4.1 PHASING

The huge scale and complexity of the site's transformation means that the process will inevitably take time.

It will be some 20 to 30 years before the park is complete, and likely some time after that before the waste has decomposed to the point that environmental control systems are no longer required. At that time, a new phase in the park's evolution may occur, as new uses and desires demand adaptation and modification of the park's landscape. The very fact that the park will continue to grow and adapt, that it will never really be finished or managed in a static state, is an inherent and fascinating part of the lifescape vision. It is also integral to the plan's implementation.

Investment and park construction during the early years is proposed to occur incrementally and adaptively—literally "growing" the park over time. This growing process will take the form of new landscapes and habitats, grown as vegetative colonies that succeed or are cultivated into more complex communities in time; as drives, paths and trails that open up the site and extend new circuits of circulation; and as new surfaces, structures and facilities that can accommodate a range of future uses.

Importantly, though, this growth strategy does NOT mean that design and implementation should happen in an ad hoc or piecemeal manner. On the contrary, it is crucial that the first phase of development be compelling and exciting to residents of Staten Island and the larger region, and so clear design qualities and principles need to be upheld. The momentum and success of later phases will depend on public appraisal of what is built and opened in Phase 1. The first 10 years of development must capitalize on the assets of Fresh Kills to create a range of unusual opportunities for access, enjoyment, active recreation and cultural activity that will make Fresh Kills a regional destination. Early investments will need to transform the identity of the site, lay infrastructure including roads and utilities, create settings for public programming and begin the process of ecological renewal. It is anticipated that civic, cultural and recreation groups along with private investors will respond, investing in additional facilities and programs that further help to activate and sustain the park.

The Master Plan envisions steady, intelligent and flexible growth, with public participation throughout the anticipated 30-year period of park development. The phasing plan needs to meet expressed public enthusiasm for early access and use of site areas that will be safe and secure; coordinate with ongoing landfill closure, management and monitoring operations; develop a capital budget plan that recognizes availability of funds and maximizes exposure of the park; and respect stewardship priorities guiding the management of natural resources and the provision of parkland program spaces.

Numerous opportunities exist for private sector involvement and revenue-generating activity at Fresh Kills—from waterside restaurants, park concessions and golf, to wind and solar energy farms. However, while demand in many market segments within Staten Island is strong, the site currently has negative market value for any private-sector operator seeking to establish a presence at Fresh Kills. Consequently, significant up-front public capital investment is needed to fund implementation to the point that it changes perceptions of Fresh Kills, excites interest and builds momentum for continued investment.

FIGURE 84: EARLY-STAGE ACCESS OPPORTUNITIES INCLUDE GUIDED BUS TOURS, LANDFILL TOURS AND SCENIC OVERLOOKS


FIGURE 85: STRIP CROPPING AND RESTORING THE GRASSLAND COVER ON THE MOUNDS WILL CULTIVATE A MORE SUSTAINABLE LANDSCAPE OVER TIME


FIGURE 86: HIGH-QUALITY WATERSIDE RESTAURANTS AND ACTIVITIES WILL HELP TO CONTRIBUTE TO THE POPULARITY AND REVENUE PRODUCTION OF THE PARKLAND

“Growing a new parkland over time”

the existing site is a closed landfill, without public access or amenity → **within a few years, areas of the site can be reclaimed as useful public landscapes** → **soon therafter, new park drives can connect Richmond Avenue to the West Shore Expressway and allow access around the park** → **larger areas of the park will be reclaimed as public parkland over time** → **restaurants, cultural facilities, sports amenities and other recreational uses will activate the site** → **a mature biomatrix within the next 30 years, Fresh Kills Park may be transformed into a fully sustainable, living park**

FIGURE 87: SUCCESSIVE SEQUENCE OF STAGES IN OPENING UP AND “GROWING” THE NEW PARKLAND OVERTIME

4.1.1 SITE PHASING

The site phasing strategy has four main objectives:

Create a compelling and achievable first phase of development in the first 10 years that will provide access and circulation through the site, initiate broad-based active use of the park, generate enthusiasm and commitment on the part of stakeholders and attract investment. Despite the stigma and constraints of Fresh Kills' status as a former landfill, the site has unusual assets that early-stage visitors will appreciate. These assets include 360-degree views of New York and the harbor from the tops of the mounds, the possibility of immersion in the landscape with no sight lines to the surrounding city from lowland areas, tidal creek and wetland systems that are beautiful and surprisingly intact, and vast open spaces. The first phase of development must build on these assets to create an accessible, safe and compelling place, the success of which will help to build momentum and secure investment for subsequent phases.

Establish a physical landscape framework that is both robust and flexible.
The underlying landscape framework must be flexible enough to accommodate change over time and respond to unforeseen events, yet sufficiently coherent and durable to shape future park development and define its physical form. The goal is to create an initial framework of interrelated habitat, program and circulation elements that will clearly define the park's primary spatial structure, form and character, even though these spaces may be further defined and filled out at a later time. It is particularly important that the 30-year implementation period not cause visitors to view the park as an endless construction site. In order to recast the park's long time horizon for construction not as a waiting period, but as a gradual opening of a compelling "public space in-process," implementation should be choreographed as a series of coherent projects. A strong landscape framework, phased as a series of related implementation techniques, will accommodate flexible use while giving the site definition, form and identity.

Coordinate phasing and implementation with ongoing landfill closure operations
The design and implementation of Phase 1 projects require close coordination with ongoing DSNY closure, maintenance and monitoring operations. DSNY staging and operating sites, as well as mounds still undergoing closure, will need to be fenced and secure to allow for safe and efficient operations. Access and service roads crucial for DSNY operations will also need to remain open during any construction, opening or active use of park facilities. In some cases, ongoing DSNY operations can actually help to lay the groundwork for later park uses—through revegetating the landfill cap cover, for example, as part of their maintenance and management program, or allocating some segments of existing service roads for sharing with public uses, or even reshaping part of the mound topography for future parkland uses in a way that also improves drainage, cap performance or the maintenance regime.

Plan for steady, intelligent growth with broad public participation throughout the 30-year period of the park's development. The scale, complexity and duration of the Fresh Kills Park project, and its intended interrelationships with the surrounding context, ensure that many important decisions about the park's future will be made after the Final Master Plan is complete. In fact, these future choices are an essential ingredient of a dynamic lifescape. Given the scale and complexity of the site, it will be impossible to predict all scenarios and incorporate all contingencies into a physical design. The Master Plan will be most effective if it lays out an initial set of targets for implementation that will catalyze public interest and private initiative, and establishes a practical process for responding effectively to changing demands.

Organization of Phases:

The phasing plan suggests a set of initial targets for the growth and development of the park. Three 10-year implementation phases are proposed, with the first beginning as early as 2007. In each phase, program, habitat and circulation improvements are integrated into purposeful project sets. This proposed framework is subject to ongoing study and evaluation, especially with regard to DSNY operational needs.

Phase 1 (the first 10 years)
The definition of Phase 1 is important—it must be successful as well as provide real amenity if further investment and development is to follow. Major outcomes of Phase 1 would include:

- South Park, North Park, Creek Landing and the waterfront area of the Point
- Park drives through the site
- Local perimeter improvements, including park entrances and recreational facilities at the Travis neighborhood park, Arden Heights neigborhood park and the eastern edge of East Park along Richmond Avenue
- Public paths and trails associated with the above
- Early "generator" programs and settings for nonprofit and commercial initiative (Creek Landing)
- September 11 earthwork monument as a destination feature
- Signature bridge completing the loop and establishing the site gateway
- Buffers around waste transfer station
- Morphing timelines: energy art installation and Richmond Avenue early-access berm trail and overlooks
- Process of ecological transformation under way and visible

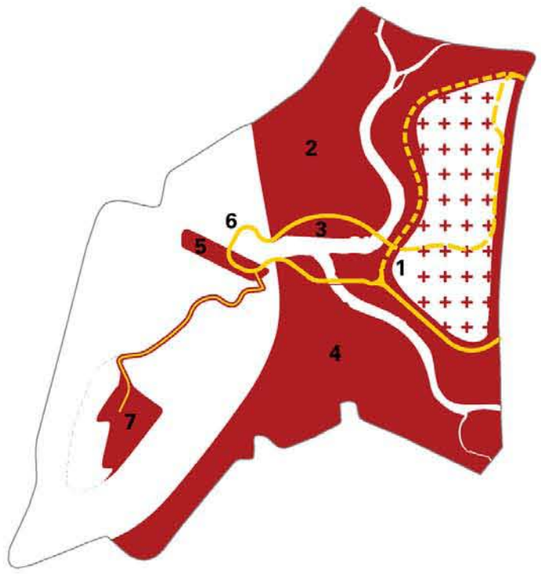
Phase 2 (the next 10 years)
With much of the park infrastructure already in place, Phase 2 enhances program settings and ecology. These public investments will also encourage civic and cultural groups to build new facilities in the park. They will promote quality architecture, investment in "green technology," and more costly ventures—an ecological golf course, outdoor amphitheater, marina, cultural and educational center or meeting hall, for example—that could significantly expand the program offerings of the park. Major outcomes of Phase 2 would include:

- East Park
- Public space and habitat significantly improved in the Confluence, South Park and North Park
- Range of nonprofit and commercial ventures built and animating program areas
- Paths, trails and boatways extended and diversified
- Larger natural setting for the parkland taking shape
- Public investment in natural areas beginning to promote larger private ventures

Phase 3 (the third decade)
Phase 3 expands the acreage open to the public to support new uses. In this phase, the Master Plan anticipates some enhancement of earlier-stage program areas, and adaptive management of wildlife habitat in what will have become a vast complex of natural areas. Development of the Arthur Kill edge of the park and the end of landfill settlement and gas production in some areas of the park may create new opportunities for the evolution of lifescape. Major outcomes of Phase 3 would include:

- West Park, Arthur Kill edge and the Point public landscapes significantly expanded
- All park areas and programs built out and active
- Some early program areas and circulation routes adapted for new uses
- Continued wildlife and habitat enhancement
- Lifescape resilient and evolving, with full public involvement

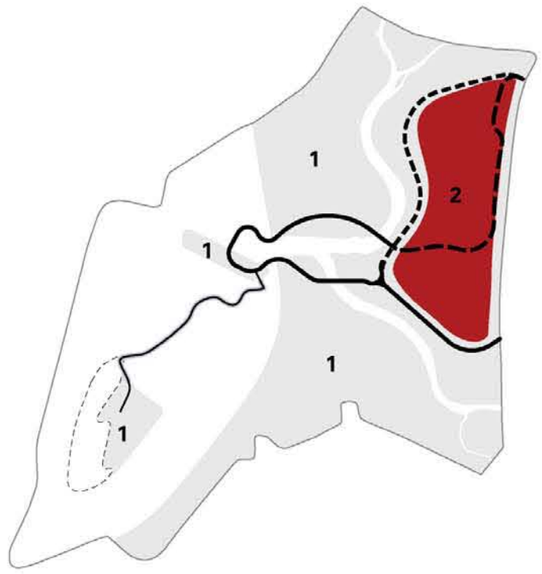
PHASE 1
first 10 years



1. PARK DRIVES
2. NORTH PARK & TRAVIS NEIGHBORHOOD PARK
3. CREEK LANDING
4. SOUTH PARK & ARDEN HEIGHTS NEIGHBORHOOD PARK
5. THE POINT WATERFRONT
6. SIGNATURE BRIDGE
7. 9/11 RECOVERY EFFORT MONUMENT

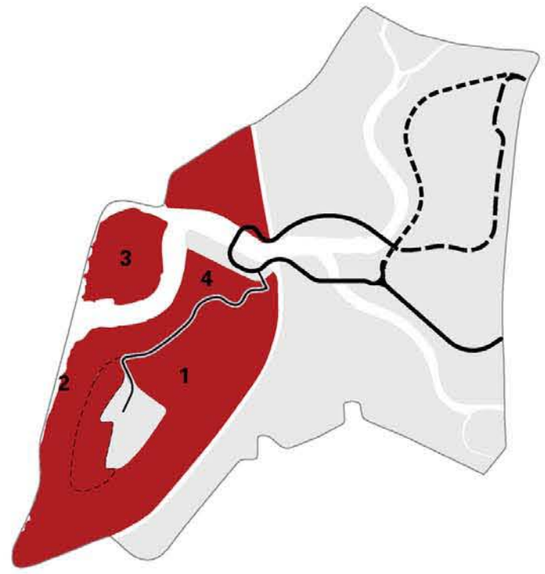
\+ MIERLE LADERMAN UKELES INSTALLATION, "MORPHING TIMELINES: ENERGY"

PHASE 2
next 10 years



1. CONTINUED DEVELOPMENT, ONGOING HABITAT GROWTH & RESTORATION & ENHANCEMENTS TO PHASE 1 PROJECT AREAS
2. EAST PARK

PHASE 3
next 10 years



1. WEST PARK
2. ARTHUR KILL PERIMETER CIRCULATION
3. ISLE OF MEADOWS HABITAT RESTORATION
4. THE POINT BUILD-OUT

FIGURE 88: PHASING SEQUENCE OVER 30 YEARS

4.1.2 MAJOR PROJECTS IN PHASE 1

In order to recast the park's long time horizon for construction not as a waiting period, but as a gradual opening of a dynamic "public space in-process" with early access and amenities, phasing may be choreographed in coherent project sets.

This approach, which provides diverse opportunities for early use of the site, is adapted to the constraints of ongoing landfill closure and maintenance operations while opening up as much of the site as possible for public appreciation. Phase 1 may be seen as comprising three project sets, each independent of the others and capable of being developed concurrently or in any sequence. The third project set (the Point waterfront, signature bridge and the September 11 earthwork) will be dependent upon the timing and progress of closing the West Mound and other DSNY operational factors. These proposals are undergoing further study and revision. It should also be noted that current capping operations of East and West Mounds may present opportunities for shaping spaces for future park uses.

North and South Parks Project Set

- Soil improvements and native meadow planting on 240 acres in North and South Parks
- Neighborhood parks adjoiningTravis (North Park) and Arden Heights (South Park)
- 60 acres of new woodland in North and South Parks
- Enhancement of 20 acres of existing woodland in South Park
- 8 acres of restored wetland, wildlife observation tower and floating dock in North Park
- Owl Hollow Soccer Fields (35 acres)
- Settings for nonprofit and commercial initiative in a 20-acre area of South Park
- 8 miles of bikeways and pedestrian paths
- Process of ecological transformation visible
- Park entrances, signage, lighting and parking

Park Drive East and Creek Landing Project Set

- Loop Drive east of West Shore Expressway and first ramps to expressway
- Significant improvements to adjacent landscapes to screen the road and offset its visual and ecological impacts, including wetland improvements and the creation of new plantings
- Waterfront public space in the Creek Landing, including visitor center
- Art installations by the Percent for Art artist
- Sunken Forest feature
- 3.4 miles of bikeways and pedestrian paths
- Park entrances, signage, lighting and parking
- Morphing timelines: energy and Richmond Avenue berm trail and overlooks

The Point and September 11 destinations Project Set (pending closure of the West Mound)

- Signature bridge and Loop Drive west of West Shore Expressway
- Expressway service road improvements
- First 10 acres of the waterfront Point site
- September 11 earthwork monument and remembrance
- Park entrances, signage, lighting and parking
- Buffers around waste transfer station
- Percent for Art and other public art projects

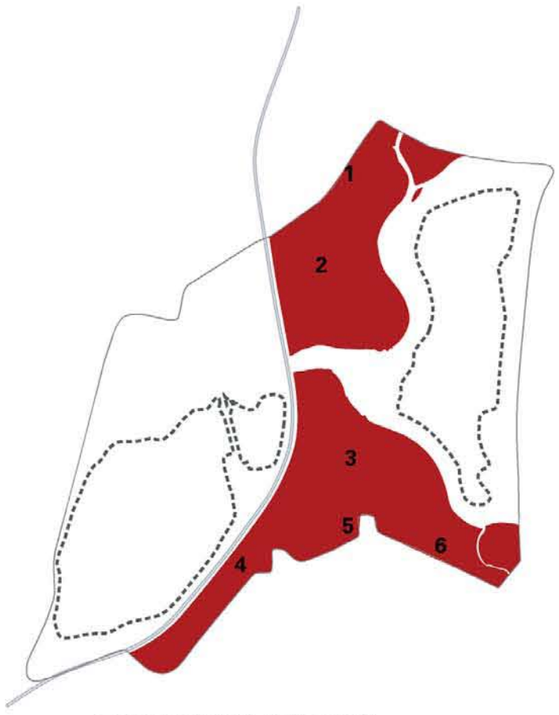
FIGURE 89: PROJECT 1; ILLUSTRATIVE VIEW OF TRAVIS NEIGHBORHOOD PLAYGROUND IN NORTH PARK

FIGURE 90: PROJECT 2; ILLUSTRATIVE VIEW OF RESTORED WETLAND, WATER ACCESS AND EVENT LAWN

FIGURE 91: PROJECT 3; ILLUSTRATIVE VIEW OF WATERFRONT EVENT ROOF AT THE POINT

PHASE 1 MAY BE SEEN AS COMPRISING THREE PROJECT SETS, EACH INDEPENDENT OF THE OTHERS AND CAPABLE OF BEING DEVELOPED CONCURRENTLY OR IN ANY SEQUENCE.

NORTH AND SOUTH PARKS PROJECT SET

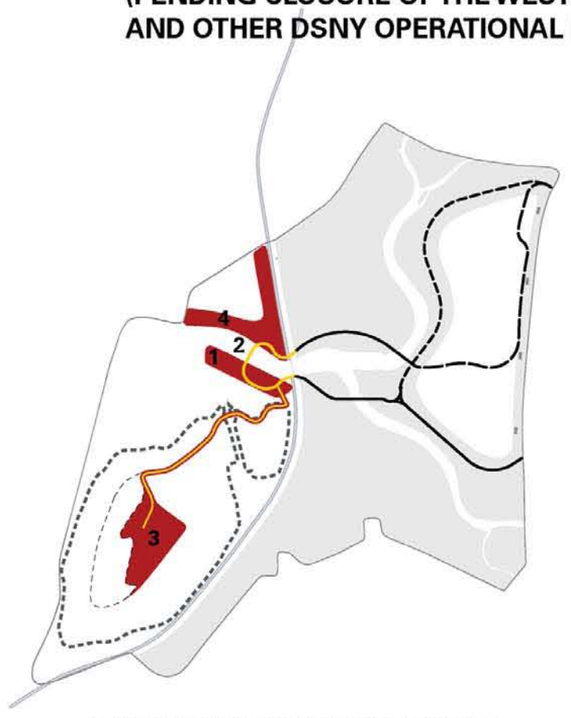


1. TRAVIS PARK (65 ACRES)
2. NORTH PARK (275 ACRES)
3. SOUTH PARK (450 ACRES)
4. OWL HOLLOW SOCCER FIELDS (35 ACRES)
5. EARLY ENTRANCE + INFORMATION CENTER (55 ACRES)
6. ARDEN HEIGHTS PLAYGROUND + PICNIC AREA (10 ACRES)

PARK DRIVE EAST AND CREEK LANDING PROJECT SET

1. CREEK LANDING (20 ACRES)
2. THE TERRACE (10 ACRES)
3. PARK DRIVE (3 MILES)
4. EAST PARK WETLAND RESTORATION (90 ACRES)
5. BERM TRAIL AND OVERLOOKS (30 ACRES)
6. MORPHING TIMELINES: ENERGY (MLU)

THE POINT AND SEPTEMBER 11 DESTINATIONS PROJECT SET (PENDING CLOSURE OF THE WEST MOUND AND OTHER DSNY OPERATIONAL FACTORS)



1. THE POINT WATERFRONT (25 ACRES)
2. PARK DRIVE: SIGNATURE BRIDGE (.5 MILES)
3. SEPTEMBER 11 EARTHWORK MONUMENT (100 ACRES)
4. WASTE TRANSFER STATION SCREENING (20 ACRES)

FIGURE 92: THE THREE MAIN PROJECT AREAS IN PHASE 1

4.1.3 GROWTH OF THE PARK OVER TIME

The diagrams to the right illustrate the cumulative effect of the proposed projects in each phase and how one phase builds on the next. These projects are illustrative in nature and do not indicate any final or fixed elements.

Proposed projects for the three phases are based on access and use goals, priorities expressed at public meetings, policy considerations, preliminary financial planning and estimated completion dates for the final cover of the East and West Mounds. Coordination of each stage of transition with DSNY operations still needs to be studied, evaluated and refined. In particular, DSNY circulation and accessibility to the mounds will need to be assured at all stages of development.

10 years
The illustration shows the elements and areas of the park that may be developed by the end of the first 10-year phase. Owl Hollow soccer fields are proposed to be built and open as soon as 2007. Infrastructure, early habitat improvements, circulation routes and program settings that initiate development are created in the Loop, North and South Parks. The very important road connection between Richmond Avenue and the West Shore Expressway will be established, along with construction of two segments of the Confluence loop road. Depending on funding, the signature bridge could begin in Phase 1. Some of the proposed recreational amenities and public use improvements include recreational facilities, hiking and biking trails, canoe and kayak docks and boat launches, event and picnic lawns, neighborhood parks, public art installations and selected Percent for Art projects. The September 11 earthwork monument and remembrance area may be open to the public pending completion of DSNY operations in this area.

20 years
The illustration shows suggested elements and areas of the park that may be built by the end of the first 20 years of park development. The completion of the signature bridge will connect the Confluence loop road and overall park circulation network. Pedestrian connection bridges over the West Shore Expressway and Richmond Avenue will enhance regional connectivity for bicycles and walkers. Early habitat improvements, circulation routes and program settings could be created in the East Park. A second wave of improvements expands habitat areas, and creates additional public spaces, amenities and trails in the Loop, North and South Parks. Significant private or nonprofit sector investments in new park facilities could enhance and build out early program settings.

30 years
The illustration shows the elements and areas of the park that could be built at the end of 30 years. Habitat improvements, circulation routes and program settings are created in the West Park. A second wave of improvements expands habitat areas and creates additional public spaces in the East Park. The Point area of the Loop is fully occupied, and additional private or nonprofit-sector investments create major new park facilities.

illustrative Phase 1 site plan

FIGURE 93, 94 & 95: color areas show public or limited public access; black-and-white areas show existing conditions and ongoing DSNY operations, not yet open to the public

illustrative Phase 2 site plan

illustrative Phase 3 site plan

4. 2 FINANCE

The Finance Plan outlines the significant capital and operating funds needed to realize the Master Plan's vision, and identifies potential revenue sources to create and sustain a vibrant, accessible park.

The scale and complexity of the Fresh Kills transformation requires a financial strategy based on the following premises:

- Realization of the Fresh Kills vision will require early strategic capital investments (the city has already commited $100 million for Phase 1 projects) that generate excitement about the project and change public perceptions of the site.
- Ongoing maintenance of lifescape will need to consider balancing public funds with potential revenue-generating uses that are compatible with the park.
- Park construction and maintenance investments must be undertaken with a clear understanding of DSNY's government-mandated landfill operations at Fresh Kills.
- Opportunities to limit additional capital and operating costs should be pursued through coordination of investments with the Department of Sanitation (DSNY).

Capital Investments

To transform Fresh Kills into a world-class park that attracts local, regional, national, and international visitors, sizable investments in park construction, facilities and infrastructure will be necessary. The city already has allocated $100 million toward the bold Phase 1 vision for Fresh Kills. These investments will reshape Fresh Kills in the short term, connecting Staten Islanders to dramatic new venues for active and passive recreation, exploration of natural habitats and special events. Specifically, these early-year investments will include:

- Expansive natural areas of grasslands, forests and wetlands
- Neighborhood parks
- Pedestrian, cycling and horseback riding trails
- Sports fields and facilities such as soccer and baseball fields and canoeing and kayaking launches
- Esplanades, boardwalks and waterfront access
- A park drive circulation system, providing access to all five park areas and connectivity between Richmond Avenue and the West Shore Expressway

Significantly, during this same time period, DSNY has allotted approximately $260 million for ongoing landfill closure construction, plus an additional $150 million for post-closure care.[1] These sizable, government-mandated DSNY costs are interlinked with the park construction investments that have been envisioned for Fresh Kills, and therefore, close coordination of park construction and DSNY operations will be undertaken on a project-by-project basis to ensure that park construction activities do not adversely affect essential landfill closure, maintenance and monitoring operations.

Operating Expenses

It is reasonable to assume that the annual operating cost to maintain Fresh Kills Park at full build-out would range between $15,000 and $30,000 per acre,[2] over and above any costs associated with landfill closure and ongoing landfill maintenance and monitoring costs. These park costs include management and administration, equipment, operations and maintenance. This projection takes into account the fact that up to 80% of the site is devoted to wetland, meadow, woodland and open water, all of which would require minimal levels of maintenance.

The team considered the utilization, desired standard and nature of the site in defining the preliminary operating cost-per-acre figure. Utilization was assumed to be similar to other flagship parks (i.e., Prospect Park). The desired maintenance standard was assumed to be consistent with the level of other successful New York regional parks. The higher cost and degree of difficulty of maintaining a former landfill site was also factored into the estimate. Per-acre operating costs for habitat, program and circulation areas at comparable New York City parks and former landfill parks throughout the nation, including operating budgets for these different park spaces, were also examined.

These operating costs will be refined further as the capital program and phasing is determined as described above. These estimates will also incorporate additional input from DPR's operational experience and the identification of costs that could be included as part of DSNY's ongoing landfill closure and corrective measures.

Operating Income

At a time when public operating funds for parks are scarce, many newer park facilities are seeking to generate income from on-site or adjacent activities to cover a portion of park operating costs. In New York City, new and older parks such as Brooklyn Bridge Park, Hudson River Park and Randall's Island have incorporated commercial elements to partially offset their operating costs. These elements frequently have the added benefit of generating excitement about the park and attracting additional users.

Given the size of Fresh Kills Park and the fact that residential and major commercial development is precluded, it is unrealistic to expect the park to generate sufficient income to cover its annual operating expenses. Recreational and potential commercial activity such as restaurants, banquet halls and a golf course will produce a revenue stream that would cover only a small portion of the park operating expenses.

However, these and other valuable revenue-generating assets can provide additional income to reduce an anticipated operating gap.

In addition to these uses, methane gas production could be another vital component of the revenue-generating equation. The team has determined that the harvesting of methane could provide a significant source of revenue to offset operating costs. In fact, this revenue could potentially be greater than the revenues generated from all other combined commercial activities at the site. Given this potential, further discussions concerning the city's policy on disbursement of revenues will determine whether the potential income generated by collecting and selling methane gas from the site can be dedicated to the park to offset operating costs.

1. All financial estimates are in 2005 dollars for the purposes of illustration. Actual costs will vary.
2. This estimate averages operating cost per acre over time and will vary at different stages of development, and in different areas of the park. The NYC per-acre average is approximately $6,000.

4.3 STEWARDSHIP

The Stewardship Plan defines the vehicle(s) that will undertake the tasks needed to realize the Master Plan's vision.

Responsible management and care is critical for implementation of the plan, the protection and enhancement of this unique site, and the creation of a meaningful legacy for future generations. A strong stewardship entity will guide the interim approvals and implementation processes and spearhead the planning process, site preservation and redevelopment functions. Ultimately, this entity will take accountability for, and have the long-term organizational and management capacity to:

- Spearhead the bold Phase 1 vision for the site: exciting capital projects that spark public interest supported by a new transportation network;
- Oversee the development and build-out of the site throughout Phases 1 through 3;
- Oversee and coordinate with vital landfill operations throughout the duration of the project;
- Operate and maintain the park and its facilities;
- Engage in community outreach;
- Provide long-range planning to ensure the park's continued viability.

Cataloguing Roles and Responsibilities

The transformation of Fresh Kills will involve a scope of activities surpassing that of virtually any other reclamation project in the world. The team has compiled a list of over 100 necessary tasks within the following general categories:

- Landfill closure operations
- Planning and design
- Capital construction
- Landscape and horticulture
- Facility maintenance
- Security
- Recreation and programming
- Oversight and accountability
- Legal affairs
- Communications
- Development/community relations
- Information technology
- Finance and budget

Successful completion of these tasks will require collaboration among experts over a decades-long period. The following diagram illustrates the broad functions required to be completed over the span of a generation.

Given the breadth of expertise required to undertake these tasks, the team formulated a vision for the stewardship entity defined around a set of key assumptions.

Refining the Stewardship Concept: Key Assumptions

Working with a collaboration of city agencies, the team has crafted a set of six key assumptions that inform the scope and character of the stewardship entity that will oversee Fresh Kills. These include:

1. Fresh Kills will be mapped city parkland, and will become a flagship New York City park.
2. As a flagship park, Fresh Kills will be overseen by a dedicated park administrator, a senior manager within DPR and a staff of park workers.
3. Mandated landfill monitoring operations will continue as the park is built; therefore, ongoing coordination of DSNY and DPR activities will be essential.
4. Coordination among multiple agencies in addition to DPR and DSNY, including DCP, CDOT, DCA and NYS DEC, must also be ensured. A City Hall-led interagency task force has been formed to coordinate the activities of all relevant stakeholders.
5. The city will continue to dedicate substantial resources to realize the world-class vision for Fresh Kills that has been proposed by the design team, and to maintain the park to the standard desired.
6. The city will cultivate a not-for-profit group composed of Staten Island, regional and national advocates for the transformation of Fresh Kills. Modeled after other successful nonprofits supporting flagship parks around the city, this group would provide resources and rally public support for the maintenance and improvement of the park, in addition to strengthening a Staten Island green network that includes the Greenbelt and William T. Davis Wildlife Refuge.

4.4 NEXT STEPS

The Draft Master Plan is a significant threshold leading to Environmental/Regulatory Review, the Final Master Plan and a detailed development plan for phased implementation.

As this Draft Master Plan attempts to make clear, the creation of Fresh Kills Park is not merely challenging in the manner of conventional large municipal projects. Beyond placing unique technical and creative demands on its designers, engineers and planners, the transformation to parkland will be a deeply layered, complex organizational undertaking for city agencies and park enthusiasts. Fresh Kills Park must be safe and beautiful, rejuvenating to the spirit and the environment, and it must be fun. The commitment to succeed in these ambitions, to complete and implement the Final Master Plan for Fresh Kills Park, requires that there be a clear, pragmatic sequence for phased development.

In addition to preparing the environmental and regulatory reviews and initiating preliminary design for such early action items as the roads and neighborhood parks, one of the most significant next steps is the preparation of a Development Plan for Fresh Kills Park. This Development Plan will lay out a detailed implementation plan, taking into account landfill closure operations, regulatory requirements, technical constraints, phasing of design and construction, and park management and budgeting. Preparation of the Development Plan requires the same care as envisioning the park. It starts with Phasing Recommendations for early projects found in this Draft Master Plan. These include:

- Neighborhood parks (including Owl Hollow soccer fields) on the site's perimeter, adjoining the Arden Heights and Travis communities;
- Park drives to provide access to the site and connectivity with the surrounding road network;
- Habitat enhancements and restoration, focused on the North and South Parks;
- Facilities in the Confluence for larger public gatherings, restaurants and waterside access;
- Planting and soil-making strategies;
- Sustainable energy strategies.

To start this transformation, many steps beyond the Draft Master Plan must now be taken, even before construction begins, to set the physical and operational foundations for both short and long-term improvements. Some are under way, others will proceed sequentially, providing information and analysis needed to set longer-term priorities at the highest level. Taken together, these actions will result in a Fresh Kills Park Development Plan.

Listed below are the next steps toward responsible implementation of the Fresh Kills Park Master Plan and creation of New York's next great park:

- Regulatory Approvals and Project Administration
  - o Environmental review (CEQR and the GEIS)
  - o City, state and federal permit applications and review
  - o Land use review (ULURP)
  - o Appointment of a park administrator
  - o Final Master Plan
- Implementation Planning and Park Stewardship
  - o Interagency team coordination and supervision
  - o Coordination of landfill closure operations and park phasing
  - o Engineering and operational studies and demonstration projects
  - o Community outreach
- Park Design and Construction Phasing
  - o Budget analysis and allocations
  - o Design for anticipated early projects
  - o Schematic design for anticipated later-phase projects

A draft of the Development Plan is under way and a park administrator will be appointed. Regulatory review and schematic design for the Owl Hollow soccer fields in South Park has already begun. A public scoping session for the Generic Environmental Impact Statement will be held in mid-2006 which, along with the Final Master Plan, should be complete in 2007. Additional park improvements will begin immediately thereafter with the first segment of the park drive system, providing access into the Park and connections between Richmond Avenue and the West Shore Expressway, expected to be open in 2009. During this time the city will continue public outreach, including the site tours begun in summer 2005 and special events programming coordinated by the Department of Parks and Recreation.

5.0 CREDITS

Fresh Kills End Use Master Plan

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Jennifer Morris, Technical Director

Applied Ecological Services, Inc.
Steve Apfelbaum, Senior Ecologist
Bill Stoll, Ecologist
Bill Young, Landscape Architect
James Ludwig, Director of Ecological Restoration

GeoSyntec
Mike Houlihan, Director of Site Engineering

Percent for Art Artist
Mierle Laderman Ukeles

Curry & Kerlinger
Paul Kerlinger

Tomato
Michael Horsham

L'Observatoire International
Herve Descottes
Nathalie Rozot
Steve Horner

Department of City Planning:

Amanda M. Burden, AICP, Director
Richard Barth, Executive Director
Wilbur Woods, Project Executive
Jeffery Sugarman, Project Manager
Jane Meconi, Project Planner
Michael Marrella, AICP, Project Planner
Len Garcia-Duran, Staten Island Borough Director
Rachaele Raynoff, Director of Public Affairs
Ellen Ryan, Director of Intergovernmental Affairs
Jennifer Posner, Special Assistant to the Chair
Tom Hess, Planner
Paul Brunn, Planner
Jennifer Horn

Office of the Deputy Mayor for Economic Development and Rebuilding:
Andrew Winters, Director, Office of Capital Project Development
Tricia Zenobio, Program Manager, Office of Capital Project Development
Joe Chan, Senior Policy Advisor
Angela Sung, Deputy Chief of Staff

Department of Sanitation:
John J. Doherty, Commissioner
Michael Bimonte, First Deputy Commissioner, Operations
Robert Orlin, Deputy Commissioner
Lorenzo Cipollina, Deputy Commissioner
Vito A. Turso, Deputy Commissioner, Public Information and Community Affairs
Keith Mellis, Executive Officer to Deputy Commissioner, Public Information and Community Affairs
Martin Bellew, Director, Waste Disposal
Michael Mucci, Deputy Director, Waste Disposal
Rocco DiRico, Assistant Commissioner, Support Services
Harry Szarpanski, Assistant Commissioner
Maria Termini-Miller, Assistant Commissioner
Phil Gleason, Assistant Commissioner
Ted R. Nabavi, Director of Waste Management Engineering
Dennis Diggins, Director of Fresh Kills
Sheila Metcalf, Program Manager for Fresh Kills End Use
John Hinge, Weston Solutions, Deputy Program Manager
Michal Paryente, Weston Solutions, Project Planner, Landscape Architect

Department of Cultural Affairs:
Kate Levin, Commissioner
Susan Chin, Assistant Commissioner
Charlotte Cohen, Director, Percent for Art
Lauren Arana, Project Manager
Jason Schupbach

Office of the Staten Island Borough President:
James P. Molinaro, Borough President
Nick Dmytryszyn
Mike Nagy

New York State Department of State:
Frank P. Milano, First Deputy Secretary of State
George Stafford, Director
Steve Ridler
Nancy Welsh

Department of Parks and Recreation:
Adrian Benepe, Commissioner
Liam Kavanagh, First Deputy Commissioner
Thomas Paulo, Staten Island Borough Commissioner
Joshua Laird, Chief of Planning
Charles McKinney, Chief of Design (2005 -)
Bonnie Koeppel, Chief of Design (- 2005)
Michael Browne, Team Leader for SI Capital Projects
David Carlson, Deputy Chief of Design
Paul Ersboll, Senior Project Manager for Planning
Mike Feller, Chief Naturalist
Johanna Freeman, Park Planner
Adena Long, Greenbelt Administrator
Ellen Macnow, Coordinator of Interagency Planning
Nicholas Molinari, Park Planner
Eric Rothstein, Hydrologist
Jane Rudolph, Chief of Staff
Bill Tai, Director of Natural Resources
Ed Toth, Director, Native Plant Nursery

Department of Transportation:
Iris Weinshall, Commissioner
Judith Bergtraum, First Deputy Commissioner
Michael Primeggia, Deputy Commissioner
David Woloch, Deputy Commissioner
John Giaccio, Staten Island Borough Commissioner
Tom Cocola, Assistant Commissioner
Kate Alcorn, Special Assistant
Alan Borock, Executive Director, Signals Division
Marjorie Bryant, Project Manager
Jay Jaber, Executive Director, Roadway Capital Program Management
Michael Johnson, Director, Roadway Capital Project Planning and Development
John Martin, Executive Director, Roadway Capital Program Management
Pat Matera, Borough Engineering Division
Ronald Moehle, Director, Office of Land Use Review
Joseph Noto, Executive Director, Office of Construction Mitigation and Coordination
Naim Rasheed, Chief, CEQR/Project Analysis
Michele Samuelsen, Project Manager
Stuart Schorr, Staten Island Borough Engineer
Gerard Soffian, Executive Director, Signs and Markings

New York State Department of Environmental Conservation:
Denise M. Sheehan, Acting Commissioner
Thomas Kunkel, Regional Director
Gubbi Murthy

Municipal Art Society:
Kent Barwick, President
Frank Sanchis, Senior Vice President
Kimberly Miller, Director of Planning Issues