

Scott
Gates

HARBOR PARK
MANAGEMENT PLAN

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City of New York
Department of Parks & Recreation

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New York Harbor

I. INTRODUCTION

"the traditional notion of an urban park is hereby broadened from one tied to a limited area of open space to the idea of a park as an amalgam of historic, natural, and architectural resources embracing man's total surroundings. This new concept of an urban park shall be known as an Urban Cultural Park."

- New York State Urban Cultural Park Enabling Legislation

A New Concept of Parks

Over the years, both cities and the concept of parks have evolved. Cities have grown out, grown higher, and grown denser. The idea of parks has changed from being only green pleasure grounds to include playgrounds and recreational facilities. Now, these traditional forms of parks are hard pressed to provide recreational opportunities for the burgeoning urban population. New York can no longer create large tracts of new parkland, not in its core nor even at its borders. But the demand exists for more places and ways to take recreation. The richness of cities themselves offers a solution to the problem of finding new recreational resources, new in kind as well as new in location.

Urban Cultural Parks

Urban Cultural Parks create new recreational experiences by using underused cultural resources that already exist in the fabric of the city. These co-exist with other urban functions -- commerce, finance, government, arts and letters, transportation, neighborhoods, manufacturing, communications, education, tourism.

By expanding the role and geographic dimensions of the traditional park, the new concept regards the entire city as a park. Streets, existing parks, public places and architecture are given new life as resources of an urban cultural park. This pragmatic approach to recreation has the power to coalesce the citizens of a city to revitalize neighborhoods, business districts and waterfronts. Not the least of the benefits of Urban Cultural Parks is that the unique character and heritage of each community is

highlighted, making each neighborhood special, renewing a sense of civic pride, and developing close to home a respect for cultural and natural values.

New York State Urban Cultural Park Goals

The four goals of the New York State Urban Cultural Park program are 1) **preservation** of historic buildings and settings which portray the state's heritage, 2) **education** of the public about the history and significance of the buildings and settings, 3) **recreation** programs and opportunities which use the settings for active and passive recreation, and 4) **economic development** through the use of the historic buildings and settings.

These goals and related objectives and performance standards are described in detail in Chapter IV. The evolution of Harbor Park is described in Chapter II. The six initial component sites are analyzed in Chapter III. Management structure is described in Chapter V. Phase I projects are detailed in Chapters VI and VII. The future expansion of Harbor Park is discussed in Chapter VIII. A project priority schedule is set out in Chapter IX, and an eight year financial plan is presented in Chapter X.

II. EVOLUTION OF HARBOR PARK

A Brief History of New York Harbor

New York was a seaport before it was a city. It was discovered in the name of commerce by explorers looking for a short-cut to the Far East. It was colonized for trade, and it was nourished by trade, from the start when Henry Hudson bartered for furs from resident Indians of the Algonquin Nation in 1609.

Sea lanes were the expressways of the pre-industrial world, and sailing ships both the trucks and the racing cars. Ships were the high technology products of this age. They were the connections that linked the civilized world.

In 1817, the port established the first successful shipping line whose vessels sailed dependably on schedule. The first line ran between New York and Liverpool, and its regular, methodical service made New York the most attractive market for English merchants who needed to sell the vast stock of goods produced by the factories of the Industrial Revolution. Other "packet" lines soon followed. New York began then to specialize in imports, as it still does today. This did create an imbalance of trade, but the merchants were enriched by every item that passed through their hands, inbound or outbound.

The New York seaport hugged the East River at the safest and most sheltered anchorage, important factors when ships were small. Merchants did business and stored their goods in the same buildings on the waterfront, four- and five-story brick countinghouses.

Most of the district was complete by 1835 where merchants had been working since the late 17th century. All of it was built on land fill, the earth excavated from unwanted hills as the city leveled and regulated itself in the 1810s -- land created so that shippers could be close to the docks, and close to Wall Street, the financial center they created to further their enterprises. The port didn't even expand to Brooklyn until the 1850s.

New York's shipping district was home port to the clippers, brigs, downeasters and sloops of the 18th and 19th centuries. The merchant shippers made New York the foremost American port and the most important American city by 1825. The finger piers were jammed with every species of wind-driven vessel, the river crossed and recrossed by a fleet of sidewheel ferries.

The first goal was to capture the greatest back-country market and supply source, creating a system to channel imports and exports through the port of New York to as much of the expanding nation as possible. Long Island Sound (a highway to New England), and the Hudson (to inland New York State) gave this port a good start. The Erie Canal, opened in 1825, made the port a gateway to the fruitful and expanding middle west. And beyond the natural market and the one opened by the canal, New York port managed to annex the cotton-producing South by offering credit and merchandising services in return for a percentage of profits.

In the beginning, merchants financed their own ventures, but shortly after the Revolution they established banks in order to borrow other people's money, to be repaid with interest to the lenders.

The Erie Canal, for one example, was dug with New York capital. The transatlantic telegraph was financed with it too. And the credit New Yorkers extended to back-country storekeepers and southern planters kept these precious connections loyal to this port. Because of the risks -- loss of ships or customers -- maritime insurance companies flourished in the service of commerce.

Commerce thrives on information -- what goods are available for purchase and who wants to buy them. The formula changed constantly, and the merchant who had the latest news reaped the profits. The real secret of New York lies in the making of connections between people with something to sell and people who want to buy.

Soon the port outgrew South Street, and sought more space for its expanding scope. Land-side transport challenged and extended the reach of the old waterborne routes. If New York had stuck stubbornly to the sea alone, the port would have died as its rivals on the rail lines wooed the markets.

In this burgeoning, contentious era, commerce overflowed its old districts and built a new one. Manhattan's Hudson River piers berthed many of the steamboat lines, and received the people and cargoes that came to the port by rail. New York's trade pushed the port beyond its old East River docks, to the Brooklyn shore across the East River from the South Street Seaport, and across the harbor from the railroads in New Jersey. Stores (in the language of the 19th century, warehouses for storage, not retail outlets) lined the Brooklyn shore from the Brooklyn Bridge to Red Hook, full of commodities like coffee, sugar, oils and spices. Often these cargoes never touched Manhattan.

The port's business was increasing rapidly during this period of coal and steam and rail connections. Brooklyn was drawn into focus, as the Atlantic and Erie Basins were privately developed in the 1860s for handling cargo and berthing ships. Red Hook became "home port" for thousands of seamen who would have gone, ten years earlier, to the lawless sailors' blocks of Water Street in Manhattan.

New York was the foremost port in the world, but the city's sense of itself as a seaport was dimming on the eve of World War I. The uncontrolled growth of New York harbor precipitated a long-expected crisis during defense preparations for World War I. The nation's foremost port found itself building and refurbishing warships, fueling and supplying the fleet, and controlling the movements of troops and ships. The result was a hopeless bottleneck: on all the rail lines, in the shipyards, on the wharves. There were too many independent interests, no central authority. The port's operating systems were obsolete and inefficient.

Lower Manhattan, with 10 percent of the port's usable waterfront, was still receiving 90 percent of the foreign shipment. And the bulk of all these goods had to be sorted, carted, barged across the harbor, and reloaded on freight cars in New Jersey for the next stage of their journey. The seaport seemed to strangling on its own success.

The old port of wind and water was challenged by the demands for space and efficient systems to deal with trade in increasing volume. It had to change its operations and expand in size and sophistication if New York were to remain a strong and healthy commercial port.

Shocked by the snarls created by World War I, the port set about reorganizing its spaces and systems. The goals: to develop more of the waterfront for foreign trade and relieve congestion in lower Manhattan; to streamline the movement of cargoes from ship to warehouse to railroad; and to establish a central authority for a New York that had spilled into New Jersey.

The Port Authority was established in 1921, giving form and direction to a comprehensive reorganization project. Virtually everything related to trade and transportation in New York port came in for its fair share of adaptation and change.

The beginning of this age saw the rise of commercial trucking. The Port Authority built bridges and tunnels to carry the traffic. It encouraged the building of new warehouses, vast in size and equipped with cargo elevators. What it didn't build itself, in this newly reorganized port plan, it encouraged others to build and managed.

Port Newark, begun during World War I, was the first "sea-land terminal" intended to bring ships directly up to the railroad lines; but most redevelopment reinforced the older pattern: ships and warehouses in New York, rail in New Jersey. The key to resolving this problem caused by geography and politics was an efficient system of lighterage, go-between boats that shuttled back and forth between warehouse and railroad. One of the most important of these services ran across the harbor between Brooklyn and Bayonne.

In the early 1940s, when the port once again organized American maritime forces for war, the work of shipbuilding and outfitting went smoothly. The port was by this time

handling twice the volume of foreign trade it had been shipping on the eve of World War I, and with far less confusion and congestion.

The shipping industry transformed itself yet again in the early 1960s. The revolution was "containerization," using containers of standard sizes, easily handled and transshipped.

A container port needs more upland space (up to 50 acres per berth) than older break-bulk terminals. The containers are bulky, the giant cranes used to lift and move them need maneuvering space, the trucks arriving to haul the containers on the highway need access to the roads. Very few of the old cargo handling facilities had enough space to become container terminals.

The new port's great demands for space have set its newest terminals well beyond the harbor that contained the first port. The "road" by water to the heart of the new system is the Kill van Kull (Dutch for channel of haddocks), which winds a narrow way between Staten Island and Bayonne, New Jersey to open into Newark Bay just beyond the peninsula of Bayonne. Over there lie Ports Newark and Elizabeth, much larger versions of the South Brooklyn Marine Terminal, all of which are great commercial cross-roads, the intersection of the major water, air, rail and road-ways that channel the world's goods to most of the northeastern United States.

New York became a major port of entry for people at the same time, and for the same reasons, that it took the lead in American imports of foreign goods. By 1825, most of the sea lanes led to this port, and transportation from here to points north, south and west was easily arranged. In the early days, American-bound Europeans arrived on the very ships that carried commercial cargoes.

The shipping business played a major role in fostering immigration. Ships bound east from America sailed heavy-laden, carrying bulky cargoes such as lumber, flour and so on. Incoming ships carried lighter but more valuable manufactures. To stabilize the vessel, the captain had to stow ballast -- or carry passengers. In the early days, the immigrants came ashore, just as the goods did, on the South Street docks. Most were weary from the passage, disoriented in a strange world, and easy prey for waterfront sharps.

Although every American except the Indian comes of immigrant families and every New World voyage was as poignant a venture as the Mayflower's, the crest of European arrivals in the United States coincided with New York's "steam port" age. The changes of that era had human as well as technological consequences.

Along with coal and steam came a kind of psychological reorientation that profoundly altered the character of waterborne trade. Seafaring life had a touch of glamour to it in the era of sail, an appeal felt by shipowners, sailors, and waterfront workers alike. It

is fashionable to disparage "the romance of the sea," but something was there in the age of the clippers that disappeared in the age of steam. Part of it was a change in the nature of work aboard ship: shoveling coal into furnaces stowed way down below the waterline was awful work. It was hot, monotonous, exhausting. It required virtually no skill, and it certainly lacked appeal. The more financially-secure American-born workers, who might have gone to sea in 1830, would not do it in 1870. The deafening jobs were taken by immigrants and transient foreigners. Waterfront work, even lowlier than seafaring, fell to the least skilled (usually the newest) group in the labor pool. Conflict among the groups led to a territoriality still evident today. The Manhattan docks, for example, are still worked by the Irish, while Italians hold sway on the Brooklyn shore.

The new, larger and more efficient "Port Authority" was the theater for a human evolution as well as an operational one. "Hard work, long hours, low pay" describes the conditions under which waterfront workers and seamen alike labored at the end of the 19th century. Both of these trades had organized labor unions in the 1880s and 1890s, but not until the 1920s and 1930s were they able to obtain enough power to improve working conditions, hiring practices, and pay.

Each civilization, each "age" of New York port, appears to have died. The record is full of these deaths, each with its elegies to the passing of something great. But in truth, none of them has died. Each of these successive seaports grew uncomfortable inside its old boundaries, and was in the end transformed.

Urban Cultural Park Themes

The previous section shows the rich and varied past of New York. While most of the statewide Urban Cultural Park themes could be illustrated by the events in New York Harbor, those that are particular to New York City are immigration and maritime trade.

In the eyes of the world and for many people who came to the United States, New York harbor was the gateway to a new land. Only in the past generation has travel to America shifted to airplanes. When ships were the only means to get from the Old World to the new, the first glimpse of that new land was coming through the Verrezanno Narrows, past the Statue of Liberty, to be received at Ellis Island. Many immigrants have entered the United States along its open borders or have dispersed to other states, but New York had the most concentrated stream of immigration. It has become a symbol of arrival in the New World.

The same ship traffic that brought so many immigrants through New York brought cargo as well. Even with the advent of container shipping, New York harbor still has one of the highest volumes of shipping in the United States. As New York grew, one could see

the changes along the waterfront as new facilities were built for the increasing business. Marshy areas were filled, bulkheads were put in to create a firm shoreline, piers and wharves were constructed to accommodate ships, warehouses were built to store the goods. The layers of its trading history ring the waterfront of New York.

The trade and people drawn by New York, coming to America through New York, fueled the development of the upstate towns. The dispersal of these to other places is the next chapter in the story of New York State told by the Urban Cultural Park system.

Immigration Though New York harbor was broadly the scene of trade and immigration, these activities occurred in certain areas of the waterfront. New York created reception centers for immigrants first at Castle Clinton (then known as Castle Garden) in Battery Park, and later at Ellis Island. The Statue of Liberty was a gift from the French to honor New York as the gateway to the New World, sited on what was known then as Bedloes Island.

Many immigrants who stayed in New York settled in distinct neighborhoods -- such as the Lower East Side, and Sunset Park in Brooklyn -- often engaging in maritime work. A number of organizations, such as the settlement houses, were set up to assist them in finding a place here.

Maritime Trade Shipping activities dominated the waterfront along the Hudson River, both sides of the East River below Roosevelt Island, and South Brooklyn. South Street Seaport in Manhattan and Fulton Ferry in Brooklyn were early sites of trade and retain their maritime flavor and some of their previous activity. Life on the sea was very different and disconnected from the mainstream landlubber society. A home for retired seamen was built at Sailor's Snug Harbor on Staten Island to provide a place for them in their later years. The site has become a cultural center and botanic garden with concern for historical preservation of its buildings.

The world-wide decline of the shipping industry has left long stretches of the New York waterfront deserted, and sometimes deteriorated. There are few active piers left in New York -- the banana piers on the east side of Manhattan and the Passenger ship terminal on the west, Red Hook Marine Terminal in Brooklyn, and Howland Hook in Staten Island. Yet even now, New York harbor has one of the greatest volumes of shipped goods in the nation.

Pollution in the area had made people wary of the harbor's waters. Over the past decade, environmental controls have reduced the chemical and organic contamination to such an extent that aquatic life is beginning to flourish, and the harbor once again is attractive. The public is starting to use it for boating. The America's Cup Challenge had once been held in New York, and many of the competing vessels were built at City Island in the Bronx. Still, New York has kept the New York State Maritime Academy and Kingsborough Community College which emphasizes marine and maritime studies.

Connections

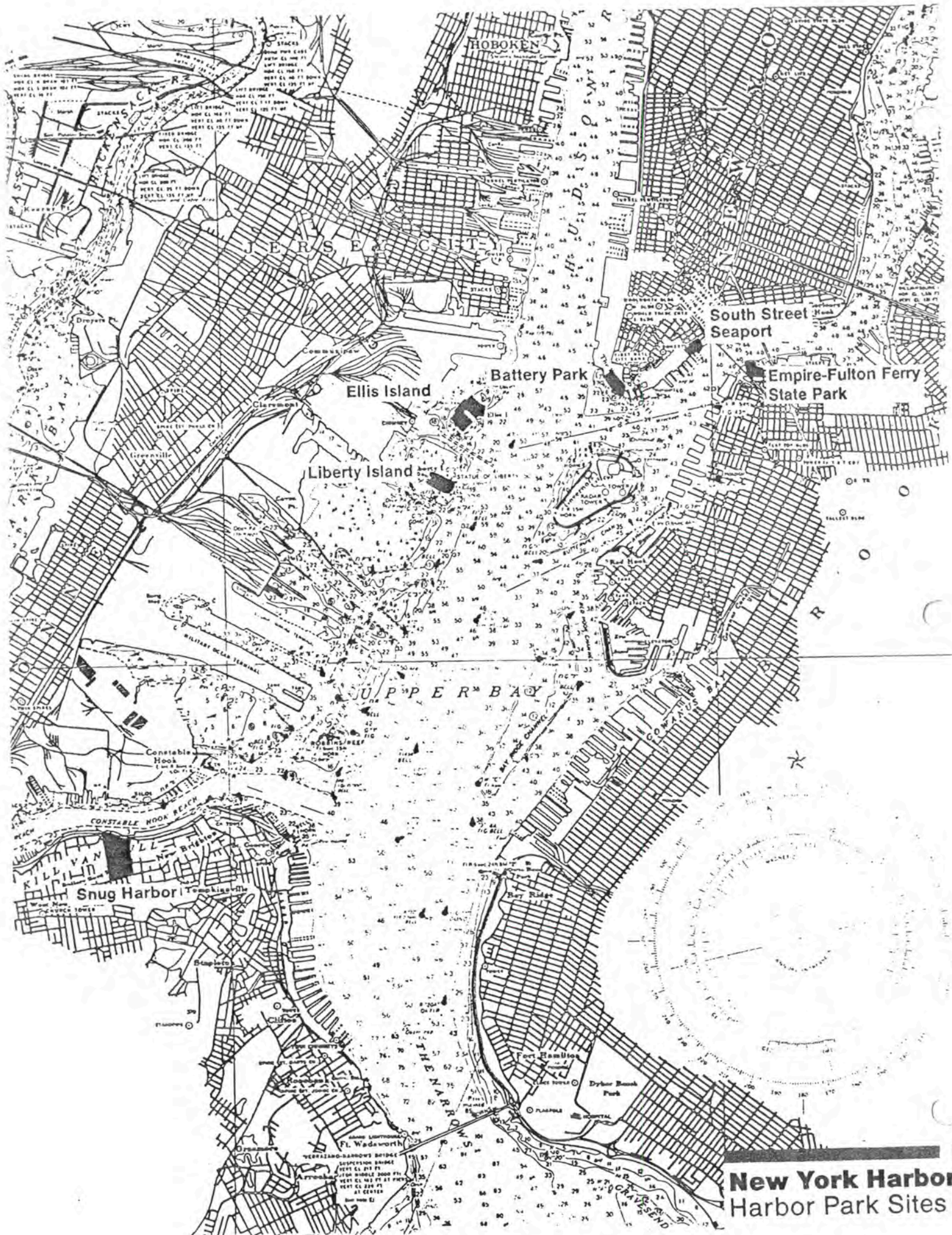
The City of New York has grown around the harbor. Great waterways separate its boroughs. Once, waterborne transportation provided the links people needed across these waters. The public works of bridges and tunnels displaced ferries in the commuter and transportation markets, but these facilities are now sorely taxed. Given the waterfront sites of most of the cultural resources mentioned in the last section, returning to the use of boats is the logical way to create transportation connections between them. This mode also forges a strong link between the themes of Harbor Park and the experience of tourists' visits.

The themes themselves provide the context for the disparate sites and are illustrated by them. For both maritime trade and immigration, the subject has many aspects and the process many stages. Going from site to site, the visitor follows a trail of history and of the relationships between these aspects and stages.

Phasing

Of the cultural resources of the harbor, some are more accessible than others. Also, some more clearly illustrate the themes. These are already parks or public facilities: Empire-Fulton Ferry State Park, South Street Seaport, Battery Park, Liberty Island, Ellis Island, and Snug Harbor. They have been chosen for the start-up phase of Harbor Park, because they can readily provide recreation and interpretation. They also do not require large capital investment to become accessible and usable as parts of Harbor Park.

A later phase of development will examine and evaluate other resources for their potential to expand Harbor Park with connections to other sites, particularly in Queens and the Bronx.



**New York Harbor
Harbor Park Sites**

III. THE COMPONENTS OF HARBOR PARK

As initially conceived, Harbor Park includes the following six sites: Battery Park, Empire-Fulton Ferry State Park, Liberty and Ellis Islands, Snug Harbor, South Street Seaport, and New York harbor itself. Boundary maps are included with each section; detailed boundary descriptions are contained in Appendix A.

The material in this section focuses on each of the six initial Harbor Park sites, listed alphabetically. Information on each site is divided into the following categories: Site Description; Land Use and Preservation; Resources; Usage (including Visitation, Programs and Services, and Marketing); Access; Management and Financial Structure; and Related Plans and Projects. Following the site descriptions is a section on New York harbor.

BATTERY PARK AND PIER A

Site Description

Battery Park is a 22-acre public park located at the southern tip of Manhattan. It was added to by landfill which gradually extended the shoreline west from State Street over a 300 year period. Today, Battery Park is bordered to the north by Battery Place and to the east by State Street.

The Department of Parks & Recreation improved Battery Park's physical appearance for the Statue of Liberty Centennial in July, 1986. Regular in-house maintenance workers cleaned the park grounds, repainted benches, and repaired the asphalt walks. As part of the centennial celebration, the Parks Departments of New York City and Paris planted large floral displays in commemoration of France's gift of the Statue of Liberty to the United States. New York's display was planted in Battery Park's *Eisenhower Mall*, the Parisian display in the *Place des Etats Unis*.

To the north of Battery Park, along the waterfront, is Pier A. This landmark is connected to the park by a plaza which is at the end of West Street. It lies between Battery Park and the parcel to be developed at the south end of Battery Park City.

Land Use and Preservation

Battery Park is designated parkland by the city. Castle Clinton, a National Monument, is contained within the park boundary and is part of Harbor Park. Pier A is unzoned, as are other marginal wharves, streets, and places in New York City.

The National Park Service recently refurbished Castle Clinton for use as an orientation center and ticketing office for Liberty and Ellis Islands. Among other interior modifications, the old bricked up south door was reopened to allow direct access from the castle interior to the boat dock. Assistance was provided by Parks to rehabilitate the paving, embellish the walk between Castle Clinton and the dock, and to renovate the fender system, gangways, and seawall.

Both of the comfort stations have been rehabilitated. The playground in the southeast sector of the park was spruced up, and a general clean-up of the park was done. The playground's refurbishment included installation of new play equipment, safety surfacing, and asphalt. The rest of the park is to remain as open parkland and paved walkways.

Since the July Centennial, Parks has undertaken a major redesign of the park. The firm of Stan Eckstut and Associates has begun the redesign under the auspices of the Battery Park City Authority. No money is currently allocated for construction.

Pier A is a City Landmark and on the National Register of Historic Places, but is in poor condition. The building is used by the Fire Department for the Marine Division Headquarters, the marine repair shop, and a marine fire company. The plaza is used for employee and truck parking.

Resources

Once a battery of guns used to defend Manhattan against the Indians and later the British, Battery Park is today the major embarkation point for visitors to the Statue of Liberty and Ellis Island. The long bulkhead has several berths with ramps adaptable to various tide levels. Castle Clinton National Monument, within the park, was once located 200 feet offshore, accessible only by a causeway. As a result of a series of landfills, it now stands within the park perimeter. In its long history, Castle Clinton has served as a fort, an immigration center, an auditorium, and an aquarium. Most recently it has been used as a modest interpretive center for Battery Park.

Battery Park contains a rich variety of historical monuments and green spaces, each of which represents a significant group or individual in our country's past. There are twenty-four historic monuments and statues within the park.

The only permanent structures in Battery Park are Castle Clinton, a masonry structure at the eastern edge of the park, the Battery Park IRT Control House (subway exit), two masonry comfort stations, and two tunnel exhaust structures. Castle Clinton is of historical significance, and the Control House is a City Landmark.

Pier A also has a long history, having just celebrated its centennial in 1986. The pier structure is the only example of block and bridge construction in New York Harbor besides the Brooklyn Bridge, and is also the oldest working pier. The building was originally offices for the Department of Docks and only later did the Fire Department arrive. The building contains a clock tower with ships bells which were installed as a memorial to World War I veterans. It is thought to be the first World War I memorial.

Usage

Visitation The estimated visitation figure for Battery Park will exceed three million people in 1987. There are two distinct visitor groups: workers from nearby offices on breaks, and tourists going to and from Liberty and Ellis Islands. A third group of visitors is rapidly developing as Battery Park City comes closer to completion. Currently, there are 5,000 residents and 35,000 office workers that utilize its facilities. With an average of fifteen families moving in per week, the Battery Park City Authority estimates a residential population of 25,000 in ten years.

In fine weather the park is popular with local office workers; their trips to Battery Park include many repeat visits. The number of Liberty and Ellis Island tourists dropped off markedly from an annual average of 1.8 million while the statue was being renovated; after the full reopening in 1986, Liberty Island visitation numbers rose to 3 million. Visitation is expected to maintain a level of at least 2.5 million per year.

Programs and Services The resiting of the ferry departure point at Castle Clinton and the provision of interpretive services have enhanced the visitor experience immeasurably, increasing the visitor's overall sense of anticipation at seeing these historic places. The resiting also provided shelter for those waiting to board the tour boats. Representatives of the National Park Service have indicated their willingness to include Harbor Park information and, possibly, a display at the Castle Clinton orientation center.

Pier A is not open to the public. While once it was the site of many city celebrations, it can not now function as a public facility.

Access

Most visitors to Battery Park arrive by mass transit, 25% arrive by tour bus, and 5%

arrive by car. Of the visitors working in downtown, almost all walk to the park from the office.

Landside Linkages The principal through roadways providing access to Battery Park are the FDR Drive (east side), West Street (west side), and Broadway, which runs down the spine of Manhattan. There is no vehicular traffic within the park. The FDR Drive, West Street, and Broadway are relatively free of congestion in the area on weekends.

Bus service to the park is via the M1, M6, and M15. The M1 and M15 bus routes are on the east side of Manhattan, extending as far toward the middle of the island as Central Park South (M6). No direct bus service is available from the West Side (which is served by subway), but transfers can be made from west side service to the M1, M15, and M6. There are express bus routes which run to Battery Park, but their hours of operations and limited-stop service are generally incompatible with recreational use.

Subway service is available. Stations adjacent to the park are:

- #1 (FROM West Bronx/West Manhattan TO South Ferry);
- #4 (FROM Flatbush -Brooklyn/East Manhattan TO Woodlawn-Bronx);
- #5 (FROM Crown Heights-Brooklyn/East Manhattan TO Eastchester-Bronx);
- N (FROM Astoria/Queens TO Whitehall Street/Coney Island, Brooklyn);
- R (FROM Bay Ridge-Brooklyn/Central Manhattan TO Jamaica, Queens).

Other subway lines have stops not immediately adjacent to the park but located within walking distance. By using these and bus transfers, access to Battery Park is possible from practically all subway lines traversing Manhattan.

Access to Battery Park from Staten Island is via the Staten Island Ferry. The ferry's Whitehall Terminal is adjacent to the park. Parking in the area is far easier on weekends than during the week. Over 3,100 spaces are available. Most convenient is a several-hundred space surface lot at the intersection of West Street and Battery Place, at the northwest corner of the park. This lot has signs for Statue of Liberty parking, and the sign is visible to southbound vehicles on West Street. By midday on weekends this lot and other off-street facilities within the immediate area are close to or at capacity. A garage directly opposite the Staten Island Ferry Terminal rents space, but for weekdays only. On-street metered parking is in short supply; and the restrictions of one hour or less make metered parking inappropriate for visitor use. Because of the lack of parking, mass transit will be the best means of transportation, particularly on weekdays.

On Saturdays, off-street parking is more readily available, but meter restrictions are still in effect. On Sundays, metered spaces are free and spaces are available both on-street and in those off-street facilities which remain open on weekends.

Pedestrian access to the northern perimeter of Battery Park is via four signalized crosswalks along State Street. (Vehicular traffic is unrestricted and heavy.) Tour bus parking is allowed in the driveway of the U. S. Coast Guard Building. Once inside the park, pedestrians can use the walkways to reach the berths along the promenade. There is signage throughout the park directing pedestrians to the Statue of Liberty Ferry.

Water Linkages Battery Park and the surrounding ferry terminals are the hub of New York ferry traffic. The terminals serve commuter traffic to and from Staten Island and Governor's Island. Battery Park is now used for recreational passenger service to Liberty and Ellis Islands.

The park's 1500-foot bulkhead is in good condition with ample space for an additional landing. The structure is a masonry and concrete seawall backed with asphalt-surfaced solid fill faced with timber fendering. Both the seawall and fenderings are in good condition, but are in need of some maintenance. Five berths are available, with ramps to accommodate varying tide levels. The deck is 9.5 feet above mean low water and the depth of water alongside the landing averages 20 feet. The layout would require no modifications for expansion of its use and, because of the water depth, no dredging would be needed. Though currents are sometimes strong, access by water is excellent.

The Fire Department berths its fireboats along Pier A. Even with the landfill of Battery Park City extending the shoreline, the northern side of the pier is still accessible to boats. The breakwater to the south is in disrepair and not safe for use.

Management and Financial Structure

Battery Park is owned by the City of New York and operated by the Department of Parks & Recreation. Castle Clinton National Monument, located inside the park, is administered by the National Park Service through their Manhattan Sites Office. Pier A is also owned by the city, but operated by the Fire Department.

A number of concessions are located within the park and produce substantial revenue for the city. Three of the docking slips along the expansive waterfront promenade are licensed to the Circle Line Statue of Liberty Ferry, Inc. for embarkation points. The other two slips are rented occasionally by Parks for movie or tourist boat use. An excursion boat called the *Petrel* is docked there during the summer.

The other concessions -- a snack bar, two souvenir stands, and nine food carts -- are located adjacent to the ferry embarkation area. In addition, there are several viewing telescopes at various sites around Battery Park for visitor use. The snack bar and one of the souvenir stands are operated by the Reese Brothers, the managers of Luchow's Restaurant. Outside the building which houses the snack bar and gift shop is a large temporary kiosk with another souvenir stand.

All these concessions serve the heavy tourist traffic using the Statue of Liberty ferry. These concessions are among the most lucrative in the city's park system, generating substantial revenue each year. The concessionaires have long-term licenses from the city, which receives a percentage of their gross income as rent. From the ferry concessionaire the city receives about 7 percent of the purchase price of each ticket (\$3.25 per adult passenger). This revenue goes into the city's General Fund. The National Park Service receives 10 percent of the price of each ferry ticket.

Related Plans and Projects

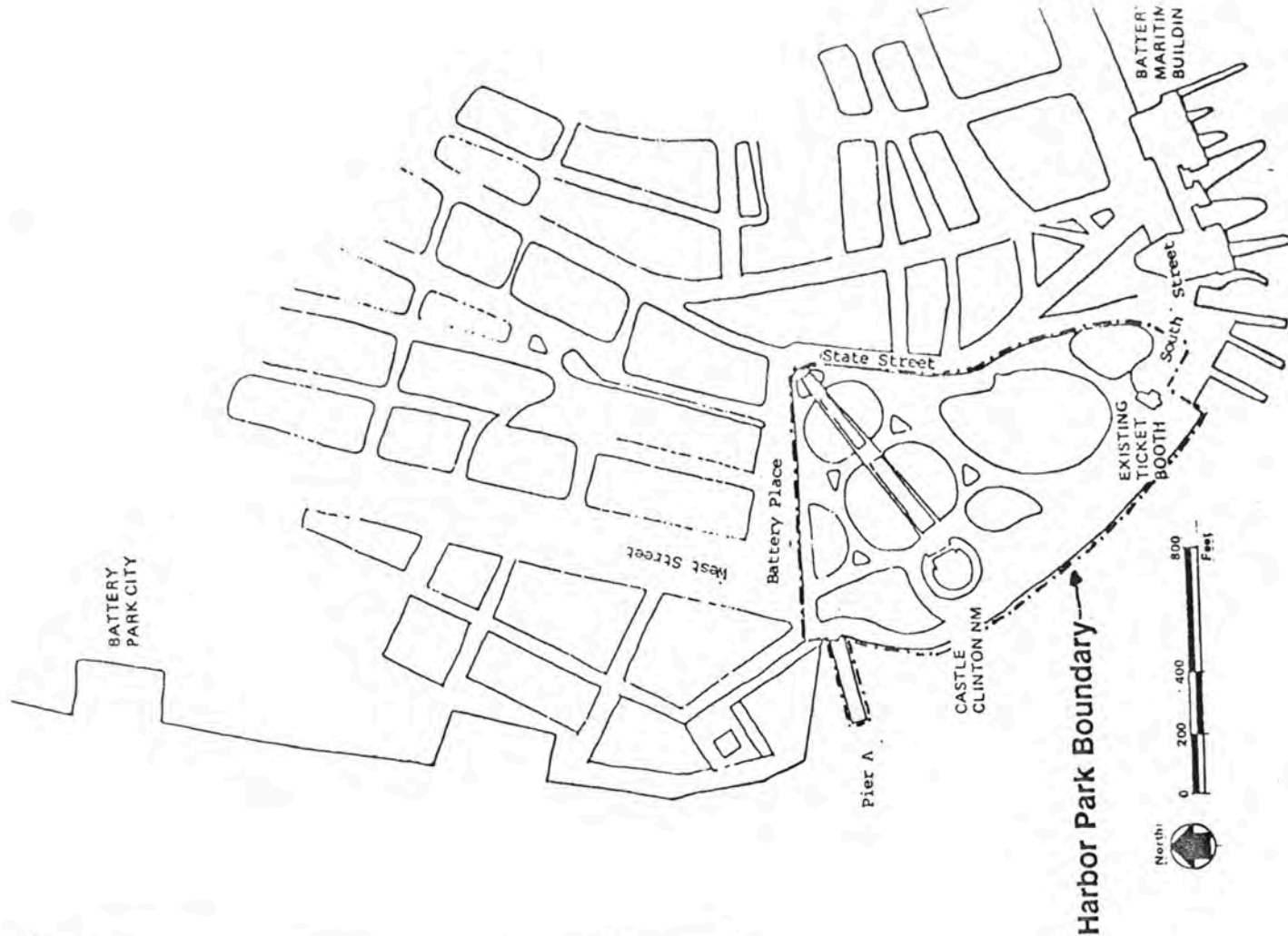
Battery Park will greatly benefit from the completion of Battery Park City and the accompanying South Park, which is located to the south of the complex. South Park is set to open in 1989 and will greatly increase the amount of park space in that area. For Battery Park, Battery Park City means higher usage levels, greater concession revenues and increased demand for the ferries to Liberty and Ellis Islands. There is also a plan to redesign Battery Park, creating a more efficient use of the site and better placement of the many monuments which now fill the park in a haphazard fashion.

The area around the Staten Island Ferry Terminal, the Battery Maritime Building, and Peter Minuit Plaza has been slated for redevelopment. The plan now includes an office tower, new ferry terminal, redesigned plaza and public pier. Vehicular and (especially) pedestrian movement can be expected to increase substantially from this development. The conflict between through-vehicular traffic and pedestrians en route to downtown offices from the Staten Island Ferry Terminal will increase, as will ferry to subway transfers. Anticipating this increase, provision of access and circulation amenities for all users and visitors has been included in the design. The project is being managed by the Public Development Corporation.

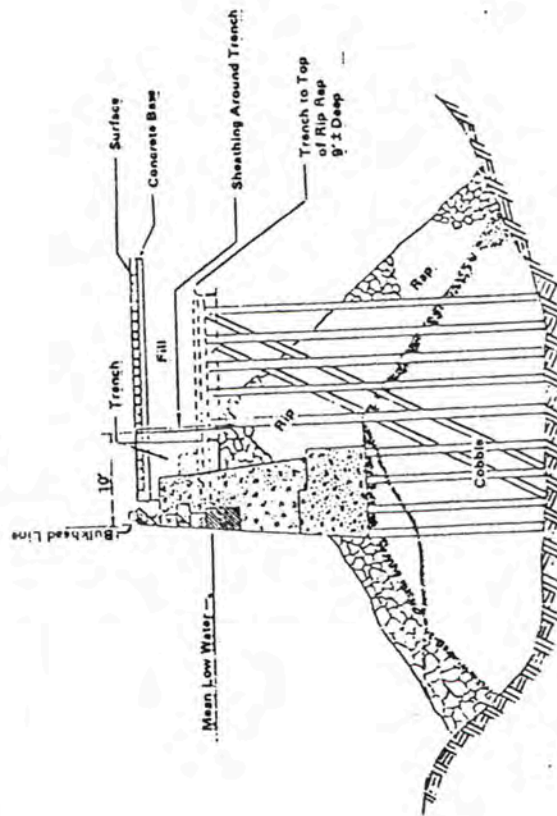
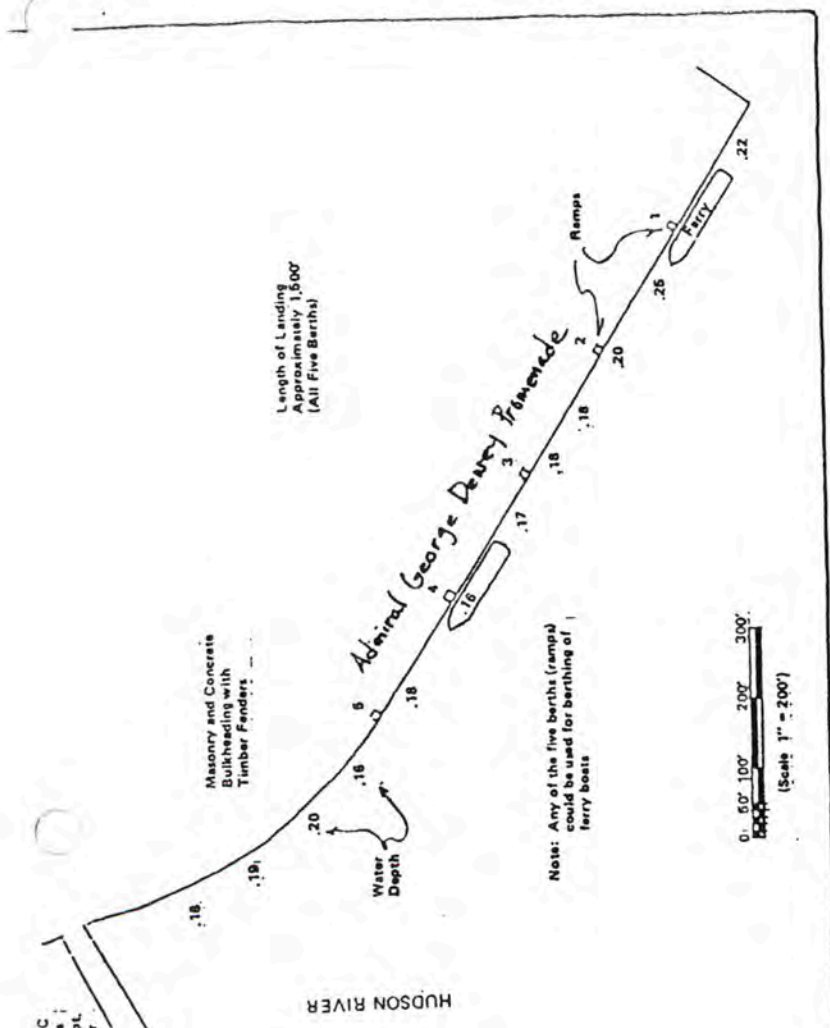
Across State Street, the old U. S. Customs House is being rehabilitated. Uses that will be located there should include some public facilities, possibly educational such as the Museum of the American Indian.

Boundary Maps and Illustrations

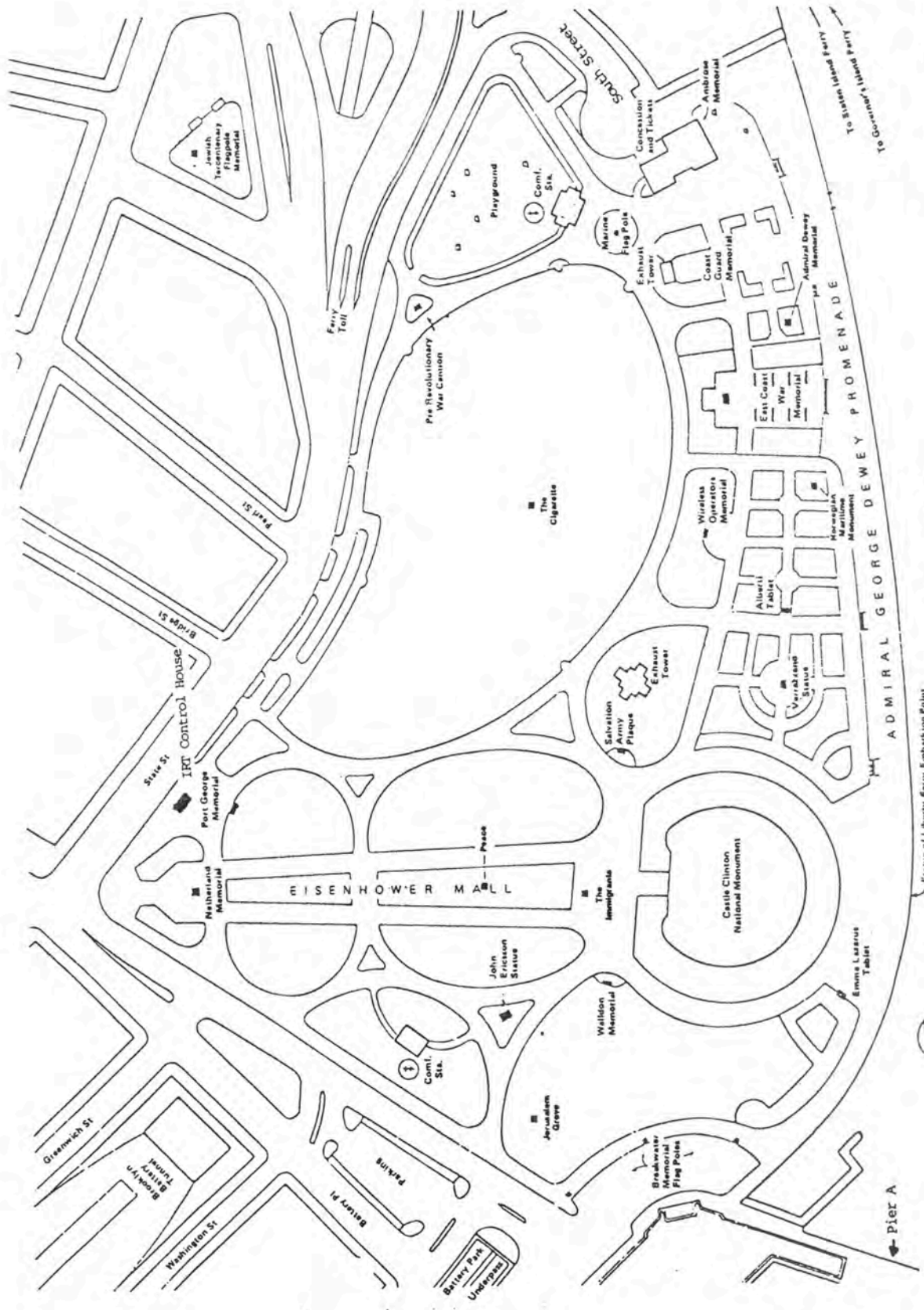
Following are the Harbor Park Boundary Map, the Battery Park Land Use and Preservation Map, and Pier A Elevation.



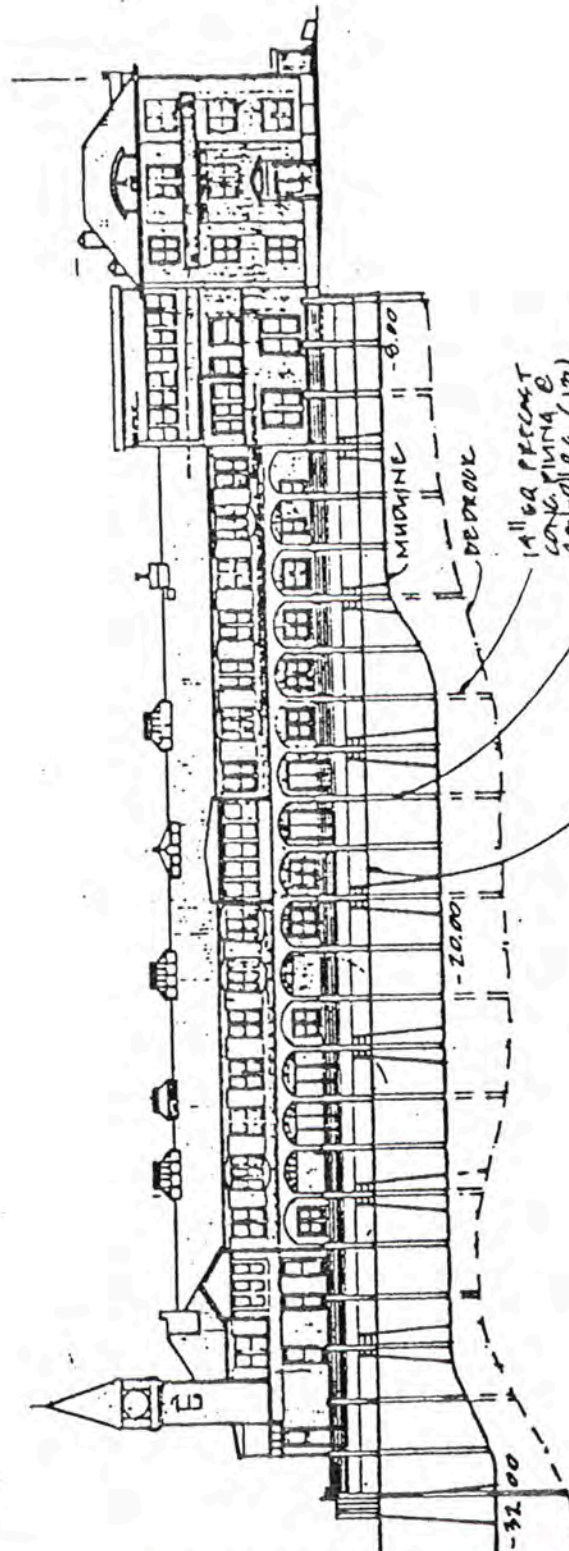
Harbor Park Boundary Map Battery Park



Typical Section of Bulkhead Wall



Land Use and Preservation Battery Park



1" EA PERCENT
CONC. PILING @
20' O.C. (17)
1" EA WOOD
FRIDGE PILES @
11' O.C. (25)

MEAN HIGH WATER = 0.00
MEAN SEA LEVEL = -2.75
MEAN LOW WATER = -6.25

SOUTH ELEVATION
SCALE: 1" = 50'-0" ±

RENOVATION OF
HISTORIC PIER A

HUDSON RIVER
NEW YORK COUNTY
NEW YORK STATE

JOSEPH H. LANCOR A.I.A INC.
10 DECEMBER, 1984
SHEET 4 OF 4

Pier A Elevation
Battery Park

EMPIRE-FULTON FERRY STATE PARK

Site Description

Empire-Fulton Ferry State Park is a 9-acre site located between the Brooklyn and Manhattan Bridges on the East River waterfront in Brooklyn. The shoreline, New Dock Street, Water Street and Main Street form the boundaries of the site.

The New York State Office of Parks, Recreation, and Historic Preservation (OPRHP) purchased the site in 1978. Three acres contain the historic Empire Stores, three are underwater in the cove area, and three are uplands which have been developed as park.

The parkland was created by OPRHP as an immediate amenity to allow public access to a stretch of the Brooklyn waterfront. Design aspects included preserving the spectacular views of lower Manhattan and the red-bricked Empire Stores, adding topography to the site's flatness, and restoring the dilapidated shed as a point of interest in the park. A boardwalk was created that runs along the waterfront edge of the park and terminates in a planted sitting area. A number of trees were added, with care taken not to obstruct views. The shed was restored to provide shade and act as an open pavilion for park programs. The park's entrance is at the foot of New Dock Street and is now connected to the Brooklyn Bridge pier section of the Fulton Esplanade.

Another small park at the southern end of a connecting walkway under the Brooklyn Bridge is at the foot of Cadman Plaza West and marks the site of the old Fulton Ferry. This facility is on the west side of the bridge and relates more closely to nearby residential uses on the edge of Brooklyn Heights. A number of garage and storage facilities, constructed by the city over the years and used by various municipal agencies, are also in the Fulton Ferry area. These include the New York City Department of Purchase building and the Front Street garage.

The immediately surrounding neighborhoods include Vinegar Hill, a 19th century mixed use community made up of three distinct elements -- it is residential along the Navy Yard, near the bridge there are commercial loft-type structures, and at the East River a Con Edison plant dominates the scene; the Brooklyn Navy Yard, now an industrial park providing considerably less employment during peak hours than it did during Navy occupation; and the Gair/Sweeny building area, a manufacturing zone of large, concrete loft structures, many of which have been converted to office use.

There are also residential and commercial uses in the area. New food and retail outlets serve the growing population as commercial building conversions bring in more people.

Land Use and Preservation

The park contains elements of both new and historic land use trends in this waterfront area. Facilities include a riverfront boardwalk with benches, a park pavilion, a lawn and landscaped plantings.

In Empire-Fulton Ferry State Park, it was recognized that the site might contain some items of historic significance. Therefore a conscious design decision was made not to undertake any excavation or construction that would disturb historic resources. Protection of the stores from vandalism was a design consideration which led to the installation of a fence. The site has a 2-acre lawn, a man-made mound, a restored shed which serves as a park pavilion, and a boardwalk with benches.

The historic land use trends are represented by the Empire Stores, brick warehouses which were in use during the heyday of commercial traffic between the Manhattan and Brooklyn waterfront in the 1800s. These structures are listed on the National and State Registers of Historic Places and are designated New York City Landmarks. Currently no use is made of these structures. OPRHP is now working with other city and state agencies to determine the best use of these structures and others in the surrounding area and clarify private sector involvement. Adaptive reuse of Empire Stores under the protection of applicable city, state, and federal historic preservation laws can be expected thereafter.

The character of the area has been shaped by its role as an industrial district. The major buildings defining this character are the Empire Stores (nine former tobacco and coffee brick warehouses) and the Gair Sweeney Buildings (concrete loft buildings constructed in the late 19th and 20th centuries). The immediately adjacent area is largely zoned M 3-1 for heavy industry, with M 1-1 light industrial use in some blocks.

The character of the area is also shaped by the decline of its industrial base, paralleling citywide trends over the past several decades, which is reflected in deteriorating infrastructure and vacant buildings. The Empire Stores have long been vacant; their shuttered cargo bays symbolize the area's decline and under-utilization. Much of the land is vacant and strewn with trash. An exception is Empire-Fulton Ferry State Park, a 9-acre area which includes the Empire Stores and waterfront property.

Resources

The site has many unused and underused buildings and natural resources which are significant in the historical and cultural evolution of the area, and are worth preserving, interpreting, and developing.

Empire-Fulton Ferry State Park and the Fulton Ferry slips comprise the largest areas of

open space in the district. The small waterfront park at the ferry pier is actually one of three parcels belonging to the New York City Department of Ports, International Trade, and Commerce and which make up the Fulton Esplanade. The other two are the River Cafe leasehold with open space maintained for public use, and the Brooklyn Bridge Esplanade along the bulkhead on the river side of the bridge pier.

These open space uses represent the current movement to increase access to the waterfront and use underused industrial and commercial waterfront lands for recreational uses where appropriate. With the recent noise abatement work on the Brooklyn Bridge, use of the site for formal concerts, as well as for band music and visual art performances, may be possible. The State Department of Transportation is having the noise level tested.

From the colonnade of Borough Hall there is a broad perspective of Cadman Plaza, a major avenue which leads directly to the waterfront (about half a mile), ending at the Fulton Ferry District. On first impression, the Fulton Ferry area appears to be an isolated, underutilized industrial district, between two bridges which act as physical barriers setting it apart from other neighborhoods. But upon deeper analysis one finds a relatively unchanged and unspoiled historical treasure.

Without the ferries, the Fulton Ferry historic district became less accessible and considerably less useful to the rapidly expanding areas of Brooklyn's south and east. Although the city of Brooklyn grew at a furious pace during the 19th century, the neighborhood was by passed and left undisturbed. Today it looks remarkably similar to its stately appearance 150 years ago. The area is characterized by rows of brick and brownstone buildings. It has been noted that for this reason, the District, in its unaltered state, is now so culturally and historically important. The lands under water once contained piers, but all that remain are the pilings.

Usage

The park provides a setting for passive recreation which local residents are using on a regular basis.

This park enjoys spectacular views of the East River bridges and the Lower Manhattan skyline. Besides sightseeing and picture-taking, picnicking, sunning, and kite-flying are also encouraged. Adjacent to the 2-acre grassy lawn are the Empire Stores, nine brick warehouses listed on the National and State Registers of Historic Places and designated as New York City Landmarks.

Visitation Since its opening in 1979, attendance at the park has grown steadily from 3,655 during the six month warm weather period in 1980 to almost 10,000 during the six month warm weather period in 1983 (a 173% increase). From May 1986 to May 1987,

attendance was 21,000. This increase is an indication of the site's potential as a waterfront area for public enjoyment. The park was the central site of the Great Irish Fair in 1981 and 1982, bringing 50,000 people in two days. While no exact figures are available, most visitors arrive by bicycle, city bus or private car.

Programs and Services The park is open from 10 AM to 8 PM during the summer and for 8 hours per day in the spring and fall. A series of weekend dance, music and theatrical performances is regularly scheduled during spring and summer. An annual sculpture show, produced in cooperation with the Brooklyn Waterfront Artists Association is also staged for a two-moth period. The approximate fifteen pieces of sculpture feature a number of works created by local artists.

Marketing When special events or exhibits are programmed in the park, the OPRHP regional office notifies appropriate media outlets. Literature on the park is provided upon request by the regional OPRHP office. Depending on the type of uses, adaptive reuse of the Empire Stores may lead to additional marketing efforts.

Access

The Fulton Ferry Historic District is within walking distance of both Brooklyn Heights and the Brooklyn Civic Center. In fact, to reach the area via public transportation, one must pass through either of these vital and interesting Brooklyn sections.

Public access to the site exists and could be improved through organized, programmatic use, and more complicated capital improvements such as a pedestrian access stairway from the Brooklyn Bridge.

Landside Linkages Public transportation serves the area on a frequent basis. The subway IND A line to High Street Brooklyn Bridge Station stops two blocks away; the IRT Broadway-Seventh Avenue line to Clark Street/Brooklyn Heights stops three blocks away. Many bus and subway lines stop at Borough Hall, and bus connections are available from there. The B-41 bus line ends at Fulton Street on the waterfront.

Walking across the Brooklyn Bridge is one easy way to reach Fulton Ferry. This lovely experience, which used to cost 2 cents at the opening of the Bridge in 1883, is now free and regularly enjoyed by residents and tourists of the Brooklyn and Manhattan waterfront communities.

Pedestrian traffic currently has a very minimal impact upon the area, possibly because the steep slope down to the Ferry area from surrounding communities presents a physical barrier, along with some sense of remoteness and dilapidation. From Borough Hall, the walk down Cadman Plaza is about one-half mile.

Access for vehicles is provided by two major approaches: the Brooklyn-Queens expressway and the Brooklyn and Manhattan Bridges. Cadman Plaza West is the major local street to reach the site at New Dock Street.

Parking is currently available in the Department of General Services lot and in adjacent sites. A parking lot has been set up on the underused land beneath the Manhattan Bridge. At the present time, finding space is not a problem.

Water Linkages At present, no regular ferry service exists to the park. However, two ferry operators offer service to the nearby Department of Ports, International Trade and Commerce pier just south of the Brooklyn Bridge from Pier 11 near Wall Street in Lower Manhattan. During the weekday commuter hours, ferries leave every 20 minutes. On weekends, service will be provided once every hour. The maximum capacity for the ferry is around 150 persons.

Due to the narrower channel, waters near the state park are rougher than those at the PITC pier south of the Brooklyn Bridge. The rougher waters do not necessarily preclude ferry service. However, there is no landing facility. No plans for ferry service or the development of appropriate infrastructure are anticipated at this time.

Management and Financial Structure

More capital improvements will be made with OPRHP funds to enhance the recreational character of the park and its waterfront views. OPRHP funds will also be made available to stabilize the Empire Stores property.

OPRHP allocates funds for the park's maintenance, security and programming. On-site personnel are assigned to the park during its hours of operation. OPRHP has also invested capital funds for repairs to the Empire Stores. OPRHP will continue to manage Empire-Fulton Ferry State Park.

A preliminary study of potential uses for Empire-Fulton Ferry State Park was done in 1983. The consulting firm found the site to be ideal for shopping, strolling, picture taking, eating, etc. The openness of the park provided a release from the density of the surrounding built environment.

Related Plans and Projects

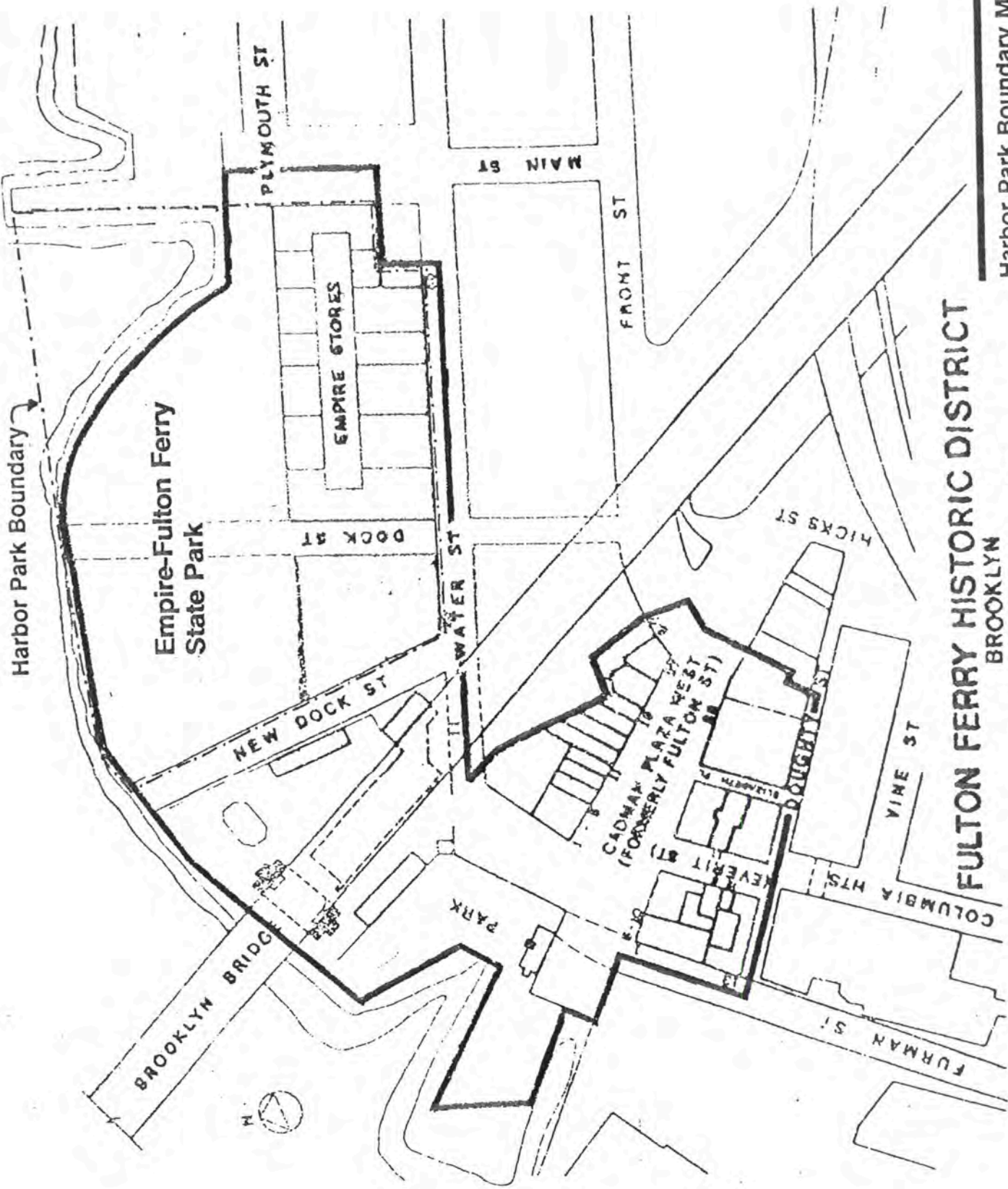
The Jehovah's Witnesses are also active in the area's real estate market. Their World Headquarters is located just behind Fulton Ferry in the Watchtower building. They have renovated a number of industrial buildings which are well maintained as facilities for printing and teaching. The group has plans for expanded operations in the area.

Empire-Fulton Ferry State Park may be included in a redevelopment of the Fulton Ferry Historic District which will hopefully attract and stimulate private sector investments. It is hoped that adaptive reuse of the Empire Stores and improvement of the park would encourage simultaneous investments in other adjacent public properties.

The Port Authority plans to redevelop the Brooklyn Piers 1-6 to the south. The slated public and commercial uses suggest the need to link them to the park by a waterfront promenade.

Boundary Maps and Illustrations

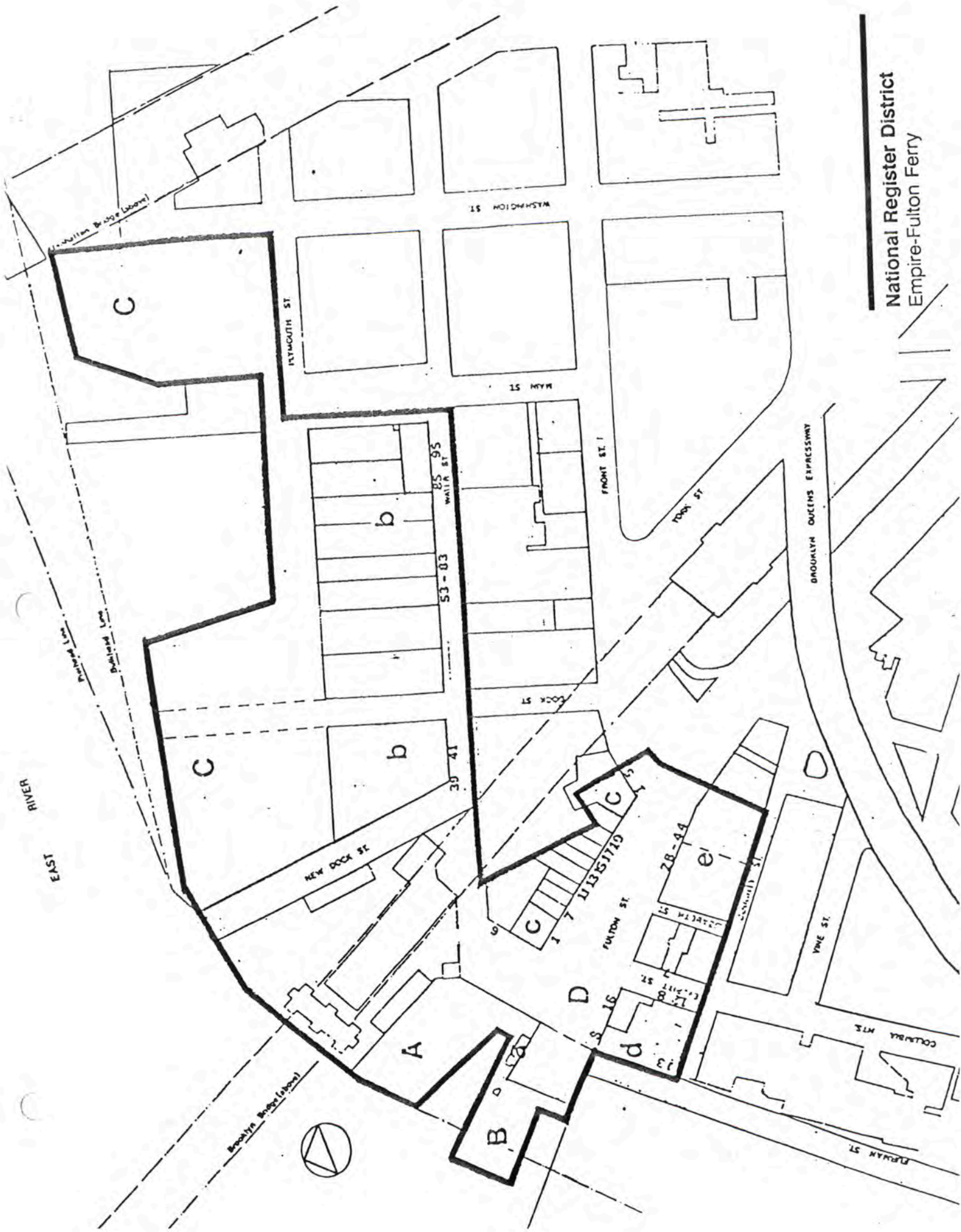
Following are the Harbor Park Boundary and New York City Historic District map, and the National Register District map for Empire-Fulton Ferry State Park.



FULTON FERRY HISTORIC DISTRICT BROOKLYN

Harbor Park Boundary Map
Empire-Fulton Ferry

DESIGNATED JUNE 28 1977



National Register District
Empire-Fulton Ferry

LIBERTY AND ELLIS ISLANDS

Site Description

Liberty and Ellis Islands, two small islands in New York harbor, form the Statue of Liberty National Monument. Liberty Island bears the Statue of Liberty, one of the world's greatest symbols of freedom, known to generations of immigrants and visitors. Ellis Island, nearby, was the foremost federal immigration station, a pass-through point for 12 million immigrants entering this country between 1892 and 1954.

Liberty and Ellis Islands are located in upper New York Bay. The 27.5-acre Ellis Island lies about a mile west of the southern end of Manhattan and less than 1,200 feet from the bulkhead line of New Jersey's Liberty State Park. Liberty Island, about 12.5 acres, lies southwest of Ellis Island and a half mile east of the Jersey City bulkheads. Though both islands are on the New Jersey side of the state line, the National Park Service exercises jurisdiction over their lands.

The world-famous Statue of Liberty underwent a full-scale restoration for its centennial year of 1986. Ellis Island, which permanently closed as an immigration facility in 1954, is currently closed to visitors during its reconstruction. It will reopen in 1989 after extensive renovation and restoration of the main buildings.

Land Use and Preservation

Liberty and Ellis Islands are under the jurisdiction of the National Park Service and have no local zoning. Liberty and Ellis together comprise the Statue of Liberty National Monument, and Liberty Island has City Landmark status but Ellis does not.

Liberty Island has as its focal point the ideals of freedom and liberty. Ellis Island is dedicated to the history of immigration. Both have been renovated to enhance their objectives. Since the Statue of Liberty centennial celebration in 1986, the National Park Service has been focusing on the problem of visitor congestion at Liberty Island. This congestion is caused by the numbers of visitors who choose to climb to the statue's crown. A warning system is needed at Castle Clinton and Liberty Island to give arriving visitors an opportunity to plan alternate activities while awaiting entrance to the statue. Directory signs are planned for Castle Clinton to help visitors use more effectively the time of their visit to Liberty Island.

Both the north and the south sides of Ellis Island have been preserved as historic sites.

Interpretive programming, designed to convey the experience of the immigrants, will be performed on the northern side. An immigration study and conference center is one proposal being considered for the southern side.

Resources

Liberty Island The west side of Liberty Island is used exclusively by administrative personnel and is closed to the public. The other three sides of the island are edged by a wide esplanade offering visitors a completely unobstructed view of New York harbor. The statue and its base occupy the side of the island opposite administrative headquarters. Between these two areas lies a grassy space generously planted with a variety of trees and shrubs.

Beneath the statue's pedestal is the massive foundation, 52 feet, 10 inches high, over a sub-foundation that is 13 feet high above mean low water. It is 91 square feet at the bottom, and 65 square feet at the top. Except for a 10 square-foot shaft which runs through the center, the foundation is a solid 11,680 cubic yard mass. Surmounting the foundation stands the pedestal, rising 89 feet high. The intricate stone detailing of the granite facade reduces its massive appearance.

On the pedestal rests the 152-foot statue which is formed of copper sheets $\frac{3}{32}$ of an inch thick, and weighs 225 tons. Its framework, designed by the French engineer Gustave Eiffel, consists of four huge steel supports that bear the weight of the entire structure. The construction is extraordinary for its date, considering the width of the face is 10 feet and one of the eyes is 2 feet, 6 inches.

Ellis Island The 33 structures on Ellis Island were completed between 1900 and 1936, and together contain more than 600,000 square feet of interior space. Over the years, many of the uses of the buildings changed, requiring significant modifications. Some of the buildings were vacated in the 1940s and all were finally abandoned in 1954. The physical condition of the building complex and historic furnishings are extremely poor. Since their abandonment thirty years ago they have deteriorated to the point that none is usable without significant rehabilitation.

In 1975, the National Park Service began a program to stabilize these structures. The major problem with all the buildings is connected with their damaged drainage systems, roof tiles which are cracked and loose, gutters and downspouts clogged or missing, and flashing which has been vandalized for its scrap copper value. The resulting water intrusion has been severe, causing steel to rust, masonry to crack and plaster to fall. The budget for rehabilitation of the north side is \$140 million. The exhibits in the northern buildings will cost \$11 million.

Usage

Visitation The Statue of Liberty is a major national and international attraction, drawing large crowds of visitors from all over the nation and the world. Of the 1.6 million people who visited the statue in 1979, the National Park Service estimates that less than 38 percent came from the seven Mid-Atlantic states closest to the site. The number of visitors to the statue is increasing and reflects increasing foreign tourism in New York City. The statue receives well over 3 million visitors even in the poorest years, when visits to other attractions decline. The Statue of Liberty is one of the most consistently visited sites in the metropolitan region by foreign and American tourists.

The capacity of the statue for people climbing to the crown is about 450 persons per hour. Overall the island has the acreage, staff and facilities to accommodate 12,000-13,000 people per day. Often during the summer months, as many as 20,000 people visit the site daily. Fewer than 5 percent of the visitors to the statue repeat their visits. Consequently, most interpretive programs are geared accordingly. The average visit on the island lasts four hours.

Only a small percentage of visitors to the statue also visited Ellis Island. This portion of the combined facilities was not opened to the public until 1976, and hazardous building conditions on the island made it necessary to restrict visitor use to small-group guided tours.

Consequently, the visitor capacity of the island was still quite low, approximately 800 people a day, compared to at least 6,000 and up to 14,000 people a day at the statue during the summer.

Because public visitation of Ellis Island was in its infancy, it is difficult to project future use levels based on past trends. It is reasonable to expect more visitors to the statue and many more visitors to Ellis Island when an immigration museum is developed there.

When Ellis Island reopens, its immigration museum and interpretive center are expected to make it a prime tourist attraction, increasing its popularity to approximately 1.4 million visitors per year. If a ferry shuttle between Ellis and Liberty goes into operation, this 1.4 million figure will probably reflect a large number of tourists combining their trips to Liberty and Ellis Islands. However, the National Park Service is considering this proposal along with several transportation alternatives.

When Ellis Island reopens, access will be available via the Circle Line Statue of Liberty Ferry, Inc. from Battery Park and Liberty State Park in New Jersey. The creation of shuttle service between Liberty and Ellis Islands will add a third means of transportation to the islands. Having only one ferry slip for the main visitor entrance may create berthing problems and limit visitor numbers.

Programs and Services Before rehabilitation began, Liberty Island was open to the public throughout the year, while Ellis Island was opened seasonally from May 1 to October 28. Programs on the islands include tours, special events, cultural programs, environmental education classes and community activities. Little information about the islands or these various services is provided at the ferry access terminals, and visitors are often unaware of what is available until after they arrive. On Ellis Island prior to closure in 1984, Park Rangers had been meeting each of the boats bringing visitors and conducting tours of the major immigrants' service buildings. Because of safety hazards on the island, visitors were not allowed free access to any of the buildings. Ellis Island will be reopened to the public in 1989.

Interpretive programs have been directed toward a variety of audiences, particularly school children. Participatory workshops for school children are offered on Liberty Island from October through March. The themes of these workshops are construction of the statue, immigration to America and the immigrant experience. Special events are organized in cooperation with ethnic, historical and patriotic organizations.

The idea of establishing a museum to honor the immigrants who came from the far reaches of the world first emerged in 1954. In that year, a group of public spirited citizens met with the American Scenic Historic Preservation Society and the National Park Service. By 1962, construction had begun within the monument's pedestal. Beginning from the period of construction, the American Museum of Immigration, Inc. assisted the National Park Service with development of the museum which the National Park Service now operates. The immigration exhibit opened to the public in 1972, followed by the statue exhibit in 1986.

Marketing The current marketing program for Liberty Island consists of a National Park Service brochure which is distributed at the site and through the New York Visitors and Convention Bureau. Liberty Island is also listed in various tourist publications. All printed material is developed by the National Park Service at the Harpers Ferry, Virginia, center. NPS will add to its publicity materials a statement identifying Liberty and Ellis Islands as part of the Harbor Park system.

During the centennial year of 1986, extensive marketing and public relations efforts made for Liberty Island were coordinated by the Statue of Liberty-Ellis Island Foundation, Inc., including one of the two most important centennial events -- the July 4th ceremony during Operation Sail, attended by President Reagan. The other was the statue's rededication on October 28th, the actual centennial date, organized by the Department of the Interior.

Marketing tools for Ellis Island will be similar to those currently used for the Statue of Liberty. They will include National Park Service brochures and listings, and major publicity efforts scheduled for the island's reopening, again coordinated by the Statue of Liberty-Ellis Island Foundation, Inc.

Access

Water Linkages Liberty and Ellis Islands are served by the Circle Line ferries *Miss Liberty*, *Miss Circle Line*, *Miss Gateway*, and *Miss Freedom*. The present contract, effective through 1992, gives the Circle Line exclusive rights to land tourists at the islands. The islands are also served by the Circle Line from Liberty State Park, New Jersey.

Liberty Island's West Landing Pier is used by the Circle Line for Statue of Liberty trips and by National Park Service boats. The pier is in good condition but has limited berthing space for tourist ferries. Vessel access is through a narrow channel off the main harbor channel. The access channel stops abruptly at the northern end of the L-shaped pier and would have to be dredged if the pier were lengthened. Because the access channel is too narrow to safely accommodate an increase in ferry traffic, construction of a new pier at the eastern end of the mall is proposed for handling the post-centennial expansion of the ferry services (including an Ellis Island shuttle). Until the new pier is built, the ferry traffic will be served by the work pier on the southeast side of the island.

At Ellis Island, visitors will arrive at the ferry slip where immigrant boats docked and proceed as did the immigrants under a canopy into the station building. Both the slip and the entire island perimeter are faced with a granite block wall. The slip will be dredged to accommodate commercial ferry boats.

Management and Financial Structure

Liberty and Ellis Island are operated by the National Park Service. The current NPS staff level for the peak summer months is 110 people. When Ellis Island reopens, summer staff will be increased to 150 and the annual operating budget, now approximately \$2 million, will more than double, to about \$5 million. No expense figures are available for the period of restoration because of the constant changing of operational components.

Only one concessionaire operates at Liberty Island. The food service and gift shop are run by Evelyn Hill, Inc., which has preferential rights under the terms of their concessions contract to provide food service and souvenir sales at new facilities as they are reopened to the public.

The other major concessionaire is Circle Line Statue of Liberty Ferry, Inc. Its contract with the City of New York Department of Parks & Recreation for the landing of ferry service to and from Liberty Island has been renewed through 1992. Of the amount paid for each ferry ticket, the National Park Service gets 10 percent and the City of New York gets 7 percent. NPS's concession income goes into the General Fund of the United

States; the city's income goes into the city General Fund. There is no link between this income, generated at the site, and funds for operating the site. The concession agreement stipulates that all tourist visitors to Liberty and Ellis Islands be carried only by Circle Line, precluding any separately managed Harbor Park ferry.

The Statue of Liberty-Ellis Island Foundation, Inc., raised all the funds required for the restoration. The Foundation is an independent non-profit organization. The Statue of Liberty-Ellis Island Centennial Commission, the formation of which was announced by President Ronald Reagan on May 18, 1982, advises the Secretary of the Interior on the preservation of these sites.

The fund-raising campaign of the foundation included several components. No governmental funds were contributed. Funding came from corporate gifts and sponsorship, employee campaigns, a matching gift program, foundation grants, and individual donations. Fraternal, patriotic, civic, and ethnic organizations contributed through the National Grass Roots Campaign and the National Ancestry Campaign. Just as students a century ago contributed money for the construction of the pedestal, the foundation's National Student Campaign encouraged the participation of today's student generation.

By the time all restoration is complete for both Liberty and Ellis Islands, it is hoped that a \$20 million endowment will have been established. Income from that endowment will be used only for the maintenance of the Ellis Island physical plant.

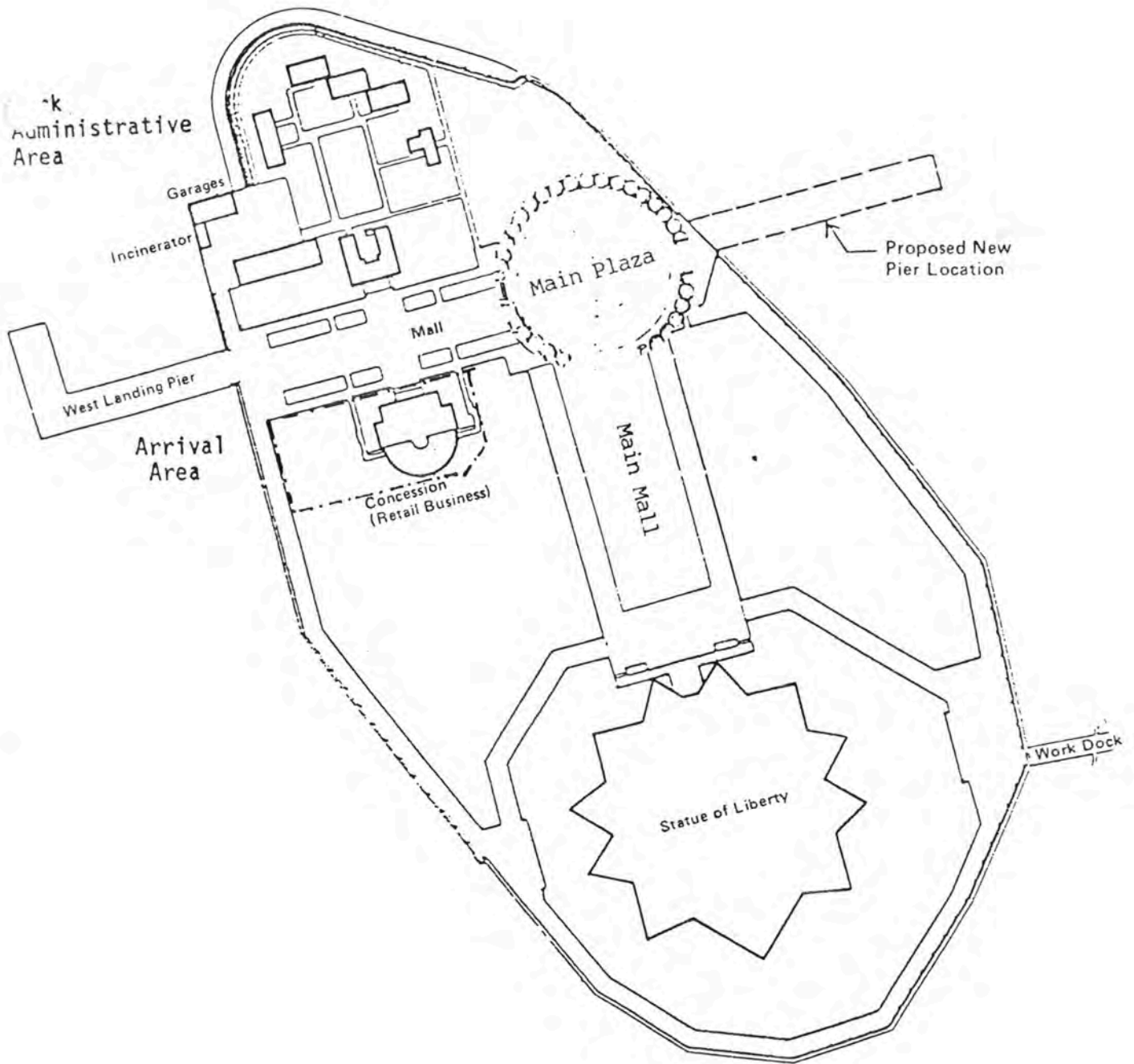
Since Ellis Island has considerable space available, the administrative offices of the Statue of Liberty National Monument have been located there. Under the Office of the Superintendent, staff are responsible for the programmatic areas of administration, maintenance, resource management/visitor protection, curatorial activities, and interpretation. Of the total Statue of Liberty National Monument staff, 50 full-time employees and 20 seasonals are assigned to Liberty Island, and 55 full-time members and 15 seasonals are stationed at Ellis Island.

Related Plans and Projects

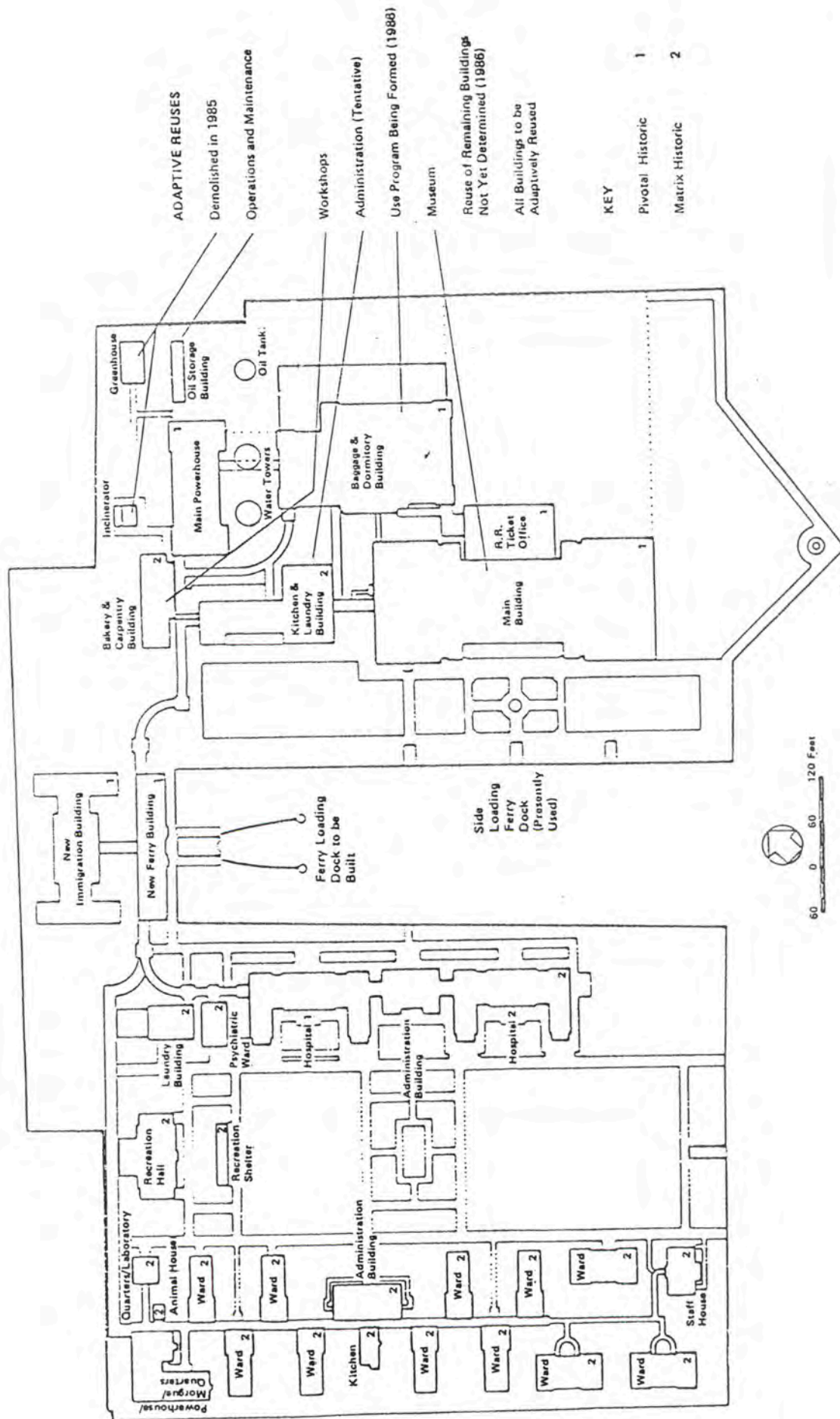
To the west of Liberty Island, in New Jersey, is the recently developed Liberty State Park. The distance from shore to the island is about one-half mile. The park is slated for expansion and some commercial development, including a marina, under the auspices of the Liberty Park Development Corporation. Also nearby in New Jersey is Port Liberte, a residential and commercial complex. These new uses may increase the demand on Liberty and Ellis Islands, or at least affect the pattern of getting there.

Boundary Maps and Illustrations

Following are the Liberty Island Harbor Park Boundary Map, the Ellis Island Harbor Park Boundary Map, and the Liberty/Ellis Island Ferry Routes Map.



Harbor Park Boundary Map
Liberty Island



ADAPTIVE REUSES

Demolished in 1985

Operations and Maintenance

Workshops

Administration (Tentative)

Use Program Being Formed (1988)

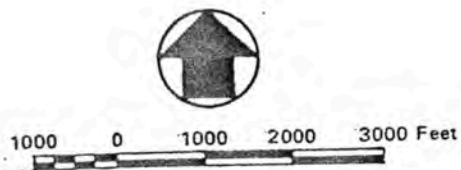
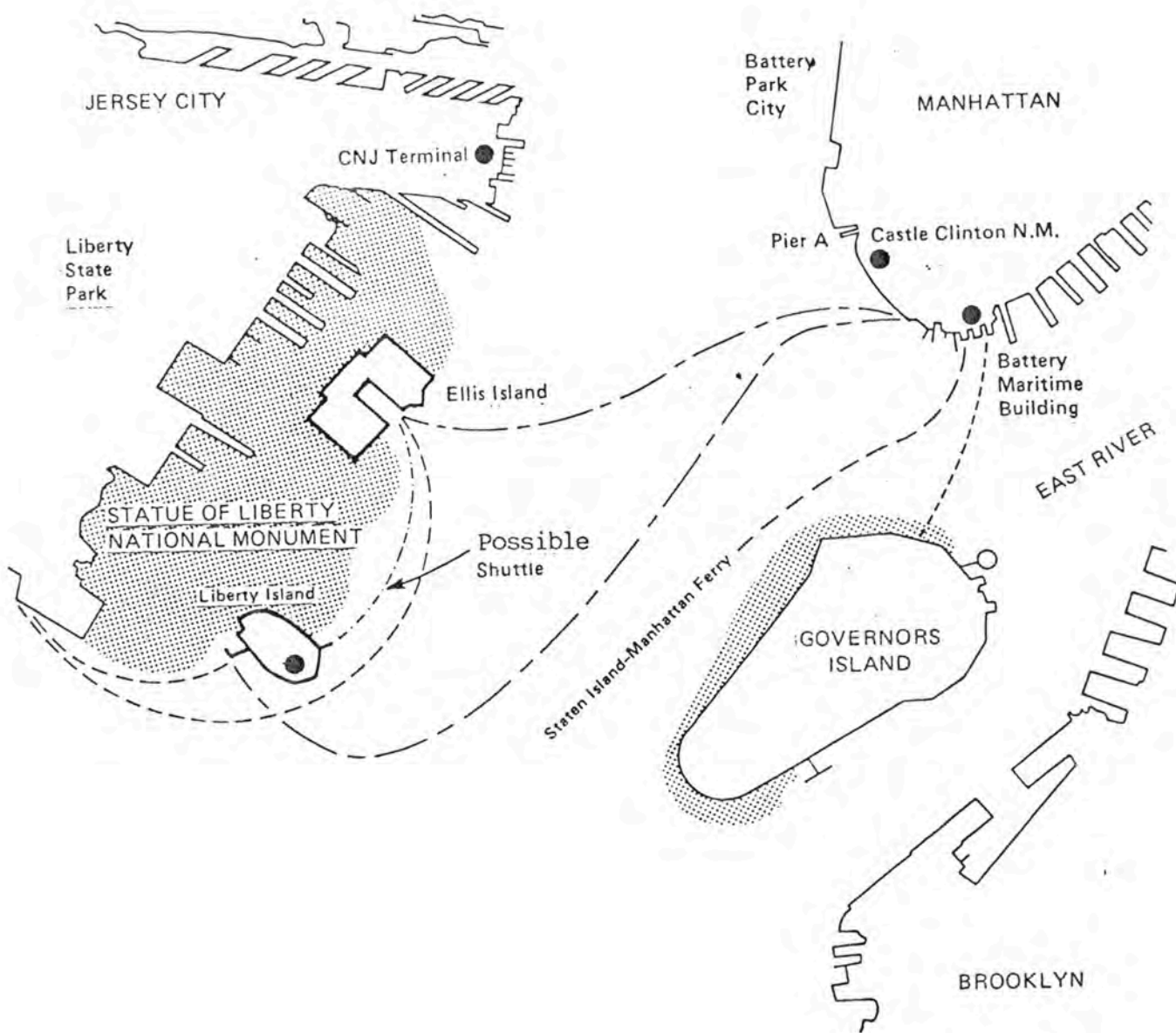
Museum

Reuse of Remaining Buildings
Not Yet Determined (1986)

All Buildings to be
Adaptively Reused

KEY

- Pivotal Historic 1
- Matrix Historic 2



Shallow Water (Less Than 15 ft. Below MWL)

Ferry Routes Liberty and Ellis Islands

SNUG HARBOR

Site Description

Snug Harbor is an 83-acre city park located on the north shore of Staten Island at Richmond Terrace between Tysen Street and Kissel Avenue, south to Henderson Avenue. The city purchased it from the trustees of Sailor's Snug Harbor. Most of the 28 buildings on the site are architecturally significant.

Much of Snug Harbor's terrain is flat or gently sloping with a north-to-northeast orientation. The western quarter of the site is separated from the rest by an almost continuous band of steeply sloping wooded land, from Henderson Street at the southern boundary to Richmond Terrace on the north.

The land to the west of this escarpment is bisected by a stream. Around 1960, the stream was dredged to create a lake. Later, both the stream and lake were designated by the New York State Department of Environmental Conservation as "mapped wetlands." One effect of this designation is that it limits alteration of watercourses within 100 feet of their banks and makes it necessary to obtain a special permit for any plans to alter the watercourses or their environs. The 100 year floodplain is also protected by local legislation.

The balance of the site slopes at less than 10 percent. Much of the land in the southern portion is nearly flat. Steeper slopes are concentrated in the northern portion.

Land Use and Preservation

In the past ten years, the city has taken major steps to convert Snug Harbor into a center for the visual and performing arts surrounded by a park landscape. Over \$24 million has been spent by the city to restore and stabilize the historic buildings.

The trustees of Sailor's Snug Harbor -- a retirement home for sailors -- found that the original configuration of the buildings was inefficient for continuing operation. They decided to demolish the old buildings and develop a higher density use and obtain revenue from rentals. In response to this demolition plan, the New York City Landmarks Preservation Commission designated as landmarks the five Greek Revival buildings, the chapel and its interior, Building C's interior, the gatehouse, and Snug Harbor's wrought iron perimeter fence. This designation, in 1966, was followed by designation on the National Register as a historic district in 1972.

The trustees' reaction to the landmark designation was to declare that they could no longer keep the site functional. Upon their decision to sell the Snug Harbor complex and to build a new seamen's retirement home in North Carolina, the city purchased the complex from the trustees (in two transactions, in 1972 and 1974), and placed the site under the jurisdiction of the Department of Parks & Recreation while a use for the property was sought.

The campus-like environment lends itself well to the creation of a cultural center and park for Staten Island. In 1976, the Snug Harbor Cultural Center was created and the new organization entered into an operating agreement with the Department of Parks & Recreation. The site is now designated parkland by the city.

Building M has been converted into the new home of the Staten Island Children's Museum; and the Greek Revival buildings (A and B) at the front of the site are being restored for use by the Staten Island Institute of Arts and Sciences. A third institution, the Staten Island Botanical Garden, came to Snug Harbor in 1976. Construction will begin shortly on their first three gardens. Other plans being considered are for the use of the recently restored chapel and theater building as performance halls and for the adaptive reuse of some of the other structures for an artists-in-residence program.

While most of the capital restoration work at Snug Harbor has focused on stabilizing and restoring the existing buildings, the surrounding landscape has not been neglected. A \$125,000 comprehensive site plan study is about to begin. The study will encompass all land use related issues, such as historic landscapes, parking, wetlands restoration, vehicular and pedestrian access, outdoor performance areas, and scenic view corridors. The completed site plan will include recommendations for a phased capital improvement program of landscape work to complement the restoration and adaptive reuse of the buildings.

Resources

The original complex, named Sailors' Snug Harbor, was created in 1833 as a merchant marine retirement home under the terms of the will of a wealthy New York businessman, Robert Richard Randall. During its prime in the late 1800s, the complex functioned as a completely independent residential community, with dormitories, hospital, working farm, chapel and morgue. In the 1900s, however, with the decline of the number of sailors needing such a facility, Sailors' Snug Harbor ceased to flourish, and by the 1950s the only remaining service was the nursing home.

The main pedestrian entrance to Snug Harbor is along Richmond Terrace through the landmark Gate House. Of all the site structures, this monument gives the strongest sense of Snug Harbor's history and aesthetic character. It is, therefore, important that this entrance walk be retained and repaired using traditional materials.

Throughout the northern portion of the site and along the entire length of the main entrance drive, there are flagstone paths which border the existing roads and form a system of pedestrian sidewalks. Their attractiveness is a valuable asset.

The existing roads have maintained their historic alignment. Road resurfacing and new walkways connecting the (planned) parking lots to buildings are proposed. The walkways will be built on the sites of the old walks. When possible, historically appropriate materials will be used for the roadways and the new walkways will be constructed of the same material as the old.

The southern and western portions of the site offer open space and an environment, while not untouched, preserves much of the original landscape. The Botanical Garden will inventory the plant resources of these areas, particularly to look for any plants brought from abroad by the sailors.

Usage

Visitation Current annual visitation is approximately 200,000, most during the summer for special events and outdoor concerts. About 80 percent of the visitors are from Staten Island, 5 percent from Brooklyn and Manhattan, and 10 percent from New Jersey. About 95 percent arrive by car. The year-round art gallery exhibits attract 22,000 visitors annually, and the reopening of the Children's Museum in early 1986 added 75,000 school children to the tourist numbers. The Friends of Snug Harbor Association has 2,500 members.

Programs and Services Snug Harbor Cultural Center offers a variety of activities. Numerous concerts are scheduled throughout the year. The center also hosts exhibitions.

The Staten Island Botanical Garden has responsibility for maintenance of the grounds and is undertaking the construction of a botanical garden at the site.

The Staten Island Institute of Arts and Sciences, scheduled to relocate to Snug Harbor in the future, will need 60,000 square feet; construction of the Institute's building is in progress. The Staten Island Children's Museum opened in a newly-renovated Snug Harbor building early in 1986.

Marketing Marketing activities had been minimal; but since the addition of a marketing coordinator to the center staff, an expanded program has begun. A new brochure, a direct mailing program, radio and print advertising of summer concerts, and an expanded public relations program are being implemented. The marketing budget for 1985 is \$75,000; it was doubled for 1986-88. The primary focus of current marketing is on events, and Snug Harbor as a facility is a secondary focus. The center and the

Staten Island Council on the Arts are co-planning a major Snug Harbor display for the Staten Island ferry terminal.

Access

Vehicular and Pedestrian Access Auto entrance to Snug Harbor is through the west gate on Snug Harbor Road and from the east gate at the end of Fillmore Street. The planned use of the gate on Henderson Avenue is as a special service entrance only. Intersected by several major north/south arterials, Richmond Terrace serves as the primary auto approach route to the site. Approach via several of the relatively short streets surrounding Snug Harbor on its inland side is possible but likely to confuse drivers unfamiliar with the local roadway network. Parking now is largely unrestricted and readily available on surrounding streets.

Both the East Gate and the one at Henderson Street in the south may be used during large events but will remain closed at all other times. Access will be only through the West Gate, which then can be manned by a single guard.

Pedestrians can enter Snug Harbor at either of the vehicular access points identified above, or at one of the three pedestrian gates planned along Richmond Terrace. There is also a minor neighborhood pedestrian entrance on Kissel Avenue. The volume of traffic on Richmond Terrace is not an operational or safety problem for pedestrians.

Public Transportation The S1 bus runs along Richmond Terrace from St. George to Howland Hook, passing Snug Harbor. Weekday service is fairly frequent -- every 10 to 20 minutes. Saturday and Sunday service is every 20 to 30 minutes. Though the S102 passes at the rear of the site along Henderson Street, its route orientation is basically similar to the S1. Staten Island Rapid Transit line (SIRT) and SIRT's service to Port Richmond (another major bus route terminus), and for most Staten Island bus routes as well, public transit trips to Snug Harbor are possible from practically every area of Staten Island through transfer to the S1 or S102.

Water Linkages Snug Harbor is located on Kill Van Kull and overlooks Constable Hook Reach and the New Jersey shoreline. The center is separated from the waterfront by the old B&O/Chessie (CSX) single-track railroad and the main coast road, Richmond Terrace. The shore slopes steeply up from the water's edge to Richmond Terrace with a difference in elevation of some 15-20 feet over the 30-foot distance between railroad and road. The shoreline itself is undeveloped except for one existing pier which is in disrepair.

Access to Snug Harbor's waterfront by water is good, but the ship channel is used by large vessels serving the oil storage facilities on the north side of the channel. This would make landings there potentially dangerous.

Management and Financial Structure

Snug Harbor is located on the 83-acre park under the jurisdiction of the New York City Department of Parks & Recreation. Snug Harbor Cultural Center and its grounds occupy a 14.5-acre piece of the park, where the Greek Revival collection of buildings stands. The Department of Parks & Recreation entered into a management agreement with the newly-formed Snug Harbor Cultural Center, in 1973. The original management agreement authorized the center to operate and maintain the grounds and buildings for culturally-related purposes for three years. In 1978 that term was extended through June 1988.

At its beginning, Snug Harbor Cultural Center received short-term financial assistance through income from the leasing of a limited amount of space to a few arts organizations and from small grants given by corporations and foundations. Later, the stream of regular state and city operating subsidies and major capital expenditures by the city began. Now Snug Harbor Cultural Center basically relies on a combination of private funds (earned income and fundraising) and public appropriations from the New York City Department of Cultural Affairs and the New York State Office of Parks, Recreation and Historic Preservation, for its operating budget. Sixty percent of Snug Harbor Cultural Center's revenues come from city and state appropriations. The Port Authority of New York and New Jersey subsidizes the center's electricity costs. Snug Harbor Cultural Center receives federal funding from the National Endowment for the Arts.

The Staten Island Botanical Garden pays a fee to the Snug Harbor Cultural Center, which acts as landlord, for the office space. Similarly, fees will be paid by the other constituent, city-supported institutions. The Snug Harbor Cultural Center is not only a landlord, managing the site, but also a programmer in the areas of visual arts, theater, music, and dance.

The Snug Harbor Cultural Center, Inc., has 47 full-time employees and approximately 100 seasonal and part-time workers. Under the president and chief executive officer are staff members responsible for visual arts, programming of events, finance and operation, fundraising, liaison with the Friends of Snug Harbor, design and construction oversight, and building and grounds.

Related Plans and Projects

The Department of City Planning conducted a study of public access to the waterfront on Staten Island which recommends an esplanade from Snug Harbor to Fort Wadsworth, connecting Snug Harbor with other historic sites. The North Shore Esplanade Master Plan will recommend, along a preferred route, the integration of public access with public transit, and identifies areas where waterborne connections could be made. A

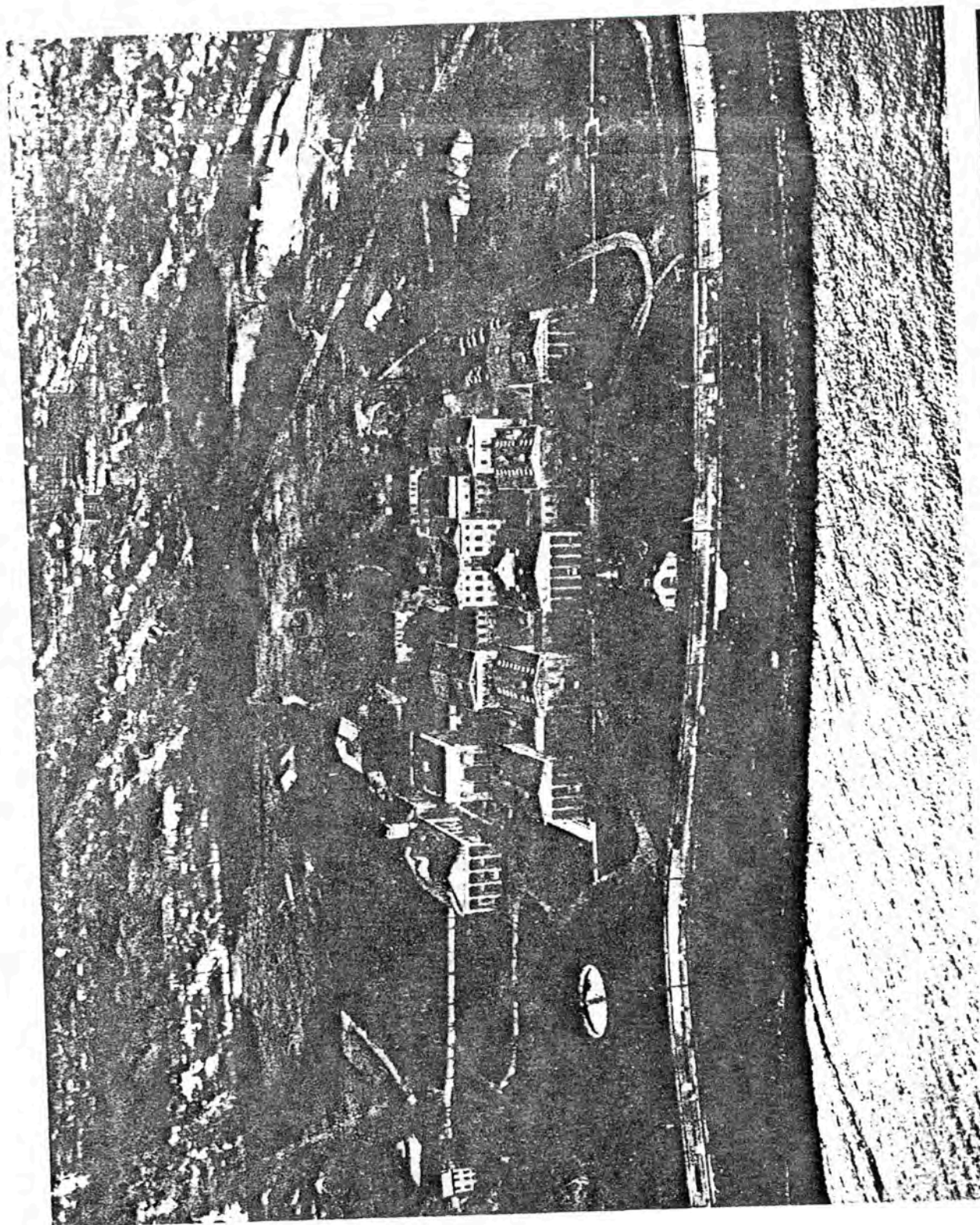
major problem is the site of the American Gypsum plant. It cuts off both physical and visual access to the waterfront.

A project related to establishing a north shore esplanade is the planned development of the pier at the west end of the gypsum plant, which is owned by American Gypsum, Inc. The development plan proposes housing on the pier, and would be carried out by a private development group.

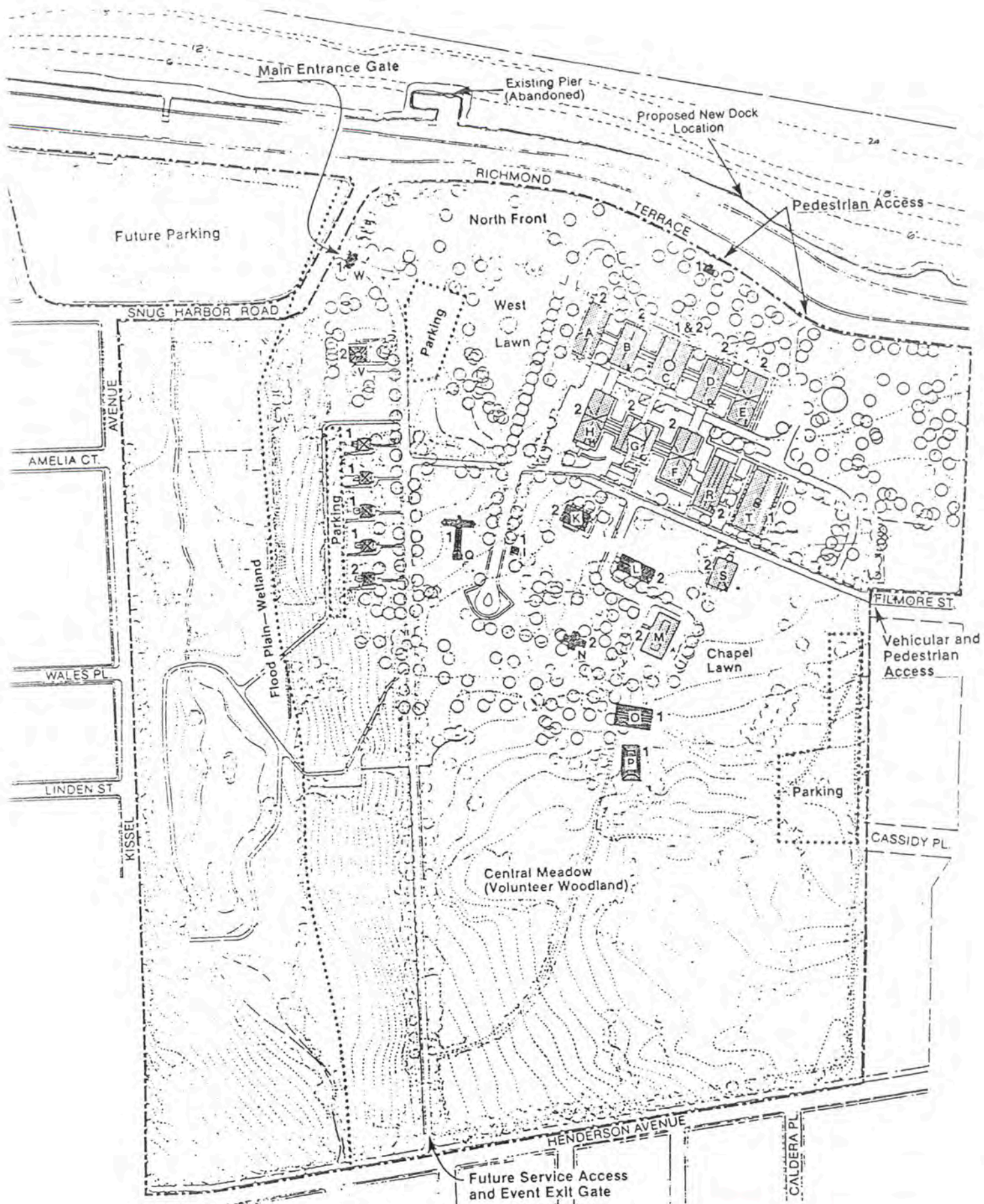
The New York City Department of Transportation is studying the use of the SIRT right-of-way for an express bus route and a track for guided bus service. If found feasible, the route would take several years to complete.

Boundary Maps and Illustrations

Following are the Harbor Park Boundary Map, a 1976 Aerial Survey, the Land Use and Preservation Map and the Land Use Classification Chart.



Aerial Survey (1976)
Snug Harbor



Legend

- Pivotal (Historic)
- Matrix (Historic)
- Site Boundary
- 1 No Proposed Change in Usage
- 2 Adaptive Reuses

Note

All Roads
Open to Vehicular Traffic for
Drop-Off and Pickup



Land Use and Preservation Snug Harbor

0 100 200 400 Ft.

SNUG HARBOR LAND USE CLASSIFICATION

Building		Use			
Code	Name	Former	Present/ Planned	Change	UCP Class- ification
A & B	S. I. Museum	Dormitories	Museum	Reuse	6
C	Main Hall	Administration	Visitor's Center	Reuse	2/6/7
D & E	Not Named	Dormitories	Not Yet Known	-	-
F	Not Named	Dormitory	Studios/Office	Reuse	6/7
G	Not Named	Dorm/Dining	Art Gallery	Reuse	6
H	Not Named	Dorm/Infirmary	Studios/Office	Reuse	6/7
I	Laundry	Laundry/Boiler	Utilities	Reuse	5
M	Children's Museum	Maintenance	Museum	Reuse	6
N	Morgue	Morgue	Meeting Space	Reuse	6
O	Barn	Barn	Equipment Storage	No	5
P	Dormitory	Residential	Artist's Housing	No	1
Q	Green House	Green House	Green House	No	6
R	Great Hall	Recreational	Banquets/Restaurants	Reuse	2
S	Chapel	Chapel	Recital hall	Reuse	6
T	Music Hall	Recreational	Theater	No	6
V	Governor's House	Residential	Recreational	Reuse	1
-	Artist's Housing	Residential	Residential	No	1

SOUTH STREET SEAPORT

Site Description

Located just south of the Brooklyn Bridge, and still the home of the Fulton Fish Market, South Street Seaport encompasses an 11-block district bounded by John, Water, and Dover Streets and the East River. Its waterfront location is an integral aspect of its identity as a nineteenth century shipping and maritime commerce center. Standing on the waterfront today, the twentieth century visitor can view the skyline of Manhattan, reflecting two centuries of architectural styles and construction types. The sailing ships moored at the Seaport's piers provide a clue as to why South Street was known in its heyday as the Street of Ships.

The Seaport is a unique blend of old and new. The entire area is a designated landmark district and contains a concentration of historic buildings and ships providing a link with the maritime past. There are also new structures, built to house commercial activity. In recent years, there has been considerable public and private investment in the area. The result has been a rebirth of this vital commercial hub.

The waterfront in the Seaport district is lined with piers under various uses. Several ships are moored at these piers. A narrow esplanade runs along the waterfront south of Wall Street and a pedestrian precinct connects some of the piers in the Fulton Street area. The FDR Drive runs the entire length of this waterfront district. The highway is elevated from the Brooklyn Bridge to Wall Street where it merges into the South Street roadbed.

The pedestrian mall on Fulton Street is the major upland public space at the Seaport. It links the main components of the project area. On the river, construction work on new and extended piers is underway to provide public waterfront access. Around the Pier 17 Pavilion is an open area measuring 25 feet on each of two sides. On the north side of the building the pier will extend 45 feet. This area will be used part of the time by the Fulton Fish Market as a loading dock and when not in use will be available to the public. There will be informal outdoor seating at the Pier 17 Pavilion in the form of entrance stairs.

Within the Seaport district, other public seating is sparse, consisting of only a few stone blocks located on Front Street and the mall. On the piers there are some scattered benches which are inadequate to accommodate the high demand. On a pleasant day, especially at lunchtime, Wall Streeters sit on the pier edge, the steps of the souvenir shop, in the absence of additional seating.

Preservation of the Seaport's historic buildings and ships is combined with construction of new commercial and recreational facilities. Integrated into the physical development are cultural and educational programs. All these efforts are in concert with a complex economic development and financial scheme to generate income for the South Street Seaport Museum and the various public and private investors. The advantageous location of the Seaport and its accessibility by most forms of transportation should also be noted.

Of the Seaport's many identities, perhaps the one that has been emphasized the most is its identity as a privately developed shopping district. Public sector presence is secondary. A visitor to the Seaport is directed to the many boutiques and eating places, all places where buying and selling is key. As an illustration, the Fulton Market building has outdoor tables, which belong to the sidewalk cafes. Clearly the public amenities at the Seaport need improvement.

South Street Seaport is located in lower Manhattan, within walking distance from New York City's financial center. Today a commercial building boom is underway in the neighborhood -- 19.4 million square feet of office space is at some stage of completion there. This new development includes individual buildings, such as 175 and 199 Water Street, adjuncts to the Seaport district.

For decades known as a business-only district, lower Manhattan now has a small, but growing residential population. From 1970 to 1980 the residential population doubled. Many of the new residents are living in housing which was converted from older office buildings and manufacturing lofts. The families moving to the neighborhood are mostly affluent. With the construction of new apartment units at Battery Park City, a truly 24-hour community is beginning to form.

Land Use and Preservation

In 1968, under a transfer of development rights scheme, air rights were transferred from four Seaport blocks, the museum block, Schermerhorn Row Block, Fulton Market Block, and the block located just east of the Schermerhorn Row Block, and were made available for six commercial skyscrapers on surrounding blocks. This transfer is outlined in the special district zoning for the Seaport as detailed in the Zoning Resolution. A new aspect of the special district technique was that an entire district, the Seaport blocks, would serve as a plaza (a bonusable amenity in zoning terms). Thus, proceeds from the sale of air rights could be used to preserve a considerable chunk of the Seaport district.

In 1977, the district was also designated as an historic district by the New York City Landmarks Preservation Commission and was placed on the National Register of Historic Places.

The City of New York never intended to support the Seaport financially, but was persuaded to step in and acquire the four key blocks, when the 1970s fiscal crisis devalued the air rights. The eastern block, originally to be part of the preservation of the site, was eventually sacrificed, sold to a developer of an office tower project. The remaining three were leased to the museum.

Rather than pursue a piecemeal approach to preservation, in which buildings would be restored one by one, the museum invited the Rouse Company, developer of Harborplace in Baltimore and Faneuil Hall in Boston, to transform the area into a retail marketplace. Adoption of the Rouse redevelopment scheme, called the Seaport Marketplace Plan, radically changed the course originally chartered for the Seaport by the museum.

The museum's goals are "to preserve and restore its landmark buildings, its historic vessels, and its piers; and to use this collection to tell the story of the great port of New York from the place where historically important events occurred." The Rouse plan was adopted by the museum as a means to overcome financial obstacles and achieve its basic goal of preservation and interpretation. This would be accomplished through a complex real estate deal designed to generate revenue.

These uses -- food and specialty shops, restaurants, and large numbers of people -- were part of the origins of the South Street Seaport. During its heyday, South Street was the most intensely commercial corner of New York City. Combining these activities with preservation efforts will keep the Seaport a vital place.

Concentrated within a portion of the landmark district, the project area is bounded by Water, John, and Beekman Streets and the East River and includes the piers and historic ships, as does the landmark district.

Phase I consisted of the new Fulton Market Building, the restored Schermerhorn Row and museum Blocks. Phase II constructed the Pier 17 pavilion, to contain the largest single concentration of commercial establishments at the Seaport. Phase II also included a pedestrian precinct to link the various components and to provide waterfront access, and a 35-story office building to house additional retail establishments in its base on the Fulton and Front Street sides. Planning is currently underway for a third phase which could extend the project area to the Brooklyn Bridge, the northern border of the Seaport district.

Open space at the Seaport is a critical public amenities issue. There are several new structures there which are larger than the existing ones. Open space is needed to balance this development to ensure the old Seaport is not dwarfed by the new. The importance of open space is also greater now than before because of the larger crowds that are attracted to the Seaport through the Seaport Marketplace Development plan. Since visitorship is expected to increase even more in the coming years open space

needs will increase as well. With the dense land use of the district, opportunities for open space are scarce. Vacant lots and streets are potential areas, and existing open space needs to be made as usable as possible with facility improvements.

Resources

The Seaport is envisioned as a living museum of the waterfront. A collection of sailing and steam ships line the docks. On land, museum-owned buildings have been carefully restored.

Nonetheless, the Seaport was maintained in part through the efforts of the Fulton Fishmongers Association, organized in the 1860s and housed on the site of the present "Tin Building" dating from 1907. As the shipping merchants moved out of the district, businesses related to the fish market filled the empty warehouses. The late 19th century importance of the fish market to the district is well symbolized by the 1885 building designed by George B. Post on Beekman Street, the facade of which is strikingly ornamented with motifs of the sea. The fish market continues to function today.

The Tin Building, part of the Fulton Fish Market facilities, is being refurbished with a \$3 million grant from the Economic Development Administration. Completed in 1907 in neo-classical style, the structure is a designated City Landmark.

Pier 17 was constructed by the city with funds from a federal Urban Development Action Grant. The three-story steel and glass pavilion was constructed on the pier by the Rouse Company. The structure affords excellent views of the harbor and Brooklyn Bridge, but blocks these sights from view on Piers 15, 16, and from land.

The north side of Pier 16 was extended with an apron to provide a walkway to Pier 17. Pier 16 has been used by the museum for its Summerpier program, and other events. The museum-owned ships *Ambrose Light Ship* and *Peking* are moored there and open to the public. A museum information/ticket sales booth is located on this pier.

On the south side of Pier 15 is moored the *General William H. Hart*, a steam ferry on the National Register of Historic Places. She is the last surviving 151-foot double-ended ferry of the sixteen built by the City of New York in the late 1920s and early 1930s. Built of steel, she was in service until 1968. *Wavertree*, another museum ship, is moored on the north side of Pier 15. She is listed on the National Register of Historic Places and is currently being reconstructed. Also moored at Pier 15 is the *Vernee S.*, a boat to be used as a floating classroom.

Although lying within the boundaries of the historic district, the northern portion of the Seaport (between Beekman and Dover Streets) remains "unfinished." This area looks

today much the way the project area did before redevelopment. The area contains many deteriorated buildings, some of which are vacant. One such building is the Joseph Rose House, located on Water Street. Missing a roof, this seriously deteriorated structure was acquired by the city through tax foreclosure. There are several vacant lots, particularly along Front and Water Streets, creating a "toothless" appearance on these blocks. In addition, there is a section of undeveloped waterfront more than 600 feet from Pier 17 to the Brooklyn Bridge and the vaults of the Bridge are unused at this time.

Despite its current underutilized condition, the area should be seen as constituting a major opportunity. It seems safe to assume that there will be private investment for revitalization in the future. In addition, public intervention is available as a means to protect the architectural integrity of the buildings and to shape the development of the waterfront.

Usage

Visitation The Seaport has always been at its best when bustling with activity. Certainly, its prosperity as a 19th century seaport was inseparably linked to intense commercial activity. Today, too, the success of the Seaport as a retail marketplace and as an historic and cultural center depends on its ability to attract a large volume of visitors.

Frequent visitors come mostly from offices in lower Manhattan and walk to the Seaport during lunch hour and after work. They make use mainly of the eating facilities, not the museum attractions. First time visitors come from farther away and arrive by car or subway. They stay longer, generally on weekends, visiting museum attractions, as well as eating and shopping. Parking is a problem.

The Seaport project area is regarded as safe, but the walk to the subway at night along "desolate streets" is seen as dangerous. Many people don't know the Seaport is open at night. The wind and cold in winter create a formidable barrier to maintaining year-round the summer level of visitation.

The Pier 17 Pavilion houses approximately 120 new businesses and provides waterfront access. The "critical mass" of economic activity to be created combined with the pleasant waterfront location has greatly boosted attendance at the Seaport.

Programs and Services Along with the physical restoration of the Seaport there has been an expansion of cultural programs designed to "tell the story of the great port." Organized and administered by the museum, these include guided tours, exhibits, courses and special events. At the museum's theater, converted from a warehouse, there is an impressive multi-media presentation, called "Seaport Venture," which traces the

development of the entire district. All of these programs are designed to enrich the visitor's experience, by increasing his or her understanding of the Seaport's cultural, historic and architectural resources and the programs are being expanded.

Marketing The museum is planning to launch a major marketing campaign to increase attendance at the Seaport. It is to include advertising on radio and in the subways and buses, signage to direct visitors to and from local subway stations, and expansion of its group tours program.

Access

Landside Linkages The FDR Drive is the primary east side automobile route to and from midtown and other parts of the city. Access from the west side is primarily via Fulton Street or around the tip of Manhattan through the Battery Park underpass to South Street. Water/Pearl Street is the major north-south surface route. The FDR Drive's Brooklyn Bridge and Civic Center exit leads into this thoroughfare three blocks north of the Seaport district. From Brooklyn either the Brooklyn Bridge, Manhattan Bridge, or Brooklyn Battery Tunnel provides access to lower Manhattan; the Holland Tunnel provides access from New Jersey. The Staten Island Ferry connects with local bus lines and the Staten Island Rapid Transit.

There are several major streets (including Beekman and John Street and Peck Slip) which run parallel to Fulton Street and are potential open spaces. These, like Fulton Street, are important links between the upland and waterfront areas. Planning for these streets is being conducted by the real estate arm of the museum, the South Street Seaport Corporation.

All major subway lines stop within reasonable walking distance of the Seaport. The following lines have stops at either Fulton Street and Broadway and Fulton Street and Nassau Streets:

2,3	- 7th Avenue IRT
4,5	- Lexington Avenue IRT
A,C	- 8th Avenue IND
J, M, R	- IND and BMT

These trains provide connections to destinations throughout Manhattan, the Bronx, Queens, and Brooklyn. They also provide direct links to both Manhattan railroad stations (Penn Station and Grand Central) as well as the Port Authority Bus Terminal. A network of express bus lines accommodates transit access between lower Manhattan and the outer boroughs including Staten Island. The PATH lines between New Jersey and the World Trade Center -- with stops in Greenwich Village, Chelsea and Herald Square -- complete the rail service network.

Local bus service is also provided throughout much of the area. The M15 lines run along Water Street with several stops near the Seaport. Numerous other routes (M9, M10, M01, M02) also provide transit access to the Seaport.

Water Linkages Waterborne transportation played a major role in the early development of the Seaport and may be a key element in the revitalization of the district. The Seaport is again being looked at as a landing for ferry service.

The waterfront of the Seaport has a number of piers and some length of bulkhead. The deck of Pier 15 is currently in disrepair and unsafe for public access. Pier 16 berths the *Wavertree* and *Ambrose Light Ship*. The *Pioneer* also uses Pier 16 for its embarkations. At present the museum uses this historic ship for excursions. Built as a coastal sloop in 1885, the *Pioneer* now carries passengers onto New York waterways on public, chartered and educational sailing trips.

Pier 17 has a public esplanade around the edge. The Seaport Lines uses the south side for landings and berthing of the *Andrew Fletcher* and the *DeWitt Clinton*. Seaport Lines offers public cruises around the harbor.

Between Pier 15 and Pier 16, along the bulkhead under license from the museum, the Manhattan Yacht Club has put in a float for berthing and launching ten sailboats.

Management and Financial Structure

Most of the property in the project area, including the piers, is owned by the City of New York. The property for the retail components of the project has been leased by the city to the museum for a period of 99 years. To carry out development of the district, that lease is assigned to the South Street Seaport Corporation. A portion for commercial development is subleased to the Rouse Corporation. In addition, the museum itself subleases space for its offices and programs.

A complex scheme, the Seaport Marketplace Plan identified the museum as the key player. Other participants included the City of New York, the State of New York, the Rouse Company and private developers and investors. Under the plan, the museum, which leases the land from the city, subleases property to Rouse, thus deriving income for its operation and expansion. Not only does the museum so benefit, but the other participants also gain substantial revenue from the project.

A portion of the waterfront, extending from Pier 15 to the Brooklyn Bridge, lies within the Seaport district. The museum oversees this area under a lease arrangement with the city.

Based on the concept of public/private partnership, the project was carried out with

mostly private financing (80 percent) leveraged by public funding. The largest single public funding source was the federal government, which allocated an Urban Development Action Grant for \$20.45 million. The \$240 million physical development plan was designed to marry historic preservation with new construction and Rouse's retailing know-how. The Seaport project now contains some two hundred businesses with a total of 25,000 square feet of retail space. At total of 5,000 permanent jobs were created, approximately half in retailing.

The Fulton Fish Market Building is owned by the City of New York. Stalls are leased to private fish merchants.

Related Plans and Projects

The city has implemented a ferry landings program, to encourage use of waterborne transportation. On the East River in downtown, the current landing location is Pier 11, just to the south of the Seaport. Pier 15 also has potential as a landing, especially since it is better connected to heavily used streets and public transportation, but is restricted to museum operations.

The Department of City Planning is conducting a study at the Seaport of ferry to landside connections and related problems of congestion.

The Department of Ports, International Trade, and Commerce has planned an esplanade from the Battery Maritime Building to the Seaport. The stretch from the Battery Maritime Building to Pier 11 is nearly complete. When the Department of Sanitation has finished sewer repairs, PTC will complete the rest.

The Public Development Corporation has issued a request for proposals to develop cultural uses in the Seaport district.

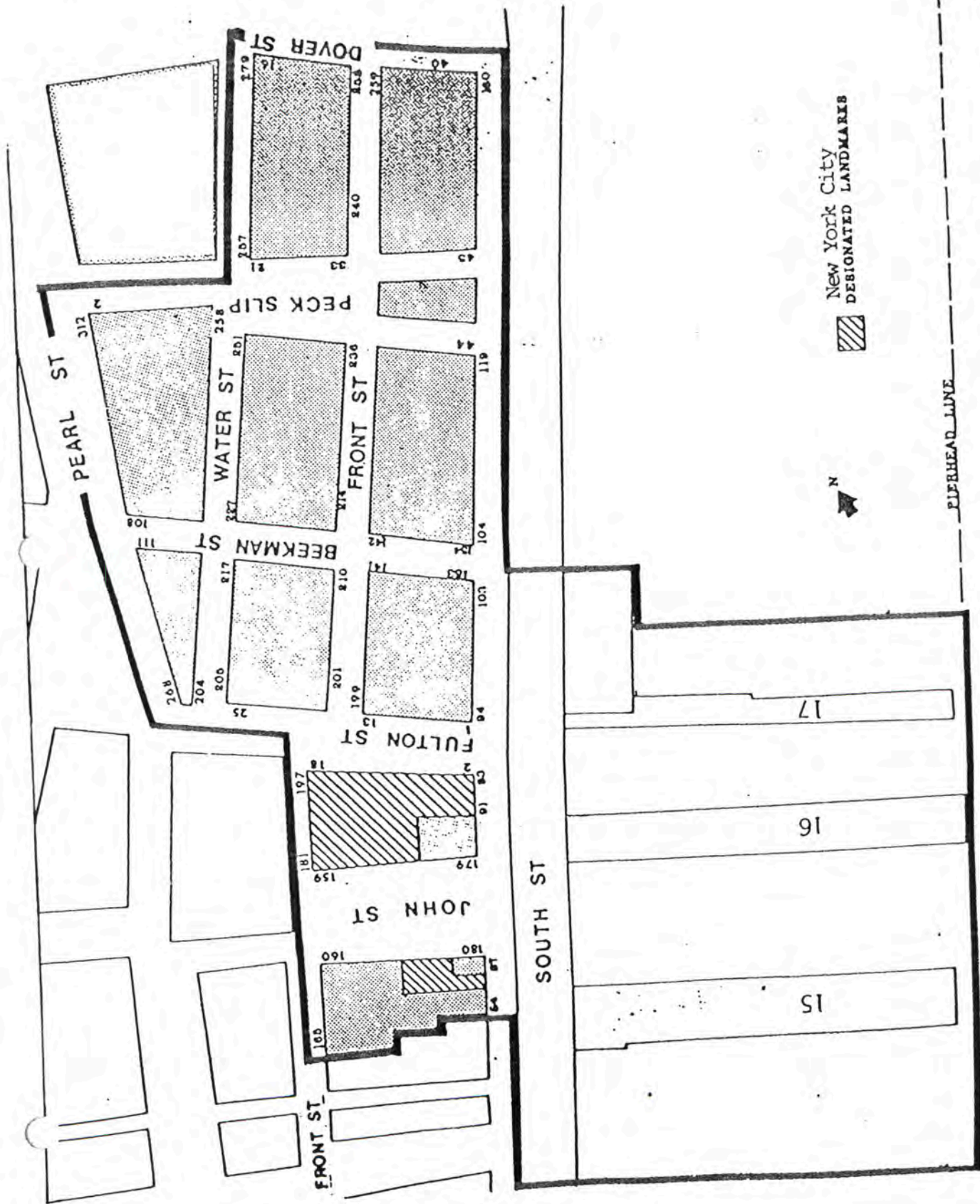
Since the 1960s the waterfront area stretching from the Staten Island Ferry Terminal at the tip of lower Manhattan up to and beyond the Brooklyn Bridge has been designated for redevelopment. The plan for the East River Landing, as it is called, has not yet been finalized. The original plan has been amended numerous times. However, it seems certain that the area will be developed for commercial and residential purposes.

Boundary Maps and Illustrations

Following are the Harbor Park Boundary Map, the New York City Historic District Map, the Historic Significance Map, the Waterfront Resources Map, the A. A. Low Building Facade Elevation, and the Organizational Relationships Chart.

Harbor Park Boundary

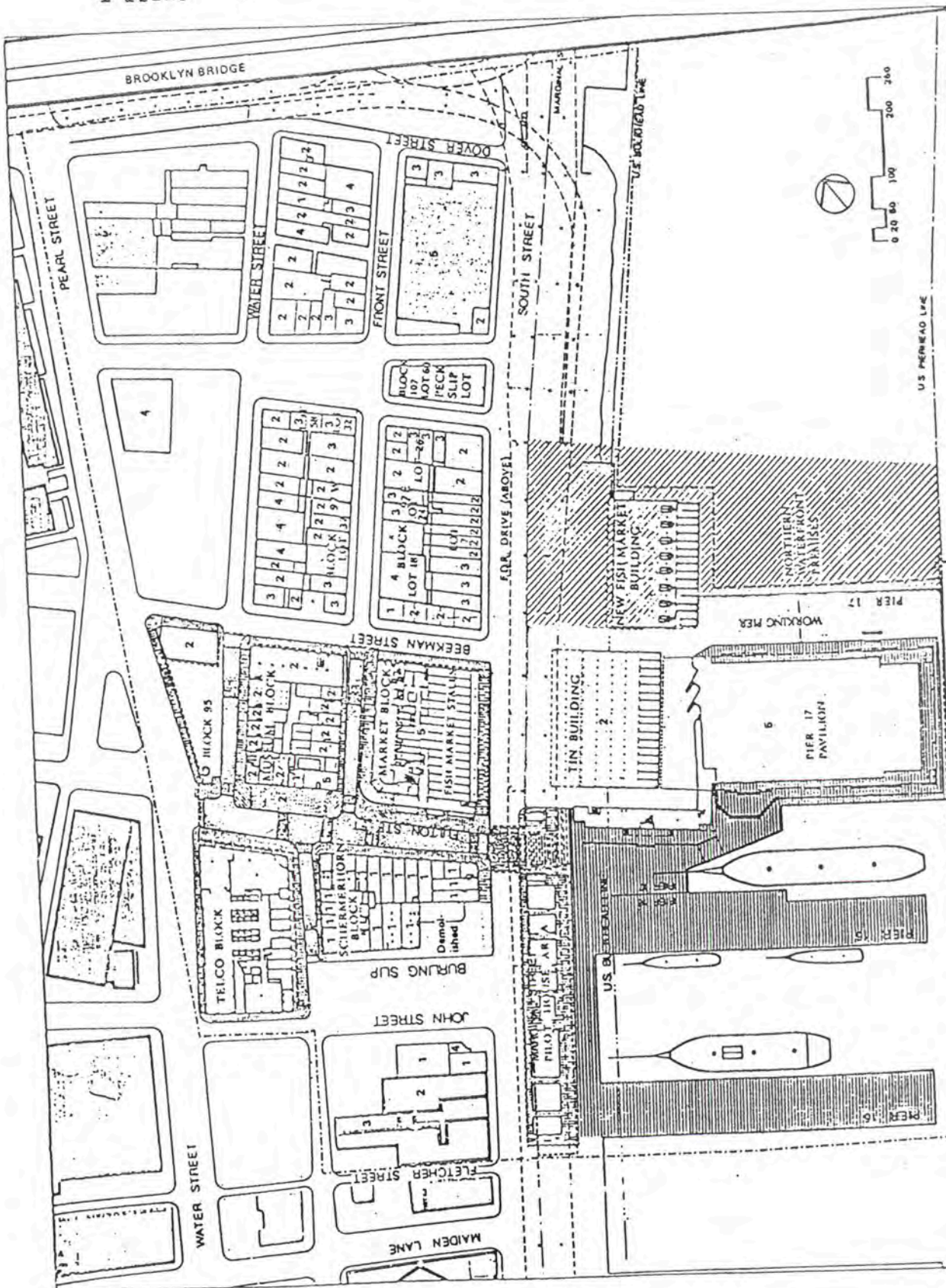




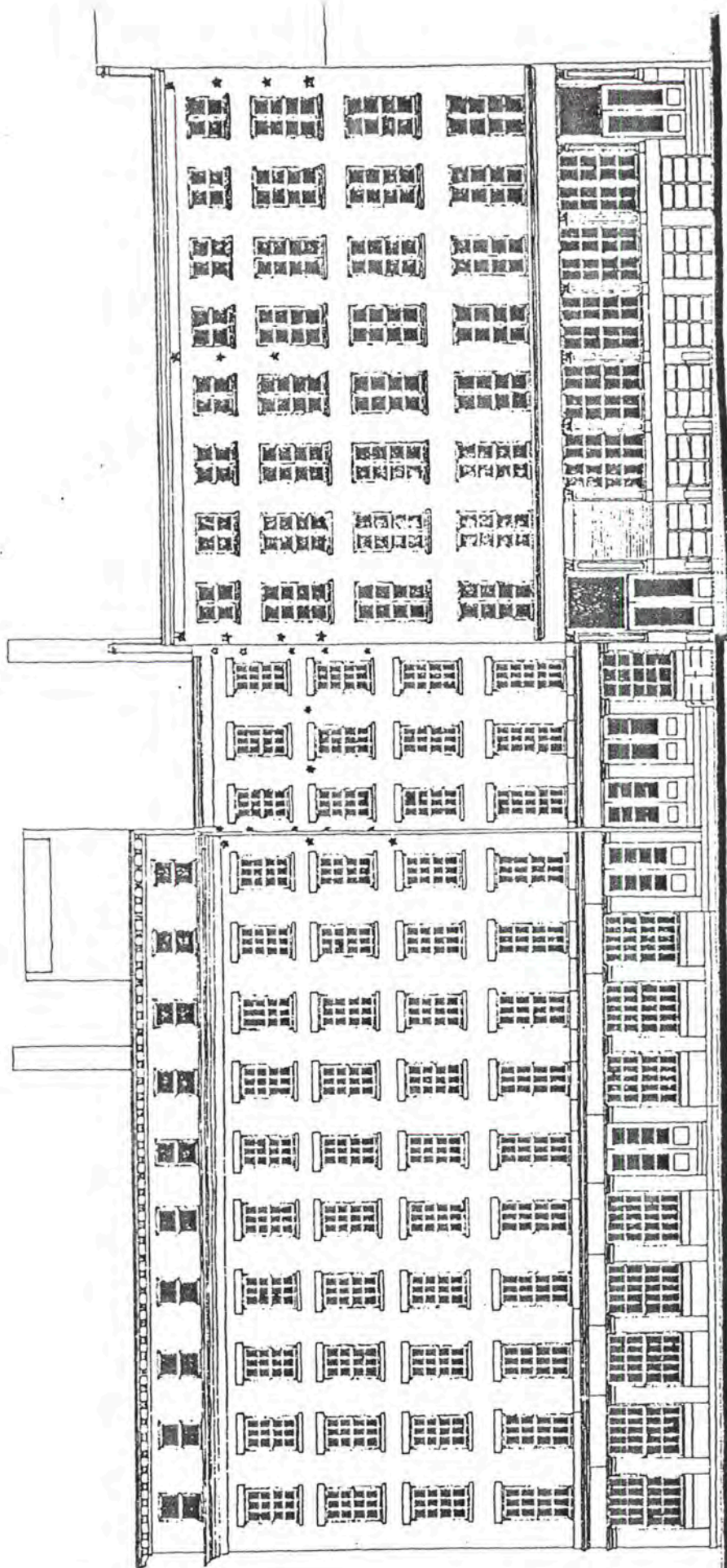
Designated May 10, 1977

New York City Historic District
South Street Seaport

- KEY
- 1 Pivotal (Historic)
 - 2 Major (Historic)
 - 3 Minor (Historic)
 - 4 Incompatible (Non-Historic)
 - 5 Compatible (Non-Historic)
- National Register Boundary



Historic Significance Map
South Street Seaport



159

165

167

A. A. Low Building

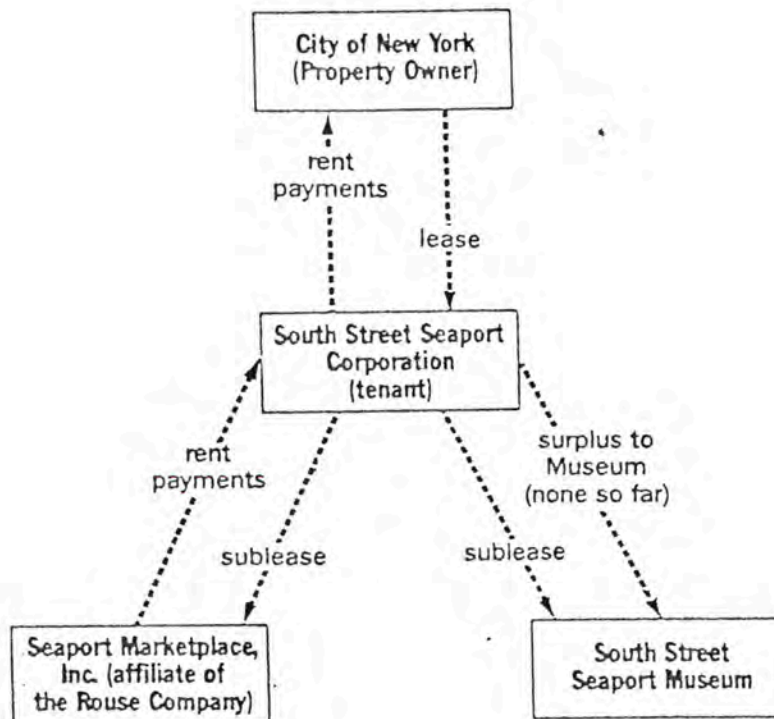
171

John Street

SCHERER ROW BLOCK
NEW YORK CITY, NEW YORK

A. A. Low Building Facades South Street Seaport

Organizational Relationships at South Street Seaport



NEW YORK HARBOR

Geographic Description

The geographical feature common to Harbor Park's component sites is the harbor itself. Made up of the Upper Bay and Constable Hook Reach in the south, and the Manhattan lengths of the Hudson and East Rivers, it is a vital and integral part of the New York experience.

The Upper Bay Extends approximately 5 1/2 miles south from the junction of the Hudson and East Rivers off the Battery, New York City, to the Narrows.

Anchorage Channel Extends northward from the Narrows to the mouth of the Hudson River at the Battery.

Bay Ridge and Red Hook Channels Lie along the east shore of the Upper Bay and, with Buttermilk Channel (which lies between Governor's Island and the Brooklyn shore) form a channel along the Brooklyn waterfront, from the Narrows to the East River.

The Hudson River Flows in a southerly direction and empties into the Upper Bay. Along the east bank of the Hudson River, the island of Manhattan extends for a distance of approximately 14 miles above the Battery.

Hudson River Channel Extends from the Weehawken-Edgewater Channel to deep water in the Upper Bay, to approximately one mile south of the George Washington Bridge. Note: many former pier sites along the lower section of the Manhattan waterfront, having lost the potential for shipping operations use, are being developed commercially.

The East River Extends approximately 14 miles from the deep water at Governor's Island in the Upper Bay to Long Island Sound at Throg's Neck. A tidal strait varying from 600 to 4,000 feet wide, it separates Long Island from the mainland.

The Reach Lies between Roosevelt Island and Wards Island and is called Hell Gate; it is noted for its strong tidal currents.

Kill Van Kull Lies between Staten Island, New York, and Bayonne, New Jersey, and is the connecting link between the main harbor channel, Arthur Kill, and Newark Bay.

A chart of the project depths, controlling depths, and dates of survey for the major federal channels serving the Port of New York is contained in Appendix B.

Physical Aspects

Weather Conditions New York City has climate which more closely resembles the continental type of climate than it does the maritime type, despite its nearness to the ocean and the numerous bays and rivers. Its modified continental climate follows from the fact that weather conditions affecting the city usually approach from a westerly direction and not from the ocean.

New York's mean annual temperature is slightly higher than that of most places in the United States of the same latitude, with the exception of localities near the Pacific Coast. Precipitation is moderate and distributed evenly throughout the year. Most of the rainfall from June through September comes from thunderstorms of brief but relatively intense duration. From October to April, precipitation is generally associated with widespread storm areas, so that day-long rain or snow is common. Over the entire year, the city receives 59 percent of the sunshine hours possible at its latitude.

Tides and Currents Mean tidal range at the Battery is 4.5 feet, but mean spring tide is 5.4 feet. Tidal currents are significant in the East River and at the confluence of the East and Hudson Rivers between Governor's Island and the Battery Maritime Building/Staten Island Ferry Terminal.

At flood tide, currents flow eastward between the southern tip of Manhattan and Governor's Island to enter the East River. Maximum speeds of 2.5 to 3.0 knots occur between the fourth and fifth hours after low water. At ebb tides, currents flow westward from the East River past the Battery for approximately one hour after high water, peaking at over 4.0 knots during the second half of the first hour.

During the second hour, ebb currents coming down the Hudson River split when passing the Battery. The major part continues its southerly flow to the Narrows; the other part flows eastward past the Battery, following the southern tip of Manhattan, meeting and gradually overcoming the East River current (coming from the opposite direction). This resultant current flows eastward in a phenomenon called "flood set." Thus, during each daily cycle currents at the South Ferry Terminal are predominantly eastward with only two periods of about one hour's duration each of strong reversing currents.

Ferry operations at the Staten Island Ferry Terminals and the Battery Maritime Building are affected considerably by the currents. Staten Island ferries bound for the South Ferry terminal pass on the west side of Governor's Island and approach the terminal from a southwest-northeast direction, at an angle with the slip's centerline of approximately 45 degrees. Leaving the terminal, the ferries, in order to clear Governor's Island, steer right towards the Statue of Liberty after pulling out of the slip.

Docking operations at South Street Seaport are also affected by the strong East River currents, which make approaches into the slips between piers difficult.

Transportation Network

Circle Line Three of the six Harbor Park sites (Battery Park, Liberty Island, Ellis Island) are already served by a regular ferry service -- the Circle Line. The Circle Line Statue of Liberty Ferry, Inc. has the ferry service connection between Battery Park and Liberty and Ellis Islands and from Liberty State Park, New Jersey, to Liberty and Ellis Islands. The Circle Line operates seven days a week year round. Peak season is during the summer months and additional sailings are run on summer weekends. The service to Ellis is suspended during the restoration of the site. When Ellis Island reopens in 1989, the ferry services between Battery Park and Ellis Island, and possibly between Liberty and Ellis Islands, will resume.

Circle Line budgets over \$550,000 annually for advertising. Most of the advertising is print, but there are some radio and television spots. "Millions" of their brochures are distributed through travel agents and the New York Convention and Visitor's Bureau.

Staten Island Ferry The Staten Island Ferry is primarily a commuter service, linking southern Manhattan with Staten Island. Its usual schedule is half-hourly, with 15 to 20-minute departure intervals during the morning and evening rush hours. The Staten Island Ferry carries approximately 20 million passengers a year (1987 figures). Its largest, all pedestrian vessels carry up to 6000 passengers. Pedestrian/vehicular ferries are also operated and new, smaller ferries are being introduced for night service, which have capacities of 1200 and 3000 passengers. The fare is 25 cents round trip. Most of the operating budget comes from government subsidies. Snug Harbor on Staten Island, having no usable dock, is served indirectly from Manhattan by the Staten Island Ferry, which docks at St. George, approximately two miles from Snug Harbor.

USCG Governor's Island Ferry The United States Coast Guard operates pedestrian and vehicular ferries on 15-minute headways between the Battery Maritime Building and Governor's Island. The general public cannot visit the Island without USCG permission.

Existing Excursion Services South Street Seaport is served both by ferry service from Fulton Landing, Brooklyn, and by an excursion boat -- the *Andrew Fletcher*, a 400-passenger replica of a sidewheel vessel which began a schedule of ninety-minute excursions from the Seaport in July 1985. The *Pioneer*, a small sailing vessel, does harbor cruises from the Seaport from March through October.

Boundary Maps and Illustrations

Following are the Zoning District Symbols and Titles Chart, the Empire-Fulton Ferry and South Street Seaport Locator Map, the Battery Park and Ellis Island Locator Map, the Liberty Island Locator Map, the Snug Harbor Locator Map, and the Existing Excursion Services Chart.

C1-1 through C1-5 (Local Retail) Districts and C2-1 through C2-5 (Local Service) Districts are shown by respective patterns as indicated on the bottom of each map.

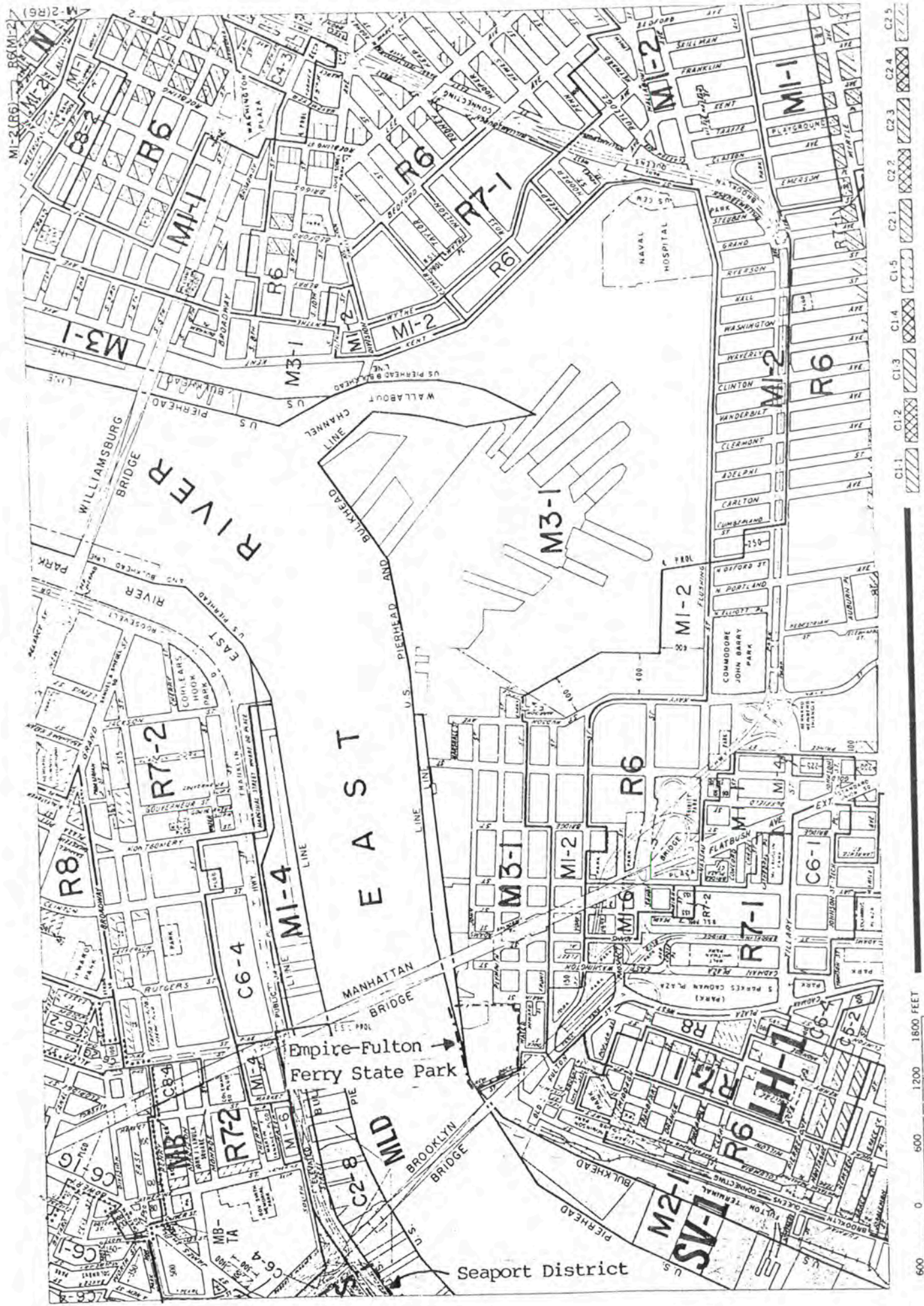
DISTRICT SYMBOLS AND TITLES

District	Maximum Floor Area Ratio ¹	Minimum Open Space Ratio if Applicable ²	District	Maximum Floor Area Ratio
RESIDENCE DISTRICTS ³			COMMERCIAL DISTRICTS ⁴	
Single-Family Detached			Local Retail	
R1	0.50	150.0	C1-1	
R2	0.50	150.0	C1-2	
			C1-3	
			C1-4	
			C1-5	
			Governed by Residence District within which mapped:	
General Residence			Local Service	
R3	0.50	150.0	C2-1	R1, R2, R3, R4, R5 1.00
R4	0.75	80.0	C2-2	R6, R7, R8, R9, R10 2.00
R5	1.00 to 1.25	50.0 to 62.0	C2-3	
R6	2.00 to 2.40	29.5 to 33.0	C2-4	
R7	2.80 to 3.40	18.0 to 21.0	C2-5	
R8	4.80 to 6.00	8.0 to 10.4	Local Retail	
R9	6.50 to 7.50	4.2 to 6.2	C1-6	2.00
R10	10.00	None	C1-7	2.00
			C1-8	2.00
			C1-9	2.00
			Local Service	
			C2-6	2.00
			C2-7	2.00
			C2-8	2.00
			Waterfront Recreation	
			C3	0.50
			General Commercial	
			C4-1	1.00
			C4-2	3.40
			C4-3	3.40
			C4-4	3.40
			C4-5	3.40
			C4-6	3.40
			C4-7	10.00
			Restricted Central Commercial	
			C5-1	4.00
			C5-2	10.00
			C5-3	15.00
			C5-4	10.00
			C5-5	15.00
			General Central Commercial	
			C6-1	6.00
			C6-2	6.00
			C6-3	6.00
			C6-4	10.00
			C6-5	10.00
			C6-6	15.00
			C6-7	15.00
			C6-8	10.00
			C6-9	15.00
			Commercial Amusement	
			C7	2.00
			General Service	
			C8-1	1.00
			C8-2	2.00
			C8-3	2.00
			C8-4	5.00
MANUFACTURING DISTRICTS				
Light Manufacturing (High Performance)				
M1-1	1.00			
M1-2	2.00			
M1-3	5.00			
M1-4	2.00			
M1-5	5.00			
M1-6	10.00			
Medium Manufacturing (Medium Performance)				
M2-1	2.00			
M2-2	5.00			
M2-3	2.00			
M2-4	5.00			
Heavy Manufacturing (Low Performance)				
M3-1	2.00			
M3-2	2.00			

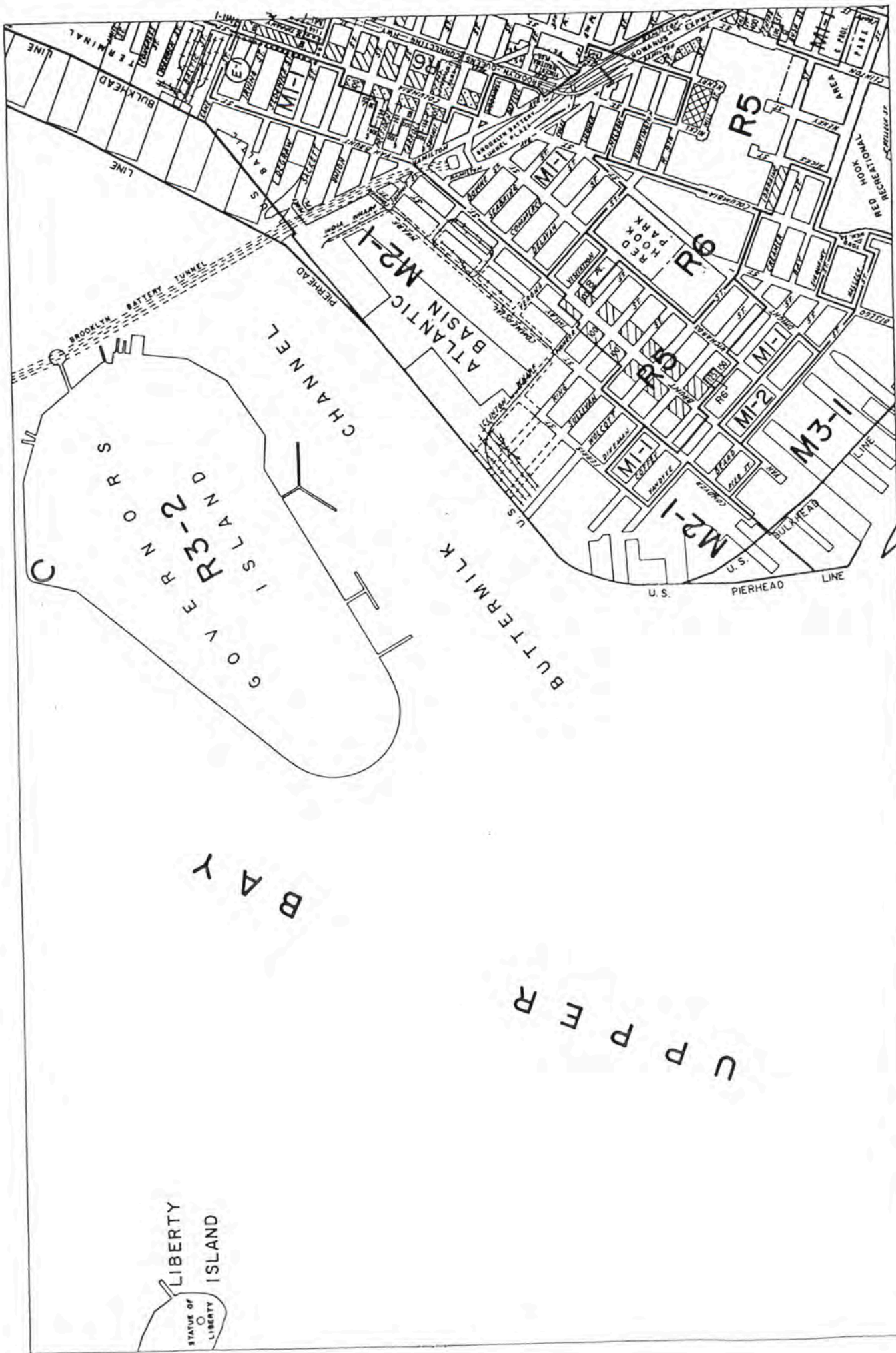
¹ When a range of floor area ratios is shown, the lower is for the lowest building typical of the district, and the higher is the maximum achievable in the district for taller buildings. (Numbers have been rounded.)

² When a range of open space ratios is shown, the lower is the minimum required at the lower floor area ratio shown, and the higher is the minimum required at the higher floor area ratio shown.

³ Floor area ratios indicated are for residential buildings.



Fulton Ferry and Seaport District Zoning Map
New York Harbor



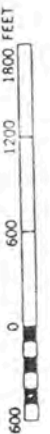
- C1.1
- C1.2
- C1.3
- C1.4
- C1.5
- C2.1
- C2.2
- C2.3
- C2.4
- C2.5



Liberty Island Zoning Map
New York Harbor



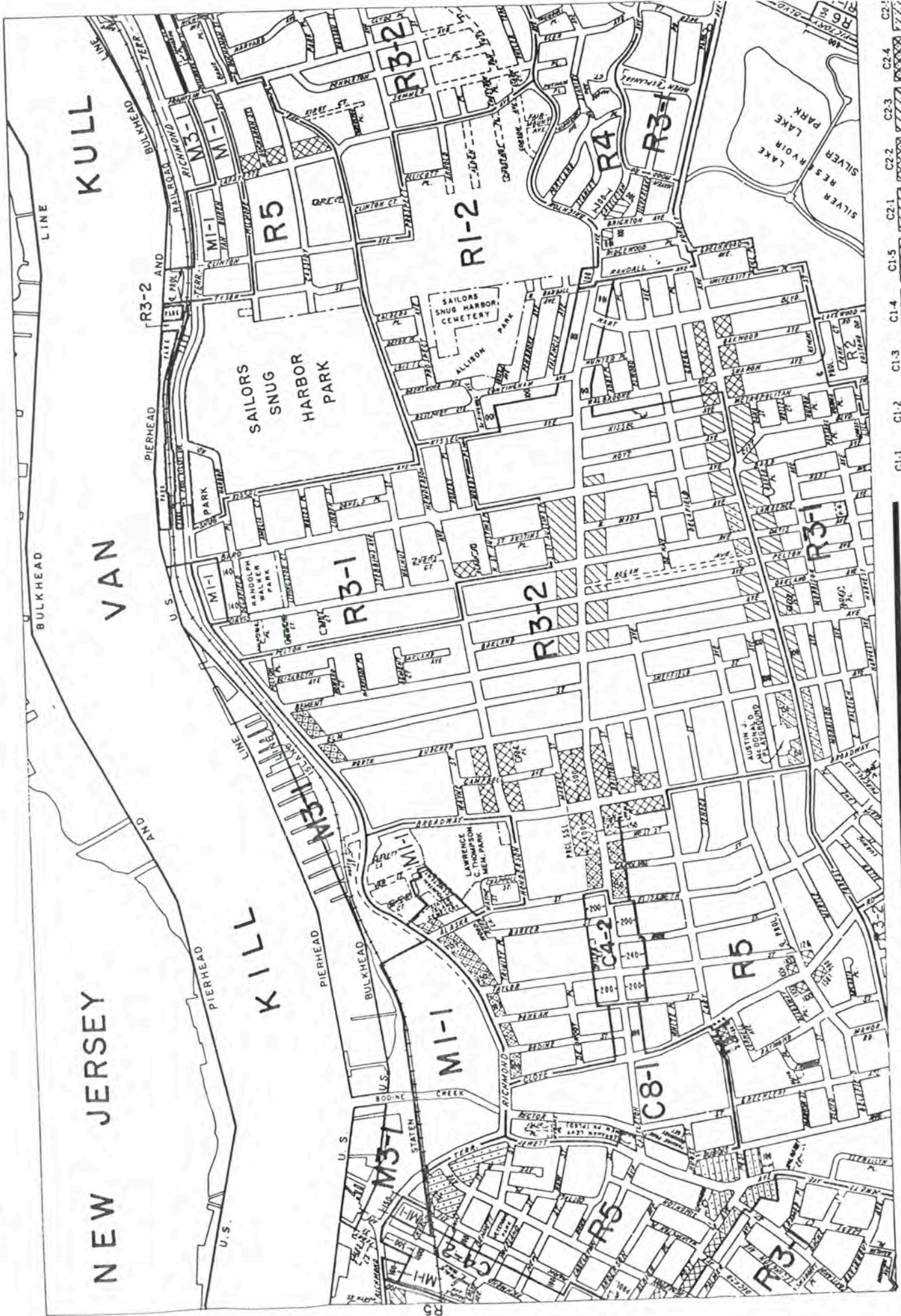
Battery Park and Ellis Island Zoning Map
New York Harbor



NEW YORK CITY EXCURSION BOATS

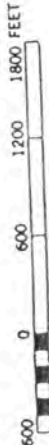
Name and Location of Boat Trip	Capacity of Vessel(s)	Nature of Service		Peak Time	Cost of Trip	Frequency of Trips	Entertainment/ Food/Gifts	Visitor Profile	Promotion Techniques
		Stops	Trip Length						
Circle Line, Pier 83, Circle Line Plaza, West End of 42nd St.	---	No	3 hours (35 miles)	April to Oct.	Adults \$12.00, under 12 \$5.00. Group rates available for 15 or more	7 days a week, 10 times a day, during peak season	Narrative by captain. Snacks/bar available. Souvenirs	Tourists, metropolitan area residents	Brochure, advertising
Ventura, Pier 11, East River	62-foot yacht (sail), maximum 30 people	No	1-hour lunch cruise, 3-hour cruise on weekends	---	Lunch \$8.00. Saturday and Sunday \$20.00 individuals. Charters \$500 for 2 hours	Daily. Lunch: noon-1 p.m.; Saturday and Sunday: noon, 3 p.m., 6 p.m. Charters: 6-8 p.m., 8:30-10:30 p.m.	---	Individuals and groups, mostly residents	Brochure
Hudson River Dayline, Pier 81, Hudson River	---	Yes	150 miles round trip, 9:30 a.m. to 6:30 p.m.	Summer	Weekdays. Round trip: \$12.00 adults, \$10.00 seniors, \$6.00 under 12. Saturday and holidays: \$15.00 adults, \$10.00 seniors, \$7.50 under 12	One round trip, May 25 to Sept. 15, 4 times a week Wednesday, Thursday, Saturday, Sunday, and holidays	Snack bar/cafe/terrace/bar	Tourists, residents	Brochure, advertising
Riveranda and Empress of New York (floating restaurants) Pier 62, West 23rd St., Hudson River	Maximum 50 people	No	2 and 3 hours	Summer	Sunday to Wednesday \$49.30, Thursday and Saturday \$55.46. Including tax and gratuity	Runs 7 days a week, all year. Twice a day, lunch and dinner	Music and dancing on dinner and late night cruises. Full bar	---	Brochure advertising
Petrel, Battery Park	70-foot yacht (sail), 30-35 maximum	No	45-minute lunch cruise, 2-hour variety of cruises	Summer June 8 to Sept. 20	Variety of rates, between \$7.00 and \$20.00, depending on day, length, and hour of day	6 times a day Monday and Friday, 5 times a day Tuesday to Thursday, 4 times a day Saturday and Sunday	Bar	Private groups, office workers at lunch time. New York City residents	Brochure, advertising
Schooner Freedom, Wall St. Sailing Club, Pier 11, East River	Sailing yacht, 40 people	No	1-hour lunch cruise, 2 1/2-hour cocktail cruise, 3 1/2-hour Saturday afternoon cruise, all day cruise, all day Saturday sail	July	Lunch time Monday, Wednesday, Friday: \$12.00 members, \$16.00 non-members. Cocktail cruises, one per week: \$24.00 members, \$36.00 non-members. Also Saturday sails	2 times daily: 12:30-1:30 p.m., 5:00-8:30 p.m. Saturday 12:30-4:00 p.m. All day 10-4 p.m.	Open bar	Downtown office workers, residents	Brochure, word-of-mouth
Pioneer, South Street Seaport	Sailing schooner 40 people	No	2-hour or 3-hour cruise	Summer	2 hours: adult \$15.00, children \$10.00. 3 hours: adult \$20.00, children \$15.00	1 time a day Monday and Tuesday, 2 times a day Wednesday to Friday, 3 times a day Saturday and Sunday	---	Residents, tourists	Included in South Street Seaport fee
Andrew Fletcher, South Street Seaport	400 people	No	1 1/2-hour cruise	Summer	Day: adults \$7.00, children \$3.00. Evening: adults \$10.00, children \$5.00	Daily 10 a.m., 12, 2 p.m., and 4 p.m. Evenings at 6 p.m. and 8 p.m.	Snack bar, galley and bar	Tourists, residents	---
Francis, River Cafe, Brooklyn	6-12 people	No	2 1/2-hour cruise	Summer	\$30.00 per passenger	3 trips per day (weekends)	---	Residents, tourists	Brochure

Existing Excursion Services
New York Harbor



C1-1 C1-2 C1-3 C1-4 C1-5 C2-1 C2-2 C2-3 C2-4 C2-5

Snug Harbor Zoning Map
New York Harbor



IV. MANAGEMENT STRUCTURE

The management responsibilities of Harbor Park can be separated into two categories: administration and programming. Administrative responsibilities encompass both umbrella and site-specific projects. Clearly, the existing component sites' organizations take care of site administration. But there must be a central Harbor Park office to manage the umbrella projects, both administrative and programmatic, and to coordinate site-specific Harbor Park projects. As the park expands to sites where there is no administrative organ, the Harbor Park office must take charge of this as well.

Staff

To develop and manage Harbor Park, the New York City Department of Parks & Recreation has set up a Harbor Park office under the Deputy Commissioner for Planning. Staff consists of a director, a number of professionals and an administrative assistant. The location of the office is in the Arsenal in Central Park until facilities at the visitor center are constructed. Parks will fund this staff and other Parks staff will be available to provide the support necessary to carry out this plan.

Harbor Park Advisory Committee

The Harbor Park Advisory Committee, which oversaw the development of the management plan, will continue to perform an oversight function with the following membership:

- Presidents of the five boroughs
- Parks commissioners of the five boroughs
- Executive or director of each of the component sites:
 - Patrick Pomposello for Battery Park
 - Robert Mahoney for Castle Clinton
 - Kevin Buckley for Liberty and Ellis Islands
 - Clare Beckhardt for Empire-Fulton Ferry State Park
 - Michael Hardy for Snug Harbor Cultural Center
 - Peter Neill for South Street Seaport Museum
- Chair of the City Planning Commission
- Chair of the City Landmarks Preservation Commission

- Commissioner of Parks & Recreation
- Commissioner of Ports, International Trade and Commerce
- President of the Public Development Corporation
- Deputy Commissioner of Transit Operations, DOT
- Representative of the President of the Board of Education
- Regional Parks Director, State Office of Parks, Recreation and Historic Preservation
- Regional Tourism Director, State Office of Economic Development
- President of the Municipal Art Society
- Executive Director of the Parks Council
- Executive Director of the New York Landmarks Conservancy
- Executive Director of the Association for a Better New York

The Committee shall meet twice a year to decide matters of policy.

To direct the daily affairs of Harbor Park, an Executive Council shall act for the Advisory Committee. Its membership shall be:

- Commissioner of Parks and Recreation, Chair
- Two representatives from the component sites
- Regional State Parks Director
- One civic group representative
- Director of Harbor Park

The representatives from the component sites and civic groups shall be elected annually by the full committee.

For special projects such as the visitor center, subcommittees shall be formed from the Advisory Committee membership and outside persons who have a major interest in a given project.

Umbrella and Site-Specific Responsibilities

As stated above, site administration remains with the component entities. The administrative duties of the Harbor Park office encompass the development of funding, marketing and promotion for Harbor Park; the management during development and construction of capital projects done as Urban Cultural Park designated projects; fiscal management and reporting for Urban Cultural Park concessions and grants; operation of the primary visitor center; coordination with other agencies to carry out activities and projects; planning and implementation to provide a complete transportation system; operation of landing facilities; and research and planning to provide expansion of Harbor Park for Phase II. These duties will be carried out by the staff under direction of the Executive Council.

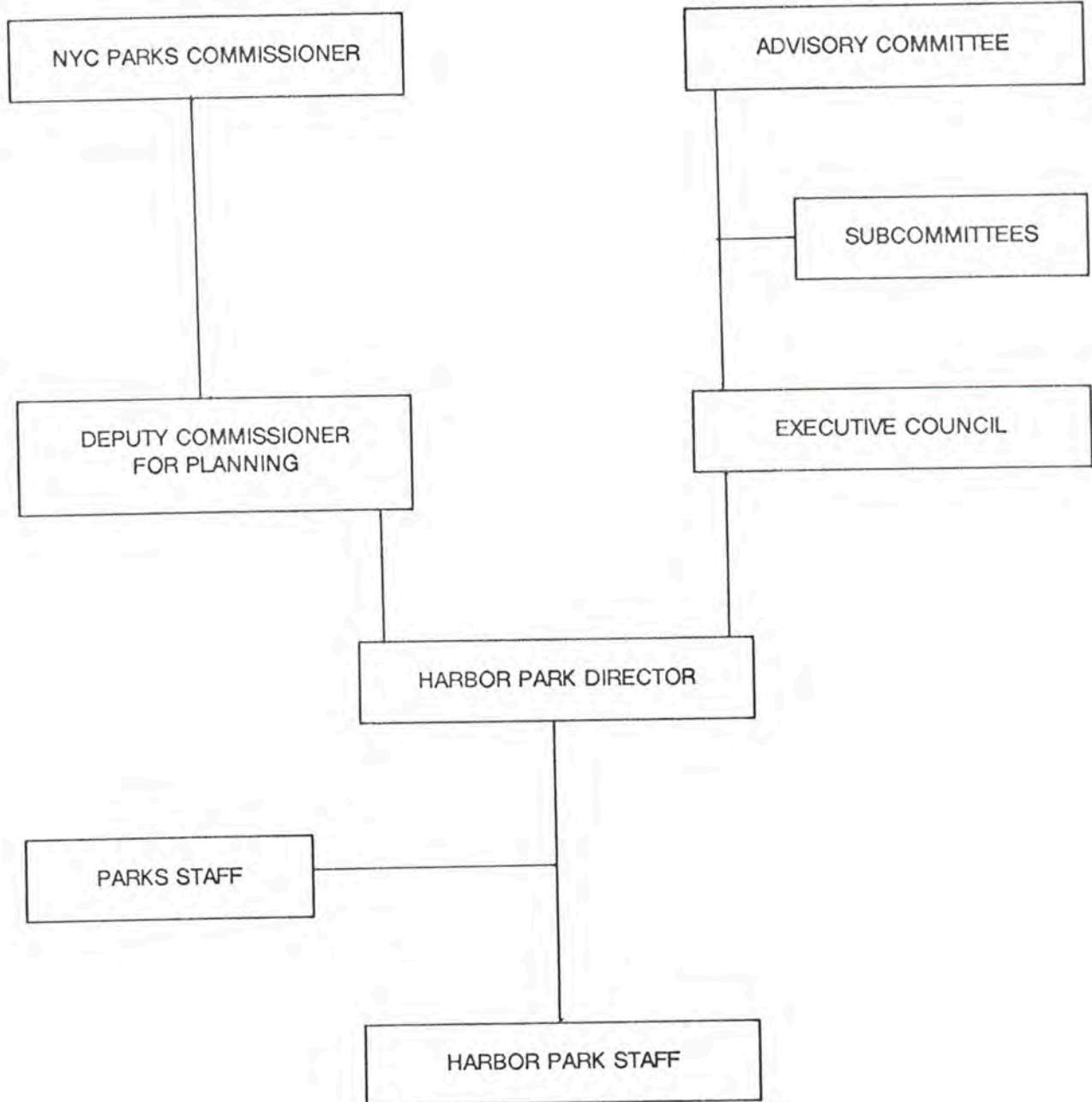
The environmental review of the management plan has resulted in a negative declaration because the sites' land uses are not being changed by the plan. However, Harbor Park staff will review the individual construction projects done by Harbor Park under CEQR where necessary. The Harbor Park office will obtain all permits and meet all regulatory requirements needed to complete the projects.

The programming will be developed by the staff under the guidance of the Advisory Committee. The committee's involvement is important to creating coherent interpretation between the sites. The areas of programming are exhibits, tours and walks, events, recreation and signage.

Management Structure Chart

The chart on the following page illustrates the relationships between the Harbor Park staff, Advisory Committee and the Department of Parks & Recreation.

HARBOR PARK MANAGEMENT STRUCTURE



V. GOVERNING POLICIES

Harbor Park is being created as part of the New York State Urban Cultural Park Program. One of its overall purposes is to implement the enabling legislation of the Urban Cultural Park system. Harbor Park also responds to related laws at the state and local levels. These include the state's Coastal Zone Management Program, and the city's Waterfront Revitalization Program and Landmarks Preservation Law. Because of the number of independent sites and the variety of projects involved, Harbor Park has also established its own goals, objectives, and standards.

Urban Cultural Park Guidelines

The Urban Cultural Park system is established by Section 35.01 of Title G of the New York State Parks, Recreation and Historic Preservation Law, which states that it will "provide educational, inspirational, economic and recreational benefits for present and future generations."

Section 35.03, Subdivision 1(a) designates the area in New York City that encompasses Harbor Park and specifies the themes: "The cohesive geographic area within the City of New York, including lower Manhattan or portions thereof and appropriate coastal portions of Brooklyn and Staten Island, associated with and revealing of the development of maritime trade and immigration."

This management plan has been prepared pursuant to Section 35.05, of which Subdivision 3 requires its approval by the Board of Estimate and the City Council of the City of New York, prior to approval by the state Commissioner of Parks, Recreation and Historic Preservation.

New York City Landmarks Preservation Laws

Harbor Park's policies are consistent with and carry out the purposes of the City of New York's Landmarks Preservation Law, which creates the Landmarks Preservation Commission by Section 2004 of the City Charter, and sets forth the policies of Chapter 8-A of the Administrative Code, Preservation of Landmarks and Historic Districts (Sections 25-301 to 25-321).

Harbor Park is consistent with the policies set forth in Section 25-301, specifically, "(a) effect and accomplish the protection, enhancement and perpetuation of such improvements and landscape features and of districts which represent or reflect elements of the city's cultural, social, economic, political and architectural history . . . ; (d) foster civic pride in the beauty and noble accomplishments of the past; (e) protect and enhance the city's attractions to tourists and visitors and the support and economy of the city; and (g) promote the use of historic districts, landmarks, interior landmarks and scenic landmarks for the education, pleasure and welfare of the people of the city."

State and Federal Historic Preservation Laws

Harbor Park's policies are also consistent with Section 106 of the National Historic Preservation Act of 1966, contained in Appendix C, and with the New York State Historic Preservation Law of 1980, contained in Appendix D.

Coastal Zone Management and Waterfront Revitalization Programs

Harbor Park and its projects will fulfill the aims of a number of policies of the city's State-mandated Coastal Zone Management Plan (CZM) and Waterfront Revitalization Program (WRP). Specifically, Harbor Park will respond to these policies:

- *WRP Policy 23*: "Protect, enhance, and restore structures, districts, areas or sites that are of significance in the history, architecture, archeology or culture of the site, its communities, or the nation."
- *CZM Recreational Resources Statewide Policy 7*: "Preserve historic, cultural, and archaeological resources."
- *CZM Recreational Resources Statewide Policy 8*: "Ensure the consideration of recreation as a multiple use in the development and management of public facilities in coastal areas and in the development of waterfront property."
- *CZM Recreational Resources NYC Policy 2* and *WRP NYC Policy F*: "Give first priority to the development of mapped parkland and appropriate open space where the opportunity exists to meet the recreational needs of immobile user groups, and communities without adequate waterfront park space and/or facilities."
- *CZM Recreational Resources Statewide Policy 1*: "Give priority to water-related recreation over non-water-related recreation in the development of state park facilities and in the allocation of state and federal funds for the development of recreation facilities."

- *CZM Recreational Resources NYC Policy 1:* "Ensure on-going maintenance of all waterfront parks and beaches to promote full use of secure, clean areas with fully operable facilities."
- *CZM Public Access Statewide Policy 1:* "Consistent with natural resource protection and public demand, provide for maximum public access to public water-related recreation resources and facilities."
- *CZM Public Access Statewide Policy 2:* "Increase opportunities for physical access to the coastline-at-large, consistent with natural resource protection and private property rights."
- *WRP Policy 19:* "Protect, maintain, and increase the level and types of access to public water-related recreation resources."
- *WRP Policy 21:* "Water dependent and water enhanced recreation will be encouraged and facilitated, and will be given priority over non-water related uses along the coast."
- *WRP Policy 22:* "Development when located adjacent to the shore will provide for water-related recreation activities whenever such recreational use is appropriate in light of reasonably anticipated demand for such activities, and the primary purpose of the development."
- *WRP Policy 1:* "Restore, revitalize and redevelop deteriorated and underutilized waterfront areas for commercial, industrial, cultural, recreational and other compatible uses.:
- *WRP Policy 2:* "Facilitate the siting of water dependent uses and facilities on or adjacent to coastal waters."
- *WRP Policy 12:* "Activities or development in the coastal area will be undertaken so as to minimize their adverse effects upon the natural features which protect against flooding and erosion."
- *WRP Policy 20:* "Access to the publicly owned foreshore or water's edge, and to the publicly owned lands immediately adjacent to these areas shall be provided, and it shall be provided in a manner compatible with adjoining uses. To ensure that such lands remain available for public use, they will be retained in public ownership."
- *WRP Policy 25:* "Protect, restore and enhance the natural and man-made resources which are not identified as being of statewide significance but which contribute to the overall scenic quality of the coastal area."

GOALS, OBJECTIVES, AND STANDARDS

To carry out the Urban Cultural Park system goals of preservation, education, recreation, and economic development, Harbor Park has set goals, objectives and performance standards in each of these areas.

The goals of Harbor Park also address the complex situation that arises out of encompassing multiple sites. As part of its umbrella activities, Harbor Park's goal is to foster inter-site coordination, and to provide better connections between the sites by creating a transportation network. Site-specific goals are to assist the component sites through fundraising efforts and to assist them in implementing the above mentioned policies.

PRESERVATION GOALS

GOAL 1: Preserve historic buildings and settings which illustrate the maritime and immigration history of New York harbor.

OBJECTIVE 1: Encourage individual sites to restore and rehabilitate National Register and New York City Landmark structures.

Performance Standards:

- *Complete restoration of facades of historic buildings at Snug Harbor.*
- *Complete restoration of structures at South Street Seaport.*
- *Complete restoration of Empire-Fulton Ferry State Park.*
- *Complete restoration of historic buildings at Ellis Island.*

OBJECTIVE 2: Encourage individual sites to identify appropriate adaptive reuses in historic properties.

Performance Standards:

- *Complete the adaptive reuse of buildings at Snug Harbor for the Staten Island Children's Museum, the Staten Island Institute of Arts and Sciences, and the Staten Island Botanical Garden.*

- *Complete the adaptive reuse of buildings and structures in the South Street Seaport historic district, notably the Hart.*
- *Complete the adaptive reuse of buildings at Ellis Island as an immigration museum and interpretive center.*
- *Complete the adaptive reuse of Castle Clinton as a ticketing station and development of a sound and light show telling the Harbor Park story.*
- *Complete the adaptive reuse of Empire Stores.*

OBJECTIVE 3: Restore historic appearance of Pier A.

- *Performance Standard: Complete the restoration.*

GOAL 2: Upgrade park environment by using urban design elements that display the historic character of the Harbor Park sites.

OBJECTIVE 1: Encourage the individual sites to develop landscape and streetscape improvements to promote the Harbor Park themes and the history of New York harbor.

Performance Standards:

- *Complete physical improvements to Battery Park, including improved signage, walkway repairs and modifications to the existing pier berths, and Pier Plaza.*
- *Complete the Snug Harbor comprehensive landscape study and implementation of the first historic landscape restoration projects.*
- *At the South Street Seaport historic district, complete the construction of a system of pedestrian plazas and walkways connecting the new and renovated buildings and joining the pier pavilion on the waterfront.*
- *Complete physical improvements to Liberty and Ellis Islands that reinforce their role in the history of the harbor and that improve visual and physical connections to the waterfront.*
- *Complete the comprehensive plan of Fulton Ferry Historic District and adaptive reuse of Empire Stores.*

OBJECTIVE 2: Expand Harbor Park boundaries for more comprehensive historic presentation.

- *Performance Standard: Complete Phase II plan, including selection and development of new sites.*

GOAL 3: Acquire property at individual sites which will complement or complete the sites.

OBJECTIVE 1: Acquire a 0.5-acre waterfront parcel at Snug Harbor.

- *Performance Standard: Complete the acquisition of a 0.5-acre waterfront parcel as an addition to the city-owned land at this site.*

EDUCATION GOALS

GOAL 1: Develop interpretive materials to educate park visitors about the history and significance of New York harbor.

OBJECTIVE 1: Provide an overview of Harbor Park themes.

- *Performance Standard: Construct visitor center and publish brochures.*

OBJECTIVE 2: Review the Harbor Park interpretive and educational materials with the individual sites.

- *Performance Standard: Implement the Harbor Park interpretive programs at the individual sites.*

OBJECTIVE 3: Create interpretive programs on excursion vessels.

- *Performance Standard: Operate excursion vessels providing interpretation and linking individual sites.*

OBJECTIVE 4: Create on-site interpretation of cultural resources.

- *Performance Standard: Install signs relating to resources of Harbor Park.*

OBJECTIVE 5: Create interpretive links between sites and surrounding areas.

- *Performance Standard: Publish walking tour guides; organize special tours.*

OBJECTIVE 6: Dramatize historic perspectives.

- *Performance Standard: Produce festivals and special events.*

GOAL 2: Develop a promotional and public relations program which encourages park visitorship and provides a wide variety of educational opportunities.

OBJECTIVE 1: Make the public more aware of the harbor as an attraction and destination.

Performance Standards:

- *Distribute Harbor Park material on the Staten Island Ferry, in hotels and visitors, and other tourist locations throughout the city and state.*
- *Increase visitation to Harbor Park sites through innovative programming and attractions not available elsewhere.*

OBJECTIVE 2: Define and strengthen the image of Harbor Park to a broad public.

Performance Standard: Implement a public relations program for Harbor Park.

OBJECTIVE 3: Reinforce the existing public relations materials at individual sites.

Performance Standards:

- *Create Harbor Park brochure, audio-visual materials, maps and quarterly calendar of events that would be available for distribution at the individual sites.*
- *Include Harbor Park activities in listings of events in major newspapers and magazines.*

OBJECTIVE 4: With the individual sites, create Harbor Park signage program which will attract people to the sites and direct people through them efficiently.

- *Performance Standard: Establish signage system at the individual sites.*

OBJECTIVE 5: Stimulate visitor traffic to the less developed Harbor Park sites.

- *Performance Standard: Increase attendance at the less developed sites through*

increased publicity and greater distribution of visitors through creative programming and better transportation.

OBJECTIVE 6: Inform special audiences about Harbor Park programs.

- *Performance Standard: Outreach programs and special activities for school groups, seniors and handicapped, also day camps, youth and sports groups, girl and boy scouts, and other non-profit organizations.*

RECREATION GOALS

GOAL 1: Encourage visitors to experience Harbor Park as a recreational and cultural activity.

OBJECTIVE 1: Provide recreational and educational tours of Harbor Park on excursion boats.

- *Performance Standard: License Harbor Park boats for daily tours.*

OBJECTIVE 2: Encourage activities at individual sites which promote passive and waterfront recreation activities.

- *Performance Standard: Establish Harbor Park programming at the six sites, emphasizing passive and waterfront recreation.*

GOAL 2: Encourage use of the harbor for recreation.

OBJECTIVE 1: Provide recreational opportunities and information for waterborne activities.

- *Performance Standard: Increase operation of sailing programs and marinas in the harbor.*

OBJECTIVE 2: Increase opportunities for fishing.

- *Performance Standard: Identify and promote fishing sites.*

ECONOMIC DEVELOPMENT GOALS

GOAL 1: Encourage growth of tourism in New York harbor, thereby increasing state and local tax revenues.

OBJECTIVE 1: Use marketing and promotional techniques to attract target area population to Harbor Park sites, thereby encouraging tourism, especially at less developed locations.

- *Performance Standard: Increase visitorship to Harbor Park sites, particularly to less developed sites.*

OBJECTIVE 2: Improve inter-site transportation to make sites more accessible.

- *Performance Standard: Ridership of vehicles/vessels.*

GOAL 2: Encourage private sector and corporate sponsorship of Harbor Park activities, thereby increasing revenue at the individual sites.

OBJECTIVE 1: Use marketing and promotional techniques to attract target area population to Harbor Park sites.

- *Performance Standard: Obtain corporate and private sector grants for programs and improvements at individual sites.*

GOAL 3: Encourage public-private partnerships in Harbor Park projects.

OBJECTIVE 1: Use private investment in projects and activities to enhance Harbor Park efforts and funding.

- *Performance Standard: Establish contracts or agreements which bring private services or investment to Harbor Park or contribute revenue to the city.*

MANAGEMENT GOALS

GOAL 1: Coordinate inter-site activities and projects.

OBJECTIVE 1: Oversee umbrella activities and projects of common interest.

- *Performance Standard: Coordinate activities, exhibits and projects.*

OBJECTIVE 2: Hold advisory committee meetings.

- *Performance Standard: Foster agreement and consistency of site policies.*

GOAL 2: Develop inter-site transportation networks.

OBJECTIVE 1: Provide transportation to and from all Harbor Park sites.

- *Performance Standard: Implement transportation services.*

GOAL 3: Contribute to state and city efforts to create Urban Cultural Parks and preserve historic resources.

OBJECTIVE 1: Make Management Plan and individual projects consistent with Urban Cultural Park and historic preservation policies.

- *Performance Standard: Implement policies.*

OBJECTIVE 2: Encourage individual sites to complement policies.

- *Performance Standard: Include policies in plans and projects.*

GOAL 4: Implement Harbor Park financial plan.

OBJECTIVE 1: Obtain funding for Harbor Park activities and projects.

- *Performance Standard: Proportion of budget obtained.*

VI. PHASE I: UMBRELLA PROJECTS

The quality which differentiates Harbor Park from the existing management entities at the initial sites is the comprehensive perspective it takes of all the cultural resources which these contain. Harbor Park's task is to create thematic and physical links between the sites, and to set those sites in their historic contexts particularly as expressed by the urban setting around them.

Pier A Visitor Center

The visitor center is the starting point for tours of Harbor Park and an information and service center as well. It provides tourists with information on recreational and interpretive activities throughout the harbor, tickets for excursions and facilities, comfort stations, economical food service, souvenirs and publications. It has exhibits on the park themes and the state Urban Cultural Park system. It also houses the administrative offices of Harbor Park.

With the Phase I configuration of sites, Battery Park is the most central location. At the northern end of the park is Pier A, an historic building that in past years has housed the marine division of the Fire Department. The pier itself and the bulkhead along Battery Park could provide landing sites for excursion vessels.

The work required to prepare Pier A for use as the visitor center is likely to take three to five years. The pier and building exterior need structural repair and the building interior would have to be renovated to accommodate the mix of uses. In the interim, to provide most of the services mentioned above, a temporary information kiosk would be located in Battery Park. Constructed by Parks, it will be operating by the beginning of 1989, and manned by Parks personnel, either Urban Park Rangers or Harbor Park staff. This kiosk will be removable and, after completion of the visitor center, will serve as the Harbor Park exhibit at one of the other sites.

Market Analysis The visitor center in Battery Park would have a number of markets. The park is already a well developed tourist destination for out-of-town visitors. The Statue of Liberty is the major attraction, and when Ellis Island is finished, it too will draw people. In fact, more people want to see the statue than it can accommodate. The spill-over provides a ready market for Harbor Park activities. Some ferry riders (both Liberty Island and Staten Island) simply want to get out on the water. Excursions

through Harbor Park would satisfy this demand and provide alternative water recreation.

Another marketing opportunity is the resident population, both New Yorkers seeking recreation and those in the area for business reasons. There is a dearth of convenient and economical eating places in the neighborhood, though many locals spend their lunch hour at the park.

Currently, from 15,000 to 20,000 people visit Liberty Island on a summer day. Only 4,000 to 5,000 of these can go up the statue, because of its limited capacity of 450 people per hour.

Since much of the Harbor Park market will be tied to the statue overspill, the estimated level of use of the visitor center is on the order of 3,000 people per day during the summer, possibly as many as 7,000 on a nice weekend day. Nearly all visitors to the statue visit it only once. Initially the visitor center would probably follow this pattern. After promotion of the changing exhibitions and the public's experience with them, a number are expected to make return visits.

The General William H. Hart Visitor Center

At the Seaport, the historic steam ferry *General William H. Hart* is suitable for a visitor center. As she presently sits along Pier 15, her condition is one of slow deterioration, and public access is not possible. The South Street Seaport Museum uses her for offices and shop space for the vessel maintenance staff.

Rehabilitation of this historic artifact would make the *Hart* a combination floating museum ship and Harbor Park exhibit space. Such a restoration would realize the highest and best potential use of the ship. Portions of the vessel, including the engine room, boiler room, and pilot houses, would be restored to near original configuration, with modifications limited to those necessary for safe visitor access. Much of the interior spaces on the main and upper decks would be renovated for use as exhibit space, with displays that would interpret both the vessel itself and the Harbor Park themes. While the *Hart* can no longer move under her own power, she could be towed to other waterfront sites with adequate docking facilities.

Along with the restoration of the *General William H. Hart*, Pier 15 would need rebuilding so as to provide safe public access to the vessel. Only the inshore end need be repaired for this purpose, but repair of the whole of the pier would provide landing space for the Harbor Park waterborne excursions.

A visitor center on the *Hart* would draw some visitorship from the existing crowd at the Seaport, as well as be an additional stop for museum visitors.

Public Information

A major aspect of Harbor Park is to help visitors make connections between sites. This is accomplished through services and publications. The visitor center will have a ticketing facility for the excursions that will be licensed as part of Harbor Park's transportation network. Information booth staff will help people select an itinerary for their visit. The exhibits will orient the public to the cultural resources of the harbor.

The history and significance of those resources will be set out in a number of publications. There will be maps and route brochures showing where to locate the sites, both on land and from the water. These along with the signage will give a basic interpretation of the themes. Larger publications, pamphlets and books will discuss the units and themes of Harbor Park in detail. A calendar will inform the public of festivals, exhibits and programs happening at the six sites and at related organizations.

Signage and Graphic Identification

As visitors move about the waterfront, they will encounter a system of signs for Harbor Park. These signs will serve a number of purposes. At first encounter, they alert the public to the existence and location of Harbor Park. As such, they perform an outreach function to increase the market catchment, as well as identification. On a second level, signs will direct visitors around Harbor Park. They explain the transportation network and enhance the experience. Thirdly, signs will interpret the resources and facilities of Harbor Park. Different types of signs will be designed for each of these functions.

Signs will be located at the entrances to the component sites, on the licensed excursion boats, and along the streets. Besides the conventional flat metal sign, other forms that may be appropriate are plaques inset in sidewalks and flags or banners, a traditional mode of signalling for ships.

Signs will be coordinated with other sign systems, such as the New York State Office of Parks, Recreation, and Historic Preservation and Urban Cultural Park program, the New York City Department of Parks & Recreation, as well as waterfront and individual sites. The City Landmarks Preservation Commission will also review signage, where relevant.

Through a request for proposals, a consultant will be hired to design the graphic appearance of the signage system -- logo, color scheme, typography, prototype.

Promotion and Marketing

Marketing will be targeted for both potential out-of-town and resident visitors. The statewide Urban Cultural Park system provides information to those within the state, so

that the other cities will reciprocate the publicity they will receive from Harbor Park. Information on Harbor Park and its events will also be included in the New York State Office of Tourism brochures, and OPRHP publications such as the "Guide to New York State's Outdoors." Similar distribution will be done to the National Parks Service and regular publications of the New York City Department of Parks & Recreation.

Major free listings of exhibits and events within the city will receive regular bulletins from Harbor Park. The recipients will include magazines, newspapers, and such groups as Community Boards, the Chamber of Commerce and the Convention Bureau.

Brochures placed at public locations and facilities will reach people not directed to a particular activity. Placement at other tourist destinations will reach the visitor uninformed about Harbor Park. Such locations are hotels and targeted restaurants, airports, train and bus stations, mass transit facilities, other historic sites and tourist attractions, banks and libraries, and schools and colleges. A special effort will be made to introduce Harbor Park to taxi drivers. The brochures will contain a calendar of current events.

Promotional activities will tie in with fundraising and exhibits, as well as increasing public use of the waterfront. These will include receptions, special events, lecture and film series, speakers for groups and schools, and sponsoring other public groups and their events. The press will receive releases on developments and activities.

Interpretation and Education

The interpretive programming has four components: 1) Events and Performances, 2) Exhibits, 3) Tours and Walks, and 4) Community Outreach. The combination of these different activities should provide an educational experience for all kinds of visitors.

Events and Performances The programming is broken down into regular annual events and special events such as celebrations and promotions. The annual festivals will be seasonal celebrations: water recreation in early summer, a history pageant in the fall, an art show featuring immigrant cultures in winter, a fair in the spring. Special events will feature cultural and/or recreational aspects of the unit series.

Exhibits The exhibits, both on-site signs and at the visitor center, explicate the themes of Harbor Park and provide orientation for the visitors. The permanent exhibit will have an introduction to Urban Cultural Parks, including the state Urban Cultural Park material, and to the layout of Harbor Park. There will also be basic discussion of the themes, their history, geographic expression, and breadth of activity. The changing exhibits will be in a gallery space adaptable to a variety of topics and display modes. Topics will range across all aspects of the themes, e.g., the cultural exchange in immigration, geographic patterns, how the resources and needs of the New York

economy affected trade, innovations in transport, or the changing face of the waterfront. Supplementing the exhibits will be gallery talks, movies, slide shows and other audio-visual materials.

Tours and Walks The pedestrian mode will provide another way for the visitor to use the themes to link sites. Here the sites will go beyond the ones officially designated as Harbor Park, and will explore all places related to the themes. The staff will develop a series of annotated guide maps, and walking lectures.

Community Outreach Outreach efforts will be extended to schools, senior citizens, and the disabled, as well as day camps, youth and sport groups, girl and boy scouts, and other non-profit organizations. Harbor Park will offer special tours and walks tailored to their needs and interests. The Harbor Park office will sponsor high school and college interns who are studying relevant subjects. It will provide both work and research opportunities. The trail guides will provide information on handicapped access and the staff will assist visitors with disabilities in formulating a comfortable visit. The staff will also work with the component site managers to assure handicapped access.

Recreation

Harbor Park's promotion of recreation will address the needs for both passive and active opportunities. The emphasis will be on getting people near and onto the water.

Excursions Parks will license excursions landing at Battery Park under the Harbor Park Management Plan. These will have talks given by Park staff and printed material on the route and sites. When facilities are available at other sites, the system will be expanded. Harbor Park's policy is to provide such excursions at a price a family group can afford. Vessels will be both sail and motor. Provisions for active water sports will be made as soon as is feasible.

Events Some of the special events will emphasize the use of the harbor for recreation. These will include displays of water-based activities and demonstration of nautical skills and technology, e.g., a car-toppable boat brigade, sailing regattas, and visiting ships.

Landscape, Streetscape and Facade

Most of the sites and resources of Harbor Park are already developed. Within the component sites there are plans for work in the areas of landscape, streetscape and facade, but these are not being done as part of Harbor Park. The sites are disconnected and divergent in character, so that uniform treatment would be inappropriate, but Phase II will consider streetscaping which reflects the historic character of each area. The signage program will provide visual as well as thematic connections between the sites.

The work in Phase II will examine the need for landscaping, integrated streetscaping and facade treatment at both the initial units and any expansion sites. If needed, a comprehensive plan will be prepared at that time.

Transportation

As mentioned in Chapter III, the most appropriate way to connect the pieces of Harbor Park is by water. The component sites of Harbor Park are scattered around the harbor. This makes connecting them with a single vessel difficult. A tour of all the sites would take too long for most visitors, resulting in too few runs to be economically feasible, and be too inflexible to fit the variety of visitor needs. As well, the harbor already has a number of waterborne services which are publicly available.

Building on the existing services, Harbor Park will fill in the links missing from the matrix of connections between its components. Excursion ferry services will be licensed as part of Harbor Park, providing interpretation as well as transportation. The slips at Battery Park will be the focus of this activity. The vessels will be scheduled to meet visitor demand and to take advantage of the Statue of Liberty spillover. Repair of Pier 15 at the Seaport will provide another potential site for excursions and ferries to land. Currently, the only landbased link proposed will be a trolley along Richmond Terrace connecting Snug Harbor to the Staten Island ferry terminal in St. George.

The following matrix of waterborne transportation between the six Harbor Park sites shows existing and proposed services for connecting Harbor Park. Other connections will be made by pedestrian trails, as well as by the existing public transit detailed in the site analyses in Chapter III.

TRIX OF WATERBORNE TRANSPORTATION BETWEEN HARBOR PARK COMPONENT SITES

POTENTIAL
MARKETS

TES	Battery Park	Liberty Is.	Ellis Is.	Snug Harbor	Seaport	Fulton Ferry
Battery ark	Pier A bulkhead (5 slips) Petrel slip	view the statue	conference center sightsee	attend concerts visitors	sightsee transfer shoppers	sightsee transfer
Liberty sland	Circle Line	pier work pier	sightsee	sightsee	view the statue	view the statue
Ellis sland	Circle Line (water taxi ?)	Circle Line	(ferry slip)	sightsee	sightsee conference center	sightsee
Harbor	S.I. ferry (+ trolley)	?	?	nothing	attend concerts visitors shoppers	attend concerts
South Street Seaport	*	(Seaport Lines)	(Seaport Lines)	o	Piers 15-17 floats	commuters visitors shoppers sightsee
Fulton Ferry/ Empire Stores	*	(Seaport Lines)	(Seaport Lines)	o	commercial ferries	ferry dock (esplanade)

EXISTING
SERVICES

FACILITIES
(on diagonal)

Waterborne Transportation Matrix
Between Harbor Park Sites

VII. PHASE I: SITE-SPECIFIC PROJECTS

The projects described in this chapter are those which are planned as part of Harbor Park and are necessary to fulfilling its objectives. The individual sites may carry out other projects outside of the framework of Harbor Park. Also, this chapter covers only projects which have been envisioned for Phase I. Projects at new sites and additional projects at the six initial sites will be implemented in Phase II.

Battery Park and Pier A

The rehabilitation of Castle Clinton was finished in 1986, in time for the State of Liberty celebration. Battery Park, while fully developed, needs to be redesigned to better serve current users and to address upcoming changes on adjacent sites, notably South Ferry Plaza. Parks is currently reviewing conceptual plans for the area with affected agencies and institutions. The plaza in front of Pier A will be included in the redesign so that the visitor center will relate to the rest of the park. Another design consideration will be the use of the bulkhead for landing excursion vessels. A new configuration of the esplanade would prevent crowds waiting to board. A new ticketing system should also help alleviate queuing at the bulkhead.

The other Phase I project particular to Battery Park is a sound and light show. This will require the installation of lighting and sound equipment, either on a temporary or a permanent basis, depending on costs. The show will mainly illustrate the immigration theme. If Castle Clinton houses the show, the capacity is estimated to be 1,500 people.

Empire-Fulton Ferry State Park

The park has three distinct areas -- the lawn, the stores building, and the lands under water where docks used to be. The water's edge has a walkway which needs to be improved. This will provide a better pedestrian link to the surrounding historic Fulton Ferry district. It can also provide a location for Harbor Park exhibits and a border for Harbor Park events staged on the lawn. These events will boost attendance by focusing attention on the site, and will dramatize the maritime trade history of the landing. The stores provide a suitable backdrop for such a theme. Other improvements that should be made are ones to the infrastructure, the addition of such visitor facilities as comfort stations and drinking fountains, and streetscaping for better access.

The stores themselves are largely empty. There have been a number of proposals for their development, including a crafts center, an exhibit of a relic of a sailing boat, and a group of retail outlets. The use of these buildings should complement the development of the surrounding district, though their special character and unique opportunity must be kept in mind.

There are currently no plans for the lands underwater. This area has the potential for some kind of water-related use, such as a marina or ferry landing.

Liberty and Ellis Islands

For the most part, the work at Liberty and Ellis Islands is being carried out by the Statue of Liberty and Ellis Island Foundation. The statue rehabilitation is complete and the Ellis Island construction is just underway.

The proposal for Ellis Island is to have a museum and a conference and study center there. Naturally the theme would be immigration. Harbor Park's role there will be to sponsor classes and install an exhibit to integrate the Ellis Island facilities with the rest of Harbor Park. In developing projects that have bearing on Liberty and Ellis Islands, Harbor Park will coordinate with the National Park Service.

Snug Harbor

As with Liberty and Ellis Islands, Snug Harbor's operating entities -- the Snug Harbor Cultural Center, Staten Island Botanical Garden, Children's Museum and Institute of Arts and Sciences -- are overseeing the majority of the site's capital improvements.

Harbor Park's involvement will be to create a landside transportation link using a "trackless trolley;" to boost visitation through the umbrella promotion and a special campaign for Snug Harbor; and to set up an exhibit booth to integrate the site with the rest of the Urban Cultural Park.

The trolley will run along Richmond Terrace from the Staten Island ferry terminal in St. George to Snug Harbor, about two miles. There will be a fare to cover the operating costs. The trolley will run every 30 minutes and is planned to hold 30 to 45 people.

To complete Parks's control of the waterfront, Harbor Park will acquire a one-half-acre parcel, and, to make the waterfront accessible, provide site improvements and landscaping. Phase II of Harbor Park will consider a landing dock on the waterfront to enable boats to provide service directly to Snug Harbor.

South Street Seaport

South Street Seaport has been revitalized as a commercial district. Most of the construction was completed years ago. That rebuilding gave the area an abundance of public space in the streets and on the docks. To create a presence there, Harbor Park will have a series of programmed events on the maritime trade theme.

The South Street Seaport Museum is an important part of Harbor Park. One of its historic vessels is available for a Harbor Park visitor center. The *General William H. Hart* is the last of a number of ferry boats built for the City of New York in the 1920s and 30s. It is no longer an operating vessel, but could contain many interesting exhibits and services, once it has been rehabilitated, and could be moved to sites with docking facilities. The exhibits on board would fill a gap in the museum's programming and provide an on-site visitor center for Harbor Park.

Anticipated Changes

Certainly for the site-specific projects, but also for the umbrella activities, the results are also site-specific. Therefore, the anticipated changes are discussed in this chapter.

Land Use The projects proposed in this plan do not change the use of the component sites which are already developed for park or public purposes.

Preservation In the first phase of this plan, there are two projects which involve historic preservation: Pier A at Battery Park (see previous section on visitor center) and the *Hart* at South Street Seaport (see below).

Public Facilities The projects of this plan are intended to enhance existing public facilities. There will be at least a Harbor Park exhibit at each site and visitor centers at Battery Park and South Street Seaport. The programming and events will create greater public awareness of the components and the waterfront in general.

Circulation One of Harbor Park's major tasks is to create a transportation network between the sites. This will largely be waterborne and will take advantage of existing linkages. See the transportation matrix in the previous section on umbrella projects.

The additional services will be the Snug Harbor trolley on Staten Island and a plethora of excursion services embarking from Battery Park's bulkhead.

The circulation mode most affected will be pedestrian. Overall, Harbor Park is intended to boost site visitation. Within the sites, there may also be shifts.

Battery Park Harbor Park projects are not likely to increase visitation, but will offer better services at the current level of use. Most of the market is the spillover from Liberty Island. The Pier A Visitor Center should alleviate the crowds currently lining up for the Liberty Island ferry. Harbor Park also hopes to implement a more efficient ticketing procedure which should reduce crowding. During special events, crowds of up to 50,000 may be expected.

Empire-Fulton Ferry Special events should increase park visitation, with attendance of 25,000 to 30,000 per day of event, based on past response. Ability to hold such large events will depend on the implementation of infrastructure improvements. People would most likely arrive by the same mode as they had before.

Liberty and Ellis Islands Harbor Park projects will give visitors disappointed by the Statue of Liberty crowding alternative destinations, most reachable by foot or public transit. Some of the pedestrian congestion should thus be relieved.

Snug Harbor The trolley should increase visitation by providing people without cars an easier way to get to Snug Harbor. Based on the capacity of the trolley and the frequency of the runs, the expected boost will be at most 115,000 to 130,000.

South Street Seaport Rehabilitation of the *Hart* should increase museum visitation, but the amount is unknown.

VIII. PHASE II: HARBOR PARK EXPANSION

Phase I of Harbor Park makes use of cultural resources in the harbor which are somewhat recognized and developed. Phase I will improve recognition and use of the resources at the initial six sites which cover three boroughs. But the history of New York is scattered across the five boroughs. Many of its historic resources are not in parks or public facilities. Phase II will expand Harbor Park to include sites in the Bronx and Queens, expand its transportation network to reach the new sites, and create ways to integrate less accessible cultural resources into its interpretive programming.

Research and Planning

As the first step in selecting sites for expansion, Harbor Park will develop an inventory of theme related cultural resources and locations. This task will make use of a waterfront recreation survey that Parks is about to undertake.

Candidate sites will be evaluated on the bases of their quality, of city and state significance, ease of access by public transit and waterborne transportation, and market potential of an appropriate facility at the site.

Additional Locations

Because there are no Harbor Park sites in Queens and the Bronx, the priority is to identify and develop new locations in those two boroughs. These sites may or may not be parkland. The issue of shoreline access -- current and the potential for creating it -- will be considered. The sites will be drawn from the inventory of theme-related locations. Their choice should also reflect the need to bring economic development to parts of these boroughs.

The Harbor Park component of Brooklyn could be extended beyond Empire-Fulton Ferry State Park to include more of the South Brooklyn waterfront and to reflect more of Brooklyn's size and diversity of neighborhoods. This is especially important because the South Brooklyn waterfront was the location of a very active maritime industry. The limited Harbor Park activity planned for Empire-Fulton Ferry State Park, and Brooklyn's size and diversity of neighborhoods are reasons for seeking another Harbor Park site in that borough.

Additional Activities

With the geographic expansion of Harbor Park will also come the expansion of its waterborne transportation network. A review of the existing system will indicate additions and changes to make it capable of handling a larger area. One particular issue to be examined is coordination of ferry services between Harbor Park -- both the initial sites and the added sites -- and Gateway National Recreation Area, and linking the inner harbor and outer harbor with waterborne transportation at optimal points. Connections to other waterfront parks will also be examined.

As public awareness of the harbor as a recreational resource grows, Harbor Park should offer a greater number and a greater variety of recreational opportunities. This could include a community sailing program which would have both classes and moderately-priced public rentals. With new locations with the right characteristics, Harbor Park may encourage the development of marinas.

The increased complexity of an expanded Harbor Park may require a more convenient and sophisticated way of planning tours. Computer terminals would enable members of the public to take the initiative in laying out their tour of Harbor Park, and at the same time provide a personalized souvenir of the visit in a printout of the itinerary.

Boundary Changes

Adding new sites will require changes in the boundaries of Harbor Park. The proposed additions will be documented in a manner similar to that of the initial sites, and submitted to the City Council and the Board of Estimate for approval. The changes will then be incorporated into the annual revision of this management plan. The State Office of Parks, Recreation and Historic Preservation will also review and approve the boundary changes.

IX. PROJECT PRIORITIES

The projects described in the previous three chapters span a wide range of effort required, time required, importance to the start-up of Harbor Park, and importance to the eventual success of both Harbor Park and the Urban Cultural Park system. The following chapter sets out a priority schedule for completion of these projects.

Short-Term Implementation

Those projects which will most help Harbor Park get underway and create an impact on public awareness are relatively quick to execute. These include:

- Interim information booth
- Signage and graphic identification (initial)
- Publications (initial)
- Tours and walks
- Promotion and marketing
- The *General William H. Hart*
- Snug Harbor trolley
- Waterborne excursions
- Changing exhibits
- Outreach program

Annual festivals are also important in the start-up period, but are less quickly put into effect. Of the above projects, the booth, the *Hart*, the trolley, and the excursions will take the least staff effort because they are basically implemented by other groups. All the others, plus the special events, recreation programs, and Phase II planning will take a greater amount of staff time.

Long-Term Implementation

Some projects will take a bit more time to complete, such as the overall signage system, the publications series, the repair of Pier 15 for access to the *Hart*, the permanent exhibits at the sites, the classes, special events, the sound and light show, Snug Harbor waterfront access, a recreation program, and Phase II planning. Projects which are expected to take some years to finish are the Pier A Visitor Center, the

reconstruction of Battery Park, infrastructure improvements to Empire-Fulton Ferry State Park, and waterborne transportation to Snug Harbor, if feasible.

The success of Harbor Park will come from a combination of swiftly executed projects and ones which give it an enduring presence in New York. All the projects have some importance, but those with the greatest are:

- Interim information booth
- Pier A visitor center
- Signage
- The *General William H. Hart*
- Promotion and marketing
- Snug Harbor trolley and waterfront access
- Waterborne excursions
- Outreach program
- Empire-Fulton Ferry improvements and events
- Seaport events programming
- Waterborne recreation programs
- Special events

Those which will make a strong contribution are:

- Publications
- Walks and tours
- Battery Park redesign
- Sound and light show
- Permanent exhibits at the sites
- Annual festivals
- Phase II planning

Another aspect of these projects' importance is the extent to which they fulfill the state Urban Cultural Park program. Central to the Urban Cultural Park program goals are the Pier A Visitor Center, the *Hart*, the signage system, promotion and marketing, permanent and changing exhibitions, outreach programs, Snug Harbor waterfront access, recreation programs, annual festivals and special events.

Priorities and Scheduling

The projects which Harbor Park will undertake first are those which are essential to its success, or are easily done and thereby create a presence for it. Next are those projects which fulfill Harbor Park's goals related to public use of the waterfront -- interpretation and recreation. The long-term projects are those efforts which provide for the expansion of Harbor Park -- planning and new site development.

Based on a balance of factors (speed of execution, requirement by the Urban Cultural Park program, and necessity for Harbor Park's success), the project schedule will be as outlined in the following chart over the eight-year planning period. The chart shows how long each project will require and which year planning and execution (construction or production) will commence.

PROJECT SCHEDULE

PROJECT	YEAR	1	2	3	4	5	6	7	8
A. Pier A									
Design		O----->							
Structural Work			X----->						
Interior				X----->					
Exhibits		O----->							
Park Reconstruction			O-----X->						
B. Interim Information Kiosk		O--X-->							
C. Snug Harbor Waterfront Acquisition		O-----X----->							
D. Other Capital Construction							O-----X----->		
E. Snug Harbor Trolley		X-->-----							
F. Excursions		X----->X----->-----							
G. Publications		OX-->O--X----->							
H. Signage		O-X----->		O-X----->				O-X-->	
I. The General William H. Hart		O--X-->							
J. Pier 15/Seaport Site Improvements		O--X----->							
K. Tours and Walks		O--X-----							
L. Outreach				X-----					
M. Festivals and Events			O--X-->-----						
N. Exhibits and Classes				O-X-->-----					
P. Sound and Light Show						O-----X-----			
Q. Recreation						O-----X-----			
R. Promotion and Marketing		O-----X----->-----							
S. Phase II									
Research and Planning		X----->							
New Site Development					X----->				
Transportation								X-->	

Key: o = start of planning x = start of execution > = end of process --- = ongoing

X . FINANCIAL PLAN

The state Urban Cultural Park Program was developed to revitalize urban areas through better use of their cultural resources. The projects and activities described in the management plans require investment of other resources in order to stimulate the growth of the Urban Cultural Parks as economic enterprises. The following sections set out the schedule of investments by major activity categories and the proposed funding sources.

Funding Sources

New York State The state has made a commitment to the Urban Cultural Park Program and has made funding available for certain categories of projects and activities. The original local assistance funding was for three categories, each with a matching fund formula. Briefly, these categories are:

1. *Acquisition and Capital Development* in which the state and local government contribute 10 percent each, and non-state funds total 80 percent.
2. *Interpretive Programming* wherein 25 percent state monies must be matched with 75 percent non-state contributions.
3. *Planning* to develop or update the management plan, in which the state and non-state contributions are both 50 percent.

Grants are requested through an application process to the State Office of Parks, Recreation, and Historic Preservation. New York State annually makes appropriations through its budget process for the Urban Cultural Park program.

Another state grant program for Urban Cultural Parks was created with the passage of the Environmental Quality Bond Act of 1986. Part 438 of that act provides for funding of interpretive visitor center projects, with no local or other match required.

Other possible sources of funding from New York State are the Council for the Arts and the Waterfront Revitalization Program. Harbor Park may look to these sources for projects not scheduled to seek Urban Cultural Park funding.

Local Sources of funding from which the City of New York would draw are the general fund for projects such as the Battery Park reconstruction, and in-kind contributions for the administration and operation of Harbor Park.

Federal Harbor Park will seek Land and Water Conservation funds for eligible projects.

Private A major activity of Harbor Park will be fundraising from the private sector. For a few projects, it will seek to form a public/private partnership to obtain private investment. Where the projects have no commercial component, the staff will develop funding from foundations and corporations.

Eight Year Financial Plan

The financial planning for the first three years is more complete than for the last five years. Where a project has continued into the latter part, costs are also better known. The plan will need to be revised as the specifics of Phase II development are worked out. Financial planning for Phase II will adhere to the Memorandum of Understanding from Diana Chapin contained in Appendix E. This version of the management plan does not include projects that will be undertaken as part of Phase II. All costs are in constant 1987 dollars.

The following are yearly investment schedules with notes on the items for each year. Letters are keyed to the Project Schedule chart immediately preceeding this chapter. The investment schedules have noted the appropriate funding formula. The non-state portions include local, federal and private funding sources.

Eight Year Financial Plan

Year 1

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center (A)	795,000	795,000			100
Acquisition & (J) Capital Construction	1,315,000	131,500	131,500	1,052,000	10/10/80
Transportation (E,F)	125,000	26,250	20,000	78,750	25/75
Publications (G)	40,000	10,000		30,000	25/75
Signage (H)	50,000	12,500		37,500	25/75
Interpretation (B,F,I,N)	2,158,000	532,500	28,000	1,597,500	25/75
Recreation					
Promotion & Marketing (R)	35,000	8,750		26,250	25/75
Administration	148,180		148,000		
Total	4,666,180	1,516,500	327,680	2,822,000	

(A) Design for the rehabilitation of both the pier and the building and construction of the exhibition space. (B) The interim information kiosk (\$15,000) will be used at another site when Pier A is finished. (E) The trolley (\$105,000) is to be maintained by Snug Harbor Cultural Center. (F) Most of the transportation will be provided by excursion boats run by concessionaires, and will generate revenue. There will be no cost for Harbor Park except for \$20,000 to issue the request for proposals. (F) All costs (\$28,000) for one urban park ranger to serve as a guide on the trial excursion service. (G) Publications are an overall Harbor Park map with text, walking tour guides, a calendar of events, and schedule of boat excursions. First year costs are mainly design for the series, with printing for one. (H) Design of the signage system. (I) The rehabilitation of the *Hart* and on-board interpretation will cost \$2,090,000. (J) Start of South Street Seaport improvements which enable access to the *Hart*. (N) Research and design (\$25,000) for initial 25% changing exhibit space. (R) Initial promotion and marketing budget.

Eight Year Financial Plan

Year 2

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center (A)	1,745,200	1,745,200			100
Acquisition & (C,J) Capital Construction	2,225,000	222,500	262,500	1,740,000	10/10/80
Transportation					
Publications (G)	110,000	27,500		82,500	25/75
Signage (H)	100,000	10,000	10,000	80,000	10/10/80
Interpretation (F,N)	210,000	17,500	140,000	52,500	25/75
Recreation					
Promotion & Marketing (R)	40,000	10,000		30,000	25/75
Administration (S)	236,300	10,000	216,300	10,000	50/50
Total	4,666,500	2,042,700	628,800	1,995,000	

(A) Repair of the pier structure. (C) Snug Harbor waterfront parcel (0.5-acre for \$50,000). (F) Five rangers on as harbor guides (\$140,000). (G) Printing of the rest of the publications. (H) Production and installation of signs. (J) Completion of Seaport improvements (\$2,175,000). (N) Construction of facilities of 25% changing exhibit space (\$70,000). (R) Increase promotion and marketing to cover expanded activities. (S) Annual report as required by state Urban Cultural Park and Phase II research (\$20,000). Phase II planning work is spread over Years 2 through 7.

Eight Year Financial Plan

Year 3

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center (A)	3,322,000	3,322,000			100
Acquisition & Capital Construction					
Transportation					
Publications (G)	135,000			135,000	
Signage					
Interpretation (F,M,N)	247,200	26,800	140,000	80,400	25/75
Recreation					
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	236,300	10,000	216,300	10,000	50/50
Total	3,991,185	3,375,985	356,300	262,900	

(A) Exterior and site utilities construction. (F) As in Year 2. (G) Periodic reprinting of brochures. (M) Initial design and production of annual festivals (\$80,000). (N) Design and production of audio-visual presentation (\$27,000). (R) As in Year 2. (S) As in Year 2.

Eight Year Financial Plan

Year 4

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center (A)	3,740,746	374,075	374,075	2,992,596	10/10/80
Acquisition & (A) Capital Construction	20,000,000	400,000	19,600,000		10/10/80
Transportation					
Publications (G)	135,000			135,000	
Signage (H)	100,000	10,000	10,000	80,000	10/10/80
Interpretation (F,M,N)	610,000	102,500	140,000	357,500	25/75
Recreation (Q)	20,000		20,000		
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	421,520	10,000	401,520	10,000	50/50
Total	25,077,266	909,075	20,545,595	3,622,596	

(A) Interior and permanent exhibit construction. Reconstruction of Battery Park, including Pier A plaza. (F) As in year 2. (G) As is Year 3. (H) As in Year 2. (M) On-going festival production (\$60,000). (N) Interpretive exhibits at the Seaport (\$180,000), Snug Harbor (\$200,000) and Ellis Island (\$30,000). (Q) Request for proposals to develop a marina. (R) As in Year 2. (S) As in Year 2.

Eight Year Financial Plan

Year 5

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center					
Acquisition & (Q) Capital Construction	1,750,000			1,750,000	
Transportation					
Publications (G)	135,000			135,000	
Signage					
Interpretation (F,M,N,P)	1,240,000	260,000	140,000	840,000	25/75
Recreation (Q)	458,000			458,000	
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	351,520	25,000	301,520	25,000	50/50
Total	3,984,520	297,500	441,520	3,245,500	

(F) As in Year 2. (G) As in Year 3. (M) As in Year 4. (N) Mounting four to six exhibits per year in changing exhibit space (\$20,000). (P) Design and initial production of sound and light show (\$1,020,000). (Q) Facilities (\$1,750,000), boats (\$280,000) and equipment (\$250,000) for a community sailing program. (R) As in Year 2. (S) Major revision of management plan for Phase II and annual report (\$50,000).

Eight Year Financial Plan

Year 6

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center					
Acquisition & (D) Capital Construction	100,000	10,000	10,000	80,000	10/10/80
Transportation (F)	20,000		20,000		
Publications (G)	175,000	2,500		172,500	25/75
Signage (H)	100,000	14,500	7,000	78,500	
Interpretation (F,M,N,P)	240,000	5,000	140,000	95,000	25/75
Recreation					
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	331,520	15,000	301,520	15,000	50/50
Total	1,016,520	59,500	478,520	478,500	

(D) Improvement of esplanade at Empire-Fulton Ferry. (F) Request for proposals on excursion services to new sites. Rangers as in Year 2. (G) Design (\$10,000) and printing (\$165,000) of new brochures. (H) Expansion of signage system to new sites. (M) As in Year 4. (N) As in Year 5. (P) Continuing operation of sound and light show (\$20,000). (R) As in Year 2. (S) Reporting of expanded activities and site development planning (\$30,000).

Eight Year Financial Plan

Year 7

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center					
Acquisition & (D) Capital Construction	3,000	300,000	300,000	2,400,000	10/10/80
Transportation					
Publications (G)	165,000			165,000	
Signage					
Interpretation (F,M,N,P)	240,000	5,000	140,000	95,000	25/75
Recreation					
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	331,520	15,000	301,520	15,000	
Total	3,786,520	332,500	741,520	2,712,500	

(D) Public access and landscaping improvement for Snug Harbor waterfront. (F) As in Year 2. (G) Reprinting only (\$165,000). (M) As in Year 4. (N) As in Year 5. (P) As in Year 6. (R) As in Year 2. (S) As in Year 6.

Eight Year Financial Plan

Year 8

Investment Category	Total Cost	Source of Funds			Funding Formula
		State	Local	Other	
Visitor Center					
Acquisition & Capital Construction					
Transportation					
Publications (G)	165,000			165,000	
Signage					
Interpretation (F,M,N,P)	240,000	5,000	140,000	95,000	25/75
Recreation					
Promotion & Marketing (R)	50,000	12,500		37,500	25/75
Administration (S)	321,520	10,000	301,520	10,000	50/50
Total	776,520	27,500	441,520	307,500	

(F), (G), (M), (N), (P), (R) All as in Year 7. (S) Annual Report (\$20,000).

Eight Year Financial Plan

by Year and Source

Year	State	Source of Funds Local	Other	Total
Year 1	1,516,500	327,680	2,822,000	4,666,180
Year 2	2,042,700	628,800	1,995,000	4,666,500
Year 3	3,371,985	356,300	262,900	3,991,185
Year 4	909,075	20,545,595	3,622,596	25,077,266
Year 5	297,500	441,520	3,245,500	3,984,520
Year 6	59,500	478,520	478,520	1,016,520
Year 7	332,500	741,520	2,712,500	3,786,520
Year 8	27,500	441,520	307,500	776,520
Total	8,557,260	23,961,455	15,446,496	47,965,211

Eight Year Financial Plan

by Category

Category	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Total
Visitor Center	795,000	1,745,200	3,322,685	3,741,745					
Acquisition & Capital Construction	1,315,000	2,225,000		20,000,000	1,250,000	100,000	3,000,000		28,390,000
Transportation	125,000					20,000			145,000
Publications	40,000	110,000	135,000	135,000	135,000	175,000	165,000	165,000	1,060,000
Signage	50,000	100,000		100,000		100,000			350,000
Interpretation	2,158,000	210,000	247,200	610,000	1,240,000	240,000	240,000	240,000	5,185,000
Recreation				20,000	458,000				478,000
Promotion & Marketing	35,000	40,000	50,000	50,000	50,000	50,000	50,000	50,000	375,000
Administration	148,180	236,300	236,300	421,520	351,520	331,520	331,520	321,520	2,378,380
Total	4,666,180	4,666,500	3,991,185	25,077,266	3,984,520	1,016,520	3,786,520	776,520	47,965,211

X I . A P P E N D I C E S

APPENDIX A - BOUNDARIES

APPENDIX B - CHANNEL DEPTHS

APPENDIX C - NATIONAL HISTORIC PRESERVATION ACT

APPENDIX D - NEW YORK STATE HISTORIC PRESERVATION LAW

APPENDIX E - M. O. U. FROM DIANA CHAPIN

APPENDIX A - BOUNDARIES

The boundaries of Harbor Park are defined below. Boundary maps can be found in the sections on each site.

Battery Park and Pier A

Beginning at the intersection of the south side of Battery Place and the west side of State Street, southerly along the west side of State Street and, south of the ferry toll booth, along the west side of the ferry access road until the south side of South Street in front of the U.S. Coast Guard building,

then westerly along the south side of South Street until the east side of the access road to Admiral George Dewey Promenade,

then southerly along the east side of the promenade access road until the bulkhead,

then northwesterly and northerly along the bulkhead to and beneath Pier A to a point 70 feet more or less north of the northwest wall of Pier A at the intersection of the bulkhead and the westerly extension of the south side of Battery Place,

then easterly along the south side of Battery Place and its extension to the beginning.

Pier A: Section 1, Block 1, Lot 16 of the Tax Map of the County of New York.

Empire-Fulton Ferry State Park

(Section 1, Block 26, Lot 1 on the Tax Map of the County of Kings.)

Beginning at a point on the U.S. Pierhead Line at the intersection of the northwesterly extension of the northeast side of New Dock Street, northeasterly along the Pierhead Line until the intersection of the northerly extension of the west side of Main Street,

then southerly along the west side of Main St. and extension to the northern line of Block 26, Lot 33,

then westerly along the northern line of Lot 33 until the western line of Lot 33,

then southerly along the western line of Lot 33 until the northern line of Block 26, Lot 38,

then westerly along the northern line of Lot 38 until the western line of Lot 38,

then southerly along the western line of Lot 38 until the north side of Water Street,

then westerly along the north side of Water Street until the northeast side of New Dock Street,

then northwesterly along the northeast side of New Dock Street and its extension to the beginning.

Liberty and Ellis Islands

The perimeter of Liberty Island at mean high water, plus piers.

The perimeter of Ellis Island at mean high water, plus piers.

Snug Harbor

Section 1,
Block 68, Lots 60 and 85,
Block 70, Lot 60,
Block 75, Lots 1, 30, 150, 200,
Block 76, Lots 1 and 200,
of the Tax Map of the County of Richmond.

South Street Seaport

Beginning at a point on the U.S. Pierhead Line at the intersection of the extension of the southwest side of Pier 15, southwesterly along the Pierhead Line 80 feet,

then northwesterly along a line parallel to the southwest side of Pier 15 and 80 feet from it until the southeast side of South Street,

then northeasterly along the southeast side South Street until the southeasterly extension of the northeast side of Fletcher Street,

then northwesterly along the northeast side of Fletcher Street until the southeast side of Front Street,

then northeasterly along the southeast side of Front Street until the southwest side of John Street,

then northeasterly along the southwest side of John Street until the southeast side of Pearl Street,

then northeasterly along the southeast side of Pearl Street until the southwest side of Dover Street,

then southeasterly along the southwest side of Dover Street extending to the U.S. Pierhead Line,

then southeasterly along the Bulkhead Line until the northeast side of the new fish market building,

then southeasterly along the northeast side of the building until the corner of the building,

then southwesterly along the southeast side of the building until the northeast side of Pier 17,

then southeasterly along the northeast side of Pier 17 until the U.S. Pierhead Line,

then southwesterly along the Pierhead Line to the beginning point.

New York Harbor Waters

All navigable waters of New York harbor and all areas of navigational servitude, from the Battery

north on the Hudson River to the north side of the George Washington Bridge,
north and east on the East River to the east side of the Throgs Neck Bridge,
on the Harlem River from Hell Gate to the west side of the Spuyten Duyvil Railroad Bridge,
south on the Upper New York Bay to the south side of the Verrazano Narrows Bridge,
west on Kill Van Kull to the west side of the Bayonne Bridge,
and contiguous with the mean high water line, U.S. Pierhead Line or property line of the land sites.

APPENDIX B - CHANNEL DEPTHS

The following table shows the project depths, controlling depths, and dates of survey for major federal channels serving the Port of New York.

CHANNEL	PROJECT DEPTH (feet)	CONTROLLING DEPTH (feet)	DATE OF SURVEY
<u>Hudson River Channel, NY & NJ</u>			
Upper Bay to West 40th Street	45	39-43	1976
West 40th Street to West 59th	48	38-48	1976
<u>East River, NY</u>			
Upper Bay to Wallabout Channel	40	40	1976
Wallabout Channel to Throgs Neck	35	20-35	1976
Remainder of waterway	20-35	20-35	1976
<u>New York Harbor, Upper Bay</u>			
Anchorage Channel	45	45	1973
Channel along NJ Pierhead Line	20	20	1973
Red Hook Flats Anchorage	45	45	1973
Liberty Island Anchorage	20-35	20-30	1973
<u>Buttermilk Channel, NY</u>			
East River to Anchorage Channel	35-40	36-40	1971
<u>Bay Ridge and Red Hook Channels, NY</u>			
The Narrows to 69th St. Pier	40	35	1974
Remainder of channel	40	30-35	1974
<u>New York and New Jersey Channels</u>			
Arthur Kill to Shooters Island	35	17	1974
Kill Van Kull to Shooters Island	35	17	1974

APPENDIX C - NATIONAL HISTORIC PRESERVATION ACT

Section 106 of the National Historic Preservation Act of 1966

Section 106 of the National Historic Preservation Act of 1966 (NHPA) requires that every federal agency "take into account" how its undertakings might affect historic properties. These include properties listed on the National Register of Historic Places, or properties eligible for such listing.

Agencies follow a five-step review which includes identification and evaluation, assessment of effects, consultation, Council comment, and proceeding with the undertaking.

The Council involved in this review process is the Advisory Council on Historic Preservation, a nineteen-member body appointed by the President of the United States which is charged with administering the Section 106 review process, and acting as the primary policy advisor to the President and Congress on matters relating to historic preservation.

The NHPA and the Advisory Council were created to insure that our nation's historic resources, including those significant at state and local levels, receive adequate attention and protection.

The Council, whose day-to-day business is conducted by an executive director and paid staff, recently (September, 1986) published revised regulations for the protection of historic properties. These revisions streamline the Section 106 review process and provide agencies with additional compliance patterns.

Further information on Section 106 may be obtained for the Advisory Council on Historic Preservation, 1100 Pennsylvania Avenue NW, Room 809, Washington, DC 20004, telephone (202) 768-0503.

APPENDIX D - STATE HISTORIC PRESERVATION ACT

The New York State Historic Preservation Law of 1980

The New York State Historic Preservation Law of 1980 (Chapter 354 of the Laws of 1980) is comparable, at the state level, to the National Historic Preservation Act of 1966. The purpose of the Act is to "continue and advance the State's historic preservation programs and activities, to continue the responsibility for the coordination of such programs and activities with the Commissioner of Parks, Recreation and Historic Preservation, to foster consistency of State activities with historic preservation policy, to encourage and assist local governments in local preservation programs and activities, and to encourage and assist private agencies and individuals undertaking preservation by private means."

Among other things, this legislation establishes a State Register of Historic Places (similar to the National Register), a State Board for Historic Preservation (comparable to the Advisory Council on Historic Preservation), and - under Section 14.09 - a review procedure governing State agency activities which supplements the "Section 106" federal review process. (The legislation states in part that "when a project is being reviewed pursuant to section one hundred six of the National Historic Preservation Act of 1966, the procedures of this section shall not apply and any review or comment by the commissioner and the board on such project shall be within the framework or procedure of the section one hundred six review.")

It is this state and federal legislation and the designation of the Office of Parks, Recreation and Historic Preservation (OPRHP) as the State's Historic Preservation Officer (SHPO) which provides OPRHP with the authority and mandate to regulate, coordinate and facilitate historic preservation activities throughout the state.

Day-to-day responsibility for these matters rests with the Agency's Division of Historic Preservation. Administration of the Urban Cultural Park program has been assigned to this division. This organizational arrangement recognizes the central importance of historic preservation in the UCP concept, makes the Division's considerable resources more readily available to local UCP's, and makes the UCP program an appropriately integral part of the State's overall historic preservation effort.

For further information contact
OPRHP, Agency Building #1, Empire State Plaza, Albany, NY 12238, telephone
(518) 474-

7750.

APPENDIX E - M.O.U. FROM DIANA CHAPIN

To: Honorable Members of the Board of Estimate
From: Diana Chapin, Deputy Commissioner 
Date: October 1, 1987
Re: Addendum to the Harbor Park Management Plan

The management plan calls for finding and developing sites in Queens and the Bronx. A preliminary site survey is already underway at the Parks Department with the compilation of an inventory of waterfront parks and playgrounds. Locations other than parklands will also be looked at in the near future.

Site selection will be done in consultation with local officials. As stated in the management plan, selection is based on need for economic development in the area, as well as relation to the themes of immigration and maritime trade.

Planning and development for these sites has a high priority among the efforts of Harbor Park. Because inclusion of all five boroughs is important to the success of Harbor Park, the Department staff will continue to work on this task with all possible speed. The management plan will be revised within six months to include new projects as new sites and ideas are added.

It is the Department of Parks & Recreation's intention to undertake capital projects in all boroughs as part of the Harbor Park program. The first phase of the plan includes an application to the State Urban Cultural Parks Program for funding from the Environmental Quality Bond Act for the primary visitor center in Manhattan.

The Department of Parks & Recreation shall apply for Local Assistance funds from the State Urban Cultural Parks Program in order to finance capital development needed at designated Harbor Park sites outside of Manhattan. The Department shall submit applications for designated sites in each other borough prior to seeking additional Urban Cultural Parks funds for a second capital project in Manhattan.

The total amount of funds applied for will be no less than State funding received for the primary visitor center.



City of New York
Parks & Recreation

Planning Division

The Arsenal
Central Park
New York, New York 10021

Henry J. Stern
Commissioner

Scott
Cate-Siu

July 22, 1994

Mr. Shawn L. Foutch, P.E.
Robert Peccia & Associates
P.O. Box 5653
825 Custer
Helena, MT 59604

RECEIVED

JUL 28 1994

ROBERT PECCIA
& ASSOCIATES

Dear Mr. Foutch,

Thank you for providing me the opportunity to contribute some thoughts about transportation issues at Fort Wadsworth. I look forward to hearing more as the planning progresses.

I also appreciate your interest in Parks & Recreation's Harbor Park program. As you requested, I am providing a copy of the Harbor Park Management Plan. Enclosed as well are some materials that explain the background and purposes of Harbor Park and the state-wide Urban Cultural Parks program of which it is a member.

Like the National Park Service's Gateway National Recreation Area, New York City's Harbor Park is a difficult thing to explain briefly. We at City Parks expect that having a central physical location will make Harbor Park more understandable as well as more visible; for this reason, we are currently focusing our energies on getting the Visitor Center built. Program development will come later.

I hope this material is helpful to you. If you have any further questions about Harbor Park, please do not hesitate to call me at (212) 360-3436.

Sincerely,

Hope Cohen
Harbor Park Coordinator

HARBOR PARK PROGRAM BACKGROUND

New York City's Urban Cultural Park, named Harbor Park, links six significant sites in New York Harbor: Empire-Fulton Ferry State Park in Brooklyn, South Street Seaport and Battery Park in Manhattan, Liberty and Ellis Islands in Upper New York Bay, and Snug Harbor on Staten Island. Related by their role in New York City's maritime and immigration history, these sites will be thematically and physically connected by the Harbor Park program through the development of interpretative programs, waterborne excursions, special events, brochures, and exhibitions.

The Harbor Park program is run by the City of New York Department of Parks & Recreation. Policy decisions affecting the program are made with input from the Harbor Park Advisory Committee, a group of leaders from City agencies, civic groups, and cultural organizations representing the component sites. The program, from grant administration to coordinating special events, is run by Parks & Recreation staff. Currently, Harbor Park is part of the Parks & Recreation Planning Division. Once the Visitor Center is completed, it will be an operational part of the agency, with support from the Urban Park Rangers, Special Events Office, Press Office, and others.

Harbor Park is one of fourteen locally-run Urban Cultural Parks within the New York State Urban Cultural Park (UCP) System. This system is an innovative program predicated on the partnership of the New York State Office of Parks, Recreation and Historic Preservation (OPRHP), local municipalities, and the private sector. Designed to use unique urban areas to portray various aspects of New York State's history, Urban Cultural Parks include historic neighborhoods and main streets, traditional parks, old mills and churches, and historic public buildings. Each Urban Cultural Park has a designated historical theme(s), which tells the story of the community's role in the development of the Empire State. The selected themes for Harbor Park are maritime trade and immigration.

The UCP program has four goals: 1) the **preservation** of the natural and man-made resources which shaped a community's growth and identity; 2) the **education** of both visitors and residents about a community's unique resources and its role in the development of New York State; 3) the use of these resources to provide active and passive **recreation**; and 4) the preservation and development of natural and cultural resources to foster **economic development** through tourism and adaptive reuse.

NEW YORK CITY URBAN CULTURAL PARK

Municipal Population: 7,322,591

UCP Theme: Maritime Trade and Immigration

Park Features: "Harbor Park" links six sites around the city's harbor and recalls its preeminence as a national center for shipping and commerce, and the entry point for millions of immigrants.

EQBA Grants: Total \$5,241,000

- Visitor Center	\$4,250,000
- Schermerhorn Row	\$ 650,000
- Empire Stores	\$ 351,000

Local Assistance Grants: Total \$192,524

- Battery Park Kiosk	\$ 3,675
- Snug Harbor Trolley	\$ 26,446
- Brochures	\$ 21,100
- Interpretive Signage	\$ 29,675
- Management Plan Update	\$ 17,298
- Special Events	\$ 11,131
- Black Hist. Prog	\$ 18,737
- Harbor Pk Film	\$ 25,000
- Harbor Pk Fest	\$ 3,962
- Ship & Model Boat Festival	\$ 15,000
- Harbor Park Marketing	
Interpretive Plan	\$ 3,000
- Empire-Fulton Ferry	
Management Plan	\$ 17,500

PIER A

The Harbor Park Interpretative Visitor Center will be located at the outshore end of Pier A. Pier A lies at the western edge of Battery Park on the southern tip of Manhattan, immediately south of Battery Park City. Built as the headquarters of the Department of Docks and the Harbor Police, Pier A is the oldest remaining piershed in New York City. At the time of its hundredth anniversary in 1986, Pier A was both a New York City and New York State Landmark, and a National Register property. Constructed from 1884 to 1886, Pier A stands atop a system of granite arches and piers, and is the only remaining example of block-and-bridge construction other than the Brooklyn Bridge. Pier A's facade was originally an ornate example of the Beaux Arts style with highly decorative tinplate siding. In 1964, the siding was replaced with the current corrugated aluminum. The structure includes the nation's first World War I Memorial, a clock tower at the outboard tip, installed in 1919.

This unique historic structure is being preserved and rehabilitated in a model of private-public cooperation. A private developer will restore Pier A and convert it to a hub of tourist services and marine excursions. This \$18 million project will be overseen by New York City's Economic Development Corporation, which holds title to the property. Because the project exemplifies the Urban Cultural Parks goals of economic development and historic preservation, New York State awarded the City \$4.24 million to build the Harbor Park Visitor Center.

With its location at the outshore end of the second floor of the piershed, the Visitor Center will command spectacular views of New York Harbor. It will draw tourists waiting for the boats to Liberty and Ellis Islands as well as lunchtime visitors from the nearby financial district and weekend excursionists from the metropolitan region. These visitors will learn about Urban Cultural Parks, the Harbor Park constituent sites, and the history of New York Harbor.

The rest of the Pier A structure will house private-sector tenants. There will be formal and informal dining options and tourist-oriented retail stores. A broad public promenade extending nearly 300 feet out into the water will allow visitors to see the pier's historic block-and-bridge construction in addition to the many more famous sights of the harbor. Pier A will be essential element in a revitalized lower Manhattan.