Recommendations of the
West Side Waterfront Panel

November 1, 1990

# A VISION FOR THE HUDSON RIVER WATERFRONT PARK

A Report to
Governor Mario M. Cuomo &
Mayor David N. Dinkins

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West Side Waterfront Panel


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WSWP

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November 1, 1990

Governor Mario M. Cuomo
New York State Executive Chamber
State Capitol
Albany, NY 12224

Mayor David N. Dinkins
City Hall
New York, NY 10007

Dear Governor Cuomo and Mayor Dinkins:

On behalf of the West Side Waterfront Panel, I am pleased to present our recommendations for a renewed Hudson River waterfront.

This report, "A Vision for the Hudson River Waterfront Park" represents more than two years of work and responds to the May 25, 1988 Memorandum of Understanding between Governor Cuomo and Mayor Koch that established the West Side Waterfront Panel and charged it with developing a plan for the design and financing of a waterfront esplanade, as well as with making land use recommendations for the right-of-way on Manhattan's West Side.

The other Panel members and I believe this report meets that mandate. We are proposing the creation of a new Hudson River Waterfront Park that will include an esplanade, continuous bicycle and pedestrian paths, protected open water areas and 13 public piers. Our plan provides for a balanced mix of revitalized waterfront activities. Together, these will help enliven the neighboring communities along a four-mile stretch of Manhattan's West Side and will provide a major new recreational resource for all the residents of the City and the State.

Hundreds of people contributed to the planning process by regularly attending our public meetings and by offering ideas and opinions during our many discussions with community boards, civic groups and the Panel's advisory committees. More than 70

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individuals and organizations commented on the draft recommendations we presented in September. This final report incorporates many of their comments and suggestions regarding the proposed character, design and financing options for the park. While there is need for further discussion about specific elements of the waterfront plan, support for the creation of a Hudson River Waterfront Park has been extraordinary. After years of debate, there is consensus on the West Side of Manhattan.

Today there is hope --- and a plan --- but only that. More work remains to be done. We urge you to establish a successor to the West Side Waterfront Panel to continue detailed design work and to implement the plans laid out in this report for the construction of the Hudson River Waterfront Park.

The leadership you both have given to the Panel has been essential to our vision of a waterfront park. Your early commitment of public funding, through the Environmental Quality Bond Act and matching New York City Capital Funds, provides the promise of an esplanade, public piers, and recreation areas that will be a legacy New York residents and visitors will enjoy for generations to come.

Creation of the Hudson River Waterfront Park is an investment in New York that will improve the quality of life, enhance the environment, boost tourism, and stimulate the economy. In spite of the economic challenges that lie ahead, it is an investment we cannot afford to defer. Delay will cause irretrievable deterioration to New York's historic riverfront. We urge you to act immediately to begin to create the Hudson River waterfront this region deserves.

Sincerely,

Michael J. Del Giudice
Chairman

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## SUMMARY

## A VISION OF THE WATERFRONT

Imagine the future West Side waterfront. It is swirling with activity: picnickers dining on the lawn; youngsters flying kites; cyclists and joggers passing north and south; tugboats docking barges; tourists boarding excursion boats; small boat sailors hoisting sail; families fishing off the edge of a pier.

A flotilla of small craft and large ships gathers near the Battery; spectators line the piers from Tribeca to Clinton as a parade of sail heads up the Hudson, and fireboats spray plumes of water in celebration of the annual Hudson River Waterfront Festival.

The Hudson River Waterfront Park, the largest and most important new open space created in New York City in the last half century, is the centerpiece of this renewed waterfront. It stretches like a band of green along the water's edge between Battery Park City and 59th Street, reaches out onto 13 public recreation piers, and connects a medley of uses and experiences. Including the river areas between the piers, it encompasses approximately 270 acres.

Active places along the waterfront -- an ecological research station, a community sailing facility, ferry terminals, historic exhibits, marinas, shops, restaurants, tour boats, and limited commercial and residential uses -- add variety and life, making this one of the world's most accessible and vibrant urban shorelines.

*An open, grassy area should be the centerpiece of each neighborhood's park.*

This vision of the Hudson River waterfront reflects the recommendations presented by the West Side Waterfront Panel. The Panel has established a framework for rebuilding the waterfront. Its goal has been to lay broad plans and set guidelines for the creation and financing of a major waterfront park, and to encourage uses along the waterfront that will complement

*Adventuresome New Yorkers find their way to the water's edge despite the decaying condition of existing piers.*

the park by bringing life, energy and security to the water's edge.

Specific designs and preferred development options will be determined over time. Using the Panel's proposals as a starting point, however, it is possible to imagine what the Hudson River waterfront might look like early in the 21st Century.

In place of today's parking lots and decaying piers, visitors to Manhattan's Hudson River shoreline will discover a rich and varied waterfront park, reached easily by frequent at-grade pedestrian crossings. Spanning more than four miles from Chambers Street to 59th Street, the park will be a place for all ages and many interests. Cyclists will be able to travel the length of the waterfront on a bicycle path that extends south to the Battery. A pedestrian path near the eastern edge of the park, as well as a broad walkway at the water's edge, will encourage strolling and the peaceful enjoyment of superb views: the Statue of Liberty to the south; the Palisades to the north; sailboats, cruise ships, and most important, the Hudson itself, the magnificent river that connects the Adirondack Mountains to the Atlantic Ocean. Ultimately, the park will become the southern anchor of the proposed Hudson River Greenway that will extend north to Albany and beyond.

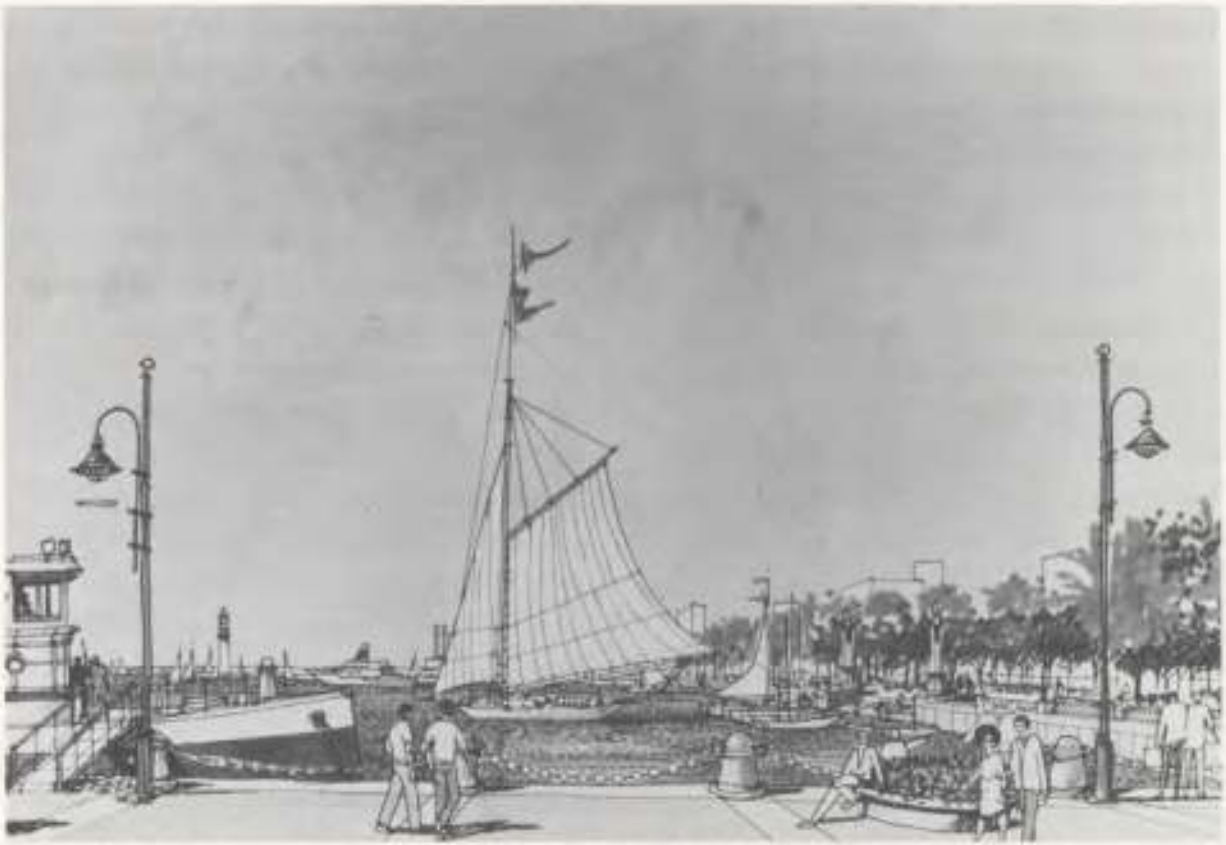
Large green lawns will provide space for running and playing or for sitting and sunning. There will be a jogging path, basketball courts and children's playgrounds, places to display large-scale sculpture and historical artifacts, formal planting areas and community gardens, plazas where people can meet, and quiet places to be alone.

A cove of open water in each community, framed by public piers, will provide opportuni-

ties for people to walk out to the very edge of the river channel and look back at the city from a new perspective. The piers will vary in size and character. Some will be largely open with benches where people can sit and watch the passing river traffic, cast a fishing line, and observe the marine environment; others may provide dock space for historic and educational vessels or serve as launching areas for canoes and row boats. Small pleasure craft might anchor temporarily in open water between piers, and floating docks adjacent to some piers will provide a place for people to get down to the water and for visiting boaters to tie their dinghies and go ashore.

A variety of active uses -- from water taxis and dinner cruise boats to marinas, ferries and small package freight operations -- will give vitality to working maritime piers. Water-dependent commercial and municipal uses, such as fireboats and sanitation barge operations, will continue to provide essential services and preserve the character of the Hudson River shore as a working urban waterfront.

The esplanade, with its open green space and continuous bicycle and pedestrian paths, will be the link that unifies these diverse activities and makes this a unique waterfront district, serving the millions of residents, workers and visitors who come to the Hudson River shoreline. The park will be a resource for the entire city, state and region; at the same time, it will reflect and enhance the character of each of the neighborhoods through which it passes.



*The revitalized public open piers could provide dock space for historic ships.*

The change will be gradual. Precise designs will be worked out over time; financial projections will be tested by economic realities, and it will take time to find relocation sites for the tow pounds, parking lots and warehouses

that block access to the river today. Each year will bring new activities and events, added facilities, new opportunities to get out into the river, and a greater use by nearby residents and visitors. And so it should be. The Hudson River waterfront is part of a dynamic, ever-evolving city.

The present moment offers the irretrievable opportunity to begin to create the waterfront New York deserves. Like Central Park or the Bronx Zoo, the Hudson River Waterfront Park will become a symbol of New York, a legacy New York's residents and visitors will enjoy for generations to come.

## BACKGROUND

The West Side Waterfront Panel's recommendations are a milestone in the effort to revitalize Manhattan's Hudson River waterfront. They represent a consensus, reached after years of debate, that this waterfront should be open, accessible and dedicated primarily to public recreation and maritime activity.

The process of change on the West Side waterfront began decades ago. Initially, the changes were negative, as Manhattan's once-thriving maritime industry declined and eventually disappeared. In the 1960s, improvements in shipping technology made the West Side piers obsolete for maritime cargo operations. Wide expanses of upland space were required to accommodate the large trucks needed for containerized freight, and working port functions shifted primarily to New Jersey. Two dozen West Side pier structures, some only recently completed, were abandoned. Many were left to decay. The demise of the great transatlantic passenger ships soon followed, victims of the success of jet travel. Cruise ships still dock at the passenger ship piers, but only in the summer months. Thus, the piers are active with maritime operations only about 60 days a year.

By the early 1970s, the 40-year-old Miller Highway, the elevated roadway that ran beside the piers along West Street and Twelfth Avenue, had begun to deteriorate severely. It was clear it would need to be replaced. Thereupon began a divisive 15 year debate and legal battle over the future of the waterfront, the type of roadway that was needed, and the effects that large scale new development might have on the aquatic environment of the Hudson River and adjacent communities. The plan to build Westway, an interstate highway and park on landfill in the Hudson, was withdrawn in 1985.

The year 1986 became a turning point with a new effort to plan both a replacement highway and a renewed waterfront on the West Side. To accomplish this, the Governor of New York State and the Mayor of New York City appointed a task force of government, business, labor and civic leaders, and directed it to make recommendations for reconstruction of the road and to establish guidelines for the future development of the waterfront.

In its final report (January 8, 1987) the West Side Task Force recommended that the roadway be a modest six-lane boulevard, "subject to further detailed examination, based on additional traffic, engineering, cost, air quality and other environmental analyses." It also endorsed a plan for "a broad public esplanade containing a continuous walkway, a bicycle path, and other active and passive uses coordinated to draw people to the waterfront."

The Task Force recommended the reten-

tion of selected piers for public recreation, the creation of protected water areas, and the consideration of new urban development, including housing, parkland and mixed use. It agreed to take no position on the use of landfill or platforming, and suggested a range of development scenarios, including a high development option.

Subsequently the New York State Department of Transportation established the Route 9A Reconstruction Project to plan and build the highway and the bikeway/walkway, based on the concepts developed by the West Side Task Force.

In 1988, the Governor and the Mayor created the West Side Waterfront Panel to develop design guidelines and propose a financing mechanism for a Hudson River esplanade, to make land use recommendations for the piers and waterfront area and to coordinate its work with the planning effort for the reconstruction of Route 9A. The Panel's seven members include government officials, business leaders and members of the public appointed by the Governor (three), the Mayor (three) and the Manhattan Borough President (one).

The Panel's proposals adhere to the spirit of the Task Force recommendations and, in key respects, substantially advance them. For example, the Panel extended the waterfront park from 42nd Street (the Task Force's northern boundary) to 59th Street, thereby including the Clinton waterfront, and it recommended the restoration and preservation of 13 public piers. The Panel also barred new landfill and platform development, and set limits on new development that are substantially more restrictive than the Task Force's high development options.

*A portion of the open waterfront in Tribeca.*

The Panel and the Route 9A Project have

closely coordinated their work. Panel members received monthly briefings, while staff members worked together on a daily basis. Data gathered for the Route 9A environmental and engineering studies were particularly useful. Further joint meetings and discussions were held in relation to a variety of issues such as design and landscape character; pedestrian, vehicular, public transportation and handicapped access; water mains and combined sewer outflow; Thomas F. Smith Park; and the bikeway. The Panel and Route 9A frequently met jointly with elected officials and community groups as well as with interested individuals and associations.

All of the current roadway alternatives are consistent with the Panel's vision, and continue the theme, recommended by the West Side Task Force, of an urban boulevard with wide planted medians, a bikeway / walkway and dramatically improved pedestrian crossings. The Route 9A team is currently preparing a draft environmental impact statement which is anticipated for completion in Spring 1991, with a public hearing shortly thereafter. Construction is expected to begin in 1992 and continue for six to eight years.

The Panel's recommendations for the waterfront represent two years of work and hundreds of hours of discussions with community groups, waterfront users, business, civic and labor leaders, as well as government agencies and elected officials.

The Panel and its staff held 12 public meetings, regularly attended by over 150 people, and met approximately 100 times with community representatives, elected officials and advisory committees. And it hosted a three-day open house followed by a public hearing on October 15, 1990 to receive comments on its draft recommendations. Over 70 organizations and individuals gave testimony, expressing nearly unanimous support for the concept of a Hudson River Waterfront Park, while making suggestions for specific ways they would like to see the plan altered. Many of these recommendations are incorporated in the Panel's final recommendations. Submitted testimony is included as an appendix.

During the Panel's two years of work, participants suggested many alternatives, ranging from a completely open waterfront devoted exclusively to recreation, to a largely developed waterfront, lined with housing and commercial projects from Battery Park City northward. The Panel's recommendations recognize the significance of the Hudson River estuary as a marine habitat and the importance of its shoreline as an irreplaceable resource that should be protected forever and opened up to the millions of people whose lives will be enriched by a waterfront park.

The Panel committed to preserve the scenic character of approximately 270 acres of open water, piers and land along the Hudson, and it adopted a two-tier approach to insure that these areas have enforceable protections.

First, it worked with the State Legislature to secure passage of a law that restricts development and preserves more than 70 percent of the property in the Westway right-of-way (between Battery Park City and 35th Street) for park, recreation and maritime use. It also concluded that any development along the waterfront should be carefully limited to areas where the addition of new activities would add life, energy and security. Governor Cuomo signed this Hudson River Waterfront Protection Law in May 1990.

Second, the Panel requested that the State Department of Transportion (DOT) submit an application to the Federal Highway Administration (FHWA) for scenic area designation of this

property. In July, State DOT submitted an application which followed the Panel's recommendations that the area protected by State legislation also be granted scenic designation. The application excluded areas in the right-of-way where existing structures or options for possible reuse or redevelopment would block scenic views. It included all areas where park, recreation and maritime activities were planned.

FHWA declined approval of the application in August. The Panel has worked with civic, community and environmental organizations, as well as with elected officials to clarify the reasons for denial. The Panel recommends that State DOT submit an amended application with more detailed information.

Regardless of the final ruling by FHWA, the Panel's commitment to the protection of the waterfront and its use for park, recreation and maritime activities is clear and has been insured through State legislation.

Both Governor Cuomo and Mayor Dinkins have shown extraordinary support for the Hudson River Waterfront Park. In February 1990, the Governor pledged $100 million from the 21st Century Environmental Quality Bond Act toward the creation of the park and the Mayor committed $100 million in New York City capital funds. In addition, the federal government will pay for the creation of the walkway and bikeway. If New York's voters approve the Bond Act in November, the City and State will have more than half the resources necessary to make the Panel's vision for a Hudson River Waterfront Park a reality. The Panel has identified a variety of potential funding sources to complete its financial plan.

The proposed waterfront plan represents a balance: the most generous open space and amenities that can be created with foreseeable public and private resources, coupled with a mix of uses contributing to the city's economic vitality while adding to the quality and character of the waterfront.

The Panel's vision is ambitious. It will open miles of Hudson River waterfront for recreational and maritime use, enhance valuable fish habitats and estuary areas, and at the same time stimulate new and multiple economic activities in the city and the state.

## SUMMARY OF WATERFRONT PLANNING PRINCIPLES

The Panel's recommendations for the Hudson River waterfront are based on a series of principles developed during its two years of work. These principles define the character of the waterfront envisioned by the Panel, and should guide future decisions about this area.

1. Public access to the water's edge shall be paramount.
2. A continuous greenway shall run the entire length of the waterfront.
3. Scenic vistas of the Hudson River shall be respected and enhanced.
4. The river's ecology shall be respected by barring additional landfill, and open water shall be preserved by restricting additional pier coverage.
5. Each community along the river shall have an open cove of water bordered by a public park that, together, will become the neighborhood's "front" on the water.

6. New commercial or residential development shall occur only in limited areas where new uses can help enliven and secure waterfront spaces.
7. The park and any new mixed-use development shall be responsive to the city fabric.
8. Water-related uses shall be preferred.
9. Frequent and safe pedestrian connections to the waterfront must be assured.
10. The roadway design shall be complementary to the needs of the waterfront plan.

## SUMMARY OF RECOMMENDATIONS

The recommendations that the West Side Waterfront Panel presents in this report build on the principles outlined above. The Panel's primary goal is to offer a plan that is both broad-visioned and feasible. The proposals include guidelines for park design and waterfront uses, as well as recommendations for a waterfront plan that responds to community interests, brings desired maritime and recreational activity to the waterfront, meets public service needs, and addresses the project's financial considerations.

### Guidelines

• A waterfront park containing a continuous esplanade, protected open water areas, and public recreation piers should be created along Manhattan's Hudson River waterfront between Battery Park City and 59th Street.

• A set of five common elements should serve as the esplanade's basic design vocabulary: a water's edge walkway, bicycle and pedestrian paths, open lawns, programmed spaces, and street-end features.

• Thirteen piers should be restored for public recreation, preserving the West Side's traditional finger pier configuration. The piers will provide 20 acres of additional open space and offer park users a unique opportunity to experience the Hudson River from a new perspective.

• Coves of protected open water and unprogrammed grassy areas, flanked by public piers, should be the centerpiece of each neighborhood's park.

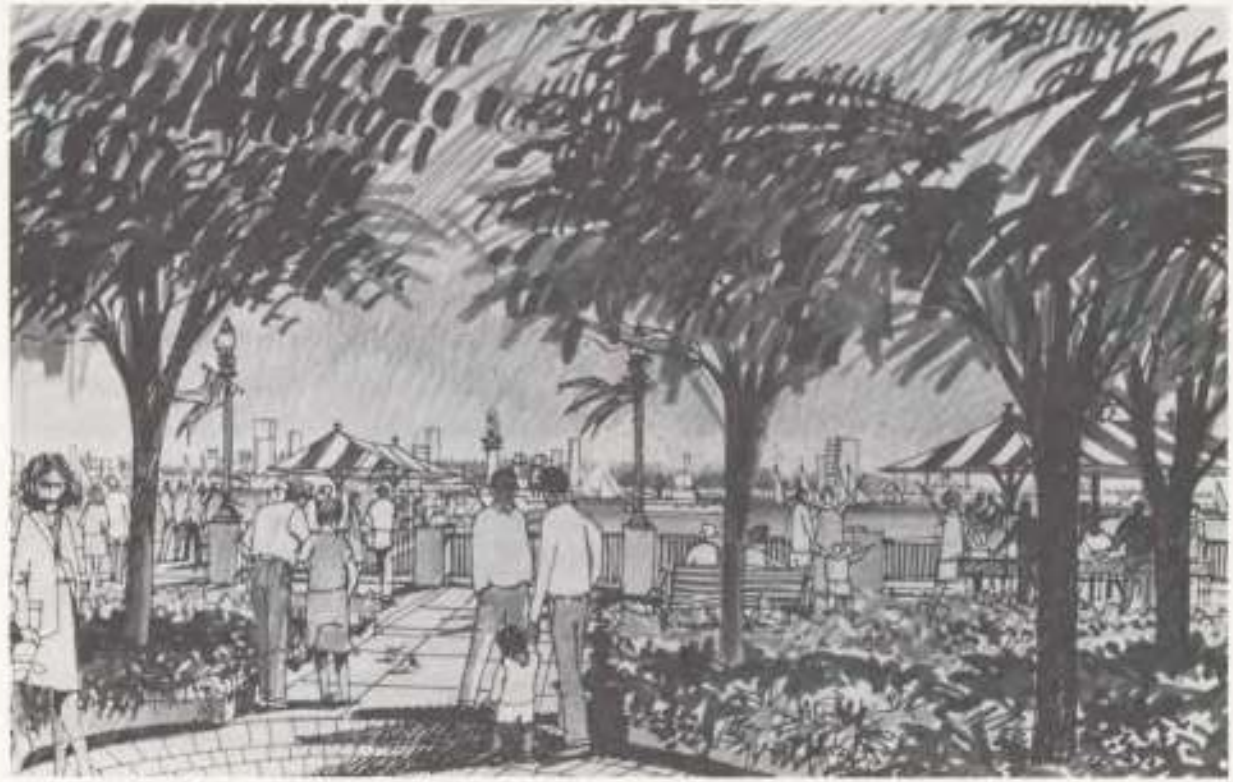
• The park should have signature elements, such as a common railing or light fixtures, that give it a linear identity; at the same time the character of the park should reflect the character of adjacent neighborhoods.

• Facilities should be created in various locations along the waterfront that encourage active use of the water for both recreational and commercial maritime purposes. These could include: ferry terminals, water taxi operations, excursion and dinner cruise boats, tugboat tie-ups, cruise ships, community boating programs, marinas and floating swimming pools.

• The park should be easily accessible by public transportation; recreational programs should be developed to attract people to the park, and appropriate provisions should be made for visitor information booths and comfort stations for the convenience of park users.

• Non-water-dependent public service uses, such as the existing bus garage and tow pounds, should be moved off the waterfront as soon as alternate locations and relocation financing can be found.

• New development should be limited to locations identified by the panel where the addition of new people will add life, energy and security. All building should take place on existing pier footprints without additional river coverage. Open space and public access will be required as part of any new development.



*A flotilla of craft draws spectators to the waterfront.*

**Waterfront Plan**

• **Tribeca:** Nature and the environment should be emphasized in the Tribeca neighborhood park, with plantings native to the Hudson River shoreline, and places set aside for ecological exhibits and estuary research. Active play areas, including open lawns, playgrounds and hard-surface ball courts should be incorporated to add diversity and meet recreation needs. Community boating facilities, such as a non-profit sailing center and a canoe and row boat launch, should be encouraged. Piers 25, 26 and the southern portion of Pier 34 should be designated as public piers. This plan builds on existing community uses and responds to demands for additional active recreational space.

• **Greenwich Village:** The historic character of Greenwich Village and the community's desire for unprogrammed open space and unobstructed views of the river should be reflected in the Greenwich Village waterfront. Piers 42, 45, 46, and 51 should be preserved as public piers and a playground

should be constructed to serve neighborhood children. The open waterfront will be bordered by active uses at Pier 40, and the continued operation of the meat market and sanitation facility at Gansevoort.

• **Chelsea-Gansevoort:** A major park should be constructed to replace the existing Thomas F. Smith Park and to create a much needed recreational hub at the western edge of Chelsea. Known currently as Chelsea Waterside Park, it should be designed in accord with the community's proposal and include playing courts, a ball field, a playground, a large open lawn and a broad promenade at the water's edge. Piers 62, 63 and 64 should be restored as public piers, framing an open water cove at the park's center. View corridors should be opened if existing pier structures are reconfigured. Active uses such as excursion boat operations and possible commercial and mixed-income residential uses should be explored for the Chelsea Piers.

• **Chelsea-Convention Center:** Design decisions for the waterfront between 24th and 42nd Street should be made in response to the changes that will occur over time on the blocks to the east. A large grassy park facing an open stretch of water should be planned between 30th and 34th Street to provide parkland for a mixed-use community that may one day be built over the Long Island Railroad Yards. Areas adjacent to existing industrial buildings should have active courts to serve the nearby workforce, and a marina might also be located in this district. Uses such as the heliport, ferry terminal and the proposed Hudson River Center should be designed to minimize impact on the park. Pier 79 should be a public recreation pier.

• **42nd Street Area:** The waterfront at 42nd Street should celebrate its character as an urban recreation center, and the piers should offer a variety of year-round attractions to entertain the city's visitors and residents. A large plaza with sculptures and fountains should mark the end of 42nd Street, drawing people to excursion boats, the Intrepid Sea/Air Museum, and new entertainment and eating facilities housed on the piers, as well as to the open-air performance space proposed for the esplanade.

• **Clinton:** Recreational uses and the working waterfront will meet in Clinton. Passenger cruise ship operations as well as Con Edison and Sanitation Department barge operations are water-dependent and should continue. Adaptive reuse of the passenger ship terminals should be explored if, at some time in the future, they are no longer used for cruise ships. In addition, a new recreational area should be created. Piers 94 and 97 should be designated as public piers, framing a three-block lawn and open water area across from the existing DeWitt Clinton Park.

#### Potential Development Sites

• **Pier 40** (near Houston Street) is suggested for possible commercial and/or mixed-income residential use. The size of structures should relate to the nearby Greenwich Village neighborhood and be restricted to a maximum floor-area-ratio of 3.0 (three times the floor space of the existing pier). Building height should be limited to a maximum of 85 feet, with requirements for adequate open space and public access around the perimeter of the pier.

• **Piers 59, 60 and 61** (Chelsea) are suggested for possible commercial and/or mixed-income residential use. Structures should be low-density with a maximum floor-area-ratio of 1.5, a maximum building height of 75 feet and adequate open space, with public access around the perimeter of the piers.

• **Pier 76** (36th Street): A proposal to redevelop Pier 76 and the land adjacent to it as a major hotel, known as the Hudson River Center, was put forward by the City prior to the creation of the West Side Waterfront Panel. The Panel has not taken a position on that project which will be subject to New York City land use review procedures, but recommends that open space and public access be provided if the project goes forward.

• **Piers 81, 83 and 84** (42nd Street) are suggested for recreational/commercial use and excursion boat docking, with a maximum floor-area-ratio of 2.0, a maximum building height of 75 feet, adequate open space and public access near the water's edge.

**Financial Plan**

• Total capital costs are approximately $500 million for construction of the esplanade, bicycle and pedestrian path, Thomas F. Smith Park replacement, the repair of the bulkhead wall and the restoration of 13 public piers. These costs reflect estimated dates of capital outlay and a six percent annual adjustment for inflation. In 1990 dollars, the waterfront park would cost $335 million.

• The completed waterfront park will require ongoing maintenance and repair. The Panel estimates that this would cost between $5 and $6 million yearly today and would inflate to approximately $9 million yearly by the year 2000.

• The Panel recommends consideration of a combination of public and private revenue sources to fund the waterfront park's capital and maintenance costs. Public funds now committed to the Park total approximately one-half of the estimated capital cost. Capital costs and projected revenue sources are summarized on the chart at right.

**HUDSON RIVER WATERFRONT PARK FINANCIAL PLAN**

**SUMMARY**

| | |
|---|---|
| **CAPITAL COSTS** (Estimated $ millions) Inflated to Estimated Year of Construction | |
| **Capital Costs** | |
| Bulkhead Wall Repair | 50 |
| Esplanade Park | 200 |
| Bicycle/Pedestrian Path and Thomas F. Smith Replacement Park | 65 |
| Public Piers (13 Piers) | 185 |
| **TOTAL CAPITAL COSTS** | **500** |
| **PROJECTED REVENUES** (Estimated $ millions) | |
| **Committed Public Funds** | |
| State Environmental Quality Bond Act | 100 |
| City Capital Matching Grant | 100 |
| Highway Funds | 65 |
| **Subtotal Committed Public Funds** | **265** |
| **Existing Property Leases** | **20** |
| **Other Potential Revenues** | |
| Contributions from Adjacent Uses | 80-100 |
| City/State Revenues from Pier Redevelopment | 90-230 |
| **TOTAL COMMITTED AND POTENTIAL REVENUES** | **455-615** |

**Implementation Plan**

The Panel recommends that the Governor and the Mayor create a successor structure to the West Side Waterfront Panel to carry out the Panel's plan for the design and construction of the Hudson River Waterfront Park.

The structure's first task should be to develop a schedule for phased park construction that is responsive to financial, physical and practical considerations. Economic realities may make it impossible to obtain full financing in the near term, but construction of appropriate park segments should begin as soon as funding becomes available and Route 9A construction is completed in the vicinity. In the interim, opportunities for enhanced public access and temporary use of the waterfront that do not provide legal or physical impediments to Route 9A construction should be explored.

In addition, the new structure should:

- be responsible for all present and future public and private activities along the Hudson River waterfront from the western-most side of Route 9A to the pierhead line, from the northern boundary of Battery Park City to 59th Street;

- be established as an adjunct of an existing governmental agency or as a not-for-profit corporation;

- be governed by a board of nine individuals appointed by the Governor (four), Mayor (four), and Manhattan Borough President (one);

- be accountable to the public, with its actions subject to all appropriate City and State public review and approval procedures;

- have its own staff and be authorized to fund community design consultants;

- insure public participation and be assisted by advisory committees.

## PROJECT BENEFITS

The Hudson River Waterfront Park will be a major public works project that will improve the quality of life for New Yorkers, enhance the environment, boost tourism and stimulate the local economy.

First, it will transform an abandoned and dilapidated area of New York City into a major regional park. Parkland throughout New York City, the most densely populated city in the nation, is scarce, and many of New York's large parks are remote from the populations that use them. The Hudson River Waterfront Park will serve the communities immediately adjacent to it, which are seriously lacking in open space.

At the same time, the Park will also benefit the hundreds of thousands of people who work nearby, and the millions of visitors and tourists who come to the waterfront each year to ride excursion boats or take part in conventions at the Javits Center. Regular patrons of the Hudson River Waterfront Park will live in all five boroughs and several states.

Second, creation of the Hudson River Waterfront Park, with its four-mile esplanade and 13 public piers, will provide virtually unlimited access to the water's edge, a long-held planning objective for both the State and the City. In addition, the natural habitat of the Hudson River, the nation's fifth largest estuary, will be protected through prohibitions against new landfill and the restriction against new platforming.

The Hudson River Waterfront Park and the Route 9A project will require a combined public expenditure of approximately $1.2 billion dollars. Few public works projects of this scale have been seen in New York City in 50 years. It will provide jobs both during construction and after the park is completed. It is estimated that 8,000 person-years of work will be created by this construction project alone.

In addition to the direct effect that job creation has, a construction project of this magnitude will stimulate the economy and can be expected to tip the City's economic ledger $3.6 billion to the good. However impressive these numbers are, they fall short of illustrating the full impact of the waterfront park. Small business opportunities will flourish in the Hudson River corridor, both in the park and in the neighborhoods adjacent to it. Tourists will be drawn to the Hudson River in a way that has not been seen since the days of the great transatlantic passenger ships. Ferries and other forms of waterborne transportation will begin to grow again.

This public works project will also help stabilize the tax base. The Hudson River Waterfront Park will be a significant improvement in the quality of life for all those who use the park, drive by it or look down on it from their workplaces, homes or schools. The improved quality of life may keep businesses in New York, thereby protecting and strengthening the tax base, and the value of nearby real estate will be enhanced by the new park and the improved views of the Hudson River.

Over the last 20 years the edge of New York City has become a deteriorated, lifeless place. The Hudson River waterfront has been no exception. In some ways it has stood as a visible reminder of a faltering economy and New York's inability to achieve a consensus on what the waterfront should be. The Hudson River Waterfront Park can make a substantial contribution to rehabilitating this waterfront and, perhaps more importantly, improving the image of New York as an effective, vital metropolis.

# 2

# WATERFRONT PRINCIPLES

## WATERFRONT PRINCIPLES

Few areas of the world can match the West Side waterfront in its potential for magnificence. After decades of decay and abuse, this area is about to be transformed. The plan presented here will help make the waterfront an inviting and vibrant place. But since planning is an ongoing process, the Panel has adopted the following principles to guide the public decisions that lie ahead. As the waterfront project takes further shape, it should adhere to these principles:

**1. Public access to the water's edge shall be paramount.**

The esplanade, 13 public piers, and a revitalized waterfront lie at the core of this plan. Wherever possible, the water's edge shall be open to the public – along the bulkhead and on the perimeter of public and mixed-use piers. Some water-dependent industrial and commercial uses, such as a heliport, require restricted access. Others, such as marinas, require security. But except as conditions of this nature preclude it, plans should provide for public access along the bulkhead and pier perimeters of not less than 30 feet.

*Cyclists will be able to travel from Battery Park City to 59th Street on a continuous 12-foot wide bicycle path.*

**2. A continuous greenway shall run the entire length of the waterfront.**

The esplanade will tie together the disparate elements of the waterfront from Battery Park City to 59th Street. Including the bicycle path, the esplanade shall be at least 60 feet in width, except where unavoidable conditions or land configurations prevent this.

The esplanade will be narrow relative to its length. It therefore requires a strong continuity of design elements, binding together a variety of uses and experiences.

*The park will offer generous sweeps of open lawn facing quiet coves in each of the waterfront parks.*

**3. Scenic vistas of the Hudson River shall be respected and enhanced.**

The Hudson River is one of the city's great visual assets. River views shall be protected and enhanced from the esplanade, the public piers, the roadway, and the adjacent neighborhoods. Recent state actions that restrict the use of the waterfront in three areas -- from Battery Park City north to Pier 40, from Pier 40 north to the Gansevoort peninsula, and from Pier 62 north to 35th Street -- give legislative force to this principle. And in areas where development is permitted, reuse plans shall be required to enhance visual connections to the river.

Views of the city from the river are also important. People must be able to get out into the river on public piers and enjoy the sweep of the cityscape behind them.

**4. The river's ecology shall be respected by barring additional landfill, and open water shall be preserved by restricting additional pier coverage.**

Over the last decade, the water quality of the Hudson River has gradually improved, and, once again, it is becoming the home of a rich river habitat. To support that trend, new landfill shall be barred as a development tool.

Nor should the amount of open water be diminished. Pier coverage shall not exceed its present area except to restore recently removed pier decks. Some reconstruction or reconfiguration of existing piers might also be allowed.

**5. Each community along the river shall have an open cove of water bordered by a public park that, together, will become the neighborhood's "front" on the water.**

The organizing concept of the waterfront plan provides an open stretch of water, bordered by a large lawn and framed, where possible, by public piers in each of five neighborhoods: Tribeca, Greenwich Village, Chelsea, the Convention Center area, and Clinton. Just as the grid of Manhattan provides a simple framework for a diversity of districts and activities, this waterfront concept becomes a unifying framework for the park. No two community waterfronts will be alike, due to the individuality of the neighborhoods and the differences in street configuration and existing piers.

**6. New commercial or residential development shall occur only in limited areas where new users can help enliven and secure waterfront spaces.**

The careful addition of commercial and residential development can bring life and activity to the waterfront, promote public access, contribute to the variety of everyday experience, help secure nearby open spaces and recreational areas, and assure year-round activity. The waterfront should reflect the vitality and diversity that makes New York City a special place.

Balance is the key. Where new development does occur, the water's edge should be reserved for public access. And where the development is residential, it should be available to an economic cross-section of households.

**7. The park and any new mixed-use development shall be responsive to the city fabric.**

Successful urban design projects give careful consideration to adjacent neighborhoods. The park and mixed-use piers should be responsive to the fabric of the city on the inboard side of the new roadway to ensure that the waterfront is inviting and well-used, and that the waterfront and the adjacent city are closely knit.

**8. Water-related uses shall be preferred.**

Ferries, water freight, recreational boat use, and other water-dependent transportation modes are likely to grow over the next decade. It is important to provide the landing and support facilities in order to encourage these activities as roadways and river crossings continue to become congested.

Many of the current public service uses of the waterfront draw no special advantage from their waterfront location. Over the long term, these uses shall be relocated away from the waterfront once appropriate sites and financing can be identified.

**9. Frequent and safe pedestrian connections to the waterfront must be assured.**

Pedestrian crossings along the rebuilt roadway should be at grade and spaced no more than three blocks apart, wherever possible. Crossing lights shall be long enough to allow pedestrians to cross the entire roadway in one cycle. If a pedestrian should get caught in the middle of the roadway, a wide, safe, and comfortable median strip shall be available.

**10. The roadway design shall be complementary to the needs of the waterfront plan.**

The park will not become a successful urban park unless the boulevard that links the city to the park is sympathetically designed. This requires ongoing coordination between the Route 9A team and the body responsible for developing the park.

# 3

# WATERFRONT PLAN

## WATERFRONT CONCEPT

The Hudson River Waterfront Park, 270 acres of green space, open water and piers for public recreation, extending from Chambers to 59th Streets, is the core of the West Side Waterfront Panel's proposal for a revitalized riverfront on Manhattan's West Side.

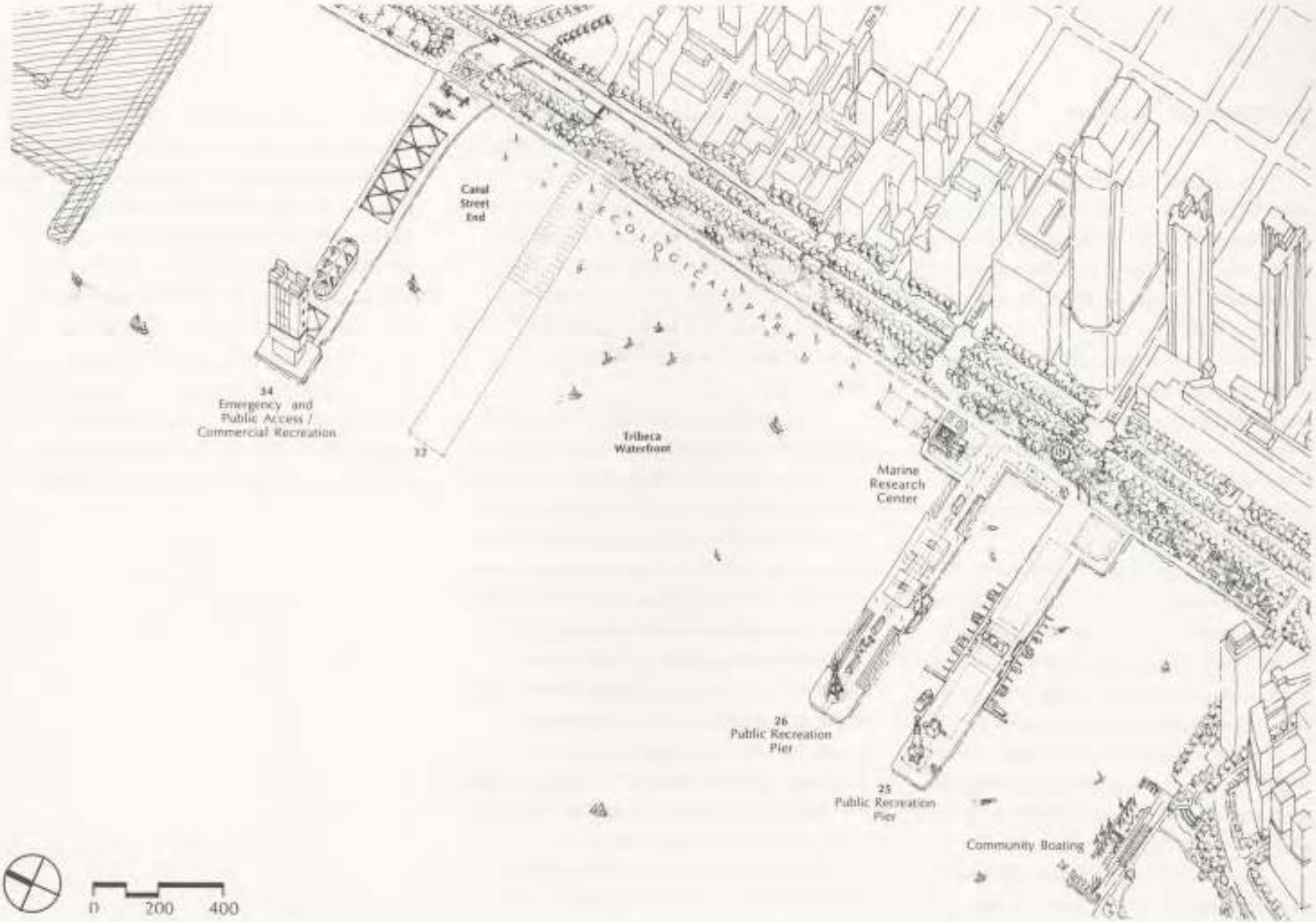
The waterfront plan adheres to the principles and guidelines established by the Panel, and shows how the park might be configured as it stretches along the West Side through Tribeca, Greenwich Village, Chelsea-Gansevoort, Chelsea-Convention Center, 42nd Street and Clinton.

Each of these neighborhoods has its own particular geography, character and needs, which are reflected in the recommended park design. But the park is also organized around a unifying theme: each community will have an area of open water bordered by a large public park, which will constitute the neighborhood's "front" on the water. In most cases, these open water stretches will be coves, sheltered by public piers on either side.

The park will include a four-mile long esplanade containing open lawns, plazas, playing courts, playgrounds, bicycle and pedestrian paths and a broad walkway along the water's edge -- making it one of the most extensive urban waterfront parks in the nation. And the extension of the park out onto New York's finger piers will make it truly unique. The piers will provide a way for people to get close to the water and away from the city, to stand and watch the river traffic, or even to board a boat.

The Panel suggests a variety of uses and gives priority to those that are water-related or will bring activity and security to the waterfront. It has placed strict controls on development and it favors the continuation of working maritime piers. In the course of its work, the Panel heard proposals from people who would like to begin small package freight operations and tugboat operators who would like a place to tie up between jobs, as well as from people who would like to see launching areas for canoes and kayaks, and docks for community sailing programs. A future West Side waterfront could accommodate all of these, as well as excursion boats, ferry services and water taxis.

The recommendations of the West Side Waterfront Panel are the result of extensive discussions with community boards, civic groups, business leaders, government agencies and elected officials. They are an important step toward the creation of a major park and a restored Hudson River waterfront, but they are not a final plan. A plan for any area this large, to be carried out over a decade or more, must have considerable flexibility. The ideas described in the following pages, therefore, represent points of departure for the design of the park and pier areas along the Hudson. The precise future of Manhattan's Hudson River waterfront will only be determined over time.




*View of the proposed Tribeca waterfront.*

## TRIBECA WATERFRONT

Bounded on the south by the edge of Battery Park City near Chambers Street and on the north by Pier 40 near Houston Street, the Tribeca waterfront will be the southern gateway to the Hudson River Waterfront Park. Community Board 1 covers most of this area, with the exception of the blocks north of Canal Street, which lie within the bounds of Community Board 2.

Once a mainly daytime neighborhood bustling with employees of small factories and New York's produce markets, Tribeca has changed character over the past two decades. Its new population numbers residents in new housing, students and staff of recently built educational facilities and workers in sleek new office towers, all of whom dramatically increase the need for open space.

The residential corridor along Greenwich Street has been created both by the gradual conversion of older manufacturing lofts into apartments and by the development of Independence Plaza on the Washington Street Urban Renewal Site and several other residential buildings.

The Borough of Manhattan Community College and the future Stuyvesant High School, now under construction, frame the southern end of the Tribeca waterfront. Only two or three blocks away, the College of Insurance and Public School 234 draw other New Yorkers who could be expected to enjoy a waterfront park.

In addition, employees from office buildings of Battery Park City and nearby corporations are within a short walk of the waterfront, as are people working in smaller commercial and industrial businesses in the Tribeca neighborhood. In the blocks north of Canal Street, workers in the graphic arts and other small manufacturing concerns could use the park for lunchtime or after-work activities.

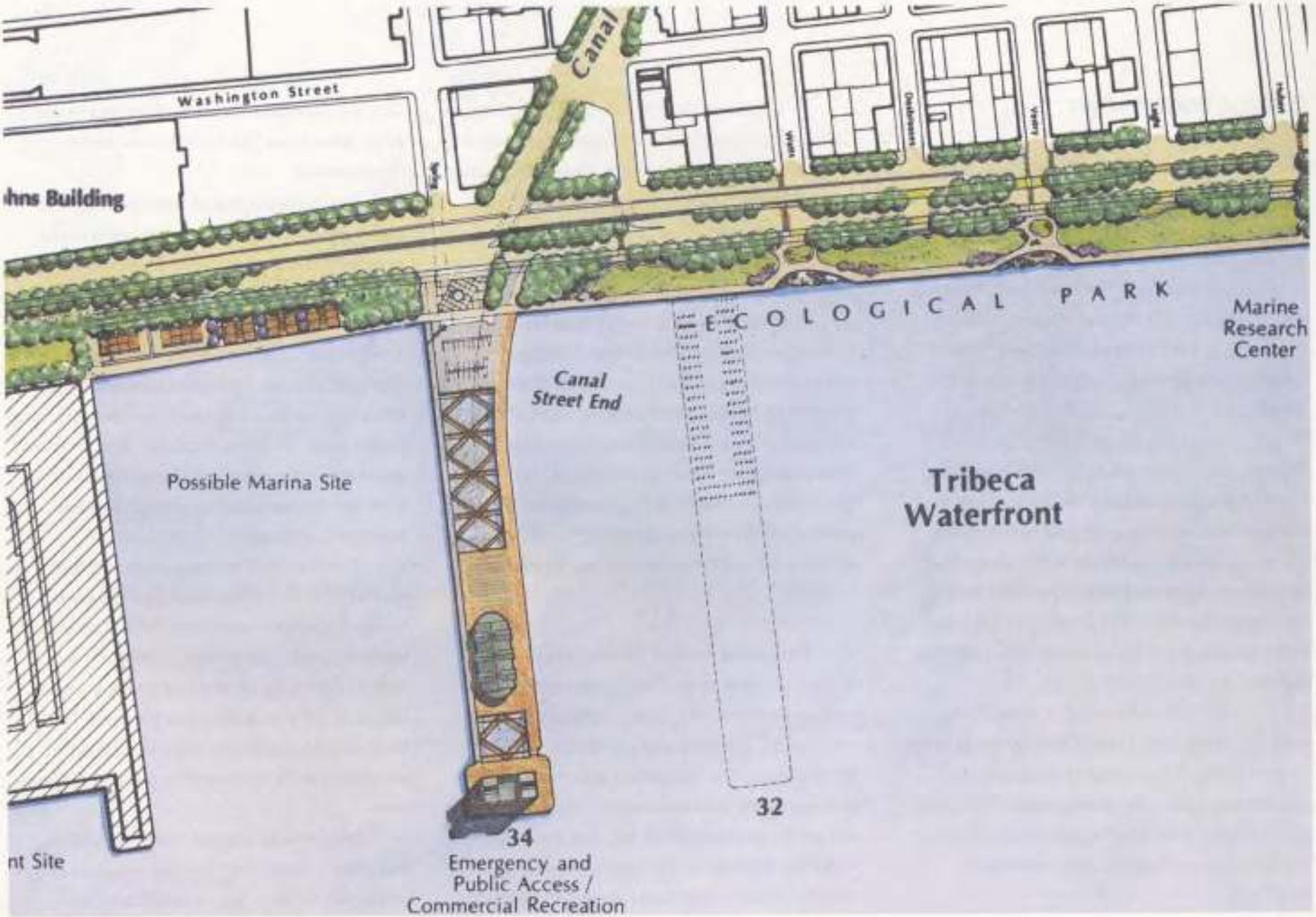
• • •

The central focus of the Hudson River Waterfront Park in the Tribeca area will be an ecology park made up of the esplanade, open water areas, and three piers extending out from the shoreline. The waterfront park will connect to Battery Park via a continuous bicycle path and walkway along Route 9A, and the Battery Park City Esplanade. Footpaths will link up with the water's edge walkway at Battery Park City via the esplanade in front of Stuyvesant High School and North Park, now under construction.

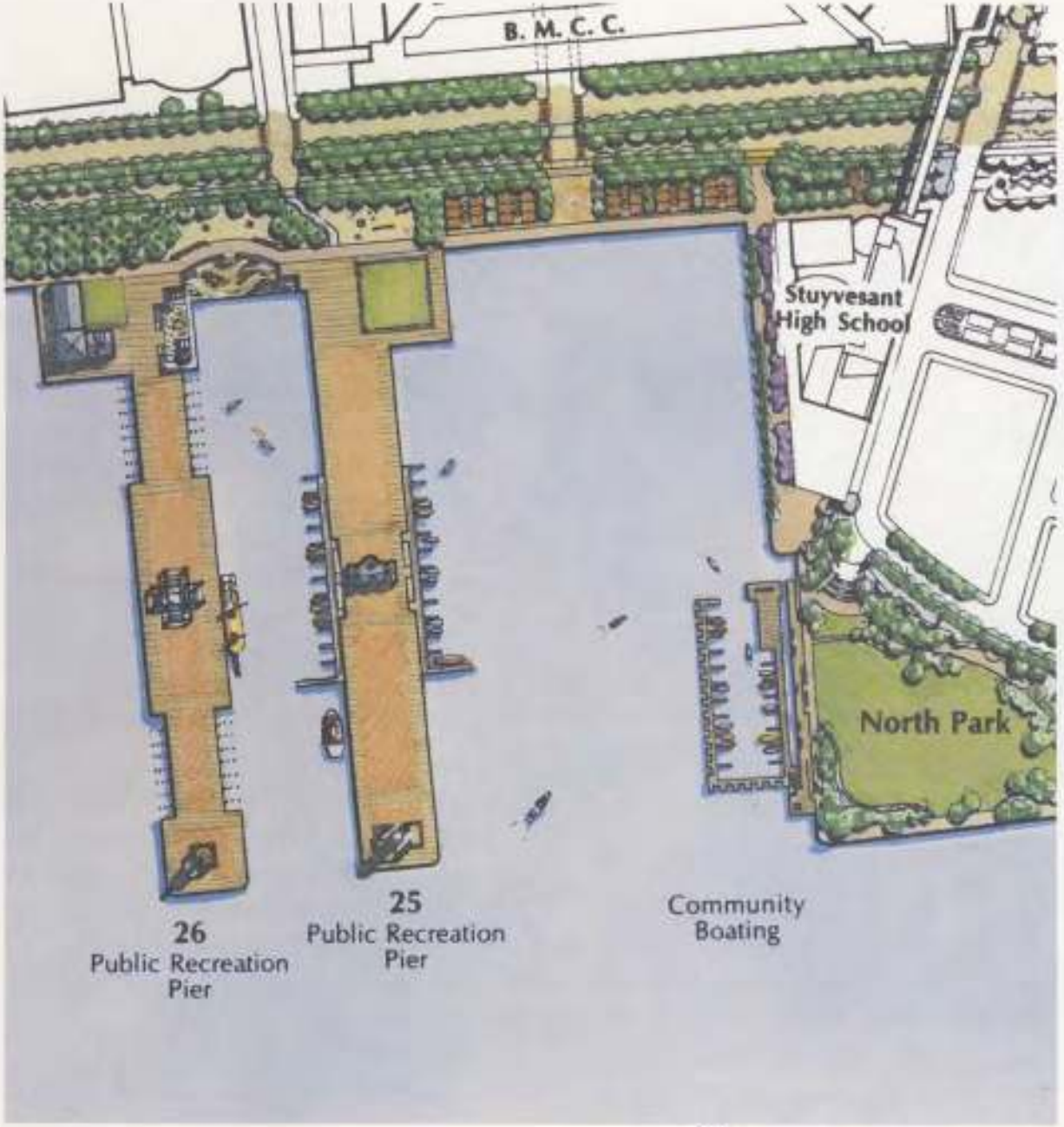
The southern end of the esplanade will satisfy many of the recreational needs of the neighborhood's population. Playgrounds and tot lots will be built for families living in Tribeca. The area fronting on the Borough of Manhattan Community College seems a logical location for court games. The esplanade narrows slightly at this point, making half courts for casual pick-up games ideal. In warm weather, office workers could buy noon meals from food vendors and then use the tree-lined waterfront area for lunchtime seating.

Those visiting the esplanade will look out on Pier 25 at N. Moore Street and the waters between that pier and North Park. This cove is sheltered from strong river currents by the Battery Park City landfill and by the unusual length of the pier—nearly one thousand feet. In such an inlet, beginning sailors could get experience without venturing out into the main river.

On the north edge of North Park facing this cove, a community boating program and sailing school have been proposed by the




*Proposed plan of the Tribeca waterfront.*

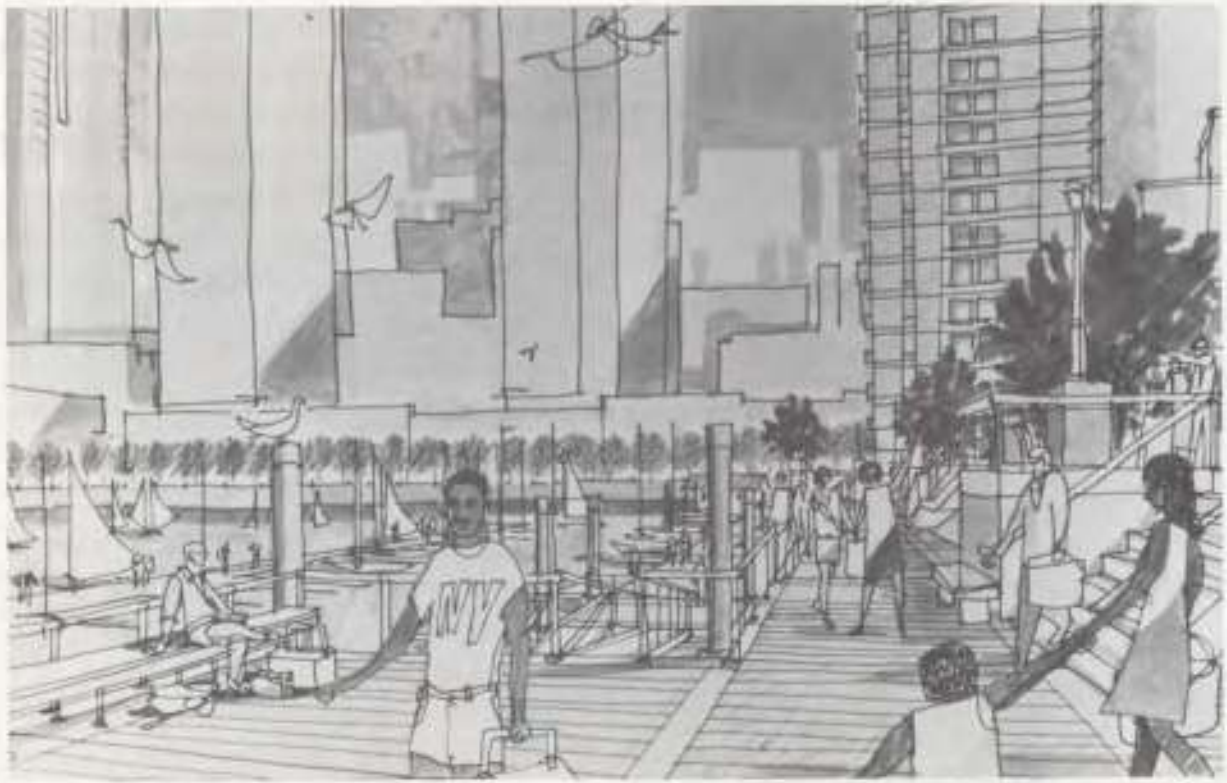



Battery Park City Authority. The facility would be built on a set of floating docks and would include 30 to 40 sailboats, each typically about 25 feet in length. The floating docks would need wave-control devices to protect the anchorages from storms and unusually strong tides.

The Authority has indicated a strong interest in building and overseeing this boating program, most likely through a non-profit organization. The Authority may also be able to allocate space in a nearby building for meetings, storage and program areas.

On a rehabilitated Pier 25, the Panel proposes a public recreation pier with a variety of boating facilities. Though in poor repair and closed to the public, Pier 25 now serves as mooring for a historic tugboat, which is being restored and could remain. In addition, the pier could become a place to store privately owned canoes, kayaks and other small boats, as proposed by the community.

A limited number of sailboat moorings could be made available in the waters near the pier for boaters traveling along the Hudson. There could also be a one-story structure serving as a boathouse, where a manager could oversee boating operations and safety. The balance of



*Active water uses, such as community boating programs, will enliven the waterfront and provide new ways for New Yorkers to enjoy the Hudson River.*

the pier could be used for informal seating and gatherings.

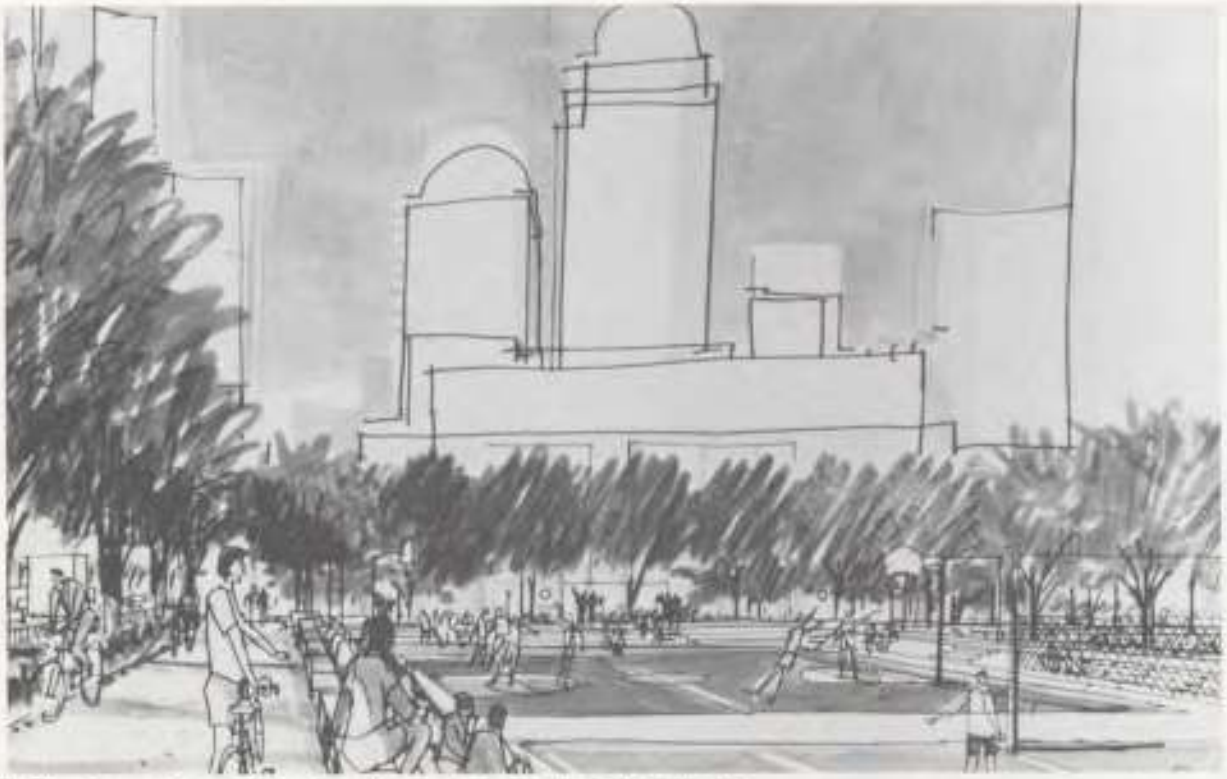
Just north of Pier 25, the esplanade will serve as the forecourt to a marine science facility on Pier 26 at Hubert Street. Envisioned as an environmental research center, the facility would focus on the ecology of the Hudson River and provide space for public exhibits, research and laboratories. Field research along the Tribeca waterfront would celebrate the life of the river and increase public awareness of the ecological and estuarine issues. The nearby Stuyvesant High School, Borough of Manhattan Community College, and other environmental and educational institutions could collaborate on education programs in biology, hydrology, oceanography, geology and related fields.

The idea for the ecology center builds on the work of the River Project, a non-profit research group now based on part of Pier 26, which studies river sedimentation in the quiet interpier areas, monitors water quality and samples marine biology. Also on Pier 26, the River Project operates one of the only small West Side boat launches, which is being used by small privately-owned pleasure craft.

The Panel proposes reserving only part of Pier 26 for the ecology facility, opening the rest for public recreation. A tow pound and auction site for unclaimed cars is currently operated by the City Department of Transportation on most of the pier surface and parts of the bulkhead apron. An alternative site would have to be found and the tow pound relocated before the pier rehabilitation could begin.

Moving north, the esplanade's green lawn will face a broad expanse of water. The lawn will continue the ecological theme with informal plantings of native riverside flora and

*A river study center at Tribeca might offer interpretative exhibits of the ecological park and opportunities for people to fish at Pier 26.*



*Tribeca is one of several locations for court games along the esplanade.*

other examples of local vegetation and wildlife, but there will also be room for picnicking and informal ball games. As the bulkhead in this area is repaired, a battered wall could be created allowing greenery to cascade down to the waterline. This will allow the water's edge walkway to be indented, adding variety to the footpath.

The area between Piers 26 and 34 will be the centerpiece of the Tribeca waterfront, featuring a variety of restored wetlands and near-shore habitats. Pier 32, just below Canal Street, has deteriorated and the deck will probably be removed, but the remnant pilings could act as a magnet for marine life if the pilings can be secured.

North of the lawn, the foot of Canal Street deserves special recognition. The waterfront plan assumes that Route 9A will be at-grade with four lanes northbound and three lanes southbound in the Tribeca area, except on Canal Street where a viaduct will ramp up over the busy intersection. A major sculptural piece here would be visible down Canal Street as it crosses the city.

Extending into the water from Canal Street is Pier 34, which is to be rebuilt to permit views across the Tribeca waterfront and serve as emergency access to the Holland Tunnel vent stacks at the pierhead. The Port Authority has proposed building an emergency road on a 14-foot right-of-way along the northern edge of the pier. The southern edge would consist of a 26-foot-wide public accessway, which could double as an emergency egress route for the Port Authority. The space between the two accessways would remain open initially, but in the long run, decking could be added for additional pier space and recreational activities.

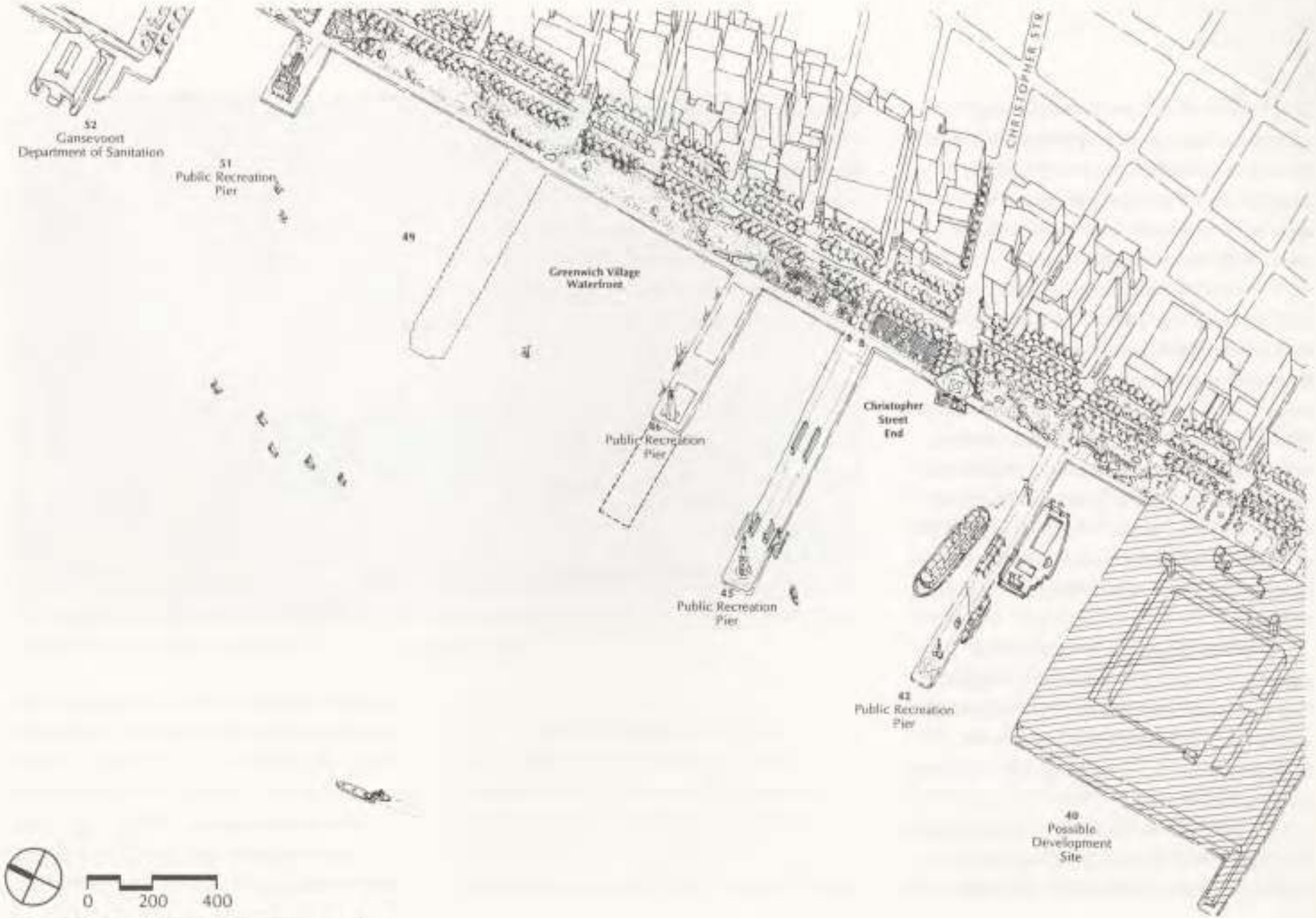
Further north, the somewhat isolated part of the esplanade between Canal Street and Pier

40 at Houston Street would seem another appropriate location for playgrounds and court games like basketball. The courts could be full-size at this point, for use by members of the large work force in the area. Some could be used for industrial league games.

The Panel considers the water area between Piers 34 and 40 as a potential location for a commercial marina, designed to provide a number of boat slips along floating docks. The marina could offer either transient or permanent moorings close to the heart of the city for boats belonging to downtown residents, employees or visitors. Access could be provided from either the esplanade or Pier 40. Short-term parking for vehicles dropping off supplies could be located on a portion of Pier 34, with longer-term parking on Pier 40.

With the eventual removal of the floating prison barge off the southern edge of Pier 40, this marina could activate an otherwise isolated area, bordered by the Canal Street overpass and the many trucking and warehouse facilities further inland.

Further discussion will be needed about the location and character of the marina, however. Community Boards 1 and 2 as well as local residents have expressed strong support for the ecological park but are concerned that a marina might adversely affect the marine habitat. In keeping with the ecological thrust on the Tribeca waterfront, the Panel recommends that marina discharge be tightly controlled and that the marina monitor its operation for sensitivity to the environment.




*View of the proposed Greenwich Village waterfront.*

## THE GREENWICH VILLAGE WATERFRONT

Opening off historic Christopher Street, the Greenwich Village waterfront represents the most expansive open shoreline on Manhattan's lower West Side and also the most actively used. Framed on the south by Pier 40 at Houston Street and on the north by the Gansevoort peninsula, the area lies entirely within the bounds of Community Board 2.

Glimpses of the Hudson River are visible down many Greenwich Village streets, which are lined for the most part with brownstones and low-rise apartment houses, many dating back to the 19th century. Reflecting its historic character, much of the neighborhood just inland from the Hudson River is included in the Greenwich Village Historic District. While not within the landmark designation, the waterfront has a few vintage buildings still in use, including the 1849 Munson House, a two-story frame structure on West Street occupied by a bar.

With its human scale and winding thoroughfares, the Village is a popular residential area, but its many shops, theaters and restaurants attract visitors by the thousands, especially on weekends and warm summer evenings. Along the waterfront, bicyclers and joggers move up and down the bulkhead, much of which is under short term lease and, until recently, was used for parking. Some piers are in poor condition and have been abandoned, but those remaining open are crowded with people sitting in the sun or enjoying a sunset. The annual waterfront festival, featuring flea markets, music performances, food vendors and a parade of boats in the Hudson, indicates the potential of this water's edge for special events.

*The existing face of Pier 40.*

At the southern and northern edges of the Village's shoreline, industrial and commercial businesses predominate, employing a large work force. The three-story Saint Johns Building facing Pier 40 over Houston Street and other nearby buildings house, trucking, warehouse, and delivery operations. They cut the waterfront off from the neighborhoods to the east, as does the abandoned High Line elevated railroad that follows Washington Street north of Bethune Street.

At the northern end of the waterfront, the Gansevoort Meat Market, between Gansevoort Street and West 14th Street, continues as the center for the city's meat suppliers. Facing the meat market, on Gansevoort peninsula, the Department of Sanitation operates a large facility which is expected to remain.

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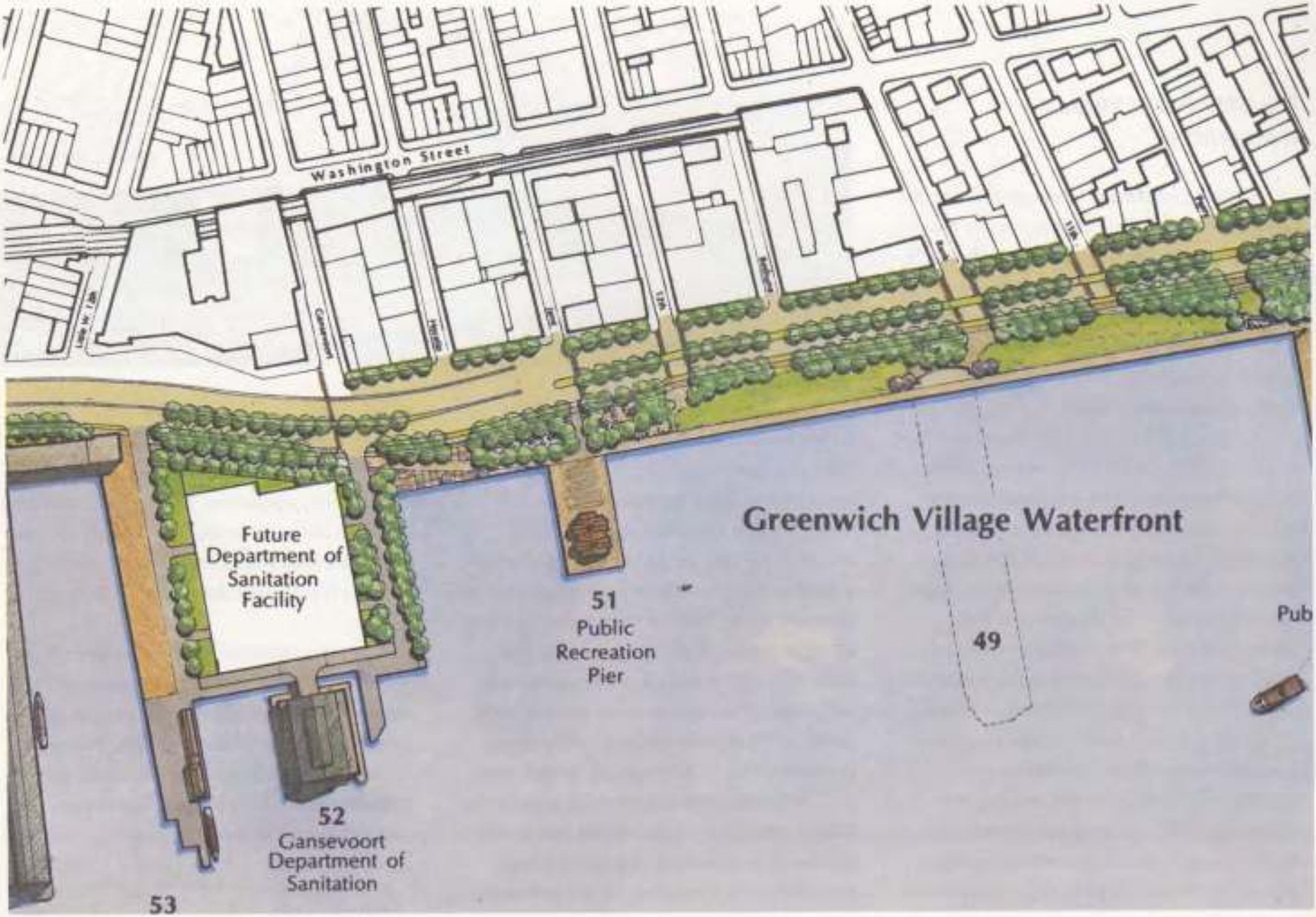
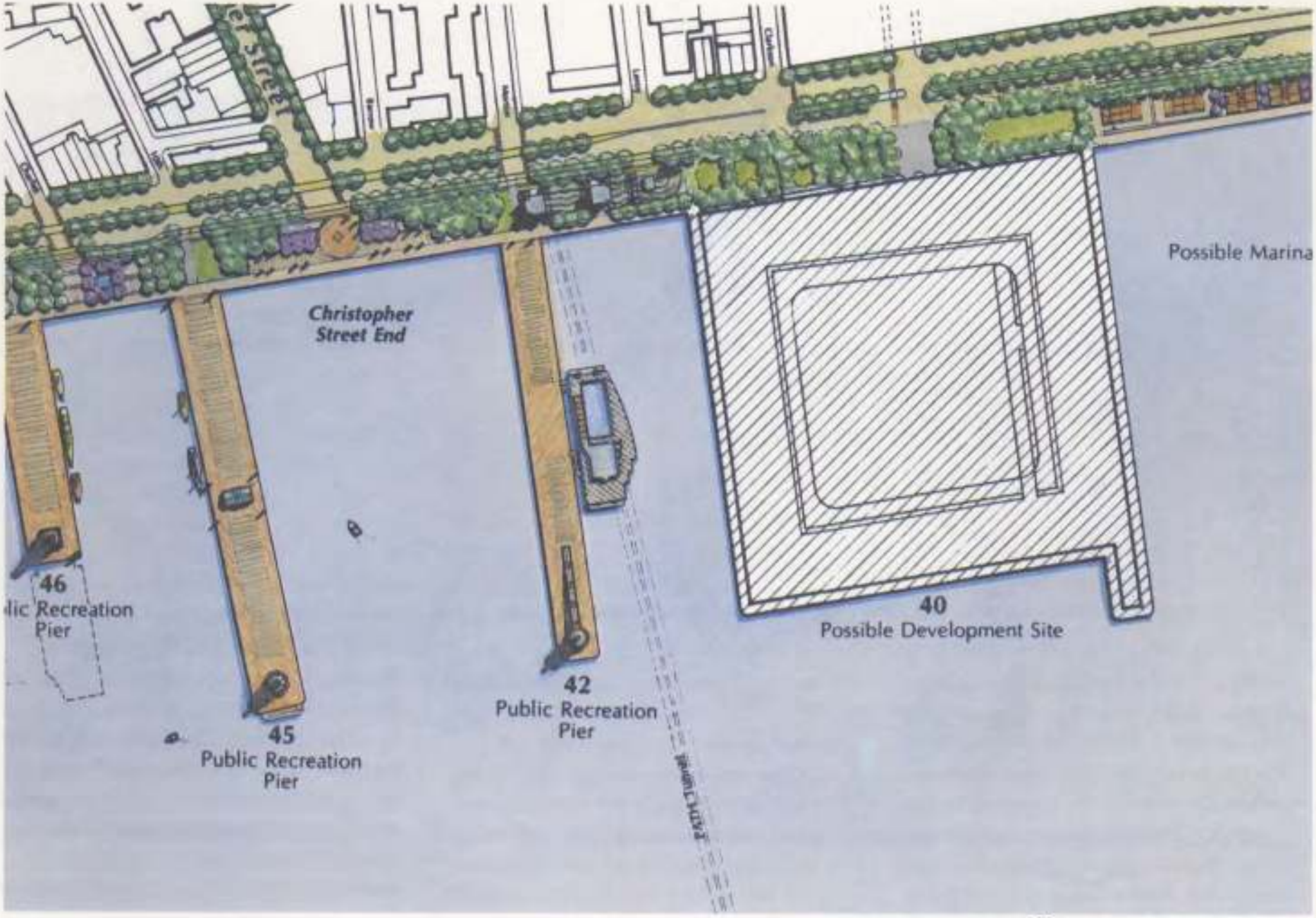
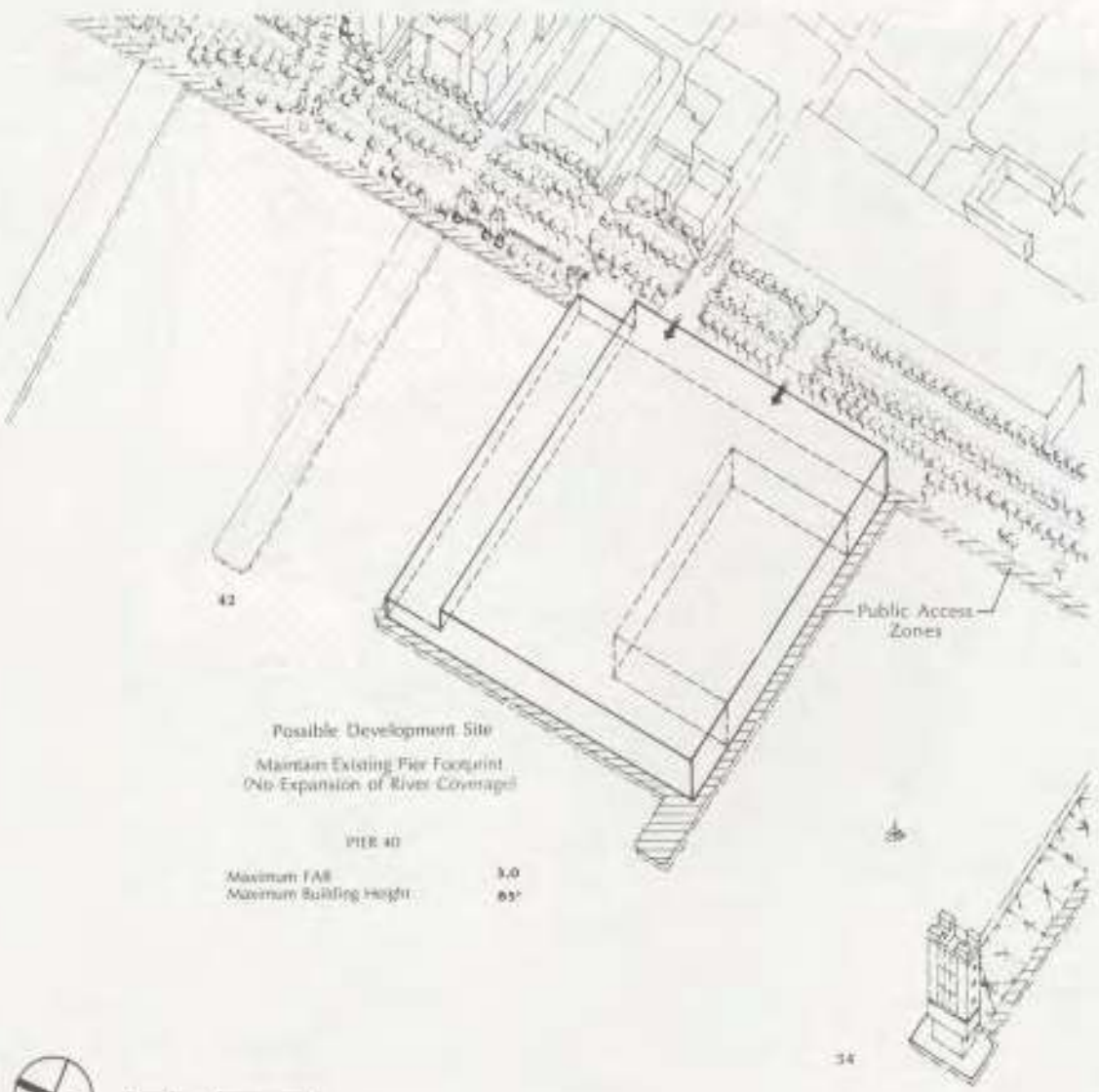



*Proposed plan of the Greenwich Village waterfront.*


Christopher Street End
Possible Marina
46
lic Recreation Pier
45
Public Recreation Pier
42
Public Recreation Pier
40
Possible Development Site
0
200
400

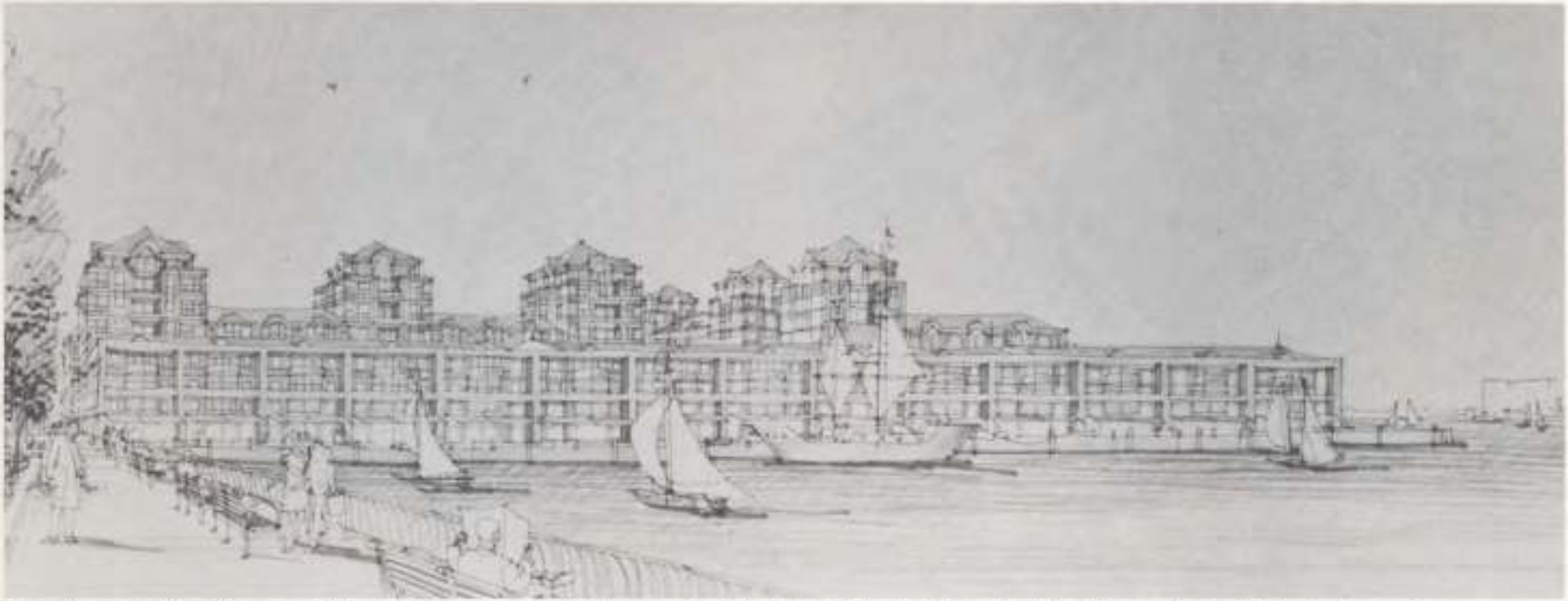



*Proposed development controls for Pier 40 reuse.*

The Panel proposes that the Greenwich Village waterfront park be designed with a balance of open green landscape and hard surface area, given the shoreline's current popularity with pedestrians and bicyclists. Assuming the proposed Route 9A alternative with four lanes northbound and three lanes southbound in the Village area, the esplanade will be about 135 feet wide, making it one of the broadest sections in the entire park.

From its southern edge, the Village's waterfront begins at the Tribeca boundary, at the point where the tree-lined esplanade will face the proposed commercial marina. Proceeding north, the esplanade's design depends on decisions made about the future of Pier 40, now used for warehouses and parking with a floating prison barge tethered of the southern edge. The 16-acre pier, with its open interior courtyard, runs from King to Leroy Streets and contains an area equivalent to seven city blocks.

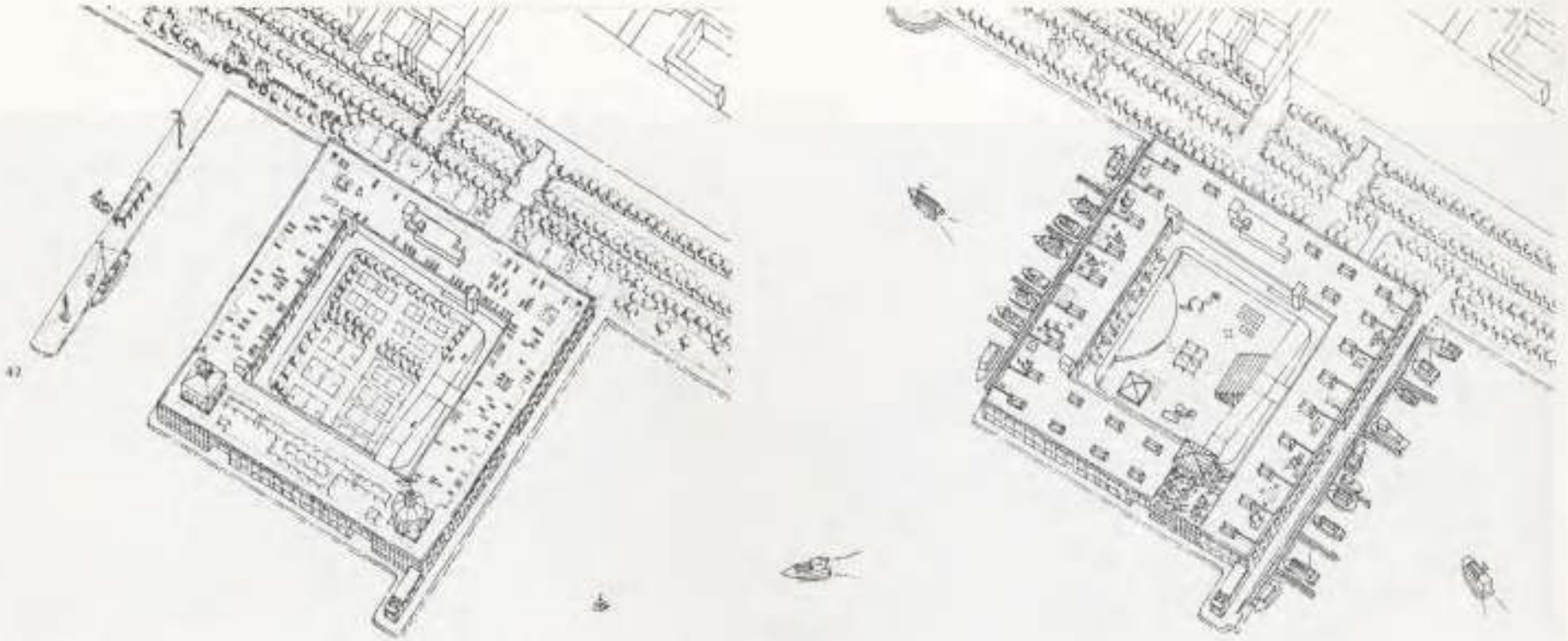
The Panel views Pier 40 as an opportunity to promote reuse or redevelopment that could enliven a now-desolate area with a mix of public open space and new uses, including housing and/or commercial businesses. Revenue generated from the redevelopment of Pier 40 can



*Redevelopment of Pier 40 could add life, activity, and security to this currently industrial stretch of waterfront. The building on the pier illustrates the maximum development under the proposed development controls.*

provide a source of funding for pier rehabilitation and the construction of the waterfront park. If any part of the development on the pier is residential, some of the units should be affordable to an economic mix of households, including those with low and moderate incomes. Redevelopment would have to include space for amenities as long as the pier is physically isolated from shopping and other services in the neighborhood just to the east.

The Panel believes that detailed physical and financial studies as well as community input are needed before any plans can be defined for the pier's redevelopment. Rather than recommend detailed plans, it proposes limits controlling the pier's reuse. First, the floor-area-ratio (FAR) should be no greater than 3.0. This ratio represents three times the ground level area of the current pier. To limit the impact, the height of all buildings on the north edge of the pier should be restricted to 45 feet, approximately the current height. Development elsewhere on this pier should not exceed 85 feet in height. Some residents of the Green-



*Possible configurations for mixed uses on Pier 40 following the proposed development controls.*

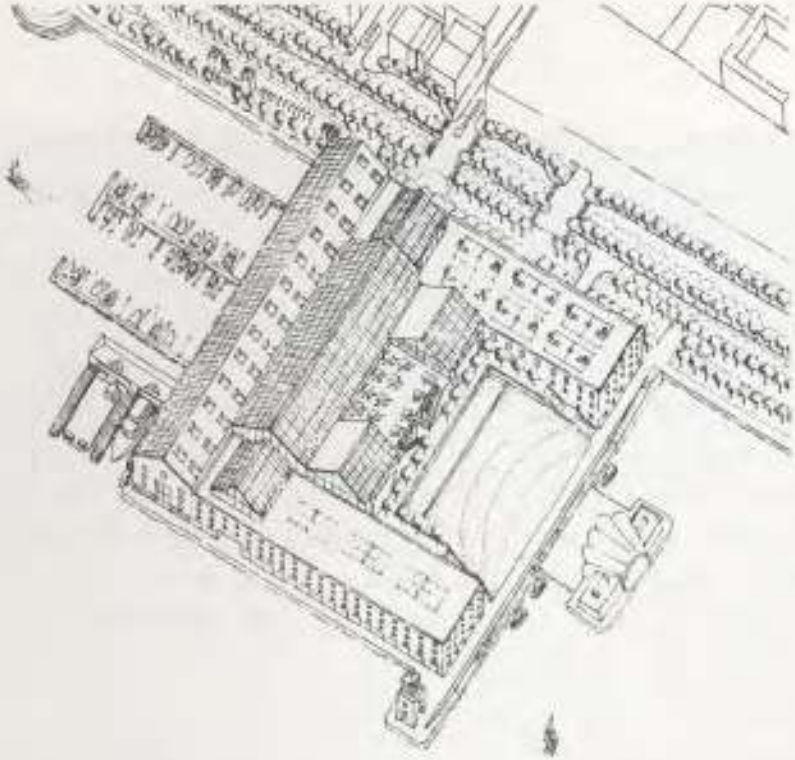
wich Village community have suggested that the building height on Pier 40 be limited to 60 feet, in order to be consistent with the adjacent neighborhood. The Panel recommends that its successor explore this option.

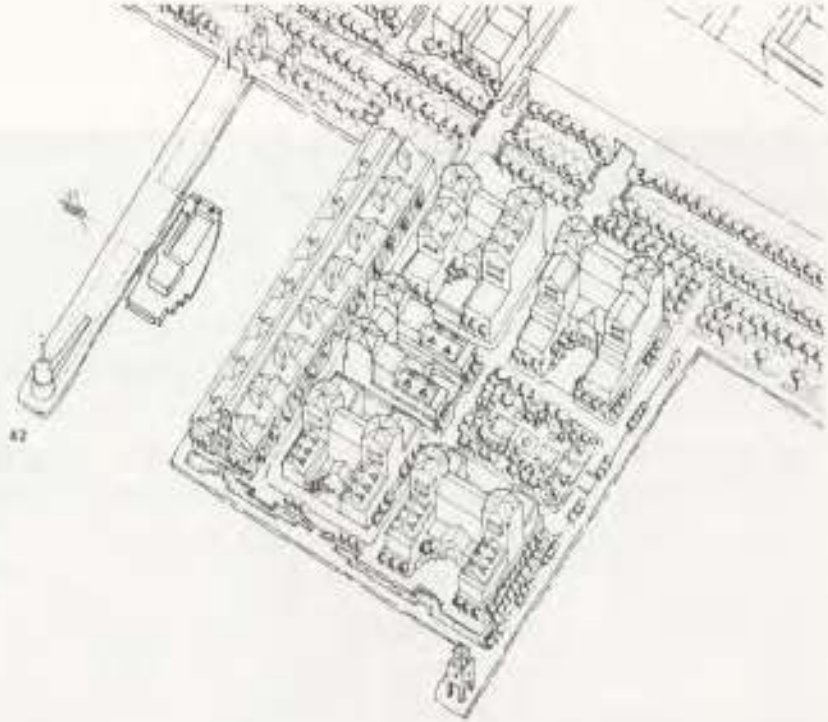
Public access and open space are two additional priorities in the Panel's view. The pier's entire perimeter should be accessible to the public. With the existing structure, the greatest possible width is about 20 feet, the width of the existing platform edge. If some or all of the existing structure is removed, the water's edge walkway should be increased where possible to at least 30 feet.

Open space should be an important consideration in any reuse of the pier. If the existing structure is altered, the southern face of the pier should be opened up to take maximum advantage of sunlight throughout the day and to allow dramatic views of the Tribeca waterfront and the harbor beyond.

If the existing structure is demolished entirely, east-west streets might be extended from the Village to permit access and views now blocked by the monolithic character of the pier. An opening for a sunny southern exposure could be part of the design.

In line with the recommended controls, the Panel suggests several reuse alternatives. The least intensive option calls for retaining the





existing structure and adapting it for new commercial uses, with the central portions devoted to public open space and recreation. The roof could be used for a combination of parking and restaurants.

In a variation of this option, two or three stories might be added on portions of the roof for a variety of uses, which would significantly increase the amount of usable space. The Panel notes that any plan to add to the existing structure would require further study of the building's structural integrity.

Another alternative that would fit within the proposed controls would be to raze the existing pier structure and develop the site for housing and other uses, with some portions rising to a height of 85 feet. The highest density option considered would allow approximately 1,500 housing units integrated with commercial uses, community facilities and parking. The new pattern of blocks would be accessible to pedestrians and vehicles with the through streets opening up river views from the Greenwich Village waterfront.

In this option, a generous waterfront promenade should be created around the entire perimeter of the site, which could be lined with ground-floor retail and other public amenities, such as a water taxi service connecting the Village to other parts of the Hudson waterfront.

This option might support a marina operated off the southern edge of Pier 40, with ample open space included for public views of the harbor.

The Panel notes that many other possibilities exist for Pier 40 besides keeping the existing structure intact and completely redeveloping it. Some members of the community have recommended extending the park onto the 16 acres of the pier, but this is unlikely to be feasible given the high cost of park construction, and the need to generate future revenues to supplement the funds committed to the waterfront park. The ultimate decision will depend upon market conditions, engineering potentialities, planning considerations and financial necessities that will only be determined after a more detailed study and consultation with the community.

The esplanade in the Pier 40 area would best be designed in conjunction with whatever reuse or redevelopment plan is chosen. Even if the structure remains in its present form, a series of formal gardens could be created, for example, as an attractive forecourt for the pier. If possible, public washrooms and park maintenance facilities should be integrated into the pier to serve people using the park.

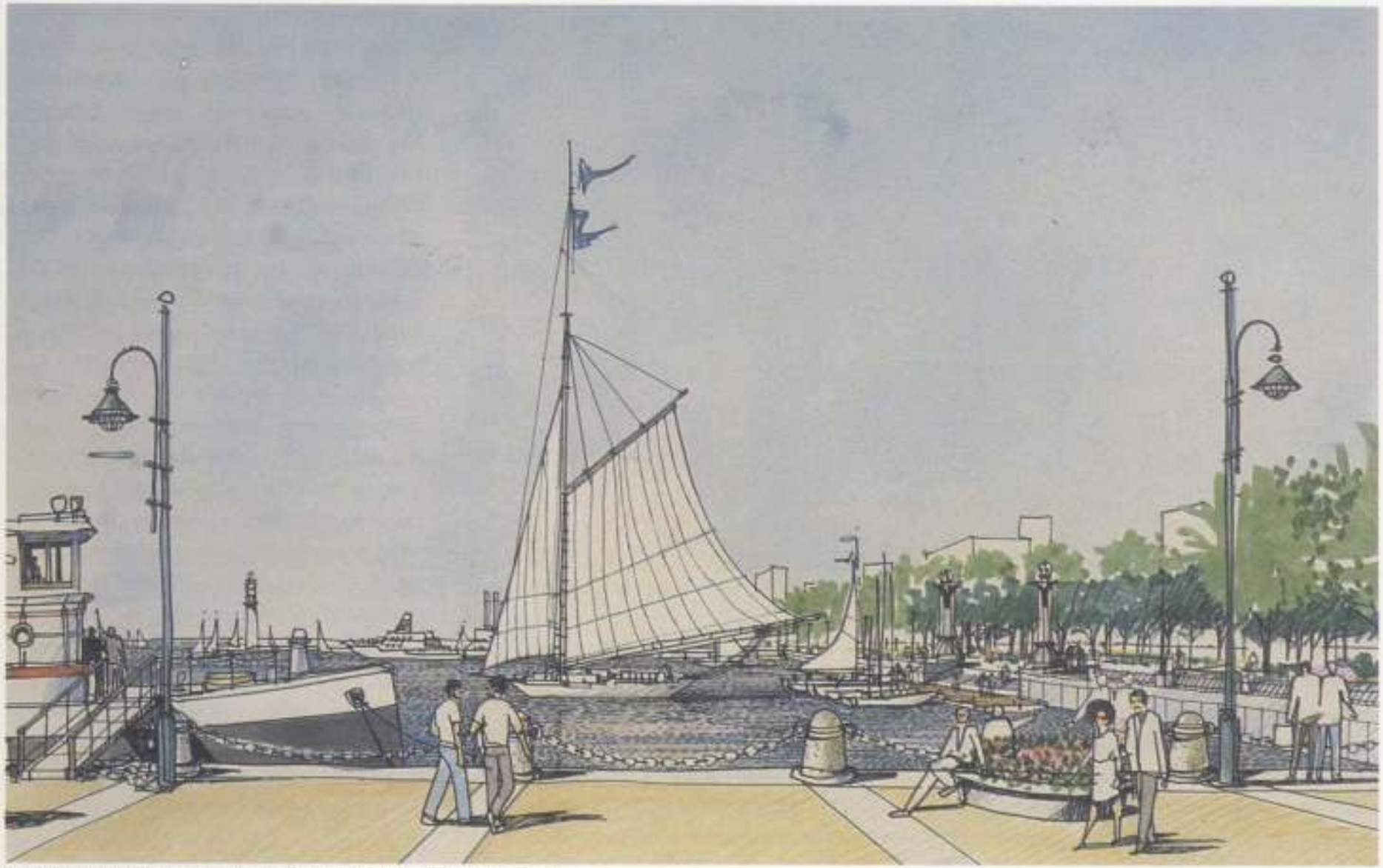
To the north, the esplanade approaches the foot of the Morton Street pier (Pier 42) where the Port Authority is now constructing vents and emergency access for the Port Authority Trans-Hudson (PATH) tubes. Designs for the landscaping around these vents must be an element of the overall plans for the esplanade.

The long, narrow Morton Street pier will be one of four public recreation piers along the Greenwich Village waterfront. Now in poor condition and closed to the public, the pier will need substantial rehabilitation. With the addition of benches, lighting and perhaps concessions, it promises to be a popular public place where visitors might sit, sunbathe or fish. A floating swimming pool might be docked here or at another of the Greenwich Village public piers, and a distinctive observation platform built at the pier's end could enhance the opportunity for river views.

The Panel recommends a plaza at the foot of Christopher Street, extending from the Morton Street pier to Pier 45 at West 11th Street, to serve as a major gateway to the waterfront. A tier of broad steps could be included for viewing boats passing on the river as well as special performances in the park. Some areas could be paved with cobblestones saved from the waterfront's original aprons. On either side of the large plaza, landscaped lawns will be shaded by trees.

Pier 45, near Christopher Street, should continue to be a public pier and a major destination for waterfront users. The Panel recommends that it be a largely open pier with benches, railings and lighting. Since the pier's edges have deteriorated and need reconstruction, get-down ramps could be included to provide access to water level. A light one-story structure could serve as a concession stand, information booth or water taxi shelter (an alternative to having a water taxi stop on Pier 40).

The esplanade continues north past Pier 45 to a green open lawn extending for five blocks from Perry Street to Jane Street, facing on a bay of open water. In line with the proposals of the community, the lawn should be simply designed, with openings in the landscaping so people can see down the streets to the water. The open lawn could become a place for children's games, quiet relaxation and the viewing of passing boats and ships. In addition, the Village's history could be highlighted with some exhibits from the steamship era, the landing of immigrants or early passenger ship



*The Greenwich Village waterfront shown as a center for historic boats.*

*The Christopher Street end plaza could offer a stage for performances as well as places to sit and observe the riverfront activity.*

terminals.

At the southern edge of the open water area, Pier 46, now seriously deteriorated, will be a public pier. The Panel proposes renovating only the portion closest to shore, which might become a permanent mooring for restorations of historic ships. A viewing platform at the end would overlook the water, and a one-story structure might be built to house displays about Greenwich Village's shipping heritage.

The Panel envisions a quiet expanse of open water as the center of the Greenwich Village waterfront. Lying in the middle of this area is Pier 49, which is currently missing much of its timber deck and consequently is closed to the public. The most adventuresome now find their way out onto it at increasing risk. The Panel suggests removing the pier to eliminate the hazard. The community has urged leaving open an option to rebuild this pier, one of the oldest on the Hudson, in the hopes that adequate private sector restoration funds will be found. If such funding is secured, the Panel would support reconstruction of this pier.

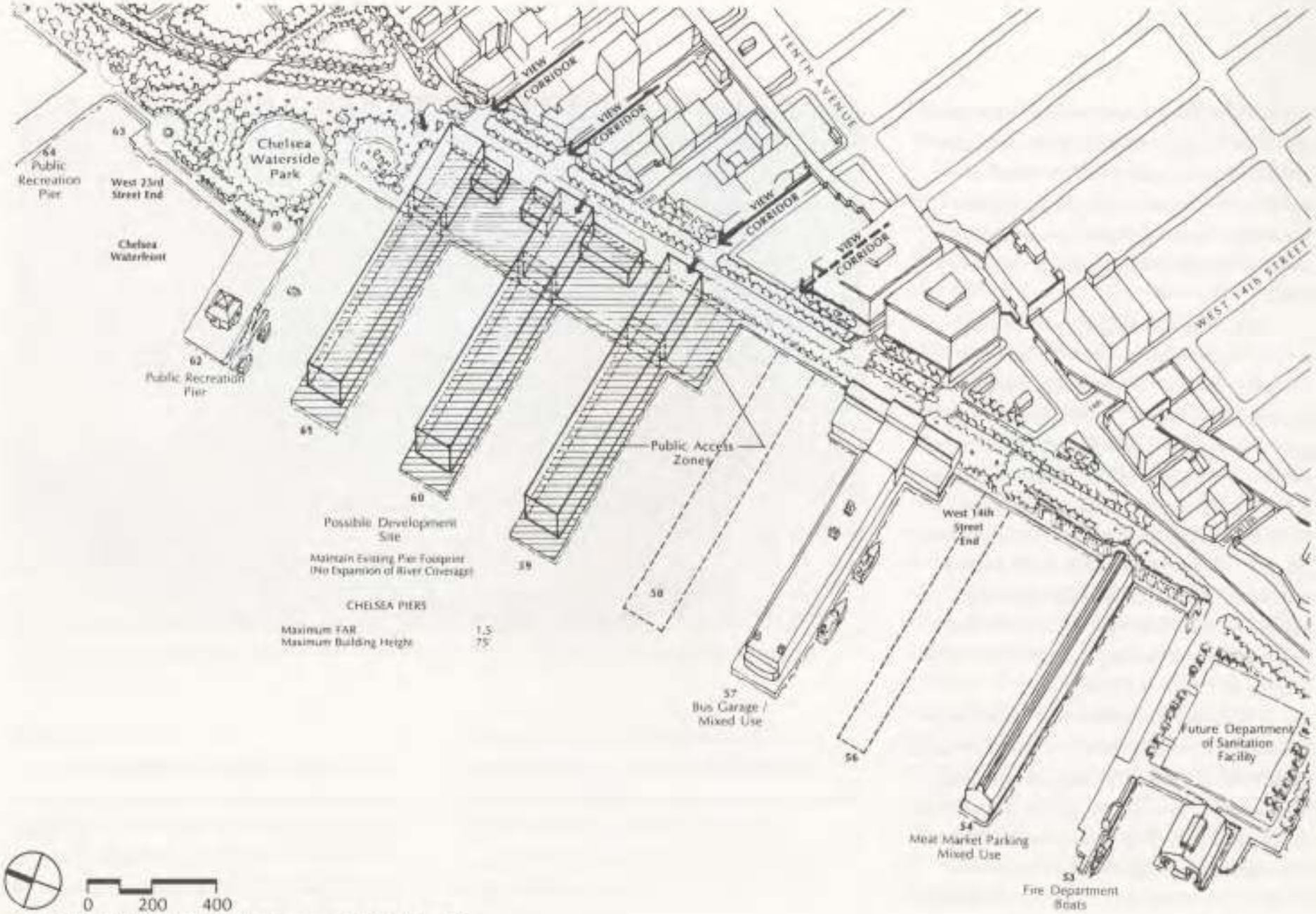
Pier 51, at Jane Street, will be restored for public recreation. Dating back to 1898, the pier is in poor condition, and its wooden deck and many of the existing pilings must be replaced. The Panel suggests the possibility that the pier could become the base for a community boating facility, operated on floating docks. This is an excellent location for such a facility since the Gansevoort peninsula shelters the cove from river currents and ice. A modest one-story structure might be constructed on the pier as a boathouse. If this option is chosen, the pier itself should remain open to the public, though the floating docks might be restricted to active boaters.

The northern edge of the lawn near Pier 51 would be a good location for a children's playground, since it is near a neighborhood with many young families. Community gardens would also encourage family use and could be tied in to the planting planned for the water's edge.

The esplanade narrows north of Pier 51 across from the Gansevoort Meat Market, though a minimum width of 60 feet and continuous rows of street trees will maintain the park's continuity. The design should be coordinated with the Department of Sanitation's plans for redeveloping the Gansevoort peninsula. Plans now call for the Sanitation Department to demolish the abandoned destructor building, modify the site to accommodate recycling operations, and build a garage to consolidate maintenance and parking away from the current location on Pier 59 in Chelsea.

The Panel recommends that the sanitation facilities be enclosed as much as possible to limit the impact on the nearby esplanade and that a truck queuing area now on the Pier 51 bulkhead be relocated onto the peninsula itself. The Panel also suggests that department offices on the peninsula be placed near public access areas to help draw activity to the park at that point. As the city's recycling program grows, parts of the facility might be opened to the public for displays and interpretive exhibits.

The community has suggested that the Gansevoort peninsula become part of the park if alternative sites can be located for the Sanitation Department facility.




*Proposed development controls for the reuse of the Chelsea Piers.*

## CHELSEA-GANSEVOORT WATERFRONT

Of all the West Side waterfront neighborhoods, the Chelsea-Gansevoort area shows most vividly the imprint of major maritime activity. Its series of enclosed finger piers and their headhouses form an almost unbroken wall along West Street, from the northernmost edge of the Gansevoort peninsula at Little West 12th Street in the south to Pier 64 at 24th Street in the north. The Chelsea-Gansevoort waterfront lies within the bounds of Community Board 4 except for the two-block area south of 14th Street covered by Community Board 2.

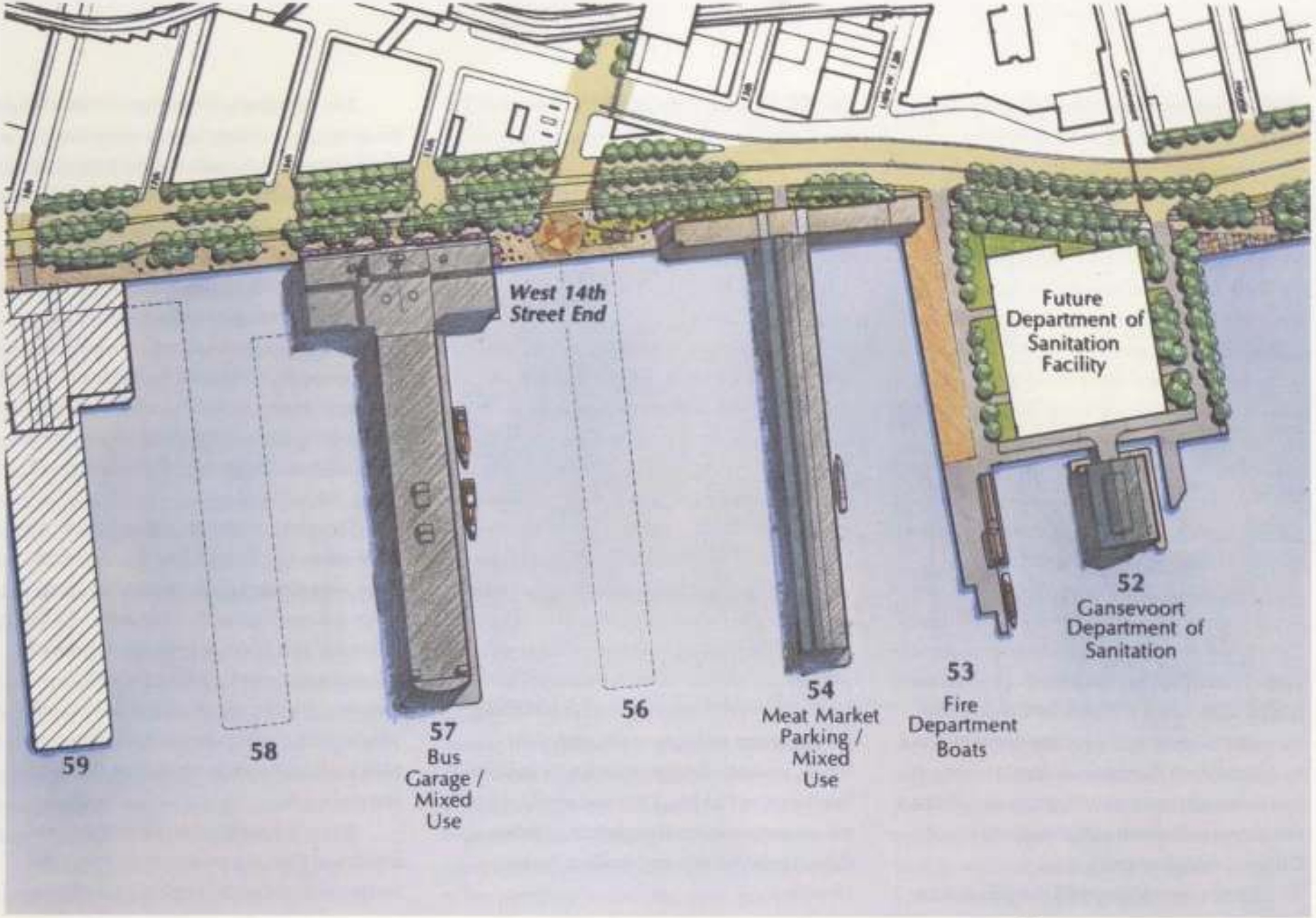
Chelsea's residential community is concentrated east of 10th Avenue and is separated from the waterfront by a two-block-wide corridor of manufacturing and commercial buildings. The piers are still actively used though not, for the most part, occupied by water-related enterprises. The proposed path of Route 9A includes sweeping S-curves at both ends of the narrowest corridors on the Hudson waterfront.

Views of the waterfront are currently possible through only two gaps – Pier 56 at 14th Street and Pier 58 at 16th Street, where the original headhouses have been demolished.


*The headhouses at the Chelsea Piers form a wall that blocks access and views to the waterfront.*

Even at 23rd Street, an important link between the city and the shoreline, headhouses block views of the Hudson and isolate Thomas F. Smith Park. A small park, built in 1923 as a green respite in the midst of factories and piers, it was cut into two triangular pieces in the 1930s with the building of the Miller Highway. Today it functions chiefly as a turnaround for the 23rd Street crosstown bus, but the park will be expanded and redeveloped in the future as the centerpiece of the Chelsea-Gansevoort waterfront park. Chelsea Waterside Park, as it is now


*Proposed plan of the Chelsea-Gansevoort waterfront.*


West 14th Street End
Future Department of Sanitation Facility
59
58
57
Bus Garage / Mixed Use
56
54
Meat Market Parking / Mixed Use
53
Fire Department Boats
52
Gansevoort Department of Sanitation
0
200
400

called, is expected to be the magnet that brings Chelsea residents to the waterfront.

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The Chelsea-Gansevoort waterfront park begins at Pier 53, attached to the northern end of the Gansevoort Peninsula, where the New York City Fire Department now operates a fireboat station. The Panel recommends the continued use of this important water-dependent facility and suggests that the esplanade be designed to provide public access for viewing fireboat operations.

Passing north across the peninsula, the public area is just wide enough to accommodate a buffer strip and the continuous bikeway/walkway. Further north, at the corner of 13th Street, the esplanade is also limited as it reaches Pier 54, one of the waterfront's most prominent visual landmarks with the arched openings in its facade. Built in the 1920s for the Cunard Lines' transatlantic passenger ships, the finger pier and its decking have deteriorated. Until recently, the first floor was used for parking delivery trucks and cars in connection with the adjacent Gansevoort Meat Market.

Recent engineering studies conducted for the New York Sate Department of Transportation (DOT), which owns the property, indicate that the pier structures are currently unsafe and in danger of collapse. The buildings were vacated early in October. The Panel recommends that additional analysis be done to determine the appropriate action necessary to ensure public safety.

If preservation is possible, the pier could be renovated for reuse as a greenmarket, an antiques market, an indoor commercial recreation facility or for relocation of the Chelsea flower market now on Sixth Avenue. If the structure can be made safe, it might again be used for meat market parking for the near term.

The future of the abandoned headhouse remains in question, however. At this time the community recommends restoring the eastern facade of the headhouse at the bulkhead with its original cornice and entrance detailing. A possibility worth exploring further is running the pedestrian walkway to the west of the facade, possibly through or under the enclosed headhouse of Pier 54. The Panel would support this recommendation if engineering studies show it to be feasible and funding can be identified.

The community favors reconstruction of the entire pier building because of its historic importance. The dangerous conditions cited above, however, may make preservation of the headhouse and pier building impossible.

North of Pier 54, the roadway is a six-lane boulevard and the esplanade becomes about 65 feet wide, providing room for pathside planters and seating in alcoves beneath a canopy of shade trees. In this section, greenmarkets or other special events could be scheduled from time to time, and exhibits along the esplanade could celebrate the history of the commercial port.

Some special treatment should mark the place where 14th Street meets the Hudson to serve as a reference point for those traveling north and south along the waterfront. Pier 56, at the foot of 14th Street, is seriously deteriorated and currently fenced off. The Panel proposes removing the pier except the part of the deck parallel to the bulkhead, which could be rehabilitated to create an overlook from the street-end esplanade.

Just to the north is Pier 57, at 15th Street, which was built as a passenger ship terminal and is one of the soundest piers on the lower

Hudson waterfront. An innovative concrete cellular box structure completed in 1954, it was constructed off-site and floated onto its foundations in the present location.

Consisting of two stories above water level and a full basement below, the pier is now used by the Metropolitan Transit Authority (MTA) for parking and servicing buses of the Manhattan and Bronx Surface Transit Operating Authority (MaBSTOA). Over the long term, the Panel's policy calls for relocating facilities that are not water-related away from this pier and the waterfront area. In the short term, however, it recognizes that this bus parking garage must remain, although operations now carried out along the bulkhead should be relocated inside the structure to accommodate the continuous esplanade.

As to its future, the pier's high ceilings make it suitable for a number of maritime uses, including renovation into an expansion site for local cruise boat operations. Alternatively, its spacious loft areas could readily be adapted for commercial recreation or other activities that may be enhanced by proximity to the water.

To the north of Pier 57, the esplanade and continuous walkway will pass along the bulkhead in front of Piers 59, 60 and 61, known as the Chelsea Piers. The design of the esplanade in this area between 18th and 21st Streets depends on the future of these piers, but wherever possible, the Panel calls for the headhouses to be opened up to maximize open space.


*Redevelopment of the Chelsea Pier headhouses could open new views and broad public accessways to the water.*

Service roads in front of the piers should be replaced with individual entries, and the park should be no less than 60 feet wide between the roadway curb and the headhouse face. As an interim measure, concessions or vending operations might be integrated across the face of

*Vendors near the headhouses at the Chelsea Piers could add life and activity to the esplanade walkway.*

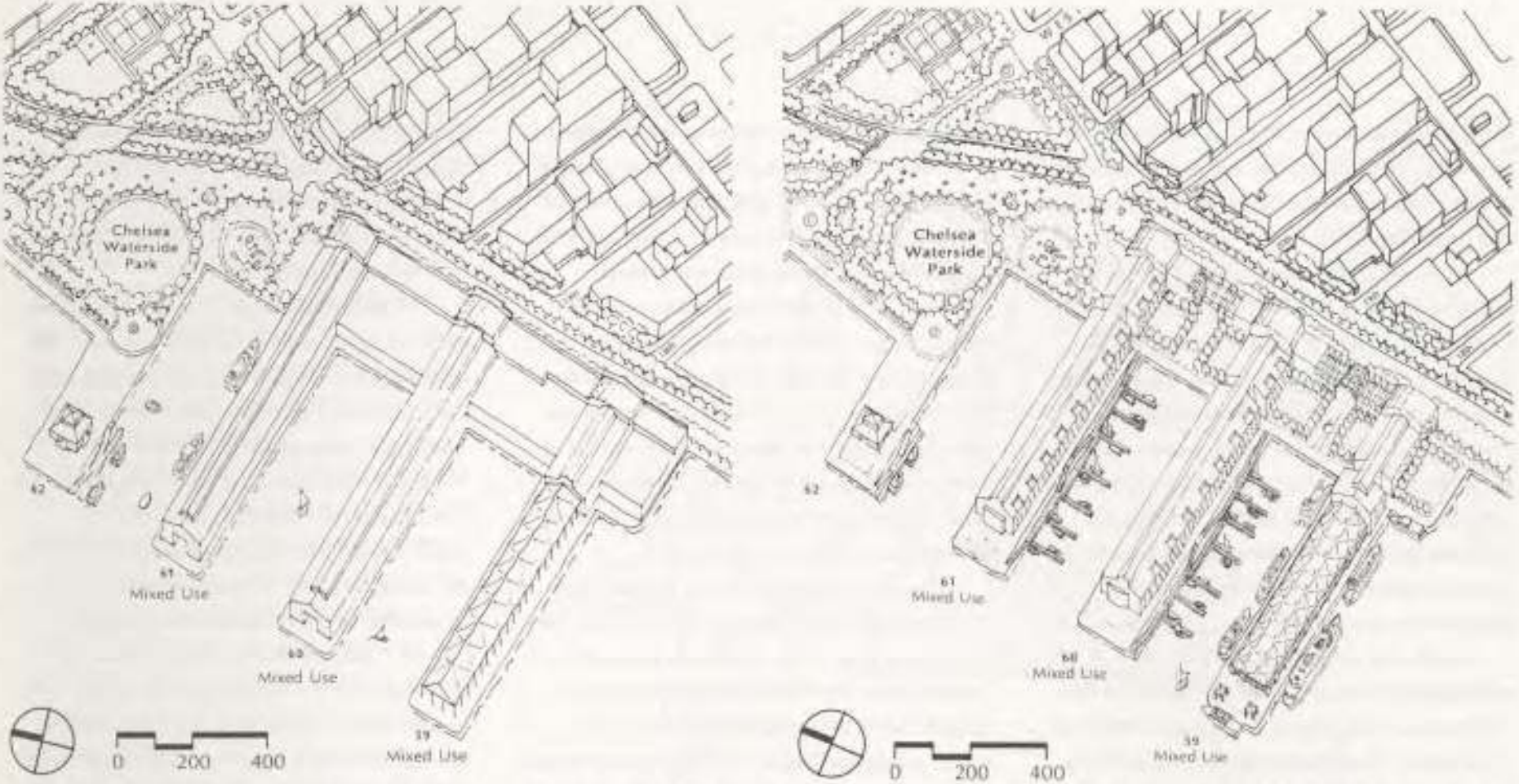
the piers as a backdrop for lively pedestrian activity.

Today, the Chelsea Piers house a variety of operations, with television studios occupying much of the inexpensive loft space on the second level. The studios have become an important local industry, supporting many small businesses in the nearby Chelsea neighborhood. On the bottom levels, Pier 59, at 18th Street, is used for parking Department of Sanitation vehicles and for storage by the State Department of Transportation. Pier 60, between 19th and 20th Streets, is occupied by a City Department of Transportation tow pound for "scofflaw" vehicles. Pier 61, at the foot of 21st Street, is leased by private firms for parking and houses food storage areas for nearby dinner cruise operations.

The Panel considers the Chelsea Piers among the most important resources on the West Side waterfront. With adaptation or redevelopment, these piers could enliven a now remote section of waterfront with permanent occupants and an expanded work force. This would anchor the proposed Chelsea Waterfront Park, encouraging its use throughout the week and in all seasons.

To shape the piers' future size and scale while maintaining flexibility, the Panel recommends design controls that should apply regardless of which uses are eventually selected. All redevelopment should occur within the existing footprint of the piers without increasing coverage of the open water areas. The overall floor area, distributed across the piers and bulkhead, must not exceed a floor-area-ratio (FAR) of 1.5 (one-and-a-half-times the size of the existing pier and bulkhead).

Whether the piers are reused or redevel-




*Following the proposed Chelsea-Gansevoort development controls, a range of development alternatives is possible. View on the left shows reuse of the existing structures. View at right shows reuse to maximum allowed density.*

oped, maximum heights of 75 feet should prevail throughout. Chelsea residents and Community Board 4 strongly support breaking the solid line of headhouses to allow river views, and the Panel proposes that headhouses be removed selectively to open view corridors along 17th, 18th, 20th, and 21st Streets.

The Panel strongly encourages the relocation of public service uses that are not water-related, such as the tow pound and the storage garage for sanitation vehicles. Adequate public open space should be created at pier deck level. If the piers are redeveloped, open public space should be created between the pier structures within the site and linked to the continuous

water's edge walkway. Public access would be assured by creating a public access zone at least 20 feet wide around the perimeter of the piers and on the bulkhead.

A broad array of redevelopment options could be designed to meet these guidelines, whether through new construction or adaptation of the existing structures. One immediate opportunity for reuse is to expand and relocate dinner cruise and charter boat operations into one or more of the finger piers, where space is available for permanent kitchen facilities and customer parking. Another option would be to free more space in the existing structures for television production studios.

With new construction or extensive rehabilitation, housing could be created on the finger piers, with ground level space devoted to retail shops. If any part of the development on the piers is residential, some of the units should be affordable to a mix of households, including those with low and moderate incomes.

Office space could also be created, perhaps aimed at firms engaged in some form of maritime activity such as marine insurance and shipping, or for the U.S. Coast Guard. A mixture of any of the above uses would also be possible, of course, and could add variety to the complex.

The Panel notes that the extent of physical rehabilitation required will depend on the uses selected. Reconstructed between 1965 and 1968, the pier structures and decks are in good condition, as is the steel supporting frame for the buildings. Parts of the roof and walls have been repaired recently, however, and considerably more repairs are needed. The only change required is the demolition of a small portion of the northeast corner of the Pier 61 headhouse, which must be done to permit the realignment of Route 9A to make it a safer road.

The esplanade north of the Chelsea Piers will open onto the Chelsea Waterside Park. The largest and most active recreation area in the Hudson River Waterfront Park, it will serve a neighborhood historically deficient in open space. Using the Thomas F. Smith Park triangles as its hub, the multi-purpose park will occupy the area between 22nd and 24th Streets from 11th Avenue to the river and will include Piers 62, 63 and 64. The structures of these will eventually be removed to permit views of open water. The park will occupy both sides of Route 9A, which will be realigned in this area.

The eight-acre park was conceived by the Chelsea Waterside Park Association and designed at their request by Thomas Balsley, working in conjunction with the West Side Task Force and the Panel, and closely coordinated with the Route 9A project.

At its southern edge near 22nd Street, the park will begin west of the Route 9A roadway, which will become a grassy area planted with shade trees and provided with seating. Nearby, a one-eighth mile jogging track will be built. The community-proposed park design included a bus turnaround west of the roadway to provide public transportation access adjacent to the waterfront. For technical reasons it may not be possible to accommodate this particular design. However, the Panel recognizes the importance of providing bus access to the waterfront side of the park and recommends that alternatives be explored. The water's edge walkway, continuing around the perimeter of the lawn, will extend onto the adjacent Pier 62, which is to be redeveloped as a public access pier.

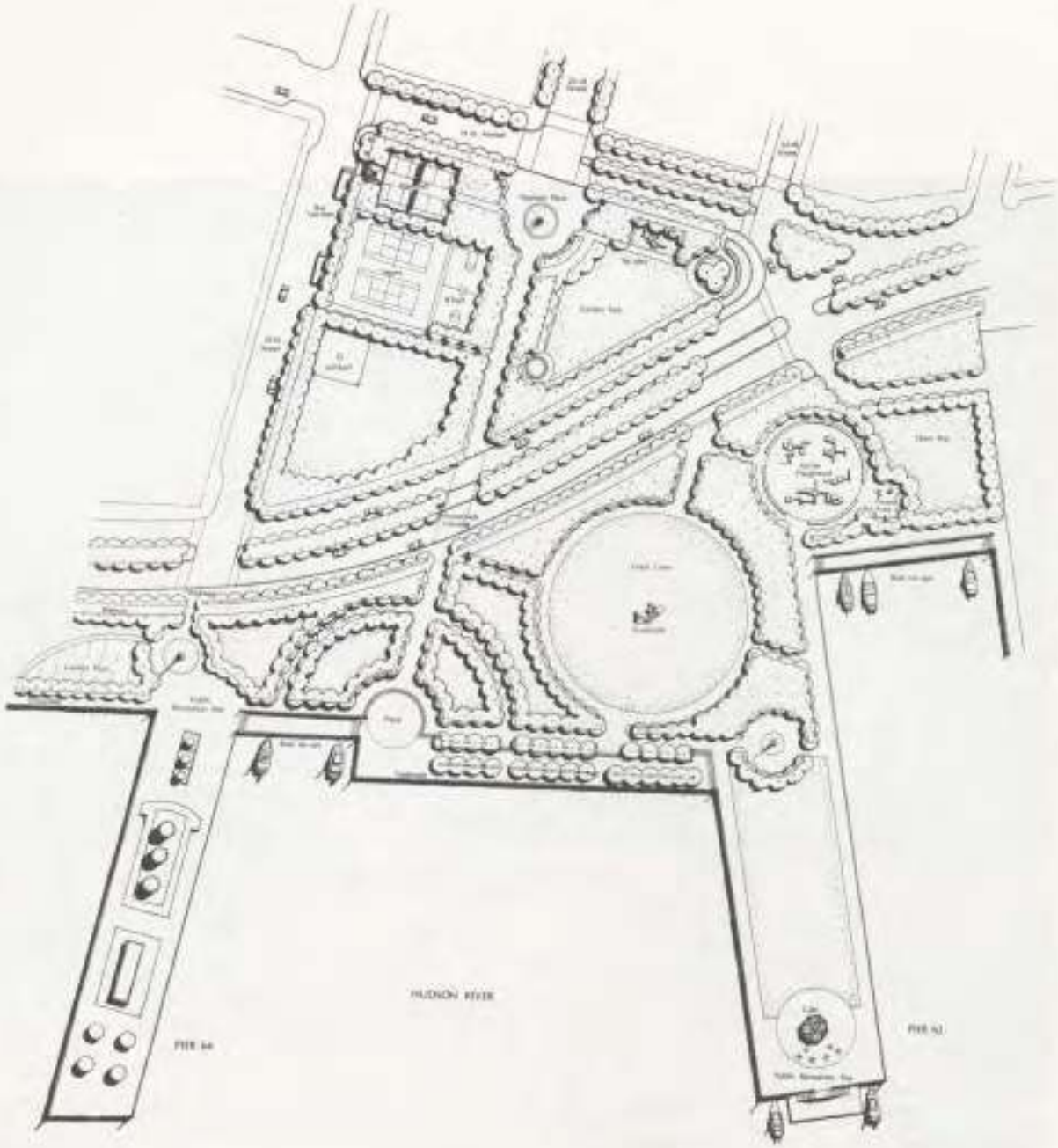
Built in 1963 as part of the Chelsea Piers complex, Pier 62 has been leased and maintained for the past five years by World Yacht Inc., which operates dinner cruises and other

cruise boat excursions. Because of its success, the firm has outgrown these quarters and hopes to move to larger permanent facilities.

When Pier 62 is vacated and the structure removed, the open deck space could be redesigned and seating installed for public views of the river. As a public access pier, it could also house a variety of concessions, including food stands, and could provide short term dockage for privately owned boats.

Just north of Pier 62, the esplanade broadens, making room for an informal amphitheater, so that crowds could gather for performances or other special events. The amphitheater would face what is now Pier 63, which runs south to north along the riverfront from 23rd Street to 24th Street. Built in 1941, the pier's single-story structure is now used as a warehouse with parking on its roof. Though the building is in fair condition, it blocks river views at the very center of the proposed park. The Panel endorses the proposal of the Chelsea Waterside Park Association to demolish the building on Pier 63 so that the pier can be made part of the park, with seating in alcoves shaded by pergolas or seasonal canvas awnings.

Directly inland and east of the Pier 63 area



*Proposed park at Chelsea Waterside, by Thomas Balsley Associates for the Chelsea Waterside Park Association.*

*The 23rd Street Promenade at Chelsea Waterside Park is Chelsea's gateway to the waterfront.*

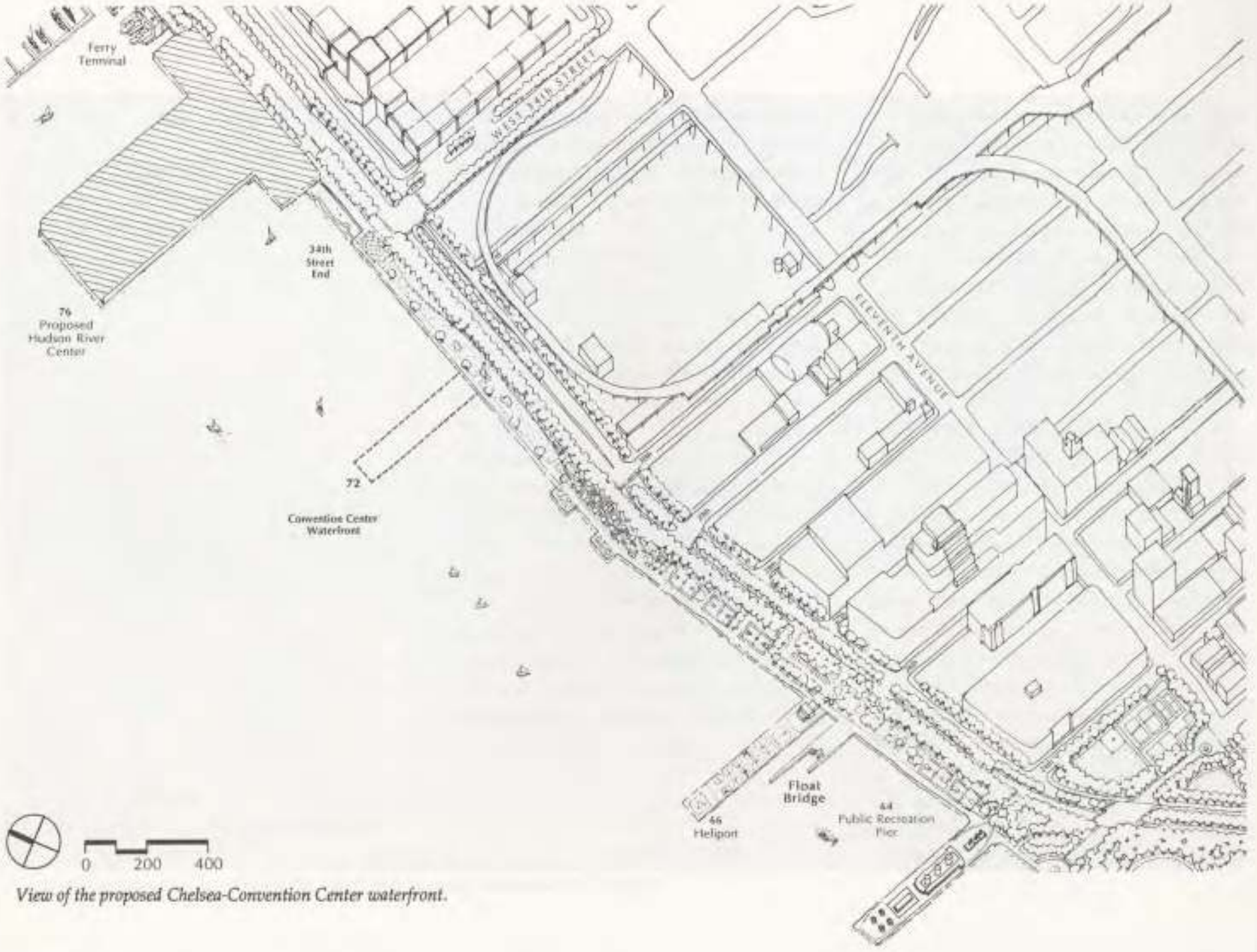
is the foot of 23rd Street. Plans call for a small plaza at this point, to be highlighted by a fountain, sculpture or vertical pylon. The Panel and the community call for closing 23rd Street to vehicular traffic from 11th Avenue west to the river's edge. A gateway could mark the start of a tree-shaded pedestrian mall. Synchronized traffic signals will be installed at 22nd and 24th Streets, so that pedestrians have ample time to stroll down this mall and across Route 9A to the waterfront.

Pier 64, formerly used by the City Police Department for storing barricades and vehicles, will form the northern edge of the Chelsea waterfront. A handsome maritime structure when it was built in 1939, the pier is currently in poor condition. In accordance with the Chelsea Waterside Park plan, the Panel proposes that the structure on the pier be removed and the pier be rebuilt for public access and informal recreation, with a modest one-story structure added for concessions. Because of the pier's current state of disrepair, most of the existing pilings and the current deck will have to be replaced.

Directly east of the Pier 64 area, on the west side of the highway, plans call for a community garden and a children's playground in the area of 24th Street. Most of the park's active recreation will take place further east, however, across the highway, on a block bounded by 11th and 12th Avenues and 23rd and 24th Streets.

In this area, the Panel recommends building tennis courts, handball courts and a softball field. Now occupied by auto-body shops, a large delivery truck depot for vehicles serving the garment industry and other businesses, the block and some of the existing park would be razed in connection with the reconstruction of Route 9A.

Although the Route 9A Project is required by federal regulations to mitigate any encroachment on the existing Thomas F. Smith Park, the mitigation plan (which will need concurrence of the Federal Highway Administration) must be a reasonable replacement of the impacted land and facilities. The Route 9A Project's extent of financial responsibility, therefore, will in all likelihood be limited to agreed-upon elements of the future Chelsea Waterside Park east of Route 9A.




*View of the proposed Chelsea-Convention Center waterfront.*

## CHELSEA-CONVENTION CENTER WATERFRONT

Over three quarters of a mile long, the Chelsea-Convention Center waterfront park will link the recreational esplanade at the Chelsea Waterside Park with tourist facilities in the 42nd Street area. Today this section of the river's edge is largely inaccessible, yet of the entire Hudson waterfront, the area could see the most dramatic changes with a Hudson River Waterfront Park. Totally within the bounds of Community Board 4, the Chelsea-Convention Center waterfront extends from Pier 64 at 24th Street on the south to the north edge of Pier 79 at 40th Street on the north.

Today's residential community in the Chelsea-Convention Center area is concentrated east of 10th Avenue, two full city blocks away from the river with no easy pedestrian access. The 34th Street crosstown bus serves the Convention Center, but the closest subway line runs along Eighth Avenue, isolating the waterfront from pedestrian activity.

Industrial and commercial buildings dominate the landscape from 10th to 12th Avenues. Between 11th and 12th Avenues, block-square structures succeed each other from 24th Street to 28th Street: the new U.S. Postal Service vehicle maintenance facility, the historic Starrett-Lehigh Building and the Terminal Warehouse, with its 24 acres of warehouse space. Two other massive complexes border on 12th Avenue -- the Long Island Railroad yard, covering the six city blocks between 30th and 34th Streets west of Tenth Avenue, and the Jacob K. Javits Convention Center, west of 11th Avenue between 34th and 39th Streets, which was completed in 1986.

The possibility exists that a new mixed-use project may someday be built on platforms atop the rail yards and a currently vacant adjacent site originally intended as a truck marshaling yard for the Convention Center. The Convention Center, designed as a bold effort to draw commercial activity to the West Side, attracts millions of visitors every year. Most leave the neighborhood after attending events, however, because of a current lack of shops, restaurants and hotels. In addition, the huge glass and chrome building largely turns its back on the waterfront, so only the most adventuresome would be tempted to try to reach the water's edge.

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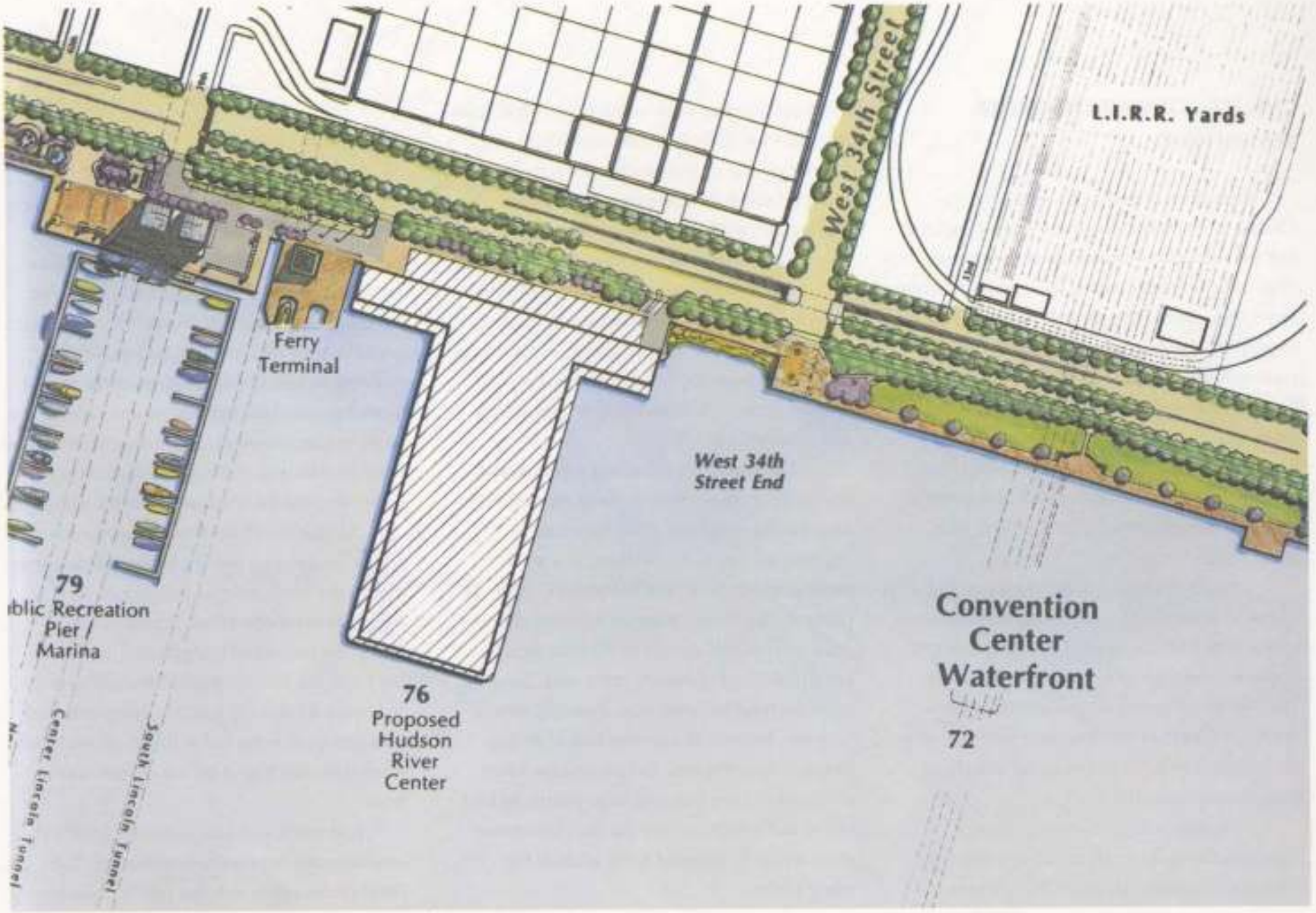
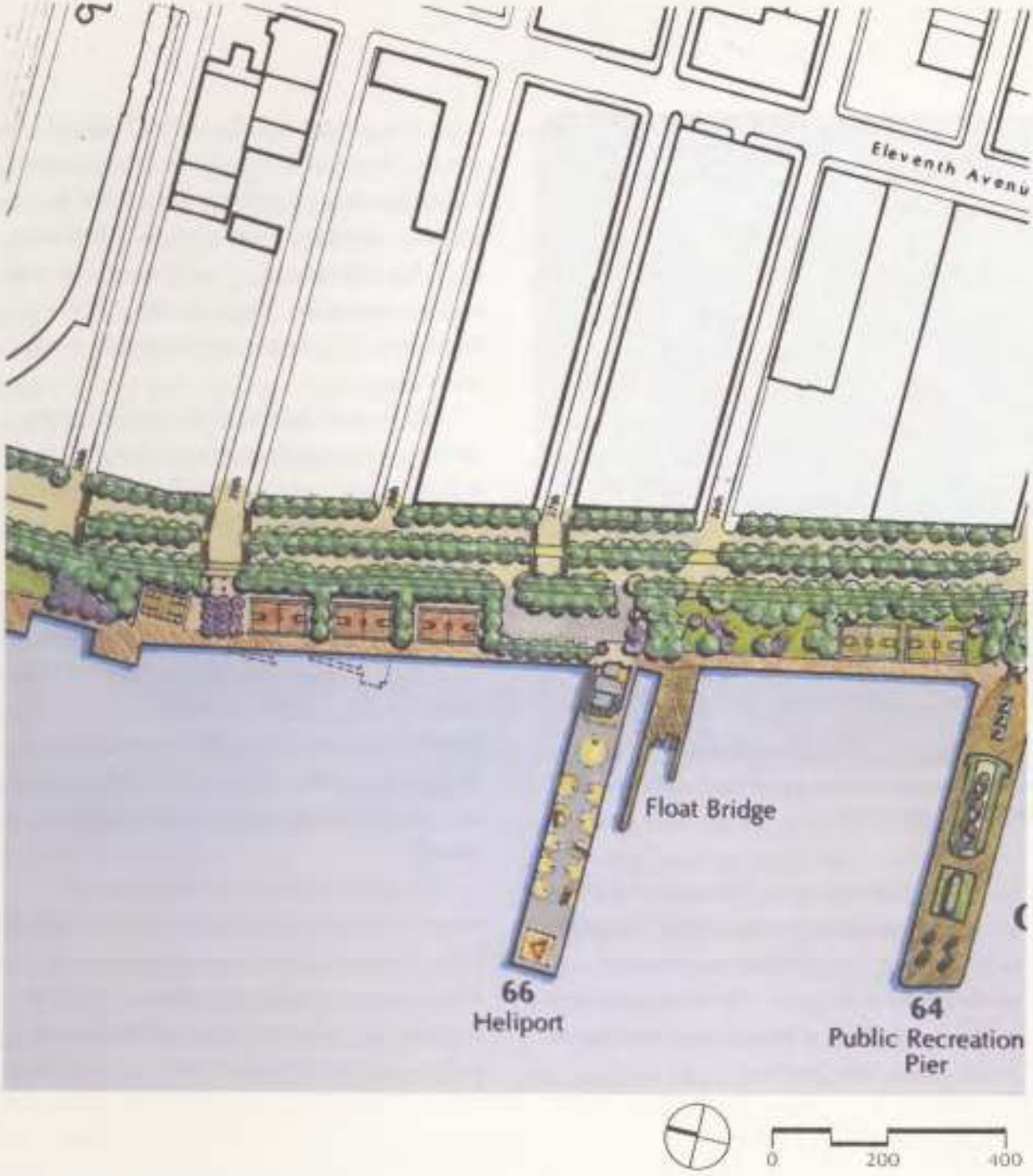
Beginning at the northern edge of the Chelsea Waterside Park, the grassy esplanade widens to as much as 145 feet adjacent to the proposed six-lane boulevard in the six blocks north of 24th Street, spacious enough for full handball and basketball courts. These facilities could be used for industrial league games, drawing residents and members of the nearby workforce into an otherwise isolated area of the park. A concrete plant exists along the bulkhead between 24th and 26th Streets, which will need to be relocated for construction of the explanade.

At 26th Street, the Panel suggests restoring a float bridge as an historic artifact of the not-so-distant era when railroad freight cars were barged to Manhattan from depots in New Jersey, the Bronx and Long Island. Rebuilt in the 1960s, the 26th Street float bridge led to the Baltimore & Ohio rail yards between 24th and 26th streets. It is the last of the 20 or more such floats that once ringed the Manhattan waterfront.

Just north, Pier 66 is currently in very poor condition and requires reconstruction. The Panel recommends that this pier be considered




*Proposed plan of the Chelsea-Convention Center waterfront.*




as a possible site for the relocation of the West Side Heliport, now operating between the bulkhead and the roadway at 30th Street.

If this is done, all of the heliport's landing pads should be confined to the pier for reasons of public safety and noise control, though some fuel storage facilities may need to be located below ground on the esplanade to prevent any chance of river contamination. The ability of the Port Authority to secure the proper permits for pier reconstruction and fuel relocation will determine whether the project moves forward.

A landscaped parking lot for about 20 cars and a drop-off area for the heliport could be situated just inland from the pier without seriously interfering with the esplanade. A pedestrian entrance to the heliport could lead from the water's edge walkway, while a continuous row of trees along Route 9A lining the bikeway/walkway would provide continuity of the green space.

Residents of the Chelsea community, members of the Chelsea Waterside Park Association and Community Board 4 have expressed concern about the impact the location of the heliport on Pier 66 would have on Chelsea Waterside Park. The Panel recognizes that

*The esplanade with open lawn area and water's edge walkway will offer a variety of places to sit, walk, and play for residents, workers, and visitors to the Chelsea-Convention Center waterfront.*

these concerns exist and recommends that its successor work with the community and the Port Authority to explore other possible pier locations for a West Side Heliport.

North of Pier 66 at 30th Street, the esplanade opens into a wide lawn in front of open water. The Panel suggests that an observation platform could be built on the 30th Street deck now occupied by the heliport to mark the southern end of the lawn. The observation area could permit views of take-offs and landings at the new helicopter location.

The open lawn, to the west of Route 9A and the Long Island Railroad yards, will anchor this section of the waterfront park. It will be shaded by trees and generous landscaping and provided with seating to view the river. Now in very poor condition, Pier 72, at about 32nd Street, should be removed to enlarge the open water area.

At the foot of 34th Street, a vertical sculpture or viewing platform at the waterfront could define the northern end of the lawn. The raised 11th Avenue viaduct at 34th Street will provide Convention Center visitors with magnificent views of the Hudson and the street-end plaza, which could be designed with space for food vendors, benches for socializing and get-downs leading to the water. Just north of 34th Street is a block-long "beach," one of the only sections of the entire waterfront where no bulkhead wall has been built and one that could remain natural.

Further north, Pier 76 dominates the waterfront across from the Convention Center at 36th Street. Now used as a tow pound by the City Department of Transportation, the pier is the proposed site of the Hudson River Center project, originally planned in 1984. The current

development proposal, which would require no new platforms in the river, calls for a hotel and meeting facilities located on the pier footprint and the area just east of the current headhouse. The Panel has taken no position on the Hudson River Center since the proposal was put forward prior to the creation of the Panel and will be subject to New York City land use review procedures. However, the Panel strongly recommends that adequate open space and generous public access around the pier's perimeter be provided if the development takes place.

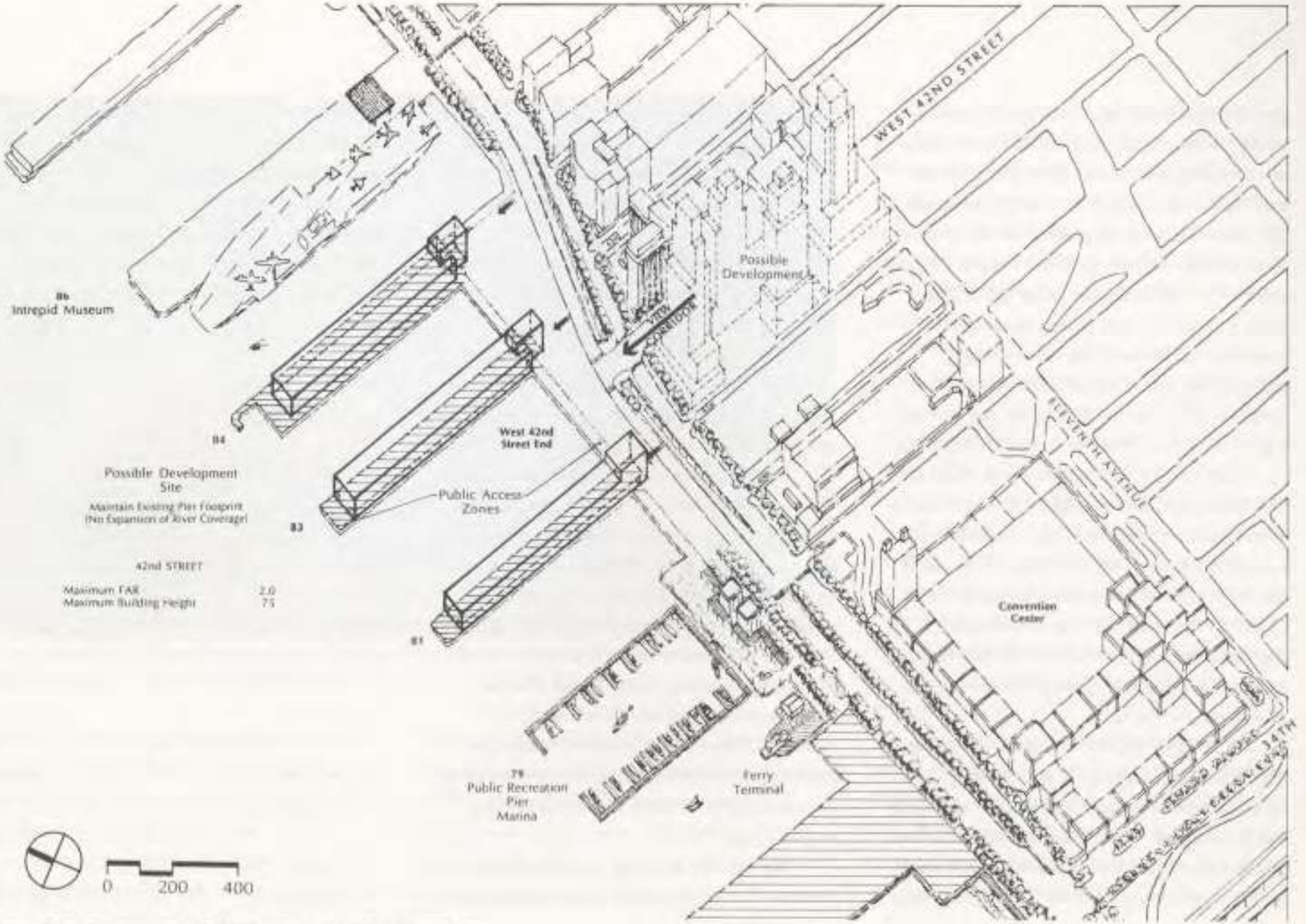
Just north of Pier 76 is a ferry terminal at 38th Street, operated by ARCORP, which has successfully reestablished cross-Hudson ferry service to Weehawken, New Jersey. The site is the only privately owned land along the lower Hudson waterfront. The Panel endorses a continuation of ferry service in this location and encourages a possible expansion into two slips as demand increases.

The Panel calls for caution in designing the esplanade facing Pier 76 and the ferry terminal to insure a sufficient sense of continuity and green space. The esplanade must be at least 50 feet wide in this area to provide ample room for the water's edge walkway, seating, and the bicycle/pedestrian path.

The Panel envisions a public access pier with seating and open space on adjacent Pier 79, between 39th and 40th streets, to provide a respite from the active tourist areas nearby. The pier could also serve as the base for a midtown marina, with moorings for up to 200 boats. Currently closed to the public, Pier 79 now has a one-story structure surrounding vents for the Lincoln Tunnel. The Panel proposes removing the low structure to create more open space, though the taller vents would remain.

The esplanade in front of the public Pier 79 will be used primarily for seating, and as a place to watch ferries and enjoy views of the marina and river. Athough the Panel discourages the location of service roads in the esplanade, a short access road between Pier 76 and 39th Street may be needed to provide vehicle access to the ferry terminal, the proposed Hudson River Center and the tow pound until it is relocated. Buses will pick up and discharge passengers near the ferry, but they should not be allowed to lay over there for any significant length of time.

The city and the MTA have considered proposals for a light rail system connecting the United Nations and other cultural attractions along 42nd Street, the Convention Center, the Long Island Railroad yards and Penn Station. Such a system would make the waterfront more accessible, but alternative alignments should be carefully considered to avoid adverse impacts on Route 9A and the waterfront park.




*Proposed development controls for the reuse of the 42nd Street area.*

## 42ND STREET AREA WATERFRONT

Bisecting the city, 42nd Street is anchored by the United Nations on the East River, Grand Central Station at Park Avenue, the New York Public Library at Fifth Avenue and Times Square in the midtown theater district. The busy street then makes its way west, sloping downhill to the Hudson River, but it lacks a major public focus at its west end.

The waterfront near 42nd Street stretches from the north edge of Pier 79 at 40th Street, with its proposed midtown marina, to Pier 86 at 46th Street, the current site of the Intrepid Sea/Air Museum. Community Board 4 covers the entire area.

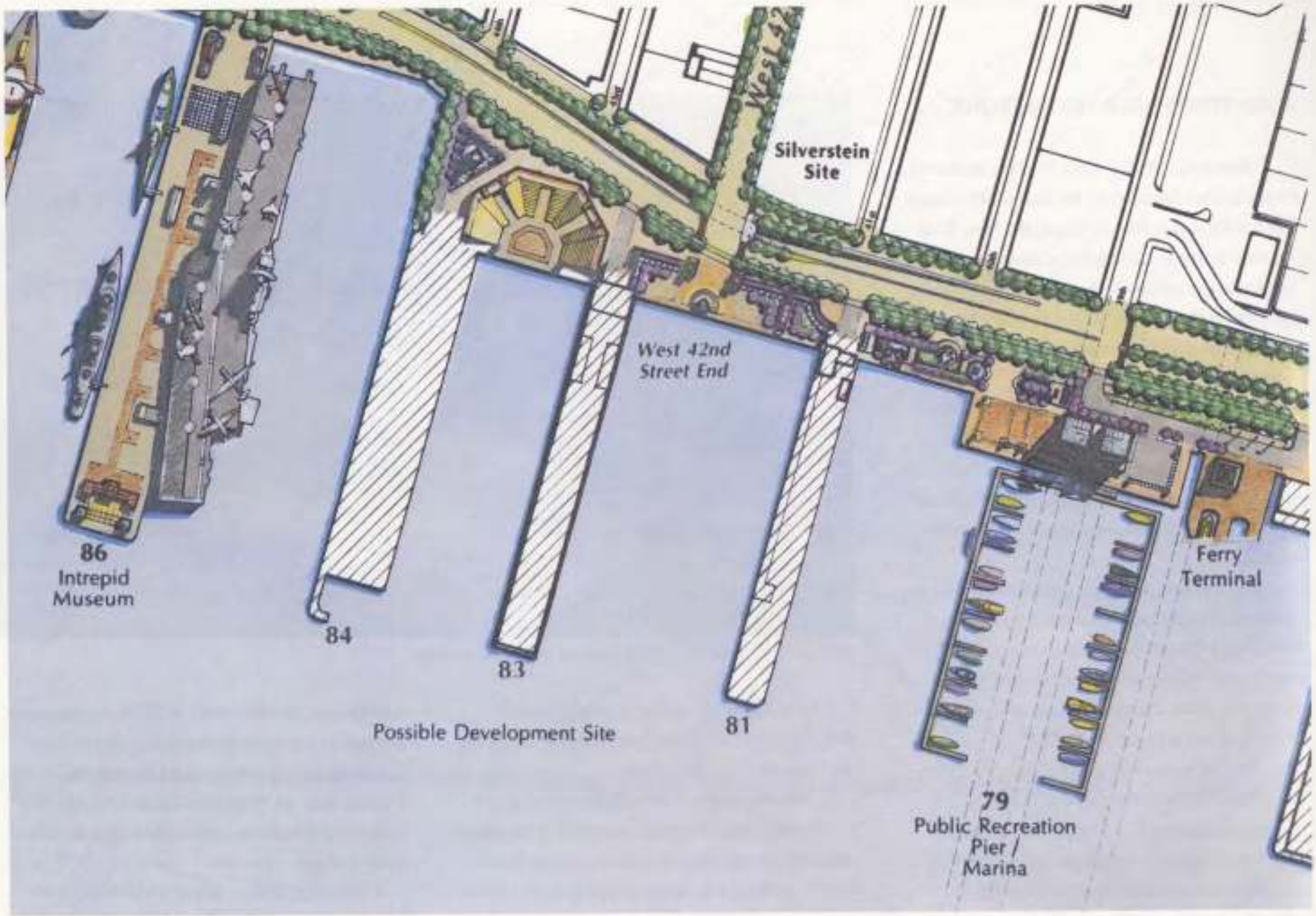
For decades, the 42nd Street waterfront has attracted tourists from all over the world on their way to board the Circle Line and Day Line tour boats. More recently, music fans have flocked there as well for outdoor concerts at the entertainment complex at Pier 84.

Pier 84 is also home to the Floating Hospital, a foundation-operated boat that provides medical education and free preventive health care for groups of low-income New York City children; at the same time it offers them an outing on the river. It is a water-dependent public service that should be accommodated on the Hudson River waterfont.

*The existing terminus of 42nd Street at the Hudson River.*

The character of the neighborhood is not well established, however, though it is becoming increasingly residential. Dominated traditionally by parking lots, large shipping facilities and warehouses, the area west of Ninth Avenue now is home to a diverse population living in Manhattan Plaza and other residential towers. Theater Row on West 42nd Street with its Off-Broadway houses and restaurants also attracts many visitors.

The foot of 42nd Street is a transportation




*Proposed plan of the 42nd Street area.*

nexus, with a major highway intersection and three city bus lines converging. In addition, the area provides access to the Convention Center and the ARCORP ferry terminal at 38th Street.

The City has been examining the potential of a busway and/or light rail transitway running the length of 42nd Street then bending southward along either 11th or 12th Avenues. While the transitway would provide better transit service, it could also significantly diminish the land available for a waterfront esplanade. The City has also been examining a people-mover system that would connect Penn Station, the Convention Center and the Port Authority bus terminal. This would require no change in the waterfront plan.

The area across from the waterfront is now occupied by the Greyhound bus garage and a potential development site proposed for either commercial uses or housing. To the north of 42nd Street, the buildings fronting on 12th Avenue are used for parking, commercial businesses and government agencies.

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The 42nd Street waterfront park will begin at the marina attached to the public pier at Pier 79 at 39th Street. For the blocks to the north, the tree-lined esplanade will provide a quiet respite from the busy plazas nearby. A garden setting for large sculptures could be designed, or there could be a topiary garden with seasonal plantings. A double line of trees along the edge of Route 9A and the bicycle and pedestrian path will constitute the spine of the esplanade.

At the foot of 42nd Street, the Panel proposes a major public plaza on the broad triangular area where the dense city meets the water. Greenery will be plentiful, but the sheer number of people coming to the waterfront attractions make lawns impractical. Dramatic plazas with fountains, city-scaled sculptures, and interesting lighting should make the midtown landing as appealing after dark as it is in daytime.

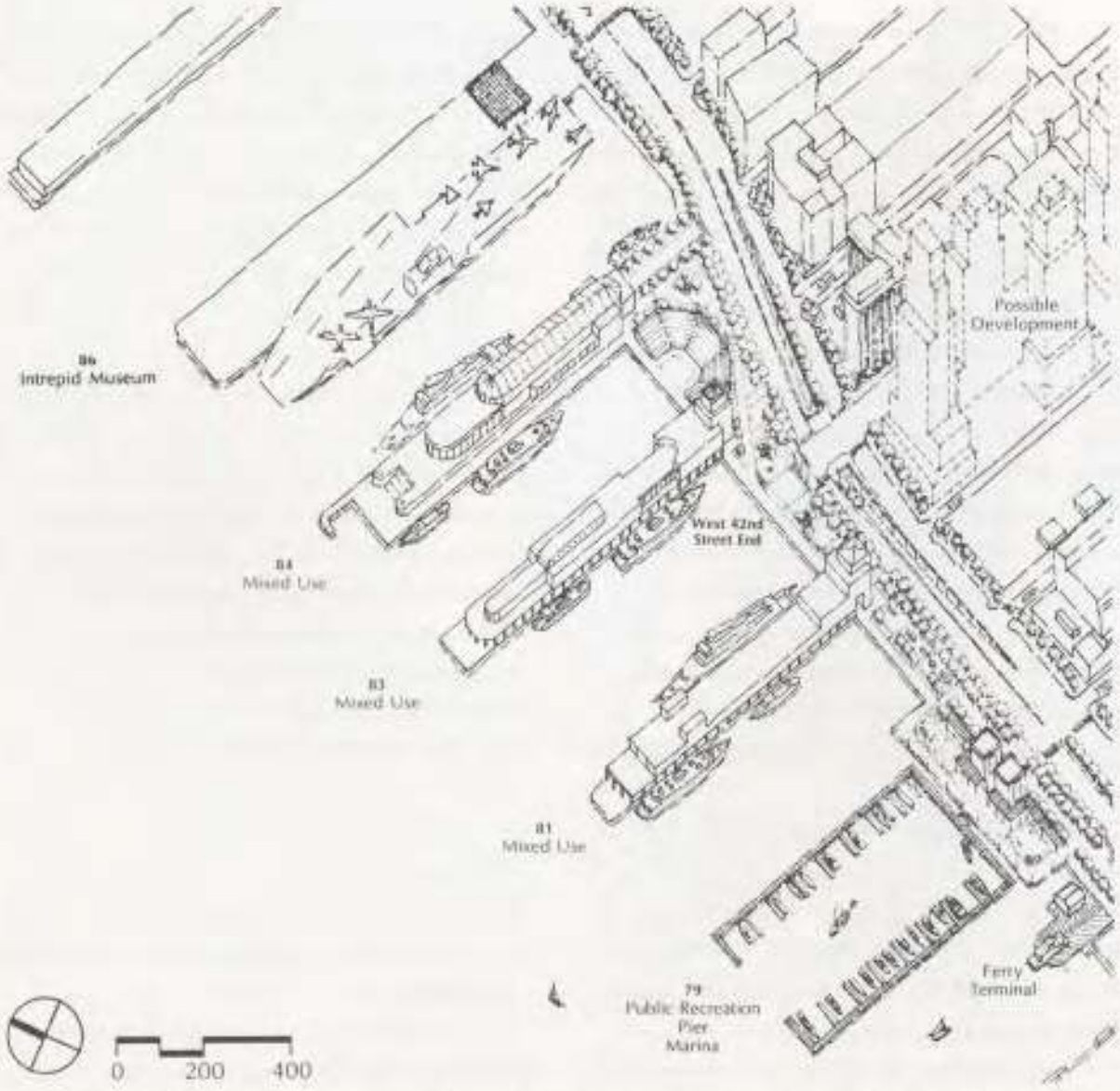
The 42nd Street terminus could be marked with a light sculpture or a dramatic water feature that would be visible down the length of the corridor. A pergola structure could be built to provide shade for outdoor eating and seating for weary visitors waiting for boats.

The Panel favors the Route 9A alternative that has the northbound lanes depressed below street level at the busy 42nd Street intersection. This will facilitate pedestrian crossing and allow through traffic to bypass the congestion. Another alternative is to depress the southbound through-lanes as well. This would encroach on land available for the public plaza, but would provide better pedestrian and vehicular movement.

The Panel calls for redeveloping the three piers in the area to allow more cruise and charter boating. Existing parking facilities located in the esplanade area should be relocated to structures on the piers. Restaurants, entertainment and visitor facilities could be added, and the complex might in time be designed to resemble the profiles of the great ocean liners, with decks and glass-roofed structures seeming to float on the water.

To keep the structures in scale with their surroundings, proposed controls call for a maximum FAR of 2.0 and a maximum height of 75 feet. On the entire site, including the bulkhead, about half the area should be reserved for open space.

The river end of each of the three piers should be open to the public for views up and




*The proposed 42nd Street development controls would allow the growth of tourist-related industries.*

down the Hudson. The piers are very narrow, however, so some flexibility in public access arrangements may be necessary to permit boating operations. The public access zone might be a covered arcade or might shift to an upper level where it could run beside restaurants or shops. The Panel emphasizes that it must be clear that the piers are open to the public both physically and perceptually. In no case should the public walkway be less than 20 feet wide.

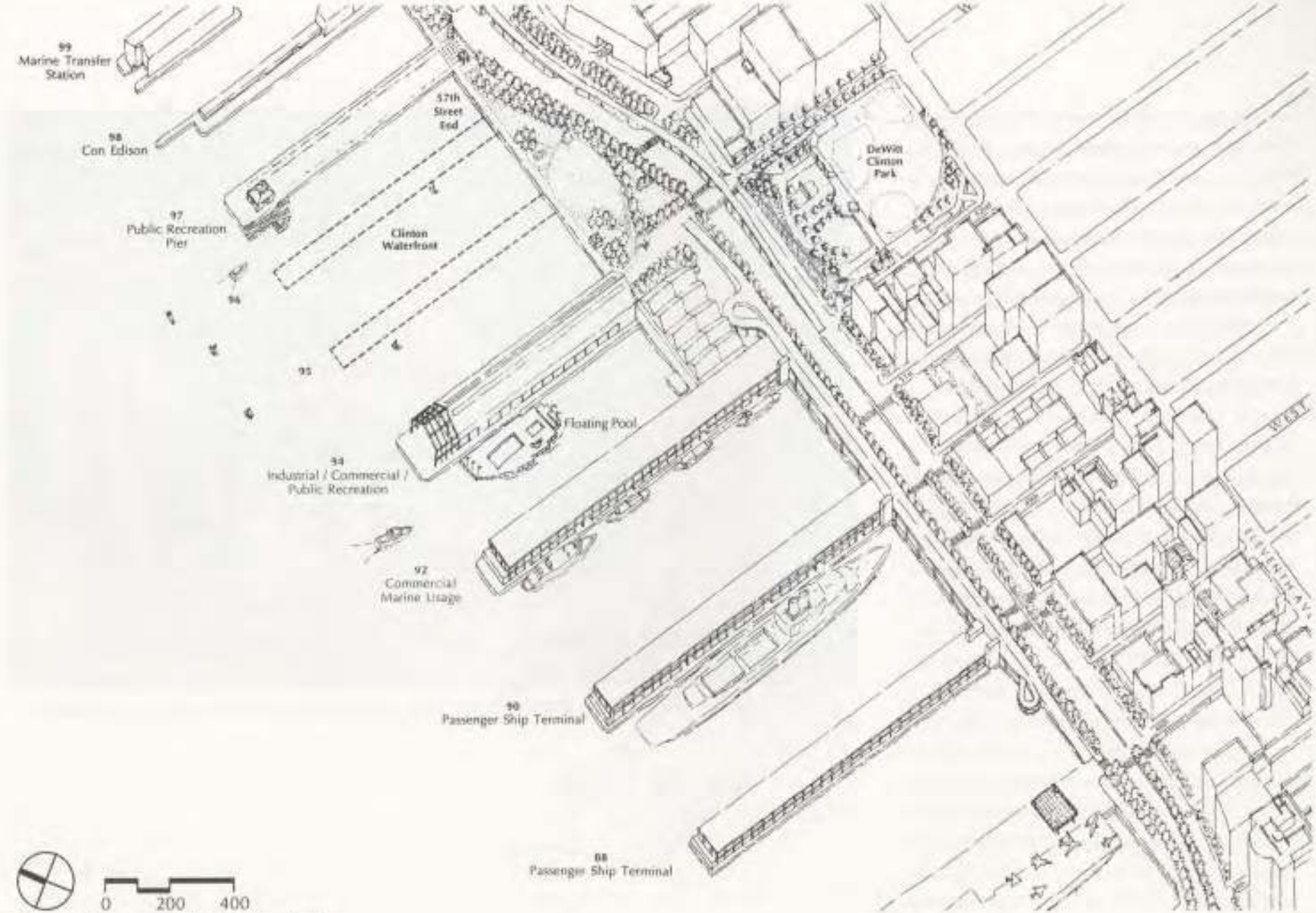
Current users of Piers 81 and 83 hold long term leases, however, so the proposed redevelopment would involve negotiations with them. (Pier 84, by contrast, is controlled by the City.) In addition, current parking areas would have to be relocated off the existing bulkhead apron and alternate layover sites found for the three MTA bus lines.

On the esplanade between Piers 83 and 84, the Panel proposes a permanent amphitheater along the shoreline to reinforce the area's connection to the theater district. Seating areas could be protected by a cable-suspended roof supported by tall masts that would become landmarks for those traveling or walking along the highway. When not being used for perfor-

mances, the amphitheater could be opened to the public as a magnificent vantage point for watching excursion boats dock or catching a vivid sunset across the Hudson. The area around the amphitheater could house concession stands, cruise ship ticket offices, public comfort stations and park maintenance facilities.

North of the amphitheater, the esplanade narrows, but the tree-lined water's edge bicycle path and walkway will lead directly to the Intrepid Museum on Pier 86 at 46th Street. The Panel envisions the museum remaining in its current location with the aircraft carrier, the USS Intrepid, off the south side of the pier and a decommissioned submarine and a destroyer to the north. Expanding visitor facilities on Pier 86 and improving access to the end of the pier would help reinforce the importance of this major tourist resource.

*Colorful trellises, gateway features, and a fountain plaza will attract visitors to the 42nd Street area waterfront.*




*View of the proposed Clinton waterfront.*

## CLINTON WATERFRONT

The scale of the Hudson River waterfront becomes apparent when a passenger ship the length of a city block is moored at one of the piers in Clinton. Here the working waterfront is still alive, home to the cruise lines as well as industrial barges that serve fuel facilities and sanitation transfer stations at the northernmost end of the shoreline. The Clinton waterfront stretches from the northern edge of the Intrepid pier at 46th Street to Pier 99 at 59th Street and lies entirely within the bounds of Community Board 4.

As with many other industrial neighborhoods along the Hudson, the residential community in Clinton is concentrated east of 10th Avenue, though virtually its only public space, DeWitt Clinton Park, lies to the west on a hilly promontory of two square blocks bounded by 52nd and 54th Streets and 11th and 12th Avenues. Access to the waterfront is cut off for the most part by a corridor of large industrial and commercial buildings between 11th and 12th Avenues, many occupied by a wide variety of automotive sales and service businesses.

On 12th Avenue, a large Department of Sanitation garage at 57th Street and a Consolidated Edison oil-burning generation plant between 58th and 59th Streets dominate the northernmost end of the Clinton waterfront.

The Panel extended the original boundaries of its study to Clinton at the urging of the community, which favored continuing the esplanade and pattern of public piers northward inasmuch as the entire area is publicly owned. Extending the Hudson River Waterfront Park to 59th Street will create a longer sweep of park.

• • •

As the most intensively used working waterfront along the Hudson, the Clinton area has the narrowest right-of-way to accommodate the flow of people, vehicles and materials. The Route 9A project is exploring a variety of elevated sections which would extend the current viaduct (now north of 59th Street) southward to either 52nd or 49th Street. It is also considering at-grade possibilities. Because of this narrow area, creative design will be extremely important.

Moving north of the Intrepid Museum at Pier 86, the continuous bicycle path and walkway along Route 9A will be narrow and separated from the water's edge near the passenger ship terminals -- Pier 88 at 48th Street, Pier 90 at 50th Street and Pier 92 at 52nd Street.

Built in the 1970s, the piers continue to generate excitement for passengers and visitors with the grand spectacle of huge ocean-going vessels arriving and departing. In addition, the location of the piers close to midtown makes them convenient for disembarking passengers.

New York's passenger ship operation has lost much of its market share, however, with the increasing popularity of Florida ports for warm weather cruise destinations and airplanes for trans-oceanic travel. Today, passenger ships use the Hudson River piers only about 60 days a year, with demand heaviest on summer weekends. The Port Authority supplements passenger ship operations with a varied schedule of exhibitions and trade shows, but the facility still operates at a financial loss.

Recognizing the historic presence of passenger ship moorings on the Hudson River, the Panel recommends the continued operation of two of the piers. With passenger ship operations consolidated there, the other could be freed up for year-round uses.

One possibility would be expanding

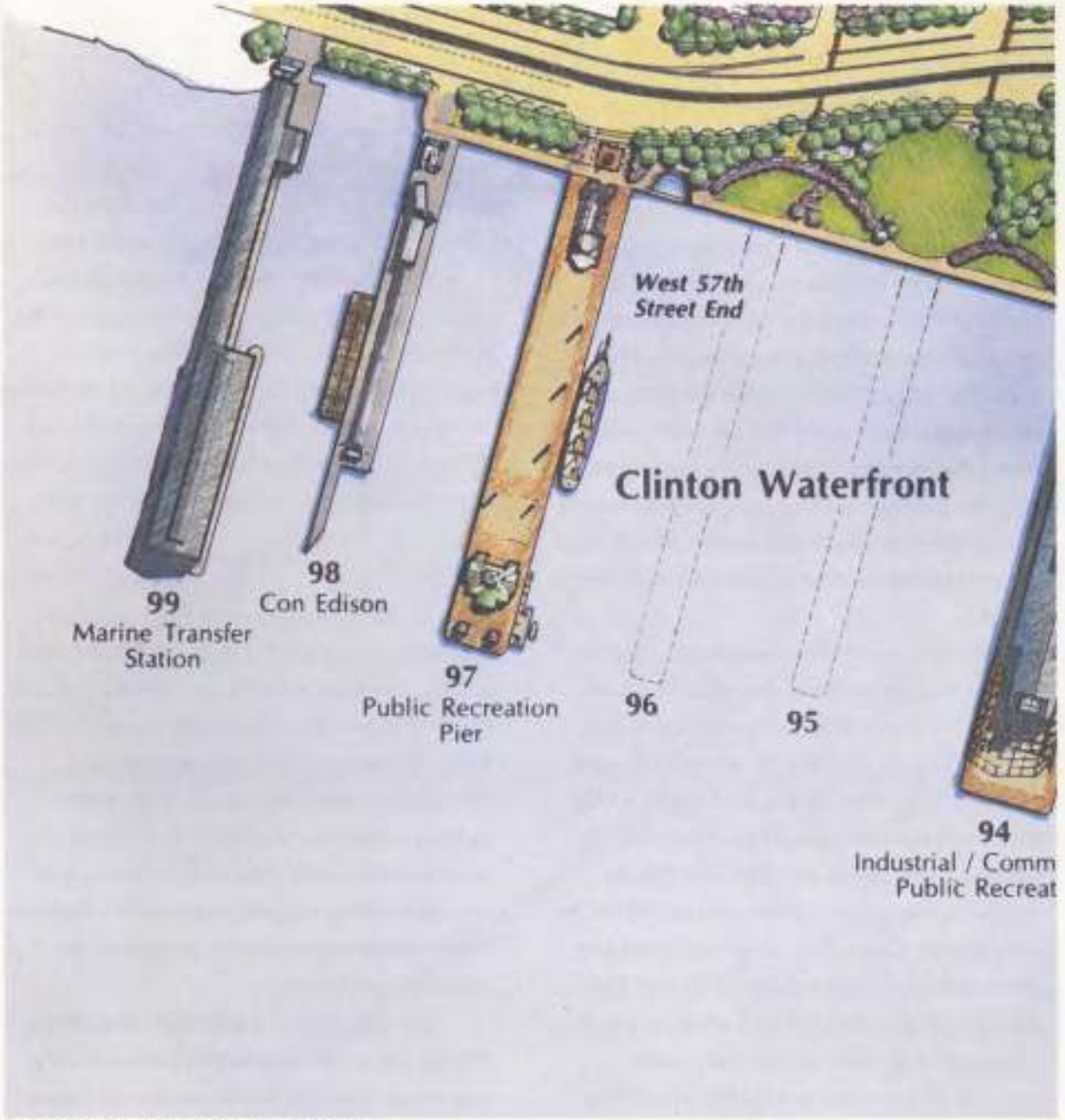
permanent exhibition space on the pier combined with shops, restaurants, performance spaces, and other tourist-related facilities. The pier could also provide mooring for commuter ferries or for boats operated by package delivery services across the Hudson or to airports, or it could double as wharfage for charter boats. The upper floor might be leased on a long-term basis for stores or entertainment facilities.

Adaptive reuse of all the passenger ship terminals should be explored in case, at some time in the future, they are no longer needed for cruise ships.

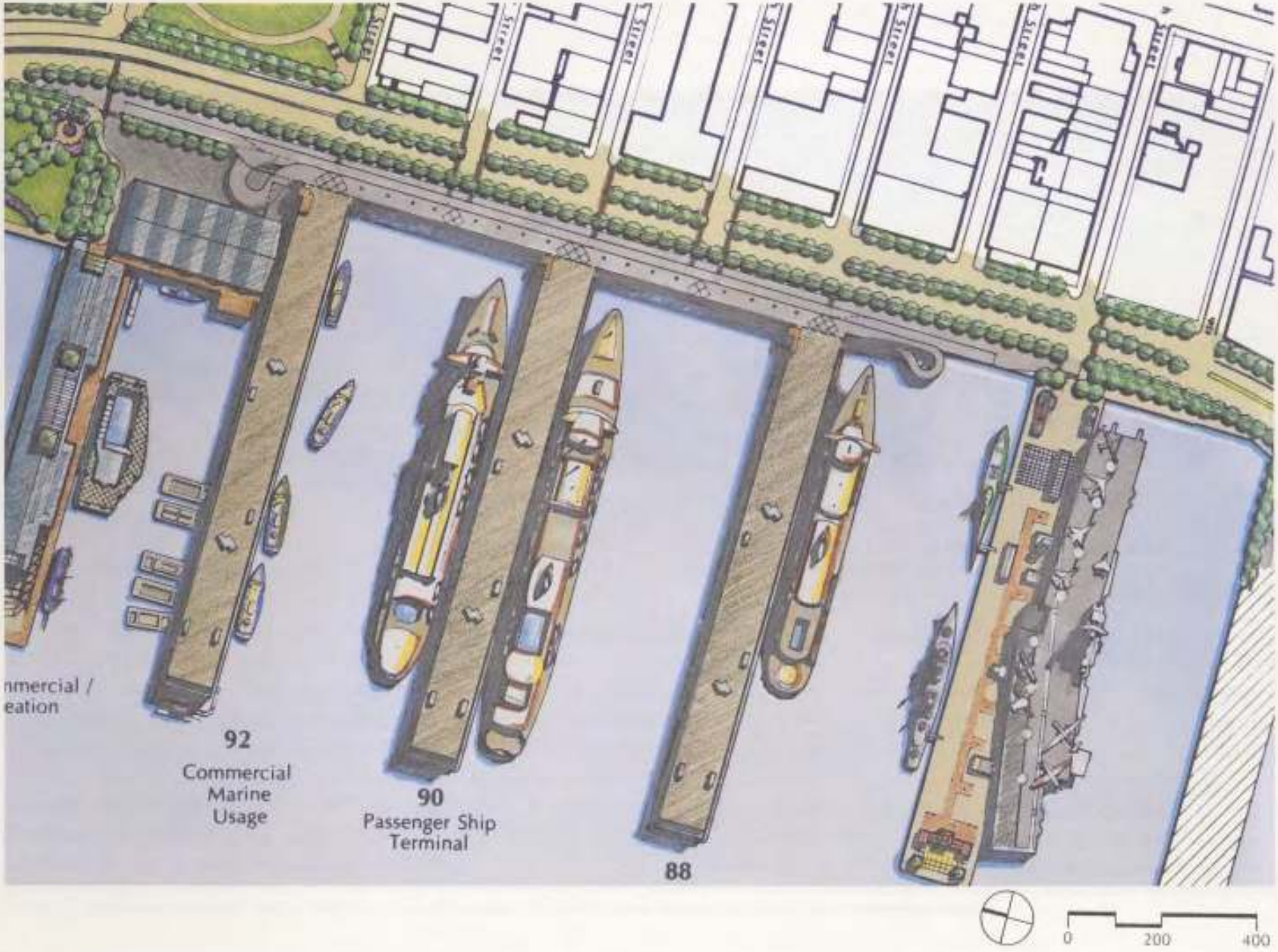
At present, however, much of the right-of-way at the bulkhead is restricted for use by passenger ship patrons only. As a result, only 28 feet along the highway would be available for the pathways and esplanade.

Ultimately, the water's edge along the bulkhead at the ship terminals could be opened for public access, which would constitute an important alternative route. This walkway should also be landscaped with planters and designed with pedestrian-scaled features to soften the harsh concrete environment.

North of the passenger ship piers, the esplanade proceeds past Pier 94, at 54th Street,




*Proposed plan of the Clinton waterfront*


nmercial /
eation
92
Commercial
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*The esplanade at the Passenger Ship Terminals might offer interpretive exhibits on historic ocean liners and views of those ships in port.*

with its massive headhouse. The Port Authority now controls this pier and has leased it to a private business for warehousing. Industrial uses are expected to occupy the pier in the near future.

Over the long term, the Panel has designated Pier 94 for a public recreation pier, which would define the southern end of the Clinton waterfront park. Such a facility could be used for tennis, roller skating, other court games or dancing, perhaps on a commercial basis.

While the pier seems to be in good condition, the Panel suggests alterations that could open up the sides and end, expanding the outdoor public space. The Panel also recommends removing the northern portion of the headhouse to improve views and access from the community.

Moving north of Pier 94, the esplanade opens into the broad lawn of the Clinton waterfront park, a three-block area of river frontage now occupied by a concrete plant. While the plant probably will remain in the short term, especially while the new Route 9A is being built, the Panel believes the facility should be relocated eventually, freeing open space that varies in width from 100 feet to over 300 feet.

Whatever happens in the short-term, the Panel's long-range plan for the waterfront park calls for a children's play area at the southernmost end, near Pier 94, with public washrooms incorporated into the pier building. At the southeast corner, the park should be connected to DeWitt Clinton Park.

The lawn, as a whole, would be an open green area, organized to emphasize views of the water. Topographic features have created a slight bowl, so the center could serve as an informal amphitheater. Benches could provide views of ongoing ship operations, and displays could celebrate the past and present of the working waterfront.

To create a larger expanse of open water facing the lawn, the Panel proposes the removal of Piers 95 and 96, which extend out into the

*Residents gather on the renewed Clinton waterfront to watch a parade of sail celebrating the annual Hudson River Waterfront Festival.*

river at 55th and 56th Streets. Both piers are in very poor condition and have been closed to the public for years. Portions of the decks have collapsed, and wave action has virtually severed the piers from the bulkhead.

Pier 97, at 57th Street, is envisioned in the long run as an open public access pier providing views both of the Hudson and the towers of midtown. Modest structures might be built to shade seating areas, while others could house concession stands and a water taxi service. As the only open public access pier on the Clinton waterfront, it can expect heavy use.

Currently used for parking by Department of Sanitation vehicles, the pier supports the agency's garage on 12th Avenue at 57th Street and its marine transfer station on Pier 99. Converting Pier 97 for public recreation depends on relocating the parking area away from the waterfront.

Pier 98, at 58th Street, will continue to function as a fuel receiving station for Consolidated Edison's generating station on the east side of Route 9A. The fuel is delivered to the pier by barge and pumped to the generating station by an underground pipeline.

On Pier 99, at 59th Street, the Department of Sanitation has recently completed a marine transfer station. This facility will also remain as a water-dependent public service on the Clinton waterfront.

At some time in the future, it might be possible to set up an interpretive center at the Con Edison or sanitation piers for public education about energy use and the environment. The Panel urges that operations at the east edge of Piers 98 and 99 be reorganized to provide adequate space for the esplanade.

# 4

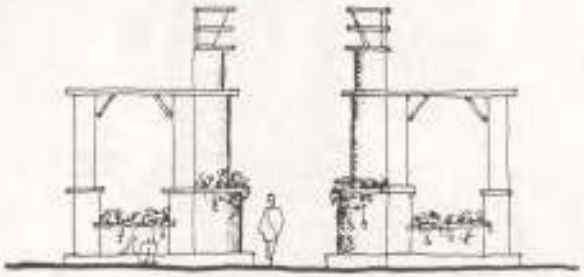
# DESIGN GUIDELINES

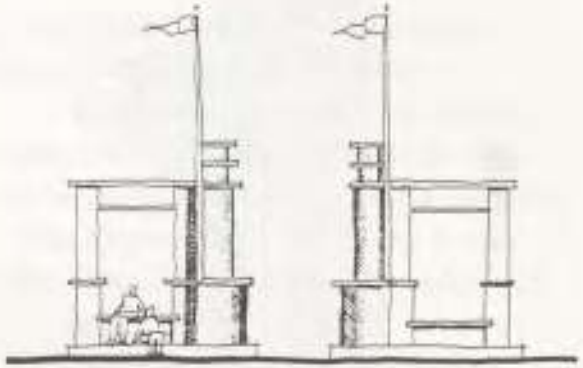
## DESIGNING THE WATERFRONT PARK

The four-mile stretch of the Hudson River esplanade should be designed as a chain of imaginative open spaces reflecting the neighborhoods through which it passes. However, it must also have a set of common elements to clearly identify it as a unified 60-acre esplanade, and an integral part of the Hudson River Greenway, extending the entire length of the river, from the Battery to Albany and beyond.

The Panel recommends that a set of five common elements be used as the esplanade's basic vocabulary: the water's edge walkway, the bicycle and pedestrian pathways on the roadway side, the open lawn, programmed spaces, and street-end features. In addition to these prototypical elements, a series of signature design elements should be distributed throughout the park to tie together the identity of the waterfront.

The public piers and the coves of open water that they surround should also have some elements in common to reinforce the sense that they are part of the Hudson River Waterfront Park.





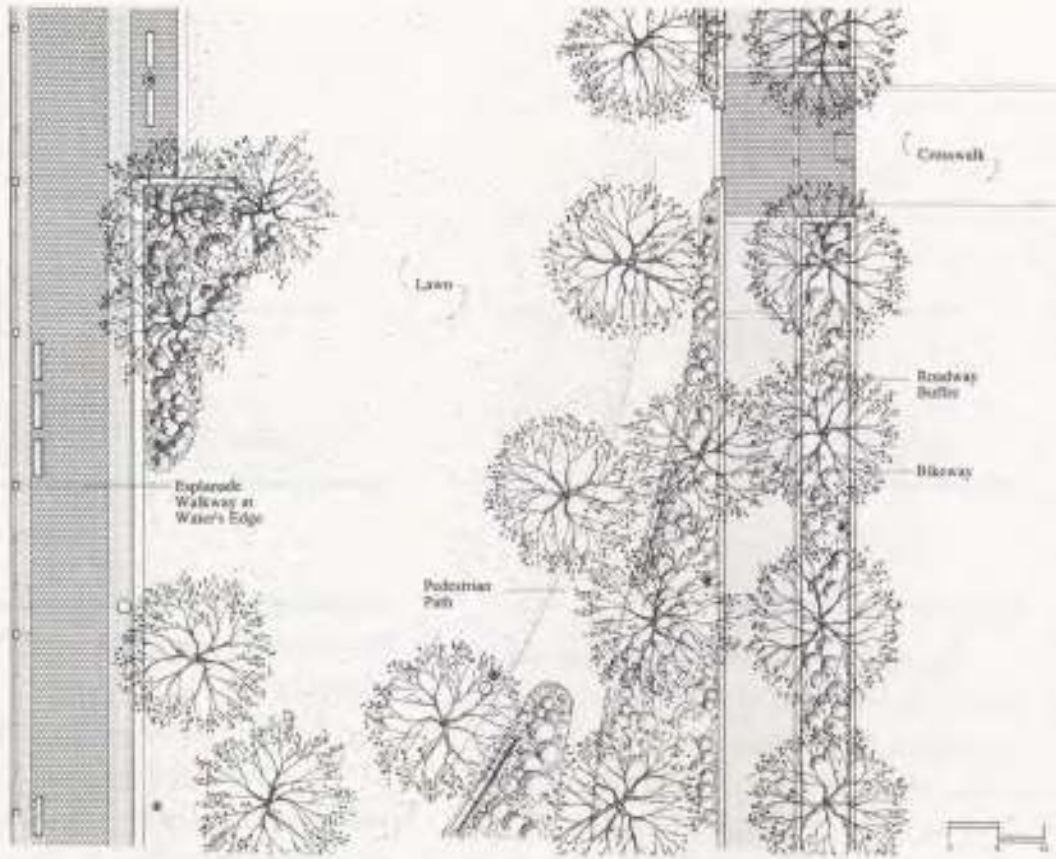
### The Water's Edge Walkway

The opportunity to walk or sit near the edge of the water will be what draws people to the Hudson River esplanade. The Panel proposes a generous 20 foot continuous walkway along the length of the waterfront. It should be lined with places to sit – a largely uninterrupted seating wall or string of benches facing the walkway, esplanade and water. Typical "New York" materials should be used to give unity to the walkway and to connect it visually with other city parks. For example, a uniform railing, such as that used along the East River esplanade, should predominate; hexagonal pavers, like those used on the Carl Schurz Park esplanade, should be the typical groundcover; and acorn-shaped lighting fixtures, a trademark of New York City parks since early this century, should be the norm.

Lighting should generally be placed on the eastern side of the walkway to give an open feeling to the waterfront and to allow better night time views across the river, and shade trees should be planted in areas where seating clusters are located adjacent to the walkway.

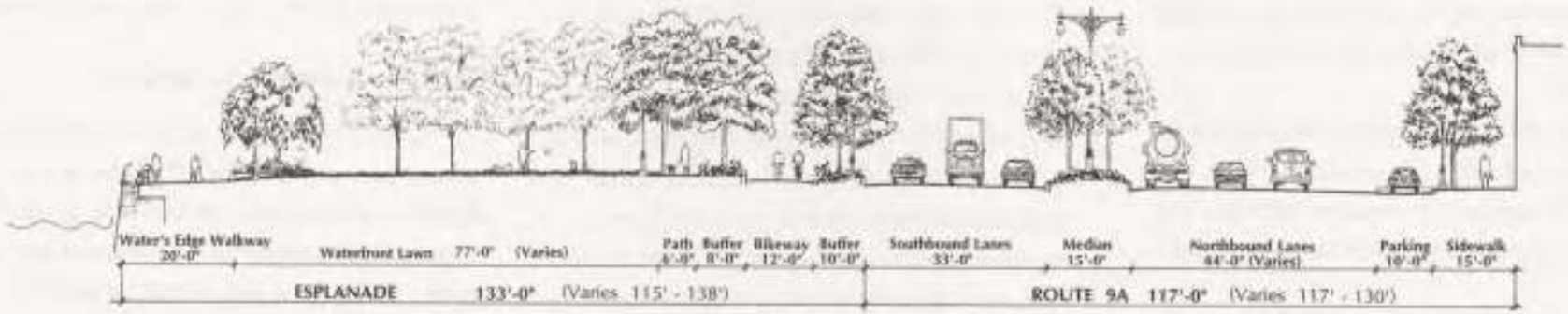
### The Bicycle and Pedestrian Pathways

A bicycle path and pedestrian walkway should parallel Route 9A. In planning the highway, a continuous 37-foot zone is being reserved for roadside landscaping and the two paths. The bicycle path will allow cyclists to

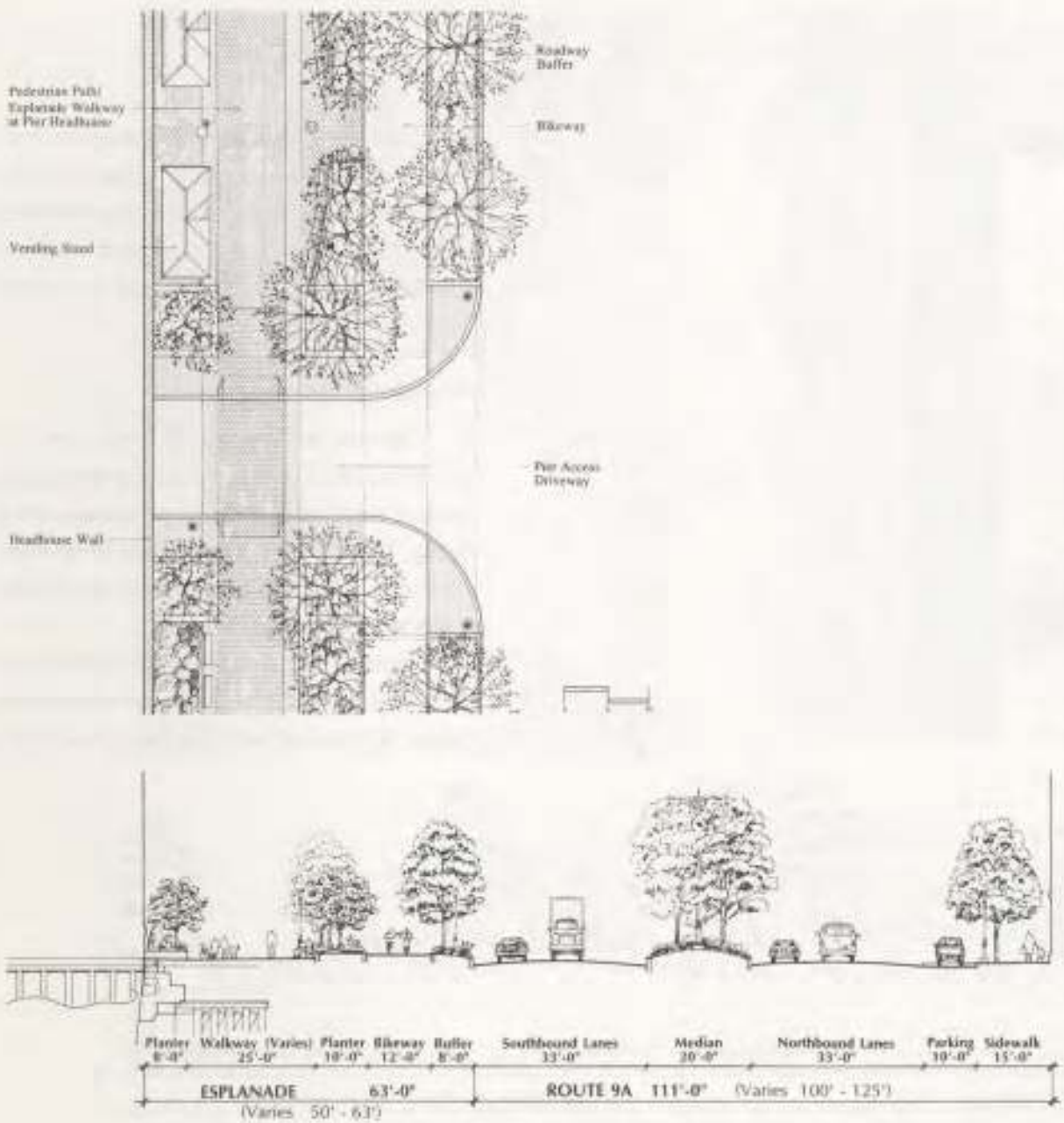



travel from Midtown to Lower Manhattan free from confrontations with cars, trucks and buses, and is likely to encourage cycling as a form of commuter transportation as well as recreation. It should be 12 feet wide, separated from the roadway by a 10-foot planted zone. In areas where there are bus drop-offs, the planted zone will become a bus boarding area. At these locations, the bicycle path should bend toward the water, following the line of the curb.

The bicycle path should have asphalt paving for a smooth riding surface, with some grade changes or pavement variations, such as rumble strips, to encourage cyclists to slow down at pedestrian crossings. At major crossings, traffic signals may be necessary on the bicycle path. The path should be shaded with a




*Schematic plan and cross-section showing the water's edge walkway, open lawn area, and bikeway.*




*Schematic plan and cross-section showing the esplanade at an existing pier headhouse.*

continuous line of trees, and bicycle racks should be located at park entrances.

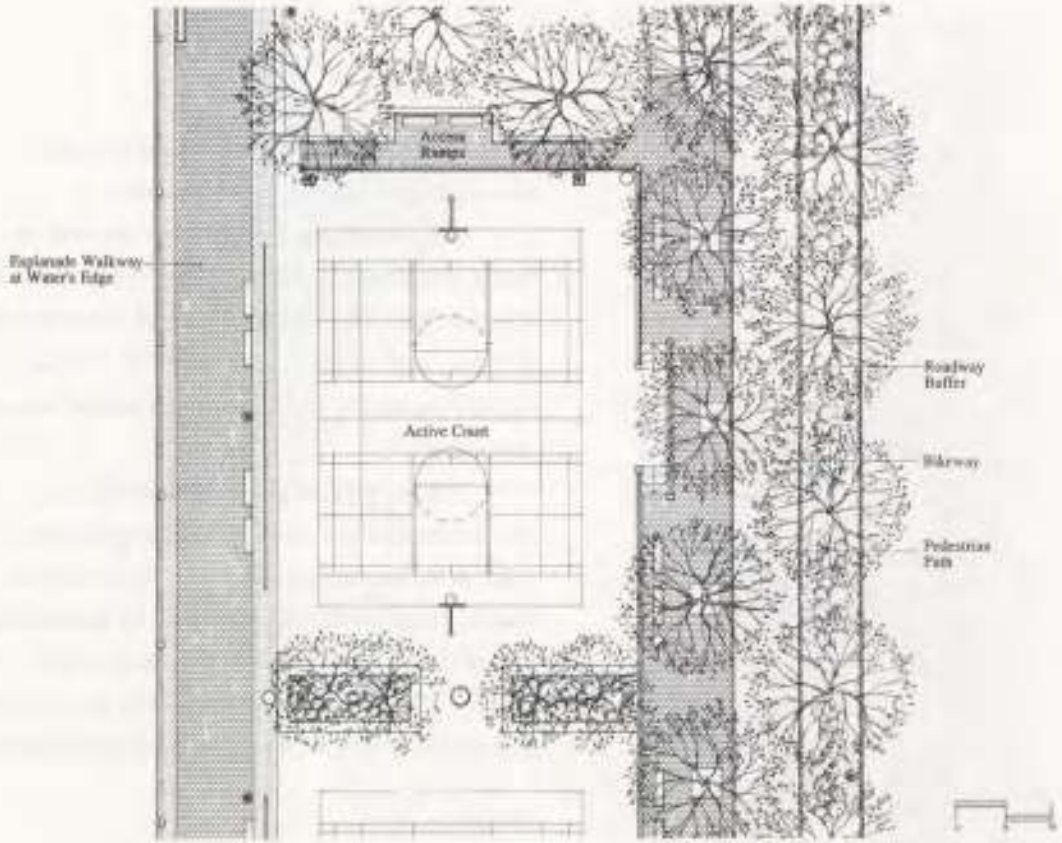
A 15-foot zone for a pedestrian path is being shown on Route 9A plans to the west of the bicycle path. This path would be an alternative to a water's edge walkway and should appeal especially to joggers or those out for an easy stroll.

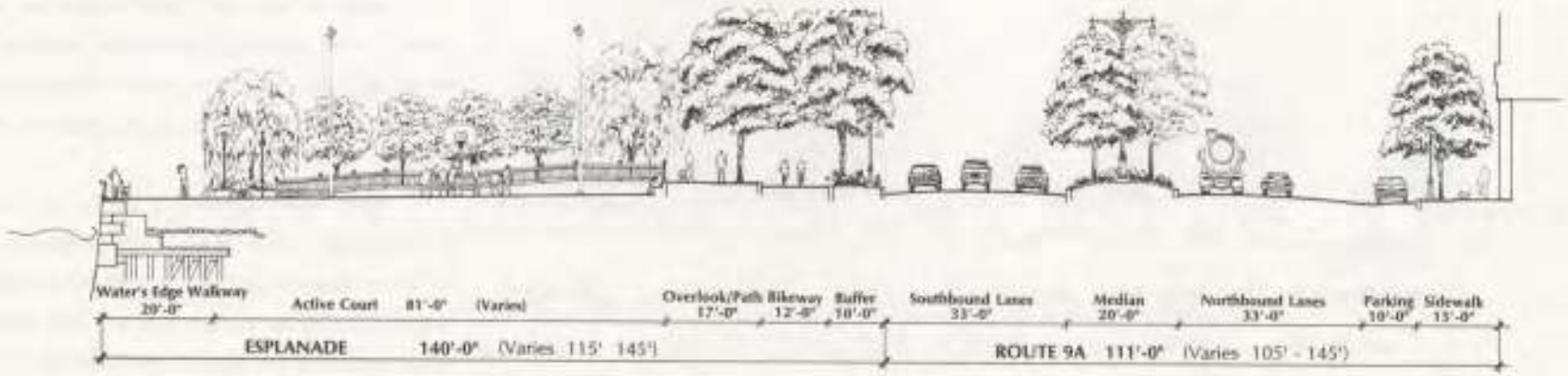
The pedestrian pathway should be a minimum of eight feet in width and should be lined with seating and lighting. It should be visible from Route 9A and could be constructed of soft materials, such as stone dust, to add variety and to encourage joggers to use it, rather than to wear a new path into the adjacent lawn.

**The Open Lawn**

Most of the nearby residents who participated in the planning process emphasized the need for large open lawn areas along the waterfront that can be used for a multitude of purposes.

Open lawns should be the center of each community's waterfront. They should be open on the waterside and slope slightly toward the water to enhance views outward and to allow wide spaces to be used for performances. At the



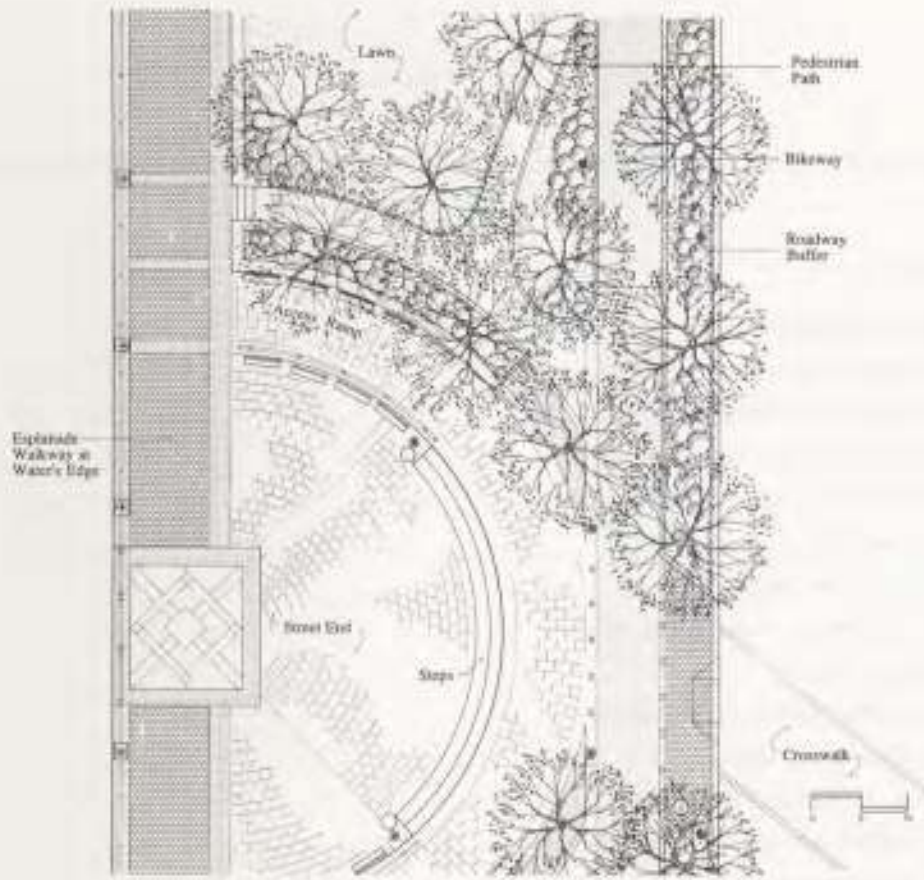

*Schematic plan and cross-section showing a typical active court area.*

same time, they should be flat enough to function for children's play, sunning, batting a ball, or picnicking on the grass. The edges should be planted with a mixture of shade and ornamental trees, with special attention to their appearance in all seasons.

### Programmed Spaces

Between the large open lawns, there should be a great variety of programmed spaces attuned to the neighborhood population and its needs. Some of these areas should be devoted to court games and children's playgrounds; others might be devoted to gardens.

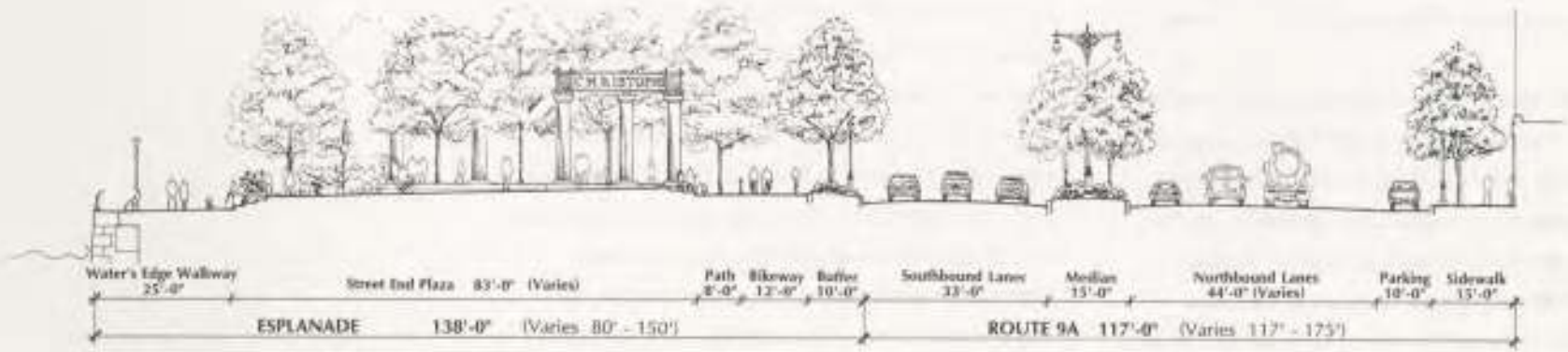
In designing programmed areas, tall fences should be avoided wherever possible, and low fences, such as enclosures for playgrounds for




small children, should be treated as ornamental elements, perhaps as artist collaboration projects. Basketball courts could be set a few steps below the surrounding ground plane to avoid the need for fencing and to provide spectator seating. Uses which are not duplicated in adjacent neighborhoods and are enhanced by their location on the water should be given preference.

### Street Ends

The esplanade must have a visible sense of connection to the city. The key junctures are where the major crosstown streets reach the waterfront -- Chambers, Canal, Christopher, 14th, 23rd, 34th, 42nd and 57th Streets. Each suggests a somewhat different form of connec-




*Schematic plan and cross-section showing a typical street-end plaza*

tion. Some street ends, such as Christopher, 23rd and 42nd Streets, will be major gateways to the waterfront for pedestrians. Others, such as 34th, will function more as visual punctuation points. Still others, such as Canal Street, will lead directly to public access piers.

At Christopher and at 42nd Street, the Panel suggests that there be plazas which serve as destinations for pedestrians, framed by porticos or trellises to give definition to the spaces. Major street ends ought to have unique expression so that each is memorable as an element of the waterfront.

#### Signature Design Features

The esplanade and piers deserve to have a special signature, a set of unique design elements which immediately identify each location as part of a single Hudson River Waterfront Park.

The special elements must await detailed design. However, they might consist of such features as a series of lights with a distinctive shape on pylons, with many variations to the theme, or a unique paving pattern, perhaps situated at major park entrances. The east sidewalk of Route 9A might have similar objects signalling the location of crossings to the waterfront.

#### Coves and Public Piers

While the open water coves in each community are intended to remain open to use by all, they need improvements along their edges to encourage that use. Permanent moorings for boats should be avoided. Instead, a variety of transient mooring areas, get-downs and floating platforms could be provided to allow users to get closer to the water level and to accommodate visiting vessels.

Public piers should be fitted with seating and open areas for informal gathering and programmed events. Shade structures could be located on the piers to offer relief from the sun. Light single-story structures could be located on some of the larger piers to house food concessions. These should be designed to be as light and airy as possible to avoid dominating the impression of the piers. The piers should have consistent handrails. The rails should be lighter and more open than along the esplanade, should incorporate bollards for tying up boats and should permit access to vessels moored at the edge of the piers. Lookouts near the pier head could increase the enjoyment of the views up and down the river.

# 5

# CARRYING OUT THE WATERFRONT PROGRAM

## FINANCIAL PLAN

The financial plan has three elements: estimated capital costs; estimated maintenance costs; and projected revenue sources. Although the plan results from a careful analysis of several preliminary studies and of data drawn from similar projects, it should be seen not as a blueprint, but rather as a conceptual approach that will be refined as work proceeds on the waterfront park.

The plan adjusts all cost projections to reflect estimated dates of capital and maintenance outlay, but the timetable used to craft the financial plan should not be treated as a performance schedule. In adjusting costs, the Panel applied the six percent inflation factor that state and city agencies currently use.

Moreover, the financial plan faces a number of important contingencies. These are set forth below.

### A. Estimated Capital Cost:

The estimated capital cost of the park is $500 million. This covers the esplanade, the bulkhead wall, the bicycle and pedestrian path, the Thomas F. Smith Park replacement, and 13 public recreational piers. The estimate includes both direct and indirect construction costs, and a 10 percent contingency. Drawing from comparable projects, the estimate assumes that indirect costs average 20 to 25 percent of construction costs, and include project administration, the environmental review process, permits and other approvals, legal fees, architectual and engineering design fees, testing and inspection costs (including hazardous wastes), and construction management. The estimate does not include the cost of relocating such non-water dependent facilities as the tow pounds and the MaBSTOA bus garage.

The cost of each project element is detailed below:

**1. Esplanade:** The estimated cost of the esplanade is $200 million. The esplanade covers the area between the bicycle and pedestrian path zone and the bulkhead wall, and extends from the north edge of Battery Park City to 59th Street. It also covers the portion of the Chelsea Waterside Park that lies west of Route 9A.

Construction costs include site preparation and grading, lighting, landscaping, and storm drainage, sewers, and water service for essential park buildings and water fountains. Estimates assume moderate expenditures for design and materials for the surface treatment of the esplanade, a mix of hard and soft landscaping, and both active and passive recreation areas. Variations in the design of the esplanade and the quality of materials could raise or lower costs within a thirty percent range. The estimate assumes that work on the esplanade will begin in 1994 and finish in 1999.

**2. Bulkhead wall:** The estimated cost of rebuilding the bulkhead wall is $50 million. The estimate is based on a visual survey and preliminary analysis prepared by Mueser Rutledge in May 1988. This cost assumes that some portions of the relieving platform which stabilizes the bulkhead will also need to be rehabilitated. The precise cost may rise or fall once the actual condition of the relieving platform is known. The estimate assumes that work on the bulkhead wall will begin late in 1993 and finish in 1995.

**3. Bicycle and pedestrian path and Thomas F. Smith Park replacement:** The estimated cost of the bicycle and pedestrian path zone between the Battery and 59th Street and of the Thomas F. Smith Park replacement east of the roadway is $65 million. The bicycle and

pedestrian path zone covers approximately 20 acres. It is 37 feet wide and includes a 12 foot-wide bicycle path, a planted buffer next to the roadway, and a walkway and planted area west of the bicycle path. The 3.5 acre Thomas F. Smith replacement park, which will become part of the Chelsea Waterside Park, lies within a triangle formed by 11th Avenue on the east, 24th Street on the north, and Route 9A on the southwest. It will require the closing of 23rd Street between 11th and 12th Avenues. The costs of the replacement park include property acquisition and assume a mix of active and passive recreation. The Route 9A project will pay for the bicycle and pedestrian path zone and the replacement park, and will coordinate their design and construction with that of the balance of the Chelsea waterfront park.

**4. Public Piers:** The estimated aggregate cost of 13 public piers is $185 million. This involves the rehabilitation and/or reconstruction of Piers 25, 26, and 34 in the Tribeca area; Piers 41, 45, 46, and 51 in the Greenwich Village area; Piers 62, 63, and 64 in the Chelsea area; Pier 79 in the Convention Center area; and Piers 94 and 97 in the Clinton area. When finished, the work will result in more than 20 acres of open pier access to the river. The estimate also includes the demolition of several piers not included in the plan.

The pier rehabilitation costs are based on a preliminary engineering report prepared by Kirti A. Gandhi Engineers in 1989. This report shows that the structural condition of the 13 piers ranges from relatively good to complete deterioration, and that rehabilitating each pier, depending upon size and condition, will cost between $8 million and $24 million. [Table 1]. The costs assume repairs to the piles and deck, a

**TABLE 1**

**Public Pier Cost Estimate**

**($ millions)**

| PIER | AREA (acres) | CONST. COST (1990) | TOTAL PROJECT COST* (1990) | TOTAL PROJECT COST (Yr. of Constr.)** |
|---|---|---|---|---|
| Pier 25 | 3.2 | 8.5 | 11.4 | 17.1 |
| Pier 26 | 3.5 | 8.8 | 11.9 | 18.9 |
| Pier 34 | *** | 12.0 | 16.2 | 20.4 |
| Pier 42 | 1.5 | 5.2 | 7.0 | 9.9 |
| Pier 45 | 1.9 | 6.6 | 8.8 | 13.2 |
| Pier 46 | 1.1 | 3.6 | 4.9 | 7.8 |
| Pier 51 | 0.6 | 3.6 | 4.9 | 7.8 |
| Pier 62 | 2.5 | 3.7 | 5.0 | 8.0 |
| Pier 63 | 0.8 | 4.6 | 6.2 | 9.3 |
| Pier 64 | 1.2 | 11.0 | 13.1 | 18.5 |
| Pier 79 | 0.9 | 5.4 | 7.3 | 10.3 |
| Pier 94 | 2.8 | 9.9 | 13.4 | 23.8 |
| Pier 97 | 1.9 | 6.6 | 8.9 | 15.0 |
| Pier Removal**** | | 3.1 | 4.2 | 5.0 |
| TOTALS | | 92.6 | 123.2 | 185.0 |

* Includes construction costs plus 25% indirect costs and 10% contingency
** Median date of construction - 1998
*** Portions left without deck
**** Allowance - depends on number of pilings left

simple surface treatment, and utility service for waterfront park related uses.

The costs do not include the construction of pier concessions. The Panel assumes that these costs will be borne by concessionaires -- the accepted park practice.

### B. Estimated Maintenance Costs

The completed waterfront park will require ongoing maintenance and repair. The Panel estimates that this would cost between $5 and $6 million yearly today and would inflate to approximately $9 million yearly by the year 2000. This sum does not include major parkland capital repairs, but it does include minor parkland repairs and remedial work on the public piers at two- to five-year intervals. This sum also excludes the costs of park security, a critical item, which the budget process will have to reflect.

The estimate assumes an annual maintenance outlay of $60,000 per acre for the bicycle and pedestrian path zone and the esplanade. Park maintenance costs for New York City parklands vary considerably. For example, the City now spends, exclusive of police security, approximately $22,000 annually for the East River Esplanade and $46,000 for Riverside Park. At the high end of the maintenance scale, the private association that maintains the parkland at Battery Park City spends an estimated $125,000 per acre annually. Thus, the $60,000 per acre outlay on which the Panel bases its parkland maintenance estimate falls between these two figures.

With respect to the public piers, the estimate assumes an annual maintenance outlay of $70,000 to $85,000 per acre. This sum has two components: $60,000 yearly in ongoing maintenance and $10,000 to $25,000 yearly in pier repairs. The $60,000 per acre yearly maintenance outlay reflects the heavy use expected for the piers. The $10,000 to $25,000 per acre annual outlay for repairs assumes that remedial work will be required at two-to-five year intervals and will cost $50,000 per acre. This translates into an annual cost of $10,000 per acre if the work occurs at five-year intervals and an annual cost of $25,000 per acre if the work occurs at two-year intervals.

### C. Projected Revenue Sources

The Panel recommends consideration of a combination of public and private revenue sources to fund the waterfront park's estimated $500 million capital cost and the necessary annual maintenance expense. These sources include committed public funds, private waterfront lease revenues, contributions from outboard and inboard users toward the areas adjacent to their sites, development revenues at Pier 40 and the Chelsea Piers, fees and assessments on inboard properties, and several miscellaneous possibilities.

**1. Committed public funds:** Committed public funds total $265 million. These include the $100 million proceeds from the 21st Century Environmental Quality Bond Act that are earmarked for the waterfront park (subject to voter approval in November); the $100 million New York City matching capital grant; and the $65 million in Route 9A highway funds (or such sum as the Federal Highway Administration [FHWA] approves) to pay for the bicycle and pedestrian path zone and the Thomas F. Smith replacement park east of the roadway. City funds will be allocated over a four-year period beginning in 1994, when construction of the waterfront park is expected to begin.

**2. Short-term private waterfront leases:** Within the Federal and State right-of-way (from

the north edge of Battery Park City to 35th Street), the New York State Department of Transportation has leased several piers and some bulkhead areas to private users. The Federal (85 percent) and State (15 percent) governments currently share these lease revenues. Upon settlement of the State and City buyback obligation to the Federal government, the lease revenues will become available for the development and maintenance of the waterfront park.

These revenues are expected to total at least $20 million over the next few years. [Table 2] This projection is based on current rents from private parking operators, the concrete plant, and the users of the Chelsea Piers, but does not include rents from public uses of waterfront facilities. The estimate recognizes that as construction of the Route 9A roadway proceeds, some of these uses (and their rentals) will phase out, particularly those that occupy the bulkhead area. On the other hand, lease renegotiation during the interim period before construction of the waterfront park may increase this revenue.

**3. Payments from outboard and inboard users toward construction of the adjacent park area:** As work proceeds on the waterfront park, certain users should be expected to contribute toward construction of the park area that adjoins their sites. The Panel estimates that these contributions could range between $80 and $100 million. [Table 3]

One such adjacent user is the Port Authority, which has already agreed to pay for construction of 1,000 linear feet of esplanade at the Morton Street PATH vent. The Panel also anticipates that the Port Authority will pay for a portion of the esplanade adjacent to Pier 34 and will provide public access along the south side of the reconstructed pier. The Panel also recommends that the Port Authority provide funds for a portion of the esplanade adjacent to the proposed new heliport location at Pier 66.

The Panel would look to the developers of the proposed Hudson River Center, or any other

**TABLE 2**
**Estimated Short-term Private Waterfront Lease Revenues**
($ millions until areas are taken back for construction)

| | | |
|---|---|---|
| Parking Operators | | 0.7 |
| Concrete Plant | | 1.2 |
| Pier 63 | | 2.6 |
| Chelsea Piers | | 14.0 |
| Wharfage | | 0.2 |
| Meat Market Parking | | 2.6 |
| | Total | 21.3 |

**TABLE 3**
**Estimated Range of Contributions from Adjacent Users**
($ millions inflated to anticipated time of contribution)

| | |
|---|---|
| Pier 34-Street End | 18 - 21 |
| PATH Vent at Morton Street | 2 - 3 |
| Heliport Area | 3 - 4 |
| Pier 40 Area | 7 - 8 |
| Chelsea Piers Area | 2 - 3 |
| 42nd Street Area | 20 - 24 |
| Pier 76 Area | 6 - 8 |
| Pier 79 | 11 - 12 |
| L.I.R.R. Yards | 10 - 15 |
| Gansevoort Area | 1 - 2 |
| **Range** | 80 -100 |

developer of Pier 76, to construct the portion of the esplanade directly adjacent to Pier 76 and to open Pier 79 as a public pier. Immediately south of 33rd Street, should a development at the Long Island Railroad yards someday take place, the developer should contribute to the esplanade directly across from the project.

Finally, the Panel has proposed guidelines for three redevelopment sites along the waterfront: at Pier 40, the Chelsea Piers, and at 42nd Street. In each case, the developer would be expected to absorb the cost of constructing some of the adjacent esplanade area as a project cost. In the case of the lessees in the 42nd Street area, on the assumption that their present leasehold interest would be renegotiated to include Pier 84, their contribution should fully cover park and bulkhead costs from north of Pier 79 to Pier 84. The potential for any additional development revenue that could be generated from this site is currently unknown.

**4. Development revenues:** Controls for the three redevelopment sites would limit mixed uses to a maximum floor area ratio (FAR) of 3.0 on Pier 40, 1.5 on the Chelsea Piers, and 2.0 at the 42nd Street area. Each developer would be expected to pay for any necessary pier rehabilitation, infrastructure, public access and parking, and open space and recreational facilities on the pier sites, in addition to the contribution to the cost of the adjacent esplanade. Over and above these project costs, the projected development on Pier 40 and the Chelsea Piers could generate from $90 to $230 million in additional funds.

These revenues represent the net present value of ground rents and real estate taxes (or payments in lieu of taxes [PILOTs]) generated over a 25 year period as well as sales taxes on construction materials, and assumes that the revenue stream would be bonded, if necessary, to provide capital construction funds. The analysis is predicated on an assumption that the City and the State will dedicate all of the ground rents and sales tax revenues and will agree to dedicate 60 percent of the real estate tax PILOTs to the waterfront park.

The $90 million low end of the range assumes retention of the existing structures at Pier 40 and the Chelsea Piers and their substantial rehabilitation for a variety of non-residential uses. Simply offering long-term leases for the present uses at these locations could generate an estimated present value of $50 million over 25 years. The $230 million high end of the range assumes removal of existing structures and mixed use redevelopment at the two sites up to the proposed maximum FAR, with a development program of 85 percent market-rate residential space and 15 percent non-residential space. However, if a portion of the housing is made available to residents at below-market rates, and outside subsidies cannot be found, the revenue potential will drop. In any event, the uses that are finally developed, as well as actual project design and engineering, will help determine what revenue is generated.

**5. Fees and assessments on inboard properties:** The Panel recommends that consideration be given to inboard sources of revenue. This reflects the Panel's view that the waterfront park will greatly enhance property values and building activity east of the Route 9A roadway.

One potential source that should be investigated further is an impact fee on new development. An impact fee is a one-time charge on new development to offset the impacts that projects would have on the existing open space resources in the area. While impact fees are widely used throughout the country, new legislation would be required to use them in New York City.

Within a 1,500-foot corridor lying immediately east of the roadway, Regional Plan Association projections assume about 8.6 million square feet of new construction by 1998. An impact fee during this period of $5.00 per square foot, for example, on new commercial and residential development might generate over $40 million. (A $3.00 per square foot fee might generate over $25 million.) Extending the impact fee beyond 1998 would yield additional revenue. This sum could either be used for capital purposes or dedicated to endow ongoing maintenance. One cautionary note is that the amount of any impact fee must be set carefully in order to avoid deterring new development, especially during less competitive periods. In the same vein, care must be taken not to encourage overly intensive development simply to capture impact fees.

The special assessment is another technique that might be considered for generating revenue from inboard neighborhoods. A special assessment is a small levy over-and-above normal property taxes. Based on growth projections within the 1,500-foot corridor for the decade of the 1990's, the special assessment required to generate approximately $9 million in annual revenue by the year 1998 would increase average tax rates in the 1,500 foot corridor by approximately four percent, assuming that real estate values at least keep pace with inflation.

A special assessment district would also require State legislation. Since more than one-third of the property within the West Side corridor is either tax exempt or receiving tax abatement, the burden of the special assessment would fall disproportionately on the remaining properties.

**6. Miscellaneous possibilities:** The Panel proposes that other revenue sources also be explored. Public-minded corporations or individuals might agree to sponsor individual park components, such as the rehabilitation of a public pier or the creation of an item of street-end statuary. An additional private source, on the model of the Central Park Conservancy, would be a not-for-profit body formed to solicit individual and corporate donations for the construction and maintenance of the esplanade park. Although the Combined Sewer Outfalls (CSO) project might, under some circumstances, contribute to the capital cost of the waterfront park, the present uncertainty about the shape and timing of the CSO project make it unwise to consider it in the financial plan.

### D. Contingency Factors

Currently, there are a number of contingencies implicit in the financial plan for the waterfront park. On November 6, 1990, we will know whether New York State voters have approved the 21st Century Environmental Quality Bond Act. Loss of the $100 million of earmarked funds provided under the act would deal the plan a serious setback.

Even with voter approval of the act, and the full $265 million of committed public funds available to the project, a $235 million shortfall would remain. Moreover, the amount of this shortfall would increase if capital costs rose above the projected $500 million for any of several reasons: the six percent inflation adjustment is too low; the anticipated construction period is significantly delayed; large unexpected capital costs are incurred. There is also the timing factor, since the need or desire to incur costs may not mesh with the current availability of revenue.

The Panel estimates that adjacent users can contribute between $80 and $100 million toward esplanade costs in the vicinity of their properties, but these estimates depend upon agreements that await negotiation and upon develop-

ment decisions that are yet to be made (as with the Hudson River Center and the Long Island Railroad yards). The Panel also estimates that redevelopment of Pier 40 and the Chelsea Piers can generate as much as $230 million in capitalized ground rentals and real estate and sales tax PILOTs, but the availability of these funds will depend ultimately upon marketing, financing, political, and land use factors whose clearer definition must await future events. Even the modest $20 million that existing private waterfront leases should produce become available only after the State and City settle outstanding federal payback claims. Also, interim operation of the Passenger Ship Terminal piers may result in a loss chargeable to the project, although in the longer run, rentals from these piers may become an additional revenue source.

Should these anticipated funds not materialize, and alternative private or public revenues not be found, retrenchment of the waterfront plan would become necessary. Some savings, in the range of $50 to $60 million, might be possible in the design and materials of the esplanade, but at the sacrifice of many attractive features of the waterfront park. Further savings would also become possible through the elimination of one or more of the proposed public piers.

## PHASING OF PARK DEVELOPMENT AND PIER RECONSTRUCTION

A project that extends along more than four miles of waterfront is necessarily implemented in stages. This becomes even more essential when some of the variables that underlie the financial plan, especially the nation's and the city's economic conditions, appear to have taken a downturn. Since construction and indirect costs inflate with every passing year, the sooner the project is built the less costly it will be. On the other hand, since much of the projected revenue is not yet assured, choices must be made as work proceeds so that cash flow can be coordinated with capital expenditures.

The Panel's successor entity, as one of its first responsibilities, must devise a phasing plan that is responsive to financial, physical and practical considerations. Several objectives should help guide the plan. One objective should be to establish maximum unimpeded access along the waterfront in order to highlight the park's linear nature. A second early object should be to complete several parts of the park that are highly visible and heavily used so as to showcase the range of elements — the bicycle path, the water's edge walkway, and the public piers -- that will comprise the finished project. This should encourage public participation and reinforce public support as the project proceeds.

Construction phasing for both the park and the Route 9A project must be coordinated. To accommodate traffic during roadway construction, detour lanes will shift traffic temporarily to the western edge of the right-of-way. As soon as roadway work in any one section is finished and the detour lanes are removed, park construction should begin.

Park sections adjacent to the pier redevelopment projects on Pier 40, the Chelsea Piers, and the 42nd Street area are likely to be designed and constructed as an integral part of each pier reuse project. It makes sense, therefore, to time these portions of the park to coincide with the adjacent pier redevelopment.

The badly deteriorating condition of the existing piers, which is likely to accelerate as ice wears away the outer fenders and begins to batter the inner piles, argues for early renovation as funds become available. Because renovation of the public piers can proceed somewhat

independently of work elsewhere in the park, and because each public pier is free-standing, the pier work schedule can be set quite flexibly. However, the Panel recommends that a few public piers be readied as early as possible to provide access to the river channel. Also, every year of delayed renovation raises the ultimate cost.

No construction will begin until environmental approvals are obtained. Architectural and engineering design and the preparation of construction documents also must precede the start of construction. Any timetable depends upon a timely start on these activities.

## COORDINATION WITH ROUTE 9A

Since the creation of the West Side Waterfront Panel, the Panel and the Route 9A Project have closely coordinated their work. Panel members received monthly briefings, while staff members worked together on a daily basis. Data gathered and evaluated for the Route 9A environmental and engineering studies were particularly useful to the Panel.

Further joint meetings and discussions were held regarding a variety of issues such as design and landscape character; pedestrian, vehicular, public transportation, and handicapped access; water mains and combined sewer outflow; Thomas F. Smith Park; and the bikeway. The Panel and Route 9A frequently met jointly with elected officials, and community groups, as well as interested individuals and associations.

The Route 9A project team is currently immersed in the development of preliminary engineering design alternatives and the production of a draft environmental impact statement. The design alternatives currently under review are based on the recommendations of the West Side Task Force, and refined based on technical environmental studies and in conjunction with the West Side Waterfront Panel, elected officials, and community groups.

Essentially, all of the roadway alternatives are variations of original Task Force recommendations for an urban boulevard with a wide planted median, dramatically improved pedestrian crossings, and a continuous bikeway and walkway. Design studies have centered on improving the Task Force proposals for grade separations in the Battery Park City area, at Canal Street, 34th Street, 42nd Street, and in the Clinton area. Roadway alternatives seek to reduce the amount of grade separation to minimize construction impacts and costs. Current design alternatives range in cost from $250 million to almost $1 billion.

Environmental studies are also underway and include the prediction of future-year traffic, air quality, noise, socio-economic, cultural, contaminated materials and other impacts.

The Route 9A design and environmental analysis process has had an extensive public outreach program, including scores of meetings with public officials and community interest groups, and a four-day open house in March 1990.

The draft environmental impact statement is scheduled for completion in Spring 1991 with a public hearing shortly after its release. The Route 9A team anticipates that construction will begin in 1992 and continue for six to eight years.

## MANAGING THE PROCESS OF CHANGE: A SUCCESSOR STRUCTURE

The Panel recommends that the Governor and the Mayor create a successor structure to the West Side Waterfront Panel that will have as its sole purpose the timely implementation of the plans and programs recommended by this Panel and approved by the Governor and the Mayor in order to bring the benefits of the park to all the people of the City and State.

The structure's first task should be to develop a schedule for phased park construction that is responsive to financial, physical and practical considerations. Economic realities may make it impossible to obtain full financing in the near term, but construction of appropriate segments should begin as soon as funding becomes available and the Route 9A construction is completed in the vicinity. In the interim, opportunities for enhanced public access and temporary use of the waterfront that do not provide legal or physical impediments to Route 9A construction should be explored.

The general scope, framework and options for this structure are as follows:

### Purposes

The principal purposes and responsibilities of the successor structure should be to:

- Oversee the detailed planning, design, and construction of the waterfront park and coordinate the timing, environmental analyses, permits, and legal processes related to each of these activities.
- Select and oversee any private initiatives on the piers along the waterfront.
- Coordinate the various City, State and quasi-public projects and agencies within the corridor from the western edge of Route 9A to the end of the piers and the water in between, from the northern boundary of Battery Park City to 59th Street.
- Insure coordination with the construction of the Route 9A project.
- Insure that the park and esplanade plans are coordinated with any future land use decisions in the area between 10th and 12th Avenues.
- Insure community outreach, including direct participation in design, and build constituencies for waterfront improvements and private sector fund raising.
- Develop a pier preservation program using funds that might be available from lease revenues and such other sources as can be identified to provide ongoing maintenance for piers.
- Identify and work with appropriate City and State agencies to facilitate interim uses that will bring life and activity to the waterfront, when and where possible, during the period of design and construction that will not legally or physically impede the construction of the Route 9A Project.
- Develop activity programs for year-round waterfront use.
- Coordinate the public and private activities necessary to meet the financing requirements of the plan.
- Assist in planning for the relocation of municipal facilities as recommended.

### Organization

The structure should be governed by a board of nine individuals appointed by the

Governor (four), Mayor (four), and Borough President (one). The Mayoral appointees should include the City Commissioner of Parks, and at least one private citizen. The Governor's appointees should include the State Commissioner of Parks, and at least one private citizen. The Governor should select the Chair, and the Chair should select the Executive Director. The structure should be assisted by appropriate inter-agency and advisory committees, including an Elected Officials and Community Board Advisory Committee, and a Civic Advisory Committee.

The Panel recommends that the successor structure be established as an adjunct of an existing governmental agency or as a not-for-profit corporation. The Panel's successor should be accountable to the public, with its actions subject to all appropriate City and State public review and approval procedures.

**Operations**

The new structure should be responsible for all present and future public and private activities within its geographic area.

It should be responsible for lease management of properties in the area and should be financed by lease revenues as well as other appropriate funds from various government sources. It should be authorized to enter into contracts through the appropriate public and private agencies in order to secure adequate financing for construction, maintenance and operation of all project elements.

It should be adequately staffed to accomplish its mission, be empowered to hire outside support as needed, and be authorized to fund community design consultants to work with local Community Boards on specific designs for the waterfront park that conform to the overall standards established by the Panel.

# 6

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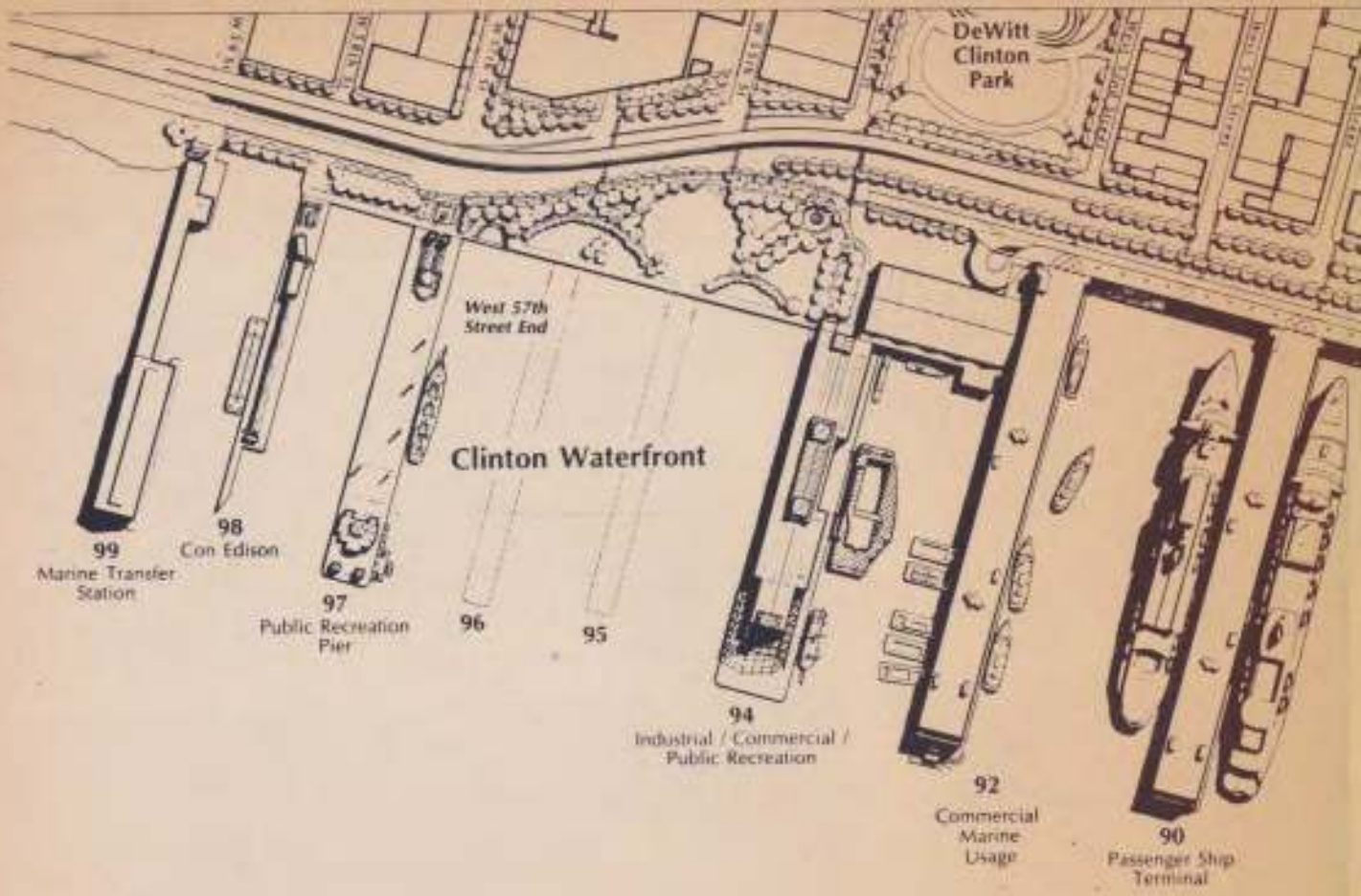


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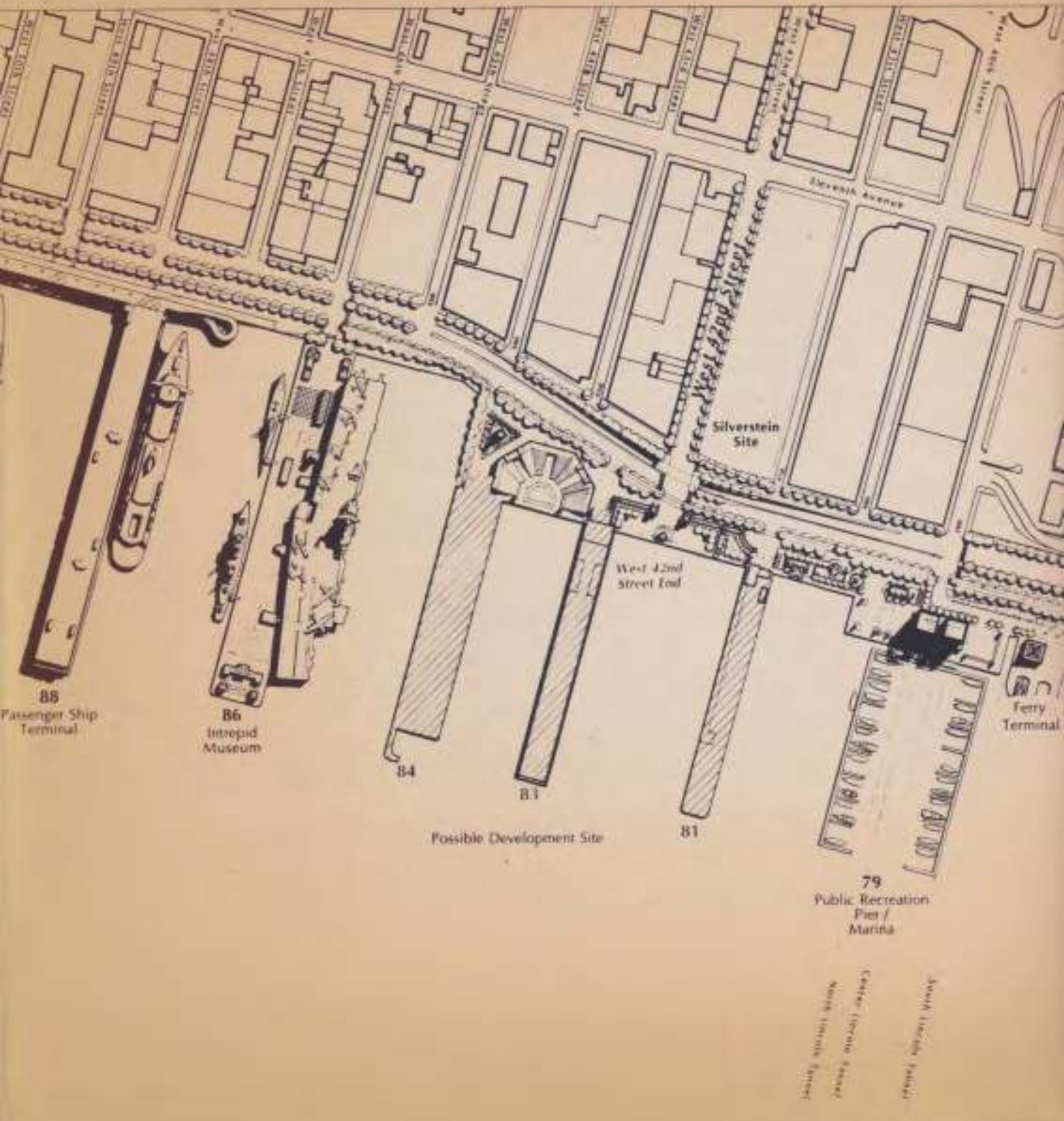
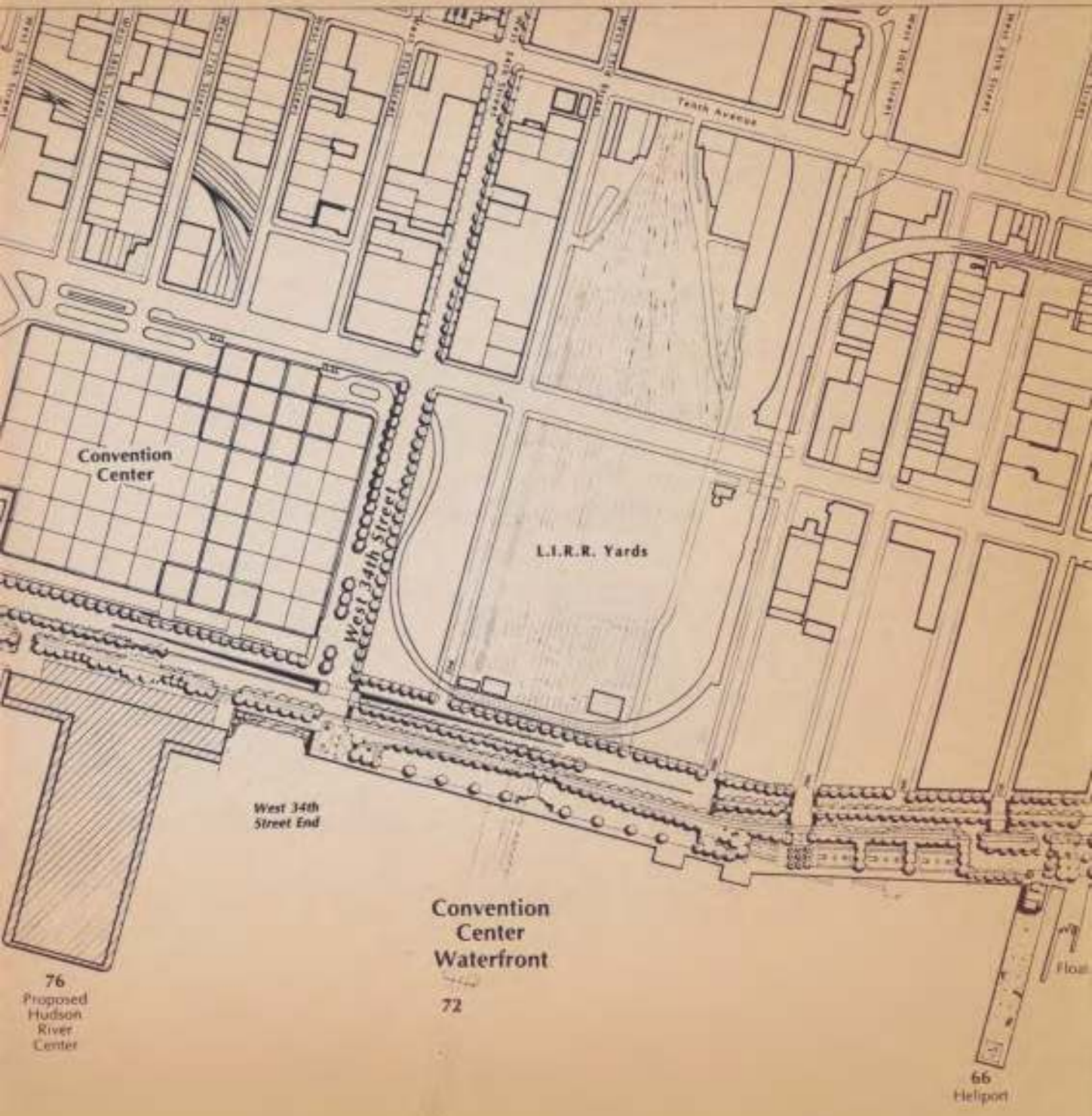
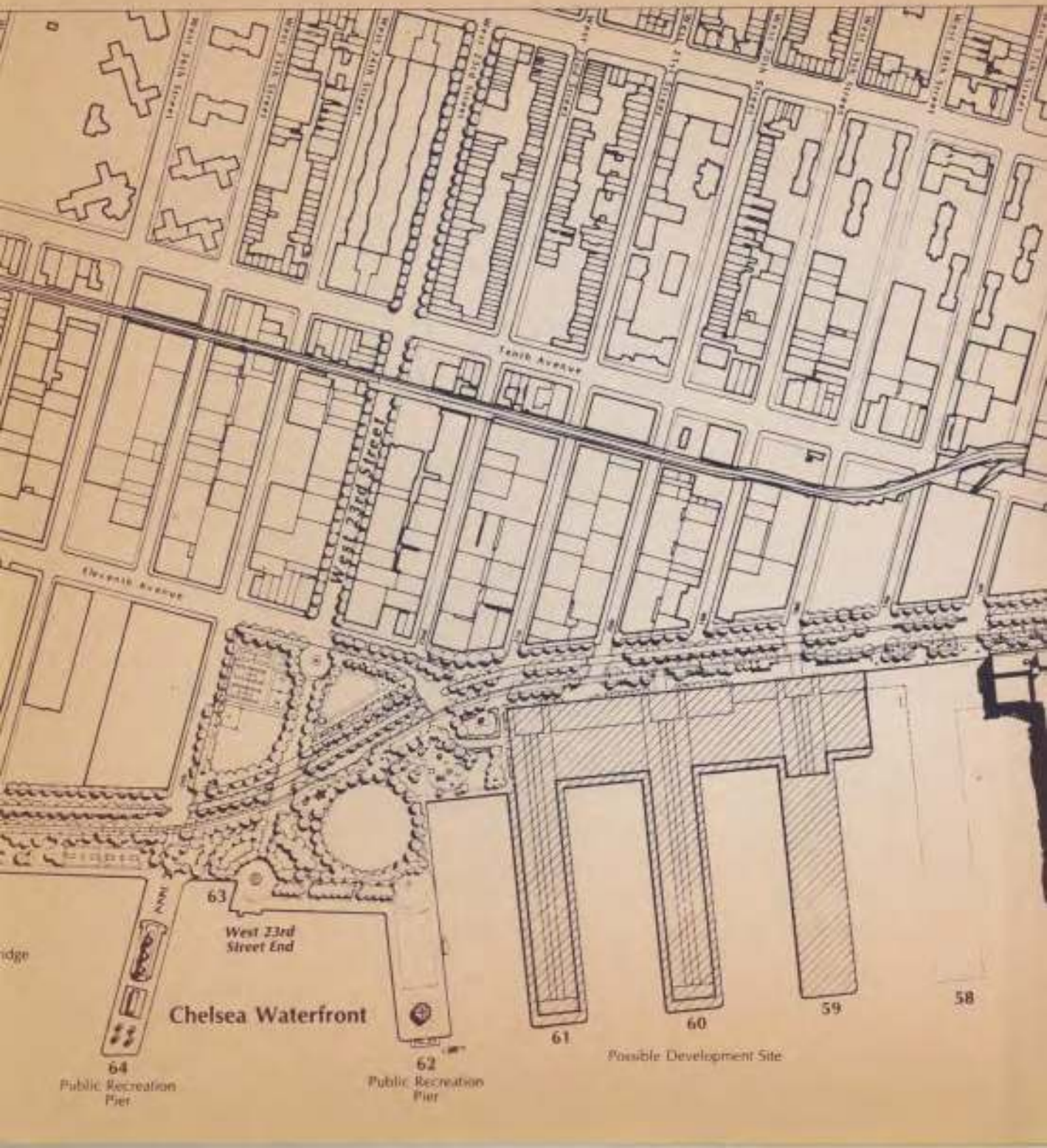
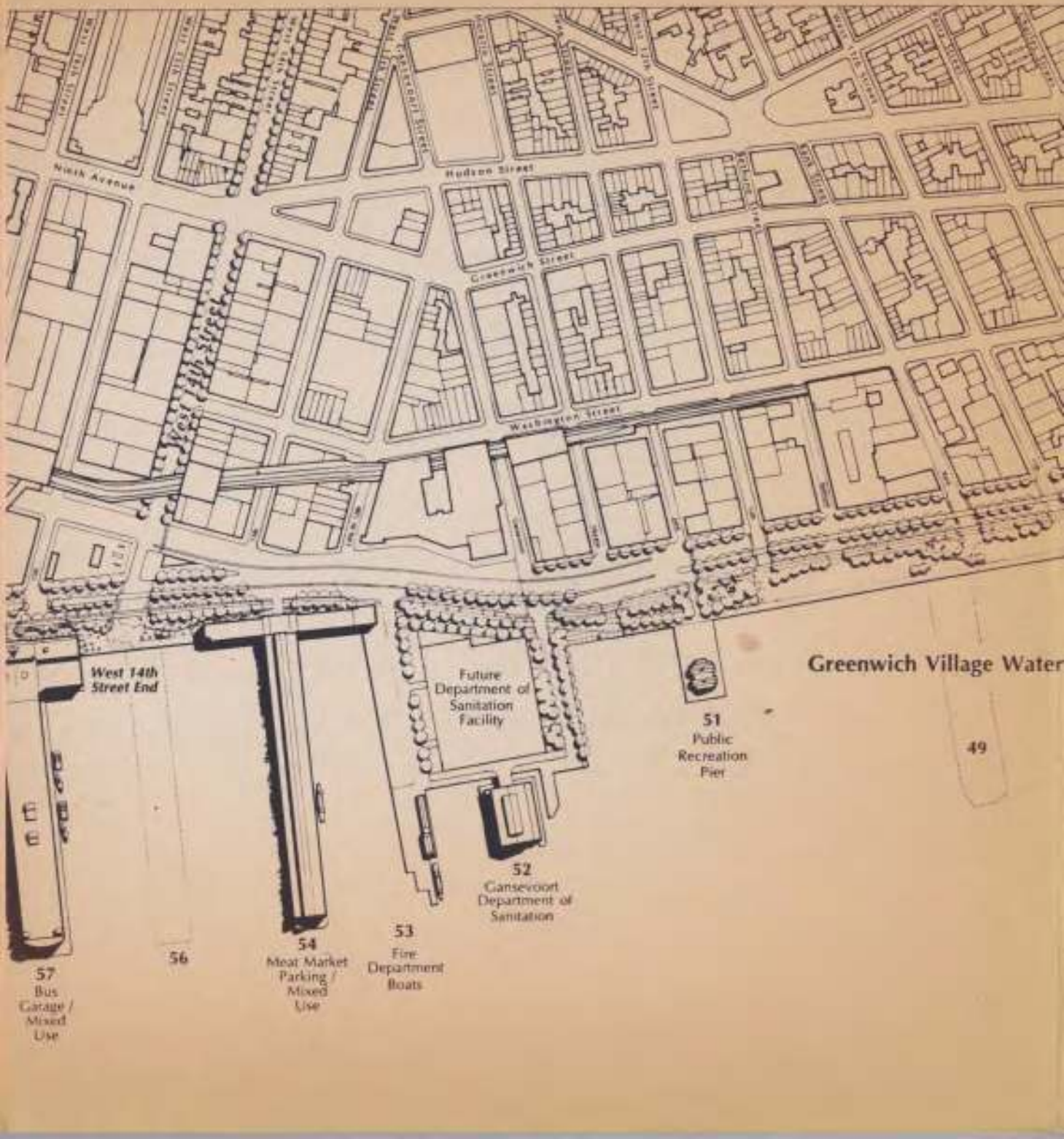
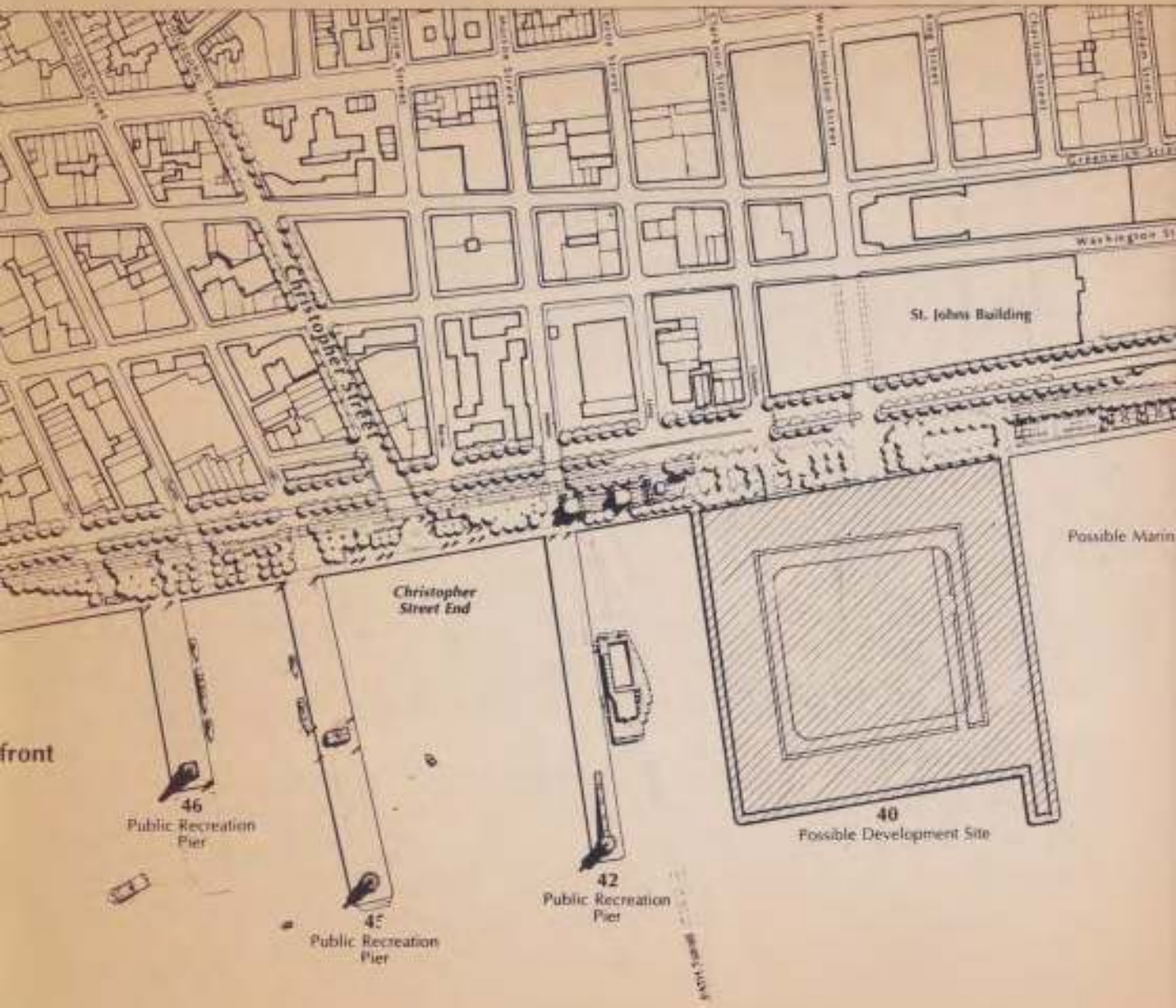
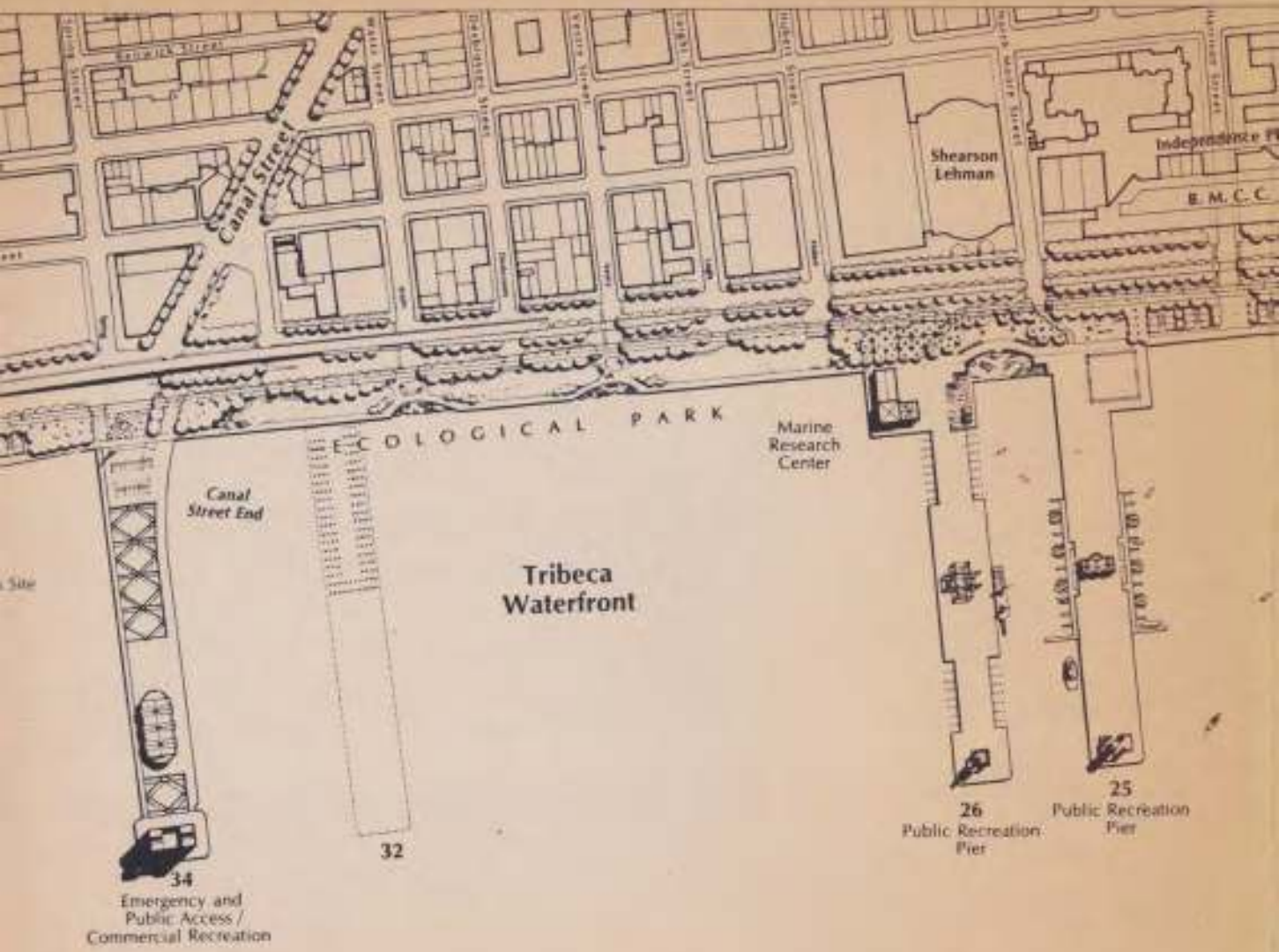

Silverstein Site
West 42nd Street End
88
Passenger Ship Terminal
86
Intrepid Museum
84
83
81
Possible Development Site
79
Public Recreation Pier / Marina
Ferry Terminal

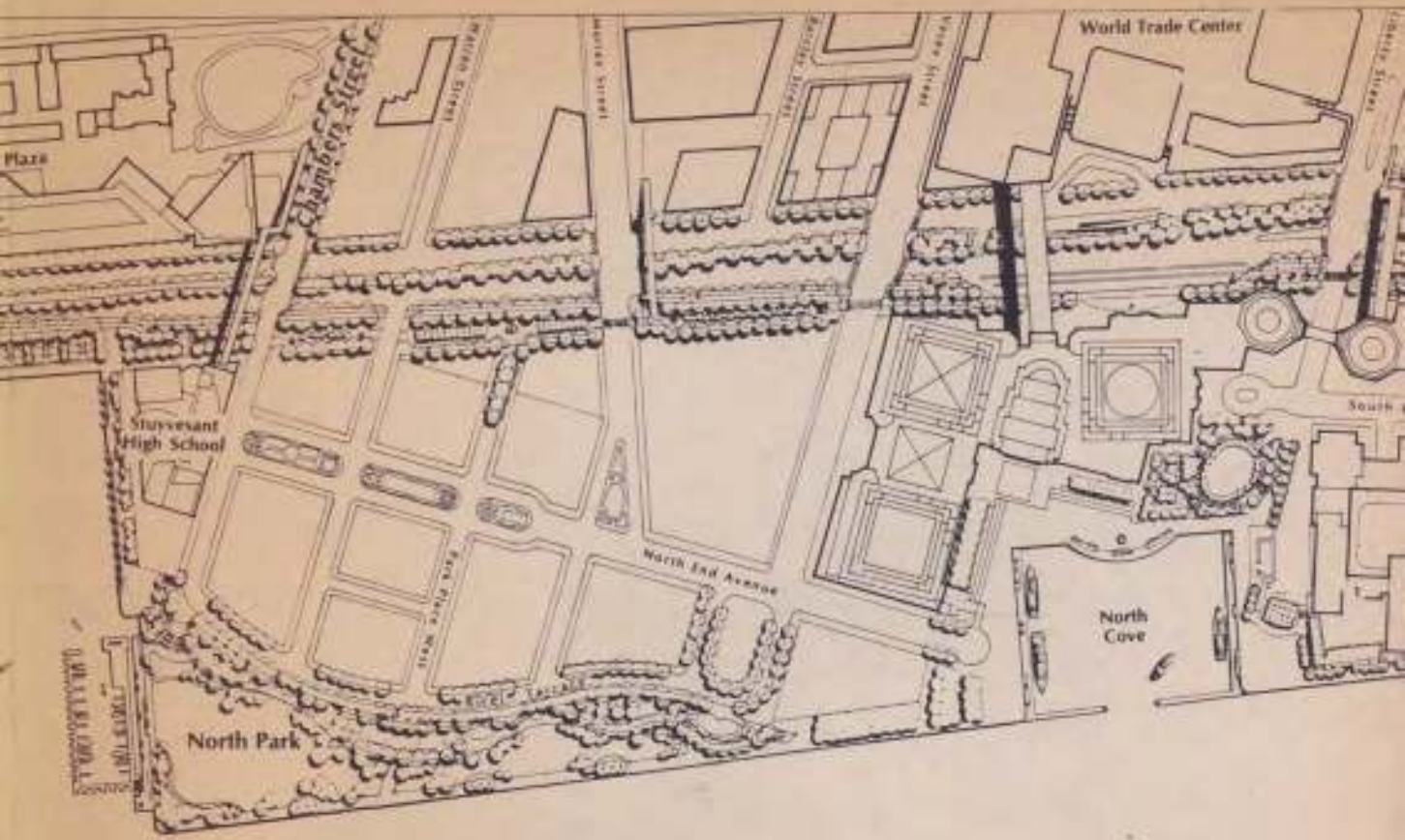

Tenth Avenue
Convention Center
West 34th Street
L.I.R.R. Yards
West 34th Street End
Convention Center Waterfront
72
76
Proposed Hudson River Center
66
Heliport

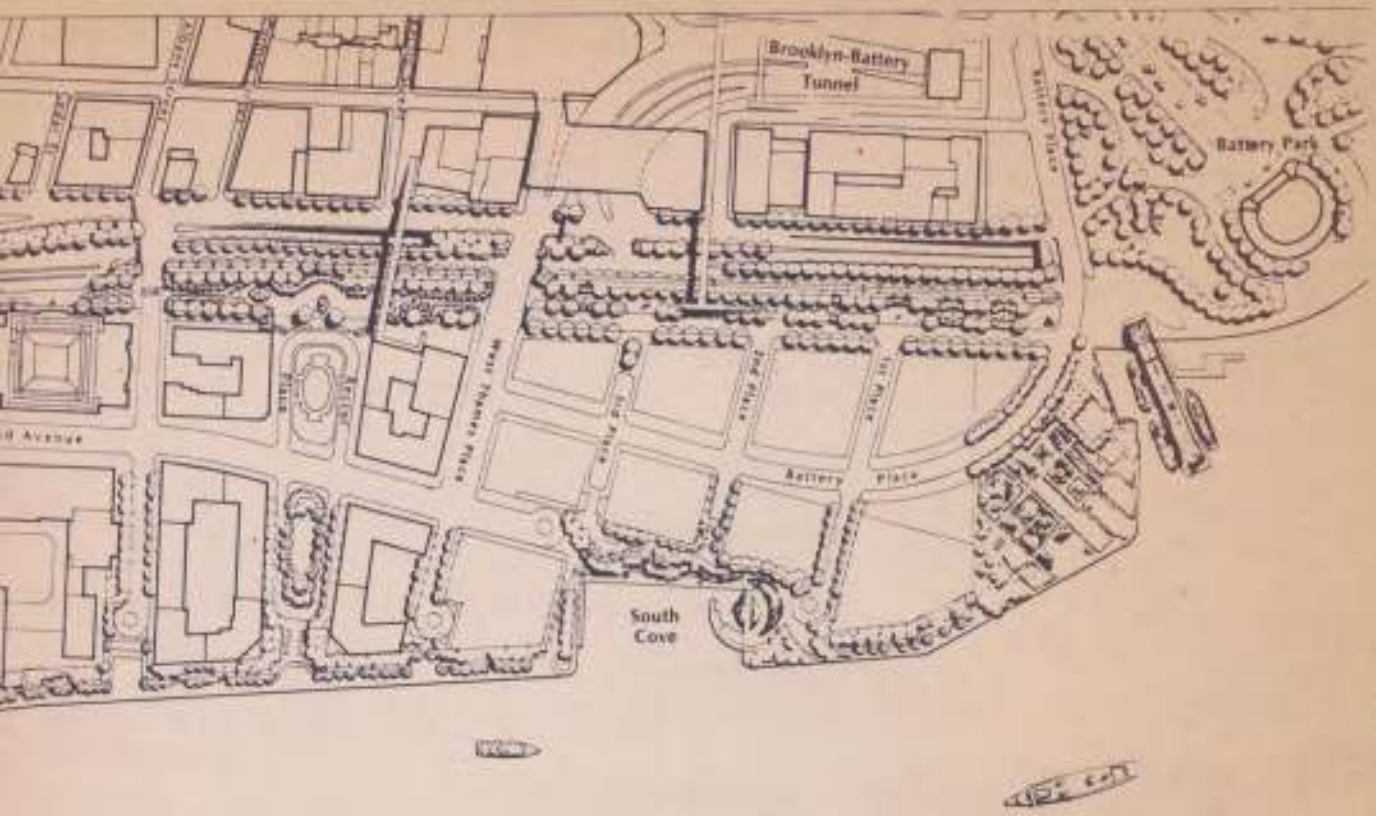

Tenth Avenue
Eleventh Avenue
West Street
63
West 23rd Street End
Chelsea Waterfront
64
Public Recreation Pier
62
Public Recreation Pier
61
60
59
58
Possible Development Site


Ninth Avenue
Hudson Street
Greenwich Street
Washington Street
West 14th Street End
Future Department of Sanitation Facility
51 Public Recreation Pier
Greenwich Village Water
49
52 Gansevoort Department of Sanitation
53 Fire Department Boats
54 Meat Market Parking / Mixed Use
56
57 Bus Garage / Mixed Use


Christopher Street
St. Johns Building
Possible Marin
Christopher Street End
front
46
Public Recreation Pier
45
Public Recreation Pier
42
Public Recreation Pier
40
Possible Development Site


Canal Street
Shearson Lehman
B.M.C.C.
ECOLOGICAL PARK
Marine Research Center
Canal Street End
Tribeca Waterfront
26
Public Recreation Pier
25
Public Recreation Pier
32
34
Emergency and Public Access / Commercial Recreation


Plaza
Chambers Street
Murray Street
Warren Street
Vesey Street
Barclay Street
Park Place West
World Trade Center
Stuyvesant
High School
North End Avenue
North
Cove
North Park
Community
Boating




A Vision for

# The HUDSON RIVER WATERFRONT PARK

West Side Waterfront Panel

New York, New York
November 1, 1990