
Stuyvesant Cove 197-a Plan

***As modified by the
City Planning Commission and
adopted by the City Council***

Stuyvesant Cove 197-a Plan

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Rudolph W. Giuliani, Mayor
City of New York

Joseph B. Rose, Director
Department of City Planning

INTRODUCTION

Under Section 197-a of the New York City Charter, community boards may propose plans for the development, growth and improvement of land within their districts. Pursuant to the Charter, the City Planning Commission developed and adopted standards and rules for the 197-a plans. Once approved by the Commission and adopted by the City Council, 197-a plans are intended to serve as policy guides for subsequent action by city agencies.

The Stuyvesant Cove 197-a plan, as modified by the City Planning Commission, is the fourth community board 197-a plan to be adopted by the city.

This report provides information for those interested in the plan's policies and recommendations. It may also be of interest to other community boards considering the 197-a process.

This report contains three sections:

1. The City Council resolution, dated March 13, 1997, adopting the plan as modified by the City Planning Commission;
2. The modified plan contained in the City Planning Commission report and resolution, dated February 5, 1997; and
3. The proposed *Stuyvesant Cove 197-a plan*, as originally submitted by Manhattan Community Board 6 on May 24, 1995.

Section 1

City Council Resolution

City Council resolution, dated March 13, 1997, adopting the 197-a plan as modified by the City Planning Commission

THE COUNCIL OF THE CITY OF NEW YORK
RESOLUTION NO. 2225

Resolution approving the decision of the City Planning Commission on Non-ULURP No. N 950541 NPM, a Section 197-a Plan for Stuyvesant Cove, in Community District 6, Manhattan (L.U. No. 1250).

By Council Members Eisland and Fields

WHEREAS, the City Planning Commission filed with the Council on February 7, 1997 its decision dated February 5, 1997 (the "Decision"), on the "*Stuyvesant Cove 197-a Plan*," concerning a portion of waterfront in Manhattan Community District 6, submitted by Manhattan Community Board 6, pursuant to Section 197-a of the New York City Charter (Non-ULURP No. N 950541 NPM) (the "Plan");

WHEREAS, the Decision is subject to review and action by the Council pursuant to Section 197-d(b)(1) of the City Charter;

WHEREAS, the Council held a public hearing on the Decision and Plan on March 5, 1997;

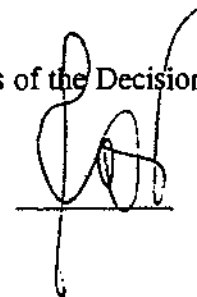
WHEREAS, the Council has considered the land use implications and other policy issues relating to the Decision and Plan; and

WHEREAS, the Council has considered the relevant environmental issues and the negative declaration, issued on February 26, 1996 (CEQR No. 96DCP033);

RESOLVED:

The Council finds that the action described herein will have no significant effect on the environment;

Pursuant to Sections 197-a and 197-d of the City Charter and on the basis of the Decision and Plan, the Council approves the Decision.

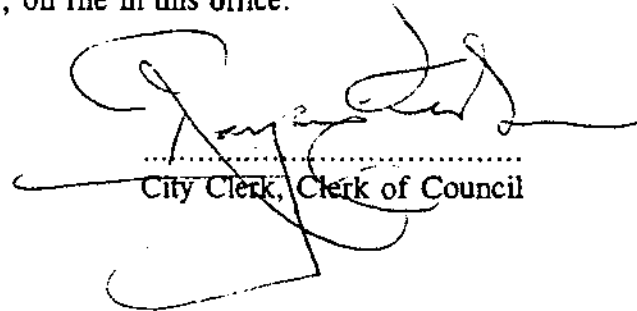
A handwritten signature in black ink, appearing to be 'D. Fields', is written over a horizontal line. The signature is stylized and cursive.

Page 2
N 950541 NPM
Reso. No. 2225 (L.U. No. 1250)

Adopted.

Office of the City Clerk, }
The City of New York, } ss.:

I hereby certify that the foregoing is a true copy of a Resolution passed by The Council of The City of New York on March 13, 1997, on file in this office.



.....
City Clerk, Clerk of Council

RAYMOND C. PLATUM
1st Deputy and Acting City Clerk

Section 2

City Planning Commission Report

City Planning Commission's consideration and resolution,
dated February 5, 1997, approving and modifying the 197-a plan

CITY PLANNING COMMISSION

February 5, 1997/Calendar No. 34

N 950541 NPM

IN THE MATTER OF a plan concerning a portion of the waterfront in Manhattan Community District 6, submitted by Manhattan Community Board 6, for consideration pursuant to Section 197-a of the New York City Charter. The plan proposed for adoption is called the "*Stuyvesant Cove 197-a Plan*," Borough of Manhattan, Community District 6.

BACKGROUND

Stuyvesant Cove extends along the shoreline of the East River from East 16th Street to East 24th Street in Manhattan. It is generally bounded by the UN School and Waterside on the north, Peter Cooper Village and Stuyvesant Town on the west, and a Con Edison facility on the south.

Since the 1970's, Manhattan Community Board 6 has envisioned a park at Stuyvesant Cove. In 1987, however, the City proposed development of River Walk, a large-scale, mixed-use complex on platforms at this East River site. As a result of an economic downturn, community opposition, and a shift in perspective on waterfront development, the proposal was withdrawn by the City of New York in 1990. In 1993, Community Board 6 obtained funding from the New York State Department of Housing and Community Renewal, the New York State Department of Environmental Conservation, and the Manhattan Borough President's Office to produce a conceptual plan for the area.

Community Board 6 adopted goals, objectives and policies to guide development of Stuyvesant Cove and selected the firms of Heintz/Ruddick Landscape Architecture and Karahan/Schwarting Architecture Company as consultants to prepare the conceptual plan. The result, "*Stuyvesant Cove Open Space Study*" laid the groundwork for the

community's 197-a plan. On May 24, 1995, Community Board 6 submitted the *Stuyvesant Cove 197-a Plan* to the Department of City Planning in accordance with the City Planning Commission's *Rules for the Processing of 197-a Plans Pursuant to Charter Section 197-a*.

PLAN DESCRIPTION

The 197-a plan proposes a waterfront park between East 18th and 23rd Streets as part of Stuyvesant Cove, a small bay that extends along the East River waterfront between East 16th Street on the south, East 24th Street on the north and Avenue C (a/k/a Marginal Road) on the west. The western edge of the site is accessible from the FDR Drive, Avenue C, East 18th, 20th and 23rd Streets. The site contains a gas station, a 515-car parking garage, a 36-slip marina, and surface parking for approximately 428 cars under the FDR Drive and 297 cars along the water's edge. Most of the property is owned by the City and leased for these uses.

The *Stuyvesant Cove 197-a Plan* embodies three primary goals: development of easily accessible public park and open space at the waterfront; encouragement of water-dependent uses that are compatible with the open space goals of Community Board 6; and consistency with planning goals of the Department of City Planning and the Manhattan Borough President's Office. Based on these goals, the plan presents a detailed design and programmatic proposal with the following major elements:

- Develop a 1.9 acre park at the Stuyvesant Cove site.
- Reconfigure the existing conditions of the site to allow for the most generous waterfront space possible, including the realignment of Marginal Road, either under the FDR Drive's Avenue C viaduct or to the west of it; the elimination of parking on the pier and along the bulkhead.
- Enhance the river bank and build up the "rocky outcrop".

- Create a pedestrian esplanade and bikeway to extend the length of the park and connect (both to the north and south) to the continuous esplanade/bikeway planned for the entire borough.
- Remove or relocate the service station at the 23rd Street entrance.
- Create an open plaza entrance to the park at 23rd Street with views to the water.
- Redesign the existing marina.
- Moor a lawn barge and a sand or beach barge to the redesigned pier area.
- Provide suitable plantings throughout the site.
- Enhance connections and entry points to inboard communities and open a means of egress from Waterside Plaza to the south (to 23rd Street).
- As opportunities allow, develop economic components to generate revenue to fund the ongoing maintenance of the park. The study proposes: a rooftop restaurant on the Skyport garage building and, possibly, a recreational facility there; continued parking within the Skyport garage (and possibly elsewhere on the site); an ecology center and cafe, a kayak boathouse with concessionaire.

The 197-a plan explicitly recognizes that the specific design and programmatic proposals are preliminary and "must be looked at as flexible and evolving" within the context of a commitment to the concept of a park at the waterfront with as much area as possible.

On December 11, 1996, in response to Department and Commission concerns about the level of detail in the plan, and the potential infeasibility of some of its recommendations, Community Board 6 endorsed modifications which retained the plan's open space goals and general planning principles but avoided specific design and programmatic recommendations.

THRESHOLD REVIEW AND DETERMINATION

Pursuant to Section 3.010 of the 197-a rules, Department staff conducted a threshold review of the plan's consistency with standards for form, content and sound planning policy. On July 10, 1995, the Department informed Community Board 6 of additional supporting information needed to correct certain deficiencies, including evidence of consultation with the affected agencies and updated documentation of waterfront zoning regulations. Community Board 6 agreed to add the requested information and did so on September 15, and October 27, 1995.

On January 9, 1996, the City Planning Commission determined that the *Stuyvesant Cove 197-a Plan* (N 950541 NPM) met threshold standards for form, content and sound planning policy, and environmental review commenced.

ENVIRONMENTAL REVIEW

This application (N 950541 NPM) was reviewed pursuant to the New York State Environmental Quality Review Act (SEQRA), and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et seq. and the City Environmental Quality Review (CEQR) Rules of Procedures of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 96DCP033. The lead is the City Planning Commission.

After a review of the potential environmental impacts of the proposed plan, a Negative Declaration was issued on February 26, 1996. It was determined that the 197-a plan would have no significant effect on the quality of the environment.

On March 4, 1996, the plan was duly referred to Manhattan Community Board 6 and the Manhattan Borough President for review and comment, in accordance with Article 6 of the rules for processing 197-a plans.

WATERFRONT REVITALIZATION PROGRAM CONSISTENCY

This application (N 950541 NPM) was reviewed by the City Planning Commission in its role as City Coastal Commission for consistency with the policies of the New York City Waterfront Revitalization Program (WRP), adopted by the Board of Estimate on September 30, 1982 (Calendar No. 17), pursuant to the New York State Waterfront Revitalization and Coastal Resources Act of 1981 (New York State Executive Law, Section 910 et seq.). The designated WRP number is 95-068.

On December 2, 1995, this action was determined to be consistent with the policies of the New York City Waterfront Revitalization Program.

COMMUNITY BOARD PUBLIC HEARING

Manhattan Community Board 6 held a public hearing on this application (N 950541 NPM) on April 10, 1996, and, on that date, by a vote of 42 to 0, adopted a resolution reaffirming its approval of the application.

BOROUGH PRESIDENT RECOMMENDATION

This application (N 950541 NPM) was considered by the Manhattan Borough President, who issued a recommendation approving the application on June 20, 1996. The Borough President endorsed the plan stating that, "It represents the best example of community-based, practical and visionary planning that should be a model for future planning in our city."

CITY PLANNING COMMISSION PUBLIC HEARING

On July 17, 1996 (Calendar No. 6), the City Planning Commission scheduled July 31, 1996, for a public hearing on this application (N 950541 NPM). The hearing was duly held on July 31, 1996 (Calendar No. 28). There were five speakers, all in favor of the 197-a plan.

The Chairperson of the Community Board 6 Waterfront Committee and the Assistant District Manager indicated that the conceptual plan is the product of a grassroots effort over the past two decades, and that it is consistent with the Manhattan Borough President's Comprehensive Manhattan Waterfront Plan and the City's Waterfront Plan and Zoning Regulations. After summarizing the plan's elements and the funding sources for its implementation, they stated that the plan was in the detailed planning and design phase and that the New York City Economic Development Corporation (EDC), the agency in control of the site, had hired a consultant to advance the design.

A representative of the Manhattan Borough President urged the Commission to support the 197-a plan, particularly in regard to the creation of a park in an area of Manhattan where there is insufficient open space.

A representative of the State Assemblyman of the 63rd District endorsed the plan and pledged financial support for the park and environmental center from the State's environmental education budget in order to help make the 197-a plan a reality.

A representative from the Parks Council supported the 197-a plan for its recognition of the importance of bringing people to the waterfront.

There were no other speakers and the hearing was closed.

CONSIDERATION

The Commission believes that the *Stuyvesant Cove 197-a Plan* as modified will provide a sound policy framework to guide future planning, design and implementation efforts in keeping with the purpose and intent of 197-a plans. The Commission has reviewed the *Stuyvesant Cove 197-a Plan* and commends the work done by Community Board 6 to articulate and advance its goals for waterfront open space. It is impressed with the

Board's successful efforts to obtain funding, through the City and other sources, to evaluate the feasibility of specific components of the plan and to develop detailed design alternatives. The Commission also commends the Board's cooperative spirit in working with Department staff to develop more conceptual planning goals for Stuyvesant Cove.

The Commission concurs with the plan's objectives for creating substantial waterfront open space at Stuyvesant Cove. A number of recent plans identify Stuyvesant Cove as an important link in a boroughwide bikeway and waterfront walkway network. The proposed 197-a plan reflects elements of the Department's Greenway Plan for New York City, the East Coast Greenway/Bikeway System, and the New York City Comprehensive Waterfront Plan.

The Commission further finds this 197-a plan noteworthy in that elements of it are already being advanced. Portions of the plan -- funding for restoration of the staging area to an esplanade and park at the southern end -- are being implemented in conjunction with reconstruction of the FDR Drive. With grants from the federal ISTEA Enhancement and CMAQ programs, EDC has undertaken preliminary design and financial analysis of the plan. Other government agencies involved in planning for the site include the City and State Departments of Transportation (DOT), the Department of Environmental Protection (DEP), and the Department of Parks and Recreation (DPR).

The Commission recognizes that the public spaces will be developed incrementally as funding becomes available and issues of park jurisdiction and maintenance funding are resolved. An open space plan for the site could be implemented either by EDC in conjunction with compatible development, or by DPR mapping parkland which would require ULURP. However, both DPR and EDC have stressed the need for revenue streams for development and on-going maintenance.

The Commission supports the goal of maximizing the amount of open space at Stuyvesant Cove. With regard to the amount of open space, it recognizes that a number of significant issues must be addressed and that several important needs must be balanced. The amount of achievable open space will depend in part on the relocation of Marginal Road and the amount of parking that is retained under the FDR. State DOT is reconstructing the elevated FDR in the vicinity of Stuyvesant Cove and has prepared a site improvement plan for the southern portion of the cove which is being used for construction staging and storage until approximately October 1997. City DOT has recommended that the northbound Marginal Road be moved to slightly under the western edge of the FDR viaduct with parking provided adjacent to the proposed park. Community Board 6 is working closely with the City and State to evaluate this proposal and other alternatives for the relocation of Marginal Road and the appropriate amount of parking to be retained.

The Commission believes that any attempt to maximize the proposed waterfront park must be consistent with FDR reconstruction, parking and revenue needs. The Commission encourages the City to work closely with the community to eliminate or minimize the parking located along the bulkhead. It is also important to provide for continued vehicular egress from the Waterside complex south to 23rd Street.

The Commission supports the goal of creating an attractive plaza entrance with views of the water at 23rd Street. The auto service repair structure at 23rd Street is inappropriate for this waterfront location and should be removed. However, the Commission and Community Board recognize that the service station gas pumps provide an important neighborhood service and, if they cannot be relocated nearby, that they should be designed and landscaped to minimize their intrusion into this important view corridor and waterfront gateway.

The Commission concurs with the plan's recommendations to provide suitable plantings throughout the site, enhance the river bank by building up the rocky outcrop, and create a pedestrian esplanade and bikeway to extend the length of the park and connect north and south to the continuous esplanade/bikeway planned for the entire borough. The Commission also concurs with the Community Board's desire to enhance upland connections to the waterfront. The Commission notes that connections can be enhanced by providing signage, streetscape and crosswalk improvements at Avenue C, East 18th, 20th and 23rd Streets, and by working with Con Edison to examine the feasibility of linking its playing fields to the overall planning efforts for Stuyvesant Cove.

Additional study is needed to determine the best connection for ensuring continuity of the planned pedestrian esplanade and bikeway north of 23rd Street. A water's edge connection in the area of the UN School and the Waterside development may prove infeasible. Public access to the Waterside esplanade is not required; it is also narrow and access to it is circuitous. An esplanade easement along the perimeter of the UN School would require redesigning the marina and may not be feasible. An inboard link from East 23rd Street to the esplanade north of Waterside may therefore be a preferable and more feasible alternative.

With respect to the feasibility of specific design proposals in the plan, the Commission notes that Community Board 6 recognizes that the design proposals in its plan are intended to be flexible, and will change as detailed planning and design moves forward. For example, the EDC design consultant has determined that the proposed recreation barges, restaurant atop the Skyport Garage, and the kayak boathouse are not feasible. The consultant is evaluating other options, including construction of a finger pier, for recreation and other compatible uses. Another element of the proposed plan called for relocation of the sewer outfalls to the north and south of the site. However, based on information provided by DEP, the Community Board no longer believes that the existing

outfalls would impede plans for future park or revenue-generating uses on the site.

The Commission recognizes that additional uses may be identified as planning proceeds, and therefore supports the general goals of providing recreation development and revenue-generating uses, including water-dependent and waterfront-enhancing uses that would be compatible with open space development and help finance its maintenance. It recognizes that economic components compatible with open space development will be critical to the plan's successful implementation.

In response to these concerns regarding the specificity of the design and the feasibility of certain elements, Department staff presented to the Commission and Community Board 6 recommendations for modifying the plan. These recommendations, consistent with the overriding goal of creating waterfront open space, were based in part on further planning work carried out by Community Board 6 and the EDC consultants preparing preliminary design plans. On December 11, 1996, Community Board 6 adopted a unanimous resolution supporting these recommendations, as listed below:

- Support the goal of a park or open space for Stuyvesant Cove, recognizing that implementation and funding issues must be resolved as design moves forward.
- Support the goal of reconfiguring existing conditions to maximize waterfront open space in a way that is compatible with FDR reconstruction, parking and revenue needs.
- Support enhancement of the river bank and building up the "rocky outcrop."
- Remove the gas station only if it can be relocated within the neighborhood. Even if the gas station cannot be relocated, the design for the park should seek to maximize view corridors and create a significant plaza entrance to Stuyvesant Cove at 23rd Street.
- Work with appropriate entities (DOT, Waterside, etc.) to provide a pedestrian walkway past the existing marina which would connect at-grade in front of the

UN School to the Waterside esplanade.

- Since recreation barges are no longer considered feasible, continue exploration of the pier option in conjunction with modest recreational and water-enhancing uses.
- Provide for suitable planting throughout the site.
- Enhance connections and entry points to inboard communities and open a means of egress from Waterside Plaza to the south (to 23rd Street).
- Support the goal of providing water-dependent and waterfront-enhancing uses that are compatible with the goals of open space and recreation development and generating revenue for ongoing park development and maintenance.
- Work with Con Edison to examine the feasibility of linking the Con Edison playing fields to Stuyvesant Cove, and explore other options for connections to the upland community.
- Further study would be required to relocate sewer outfall to the the north and south end of the site because of substantial capital costs and extensive excavation in local streets and the East River.

The Commission concurs with the thrust of these recommendations. Accordingly, it has modified the plan by consolidating these recommendations into a set of Planning Principles that would replace the policy goals, design guidelines and specific design proposals in the *Stuyvesant Cove 197-a Plan*. As modified, the Commission believes the plan reinforces the efforts of Community Board 6 and provides useful guidelines for future actions affecting Stuyvesant Cove.

RESOLUTION

RESOLVED, that the City Planning Commission finds that the action described herein

will have no significant effect on the environment, and be it further

RESOLVED, that the City Planning Commission, in its capacity as the City Coastal Commission, has reviewed the waterfront aspects of this application and finds that, upon modification of the application as set forth below, the proposed action will be consistent with WRP policies, and be it further

RESOLVED, by the City Planning Commission, pursuant to Section 197-a of the New York City Charter, that the proposed *Stuyvesant Cove 197-a Plan*, submitted be Community Board 6 in the Borough of Manhattan, is approved with the following modifications:

Whereas, approved 197-a plans guide the future actions of public agencies; and

Whereas, approved 197-a plans cannot preclude subsequent actions by the City Planning Commission and the City Council in their review of possible future applications under other charter-described processes; and

Whereas, the policy goals, design guidelines, and specific design proposals contained in the proposed Stuyvesant Cove 197-a Plan are hereby modified and replaced by the following Planning Principles:

Stuyvesant Cove Planning Principles

- Support the goal of public open space along Stuyvesant Cove, generally between East 18th Street and East 23rd Street. Develop the public spaces incrementally as funding becomes available and issues of park jurisdiction and maintenance are resolved.

- To maximize the size and enhance the design of waterfront public space, explore the potential for reconfiguring Avenue C (a/k/a Marginal Road) and reducing or eliminating bulkhead parking in a manner consistent with FDR reconstruction plans, City revenue needs, local needs for parking, and the need for vehicular egress from the Waterside complex south to 23rd Street.
- To create an attractive plaza entrance with views of the water, remove the vacant auto service repair structure at 23rd Street. If the service station gas pumps cannot be relocated nearby, design and landscape them in a way that minimizes their intrusion into the view corridor.
- Create a pedestrian esplanade and bikeway that would run the length of Stuyvesant Cove and connect directly to an esplanade/bikeway connection inboard of the marina and UN School to the Waterside esplanade. Since the Waterside esplanade is narrow and access to it is circuitous, continuing the inboard link in front of Waterside to the north may be a preferable alternative.
- Enhance upland connections to the waterfront by, for example, providing signage, streetscape and crosswalk improvements at Avenue C, East 18th, 20th and 23rd Streets. Work with Con Edison to examine the feasibility of linking its playing field to Stuyvesant Cove to enhance connections at this location.
- As design and construction of the public waterfront advances, provide for appropriate recreational activities, suitable planting throughout the site and for an enhanced riverbank by building up the rocky outcrop at the shoreline. If feasible, pursue the development of a pier to provide modest recreation and waterfront-enhancing uses.

- As opportunities allow, provide for revenue-generating uses, including water-dependent and waterfront-enhancing uses, that would be compatible with open space development and help finance its maintenance.

The above resolution (N 950541 NPM), duly adopted by the City Planning Commission on February 5, 1997 (Calendar No. 34) is filed with the Office of the Speaker, City Council, and the Borough President in accordance with the requirements of Section 197-d of the New York City Charter.

JOSEPH B. ROSE, Chairman

VICTOR G. ALICEA, Vice Chairman

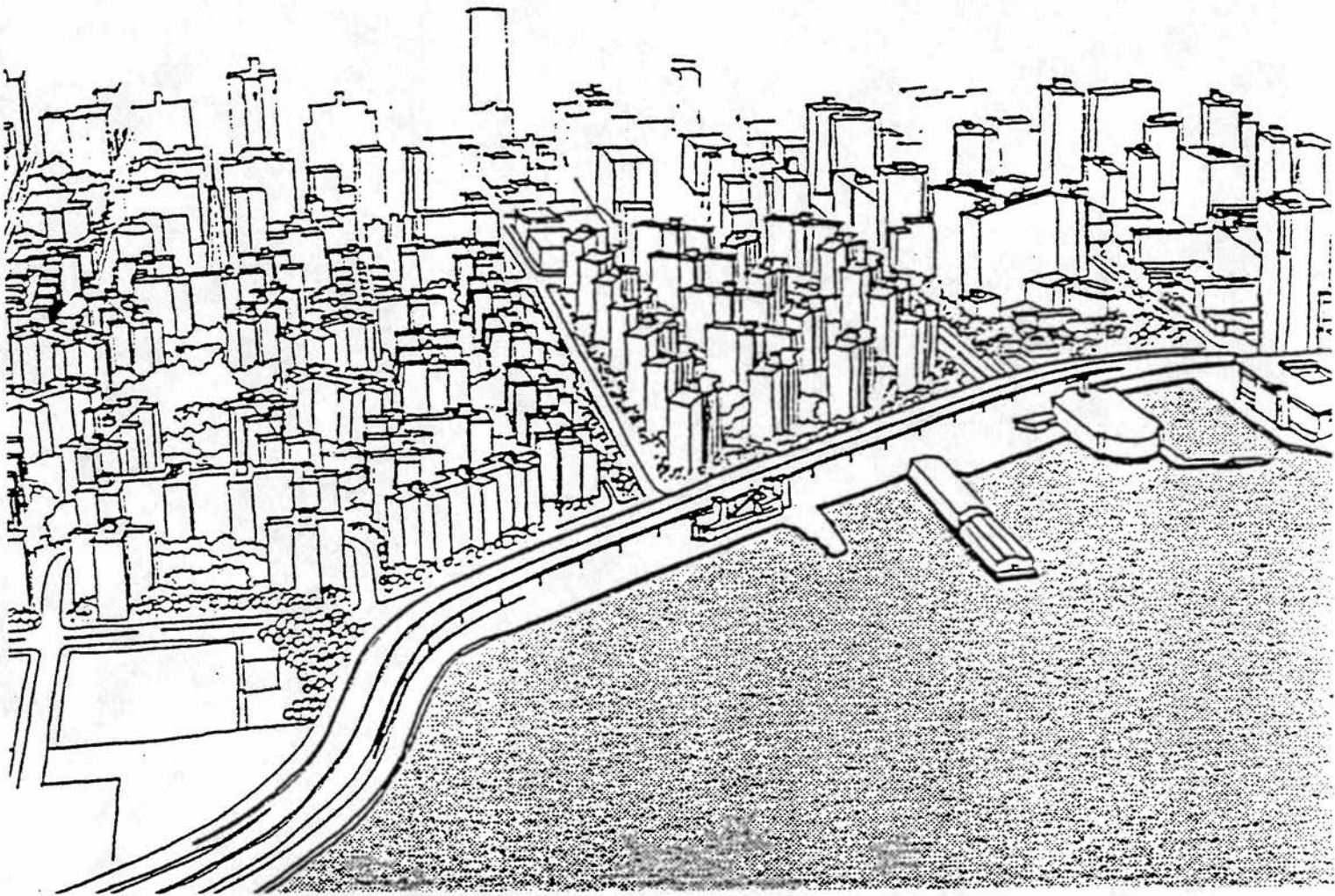
**ALBERT ABNEY, ANGELA M. BATTAGLIA, AMANDA M. BURDEN, A.I.C.P.,
IRWIN G. CANTOR, P.E., KATHY HIRATA CHIN, ESQ., ALEXANDER GARVIN,
ANTHONY I. GIACOBBE, ESQ., WILLIAM J. GRINKER, BRENDA LEVIN,
JACOB B. WARD, ESQ., Commissioners**

Section 3

Community Board 6 Proposed 197-a Plan

Proposed Stuyvesant Cove Plan submitted May 24, 1995

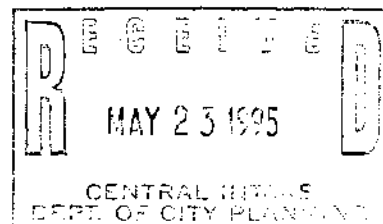
STUYVESANT COVE 197-A PLAN



CITY OF NEW YORK
COMMUNITY BOARD SIX MANHATTAN

STUYVESANT COVE 197-a PLAN

N 950541NPM



SECTION I - Introduction

Years ago when people spoke of "on the waterfront," the phrase conjured up images of docks, warehouses, longshoremen and meat packing plants. It was not a pretty picture and the waterfronts of most cities were not pleasant places: Seattle's Skid Row; the Kansas City stockyards; Gary, Indiana's lake shore steel mills.

However, in recent decades, the heavy industries, manufacturing and piers which once lined the nation's waterfront areas have evolved into post-industrial businesses no longer tied to rivers for shipping, receiving or the dumping of wastes. In the New York area, containerized shipping relocated to containerized cargo complexes like those at Port Elizabeth, New Jersey. Manufacturing moved to low-cost suburban locations where highway connections allow for trucking and access to airports. As these land use changes gradually occurred many waterfront areas became dilapidated urban wastelands.

Beginning in the 1960s, new development patterns began to emerge along the rivers of many cities, including New York. Access to the waterfront, the development of new park land, recreational facilities, residential complexes and other water-dependent/water-related projects appeared, such as: Pittsburgh's Point Park, Baltimore's Inner Harbor, Penn's Landing in Philadelphia and St. Louis' Gateway Arch.

Starting around 1975 and running until roughly 1987, New York City experienced a major building boom. These years brought sweeping changes to Manhattan with a surge in both residential and commercial construction as dozens of new skyscrapers and mega-projects were proposed and built. The impact on the waterfront was dramatic as the World Trade Center, Battery Park City, Waterside Plaza and the redevelopment of Roosevelt Island rose along the waterways of New York.

In East Midtown, blocks of old tenements were rased in projects like the Bellevue South urban renewal area and replaced by clusters of multi-story complexes, like the Phipps Houses. Old manufacturing locations, like the Texaco and Coca Cola sites, sprouted luxury high rises. This new construction increased the area's overall density and placed greater demands on the limited available parkland. So it was with a great deal of concern that the community grappled with the City's development plans for the shallow waters beyond the East River bulkhead line from 18th Street to 24th Street. As the design and planning progressed, the River Walk proposal emerged as one of the city's largest developments, including five high rise apartments ranging from 30 to 40 stories each, an 18-story hotel, a 15-story office tower plus shops, a marina and passive recreation space all of which was to be built on a platform supported by piles driven into the river bed. Ultimately, due to the downturn in the real estate market, community opposition and new environmental curbs on development, the plan was withdrawn and the project later decertified. This offered the community, and Community Board Six in particular, a fortuitous opportunity to pursue the long-sought development of a park at the site, now known as Stuyvesant Cove.

STUYVESANT COVE SITE

THE CITY OF NEW YORK
DEPARTMENT OF HOUSING PRESERVATION & DEVELOPMENT

PROJECT BOUNDARY
DECEMBER 1998

0 50 100 200



LEGEND

- PROJECT BOUNDARY
- POINT OF BEGINNING OF BOUNDARY DESCRIPTION
- 991 BLOCK NUMBER
- 33 LOT NUMBER

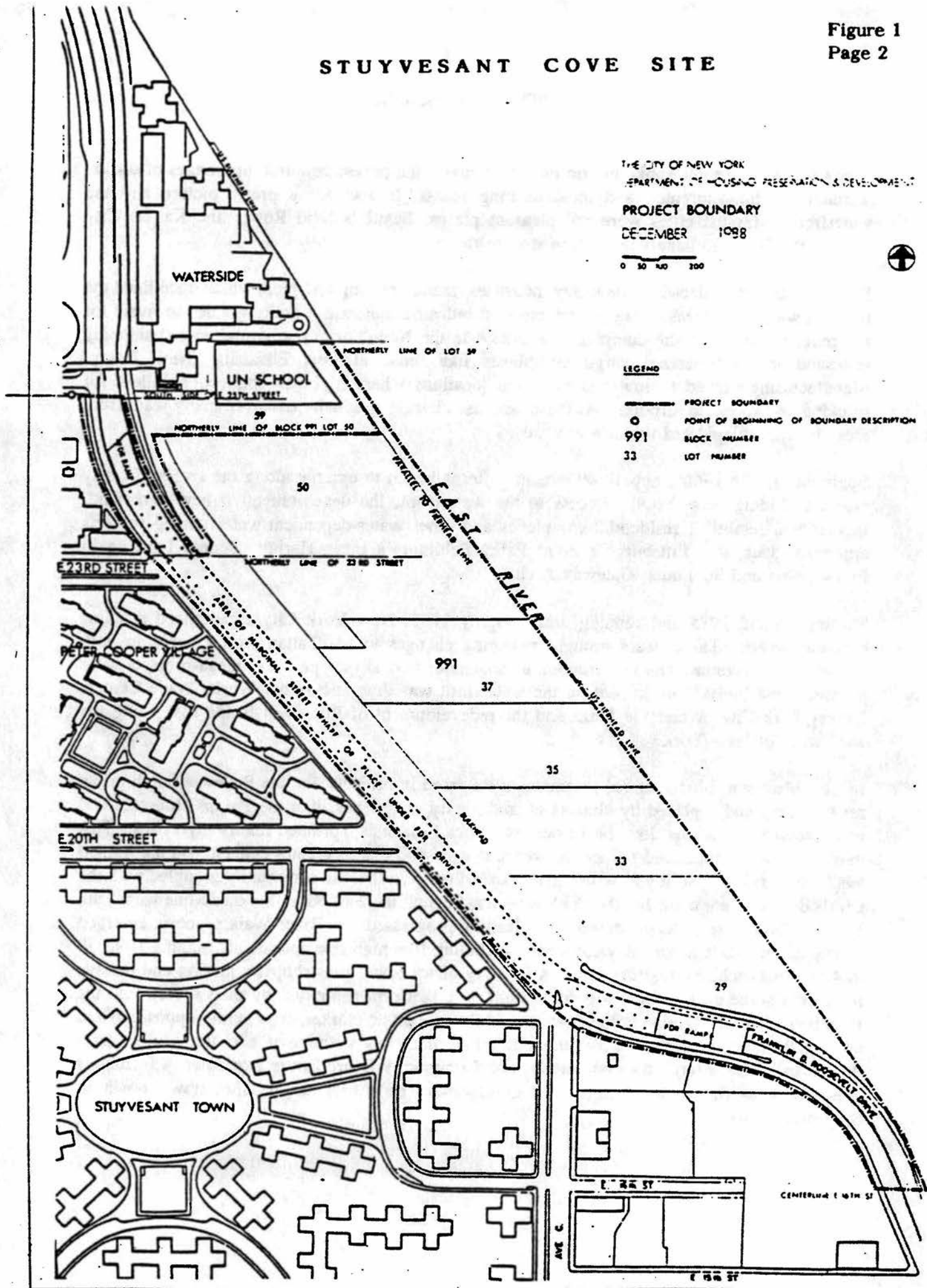


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The Stuyvesant Cove 197-a Plan is sponsored by Community Board Six Manhattan, prepared under the auspices of its Waterfront Committee. The contact persons for this plan are:

Jane R. Crotty

Chair, Waterfront Committee
As committee chair, Ms. Crotty is dealing with matters of overall policy, implementation and liaison with city agencies and the community.

Edward C. Rubin

Chair, Land Use Committee
Member, Waterfront Committee
As Chair of Land Use, Mr. Rubin has many years of experience dealing with land-use and planning matters in general and with those associated with the Stuyvesant Cove site in particular.

William J. Oddo

Chair, Transportation Committee
Member, Waterfront Committee
Mr. Oddo's area of expertise is in transportation related matters.

Carol A. Pieper

District Manager
Ms. Pieper may be consulted on all matters relating to the Board and its functions, previous actions regarding Stuyvesant Cove and for referral to any other persons or information at Board Six.

Timothy J. Scanlon

Assistant District Manager/Staff Analyst
Mr. Scanlon may be consulted regarding the content and editing of the 197-a document or other matters related to archival information available from Community Board Six.

All of the persons listed above can be reached at or through the Board Office. Telephone (212) 679-0907, fax (212) 683-3749, address CB Six, 330 E. 26th St. New York, NY 10010

197-a Plan

A 197-a plan is needed to provide the community-based framework for the implementation of the City Planning Commission's Waterfront Plan; the Manhattan Borough President's Waterfront Plan; Community Board Six's 19-Point Programming Requirements for the site and the proposals put forth in the Stuyvesant Cove Open Space Study conducted by Heintz/Ruddick, Karahan/Schwarting. In addition, the City must coordinate the work of NYC EDC regarding the management of leases at or near the site, EDC's proposed East River Intermodal Corridor and its connections to the larger, citywide Greenways Plan. Such a 197-a Plan would provide a statement of official city policy and serve as an over-arching policy for the coordination of city, state and interagency actions at or near the site. Only in this way can Community Board Six and the City ensure sound planning for Stuyvesant Cove, planning that responds to public needs and contributes to community welfare.

The need for this 197-a plan is pressing. There must be few sites in New York so small and yet involved in the projects of so many agencies. The land itself is owned by the NYC Department of General Services (DGS), the leases on the property are under the management of the NYC Economic Development Corporation. The NYS Department of Transportation is currently working on the site as part of its Avenue C Viaduct reconstruction project. Community Board Six has always taken a keen interest in the site regarding the prospects for its development, especially as a open space accessible to the public. The plans of the Community Board are in agreement with those of the City Planning Commission and the Manhattan Borough President. The implementation of these plans could involve the NYC Department of Transportation (realignment of Marginal Street and Avenue C) and the NYC Department of Parks and Recreation (should they ultimately assume jurisdiction for the site.) Besides these city and state agencies, private concerns, such as Con Edison and contractors working for public agencies, are also involved with work on or near Stuyvesant Cove.

The specific area covered by this 197-a plan, is Block 991, lots 29, 33, 35, 37, 50 and a portion of lot 59 in the Borough of Manhattan.

Summary of Policy Goals and Recommendations

In October of 1990, Community Board Six adopted the programming requirements which were to cover the Stuyvesant Cove Open Space study commissioned by Community Board Six. The Board's policy recognized three primary goals:

1. Development of easily accessible public parks and open space at waterfront.

2. To encourage water dependent uses when these uses are compatible with the open space goals of Community Board Six.
3. The waterfront plan for Community Board Six shall be consistent with the planning goals of the Department of City Planning and the Borough President.

The policy further enumerated 19 points:

1. Operate a park with no large-scale active uses.
2. Severely restrict on-site parking.
3. Create a waterfront promenade with direct links to existing promenades at the north and south ends of the site.
4. All uses proposed at the site must be water dependent.
5. Maintain and enhance view corridors from existing streets and the adjacent community.
6. Relate the open space to the inboard existing community as well as the waterfront.
7. Extend the open space study to areas under the FDR Drive.
8. Develop focal points at critical entry points to the waterfront park.
9. Address security requirements at the site.
10. If feasible, integrate portions of the Con Ed parking fields into the overall plan for the site.
11. If feasible, integrate existing Murphy Park into the overall plan for the site.
12. Study the effects of sunlight and shadows on the site and existing community.
13. Study the effects of sea water on proposed planting and vegetation.
14. Relocate sewer outfalls to the north and south ends of the site.

15. Address environmental effects: air quality, noise, sewers, traffic, etc.
16. Construction and maintenance of the park shall be funded principally by funds generated by water-dependent uses.
17. Identify opportunities for funding of limited site development.
18. Identify self-sustaining cultural or environmental activities for the site.
19. Indicate phasing of the implementation of the plan, if required, including the eventual elimination of the Skyport parking pier.

To the greatest extent possible, the Board's design team, Heintz/Ruddick and Karahan/Schwartz incorporated these guidelines in their design proposal which is reproduced in the following sections. The major elements of their proposal included:

1. Develop a 1.9 acre park at the Stuyvesant Cove site.
2. Reconfigure the existing conditions of the site so as to allow for the most generous waterfront space possible, including the realignment of Marginal Road, either under the FDR Avenue C viaduct or to the west of it; the elimination of parking on the pier and along the bulkhead.
3. Enhance the river's bank and building up the "rocky outcrop." (See design plans).
4. Create a pedestrian esplanade and bikeway to run the length of the park and connect (both to the north and south) to the continuous esplanade/bikeway planned for the entire borough.
5. Remove or relocate the service station at the 23rd Street entrance to the site.
6. Create an open plaza entrance to the park at 23rd Street with views to the water.
7. Redesign the existing marina.
8. Moor two barges to the redesigned pier area: one a lawn barge the other a sand or beach barge.
9. Provide for suitable plantings throughout the site.

10. Enhance connections and entry points to inboard communities and open a means of egress from Waterside Plaza to the south (to 23rd Street.)
11. As opportunities allow, develop economic components to generate revenue to fund the ongoing maintenance of the park. The study proposes: a rooftop restaurant on top of the Skyport garage building and, possibly, a recreational facility there; continued parking within the Skyport garage (and possibly elsewhere on the site), an ecology center and cafe, a kayak boathouse with concessionaire.

In June of 1993, Community Board Six, by a vote of 34 in favor with one opposed, adopted a resolution stating, (that the Board) "strongly supports the Stuyvesant Cove Open Space Study report and the report's design proposals..." The resolution went on to call for the Board to "take the necessary steps to develop the initial phase of park implementation and roadway realignment and build the Stuyvesant Cove Park/Esplanade conforming with the proposed study and design by pursuing the following avenues wherever applicable and appropriate:

1. A 197-a Plan for the site;
2. Develop a reconstruction plan for the waterfront with the State Department of Transportation when the State DOT abandons its waterfront staging area used for the FDR Drive reconstruction;
3. Develop northbound FDR Drive exit roadway alternatives along Avenue C, and implement the realigned roadway as an integral part of the Stuyvesant Cove project;
4. Work to develop an RFP proposal with the Economic Development Corporation to implement the park construction, including parking alternatives;
5. Recognizing the fiscal constraints faced by the City, CB Six voted to strongly pursue ISTEA funding, and all other sources of private or public funding for park elements that would reduce the amount of commercial development insisted necessary for the financial support to pay for the park.

These guidelines, requirements, stipulations and proposals form the basis for the current 197-a application.

SECTION II - Executive Summary

Since the 1970s, the residents of Manhattan Community Board No. 6 have envisioned a park at Stuyvesant Cove. The immediate impetus to prepare plans came as a community response to the now-defunct Riverwalk, a large residential and commercial development proposed to be built on platforms in this portion of the East River. Community and citywide pressure to halt the project resulted in moves to prepare alternative plans more acceptable to the community and to the city as well. In 1990, Community Board No. 6 passed a resolution containing nineteen points, which outlined the Board's desires for the site. Issued as part of a design request for proposals, these points have guided the designers and community participants throughout the process. They have been incorporated into the work of the Heintz/Ruddick Karahan Schwarting study which resulted in the proposal outlined in this plan. This plan and proposal are an implementation of the Manhattan Borough President's Waterfront Plan and the Comprehensive Waterfront Plan issued by the New York City Department of City Planning.

The Stuyvesant Cove Open Space Study and design proposals put forth are preliminary and must be looked at as flexible and evolving. As further detailed studies progress, new information and/or recommendations may come to light. The plan described here is flexible and can accommodate change. However, commitment to the concept of a park at the waterfront, with as much area as possible, is paramount; the Stuyvesant Cove Open Space Study took this as its starting point and major premise.

The current use of the site for parking (temporarily relocated for the duration of the NYS-DOT Avenue C reconstruction project), marina and gas station present both opportunities and constraints for enhancing the cove landscape. While the City Planning Commission's and Manhattan Borough President's recent reports on the New York waterfront deem parking an unacceptable use for the water's edge proper, The Open Space Study does accommodate community parking. The elevated FDR Drive and at-grade roadway make access to the site difficult. Not only is there limited access, from the esplanades to the north and the south and at 23rd Street, 20th Street and Avenue C, but confusing traffic patterns and signals make crossing hazardous.

Given the current state of the City's fiscal condition, the lack of capital funds available and especially in light of the reductions at the Department of Parks, the Community Board has recognized from the outset of the planning process that the park at Stuyvesant Cove would have to include some economic component to provide funding streams for its development and maintenance. The report on revenue generating uses outlines the possibilities for funding the construction and maintenance of the park by introducing new uses. Rather than attempting to manufacture a new place that will attract users by virtue

Of the commercial amenities it has to offer the design will create a significant sense of place that is in keeping with the peacefulness and separateness of the site with several distinct ventures that are ancillary to the experience of the cove.

Design Proposal

The proposal for Stuyvesant Cove has grown out of its unique character and situation. Its natural curved shoreline, a break in the straight linear shoreline to the north and south, presents an opportunity to explore the possibilities of a quieter back-water on the edge of the city, sheltered from the busy commercial district by quiet residential communities and medical complexes.

With reconfiguration of the roads, a broader, more generous waterfront space can be developed as a place for people, quieter and separated from traffic. A twelve-foot-wide bicycle path runs continuously along the western side of the park adjacent to the FDR Drive viaduct; a pedestrian promenade connection to the north of the Skyport garage be created to respond to the City's desire to develop a continuous public promenade around Manhattan. This link can be combined with much needed southbound vehicular access to 23rd Street from Waterside Plaza.

Major crossing into the new park are at East 23rd Street, East 20th Street and Avenue C. The entrance to the park at East 23rd Street is proposed to be the most urban space in the new park. Twenty-third Street is a major crosstown route and currently terminates at the Skyport garage building, service station and parking piers. It is recommended that the service station which currently occupies the site be relocated off-site nearby to allow for safer, more pleasant, pedestrian circulation through the space and for views to the water from the 23rd Street terminus. Similarly, it is recommended that the parking on the pier (and all along the bulkhead line) be eliminated. The most intense activities are planned for the site. One of many possibilities for the economic component, the study suggests the roof of the Skyport garage be developed as a restaurant (see appendix). Below Skyport are groves of shade trees and benches with views of the water and open areas large enough for public gatherings, small musicales, art shows and exhibits. The Environmental Center and Cafe occupy this area. Anchored to the pier are two barges: the first has a sloping lawn, the second is filled with sand.

South of the 23rd Street terminus is a broad linear park with diverse plantings of native river species -- trees, shrubs and grasses. At approximately 21st Street, the sheer seawall is interrupted by the remains of an old concrete batching plant. This outcropping is enlarged and enhanced. Sand, gravel and soil fill rock interstices of the rocky promontory; some of the sheltered soil pockets are judiciously planted with plant species tolerant of the sometimes adverse environmental conditions. Past the rocky promontory, below at water level where natural river conditions are shallower, a hard surface "beach" is proposed which would allow park users to come in contact with the water. Access to the beach is via a ramp and is controlled by the gate at the top of the ramp.

Adjacent to the ramp at the south end of the park is a small structure which houses a facility for kayaking -- the only small craft that can navigate the current and tidal conditions of the East River.

In order to capture as much park space at the waterfront as possible, the study recommends moving the northbound traffic of Avenue C from the east side of the FDR Drive viaduct. Several options for realignment have been studied: Option "A" relocates the northbound lanes to the west side of the viaduct, providing two lanes of northbound traffic and two lanes of southbound traffic, with the space under the viaduct available for parking and, Option "B" uses the space under the viaduct for the northbound traffic lanes; southbound lies to the west of the viaduct; a local service road lies directly adjacent to Peter Cooper Village and Stuyvesant Town. Parallel parking is provided along both sides of the service road and along the curb of the northbound and southbound roadways. Each alternative has implications for parking and access and will require further study in greater detail.

As one of the principal revenue producing activities, it is proposed to add a restaurant and recreational surface to the Skyport garage, at the end of 23rd Street. By adding to the existing building, it can be transformed into a more visually appealing structure, while keeping the ground level park area free of major development. It is intended that the transformed Skyport become a visual focal point within the Stuyvesant Cove park environment at its "urban" end, as well as an exciting image from the FDR Drive and from the river. Alternative uses for the Skyport garage are discussed at greater length in the Market Report.

The proposed Environmental Center and Cafe is a two-story 5,000 square foot building located on the south side of the 23rd Street view corridor and plaza. It houses a 3,400 square foot environmental center and a 1,600 square foot cafe. The Environmental Center would have a 1,600 square foot museum/gallery on the ground floor and a 1,000 square foot class/meeting room, accommodating up to 100 seats and office/laboratory on the second floor. Discussions have taken place with the New York City Department of Environmental Protection about the possibility of the facility becoming one of a series of satellite ecological centers located in each of the five boroughs. The centers would be tied by a travelling boat which would provide additional educational facilities.

The proposed cafe seats approximately 75 people inside and an additional 100 outside during appropriate seasons. The cafe/environmental center would contain a comfort station to serve users of the new park. The proposed building is a simple design using exposed steel structure and metal panel enclosure. A bridge from the second level of the Environmental Center to a stair tower where people may go to observe the site, bird watch and look at river views as it provides a gateway to the waterfront.

At the southern end of the site a small Boat House of 1,200 square feet contains work and

storage space for kayaks. A small newspaper/snack concession is located within this facility to provide surveillance as much as a public amenity. The possibility of including a rest room for public use should also be investigated.

Parking is maintained (although reduced) on the site as a revenue generating use. The total number of spaces in the Skyport garage is maintained, although perhaps reorganized/restructured to accommodate restaurant parking. The arrangement of the outdoor parking and exact number of spaces is dependent on both the roadway alignment plan and on further studies of demographics and community needs.

Security for the new park will be provided by the constant presence of visitors and personnel at the Environmental Center, cafe and kayak boat house. Agreements with concessionaires based on requirements built into the request for proposal should include, in addition to park maintenance and clean-up, provisions for security of their facilities, park and park users. City sponsored surveillance -- police, park patrols, etc. -- are accommodated by generous path widths, adequate for security and emergency vehicles. Arrangements with New York City Parks and Recreation and the Police Department for patrolling should be considered by the Community Board. Night lighting at significant nodes and along the promenade will be included in the new park.

Operators for the income generating uses will be selected through a city-sponsored "Request for Proposal" (RFP) process. The RFP will be carefully crafted to guarantee that the concessions provide the desired services and do not adversely affect the surrounding community. The Community Board will be involved in the RFP and selection processes.

According to New York City criteria for new open space, park maintenance must be funded by the new park itself. The commercial uses (Skyport restaurant, parking, the cafe at the Environmental Center and the small concession at the boat house) will generate income to be used on the site for daily clean-up as well as repairs and upkeep at regularly scheduled intervals. Materials used in construction of the new park will be selected for easy repair and replacement. Funding for the new park is expected to come from a mix of sources, both public and private. The reconstruction of the FDR Drive by the New York State Department of Transportation (NYS-DOT) will start the project off with interim improvements and general site clean-up.

SECTION III - Analysis of Needs and Opportunities

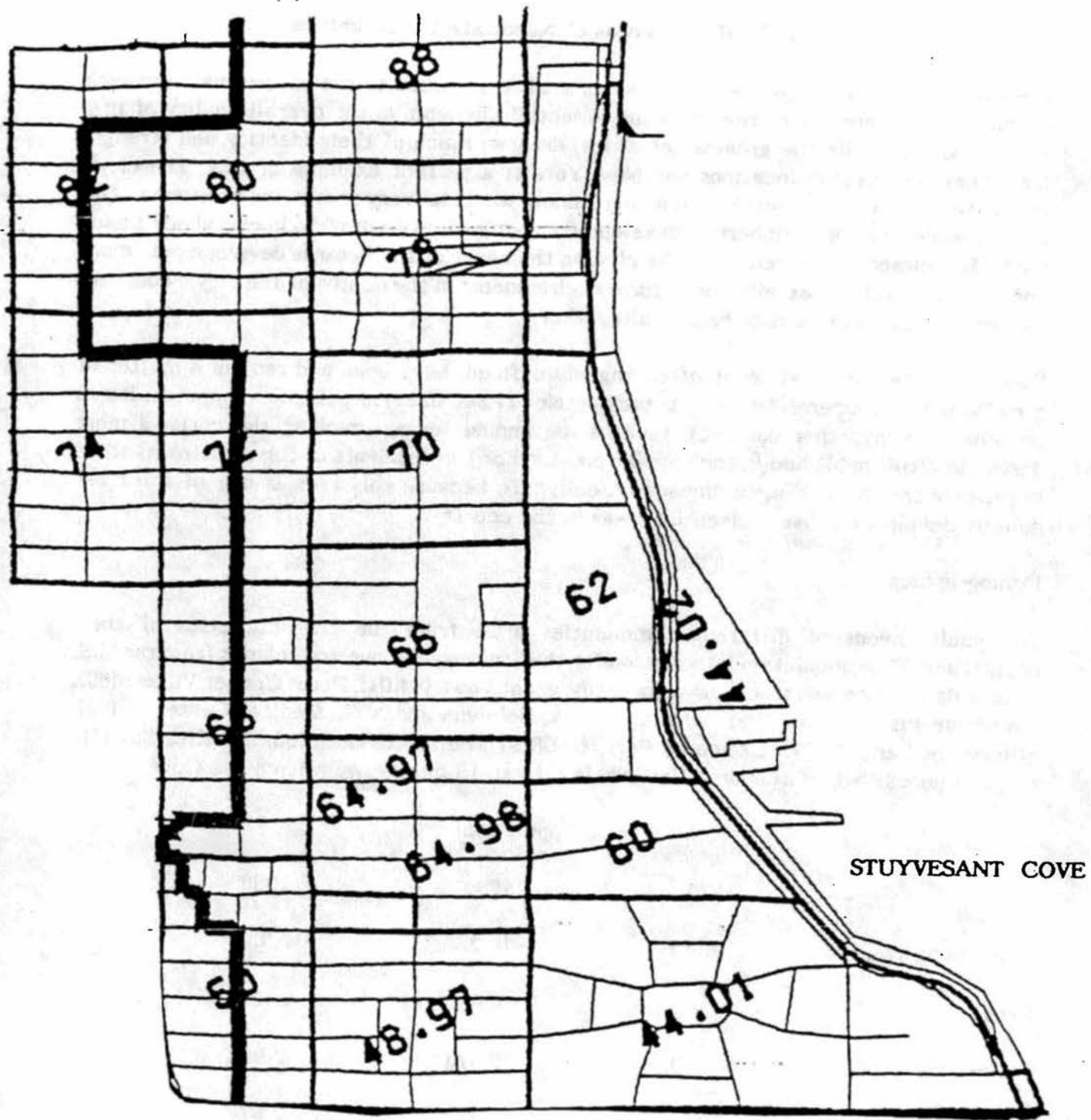
Even the most urban of people cannot sever their connection to the nature that surrounds them. Our air and water resources are essential elements in the overall quality of life. All cities, especially the greatest of cities, draw so much of their identity and strength from their geographic locations and New York is a perfect example of this. The city's connection to its harbor and rivers is, in so many ways, its very reason for existence. Out in the suburbs, on the periphery of development, nature is present right in everybody's back yard. But closer to the center of the city, in the heart of the densest development, more and more contact is lost with the natural environment; in the depths of the city's concrete canyons the connection may be lost altogether.

Quality of life issues, although often vaguely defined, have been and remain a matter of growing public concern. Not only is the question raised in every political campaign, it can be seen in many other contexts, such as the annual surveys ranking the nation's most desirable cities published in the popular press. For the residents of East Midtown, all of these concerns have a clear impact on daily life because this area is one of the most densely developed urban residential areas in the country.

Demographics

The public needs of different communities arise from the characteristics of their populations. The population information for the Stuyvesant Cove area comes from the U.S. Census data for census tracts covering: Stuyvesant Town (44.01); Peter Cooper Village (60); Waterside Plaza (44.02); the Hospitals -- VA, Bellevue and NYU Medical Center -- (62); Stuyvesant Park (48.97); Gramercy Park (64.98/97); Bellevue South (66) and Kips Bay (70) neighborhoods. All of this area lies within a 10 to 15 minute walk from the Cove.

	Total Population		
	1970	1980	1990
Stuyvesant Town	19,201	16,380	15,233
Peter Cooper	5,425	4,659	4,195
Waterside	0	2,973	2,902
the Hospitals	1,616	1,827	2,874
Stuyvesant Park			
Gramercy Park East	27,558	33,219	33,710
Bellevue South			
Kips Bay			
TOTAL	53,800	59,058	58,914



CENSUS TRACTS IN THE VICINITY
OF STUYVESANT COVE

The demographics for the Stuyvesant Cove area show that for most of the period from 1970 to 1990 there was steady growth, even during the period when the city's population was falling. Between 1970 and 1980, New York City lost 800,000 people for a loss of 11%; the Stuyvesant Cove study area jumped from 53,800 to 59,058 for a gain of close to 5%. When the city population rebounded between 1980 and 1990 by some 5% (7.0 million to 7.3 million), the population in the study area remained virtually unchanged. On the level of the individual tracts there was greater variation from census to census. In 1970 there was no Waterside Plaza but by 1980 over 2,000 people lived there. The residential population of the hospital complexes also saw a 100% jump over the last 20 years. The growth trend in the study area would have climbed even more steeply, except for the unique demographics of Stuyvesant Town which offset the gains elsewhere and dampened any overall increase.

Stuyvesant Town and Peter Cooper Village were built in 1947 by Met Life, intended as middle class residential complexes. They were built in response to the great housing demand that followed the post-WWII demobilization. The well managed, nicely maintained, rent stabilized complexes filled quickly and over the years since opening have seen very low turn-over rates; apartments become available largely through the attrition brought on by old age. In fact, Stuyvesant Town still counts an extraordinary number of original residents. The age distribution shows very large percentages of people over 65, especially widowed females. Probably the decline in population there can be attributed to the empty nest syndrome more than white flight or any other factor. The children raised in Stuyvesant Town grew up and moved elsewhere either by choice or because of the lack of affordable housing in East Midtown and the high cost of raising a family in Manhattan; there were no new living opportunities like the one their parents had with Stuyvesant Town. So, a housing unit that might have been home to a small family became home to a retired couple and then home to a widow. Then, when even the widows passed away, during the 80s and 90s, they were replaced by young professionals, either singles or married couples (two-income households) who could afford the cost of living in East Midtown. This trend can be seen in the census returns that show that in spite of the overall drop in Stuy Town's population, there has been impressive growth in the 24 to 44 year-old age group, the "thirtysomething" generation whose numbers jumped from 3,300 in 1970 to 5,224 in 1980 and up to 6,249 in 1990 (1990 figure includes persons 18 to 44 years of age) which represents close to a 100% increase over 20 years.

The emergence of this group in Stuyvesant Town is a reflection of its growth throughout Manhattan during recent years. Similar increases in the "thirtysomethings" can be found in all the other tracts of the study area as well. The appearance of the "yuppie" generation occurred because of a great sea change which swept over New York in the 1980s.

Over the past 30 years, profound economic changes have taken place not only in New York but all over the country. The manufacturing sector, which for so many years had been the back bone of US industrial power, collapsed and in its wake there arose a new economy based on the service and high tech sectors. This restructuring drastically altered job markets everywhere. For New York, as in other older industrial cities of the North East, there were massive losses in the ranks of the blue collar working class. During the years when these job losses were greatest, New York's population fell by over 800,000 people.

The new job market was characterized by a polarization of jobs at the top and the bottom with a hollowing out of all the levels in between. Perhaps due to the decontrol of regulated industries in the late 70s or due to laissez-faire anti-trust policies in the 80s, a speculative boom occurred on Wall Street in the financial markets. These were the go-go years of 80s when "merger mania" was the craze of the day. For New York, there was a resurgence of the FIRE industries (Finance, Insurance and Real Estate). The boom brought with it a boost in demand for labor with MBAs being the most highly sought. It was during this time that Soho, Tribeca, Chelsea, the Upper East and West Sides and East Midtown saw the peak of the latest wave of gentrification which transformed so much of Manhattan. And it was this wave of gentrification that fueled the construction boom that reshaped so much of the Board Six district, including the study area. When the speculative bubble burst with the stock market crash of October 1987, the overheated real estate market cooled down and the pressure for unrelenting development dropped. It was this downturn in the economy that, perhaps more than any other factor, led to the demise of River Walk.

In spite of the recent recession (1988-92) and the slow growth since then, the new urban gentry has survived and the evolution of the post-industrial economy has continued. This new class, so prominent in East Midtown, can generally be characterized as young to middle aged professionals (30 to 50 years of age) above average to upper income, with many being single or married without children. For couples who do have children, the typical pattern has been to postpone starting families until rather late in life (late 30s.) Some Midtown neighborhoods are beginning to see a growth in the numbers of children for the first time in a long time.

The "thirtysomething" generation, with its emphasis on active life styles, its high demand for entertainment, art, culture and recreation, has propelled the growth of leisure industries. Physical fitness has become more than a pass-time; for many, it has become a way of life. Jogging, bicycling, roller blades, health clubs, spas and every other conceivable sports activity have seen incredible growth in interest and participation. On any weekend, throngs of people swarm to Central Park to take advantage of its recreational opportunities. But in East Midtown, there is no Central Park. In fact, there is a virtual dearth of open space. According to Parks Department figures, the amount of public open space for Board Six is the lowest per capita in the entire city. Consider these figures:

Square Feet of Public Parkland per Capita

Staten Island	1,170
Queens	367
Bronx	175
Brooklyn	75
Manhattan south of 59th St.	15
Community Board Six	4
Stuyvesant Cove area	1

Below is an inventory of the very limited public open space available in the study area:

Name	Size (acres)	Description
Rivergate Park	0.54	Skating Rink, sitting area
East River Esplanade	2.28	Landscaped riverfront
Albano Park	0.35	Playground, sitting area
Bellevue South Park	1.59	Playground, sitting area Poor condition as of 10-94.
Bellevue Hospital Garden	0.92	Sitting area, lawns
Asser Levy Bath House	1.83	Recreation Center, Playground and pools
JHS 104 Playground	1.60	Paved surface playground
PS 40 Playground	0.64	Paved surface playground
Stuyvesant Square	2.90	Landscaped gardens and sitting areas.
Con Edison Ballfields	0.91	Softball/soccer fields
J.J. Murphy Playground	1.28	Playground with equipment, tables.
TOTAL OPEN SPACE	14.84	

SECTION IV - Existing Conditions

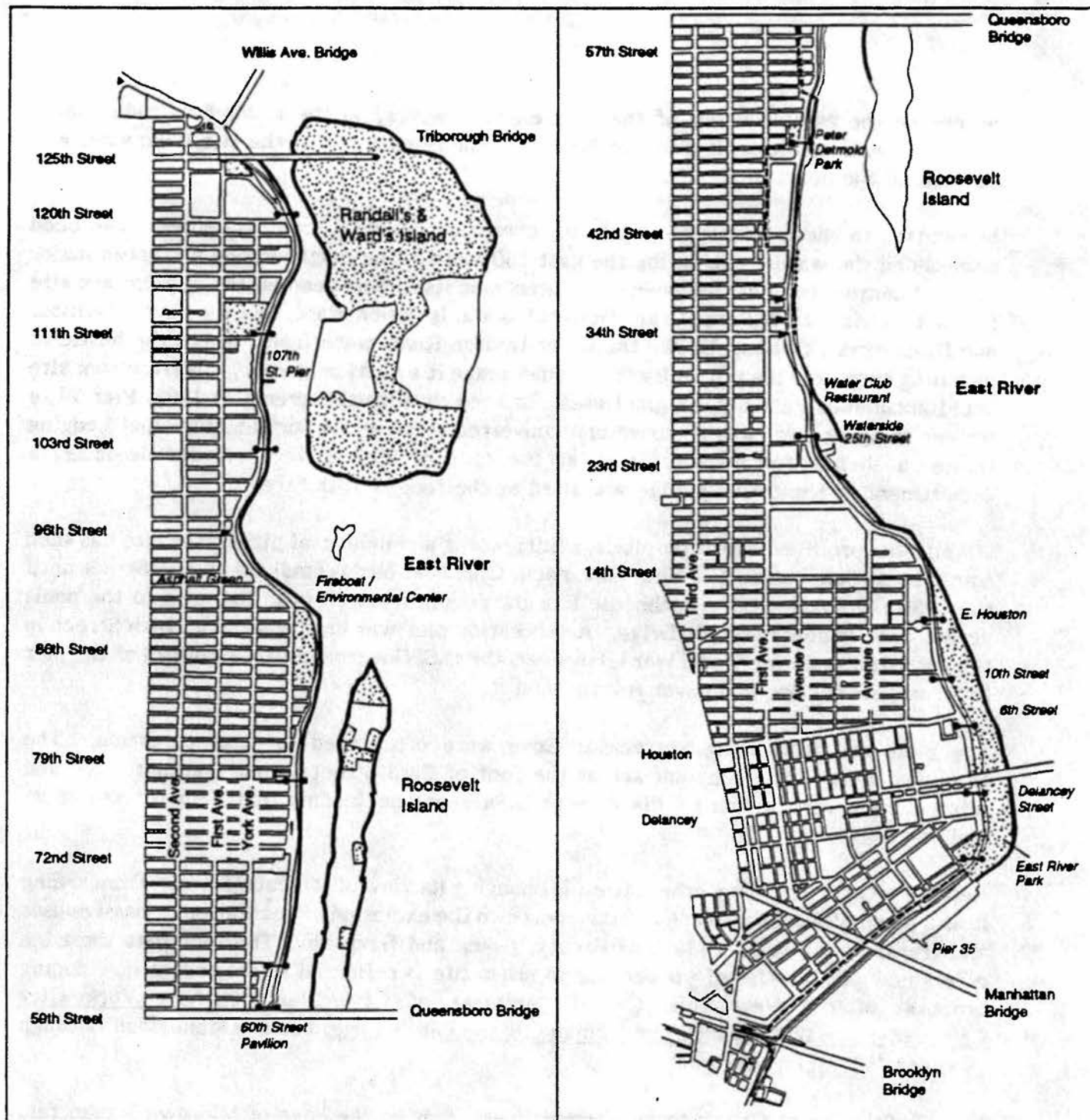
Site Analysis

Background

Stuyvesant Cove is comprised of the 1.9-acre linear shoreline along the East River between 16th and 24th Streets, a narrow strip of land between the elevated FDR Drive and the East River bulkhead. Community Board Six's desire to create a landscaped, park-like water's edge at Stuyvesant Cove reflects the specific conditions of the site that set it apart from the rest of the East River waterfront and from the dense urban environment to the west. The cove is sheltered in several important ways: its arced configuration breaks with the linear quality of the shoreline to the north and south; the site is also removed from more commercial, busy district by quiet residential neighborhoods and self-contained medical complexes. In analyzing the conditions of the site, the isolated quality of the cove can be seen as an opportunity to create a landscape with a unique character. While the goal of the recent waterfront plans issued by the Department of City Planning and the Manhattan Borough President's Office to create a continuous esplanade along the Manhattan waterfront is essential for the well-being of the city, at Stuyvesant Cove the opportunity exists to vary the experience of the waterfront, to create a landscape that is distinct from the traditional esplanade landscape.





Stuyvesant Cove has evolved from a landscape of tidal wetland and riverbank to a narrow strip of roadbed constructed on landfill with portions of relieving platform extending over the water at the northern and southern ends of the site. While early lithographs present a bucolic landscape, in fact the riverfront was used as early as the late 18th century for industrial uses, most notably Brown's Shipyard. The industrial character of this waterfront differed from the Hudson River and lower Manhattan waterfronts: whereas the latter created direct connections to manufacturing and commercial operation, the Stuyvesant Cove waterfront attracted uses with more indirect connections to commerce, perhaps due to its remoteness from freight centers. With the establishment of Manhattan's gridded plan of 1811, which created major crosstown streets where the newly established avenues crossed the preexisting diagonal of Broadway, 23rd Street became a major east/west route between the Hudson and East rivers. The distance between Stuyvesant Cove and Worth and Madison Squares, the public space where Broadway, Fifth Avenue and 23rd Street intersect, is close to three quarters of a mile.

The industrial concerns that were sited at Stuyvesant Cove in the last century included an ironworks, stone dressing works, brewery and coal company. In addition to these plants, the site has traditionally attracted utility works such as gas, electric and water. This may



REACH 1 / THE EAST SIDE

The Public Waterfront / Existing Conditions

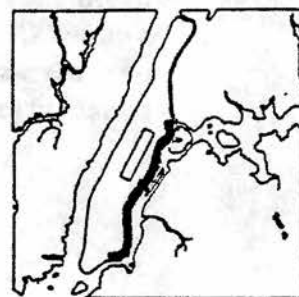
-  Parks
-  Esplanade
-  Pedestrian Crossing
-  At-grade Access

COMPREHENSIVE WATERFRONT PLAN

New York City Department of City Planning

Figure 3
Page 17

FIGURE 1.4



be due to the establishment of the first electric works, on the lower East Side, which attracted other utilities; it also may be due to the remoteness of the site from what was considered the heart of the city.

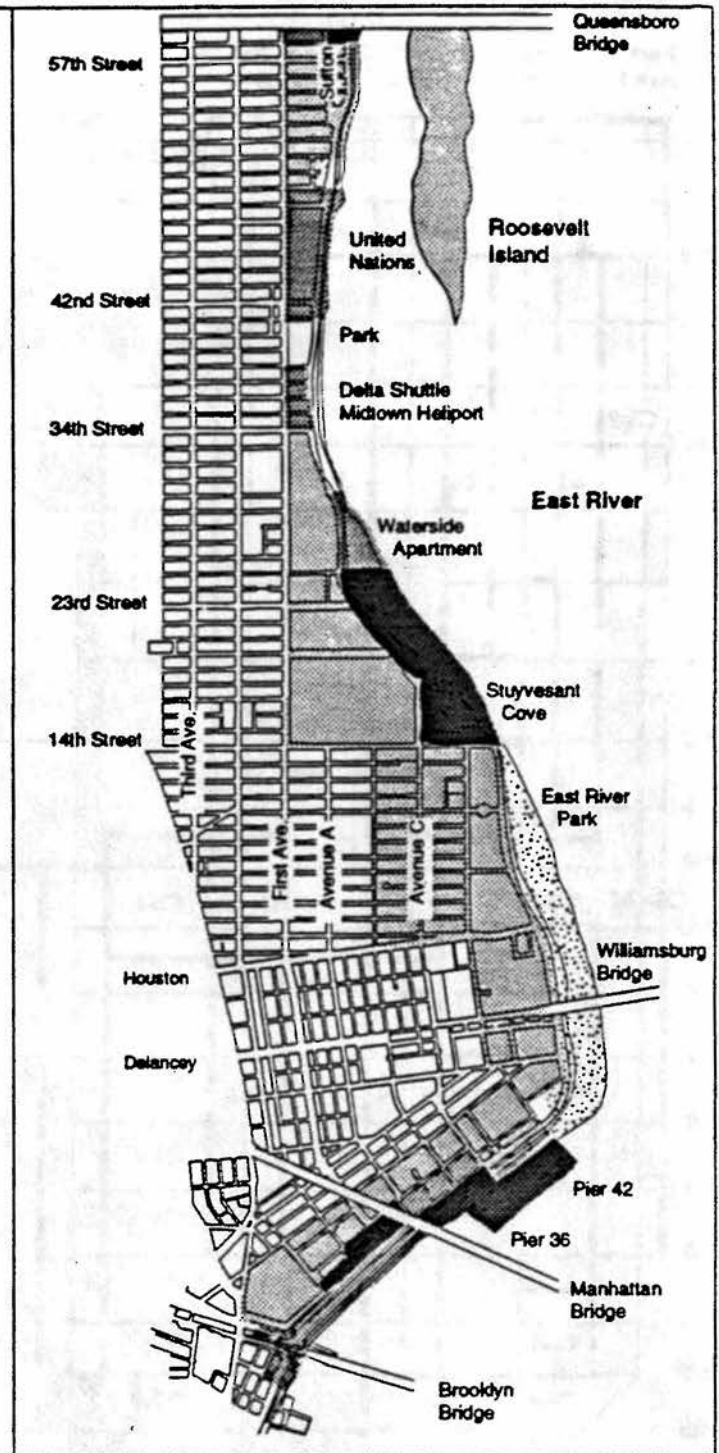
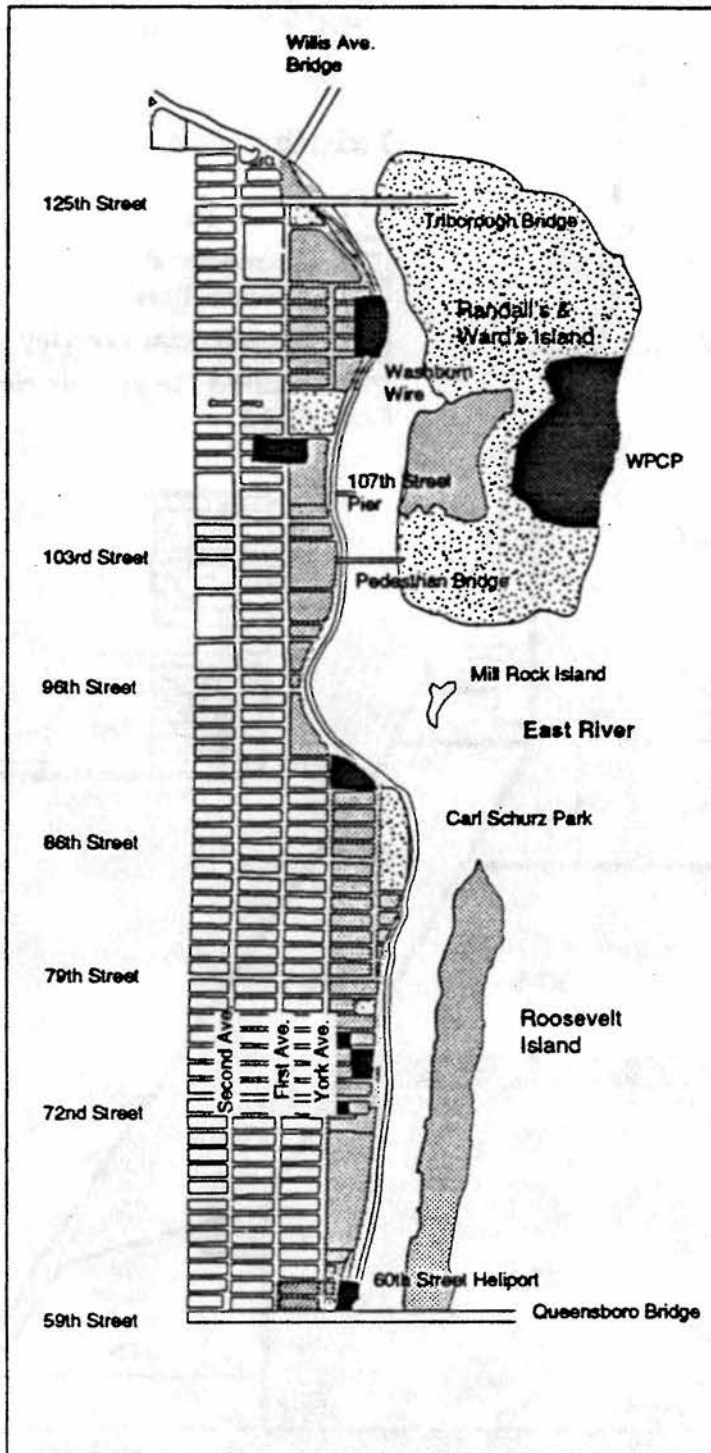
In addition to these industrial and utility operations, several medical centers have been sited along the waterfront during the past 150 years. The neighborhood attracted major medical centers such as Bellevue; the waterfront itself was deemed the appropriate site for such annexes to Willard Parker Hospital as the Isolation Ward, Scarlet Fever Pavilion, and Diphtheria Pavilion. Unlike the lower Hudson River waterfront, where the bustle of incoming cargo and the proximity to rail lines make it a nautical center, this riverfront site could accommodate truly marginal uses. In keeping with this trend, in 1908, Pier 73, a former shipping pier, was enclosed and converted to an annex for the Municipal Lodging House, a shelter for homeless men at the foot of 25th Street. A decade later, a Department of Sanitation garage was sited at the foot of 19th Street.

Despite the proliferation of hospitals, utility works and industrial plants, the site has seen some recreational uses. The New York Yacht Club boat basin remained at 26th Street until the 1930s; the Asser Levy Bathhouse brought people from all over the area to the pools across what is now the FDR Drive. A recreation pier was briefly sited at 24th Street in the early 1900s; during World War I, however, the U.S. Government took control of the pier for transport service and never relinquished it.





The piers and land along Stuyvesant Cove were often used for transportation. The Municipal Ferry to Greenpoint sat at the foot of 23rd Street; other transportation and related uses were a marine machine shop, a seaplane landing and a motor transport building.

New York City, like many other cities, is changing its view of its waterfront -- from seeing it as a place of industry, trade and commerce to the exclusion of recreation or passive uses and transforming it to a place of beauty, peace and fresh air. The fact that the edge offers new possibilities of importance to urban life is reflected in the recent new zoning proposal of the New York City Department of City Planning (New York City Comprehensive Waterfront Plan: Reclaiming the City's Edge) and the Manhattan Borough President's Waterfront Plan.

Despite Stuyvesant Cove's sense of remoteness, it is on the edge of Midtown Manhattan, adjacent to one of the nation's densest mixed use amalgams of business, commerce, institutional and residential neighborhoods. Stuyvesant Town, Peter Cooper Village and Waterside turn themselves inward toward an internal park landscape and present a monolithic exterior to the street. They do not address the river. The potential to interpret Avenue "C" which connects to the Lower East Side, East 20th Street between the two complexes and East 23rd Street at the northern edge, as boulevards connecting the edge of Manhattan to its center, can be developed in the Stuyvesant Cove site. A strong link



REACH 1 / THE EAST SIDE Zoning

-  Parks
-  Residential (R7-2 - R10A)
-  Commercial (C1-9, C6-4)
-  Manufacturing (M1-4 - M3-2)

COMPREHENSIVE WATERFRONT PLAN
New York City Department of City Planning

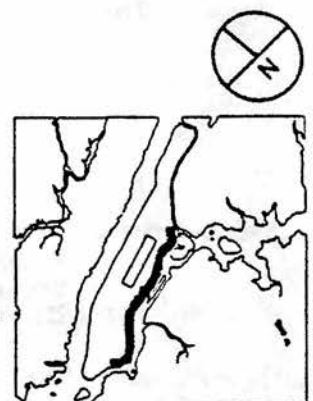


Figure 4
Page 19

between the Hudson River waterfront park, Chelsea Piers at 23rd Street, can be created along 23rd Street with Madison Square at its mid-point, enhancing the civic importance of this route and the awareness of Manhattan as an island bounded by the Hudson River on one side and the East River on the other.

The site has gradually come to be dominated by highways and parking. The East River Drive was built in the 1930s; the elevated FDR Drive followed soon after. The leftover land between the highway and the bulkhead is mostly used for parking, a use that perpetuates the marginal quality of the site's history. The presence of Waterside and the United Nations School and the 36-slip marina, however, ensure that the site is at least traversed by many people every day. Beyond the use of the site as a pedestrian route, the water's edge is enjoyed by residents of the community, some of who set up beach chairs on the short stretch of waterfront that is currently termed esplanade. The shallows of the river at the cove give the water's edge a beach-like quality; the piles of concrete at the cove's center, the remains of a batching plant, have come to be regarded fondly as a rocky promontory. Any new design of the cove must take into account the incipient use of the site as a surrogate beach for members of the community. In addition, any new design must take into account the change in character of the site, from the urban edge of the marina to the north, with the Waterside towers and hospitals creating a tall urban backdrop, to the beach-like edge along the central portion, to the deeper edge that curves out toward the river and open sky at the southern end.

Existing Roadways

The FDR Drive and at-grade paved areas, most of which are used for parking, dominate the Stuyvesant Cove site. The elevated portion of the drive is in disrepair: the State Department of Transportation is in the process of designing a realignment of the roadway, increasing the radius of the S-curve at 18th Street in order to increase the design speed of the drive and reconstructing the existing exit at 15th Street.

The bulkhead and relieving platforms are of essentially sound construction for existing uses; any change to the design of the edge, however, will require an engineering survey to determine potential upgrade of the bulkhead and piers, particularly where new structure is involved. Upgrading of the bulkhead and railing could be achieved as part of the State Department of Transportation's realignment of the elevated roadway and bulkhead, which is scheduled to begin construction in 1994.

Water

Although the cove seems separated visually from the lower East River, the swiftness of the currents at the cove and the river's tidal effects render the cove almost identical in terms of water quality to the rest of the river. The five sewer outflows sited along the cove are

Figure 6
Page 22

secondary outflows. The effluent discharges at the bulkhead line when the combined system is overloaded; contamination of the cove from the outflows is episodic.

The water depth at the north end of the cove averages six feet; beneath Skyport, its depth is around two feet; the middle of the open water at the center of the cove ranges from eighteen to twenty-four feet; the souther half averages a depth of four feet. The volume of water in the cove is exchanged with that of the river proper approximately thirty times per tidal cycle, which belies the conception of the cove as a discrete microclimate and indicates strong tidal flushing. As in the rest of the lower East River, the river sediments contain heavy metals; the water quality is considered nonhazardous but contaminated, well below "toxic waste" standards. The water quality is classified by New York State as suitable for secondary contact recreation.

The strong tidal flushing of the cove makes it no more attractive as a habitat for fish and other organisms than the river proper and the species found here are the same as those found in the East River in general. They are typical of the species found in north temperate zone estuaries, low in diversity and dominated by flounder, striped bass, grubby and Atlantic tomcod.

Access

The elevated FDR Drive and at-grade roadway make access to the site difficult. Not only is there limited access, from the esplanades to the north and the south and at 23rd Street, 20th Street and Avenue C, but confusing traffic patterns and signals make crossing hazardous. The major-street entry, at 23rd Street, is particularly hazardous: cars making turns onto and off of the service road travel at higher than average speeds; cars turning north from 23rd Street fan out to reach the Waterside road or the FDR Drive on-ramp; cars entering and leaving the gas station and Skyport weave into all of this traffic. The entrance from Avenue C is also hazardous because of the length of roadway necessary to cross and the traffic weaving from three different directions. The southern entrance to Stuyvesant Cove will be of particular importance after the reconstruction of Murphy Park, as it will provide a direct link between the site and active recreation. All three street entrances should be considered common crossing points for children: the Avenue C crossing will connect the cove with Murphy Park; the 20th Street entry connects the site to Stuyvesant Town and Peter Cooper, with large populations of children; although there is a pedestrian bridge at 25th Street, the 23rd Street entry is a common crossing point for children who attend the U.N. International School. Mid-block crossings at what would be 22nd Street, for example, could also be established.

The connections to the riverfront esplanades to the north and south will be instrumental in creating a continuous waterfront esplanade for Manhattan and New York City as proposed in the City Planning and Manhattan Borough President's Office waterfront plans. To the north, the route around the United Nations International School must be clarified:



Figure 7
Page 24

negotiations regarding a riverfront easement for the Riverwalk Project could be revived. The solution should provide for pleasant and continuous access around the school while allowing the school to retain a high degree of security.

Parking

The current use of the site for parking, marina and gas station present both opportunities and constraints for enhancing the cove landscape. There are approximately 1,240 parking spaces, of which 515 are located in the Skyport structure; approximately 428 are located under the FDR Drive while approximately 297 are located along the water's edge. Any new design of the cove must take into account the current lease and lease holder for all the parking which, with the exception of the lease for parking at the bulkhead expires in 2012. Reductions in the number of parking spaces must be negotiated with the leaseholder; various sectors of the residential community also rely on the long- and short-term parking. An increase in per-space fee could compensate for the loss of the number of spaces and could be justified by the below market rates currently charged.

While the City Planning Commission's and Manhattan Borough President's recent reports on the New York waterfront deem parking an unacceptable use for the water's edge proper, any design for the cove must include some allowance for parking if revenue-generating uses are to be considered. However, in conformance with these City reports, parking is not considered to be an altogether appropriate use for the waterfront.

SECTION V - Goals and Objectives

Design Proposal

The proposal for Stuyvesant Cove has grown out of its unique character and situation. Its arced configuration, a break in the straight linear shoreline to the north and south, presents an opportunity to explore the possibilities of a quieter back-water on the edge of the city, sheltered from busy commercial districts by quiet residential communities and medical complexes.

The Park

With the roads reconfigured, a broader, more generous waterfront space can be developed as a place for people. The park responds to the changing character of the site along its length -- to depth of water, to unique features, to adjacent uses, and provides a variety of spaces to accommodate varying types of use. A twelve-foot-wide bicycle path runs continuously along the western side adjacent to the FDR Drive viaduct; a pedestrian promenade is continuous along the waterfront itself.

The entrance to the park at East 23rd Street is proposed to be the most urban space in the new park. Twenty-third Street is a major cross-town route and currently terminates at the Skyport garage building, service station and parking piers. It is recommended that the service station which currently occupies the site be relocated off-site nearby to allow for safer, more pleasant, pedestrian circulation through the space and for views to the water from the 23rd Street terminus. Similarly, it is recommended that the parking on the pier (and all along the bulkhead line) be eliminated.

The most intense activities are planned for this portion of the site. The roof of the Skyport garage is proposed to be developed as a restaurant. The use of the roof of this building as a restaurant and recreation facility not only provides income for the site, but does so in a way that does not interfere unduly with the park activities and landscape below. It also provides an opportunity to redesign the building, making it visually more appealing from the new park, from the FDR Drive and surrounding neighborhood and from the water -- a beacon for the new waterfront park.

Below Skyport are groves of shade trees and benches with views of the water and open areas large enough for public gatherings, small concerts, art shows and exhibits. The Environmental Center and Cafe occupies this area -- providing educational opportunities for local and city-wide school groups, children and adults, to study the ecology of the East River -- past and present. A small cafe takes advantage of cool breezes and river views.

Anchored to the pier are two barges: the first has a sloping lawn, the second is filled with sand. Offering the public the kind of enjoyment of the waterfront found outside the city

The proposal under consideration is for a site-long waterfront promenade, with separate bicycle path, through landscape composed of waterfront tree, shrub, groundcover plantings. Other elements of this park/promenade include:

Kayak boathouse

Enhanced outcrop

Environmental Center

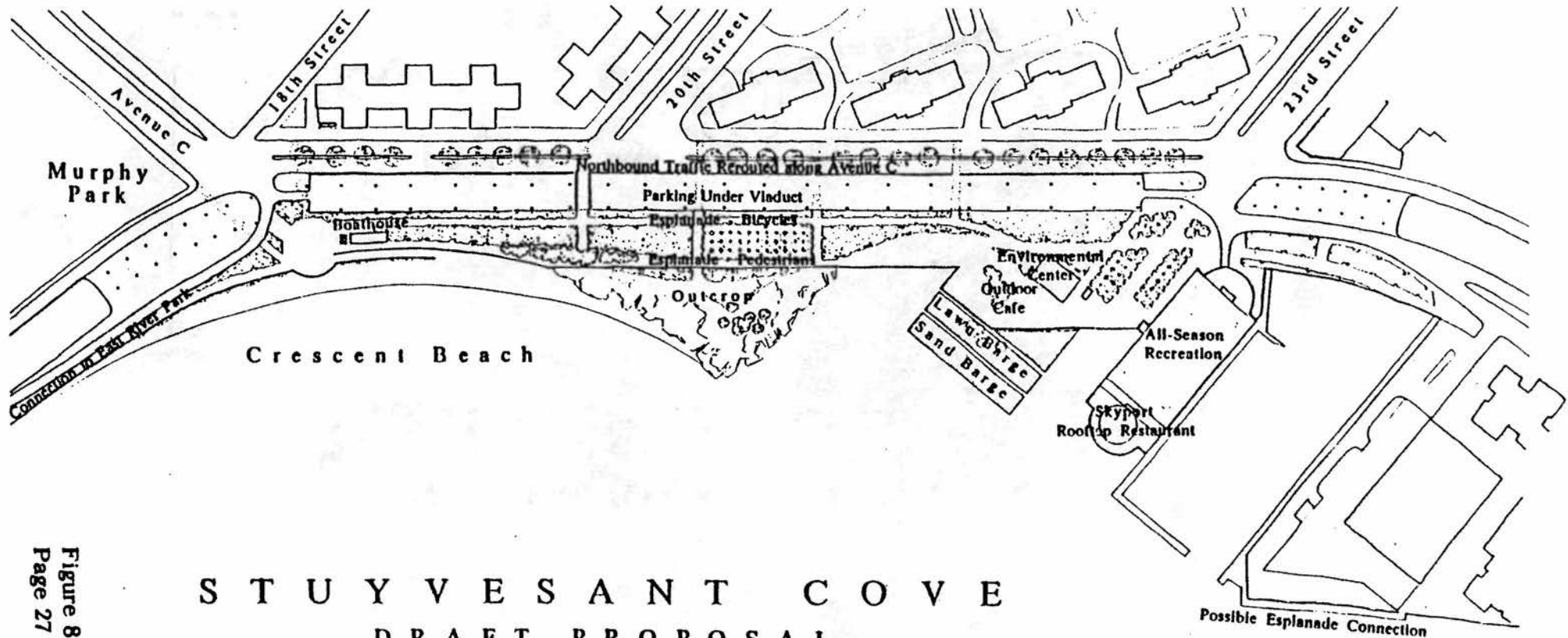
Waterfront Restaurant
ontop of Skyport garage
(600-1,000 seats)

Crescent-shaped beach at
water level

Outdoor cafe - 20 to 30
tables with chairs

Ice Skating
Lawn sports

Beach Barge



STUYVESANT COVE

DRAFT PROPOSAL

March 8, 1993 Helntz/Ruddick Landscape Architecture Karahan/Schwarling Architecture Company

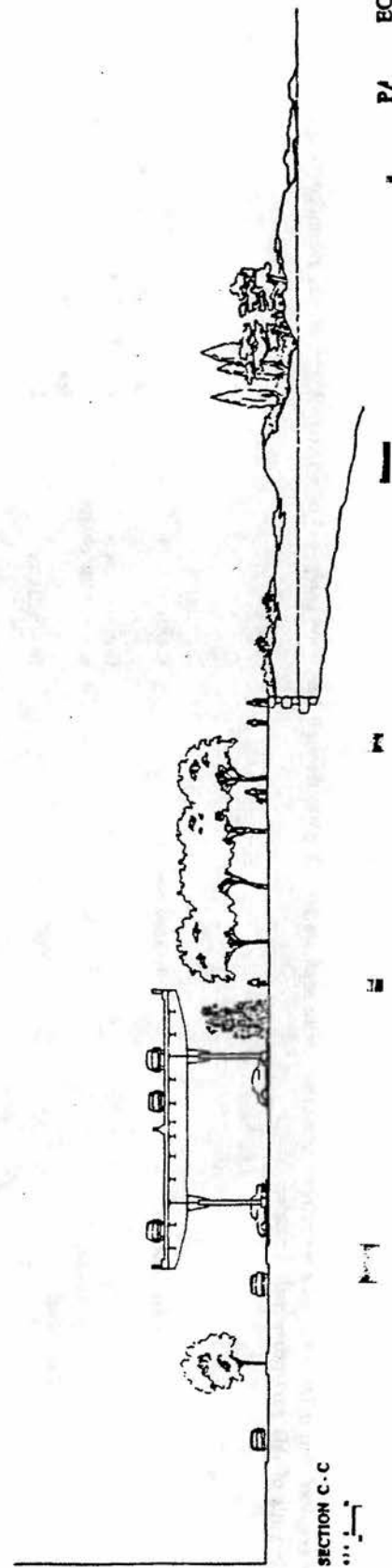
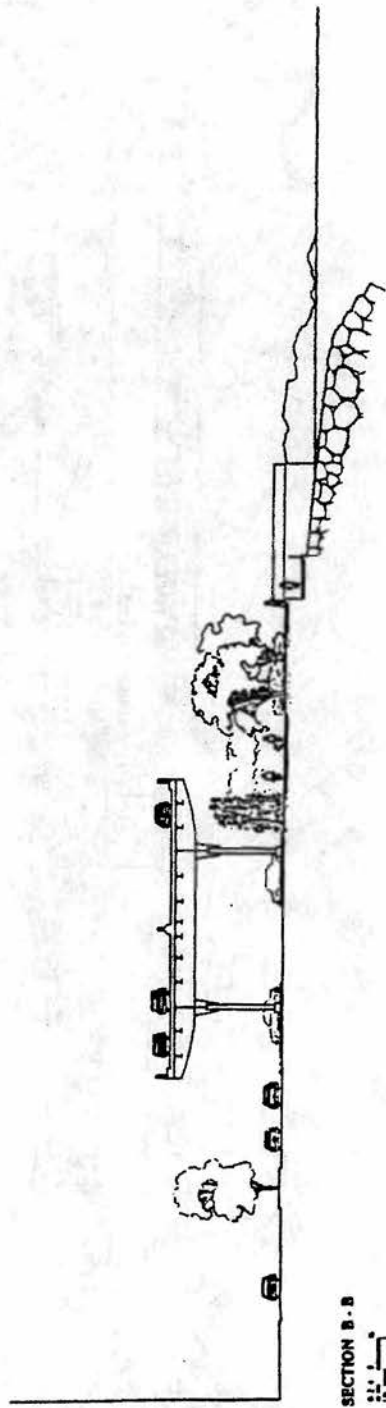
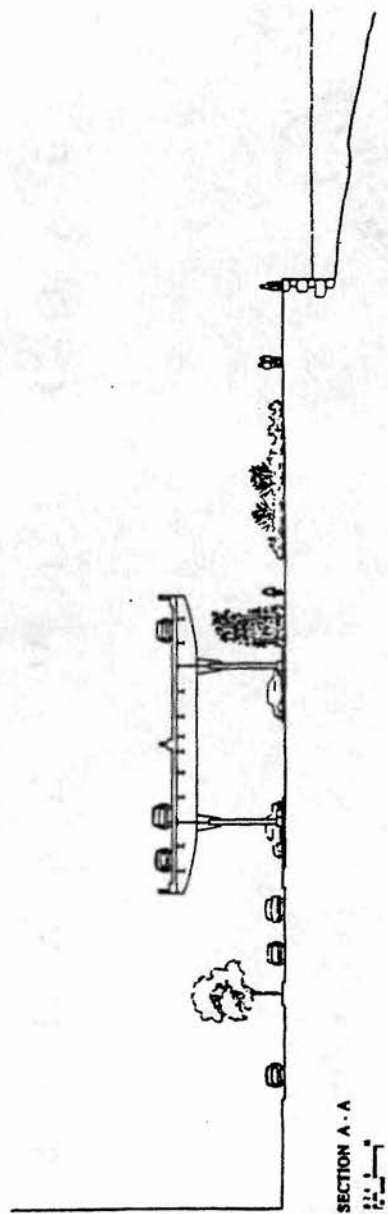
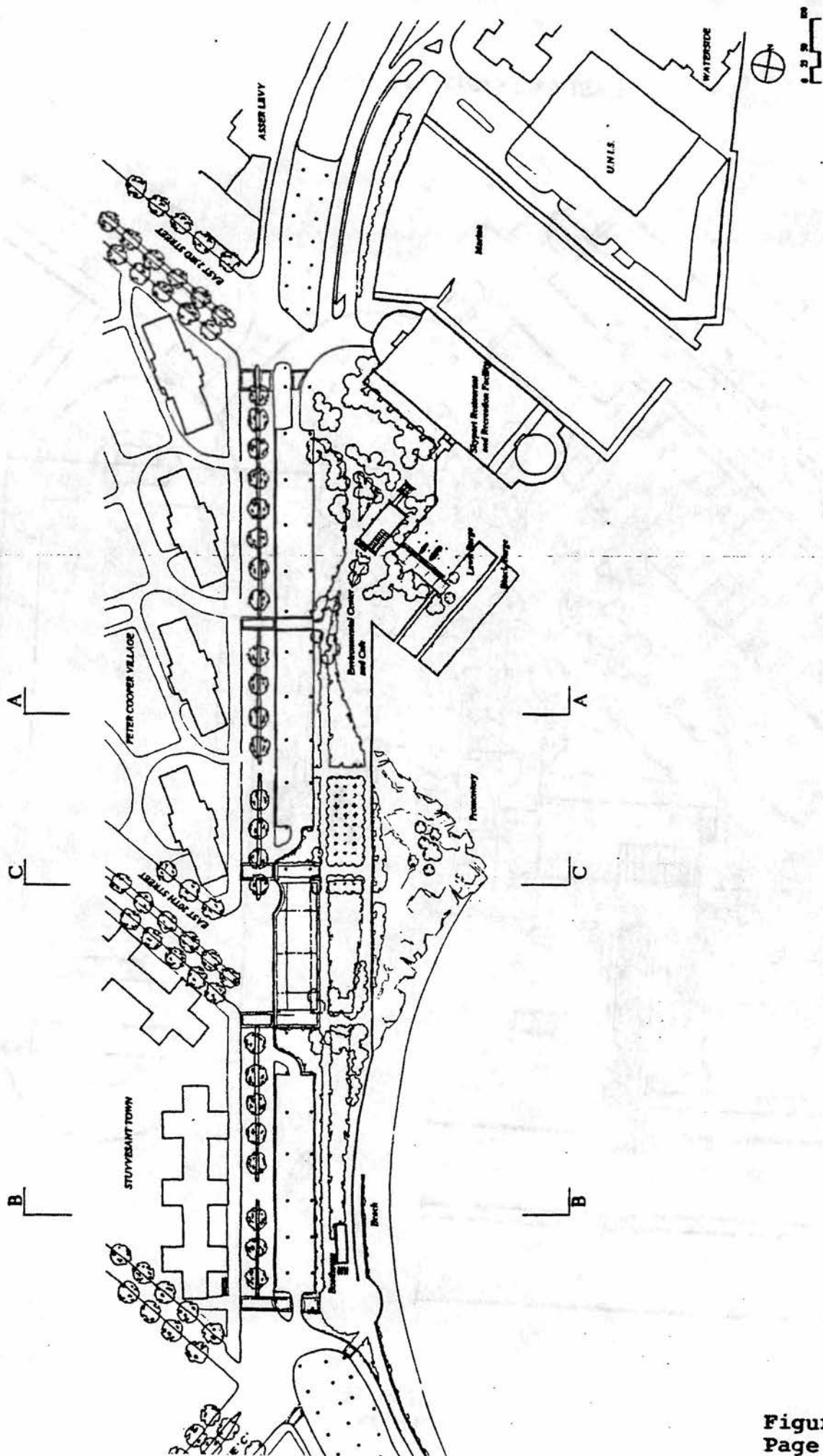


Figure 9-a
Page 28 a



STUYVESANT COVE
PARK PLAN

Figure 9-b
Page 28-b

EAST 23rd STREET PLAZA

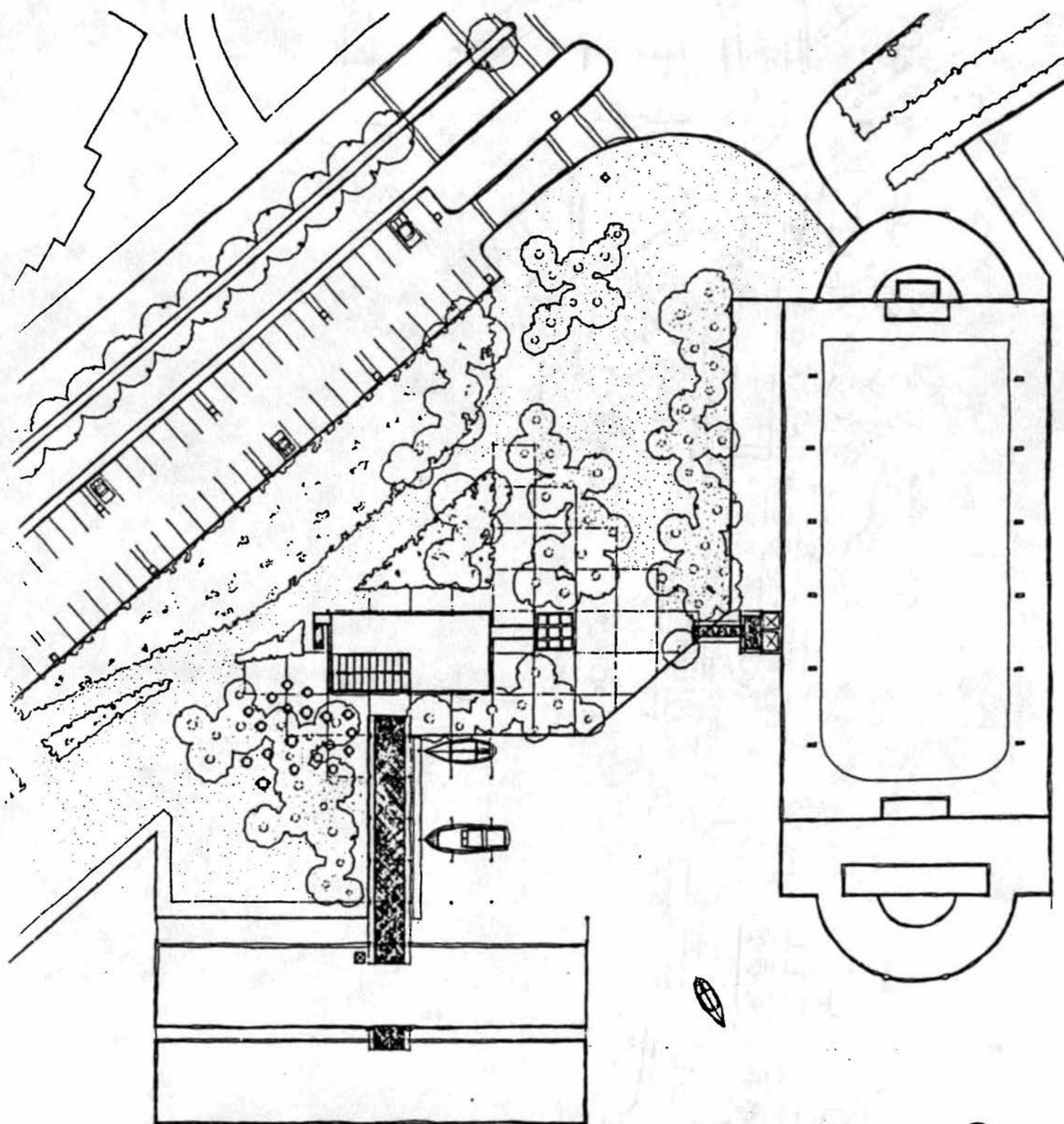
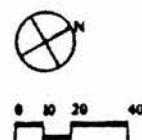
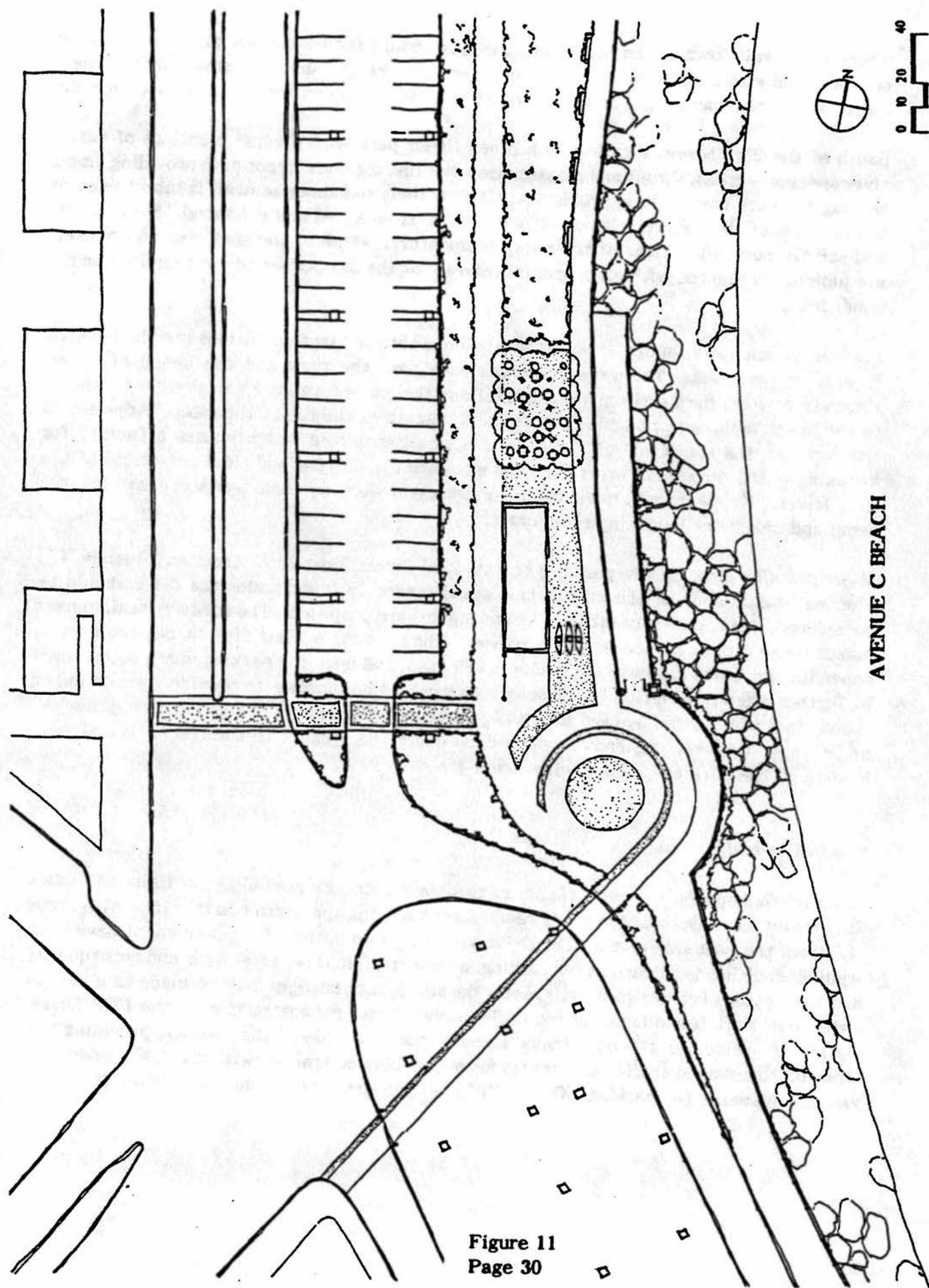


Figure 10
Page 29





where lawns roll down to the beach front, patrons board the barges and picnic on the lawn or beach and sunbathe, while enjoying the river. The barges shelter a small harbor where a few small craft can tie up for an hour or a day to visit the Environmental Center or cafe.

South of the 23rd Street terminus is a broad linear park with diverse plantings of native river species -- trees, shrubs and grasses. Benches line the waterfront path providing ample seating for park users. At approximately 21st Street, the sheer seawall is interrupted by the remains of the concrete batching plant which is enlarged and enhanced. Sand, gravel and soil fill rock interstices of the rocky promontory; some of the sheltered soil pockets are judiciously planted with plant species tolerant of the sometimes adverse environmental conditions.

Past the promontory, below at water level where natural river conditions are shallower, a "beach" is proposed. The seawall curves back into the park and the beach of stone, concrete or other hard surface material, follows the curve forming a soft crescent. Access to the beach is via a ramp and is controlled by a gate at the top of the ramp. Adjacent to the ramp at the south end of the park is a small structure which houses a facility for kayaking -- the only small craft that can navigate the current and tidal conditions of the East River. Kayakers will have space to store and work on their boats and will use the ramp and beach for launching their craft.

Major crossing into the new park are at East 23rd Street, East 20th Street and Avenue "C". The legitimatization of the ad hoc taxi stand currently found under the drive should be considered. New, generous crosswalks and signals are proposed. The roadway realignment makes these crossings clearer and narrower. The crossing at East 20th Street could vary, depending on which roadway alignment is selected, and upon the parking needs determined by further study. If Option "A" is selected, it would be possible to provide a space under the viaduct which could be used for small gatherings or markets. In either case (Option "A" or "B") the study recommends an open view under the viaduct to the river. The streets leading to the park are shaded with street trees.

Roadway Realignments

In order to capture as much space at the waterfront as possible, the Heintz/Ruddick Stuyvesant Cove Open Space study recommends moving the north bound traffic of Avenue "C" from the east side of the FDR Drive viaduct. Two options for realignment have been studied; each has implications for parking, access, traffic flow, safety, air and noise quality and will require further study at greater detail. Initial changes may be made as a part of the New York State Department of Transportation's reconstruction of the FDR Drive. Option "A" relocated the northbound lanes to the west side of the viaduct, providing two lanes of northbound traffic and two lanes of southbound traffic, with the space under the viaduct available for parking. Option "B" uses the space under the viaduct for the

northbound traffic lanes' southbound lies to the west of the viaduct; a local service road lies directly adjacent to Peter Cooper Village and Stuyvesant Town. Parallel parking is provided along both sides of the service road and along the curb of the northbound and southbound roadways. Both options provide parking but vary in layout, type, quantity and quality of spaces. By consolidating and clarifying moving traffic in this way, pedestrian crossing are much safer than in the current situation where moving traffic, mixed unpredictably with parking, take up the entire expanse from the west curb to the bulkhead line.

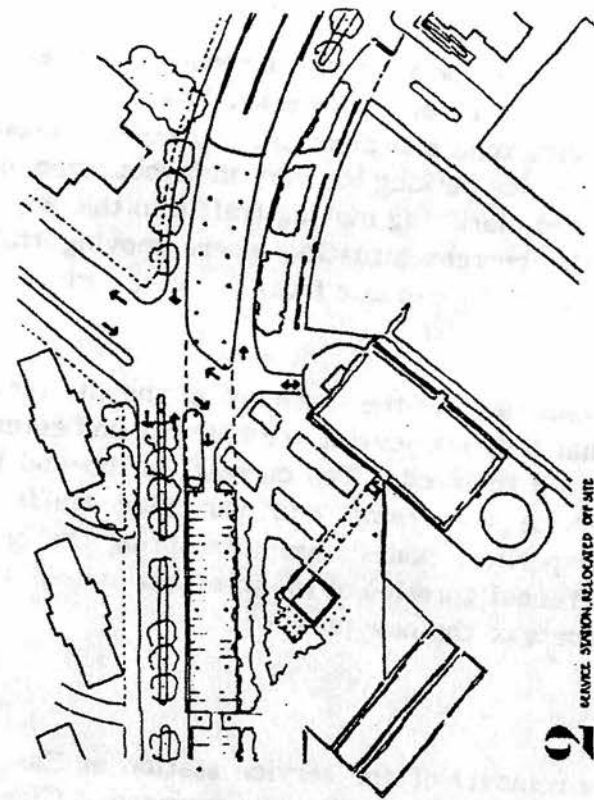
The realignment of the FDR Drive exit ramp at the south end of the site serves to signal to drivers exiting from the Drive that they are leaving the highway and entering the city street system where lower speeds are required. The current northbound roadway has characteristics of a highway service road/ramp and vehicular traffic travels at correspondingly high speeds to the peril of pedestrians attempting the crossing. The realignment of the roadway and the reconfiguration of the intersections will minimize this problem and improve pedestrian access to the new park.

Service Station Alternatives

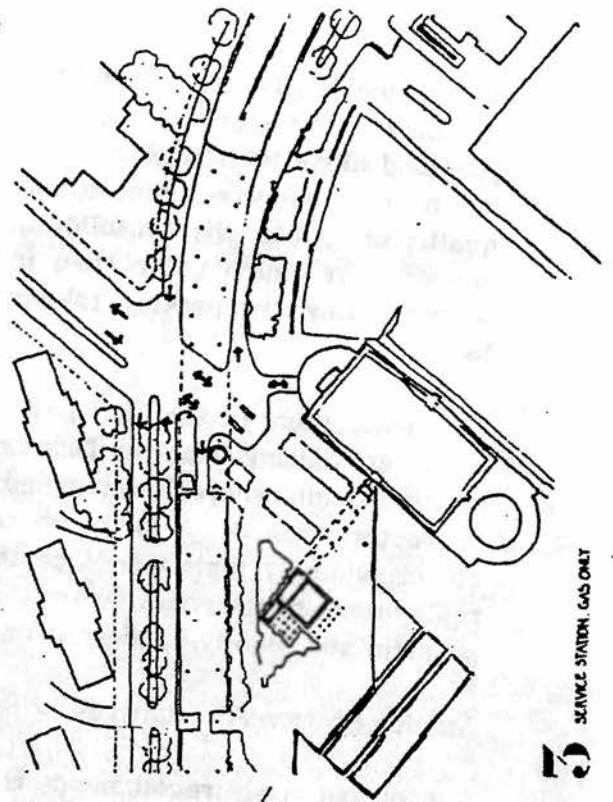
The design study recommends the removal of the service station at East 23rd Street. According to criteria established by the New York City Department of City Planning and the Manhattan Borough President's Office, it cannot be considered a water-dependent or related activity. It renders impossible a smooth link from the park south of the Skyport garage to the esplanade to the north and interrupts the sought after continuous waterfront path. Although it is the only visible gas station on the FDR Drive and provides certain conveniences for local residents, it cannot be considered compatible with proposed park use. There are gas stations with repairs at 33rd Street and First Avenue and numerous gas stations on Houston Street and repair shops on the Lower East Side. Its relocation to the Con Edison site in concert with Con Edison's Alternative Fuel Program should be considered. Discussion with Con Edison regarding this possibility should be initiated.

The present station is centered on the 23rd Street view corridor, prohibiting views to the water and is a major contributor to the traffic confusion, congestion and amount of space devoted to the automobile, where a principal pedestrian entry to the site should occur.

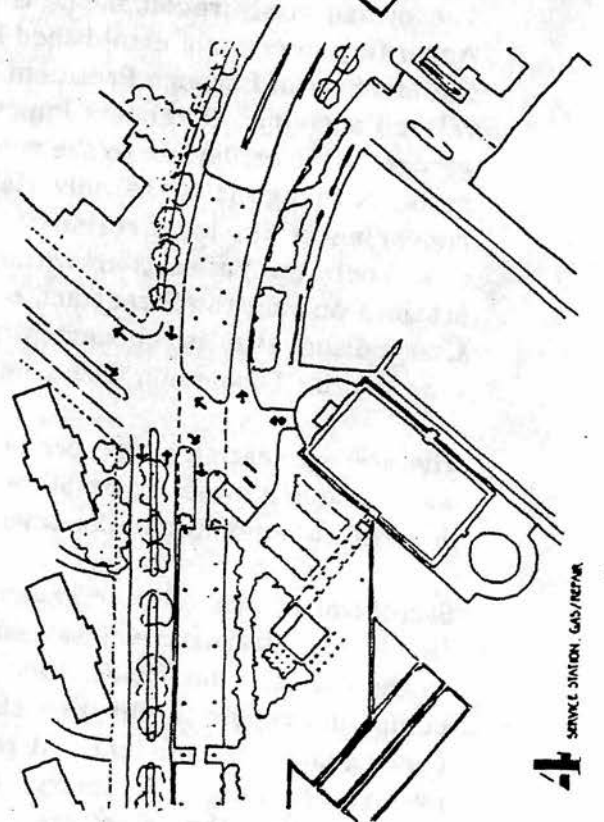
Studies of alternatives to relocation have been made as a part of this study. The study finds these alternatives less desirable than relocation but they are nonetheless preferable to the existing conditions. One possibility is to locate a small refueling-only pavilion and pumps (no repair facility) on the south side of the view corridor, near the entry to the parking under the viaduct. At this location it is possible to have a single operator for both gas and parking. A second alternative is to locate a fuel and service station of approximately the same size as the present facility at the same south side of the view corridor. The station would face north with its narrow side facing east to the 23rd Street



2 SERVICE STATION, ALLOCATED OFF SITE



3 SERVICE STATION, GAS ONLY



4 SERVICE STATION, GAS/NETAR

4

Figure 12
Page 33

view. Both of these alternatives conflict with the desire to create a sense of pedestrian threshold and entry at the end of 23rd Street.

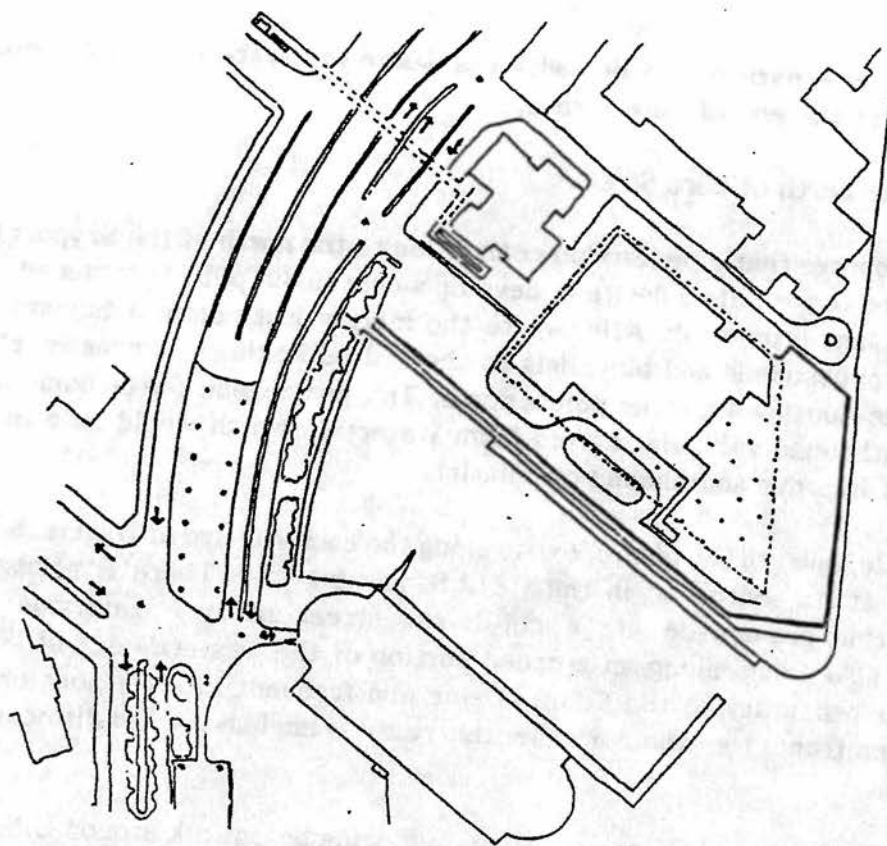
* Pedestrian Esplanade north of 23rd Street

The design study proposes that a pedestrian connection to the north of the Skyport Garage be created to respond to the City's desire to develop a continuous public promenade around Manhattan. A pleasant promenade adjacent to the marina just north of Skyport can be developed to bring pedestrians and bicyclists to the United Nation's International School (U.N.I.S.), Waterside Housing and other points north. This promenade can be combined with a much needed southbound vehicular egress from Waterside which would be a low speed local connection to improve southbound circulation.

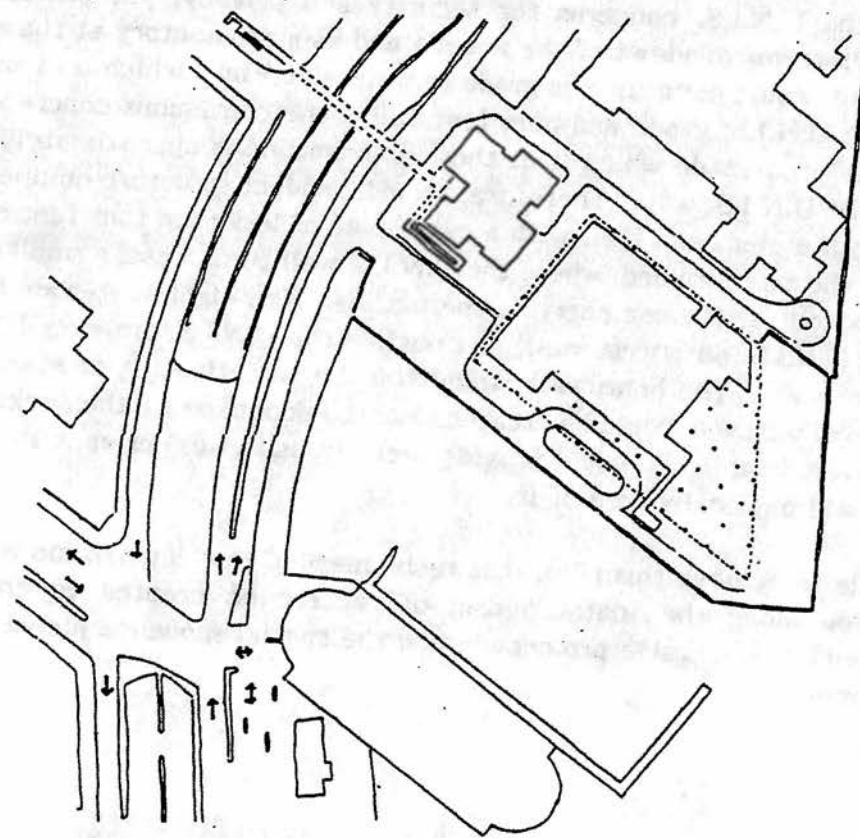
A private promenade, open to the public, exists along the eastern edge of Waterside housing and ends abruptly at its south end in the U.N.I.S. parking lot. There is access to the southern end of this promenade via a cul-de-sac street to two Waterside Towers. Pedestrian access also exists along an arcaded portion of the western edge of Waterside but, because of its proximity to the F.D.R. Drive and frequent interruptions of parking garage access which fronts the whole arcade, this route is unpleasant and dislocated from a view of the river.

However, it is possible to create a narrow eight-foot-wide boardwalk around U.N.I.S. that does not violate the U.N.I.S. concerns for security and privacy, yet provides a very interesting event, in terms of views of the marina and as a promontory at the end of the cove. The boardwalk would maintain the grade at waterside Plaza which is approximately five feet below the U.N.I.S. grade and nine feet below the continuous concrete parapet. Also, the Waterside promenade which is at the pier-head line is approximately four feet from the face of the U.N.I.S. wall. Therefore, an independent structure on piles could be constructed within the pier head line, with a cantilever of less than four feet beyond the pier head line. At the southern end, where the U.N.I.S. wall turns west, a small node could be created as a lookout at the sea entry to the marina. The eight-foot-wide board walk could parallel the U.N.I.S. east/west wall, just outside the U.N.I.S. property line which is four feet from the wall. The boardwalk would thus be free floating or standing in the water. A lower level walkway could be created here to accommodate the docking of more boats. The east/west boardwalk would provide security and visual privacy to U.N.I.S. by being both lower and physically free of it.

If it is not possible to achieve this plan, it is recommended that a much more visible and inviting connection along the southern drop-off access be created to create visual continuity between the Waterside promenade and the spatial sequence planned along the west side of the marina.



2 PERMANENT VEHICLE UNIT



1 EXISTING CONNECTION AT UNITS

CONNECTION NORTH OF 23RD STREET

Proposed "Economic Components"

Skyport Restaurant and Skydeck

As one of the principal revenue producing activities, it is proposed to add a restaurant and recreational surface to the Skyport garage, at the end of 23rd Street. By adding to the existing building, it can be transformed into a more visually appealing structure, while keeping the ground level park area free of major development. The garage structure itself, which presently has a very unappealing metal panel surface, is to be overlaid with a tartan grid structure which might support indigenous planting that can withstand the environmental conditions. A new horizontal level is to be built on top of the existing Skyport garage to create this people-oriented commercial enterprise. The parking structure itself remains unchanged except for a turn-around at the end of the ramp and possible reinforcement of its columns. (See the structural report in the appendix.) The new level has a restaurant at the eastern, water end, with panoramic dining on its main level and mezzanine. The proposed restaurant seats approximately 600 guests. The size of the kitchen is adjustable depending on the culinary demands.

Outdoors, on Skydeck, there is a concrete surfaced area which can accommodate a variety of surfaces and uses. The area can be used for outdoor dining in appropriate seasons or for recreational uses such as roller skating, volleyball, badminton. Also, "pitch and putt," lawn bowling and ice skating (the area is large enough for a hockey rink) on artificial surfaces could occur depending on the tenant's interests and established restrictions. The restaurant and outdoor activities can be under the same management. A concession for equipment, pay to play and a bar is shown at the western end of the deck.

The space is ringed by a tent structure loggia for circulation and/or covered seating. The sail-like tents add to the nautical image which is partially present in the existing building and is being enhanced with the restaurant and recreation additions.

Access to the Skydeck and restaurant is by stair or elevator at the western end where there is a drop-off and turn-around below or by elevators from the public plaza space at the end of 23rd Street which brings people to the center of the southern loggia of the Skydeck. Deliveries could be made at the turn-around at the top of the garage or by the garage elevator by parking in front of the Skyport. Garbage would be removed by carting through the garage to direct and simultaneous pick-up by private caring service.

It is intended that the transformed Skyport become a visual focal point within the Stuyvesant Cove park environment at its "urban" end, as well as an exciting image from the FDR Drive and from the river.

Alternative uses for the Skyport garage are discussed at greater length in the market report in the appendix.

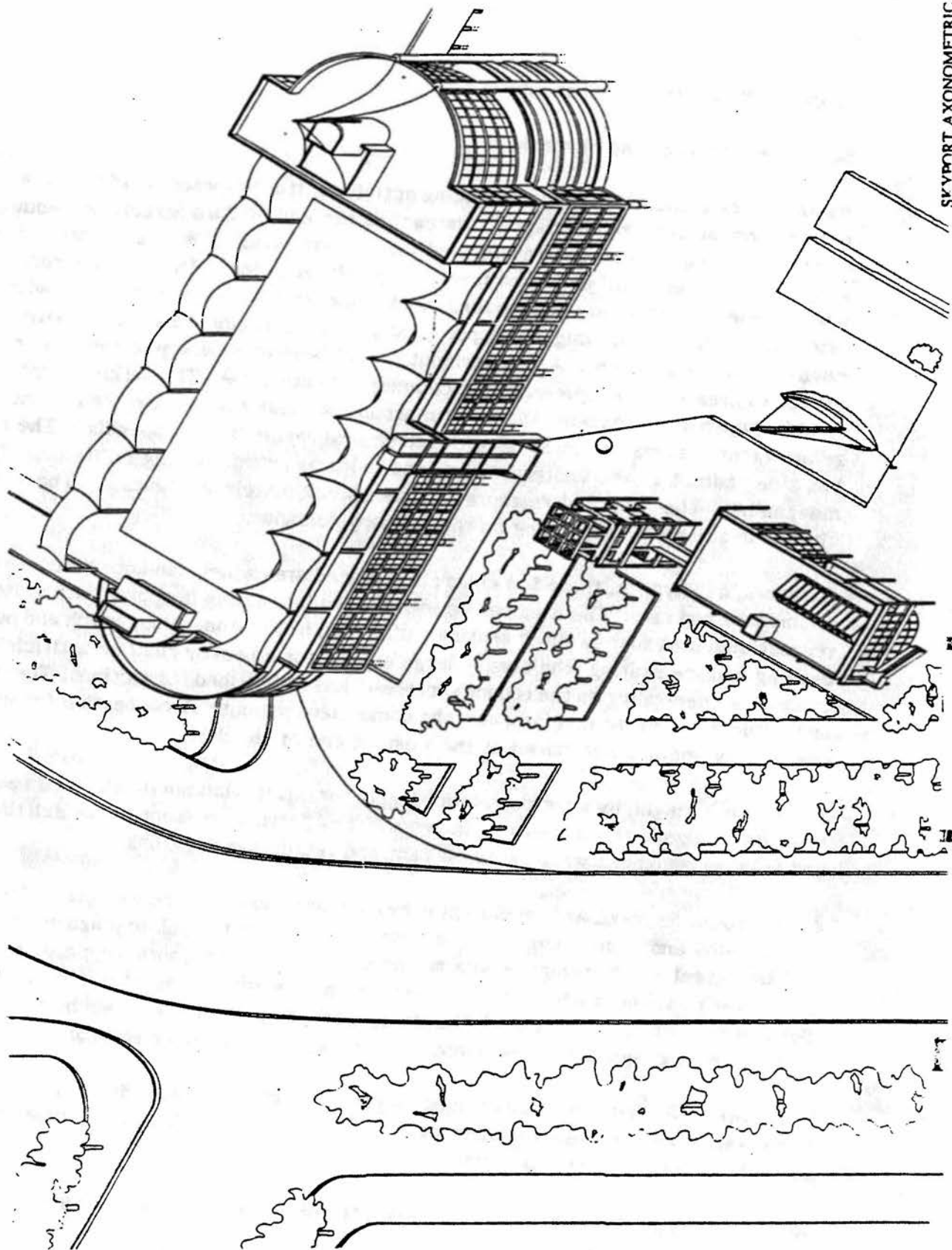
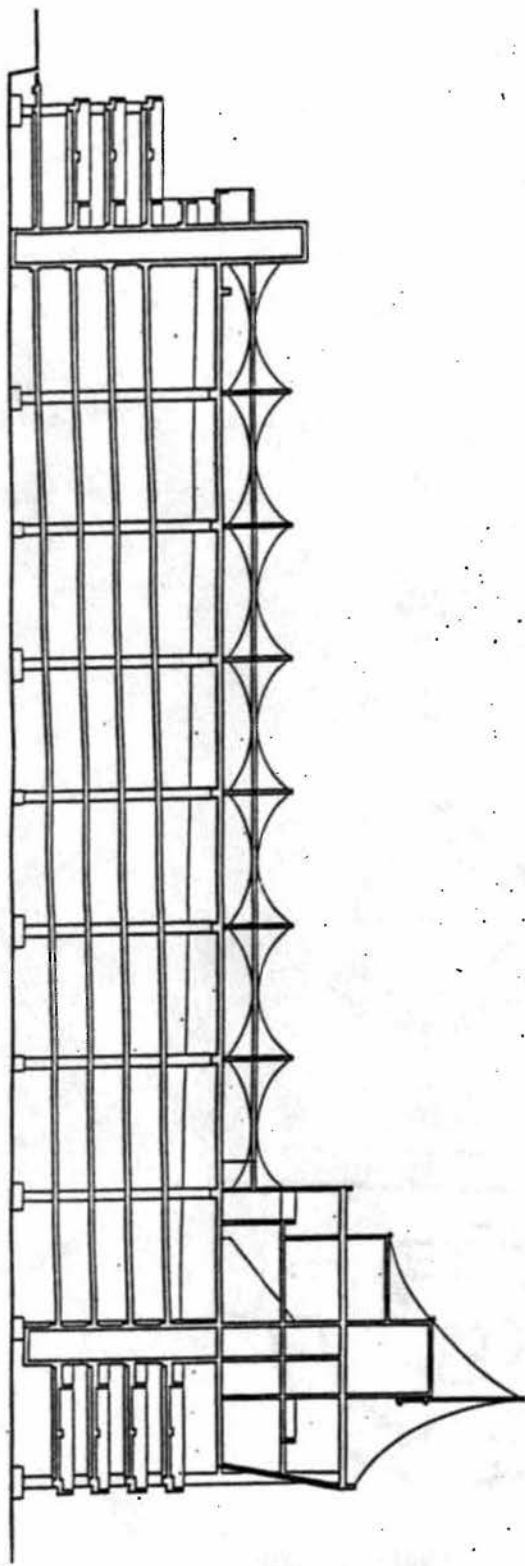


Figure 14
Page 37

SECTION



ELEVATION

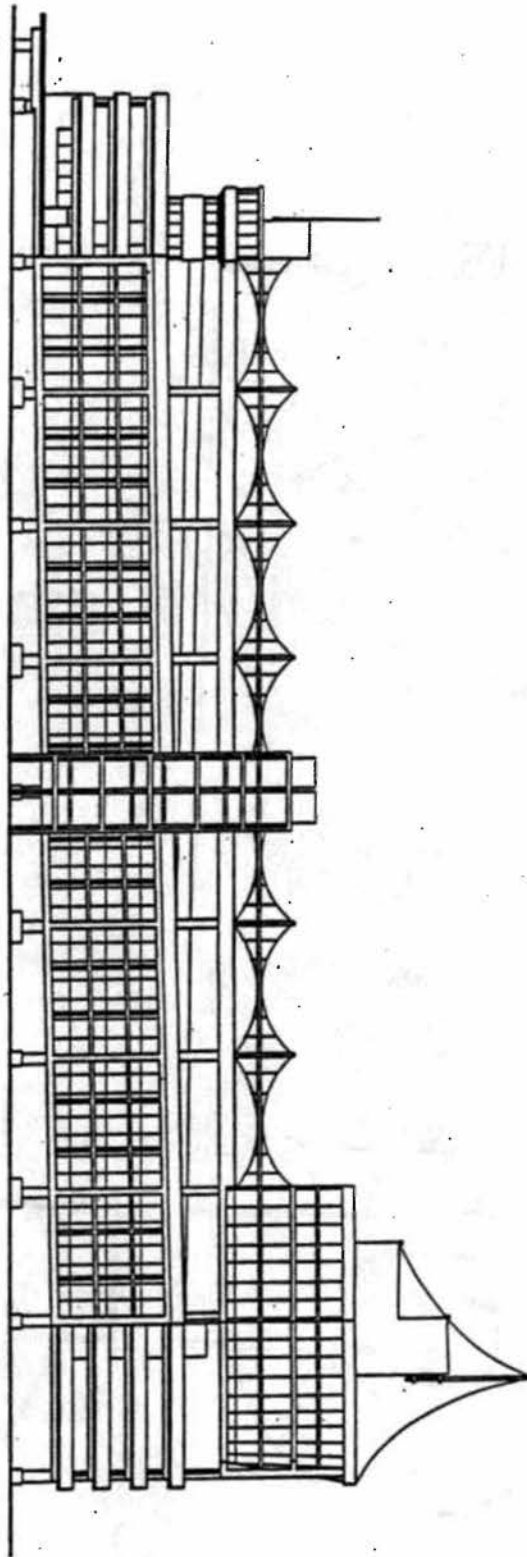


Figure 15
Page 38

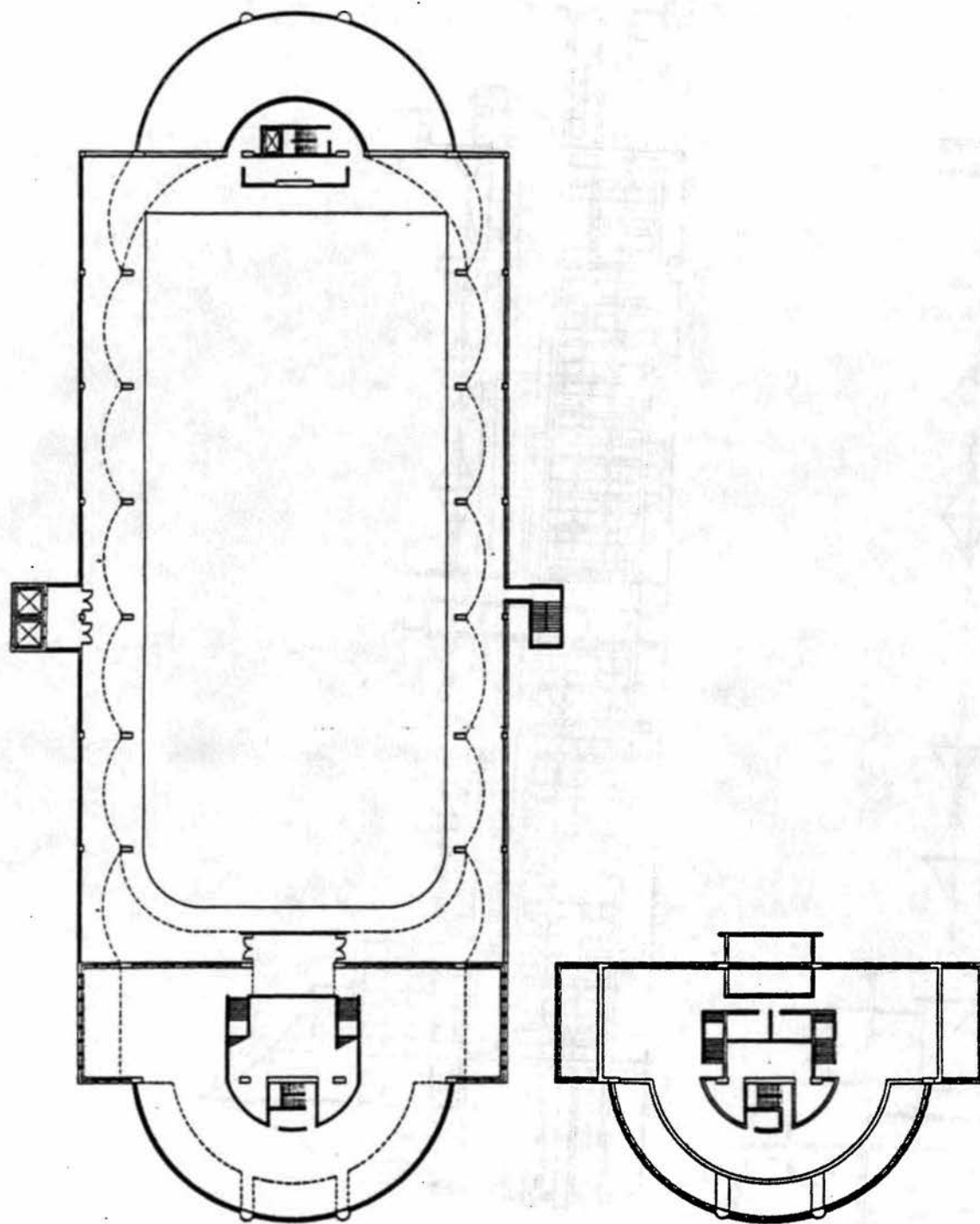


Figure 16
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Environmental Center - Cafe

The Environmental Center and Cafe is a two-story 5,000 square foot building located on the south side of the 23rd Street view corridor and plaza. It houses a 3,400 square foot environmental center and a 1,600 square foot cafe.

The Environmental Center would have a 1,600 square foot museum/gallery on the ground floor and a 1,000 square foot class/meeting room, accommodating up to 100 seats and office/laboratory on the second floor. Discussions have taken place with the New York City Department of Environmental Protection about the possibility of the facility becoming one of a series of satellite ecological centers located in each of the five boroughs. The centers would be tied by a travelling boat which would provide additional educational facilities.

The proposed cafe seats approximately 75 people inside. During appropriate seasons up to 100 people could be served outside at umbrellaed tables. The cafe/environmental center would contain a comfort station to serve users of the new park. Maintenance of the rest room would be provided by the cafe concessionaire.

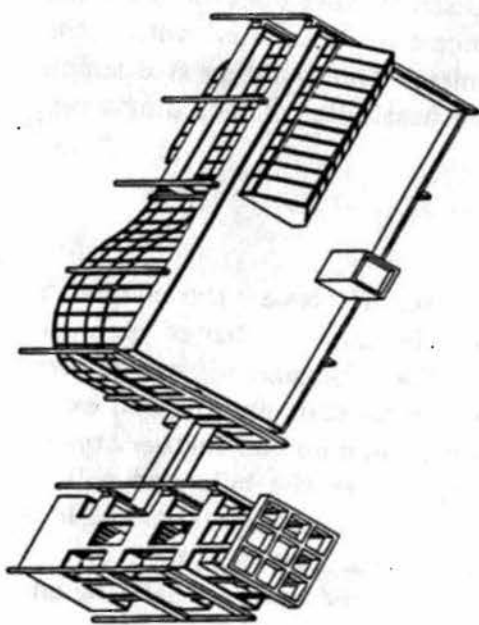
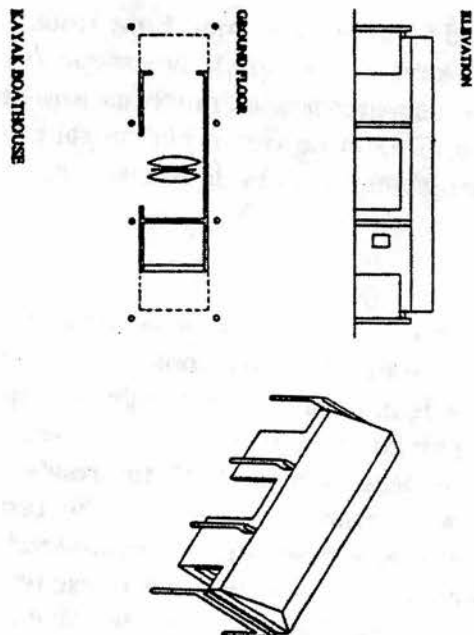
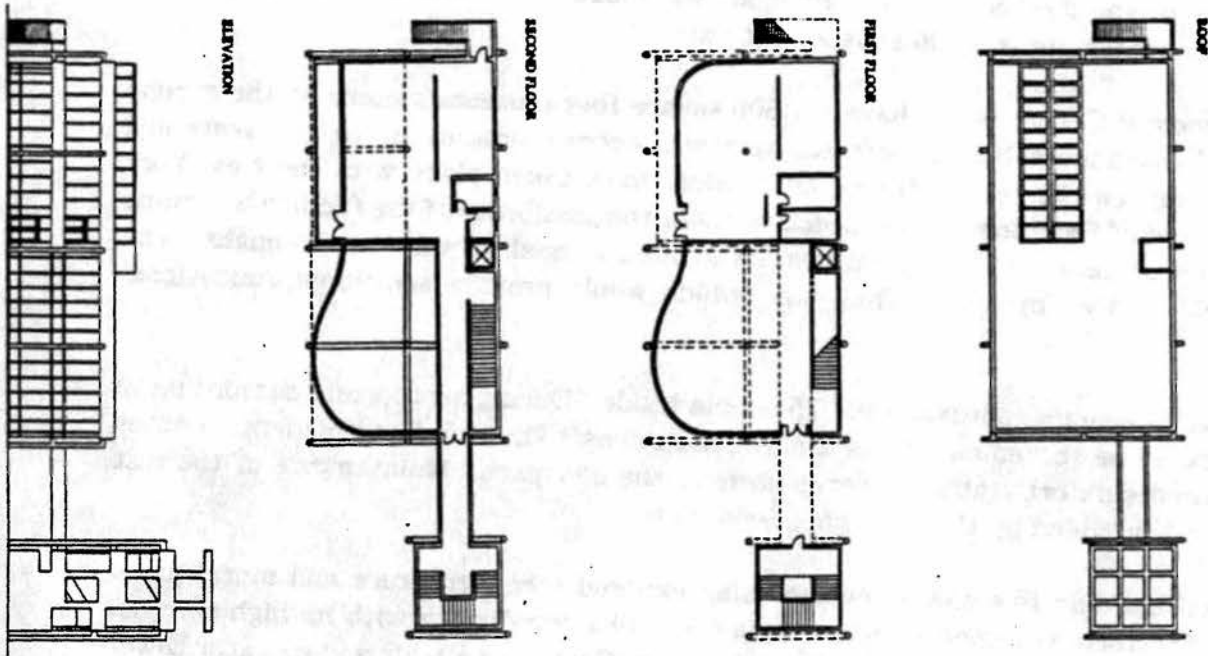
The proposed building is a simple design using exposed steel structure and metal panel enclosure. The form is intended to convey a sense of civic dignity with its high cornice. A bridge from the second level of the Environmental Center to a stair and elevator tower where people may go to observe the site, bird watch and look at river views, provides a gateway to the waterfront.

Boat House

At the southern end of the site a small Boat House of 1,200 square feet contains work and storage space for kayaks. A small newspaper/snack concession is located within this facility to provide surveillance as much as a public amenity. This building is a simple unheated structure of exposed frame and metal panels. The possibility of including a rest room for public use should also be investigated.

Parking

Parking is maintained on the site as a revenue generating use. However, the number of spaces has been decreased to make room for the new park. The total number of spaces in the Skyport garage is maintained, although perhaps they will be reorganized/restructured to accommodate restaurant parking. The arrangement of the outdoor parking and exact number of spaces is dependent on both the roadway alignment plan and on further studies of demographics and community needs. The temporary spaces at the bulkhead will be eliminated. Additional spaces will be eliminated through the process of attrition. It is believed that a number of these spaces are also used by commuters. The market report has some preliminary income figures; more detailed analysis is required before finalizing any plan.



ENVIRONMENTAL CENTER/CAFE

ENVIRONMENTAL CENTER/CAFE & KAYAK BOATHOUSE

Figure 17
Page 41

SECTION VI - Market Options

Because there was a clear requirement for an economic component to any plan for open space development at Stuyvesant Cove, Community Board Six included a market study as part of its Open Space Study. This work was done by the firm Abeles Phillips Preiss & Shapiro, Inc., Planning and Real Estate Consultants in association with The Hastings Design Group. The study, dated January 1993 is reproduced below.

Market Options for Stuyvesant Cove, Manhattan

1. Introduction and Methodology

A charette methodology was selected for the market study component for two reasons. first, the budget and time allocated for the market study were very limited. Second, the site has been subject to extensive study by Parsons Brinckerhof (environment), Gruzen Samton Steinglass (design), BFHK&J (public access), and Harvard University (planning). Research is not needed as much as judgment, and Abeles Phillips Preiss & Shapiro were selected as market consultants because of our ongoing work on very comparable waterfront sites.

The market charette was prepared over a two-week period. After a tour of the site, the market and design team met to review the options. A preliminary list of uses was prepared. During the next few days, targeted research was prepared for these uses. A second market and design team meeting then took place. A preliminary program of uses was approved, subject to revision in subsequent design work. These uses, and the rationale for their selection, are described in this technical memorandum.

It is important to stress that certain non-market-driven goals were adopted in the process. Housing and other uses that would involve substantial environmental impact and loss of substantial area for public access were ruled out. Movie theaters and other uses that are not water-related or waterfront-enhancing were ruled out as well. A few uses that generate little if any revenue but contribute to the public's enjoyment or the social significance of the site were included. The revenue goal was not to maximize the site's profitability per se, but to earn as much as might be needed to design, maintain and program the best possible park. The distinction between maximum profit and maximum cost recovery is significant; an underlying principle has been that the park goals cannot be subverted by the profit goals.

This technical memorandum has been formatted as a separate report to allow a full discussion of the market options. It begins with a roster of the suggested uses. A more detailed discussion of each use follows. A very brief explanation for the rejected uses is provided. At the end, zoning issues for the preferred program of uses are discussed.

2. Suggested Uses

Abeles Phillips Preiss and Shapiro (APPS) suggest that the following uses be considered at a new Stuyvesant Cove Park, in order to generate revenue for the park's construction, maintenance and programming.

1. Indoor and outdoor parking and gas station. The existing garage, outdoor parking parking and gas station on the site are major revenue producers. The garage and parking take up valuable space that can be better used as park and restaurant (see No. 2). APPS propose to reduce the parking to areas where no other suitable use is likely: under the highway and within the garage building. To compensate, the parking facility should be released to charge market rates, something it is now prohibited from doing. Though reduced in size, under a restructured rate schedule, the garage/parking lots can earn more money. We estimate approximately \$450,000 annual ground rent over and above what was needed to retire the city bond used to build the parking garage (which is the basis for the current rent.) Once the current lease expires in 2012, another \$450,000 +/- ground rent could be generated, for a total of approximately \$700,000.
2. Rooftop restaurant/catering hall. A 600- to 1,000-seat restaurant could be built atop the existing garage, with an additional outdoor cafe area. The restaurant would be a high-price establishment like the nearby Water Club but, unlike that restaurant, would be high enough above the adjacent FDR Drive to enjoy a 360-degree panoramic view of Manhattan as well as the East River. We estimate that the restaurant could generate as much as \$400,000 annual ground rent, of which approximately \$300,000 might be made available per year before 2012, with the full amount made available thereafter. These numbers take into consideration sharing revenue with the City (to compensate for any lost income from the nearby and competitive Water Club, which is on city property) and the garage lessee (to compensate for any lost income and inconvenience suffered during construction and thereafter).
3. Beach club, consisting of year-round at-grade cafe pavilion with seasonal outdoor dining area, "beach barge" and floating swimming pool. The beach club could generate another \$250,000 annual ground rent. The cafe and beach club would be conceived as a popular place to visit -- more like Citicorp's public dining area than the proposed rooftop restaurant. The beach club also promises to attract more people to the restaurant and parking lots, thus enhancing the site's other revenue-producing uses.
4. Floating health facility, associated with one of the nearby hospitals. The health facility would generate little rent but it could generate capital improvements; APPS assume that the facility would pay for pedestrian access improvement and security in lieu of rent. The health facility would add a social dimension to the project, as well as help make the site more secure and a year-round place to visit.

A total revenue stream of approximately \$800,000 could be realized in the near future. A greater total revenue stream of slightly more than \$1.3 million could be realized after the year 2012. The Heinz/Ruddick design implication is to pursue a two-phase design program (see Section VII). Thus, in Phase One, the site could be converted to a publicly accessible and inviting open space, with a level of investment and activity somewhat more intense than, but still akin to, that of Fulton Ferry/Empire State Park in Brooklyn. In Phase Two, mainly out-of-sight but still necessary environmental and infrastructure improvements would be made and some cultural and programming uses would be added.

3. Parking and Gas Station

The site is now used mainly for parking, with an associated gas station. A four-story parking garage sits atop a pier structure, containing 515 parking spaces. An outdoor parking area just to the south and also atop the pier structure accommodates 140 parking spaces. Scattered about (mainly beneath the highway) are another 585 parking spaces. Alongside the highway's service road are 164 public parking spaces. There is a total of 515 private indoor, 725 private outdoor and 164 public outdoor parking spaces.

The recommended rooftop restaurant atop the garage would reduce the number of indoor parking spaces to about 450. The design team recommends moving the north bound service road for the highway and rearranging the interstitial space under the highway, to make parking there more efficient. Although a more accurate estimate must await additional design work, the chances are that all of the outdoor public parking space would be lost and the number of outdoor private parking spaces would be reduced to 290. The net effect could be the loss of approximately 65 private indoor, 435 private outdoor and all 164 public outdoor parking spaces.

The current private garage and lots are operated by Skyport Inc. The lease terms with the City restrict the monthly rental rates to \$130 for indoor spaces and \$52 for the outdoor spaces. Based on comparable space in the immediate vicinity, these monthly rates are very much below current market levels. It is estimated that indoor spaces can command approximately \$230 per month and outdoor spaces (located under the FDR Drive) can command approximately \$150 per month. Not surprisingly, given its rent structure, the garage has full occupancy and a several-month-long waiting list.

The City can compensate for the reduction in the number of parking spaces by allowing Skyport (or any other lessee) to charge full market rates. To illustrate, under the redesign scenario noted above, the number of spaces would be reduced to a total of 740, of which 450 spaces would be located in a garage structure and 290 spaces would be located outdoors under the FDR Drive. When the projected monthly rental rates are applied to the reduced number of spaces, the result is a net increase in gross revenue. Specifically, the market

rate spaces could potentially generate up to \$1,800,000 per year in total revenue, representing an increase of \$500,000 per year in gross revenue over the current condition (see the table below). Were the increase in revenues to be split 50/50 between the current lessee and the City/community, a \$250,000 per year revenue stream could be generated for the site. A 50/50 split is intentionally generous toward the tenant so as to better secure its cooperation.

TABLE 1. PROJECTED PARKING REVENUES

	<u>Parking Spaces</u>		<u>Rounded Totals</u>	
	Indoor	Outdoor	Monthly	Yearly Total
EXISTING				
Spaces	515	725	1,240	1,240
Rate	<u>\$130</u>	<u>\$52</u>	--	--
Revenue (Mo.)	\$66,950	\$37,700	\$105,000	\$1,300,000
PROJECTED				
Spaces	450	290	740	740
Rate	<u>\$230</u>	<u>\$150</u>	--	--
Revenue (Mo.)	\$103,500	\$43,500	\$147,000	\$1,800,000
DIFFERENCE	\$36,550	\$5,800	\$42,000	\$500,000

In fact, APPS recommend a slightly different rate structure that would yield no significant change in the projected parking revenue. At present, cars come and go, to the point that occupancy can go down to 75% or so, but not in a manner in which a block of spaces in one part of the facility can be freed up. APPS suggest a graduated rate structure, such that a higher price is placed on some spaces to free them up for park and restaurant uses. For instance, spaces below the highway could be priced at \$125 Monday through Friday, and then on an hourly charge Saturday and Sunday, so that people who regularly use their cars on the weekends prefer parking under the highway and thus, departing most weekends, free up spaces for others to park when they visit the site. Park and restaurant guests would thus know that parking spaces generally await them at Stuyvesant Cove, albeit at a cost.

The current rent structure is based on a net rent to the City sufficient to pay off the initial bond to build the facility. The lease is to expire in 2012. At that time, should the City so agree, more of the parking facility's revenue could be rededicated to the site,

either to issue a new bond for needed or wanted capital improvements or for operation/programming of the park. Assuming a typical \$500/space annual operating cost,¹ or \$370,000 per year, \$1.4 million per year is available for rent, usual building/pier maintenance costs and profit. Assuming a 50/50 split again, the garage could perhaps generate \$700,000 per year in revenue that could be dedicated to the site.

The gas station's revenue could also be rededicated to the site after 2012. Sites for gas stations with highway access can sell for \$500,000 to \$1,000,000. An even higher figure may be possible here, since gas stations are a rarity in Manhattan. Using the \$1 million figure and assuming an annual revenue stream equal to 10% of land value, one can estimate an additional \$100,000 income after 2012. The garage and gas station revenue streams together would yield \$800,000 per year after 2012 (in 1992 dollars).

In order to implement the proposal before 2012, the City would need to renegotiate the current lease. In such an endeavor, three factors work in the City's favor. First, the existing gas station next to the garage, which is a substantial revenue producer in its own right, is not affected by the proposal. Second, it is proposed that the City/site recapture only half of the added revenue stream; the garage operator would realize the other half. Third, though the parking facility would be smaller, its operating cost would also decrease slightly, increasing net profit to the facility's operator. The reconfiguration of the parking facility and its rate structure works to everyone's advantage.²

4. Rooftop Restaurant

The site is one of a handful of places along Manhattan's eastern waterfront easily accessible to pedestrians and automobile drivers, as well as to local residents. The highway rises up to provide ready pedestrian access to dense housing and institutional uses immediately proximate -- not a several-block walking distance through industry or park. The highway and city grid provide ready access for automobile drivers from all over the city and especially taxi riders from nearby Midtown. This extraordinary access to a waterfront site invites commercial uses that benefit from such a setting. Restaurant goers seeing a fine meal in a spectacular setting are obviously a prime group of potential patrons.

Plenty of places along the city's waterfront are as scenic, but restaurants involve a tremendous capital investment in equipment and furnishings and a large operating investment in staff and in food that spoils. They do best where they can tap a business, business visitor, resident, and tourist trade: this way, the investment is amortized over the course of 14 meals a week, not 5 (weekday business lunch only) or 4 (weekend lunch or dinner only). This is why Manhattan is the nation's restaurant capital.

the site can tap such a variegated market. If properly designed, run and marketed (more on this later), the restaurant could rely on a steady lunch trade from nearby hospitals and offices, weekend trade from nearby residents and dinner trade from Midtown hotels. It

shares with the locations of a number of New York City's top grossing restaurants (see table below) a combination of accessibility to these markets and uniqueness of setting. Note that one of the top grossing restaurants (the Water Club) is just to the north of the site; three others also have a waterfront and/or park location (the River Cafe, the Water's Edge and Tavern on the Green).

TABLE 2. TOP GROSSING INDEPENDENT RESTAURANTS IN NYC

Nat. (1) Rank	(2) Restaurant	Annual Sales	Seats	Avg. Check	\$/Seat
1	Tavern on the Green	\$26,000,000	1,000	\$44	\$26,000
2	Rainbow Room	25,410,000	1,200	74	21,175
3	Windows on the World	25,124,000	565	49	44,467
5	Smith and Wolensky	25,124,000	380	49	66,116
10	Sparks	13,600,000	300	60	45,333
13	The "21" Club	12,000,000	450	65	26,667
14	The Four Seasons	12,000,000	400	80	30,000
23	The Water Club	9,123,000	610	55	14,956
26	Le Cirque	9,000,000	125	70	72,000
31	Russian Team Room	8,385,000	325	45	25,800
34	Gallagher's	8,100,000	240	35	33,750
52	Junior's	7,000,000	500	14	14,000
56	Manhattan Ocean Club	6,808,000	220	55	30,945
63	Water's Edge	6,438,000	500	50	12,876
65	Oyster Bar	6,385,000	500	26	12,770
67	The River Café	6,317,000	125	82	50,536
70	Ben Benson's	6,250,000	250	55	25,000
75	Canastel's	6,100,000	250	35	24,400
76	Gotham Bar & Grill	6,100,000	165	57	36,970
86	Café des Artistes	6,000,000	110	50	54,545
90	Café Iguana	5,800,000	300	23	19,333
95	Carnegie Deli	5,645,000	166	14	34,006

(1) Among the top 100 in the United States; only New York City restaurants reported.

(2) Excludes chains, independents with more than one location, and restaurants that prefer not to publish their real earnings.

To set Stuyvesant Cove's restaurant apart from a design perspective, APPS suggest that the restaurant be situated atop the garage structure. Half the rooftop space would be lost by putting a level platform across the roof. Though the existing elevator could be used, one or two additional exterior elevators facing the park and visible from the highway may be worth the expense from a marketing point of view. Service deliveries could be made via the existing elevator or even directly by small vehicles driving up the garage's ramps. A special, handsome drop-off area -- as at the River Cafe -- is necessary. APPS suggest 600 to 1,000 seats indoors, with some more seats outdoors; no doubt the restaurateur will have his/her own ideas, but at 600 to 1,000 seats the restaurant can be large enough to handle significant catered events. The most striking aspect of this waterfront restaurant is that it would offer views in all directions. Most Waterfront restaurants look out over the water in one direction only. The restaurant affords views not just across water (the east and south), but of the city skyline (to the north and west). It will be one of a handful of rooftop restaurants in the city, one of a handful of waterfront restaurants and the only rooftop restaurant on the waterfront.

Regarding marketing, it is important that the restaurant be distinguished in cuisine and image from the nearby Water Club. This is not just a matter of business prudence; it is also sound public policy, since both are on city property and pay rent to the City. Distinguishing the two restaurants is not as hard as might be imagined; it would be accomplished by a greater emphasis on catering (e.g., like Terrace on the Park); a less exclusive image at Stuyvesant Cove than at the Water Club (e.g., like the Chard House), and a different cuisine (e.g., Italian instead of continental) would help as well.

Restaurants are a highly entrepreneurial business. They typically get private rather than bank financing. They usually are run by the owners themselves, not a parent corporation or management entity. It will be important to structure the bid for the restaurant so that the right management entity (not just the highest bidder) can emerge. Fortunately, New York City has no shortage of restaurateurs, and the city government no lack of experience in seeking and selecting restaurant developers. The implication is, however, that the city agency with the most experience (the NYC Economic Development Corporation), not the garage operator/lessee or the community, should undertake this bidding and selection process.

How much might the restaurant earn? The prior table shows how hard it is to predict; there is no clear pattern by either the number of seats or the average check. Nonetheless, excluding the dozen largest and smallest, as well as the least and most expensive restaurants, yields the following ranges:

\$35 to \$65 per check

\$13,000 to \$66,000 per seat

Table 3 compares these numbers with crude construction and rent assumptions.

TABLE 3. PROJECTED RESTAURANT REVENUES

Assumptions

S.F./Person	25 (1)
Const. Cost/S.F.	\$300 (2)
Const. Cost/Seat	\$7,500 (3)
Gross per seat	\$15,000 (4)
Ground Rent	.0.05 (5)

<u>No. of Seats</u>	<u>Const. Cost</u>	<u>Gross</u>	<u>Rent</u>	<u>Debt</u>	<u>Net</u>
600	\$5,500,000	\$ 9,000,000	\$450,000	\$514,000	\$308,000
700	5,250,000	10,500,000	525,000	690,000	360,000
800	6,000,000	12,000,000	600,000	789,000	411,000
900	6,750,000	13,500,000	675,000	887,000	463,000
1,000	7,500,000	15,000,000	750,000	986,000	514,000

- (1) As is typical for eating/catering establishments.
- (2) This could be much higher if the rooftop facility involves difficult engineering.
- (3) This could be much higher if an exclusive image is pursued.
- (4) The lower figure is selected to err on the conservative side.
- (5) As for the Water Club (5%) and Water's Edge (6%). In fact, a more complex rent structure would be preferred, allowing the restaurateur to amortize the construction cost faster and the City/site to realize more income: e.g., a fixed base rent equal to, e.g., \$300,000, with a graduated percent of gross rent that increases with gross (1% for first \$3 million, 2% of the 2nd million, 3% of the third, etc.) or time (1% year 1, 2% year 2, 3% year 3, etc.) or some combination thereof. An average and very conservative 5% is used for analysis purposes, however.

Thus, depending on its size and market, the restaurant could pay \$450,000 to \$700,000 ground rent (this compares to the \$250,000 to \$500,000 that the Water Club pays.) Until 2012, it is reasonable and necessary that some of this rent be paid to the garage operators. We assume only 25%, since the garage operators will already be benefiting from the reconfigured plan, and can also earn revenue from the restaurant goers who arrive by car and will thus need parking. If the Water Club is adversely affected, it is reasonable that some of the Stuyvesant Cove rent revenue be assigned to the City for the site, to make up for any lost income from the Water Club. APPS assume another 25% even though APPS intuit that there is enough demand to support both the Water Club and Stuyvesant Cove, provided that both go out of their way to present a different image (much as restaurants in Restaurant Row do). Under the assumptions above, the Stuyvesant Cove restaurant could generate \$225,000 to \$350,000 in revenues per year for the park between now and 2012, and \$340,000 to \$525,000 per year thereafter.

5. Beach Club and Cafe

A beach club and cafe are recommended at the northern end of the site, in the pier area now used for open air parking adjacent to the garage. (The southern end of the site would be preferred from a market perspective because of its superior views, but this would counter the design concept of having the commercial uses deintensify as one moves south.)

The cafe is conceived as a small glass pavilion with simple kitchen, similar to those at the Boat House, the Boat Pond and zoo in Central Park, and the cafe at the Brooklyn Botanical Garden. In winter there would be a minimal number of tables (say 50). In summer the tables would be cleared away to provide room for queuing and milling about; a tarpaulin would extend out to provide shade for perhaps as many as 100 to 200 seats, and another 100 to 200 seats would be open air. Space could be provided for food vendors (who would be charged some sort of rent). This concept is similar to that pursued at the Tuilleries Gardens of Paris and Kungsgarden of Stockholm.

Next to the cafe would be a floating pool and a barge with 4+ inches of sand, replete with beach chairs, sun umbrellas, volleyball nets, etc. A floating pool has long been considered in New York City but is economically impractical. However, although the floating pool will probably lose money, it is expected that the beach barge will earn money. A similar facility is said to have earned \$250,000/month for the summer months. It is assumed that the profit from the beach barge will cancel out the loss from the pool.

People-drawing uses other than the beach barge and floating pool could also be contemplated, but none struck APPS as more practical. A low-lying floating facility like that suggested has the advantage of not blocking views from the cafe. A roller skating/ice skating rink, tennis courts, miniature golf course, or similar use would be unsuited to a

floating structure, due to rocking; these uses would take up valuable space if moved to terra firma. Floating cultural facilities (e.g., music barge and floating cinema) are possible alternatives, but they do not hold the prospect of being economically self-sufficient, and are therefore relegated to later, more prosperous phases of the site's dedication as park.

As implied, the real revenue producer is the cafe, with the beach barge and floating pool mainly of value as ways of bringing more people to the site. It is difficult to calculate the cafe's revenue potential, as there are few comparables in New York City. One comparable, the Loeb Boat House, has about 50 indoor seats and mainly serves as a staging area for outdoor dining; it grosses \$2.6 million and pays \$286,000/year rent. A seasonal restaurant on the Hudson River near Battery Park City reportedly pays \$250,000. This lower figure is adopted as a more conservative benchmark.

6. Health Facility

The site is directly east and south of University, Bellevue and the Veterans Administration Hospitals, and also near Cabrini and Beth Israel Medical Centers. These hospitals are crammed on their campuses. No doubt, they now have or will have a need for expansion space. The site may be a suitable place to accommodate this need. It has terrific access to the hospitals and to community services. It is next to but not an integral part of a residential neighborhood that might otherwise object to the medical (or related) use contemplated. There are, however, two provisos.

First, the waterfront must be a suitable place for the specific use. A hospice or residence for AIDS patients, for instance, would be inappropriate since many people with AIDS suffer loss of body fat and would find the wintertime on the waterfront unbearable. A nurses' residence or floating guest house for visiting doctors would be more appropriate.

Second, the use must be suitable for adjacency to a public park. A drug treatment center would discourage park and restaurant visitors. A floating day care center for hospital workers would have obvious linkages to a park.

The health facility would probably generate no revenue for the site. The facility would inherently be small. The hospital might, however, provide useful site improvements (e.g., new lighting at the crosswalks or more security, etc.).

The health facility would also be of symbolic value. The main beneficiaries of the park would be residents of Stuyvesant Town, Peter Cooper Village, and Waterside, which have median household incomes of \$45,000, \$65,000 and \$61,000 respectively, according to the 1990 census. This compares to a citywide median household income of \$30,000.

The health facility would help create a citywide improvement and significance for the park proposal that counters arguments relating to park improvements in wealthier as opposed to poorer neighborhoods.

7. Rejected Uses

As noted, a number of other uses were briefly considered in the course of the market charette. Most of these are listed below, with brief explanation why they were ultimately rejected.

1. Signs on garage wall. Several hundred thousand dollars per year could be made by putting billboards on the southern wall of the garage. Each billboard could generate approximately \$50,000 per year and a minimum of four billboards could be built. billboards would commercialize the park, however, more than the restaurant uses contemplated. They would be noncomplying with zoning.
2. Flea market. The site would be valuable for a flea market, owing to its outstanding highway access and visibility. There are very few sites in new York City, let alone Manhattan, that offer good, easy on-and-off-the-highway access. However, traffic impact would be significant, and the retailing space and parking would consume valuable park space.
3. Shopping center. The same opportunity and caveats are raised by virtually all types of shopping on the site, which would invariably be auto-oriented (e.g., Toys-R-Us or K-Mart, etc.).
4. Automobile sales. The site offers extremely good visibility and access to Manhattan automobile drivers and 13,000 relatively affluent households live in the immediate vicinity. The site's gas station can also be the basis for auto service which increasingly is the source of profit for auto sales establishments. Alternatively or in addition, the garage could be partly or totally converted to a multiple dealer showroom. Yet, probable market support does not translate into major revenue streams; it is no accident that auto sales are relegated to lower rent locations. Unfettered garage and parking lot rates would generate higher revenues.
5. Health club. Health clubs tend to prefer high visibility locations convenient to both residents and commuters. This site has this advantage, as it is astride the FDR Drive, proximate to several hospitals, and convenient to 13,000 relatively affluent households. A health club would occupy the same rooftop space that might otherwise be set aside for a restaurant, however, and it is not nearly as profitable. It is, in APPS's view, an option only if the restaurant/catering hall proves infeasible or undesirable.

6. Tennis courts. Private tennis courts are in vast demand in Manhattan precisely for the reason why they are not preferred here: they are enormous space consumers. The garage rooftop -- the one area with a suitable footprint -- is more profitably reused for a restaurant or health club. It is probably unlikely that a tennis club could even afford the capital expense of building a level floor above the garage's roof, which has a pitch to it now.
7. Expanded marina. Stuyvesant Cove has overbearing disadvantages for a marina. With 600 linear miles of waterfront in New York City alone and thousands of linear miles within one hour's drive, wealthy New Yorkers have significant ranges of choice as to where to park their boats. Most boaters prefer to drive an hour rather than sail several hours in order to be in the Long Island Sound, the region's preferred place to sail; this puts most New York City marinas at a considerable disadvantage in the region. The East River has stiff currents and tidal action, compared with the Hudson River and other New York City estuaries; this also puts Stuyvesant Cove at considerable disadvantage in New York City. The clincher is that a full service marina requires 140 to 300 boat slips to achieve the needed economies of scale; this would involve dedication of the entire site to a marina, which would prohibit other uses.
8. Yacht condominium. The site could prove appealing to luxury yachts seeking a place to tie up. It offers a combination of features rare along the city's waterfront: local services (along 23rd Street and in Waterside), gasoline, secure parking and security. A yacht tie-up at Battery Park City generates as much as \$2,000 per linear foot purchase price. The decline in yachting and concomitant surfeit of tie-up space makes this a risky revenue source at this time, but it may be worthwhile to provide opportunity for this use should there be a rebound in yachting.
9. Yacht and boat docking. This use is not very different from a yacht tie-up, except that the boats are smaller and a minimum "rent" is charged for transient docking. The East River is part of the federally designated Intracoastal Waterway, which seasonally generates a lot of boat traffic. This use would do a lot in terms of the site's visual qualities (boats moored in the cove) but not a lot in terms of revenue production.
10. Houseboats. Just as at the 79th Street Boat Basin, if given the opportunity, the site could be a preferred place for boat houses. However, boat houses raise sanitation, environmental, legal, precedent and other issues that make them anathema to the City.
11. Dinner Cruises. A pier could be built to accommodate a cruise boat that would provide dinner and/or entertainment, sailing about the river and harbor. Like a restaurant, such a use would be very lucrative here. However, competition on the

Hudson River opposite Stuyvesant Cove and the need to build a pier here but not there puts Stuyvesant Cove at some disadvantage. While this use need not be ruled out, it appears less lucrative than the garage-rooftop restaurant proposed.

12. Hotel. The site has tremendous highway access and visibility, and the waterfront offers a great view, which in many places adds up to a tourist hotel location. In New York City, however, tourists and business people prefer to be close to Midtown's offices, restaurants and tourist attractions. Few hotels have survived outside of Midtown and, to a lesser extent, the Upper East and West Sides; fewer have prospered sufficiently to afford the extraordinary platforming and infrastructure costs associated with such a structure at Stuyvesant Cove. A hotel developer (especially with international backing) may risk the project anyhow; but it is unlikely, especially with room occupancies in New York City being so low due to a binge of hotel building in the 1980s.

As the discussion above indicates, the selected uses are by no means the only ones that were considered or might yet be considered. The selected uses are simply the most promising in today's marketplace. Other uses may prove worthy of consideration, particularly billboards (with the right design guidelines), yacht tie-up, boatel, cruise boat tie-up and, if a rooftop restaurant proves infeasible, a rooftop health club. The preferred design should provide opportunity for these options.

8. Zoning

Market support and design suitability are two prime considerations regarding the options that have been selected. Practicality is a third.

Several practical issues have been discussed above, such as the current garage/gas station lease until the year 2012. Zoning -- any by inference the ability to proceed with a plan without an attendant delay while dealing with a variance, let alone a rezoning -- is a major consideration as well.

The zoning at Stuyvesant Cove is a predictable anomaly. Although it abuts a residential neighborhood, is not part of the working waterfront and for more than twenty years was intended for residential and commercial development, it is zoned for industrial use. Stuyvesant Town, Peter Cooper Village and the adjacent portion of Avenue C lie within an R7-2 residential district and Waterside and the U.N. School are covered by a C2-7 commercial district that was mapped to accommodate those projects; but the site itself, including the marginal street, the garage pier and the cove out to the pierhead line, is zoned M2-3 Medium Manufacturing. (To the south, the Con Ed property is zoned M3, which is the only zone that allows power plants.) Although an anomaly from the standpoint of actual land uses and surrounding zoning designations, the Stuyvesant Cove zoning is quite predictable, since M2-3 districts cover most of the Manhattan waterfront: marginal streets

and distance between bulkhead and pierhead lines. M2-3 is the district intended for the loading and unloading of goods, the activities typical of docks and railyards. The zone was widely mapped along the waterfront in 1961 and only relatively small areas have been rezoned since then in anticipation of specific redevelopment projects.

Fortunately, M2-3 is a far less restrictive zone than one might assume. Although intended for industrial and transportation-related uses, it also allows most commercial uses. It does not allow residential or community facility uses and this would preclude one of the uses proposed for the site; a health-related or domiciliary care facility, such as an AIDS or tuberculosis hospice, is a Use Group 3 community facility use that would not be allowed, either as of right or by special permit. Although some commercial uses, such as hotels and amusement parks, are also forbidden in M2, this would not affect the proposed program of uses. Restaurants (Use Group 6A), catering halls (Use Group 9 or 13), indoor/outdoor cafes (Use Group 6A), gas stations (Use Group 16), parking lots and garages (Use Group 8C) and commercial beach clubs and swimming pools (Use Group 13) are all permitted as of right in M2 districts.

The maximum allowable FAR in an M2-3 district is 2.0. It should be noted that the existing garage structure is a grandfathered use that may be fully occupied, either by an existing use or by any combination of permitted uses, without restriction. If the floor area is expanded through mezzanine construction or if new structures are introduced, the 2.0 FAR limitation would apply to the total collective floor area contained in all structures on the zoning lot that are built on land, pier, or platform or that are permanently affixed to the land. Floating structures are ambiguous as to whether they are considered buildings and therefore as to how much zoning area they contain. The marginal street is not part of any zoning lot.

Within the overall maximum floor area, there are no restrictions on the amount of floor area that may be occupied by any particular use. There are also no restrictions on the amount of restaurant seating. Ordinarily, parking lots and garages are limited to 150 spaces without a special permit, but larger existing facilities (such as those on the site) are grandfathered.

Accessory business signs of any type or size are allowed, except within 100 feet of a residential district or mapped public park, and except that restrictions apply to illuminated signs within 500 feet of a residential district. Any sign advertising a business or other use on the same zoning lot is an accessory business sign.

All in all, the current zoning is not likely to interfere with any aspect of the proposed use program, except for the health care facility. If a health care facility is to be introduced or if the M2-3 bulk regulations are too restrictive, then a rezoning would be in order. Since m2 is clearly outdated and inappropriate at this location, a commercial district rezoning could probably be accomplished. Given the proposed uses, though, it is hard to select an

appropriate zone. C2, C4, C6 and C8 would all permit restaurants, cafes, catering halls and parking. The only one of those that permits gas stations is C8, but the existing gas station would be grandfathered in any event. A hospice or other Use Group 3 use would be permitted in C2, C4 or C6 but not in C8. The difficulty involves the beach club and the swimming pool. The most direct listing of such uses in the Zoning Resolution is in Use Group 13, which includes "commercial swimming pools" and "commercial beaches." Only C7 (which excludes other proposed uses), C8, and manufacturing zones allow Use Group 13. If the beach and pool will be available only to members of a "club," but will not be commercial, money-making ventures, then they would be classified as noncommercial clubs, which are listed in Use Group 6 and are allowed in C2, C4 and C6 districts. Unrestricted, publicly accessible pools and beaches are not listed in the Zoning Resolution and would seem to be restricted to public parks, which are exempt from zoning.

Even after a rezoning, the floating health care facility would still face regulatory hurdles. Since Stuyvesant Cove has been designated a non-navigable waterway (since Waterside could not have been built in a navigable waterway), the Army Corps of Engineers has no jurisdiction, but the cove remains an off-shore waterfront area, so any use must be approved by the State Department of State. It is dubious whether this department would determine that this is an appropriate use of the waterfront or that the waterfront is an appropriate place for sick, weakened people to live. The nebulous status of floating but stationary structures under current zoning is also a potential problem.

All of the above refers to the existing Zoning Resolution. Within a matter of weeks³ the City Planning Department will propose new waterfront zoning, which would, if enacted, render much of the above discussion moot. The proposed zoning would list commercial beaches as water-dependent uses and swimming pools and noncommercial clubs as waterfront-enhancing uses and would encourage these in a greater variety of districts. The zoning would also clarify that status of floating beaches and swimming pools. In other respects, though, the new zoning would affect the proposal adversely. Non-water-related uses would not be allowed on floating structures, except for power plants and government facilities; privately operated health or hospice facilities would be prohibited and a government-operated facility would require a special permit. Permissible floor area would be reduced, since land underwater would no longer be counted for FAR purposes. Since the proposal does not call for significant new construction and is designed to increase public access, other aspects of the new zoning would not affect the Stuyvesant Cove proposal.

One way to avoid zoning restrictions would be to map part of the site as a park. The more heavily developed and commercial portion of the site, including the gas station and garage pier, would be excluded, as would the area directly beneath the FDR Drive. The cove itself and most of the water's edge would be part of a mapped New York City park, and Zoning Resolution 11-13 provides that zoning districts (and thus zoning regulations) do not apply to mapped public parks. The various floating uses that have been proposed would all be possible, and FAR limitations would not apply.

Park mapping creates its own problems, however. The mapping process is time-consuming, involving legislation and public hearings. The New York City Department of Parks and Recreation (DPR) would then control the site and would not necessarily be bound to any previously agreed-upon program of uses. The requirement for discretionary approval by DPR would thus replace the possible need for discretionary approval by the Board of Standards and Appeals (for a variance) or the City Planning Commission (for a rezoning or special permit). The proposed use of a city park for nonrecreation use (i.e., a health care facility) or restricted commercial uses could present significant legal and policy questions. In short, this potential solution could very well be more onerous than the zoning problem it would eliminate.

Although a ferry landing was opened in October 1994 at East 34th Street, the APPS market study concludes with one additional commercial use to be investigated: a commuter ferry stop. APPS note the location nearby hospitals, residential buildings and a busy commercial district make this a likely pick-up and drop-off point.

Notes to Market Options Study

Note 1

Typically, a garage costs \$500 +/- per parking space to operate, broken down as follows:

Salaries	\$225
Utilities	63
Insurance	17
Maintenance	15
Miscellaneous	7
Security	175
Management	15
	=====
TOTAL	\$517

It is expected that the current garage and parking lots involve unusually high costs, since there is a need for more staff and security to supervise the satellite outdoor parking lots and to maintain the pier structures underneath the garage. The reconfigured arrangement will not greatly change the staffing inefficiencies. However, the amount of parking space and especially pier space to be maintained will be cut in half; utility and insurance costs should go down somewhat, too.

Note 2

Note that the State is now reconstructing the highway and will need much of the space used for outdoor parking for construction purposes during the meantime. This may provide further legal or practical basis to implement the redesign or renegotiate the lease.

Note 3

Editor's Note: This observation was made in January 1993.

SECTION VII - Implementation: Logistics and Funding

The Stuyvesant Cove Open Space Study submitted to Community Board Six by Heintz/Ruddick recognized the implementation of any plan for the site would progress in phases. At the time the study's findings were adopted, the New York State Department of Transportation was gearing up for the Avenue C Viaduct reconstruction project. The large project would require the removal of parking from underneath the elevated portion of the FDR Drive and the use by NYS-DOT of a large part of the site for a staging area. As a part of the Avenue C Viaduct project, NYS-DOT earmarked \$1.3 million in their contract for site enhancement. The specific plans for this enhancement and the elements it would include have been and continue to be the subject of discussions between Community Board Six and NYS-DOT.

As the work began on the FDR, Community Board Six, with the sponsorship the NYC Economic Development Corporation, filed an application for federal funding under the Intermodal Surface Transportation Enhancement program (ISTEA) and was awarded \$460,000 which together with \$115,000 in local match monies provided \$575,000 to begin final design work on the park, esplanade and bikeway and for the drafting of construction documents. The work to be accomplished under this grant was laid out in the following schedule of phasing and implementation by EDC:

	Task	Funding	Date
Phase I	Schematic Design	Borough President	June 1993
Phase II	Final Design	ISTEA Enhancement NYC EDC	1994/95
Phase III	Construction documents & Subsurface rehab. alternatives analysis	ISTEA Enhancement NYC EDC	1994/95
Phase IV	NYS-DOT FDR Rehab. completion and general site clean-up and improvements	NYS-DOT	1996
Phase V	Construction	ISTEA	1997

Further details on this work follow in the Task Costs Breakdown and Costs Estimates.

The Community Board will enter into a letter of agreement with the Economic Development Corporation which will stipulate the role of each agency in the administration of the work.

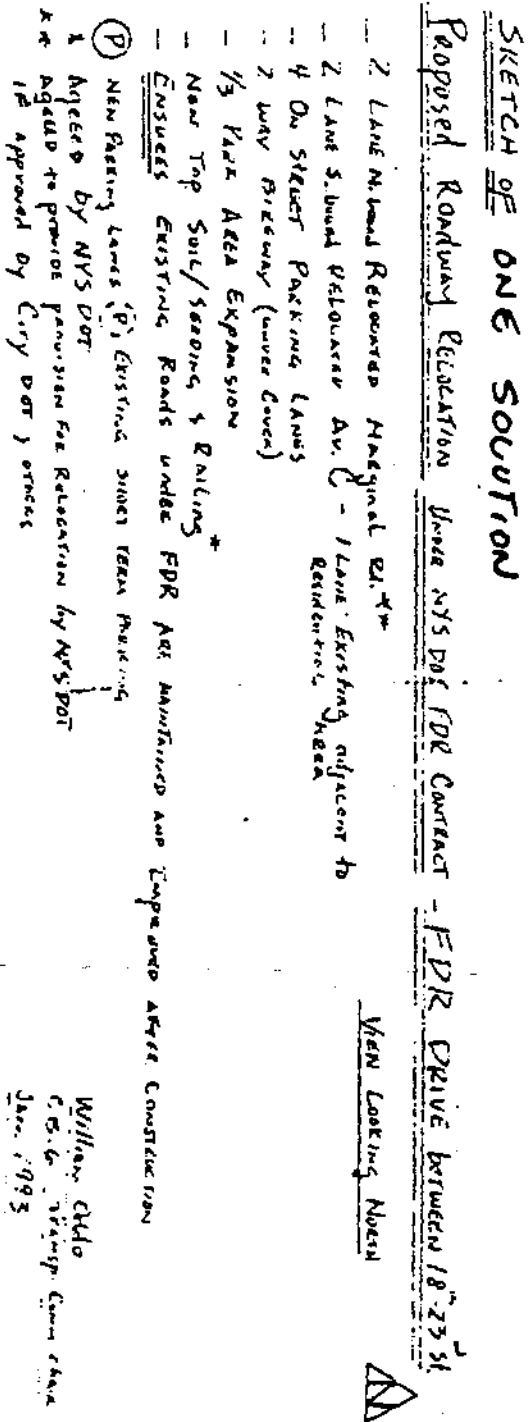


Figure 18
Page 59

J. Rausch, NYC-EDC

ROADWAY WORK
FINAL DESIGN / CONTRACT DOC
CONSTRUCTION - CHAQ

BOUNDARY OF EPL
ENHANCEMENT - FUNDED
WORK PROGRAM
(ADDITIONAL SURVEYS
TOPO & UTILITY SURVEYS,
DESIGN DEV. & CONTRACT
DOCUMENTS FOR PARK
PORTION)

PARK & BIKEWAY CONSTRUCTION
CHAQ & APPLICATION

NYS DOT STAGING AREA
1.3 MIL. DESIGNATED FOR
SITE IMPROVEMENT WORK

Figure 19
Page 60

FUNDING RECEIVED TO DATE

STUYVESANT COVE PARK & BIKEWAY PLAN

FISCAL YEAR 1993-94

TASK	COSTS
Survey Phase:	\$ 125,000.
Topographical & Utility Survey;	
Parking Survey;	
Traffic Survey and exploration of realignment of northbound service road;	
Bulkhead and subsurface investigative services;	
Sewer Outfall analysis;	
Design Phase:	\$ 146,750.
Analysis of existing conditions and schematic design;	
Analysis of potential new uses and concessions;	
Feasibility of moving existing gas station;	
Short-term options for parking & gas station portion of site;	
Design Development;	
Public Review and input;	
Final Design;	
Additional Costs:	\$ 34,250.
TOTAL:	\$ 296,000.
Local Match:	\$ -59,200.
ISTEA TOTAL:	\$ 236,800.

FISCAL YEAR 1994-95

TASK	COSTS
Construction Phase:	\$ 210,000.
Construction/Contract Documents;	
Permit Processing;	
Bidding & Analysis;	
Checking Shop drawings/Limited Const. Observation;	
Additional Costs:	\$ 34,000.
Reimbursable Expenses;	
Other;	
TOTAL:	\$ 244,000.
Local Match:	\$ -48,800.
ISTEA TOTAL:	\$ 195,200.

The following tasks and the expenditures associated with them have been included in the most recent application for CMAQ funding. As of May 1995, the application is pending.

FUNDING PENDING

(CMAQ V)

Roadway Work Contract Documents
10% Contingency

(CMAQ VI)

Construction Of Roadway Work
10% Contingency
8% Construction Supervision

(CMAQ VI)

Construction of Park & Bikeway
10% Contingency
8% Construction Supervision

TOTAL CMAQ V Request includes:

Federal Funds Required (80%)
NYC Local Match Funds Required (20%)
Total Project Funding for CMAQ V

TOTAL CMAQ VI Request will cover:

Federal Funds Required (80%)
NYC Local Match Funds Required (20%)
Total Project Funding for CMAQ VI

Estimated annual operation costs:

The only operating costs anticipated are those of maintenance. Parks Department will maintain the bikeway, esplanade and park. NYS DOT will maintain the roadways.

Source of Funds

1. Anticipated source(s) of Capital Funds:

Funds will come from the City's capital budget, MBPO and Council Member Eristof.

2. Anticipated source(s) of Operating Funds for five years:

Maintenance operating costs will be incorporated within the Parks Department and the Department of Transportation's annual budgets.

One of the most complicated elements in the Stuyvesant Cove Park development plan is the economic component. The largest component envisioned is the construction of a rooftop restaurant atop the existing Skyport parking garage, itself a multi-story parking lot built on a pier extending into the East River. The construction would require the work of civil engineers to determine the stress and load bearing capacity of the existing structure and/or the required structural changes to the existing building that a rooftop restaurant would need. Further study would have to be done to determine the condition of piles supporting the pier on which the garage stands. Architects would have to design the actual restaurant facility, giving special attention to questions of how deliveries would be made, how garbage would be disposed of and how traffic to and from the restaurant would flow.

Other major work to develop the park would have to be done to examine and determine the condition of the bulkhead in the area of the cove. EDC has indicated that major repairs may be needed on the bulkhead as has been the case elsewhere on the East River. This work would have to be done before the park could be developed up to the water's edge, including the beach and rocky promontory elements. Also critical to beach plans would be the reconfiguration of the five combined sewer outflows opening into the cove. This work would be under the jurisdiction of the NYC Department of Environmental Protection.

General site enhancement work, preliminary to the actual park construction, would be handled by NYS-DOT and NYC-EDC. A great deal of the work has been included in the NYS-DOT contract for the Avenue C Viaduct reconstruction. This elevated structure skirts the edge of the site. While the four-year-long roadway reconstruction will delay the actual building of the park, a lot of the ground work for the park will be accomplished by the highway job. This includes, removal of Jersey barriers along the bulkhead, site clean-up and a new off-ramp leading from the FDR to Avenue C. The staging needs of this project have, in part, forced the issue of reconfiguring and relocating the parking there with NYS-DOT creating a staging area that occupies most of the space previously used for parking.

The Heintz/Ruddick study explored the question of the demolition and relocation of the existing gas station at the cove. This would require the termination of the existing lease and the identification of an alternative site for the relocation of the gas station.

Design work for the cafe, boat house and ecology center would have to be done, although these are not large or complicated structures.

Further work to develop the park would include grading of the site and the creation of a sandy beach along the cove shoreline, seeding lawns and various plantings. There would also be the construction of the "natural looking" outcropping, perhaps using rip-rap (large stones and boulders) and, finally, the mooring of sand barges to complete the park amenities.

For the latter stages of park development, the Community Board will seek sponsorship for additional funding through the ISTEA Congestion Mitigation and Air Quality program, known as CMAQ. The work covered under this funding would build on the findings of the studies conducted under Phase III

Project Management

Although Stuyvesant Cove is a single plan in terms of the design concept, the implementation of the plan will have to proceed in phases consisting of discrete projects under the management of different city and state agencies in partnership with the Community Board. As stated in the introduction of this document, it is precisely for this reason that Community Board Six seeks the adoption of this 197-a, to provide the framework for the coordination needed for the orderly development of the site. Work on the Avenue C Viaduct Reconstruction is being carried out under contracts let by NYS-DOT. The Community Board will provide input on this project by virtue of a partnering agreement. The outlines of this agreement were worked out in workshops involving local and state agencies and the contractors working for them.

While the FDR work is in progress, NYC-EDC will begin the work outlined in the scope of the ISTEA application. EDC has agreed to act as the sponsor for that grant with Community Board Six being the applicant. A letter of agreement between EDC and CB Six will delineate the relationship between the two agencies and their respective roles and obligations. If further funding is secured through ISTEA/CMAQ grants, a similar arrangement would have to be worked out with whatever agency (for example, NYC Parks or NYC DOT) accepts sponsorship of the Board's application and assumes the responsibilities such sponsorship would entail.

SECTION VIII - Sound Planning Policy

History of Previous Studies and Surveys

There is a long history, dating back at least as far as the early 1970s, of interest in the redevelopment and the revitalization of the New York City waterfront. In fact, this matter was one of the very first land-use and planning issues to arise for Community Planning Board Six in its earliest days. The Board responded by forming a variety of committees and task forces over the years with special focus on Stuyvesant Cove as it emerged as a major development site.

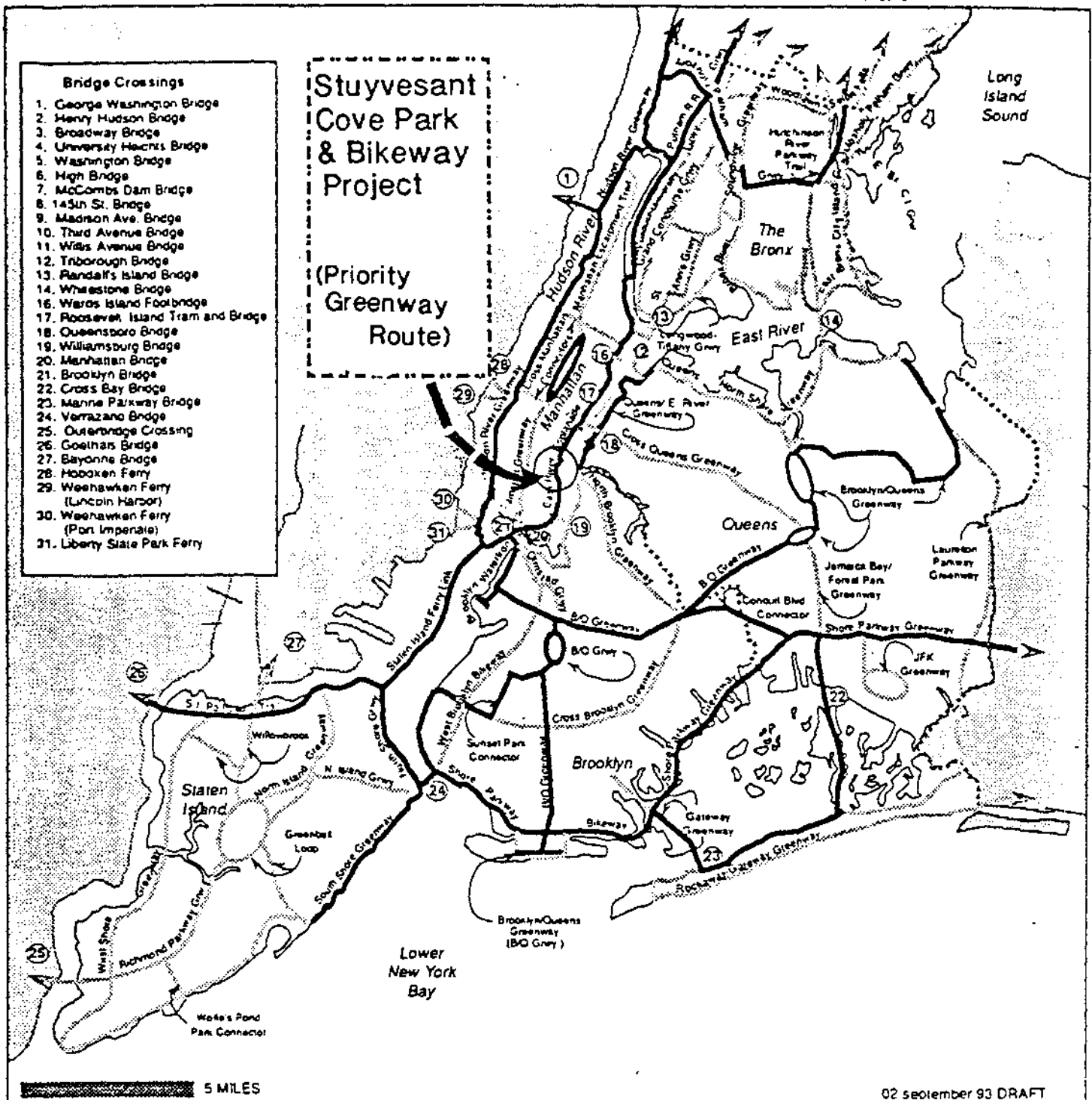
In 1973, Board Six working in cooperation with the City Planning Department conducted a large-scale public opinion survey of community residents on their preferences for development concepts covering Stuyvesant Cove. This study, the Rosenlaub Survey, sent out 2,600 questionnaires of which 768 were completed and returned. The results showed that 67% of respondents indicated a preference "very much in favor" of having public park area. The most favored recreational facilities, those preferred by over 50% of respondents, included: tennis courts, a bicycle path and a swimming pool. Coming in a very close second with about 48%, were a restaurant, a theater and an ice skating rink. Forty-two percent of the respondents said they would use the facilities "very often" and another 36% indicated they would use those facilities "fairly often." Also in 1973, a petition signed by some 336 local residents was delivered to the Board calling for development of park at Stuyvesant Cove.

In 1974, the J.M. Kaplan Fund awarded a \$10,000 grant for park planning at the site. The award came through the South Street Museum. Further support for a park was expressed by NYS Senator Roy Goodman, NYS Assemblyman Andrew Stein and US Congressman Edward I. Koch.

In the later 70s, the Board pursued park development by engaging consultants to study the Stuyvesant Cove site and reports were carried out by Harvard Graduate School; Buckhurst, Fish, Hutton, Katz and the Columbia University Graduate School of Architecture and Planning. All of these studies and surveys recognized the need for parkland because of the lack of open space for the large and growing residential population of East Midtown. All of these studies were conducted against the backdrop of building boom of 1975-87 which was propelling highrise development throughout the area and leading up to the River Walk proposal for Stuyvesant Cove itself.

Relationship of Stuyvesant Cove Open Space Plan to Other Planning Documents

In November 1979, the Department of City Planning issued the draft Coastal Zone Management Plan for New York City. This policy statement encompassed a wide range of



Schematic Greenway Plan

- priority greenway route
- other potential greenway routes
- borough boundary
- 27 water crossing

Figure 20
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objectives and goals ranging in scope from statewide applicability to city and local matters. The CZM Plan called for providing maximum public access to the waterfront to provide water-related recreation resources and facilities; increase opportunities for physical access to the coastline-at-large, increase visual access to and along the shore; insure on-going maintenance of all waterfront parks. Specific citywide policies included: give first priority to the development of mapped parkland and appropriate open space where the opportunity exists to meet the recreational needs of ... communities without adequate waterfront park space and/or facilities; promote the role of the private sector in the provision of recreation facilities; develop recreation marinas, public boat launching sites ...; all practicable efforts...to control storm runoff and combined sewer overflows; among others. Even a cursory review of these points will show the close correlation between these policies and the goals of this current 197-a plan.

In 1988, the New York City Council formed a Panel on Waterfront Development to study the current plans and opportunities for the city's waterfront. Among the findings of the panel were: the need to create more open space for waterfront communities lacking such space and the need for new and innovative ways of funding park maintenance on waterfront parkland. The panel's report concluded that, "... if this City can combine creative planning and innovative funding methods, while recognizing that public space on the waterfront will have long-term economic, social and aesthetic benefits, and the future of our waterfront would hold greater promise." Again, there is a clear consonance between the City Council's policy goals and the thrust of this Stuyvesant Cove 197-a plan.

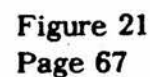
The 1991 Strategic Policy Statement issued by the office of Mayor David N. Dinkins, identified the goal of "providing recreational opportunities and maintaining our natural resources by preserving and protecting open spaces and natural areas." The Statement went on to call for "Reestablishing the links between the city and a revitalized waterfront through continued and expanded planning for new growth and preservation of natural areas." This goal stipulated that the Department of City Planning would complete a long-range policy framework for the waterfront by 1992." It also called on the Department of Parks to "include public esplanades along the waterfront and improved access." These are exactly the same goals sought by the Stuyvesant Cove 197-a plan and the CB6/Heintz/Ruddick studies that form its foundation.

In the fall of 1993, the Department of City Planning issued its Greenway Plan for New York. The plan identified the intermodal greenway/bikepaths that would run throughout the five boroughs and link up with a still larger network of regional bikeways proposed for the entire East Coast. These greenways, in turn, link into the long-standing plan to create a continuous esplanade around the borough of Manhattan and, in large part, overlap with other plans, such as the ISTEAs East River Intermodal Corridor, currently the subject of developmental studies by NYC-EDC.

In 1993, the City Planning Department unveiled its New York City Comprehensive Waterfront Plan: Plan for the Manhattan Waterfront. This report gave details of proposals

Borough of Manhattan with connections to all NYC Boroughs

Borough of Manhattan with connections to all NYC Boroughs



based on studies conducted of specific "reaches" of the waterfront, including the East Side. The study states, "the primary goal here is to achieve continuous pedestrian access by filling the gaps in the East River Esplanade." One of the gaps identified was "from East 25th to East 13th Street," or the Stuyvesant Cove site. The plan specifically recommended action to "Construct an interim esplanade at Stuyvesant Cove to join with esplanades to the north and south, upgrade the Avenue C entrance with new signage and streetscape treatment." This goal is one of the essential elements of the Heintz/Ruddick and Community Board Six objectives and is included in this present 197-a Plan.

In a similar manner, the plans developed by Community Board Six dovetail with the objectives outlined in the Manhattan Borough President's Waterfront Plan. Members of Community Board Six volunteered time and effort to contribute to the Borough President's plan and the Board's policy goals clearly stated that its designs and recommendations should be compatible with the waterfront plans of the Borough President and of the Department of City Planning.

As stated elsewhere in this Plan document, the very purpose of seeking a 197-a plan is to provide a framework of official city policy that would incorporate all the common planning elements of the studies, plans and reports listed above, as well as others not listed here.

SECTION IX -Evidence of Support

History of Community Involvement in the Planning Process

Community Board Committee Work

As noted above, the Community Board has worked on waterfront issues for as long as the Board has existed. Constituted by the New York City Charter as the means for providing input from local neighborhoods and communities, the Board formed committees to study existing conditions and to seek community comment on development proposals for access to and development of the East River waterfront.

During the 1980s, most of the work of the Board and most community concern centered on the proposals being floated at that time for large-scale development projects to be located at Stuyvesant Cove. Community Board Six formed committees to review proposals and rate them (the City eventually chose River Walk even though it was not the Board's first choice) and the Board engaged consultants to analyze the proposals. All of the Board's meetings and deliberations on these matters were open to the public. Not only were the civic organizations of long standing represented through their members who sit on the Board, but special neighborhood groups like Citizens United Against Riverwalk (CUAR) were also present and active.

The largest public hearing conducted by Community Board Six in the past five years, and perhaps the largest one ever, was the hearing on the River Walk ULURP applications which came before the board in February of 1989. Over 400 people signed in at the hearing. The overwhelming sentiment of those present was opposition to the proposal.

Following the withdrawal of the River Walk proposal, Community Board Six took the initiative to form a Stuyvesant Cove Ad Hoc Committee. The committee was constituted not only of board members, but public members representing groups and interests from the community-at-large. The committee set about defining the scope of the open space study which became the subject of an RFP issued by the Board. In designing the project, the requirement for public participation was high among the priorities and the ability to work with the public was one of the criteria used in choosing the consultants, Heintz/Ruddick.

The committee held regularly scheduled meetings all of which were open to the public with notification through the Board's regular channels and beyond. These included meetings on September 30, 1992, October 12, 1992, November 18, 1992, February 19, 1993 (small meeting with CUAR representatives), March 13, 1993, April 22, 1993, May 10, 1993 and June 7, 1993. A number of presentations were held while the consultants did their studies. Various design proposals were outlined and public reaction was aired. Through this process of give-and-take, the design elements were refined to those presented in the draft report.

The Open Space Study was the subject of a public hearing before the Board on June 9, 1993 and, as always, the public was offered every opportunity to speak on comment on its findings. The study was officially adopted by the Board on June 16, 1993.

PUBLIC HEARING

I. Stuyvesant Cove Open Space Study Report

Ms. Betty Schwartz came forward and outlined the history of the Board's actions in relation to the River Walk project and the Stuyvesant Cove site. She explained how the Board chose the consultants and described the study's design. She then asked the consultants to come forward.

Margaret Ruddick, using drawings and plans, outlined the major points made in the report, in particular, the treatment of the river's edge, the esplanade, the various approaches to dealing with the gas station and the Skyports garage. Following her presentation, **Ms. Heintz** and **Ms. Ruddick** took questions from the board members and the floor. Points covered included, the proposed ecology center, access to the water's edge, the boat house and the nature of kayaking activities foreseen for the park. Special attention was given to the funding for the park's development, maintenance and operation, connections to streets north and south of the site and the reconfiguration of Skyports garage.

After the presentation, the following persons were recognized to speak on the hearing item:

Mr. Ken Podziba, NYC Economic Development Corporation, spoke to express the support of his agency and EDC's willingness to lend support and technical assistance to the Board in developing the plan presented in the Stuyvesant Cove Open Space Study.

Cindy Arlinsky, **Susan Kaplan**, **Irene Peveri**, **Dr. Peter Freund**, **Joy Garland**, **Rex Wassermann**, raised various points in favor of the plan presented in the study.

Lionel Berger, **B.J. Handal**, **Virginia Stern**, **Nancy DeRosa**, **Andrew Kulak**, **James Mahon**, **Timothy McGinn**, **Tom Wheeler**, raised various points in opposition to the plan presented in the study.

Ms. Schwartz read into the record written comments submitted by **Mary Frances Dunham** of the NY Metropolitan Greenways Council/Neighborhood Open Space Coalition and **Marcia T. Fowle** of the New York City Audubon Society both of whom supported the plan.

There being no further speakers on the matter, the hearing was closed.

NOTE: from the Minutes of the Full Board Meeting of June 9, 1993.



STATE OF NEW YORK
OFFICE OF THE LIEUTENANT GOVERNOR
ALBANY 12224

STAN LUNDINE
LIEUTENANT GOVERNOR

September 1, 1993

Lou Sepersky and Betty Schwartz
Community Board No. 6 Manhattan
330 East 26th St.
New York, NY 10010-1997

Dear Messrs. Sepersky and Schwartz:

Thank you very much for making me aware of you plans to create a park at Stuyvesant Cove.

Through my work as the chair of the Governor's Task Force on Coastal Resources, I have become very familiar with the issues surrounding New York State's coastline. I am pleased that you are exploring the opportunities for waterfront development in New York City.

The Stuyvesant Cove Open Space Study contains many appealing ideas for improving the quality of life for New Yorkers and visitors. I was intrigued by the educational possibilities of a series of environmental centers in each of the five boroughs linked by a travelling boat.

I commend the work of Community Board No. 6 and the Stuyvesant Cove Ad Hoc Committee in exploring ideas for the development of New York's waterfront. I wish you the best of luck as your efforts proceed.

Sincerely,

A handwritten signature in cursive script, appearing to read "Stan Lundine".

Stan Lundine
Lieutenant Governor

SL\te



THE CITY OF NEW YORK
OFFICE OF THE PRESIDENT
OF THE
BOROUGH OF MANHATTAN

MUNICIPAL BUILDING
NEW YORK, N.Y. 10007

(212) 669-8300

RUTH W. MESSINGER
BOROUGH PRESIDENT

August 13, 1992

Letters to the Editor
Town & Village
One Madison Avenue
New York, NY 10010

To the Editor:

Your editorial "R.I.P., Riverwalk" (August 13) was on the money. As you stated, the Riverwalk project was inappropriate for the site. The luxury housing and commercial development plan was simply too big--both economically and environmentally unsound.

The New York City Economic Development Corporation's decision to terminate the developer's right to the site was most welcome. For too many years the community labored under the threat of the project, which prevented moving ahead with other options for revitalizing Stuyvesant Cove.

Because Riverwalk appeared moribund for the past two years, my office contributed funds to a planning study of the Cove set to begin in September. This design study now assumes added momentum. The study, which will incorporate a design for open space, an esplanade and water-related activities, should fit well with the draft Manhattan waterfront plan released by my office last February and the City's newly announced Comprehensive Waterfront Plan.

I look forward to working with Community Board 6, local elected officials and other neighborhood residents on implementing the recommendations of the community's design study and seeing this valuable waterfront site reborn.

Sincerely,

Ruth W. Messinger

EDITORIAL

Park may become reality

It may be three years until construction starts, but it's the first movement in a decade that promises to bring a park to Stuyvesant Cove, and even if it's an interim park, we're elated.

As Steve Rosen of Peter Cooper Village and chair of Citizens for the Waterfront Community told us:

"It's a good start. It looks like some very intelligent planning was done."

The state's Department of Transportation has allocated \$1.3 million to build the interim park after completion of the FDR Drive/Avenue C viaduct is completed, which is estimated to be three years from now.

Even with three years as the proposed start for construction of an interim park, it's positive news for the waterfront.

A pessimist would undoubtedly sneer, "Yeh, sure, is any state construction on schedule? The park may

be constructed by the end of the century"

We would rather take the optimist's view that any movement to build a park, whenever it is finished, is positive.

"There's an unsettling assumption here, though, that

Stuyvesant Cove will not be built or started in the next three-to-five years. Today we are enthused that there is a declaration to build an interim park that people can use and enjoy. We believe this plan is a good start towards developing the waterfront.



AMERICAN LITTORAL SOCIETY

SANDY HOOK • HIGHLANDS, NEW JERSEY 07732 • 908-291-0055

February 24, 1994

Ms. Jane Crotty, Chair
Community Board 6
330 East 26 Street
New York, New York 10010

Dear Ms. Crotty:

The American Littoral Society, a coastal conservation organization, supports the development of public rowing facilities at Stuyvesant Cove and Pier 9 at the East River Docks. Use of non-motorized craft helps the environment as well as the fitness of rowers. I understand that rowing is one of the top-ranked forms of exercise.

As you can see from page 9 of the enclosed copy of the NY Chapter's newsletter, the Littoral Society actively encourages use of canoes, kayaks, and sculls. Marine pollution from engine-powered craft adds significantly to the overall degradation of the waters of the NY/NJ Harbor Estuary.

I hope that your board will look favorably on proposals to promote a rowing program on the East River.

Sincerely,

Don Riepe
NY Chapter Director

Encl.

cc: Michael Charley

RECEIVED

MAR - 2 1994



NEW YORK CITY AUDUBON SOCIETY

71 WEST 23 STREET, SUITE 1430, NEW YORK, NEW YORK 10010, 212 691-7483

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The New York City Audubon Society strongly supports the concept of a natural riverfront park at Stuyvesant Cove. The educational value of a true littoral zone in Manhattan would be immeasurable. The proposed environmental center would give our young people an opportunity to learn about the natural world, an important component of this riverfront park.

We commend Community Board 6 for its vision in creating and nurturing this concept.

Mary Frances Dunham 320 East 36th Street New York, NY 10028

212-472-9491

June 7, 1993

Betty Schwarz, Chairperson/Stuyvesant Cove Ad Hoc Committee
Community Board #6/ Public Hearing, June 3, 1993

To the Committee:

I regret very much that I cannot attend the Public Hearing concerning the plans for Stuyvesant Cove. Although I do not reside in the CB #6 area, I have attended almost all of the CB #6 Stuyvesant Cove Committee meetings because I am deeply concerned that the whole of Manhattan's waterfront be edged with parks to the extent possible. I would like to express the support of the New York Metropolitan Greenways Council and of the Neighborhood Open Space Coalition as well as my own full support of the Heintz/Ruddick and Karahan/Schwartz team's design for the Stuyvesant Cove waterfront for the following reasons:

1) A park, not a parking lot, is appropriate to a waterfront. In time, the issue of the loss of certain parking spaces will settle itself out. Once the park is in place, most pro-parking people will probably agree that the sacrifice of their parking spaces was worth it or, at least, they will probably be glad that the park which belongs to and benefits all of New York was not prevented from construction by the parking needs of a relatively few car owners.

2) The team's design answers both practical as well as esthetic considerations. The designers have extracted the maximum of esthetic potentials on the site at a minimum of cost. Developing the given Skyport structure with a rooftop plaza-cum-restaurant is a practical, feasible concept, given that the Skyport structure cannot be removed. The environmental center-cum-cafe is feasible as is the little boating center. The rest of the space, which is designed to be truly open, welcomes the the East River into view undisturbed by structural clutter, providing a restful change from Manhattan's stern inland scenery. With its well-chosen plantings, this simple, elegant park will be an especially bright jewel along Manhattan's waterfront.

My only reservation concerns the barges. I dislike covering the river by any stationary structure, even a floating one. However, if the barges are essential as a revenue source for the maintenance of the park, they have justification. At least they do not interrupt the spatial openness of the park's design.

I am sending this testimony with every hope that a large majority of the public at the Hearing will be in favor of approving the team's exceptionally satisfying design.

Sincerely,

Mary Frances Dunham

Member/NY Metropolitan Greenways Council/Neighborhood Open Space Coalition

TOTAL POPULATION BY SELECTED AGES
BY CENSUS TRACT, 1990
MANHATTAN COMMUNITY DISTRICT 6

		TOTAL PERSONS	UNDER 5	5 - 17	18 - 34	35 - 44	45 - 64	65 +
CD 6		133,748	3,772	6,156	41,401	25,903	34,472	22,044
TRACT	004401	15,233	582	1,142	3,280	2,969	3,233	4,027
	004402	2,902	154	298	745	634	782	289
	004897	6,934	253	337	2,676	1,433	1,468	767
	*0050	4,002	104	158	1,237	956	1,119	428
	0060	4,195	81	206	391	424	1,052	2,041
	0062	2,874	2	43	1,688	151	792	198
	006497	7,052	179	349	2,736	1,513	1,428	847
	006498	691	26	15	153	146	228	123
	0066	11,838	387	944	4,237	2,366	2,475	1,429
	*0068	4,376	78	141	1,630	962	1,065	500
	0070	7,195	210	319	2,801	1,454	1,680	731
	*0072	5,249	117	130	2,266	1,070	1,143	523
	*0074	654	7	15	163	117	203	149
	0078	5,991	151	151	2,386	1,314	1,419	570
	0080	5,289	108	131	1,522	1,055	1,568	905
	*0082	1,778	32	33	395	338	571	409
	0086	7,521	261	337	1,759	1,344	2,468	1,352
	0088	6,929	164	257	2,177	1,456	1,754	1,121
	0090	7,428	217	262	2,668	1,618	1,958	705
	*0092	1,330	19	29	499	276	310	197
	0098	6,979	198	216	2,220	1,490	2,003	852
	*0100	1,232	20	21	336	224	367	264
	010601	7,869	207	340	1,242	1,091	2,884	2,105
	0108	7,686	208	264	2,064	1,391	2,346	1,413
	*011203	521	7	18	130	111	156	99

* DATA FOR PORTION IN CD

HOUSEHOLDS BY HOUSEHOLD AND FAMILY TYPE
BY CENSUS TRACT, 1990
MANHATTAN COMMUNITY DISTRICT 6

		FAMILY HHLS					NONFAMILY HHLS	
		TOTAL HHLS	** TOTAL	MARRIED COUPLES	FEMALE HEADED HHLS		TOTAL	1 PERSON HHLS
					TOTAL	W/RELATED CHILDREN		
CD	6	83,151	25,781	20,884	3,675	1,357	57,370	50,151
TRACT	004401	8,670	3,670	2,683	801	234	5,000	4,415
	004402	1,453	753	565	151	70	700	588
	004897	3,996	1,107	879	163	71	2,889	2,353
	*0050	2,682	649	534	85	40	2,033	1,801
	0060	2,427	1,256	1,063	144	18	1,171	1,098
	0062	750	9	3	4	3	741	736
	006497	4,421	1,214	953	190	62	3,207	2,611
	006498	474	116	102	12	6	358	320
	0066	6,743	2,085	1,326	630	342	4,658	3,914
	*0068	3,159	559	454	71	29	2,600	2,297
	0070	4,599	1,265	1,010	193	70	3,334	2,787
	*0072	3,529	852	695	99	33	2,677	2,191
	*0074	441	130	118	7	2	311	271
	0078	4,087	988	832	105	27	3,099	2,628
	0080	3,787	901	788	85	25	2,886	2,621
	*0082	1,319	309	272	24	4	1,010	946
	0086	4,384	1,968	1,757	145	65	2,416	2,090
	0088	4,959	1,195	980	156	64	3,764	3,495
	0090	4,687	1,341	1,143	139	41	3,346	2,986
	*0092	860	188	152	19	4	672	591
	0098	4,569	1,280	1,098	132	50	3,289	2,907
	*0100	891	208	167	24	4	683	607
	010601	4,763	2,074	1,858	156	49	2,689	2,425
	0108	5,130	1,571	1,377	126	40	3,559	3,220
	*011203	371	93	75	14	4	278	253

* DATA FOR PORTION IN CD

** INCLUDES ALSO MALE HEADED HHLS

SELECTED INDICATORS
BY CENSUS TRACT, 1990
MANHATTAN COMMUNITY DISTRICT 6

		MEDIAN	%	HIGH SCHOOL	BELOW POVERTY			
		HOUSEHOLD	FOREIGN	GRADUATES				
		INCOME	BORN	25 YRS & OVER	TOTAL	UNDER 5	5-17	65 & OVER
CD	6	\$45,912	20.94	92.64	7.94	4.17	8.38	7.41
TRACT	004401	\$45,149	17.37	91.16	2.46	0.00	0.70	4.77
	004402	60,476	24.40	94.03	2.70	0.00	5.88	2.71
	004897	40,874	19.45	91.90	12.35	18.55	15.33	23.07
	*0050	47,569	17.57	95.99	9.47	3.54	3.91	7.25
	0060	64,757	8.27	96.35	1.76	11.27	6.96	1.47
	0062	7,777	17.20	52.97	67.70	0.00	0.00	85.62
	006497	46,083	16.75	94.91	5.79	0.00	3.54	6.34
	006498	38,889	22.90	99.35	1.68	0.00	0.00	0.00
	0066	32,056	16.67	91.76	17.28	19.52	30.53	23.55
	*0068	36,809	16.98	91.23	13.60	10.00	8.16	11.22
	0070	41,914	20.46	91.67	6.78	5.48	21.25	5.55
	*0072	46,613	20.80	94.52	5.68	0.00	0.00	4.52
	*0074	35,800	18.65	93.24	11.85	14.29	27.27	10.98
	0078	45,942	27.14	95.80	4.31	0.00	0.00	7.63
	0080	50,982	16.64	96.55	5.05	0.00	0.00	4.89
	*0082	48,496	17.54	95.92	5.91	0.00	0.00	8.48
	0086	75,644	29.09	95.09	3.86	0.00	0.00	4.09
	0088	40,227	28.79	97.16	6.01	0.00	0.00	5.08
	0090	48,833	38.62	95.62	9.05	6.58	2.92	14.75
	*0092	36,451	22.90	88.39	16.53	0.00	0.00	10.00
	0098	42,398	25.51	94.83	7.02	0.00	2.27	4.73
	*0100	48,884	25.80	95.58	6.36	0.00	0.00	2.46
	010601	72,334	16.60	96.95	2.98	0.00	6.79	1.06
	0108	52,991	16.64	94.71	5.11	0.00	0.00	7.49
	*011203	43,750	27.22	94.58	12.67	0.00	66.67	10.78

* DATA FOR PORTION IN CD

PERSONS 16 YEARS AND OVER BY LABOR FORCE STATUS AND UNEMPLOYMENT RATE
BY CENSUS TRACT, 1990
MANHATTAN COMMUNITY DISTRICT 6

		PERSONS 16+	CIVILIAN LABOR FORCE	% CIVILIAN LABOR FORCE	PERSONS UNEMPLOYED	% PERSONS UNEMPLOYED
		-----	-----	-----	-----	-----
CD	6	124,553	92,095	73.94	4,174	4.53
TRACT	004401	13,734	9,083	66.14	341	3.75
	004402	2,509	1,966	78.36	58	2.95
	004897	6,283	4,898	77.96	226	4.61
	*0050	3,768	3,081	81.77	164	5.32
	0060	3,935	2,131	54.16	86	4.04
	0062	2,767	1,268	45.83	309	24.37
	006497	6,610	5,403	81.74	179	3.31
	006498	628	506	80.57	35	6.92
	0066	10,739	7,459	69.46	485	6.50
	*0068	4,166	3,333	80.00	141	4.23
	0070	6,853	5,421	79.10	132	2.43
	*0072	5,026	4,185	83.27	167	3.99
	*0074	638	487	76.33	23	4.72
	0078	5,725	4,645	81.14	174	3.75
	0080	5,081	4,033	79.37	182	4.51
	*0082	1,576	1,225	77.73	33	2.69
	0086	6,901	4,983	72.21	154	3.09
	0088	6,607	5,004	75.74	165	3.30
	0090	6,992	5,562	79.55	242	4.35
	*0092	1,288	972	75.47	100	10.29
	0098	6,580	5,106	77.60	372	7.29
	*0100	1,148	904	78.75	38	4.20
	010601	7,259	4,692	64.64	139	2.96
	0108	7,242	5,446	75.20	212	3.89
	*011203	498	302	60.64	17	5.63

* DATA FOR PORTION IN CD

CITY OF NEW YORK COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26th Street, New York, N.Y. 10010-1997 (212) 679-0907 Fax 683-3749

October 1990

RE: To retain a consultant to review the waterfront site proposed for River Walk

WHEREAS, Assemblyman Steve Sanders was instrumental in obtaining an award of \$20,000 for a study of the former River Walk site (17 to 24th Street); and

WHEREAS, CB6 will receive the award from the Neighborhood Redevelopment Demonstration Program of the N.Y.S. Division of Housing & Community Renewal; and

WHEREAS, the Land Use Committee seeks to address the neighborhood's lack of public open space, and regards the former River Walk site as a prime open space amenity for the East Midtown area; and

WHEREAS, the Land Use Committee has developed an outline scope for the study; and

WHEREAS, a tentative title for the study is Waterfront Open Space Study for "Stuyvesant Cove"; and

WHEREAS, the study will be conducted by a landscape design/open space consultant who will furnish a graphically illustrated report; now

THEREFORE be it

RESOLVED, that CB6 supports the goals of the study's scope as developed by the Land Use Committee; and be it further

RESOLVED, that CB6 authorizes the Land Use Committee or its designees to commence a search for a suitable consultant landscape architect to prepare the study; and be it further

RESOLVED, that CB6 seeks additional funding sources for the study from local community groups and not-for-profit organizations interested in the waterfront and/or parks and open space

**PASSED: 34 in favor, 0 opposed, 0 abstention,
abstentions with cause**

CITY OF NEW YORK COMMUNITY BOARD SIX MANHATTAN

330 East 26th Street, New York, NY 10010-1997 (212) 679-0907 Fax 683-3749

Programming Requirements for Waterfront Open Space Study "Stuyvesant Cove"

STATEMENT OF GOALS: The primary objective of the study shall be to assist CB6 in its formulation of an open space policy for the waterfront. This policy shall establish three primary goals:

1. Development of easily accessible public parks and open space at the waterfront.
 2. To encourage water dependent/water related uses when these uses are compatible with the open space goals of CB6.
 3. The waterfront plan for CB6 shall be consistent with overall waterfront planning goals of the Department of City Planning and the Borough President
-
1. Operate a park with no large-scale active uses.
 2. Severely restrict on-site parking.
 3. Create a waterfront promenade with direct links to existing promenades at the north and south ends of the site.
 4. All uses proposed at the site must be water dependent
 5. Maintain and enhance view corridors from existing streets and the adjacent community.
 6. Relate the open space to the inboard existing community as well as the waterfront.
 7. Extend the open space study to areas under the FDR Drive.
 8. Develop focal points at critical entry points to the waterfront park.
 9. Address security requirements at the site.
 10. If feasible, integrate portions of the Con Ed parking fields into the overall plan for the site.
 11. If feasible, integrate existing Murphy Park into the overall plan for the site.
 12. Study the effects of sunlight and shadows on the site and existing community
 13. Study the effects of sea water on proposed planting and vegetation
 14. Relocate sewer outfalls to the north and south ends of the site

15. Address environmental effects: air quality, noise, sewers, traffic, etc.
16. Construction and maintenance of the park shall be funded principally by funds generated by water-dependent uses.
17. Identify opportunities for funding of limited site development
18. Identify self-sustaining cultural or environmental activities for the site.
19. Indicate phasing of the implementation of the plan, if required, including the eventual elimination of the "Skyport Parking Pier"

CITY OF NEW YORK COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26th Street, New York, N.Y. 10010-1997 (212) 679-0907 Fax 683-3749

MARCH 1992

RE: BOROUGH PRESIDENT'S WATERFRONT STUDY

WHEREAS, the Borough President has proposed a comprehensive plan for the Manhattan waterfront, and

WHEREAS, it incorporates the conclusions of the Balsey study for the area between East 34th Street and East 41st Street and it supports the goals and objectives of the proposed Stuyvesant Cove open space study, and

WHEREAS, it proposes greater pedestrian access to the waterfront, including more park space as well as a continuous promenade around Manhattan, and

WHEREAS, it opposes platforming at Stuyvesant Cove, now

THEREFORE BE IT

RESOLVED, that Community Board 6 enthusiastically supports the work of the Borough President and her waterfront study and supports its application to the City Planning Commission under Section 197-A of the City Charter.

PASSED: 30 IN FAVOR, 0 OPPOSED, 0 ABSTENTIONS, 0 ABSTENTIONS
FOR CAUSE

CITY OF NEW YORK COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26th Street, New York, N.Y. 10010-1997 (212) 679-0907 Fax 683-3749
MARCH 1992

RE: DE-DESIGNATION OF RELATED COMPANIES AT RIVERWALK DEVELOPMENT SITE

WHEREAS, the Request For Proposals for this development went out in 1979; and

WHEREAS, Related Companies was designated the developer in 1980 and has failed to effectuate an appropriate plan for this site since 1980; and

WHEREAS, Community Board 6 passed a 19 point resolution in October, 1990 regarding instituting an Open Space Study for a park on the River Walk development site, which CB6 has renamed "Stuyvesant Cove", a park being a more appropriate use for this site than a large - scale development, and

WHEREAS, Related Companies, the River Walk developer, withdrew its application in February, 1990, and

WHEREAS, the City of New York has not, to date, de-designated Related Companies as developer of this site, and

WHEREAS, Manhattan Borough President, Ruth Messinger, in a letter to Community Board 6 dated November 21, 1991 has supported "the proposed Community Board 6 Waterfront Open Space Study for the area", "the Study's objectives are not only consistent with the goals of her Manhattan Waterfront Task Force but are also compatible with the Borough President's Draft Borough Wide Waterfront plan." and

WHEREAS, Councilmember Carolyn Maloney has written a letter dated October 3, 1991 to Mayor David Dinkins requesting such de-designation of Related Companies as developer of the site,

THEREFORE BE IT

RESOLVED, that Community Board 6 requests the City of New York terminate the Request For Proposal and Related Companies as developer of the site in order that a park shall be the preferred usage for the Stuyvesant Cove (a/k/a "River Walk") site in accordance with the provisions stated in Community Board 6's October 1990 resolution, and be it

FURTHER RESOLVED, that New York City stay any further development of this site pending the completion of Community Board Six's open space study and its approval by Community Board Six.

PASSED: 28 IN FAVOR, 0 OPPOSED, 0 ABSTENTIONS, 0 ABSTENTIONS
FOR CAUSE

CITY OF NEW YORK

COMMUNITY BOARD NO. 6 MANHATTAN

330 East 26th Street, New York, N.Y. 10010-1997 (212) 679-0907 Fax 683-3749

JUNE 1993

RE - STUYVESANT COVE OPEN SPACE STUDY

WHEREAS, dating back to the 1970s, Community Board Six has taken an intense interest in its Waterfront use and communities, including joining with the Parks Council in establishing a "Waterfront Watch" as part of a coalition of community boards and civic associations to serve as an educational, informational advocacy entity for the development of the City's waterfront; and participating actively on Manhattan Borough President Ruth Messinger's Waterfront Task Force; and closely monitoring the City Planning Department's Waterfront Plan, and decisions and regulations relating thereto; and

WHEREAS, Community Board Six attempted to actively participate in the planning of the Stuyvesant Cove site during the pendency of the River Walk RFP; and continuously stressed to the Public Development Corporation, Department of City Planning, the Department of Environmental Protection as well as all state and federal agencies having jurisdiction over riverfront development the importance of ecological and environmental considerations; and

WHEREAS, the existing Stuyvesant Cove Waterfront is in decrepit condition, containing uses such as automobile parking, bus and black car layover, street sweeper garbage, abandoned cars, and little if any appealing pedestrian uses; and

WHEREAS, Community Board 6 ranks 59th per capita in parkland of New York City's 59 community boards; and

WHEREAS, Community Board 6 has continuously advocated the creation of an esplanade along its waterfront and around Manhattan as one of its long-term land use and parks planning goals; and

WHEREAS, both the Manhattan Borough President's Waterfront Plan and the Department of City Planning Comprehensive Waterfront Plan recommend esplanade or park use for the Stuyvesant Cove site; and

WHEREAS, CB6, following the demise of the Riverwalk proposal, developed program goals and criteria for open space at Stuyvesant Cove which formed the basis for the Stuyvesant Cove Open Space Study; and

WHEREAS, CB6 received grants to develop an open space study from New York State with the help of Assemblyman Steve Sanders, and from Manhattan Borough President Ruth Messinger; and

WHEREAS, CB6 issued a Request For Proposals, and retained the firms of Heintz/Ruddick Landscape Architecture and Karahan/Schwarting Architecture Company to prepare a Stuyvesant Cove Open Space Study and Design Proposal; now

WHEREAS, the report calls for areas of additional studies including, but not limited to, parking; and

THEREFORE BE IT

RESOLVED, that Community Board Six strongly supports the Stuyvesant Cove Open Space Study report and the report's design proposals dated June 10, 1993; and be it further

RESOLVED, that Community Board Six take the necessary steps to develop the initial phase of park implementation and roadway realignment and build the Stuyvesant Cove Park/Esplanade conforming with the proposed study and design by pursuing the following avenues wherever applicable and appropriate:

1. a 197A Plan for the site;
2. develop a reconstruction plan for the waterfront with the State Dept. of Transportation when the State DOT abandons its waterfront staging area used for the FDR drive reconstruction;
3. develop northbound FDR Drive exit roadway alternatives along Avenue C, and implement the realigned roadway as an integral part of the Stuyvesant Cove project;
4. work to develop an RFP proposal with the Economic Development Corporation to implement the park construction, including parking alternatives;
5. strongly pursue ISTEA funding, and all other sources of private or public funding for park elements that will reduce the amount of commercial development insisted upon by the City Administration as necessary for the financial support to pay for the park.

PASSED: 34 IN FAVOR, 1 OPPOSED, 3 ABSTENTIONS, 0
ABSTENTIONS, 1 PRESENT AND NOT VOTING

Charles H. Thornton, Ph.D., I.
Richard L. Tomasetti, P.E.
Joseph N. Zilinski
Abraham Gutman, P.E.
Jagdish Prasad, P.E.
Daniel A. Cuoro, P.E.

I. Paul Lau, P.E.
Joel S. Weinstein, P.E.
Udom Hongsprueke
Emmanuel E. Velizakis, P.E.

Leonard M. Joseph, P.E.
Theodore D. Sherman
Dennis C.K. Poon, P.E.
Leonid B. Zborovsky
Aime M. Brazil, P.E.
Robert P. DeScenza, P.E.
Thomas Z. Sciarangello, P.E.

David B. Peraza, P.E.

M. Stephen Dennis, Esq.
Laurence J. Hinz

April 2, 1993

Mr. Michael Schwarting
KARAHAN/SCHWARTING
ARCHITECTURE COMPANY
15 Park Row, South Tower
New York, N. Y. 10038

RE: STUYVESANT COVE
SKYPORT BUILDING

We are pleased to submit our proposal to provide structural engineering services to your firm for the above captioned project.

I. DESCRIPTION OF THE PROJECT

The project site, located at Twenty Third Street on the East River, consists of an existing four-level parking garage and seaplane base constructed in about 1960 on a pile-supported pier structure. The precast and cast-in-place garage structure is supported by a system of pile caps and steel piles driven into the riverbed.

The proposed project is to construct an open-air ice skating rink above the last parking level and a two-story restaurant at the east end of the facility.

The existing structure requires evaluation to determine its capability to support the addition of the skating rink. This includes analysis of the load-carrying capacity of the structure to determine if it can sustain the addition without reinforcement and, if not, how to reinforce the structure for the addition. Besides the structural analysis, a survey will be required to determine the general condition of the building structure, especially the elements required to support the addition. The key elements requiring analysis and evaluation are the existing structure's columns and the pile foundation system.

Mr. Michael Schwarting
Re: STUYVESANT COVE/SKYPORT BUILDING
April 2, 1993 Page 2

II. SCOPE OF SERVICES

Since a structural evaluation is needed before recommendations can be made for possible reinforcement or alterations to the existing structure, we recommend proceeding with a phased program for our scope of services, as follow:

A. Phase I: Pre-schematic Analysis and Condition Survey Phase Ia - Analysis:

1. Review record building drawings and other available documentation regarding the design and construction of the structure and its foundation system.
2. Meet with the Architect and other consultants to review the program and code requirements and establish the structural criteria for the analysis and evaluation of the proposed addition.
3. Provide a structural analysis of the existing building structure and foundations to determine their capacity for supporting the new addition.
4. Based on the analysis and structural evaluation, develop recommendations for structural alterations and potential reinforcement of the structure.

Phase Ib - Condition Survey:

1. Perform a condition survey of the existing structure as follows:
 - a. Visual observations to determine if the structure has been constructed in accordance with the record drawings.
 - b. Survey the building superstructure to determine the general overall condition of the building including the extent of cracks and

Mr. Michael Schwarting

Re: STUYVESANT COVE/SKYPORT BUILDING

April 2, 1993 Page 3

delaminations. The survey will include physical sounding and representative probing of the floor surfaces. If required, we will recommend a material testing program to establish physical properties of the slabs and topping materials.

- c. Determine the present condition of the steel piles, pile caps and the underside of the first level floor deck and evaluate the extent and cause of any deterioration. The inspection would include visual examination of all steel piles above water that are accessible and a representative sampling of piles to be inspected underwater. Approximately twenty-five percent of the steel piles would be selected for underwater inspection.

- 2. If required, administer a program of material testing of the existing building elements that would be required to support loads from the proposed addition. The tests would be used to determine material properties and strengths to support the structural analysis.

- 3. As a result of the condition survey and testing program, finalize the recommendations for reinforcement of the existing structure.

B. Phase II - Design and Construction Services

Provide complete services for the Schematic Design, Design Development, Construction Documents and Construction Administration phases of the project, as follows:

Mr. Michael Schwarting

Re: STUYVESANT COVE/SKYPORT BUILDING

April 2, 1993 Page 4

1. Schematic and Preliminary Engineering Design
 - a. Work to determine structural systems most suitable to the requirements of the project.
 - b. Coordinate with the other A-E disciplines.
2. Design Development Phase
 - a. Develop design drawings and outline specifications to describe the overall structural design for the project including materials, systems and types of construction as may be appropriate.
3. Construction Documents Phase
 - a. Develop design drawings and specifications, setting forth in detail the requirements for the structural construction of the project.
 - b. Assist in coordinating the structural design with the work of Architect and other consultants.
 - c. Assist in obtaining necessary approvals of drawings and specifications from the Building Department.
4. Bidding or Negotiation Phase
 - a. If required by client, assist in obtaining and evaluating bids or proposals and in preparing contracts for construction.
5. Construction Phase
 - a. Review the shop drawings, samples, or catalogue cuts which are required by the

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Contract Documents of, and approved by, the Contractor (hereinafter "shopdrawings") and shall approve or disapprove with comments, as appropriate, shop drawings for general conformance with the information given and the design intent of the Contract Documents and transmit them to the Architect.

- b. Periodic site visits to observe structural construction limited to (4) four man trips including a report on each visit.

III. CLIENT RESPONSIBILITY

The client shall be responsible to:

- A. Provide all applicable drawings, specifications, and other data, including complete survey, topography, subsurface data and design drawings of other disciplines.
- B. Advise T-T at time of the project's commencement of Client's priority project requirements and budget constraints.
- C. Provide access to areas required for any necessary inspection or survey.
- D. Provide copies of all pertinent letters and memoranda pertaining to design of the various disciplines and Owner's requirements.
- E. Provide record drawings of existing facilities.

It is understood that T-T has the right to rely upon the accuracy and completeness of all data furnished to it.

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IV. FEES

1. We estimate that the Phase I scope of work can be completed for the following fees:
 1. Phase Ia: The lump sum of \$15,000.00
 2. Phase Ib: The lump sum of 20,000.00

(The estimated cost of underwater inspection by divers is \$20,000.00. The estimated cost of materials testing and probes is \$7,000.00).

 3. Phase II services: The scope of work and fees can be determined upon completion of Phases Ia and Ib.
2. Our invoice for the basic fee for Phase I (Pre-schematic analysis and condition survey) shall be proportionate to our work accomplished on the structural portion of the project. For the Phase II (Design and Construction Services), invoices shall be proportionate to our work accomplished and shall not exceed the maximum percentage of the basic fee apportioned for each phase as set forth below.

Schematic and preliminary engineering Design	20%
Design Development Phase	15%
Construction Document Phase	50%
Bidding or Negotiation Phase	2%
Structural Construction Phase	
Structural Shop Drawings	10%
Site Visits	3%

B. Expenses

1. The following expenses are included in the basic fee:
 - a. Blueprints for T-T internal office work.

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- b. Reproducible drawings and specification originals of final construction documents prepared under this Agreement.
 - c. Computer cost and CADD utilization (on cost plus add at \$30 per hour) required for basic design.
2. The following expenses are excluded from, and in addition to, the basic fee and shall be billed at cost plus 10%:
- a. Travel, out-of-town living and related expenses, long distance telephone calls, cables, telex, telegrams, photographs, reproductions, telecopier service, courier service, and express mail.
 - b. Consultants, models and special presentation materials when authorized by client in writing.
 - c. Blueprints for Owner approval, other consultants, public agencies or bid purposes.
 - d. Special computer work and computer work for additional services. Special CADD utilization and CADD utilization for additional services at \$30 per hour.
 - e. Fees and expenses for securing approvals of governing authorities.

C. Payment

- 1. We shall invoice you monthly for fees and expenses, and your payments shall be due within thirty (30) days of receipt of invoice.

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V. ADDITIONAL SERVICES

The following services are not included in the Scope of Services of this Agreement and are not included in the basic fee. If authorized by Client, T-T will perform the following additional services at its direct personnel expense plus 150% overhead, except that if full time observation and controlled inspection of the work is requested, this service shall be provided at a fee of direct personnel expense plus 100% overhead.

- A. Providing full time observation or controlled inspection of the work.
- B. Weekly attendance at job meetings during construction.
- C. Serving as an expert witness or consultant in connection with any public or private hearing, arbitration or legal proceeding.
- D. Providing professional consulting services relative to work which is outside the scope of our work required for this project.
- E. Providing services required due to project changes including, but not limited to, changes in the following: scope, design, size, complexity, Owner's schedule or the character of construction.
- F. Measured drawings of the existing facility.
- G. Providing engineering services for future facilities, systems and equipment which are not within the scope of this project.
- H. Civil, site and tenant work service.
- I. Revisions for work which has already been completed and approved.