

APPENDIX D

**GOVERNORS ISLAND
PRELIMINARY DESIGN GUIDELINES**

MARCH 2007

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A. INTRODUCTION

The Preliminary Design Guidelines have been developed to set minimum standards for the design of Governors Island's public open spaces, the adaptive reuse of historic structures and the proposed new development. Consultants are expected and encouraged to use these guidelines as a minimum baseline to prepare design responses that comply with the guidelines and that are innovative and exemplary of design excellence. These Preliminary Design Guidelines build on the ideas in the "Design Objectives for Buildings and Landscape (February 2006)" and are intended to provide greater detail on GIPEC's design objectives for the future development of Governors Island. Creative solutions are being sought for all aspects of the design proposal including but not limited to: placemaking, program innovation, staging and phasing of construction, the shaping of the land, integration of built structures and landscapes, and sustainability.

Given the limitless possibilities in potential design responses to the RFP, these preliminary design guidelines purposefully do not address all special conditions or specific design character. Following the Design Competition, the Preliminary Design Guidelines will be further developed and refined. Modified design guidelines will be reconciled with public open space proposals in subsequent phases of work. More detailed guidelines shall be developed by GIPEC for streetscape, furnishings, access, wayfinding, plantings, paving, public amenity structures / built structures, open areas, water features, etc.

These Preliminary Design Guidelines are organized into two sections: Specific Island Open Space Guidelines followed by General Open Space Guidelines. The Specific Island Open Space Guidelines address the specific areas or types of public open spaces that will be enjoyed by visitors to the Island including, among others, the Arrival Plazas, The Great Promenade, The Historic District open space and the Summer Park. Within these guidelines the character of the proposed development sites and the reuse of existing historic structures are addressed broadly. Upon determination by GIPEC of the preferred land uses to occupy existing and proposed structures, more detailed guidelines for these building parcels will be developed by GIPEC. The General Open Space Guidelines address issues including views and vistas, sustainability, public art, tree preservation and other issues that are applicable to all of the Island's public open spaces.

B. SPECIFIC ISLAND OPEN SPACE GUIDELINES

1. Arrival / Departure Points

Overview:

Currently, the only public access to the Island is provided by a dedicated

passenger-vehicle ferry (the Coursen) which runs point-to-point between the Battery Maritime Building (BMB) in Lower Manhattan and Soissons Dock on Governors Island. In the future, visitors to Governors Island may be able to depart from additional locations along the New York Harbor (Manhattan, Brooklyn, New Jersey, Queens and other New York counties) and to utilize a variety of waterborne services including passenger and passenger-vehicle ferries, and water taxis.

There are seven existing piers and docks on Governors Island: Soissons Dock, Pier 101, Pier 102 (Andes Pier administered by NPS), Omaha Pier (collapsed), Yankee Pier, Tango Pier, and Lima Pier. Along the Island's northeast edge, Lima Pier is in relatively good condition while the entirety of Tango Pier and the south leg of Yankee Pier will likely be demolished. Pier 101 will be maintained. A temporary floating barge will be added to Pier 101 in the summer of 2007.

It is anticipated that Soissons Dock will continue to be one of the primary points of ferry embarkation and debarkation for both passengers and service vehicles to and from Manhattan. The following landings could be designed to accommodate water taxi and ferry access to and from a variety of locations (Brooklyn, Manhattan, New Jersey, etc.): a floating barge or barges at Pier 101, Lima Pier, or Yankee Pier; or construction of a new dock between Yankee and Lima Piers. There will be no landings on the western side of the Island. Facilities for private boat access, if any, would be determined by GIPEC and would be part of future development RFP's. We expect such access, if any, to be limited.

Although rapid transit, bridge or tunnel access to the Island appears infeasible, GIPEC is exploring the possibility of an aerial gondola connection between or adjacent to the Battery Maritime Building, the Island, and Brooklyn. As envisioned the iconic character of the gondola may be a tourist attraction in itself while providing ease of movement to the Island.

Phased demolition, construction and modification activities will need to be sequenced with pier and dock usage to enable continuous and reliable public access to Governors Island. In addition to being mentioned in the guidelines below, additional guidelines regarding piers are addressed in the section titled "Water's Edge / Piers".

Guidelines:

1. Five access points on the Island are proposed to provide ferry and water taxi access (see *Figure 1: "Governors Island Illustrative Framework Diagram"*). Passenger ferries for the purpose of this RFP are generally defined as vessels which carry upwards of 150 passengers. Water taxis carry up to 149 passengers.
2. Two ferry landings for combined passenger/vehicle ferry access are planned, one at Soissons Dock (existing), and one (future) at a location between Lima and Yankee piers. Each of these landings would be equipped with lift bridges to

- accommodate ferries or barges of varying designs.
3. Floating barges may be provided at Pier 101 and Yankee and/or Lima Piers to provide additional passenger ferry and water taxi docking.
 4. Pier 102 (Andes Pier) will be administered by the National Park Service in support of its operation of the National Monument.
 5. Each ferry landing would be designed with an arrival plaza, and in some cases with a ferry waiting building, to accommodate the activities of arrival and departure for passengers and service vehicles as necessary.
 6. Arrival/departure plazas would be located along The Great Promenade at Soissons Dock, Pier 101, Yankee Pier, Lima Pier, potentially along Carder Road (for an aerial gondola station) and at the new pier located somewhere between Lima and Yankee Piers. The arrival/departure plazas at Soissons Dock and the new pier should accommodate a minimum capacity of 1,000 passengers. In addition the major arrival/departure ferry plazas should accommodate covered outdoor waiting areas, vehicle queuing and offloading lanes, an indoor waiting room, public toilets and facilities for those arriving to the Island for sporting activities, and concession space.
 7. Arrival plazas are to respond to the methods of arrival/departure transportation, the expected peak visitor flows, the location on the Island, and the adjacent building uses. Existing Governors Island ferries arriving from the BMB have a capacity of 493 passengers and an average of 20-30 passenger vehicles or 6-8 trucks. The queuing areas are to be designed to accommodate the arrival and departure of 2 ferries simultaneously at peak periods (1 coming and 1 going).
 8. Each plaza is to provide a distinct gateway character and orientation for visitors and act as gateway nodes along the Great Promenade. A bicycle program or concession could have pick-up and drop-off facilities at each arrival plaza.
 9. Arrival plazas at Soissons Dock and Pier 101 are subject to the Governors Island Historic Preservation and Design Manual.
 10. Island-based shuttle bus service would have stops at each of the arrival plazas.
 11. Soissons Dock and Pier 101 could remain in use while Tango Pier and a portion of Yankee Pier are demolished.
 12. Construction of a new landing between Lima and Yankee Piers should function in a similar way to Soissons Dock in terms of accommodating end loading vessels. Construction of new solid filled or open piers and jetties will be difficult given the current regulatory environment.
 13. Any proposed new construction over open water should involve a water-dependent use, and associated on-island mitigation should be anticipated.
 14. Vehicle ferry access to Governors Island from Manhattan is anticipated to depart from the BMB and access from Brooklyn is anticipated to depart from a location within Piers 7 – 12.
 15. Passenger ferry access to Governors Island from Manhattan is anticipated to depart from the BMB and access from Brooklyn is anticipated to depart from multiple locations including the vicinity of Pier 6. There may be other points of

- embarkation, including without limitation, at Pier 11 in Manhattan and New Jersey.
16. Public access to the Battery Tunnel Ventilation Shaft and causeway is prohibited. The shaft and causeway are not the property of GIPEC, and are not included in this scope.

2. Water's Edge / Piers

Overview:

Governors Island has a perimeter waterfront of approximately 11,500 linear feet. The existing seawall protects the Island from Upper New York Bay wave and tidal action. The bulkhead is continuous, with the only breaks in the sea rail occurring at pier and dock locations. The existing water's edge promenade, while providing a continuous waterside experience, lacks diversity. Proposals for enhancing the Great Promenade should explore alternative solutions where the edge between land and water creates a more intimate and diverse connection to Upper New York Bay and Buttermilk Channel. Creative solutions that modify the Island's edge condition are encouraged as a means to diversify the relationship between visitors and the water's edge through breaching the sea wall, step-downs, planted edge, bow inlets, water balconies and overlooks. Breaching the seawall may be explored for creating an inland water body, tidal wetlands and habitats, providing small watercraft access, fishing, creating embayments to introduce a beachhead, and environmental/ecological education and research activities.

Guidelines:

1. The existing *seawall* will remain, be repaired as necessary and reconstructed with guard rail as shown in the Great Promenade illustrative section (see *Figure 2: "The Great Promenade: Typical Section"*).
2. *Step-downs* may provide steps or terracing from the Great Promenade level down to the waters edge. These would allow for water access, sitting, resting, sun bathing, fishing, and contemplation.
3. *Launch areas for canoes and kayaks* may be provided, subject to safety considerations and programming decisions, along the eastern side of the Island.
4. *The potential for introduction of beach* areas may occur within the seawall. This condition may only occur in inlet situations where the beach edge can be protected from the tide and wave action of the Upper New York Bay. A beach, if any, should be constructed to ensure ease of management, control of water quality, and personal safety.
5. Based on harbor conditions (wave action, tidal fluctuations and currents) it is recommended that any substantial breach (25 – 100 feet) in the sea wall for navigation purposes should occur on the east side of the Island between Lima and Yankee Piers. However, smaller openings, for purposes other than navigation, may be proposed at any location, provided that they are feasible within the budget and that appropriate physical and numerical hydrodynamic

models are performed during the design and engineering process. The Island is subject to substantial wave action particularly from the long fetches to the south and west. Substantial protection, including riprap and sheet piling will be necessary to protect any openings. The hydrodynamic models and marine engineering design should identify and address issues such as: erosion, accretion, shore protection, dredging, regulatory requirements, upland infrastructure, tidal or forced flushing, water quality, and capital planning for maintenance and repair. The Island's main sewer trunk, which could limit some inland water extents, is located along Enright Road.

6. Any fishing could be accommodated along the Great Promenade guardrail and on step downs in designated locations, along with provision of cleaning station(s), rod holders and water faucets.
7. Although construction of a commercial marina within the Island perimeter is technically feasible, any such proposals should be analyzed on policy and economic grounds (market demand, duplication of neighboring facilities, etc.). Installation of a marina on the eastern perimeter of the Island on Buttermilk Channel is also technically feasible, though the wind, wave, wake, and current conditions as well as proximity to the new cruise ship terminal in Brooklyn appear to make such a facility potentially unsafe and expensive to protect and maintain. If proposed, it is recommended that any new marina facilities remain within the perimeter of the existing pier structures and incorporate wave and wake protection. (See "Design Objectives for Building and Landscape" Exhibit 28 – Wind Roses and Exhibit 29 - Fetch + Wave + Wake).

3. Movement / Circulation / Mobility

Overview:

Circulation on Governors Island must be laid out and designed to create a pedestrian-friendly environment while also providing necessary access for public transportation, service and emergency vehicles. Private automobiles will have very restricted access to the Island, and be essentially prohibited. On-island public transportation will be provided via shuttle bus service originating at the Island's ferry landings. Pedestrian, bicycle and multi-purpose paths will be augmented with shuttle bus service to reduce congestion and ease on-Island mobility. Public circulation both to and throughout the Island must be provided to reinforce the public nature of all spaces. Service vehicles will be directed to the Island's service roads to convey goods. The Island is to be developed to allow for access by visitors of various ages and levels of personal mobility. Preliminary guidelines for the development of pedestrian and multi-purpose systems, transit and service vehicles are described below.

Guidelines:

1. A hierarchy of circulation systems is to be developed on Governors Island. Separation of various modes of transportation should be clearly marked

- throughout the Island by wayfinding signage and surface material changes including, but not limited to the Great Promenade, major public walking routes, public paths, bike/rollerblading routes, running routes, access and service roads.
2. A well-conceived path system should strengthen connections between existing landscapes and circulation routes, creating a cohesive procession throughout the Island. Circulation paths should be designed to accommodate multiple modes of transportation with some flexibility for evolving uses (cars, trucks, trams, electric carts, bicycles, etc).
 3. The Great Promenade should be a minimum width of 52 feet, where practicable, and will be the main pedestrian access around the perimeter of the Island (*See Figure 2 and Figure 3: "The Great Promenade: South Island Section at Buttermilk Channel"*).
 4. Running paths of varying lengths should be provided throughout the Island. The principal routes will be along the Great Promenade with shorter loops provided in the Summer Park, the Historic District and along Division Road. Running should not be prohibited on pedestrian paths, and any running paths should be linked to public changing rooms and restrooms. Island running paths are to be a minimum of 6 feet wide for one-way and 10 feet wide for two-way running.
 5. Major public access corridors should be created through the South Island development zones to connect the Great Promenade to key buildings and public open spaces (*see Figure 1*). The public access corridors should range in width from a minimum of 60 feet to 120 feet depending upon location of transit plazas, adjacent land use and building height. Spacing between major public access corridors shall not exceed 500 feet. Each major public access corridor should be tree-lined and may have a distinct design to orient visitors to their location while providing public amenities. The building edges of the corridors should be lined by active ground floors including lobby entries, retail, exhibit spaces, and restaurants that contribute to the vitality of the major public access corridors. Such corridors should be open and accessible to the public year round, seven days a week for 24 hours each day. The corridors should not be physically closed or fenced and should provide strong visual connections between the water's edge and Summer Park. Service areas should not be visible from or accessed from these corridors.
 6. Public paths in the Historic District will follow the existing path network. Existing brick paths must be retained where possible. Any changes to the surfacing materials will conform to the Governors Island Historic Preservation and Design Manual and require approval from oversight bodies. Paths within the Historic District should be restored to a level and smooth surface condition by resetting existing pavers. Public paths in the South Island should be a minimum width of 6 feet with paths designed to width warranted by pedestrian volume projections. These public paths should be diverse in nature and allow access to all open spaces and development areas.

7. Free bicycles or a bicycle concession may be available at the arrival/departure plazas, adjacent to ferry docks. The public may also bring their own bicycles to the Island. Bicycle trailhead facilities should include shade structures, bike lockers and racks, pressurized air pumps, information / maps and a drinking fountain.
8. Arrival / departure areas should be linked to main open spaces through the major public access corridors (*see Figure 1*).
9. Designated bicycle/rollerblading/shuttle bus routes should be approximately 22 feet wide. In areas where limited space dictates, multi-purpose trails could share the road with service vehicles. The preferred design approach must provide for separation of pedestrians from vehicles wherever possible. The bike/rollerblading route should create a loop around the entire Island and be integrated into the Great Promenade. Flush curbs may be employed between bike/rollerblading routes and other surfaces.
10. A shuttle bus service will provide public access throughout the Island following a specific route. Bus stops with shelters are to be located at major buildings, key intersections, major open spaces and other points of interest.
11. All hard surfaces are to be designed to support service and emergency vehicles.
12. Designated service roads will be utilized by service, emergency, security and shuttle services. A network of designated service roads should provide access to existing structures in the North Island, proposed development parcels south of Division Road and to significant public open spaces. Service vehicles will arrive at Soissons Dock, or at a new landing between Yankee and Lima Piers. In the Historic District the service roads should remain in existing locations. South Island service roads should be of two types. Primary service roads should be 20-22 feet wide while secondary service roads should be 16-18 feet wide. There should be flush curbs on the South Island to emphasize the pedestrian nature of the Island. While private vehicles will generally not be permitted on the Island, all designated service roads should be engineered to accommodate them. The Island speed limit of 15 miles per hour will continue to be in effect.
13. All transportation systems shall be designed to provide for access by visitors of various ages and levels of personal mobility. Refer to the Governors Island Historic District Preservation and Design Manual, Part II, for guidance on the provision of accessibility within the Historic District.

4. The Great Promenade

Overview:

The Great Promenade will be one of the most dramatic open space elements on Governors Island. A continuous walk around the perimeter of the Island will allow views of some of New York's famous landmarks: Liberty Island, Ellis Island, Lower Manhattan, the Brooklyn Bridge, Brooklyn's waterfront, the Verrazano-Narrows Bridge, Staten Island, and the New Jersey waterfront. The Promenade will traverse many special

places, some historic and others new, some calm and others active, and as such will need to be responsive to the adjacent activities and moods of the Island experience.

Guidelines:

1. The Great Promenade is to be a richly animated walkway circumnavigating the entire Island, providing diverse experiences with the water through views and possibly through direct access to the water.
2. Where practicable, the promenade should be a minimum of 52 feet wide (see *Figures 2 and 3*). Where existing buildings restrict the width the promenade may be divided with a primary pedestrian route at the water's edge and a secondary inland route for bicycles, rollerblades and the shuttle bus.
3. The promenade will provide continuous space for the activities of walking, seating, viewing, running, biking, and rollerblading.
4. The Great Promenade should be designed to include concessions, public amenities and other settings for episodic events that enhance the experience and provide destinations for visitors.
5. Additional nodes along the promenade will take the form of Promenade Pockets and Promenade Plazas. These spaces are described in the next section of the guidelines. The distinction between the promenade plazas and the promenade pockets will be defined by the proportion of hardscape and softscape areas. The Promenade Plazas will be predominantly paved surfaces accentuated by amenities, artwork, concessions, architectural follies, and possible water features. The Promenade Pockets will be horticulturally rich and landscaped to create a sense of intimacy and repose.
6. The environmental and contextual conditions of the perimeter must influence designs for the water's edge. The western edge of the Island is subject to winter winds, which, in stormy weather, can create surges that wash over the existing esplanade. Design of the inland condition needs to acknowledge the Island's flood zones and make necessary accommodations through landscaping and building design, not redesign of the perimeter seawall (For more information on flood zones, see *Additional Materials 12: "FEMA Revised Preliminary Flood Insurance Rate Map"*). Activities contemplated for the Island's parks, buildings, and structures are subject to insurance requirements and any and all Federal, State and local laws, rules, ordinances and regulations governing land used in a floodplain or adjacent area.

5. Promenade Pockets

Overview:

The Promenade Pockets are required, small, planted open spaces along the Great Promenade that create areas for resting, enjoying views, and individual / small group activities.

Guidelines:

1. Promenade pockets may be up to approximately 0.25 acres in size, creating nodes or “waysides” along the path of travel. Promenade Pockets should be located at approximate ¼-mile intervals interspersed with Promenade Plazas, and located to capitalize on the dramatic harbor views and vistas. Pockets may be closer together if desired.
2. The Promenade Pockets should be directly connected to the Great Promenade.

6. Promenade Plazas**Overview:**

The Promenade Plazas are large gathering spaces along the Great Promenade that accommodate people and activities. Promenade Plazas include, although are not limited to, the arrival/departure plazas and may contain concessions, architectural pavilions, public restrooms, bicycle storage areas, wayfinding kiosks, informal street performance areas and or public art among other activities. The introduction of shade, evergreen and ornamental trees within the plazas is encouraged to provide shade, frame views and add visual interest. Trees should be spaced to provide optimal flexibility for special events and large group gatherings.

Guidelines:

1. Promenade Plazas would be located to capitalize on dramatic harbor views and vistas. Promenade Plazas can be up to .50 acres in size depending on programmed activities.
2. Promenade Plazas should occur at arrival points (Soissons Dock, Pier 101, Pier 102 and the new dock), Buildings 12 and Building 515, Yankee Pier (at the end of Division Road) and at the intersection of certain major public access corridors with the Great Promenade. These plazas should be predominantly paved surfaces with significant areas of flexible furniture and infrastructure for allowing temporary events and programs to inhabit the space.
3. The locations of Promenade Plazas are shown in *Figure 4: “Location of Promenade Plazas.”*

7. Historic District Open Spaces**Overview:**

The Historic District Open Spaces, as described in these guidelines, include all the open space within the Historic District of Governors Island (excluding the Governors Island National Monument) north of Division Road. The main open spaces of the Historic District are Colonels’ Row, the Parade Ground, and Nolan Park. A network of smaller interstitial spaces, the Great Promenade, and the spaces of Division Road connect to make up the entire open space.

This network of open spaces provides a historic and bucolic setting for the existing buildings of the North Island. All modifications and enhancements to these historic open spaces will be governed by the Governors Island Historic District Preservation and Design Manuals.

Guidelines:

1. Program elements are to be compatible with the historic spaces and buildings.
2. Design of the Parade Ground must be coordinated with the National Park Service's (NPS) plans as described in their General Management Plan. While the NPS and GIPEC are responsible for the planning and management of their respective areas, the general public should not perceive any dramatic visual demarcations of the boundary. The design of landscape spaces adjacent to NPS boundaries should consider materials, adjacent uses, continuity, access and circulation in relation to the adjacent National Monument. The design of GIPEC's public open spaces and their programming should relate to and support the Island's National Monument and its interpretive focus. Significant visitation to the National Monument is anticipated, and will create major pedestrian flows that cross the boundary and extend across the Island. In order to have maximum beneficial impact on the Island's overall offerings, and to broaden the visitor experience to the rest of the Island the flow of visitors across the boundary should be accommodated. Attention should be paid to the edges of the monument and consultation with the NPS on treatment of adjacent areas is required.
3. The Parade Ground provides a foreground for Fort Jay and a backdrop to the development parcel on the south of the grounds (former Super 8 Motel site). The NPS' preliminary plans for the area include removing non-historic buildings across from and adjacent to Castle Williams to recapture a broad open area extending from Fort Jay to the water's edge at Castle Williams. The views of the open sky and lower Manhattan buildings afforded from the Parade Ground should be preserved.
4. Topographic modifications to the Parade Ground resulting from the former golf course should be eliminated and re-contoured to blend in with the original landscape contours.
5. The Parade Ground can tell its story of past military usage as a glacis (a slope of earth in front of a military fortification, so constructed as to maximize defensive firing advantage from above), as well as be adapted for modern recreation use. The design should be fully integrated into the linked network of island-wide open spaces.
6. Modern technologies should be built into the Historic District open space infrastructure to manage lighting, drainage, planting, materials, furnishings, streetscape, etc. Technical infrastructure in the Historic District should be upgraded and maintained with sustainable, innovative, modern technologies which improve the efficiency of maintenance and operations while meeting the

guidelines of the Governors Island Historic District Preservation and Design Manuals.

7. Introduction of new facilities, programs, artwork and other interventions must conform to the Governors Island Historic District Preservation and Design Manual. SHPO and NYCLPC review and coordination with the NPS may also be required depending on the extent of the proposed intervention.

8. Summer Park

Overview:

Summer Park will be the primary large open space on the South Island. Given the size and location of the park, a diversity of spaces, views, activities and connections are to be provided. The park should extend from Division Road to the southern tip of the Island and directly adjoin the Great Promenade's western edge (see *Figure 1*). Bounded by Liggett Hall to the north, proposed development parcels to the east and northwest, and Upper New York Bay to the west and south, the Summer Park is described in these guidelines in terms of three sub-divisions: Summer Park (north), Summer Park (middle) and the Summer Park (south). These sub-divisions are for description and discussion purposes only. They are not meant to imply the need for corresponding design sub-divisions or three distinct design approaches. Yet each of these areas is distinct in its spatial relationship to existing buildings, proposed development and the water's edge.

Guidelines:

1. At least 20-acres of the park must be contiguous per requirements of the Deed.
2. Design responses are not required to adhere to the Summer Park sub-districts and alternative concepts are encouraged.
3. The Summer Park (north) is bounded on the east and west by future development zones and on the north by the formal facade of Liggett Hall. Cross-island views are largely oriented to the south. Developed as a formal park, plaza or a garden, the Summer Park (north) might also provide a setting for special events such as festivals and art exhibitions.
4. The Summer Park (north) should be designed to relate to Liggett Hall and the adjacent development parcels. Multiple points of access to the Summer Park (north) should be provided from Division Road, from Colonels' Row Green, from proposed development areas, and from the Summer Park (middle). Based on the type of activities anticipated in the Summer Park (north) the design should incorporate hard surfaces and planted areas. The spaces should be flexible in design to accommodate changing events throughout the year. Landform and planting are to be used to create sheltered areas within the Summer Park (north) for use throughout the year.
5. The Summer Park (middle) is bounded on the east by the future development zone, on the west by the Harbor and views to the Statue of Liberty, and on the

- north by Summer Park (north). Distant views are largely oriented to the south by the frame of proposed development. The sense of enclosure to this space is suggested by an existing majestic allée of mature trees near the western edge currently creating a central lawn within the greater park.
6. The Summer Park (middle) should be designed to include significant landscape areas with minimal hardscape to support the programmed activities. Most of such programmed uses require limited fixed infrastructure and will temporarily inhabit the spaces of the Island. The exception to this infrastructure demand is the staging of any larger concerts and events that would require a stage or outdoor amphitheater to be constructed. Such a structure is more likely to be located in the Summer Park (south).
 7. The Summer Park (south) is dramatically exposed to the elements, bay, and harbor with southward-oriented views. The south end should have uses that relate to the Upper New York Bay. In this area, connections to the water should be incorporated into a sculpted landscape. The south end may include breaches in the seawall to animate the park space. A mixture of landscape, hardscape and water amenities may be incorporated in the south end. The design should incorporate open spaces which capitalize on the panoramic views of the Verrazano-Narrows Bridge, the Statue of Liberty, Ellis Island and New York Harbor. See *Figure 8: "Orientation Study for Amphitheater"*.
 8. Public open spaces should be clearly structured to handle storm water in aesthetically designed containment areas that serve multiple purposes such as infrastructure, habitat and amenities.
 9. Open space is to be designed to afford efficient and sustainable maintenance.
 10. The creation of different micro-climate areas to maximize visitor comfort and extend the park's use to the shoulder seasons is strongly encouraged.
 11. New structures are appropriate within the parklands if they are major public destinations for environmental education, entertainment, exhibition activities, or public benefit uses. Servicing requirements for such structures shall not significantly compromise any surrounding public open space uses.
 12. The Development Zone edge is shown in *Figure 5: "Summer Park: Section at Development Zone Edge"* and *Figure 6: "Section at Division Road."* This space will incorporate service/vehicular access, sidewalk, steps, and up to two parallel rows of trees. The roadway curbs should be flush with the sidewalk. However, steps and changes of grade should be used to define spaces and emphasize the edge with the Summer Park. Other uses that may occur at intervals along the Development Zone edge are dining and cafe areas, Wi-Fi access, cycling, rollerblading, sitting, sunning, outdoor rooms, and performances.
 13. The Summer Park should provide multiple venues, concession buildings, public toilets, bicycle and maintenance storage facilities. Active and passive recreation areas are to be designed for flexibility and establish peaceful, relaxing environments and places of solitude.
 14. Park space may be allocated for sustainable infrastructure systems.

15. Park space should create valuable habitat for migrating birds and insect species.
16. Where possible, permeable surfaces will be used and grey water will be collected for use on the Island.

9. Transition Zone at Division Road

Overview:

The Transition Zone at Division Road provides an opportunity for a well-designed transition from the historic buildings on the north side of Division Road to new construction and development on the south side. Development in the development zones of the Transition Zone should be sensitive to the scale and massing of the existing buildings, their siting, and their design. Development in the development zones of the Transition Zone should be neither diminutive nor overwhelming in scale, should recognize the appropriate setbacks and pedestrian qualities of Division Road, and should complement the character of the historic buildings to the north.

Rehabilitation within the North Island Historic District will be reviewed by SHPO and NYCLPC, preserving the North Island's character and creating a dramatic juxtaposition between the North Island and the South Island. As visitors pass Liggett Hall and cross Division Road they will experience this contrast in character first hand. Liggett Hall, with its dramatic central arch and neighboring building presents a physically imposing and impressive south face to the Historic District. Recognition of how this iconic structure constitutes a transition between the use and design of the Island's north and south areas should be reflected in the rehabilitation of the building and the surrounding master plan.

Most of the South Island buildings are likely to be demolished, creating a tabula rasa for new development and new parkland. The south facing open space created by Liggett Hall could be designed to both mark the entrance to the South Island's open space system and establish a reference point for new development in the South Island. The Liggett Hall courtyard and spaces between adjacent buildings will play an important role in establishing this gateway and knitting together the North and South Island. There are a number of transitional spaces (noted below) along Division Road (*Figure 7: "Transition Spaces"*).

Guidelines:

1. The South Island need not draw on the same landscape language as the North Island, but can blend or contrast with it. The design character and quality of the open spaces between the North and South Island along Division Road require design consideration to effectively transition between the north and south.
2. Areas A, B, C, E, F, G, and H:

- a. Activities would include building entries, shaded seating areas, and paths, and the design of these should respond directly to ground floor building use, service yards and the movement of people and vehicles.
3. Area D (Liggett Hall courtyard):
 - a. Presently this space is dominated by surface parking and lawn panels. This space should be redesigned in relationship to the Summer Park and to eliminate surface parking.

10. Redevelopment Zones

Overview:

The South Island Development Zones will be developed by commercial, not-for-profit or other developers selected by GIPEC. Although the zone's uses have not yet been determined, they may include hotel, educational use, deed-compliant residential housing, entertainment uses, office, research, conference, retail, restaurant, service, and transportation-related uses, among others. The development area will contain both buildings, service areas, and open space.

The historic buildings of the North Island include a wide variety of styles and uses. No architectural or building style is dominant or provides specific guidance for new building. Therefore, new development should not necessarily be bound to any one historic style. A mix of architectural styles is encouraged to create diverse character and contribute to the quality of the open space adjoining them.

New buildings should generally be of a moderate scale, height and massing so as not to overwhelm the open space environment and the Island itself. However, individual taller, uniquely designed structures are appropriate at signature locations on the South Island, provided they contribute to the identity of the Island and to the iconic quality of New York Harbor, or have a unique and appropriate use requiring such prominence. Care must be taken in the positioning of such buildings with respect to views from and of the Island.

The edge between the eastern Development Zone and the Summer Park is shown in *Figure 5*. Guidelines for proposed development will be further delineated by GIPEC upon determination of preferred land uses.

Guidelines:

1. Public pedestrian ways connecting the Summer Park and the Great Promenade are to be located at not more than 300' – 375' intervals. Major Public Access Corridors are to be located at not more than 500 foot intervals to promote ease of movement between the Great Promenade and the Summer Park through proposed South Island development zones. Development blocks are not to exceed 250-300 feet in width in the north-south axis.

2. Proposed development should create and frame contiguous open spaces and not result in the creation of residual, incoherent and unusable areas.
3. Levels of privacy should be established using landscape and architectural clues rather than architectural barriers, wherever possible.
4. Development zones should incorporate parcels for service, maintenance and infrastructure facilities for the entire Island. Maintenance and infrastructure facilities shall be screened from view from adjacent roads, paths and public open spaces. Service areas are to be located in the interior of the proposed development zone and screened to minimize operational and visual impacts. Outside of the service area, minimal surface parking areas should be permitted, and should be limited to parking for emergency, service, and public transportation vehicles. Waste handling and loading areas are to be appropriately screened and where possible contained within the buildings.
5. Buildings should be designed to a high quality standard and use materials that are durable, sustainable, and low maintenance.
6. Entrances, ground floors and proposed uses should create vibrant streetscapes and waterfront experiences.
7. New buildings adjoining or adjacent to historic buildings should relate to the scale and height of the historic structures. The creation of continuous street walls in excess of 300 - 375 feet in length in the north south axis is discouraged.
8. Building / Structures Massing and Height
 - For the purposes of the Design Competition, assume buildings in the Development Zone may have a streetwall height of 65 to 85 feet and may range from 1 to 25 stories.
 - Taller structures or buildings may be appropriate to increase density and activity, create visual interest, and to reduce the architectural footprint as a means to increase open space.
 - Proposed development fronting on Division Road should not exceed the height of Liggett Hall. Mid and high-rise structures shall be set back from the Division Road Street wall.
 - Maximum streetwall heights along Division Road, the Great Promenade and the Summer Park are still to be determined by GIPEC.
9. Guidelines for proposed development will be further delineated by GIPEC upon determination of preferred land uses.

11. Existing North Island Historic District Buildings

Overview:

The physical environment of the North Island will remain essentially as it exists today. Nearly all of the buildings and landscapes are subject to historic designation at the Federal and New York City levels. Restoration and adaptive reuse of historic buildings will conform to the Governors Island Historic District Preservation and Design Manual.

A number of non-contributing buildings are illustrated in *Figure 1*. These buildings can be demolished and if appropriate their sites redeveloped in conformance with GIPEC's guidelines. New construction proposed for these sites must respect the scale and character of adjacent historic buildings.

Guidelines: Refer to the Governors Island Historic District Preservation and Design Manual.

C. GENERAL OPEN SPACE GUIDELINES

1. Views and Vistas Preservation / Enhancement

Overview:

The design of the Island's open spaces should enhance views to the water from the Island's interior. Surrounded by the Harbor and Buttermilk Channel in the foreground, views and vistas should focus on the Manhattan skyline, the Statue of Liberty, Brooklyn's waterfront, the Brooklyn Bridge and Verrazano-Narrows Bridge, Staten Island and other harbor islands. Views from the South Island should be framed by proposed development and newly created open spaces and landscapes.

Opportunities exist within the Historic District to create stronger visual connections to the water. Most civic spaces in the North Island are defined by enclosing buildings that create a more sheltered microclimate. In other places, where views are sometimes partially or completely obstructed, the resulting compressed experience of moving out to the view is particularly dramatic. The development of interior spaces that similarly shelter and provide framed views could create, on the South Island, a multi-layered experience for both the Island and the Harbor. Such spaces could range from traditional courtyards to innovative landscapes integrated with building structure.

Guidelines:

1. Enhance North Island views to the harbor and Buttermilk Channel through the use of selective pruning.
2. The view from Liggett Hall's centerline south is to be framed by proposed development. Shorter inland views from the Liggett Hall arch southward should be protected.
3. Views to New York Harbor attractions and the Boroughs do not necessarily have to be direct from all interior spaces but may be progressively revealed.
4. A variety of viewing experiences are to be created to near, mid-range and distant views through the changing of the viewing position, introduction of foreground elements and changes in elevation.

2. Tree Preservation and Plantings

Overview:

The Island-wide Tree Strategy should preserve trees which have been designated as contributing to the historic character of the North Island and should encourage and preserve trees which contribute to the environmental and design qualities of the South Island (see *Figure 9: "Tree Protection and Preservation Plan"*). Special attention is to be given to retaining the allées along the west side of the existing South Island ball fields and the London Plane trees along Buttermilk Channel and Division Road. Retained trees are to be incorporated into the design of the Great Promenade, the Summer Park and other open spaces.

Guidelines:

1. All trees located within the North Island Historic District are to be retained that are in good health, do not present a safety hazard and contribute to the historic character.
2. A comprehensive tree maintenance, replacement and planting plan should be developed for the entire Island. Refer to the Bartlett Existing Tree Survey for locations of Island-wide tree locations and species. See also "Existing Vegetation" on p. 21 of the "Design Objectives for Buildings and Landscape".
3. All South Island Trees greater than twelve inch diameter at breast height (DBH) are to be retained to the extent practical considering health, safety and projected demolition of South Island buildings.
4. Historic North Island landscapes shall be maintained and enhanced in conformance with the Governors Island Historic District Preservation and Design Manual.
5. Landscape infrastructure (North Island and South Island) including allées, hedgerows, groves, bosques and other structured plantings are to be evaluated for contributions to design intent and retained to the greatest extent desirable and practical.
6. Heritage trees are to be retained and incorporated into the design of open spaces to feature their singular specimen character in silhouette.
7. Proposed plantings shall incorporate a wide palette of native plant materials and be composed to maximize the provision of habitat. Non-native and ornamental plant materials are permitted when used purposefully and judiciously.
8. Plantings and earthworks shall be located to provide protection from prevailing winter winds, shade buildings and open spaces during warmer months, and permit solar gain during colder months.

3. Sustainability

Overview:

The revitalization of Governors Island provides a unique opportunity to implement sustainable development practices that reduce environmental impacts and improve ecological dynamics. GIPEC is looking holistically at the Island and

emphasizing education, historic preservation and environmental stewardship as integral components of sustainability.

The following Preliminary Sustainable Design Guidelines set out a series of objectives to encourage innovation and inspire design excellence. They encourage achievement of progressively higher standards for sustainability over the Island's long-term build-out as best practices and technologies improve. They address a campus approach to urban scale/mixed use development, but may also be applied to infrastructure upgrade and/or partial projects developed over time, while providing guidance for major new construction and renovation. The Guidelines require and/or encourage both current and emerging best practices for green building and urban landscape ecology. They foster a triple bottom line approach to decision-making, one that seeks economic, societal and environmental returns on investments by GIPEC and its development partners. An overall goal for sustainable development on the Island will be greater environmental performance of the Island as a whole, with a reduced overall impact on capital and operations costs, while maintaining a high degree of flexibility.

The Preliminary Sustainable Design Guidelines that follow set out a framework loosely based on the topics contained in the LEED® rating system. They emphasize key categories that are appropriate for a campus environment. They are organized by topic, objectives and include strategies appropriate for conceptual design.

Sustainable site planning:

Objective: Foster an Island build-out where the massing and orientation of built structures not only frame access and views to a variety of unique open spaces, but optimize passive solar design, serving to reduce building energy use and maximize outdoor environmental comfort across the seasons.

Strategies:

- Mass and elongate buildings along an east/west axis to foster energy-conserving passive solar design, maximize daylight utilization and encourage seasonal use of natural ventilation in buildings.
- Create favorable micro-climates in open spaces, sheltering visitors from exposure to any inhospitable winds and harnessing summer winds to offset high humidity and temperatures.
- Provide ledges or breaks along tall building faces to reduce wind effects at the pedestrian level on the windward side of buildings.
- Combine site structures and landscape to further enhance comfort and functionality of outdoor spaces, extending outdoor comfort levels into early spring and later fall, thereby extending seasonal opportunities for outdoor retailing, dining, etc.
- Provide abundant tree canopy cover, and utilize vegetated screening, awnings, building overhangs and other self-shading measures to further reduce heat loads in

areas with high summer solar exposure, while protecting pedestrians in other seasons from rain and snow.

- Integrate green roof areas and/or roof-top gardens where possible that provide a range of environmental benefits and additional open space.

Landscape and habitat enhancement:

Objective: Develop a landscape design that is restorative, scenic, appealing to the senses, biologically diverse and ecologically productive; and that minimizes horticultural, ecosystem and hardscape maintenance.

Landscape Strategies:

- Preserve and enhance Island habitat and environment, linking landscape elements to a larger harbor habitat network via ecologically sound patches and corridors (fingers) that comprise the transitional zones between habitat types.
- Introduce new landscapes and spaces that are responsive to the harsh conditions of the Island environment. (These conditions can be particularly severe along the west side of the Island where wind driven spray and waves crest above the seawall in winter months and during significant storm events.)
- Select native plants to help create a low-maintenance environment, promoting water-dependent programs and uses that will foster pride in, and responsibility for, the estuarine landscape.
- Include drought-tolerant, low-maintenance native or adapted species. Require genetically diverse, locally grown native seeds and plant sources to ensure resilient and healthy species mixes.
- Use sustainable horticultural practices such as non-petroleum fertilizers, and animal and pest control.
- Integrate and enhance landscapes for ecosystem services such as decomposition, soil creation, pollination or denitrification (removal of nitrogen from water).
- Protect and enhance existing tree canopy and horticultural plantings on Island.
- Develop South Island vegetation as diverse native plantings providing habitats for birds, insects and other fauna.
- Protect and restore topsoil to provide for quality habitats and horticultural and agricultural opportunities.
- Develop an invasive plant management plan to contribute to widespread efforts to control species invasions.
- Provide numerous educational opportunities for fostering visitor-learning about the Island's open space and facilities management.

Hardscape Strategies:

- Remove and recycle/reuse as much of the existing impervious surface as possible given the future uses of the site.

- Reduce roadbed width to limit pervious paving as much as possible and create compact parking where necessary.
- Increase porosity of the ground plane for groundwater recharge through porous paving and pervious surfaces using reprocess, low-toxic materials.
- Identify sub-basin catchment areas (watersheds) and integrate them into a larger strategy of water treatment.
- Topsoil removed during building construction should be retained on-site with minimal disturbance during construction and paving, through banking.
- The use of structural soils under paved areas can enhance the performance and prolong the life of plant material due to increased rooting area and soil volume. These soils are designed to retain water to aid in plant growth and can incorporate recycled components such as bricks, glass and other demolition materials.
- Encourage a diverse palette of materials with long-term maintenance and replacement in mind.

Water and Wastewater:

Objectives:

Develop a robust water supply and wastewater treatment approach that reduces off-island potable water demand; captures, treats and infiltrates stormwater close to where it falls (reducing volume and system surges); and to the greatest extent possible handles wastewater treatment on-site.

Strategies for Stormwater Management

- Develop responsive design approaches and explore sophisticated or “smart” terrains and site features that capture, detain water and create pervious surfaces.
- Manage stormwater from Development Zones in public open spaces areas in the Development Zones and the Summer Park.
- Manage surface runoff management to mitigate the impact of pollutants associated with developed land on sensitive areas.
- Consider created wetlands to retain/treat storm water and create an additional ecological amenity. Capture and retention systems could collect, treat and store surface run-off from rainfall events.
- Develop a hierarchical stormwater detention and treatment system with below ground storage, above-ground bio-swales and green roofs where possible.
- Encourage stormwater capture treatment and re-use at individual new buildings that could be composed of up to four linked stages for maximum treatment:
 - Biofilter swales and sand filters
 - Storm filter with storm water quality manholes
 - Wet pond and sand filters as part of an overall freshwater wetland park
 - Tidal marsh and finishing wetland treatment pond.
- Continuous swale systems can reduce the requirement for irrigation by concentrating rainfall into planted areas, maximizing water for plant uptake.

- Locate bioswales and rain gardens within close proximity to the areas that they drain to treat and receive runoff from a variety of drainage areas.
- Create de-nitrification zones through biofilter wetlands.
- Employ native plant species where practicable in conjunction with these stormwater control features.

Strategies for Graywater and Blackwater

- Graywater and blackwater systems should be studied, and developed and integrated on the Island where practicable to facilitate efficient consumption and treatment of water.
- Use roof and stormwater water run-off rather than potable water in irrigation and for washing sidewalks and amenities.
- Reduce potable water for building use through new high efficiency fixtures and fittings.
- Consider graywater for sewage conveyance.

Environmentally appropriate materials:

Objectives:

Conserve resources from use of existing site structures; incorporating reclaimed-content materials; materials with reduced embodied energy in their manufacture and transport; eliminating materials with toxic or noxious characteristics, and using sustainably-harvested wood or renewable agricultural product.

Strategies:

- Incorporate sorted demolition materials from pre-existing South Island buildings and previously used building materials and products into new construction wherever appropriate. Materials may include brick, paving stones, crushed concrete, recycled asphalt content, etc.
- Consider salvaging decorative and specialized items such as salvaged wood and glass panels, banquettes, decorative or period lighting fixtures, etc.
- Consider use of reclaimed lumber and wood such as salvaged wood flooring and wood doors and cabinets, structural metal work such as beams, and miscellaneous metal such as doors, door hardware, etc.
- Specify materials with high recycled-content, comprised of both post-industrial and post-consumer waste
- Reduce environmental degradation resulting from transportation impacts by increasing the demand for building materials and products that are extracted and/or manufactured in the region
- Specify wood that has been harvested according to sustainable forest management practices
- Specify materials which are renewable and that grow in such a way as to support biological diversity and the health of the ecosystem.

Solid Waste Management:

Objectives:

Contribute to the reduction and elimination of Island waste through good design; emphasis on resource reduction, reuse, recycling; and composting and anaerobic digestion facilities.

Strategies:

- Consider innovative uses for collecting, breaking down, recycling and reusing solid waste by designing systems early in the site planning and infrastructure design process.
- Facilitate efficient separation of recyclables from the waste stream and maximize the amount of waste that is diverted from landfills by installing appropriate facilities for waste collection and site sorting.
- Minimize detrimental environmental impacts of processing and transporting solid waste.
- Consider urban organic agricultural demonstration site using Island waste as compost.

Reduced energy use:

Objectives: Meet site and building energy needs through a combination of passive solar design and daylighting; maximizing efficiency in building equipment and systems; incorporating clean, renewable energy production technologies; and implementing building commissioning plans.

Strategies:

- Mass, orient and configure buildings and building features for passive solar heating, controlled daylighting, passive cooling, and natural ventilation.
- Optimize building envelope, HVAC, lighting and other systems to maximize energy performance.
- Investigate and plan for utilization of on-site distributed generation and renewable energy.
- Commission buildings through design review and conduct systems performance verification. Provide ongoing accountability of building energy use over time.
- Avoid ozone depletion with appropriate use of refrigerants that minimize or eliminate those emissions.

Indoor Environmental Quality:

Objectives:

Safeguard health and safety and improve public wellbeing through indoor thermal comfort measures, access to daylight and views; indoor air and outdoor ventilation quality, chemical and particulate control, and quality and contaminant control during construction; and sensitivity to acoustic concerns.

Strategies:

- Meet or exceed minimum outdoor air ventilation rates, and use air quality and/or natural ventilation monitoring of all occupied spaces.
- Prevent exposure of building occupants, indoor surfaces and air systems to environmental tobacco smoke.
- Implement indoor air quality management plans during construction and before occupancy.
- Eliminate indoor air contaminants in materials selection and construction practices and minimize occupant exposure to building use-related particulates and chemical pollutants.
- Design for views, and for optimal thermal and luminous environments with maximal occupant control.

4. Public Art

Overview:

The Island's size, variety of long and short views, and city/harbor/ocean vistas present an opportunity for the placement of large and small artworks to enhance the public's open space experiences. In addition to singular works of art, there is the opportunity to embed art within landscape elements and furnishings. A public art program for permanent and temporary installations could be developed for the entire Island taking into account the great diversity of spaces both in terms of size and character. Site specific installations could be considered at Island gateways, plazas, the Great Promenade and within the Summer Park and the Historic District.

Guidelines:

1. Artworks are to be strategically located (visible from off-island) to attract visitors to Governors Island. Further, artwork should be located throughout the Island at arrival plazas, at important nodes, along the Great Promenade and in Summer Park as focal elements that encourage and invite visitors to explore the Island. These iconic works may be installations, sculpture, or artfully designed landscape elements and furnishings including gateways, artful columns or totems and lighting among other elements.
2. Artwork in the Historic District is subject to SHPO and NYCLPC compliance.

3. The inclusion of artists working collaboratively with the design team is encouraged to explore opportunities for artful intervention.
4. Permanent and temporary works of art are to be located throughout the Island's open spaces with small to medium size pieces located in greens and gardens and larger pieces positioned against the horizon, harbor and along the Great Promenade.
5. Kinetic artworks that play on the natural elements of wind, wave action, currents and solar aspects may be employed to explore the site's potential for small-scale sustainable energy production and to celebrate the Island nature of public open spaces.
6. Provide designed spaces to accommodate temporary exhibits, art festivals and development of artistic skills.
7. Proposed artwork installations are to be designed in recognition of the harsh climatic conditions presented by the Island environment.

5. Furnishings / Signage / Wayfinding

Overview:

A comprehensive signage and "Wayfinding" system shall be developed for the whole of the Island and mainland points of departure in Manhattan and Brooklyn. Informational, directional and regulatory signage shall be strategically located throughout the Island and a comprehensive messaging matrix developed.

Site furnishings and signage should contribute to the Island's transformation into a public place. A distinctive and consistent palette of street furnishings and signage for the public realm should be developed. Historic District and South Island furniture and signage systems may be designed to respond to the unique qualities of each district, but must contain common and complementary elements. The Great Promenade should have a uniform palette of furnishings and signage. North Island furnishings and signage are to be compatible with the nature and character of existing historic buildings and landscapes and are subject to review by NYCLPC and SHPO. South Island elements may be developed in contemporary yet complementary styles. Further variation and interest in these elements may be introduced by private realm components.

6. Maintenance / Management

As an Island site requiring the import of resources, Governors Island should also be designed with sustainable maintenance systems which emphasize innovative, yet efficient use of Island resources (for example - adaptive reuse of demolished materials, or gray water recycling). Design of visible, sustainable maintenance systems integrated throughout the Island's open space will provide numerous educational opportunities for fostering visitor-learning about the Island's open space and facilities management.

The introduction of new landscapes and spaces should be responsive to the harsh conditions of the Island environment. These conditions can be particularly severe along the west side of the Island where wind driven spray and waves crest above the seawall in winter months and during significant storm events. The selection of materials must take into account these factors and be durable over time.

Operation and maintenance issues should be given significant consideration in the design of public open spaces and selection of materials. While a diversity of special character and materials are encouraged, the palette of materials should be selected with long-term maintenance and replacement in mind. One of-a-kind elements may be introduced as accents to the design where their importance is warranted. Site furnishings, lighting, signage, the sea rail, paving systems and other elements should repeat within a given district to ensure that a reasonable number of replacement items can be warehoused on-island or in a central off-island location.