

A. INTRODUCTION

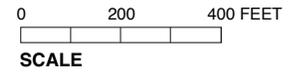
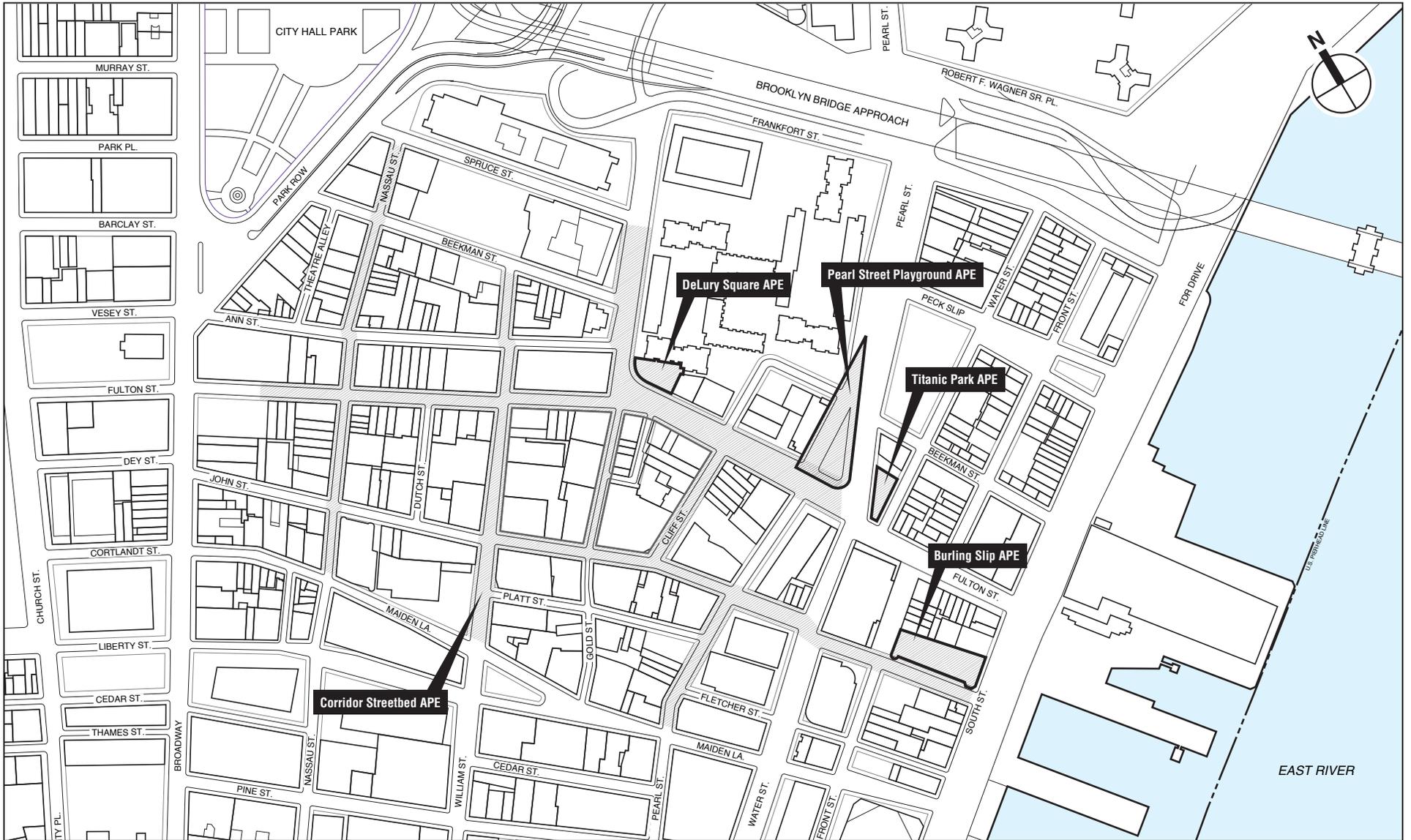
Lower Manhattan is home to many of New York City's most important historic resources and some of its finest architecture. It is the oldest and one of the most culturally rich sections of the City. This chapter describes the wealth of structures that have been identified as historically significant. Officially recognized resources include National Historic Landmarks (NHLs), other individual properties and historic districts listed on the State and National Registers of Historic Places (S/NR), properties eligible for such listing, New York City Landmarks (NYCLs) and Historic Districts (NYCHDs), and properties calendared for designation as NYCLs. NHLs are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. All NHLs are included on the National Register, which is the nation's official list of historic properties worthy of preservation. Historic resources include both standing structures and archaeological resources.

Located north of Wall Street and the original Dutch settlement, the streets of the study area were laid out during the English colonial period. The densely developed area that exists today is composed of commercial buildings dating from the 1830s to the late 20th century and ranging from counting houses to small office buildings, and from early skyscrapers to large-scale modern office buildings. A large part of the study area to the west includes much of the Fulton-Nassau Historic District (S/NR-listed), and the study area to the east is located in the South Street Seaport Historic District (NYCHD; S/NR-listed).

The proposed project centers on the Fulton Street Corridor. As described in Chapter 1, "Project Description," the elements of the Proposed Project are streetscape improvements, grants for improvements to storefronts and façades of buildings that contribute to the heritage and experience of Fulton and Nassau Streets, and the creation, expansion, or improvement of open spaces within the project site. Open space-related project elements include: the reconfiguration and expansion of DeLury Square; the creation of new open space at Burling Slip; the enhancement of the existing open space at Titanic Memorial Park; and improvements to existing open space at the existing Pearl Street Playground.

ARCHAEOLOGICAL RESOURCES

For this project, multiple Areas of Potential Effect (APEs) were identified corresponding to five separate project elements or locations expected to result in excavation or ground disturbance: Burling Slip; DeLury Square; Titanic Memorial Park; the Pearl Street Playground; and the Corridor Streetscape Improvements (see Figure 2B-1). Phase 1A archaeological documentary studies were completed for each of these APEs (Historical Perspectives, Inc., November 2006-August 2007). In a comment letter dated July 6, 2007, the New York City Landmarks Preservation Commission (LPC) concurred with the conclusions of the Phase 1A studies for Burling Slip (November 2006); DeLury Square (April 2007); Titanic Memorial Park (May 2007); and the Corridor Street



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Improvements (March 2007). In response to the separate submission of the Pearl Street Playground Phase 1A (August 2007) and the Gold Street Addition Addendum to the Corridor Street Improvements Phase 1A (August 2007), LPC issued a comment letter dated September 13, 2007, in which they deferred to the New York State Historic Preservation Office (SHPO) on these reports. In a subsequent comment letter dated September 28, 2007, SHPO concurred with the conclusions of all five Phase 1A documentary studies completed for the project. Copies of SHPO and LPC comment letters are provided in Appendix C.

The Phase 1As concluded that while pre-contact-period archaeological sensitivity exists only in very few locations, several areas have sensitivity for historic-period archaeological resources. The sensitivity conclusions for the Phase 1As are summarized as follows:

For Burling Slip, historic-period archaeological sensitivity has been identified at depths greater than two feet below ground surface throughout the APE. Project-related impacts are expected to extend between four and eight feet below ground surface in some areas. An archaeological field testing program is being undertaken in Burling Slip in coordination with LPC and SHPO.

In DeLury Square, historic-period archaeological sensitivity has been identified beginning at 10 feet below grade in some locations. Project-related construction is not expected to extend below 10 feet, and therefore, no archaeological impacts are expected at DeLury Square. At Titanic Memorial Park, historic-period archaeological sensitivity has been identified at depths greater than five feet below ground surface. Because project-related excavation is not expected to exceed four feet below grade, no archaeological impacts are anticipated in this location. For the Pearl Street Playground APE, archaeological sensitivity ranges according to location: Within the existing playground, archaeological resources could exist below five feet below grade; in the adjacent streetbeds, sensitivity ranges from three to five feet below ground surface. No impacts on archaeological resources area are anticipated within the existing playground because project-related construction in this area is not expected to exceed depths of four feet. However, if excavation would reach sensitive depths in the playground or adjacent streets or sidewalks, an archaeological field testing program would be undertaken.

The depth of impacts anticipated in connection with Proposed Project-related construction in the Corridor Street Improvements APE, including curb improvements and the installation of sidewalk furniture, is not yet determined. If project-related construction will not occur to depths determined sensitive in those areas with archaeological potential, no impacts are expected, and no further work is required. However, if construction would occur in areas and to depths identified as sensitive (below three to five feet), an archaeological field testing program would be required.

In all cases where construction may impact sensitive depths, archaeological field testing would be undertaken in consultation with SHPO and LPC.

LMDC will prepare a Programmatic Agreement that addresses the Proposed Project's potential for effects on archeological resources (see Appendix C).

ARCHITECTURAL RESOURCES

Multiple architectural resources have been identified on the project site and in the Architectural Resources APE. The project site includes portions of the Fulton-Nassau Historic District (S/NR-listed) and the South Street Seaport Historic District (NYCHD; S/NR-listed), as well as 13 individual architectural resources, including nine architectural resources that were previously listed on or determined eligible for the S/NR and/or designated NYCLs, and four architectural

resources that were determined S/NR-eligible as part of the Proposed Project. Outside the project site, the APE contains 16 individual architectural resources, including eight architectural resources that were previously listed on or determined eligible for the S/NR and/or designated NYCLs, and eight architectural resources that were determined S/NR-eligible as part of the Proposed Project.

STREETSCAPE IMPROVEMENTS

As discussed in this chapter, the Proposed Project has the potential to directly improve a large number of historic resources and to improve the settings in which they are located. The proposed streetscape enhancements are designed to improve the visual appearance, accessibility, and walkability of the project site. Within the boundaries of the Fulton-Nassau Historic District, LMDC and the City would make a final selection of street furniture and improvements in consultation with SHPO. The consultation process is designed to avoid any potential adverse impacts on the historic district. Streetscape improvements along Fulton Street between Gold and Pearl Streets (outside the Fulton-Nassau Historic District) would also improve the setting of both known and potential historic resources.

INCENTIVES PROGRAM

Through the Incentives Program, the City would provide grants to property owners and business owners to restore building façades and improve commercial storefronts and interior space. The program would encourage and foster the restoration of historic buildings on these sections of Fulton and Nassau Streets. The grants would be based on the Design Guidelines to ensure that the improvements would be in keeping with the historic character of the area. The Proposed Project would also provide technical assistance to property and business owners implementing individual projects with grant money. The services of a historic preservationist would be provided to ensure that the designs enhance and protect the historic nature of the study area. Through consultation with SHPO, the Design Guidelines and the Incentives Program have been created to enhance historic resources. Further, alterations to any NYCL would require the review and approval of LPC. Overall, no significant adverse impacts on historic resources are anticipated with the grant program.

OPEN SPACE IMPROVEMENTS

The open space improvements at Burling Slip, Titanic Memorial Park, and DeLury Square would benefit the settings of historic resources. The new open space in Burling Slip would remove automobile parking and provide a playground that has been designed to reflect nautical and shipping themes in keeping with the character of the South Street Seaport Historic District. Further, as stated by the Rockwell Group in their design brief, “Families lived downtown throughout the 19th century and there are photos of children playing amongst the carts and boxes along the wharves.” The specific design for the playground has been approved by LPC, and it incorporates changes made in response to comments from SHPO. Overall, considering the incorporation of shipping and nautical themes in the design and the appropriateness of the design to its location as well as its use, the Burling Slip playground would have a beneficial impact on the adjacent historic resources in the South Street Seaport.

The small open space where Titanic Memorial Park is located would be refurbished to provide an improved gateway to the South Street Seaport. Proposed improvements to seating and landscaping are intended to create a more attractive community gathering space. Considering the

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unique features of the design for this open space, which recall the original shoreline, the refurbishment of this open space as proposed would not have a significant adverse impact on the adjacent historic resources in the South Street seaport.

The reconfiguration of DeLury Square would expand the currently fragmented open spaces at the intersection of Fulton and Gold Streets and would create a more attractive setting for the nearby historic resources, including the Royal Insurance Company Building (S/NR-eligible, NYCL-eligible).

Since the Pearl Street Playground is located adjacent to and facing modern buildings on Fulton Street, and is separated from the South Street Seaport by the wide and heavily trafficked Pearl Street, improvements to the playground would enhance the project site and study area but would not directly affect historic resources.

B. REGULATORY CONTEXT

Both the National Environmental Policy Act (NEPA) and the State Environmental Quality Review Act (SEQRA) require the consideration of potential impacts on historic resources. In addition, potential effects on historic resources are considered in conformance with Section 106 of the National Historic Preservation Act (NHPA) and the New York State Historic Preservation Act of 1980 (SHPA). The New York City Landmarks Law and potential impacts on NYCLs and New York City Historic Districts (NYCHDs) have been considered.

NATIONAL HISTORIC PRESERVATION ACT

NHPA requires federal agencies to take into account the effects of their undertakings on historic properties. This process, commonly referred to as Section 106 review, provides for review of any federally licensed, financed, or assisted undertaking. Because federal funds administered by the U.S. Department of Housing and Urban Development (HUD) would be used to achieve the project, this assessment of historic resources was prepared pursuant to Section 106.

Section 106, as implemented by federal regulations appearing at 36 Code of Federal Regulations (CFR) Part 800, mandates that federal agencies take into account the effect of their actions on any properties listed on or determined eligible for listing on the National Register of Historic Places and afford the federal Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment on such undertakings. Federal agencies, in consultation with SHPO, as well as other consulting parties where appropriate, must determine whether a proposed action would have any effects on the characteristics of a site that qualify it for the S/NR and seek ways to avoid, minimize, or mitigate any adverse effects. The Section 106 process includes the following:

- All properties that may be affected by the project and that are included in or eligible for NR must be identified in consultation with SHPO. If properties are found that may be eligible for NR, but for which no determination has yet been made, the agency consults with SHPO to determine eligibility or ineligibility.
- If there are such properties, and there is a potential for effects, any potential adverse effects of the proposed project on each property must be evaluated, in consultation with SHPO, by applying the criteria of adverse effect (36 CFR § 800.5(a)).
- In general, a proposed project is deemed to have an adverse effect if it would diminish the characteristic of the property that qualifies it for inclusion in NR.

- If the analysis indicates that the proposed project would have an adverse effect, ACHP is notified, and SHPO and other consulting parties are consulted to seek agreement on ways to avoid, minimize, or mitigate effects. This mitigation is typically implemented through either a Memorandum of Agreement (MOA) or Programmatic Agreement (PA). ACHP may choose to participate in the consultation when there are substantial effects on important historic properties, when a case presents important questions of policy or interpretation, when there is a potential for procedural problems, or when there are issues of concern to Native American tribes or Native Hawaiian organizations. ACHP must be invited to participate when the federal agency sponsoring the project requests ACHP's involvement, when the project would have an adverse effect on an NHL, or when a PA will be prepared.
- PAs may be used when effects on historic properties are similar and repetitive or are multi-state or regional in scope, when effects on historic properties cannot be fully determined prior to approval of an undertaking, or where other circumstances warrant a departure from the normal Section 106 process, among other reasons. In addition, the federal agency sponsoring the project may request an advisory opinion if it wishes.
- Execution of the MOA or PA and implementation of the terms therein satisfy the requirement of Section 106 that ACHP be given a reasonable opportunity to comment on the undertaking as well as demonstrates that the federal agency has taken into account the effects of the action.

The review under Section 106 can be conducted in coordination with analyses conducted for NEPA, and where consistent with the procedures set forth in 36 CFR Part 800, information developed for the NEPA environmental review may be used to meet the requirements of Section 106. The views of the public are essential to informed federal decision-making in the Section 106 process, and therefore, the public should be informed about, and given the opportunity to comment on, the project and its effects on historic properties. An agency may use its procedures for public involvement under NEPA if those procedures provide adequate opportunities for public involvement consistent with 36 CFR Part 800.

In addition, Section 110 of NHPA addresses federal agencies' responsibility to preserve and use historic properties. Section 110(f) mandates additional protection for NHLs by requiring that federal agencies exercise a higher standard of care when considering undertakings that may directly and adversely affect NHLs. Section 110(g) allows agencies to include costs of preservation as project costs. Further, Section 110(a)(2) requires, among other things, that an agency's procedures for compliance with Section 106: (1) be consistent with ACHP's regulations; and (2) provide a process for identification and evaluation of historic properties and development and implementation of agreements about how adverse effects on historic properties will be considered.

STATE HISTORIC PRESERVATION ACT

SHPA closely resembles NHPA, and requires that state agencies consider the effect of their actions on properties listed on or determined eligible for listing on the S/NR. Compliance with Section 106 satisfies the requirements of SHPA, set forth in Section 14.09 of the New York State Parks, Recreation and Historic Preservation Law.

NEW YORK CITY LANDMARKS LAW

LPC designates historically significant properties in New York City as NYCLs and/or NYCHDs, following the criteria provided in the Local Laws of the City of New York, New York City

Charter, Administrative Code, Title 25, Chapter 3. Properties designated as NYCLs or NYCHDs are protected under the NYCL Law, which requires LPC review and approval before any alterations or demolition can occur. Although the NYCL Law is not applicable to LMDC, potential impacts to NYCLs and NYCHDs have been considered.

C. METHODOLOGY

IDENTIFICATION OF THE AREA OF POTENTIAL EFFECT

A study area or APE is defined based on the characteristics of the proposed action and the context in which it takes place. In general, the APE for archaeological resources is limited to the area of planned construction and in-ground disturbance due to the proposed action. Potential effects on historic architectural resources can include both direct physical effects (e.g., demolition, alteration, or damage from construction on nearby sites) and indirect, contextual effects, such as the isolation of a property from its surrounding environment, or the introduction of visual, audible, or atmospheric elements that are out of character with a property or that alter its setting.

ARCHAEOLOGICAL RESOURCES

An APE for archaeological resources is usually defined as the area of planned construction and disturbance due to the proposed project. For this project, multiple APEs were identified corresponding to five separate project elements or locations where excavation or in-ground disturbance is anticipated: Burling Slip; DeLury Square; Titanic Memorial Park; the Pearl Street Playground; and the Corridor Streetbeds (i.e., Streetscape Improvements).

Archaeological resources are typically evaluated through a three-step process. The first step, Phase 1, consists of documentary research into the history of the site to determine the likelihood that archaeological resources may be present within the APE. Often, this step is divided into two phases: Phase 1A, which requires identifying areas that may contain archaeological resources, and Phase 1B, which involves subsurface testing to try to determine whether any resources are actually present. The second step, Phase 2, consists of more extensive subsurface investigations (if Phase 1B testing indicated that resources are present) and additional research to establish the age, integrity, and research potential of the resources, and whether they may be eligible for the S/NR. The third step, Phase 3, is considered the mitigation phase. Mitigation may consist of either avoidance of the resource or data recovery in the form of a full-scale excavation and documentation.

Phase 1A archaeological documentary studies were completed for each of these project elements. The Phase 1A reports, and their corresponding APEs, are listed below (see Figure 2B-1).

- **Burling Slip:** The Burling Slip archaeological APE is bounded by John, Fulton, and Front Streets. It includes a portion of the John Street roadbed and a portion of Lots 20 and 1 of Block 74.
- **DeLury Square:** The DeLury Square APE consists of a landscaped area containing plantings and seating, located on Block 94, at the northeast intersection of Fulton and Gold Streets.
- **Titanic Memorial Park:** The Titanic Memorial Park archaeological APE, located on Block 95, is bounded by Fulton Street on the west, Pearl Street on the north, and Water Street on the south. It is occupied by a small park containing open space; a small lighthouse is located at the western end.

- **Pearl Street Playground:** The Pearl Street Playground archaeological APE is the triangularly shaped open space at and around the Pearl Street Playground from the center of Fulton Street to a point east of Beekman Street, including the Little Pearl Street roadbed and adjacent sidewalks.
- **Corridor Streetbeds:** The archaeological APE addressed in the Phase 1A archaeological documentary study for the “Corridor Streetbeds,” includes both streetbeds (or roadbeds) and adjoining sidewalks, from building line to building line, in the following locations:
 - Fulton Street between Water Street and Church Street;
 - John Street between South Street and William Street;
 - Pearl Street between Maiden Lane and John Street;
 - Cliff Street between John Street and Fulton Street;
 - Gold Street between John Street and Beekman Street;
 - William Street between Maiden Lane and Beekman Street;
 - Nassau Street between Maiden Lane and Spruce Street; and
 - Gold Street between Beekman Street and Spruce Street (addressed in an Addendum to the *Street Improvements Phase 1A*).

ARCHITECTURAL RESOURCES

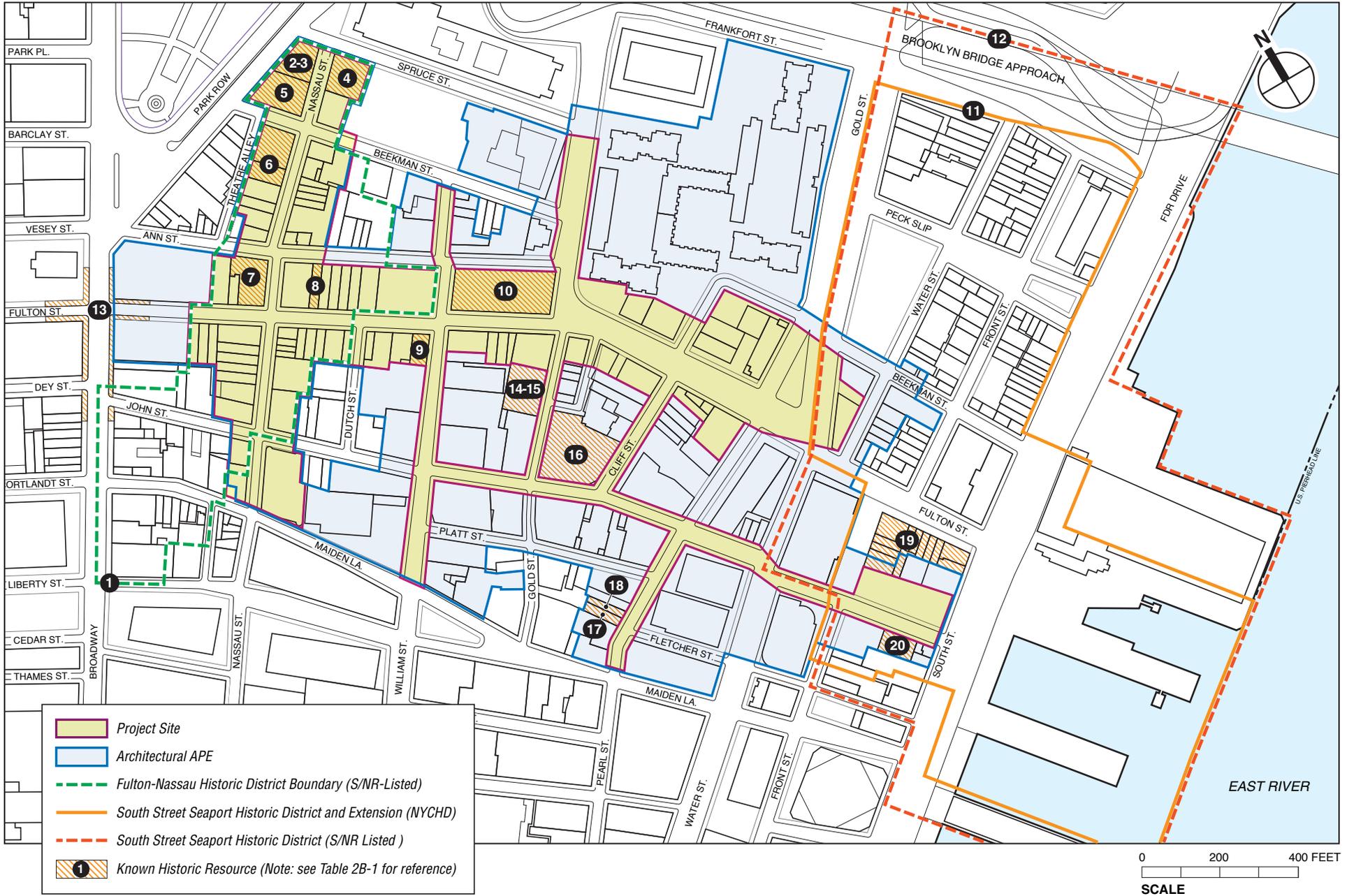
In order to account for potential effects due to on-site construction activities, and also for the project’s potential visual and/or contextual impacts, the APE for architectural resources was delineated to include the buildings fronting the proposed improvements (areas of open space creation and expansion as well as the areas of streetscape improvements), and buildings subject to incentives for storefront and façade improvements (see Figure 2B-2). SHPO concurred with the Architectural APE delineated for this project in a comment letter dated October 9, 2007.

IDENTIFICATION OF HISTORIC RESOURCES

Once the APE is defined, a list of officially recognized historic resources within the APE is compiled. This includes NHLs; other properties or districts listed on the S/NR or properties determined eligible for such listing; and NYCLs or NYCHDs, or properties pending such designation. A list of potential historic resources within the APE is also compiled. These are identified based on field surveys of the APE and, where available, information from historical societies or preservation organizations with knowledge of the area. Potential historic resources comprise properties that may be eligible for listing on the S/NR and/or designation as NYCLs.

The National Register Criteria for Evaluation are found in 36 CFR Part 60. Following these criteria, districts, sites, buildings, structures, and objects are eligible for the S/NR if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. are associated with the lives of significant persons in our past; or



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- C. embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. have yielded, or may be likely to yield, information important in history or prehistory.

Properties that have been constructed within the last 50 years are ordinarily not eligible. Determinations of eligibility are made by SHPO. Generally, all properties that are listed on the NR are listed on the State Register, which has the same criteria for evaluation as the NR.

Buildings, properties, or objects are eligible for designation as an NYCL or NYCHD when a part is at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the City, State, or nation. There are four types of landmarks: individual, interior, historic district, and scenic.

In addition to the resources with official designation or status, a number of other potential historic resources were identified by the Lower Manhattan Emergency Preservation Fund (LMEPF), a consortium of historic preservation organizations that was formed in response to the events of September 11, 2001. This consortium includes the Municipal Art Society, the National Trust for Historic Preservation, the New York Landmarks Conservancy, the Preservation League of New York State, and the World Monuments Fund. The LMEPF produced a map, entitled *Corridors of Concern*, which shows the potential historic resources in addition to the officially recognized (or known) resources. Information obtained from this study was used in the identification of potential historic resources.

Historic resources previously known (listed, designated or determined eligible) and those identified by these means are described below in Section D, “Existing Conditions.”

ASSESSMENT OF POTENTIAL EFFECTS ON HISTORIC RESOURCES

Once the historic resources in the APE are identified, the effects of the project on those resources are assessed. As described above, project effects on known historic resources and those potential resources determined to meet eligibility criteria for listing on the NR identified in this section may include both physical and contextual effects. Direct effects could include physical destruction, damage, or alteration of a historic resource. In addition, visual effects, such as changes in the appearance of a historic resource or in its setting—including introduction of incompatible visual, audible, or atmospheric elements to a resource’s setting—are considered.

D. EXISTING CONDITIONS

BACKGROUND HISTORY

The island of Manhattan lies within the Hudson Valley region and is considered to be part of the New England Upland Physiographic Province. The underlying geology is made up of gneiss and mica schist with heavy, intercalated beds of coarse grained, dolomitic marble, and thinner layers of serpentine. The land surface in the metropolitan area was carved, scraped, and eroded by advancing and retreating glaciers during three known glacial periods. The release of meltwater during the final glacial retreat, ca. 12,500 years ago, resulted in the rapid rise of sea levels; as a result, Manhattan is marked by low hills and surrounded by estuaries and tidal straits, the remains of the channels of the Hudson, East, and Harlem Rivers, which were inundated by rising sea levels.

Prior to landfilling along Lower Manhattan's shoreline, the majority of the project APE was upland near or adjacent to the East River, while portions would have been inundated or partly inundated by the East River. The former uplands along the shore near the southern tip of Manhattan may have accommodated Native American habitation sites. Researchers have noted that during the precontact era, water levels periodically rose and fell, allowing inhabitants to access formerly inundated areas. These "drowned shorelines" could have served as procurement areas for Native Americans and may have been used for temporary camps.

The Delaware (also called Lenape) Indians who occupied lower Manhattan at that time spoke a dialect now referred to as Munsee. They lived in villages consisting of multiple longhouses and practiced some farming, but subsisted mostly on food resources obtained by hunting, gathering, and fishing (Grumet 1995). The southern tip of Manhattan was called "Kapsee" by 17th century Native American inhabitants; this area was described as a ledge of rocks, likely in the vicinity of present-day Battery Park. A "fort or hill," known by the Native Americans as "Catiemuts," was located "near Pearl Street and Park Row," about eight blocks north of the APE. A landform known as "Ashibic," probably a narrow ridge or cliff bounded by marshland on the south, was located east of Beekman Street (east of the APEs).

With the arrival of the first Europeans in the early 1500s, and the introduction of European culture into the indigenous society, the way of life once maintained by the Native Americans was thoroughly and rapidly altered. European guns, glass beads, copper kettles, and alcohol soon became incorporated into the Native American economy, while European diseases brought about the demise of huge portions of the population.

Native Americans at first maintained the village sites they had established near water sources, and the two groups co-existed. As their trade with European settlers intensified, they became increasingly sedentary, and as the European population grew and required more land, the relationship between the two groups turned sour. Fierce wars broke out between the Dutch and the Native Americans. Being armed with far more guns than the natives, the Dutch quickly forced the Native Americans out of the region.

According to Grumet (1981), most of the Native Americans left lower Manhattan soon after the island was famously sold to the Dutch in 1626 in exchange for \$24 worth of trade goods. Those who remained in the area (and who managed to survive the violent conflicts with the Dutch that occurred throughout the mid-17th century, and the European diseases that ran rampant throughout the native population) had retreated from lower Manhattan before the end of the 18th century (Cantwell and Wall 2001).

In 1621, the States-General in the Netherlands chartered the Dutch West India Company (WIC) to consolidate Dutch activities in the Atlantic World. New Amsterdam was an ideal company town; a small, easily defensible outpost at the tip of Manhattan Island, situated at the confluence of the East and North (Hudson) Rivers, and with one of the finest harbors in all of North America. New Amsterdam functioned as the major center for commercial activity from Fort Orange in Albany on the upper Hudson River to the Delaware Bay in the south. Goods, furs, and tobacco were stored in the Company's *Pach Huys*, or warehouse—formerly located on the East River waterfront which was at that time along modern Pearl Street—while they awaited transfer to vessels bound for the Netherlands (Greenhouse Consultants 1984a; Dallal 2004).

In exchange for furs, entrepreneurs and government officials supplied Native Americans with a wide range of goods. These included not only conventional adornments such as finger rings, glass beads and wampum, but utilitarian objects such as axes, kettles, and cloth. Merchandise

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from around the world arrived in New Amsterdam destined for Europeans and Native Americans alike, including Italian and Dutch dishes, glass beads from Venice, combs and clay pipes from Amsterdam, and glassware from Germany.

In an era of speculation and opportunity, private traders converged on Manhattan after 1640, motivated by personal gain. They became dissatisfied with the WIC's administration and sought more reliable local protections. On February 2, 1653, New Amsterdam's municipal charter was officially proclaimed, establishing a city government similar in form and function to that of Amsterdam in Holland. This municipal framework remained unchanged throughout the 17th century. While the city proper remained confined to the tip of the island below modern Wall Street, the lands to the north were granted by the Dutch government as *bouweries* or farms. The farms in the area north of Maiden Lane and east of Broadway—two of the few major roads that were extant during the Dutch period—were granted in the 1640s.

After the English conquest of New Amsterdam in 1664, the colony was renamed New York. As the city's population grew, the need for land, especially waterfront property, grew as well. Land was reclaimed from the river, as wooden cribwork weighed down with dirt and debris allowed colonial New Yorkers to extend the shoreline out into the East River. The Dongan Charter of 1680 had the most profound effect upon the transformation of the waterfront. This charter permitted the city government to raise money by selling water lots, "or the right to build wharves and 'make land' out into the rivers between the low and high watermarks, a distance of 200 feet" (Cantwell and Wall 2001: 225). These lots would be sold in the same manner as lots composed of solid ground. The Montgomery Charter of 1731 extended the range to 400 feet, well beyond the low water mark. The new owners of these lots were charged not only with filling them in, but also with building wharves, piers, and/or bulkheads along the shore to prevent further erosion caused by the swift river currents (Historical Perspectives 2001b). The shoreline was originally located near modern Pearl Street, although the land was filled out to what has since become Water Street by the early 1700s, to Front Street by the end of the 18th century, and to South Street, where the shoreline exists today, by the early 19th century.

Under English rule, the city began to stretch northward as well. The Damen Farm, the Captain Thomas White estate, the Beekman family property, and other large landholdings in the project site vicinity, were subdivided and developed. By the 1730s, most of the streets within the study area had been laid out. By that time, the city extended almost as far north as modern City Hall Park, with farmland remaining to the north and west. The areas surrounding the project site streets are depicted as being completely developed on the Ratzer map, showing the city as it appeared in the late 1760s.

After the Revolutionary War ended in 1783, Americans developed new appetites for imports such as tea and porcelain. In the 1790s, merchants established networks for domestic and foreign trade in what is now the South Street Seaport Historic District. The area was a thriving market for fish, meat, game, books, farm implements, and goods from all over the world, and it played a pivotal role in the brief age of clipper ships. The opening of the Erie Canal in 1825, and the development of packet services to distant American and European ports, led to expanded reciprocal trade between local merchants and the rest of the country. As New York became the nation's dominant port, new commercial buildings, most often four- to five-story Greek Revival-style "counting houses," proliferated in the seaport area in the 1820s and 1830s, while residential uses moved slightly further north.

Because Lower Manhattan remained the hub of the city's economic activity, the area flourished as New York's economy surged throughout the late 18th and early 19th centuries. In the years

preceding the American Civil War, which began in 1861, “New York City handled two-thirds of America’s imports, and dominated exports and passenger trade” (Novek 1992:24).

As technological advances, including steam-powered boats, allowed the harsher Hudson River waterfront to be developed, much of the expanding port activity moved to the western shore line of Manhattan. New development was increasingly focused in the northwestern part of the study area, in the area along and surrounding Fulton Street, including what is now the Fulton-Nassau Historic District. Larger and more ostentatious commercial buildings were constructed alongside the older brick “counting houses,” as the area became the city’s commercial hub. Robert Fulton’s ferries began connecting Manhattan to Brooklyn from the eastern foot of Fulton Street in 1814. The opening of the New York Elevated Railroad in 1879, with a station at City Hall, and the completion of the Brooklyn Bridge in 1883 allowed large numbers of commuters to work in the area. In 1905, subway service was established in Lower Manhattan, with a stop at Fulton Street, making the area even more accessible.

Skyscrapers, some of the earliest in the nation, were constructed along Fulton, Nassau, and John Streets. Printers and lithographers, as well as diamond and jewelry manufacturers and wholesalers, represented a particularly strong presence in the commercial district in the late 19th and early 20th centuries. Several insurance companies also established their corporate headquarters in the area at the turn of the century. Numerous restaurants were also established in the area, catering to the increasing worker population in the area.

While commercial activity shifted farther uptown, to a large extent, during the first decades of the 20th century, the project site vicinity remained a bustling commercial area. The South Street Seaport area, having been superseded in maritime activity by the Hudson River piers, remained relatively inactive and saw little new development during the first half of the 20th century. In 1967, the South Street Seaport Museum was founded by a group of volunteers, and a year later, part of the area became one of the City’s first historic districts.

ARCHAEOLOGICAL RESOURCES

As described above, five Phase 1A archaeological documentary reports were prepared for this project by Historical Perspectives, Inc. These Phase 1A reports evaluate the archaeological potential of five geographically distinct archaeological APEs, which correspond to five separate elements of the proposed project.

A general summary of resource types that could be found in the archaeological APEs for the Proposed Project is given below, as well as a description of common types of ground disturbances that may have disturbed or compromised archaeological resources in the APEs. Finally, a summary of the archaeological sensitivity of the APEs, as concluded in the Phase 1A studies, is summarized below.

PREVIOUS ARCHAEOLOGICAL SITES AND SURVEYS IN APE VICINITY

A number of previous archaeological documentary and field surveys have been conducted in the immediate vicinity of the project APE. In 2003-2005, a Phase 1A study was completed for the **Fulton Street Transit Center**, including part of the project site (roughly located along Fulton Street from William Street to Broadway; William Street between Ann Street and John Street; and John Street south of William Street). This documentary study identified areas of archaeological sensitivity for historic infrastructure and street features, such as sidewalk vaults, historic sewers and water mains, and communal pumps and cisterns. Recent utility excavations

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conducted as part of this project revealed portions of a brick and stone foundation located at the intersection of Maiden Lane and Broadway, roughly two blocks west of the APE. It was determined that the eight- to nine-foot-deep foundation wall had been part of a street vault associated with a mid-19th century structure.

An archaeological study of **Schermerhorn Row** (NYCL; S/NR-Listed), located in the South Street Seaport Historic District, and immediately outside of the archaeological APEs, was conducted by Kardas and Larabee in 1991. This study examined multiple waterfront fill retaining structures, several episodes of which were evident on the block. These features allowed the archaeologists to compare construction of the earliest (17th to mid-18th century), intermediate (late 18th and early 19th century), and later (mid-19th century) landfill retaining structures and fill material.

In the 1980s, an archaeological study was undertaken at **175 Water Street** (Block 71), between Burling Slip and Water, Front, and Fletcher Streets, immediately adjacent to the Fulton Street Corridor Streetbeds archaeological APE. Soil Systems, Inc. concluded that the block had been filled between 1730 and 1766-7. Remnants of domestic shaft features, including privies, cisterns, drains, barrels, yard pits, and builders' trenches, were uncovered, containing roughly 310,000 artifacts. In addition, excavation of landfill retaining structures revealed the presence of a ca. 1720 merchant ship. The site yielded considerable information regarding both the development of the area and historic methods of constructing land.

In 2006, archaeological monitoring in the **Beekman Street Roadbed** between Water and Pearl Streets within the South Street Seaport Historic District showed that the top two feet of this corridor lack archaeological sensitivity due to previous ground disturbance caused by utility installation. Undisturbed deposits and/or features, yet to be interpreted, were recovered in some locations at roughly eight feet below ground surface.

The **Telco Block**, located to the west of Burling Slip between John, Front, Fulton, and Water Streets, was the subject of an archaeological study in 1982. The documentary study identified the earliest episode of landfilling on the block as dating to the 1730s. Excavation revealed fill and wharf features extending to 15 feet below grade; a level of red-brown sandy silt was found underlying the fill.

East of Titanic Memorial Park in the block bounded by Water, Front, Beekman, and Fulton Streets, the **209 Water Street** site was excavated in the late 1970s and revealed wood cribbing dating to the mid-18th century and the remnants of an 18th century ship, believed to have been intentionally sunk as part of the landfilling process. The ship, which appeared to extend eastward from the site, may lie in part beneath Water Street on the block north of Fulton Street.

The **Assay Site**, located several blocks south of Burling Slip on South Street between Gouverneur Lane and Old Slip, was excavated in the early 1980s. Documentary studies and soil testing in the area suggested that cultural levels extended to between 27 and 37 feet below ground surface. Fill and timber cribbing were observed in soil borings taken directly south of Gouverneur Lane. Beneath the cultural levels, coarse sand and sandy clay were believed to be remnants of a sterile river bottom.

75 Wall Street, located on Block 31, bounded by Pearl, Wall, and Water Streets, several blocks south of the project site, was studied in the late 1980s. Documentary analysis and subsequent field testing revealed middens, foundation remains, and shaft features relating to the mid-18th and early 19th century domestic and commercial occupation of the site. Rear yard features were

concentrated toward the middle of the block, while areas along the street fronts were largely disturbed by more recent building construction.

PRECONTACT ARCHAEOLOGICAL RESOURCE TYPES

Precontact sites rarely survive in an urban environment, largely because pre-contact deposits tend to be shallowly buried and are vulnerable to disturbance from historical land use and development. This is particularly true in Lower Manhattan, where intensive development has occurred for more than 300 years. Nevertheless, some precontact material has been recovered in recent years from archaeological investigations in Lower Manhattan. In 1980, during the excavation of Stone Street as part of the Stadt Huys block, aboriginal pottery and lithics were found in the lowest levels of the excavation. In densely developed areas such as Lower Manhattan, precontact resources tend to survive below-grade only if they existed in low-lying areas that were covered, and thereby protected, by fill relatively early stage in urban development.

HISTORIC-PERIOD ARCHAEOLOGICAL RESOURCE TYPES

- **Piers, Wharves, Urban Landfill, and Landfill Retaining Devices:** Prior to the construction of South Street, the waterfront in the vicinity was punctuated by numerous wharves, piers, and docks, which, as landfill progressed, were often incorporated into the made land. The project site could contain elements of these 18th- and 19th-century structures, as well as remains of the buildings associated with them. Through investigation of waterfront structures and landfill, and comparison of these features as they differ from context to context, insight may be gained into the development of the urban waterfront and the process of urbanization in general.

The wood superstructure of wharves and landfill retaining devices could be constructed in a number of different ways. In many cases, wood cribbing would be constructed, then sunk, and filled with fill material. Both primary documentary sources and previous archaeological investigations have shown that the deliberate sinking of ships represented another method of retaining fill. Wharves were most often constructed by sinking multiple wooden piles, filling the spaces between them, and constructing a wood platform atop them. Additional archaeological data on the construction of landfill retaining devices could provide insight on the chronological and geographical variations in construction techniques.

The fill material with which these devices were filled may also yield significant data, and may enable archaeologists to date the features. Archaeologists have theorized two broad categories of fill strata: primary fill and secondary fill. Primary fill, the first-deposited, and largest of the stratum, would be the landfill placed within the cribbing interstices. Few artifacts are to be expected in this stratum (aside from the support structure and clean fill itself, which are technically artifacts), because through time, decaying, artifact-rich garbage would compress unevenly, settle at varying rates, and cause instability. Although the activity is poorly documented, various references suggest that clean landfill material was generally obtained from regrading and construction projects in other parts of Manhattan. Secondary fill is utilized to cover the rough and rocky primary landfill, providing a working surface for construction. It contains less rock than primary landfill, and is where most of the artifacts recovered by excavations are found. This corresponds to recorded historical observations of the filling of waterlots by their owners.

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- **Infrastructure and Street Features:** Potential resources associated with municipal services, utilities, and infrastructure, typically found in current or former streetbeds and sidewalks, include historic sewer and water mains; historic hydrants; communal wells, pumps, and cisterns; historic street surfaces; and street or sidewalk vaults. Sidewalk vaults were frequently constructed in front of buildings, and extended partly beneath the sidewalk. They served as coal storage spaces and access to basements. Their construction would have disturbed any earlier features.

Prior to the introduction of Croton water in 1842, water was distributed in mains composed of hollowed-out logs. These were replaced with cast iron pipes and hydrants beginning in 1827. The Manhattan Company maintained numerous mains in Lower Manhattan during its existence from 1799 to 1842. The wooden mains were shallowly buried so that they could be tapped by firemen in the course of their duties, and were most recently encountered within four feet of the surface in Coenties Slip, south of the project site.

- **Domestic and Commercial Remains:** Historic-period archaeological resources are frequently preserved in domestic or commercial shaft features, such as wells, privies, cisterns, and cesspools. Prior to the creation of a municipal sewers and water supply, wells were hand-excavated to serve individual lots, multiple lots, or entire neighborhoods. Wells would be excavated at least as deep as the water table, and sometimes deeper, to access potable water. Cisterns were used to collect rain water, which could be used for purposes other than human consumption. Privies, the predecessors of modern toilets, generally consisted of hand-excavated shafts, sometimes lined with wood or masonry. The depth of privies varied widely depending on soil permeability and other factors. Most often, privies were located in rear yards, and sometimes drained into a communal cesspool. In a Broad Street field investigation, an *in situ* Contact Period feature was found in direct association with the Dutch West India storehouse (HPI March 2007: 12).

Municipal services reached Manhattan streets at different times, areas of wealth and high density being served first. In 1834, water pipes were present on Fulton Street, as illustrated in the Fireman's Guide of that year. The latter source shows hydrants mapped along John Street at Cliff, Gold, and William Streets. By the early 1840s, the Croton Water System was in the midst of construction, and every street in the APE had water pipes by 1842. Between 1846 and 1855, sewers had been installed throughout much of the area between the Battery and 60th Street. While privies and wells may have been abandoned as early as the 1830s or 1840s, archaeological and documentary evidence has shown that in many cases in Manhattan, wells, privies, and cisterns continued to be used long after municipal utilities were available (HPI 2007: 34).

RECORDED SUBSURFACE DISTURBANCE

Although many forms of subsurface disturbance have occurred within the APE, the most common forms of documented disturbance can be divided under the major headings listed below.

- **Utility installation:** Numerous recorded and unrecorded utility lines, including water, sewer, electrical, telephone, and gas, exist in the APEs. Depths of utilities vary according to both utility type and location. While some utilities tend to be relatively shallowly buried, others, such as sewer lines, are deeply buried. Water lines in the vicinity extend up to roughly five feet below grade, and electrical lines range from two to six feet below grade. Recent archaeological monitoring in Lower Manhattan (immediately south of the APEs) suggests that the top two to three feet below roadbeds in the area can be considered disturbed by utility installation. In some

areas, disturbance due to utility installation has been documented to greater depths. For example, new water mains and utilities have recently been installed in numerous Lower Manhattan streetbeds to depths of between five and six feet below grade as part of the Wall Street Area Water Main Project, ongoing since 1998. Furthermore, the post-September 11 Emergency Roadway Reconstruction Program, initiated in order to repair the damage to lower Manhattan streets, has resulted in extensive excavation, utility replacement, and street reconstruction, which has also disturbed some locations within the APE.

- **Building construction:** The construction of buildings with basements in the late 19th and 20th centuries would have disturbed any archaeological resources that may have existed in those locations. Historic records, such as Sanborn maps, indicate whether structures or former structures had basements. In some cases, the depths of previous basements can be found in documentary sources, such as New York City Department of Buildings files. Where basement depths are not known, they are generally assumed to have extended at least four or five feet below ground surface.
- **Subway construction:** Three subway lines run through the archaeological APE. The cut-and-cover construction methods used in their construction likely resulted in the destruction of any archaeological resources that may have existed in their footprints (HPI March 2007: 39).
- **Road Resurfacing and Road Reconstruction:** Resurfacing roads has occurred relatively recently in certain portions of the study area. Resurfacing involves milling and paving them, and tends to result in impacts extending to between 18” and 24” below grade. Road reconstruction, which has also occurred in certain portions of the study area, is a more invasive process, involving the extensive excavation, utility replacement, and street reconstruction noted above. This process may involve impacts extending roughly five to six feet below grade or more.

ARCHAEOLOGICAL SENSITIVITY CONCLUSIONS

The archaeological sensitivity conclusions for each of the project’s archaeological APEs, are summarized below. Areas and depths of archaeological sensitivity are also shown on Figure 2B-14.

Burling Slip

The Burling Slip APE was found to have no precontact-period sensitivity, but was found to have sensitivity for historic-period archaeological resources, including 18th and 19th century wharves, landfilling devices, and related features. One portion of the APE, a narrow corridor along the southern edge of the APE, was found to have been disturbed by the installation of a large (five foot by four foot) sewer line. The remaining extent of the APE is considered sensitive for historic-period resources below roughly two feet below ground surface.

DeLury Square

The DeLury Square APE was found to have no potential for precontact resources. Further, the APE is considered disturbed to depths of at least 10 feet below ground surface due to the construction of buildings with basements. The depths of the basements once located within the APE are known and vary between nine and 20 feet deep depending on location.

Titanic Memorial Park

The Titanic Memorial Park APE was found to have no sensitivity for precontact archaeological resources and to have been disturbed by late 19th and 20th century construction of buildings that

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contained basements that would have disturbed the soils to at least five feet below ground surface. At depths greater than five feet below ground surface, however, the APE was found to have sensitivity for historic-period resources, including 18th and 19th century domestic and commercial deposits, such as shaft features; as well as 18th century landfilling structures.

Pearl Street Playground

The Pearl Street Playground APE was found to have no precontact-period sensitivity above 18 feet below ground surface. However, potential historic-period archaeological resources—including domestic and commercial shaft features, historic infrastructure and street features, and historic wharves, bulkheads, and landfilling devices—could be present between three to five feet below ground surface, depending on the location.

- Within the existing Pearl Street Playground, construction of late 19th and 20th century buildings containing basements has resulted ground disturbance to at least five feet below ground surface. At depths greater than five feet below ground surface, the playground area is sensitive for mid-18th to mid-19th century domestic and commercial shaft features.
- Little Pearl Street within the Pearl Street Playground APE has been found to lack sensitivity up to three feet below ground surface due to recent utility construction in that area. At depths greater than three feet below ground surface, however, Little Pearl Street is sensitive for historic infrastructure and street features such as wood water mains, street cisterns, etc.
- Fulton Street, where it was once part of former Block 95 (now at the northwest corner of Fulton Street and Little Pearl Street), has been found to be disturbed to at least five feet below ground surface by the construction of late 19th and 20th century buildings containing basements. At depths greater than five feet below ground surface, this portion of Fulton Street is sensitive for mid-18th to mid-19th century domestic and commercial shaft features.
- Fulton Street, outside the area of former Block 95, has been found to lack sensitivity up to three feet below ground surface due to recent utility construction in that area. At depths greater than three feet below ground surface, however, Fulton Street is potentially sensitive for historic infrastructure and street features such as wood water mains, street cisterns, etc. At depths greater than three feet below ground surface, Fulton Street may also be sensitive for 18th century wharves and landfill retaining devices.
- The portion of Beekman Street at Pearl Street located within the Pearl Street Playground APE has been found to lack sensitivity up to three feet below ground surface due to recent utility construction. At depths greater than three feet below ground surface, this portion of Beekman Street is sensitive for mid-18th to mid-19th century domestic and commercial shaft features.

Corridor Streetbeds

Extensive ground disturbance was noted throughout the APE: the first three feet below ground surface throughout the APE was found to lack sensitivity due to extensive road work, utility construction, and development that has occurred over time. In some portions of the APE, the cut-and-cover construction of subway tunnels and/or stations would have eradicated all archaeological potential. Areas disturbed by subway construction essentially include Fulton Street between Church Street and William Street (excluding sidewalks, except at Broadway and Nassau Street intersections); Nassau Street between Maiden Lane and Spruce Street (excluding sidewalks); and William Street between Maiden Lane and Beekman Street (excluding sidewalks).

While most of the APE was found to lack pre-contact sensitivity, two discrete locations in the APE were considered to have sensitivity for pre-contact resources:

- At the intersection of Pearl and Fulton Streets, deeper than seven feet below ground surface;
- At the intersection of Gold and Beekman Streets, deeper than five and a half feet below ground surface.

The APE was also found to possess historic-period archaeological sensitivity for a variety of resource types, including historic wharves and landfilling devices; domestic shaft features; infrastructure features (wood water pipes, street cisterns, etc.); and structural features (sidewalk vaults, building footprints, etc.). Depths and types of historic-period archaeological sensitivity in the APE were found to vary substantially by location. Locations with historic-period sensitivity are described in detail in the *Street Improvements Phase 1A*. In summary, however, excluding areas disturbed through subway construction (described above) the APE is sensitive for historic-period resources at depths below three feet below ground surface except in the following locations: (1) the streetbeds (excluding sidewalks) along John Street between William and Pearl Streets, where sensitivity begins deeper than five feet below ground surface; and (2) Fulton Street between Pearl and Gold Streets (east sidewalks only) and Gold Street between Fulton and Beekman Streets (south sidewalks only), where sensitivity begins deeper than 10 feet below ground surface.

ARCHITECTURAL RESOURCES

Tables 2B-1 and 2B-2 identify the previously identified and project-identified architectural resources within the project site and elsewhere in the APE. The locations of previously identified architectural resources in the project site and APE are illustrated on Figure 2B-2. The locations of architectural resources in the project site and APE that were identified as part of this project are illustrated on Figure 2B-3. Photographs of each of the project-identified architectural resources are provided on Figure 2B-4 through Figure 2B-8.

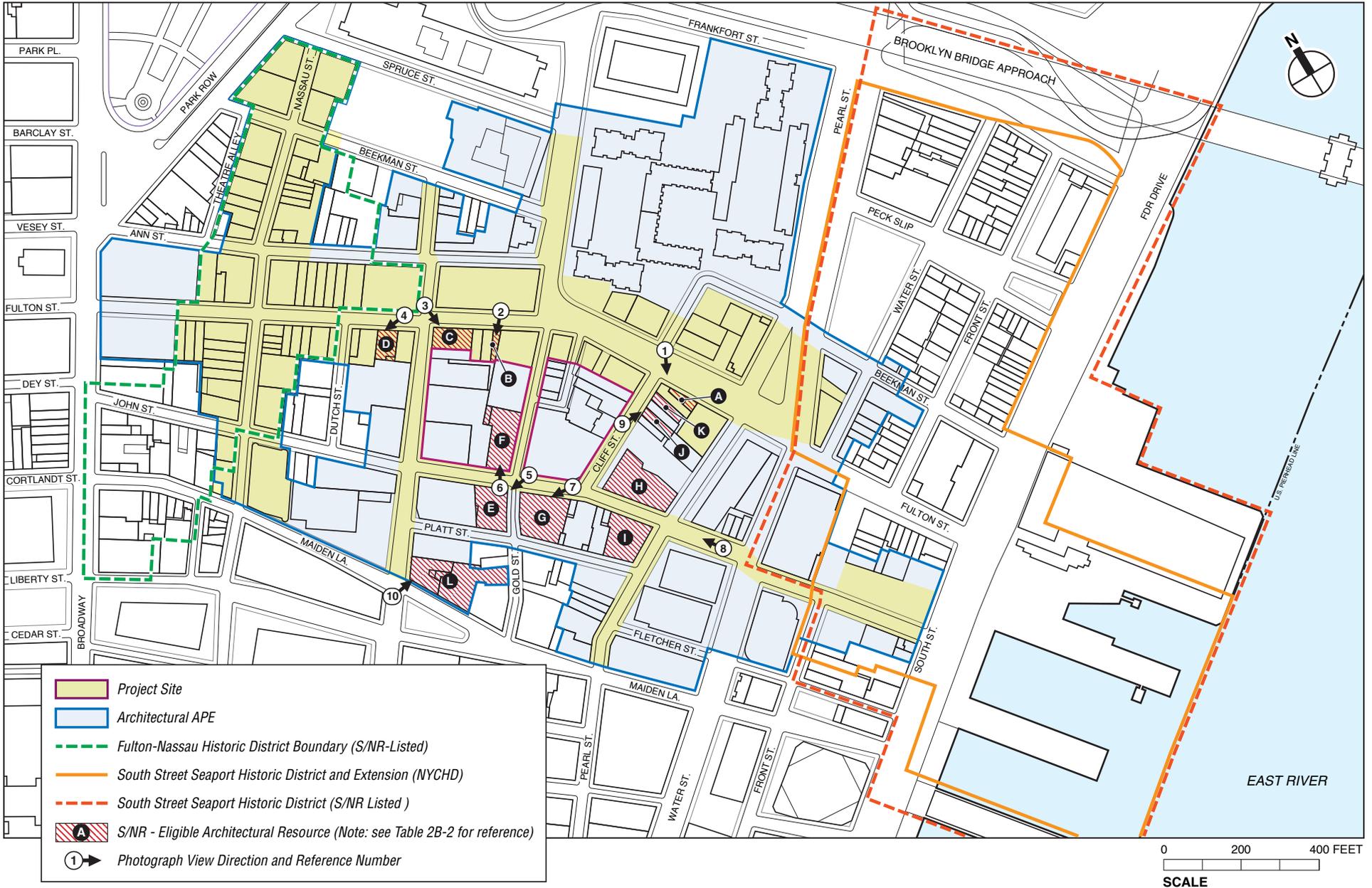
PROJECT SITE

Previously Identified Architectural Resources

The project site includes portions of the Fulton-Nassau Historic District and the South Street Seaport Historic District as well as individual resources that have been listed on or determined eligible for the S/NR and/or designated NYCLs.

Fulton-Nassau Historic District (S/NR-listed)

A portion of the project site lies within the boundaries of the Fulton-Nassau Historic District (see Figure 2B-2, Resource 1). The Historic District—which is roughly bounded by Spruce Street, Liberty Street, William Street, and Broadway—contains a large concentration of low- and mid-rise structures. The area is characterized by an irregular street pattern and wide variety of architectural styles, including brick Greek Revival-style counting houses and Italianate-style buildings constructed with stone or cast-iron facades. Other structures feature design elements in the Queen Anne, Romanesque Revival, Neo-Renaissance, Beaux-Arts, Neo-Tudor, and Art Deco styles. While brick was the most common construction material, brownstone facades are also featured and many buildings have limestone bases with brick above. The older buildings in the district, dating to the early to mid-19th century, are generally four to five stories, while the late-19th century structures in the historic district tend to be significantly taller, reflecting advancements in construction technology.



S/NR - Eligible Architectural Resources Identified by Project
2B-3



The row of three contiguous structures located at 46-50 Fulton Street was likely built in a single campaign during the second quarter of the 19th century. 46 Fulton Street (left) is four stories in height, while 48 and 50 Fulton Street contain five stories

1



The five-story three-bay brick structure at 90 Fulton Street may have been constructed during the second quarter of the 19th century

2

Project-Identified Historic Resources
Figure 2B-4



3 The Fidelity Building at 96 Fulton Street (a.k.a. 140 William Street) on the southeast corner of Fulton and William Streets, is a seven-story brick and stone building designed in the Neo-Georgian style. The structure has a masonry temple front featuring a pediment supported by ionic columns and pilasters



4 The Fulton Chambers Building, (102-104 Fulton Street), the seven-story, eight-bay structure with cast-iron façade, pictured in the center of the photograph, was built ca. 1895



5 Originally called the Insurance Centre Building, this 23-story structure at 80 John Street was built in 1926, designed by Buchman & Kahn



6 85 John Street, located at the northwest corner of John and Gold Streets, was designed by Clinton & Russell for the National Board of Fire Underwriters, built in 1926



7
90-100 John Street, a 28-story building located on the east side of Gold Street between Platt and John Streets, was erected in 1930, designed by architects Springsteen & Goldhammer



8
Looking north on John Street from Water Street. 111 John Street, pictured on the right, is a 26-story building faced in dark-colored brick, designed by Buchman & Kahn (1928-1929). 114-120 John Street, the 33-story light-colored brick building pictured on the left, was erected in 1930, designed by Louis Allen Abramson



9

The four structures at 26-32 Cliff Street were probably built at the same time in the mid-19th century, though some of them have been extensively remodeled. The structures all originally shared a stone belt course, which survives on all but 26 Cliff Street (right). Of these buildings, 28 Cliff Street (center-right) and 32 Cliff Street (left) retain their original fenestration and brick dentilled cornices, and were determined S/NR - eligible



10

84 William Street, the 17-story building on the northeast corner of William Street and Maiden Lane was once the headquarters for the Royal Insurance Company. Designed by Howells & Stokes and completed in 1907, it is classical in style, with English Baroque elements

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Table 2B-1

Previously Identified Architectural Resources within Project Site and APE

Ref No	Resource Name	Location	NYCL	NYCL Eligible	S/NR-Listed	S/NR-Eligible
Project Site						
1	Fulton-Nassau Historic District	Roughly bounded by Broadway & Park Row; Nassau, Dutch and William Street; Ann & Spruce Streets; and Liberty Street.			X	
2*	Former New York Times Building	41 Park Row (147 Nassau Street)	X		X	
3*	Lamppost 77 (wall bracket lamp)	41 Park Row (147 Nassau Street)	X		X	
4*	American Tract Society Building	150 Nassau Street	X			
5*	Potter Building	38 Park Row (145 Nassau Street)	X		X	
6*	Temple Court Building & Annex	3-9 Beekman Street	X		X	
7*	Bennett Building	139 Fulton Street	X		X	
8*	Keuffel & Esser Store	127 Fulton Street	X		X	
9	Royal Baking Powder Company	100 Fulton Street (135-141 William Street)				X
10	Royal Insurance Company Building	150 William Street		X		X
11	South Street Seaport Historic District & South Street Seaport Historic District Extension	Roughly bounded by Maiden Lane, Pearl, and Dover Streets and the East River.	X			
12	South Street Seaport Historic District	Roughly bounded by Fletcher, Alley, Pearl, and Dover Streets and the East River.			X	
APE						
13	Fulton Street IRT Station	Underground at Fulton Street and Broadway	X			X
14	Former Excelsior Power Company	33-43 Gold Street		X		X
15	Lamppost 93	33-43 Gold Street (wall bracket lamp)	X			
16	Insurance Company of North America	99-101 John Street			X	
17	211 Pearl Street Building	211 Pearl Street				X
18	213 Pearl Street Building	213 Pearl Street				X
19**	Schermerhorn Row Block	2-18 Fulton Street; 189-195 Front Street; 159-171 John Street; 91-92 South Street	X		X	
20**	Hickson W. Field Store	170-176 John Street	X		X	
<p>Notes: *Located within the Fulton-Nassau Historic District (S/NR-listed) **Located within the South Street Seaport Historic District and Extension (NYCL) and the South Street Seaport Historic District (S/NR-listed) Refer to Figure 2B-2.</p>						

Table 2B-2

Project-Identified Architectural Resources within Project Site and APE

Ref No	Resource Name	Location
Project Site		
A	46-50 Fulton Street Buildings	46-50 Fulton Street
B	90 Fulton Street Building	90 Fulton Street
C	Fidelity Building	96 Fulton Street (140 William Street)
D	Fulton-Chambers Building	102-104 Fulton Street
APE		
E	80 John Street Building	80 John Street
F	National Board of Fire Underwriters Building	85 John Street
G	90-100 John Street Building (a.k.a. 20-24 Gold Street Building)	90-100 John Street, 20-24 Gold Street
H	111 John Street Building	111 John Street
I	114-120 John Street Building (a.k.a. 225-235 Pearl Street Building)	114-120 John Street, 225-235 Pearl Street
J	28 Cliff Street Building	28 Cliff Street
K	32 Cliff Street Building	32 Cliff Street
L	84 William Street Building	84 William Street
Notes: Refer to Figure 2B-3.		

Seven New York City Landmarks (including one lamppost) in the Fulton-Nassau Historic District are located in the APE.

Former New York Times Building (S/NR-listed, NYCL) (a.k.a. 41 Park Row; 147 Nassau Street)

Located at the north end of the project site on Nassau Street, the 16-story office building at 41 Park Row was erected for *The New York Times* in 1888–89 (see Figure 2B-2, Resource 2). It is one of the last survivors of Newspaper Row, the center of New York City newspaper publishing from the 1830s to 1920s. Designed by George B. Post in the Richardsonian Romanesque style, it has a gray Maine granite base with rusticated Indiana limestone blocks on the upper stories. It originally had a mansard roof with gable dormers, compound colonnettes, roll moldings, miniature balustrades, foliate reliefs, and gargoyles. In 1904, the *Times* relocated to Times Square. The former ground-floor offices were converted to retail use, the mansard roof was removed, and four new stories were added to the designs of Robert Maynicke in 1903–05. In 1951, the building was acquired by Pace University; offices were converted to classrooms, and the base of the structure was altered.

Lamppost 77 (S/NR-listed, NYCL)

Lamppost 77, a wall bracket-type lamppost located on 147 Nassau Street, is an example of ornamental lampposts that were erected in Lower Manhattan in the early 20th century (see Figure 2B-2, Resource 3). By the late 1880s, the first ornamental lampposts were installed on Fifth Avenue, between Washington Square Park and 59th Street. Beginning around 1900, ornamental arc lampposts were designed, and the earliest of this form was the bishop's crook. Several variations of this style were produced, but the earliest incorporated a garland on the fluted shaft, a short ladder rest, and was made from a single iron casting up to the crook section.

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By 1913, wall bracket versions of the bishop's crook lamppost, like Lamppost 77, were developed for use on narrow streets and installed on building façades.

American Tract Society Building (S/NR-listed; NYCL) (150 Nassau Street)

Located on the east side of Nassau Street at Spruce Street, 150 Nassau Street was designed by R.H. Robertson, an architect known for his churches and institutional structures, and completed in 1895 (see Figure 2B-2, Resource 4). The richly textured building was a speculative venture for the American Tract Society, a publisher of religious literature. It is 20 stories tall and one of the earliest extant steel frame skyscrapers in the city. Its granite, brick and terra-cotta facades have Romanesque and Renaissance-inspired elements, including a picturesque roof tower. The building has been recently renovated for residential use.

Potter Building (S/NR-listed; NYCL) (38 Park Row, a.k.a. 145 Nassau Street)

Immediately south of the former New York Times Building is an 11-story Queen Anne/neo-Grec style building designed by Norris G. Starkweather and erected in 1882–86 (see Figure 2B-2, Resource 5). Commissioned by real estate investor and politician Orlando B. Potter after his previous building on the site burned, it featured the most advanced fireproofing available, such as rolled-iron beams, cast iron columns, brick walls, and tile arches for structural support, as well as brick, terra-cotta, and cast iron in the exterior load-bearing walls. Potter was so impressed by the extensive terra-cotta provided by the Boston Terra Cotta Company that he established his own firm—the New York Architectural Terra Cotta Company in Long Island City. The upper floors of the Potter Building were converted to apartments in 1979–81.

Temple Court Building and Annex (S/NR-listed; NYCL) (3-9 Beekman Street)

This resource consists of two connected structures, one nine stories and one 10 stories, located at 3-9 Beekman Street on the southeast corner at Nassau Street (see Figure 2B-2, Resource 6). The original Temple Court Building was commissioned by Eugene Kelly. It was designed by Silliman & Farnsworth and built in 1881–83. The Queen Anne, neo-Grec, and Renaissance Revival style building has a two-story granite base with red brick, tan Dorchester stone, and terra-cotta on the upper stories. It is considered to be the earliest surviving, and basically unaltered, fireproof New York City office building, erected before the era of the skyscraper. The Annex was designed by James Farnsworth and was constructed for Kelly in 1889–90. Clad in Irish limestone, it was designed in an arcaded Romanesque Revival style. The structure is located within the Fulton-Nassau Historic District (S/NR-listed).

Bennett Building (S/NR-listed; NYCL) (139 Fulton Street)

Located at the intersection of Fulton and Nassau Streets, the Bennett Building was originally constructed in 1872–73, but was enlarged to its present 10-story size in 1892–93 and 1894 (see Figure 2B-2, Resource 7). It has three fully designed 10-story cast iron façades that face Fulton, Nassau, and Ann Streets. It is believed to be the tallest cast iron building ever erected. It was commissioned as a real estate investment by James Gordon Bennett, Jr., publisher of the *New York Herald* newspaper. When originally erected, it was a seven-story French Second Empire structure, designed by Arthur D. Gilman. The original mansard roof was removed and four stories were added in 1892–93 in a design by James M. Farnsworth that replicated the original castings. In 1894, Farnsworth designed a 25-foot-wide section on Ann Street.

Keuffel & Esser Store (S/NR-listed; NYCL) (127 Fulton Street)

This narrow eight-story building stretches through the block to Ann Street (see Figure 2B-2, Resource 8). It was designed by De Lemos & Cordes and built in 1892-93 for Keuffel & Esser (K&E). The building housed both a salesroom and the general offices of the firm. Its striking Fulton Street façade is richly detailed with in the Renaissance Revival style. The two-story, cast iron storefront has the company name and representations of its products. In the buff brick and terra-cotta-clad mid-section there is a round-arched, recessed window. The upper section features a two-story, metal, bay window. K&E was the first American firm solely devoted to drawing and drafting materials. It played a significant role in technological development in the United States, both as a leading manufacturer of drafting equipment, surveying instruments, and related products and as the developer of continually advanced systems until the 1980s. This building, which remained in use by K&E for nearly seven decades, is one of the best preserved and most distinguished of the smaller late 19th-century office buildings in this area of Lower Manhattan.

Additional previously identified historic resources in the project site located outside of the Fulton-Nassau Historic District include the following:

Royal Baking Powder Company (100 Fulton Street; a.k.a.135-141 William Street)(S/NR-eligible)

The Royal Baking Powder Company Building at 100 Fulton Street is a 16-story brick- and stone-clad tower on the southwest corner of Fulton and William Streets (see Figure 2B-2, Resource 9). The lower two stories of the Neo-Renaissance-style building are clad in rusticated stone and are each surmounted with projecting cornices and egg-and-dart motifs. Doorways are emphasized with classical surrounds. Round-arch windows and floral medallions also decorate the lower stories.

The structure was built in 1903 by the Royal Baking Powder Company. Bruce Price was retained as the architect (*The New York Times*, February 15, 1903). Price was the designer of several other prominent buildings in Manhattan, having designed the 1902-1903 Bank of the Metropolis (NYCL) at 31 Union Square and contributing to the design of the 1901-1906 Knickerbocker Hotel (NYCL).

Royal Insurance Company Building (S/NR-eligible, NYCL-eligible) (150 William Street)

This full-block building at the northeast corner of Fulton and William Streets (see Figure 2B-2, Resource 10). The building is 20 stories tall, with multiple set-backs between the 10th and 20th story levels creating a tapered effect. The structure is faced in stone, and the first two stories have been dressed to approximate rusticated stone blocks. Large round-arch doorways are located along the ground floor. The Royal Insurance Company Building was constructed between 1925 and 1926 and designed by Starrett & Van Vleck. Since its construction, the building has been occupied by various insurance companies, financial organizations, attorneys, and similar institutions. The building is now occupied by the Strand Bookstore among other tenants. To the east, the building overlooks DeLury Square.

South Street Seaport Historic District & South Street Seaport District Extension (NYCL)

A portion of the project site lies within the boundaries of the South Street Seaport Historic District and Extension (see Figure 2B-2, Resource 11). The South Street Seaport Historic District and Extension—which is roughly bounded by Dover and Pearl Streets, Maiden Lane, and the East River—contain the largest concentration of early 19th century commercial

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buildings in New York. The historic district encompasses several individually-listed landmarks, including the Schermerhorn Row Block. The district also includes Greek Revival-style counting houses of the 1830s, most built with first stories of granite, with brick above. A few of the counting houses have stone fronts, such as the Hickson W. Field Store. By the second half of the 19th century, when the South Street area had lost its prominence in New York's commercial life, many buildings were converted for the wholesale Fulton Fish Market.

South Street Seaport Historic District (S/NR-Listed)

The boundaries of the S/NR-listed South Street Seaport Historic District differ somewhat from the boundaries of the NYCL-designated South Street Seaport Historic District and Extension (see Figure 2B-2, Resource 12). The S/NR-Listed Historic District is bounded roughly by Fletcher, Alley, Pearl, Dover, and the East River.

Architectural Resources in the Project Site Identified by this Project

Potential historic resources in the APE were identified by the LMEPF. While many of these resources later became part of the Fulton-Nassau Historic District, others in the APE that are not included in the district were identified as potential historic resources. These and other potential architectural resources surveyed by AKRF were included in an August 2007 submission to SHPO that provided photographs and brief descriptions of each potential resource. In a comment letter dated October 9, 2007 (see Appendix C), SHPO determined 12 of these resources eligible for listing in the S/NR, including 4 located within the Fulton Street Corridor project site (for a list of the resources that SHPO determined not eligible for S/NR-listing, see Appendix B). The following architectural resources in the project site were determined S/NR-eligible as part of the Proposed Project:

46-50 Fulton Street (S/NR-eligible)

The row of three contiguous structures located at 46-50 Fulton Street was likely built in a single campaign during the second quarter of the 19th century (see Figure 2B-3, Resource A; and Figure 2B-4, Photo 1). They are flat-roofed brick structures; each is three bays wide and has a shop front at ground-story level. The structures at 50 and 48 Fulton Street are five stories in height, while the structure at 46 Fulton Street is four stories in height. The windows throughout the structures contain six-over-six-light double-hung wood sash and have brownstone sills and lintels with incised rectangular patterning typical of the Greek Revival style. The upper story of 46 Fulton Street has been refenestrated with four continuous windows under a single lintel. Change in brick type at eaves level suggests a recent alteration to the upper portion of the row. Iron star and diamond-shaped tie rods are visible on the facades. A metal fire escape links 46 and 48 Fulton Street.

The New York Times reported that the building at 46 Fulton Street was sold in 1868 and later reports suggest that the building was used for both residential and commercial purposes. The structure at 48 Fulton Street was likely constructed at the same time and Valentine's *Manuals of the Corporation of the City of New York* dating to the 1860s show that William K. Edgerton, a school trustee and clerk, both lived and worked on the property at that time. Many books dating to the 1860s were published by Richard Brinkerhoff, who also ran a business from the building. In the early 1850s, a fishing tackle importer and manufacturer, J.B. Crook & Co., was located at 50 Fulton Street. Several decades later, Theodore Berenson sold magazines and books at the location, which was advertised in *Publisher's Weekly*. *The New York Times* reported that a fire damaged the building in 1891, at which time it was occupied by a cigar dealer, a tailor, a flavor extract maker, and a photographer.

90 Fulton Street (S/NR-eligible)

The five-story three-bay brick structure at 90 Fulton Street may have been constructed during the second quarter of the 19th century (see Figure 2B-3, Resource B; and Figure 2B-4, Photo 2). The building has a dentilled cornice of brick, and projecting window sills and molded lintels. A metal fire escape is appended across the two western bays of the building.

Although the date of the building's construction is not known, the structure does appear on an 1867 Dripps atlas. The style of the building, which suggests a late expression of the Greek Revival style, suggests a possible 1840s construction date. The building was occupied by a pen factory in 1894, but by 1913 was converted for use as a restaurant, a function that apparently continued to characterize the building through the present. Rolfe's Chop House occupied the building through the 1920s, 1930s, and 1940s. In 1930, *The New York Times* (September 27, 1930) reported a raid that 'netted small quantities of liquor' at 90 Fulton Street.

96 Fulton Street (a.k.a. 140 William Street; Fidelity Building) (S/NR-eligible)

The Fidelity Building at 96 Fulton Street, on the southeast corner of Fulton and William Streets, is a seven-story brick and stone building designed in the Neo-Georgian style (see Figure 2B-3, Resource C; and Figure 2B-5, Photo 3). The structure has a masonry temple front featuring a pediment supported by Ionic columns and pilasters. The roof has a low parapet wall and is surmounted by a bellcote with round-arched openings. The five-bay front façade and nine-bay side façade are characterized by windows containing eight-over-twelve-light double-hung wood sash, surmounted by brick lintels with pronounced stone keystones. Stone panels bearing garlands are positioned over the tops of the windows on the sixth story.

The Fidelity Building was built for the Fidelity and Deposit Company of Maryland in 1941-2. It was designed by Wilson C. Ely of the firm Ely & Ely (later Ely & Campbell). Ely described his approach to architecture as 'conservatively modern,' and designed primarily in Classical Revival styles. The president of the New Jersey chapter of the American Institute of Architects, and the designer of the city halls of Newark and East Orange, the *New York Times* (August 29, 1959) described Ely as "a leader among America's conservative architects."

102-104 Fulton Street (the Fulton Chambers Building) (S/NR-eligible)

The Fulton Chambers Building, built ca. 1895 is a seven-story eight-bay structure on the south side of Fulton Street between William and Dutch Streets (see Figure 2B-3, Resource D; and Figure 2B-5, Photo 4). The building has a cast-iron façade featuring pilasters, decorative panels between story levels, and dentilled cornices both at eaves level and between the third and fourth stories. The windows throughout the structure contain one-over-one-light double-hung sash. The ground story retains much of the original shop front, including narrow striated cast-iron pilasters and address plate surmounting the door.

The Fulton Chambers Building is immediately neighbored by the 15-story Downing Building, at 102-108 Fulton Street. The façade of the latter has now been altered beyond recognition. However, both once had a similar appearance, and were designed by James M. Farnsworth. The developer John Pettit used Farnsworth as his architect for such work as an addition to the Bennett Building (NYCL) at 139 Fulton Street, known as the tallest cast-iron building ever erected. In 1893, Pettit had Farnsworth design the Downing Building; two years later, the team began work on the Fulton Chambers Building. The two buildings were constructed with lightweight galvanized iron rather than cast iron facades (*The New York Times*, January 12, 2003). In 1907 *The New York Times* noted that several companies, all jewelry dealers and

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manufacturers, tenanted the building (March 17, 1907). The Downing Building and the Fulton Chambers building were owned in common until 1941, when the Fulton Chambers Building was sold by the Lansing Financial Corp. to the Northern Assurance Company (*The New York Times*, June 4, 1941).

AREA OF POTENTIAL EFFECT

Previously Identified Architectural Resources

The Architectural Resources APE contains eight previously identified architectural resources, including two that are also located within the South Street Seaport Historic District.

Fulton Street IRT Station (NYCL; S/NR-eligible)

The underground Interborough Rapid Transit Company (IRT) stations at City Hall, Fulton Street, and Wall Street are among several under- and above-ground stations built as part of Contract 1 of the IRT's first subway in Manhattan (see Figure 2B-2, Resource 13). This first section of the subway, which ran from City Hall to Grand Central Terminal and then ran west and along Broadway to the Bronx, was built between 1899 and 1904 under the direction of Chief Engineer William B. Parsons. The ornamentation of the stations, consisting primarily of white tile with light-colored brick and decorative mosaic sign panels and terra-cotta and faience plaques, was designed by Heins & La Farge. Located along Broadway between Maiden Lane and Fulton Street, the Fulton Street Station features ceramic tile plaques of Robert Fulton's steamboat the *Clermont*. While the station as a whole is currently being improved as part of the Fulton Street Transit Center project, its historic elements are being preserved.

33-43 Gold Street (Former Excelsior Power Company Building) (S/NR-eligible; NYCL-eligible)

The eight-story Excelsior Power Company Building is a brick structure designed in the Romanesque Revival style (see Figure 2B-2, Resource 14). The structure is characterized by large round-arch doorways and windows, rusticated stone detailing, and large panels of terra-cotta ornamentation. A large cast-iron sign bearing the words "Excelsior Power Company" is located above the doorway. The building was constructed in 1887-1890, designed by William Grinnell. In 1894, the building, which according to *The New York Times* was occupied by manufacturing jewelers and printers, was slightly damaged in a fire that caused a significant amount of damage to several buildings near Front Street. In the late 20th century, the firm Wechsler, Grasso & Menziuso were hired to renovate the former industrial building into residences. Lamppost 93, an individually designated wall bracket lamp, is affixed to the building.

Lamppost 93, Wall Bracket (NYCL)

Lamppost 93, a wall bracket style post, is attached to the exterior of the building at 33-43 Gold Street (see Figure 2B-2, Resource 15). By 1913, the narrow width of streets in Lower Manhattan led to the installation of bracket versions of lampposts on building facades. Lamppost 93 is such an example of a lamppost bracket mounted to a building due to the narrow width of Gold Street.

Insurance Company of North America Building (S/NR-Listed) (99-101 John Street)

This limestone building, located at 101 John Street was designed by Shreve, Lamb & Harmon (1932-33), architects of the Empire State Building (see Figure 2B-2, Resource 16). It was constructed as the New York headquarters for the Insurance Company of North America, America's first insurance company, founded in Philadelphia in 1792. It was the last of the pre-

World War II office buildings begun in Lower Manhattan. The building has virtually no ornament and often has been credited with introducing a new sense of Modernism to the design of commercial skyscrapers.

211 Pearl Street (S/NR-eligible)

The five-story rowhouse at 211 Pearl Street was originally constructed was constructed circa 1832 (see Figure 2B-2, Resource 17). William Colgate, founder of the Colgate-Palmolive Company, either built it or was one of several investors involved in its construction. Colgate originally used the building as a warehouse, and it is one of a few Greek Revival-style structures that survived the fire of 1835. It is three bays wide and capped with a slightly projecting brick frieze at the cornice. There are star-shaped tie rods on the façade. Windows have stone sills and lintels. The 211 Pearl Street building has been demolished except for the main façade fronting on Pearl Street, which was preserved, and will be incorporated into the new structure at 2 Gold Street.

213 Pearl Street (S/NR-eligible)

Constructed ca. 1830, this five-story brick building along with 211 Pearl Street (only the façade of 211 remains) are among the few Greek Revival structures that survived the fire of 1835 (see Figure 2B-2, Resource 18). The building at 213 Pearl Street is three-bays wide. Windows have stone sills and lintels and are one-over-one sash. At four-bays wide, it is larger than the adjacent building at 211 Pearl Street. Windows have stone sills and lintels. Four small eyebrow windows are located in the projecting brick frieze. The formerly adjacent 215 Pearl Street, an S/NR-eligible structure, was recently demolished.

The following individually-designated historic architectural resources in the study area are located within the South Street Seaport Historic District:

Schermerhorn Row Block (S/NR-listed, NYCL)

The Schermerhorn Row Block comprises 2-18 Fulton Street, 189-195 Front Street, 159-171 John Street, and 91-92 South Street (see Figure 2B-2, Resource 19). It is located within the South Street Seaport Historic District, described above. All of the buildings within this area were constructed between 1811 and 1849, as warehouses or counting houses for New York's rapidly expanding mercantile sector. The oldest buildings on the block are 191 and 193 Front Street, both probably erected ca. 1793 but redesigned in the 19th century. The principal developer on the block was Peter Schermerhorn, who was responsible for developing Schermerhorn Row, the four-story brick warehouses on Fulton Street and intersecting streets that were built in the Georgian-Federal style and were originally linked by distinctive sloping roofs with tall chimneys. Contemporaneous with the development of Schermerhorn Row was a group of six counting houses built on John Street, only one of which (165 John Street) survives. A.A. Low & Brothers' stone warehouse at 167-171 John Street (1849) represents the Greek Revival style buildings that began to appear in the 1830s throughout New York's business district. The brick warehouses located at the corner of Front and John Streets are simple, Greek Revival-style buildings constructed ca. 1835-36.

Hickson W. Field Store (S/NR-listed; NYCL) (170-176 John Street)

The Hickson W. Field Store, located on the South Side of Burling Slip, dates from 1840 and was expanded upward in 1981-82 by the firm of Buttrick, White & Burtis (see Figure 2B-2, Resource 20). The building is a rare surviving example of a Greek Revival warehouse with an all-granite front and a ground floor of post-and-lintel construction. The building type represents a form first

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introduced to New York in 1829 by Ithiel Town at his Tappan Store on Pearl Street (demolished). The Tappan Store became the model for the counting houses of the next decade, including the Hickson Field Store. At the time of its designation, the building housed the Baker, Carver & Morrell ship's chandlery. The structure is located within the South Street Seaport Historic District, described above.

Architectural Resources in the APE Identified by this Project

As described above, potential historic resources in the APE were identified by the LMEPF. While many of these resources later became part of the Fulton-Nassau Historic District, others in the APE that are not included in the district were identified as potential historic resources. These and other potential architectural resources surveyed by AKRF were included in an August 2007 submission to SHPO that provided photographs and brief descriptions of each potential resource. In a comment letter dated October 9, 2007, NYSHPO determined 12 of these resources eligible for listing in the S/NR, including 8 located within the Fulton Street Corridor APE (for a list of the resources that NYSHPO determined not eligible for S/NR-listing, see Appendix B). The following architectural resources in the APE were determined S/NR-eligible as part of this project:

80 John Street Building (S/NR-eligible)

Originally called the Insurance Centre Building, this 23-story structure was built in 1926 by the John-Gold Realty Company (see Figure 2B-3, Resource E; and Figure 2B-6, Photo 5). It was designed by Buchman & Kahn and features a brick and limestone façade with a marble entrance. It occupies the entire blockfront on the west side of Gold Street, between Platt and John Streets. The Travelers Insurance Company purchased the building in 1947. In 1956 the building was renovated; work included air conditioning, replacement of existing elevators with operator-less cabs, and modernization of the building's electrical system. The George A. Fuller Company was the general contractor for this work and Edward E. Ashley was the engineer. During the 1990s the building was converted to residential use.

National Board of Fire Underwriters Building (85 John Street) (S/NR-eligible)

Clinton & Russell designed 85 John Street at the northwest corner of John and Gold Streets as a fireproof structure for the National Board of Fire Underwriters in 1926 (see Figure 2B-3, Resource F; and Figure 2B-6, Photo 6). Granite and limestone were used on the first two stories of the 14-story building with a rough textured buff brick on the remaining stories. All fireproof materials were used, including metal sash and wired glass. The building was reported to have sprinklers throughout, from the cellar to the roof. The new building was the headquarters for the National Board and various fire insurance bodies in the city.

90-100 John Street (a.k.a. 20-24 Gold Street) (S/NR-eligible)

The 28-story building at 90-100 John Street, on the east side of Gold Street between Platt and John Streets, was erected in 1930 (see Figure 2B-3, Resource G; and Figure 2B-7, Photo 7). The building has numerous tiered setbacks creating a complex telescoping massing. While the lower three stories are faced in stone, the upper stories are faced in light-colored brick. Paired windows predominate across the building, and rectangular decorative panels are located between story levels on each bay.

The estimated cost of the building when constructed by the Pentaboro Realty Corporation in 1930, was \$2 million. The architects of the building, Springsteen & Goldhammer, were known

for designing low-rent cooperative apartment buildings in New York City, including the United Workers Cooperative Colony (1925-7) (NYCL) in the Bronx.

111 John Street Building (S/NR-eligible)

Designed by Buchman & Kahn (1928-1929) and built by Starrett Brothers, Inc., this 26-story building is located at 111 John Street between Cliff and Pearl Streets (see Figure 2B-3, Resource H; and Figure 2B-7, Photo 8). It features cliff-like setbacks that are a creative adaptation of the massing required under the 1916 zoning law. When completed in 1928, the building set a new record for steel construction. It took 6½ weeks to erect the steel work for the building, reportedly the fastest time ever made for such work. The Insurance Company of North America had offices in the building until 1933 when it moved to its new building at 99 John Street.

114-120 John Street (a.k.a. 225-235 Pearl Street) (S/NR-eligible)

The 33-story building at 114-120 John Street, on the west side of Pearl Street between Platt and John Streets, was erected in 1930 (see Figure 2B-3, Resource I; and Figure 2B-7, Photo 8). The first 22 stories of the building are of uniform massing, while the stories above that level have setbacks every two to three stories. The top story is decorated with simple chevron finials. While the lower three stories are faced in stone, the upper stories are faced in light-colored brick, and panels of metal and masonry detailing are found along the façade.

Louis Allen Abramson designed the office and commercial building for Julian Kovacs, president of the Platt Holding Corporation. Abramson was best known for designing hospitals and restaurants, and was also involved in designing restaurants for the 1939 World's Fair. Abramson also designed the Daughters of Jacob Geriatric Center in the Bronx, and the Long Island Jewish Hospital in New Hyde Park. His long career spanned from 1910 to 1973. On the eve of construction, the building's cost was estimated at \$1,900,000 (*The New York Times*, March 29, 1930). The builders for the project were Shroder & Kopel. The building boasted a marble and bronze arcade and twelve elevators (*The New York Times*, June 15, 1930).

28 Cliff Street (S/NR-eligible)

The structure at 28 Cliff Street, currently occupied at ground-floor level by Ryan Maguire's Ale House, is a three-bay four-story brick structure designed in what appears to be a late Greek Revival style (see Figure 2B-3, Resource J; and Figure 2B-8, Photo 9). The building has a stone belt course between first and second story levels, which continues onto the neighboring structure. The structure has a flat roof; the roofline is ornamented with a brick cornice, corbelled to suggest dentils. The windows throughout the structure, which are of progressively longer proportions on the second, third, and fourth story, respectively, have simple stone sills and lintels. They are occupied by wood double-hung-sash windows. The first story is characterized by a wood-paneled commercial front, containing two doorways and a large central window.

The exact date of construction of the building is unknown, but it may date to the 1840s. By 1871, the building was the location of two hardware and cutlery merchants, William Irving and Co. and Penniman and White, as well as a hardware house agent, C.H. Megruder. That year, *The New York Times* reported that the building was damaged in a fire. Throughout the late-19th and early-20th centuries, the building was occupied by the Abendroth & Root Manufacturing Company, who advertised their water supply pipes and boilers in the 1888 *Manual of American Water Works*. Throughout the remainder of the 20th century, a variety of businesses were located at 28 Cliff Street, including Arthur Stillwell & Co, a company which sold essential oils, in 1928 and Realty Buyers Reports, Inc. in 1962.

32 Cliff Street (S/NR-eligible)

32 Cliff Street is a four-story three-bay brick-faced building with a restaurant occupying the ground story (see Figure 2B-3, Resource K; and Figure 2B-8, Photo 9). The ground story is faced with stone; a rosette is located at the upper corners of the vertical stone piers at each end of the façade. A large window and doorway surmounted by an awning characterize the ground story. A projecting belt course, which matches the neighboring buildings at 30 and 28 Cliff Street, is located between first and second-story level. The structure has a flat roof; the roofline is ornamented with a brick cornice, corbelled to suggest dentils. The windows throughout the structure, which are of progressively longer proportions on the second, third, and fourth story, respectively, have no visible sills or lintels. The windows occupying the easternmost bay of the structure do not appear to contain window sash, while the other windows contain one-over-one-light double-hung-sash. A metal fire escape structure is located along the façade at second-, third-, and fourth-story levels.

Although the date of the building's construction is not known, the structure does appear on an 1867 Dripps atlas. The design of the building, which suggests a late expression of the Greek Revival style, suggests a possible 1840s construction date. *The New York Times* makes reference to the "Old Phelps Mansion" which was located at 32 Cliff Street in the early 20th century, but it is unclear if this is the same structure. *The New York Times* also notes that, like 30 Cliff Street, 32 Cliff Street was not sold between 1848 and 1929. In the early 20th century, directories and newspaper entries show that several metal merchants occupied the building. By mid-century, the neighborhood had become known as the Insurance district, and a variety of insurance agents operated from 32 Cliff Street. In 1950, the Peerless Casualty insurance company remodeled the building. In the last decades of the 20th century, several restaurants operated on the ground floor of the building.

84 William Street Building (S/NR-eligible)

This 17-story building on the northeast corner of William Street and Maiden Lane was once the headquarters for the Royal Insurance Company (see Figure 2B-3, Resource L; and Figure 2B-8, Photo 10). Designed by Howells & Stokes and completed in 1907, it is classical in style, with English Baroque elements. Where William Street meets Maiden Lane, the building has a rounded corner with the main entrance. Modern alterations have removed the first two stories of the building's original three-story rusticated white marble base, as well as the two-story entrance. Above the base, a nine-story red brick shaft with polychrome terra-cotta rises to a four-story capital topped by a balustrade.

E. THE FUTURE WITHOUT THE PROPOSED PROJECT

Many projects are in construction or planning along Fulton Street and in the immediate vicinity of the project site. While a number of projects involve conversion of former office buildings to residential use, major new construction is being undertaken with the Fulton Street Transit Center and a high-rise residential tower on a former parking lot site on Beekman Street.

In addition, emergency reconstruction of Fulton Street between Church and Water Streets and Nassau Street between Fulton and Spruce Streets commenced in August 2007. As part of that New York City Department of Transportation (NYCDOT) project which is being funded by the Federal Highway Administration (FHWA), new light poles would be installed in the APE within the Fulton-Nassau Historic District.

ARCHAEOLOGICAL RESOURCES

Within the bounds of the project site, reconstruction of Fulton Street is likely to affect any potential archaeological resources that may remain in the bed of Fulton Street. Without the Proposed Project, it is assumed that none of the excavation or construction associated with the Proposed Project would occur and archaeological resources in the project site, other than any in the bed of Fulton Street, will remain undisturbed.

HISTORIC RESOURCES

A number of historic resources may be affected by the projects already proposed or in construction. Reconstruction of Fulton Street (an independent City project) is ongoing. Furthermore, a NYCDOT project with FHWA funding would replace light poles within the APE, including the Fulton-Nassau Historic District.

The construction of the Fulton Street Transit Center will preserve and reuse the Corbin Building, an important historic resource on Broadway just south of the APE. Along Fulton Street the Keuffel & Esser Building is being converted to residential use. Its NYCL designation requires that all work on the building be approved by LPC.

It is possible that resources within the study area identified above as S/NR-eligible or NYCL-eligible may be listed on the Registers or designated as NYCLs, respectively, in the future.

Architectural resources that are listed on the National Register or that have been found eligible for listing are given a measure of protection from the effects of federally sponsored or assisted projects under Section 106 of the NHPA. Although preservation is not mandated, federal agencies must attempt to avoid adverse impacts on such resources through a notice, review, and consultation process. State and/or National Register-listed or eligible properties are similarly protected against impacts resulting from state-sponsored or state-assisted projects under SHPA. Private property owners using private funds can, however, alter or demolish their properties without such a review process. Privately-owned sites, such as the Keuffel & Esser Building, which are NYCLs, within NYCHDs, or pending designation, are protected under the NYCL Law, which requires LPC review and approval before any alteration or demolition can occur.

F. PROBABLE IMPACTS OF THE PROPOSED PROJECT

ARCHAEOLOGICAL RESOURCES

The following section summarizes the conclusions of the five Phase 1A archaeological documentary studies corresponding to the five archaeological APEs for this project. In a comment letter dated July 6, 2007, LPC concurred with the conclusions of the Phase 1A studies for Burling Slip (November 2006); DeLury Square (April 2007); Titanic Memorial Park (May 2007); and the Corridor Street Improvements (March 2007). In response to the separate submission of the Pearl Street Playground Phase 1A (August 2007) and the Gold Street Addition Addendum to the Corridor Street Improvements Phase 1A (August 2007), LPC issued a comment letter dated September 13, 2007, in which they deferred to SHPO on these reports. In a subsequent comment letter dated September 28, 2007, SHPO concurred with the conclusions of all five Phase 1A documentary studies completed for the project.

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BURLING SLIP

The Burling Slip APE is considered sensitive for historic-period resources below roughly two feet below ground surface (see Figure 2B-14). Project-related impacts are expected to extend between four and eight to ten feet below ground surface in portions of the APE. Where impacts are expected to exceed two feet in depth, historic-period archaeological resources could be impacted. An archaeological field testing program is being conducted in Burling Slip in coordination with LPC and SHPO.

DELURY SQUARE

The DeLury Square APE has no archaeological sensitivity above 10 feet below ground surface (see Figure 2B-14). The proposed project is expected to involve impacts of no more than four feet below grade across most of the APE, with the exception of the installation of a pump for a water feature, which would require excavation up to 10 feet below ground surface, could also occur. The pump would be installed in a portion of the APE that was previously disturbed to more than 12 feet below ground surface. Therefore, archaeological resources would not be impacted, and no further study would be necessary. If project plans change and excavation below 10 feet in depth is planned in locations sensitive for archaeological resources, an archaeological field testing program, to be designed in consultation with SHPO and LPC, would be required.

TITANIC MEMORIAL PARK

The Titanic Memorial Park APE was found to have sensitivity for historic-period resources deeper than five feet below ground surface (see Figure 2B-14). Because proposed project-related construction is not expected to have impacts deeper than four feet below ground surface, no impacts to archaeological resources in the Titanic Memorial Park APE are anticipated. However, if development plans change and impacts will extend more than five feet below grade, an archaeological field testing program, to be designed in consultation with SHPO and LPC, would be recommended.

PEARL STREET PLAYGROUND

The Pearl Street Playground APE was found sensitive for historic-period archaeological resources deeper than five feet below grade in the existing playground, and deeper than three feet below the ground surface of adjacent streets and sidewalks (see Figure 2B-14). Proposed Project-related construction is expected to have impacts up to four feet below ground surface within the existing Pearl Street Playground, and therefore, no archaeological impacts are expected in this area. The proposed depth of project-related construction in the street and sidewalk areas of the APE is not currently known. If impacts do not extend to archaeologically sensitive areas (three to five feet, depending on location, as described above) no archaeological impacts are anticipated. However, if impacts in the street and/or sidewalk areas will extend into sensitive areas, an archaeological field testing program, to be designed in consultation with SHPO and LPC, would be recommended.

CORRIDOR STREET IMPROVEMENTS

The depth of impacts anticipated in connection with Proposed Project-related construction in the Corridor Street Improvements APE, including curb improvements and the installation of sidewalk furniture, is not yet determined. If project-related construction will not occur to depths determined sensitive in those areas with archaeological potential (see Figure 2B-14), no impacts are expected and no further work is required. However, if construction would occur in areas and depths identified as sensitive, an archaeological field testing program, to be designed in coordination with SHPO and LPC, would be required.

**Table 2B-3
Archaeological Sensitivity Summary**

Location	Pre-contact Sensitivity	Historic-Period Sensitivity	Potential Impacts by Proposed Project
Burling Slip	None	Historic-period sensitivity deeper than 2' below ground surface (excluding narrow area along south edge of APE).	Where excavation exceeds 2' below ground surface, impacts are anticipated. An archaeological field testing program is required.
DeLury Square	None	Historic-period sensitivity deeper than 10-20' below ground surface.	No impacts anticipated if project impacts do not exceed 10' below ground surface in sensitive areas.
Titanic Memorial Park	None	Historic-period sensitivity deeper than 5' below ground surface throughout APE.	No impacts anticipated if project impacts do not exceed 5' below ground surface.
Pearl Street Playground	Remote possibility of pre-contact sensitivity deeper than 18' below ground surface.	Historic-period sensitivity deeper than 3' below ground surface in the following locations: Little Pearl St; Fulton St (outside former Block 95); Beekman St at Pearl St. Historic-period sensitivity deeper than 5' below ground surface in the following locations: Pearl St Playground; Fulton St (within former Block 95).	No impacts are expected if project impacts do not exceed 3' below ground surface in Little Pearl St and in Fulton St (outside former Block 95); and do not exceed 5' below ground surface in Pearl St Playground and in Fulton St (in former Block 95).
Corridor Streetbeds	Pre-contact sensitivity limited to 2 locations in APE: (1) Inter-section of Pearl and Fulton Sts (deeper than 7' below ground surface) and (2) Intersection of Gold and Beekman Sts (deeper than 5.5' below ground surface).	Historic-period sensitivity in areas not disturbed by subway construction and development. Depths of sensitivity begin at 3', 5', and 10' below ground surface, depending on location.	If excavation occurs in sensitive areas to depths identified as sensitive (3', 5', or 10' below ground surface, depending on location) impacts could occur. If this occurs, an archaeological field testing program would be required.

ARCHITECTURAL RESOURCES

In general, the Proposed Project has been designed to enhance the context of the wealth of historic architectural resources in the project site and study area. Potential impacts of the three elements of the Proposed Project—streetscape improvements, façade and storefront improvements and open space improvements—are described below.

STREETSCAPE IMPROVEMENTS

The proposed streetscape enhancements are designed to improve the visual appearance, accessibility and walkability of the project site and study area. They would potentially include new sidewalks and curbs, street furniture, street lighting fixtures, way finding signs, and

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plantings, as well as the removal of extraneous signage or other sidewalk obstructions on Nassau Street between Fulton Street and Maiden Lane, William Street between Maiden Lane and Beekman Street, Gold Street between Platt and Beekman Streets, Cliff Street between John and Fulton Streets, and Pearl Street between Maiden Lane and Fulton Street.

Within the boundaries of the South Street Seaport Historic District, LMDC and the City would make a final selection of street furniture and improvements, including light poles, in consultation with SHPO and LPC. The Proposed Project's new light poles would be limited to the area along Burling Slip, where four poles would be replaced. The consultation process is designed to avoid any potential adverse impacts to the historic district.

Streetscape improvements along Fulton Street between Gold and Pearl Streets (outside the Fulton-Nassau Historic District) would also improve the setting of both previously identified and project-identified historic resources. The Proposed Project would not install new light poles within the Fulton-Nassau Historic District.

Reconfiguration of the intersection of Fulton and Gold Streets to enhance DeLury Square would improve the setting of the Royal Insurance Company Building (S/NR-eligible, NYCL-eligible).

FAÇADE AND STOREFRONT IMPROVEMENTS

Grants would be provided to eligible property owners on Fulton Street between Broadway and Water Street and on Nassau Street between Spruce Street and Maiden Lane who apply for funds to restore building facades and improve commercial storefronts and interior space. While the grant program is voluntary, these grants would encourage and foster the restoration of historic buildings on these sections of Fulton and Nassau Streets. In addition they would foster improvements to non-historic buildings which would improve the context of the historic buildings.

The grants would be conditioned on compliance with Design Guidelines to ensure that the improvements would be in keeping with the historic character of the area. The Design Guidelines would be finalized following consultation with SHPO and would apply to façade restoration and storefront appearance with the goal of encouraging the use of unifying elements to promote a cohesive sense of place.

The Proposed Project would also provide technical assistance to property and business owners implementing individual projects. Specifically, the services of a historic preservationist provided by the program administrator to ensure that the designs enhance and protect (rather than detract from) the historic nature of the project site and study area. The improvements would be implemented by a group of qualified contractors procured by the administrator following HUD guidelines. Finally, an Incentives Review Panel will oversee grants. Tier 1 grants will be made directly by the program administrator. Tier 2 and 3 grants will be subject to Incentives Review Panel review.

The Design Guidelines and the incentives are intended to enhance historic resources. Further, alterations to any NYCL would require the review and approval of LPC. Overall, no significant adverse impacts to historic resources are expected from the incentives for the façade and storefront improvement program.

OPEN SPACE IMPROVEMENTS

Burling Slip

First, a new active use in Burling Slip would remove automobile parking on an asphalt-paved lot which currently detracts from this open space in the South Street Seaport Historic District. Second, this playground has been designed to reflect nautical and shipping themes in keeping with the character of this particular historic district. As stated by the Rockwell Group in their design brief, “Families lived downtown throughout the 19th century and there are photos of children playing amongst the carts and boxes along the wharves.”

The shape of the proposed playground is intended to resemble a ship floating in the slip (see Figures 1-8 and 1-9 in Chapter 1). To the west there would be a raised ramp with views to the tall ships in East River. It would encircle a sand pit area with pulleys and ropes, recalling the loading and unloading of cargo. Underneath the ramp is nautical rope netting for climbing. On the east end there would be an amphitheater featuring water play. The exterior profile of the amphitheater is designed to resemble the prow of a ship. The entrance to the playground would be in the middle of the “ship” and level with the cobblestone pavement that resembles the pavement found elsewhere in the South Street Seaport. The storage shed located on the north edge of the playground is designed to resemble a smokestack on a ship. Its upper deck would be accessible and would provide views to the East River and the City. A whispering fence would delineate the north edge of the play area. Its funnel tubes are intended to illustrate shipboard communication. Other elements typical of the Seaport include wooden platform benches to match those on Fulton Street, capstan seating, lampposts in keeping with the district, the wooden barrels for waste receptacles, cast iron (type E) water drinking fixtures, and hand pumps for water play. Surrounding the play area there would be cobblestone paving.

The specific design for the playground was approved by LPC in a hearing on February 13, 2007. The LPC-approved design includes adjustments to the design made in response to comments from SHPO (letter dated December 21, 2006). To delineate the rectilinear form of the slip, a pair of benches was placed at right angles to each other in each corner to delineate the slip. Bollards along the south and east edges as well as the edge of the landscaping on the north are straight lines. The number of trees was reduced from 12 to nine by eliminating the three trees at the southwest corner of the slip. While DPR generally requires trees for shading in areas where parents are likely to sit with their children at play, DPR believed that at this location the tall buildings to the southwest would provide sufficient shade. DPR also believes that the trees at the northwest corner of the slip mediate and provide a transition between the small scale buildings of the Seaport and One Seaport Plaza, a very large-scale modern building. Trees proposed for the northeast corner of the slip would provide a visual buffer for the service lot to the north, and trees on the southeast corner are needed to shade seating areas. While keeping bright colors inside the playground, black and the muted, deep red typical to the Seaport was selected for the bollards. The deep red was also selected for the curving bench under the prow of the amphitheater and for the wind pipes that create the whispering fence. The capstan seating would be black.

Overall, considering the incorporation of shipping and nautical themes in the design and the appropriateness of the design to its location as well as its use, the Burling Slip playground would have a beneficial impact on the adjacent historic resources in the South Street Seaport.

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Titanic Memorial Park

The 3,500-square-foot open space where Titanic Memorial Park is located would be refurbished to become an improved gateway to the South Street Seaport. Proposed improvements to seating and landscaping are intended to create a more attractive community gathering space. The design would also consolidate planting and seating areas to achieve a more efficient and functional layout. A water feature is being contemplated to evoke the shoreline location prior to development of this part of the city, which runs across this open space (see Figure 1-11 in Chapter 1). Water could flow along the rill, meandering through boulders, creating a water play area for children. Granite benches could be provided along the rill as seating for onlookers. The lighthouse structure is expected to be retained in the memorial area at Fulton Street, and groups of boulders with pockets of plantings could be used to provide seating. On the north end of the open space, the contemplated design could provide a seating area with plantings and paths focused toward the historic South Street Seaport buildings across Water Street. The transition from the “water” to “upland” areas of this open space could also be marked by a change in paving pattern, with a wavelike pattern near Fulton Street. Considering the unique features of this open space, which recall the shoreline as early settlers found it, the proposed refurbishment of this open space would not have a significant adverse impact on the adjacent historic resources in the South Street Seaport.

DeLury Square

John DeLury Plaza, a small paved plaza and a small lawn located at the intersection of Fulton Street and Gold Street, would be joined by the elimination of a traffic lane to create a unified public space. The existing plaza and pavement of the street would be removed, while maintaining, to the extent possible, the existing mature trees on the site. The contemplated design includes a new water feature to provide visual interest while helping to mask traffic noise; new plantings, arranged to provide a lush, green open space without blocking visibility; seating to accommodate visitors, and a fence with gates at the walkway entrances to the open space (see Figure 1-6 in Chapter 1).

The design of this open space would create a more attractive setting for the nearby historic resources, including the Royal Insurance Company Building (S/NR-eligible, NYCL-eligible) as well as the potential resources at 64-68 Fulton Street and 82-88 Fulton Street.

Pearl Street Playground

Since this playground is located adjacent to and facing modern buildings on Fulton Street and is separated from the South Street Seaport by the wide and heavily trafficked Pearl Street, improvements to the playground would enhance the project site and study area but would not directly affect historic resources.

CONCLUSION AND SECTION 106 DETERMINATION

In conformance with NEPA and SEQRA, LMDC has fully considered the Proposed Project’s potential impacts on historic resources, and no significant adverse environmental impacts on historic resources are expected. On the contrary, the Proposed Project is expected to have a positive impact on historic resources.

LMDC has also complied with the requirements of Section 106 through an assessment of historic resources within the project site, consideration of effects on those historic resources, and

consultation with SHPO and the City (through LPC). The Section 106 process and environmental review (conducted pursuant to NEPA and SEQRA, as well as other applicable laws and regulations) have been fully coordinated.

LMDC has provided opportunities for early public participation through an early notice, published in a newspaper of general circulation and distributed to approximately 100 potentially interested persons. The City has also conducted public outreach through a series of meetings with potential stakeholders. LMDC will publish and distribute a notice of its findings when the environmental review is complete.

Through this coordinated review process, LMDC has determined pursuant to Section 106 that the Proposed Project would generally not have adverse effects on historic resources, including archeological or architectural resources. However, because the effects on some historic resources cannot be fully determined prior to the design and implementation of certain improvements and excavation of certain areas with potential for archeological resources, LMDC will prepare a Programmatic Agreement with SHPO. A draft of this agreement is attached to this environmental assessment as Appendix C. It is expected that compliance with provisions of the Programmatic Agreement will avoid any adverse effects. Any adverse effects that are identified as the project is implemented will be minimized or mitigated to the maximum extent possible and are not expected to be significant. *