

# Waterfront Action Agenda

Transforming New York City's Waterfront

Progress Report: March 2011 – October 2011



 **WAVES**  
Waterfront Vision & Enhancement Strategy



City of New York  
Michael R. Bloomberg, Mayor

# Progress Status Summary of all 130 Action Agenda Projects

## GOAL: Expand Public Access

Expand and improve existing waterfront parks by investing over \$200 million	1 Project Completed 7 Projects On Schedule 2 Projects Progressing with Delays
Develop or acquire over 50 acres of new waterfront parks by investing \$40 million	1 Project Completed 5 Projects On Schedule 1 Project Progressing with Delays
Develop waterfront Greenways and esplanades by investing over \$120 million	12 Projects On Schedule 2 Projects Progressing with Delays

## GOAL: Enliven the Waterfront

Catalyze over \$150 million in public and private investment for waterfront development projects	1 Projects On Schedule 4 Projects Progressing with Delays 3 Projects Reconsidered
Promote historic maritime resources for educational and economic development	3 Projects On Schedule
Promote water dependent uses on the waterfront	2 Projects On Schedule
Promote cultural programming activities on the waterfront	1 Project Completed

## GOAL: Support the Working Waterfront

Encourage the expansion of container shipping	3 Projects On Schedule
Sustain economic development activity on the waterfront by investing over \$170 million	10 Projects On Schedule 1 Project Progressing with Delays

## GOAL: Improve Water Quality

Implement \$180 million of green infrastructure projects that capture Stormwater runoff and reduce combined sewer overflows (CSOs)	2 Projects On Schedule
Invest \$650 million to build cost-effective gray infrastructure that captures and manages combined sewer overflows	8 Projects On Schedule
Continue major upgrades at wastewater treatment plants by investing \$1.6 billion	3 Projects On Schedule
Enhance and improve drainage by acquiring new areas for Bluebelts and improving storm sewers in waterfront neighborhoods; an investment of \$140 million	3 Projects On Schedule

## GOAL: Restore the Natural Waterfront

Implement \$50 million in waterfront ecological restoration projects	1 Project Completed 5 Projects On Schedule 3 Projects Progressing with Delays
Increase protection of wetlands and shoreline habitat	3 Projects On Schedule 2 Project Progressing with Delays

## GOAL: Enhance the Blue Network

Expand and improve NYC Water Trail	1 Project Completed 2 Projects On Schedule 2 Projects Progressing with Delays
Pilot inter-borough commuter ferry service	1 Project Completed 2 Projects On Schedule 1 Project Not Yet Started
Enhance monitoring and improve public awareness of water quality standards, current conditions, and suitable areas	2 Projects On Schedule 1 Project Progressing with Delays
Complete the update of NYC Waterborne Emergency Evacuation Plan	2 Projects Completed

## GOAL: Improve Governmental Oversight

Reform governmental regulation of the waterfront and waterways	2 Projects On Schedule 1 Project Progressing with Delays
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## GOAL: Increase Climate Resiliency

Increase the City's resiliency to climate change and rising sea levels	1 Project Completed 5 Projects On Schedule 1 Project Progressing with Delays
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### Legend:

- Completed
- On Schedule
- Progressing with Delays
- Reconsidered
- Not Yet Started

### Total Project Progress:

- 9 Projects Completed 7%
- 97 Projects On Schedule 75%
- 20 Projects with Delays 15%
- 3 Projects Reconsidered 2%
- 1 Project Not Yet Started 1%

## GOAL: Expand Public Access

### 2011 Commitments: 7 Total Projects

- 2 Projects Completed
- 4 Projects On Schedule for Completion
- 1 Project Progressing with Delays

### Actions for 2011

#### Expand and improve existing waterfront parks by investing over \$200 million

Orchard Beach: Replenish with clean sand, and expand the South Jetty to reduce further beach erosion (DPR)

● COMPLETED

#### Develop or acquire over 50 acres of new waterfront parks by investing \$40 million

DUMBO: Re-open the 5.3-acre Empire Fulton Ferry Park with "Jane's Carousel" installed in new all-weather pavilion, and improve landscaping and public amenities (BBP)

● COMPLETED

#### Develop waterfront Greenways and esplanades by investing over \$120 million

Red Hook: Build a multi-use path to connect Atlantic Basin to the Brooklyn waterfront greenway (DOT)

● ON SCHEDULE

Sunset Park: Complete study of bicycle and pedestrian connection from Hamilton Avenue Bridge to 2nd Avenue and Sunset Park path (DOT)

● ON SCHEDULE

Release Brooklyn Waterfront Greenway Master Plan, guiding creation of a 14-mile, multi-use waterfront path between Newtown Creek and the Shore Parkway Greenway (DOT)

● ON SCHEDULE

Sherman Creek: Complete the Sherman Creek Waterfront Esplanade Master Plan to reclaim the Harlem River waterfront from Sherman Creek Stapleton: Begin construction of 6-acre waterfront esplanade (NYCEDC)

● ON SCHEDULE

Stapleton: Begin construction of 6-acre waterfront esplanade (NYCEDC)

● PROGRESSING WITH DELAYS

### Project Highlights



Manhattan Orchard Beach Shoreline Project

In the first six months since the release of the Waterfront Action Agenda, the City has invested nearly \$44 million in five acres of new waterfront parkland, 500 linear feet of esplanade, and several new public amenities to draw over one million New Yorkers and visitors to the waterfront.

This past summer saw a record number of visitors at Coney Island. The City opened Scream Zone, a new attraction within the Luna Park amusement area that drew 640,000 people to Coney and created 400 new jobs.

The Brooklyn waterfront also saw the re-opening of Empire Fulton Ferry Park and the restoration of the historic 1920's-era Jane's Carousel. The carousel is housed in an all-weather pavilion for year-round enjoyment and is surrounded by new picnic areas, landscaping, and connections to other sections of Brooklyn Bridge Park.

In Manhattan the City opened, the first section of the East River Esplanade South between Wall Street and Maiden Lane in July. The project is part of a two-mile greenway of formerly neglected waterfront that provides un-obstructed views of the water, landscaping, and a dog-run. Upon completion, the East River Esplanade will add 8.5 new acres of park land between the Battery Maritime Building and Pier 35 on the Lower East Side.

Additionally, the City made progress to close the last significant gap in Manhattan's 32-mile waterfront greenway in October when Mayor Bloomberg announced a historic agreement with the United Nations to establish a financing framework for developing over 130,000 square feet of new open space between E. 38th and E. 60th streets.

### List of Acronyms

ARRA: American Recovery and Reinvestment Act	DDC: Department of Design and Construction	NYCHA: New York City Housing Authority
BBP: Brooklyn Bridge Park	DOB: Department of Buildings	NYPD: New York City Police Department
BNYDC: Brooklyn Navy Yard Development Corporation	DOE: Department of Education	OEM: Office of Emergency Management
BPCA: Battery Park City Authority	DOHMH: Department of Health and Mental Hygiene	OER: Office of Environmental Remediation
CSOs: Combined Sewer Overflows	DOT: Department of Transportation	OMB: Office of Management and Budget
DCA: Department of Cultural Affairs	DPR: Department of Parks & Recreation	SBS: Department of Small Business Services
DCAS: Department of City Administrative Services	HPD: Department of Housing Preservation and Development	SCA: School Construction Authority
DCP: Department of City Planning	HRPT: Hudson River Park Trust	SLOSH: Sea, Lake and Overland Surges from Hurricanes
DEP: Department of Environmental Protection	NYCEDC: New York City Economic Development Corporation	SMIA: Significant Maritime and Industrial Areas
		SUNY: State University of New York
		TGI: Trust for Governors Island

## GOAL: Enliven the Waterfront

### 2011 Commitments: 12 Total Projects

- 1 Project Completed
  - 7 Projects On Schedule for Completion
- 2 Projects Progressing with Delays
  - 2 Projects Reconsidered

### Actions for 2011

#### Catalyze over \$150 million in waterfront development projects

Brooklyn Bridge Park: Issue RFP for adaptive re-use at Empire Stores (BBP)	● PROGRESSING WITH DELAYS
Brooklyn Navy Yard: Begin public review and plan for the redevelopment of the 6-acre Admirals Row site, which will create approximately 500 industrial and retail jobs (BNYDC)	● ON SCHEDULE
Battery Park: Complete renovation and restoration at historic Pier A for public use (BPCA)	● ON SCHEDULE
Sunset Park: Issue RFP for the lease and development of an approximately 130,000-square-foot property at the Bush Terminal Complex, creating approximately 100 industrial jobs (NYCEDC)	● ON SCHEDULE
Stapleton: Begin mixed-use development agreement of 7-acre New Stapleton Waterfront site (NYCEDC)	● PROGRESSING WITH DELAYS
St. George: Execute development agreement for residential, retail, and open space at the 24-acre, former Coast Guard site (NYCEDC)	● ON SCHEDULE
Rockaways: Transform vacant lot at the Beach 80th Street Marina into a public waterfront esplanade, including docks, piers, and kayak launch, as well as retail facility/catering hall (NYCEDC)	● RECONSIDERED
Lower Manhattan: Develop hotel, restaurant, catering, and community use at Battery Maritime Building (NYCEDC)	● ON SCHEDULE
Mill Basin: Complete property transfer for commercial development with associated waterfront open space and permanent protection of Four Sparrows Marsh along Flatbush Ave (NYCEDC)	● RECONSIDERED
Rockaways: Complete construction of next phase of Arverne by the Sea: the Dunes, a 270 two-family home development, and a new YMCA recreation center (HPD)	● ON SCHEDULE

#### Promote cultural programming activities on the waterfront

Conduct education programming for children, movie screenings, music, dance and arts festivals throughout the five boroughs (DCA)

● COMPLETED

#### Promote historic maritime resources for educational and economic development

Brooklyn Navy Yard: Open exhibition and visitors center (BNYDC)

● ON SCHEDULE

### Project Highlights

This past October, the City leveraged \$45 million in private investment with the purchase and start of renovations of Federal Building #2 in Sunset Park, Brooklyn. The 1.1 million square foot warehouse will be transformed into a state-of-the-art facility for light manufacturing, creating approximately 1,300 permanent jobs.

In Rockaways, Queens, The Dunes housing development at Arverne by the Sea continues to progress with nearly 50 percent of the homes already occupied or committed for occupancy in the near future. By 2013, this project will also include a 36,600 square foot full-service Y, including a 9,000 square foot family aquatics park.

Two projects are currently being reconsidered. The transfer of commercial property in Mill Basin, Brooklyn along Flatbush Avenue no longer includes development activity that would trigger the creation of waterfront open space as required in the waterfront zoning. While future disposition and redevelopment of the larger City-owned parcel would likely include both waterfront public access and park mapping, there are no development plans currently in place for the larger site.

Also, in Rockaways, Queens, the developer is currently reconsidering project financials and timing for the Beach 80th Street Marina vacant lot redevelopment. NYCEDC will work with the developer to resubmit the joint application for permit once these issues are resolved.

## GOAL: Support the Working Waterfront

### 2011 Commitments: 6 Total Projects

- 5 Projects On Schedule for Completion
- 1 Project Progressing with Delays

### Actions for 2011

#### Encourage the expansion of container shipping

**Red Hook:** Market the Container Terminal as a distribution hub for containerized cargo destined for East of Hudson businesses (NYCEDC)

● ON SCHEDULE

#### Sustain economic development activity on the working waterfront by investing over \$170 million

**Assist the Urban Assembly New York Harbor School's** efforts to have its Career and Technical Education program formally designated by the New York State Board of Regents (DOE), which will secure ongoing funding for training the city's future maritime workforce (DOE)

● ON SCHEDULE

**Red Hook:** Provide additional berthing locations to commercial vessels along the north side of Atlantic Basin (NYCEDC)

● ON SCHEDULE

**Establish Task Force** to focus on mooring tie-ups, "gray-water" discharge prohibition, Marine Highways, dredge material management, vessel repair capacity, and in-kind bulkhead replacement policies (NYCEDC)

● ON SCHEDULE

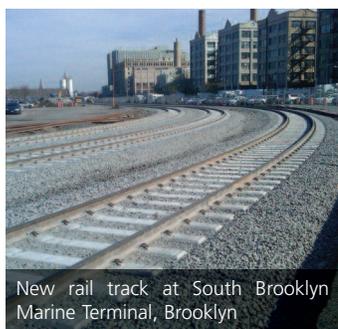
**Replace and lower Anchorage Channel Tap Water Siphons** to facilitate deepening of the harbor shipping channel (NYCEDC)

● ON SCHEDULE

**Develop maritime skills apprentice program** in partnership with SUNY Maritime College (NYCEDC / SBS)

● PROGRESSING WITH DELAYS

### Project Highlights



New rail track at South Brooklyn Marine Terminal, Brooklyn

This past Fall, NYCEDC launched PortNYC, a new branding effort to spur economic development at the City's passenger and freight terminals and support the local economy by bringing goods to market by vessel. A keystone project of PortNYC is the redevelopment of the South Brooklyn Marine Terminal. The City has invested over \$150 million in the nearly-complete automobile and break-bulk terminal. Improvements include new short-line rail track to connect the future Sims Recycling Facility to the 51st St. cross-harbor car-float; a rehabilitated bulkhead; new bollards; and new utilities, paving, and fencing. The first ship is expected to dock in spring 2012.

In Red Hook, Phoenix Beverages assumed stevedoring operations at the Red Hook Container Terminal, and NYCEDC continues to assist with Terminal marketing efforts for goods destined for East of Hudson markets. NYCEDC has also released an RFP for additional commercial vessel berthing at Atlantic Basin, and expects to designate an operator in late 2011.

NYCEDC is also partnering with the maritime industry and regional partners on several policy initiatives that assist in developing and maintaining the Port. This includes assisting SUNY Maritime in pursuing funding to develop a training program for new deckhands with the NY Harbor School and to secure apprenticeships with four Staten Island maritime companies for McKee High School students. NYCEDC is working with the New Jersey Department of Transportation to analyze new gray-water discharge regulations and the need for additional pump-out locations. And in partnership with the Army Corps and other key stakeholders, NYCEDC is working to find new ways to manage dredged material that is cost-effective and has environmental and community benefits.

## GOAL: Improve Water Quality

### 2011 Commitments: 4 Total Projects

- 4 Projects On Schedule for Completion

### Actions for 2011

#### Enhance and improve drainage in acquiring new Bluebelts and improving storm sewers in waterfront neighborhoods; and investment of \$140 million

**Mid-Island Bluebelt:** Negotiate acquisition of 123 acres at New Creek, South Beach, and Oakwood Beach for Mid-Island Bluebelt, a natural drainage corridor that transports, stores and filters Stormwater (DEP)

● ON SCHEDULE

## GOAL: Improve Water Quality continued

### Implement \$180 million of green infrastructure projects that capture stormwater runoff and reduce Combined Sewer Overflows (CSOs)

Complete construction and monitor green infrastructure pilot projects that promote efficient rainwater capture:

- Bronx, Brooklyn and Queens: Monitor effectiveness of constructed “blue roof” pilot projects to minimize runoff impacts;
- Brooklyn and Queens: Complete construction and install permeable pavement pilot projects at municipal parking lots;
- Queens: Monitor stormwater capture tree pits and street design pilot projects;
- Queens: Transform the North and South Conduit Avenues median into a natural water filter and bio-retention area (DEP)

● ON SCHEDULE

Capture the first inch of rainfall on 10% of impervious areas in combined sewer watersheds over 20 years by implementing green infrastructure in capital projects (DEP)

● ON SCHEDULE

### Invest \$650 million to build cost-effective gray infrastructure that captures and manages Combined Sewer Overflows

Paerdegat Basin, Brooklyn and Alley Creek and Flushing Creek, Queens: Complete new CSO storage facilities (DEP)

● ON SCHEDULE

### Project Highlights

In the last six months, DEP completed new CSO storage facilities at Paerdegat Basin and Alley Creek, which will eliminate over 1.4 billion gallons of discharge per year collectively from entering the Harbor. In May, DEP also achieved Clean Water Act secondary treatment standards for the Newtown Creek Wastewater Treatment Plant, a goal attained two years ahead of schedule. For the first time since the standards were established in 1972, all 14 of the City's Waste Water Treatment Plants will have been individually certified for meeting these standards.

DEP and New York State Department of Environmental Conservation reached a draft CSO consent order agreement in October to improve harbor water quality by implementing green infrastructure systems on 10 percent of impervious surfaces in combined sewer drainage areas over the next 20 years. This agreement will result in an estimated \$2.4 billion public and private investment in green infrastructure over 20 years, and over \$1.6 billion in grey infrastructure investments to reduce CSOs.

Also in October, Mayor Bloomberg entered into an agreement with the Department of the Interior, and the National Park Service to form a joint planning process that will create a new, unified governing model for the 10,000 acres of publicly-owned land surrounding Jamaica Bay. Related to this effort, the EPA, at the City's request, designated Jamaica Bay as a “No Discharge Zone,” which prohibits boats from discharging sewage into the bay.

## GOAL: Restore the Natural Waterfront

### 2011 Commitments: 2 Total Projects

- 2 Projects Completed

### Actions for 2011

#### Implement \$50 million in waterfront ecological restoration projects

Fresh Creek: Pilot study of ribbed mussel beds, evaluating nutrient filtration and pollutants (DEP)

● COMPLETED

Breezy Point Tip: Study the feasibility of planting 3,000 eelgrass plants; if successful, begin larger-scale planting (DEP)

● COMPLETED

### Project Highlights



Fresh Creek, Brooklyn Mussel Bed pilot project

Construction of the Fresh Creek mussel bed pilot was completed in August. The two-year study will evaluate the extent to which ribbed mussels contribute to nutrient removal, the densities necessary to address urban pollution and nutrient problems, and the costs associated with achieving various levels of water quality improvement. DEP will monitor the mussel-encrusted panels for differences in water quality both up-current and down-current of the pilot project to estimate the total filtering capacity of the mussels and evaluate the potential larger-scale projects in the future.

In October, DEP expanded its eelgrass project by planting an additional 8,000 eelgrass plants in Jamaica Bay near Breezy Point. The spring 2011 plantings indicate that the water quality in the planting areas is capable of supporting eelgrass, but they ultimately did not survive because of shifting sediment. After this current planting, a biweekly monitoring effort will commence to follow the health of the eelgrass, the ambient water conditions, and the impact of local wildlife on the project. Until recently, the water quality in the bay made it impossible for eel grass to survive, but years of investments in upgrading wastewater treatment make the reintroduction of eelgrass now possible.

## GOAL: Enhance the Blue Network

### 2011 Commitments: 7 Total Projects

- 4 Projects Completed
- 1 Project Progressing with Delays
- 2 Projects On Schedule for Completion

### Actions for 2011

#### Expand and Improve NYC Water Trail

Manhattanville: Activate West Harlem Piers Park's excursion boat pier and ferry barge (NYCEDC)

● COMPLETED

#### Pilot inter-borough commuter ferry service

Test Feasibility of commuter ferry service on the East River Connecting Brooklyn and Queens with Manhattan (NYCEDC)

● COMPLETED

Coney Island: Complete Coney Island Ferry Study to determine feasibility of ferry service (NYCEDC)

#### Enhance monitoring and improve public awareness of water quality standards, current conditions, and suitable areas

Install new CSO outfall signs, enhance CSO website notification, and increase water quality sampling sites (DEP)

● ON SCHEDULE

Develop comprehensive water use, navigation, and access policy (Mayor's Office / DEP / DOHMH / DPR / DCP / NYCEDC)

● PROGRESSING WITH DELAYS

#### Capture the update of NYC Waterborne Emergency Evacuation Plan

Develop procedures to coordinate real-time support for maritime evacuation including ferry routes and landings, crowd control, enhanced mass transit service, and public information (OEM)

● COMPLETED

Support waterfront infrastructure projects that increase capability for emergency evacuations and disaster logistics

● ON SCHEDULE

### Project Highlights



Construction of N. 6th, Williamsburg Ferry Landing

In June, the City launched the East River Ferry Pilot, connecting waterfront communities in Queens, Brooklyn, and Manhattan. The new ferry service operates seven days a week, year-round, providing convenient transportation between Manhattan's Central Business Districts and residential communities along the Queens and Brooklyn waterfronts. Within the first five months of service, the East River Ferry Pilot exceeded its annual ridership projection with nearly 450,000 passengers, an average of 22,642 riders per week.

Additionally, OEM completed the Maritime Emergency Evacuation Plan in July. The Plan identifies available sites for emergency maritime evacuations, and describes a process to coordinate support for an immediate and unexpected surge in demand for maritime transit during emergency events.

## GOAL: Improve Governmental Oversight

### 2011 Commitments: 2 Total Projects

- 1 Project On Schedule for Completion
- 1 Project Progressing with Delays

### Actions for 2011

#### Reform governmental regulation of the waterfront and waterways

Establish In-Water Permitting Task Force to focus on developing permitting guidance documents, written mitigation policies and standards, a "one-stop-shop" for in-water permitting, and a training program for applicants (NYCEDC)

● ON SCHEDULE

Establish In-Water Design Guidelines Task Force to focus on design and construction practices and develop guidelines that minimize environmental impact, ensure structural resiliency of in-water structures, and accommodate vessel tie-up (NYCEDC)

● PROGRESSING WITH DELAYS

### Project Highlights

In July, NYCEDC kicked-off the In-Water Permitting Reform Task Force, which will develop recommendations for a more efficient and clear process for applicants navigating federal, state, and local permitting regulations. NYCEDC is currently gathering the information and resources needed to develop a one-stop-shop for permitting assistance.

NYCEDC is also currently pursuing funding to support the efforts of a future In-Water Design Guidelines task force that would work on design guidelines.

## GOAL: Increase Climate Resilience

### 2011 Commitments: 1 Total Project

- 1 Project Completed

### Actions for 2011

#### Increase the City's resilience to climate change and rising sea levels

Establish a strategic planning process for climate resilience by updating PlaNYC (Mayor's Office)

● COMPLETED

### Project Highlights

In April 2011 the Mayor's Office updated PlaNYC and significantly expanded the Climate Change chapter so that it now includes 11 initiatives and 23 milestones directly designed to increase the resilience of the city's communities, natural systems, and infrastructure to climate risks. Key waterfront-related initiatives include partnering with FEMA to update the city's Flood Insurance Rate Maps; updating building codes and regulations; protecting critical infrastructure; and evaluating citywide coastal protective measures.



The New York City Economic Development Corporation created the Waterfront Action Agenda in collaboration with the Mayor's Office, Department of City Planning, Department of Parks & Recreation, Department of Environmental Protection, Office of Emergency Management, and Department of Housing Preservation and Development.



New York City Economic Development Corporation

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