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Committee on the Future
Regional and Economic Development Task Force

Waterfront Redevelopment Strategy:

Phased Redevelopment of The Inner Harbor Waterfront

New York / New Jersey Port Authority

U.S. DEPARTMENT OF COMMERCE NOAA
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PREFACE

In late 1977, the Board of Commissioners of The Port Authority of New York and New Jersey authorized the staff to undertake a detailed examination of the present state and probable future needs of the region the Port Authority was created to serve--the bistate New York-New Jersey Port District. Executive Director Peter Goldmark formed a Committee on the Future to conduct this inquiry and to recommend broad strategies to guide the Port Authority's policies through the next decade.

In turn, the Committee on the Future set up task forces on Energy, Institutional Capacity, Public Policy, Regional and Economic Development and Transportation. This report, A Waterfront Redevelopment Strategy: Phased Redevelopment of the Inner Harbor Waterfront, represents one segment of the work of the Regional and Economic Development Task Force. It supplies background information which led to the recommended waterfront redevelopment strategy put forth in the final report of Strategies for the 1980's, which was released in May, 1979, and the final report of the Committee on the Future, Regional Recovery: The Business of the Eighties, released in June 1979.

On June 21, 1979, the Port Authority sponsored the Congress for Regional Recovery in order to bring together regional leaders to explore and discuss some of the issues highlighted by the Committee on the Future. Several workshops were held on the topic of "Maximizing and Revitalizing our Waterfront." The summary of the recommendations of these workshops from Congress for Regional Recovery: Final Report are reprinted in Appendix A.

The participants in these workshops not only agreed that the New York-New Jersey Region's waterfront presented both a severe problem and a dramatic opportunity, but also supported the concept of the Port Authority as a lead agency. As stated in the final report, "The conferees called for a 'lead' agency to determine waterfront policy and provide imaginative leadership. 'The most difficult obstacles to overcome in implementing waterfront projects,' it was concluded, 'are institutional rather than physical or financial,' and only a single waterfront agency, set up for (this) purpose, could provide the strength and stability to coordinate and effect the waterfront's revitalization. The Port Authority is prepared and equal to the task. 'It is the logical existing agency,' participants agreed." In addition, the participants suggested a development strategy or program involving identification of specific target areas or "districts" as a feasible technique for assuring implementation of waterfront projects.

Following the Congress for Regional Recovery, the Executive Director announced an increased Port Authority commitment to the Waterfront Redevelopment Program within the Department of Planning and Development, under the overall direction of its Director, Edward S. Olcott. This program group has begun work with interested municipalities and state agencies to assess the feasibility of mixed use waterfront redevelopment within certain districts of the inner harbor waterfront. This work will illustrate the imaginative, but realistically achievable, redevelopment possibilities for this Region's inner harbor waterfront and will set the stage for actual development. In addition, these joint planning and development studies will assist the Port Authority, the municipalities and other regional interests in defining appropriate roles for potential public and private partners to bring about waterfront redevelopment. It is with confidence in the future of our Region and commitment to actual waterfront redevelopment that this report is submitted.

L. Michael Krieger

L. Michael Krieger, Manager
Waterfront Redevelopment Program
November, 1979

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TABLE OF CONTENTS

		PAGE
I.	INTRODUCTION	1
II.	FINDINGS	5
III.	CONCLUSIONS	9
IV.	MAJOR RECOMMENDATIONS	11
V.	MAJOR PROBLEMS AND ISSUES ALONG THE REGION'S INNER HARBOR WATERFRONT	13
VI.	RECAPTURING THE WATERFRONT ASSET: WHAT OTHER PORTS HAVE DONE	31
VII.	PROPOSED STRATEGY	54
	APPENDIX A	66
	APPENDIX B	70
	APPENDIX C	74
	APPENDIX D	79
	BIBLIOGRAPHY	80

I. INTRODUCTION

Background

For over three centuries the great New York/New Jersey Port was this Region's major economic asset. The inner reaches were ringed with piers and throbbing with shipping and its related commercial activity. Manufacturing firms located close to these shipping facilities, the principal transportation mode at that time. Yet, in the days of sail and in the early years of steam the waterfront was also an accessible place for residents; ferries crisscrossed the rivers and bays and shipboard outings were common.

But, changes in transportation modes, which in turn served to geographically widen the industrial and commercial sphere, altered the harbor focus of the growing Region. Railroad companies absorbed large tracts of waterfront land; the advent of the automobile and its highway needs severed much of the waterfront from accessibility; in particular, Manhattan Island became banded by major highway systems.

Perhaps the most widespread impact on waterfront use was the technological advent of containerization which immediately diminished the need for a majority of the North River and Staten Island piers. Concurrently, the decline in passenger ship travel and the demise of major railroad companies reduced demand for waterfront facilities still further. The 1970's brought the simultaneous forces of recession and environmental concerns, that not only limited the number of redevelopment possibilities, but also prolonged the deliberation process for the few ventures that did emerge.

The now underutilized inner harbor waterfront of the Northern New Jersey-Greater New York City Region is a significant and very visible resource worthy of recapturing. We are convinced that the opportunity exists to launch new investment ventures that would create thousands of jobs and significant tax revenues, return vast areas of the waterfront to accessible and productive use and significantly

improve quality of life factors in the Region.

Basis for Port Authority Action

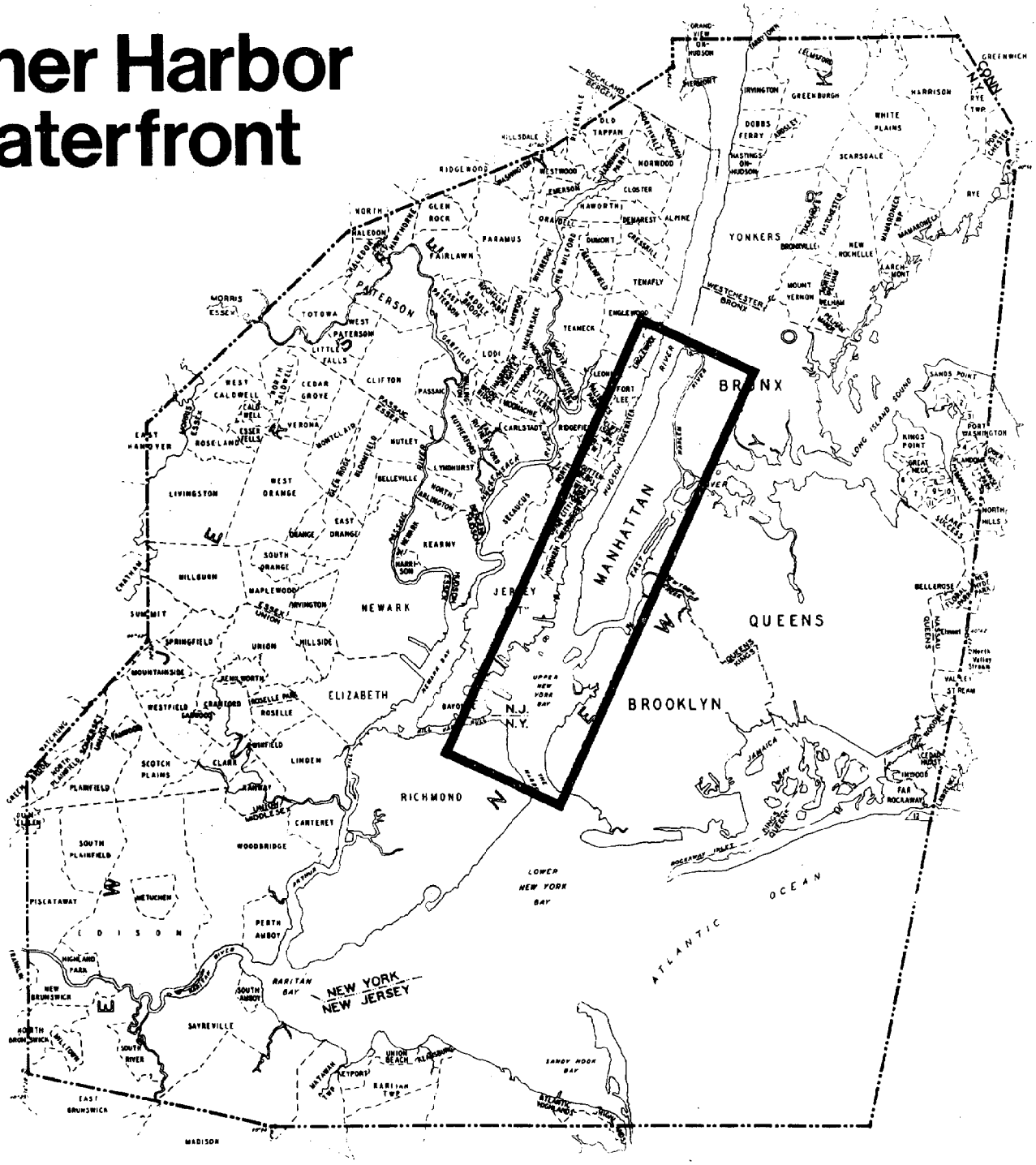
The assignment to the Regional and Economic Development Task Force included the identification of potential new project development fields that would be both appropriate and desirable areas for increased Port Authority intervention in the regional revitalization process. Logically, such intervention should occur such that both the comparative advantages of the Port Authority can be used as tools to improve the state of the Region and the Port Authority as an institution is not forced to jeopardize its capacity to carry out its existing public mission.

This paper focuses on perhaps the most compelling geographic area of intersecting needs, the Port District waterfront, particularly in the inner harbor, represented by the shorelines of the East, Harlem and lower Hudson Rivers and the Upper New York Bay. (See map on Page 3). The inner harbor waterfront of the New York/New Jersey Port is a prime resource which has fallen into disuse and become a regional liability. The time has come to rebuild this deteriorated and underutilized waterfront for new commercial, recreational and residential uses that will benefit the Region's residents and visitors.

It must be recognized that market forces and not public objectives alone determine to a large extent whether activity will take place and what type of activity it will be. We are convinced that the vast size of the Region's market -- almost sixteen million residents and close to twenty million visitors -- and the emerging national trends of demand for imaginative commercial, recreational and residential space, point to the existence of untapped markets. Providing "marketable" projects, particularly in an area as deteriorated as the waterfront, meets important public needs and at the same time provides the likelihood of an economic return. This economic potential represents an investment opportunity that would reward private developer, public development agency, resident and visitor alike and importantly provides the core of the Region with a needed boost

Port Authority of New York and New Jersey Port District

Inner Harbor Waterfront



in investment.

The inner harbor waterfront represents a major area of economic opportunity if the public sector can structure an appropriate institutional framework that will encourage new investment for a variety of multiple uses. The Port Authority would appear to be the proper institution, with an expanded legislative mandate, to begin multi-use development at discrete inner harbor locations in partnership with the states, municipalities and the private sector.

II. FINDINGS

1. The Region's waterfront is a potential but neglected asset.

   A. Although the Region's waterfront is a valuable regional asset, it has long been neglected. Deterioration is particularly severe in the inner harbor waterfront -- the shoreline areas of the East, Harlem, and lower Hudson Rivers and the Upper New York Bay. Many of the present shoreline facilities in the inner harbor have been abandoned or are only marginally utilized. The continued neglect of this important and very visible resource carries a high cost in terms of lost jobs, income and tax revenues.

2. The scale of this Region's waterfront is many times larger than that of any other port city in North America.

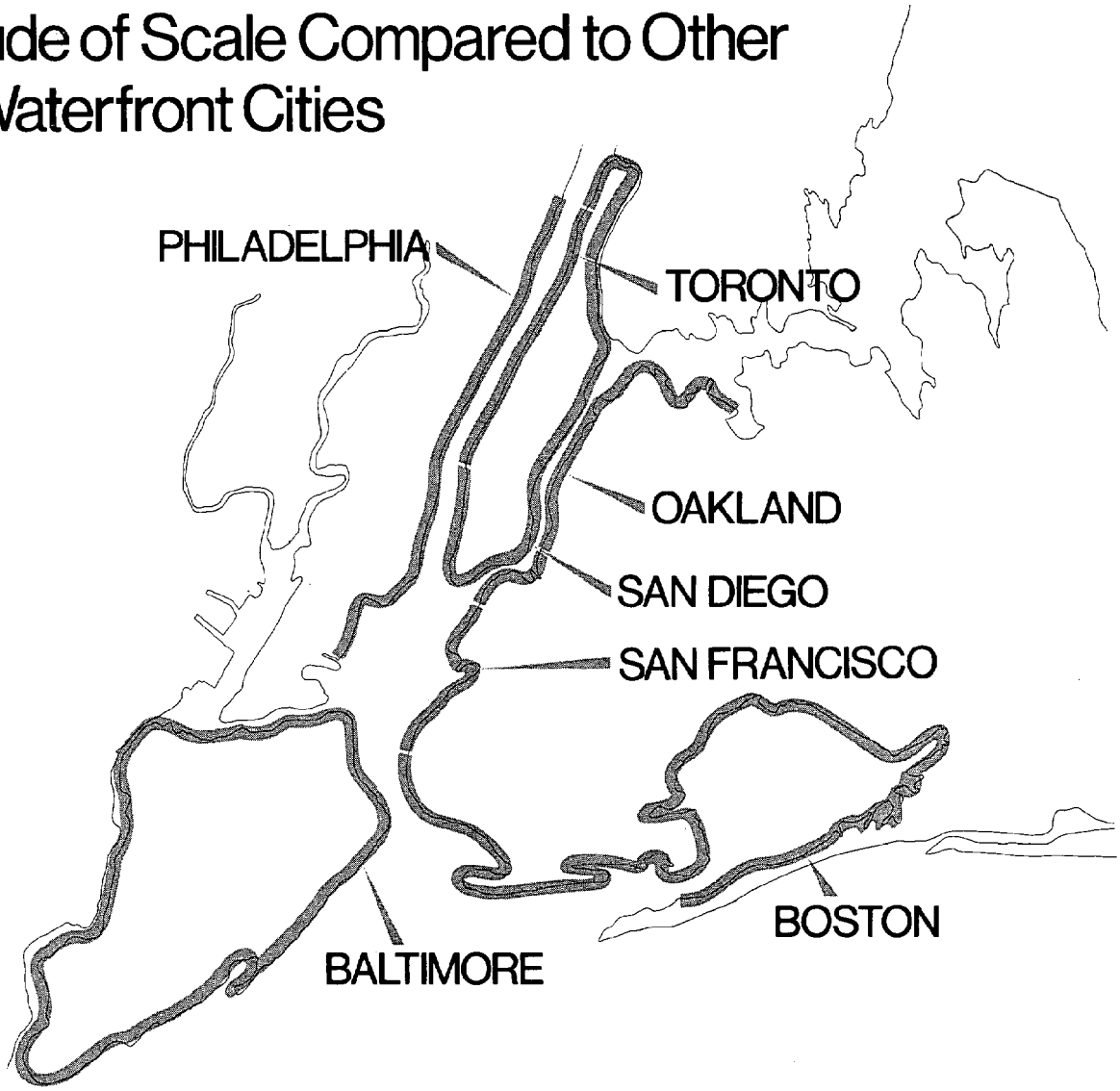
   A. The Region's waterfront (750 miles) is one of the largest of its kind in the world, dwarfing the waterfronts of other port cities in North America The combined waterfronts of Baltimore, Boston, Oakland, Philadelphia, San Diego, San Francisco and Toronto would comprise less than one-third of our Region's waterfront.

   B. Even the inner harbor waterfront within the New York-New Jersey Region comprises about 75 shoreline miles, exceeding those of Oakland, Philadelphia, San Diego, San Francisco and Toronto combined.

3. The uses of the waterfront have changed over time.

   A. Until recently, the emphasis on inner harbor waterfront development has been on industrial and commercial uses, except for those specific areas designated as parks and natural preservation areas. Technological innovation caused the demise of the once active waterfront sectors, including the shifting of a good deal of maritime activities from New York to New Jersey. The relocation of waterfront industry to inland

The Region's Waterfront Asset: Magnitude of Scale Compared to Other Major Waterfront Cities



sites due to their diminished dependence upon traditional waterfront transportation has also contributed to the general level of deterioration of waterfront property.

4. <u>The waterfront has become a symbol of all that is wrong with major urban centers.</u>

   A. In many cases, neighborhoods that once depended upon their adjacent waterfronts for economic and social vitality have come to represent the evils of unemployment, social unrest, physical deterioration and other forms of urban blight.

   B. The blighted and deteriorated waterfront affects the perceived quality of life in the Region, serving as a constant reminder of urban decay and neglect.

5. <u>Without major institutional changes in the management of our inner harbor, its redevelopment potential will continue to be constrained by the following factors</u>:

   A. Local level decision-making concerning waterfront development is characterized by short-term political considerations. This poses a constraint because new waterfront uses should be determined from a regional perspective, less affected by four-year shifts in political winds and the need to show tangible results within a four-year period.

   B. The large number of federal, state, and local agencies that have responsibilities relating to the waterfront have not only complicated but also often confused and hampered further development of the waterfront, particularly for non-maritime activities.

   C. The cities in our Region have not shown themselves to be successful public partners in the kind of public/private partnership required for waterfront redevelopment. Institutionally, cities generally lack the necessary flexibility, sensitivity to private sector factors and the capacity to act alone in a public entrepreneurial fashion.

   D. Although some government efforts and many plans have been proposed to overcome the above constraints, very little new investment has

occurred. Hence, a sense of inertia continues to constrain development.

E. Pollution control and environmental conservation concerns, often ideally conceived, tend to frustrate and deny waterfront development. However, to overcome this, waterfront redevelopment planning must incorporate environmental sensitivity from the outset, including early informal discussions with environmental interests and regulatory agencies.

F. Unfortunately, vested interests along the waterfront, including maritime unions and local residents adverse to change, have tended to inhibit a flexible approach to waterfront redevelopment for non-maritime uses.

G. The existence of considerable incompatibility in waterfront property usage discourages potentially profitable and desirable developments from locating there. Massive structures, such as rail and highway rights-of-way, have created both physical and psychological barriers between the local community and the waterfront that discourage redevelopment.

H. Deficiencies in access systems to many otherwise potentially desirable waterfront redevelopment sites are also a constraint.

6. <u>Waterfront redevelopment has been extremely successful elsewhere.</u>

A. Other port cities in the United States and Canada have demonstrated that imaginative implementation of public and private investment programs can create successful waterfront projects. Such projects serve as visible symbols of urban vitality, returning the waterfront to public access and commercial development.

III. CONCLUSIONS

1. Concepts similar to those in other port cities are possible in this Region. However, because of the massive size of our Region's waterfront, there should be initial focus on the area of greatest need and opportunity, the inner harbor waterfront. Here, phased redevelopment of selected waterfront sites should be pursued with particular emphasis on commercial and recreational projects that we believe have an excellent chance of succeeding.

2. Based on preliminary findings, there are a number of waterfront projects that when combined can provide waterfront complexes that are ideally suited to initiate the redevelopment of the inner harbor waterfront. Such projects could include marina/residential complexes, waterfront marketplaces, theme parks, and commercial-recreational activities such as hotels, restaurants, shops and cafes, active and passive parks, etc. Such projects would meet the growing demand for recreation and leisure time facilities.

3. Other types of uses, including light industry, could easily be included under a concept of inner harbor waterfront redevelopment. The size and varied nature of the inner harbor allows for the prospect of different types of redevelopment uses in different geographic sectors. One potential opportunity in the commercial/industrial area, based upon trends that have been identified in the R.E.D. Task Force's commercial fishing industry report*, is in developing commercial fish landing and processing facilities.

* The Commercial Fishing Industry: Marketing Potential in the New York-New Jersey Region, May, 1979.

4. The development, construction, and operation of even a few waterfront project complexes would create an atmosphere conducive to further private investment and the creation of potentially thousands of jobs, increase the quality of life for the local community and the Region as a whole and increase and support tourism. Finally, the image of redevelopment can give rise to new opportunities that have previously bypassed the Region.

5. Waterfront redevelopment complexes in the inner harbor would foster development and investment attention on portions of those urban core municipalities which are in greatest need in our Region.

6. Waterfront redevelopment can be compatible with coastal zone management, pollution control and environmental protection regulations especially when emphasis is placed on redeveloping underutilized, rather than undeveloped, land.

7. Although the creation of a "Regional Waterfront Development Plan" might seem like a reasonable approach, it would most likely only further delay the realization of actual development without providing realistic insights into the problem. A strategy that emphasizes more timely actual development is called for and may in fact be needed as a spur to acceptance of the benefits of a broad waterfront planning and management initiative.

IV. MAJOR RECOMMENDATIONS

1. The Region now requires more than just good planning intentions and initiatives to focus on inner harbor waterfront redevelopment. The Region requires as well a public entrepreneurial approach to actually redevelop specific inner harbor sites that can capitalize on current market trends.

2. The Port Authority, with an expanded mandate as needed, would be the proper institutional instrument to implement such a public entrepreneurial approach. Accordingly, the Port Authority should adopt an affirmative and stated role in the multiple use redevelopment of the waterfront aimed at phased redevelopment of selected waterfront sites in the inner harbor -- the shoreline areas of the East and lower Hudson Rivers, Upper New York Bay and Harlem River. Such a strategy should focus primary, though not exclusive, attention on project development for commercial and recreational uses of the waterfront.

3. The Inner Harbor Waterfront Redevelopment Strategy should be comprised of two components:

   A. An "Active Development" role involving physical project development for: commercial, recreational and/or residential uses. This would be carried out in cooperation with the two states and the affected municipalities beginning with those interested municipalities with the likeliest sites for early redevelopment attention. A prime objective in developing projects would be to maximize private sector involvement.

B. A supportive "Advocate, Organize and Energize" role that would both bring a regional perspective to waterfront redevelopment and promote the acceptance of the Port Authority as a primary force in multi-use waterfront planning and utilization. This role should include raising political and public consciousness of waterfront conditions and opportunities and actively participating in the decision-making process as to how waterfront resources are used, including becoming a "voice" for productive uses of waterfront resources.

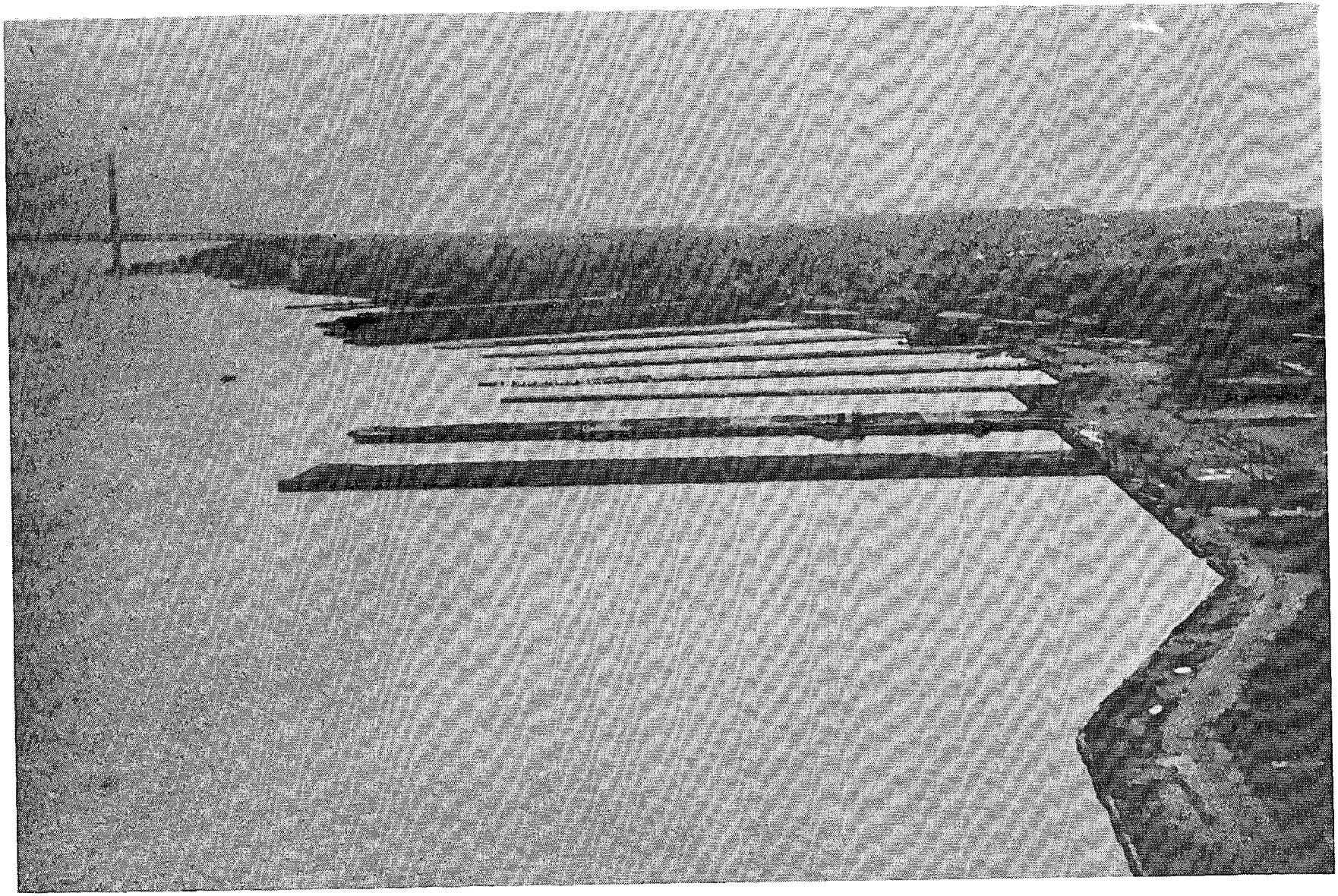
V. MAJOR PROBLEMS AND ISSUES ALONG THE REGION'S INNER HARBOR WATERFRONT

A review of the major problems and issues relating to the current state of the Region's waterfront, particularly in the inner harbor, involves economic, physical, political, institutional and environmental factors. In many cases, these factors are reflective of some of the same issues that currently face the entire Region. There has been no shortage of good intentions and interest in waterfront planning aimed at addressing some or all of these problems and issues. (See Appendix B.) To date, however, the planning efforts have not resulted in significant action.

Economic

Fortunately, the New York/New Jersey Port is one of the leading ports in the world and has embraced and fostered the development of maritime related containerization and other versions of marine transportation innovations. Even under continuing competitive pressures from neighboring ports, the New York/New Jersey Port remains the premier cargo port in the United States, and all indications are that this dominance will continue for decades.

However, containerization and innovation in the late 1950's and through the 1960's brought about the gradual shift of general cargo activity from the City of New York's piers to New Jersey. Traditional breakbulk pier facilities were no longer in great demand, except along certain portions of the Brooklyn waterfront. Consequently, such traditional pier facilities were totally abandoned or misused for other operations, including the storage of City buses and as a pound for abandoned or towed-away vehicles. Longshoremen and other ancillary jobs began to vanish or



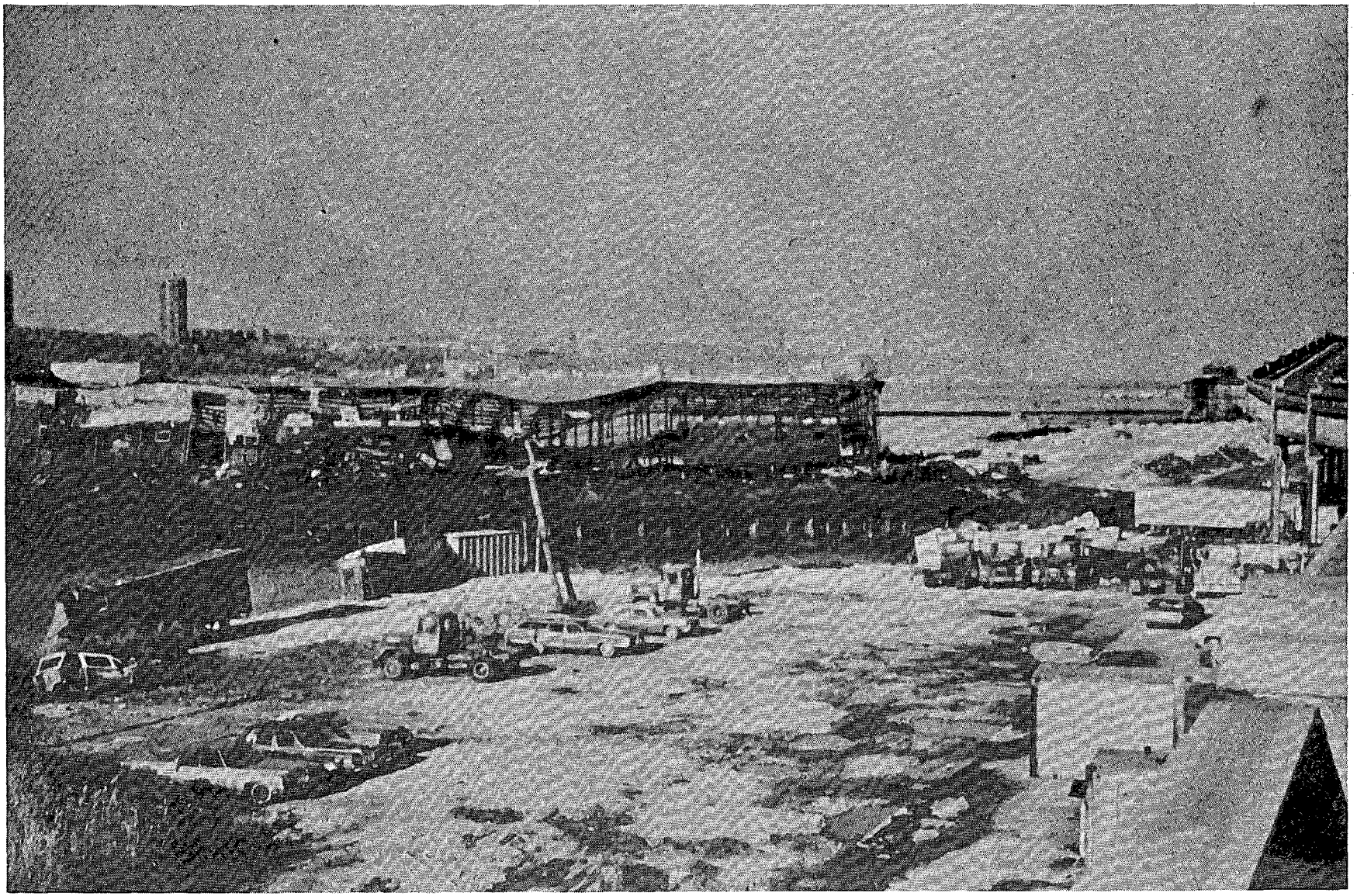
Vacated Stapleton/Staten Island Waterfront

relocate to the newer and more modern facilities resulting in the hardship of longer commuting times, unemployment and additional strains on municipal social and welfare programs and funds.

Those piers that were not torn down to make room for other productive uses were left to the ravages of time and vandalism. Some remain as fire charred shells that scar the Region's shoreline, while at the same time, the resultant debris serves as a major threat to navigation, particularly the bane of yachts and other recreational marine craft. Furthermore, this visual blight and decay often contributed to the decline of neighborhoods that at one time served the needs of those employed on the adjacent piers.

Containerization and its rapid growth also brought to light the issue of competition within the Port in terms of redundancy of facilities. It can be reasonably assumed that the lack of a single agency in the Port with the authority to plan comprehensively the logical development of container facilities and their associated huge upland storage areas caused what could be described as wasteful and ruinous competition in terms of price and other service requirements. This is not to say that the Port's container facilities could have been built and located according to textbook theories, but at least some coordination could have resulted that would have minimized the negative aspects of the present situation.

Equally affected by technological changes were the manufacturing plants and facilities which were originally located on the waterfront because of their dependence upon waterborne transportation for their supplies and finished products. Many such facilities were relocated once this dependence no longer existed, and it became more economical to operate at inland sites. Such businesses often left behind empty shells that eventually fell prey to the same consequences of arson and vandalism experienced by antiquated maritime structures and old piers. Very often these abandoned buildings were located in the same neighborhoods as the piers, and



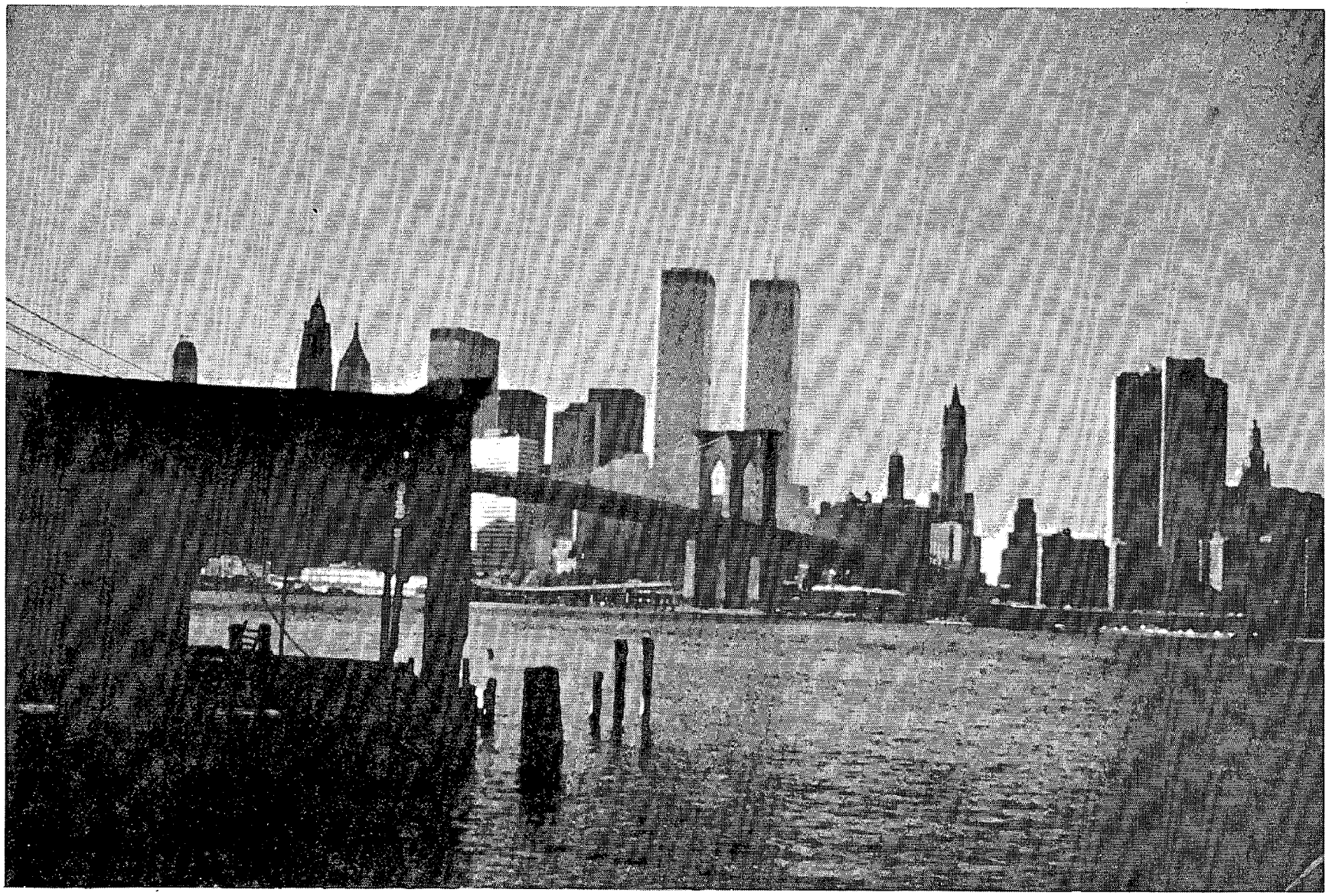
Deteriorating pier and waterfront: North of Port Authority's Passenger Ship Terminal

together, all contributed to the overall general deterioration of the economic and social fabric of what were once prosperous and exciting places where people had lived and worked.

The existence of this deterioration and decay, both in terms of physical and social considerations and as visual pollution, further detracted from the area's ability to attract new forms of industrial or commercial activity. Companies were not willing to risk their financial investments as well as the personal security of their labor forces in an environment that appeared to be hostile to their operations. Thus, large sectors of the inner harbor waterfront and its neighborhoods experienced the classic circular effects of self-reinforcing disinvestment with no hope of revitalization in view. (Many of the planning studies cited in Appendix B reflect this finding as well.)

An economic constraint to redeveloping the inner harbor waterfront was and continues to be the costly, complex and time consuming construction techniques associated with the waterfront as compared to similar facility construction in upland areas. Shoreline retention and protection structures and supports, if not already in place, must be constructed, often at a relatively high cost per square foot, and must be maintained thereafter at equally high rates. Consequently, greater capital resources are generally required for waterfront construction. Hence, projects lacking a special need for a waterfront location or which do not derive a special benefit from such a location often cannot economically justify being located there.

Unfortunately, those economic opportunities that do exist have not yet been adequately recognized in this Region. This fact provides the basis for a strong argument for more flexible concepts of waterfront usage that would allow uses that can benefit from the incidence of a waterfront location.

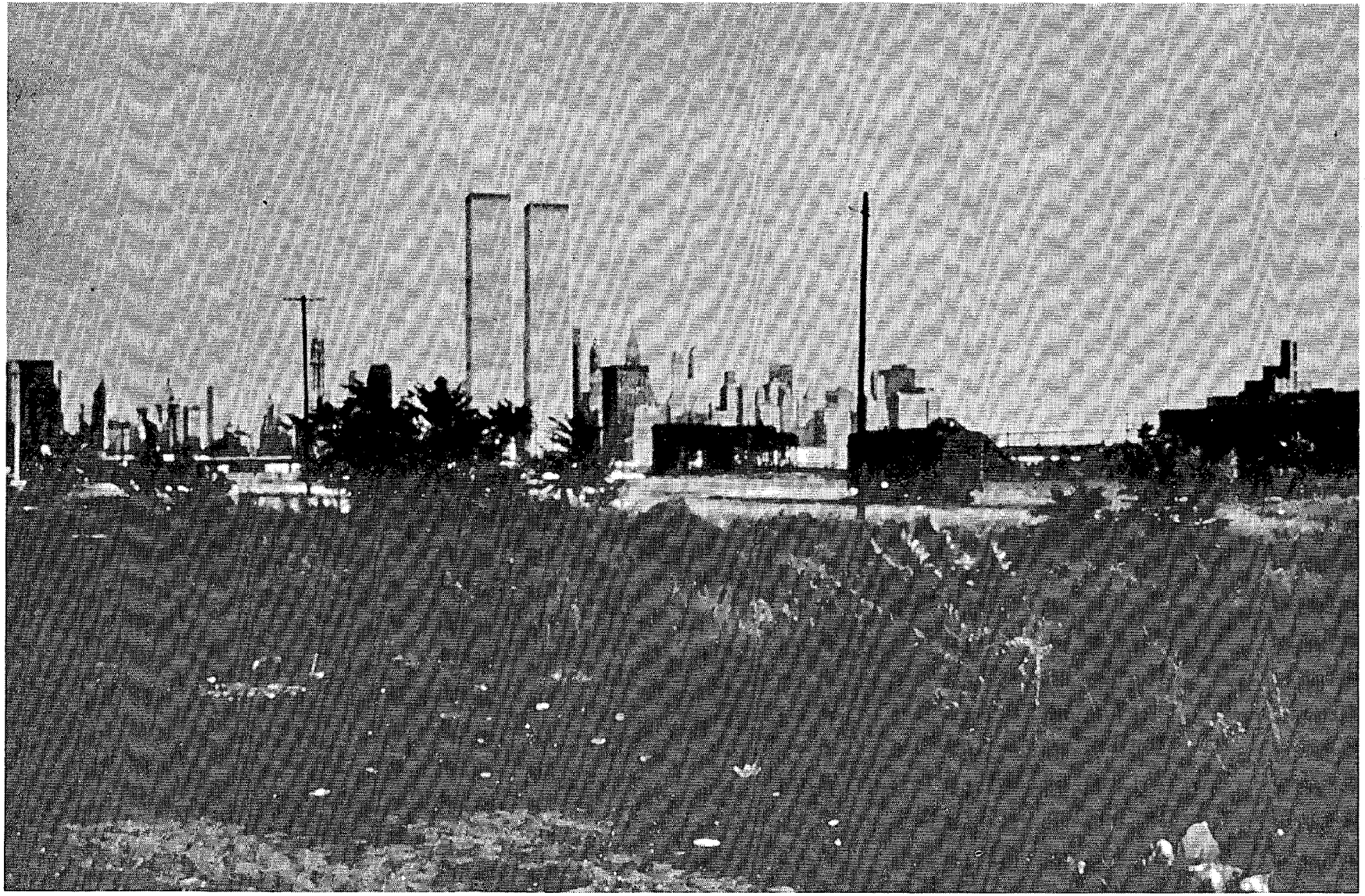


Lower Manhattan as seen from partially decaying and underutilized Brooklyn Waterfront

Physical

The economic inactivity and political default and abrogation regarding the Region's inner harbor waterfront has been translated into obvious physical deterioration of a formerly developed and vibrant waterfront. This fact can be supported by glancing at any sector of the inner harbor. Photographs on the following pages show examples of such deterioration. New waterfront uses have emerged at certain locations including South Street Seaport, Roosevelt Island and two riverside restaurants. Unfortunately, despite these fledgling steps toward physical redevelopment, the extent of existing physical deterioration contributes to the self-defeating belief that the problem is too big in scope and is, therefore, hopeless.

For example, on the west side of Manhattan, from the area just north of the Battery Park City Authority site up to Riverside Park, there are numerous piers and shore structures that have been abandoned, are deteriorated and/or are being removed. Consequently, the local neighborhood, the Borough of Manhattan, the City and the Region are all shortchanged in terms of potential, vibrant uses. Westway, if built, would help but no firm plans exist for the top of Westway, and there is no planning underway for the area north of 42nd Street where Westway would terminate. Instead, debris, vandalism and decaying structures, often gutted by fire, have left a serious blight on the waterfront and the adjoining neighborhoods. Even where small sections of this same waterfront, such as the pier just north of the Port Authority's Pier 40, have been converted into a park-like area which is frequently used by local residents, the piers just beyond it reassert the blight of the waterfront once again. Furthermore, the West Side Highway itself creates a physical and psychological barrier that separates the waterfront from adjacent communities.



View of Lower Manhattan from Jersey City's waterfront area

Other parts of the Port are similarly affected. Practically the entire Upper New York Bay shoreline of Staten Island has undergone such deterioration, although efforts are currently underway, through the Waterfront Cleanup Program, to improve this situation. (As explained in Appendix C. however, the Waterfront Cleanup Program does not actually "redevelop" anything. However, at least it can remove the deteriorated structures and derelict vessels.) Of note, the former U.S. Coast Guard maintenance facility at St. George, Staten Island, stands underutilized at a location benefiting from one of the finest views of the harbor. What little activity that now occurs there concerns the main base of operations for the Sandy Hook Pilots Association plus the planned-for maintenance base for the City's ferry boats. Other than this, most of the existing buildings, some of which were built over a century ago, remain vacant although they are still in good structural condition and retain their historical character.

In New Jersey, the 14 mile long area stretching from Bayonne to Edgewater presently has a mix of formerly developed, but decaying, underutilized and essentially underdeveloped land. Large tracts of unused railroad property are or soon will be available as a result of changes in the configuration of New Jersey's railroad system brought about by the restructuring of the Northeast railroad system by the United States Railroad Association. Although many plans have been proposed over the years to redevelop the underutilized portions of this waterfront reach -- and some redevelopment has in fact occurred, for example at Liberty State Park in Jersey City, Port Jersey at the Jersey City/Bayonne border and Port Seatrain in Weehawken -- a major redevelopment task (and opportunity) remains.

The remaining sectors of the inner harbor waterfront, including the shorelines of the Harlem River and a good portion of the East River have

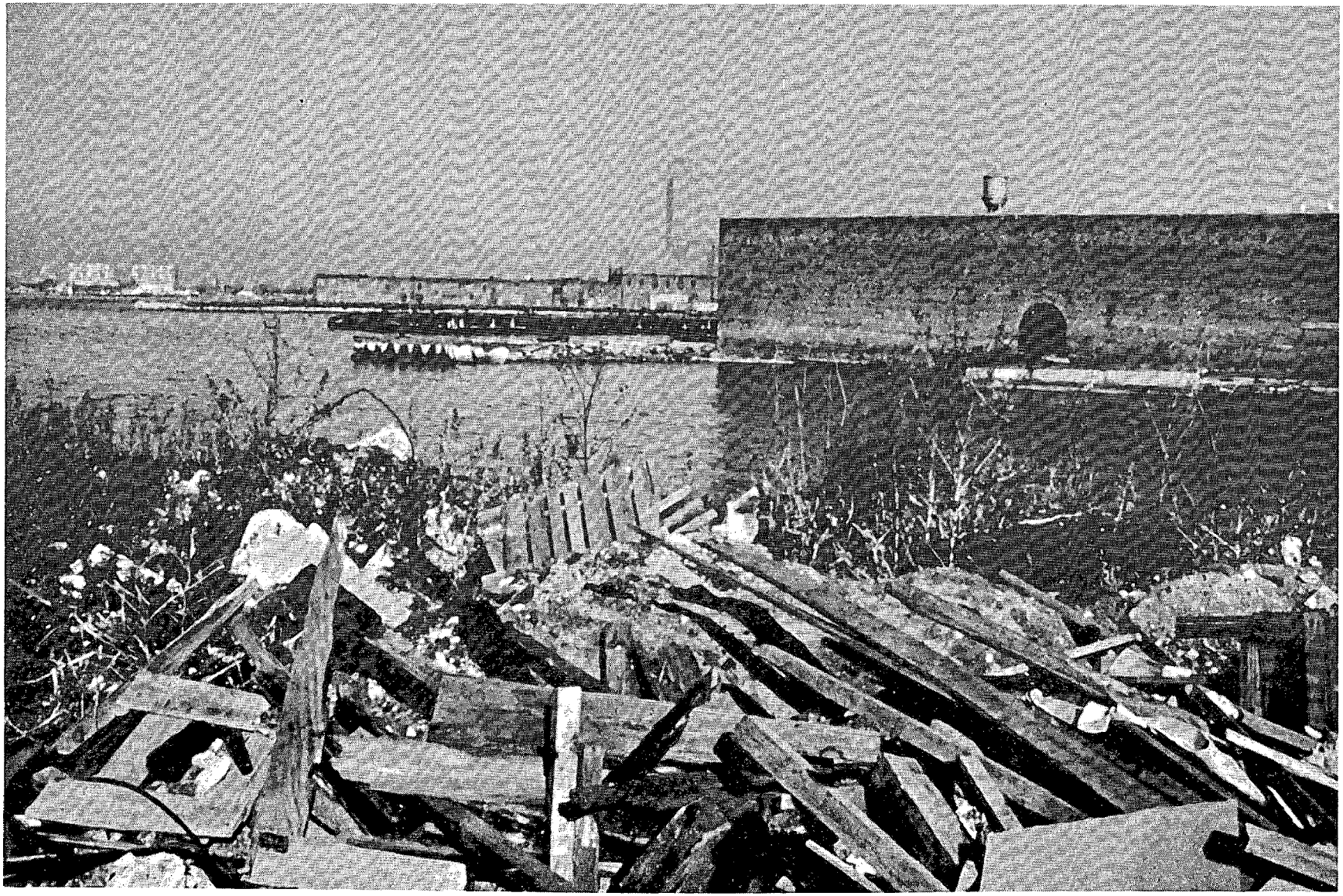
extensive physical deterioration that contributes to, as well as reflects, the urban blight of their surrounding neighborhoods. Very little attention is being given to these sectors with the result that deterioration and decay are certain to continue if special public action is not taken. Many inner harbor waterfront locations also suffer from a lack of adequate accessibility that could serve as a constraint to certain kinds of redevelopment.

Over time, the waterfront has been subject to physical abuses that can destroy natural and man-made waterfront assets. Examples include waste disposal and water pollution. Also, some sectors of the waterfront are devoted to salvage yards and unsightly storage activities that contribute to air, water and noise pollution. Highways and rail lines were often built along shorelines of some of the harbor's more important waterfront reaches thus creating physical and psychological barriers between the local community and the waterfront.

Political and Institutional

The Port District is comprised of 17 counties and 211 municipalities. Even the inner harbor waterfront of some 75 linear miles spans seven counties and nine municipalities. These numbers still do not reflect the even more numerous "waterfront communities" within each municipality which in recent years have become particularly potent political forces, tending to constrain waterfront redevelopment. With the trend toward decentralized "neighborhood" planning indicated in New York City, the importance of the community/neighborhood level involvement will remain strong, if not increase in importance, in the foreseable future. In addition, the unions which once dominated the waterfront continue to make their power felt.

Therefore, in addition to the physical divisions of the inner harbor waterfront created by the existence of many waterways, the division of



Underutilized pier and waterfront: Port Authority's Erie Basin Marine Terminal and other sections of Brooklyn Waterfront

the urban waterfront into so many political parts hinders the Region's ability to view the waterfront as a whole. This situation has also impeded the coordination of planning and development or redevelopment of the inner harbor reaches.

"Planning," however, is no guarantee of actual development. Additional layers of regulation, permit applications and extensive planning studies not backed by concrete investment proposals have resulted in a smokescreen of concern that masks insufficient action.

Related to the political factors and constraints affecting waterfront redevelopment are institutional factors and constraints. Perhaps at no other geographic location than on the waterfront do so many public institutions have a possible regulatory, administrative, advisory and/or development role. As many as 35 agencies on the federal level alone have been identified as having some degree of responsibility for this area.

Federal, state, and local governmental jealousies as well as private industry, labor and community interests all contribute to constraining redevelopment. This is particularly noticeable where each level of of government, through numerous and overlapping agencies, tries to put its own imprint on policies and programs. Layers of bureaucracy and vested interests with no incentive to make "trade-offs" thwart ideas and concepts that could result in meaningful programs for the benefit of the local community, the inner harbor and the Region as a whole.

The complex institutional patterns have caused the private sector to conclude that any projected returns on waterfront development investment proposals are so seriously jeopardized by all the institutional "red tape," restrictions and regulations as to make the risk of waterfront redevelopment projects too great. This conclusion has been consistently emphasized in interviews with developers and private real estate interests. For example, a representative of a real estate management company stated

that the delays, lack of quick response and lack of flexibility by New York City agencies deters private investment in waterfront projects. Of note, the concept of a public/private partnership which could insulate the private developers from as many of the bureaucratic, administrative and regulatory hassles as possible was supported by individuals in the private sector. On the New Jersey side of the harbor, developers identified unresponsiveness and lack of ability to move quickly on the part of local governments as a constraint on waterfront redevelopment. It was also asserted that there is a limited local capacity for professional planning and development at the local level.

Appendix C identifies two important public programs that address the waterfront, Waterfront Cleanup and Coastal Zone Management, and their weaknesses in terms of effectuating actual redevelopment. Institutional complexity stands as a major constraint. Further, unless a major institutional force for multi-use redevelopment is established, prospects for waterfront redevelopment that will be timely enough to capitalize on current trends are very dim.

Environment

The 1970's became the decade for the protection of the environment. The full force of the National Environmental Policy Act took hold and a great great deal of federal, state and local legislation was enacted, forcing attention on environmental issues. The Region's waterfront became a prime target of environmentally oriented government agencies and private interest groups, and this resulted in a desirable improvement in water quality. Stringent measures required that any waterfront development, including the deepening and maintenance of navigable waterways, be con-

ducted under conditions that would minimize harm or danger to the environment. Additional progress was made concerning the discharge of effluent material into the Port's waterways whereby such discharges had to be sufficiently treated before being released.

These and other efforts have demonstrated that the environment can be improved. For example, catching sea bass off Governor's Island in the Upper Bay is a reality once again after decades when that was not possible. Also, recent environmental reports have indicated that the East River may be suitable for recreational use including swimming by 1985. Even on a negative note, the marine borer, a tiny waterborne animal that feeds on underwater wooden structures such as piers and other pilings, is reportedly returning to the inner harbor area because of improved water quality.

The achievement of these and other environmental goals, however, caused considerable delay and often the denial of projects that might have contributed to economic redevelopment of the waterfront. Studies, public hearings and then more studies added significant delays in the development process and forced changes in the developers' plans, often causing projects to be abandoned. The existence of this particularly protracted planning process along the waterfront underscored the general discouragement to actual redevelopment.

Of note, recent trends indicate a greater receptivity to a more balanced review of development among the leadership of environmental groups, particularly for waterfronts no longer in their natural state. Costs and benefits of certain environmental goals are being scrutinized with a view toward a recognition of the need for some trade-offs that will recognize the value of development at some relatively small environmental costs. This trend is expected to continue in the next few

years. If a development proposal incorporates early recognition of the need for environmental sensitivity, a review of the proposal on its merits may now be possible.

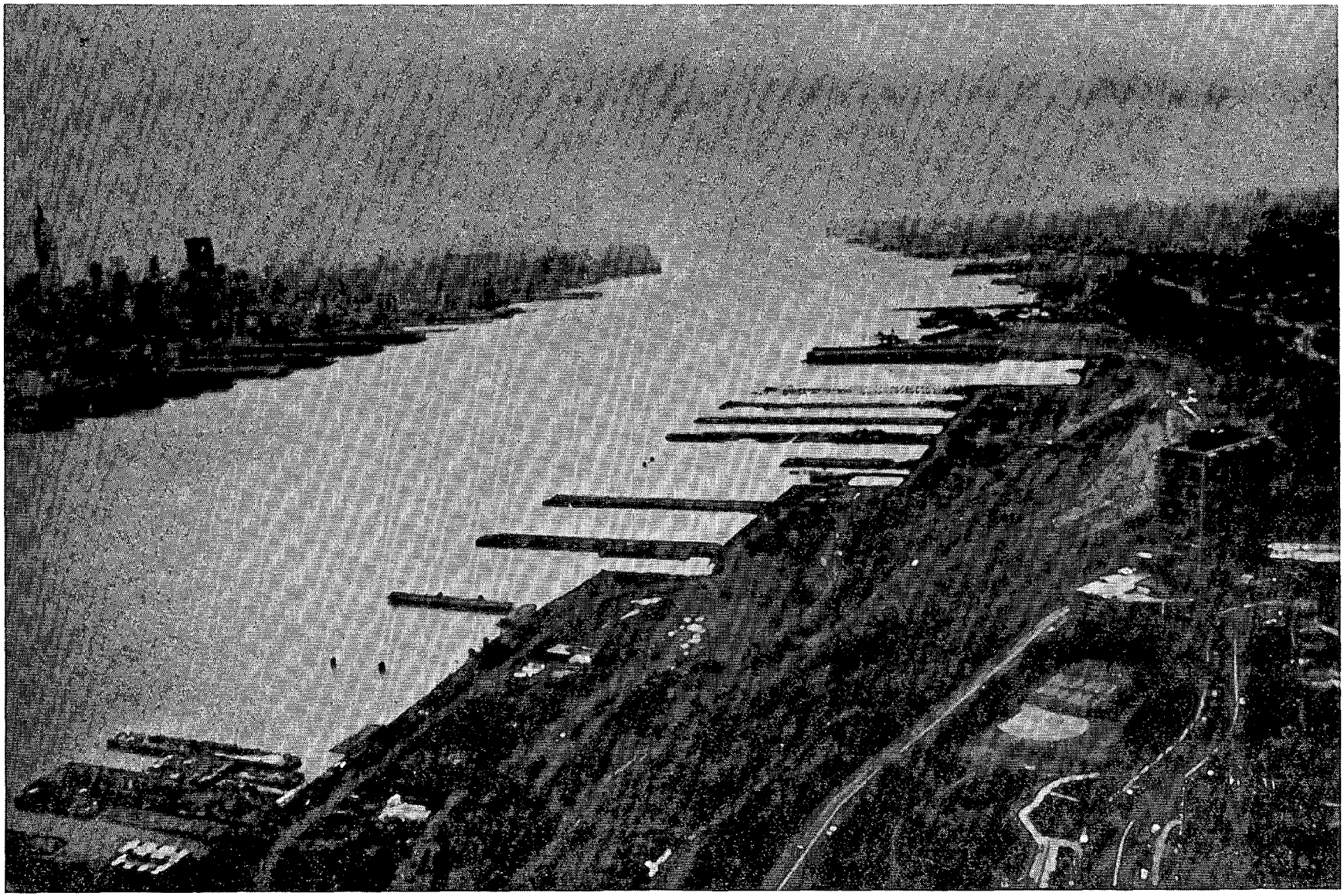
This view does not dispute or deny the continued importance of environmental concerns and constraints for "undeveloped" areas (relatively natural wetlands, etc.) as often valid impediments to development. However, in the inner harbor waterfront of our Region, the "underutilized" tracts are not "undeveloped." Thus, the balanced approach referred to above will probably be focused largely on and to the benefit of the inner harbor area in terms of "allowing" redevelopment to occur in the future. This assessment is reinforced by current trends in coastal zone management.

Other

Cutting across the economic, political and institutional factors in waterfront redevelopment are questions relating to land costs and ownership, the ability to change waterfront property uses and the right to alienate now underutilized property.

Related to the question of land acquisition costs are tax policies which constrain redevelopment. From a policy standpoint, those projects that can especially benefit from the use of shoreline property and the unique vistas available on the waterfront should be encouraged. Perhaps the adoption of imaginative taxing arrangements, such as a percentage of gross revenues generated from future redevelopment or multi-municipal tax sharing, could be effected to promote new development.

It should be noted that much of the underutilized waterfront land is under the ownership or control of the estates of bankrupt railroads and/or ConRail. This adds complexity to the process of acquiring such property for new uses at a reasonable cost. Determining land ownership on the waterfront



Former Weehawken Rail Yards

is more difficult than one might expect. For example, New York City does not know precisely what amount of waterfront land the City owns, leases or controls. It is now in the process of gathering this information. This situation is illustrative of some of the difficulties in determining waterfront land ownership that can occur almost anywhere in the inner harbor because of complex title histories often incident to such property.

In New Jersey, for example, the right to use riparian land (land over which tidewater flowed at some time) is subject to award of a "riparian grant" which may not have been given by the State in the past with respect to a particular parcel of waterfront property. The State now requires that such grants be applied for with respect to property where formerly no grant was thought to be needed. These and other questions relating to the "riparian grant" issue add complexity to the reuse of waterfront property as well as potentially increasing the cost of development.

Concerning limitations on alienation (voluntary transfer of property), these exist with respect to designated parklands in New York City, for example, and may exist elsewhere as well.

These land related problems illustrate once again the need for a regional approach to redevelopment. At the same time, a system of keeping an up-to-date, readily accessible inventory on waterfront land ownership and, perhaps, some system of incentives (e.g. "land writedowns") are called for in order to facilitate actual redevelopment in the inner harbor area.

Conclusion

Any major inroads in resolution of the problems, issues and opportunities inherent in waterfront redevelopment will require major commitments by both the public and private sectors. The fact that no one agency is accountable

for the multi-use redevelopment of the inner harbor waterfront provides a lesson in itself. Once it is recognized that not one, but a myriad of federal, state and local agencies can be charged with some responsibility for the deficient and inefficient use of such a resource, the complexity of waterfront redevelopment becomes clearer, and a hint of what may be necessary to reverse the underutilization of the Region's waterfront asset is indicated.

VI. RECAPTURING THE WATERFRONT ASSET: WHAT OTHER PORTS HAVE DONE

Other port cities in the United States and Canada have faced or still face problems and issues similar to those currently confronting this Region's waterfront. However, through the coordination and implementation of a number of public and private redevelopment programs and projects, these port cities have created waterfront facilities that are considered successes on several levels. It is recognized that exact duplications of these efforts in our Region are not necessarily feasible or practical. However, the basic concepts which were involved in the formulation and implementation of development plans elsewhere can provide useful lessons for our Region including, for example, the extent to which waterfront redevelopment can contribute to regional economic revitalization.

What follows, therefore, are brief descriptions of selected developments in the port cities studied. Detailed information has been minimized with emphasis instead on assessing each port city's general approach to waterfront redevelopment. Where appropriate, institutional considerations are highlighted as possible guides for a Regional approach to inner harbor waterfront redevelopment that taps the Port Authority's institutional strengths.

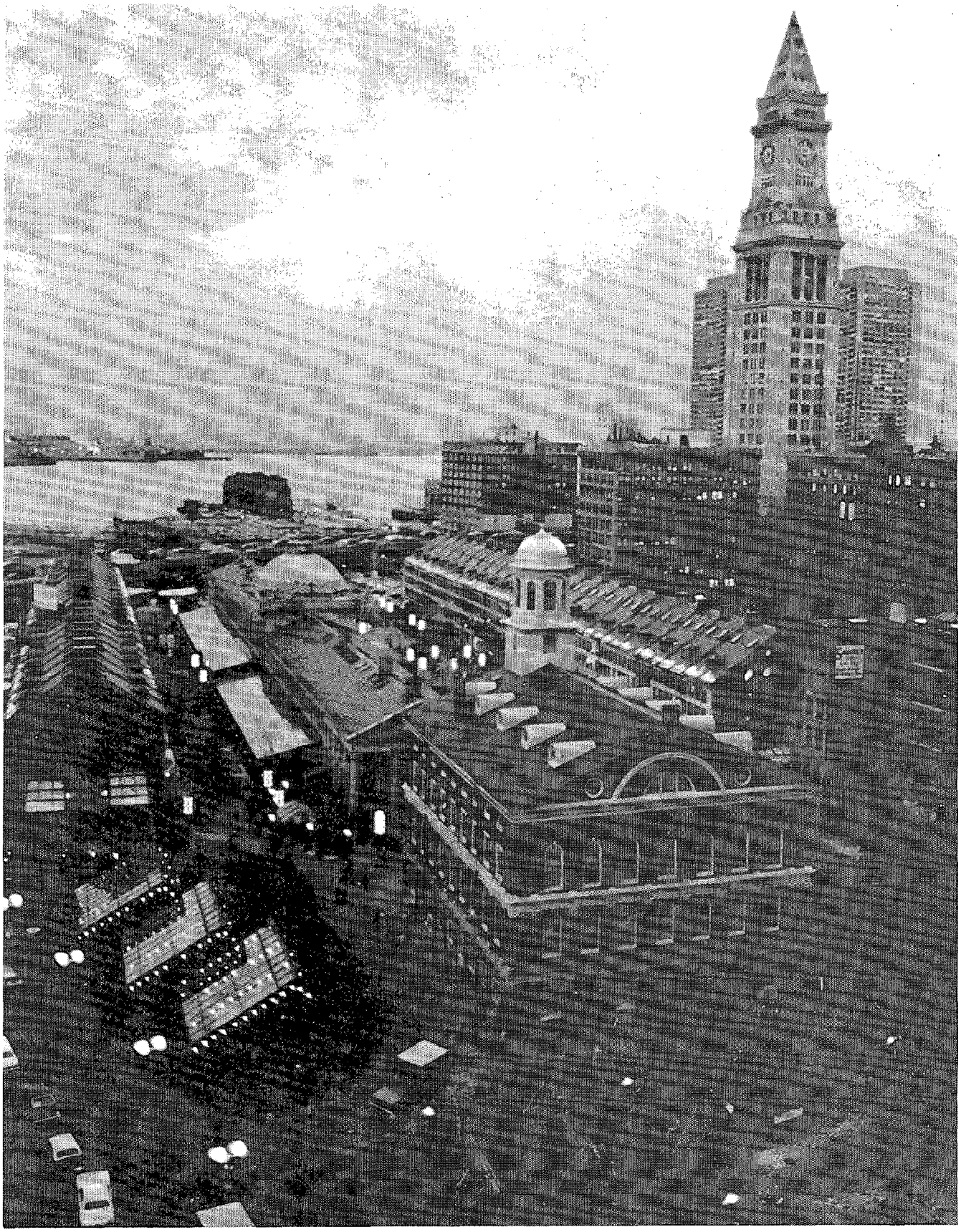
Boston

In many respects the City of Boston is a smaller version of the New York-New Jersey Port, in terms of both geography and climate, except that cargo activity, particularly break-bulk and container, almost disappeared a decade ago in Boston. Although some of Boston's commercial maritime facilities are recovering, the major portion of its waterfront was left to deteriorate. However, under the auspices of a number of major agencies and the "Spirit of '76," Boston's waterfront serves today as a symbol of what can be done if the will,

determination and , of course, considerable funding are available.

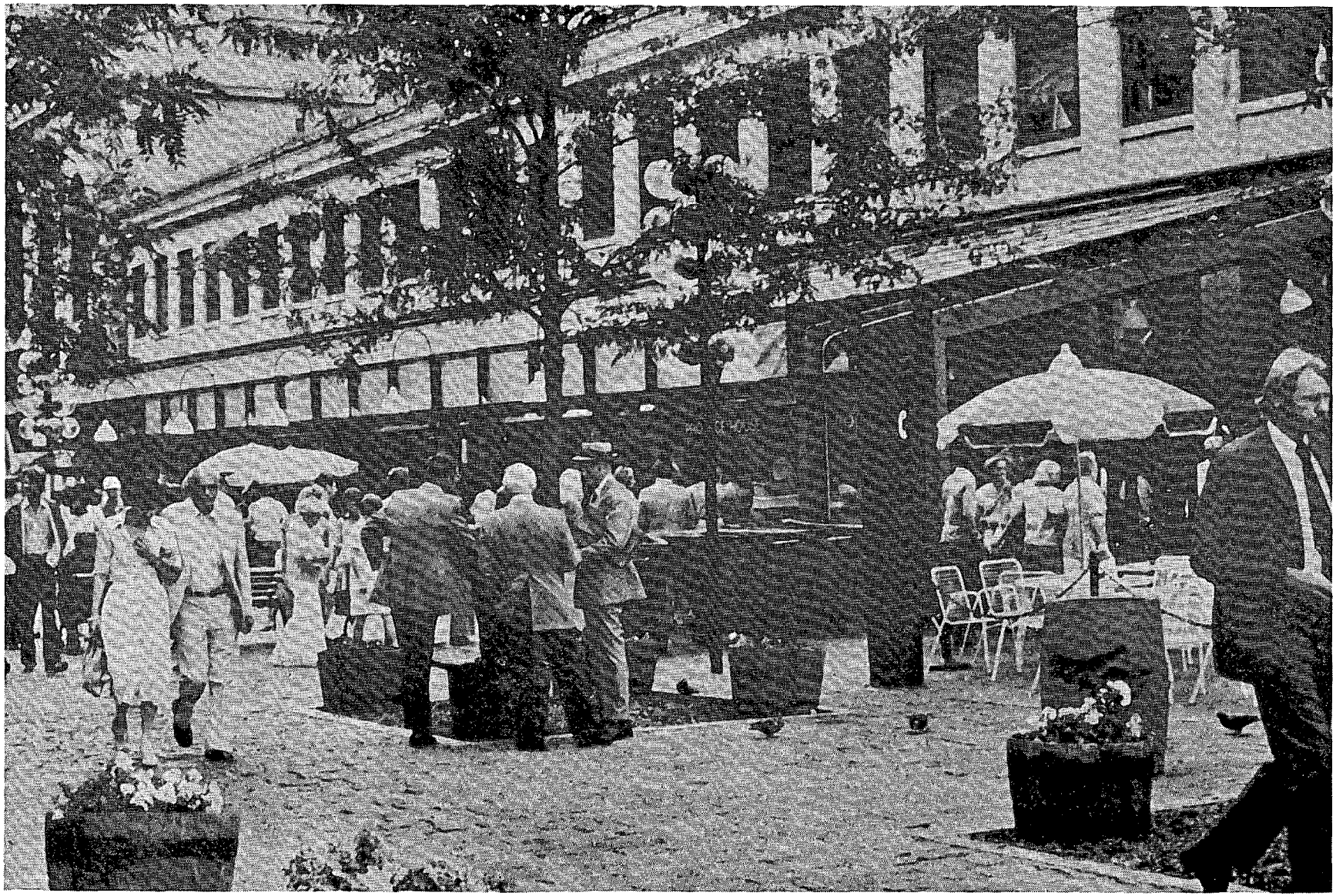
The process essentially began in 1960, when the Boston Redevelopment Authority (BRA) first began to concentrate on renewing the badly deteriorated downtown area near City Hall and the waterfront. Overall, BRA claims Boston has been able to leverage $420 million in urban renewal funds into $15 billion in private investment, with Faneuil Hall Marketplace as a major focal point of the program. It is interesting to note, however, that although the initial studies predicted a rather modest outcome for the projects, they have been highly successful in generating job, income and tax revenues.

Faneuil Hall Marketplace is a prime example of 20th Century historic preservation of a 19th Century market building. Until the mid 1970's, the North, South, Quincy and Faneuil Hall Buildings were either vacant or underutilized and deteriorating. Under the auspices of the BRA and the specific development and management of a private developer, Faneuil Hall Marketplace was opened in three phases. The first phase consisted of the renovation and restoration of the Quincy Building and the Faneuil Hall Building which were opened on August 26, 1976. Quincy Building contains 85,000 square feet of retail space devoted to selling foods of all kinds. Shoppers can purchase a range of commodities, from international pastries to raw oysters to yogurt. This part of the $30 million facility (for which $10 million came from city and federal funds) currently draws a million visitors a month, of which 30% are tourists with the remainder composed primarily of suburban shoppers and students. In terms of sales volume, this translates into an average of about $300 per square foot annually or about 2½ times as great as a successful suburban shopping mall. Initially, about 300 jobs were created. Reportedly, tax revenues alone from this single building average about six million dollars a year for Boston and the State of Massachusetts. Faneuil Hall was renovated primarily as a historic landmark and museum and it is not operated by the private developer. However, it does include some retail space on the lower floors.



Boston: Faneuil Hall Marketplace (Quincy Market)

Photo: Patti Crooks, Photographer, Faneuil Hall Marketplace, Inc.



Boston: Faneuil Hall Marketplace (Quincy Market)

In 1977, Phase II was completed with the opening of the South Building which contains some 160,000 square feet of rentable space, of which 92,000 square feet is devoted to office use. The South Building is the home of numerous small retail shops/boutiques selling men's and ladies' clothing, specialty merchandise and to a lesser degree, various foods. The office space accommodates 450 workers, bringing the total employment in the South Building to about 700.

The total and final phase of the Faneuil Hall Marketplace, the North Building, opened in 1978. Similar in size to the South Building, the North Building contains small retail shops specializing in children's clothing, toys and specialty items in 60,000 square feet of space. An additional 60,000 square feet of space is leased for office use. Together, these functions provide employment for some 450 persons. The total three building complex comprises about 365,000 square feet of leasable space for restaurants, shops, boutiques and offices.

The total employment for all three buildings has now reached 2,200 full- and part-time employees during the summer months and 1,600 during the remainder of the year. The total sales volume for 1979 will probably average about $259 per square foot.

Other existing buildings and structures along the waterfront have also received various forms of rehabilitation that include the conversion of abandoned warehouses and piers into residential and office complexes. These are now considered choice locations for those who find the "reawakening spirit" of the inner city a key element of their lives. The recently opened aquarium and pleasure boat marinas add to an atmosphere that demonstrates the vibrance offered by restored waterfront facilities.

The other notable example of what Boston has done to redevelop its waterfront concerns the conversion of the Boston (Charlestown) Naval Shipyard. In 1973, the U.S. Navy announced the plans to close the facility, a 130-acre site

which employed thousands of skilled workers. Although the City of Boston initially protested the closing of this military facility, the opportunity of utilizing the site for mixed residential and commercial uses was finally recognized. To provide Charleston residents with access to the waterfront, the development plan also includes a 23-acre site for the Boston National Historic Park, home of the U.S.S. Constitution and a 16-acre park.

To date, BRA, the agency that is responsible for this redevelopment, estimates that upon completion in the early 1980's over 1,300 permanent jobs with an annual payroll of $15.3 million will be created. Total public sector investment is estimated at $17.4 million while the private sector investment will be a minimum of $100 million. The City of Boston will gain an estimated $3 million or more in taxes, and the State will collect almost $1.6 million a year in income taxes.

Apparently, one of the keys to the shipyard redevelopment and in some respects the Faneuil Hall Marketplace redevelopment project was the availability of considerable tax incentives which were established by Section 2124 of the Federal Tax Reform Act of 1976 (P.L. 94-455). These preservation provisions permit owners of certain historic properties to amortize the costs of rehabilitation over a five-year period or to depreciate the costs of substantially rehabilititated structures at an accelerated rate.

In both the Faneuil Hall and Charlestown Naval Yard examples of waterfront redevelopment, the Massachusetts Port Authority (Massport) had very little, if any, involvement. Massport is essentially a transportation-oriented agency responsible for the maintenance and operation of its public marine terminals, Logan Airport and a number of major bridges and tunnels. However, Massport is now considering commercial, housing and recreational projects as possible uses for underutilized waterfront properties that it owns.

To undertake its program of non-maritime redevelopment, Massport established a unit called "Real Estate Development" reporting directly to the Executive Director to assure the appropriate managerial attention to reuse of fo er marine terminals waterfront property for non-traditional functions. This was considered necessary

because a different background and style of management and a different set of potential client groups would be involved in reuse projects than was the case with maritime projects.

Current plans call for three major reuse projects:

1) a Fish Pier redevelopment involving fresh fish processing and office space;
2) a hotel/boatel office development with perhaps one or more marinas at Hoosac Pier; and
3) a multiple reuse of Commonwealth Pier involving a Trade Mart with exhibit space, a parking garage, as well as water transportation terminal facilities for day excursions, outings, etc.

Of note, the Fish Pier project, estimated to cost $6.5 million, is attracting funds from the U.S. Economic Development Administration. A feasibility study is currently underway on the reuse plans for Commonwealth Pier which apparently will include consideration of a furniture mart as a redevelopment possibility. Massport would consider housing as an appropriate reuse project if market studies showed it to be economically feasible. However, luxury housing has recently been eliminated from current consideration as a possible use at Hoosac Pier because it is felt that so much other new housing is already planned, particularly at the immediately adjacent Charlestown Navy Yard described above.

San Diego

Among the ports studied, the Port of San Diego and its neighboring communities have come the closest to achieving a total waterfront development and redevelopment program. The program realistically reflects the Port's relatively limited marine cargo development potential and emphasizes the comparative advantages of development of major projects for recreation, commercial and fish handling purposes. While it is acknowledged that the Port of San Diego's

total waterfront is considerably smaller (21 linear miles) than that of our Region - and that San Diego benefits from a relatively mild and stable year-round climate - it still provides lessons for our Region.

During the 1950's, the Port of San Diego and its waterfront began to lose the large volume of cargo activity that it enjoyed during World War II and the Korean conflict. In response to this trend, a comprehensive waterfront development master plan was promulgated with the cooperation of the five major municipalities that border San Diego which eventually led to the creation of the San Diego Unified Port District in 1962. This plan in essence granted all waterfront property up to the high water line to the District in trust. Although political and social differences existed during the formation and implementation phase, it was recognized by all concerned that without such a plan and an agency to implement it, the waterfront as it then existed would continue to degenerate through underutilization, abandonment and incompatibility of adjacent uses.

The result of this process is evident today. The waterfront was divided into ten separate sectors, each of which either reflected the predominant prior uses of its waterfront or was designated to accommodate other uses which included recreational and light commercial activities. These planning considerations were based on the District's authority to undertake projects in four major areas: commerce, navigation, fisheries and recreation. However, each of these areas of authority to operate has been broadly interpreted, thus permitting the construction and operation of public parks, commercial fishing piers and processing facilities, along with the leasing of land and facilities for use by hotels, restaurants and marina operators

Although the District has many successful commercial operations within its jurisdiction, including Lindberg Field, San Diego's regional airport, certain projects such as parks and promenades quite obviously are not revenue

generating propositions. Yet, the ability to balance the profit making operations such as hotels, restaurants, commercial fishing facilities and marinas against public-use projects has given the entire waterfront a deeply embedded aura of "success." Moreover, San Diego's waterfront has developed into a major tourist attraction, and at the same time has improved the quality of life for the area's residents. In fact, the San Diego area has achieved the distinction of being considered one of the ten best places to live in the United States, according to a recent study by Ben Chiek Lui of the Midwest Research Institute, entitled "Quality of Life Indicators in the United States Metropolitan Areas, 1979."

San Francisco

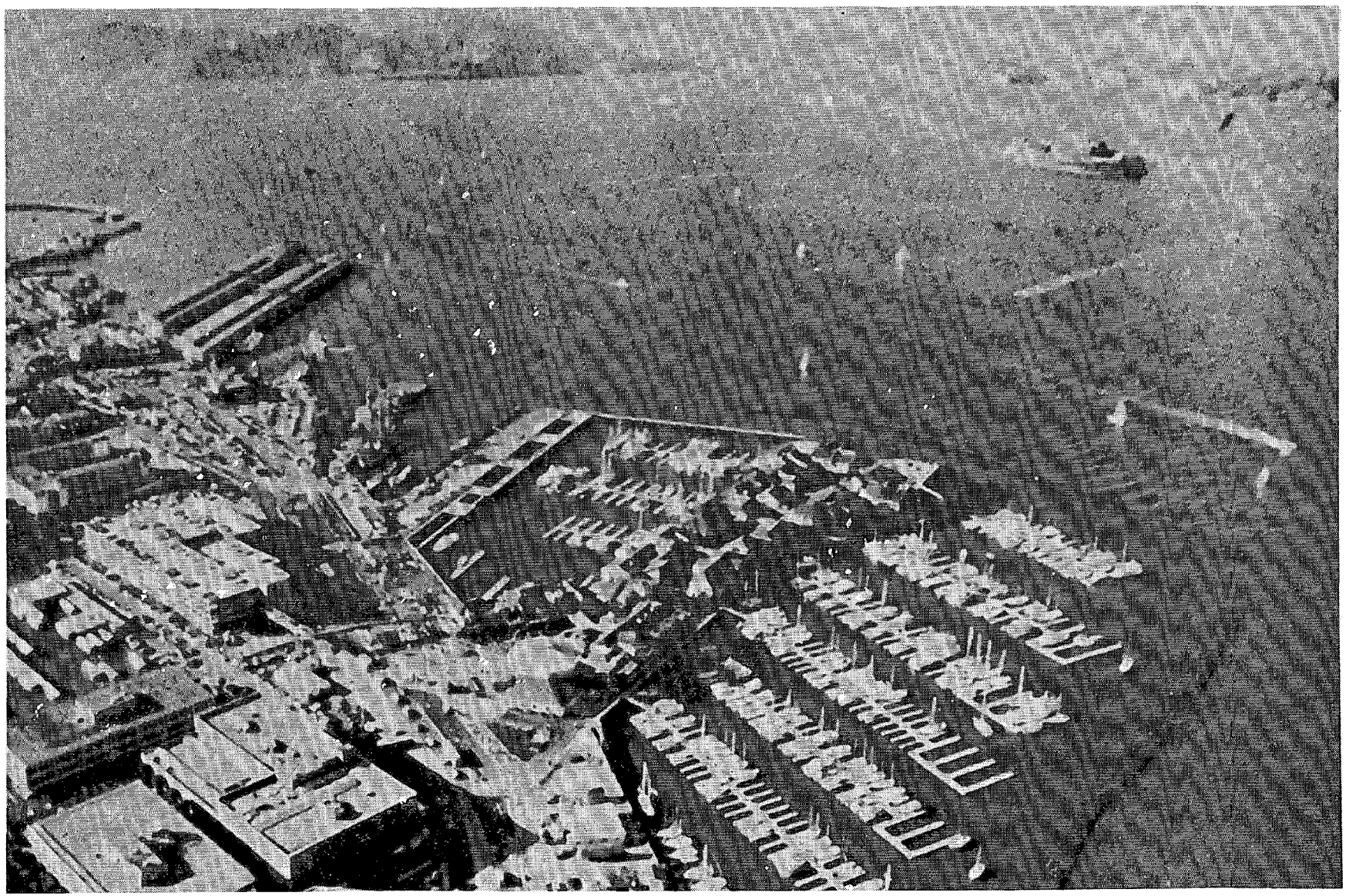
In terms of relationships between "port" cities in a region, San Francisco is to Oakland as New York City is to the New Jersey half of the Port District. Oakland has grown and profited because of its ideal rail and ocean interchanges, especially since containerization took hold during the early 1960's. San Francisco, because of its slow start and antiquated piers, lost the cargo race. This began the underutilization and partial abandonment of the San Francisco waterfront. The major exception to this general deterioration was Fisherman's Wharf, a prime tourist attraction that has been in existence for over half a century.

Since the mid-1960's, additional commercial recreational facilities have been added to the waterfront near Fisherman's Wharf, including the Cannery and Ghirardelli Square, largely under the auspices of private developers. The Cannery, a former fruit canning factory, opened in 1967 as a specialty shopping center which now has a leasable area of about 87,000 square feet, comprising 52 shops and restaurants. Ghirardelli Square, formerly a chocolate factory, opened in 1964 and reopened in its

present form in 1968. It now includes about 176,000 square feet of leasable space comprising 16 food establishments, 75 retail shops and some office space.

Collectively, these "landmarks" on the San Francisco waterfront comprise the second largest tourist attraction in California, after Disneyland. The success of these projects has spurred the development of still another commercial recreational development, North Point Pier (Pier 39), which opened in October, 1978. This $54 million project is located on a pier that has been expanded on piles to provide space for over 100 shops and 23 restaurants. Relying on the so-called "cluster theory" of successful project development, Pier 39 is expected to enhance the attraction of an already successful waterfront. In addition to the retail space, the project includes a passive park, marina facilities, a unique merry-go-round and an outdoor entertainment area. The project is expected to generate 2,000 direct jobs within its 45 land and water acres. Of note, initial reports indicate that this venture's immediate financial success is uncertain due to developmental problems, including a possible error of opening all the restaurants at the same time.

The Port of San Francisco, an agency of the City of San Francisco, is largely in the position of landlord with respect to the Pier 39 development. It has reluctantly accepted the decline in marine cargo activity although it continues to make a considerable effort to retain what cargo activity it still has. The lack of marine cargo development options has increased the Port's receptivity to the non-maritime development efforts which have greatly contributed to the improved quality of life that makes San Francisco a desirable place to live, work, and visit.



San Francisco: Northern Waterfront including Pier 39 and Fisherman's Wharf

Oakland

Although the Port of Oakland, an agency of the City of Oakland, has in the past been deeply involved in maritime and aviation facilities, it has recently taken on additional responsibility in the development of industrial parks and non-maritime uses of its waterfront. Its most famous non-maritime facility, known as Jack London Square, is located along the Alameda Estuary and includes a number of restaurants, a boatel, a park and shops. Together with the nearby residential development, Jack London Village, a marina-like setting has been created for what essentially are shore-based businesses.

However, both redevelopment projects are to date less successful than their counterparts across San Francisco Bay. The lack of convenient transportation access to each of the sites serves to discourage frequent return trips by both local residents and tourists. Furthermore, because of the lack of compatible adjacent waterfront uses at each of the two sites, the kind of waterfront atmosphere that has succeeded so well elsewhere is also missing. Finally, the lack of strong historic significance in terms of building preservation and other notable landmarks (except for the connection to the novelist Jack London) weakens the basic concept to which such development projects usually adhere. Nevertheless, both projects at least address the waterfront recreational and commercial needs of the City of Oakland and may, in the future, provide the kind of stimulus for redevelopment that the City of Oakland desperately needs. Under the auspices of the Port of Oakland, a number of smaller redevelopment projects, including marinas, light commercial facilities, offices and restaurants are being planned or have already been completed that in many respects could be viewed as having been sparked by Jack London Square and Village.

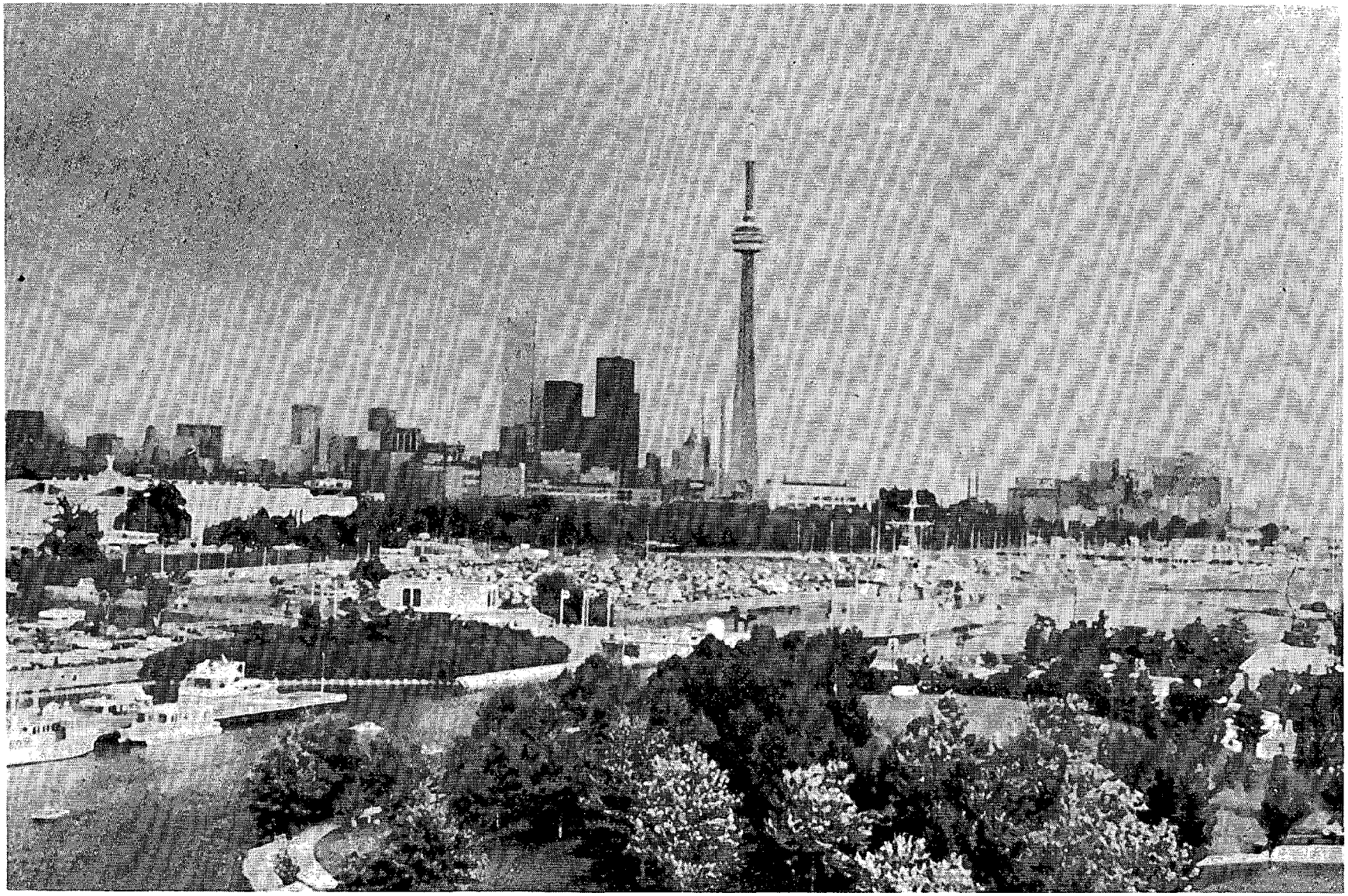
Long Beach

Although the City of Long Beach has undertaken a number of public access waterfront projects, most of which are wedged between industrial and maritime facilities, its star attraction is the Queen Mary, which has been converted for commercial recreational activities. This public/private tourist complex cost over $65 million, including $3 million for the original purchase of the vessel shortly after she was removed from trans-Atlantic service. The vessel was then converted into a multi-faceted tourist attraction emphasizing some of the internal machinery and living spaces of the vessel when she was in her prime, and a museum, emphasizing oceanography and related sciences. She also contains a Hyatt Hotel and restaurants along the main and upper decks. Together with a theme park shopping center in the park-like area adjacent to the vessel's berth, the entire complex is reportedly operating at a loss, except for some of the restaurants.

Various reports indicate that with better management and coordination, the vessel's operation could have been profitable. The hotel runs at about 75 percent occupancy rate but reportedly serves more as a novelty for one-time users. The museum is elaborate and extensive. Further, the failure of the adjacent theme shopping village (not organizationally a part of the vessel operations) may be attributed to the alleged mismanagement of the developer. The City of Long Beach is reportedly considering selling the vessel, but no firm or reasonable buyers have surfaced as yet.

Toronto

Unlike many northern cities, Toronto, during the past 15 years has experienced population growth and expansion beyond its traditional boundaries. Particularly notable has been the City's attention to lakefront redevelopment, emphasizing "adaptive re-use" of waterfront facilities. "Operation Sail" and the Summer Olympics of 1976, which were held in Montreal, layed a



Toronto, Canada: View from Ontario Place

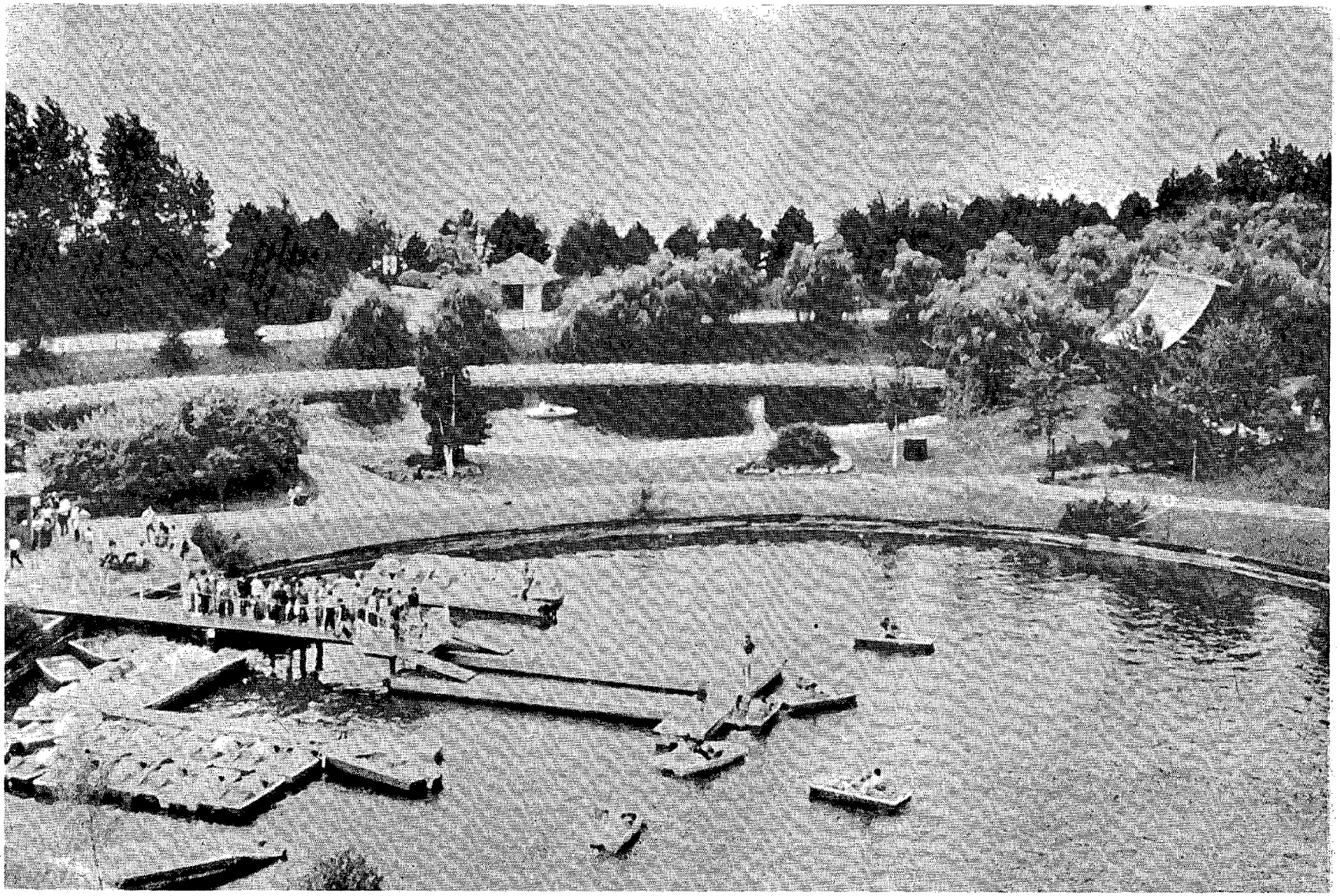
considerable role in fostering the development of the waterfront as a leisure/pleasure resource for residents of Toronto and the surrounding area.

As part of an overall, updated master plan, most of the redevelopment of Toronto's waterfront during the past two decades has largely been concentrated on the creation of both active and passive recreational parks and commercial uses. However, the Toronto Harbor Commissioners are also concerned with the growth and protection of their marine cargo facilities that have made the port one of the major port cities on the Great Lakes. The parks by themselves are not self-supporting but add to the much broader concept of total waterfront development which includes other more profitable projects.

The Toronto Harbor Commissioners, the region's port authority, in concert with the Province of Ontario and other environmental agencies created a number of parks that stretch for several miles along the shoreline where previously decay and misuse were evident. These efforts in turn stimulated other projects that included the removal of old and marginally used piers. Eventually a hotel/apartment/office complex known as Harbor Castle was built. It is located almost within the shadow of the most conspicuous structure in Toronto, namely the 1,826 foot high CN Tower, the tallest free-standing structure in the world. Pier 4, a renovated finger pier located slightly to the east of Harbor Castle, now boasts a number of reasonably priced restaurants, shops and marine accessory suppliers. On both sides of this pier which was delapidated up until a few years ago is a small marina that, although reportedly not profitable by itself, provides the kind of atmosphere that stimulates repeated visits by Toronto citizens.

Perhaps the most impressive example of waterfront redevelopment in Toronto to date is Ontario Place. This 96-acre recreational center, which was constructed by the Province of Ontario and supervised by the Toronto

Toronto, Canada: Ontario Place and Toronto's Waterfront



Toronto, Canada: Ontario Place

Harbor Commissioners, was opened adjacent to the site of the annual Canadian Exposition. Open from May to September, Ontario Place features almost every possible waterfront activity except housing and office space and is supplemented by elegant restaurants, movies, amphitheaters and even a specially designed children's park where no one over four feet tall is admitted. There is a small charge for admission to the park. It is one of the most heavily visited recreational activity centers in the Toronto area. It should be noted that although the park itself operates with a slight deficit, it has served to encourage investment in other year-round waterfront activities that generate revenue for all the various governments in the region.

Baltimore

Historically, the inner harbor area of Baltimore had been the main center of maritime activity. Then, a decade ago, the new container terminal at Dundalk was constructed. Shortly after this terminal was opened, the inner harbor area suffered the abandonment of activity that the west side of Manhattan did once more modern container facilities began to become fully operational on the New Jersey side of the Hudson River. The decay of Baltimore's inner harbor echoed the symptoms of the general downtown Baltimore area which had suffered similar problems after business began to relocate to more modern industrial facilities and office complexes skirting the city.

In conjunction with renewed interest in the downtown area, a private firm began to plan a major redevelopment of the inner harbor area that eventually would reflect both commercial and recreational activities. In 1964, a 30-year renewal plan was proposed that would involve the 240 acres surrounding the harbor basin. This is the location where the City originated and flourished.

The first phase of the plan comprised 95 acres of land along three

sides of the harbor basin to be used for an aquarium, promenades, small boat rentals, a river steamer converted into a restaurant, a marina, and playing fields. This phase's estimated cost is $266 million, of which $214 million will be private investment. The public funds will include $35 million in federal grants and $17 million from City bond issues.

One of the center pieces of this plan concerns a recently announced project called "Harborplace," a waterfront marketplace. The private developer is prepared to invest $15 million and to lease space to about 125 merchants. The City will charge $100,000 a year ground rent and will take 25 percent of the profits after the developer's 10 percent fee. The City is anticipating $628,000 in tax revenues after the first full year of operation. The opening is scheduled for the summer of 1980. Initially, some opposition to the Harborplace proposal developed, largely because local neighborhood groups became accustomed to the interim use of the open space as a passive park. However, this problem was overcome and actual construction on the site started on February, 1979.

The Maryland Port Administration, the state agency charged with the public maritime activities of the port, is not involved with the Inner Harbor Development Program except for the recently completed 33-story World Trade Center, which they presently own and lease to a number of commercial businesses. Beyond this, the agency has no reported plans to involve itself further in additional non-maritime activities.

Los Angeles

Marina Del Rey, a Los Angeles County administered 800-acre facility, is considered to be one of the finest examples of an all encompassing marina/residential complex. This complex which officially opened in 1960 includes restaurants, shopping, passive parks, 6,000 boat slips and a population of 10,000 living in 6,000 rental apartments. What had been a large mosquito

breeding field which cost local taxpayers $40,000 a year for insecticides has been transformed into a facility that today nets the City and County $31 million in direct taxes. It is estimated that the more than 300 individual businesses in the complex provide between 6,000 to 8000 jobs. To date, almost $200 million has been invested in this facility, with various public agencies providing about $35 million of that amount. The balance was generated from private sources of which the largest share was for apartment construction valued at over $100 million.

The original concepts, the first of which dates as far back as 1949, called for development of marinas and their ancillary services with the possible inclusion of a number of hotels. It was felt at the time that there was a large enough demand for marinas and hotels in the Los Angeles County area to support at least a break-even financial package. However, the development's early years proved otherwise. Although the various privately leased marinas were generally considered to be successful, the one hotel constructed in the early 1960's and a few other marina-associated commercial businesses ran into financial difficulties. Only when the development was converted into a combination recreational, residential and commercial complex did the financial picture become brighter, so much so that the improved quality of life now benefits the private and public communities both in and around the present location.

The marina slips, housing and general services are targeted for middle to upper class markets. However, the general public has access to passive parks and a major beach as well as a range of specialty shops, boutiques, and eating facilities.

The County, which is still involved with the administration and some maintenance of the complex, is responsible for a large scale development that can be considered a success in many respects.

Conclusions and Strategic Implications for the New York/Northern New Jersey Region

The port cities described in this section faced some of the same economic, physical, political, institutional and environmental concerns as those found in this Region. Nevertheless, with planning, coordination, financial support and considerable determination, public and private development interests were able to formulate and implement a number of waterfront redevelopment projects that portray a sense of real success and accomplishment. It must be recognized that it would be overly simplistic to assume these concepts and specific projects could be precisely duplicated in our Region. However, they may serve as examples of prototype developments. Such projects offer the possibility of succeeding if structured so as to respond to the specific resident and visitor population needs that market studies would identify prior to design of a waterfront complex.

The following points describe the key strategic implications of waterfront redevelopment experiences elsewhere for our Region's inner harbor waterfront:

1. In order to effectively manage the redevelopment of a decaying and underutilized waterfront, especially for non-maritime use, most of the port cities discussed, through a planning mechanism, divided the waterfront into a number of reasonably sized and distinct sectors. Further, initial concentration was on those areas of the waterfront where the greatest need existed, within the core of their respective regions. To manage the plans, a single public agency was created or assigned primary responsibility for waterfront development in such cities as Toronto and San Diego. These public agencies were given broad administrative and operational powers to realize the aims of a coordinated and well-conceived program of waterfront redevelopment. In this manner, these cities were successful in achieving a degree of cooperation and purpose, thereby minimizing traditional rivalries and jealousies which had prevailed before. They also addressed many of the

physical and social issues usually associated with such developments, within a broader and more effective planning context.

2. Waterfront redevelopment, as experienced by all of the ports surveyed, has become increasingly more difficult over time due to numerous environmental questions and issues. The adherence to strict environmental protection rules and regulations has frustrated the development of many projects. However, some recent examples such as the Pier 39 project in San Francisco point to the fact that large scale concepts are still "do-able" if proper considerations and discussions are initiated in the project's early stages.

3. Recognition of the concept of public/private partnership in waterfront development can lead to the successful implementation of a project to the benefit of the local community and the private entrepreneur. Examples of such partnerships are Faneuil Hall Marketplace in Boston and the numerous commercial activities along San Diego's waterfront.

4. Development of a major commercial recreational project often leads to the development of new, complementary projects adjacent to the original project. The so-called "cluster" theory takes hold and usually benefits all participants. San Francisco, San Diego and Boston offer examples of such clustering.

5. Non-revenue producing projects such as waterfront parks can often be financed or supported by adjacent profitable projects. In fact, such public access oriented projects can add to the profitability of adjacent projects. This is particularly true of a number of projects developed in San Diego and at Marina Del Rey.

6. Boat basin facilities supplying only basic services in most cases are either not profitable or are marginal operations and should therefore be included within large scale "marina complexes" with housing, restaurants, parks, theme park shopping centers, etc. Furthermore, to insure profitability

these complexes should be at a scale large enough to encourage frequent return visits. Marina Del Rey probably affords the best example of such a concept.

7. In any large scale project along the waterfront, local municipalities and state governments may be persuaded to release partial or total control of their waterfront once it has been demonstrated that they can benefit (via increased sales, property and/or income taxes) from the resultant redevelopment. Most of the port cities included in this section of this report serve as examples of this very important but often misunderstood concept.

8. Perhaps one of the most significant lessons of our studies is the stark realization that our Region, which has the largest and possibly the most gifted of natural harbors in America today, does not have even one commercial or recreational waterfront facility that is comparable in size or scope to any of those in the port cities reviewed. This shocking and disturbing fact is an indication of not only the Port's misuse of the waterfront up to the present time, but also of the opportunities that are still waiting to be tapped in the future.

VII. PROPOSED STRATEGY

"It has long been stipulated that waterfront required for commercial purposes shall not be used for other purposes. The interpretation of what is required for commercial purposes has frequently changed with the development of the art and will doubtless change in the future."

From the 1920 Report of the New York-New Jersey Port, and Harbor Development Commission

Based on the preceding discussion, the Regional and Economic Development Task Force strongly recommends that the Port Authority adopt an Inner Harbor Waterfront Redevelopment Strategy involving an affirmative and stated Port Authority role in the multiple use redevelopment of the waterfront. This strategy would focus primary, although not exclusive, attention on Port Authority involvement in commercial and recreation uses of the waterfront.

A. Suggested Port Authority Two Prong Action

Private developers and single municipalities have not been able to spontaneously redevelop the waterfront on their own. While one might opt for an over-all, coordinated approach involving the creation of a "Waterfront Master Plan," we conclude that the length of time involved, as well as political realities, would only further delay the realization of actual redevelopment of the inner harbor.

Instead, our strategy calls for the Port Authority to take a lead role in waterfront redevelopment projects either as sole developer, development agent for a municipality or state or as the public partner in a public/private partnership. At the same time, the Port Authority should implement a strong "Advocate, Organize and Energize" (AOE) role with the purpose of encouraging the "coordinated redevelopment" of the Region's waterfront, particularly in the inner harbor area. Theoretically, each role could

be pursued separately, but great synergism would result by combining the two roles. Such a two pronged strategy would provide a needed public initiative and example and would be a logical extension of the responsibilities of this bi-state port agency.

1. "Active Development" Role

This role assumes a phased approach to redevelopment of the waterfront in cooperation with the two states and affected municipalities involving:

a. Undertaking feasibility studies of multi-use waterfront complexes within defined boundaries of waterfront parcels or "districts". This would initially involve:

* selecting specific waterfront "districts" for special study and possible development and
* acquiring a greatly increased in-depth knowledge of waterfront conditions (existing and planned uses, zoning, physical conditions, political considerations, land ownership, etc.), comparative advantages and opportunities.

In these multi-use "waterfront renewal districts" the Port Authority could be given special powers to act as developer - functions would include planning, marketing, management, site preparation, infra-structure provision, access improvements, environmental controls, etc. A primary objective would be to use public funds (Port Authority, local, state and federal) to create suitable conditions to attract private investment.

b. Initiating discussions with appropriate federal, state and municipal jurisdictions and agencies that would enable the Port Authority to develop those projects that are deemed

both desirable and in keeping with the Port Authority's self-supporting status.

2. "Advocate, Organize and Energize" (AOE) Role

This is a supportive role that would both bring a regional perspective to waterfront redevelopment and promote the acceptance of the Port Authority as a primary force in multi-use waterfront planning and utilization by:

a. Increasing the amount of information available and raising the level of knowledge about present waterfront conditions and opportunities.

b. Actively participating in the decision making process as to how waterfront resources are used such as through broader participation in Coastal Zone Management and at public hearings, liaison with appropriate local officials, etc. In addition, the Port Authority would become an advocate for productive use of waterfront resources.

B. Objectives

The following Regional objectives would be served by adoption of the Inner Harbor Waterfront Redevelopment Strategy:

* Phased return of portions of the waterfront to productive uses.
* Attraction of private capital into the Region.
* Creation of jobs and other regional economic benefits.
* Phased elimination of waterfront blight.

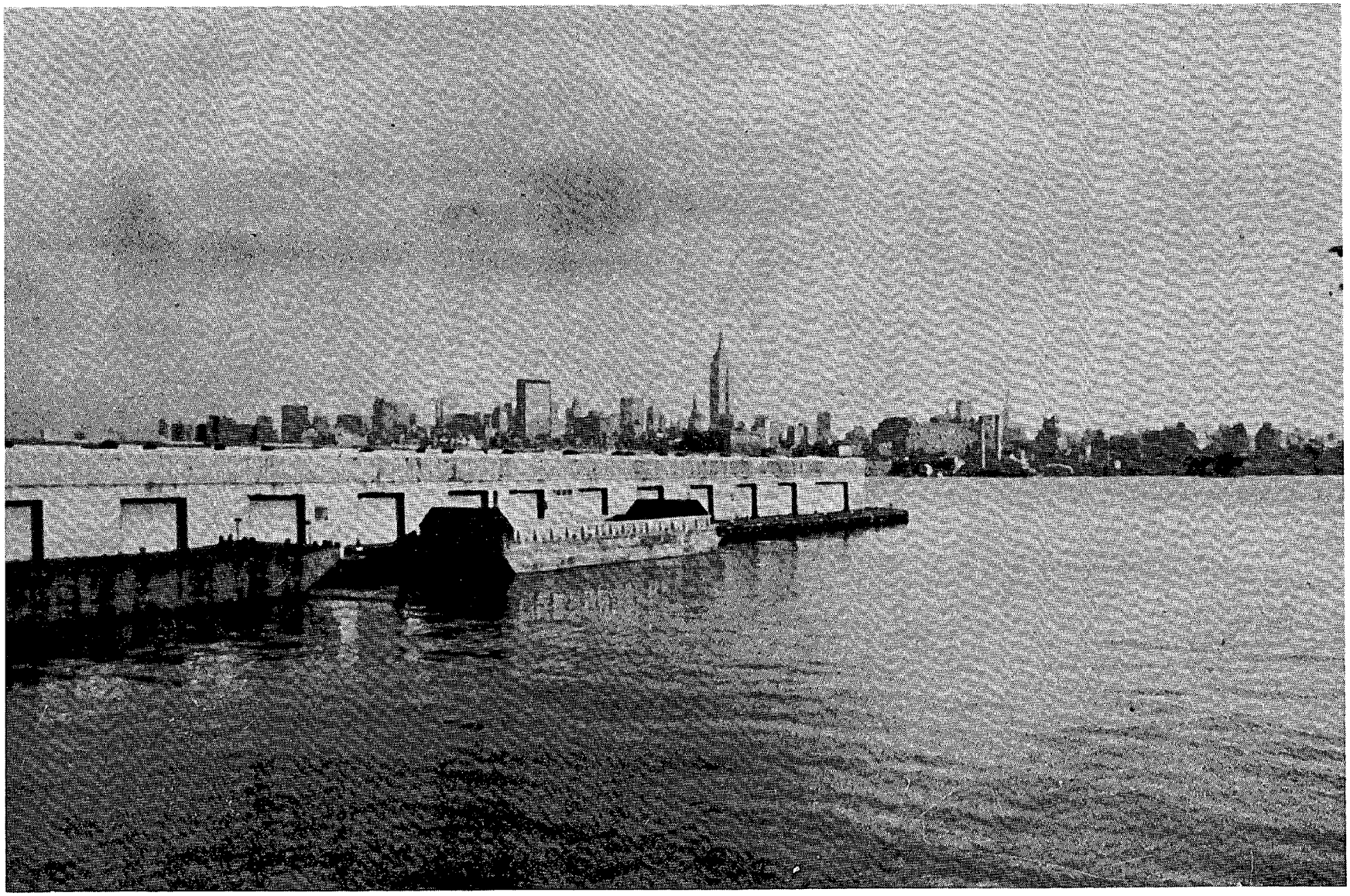
C. Port Authority's Comparative Advantages

Adopting the Inner Harbor Waterfront Redevelopment Strategy would tap the following comparative advantages of the Port Authority:

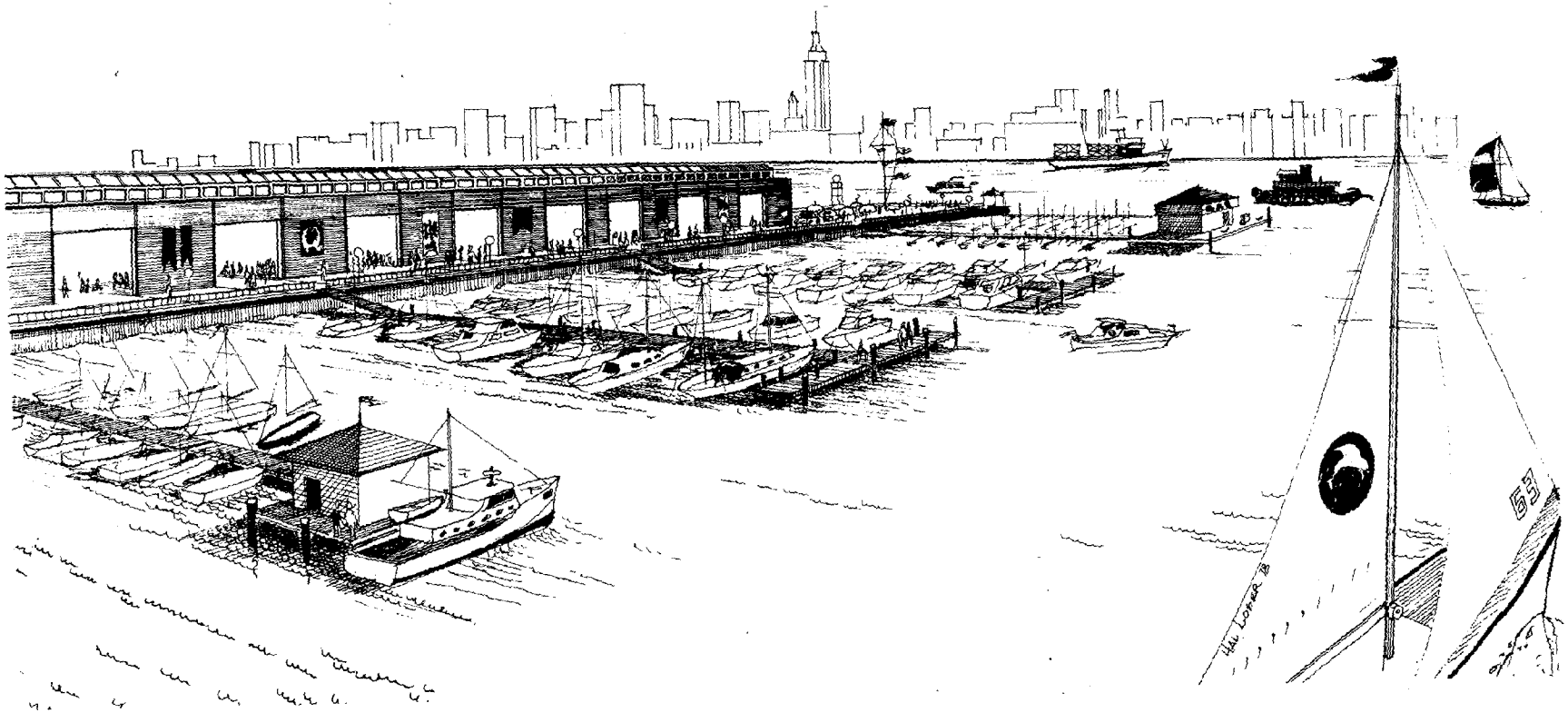
* Its bi-state, regional perspective;
* Its expertise in the special engineering problems associated with building on the waterfront;
* Its public entrepreneurial nature;
* Its awareness of present waterfront conditions;
* Its continuity of leadership and independence in oversight which are necessary for the successful implementation of long-term strategies, programs and major development projects;
* Its financial soundness and staying power;
* Its experience in working with the private sector;
* Its extensive contacts with various federal, state and local agencies with waterfront responsibilities.

D. Suggested Examples of Waterfront Redevelopment Projects

While detailed feasibility studies are beyond the scope of this report, it is possible to identify a number of areas which should be examined for possible redevelopment. The most obvious tracts of land along the shoreline are those which have been abandoned, deteriorated, neglected, misused or underutilized. Many of these parcels are of sufficient size, vacant, accessible and situated in close proximity to population centers, with high visibility to local residents, visitors and tourists and with dynamic, panoramic views. Of course, feasibility studies would have to be undertaken to assess physical, economic, political, environmental and social impact factors incident to potential redevelopment for various possible types of "marketable" uses within each area.



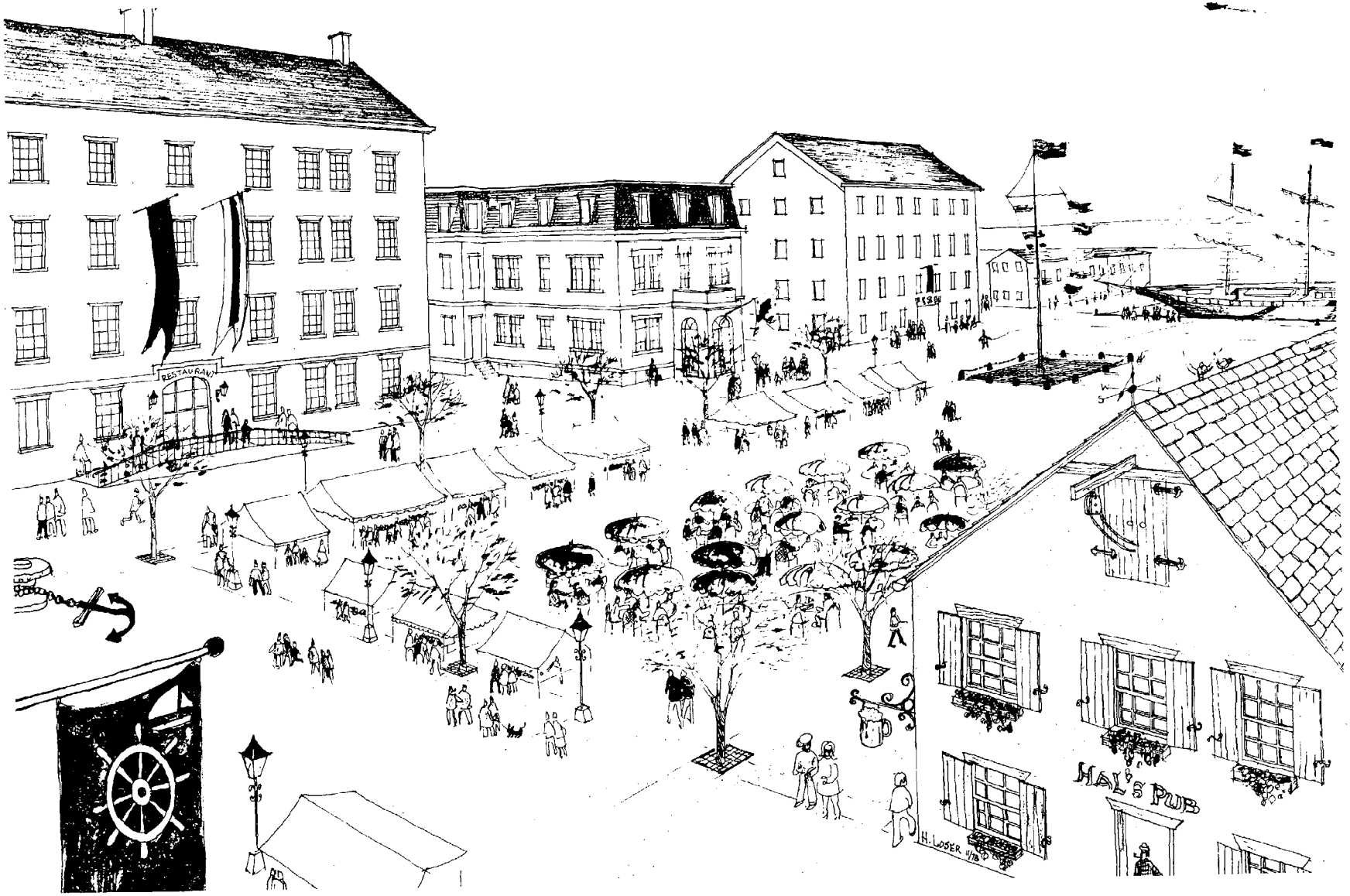
Hoboken Port Authority Marine Terminal: Pier C



Hoboken Port Authority Marine Terminal: Suggested use

St. George, Staten Island

St. George, Staten Island



St. George, Staten Island: Suggested use

Based on a preliminary assessment, the following districts would appear to merit further study:

* The former Weehawken Railroad Yards area;
* The area surrounding the Hoboken Port Authority Marine Terminal;
* The underutilized northern waterfront area of Jersey City;
* The former U.S. Coast Guard Base at St. George, Staten Island;
* The Stapleton waterfront area in Staten Island;
* Portions of the Brooklyn waterfront including the former Brooklyn Army Terminal, Erie Basin and the Columbia Street Port Authority Marine Terminals and the area between the Brooklyn and Manhattan bridges;
* The Battery Park City landfill site in Lower Manhattan;
* Selected parcels along the west side of Manhattan, including on the "top" of Westway as well as the area north of where Westway would terminate; and
* Selected sites in the Bronx along the Harlem River, particularly along that stretch which was recently vacated by the railroads.

Some of these areas should be suitable for redevelopment into:

* Major waterfront marketplaces similar to Faneuil Hall Marketplace (Boston) or Ghirardelli Square (San Francisco);
* Waterfront parks on the scale of Ontario Place

(Toronto);

* Marina/residential complexes similar to Marina Del Rey (Los Angeles);
* Shoreline development similar to the San Diego waterfront that encompasses restaurants, hotels/boatels, marinas, reconverted piers and public pathways for walking and bicycling;
* Other theme oriented developments that are located near the waterfront that take advantage of such a desirable location for the vistas offered and the possibility of use of the water for transportation access;
* Public access to fishing piers for charter boat operations; and/or
* Potential development of commercial fishing receiving and processing plants (San Diego).

All of these redevelopment possibilities would have to take into consideration interaction with the adjacent communities and their need for some form of physical development that would contribute or possibly spur their own revitalization needs, being mindful of their particular economic and demographic characteristics. Such developments might, by creating a sense of calmness and tranquility and improved visual aesthetics, balance the congestion and noise of high density urban neighborhoods. Furthermore, some of the historical buildings located near the waterfront can, with judicious renewal, allow waterfront neighborhoods and cities to retain a sense of their own cultural and historic origins.

* * * * *

If properly planned and executed, waterfront redevelopment should

foster economic and quality of life benefits obtainable through joint public/private partnerships, similar to those achieved in most cities described earlier. The creation of potentially thousands of jobs in the construction and service sectors, and the access to readily available open space, vistas and commercial and recreational facilities, etc., would greatly enhance the economic fabric of the Region, particularly the inner harbor municipalities.

Urban waterfronts have been identified as a prime area of interest for investment in urban areas. Every effort should be made to reinforce and expand this view with affirmative steps taken by the appropriate governmental entities with the Port Authority as the lead development agency.

Our Region has not yet participated in the trend of major waterfront renewal for non-traditional (non-maritime) purposes that have proved successful elsewhere. Therefore, the Region should focus attention on a trend that offers a good prospect for the future if the proper planning, application of financial resources, and coordination are undertaken. It should not wait until the possibly unachievable ideal goal of massive coordinated planning and development is reached before capitalizing on its waterfront asset. Instead, developments should begin in a manner which is timely and that responds to demands of the population and needs of business, labor, government and local community interests.

Given all our studies, the Port Authority with an expanded legislative mandate as needed would appear to be the proper agency to undertake the lead role in the inner harbor waterfront redevelopment in the Region.

Appendix A

A SUMMARY OF THE PROCEEDINGS OF THE WATERFRONT REDEVELOPMENT WORKSHOPS,

June 21, 1979

from

CONGRESS FOR REGIONAL RECOVERY: FINAL REPORT

Time for Imaginative Development

The dramatic changes in waterfront usage over the last several decades should serve as a precedent for large-scale imaginative development of the region's waterfront property, according to the three workshops assigned to this area. The groups specified approaches to the commercial, recreational, and residential development of the vast stretches of this region's waterfront--one of the largest in the world, comprised of approximately 750 miles of New York-New Jersey harbor and river shoreline.

The development of the region's waterfront must begin with planning. Master and macro planning, though desirable, are highly impractical, and scatter-site development was termed difficult. It was determined, therefore, that a development strategy or program would "serve as a possible middle ground to solve the problem." Identification of specific target areas or "districts" was suggested as a feasible technique for assuring implementation of waterfront projects.

After setting up a workable strategy, the region must carefully assess the state of the waterfront. The conferees agreed the waterfront is generally in major disrepair. Current efforts to rid the area of rotting piers, derelict vessels, and polluted waters must be intensified in order to encourage investment. Clean-up efforts, it was noted, "would serve as visible proof to the private sector and to the public at large of the serious intent to see investment take place."

A Balanced Mix

Residential, recreational, and commercial development must be pursued jointly as interrelated projects, said the groups. Each activity, by itself, seemed to risk isolation and underutilization, whereas "projects which provide a balanced mix of these uses appear to benefit from mutual support." The fulfillment role of the shipping industry in waterfront revitalization, the groups agreed, required little more than more aggressive regional marketing. Since the largely containerized shipping in the region, except for certain water and land access improvements, is under control, the consensus was that "the need for any new container facilities in the near future is unlikely."

Review Waterfront Zoning

The need for a review of existing zoning regulations governing the use of waterfront properties was cited as crucial. Current zoning is inconsistent for both present uses and future trends. Zoning regulations should reflect the sufficiency of present marine cargo facilities. The regulations should prepare for "the changes in industrial/manufacturing uses and the need to encourage more residential, recreational, and commercial uses," such as, for example, a "proper allocation of space for the potential growth of the fishing industry." The revival of commercial fishing as a potential for growth was considered an important waterfront possibility. "The imposition of a 200-mile offshore restriction on foreign fishing vessels has significantly expanded opportunities for the U.S. commercial fishing industry," it was noted. Particularly in view of the natural advantages of the New York-New Jersey harbor, there was general agreement that commercial fishing operations could be encouraged to locate in the region.

Levering Federal Funding

The groups emphasized that the development of the waterfront will re-

quire increases in federal allocations for the region. Therefore, projects for which private or local public funds can lever substantial federal dollars were deemed most attractive.

"The massive and long-term financial investment inherent in waterfront redevelopment will require a strong partnership between public and private sectors," it was noted, "and this will maximize funding capabilities while enhancing stability and success." An obvious consequence is to mount a lobbying effort at both state and federal levels to insure adequate funds are appropriated for waterfront projects, with the largest possible share awarded to the region.

Data Bank

To preserve the identity of local properties, and to spearhead projects and help attract private investment, local community and business input is needed, the groups said. One of the major problems in the development of the waterfront is the lack of information. Information is so sketchy that frequently ownership of vacant, potentially developable land is in doubt. "A land inventory, combined with additional information such as market demands for various uses, located at a central data bank, is both needed and desirable." The central waterfront data bank could incorporate information on soil conditions, available utilities, transportation access, and funding.

Conclusions

The maintenance and application of a waterfront data bank implied some form of central control, and since the waterfront area, in addition, is spread through a multiplicity of jurisdictions, the conferees called for a "lead" agency to determine waterfront policy and provide imaginative leadership. "The most difficult obstacles to overcome in implementing waterfront projects," it was concluded, "are institutional rather than physical or financial," and only a single waterfront agency, set up for the purpose, could provide the strength

and stability to coordinate and effect the waterfront's revitalization. The Port Authority is prepared and equal to the task. "It is the logical existing agency," participants agreed.

Appendix B

Waterfront Planning - No Shortage of Good Intentions and Interest

In spite of numerous studies, investigations, plans and press releases announcing one or another waterfront plan, the inner harbor waterfront remains characterized by extensive vacant and/or underutilized tracts of land. This has occurred despite the fact that since the 1960's there has been an interest in the development of more effective uses of the waterfront.

To demonstrate this, the following partial list shows the extent of interest, study and planning for the waterfront:

- In 1962, the New Jersey Department of Conservation and Economic Development prepared a report entitled "Waterfront Utilization in Northeast New Jersey" that inventoried current usage and proposed more effective utilization of the waterfront for industry, recreation, marinas, etc.
- In 1964, Jersey City's Division of Planning published a report entitled "Waterfront Development - A Planning Approach."
- In 1964, the Triborough Bridge and Tunnel Authority released a report by Robert Moses entitled "The Expanding New York Waterfront."
- In 1965, the New York City Planning Commission released a report entitled "The Manhattan Waterfront: Prospects and Problems."
- In 1966, the Tri-State Transportation Commission issued a report entitled "The Changing Harborfront," which outlined the prospects for new development of available land along the New Jersey Hudson River waterfront.

- In 1966, the Regional Plan Association issu d a report entitled "The Lower Hudson," recommending broad goals and redevelopment plans for better use of the waterfront on both sides of the Hudson River.
- In 1966, Jersey City released a plan for the development of a public park on its Hudson waterfront. The report was entitled "An Important Open Space Decision: Liberty Park in Jersey City."
- In 1969, the Citizens Budget Commission, Inc. released a study entitled "New York City's Waterfront: Opportunities and Options."
- In 1971, the New York City Planning Commission released a master plan entitled "Plan for New York City: The Waterfront."
- In 1971, Jersey City's Division of Planning released a technical report entitled "Comprehensive Waterfront Plan, A Technical Report."
- In 1971, the Port Authority released a report prepared by the Planning and Development Department entitled "Undeveloped Land Adjacent to Deep Water in the Port of New York."
- Since 1970, the Port Authority has met and worked with a number of State and local agencies as well as the Tri-State Regional Planning Commission on Coastal Zone Management matters.
- In 1971, the Port Authority participated in meetings sponsored by the New Jersey Department of Community Affairs. The meetings were held to try to develop a consensus for the creation of a new public agency which would have overall responsibility and substantial powers to redevelop the waterfront.
- In 1971, the New York Urban Development Corporation released

a development study entitled "Water Edge Development Study, Hudson River Edge Development Proposal."

- In 1973, National Kinney Corporation and United Housing Corporation proposed a master plan for the Jersey City Waterfront entitled "Liberty Harbor, A Plan For A New Community."
- In 1973, the Weehawken Planning Board published a study entitled "A Report On The Waterfront Development Plan." The plan called for proposed office buildings, light industrial uses and a 15-acre waterfront park.
- In 1974, the New York City Planning Commission held a comprehensive workshop on the problems and planning of the waterfront. The conference report was entitled "The New York City Waterfront, Comprehensive Planning Workshop."
- In 1975, The New York City Office of Lower Manhattan Development released a study plan entitled "Lower Manhattan Waterfront: The Special Battery Park City District."
- In 1975, the Hoboken Community Development Agency released a report focusing on the southern part of the waterfront, recommending changes and project proposals.
- In 1976, the New York City Department of City Planning released an inventory of waterfront community needs and resources entitled "Lincoln Square and its Waterfront."
- In 1977, the Liberty State Park Study and Planning Commission released a report prepared by the Urban Land Institute entitled "Liberty State Park: An Evaluation In and Around The Liberty State Park Site."

- In 1977, New York City Department of City Planning released a proposed plan for the Brooklyn waterfront entitled "Brooklyn Waterfront Rail Plan."
- In 1978, the New York State Department of State released its draft plan entitled "Coastal Management." At the same time, the New York City Planning Commission released the "Draft New York City Coastal Zone Management Element."
- In 1978, the State of New Jersey was in the final stages of completing a Coastal Zone Management report for the portion of the State's coast which lies within the Port District, including the Hackensack Meadowlands Development District.

Appendix C

FEDERAL PROGRAMS AFFECTING THE WATERFRONT

There are a large number of federal agencies and programs that potentially impact on waterfront development, involving a significant and often disturbingly complex federal agency presence. As many as 35 agencies have been identified as having some degree of impact in this area.

The principal federal agencies traditionally involved in almost any change in waterfront use and configuration are the U.S. Army Corps of Engineers, the Department of Transportation (U.S. Coast Guard), the Environmental Protection Agency, the Department of Interior, and the Department of Commerce (National Oceanic and Atmospheric Adminstration - NOAA).

Increasingly, however, the roles which other agencies can play in the redevelopment of the waterfront are being recognized both within this Region and within the federal government, itself. The most obvious manifestation of this new awareness is the creation of the Urban Waterfront Action Group, a federal inter-agency task force specifically devoted to focusing on the issues and concerns related to the redevelopment of urban waterfronts. There are more than a dozen agencies represented on this task force.

While many federal agencies administer programs (and/or regulations) that are related to waterfront development and use, only two federal programs to date have directly addressed the needs and opportunities posed by our Region's underutilized waterfront.

These two programs are the Corps of Engineers' "Waterfront Cleanup Project" (New York Harbor Collection and Removal of Drift Project) and NOAA's Coastal Zone Management Program. Importantly, each of these programs

is voluntary and relies heavily on state support and participation. Moreover, neither can be identified as a program that provides for actual redevelopment of the waterfront.

Waterfront Cleanup Project

This project, which is aimed at removal of deteriorating shoreside structures and vessels in the Port District, was in the planning stages for about 10 years prior to actual implementation which started around August, 1976. This project is the responsibility of the U.S. Army Corps of Engineers but requires extensive state and local cooperation, coordination, and financial participation.

Essentially, federal funds provide for two thirds of the total cost of removing deteriorated shore structures and derelict vessels, but repairs to structures are a 100 percent "local" (state or municipal) cost. Before being provided with aid, the state and/or municipality must agree, among other items, to pass a law precluding the recurrence of such blight.

While the project does not provide for actual redevelopment, it has facilitated and then in turn been supported by specific waterfront redevelopment projects that have resulted in the improvement and re-use of waterfront areas.

For example, Liberty State Park, which is located in Jersey City behind the Statue of Liberty, was constructed in coordination with the removal of derelict vessels and rotting shoreside structures by the Corps of Engineers. The New Jersey Commission on Capital Budgeting and Planning approved a $10 million bond issue, which was subsequently passed by the voters, that provided the local share required for the cleanup project and contributed to the cost of constructing Liberty State Park.

To date, only about one fifth of the original Waterfront Cleanup Project

has been completed. Implementation was hampered initially by the lack of an overall waterfront redevelopment plan in our Region. To facilitate a regional approach to the project, the Port Authority agreed to establish and chair a Waterfront Cleanup Project Coordinating Committee in 1974. Since then, the project has advanced in a more timely and efficient manner.

Nevertheless, the project is still slowed by the lack of a regional waterfront redevelopment plan and the institutional capacity to carry it out. It seems to be most sensitive to whether the local and state agencies are both willing and able to take the actions necessary to allow the cleanup activities to proceed at a particular location. The state and local agencies are most likely to do their parts when there is a project in sight which will actually redevelop the shoreside area of the waterfront after cleanup is undertaken. The timely progress at Liberty State Park was achieved in this way.

In essence, even as the best federal initiative to date, the project does not in itself develop the waterfront. Moreover, to our chagrin, it appears to falter when no immediate prospect for redevelopment is in the picture. Without such a prospect, it is difficult to marshal the forces necessary to accomplish cleanup at a particular location in a timely manner. Thus, removal of waterfront blight, even with the Waterfront Cleanup Project, is a goal that can most likely be achieved in a reasonable time only with the confident prospect of waterfront redevelopment projects on the horizon.

Coastal Zone Management

This voluntary federal program encourages states to establish planning and management systems for coastal land resources. Since its inception in 1972, the program has had a strong environmental protection orientation. However, a more balanced approach which incorporates economic development consid-

erations to a greater extent seems to be emerging, particularly as the states begin to focus on older urban waterfronts in need of redevelopment. In terms of fostering actual redevelopment, the program may focus public and private attention on possible reuses for the waterfront and advance the need for a regional approach.

However, the federal initiative basically establishes only a broad framework for state administration of a coastal land use "control" program. To date, it does not provide in any meaningful way for actual redevelopment of the waterfront. In fact, in regions with lesser developed waterfronts, it has been used to stop or inhibit waterfront development to preserve natural habitats and features. In a region like ours, however, the question of reuse rather than natural preservation would and should be the more prominent issue for deteriorated waterfront sectors.

In line with the national patterns, the states of New Jersey and New York have focused initial prime attention on the more environmentally sensitive areas of their coasts and less on the underutilized commercial and industrial urban waterfronts. This situation appears to be changing somewhat, however, partially in response to the federal requirement that a state's entire coast be included in a management program in order for that state to receive Coastal Zone Management funding. In New Jersey, the Office of Coastal Zone Management (within the Department of Environmental Protection) which administers the program is now focusing on all the coastal zones in our Region, including the establishment of framework that will foster redevelopment. Similarly, the City of New York's City Planning Commission is focusing on the City's underutilized waterfronts in a similar way.

Although the Federal Coastal Zone Management Program could be the vehicle to foster coordination of planned waterfront redevelopment and use between the states in our Region, it has not yet developed that way. Furthermore,

even if coordination were to be achieved, Coastal Zone Management programs would not carry a mandate to actually redevelop the waterfront or even sections of it. Actual redevelopment would still be left to state, county, local, or private initiatives, and there still would not be a single force capable of coordinated redevelopment of sections of the vast regional waterfront.

In an attempt to facilitate progress in coastal zone management, the Port Authority in a limited way has attempted to encourage a regional perspective by working with the state and municipal agencies to facilitate state compliance with federal coastal zone requirements. However, the Port Authority has chosen to limit to date its primary contribution to the development of plans and programs relating principally to traditional maritime or maritime-related activities.

Appendix D

CONFERENCES ATTENDED

Staff members attended several urban redevelopment conferences that involved some emphasis on inner city/harbor waterfronts.

- "Joint Development Marketplace," June 25-27, 1978, sponsored by the U.S. Department of Transportation through the Urban Consortium, the Urban Land Institute and Public Technology, Inc.

- "Achieving Economic Growth In An Era Of Constraints," Annual Conference of the National Council for Urban Economic Development, November 12-15, 1978, Washington, D.C.

- "Planning the Future of New York City," January 19, 1979, and Proceedings, New York City Planning Commission.

- "Economic Development Potential and Problems in New York City," American Society of Public Administration, January 17, 1979.

- "Urban Waterfront Lands Symposium," March 28-29, 1979, sponsored by the National Research Council, Commission on Natural Resources, Boston, Massachusetts.

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