existing unit masonry streets, driveways, and walks within the Governors Island Historic District, and seawall north of Division Road, will be preserved in-place, and, where necessary, repaired.*

Walkways, driveways, and roads within the historic district have a variety of textures. This is a result of the different materials used, and the way they are used. Generally, brick pavers were used for pedestrian walkways, across open spaces, and leading to buildings. They have been placed in a variety of patterns, from basketweave and herringbone to a running bond. Brick walks can be found throughout Nolan Park, Colonels' Row, and leading to most of the free standing residential buildings.

Stone paving has been used as driveways and parking areas associated with residential buildings within the historic district. This type of paving would have been used for all paved roads on the Island. Over the years, asphalt paving has covered or replaced many of the stone streets.

## SITE DEVELOPMENT WORK NOT REQUIRING REVIEW

General maintenance work on existing paving materials not requiring review includes:

- minor repair or replacement in-kind of individual paving units;
- cleaning paving units using non-abrasive methods and materials; and,
- resetting loose paving units in the same pattern as the original.

## SITE DEVELOPMENT WORK REQUIRING REVIEW

- major paving repairs, or replacement of multiple paving units;
- removal or redesign of paving areas;
- redesigning paving to meet handicap accessibility requirements;
- resetting paving units in different patterns from original; and,
- the addition of unit masonry paving areas.



## SITE DEVELOPMENT WORK THAT SHOULD BE AVOIDED

- removal of existing historic paving materials;
- substituting historic paving materials with modern materials; and,
- covering existing historic unit masonry paving.

*Standard #6: All site or building lighting within the Governors Island Historic District will be appropriately scaled lighting compatible with the area in which it is installed.*

All new exterior lighting within the historic district must be submitted to the SHPO for review. Currently, there is a minimal amount of site illumination within the historic district. Those historic fixtures that remain are tall, slender, incandescent units.

There are three levels of lighting within the historic district that have to be taken into consideration: street illumination; open space and park lighting; and individual property lighting.

Each has different illumination requirements, and can have different impacts on the historic district.

*View of Governors Island looking northeast, showing its relationship to Lower Manhattan.*

**STREET LIGHTING** will require a level of illumination appropriate to vehicular travel. The fixtures used should be compatible with the character of the historic district and be designed and located to avoid excessive light or glare on residential units.

**OPEN SPACE & PARK LIGHTING** should be the minimum necessary to provide a safe pedestrian environment, without causing excessive glare or intrusion into residential units. These fixtures should match the existing historic units in scale and basic form. Halogen lights should be avoided.

An illustration of the existing light standards can be found in *Knowing What to Save & What to Remove*.

**PROPERTY LIGHTING** includes site illumination, such as walkway lights and landscape lighting; building illumination, such as spot lights; and building lighting, such as porch lighting, or security fixtures. These fixtures should be small and unobtrusive, and attached in a manner that does not cause damage to or conceal significant features. Spot lights should not shine outside of the immediate property.

In the treatment of historic buildings and structures there are four generally accepted levels of action—preservation, rehabilitation, restoration, and reconstruction. Each represents a different type and degree of work on a property, from minimal change under preservation, to a completely new building under reconstruction.

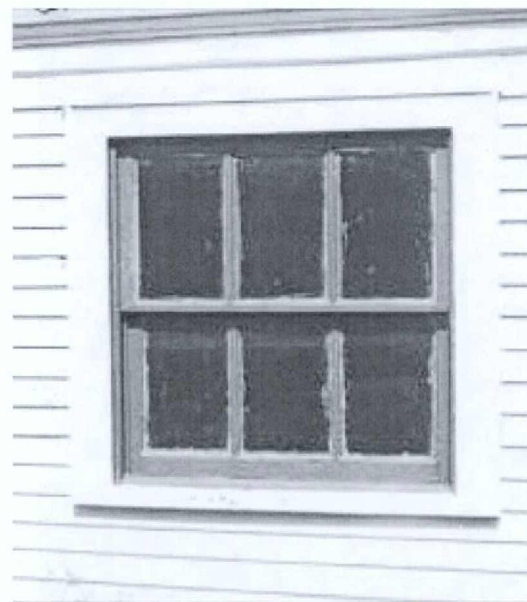
For practical purposes, however, each project will involve some of each of the treatment levels—some portion of the property will basically be left untouched (preserved); some portion will be changed significantly, such as the installation of a new kitchen or bath (rehabilitated); some will be returned to its original appearance, such as stripping and repairing a porch rail (restored); and, some may involve recreation of missing details (reconstructed.) In most cases the primary level treatment for buildings within the historic district will be either preservation or rehabilitation.

Work carried out on a building should preserve those character defining features that represent its importance, while meeting building code, life safety, and handicap accessibility requirements, and user needs. To accomplish this goal it will be important to consult with the SHPO staff at the earliest possible stage in the project planning process.

*A 3 over 3 double-hung wood window. The Historic District contains many different window patterns and types.*

**Standard #1:** *All work carried out on historic buildings and structures will comply with applicable building codes of the City and State of New York.*

All treatment of the buildings and structures on the site, new development, and new construction, must meet applicable building codes and review procedures. The appropriate application of code requirements to historic buildings should be developed in consultation with the SHPO staff.



## BUILDING TREATMENT

**Standard #2:** *All work on historic buildings and structures will be undertaken in accordance with the Standards and Guidelines detailed in the Governors Island Preservation & Design Manual.*

Assistance in meeting this standard will be provided by the staff of the SHPO and LPC. For projects involving new construction or additions, and interior work on the designated significant interiors, the New York State Office of Parks, Recreation and Historic Preservation will review the project.

**Standard #3:** *Minimum work will be undertaken on a historic building, structure, or site to meet use and code requirements.*

One of the goals of preserving contributing buildings in the historic district is to retain as much of the significant building fabric as possible. Fabric is represented by the building materials, and the method by which they were installed. There is a value to that material and craftsmanship that is important to preserve.

A way of achieving that goal is to do only what is necessary to a building to meet current needs.

An example of meeting the standard would be replacement of only those roofing materials that need replacement, rather than the whole roof. Avoid a situation where more work is done than necessary based on the assumption that the remaining roof will also fail soon, and that it would be cheaper to do all the work at once, rather than bringing the contractor back a second time. Both assumptions may be true, but preservation of the building requires preservation of as much of the original fabric as possible, for as long as possible.

Another good example would be replacement of only those windows that cannot be repaired, rather than undertaking a complete window replacement project.

**Standard #4:** *All work will be designed and executed in a manner that minimizes damage to, or removal of, character defining elements or original fabric of the building, structure, or its setting.*

It is under this Standard that the basic treatment of the property would be developed, whether it is primarily preservation or rehabilitation. The overall goal is to preserve the important character defining visual features of the property, and to treat the property in a manner that extends its life and utility. Generally, the character defining features of the buildings are outlined in the *Building & Prop-*

*erty Summary Sheets* document on the historic district. They include features such as windows, doors, roofs, exterior materials, detailing, decoration, and overall building style.

THERE ARE SOME BASIC PRINCIPLES THAT SHOULD BE FOLLOWED WHEN TREATING A HISTORIC BUILDING.

- The materials, features, finishes, and construction techniques, or examples of craftsmanship that contribute to the significance of a property should be preserved.



Many of the buildings within the historic district incorporate materials and features that are representative of the original design, the style of architecture, or the function of the building. This material or feature should not be removed, destroyed, or covered.

- The priority for treatment of features and materials on a historic property is a) preservation; b) repair; c) replacement.

Preservation of the material or feature would entail keeping it in place, repainting it or recoating it, and basically maintaining it as is. If a feature is damaged or deteriorated beyond repair, replacement would be an acceptable treatment.

A replacement would involve removal of the deteriorated feature and replacing it with a feature that matches the existing in configuration, detail, material, and finish. If a wood detail is deteriorated beyond repair, an appropriate replacement would be another wood detail of the same size, configuration, material, design, and finish.

- The gentlest means possible should be used when treating the building, whether that is repair, rehabilitation, cleaning, or refinishing.

*Victorian double doors on a Nolan Park residence, with full length glass storm doors.*

## CHARACTER DEFINING ELEMENTS

Because certain architectural elements of a building can have critical importance in defining character and significance, it is necessary to pay very close attention to their treatment. These include windows and window openings, masonry, and roofs.

## WINDOWS

Window and door openings, their surrounds, and their configuration, are some of the most important elements in defining the architecture of a building. In addition, the maintenance of historic windows and window fabric, is critical in maintaining the historic and architectural integrity of the property. Fortunately, it is also easy to accomplish.

Some work on windows in the historic district can be accomplished without seeking review. This, to a great extent, involves normal maintenance of the units.

### WINDOW TREATMENT NOT REQUIRING REVIEW

Examples of work that can be carried out without seeking review include:

- repainting the window the same color using appropriate materials, including necessary sanding, scraping, and filing;

- replacement of broken glass;
- rebuilding broken components;
- caulking;
- repair or replacement of window hardware;
- the installation of interior storm windows or security screens.

### WINDOW TREATMENT REQUIRING REVIEW

Examples of work that would require review:

- repainting windows a different color;
- the installation of exterior storm windows;
- installing exterior shutters;
- installing awnings;
- installing exterior security grills;
- replacement of existing windows; and,
- blocking-up of existing windows.

The configuration of windows in the historic district varies widely, from simple one over one double-hung, to 16 over 16, with quite a few buildings having more than one pattern. To a great extent, the window pane configuration is a reflection of the individual building style and the period in which it was constructed. For this reason, it is important to maintain those patterns if window replacement is necessary.

## WINDOW WORK THAT SHOULD BE AVOIDED

There are some actions that would severely damage a window and should be avoided when treating historic windows.

Examples of these include:

- abrasively cleaning window sash or frames that causes changes to the window fabric;
- unnecessary replacement of historic windows in a building;
- cladding windows or window frames in aluminum, vinyl, or other material;
- unnecessary reglazing windows with tinted or colored glass; or,
- painting out windows.

## DOORS

Along with windows, exterior doors and doorways can be very distinctive evidence of the style, character, and significance of a building. Within the historic district there is a great variety of door styles, ranging from the fortress entrance on Castle Williams and Gothic Revival on St. Cornelius Church to Victorian and Classical Revival styles on later buildings. Each has a character directly related to its building and period of construction, which should be respected.

As with windows, there are some treatment of doors that can be accomplished without seeking a review.

#### DOOR TREATMENT NOT REQUIRING REVIEW

Examples of work that can be carried out without seeking review include:

- repainting or refinishing the door and door frame the same color using appropriate materials, including necessary sanding, scraping, and filing;
- repair of the door and frame;
- repair of door hardware;
- installation of weatherstripping;
- replacement of glazing compound;
- replacement of broken glass;

#### DOOR TREATMENT REQUIRING REVIEW

Examples of work that would require review include:

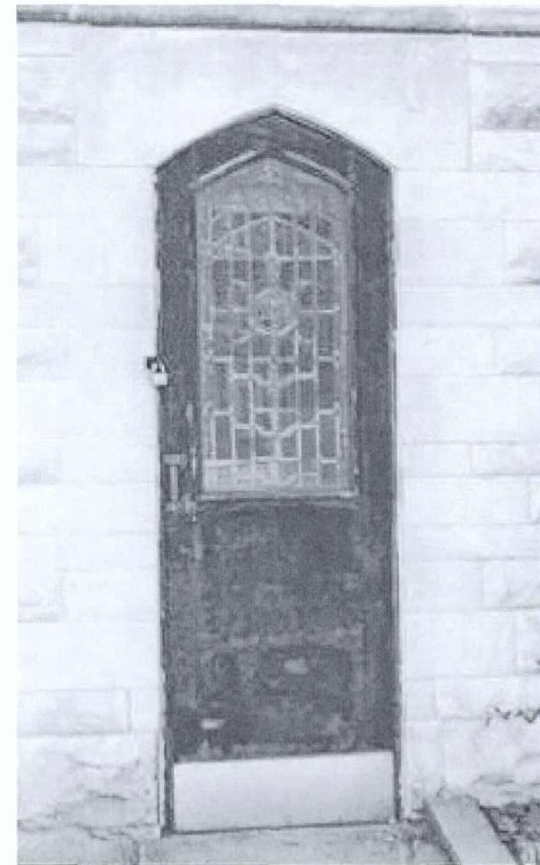
- repainting doors or door frames a different color;
- installation of exterior storm doors;
- installation of exterior shutters;
- installation of awnings;
- installation of exterior security grills;
- replacement of doors or door frames;

- installation of new lights in the door;
- or,
- blocking-up of existing lites in the door.

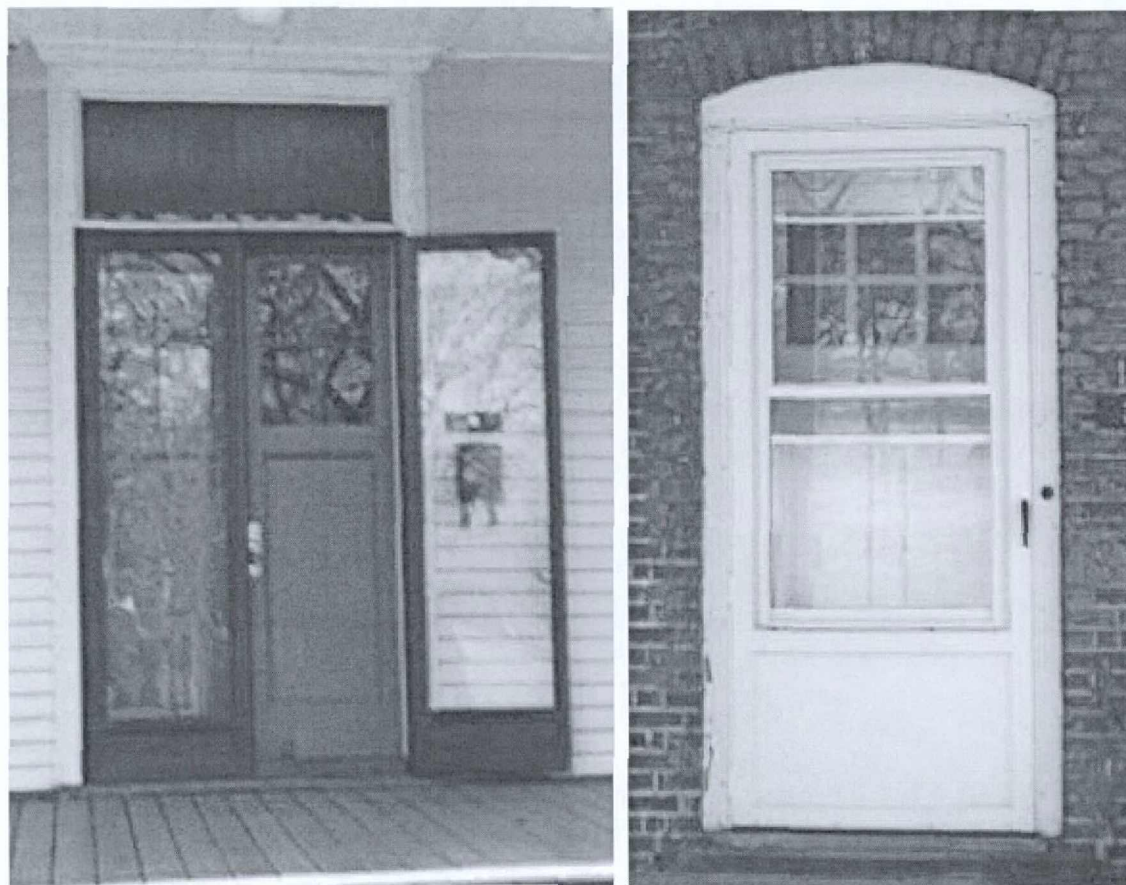
#### DOOR TREATMENT THAT SHOULD BE AVOIDED

There are some actions that would so severely damage a door assembly that they should be avoided when treating historic doors. Examples of these include:

- abrasively cleaning doors, door frames, or surrounds;
- cladding door frames in aluminum, vinyl, or other material;
- reglazing door lites with tinted or colored glass, or painting out door lites;
- the installation of storm, screen, or security doors that obscure the design of the historic door; or,
- changing the configuration of the door, frame, or surround.



*Gothic Revival, leaded glass door.*



*Two illustrations of storm doors on Governors Island. The installation on the left uses a full height glass storm door that does not obscure the design and detail of the historic door. The installation on the right uses a partial height door that obscures the historic fabric.*

a special concern about

## CLEANING

Because of the nature of materials used in construction on Governors Island, and its location, a majority of the buildings and structures may require some level of cleaning. How this is undertaken is critical to preservation of the fabric and character of the properties and the Historic District.

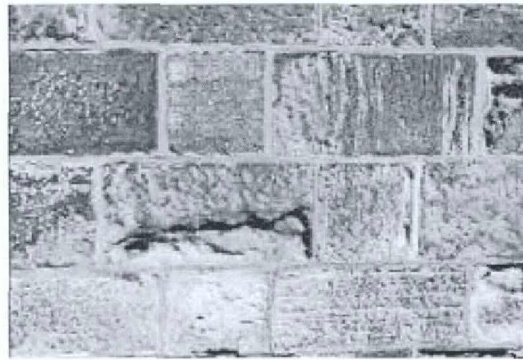
Abrasive cleaning, whether it is done with chemicals, sandblasting, walnut shells, corn cobs, high-pressure water, or any other method, should not be used on any properties in the Historic District.

Cleaning should be undertaken using the gentlest means possible.

Although it is feasible to clean a building without damaging its fabric, the materials, equipment and techniques commonly used normally do great harm. While abrasive cleaning of a material, such as masonry, will cause a visual change to the property, a more significant effect is how it changes the physical characteristics of the material, shortening its usable life and contributing to higher maintenance costs, and eventual destruction of the building. Once the protective exterior surface of the masonry units removed, the material will absorb moisture from the outside—rain, snow, high humidity.

This, in turn, will cause further damage as the material goes through the winter. There is no way of correcting this type of damage. Eventually, the masonry unit will require replacement.

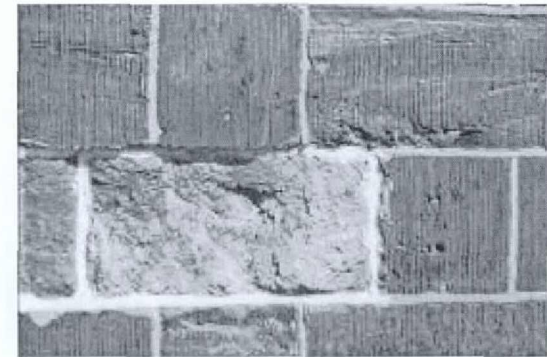
The same type of damage can be caused when using abrasive cleaning on wood surfaces. The process would remove the outer protective surface of the wood, changing its visual character, texture, and making it more vulnerable to moisture.



*Typical of damage resulting from the surface of the masonry being abraded. The protective surface is removed, subjecting the unit to moisture penetration, which causes further deterioration.*

For a majority of situations, a simple cleaning using a biodegradable soap, soft bristle brushes, and low pressure water (under 250psi) will clean normal dirt and grime off of a building. For more difficult cleaning problems, such as graffiti, water pressure up to 700psi may be allowed, and a number of manufactures have solvents that are effective but will not damage the building fabric. In all cases, test panels should be used to assess the effectiveness of the cleaning system and its affect on the property before proceeding.

This is a critical issue in preserving and maintaining the historic buildings. If inappropriate cleaning techniques are used on a building, the damage is permanent. It cannot be reversed, and the cost of maintaining the building will increase significantly over time.



repair & maintenance of

## MASONRY

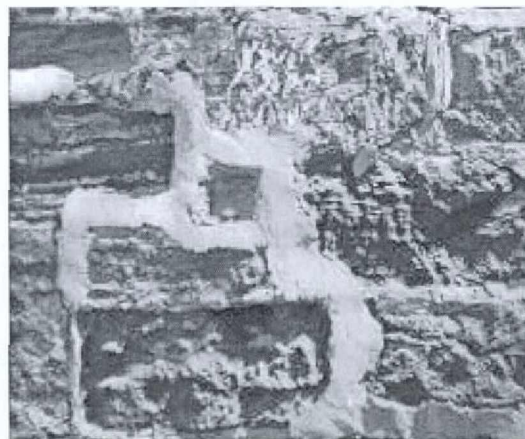
The most critical issue surrounding the maintenance of masonry within the historic district is proper tuckpointing. The methods used in removing old deteriorated mortar between brick and stone, and the formula for replacement mortar, will either extend the life of the building, or create significant, ongoing maintenance problems.

The reason for this is that, on the oldest buildings, the mortar was designed to allow moisture vapors originating inside the building to migrate out through the mortar. To allow this to happen, the mortar was designed to be softer than the masonry units, either stone or brick. When a replacement mortar is used that is stronger and more dense than the masonry unit, the moisture migrates through the unit and causes damages as the building goes through freeze/thaw cycles.

In the best situation, tuckpointing would involve the removal of deteriorated mortar using hand tools, and replacing the mortar with new material that matches the historic in strength, composition, joint configuration, and color.

If, however, the current mortar is too hard to remove with hand tools without damaging the masonry units, power tools can be

used if applied with care, caution, and the correct procedure. If power tools are necessary, a 4" round x 1/8" thick, high speed blade should be used, making one cut in the center of the joint to the tuckpointing depth. The edges of the mortar can then be knocked off into the open cut joint. Care must be taken to ensure that the saw cuts are even, level, and that they do not touch any of the masonry edges or surfaces. It is important that the cutting tool not be used against the brick or stone itself. Doing this artificially evens the edges of a naturally uneven masonry unit, changing its character.



Actions that should be avoided when working on masonry surfaces include:

- tuckpointing brick or stone with mortar that does not match the historic mortar;
- taping brick in the tuckpointing process;
- using caulking in brick or stone mortar joints;
- coating masonry with a waterproofing material. Even though this material appears to be transparent, and may allow vapors to pass through the mortar, its application on undamaged masonry is unnecessary, and can cause long-term problems.
- painting previously unpainted brick or stone; and,
- removing paint and leaving exposed previously painted brick or stone.

*Extreme example of the use of inappropriate masonry mortar (excessive Portland cement, insufficient lime, and improper joints) in a stone wall, showing deteriorated stone surface caused by entrapped moisture. Appropriate mortar would match the original in composition, texture, color, and joint configuration.*

## MASONRY

In many cases, the most distinctive building material used on a structure will be masonry. It provides color, texture, definition, and style to a building, while serving as a primary structural component. Within the historic district stone of various types have been used for foundation and wall construction, as well as for decoration. Red brick has been used extensively as the primary building material on residential structures, administrative buildings, and support facilities. Both



*Illustration of deteriorated stone typical of the effect trapped moisture will have on masonry surfaces. This could be caused by the use of improper mortar in tuckpointing and/or abrasive cleaning of the masonry.*

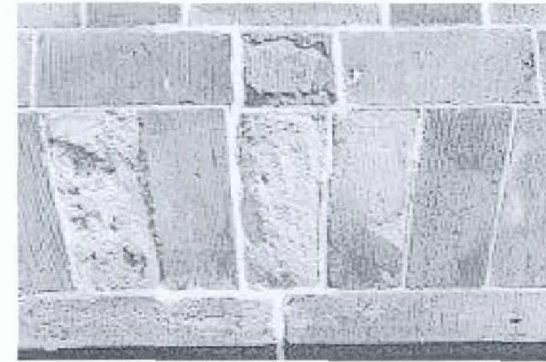
stone and brick have been employed in the construction of streets, driveways, and walks. Historically, masonry was used for both its physical and visual strength. It can be both the most durable building material, and the most vulnerable to irreparable damage.

The most damaging element to masonry is water—water leaking down from roofs, water trapped behind the masonry, and water forced onto the material. Preventing this damage is relatively easy. Taking steps to ensure that the roof and flashing systems are properly maintained, that water vapor inside the building has a means of escaping, and never power washing a masonry surface, will eliminate a vast majority of the problems.

### MASONRY WORK NOT REQUIRING REVIEW

Maintenance work that generally does not require review includes:

- repainting currently painted masonry the same color;
- spot cleaning masonry to remove graffiti using proprietary cleaning agents specifically designed and formulated for that purpose; and,
- spot repair of mortar or masonry units.



*Example of inappropriate mortar used on a stone wall showing the loss of surface material due to entrapped moisture, and the visual impact of poor masonry work. Such work can significantly increase maintenance costs.*

### MASONRY WORK REQUIRING REVIEW

Examples of masonry work that would require review include any action that has the potential of damaging or changing the visual or physical characteristics of the material.

- painting currently painted masonry surfaces a different color;
- removing paint from exterior surfaces;
- cleaning exterior surfaces;
- repairing cracked joints or damaged masonry;
- repointing, tuckpointing, or otherwise changing or replacing existing mortar; and,
- application of anti-graffiti coatings.

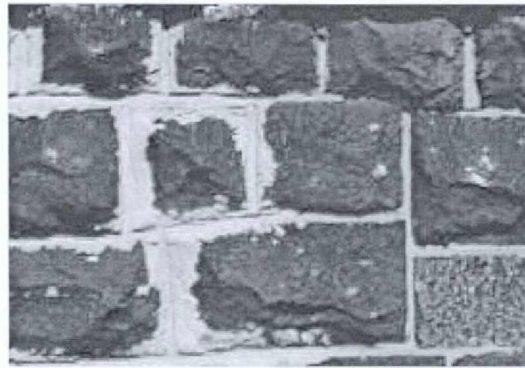
## MASONRY WORK THAT SHOULD BE AVOIDED

Because of the potential for permanent damage to masonry surfaces, there are actions that should not be undertaken. They include:

- abrasively cleaning masonry surfaces;
- tuckpointing mortar joints with mortar not closely matching the existing;
- use of caulking in mortar joints;
- application of waterproofing or preservative coatings on masonry surfaces;
- painting of previously unpainted masonry surfaces;
- resurfacing masonry; or,
- covering masonry with aluminum, vinyl, wood, or other materials.



*Inappropriate use of high strength mortar on a historic stone and brick wall. This technique of using the mortar has obscured the unit masonry. The type of mortar used will entrap moisture behind the masonry surface, causing damage.*



*There is no one mortar joint style used throughout the Historic District. In this case the stones are joined with a "butter joint". This is a thin layer of mortar placed on the stone like spreading butter. It is a very distinctive style of joint. Repairs to the joints have ignored the style and spread the mortar on the surface of the stone, changing its appearance and potentially damaging the material. New mortar joints should match the historic in style, color, texture, composition and appearance.*

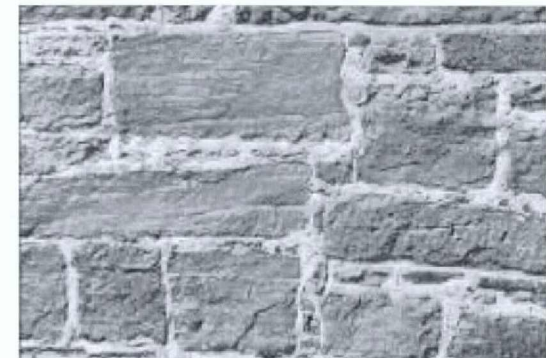


*Appropriate use of mortar on a historic stone and brick wall. This technique of using the mortar has preserved the unit masonry. The type of mortar used will allow moisture behind the masonry surface to escape, preventing damage.*

*Below is an illustration of how tuckpointing with an inappropriately strong mortar can entrap moisture and result in the surface material falling off.*



*Throughout the Historic District there are examples of rubble, ashlar, and dressed stone walls, all with their unique type of mortar joint. The rubble stone wall below has small pieces of stone set within the mortar bed joining the larger stones.*



### *WOOD SIDING, TRIM & DECORATIVE BUILDING FEATURES*

A number of individual buildings and groupings of structures within the historic district are covered with wood siding. In addition, almost all of the buildings have some level of exterior wood trim. Wood, similar to masonry, is vulnerable to damage caused by moisture and water infiltration. Wood siding is not as durable as masonry but, when properly maintained, will last the life of the structure, as will both decorative and functional trim pieces.

#### **WOOD WORK NOT REQUIRING REVIEW**

Basic, uniform maintenance of wood siding and trim generally does not require review, and will ensure continued protection of the material. Such work on exterior wood may include:

- repainting wood the same color using appropriate materials, including necessary sanding, scraping, and filing;
- minor repair or replacement of damaged siding, wood trim or decorative piece; and,
- washing wood using soft bristle brushes, a biodegradable soap or Tri Sodium Phosphate (TSP), and low-pressure water (<200psi.) (Care should be taken to ensure

that water is not forced under wood siding by spraying up, but should always be washed from the top down, spraying water either directly at the siding, or down from above.)

#### **WOOD WORK REQUIRING REVIEW**

Work on exterior wood on a building that does require review includes:

- repainting wood a different color;
- chemical cleaning;
- more than minor repairs to broken siding, trim, or decorative features; and,
- replacement of siding, trim, or decorative features.

#### **WOOD WORK THAT SHOULD BE AVOIDED**

Because of the potential for permanent damage to wood surfaces, there are actions that should not be undertaken. They include:

- abrasively cleaning wood surfaces;
- use of power tools in removing excessive paint;
- covering wood with aluminum, vinyl, or other materials.



*Painted wood shiplap siding typical of frame buildings in the Historic District. Deteriorated paint is easily replaced. Deterioration is typically caused by excessive moisture generated inside the building.*



*Decorative wood trim on a Nolan Park house reflecting the Victorian architectural style of the building.*

## ROOFS & ROOFING

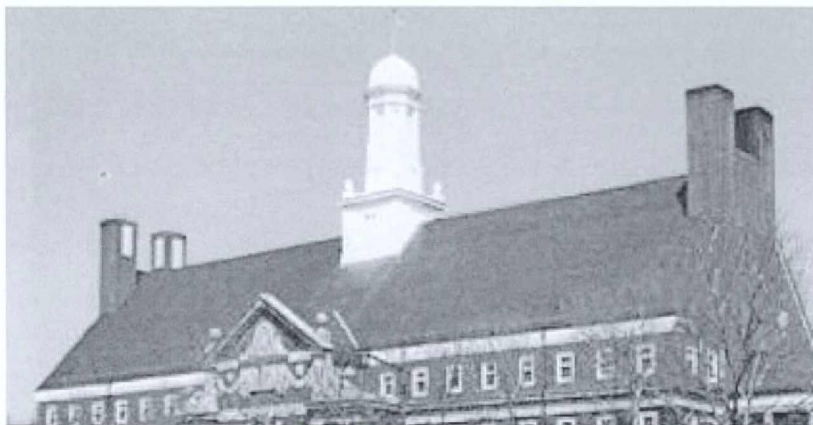
When viewing a building from a distance, the most distinctive feature is often its roof. It can reflect the style of the building and its architectural lineage, as well as providing scale and texture to the visual landscape. All of these are important to take into consideration when undertaking any work. A majority of the roofs within the Historic District are covered with either slate or composition shingles, generally with copper flashing and metalwork.

For the purposes of review, components of the roof includes the roof material (slate, shingle, metal), the roof flashing (copper, galvanized metal, aluminum), gutters and rain water leaders [RWL] (copper, aluminum), and fasteners (copper, iron, galvanized metal, aluminum).

### ROOF WORK NOT REQUIRING REVIEW

Routine maintenance of a roof will generally not require review. Examples of such work would include:

- routine cleaning of the roof surfaces, gutters, and rain water leaders;
- repainting of previously painted metal work the same color, using appropriate materials and methods; and,
- minor repair of roof shingles, flashing, gutters, and rain water leaders.



*Slate or composition roofs offer a strong monolithic form when viewed from a distance. Close up slate reveals a texture and color variation not available in composition shingles, adding to the character of the building. Existing slate roofs should be retained and, if necessary, repaired. New roofs should be executed in either the same material as the historic, or in a sympathetic material.*

### ROOF WORK REQUIRING REVIEW

Work that goes beyond routine maintenance will require review. Examples of that work include:

- major roof repairs or replacement;
- major repair or replacement of flashing, gutters, or RWL;
- repainting previously painted metal work a different color;
- painting previously unpainted roof surfaces;
- changing roofing materials, such as composition shingles to a metal roof;
- changing the form of the roof, such as converting a flat roof into a sloped roof; and,
- the addition of skylights or roof windows.

### ROOF WORK THAT SHOULD BE AVOIDED

There are actions that could so damage the architectural integrity of a property or the district that they should not be undertaken. Examples of these include:

- replacement of slate roof shingles with composition shingles, synthetic slate, metal, concrete tile, or any other material other than slate that matches the existing material;
- replacement of copper flashing, gutters, RWL, hardware, or other metal work with aluminum, vinyl, stainless steel, or any other material that does not match the existing copper;
- the use of incompatible materials in conjunction with slate or copper, including fasteners;
- painting previously unpainted copper; and,
- the use of abrasive or acid cleaners on roof materials.

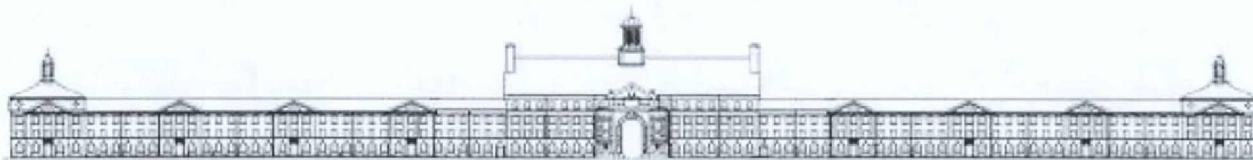
*Standard #5: All work will be executed in a manner that minimizes damage to historically significant landscapes or site features associated with the building or structure.*

The primary concern under this standard is that construction activities, even if they are limited to non significant interiors, and do not require review, can result in damage to surrounding property. The movement of construction equipment, personnel, and staging of materials has a high potential for causing damage. Protective measures should be taken to avoid such occurrences. These actions can include:

- locating materials and construction staging areas on sites that do not contain significant landscaping;
- establishing dedicated routes for personnel and machine access to the construction site;
- providing protective coverings for walkways;
- providing protective coverings for plants and landscaping; and,
- ensuring that steps are taken to repair any damaged landscaping after work is completed.



*Fort Jay Glacis*



## NEW CONSTRUCTION & ADDITIONS

All new construction within the historic district must be submitted to the State Historic Preservation Officer for review.

*Standard #1: All new construction within the Governors Island Historic District will be designed to be compatible with, but not duplicate existing structures, and will not attempt to create "historic" buildings.*

The Governors Island Historic District is a product of over one hundred years of development. Architectural styles within the district represent each of the periods of its growth, from early fortifications to Colonial Revival. Together, as a historic district, the assembly of these styles illustrates the grow and change of the resource. To preserve the history of the district, and to continue the reflection of development and growth, new construction should represent current architectural styles, while being compatible with the historic buildings and setting. Imaginative and contemporary design within the historic district is encouraged.

This can be accomplished by maintaining the scale and basic form of the surrounding buildings, while executing the design in contemporary style and detail.

The primary identifying elements of a building are its scale, massing and form, followed by the rhythm and detail of its components, such as columns and window openings. To be compatible with historic buildings within the historic district, new construction must focus on being sensitive to these primary elements. Detailing can vary considerably, but the scale, massing and form can be critical to providing an aesthetically pleasing addition to the historic district.

Examples of ways in which new construction can be compatible with their surroundings include:

- the new construction maintaining the same setback from the front property line as adjacent buildings;
- the height of new construction being within one-half story of the immediately adjacent buildings, e.g., no more than or less than one-half story higher or lower than adjacent buildings;



*Porch addition that includes decorative iron columns that are out of character with the original architecture and building style.*

- the perceived scale of new construction being similar to its adjacent buildings; and,
- the basic roof form of new construction being consistent with adjacent buildings, e.g., gable roofs adjacent to gable roofs, hip roofs adjacent to hip roofs, and so forth.

**Standard #2:** *All new construction within the Governors Island Historic District will be designed to preserve the character and significant features of the Island, including vistas and view sheds.*

The value of Governors Island as a strategic fortification was its unobstructed views across Buttermilk Channel and New York Harbor, allowing the sighting of and ships attempting to enter the harbor. Over years of development and changes in use, those views have been changed and restricted. However, significant views and vistas remain to and from the historic district. New construction should not diminish those views further.

Ways of preventing further diminution of the views and vistas include:

- placing new construction on sites that will not restrict views to or from the Historic District;
- designing new construction in a manner that preserves existing views and vistas within the historic district. This can be accomplished by maintaining existing side yard spacing between buildings, and by avoiding construction on sensitive sites; and,
- avoiding the installation of landscaping in view corridors.

**Standard #3:** *New construction within the Governors Island Historic District will use materials consistent with their setting and environment.*

The building materials used in the historic district reflect the use of the structure, its period of construction, and its architectural status. Heavy stone was used on the Island for fortifications, more for its strength than appearance. Red brick was used for major administration and residential structures, and wood frame was used for secondary residential buildings. Materials, to a great extent, reflects the hierarchy of buildings in the Historic District. The design of new construction should maintain that pattern of use, and reflect the immediate environment in which it is being placed.



*The heavy stone of Castle Williams is a good material to reflect its initial use as a fortification, and later as a jail.*

Ways in which this can be accomplished include:

- new building materials being consistent with immediately adjacent buildings, e.g., brick next to brick, wood next to wood. However, the use of contrasting materials and details can enhance the architectural diversity of the district. Accordingly, each new construction design will be reviewed on its architectural value and impact on its setting and the Historic District; and,
- the hierarchical use of materials, i.e., stone foundations and detailing, red brick and wood siding for primary building materials and details. As with the use of materials similar to those on adjacent structures, the use of different materials in different situations can add design interest and diversity. Because of this, the use of materials in new design will be reviewed on the architectural merit of the proposal, and its impact on the historic district.



*View across Ft. Jay toward Lower Manhattan illustrating important vistas that should be preserved.*

*Standard #4: New construction, including construction staging, will be undertaken in a manner that avoids damage to existing buildings, structures, landscapes, and landscape features.*



*Brick used in construction of the residential units along Colonels' Row illustrates the status of the residents and the importance of the buildings through the use of more expensive materials.*

Wherever new construction is undertaken in the historic district steps should be taken to avoid collateral damage. These steps can include:

- construction staging areas and materials storage being placed on sites previously disturbed, or paved;
- construction equipment access only across existing paved roadways sufficiently strong to withstand the weight of the equipment; and,

- the use of only temporary security fencing to enclose construction materials, not involving ground disturbing activities.
- the use of only temporary security fencing to enclose construction materials, not involving ground disturbing activities.

*Photograph of a wood-sided Nolan Park residence, illustrating the way materials have been used in the historic district to distinguish rank, style, and use.*



# LANDSCAPING

Although the Governors Island Historic District was not designed with a unified landscape concept or plan, simple patterns have been developed over the years. These vary from tree-lined streets and walkways to park settings. Each is important within its defined physical environment, and as a contributing part of the historic district. Those patterns should be preserved and maintained, and used as a guide for new development. Landscaping on the Island takes two forms. One is the plantings themselves, which can be measured quantitatively. The other is the environment created by all elements of the landscape—plantings, colors, textures, views, enclosures, and visual pathways. The measure of these is qualitative. The loss of either one would have a negative impact on the historic district.

The review of landscaping work within the historic district will be undertaken by the New York State Office of Parks, Recreation and Historic Preservation.

For landscape projects not associated with projects requiring the Commission review, application can be made directly to the State office. Copies of correspondence should be provided to the Commission to prevent administrative concerns.

## LANDSCAPE WORK NOT REQUIRING REVIEW

There is some work that can be undertaken on the landscaping that will not require review. Examples of these include:

- normal, routine maintenance of plantings and site features, including pruning;



- replacement of diseased or damaged plantings in-kind;
- the installation of appropriate species of plantings to reestablish historic patterns; and,
- the installation of drip irrigation systems that do not involve ground disturbing activities.

## LANDSCAPING WORK REQUIRING REVIEW

Additional landscape work will require review. Examples of these include:

- new landscaping, including regrading, proposed as part of a site development project;
- redesign of existing landscape patterns and materials;
- removal of existing landscaping; and,
- the installation of irrigation systems that require ground disturbance.

*Standard #1: To the extent possible, existing, significant landscape features and patterns will be preserved, such as tree-lined streets, driveways, and walks, open spaces, and the glacis surrounding Fort Jay.*

To meet this standard, a number of steps should be considered, including:

- maintenance of existing mature landscaping;

*A building courtyard illustrating unique exterior rooms and landscaping found in the Historic District.*

- the installation of new plantings to reestablish the historic patterns;
- the installation of plantings in similar patterns as part of any new development; and,
- no new landscaping should be placed in open spaces, such as the Glacis around Fort Jay.

*Standard #2: New landscaping will be designed and executed in a manner that preserves the character and fabric of the Governors Island Historic District, and will use similar plant materials in similar situations.*

Whenever replacement plantings are required, or new landscaping as part of new development, the species of plants used should

be appropriate to the site, and consistent with existing landscaping. Plant materials not native to the region, or that are not present in the Historic District, should not be introduced.

*Standard #3: New landscaping will be designed to be unobtrusive.*

The goal of this standard is to maintain landscaping in the historic district at a scale that preserves the openness of the site. Accordingly, new landscaping should blend in with the scale, texture, and color of the existing. Landscaping should not be used as visual shields.

*Leeward promenade illustrating public access to the wateredge established by landscaping and pedestrian walkways.*



Hedges that are planted should not exceed four feet in height, and trees that are planted as edges should be spaced to allow, at minimum, filtered views. The exception to this guidance would be where plantings were placed to screen utilities or other objects, such as air conditioning units or trash containers.

Berms or other contouring of the land should be limited, designed to avoid visual impacts, and not block views and vistas.

*Standard #4: No property enclosure fencing will be installed within the boundaries of the Governors Island Historic District.*

There are locations within the historic district where decorative fencing has been installed as part of either landscape features, or as part of historic building development.

These decorative fences are part of the historic evolution of the site, and should be maintained.

New fencing should be limited within the historic district. The goal of this standard is to avoid the use of chain link, wood, plastic, or other types of fences that form physical or visual barriers, as well as masonry, or other types of walls that serve as fences.

Types of fencing that can be used include electronic fences designed to restrict pets, and boundary fencing, such as edging that defines a planting bed can be installed as part of a landscaping plan.

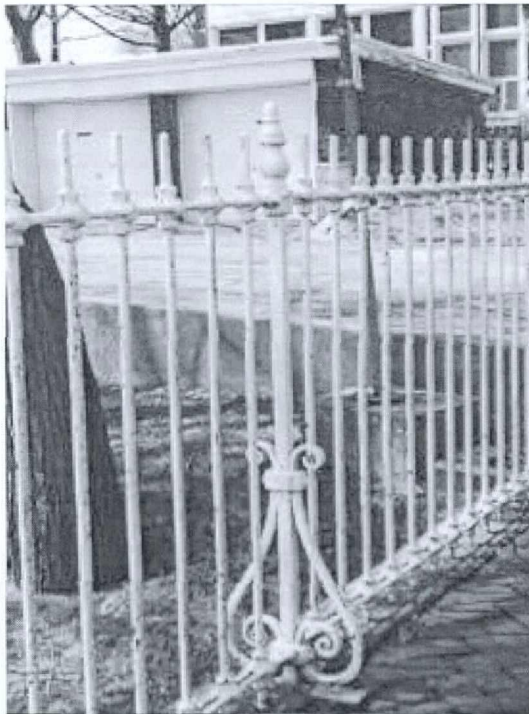
## DEMOLITION

Those buildings within the historic district that have been identified as either category 3 or 4 are neither individually significant, nor do they contribute to the significance of the district. Accordingly, they can be removed without damage to the historic or architectural integrity of the district. However, in any demolition project, there is significant potential for collateral damage to buildings, landscapes, and archeological sites. To prevent such damage, all proposed demolitions must be submitted to the SHPO for review.

In addition, proposed demolition of contributing buildings and structures (category 1 or 2), landscapes, landscape features, or site elements, must be submitted for review by the SHPO.

In some instances, when a building is removed, its site may not be suitable for new construction because of the interest to preserve or recapture important views and vistas. This can be determined in consultation with the SHPO staff.

*A decorative iron fence located along a pedestrian walkway at the east side of the Historic District.*



*Standard #1: Demolition of buildings and structures within the Governors Island Historic District that are not significant (category 3 and 4) will be undertaken in a manner that avoids damage to historic or archeological resources.*

Before work is initiated, a demolition plan should be developed that addresses the following:

- access to and egress from the site by demolition and debris removal equipment;
- protection of adjacent buildings and site features, including landscaping;
- removal of demolition materials; and,
- site clean-up and restoration.

*Standard #2: Demolition activities on historic properties, such as removal of previous additions, or removal of noncontributing interiors, will be undertaken in a manner that avoids, to the extent possible, removal of or damage to original building fabric.*

Care must be taken to avoid damage to remaining building or site elements. The steps that should be taken include:

- development of a demolition plan that addresses disconnecting building elements;
- protection of exposed building features from natural elements and vandalism;
- removal of demolition materials from the site; and,
- clean-up of the site.

## *LIFE SAFETY BUILDING CODE COMPLIANCE & HANDICAP ACCESSIBILITY*

### **LIFE SAFETY**

From the 19th to the 20th century, building and fire safety codes in the United States shifted emphasis from protection of property to protection of life. This transition left many historic buildings lacking in provisions for proper egress and fire protection. As fire protection laws became more stringent, historic properties fell further from compliance. Attempts to retrofit buildings to meet contemporary codes often resulted in destruction of the physical characteristics that made the property significant.

To avoid such problems, each of the governing organizations responsible for fire and building code development adopted provisions that allowed deviation from the letter of the code if strict compliance would result in destruction of the significant character of the property. The condition of taking advantage of this exemption was that the intent of the law must be followed, that alternative means of protection be equal to that required by the code, and that the local enforcement agent sign off on the alternative treatment as being adequate.

All work within the historic district must comply with all applicable national, State, and local fire safety and building codes. Alternative means of providing fire safety would be reviewed in accordance with local procedures. In meeting fire safety requirements in historic buildings, there are some guidelines that should be followed.

#### **Means of Egress:**

- new fire stairs, to the extent possible, should be installed in the interior of the building;
- if new fire stairs cannot be accommodated on the building interior, fire stairs on the building exterior should be located on a secondary facade, and conform with the guidance provided under "New Construction & Additions;"
- new fire stairs should be as inconspicuous as possible;

- exterior stairs and ramps leading to and from buildings should be located to provide minimal visual impact;
- when constructing new fire stairs, care should be taken to minimize destruction or removal of original building fabric; and,
- existing exterior openings that may be in conflict with new interior fire stairs should, if possible, not be "blocked up."

#### **Fire Protection:**

- the installation of fire sprinklers, or other mechanical fire protection systems, should be undertaken in a manner that minimizes visual intrusion on building exteriors, and on identified significant interiors;
- exterior mounted fire supply outlets should, to the extent possible, be located on secondary facades; and,
- exterior fire doors should match, to the extent possible, the original door in size and design.

## HANDICAP ACCESSIBILITY

### BUILDING CODE COMPLIANCE

As with fire safety codes, national building codes allow discretion when applying code requirements to historic structures. This would apply only when strict adherence to the letter of the code would destroy significant elements of the property.

Fortunately, the quality of construction found in most of the contributing buildings within the historic district exceeds that required under contemporary codes. However, deviation from the code will require approval from local enforcement agencies.



For handicap accessibility in the historic district there are three issues that should be understood:

- it is the intent to provide full access to programs and resources in a manner that does not damage the character or integrity of the historic district or individual contributing properties;
- the method of providing access should be a well thought out, permanent solution; and,
- the method of providing access should be inconspicuous, and made an integral part of the building or site design.

The purpose of the Americans with Disabilities Act of 1990 (P.L. 101-336, 104 stat 327) is "to provide a clear and comprehensive prohibition of discrimination on the basis of disability." The intent of the law and its implementing regulations is to provide equal access to programs and facilities. This can be accomplished in a number of ways.

It is important to recognize that there are many different types of disability, many requiring different solutions—visual and hearing impairments do not require a ramp, and a

person whose mobility is impaired does not require an audible signal at a street crossing. Wherever provisions are made for handicap accessibility within the historic district, whether it is access to buildings, traveling across open space or parks, or getting to or from the Island, full consideration must be given to eliminating barriers to the disabled.

For properties privately owned and used for private purposes, such as a residence, ADA does not apply. However, for buildings and sites that contain public services, or that are public in nature, compliance with ADA is required. This does not, however, mean that the historic character of the property should be destroyed to meet the requirements of the law. As with fire safety and building code compliance, alternative means of providing access to programs or space may be considered, as long as they meet the intent of the law.

Some basic guidance for providing accessibility should be followed:

- ramps to and from buildings should be located to avoid excessive damage or interference with the fabric and architectural qualities of the building;

- to the extent possible, the use of handicap lifts should be avoided;
- the design and choice of materials for a ramp should be well thought out and compatible with the building and site;
- temporary materials should not be used for permanent access solutions;
- to the extent possible, the natural or designed grading should be used to meet or assist in meeting ramping requirements; and,
- Braille directional, and other site and building signage designed to assist handicapped, should be integrated into standard signage.

#### Access within Buildings:

- to the extent possible, elevators and their associated mechanical systems should be located within the building.

#### Access to Programs:

- consideration should be given to locating public programs or services in buildings or areas that would require little or no unique access provisions, such as locating public services in first floor space that is already accessible.

Before undertaking any accessibility design, specific procedures should be followed:

- have a full understanding of the accessibility needs of a specific building or site;
- have an understanding of the laws, regulations, and standards that apply to providing accessibility;
- have a full understanding of the contributing elements of the specific building or site within the historic district;
- fully explore alternative treatments that could meet accessibility responsibilities; and,
- develop an accessibility plan and design that has a minimum effect on the resources.

*A current handicap ramp installation within the Historic District. Although this ramp functions properly, it has a negative visual impact on the historic building (as does installation of the air handling unit next to the front entrance.) A more successful installation at this location could place the ramp behind a short brick wall. This would enhance the emphasis on the door entry, and diminish the added visual complexity created by the ramp (and the mechanical unit) adjacent to the entrance. Another solution would be to locate the program in the building that doesn't require ramp accessibility, install an interior ramp, or place the ramp at a less public entrance.*



The major guidance document available for addressing handicap accessibility to programs and services is the Americans with Disabilities Act Accessibility Guidelines (ADAAG).

THREE IMPORTANT FACTORS MUST BE UNDERSTOOD WHEN ADDRESSING ACCESSIBILITY REQUIREMENTS:

- NO ORGANIZATION OR BUSINESS IS EXEMPT FROM COMPLIANCE;
- THE REQUIREMENT IS THAT PROGRAMS AND SERVICES MUST BE ACCESSIBLE, NOT NECESSARILY EVERY BUILDING AND SITE; AND,
- DISABILITIES COVER A FULL RANGE OF PHYSICAL CONSTRAINTS, SUCH AS DISABILITIES RELATED TO HEARING, VISION, SPEECH, AND MOVEMENT. ADDING A RAMP TO A BUILDING DOES NOT MEAN THAT THE REQUIREMENTS OF ADA HAVE BEEN MET.



## *EXECUTION of the WORK*

Caution must be taken when executing any work with the historic district to avoid damage to any of the significant resources. The introduction of heavy vehicles, such as trucks and excavation equipment, can crush historic paving materials or archeological resources lying close to the surface. The storage of building materials or excavation debris over the root ball of historic trees can cause long-term damage that might lead to the demise of that landscaping element.

Before initiating any work in the historic district that has the potential of causing collateral damage, specific steps should be taken:

- a plan should be developed that identifies the traveling route for heavy equipment from its landing point on the Island to the construction site(s) and back. This route should, to the extent possible, avoid crossing historic building materials and potential archeological sites;
- in situations where either historic building materials or potential archeological sites cannot be avoided, a method should be developed and used that would allow passage of heavy equipment without damage to the

resource. These methods could include the construction of temporary bridgework above the resource to prevent direct loads from the equipment. Another method could be covering the resource with cushioning materials, such as dirt, to disburse the load, and to prevent ground disturbance from the heavy equipment;

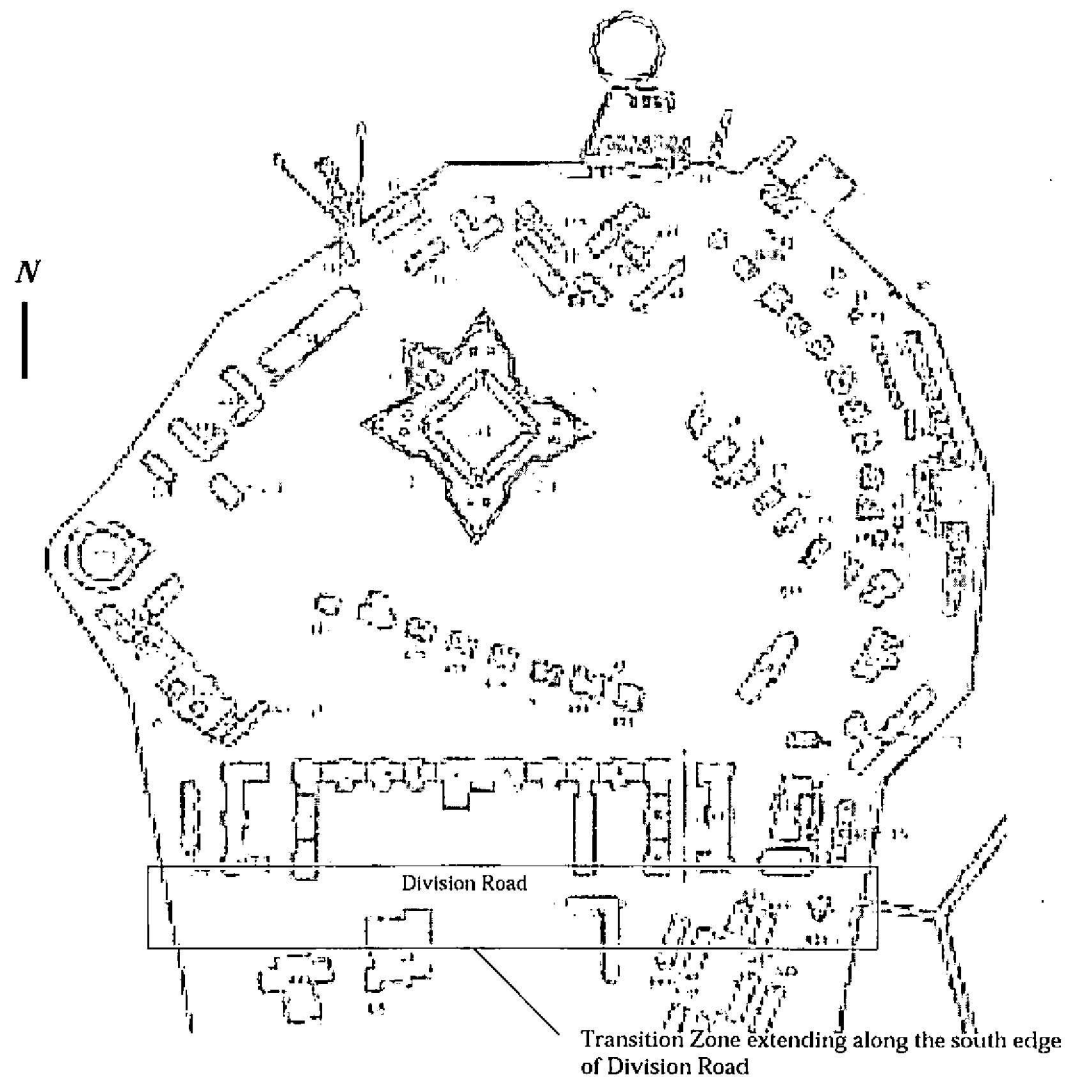
- all significant landscape elements, such as mature trees and bushes, surrounding the building site, or adjacent to the traveling route for heavy equipment, should be identified and marked; and,
- barriers should be placed around all identified significant landscape elements outside of their root parameter to prevent travel over the element by equipment, or placement of materials too close to the roots, or damage to branches by construction machinery.

Construction debris should be removed from the site as quickly as possible. In addition, in situations where hazardous materials, such as lead paint, are being removed from a building, proper handling and disposal are essential to prevent contamination of the ground around the property.

Within the historic district, archeological artifacts can be located at any depth below the surface. To avoid unexpected encounters with these resources, ground disturbing activities, such as excavations, should either use existing trenches, or completely avoid those identified sensitive areas (see Site Development). If the archeological sensitive areas cannot be avoided, a testing (and recovery) plan should be developed in consultation with the SHPO staff, and submitted for review.

If a previously unidentified archeological resource is discovered during construction, work in the immediate area of the find should be stopped immediately, and the SHPO contacted. A preliminary determination will be made regarding the significance of the find. If it is determined that the archeological resource meets the criteria for recognition, a recovery plan may be required. If it is determined that the find is not significant, work can proceed. The determination of significance will be made by the SHPO in a timely manner to avoid unnecessarily construction delays.





## *TRANSITION ZONE*

All properties south of Division Road are outside of the Governors Island Historic District, and none are historically or architecturally significant. As such, development on this portion of the Island would not be subject to review by either the New York City Landmarks Commission or the New York State Office of Parks, Recreation and Historic Preservation. However, the design of new construction immediately south of Division Road, directly across from the historic district, will have a relationship to and interact with elements in the National Historic Landmark.

The transition zone provides an opportunity for a clear transition from the historic buildings north of the road, to new construction and development on the south. Development in the transition zone should be sensitive to the scale and massing of the existing buildings, their siting, and their design.

Development in the transition zone should be neither diminutive nor overwhelming in scale, should recognize the appropriate setbacks and pedestrian qualities of Division Road, and should maintain the character of the historic buildings to the north.

**Transition Zone, Governors Island Historic District**



## GLOSSARY

**T**he following are commonly used terms in the fields associated with cultural resource conservation and preservation, and apply to work done in the Governors Island Historic District.

**Adaptive Use.** The process of adapting a historic building to meet the functional requirements of a use other than that for which it was designed.

**Building.** A construction intended to shelter any form of human activity.

**Commission (the):** New York City Landmarks Preservation Commission.

**Conservation.** The protection, improvement, and use of cultural resources according to principles that will support the federal agency mission and provide optimum public benefits.

**Consultation.** A process by which the applicant confers with the staff of the New York City Landmarks Commission, the New York State Office of Parks, Recreation, and Historic Preservation, or any other agency, organization, or interested group to seek ways to reduce or avoid adverse effects on historic properties.

**Context.** Contexts or "historic contexts" are those patterns, themes, trends, or cultural affiliations in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within prehistory or history is made clear.

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

Within the Governors Island Historic District there are four categories of properties.

**Category 1:** *Properties that are individually listed in the National Register of Historic Places, or that have been designated as individual landmarks by the New York City Landmarks Preservation Commission, and that contribute to the significance of the Governors Island Historic District.*

**Category 2:** *Properties that are contributing resources within the National Historic Landmark, and the NYC LPC Governors Island Historic District.*

**Category 3:** *Properties that are non-contributing elements within the National Historic Landmark, and the NYC LPC Governors Island Historic District.*

**Category 4:** *Properties that are intrusions into the Governors Island Historic District.*

**District.** A district is a geographically definable urban or rural area possessing a significant concentration, linkage, or continuity of sites, buildings, structures, elements, landscapes, or objects united by past or present events, or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history.

**Effect.** A project, activity, or other undertaking has an effect on a historic property when the undertaking may alter characteristics of the property that defines its significance.

**Environment.** The aggregate of social, cultural, biological and geophysical conditions that influence the life or condition of a resource, community, people or lifeway.

**Governors Island Historic District:** That portion of Governors Island, NY, lying northeast of a line running through the centerline of Division Road, extending from Buttermilk Channel to Upper New York Bay, excluding the Hudson River Tunnel Air Circulation Tower.

**Mitigation.** Action(s) taken to lessen the effect of an undertaking on historic properties or to offset that effect.

**National Historic Landmark (NHL).** Districts, sites, buildings, structures, or objects that have been determined by the Secretary of the Interior to be nationally significant in American history. Such properties are also included on the National Register of Historic Places. The Governors Island Historic District is a designated NHL, and selected individual buildings within the Historic District are also designated NHLs.

**National Register of Historic Places.** An inventory of districts, sites, buildings, structures, and objects significant in American history, architecture, engineering, archeology, landscaping, and culture, and evaluated as significant at the national, State, or local level.

**Preservation.** The act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property.

**Programmatic Agreement.** A document used when a program or classes of undertakings are repetitive in character or similar in affect.

**Protection.** The act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss, or attack. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatment. In the case of archeological sites, the protection measure may be temporary or permanent.

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

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

**Restoration.** The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features

from other periods in its history and reconstruction of missing features from the restoration period.

**Significant (Resource).** Essential to understanding the meaning of some larger element, e.g., the significance of a single building to a historic theme, or the significance of a single species of plant life to a community.

**Site.** The location of a significant event, a pre-historic or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure.

**Standards (design):** Governors Island Historic District Preservation & Design Standards.

**State Historic Preservation Office (for the purposes of review of projects on Governors Island Historic District):** New York State Office of Parks, Recreation, and Historic Preservation, Historic Preservation Field Service Bureau.

**Structure.** A construction intended for some purpose other than to shelter human activity.

**View:** A field of vision, of something that is seen from a given vantage point.

**Vista:** A distant view seen through a passage, as between buildings or rows of trees.



*BOQ defining the north edge of Nolan Park.*

