A REDEVELOPMENT PLAN FOR THE HASTINGS-ON-HUDSON WATERFRONT

FALL 2001

Sponsored by:
Westchester Community Foundation
NYS Department of State
ARCO Environmental Remediation LLC

Organized by:
Regional Plan Association
Village of Hastings-on-Hudson

1. Introduction and Overview of the Project

In May of 2000, Regional Plan Association (RPA), was asked by the Village of Hastings-on-Hudson and ARCO Environmental Remediation Limited (AERL) to design and implement a community-based planning process to produce a land use plan for the Hastings waterfront. The land use plan has the following purposes:

- To build community consensus regarding a vision for the future of the Hastings waterfront.
- To assist in the completion of that portion of the Local Waterfront Revitalization Program (LWRP) that addresses proposed land uses.
- To assist in determining the remedial solutions that may be applied to the site.
- To recommend implementation strategies for the redevelopment of the waterfront.

The process was managed by a Steering Committee made up of the Mayor, the Village Manager, a Village Trustee, the chair of the LWRP Steering Committee, a member of Hastings Waterfront Watch (a local citizens' group), the Village's Planning Consultant, three representatives of AERL, RPA, and a representative of the New York Department of State Division of Coastal Resources.

The committee provided on-going direction to RPA and the consultant team, critiqued documents as they were generated and generally provided a forum for dialogue between the Village government, Village stakeholders, AERL, and state agencies. The project was funded by the New York Department of State, AERL, and the Westchester Community Foundation.

The starting point was the "waterfront planning principles," that the community developed through the LWRP process that began in November 1997. The principles became an essential part of the planning document, "A Community Vision for Comprehensive Planning and Strategic Action Plan" that was accepted by the Village Board in 1999.

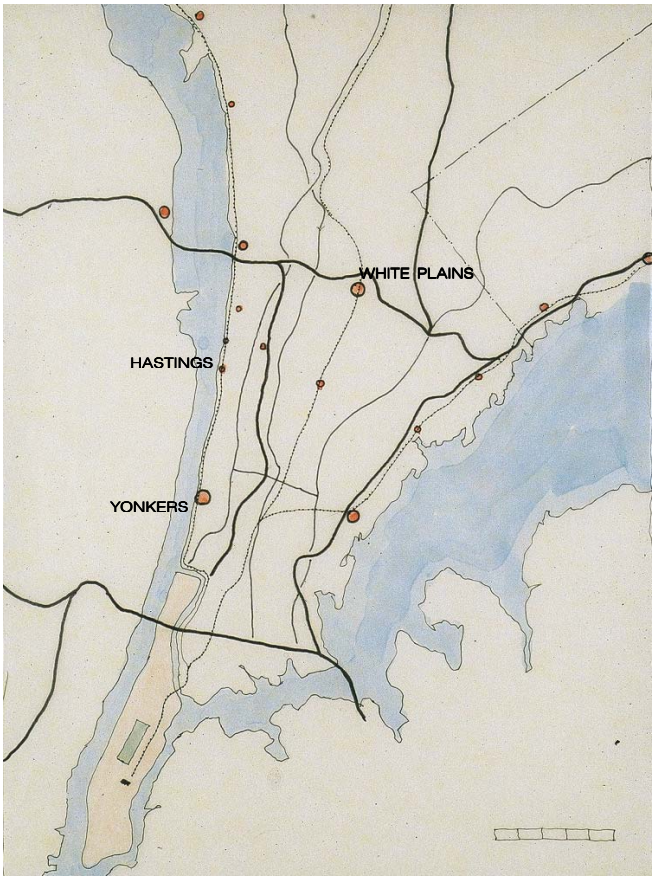


figure 1: regional location

HASTINGS WATERFRONT PLANNING PRINCIPLES

Promote Mixed-Use Development:
New development in the Waterfront District should be a balanced mix of residential, recreational, and appropriate water-enhanced commercial activities that are complementary to the downtown.

Preserve Views:
Visibility of the Hudson River is important and building design must provide for open-view corridors. Structures and plantings should not wall off the river; some west views should be open even at street level; special attention should be given to the most public views.

Provide Public Access:
The waterfront should be open to the public, with full pedestrian access from north to south and a broad plaza connecting the existing village core and the river.

Preserve Historic Character:
Careful consideration should be given to the preservation of historic elements on the waterfront. Items such as the water tower and portions of selected brick structures should be woven into the planning of any future development.

Insure Viable and Sustainable Development:
The development should be economically self-sustaining—there should be no negative fiscal impact on the Village.

Create a Pedestrian Friendly Environment:
Vehicular traffic, especially commercial traffic, should not dominate the waterfront. Ensure pedestrian access and connection to the village pedestrian network.

Integrate New Development:
The waterfront west of the Metro North tracks should be an integral part of the village, and requires public streets and adequate provision for north-south vehicular circulation with appropriate east-west crossroads. Planning for the waterfront should be coordinated with that of the business district and the rest of the Village to ensure integration.

An important criterion was that the plan be economically feasible. Non-revenue producing uses such as park land and public amenities are viewed by the community as the most essential parts of the plan. In order to avoid a situation in which the scale of development is driven by the need to subsidize these public uses, we have provided an order of magnitude analysis (see discussion of fiscal impacts below) that assumes a significant public contribution.

We have also provided an analysis of the impacts of this plan on taxes, the school system and traffic. It must be pointed out that these impact analyses are preliminary and are for the purposes of dimensioning the problem and identifying obstacles that would be impossible to overcome. As the planning process moves forward, more detailed studies will be required. Also, the impacts of waterfront development must be understood in the overall context of the village and the cumulative impacts of other developments.

The essential information about this project is summarized within this report. However, there are also a number of documents generated during the project that are appended to this report. This includes the Briefing Book for the workshop, the market study by Abeles Phillips Preiss & Shapiro, Inc., a more detailed cost analysis for the development pro-forma and other miscellaneous documents and research.

This project builds upon the many excellent efforts that have come before. The Acknowledgements identify those many individuals who have been directly involved in this most recent effort. Over the years, hundreds of Hastings residents have worked on the planning of the waterfront and ultimately the entire Village will take both the credit and the responsibility for the final outcome. For this reason, the land use plan should provide a "road map" for the residents of the Village that may yet take many years to complete. We would suggest that in the spirit of this effort, it is essential that the implementation of the waterfront plan should continue as an open and public process that engages as many citizens as possible.

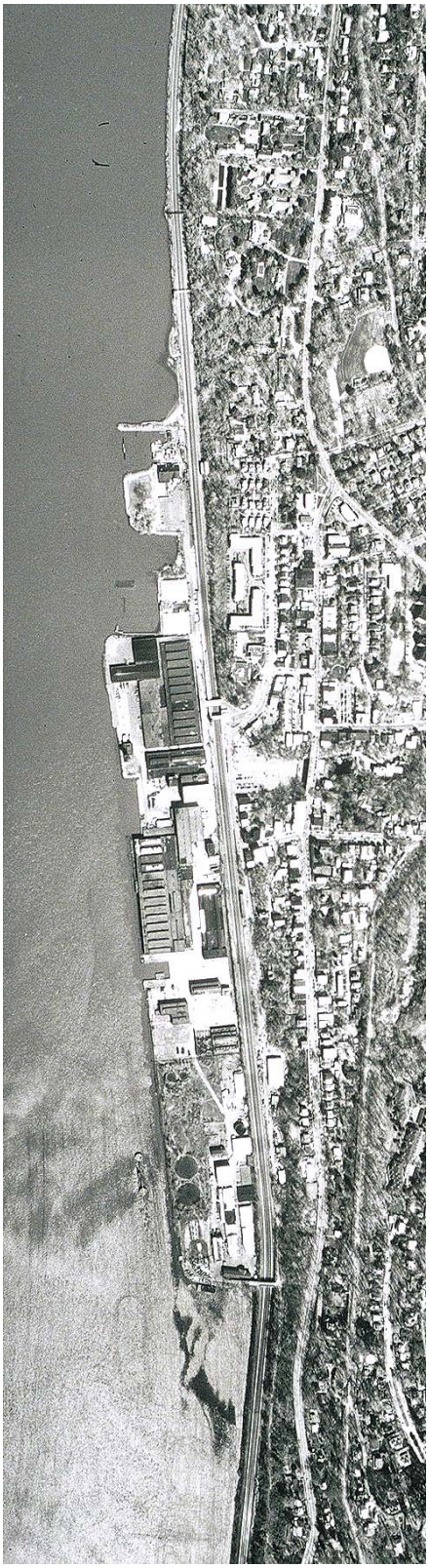


figure 2: aerial photograph

2. Major components of the Project:

Base Research

RPA reviewed the many reports and plans which preceded this effort. These were consolidated and summarized into a number of reports and diagrams.

Planning Framework

The planning principles, the base research, as well as new observations about the Village context and the site were summarized into a series of planning framework diagrams (see Briefing Book). These diagrams describe the essential constraints and opportunities that should guide future waterfront development. The most essential of these diagrams are reproduced below.

Market Research

The planning and real estate consulting firm of Abeles Phillips Preiss & Shapiro, Inc. was retained to screen the extensive list of potential waterfront uses identified by the community through the LWRP process. The screening used the usual market factors such as profitability and risk as well as other factors such as the impact of different uses on the fiscal health of the community, the traffic and environmental impacts of different uses, and the interest of the community in creating a dynamic and mixed-use environment on the waterfront.

Outreach

Community outreach was a centerpiece of this effort. In addition to the significant public participation efforts that preceded this project, the major dimensions of the outreach effort included the following:

- Three meetings of an Advisory Committee (approximately 60 persons) including representatives of Hastings-based community organizations as well as Westchester County and New York State agencies and organizations, and greater Hudson Valley stake-holders.
- Two village-wide newsletters.
- A public service announcement on the local cable television channel,
- Media coverage in both local newspapers the *Rivertowns Enterprise, the Journal News* as well as the Westchester section of the *New York Times*.
- Two community design workshops, each attended by approximately 150 residents (see description below)
- A village-wide mailing of the plan and other key findings of this effort.
- A final public presentation attended by approximately 100 residents.
- Video broadcast of all public events on the local community access cable television station.
- Village Web Site with information about the process and the plans.

Cost Analysis and Feasibility

RPA estimated the capital costs and ongoing maintenance and operation costs for the proposal and researched the potential sources of funding, including developer contributions, revenues from county, state and federal public sources and from not-for-profit sources. The results of this analysis are summarized below and presented in detail in the appended report.

Traffic Analysis

The firm of Allee King Rosen and Fleming, Inc., which had been previously retained to study traffic conditions in the village for the LWRP, was asked to do a preliminary traffic analysis of the proposed plan. This was complemented by a transit analysis by Jeffrey Zupan, Senior Fellow for Transportation at RPA. This is summarized below.

3. Planning Framework

3.a Overall Planning Framework

Village planning documents made it clear that the waterfront should be developed in such a way that it is an integrated extension of the existing Village core, centered around the train station. New residential development on the waterfront should not create a separate enclave, but rather another neighborhood, comparable in scale to other neighborhoods in Hastings, and with the same positive relationship to the downtown and the Village as a whole. (figure 3)

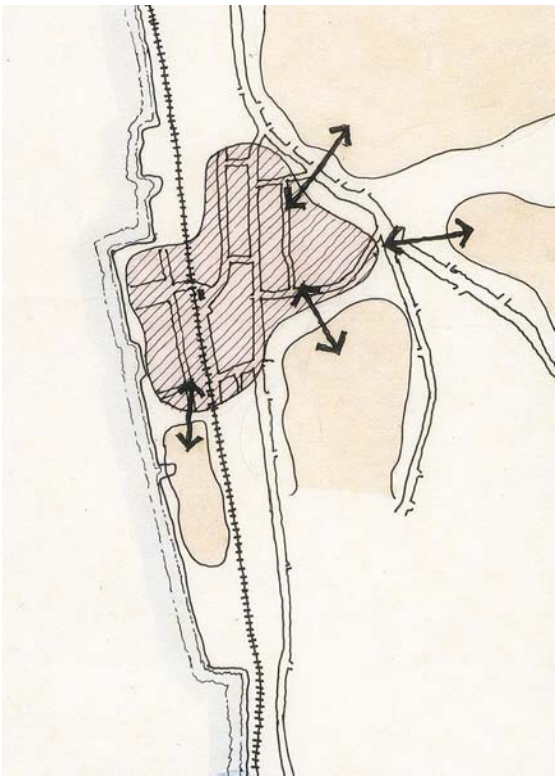


figure 3: waterfront as extension of village

figure 4: waterfront and village open spaces

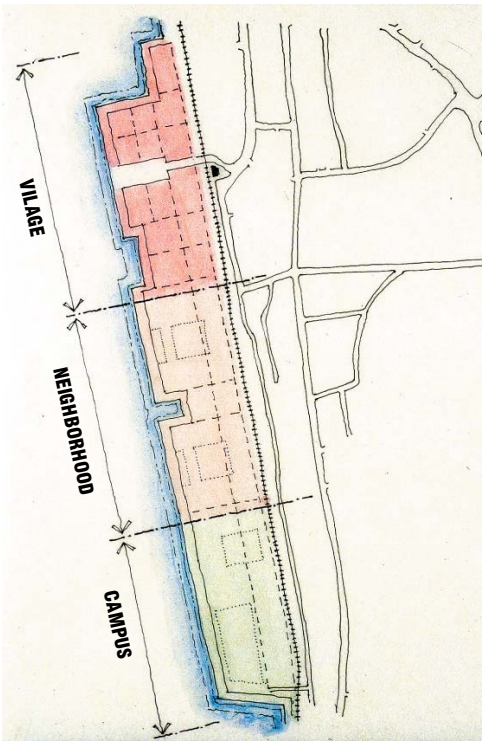


figure 5: village, neighborhood, campus

3.b Village, Neighborhood, Campus

The relationship of the Village to the waterfront changes along its length: the north is the most accessible, the most public and the most intimately connected with the Village center; the south is the most private and least accessible. This fact, as well as the existing land ownership patterns, suggests a roughly tripartite organization for the site. (figure 5)

Village: the north end

- The north end would be an extension of the existing Village "downtown" with a similar density and mixed-use character.
- Uses would range from housing above offices and stores to civic uses such as a performance or exhibition space.
- A "village green" or "town square" would be part of the connection to the existing downtown and to the waterfront.
- Ideally, multiple entities would be involved in developing this portion of the site to promote the kind of variety found in the existing downtown.

Neighborhood: the center

- A residential area that would not be a separate enclave, but rather another neighborhood, comparable in scale to other neighborhoods in Hastings, and with the same positive relationship to the downtown and the village as a whole, would be located to the south of the more densely developed "Village."
- The design of the housing would include semi-public spaces that would in turn be linked to a larger system of open spaces connecting the entire waterfront.
- A single entity would probably develop this portion of the site, but instituting design controls would ensure a Hastings neighborhood character.

Campus: the south end

- The south end is the best location for a major park with active recreation.
- Institutional uses, such as the branch of a school, a river institute or a continuing care facility, would be most appropriate here. This is in keeping with the relatively private and inaccessible nature of this end of the waterfront.
- The south end could also be a setting, like that of a college campus, that contains a variety of semi-private and private open spaces. These private and semi-private spaces would nevertheless be linked to the larger system of open spaces connecting the entire waterfront.

3.c Major Issues for Future development

Many issues need to be considered prior to developing a conceptual plan: (figure 6)

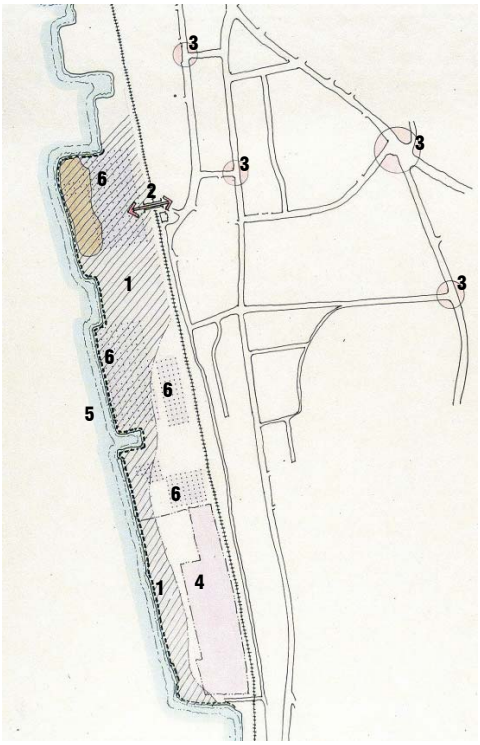


figure 6: site constraints

1. 100 year flood plain

Most of the site is below the 100 year flood plain. Regulations require that the lowest floor of any residential structure, including basement or cellar, be at or above this elevation. New construction and substantial improvements of any commercial, industrial or other nonresidential structure, together with attendant utility and sanitary facilities, must either have the lowest floor, including basement or cellar, elevated to or above the base flood elevation or be flood-proofed so that the structure is watertight below the base flood level. Insurance and flood proofing costs often prohibit building below the flood level. Therefore any new developments may require raising the site two to four feet with clean fill (see discussion of Contamination Issues).

2. Limited access

At present, automobile and pedestrian access is limited to the Dock Street Bridge and the pedestrian bridge at the train station. The Zinsser Bridge, at the south end of the waterfront, is owned by Metro North, leased by Uhlich Color Company and is in a poor state of repair. Any significant redevelopment will require improvements at the Dock Street bridge and the ramps connecting to it, new pedestrian bridges, improvement of the Zinsser Bridge and possibly a new connection to Warburton Avenue (see discussion of Traffic Impacts below).

3. Traffic

A number of intersections in the downtown and its vicinity are at marginal levels of service and may be impacted by future development. Mitigation of these impacts will burden future development (see discussion of traffic impacts below).

4. Site Control and Phasing

While a single owner (ARCO) is in control of the northern two-thirds of the site, a long-term plan must incorporate the two parcels at the southern end of the site owned by Exxon-Mobil and Uhlich Color Company. The Exxon-Mobil and Uhlich parcels are subject to a similar remediation process as the ARCO property, but without the necessity of removing PCB's. Uhlich Color Company has expressed its intention to move its current operations to another site and possibly put the property on the market.

5. Bulkheads

The existing bulkheads must be repaired or re-built and then maintained. Some of this work may be accomplished as part of environmental remediation (see discussion of Contamination Issues). Long term maintenance of waterfront bulkheads is expensive.

figure 7: existing edge of waterfront looking north

6. Existing Foundations

Most of the existing buildings will be demolished either because they cannot be salvaged, because they are unsuitable for the new uses contemplated for the waterfront, or because of environmental remediation. Nevertheless, the slabs-on-grade and the many piles that support them may remain. While these slabs and piles may be reusable in part to support new construction, they may also interfere with new construction and utility lines. They would be expensive to remove and may be difficult to remove without disturbing contaminated soil. The proposed plan suggests re-using some of the buildings, but does not depend upon their re-use.

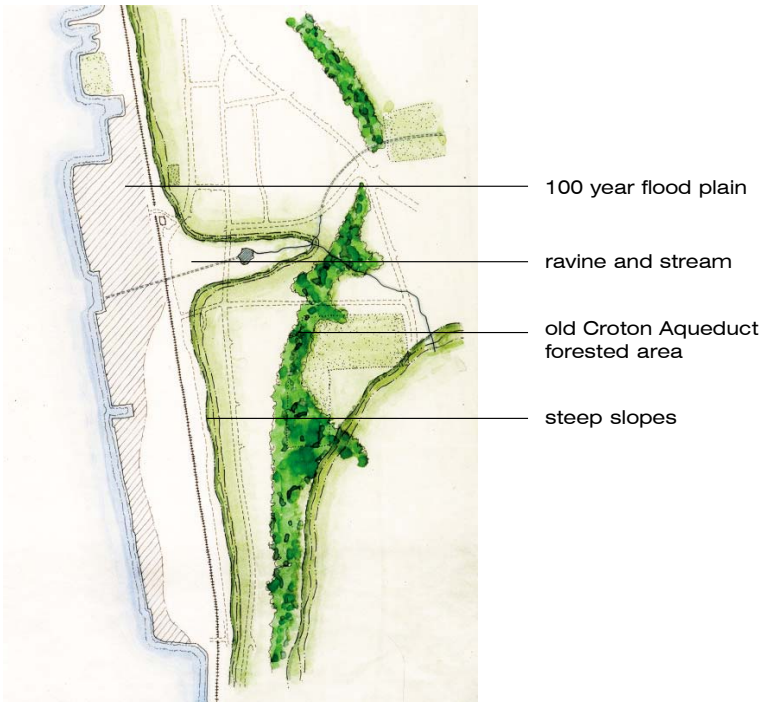


figure 8: natural resources

3.d Environmental Contamination Issues.

The site is heavily contaminated. For the purposes of this study, it was a working assumption that the site would be cleaned up to levels that would support the uses proposed. In addition, the long-term use of the site may be constrained even after a cleanup plan is agreed to and implemented. These constraints might include institutional controls such as restrictions on digging new trenches for new utilities or foundations.

Portions of the Hastings waterfront contain varying levels of PCBs, heavy metals, PAHs, petroleum, and other chemicals. The New York State Department of Environmental Conservation (DEC) is now determining what kind of cleanup to require for the three properties. The proposed remedial action plan (PRAP) for the northern portion of the site, which is now owned by ARCO Environmental Remediation L.L.C. (AERL), is expected to be issued in early 2002. Separately, DEC is now preparing a PRAP for the Mobil/Uhlich parcels (which are being considered together). Yet another PRAP will cover contaminated sediment in the Hudson River off the northwest portion of the site. DEC expects to release that plan in early 2002

AERL is currently replacing the existing bulkhead along a portion of the site. As part of the remedy, DEC may require replacement of the bulkhead along other portions of the site as well.

DEC is considering several possible approaches to the cleanup of the sites. These include excavation of fill material to various depths; capping with clean fill; capping with impervious material such as asphalt; and others. For the Mobil/Uhlich site, groundwater treatment of volatile contaminants is also being considered.

For all the sites, the selection of the final remedies will be based on the regulations that govern remediation of contaminated sites in New York State. By law, every cleanup must be designed to protect human health and the environment. State groundwater quality standards and soil cleanup objectives are also considered. The future use and design of the property does not in itself determine which remedies will ultimately be selected, but any cleanup must be protective for the range of reasonably anticipated reuses. For the purposes of this study, no possible future uses were discounted because of the contamination of the site.

However, the remediation strategy that is ultimately chosen will have some repercussions on the future development of the site. For the purposes of this study, the following issues are relevant:

Bulkhead – Additional sections of the existing bulkhead may have to be replaced as part of the remediation. The new bulkhead should accommodate proposed new land and water uses of the waterfront. The bulkhead may have to be maintained in perpetuity as part of the remediation strategy. For purposes of this study, this capital investment as well as the on-going maintenance of the bulkhead were not factored into the development pro-forma for the ARCO site. It was included for the Mobil/Uhlich site.

Piles – Due to the structural characteristics of the existing fill, new buildings will have to rely on piles for support. The proposal assumes that new piles are feasible and would not create extraordinary costs.

Clean fill and site stabilization – Since much of the site is three to four feet below the 100-year floodplain, fill may have to be brought in to raise the ground surface above the floodplain as part of the redevelopment of the site. Additionally, new, clean soil or other capping technology is likely to be mandated as part of the cleanup of the site. Provisions for management of stormwater may also be part of the remediation. For purposes of this effort, RPA assumed that the developer will have to bring in an additional two feet of fill to raise the ground surface above the 100-year floodplain and that the developer would pay for site drainage.

Subsurface construction – Because of the floodplain elevation and the structural condition of the fill, subsurface construction (such as parking garages and foundations for buildings) may not be possible. Additionally, any subsurface work (such as the installation of utility lines) will have to take into consideration whether contamination remains, and if so whether special designs and construction techniques are necessary. The waterfront concept plan assumes no subsurface construction would be possible.

3.e Summary of Major Opportunities

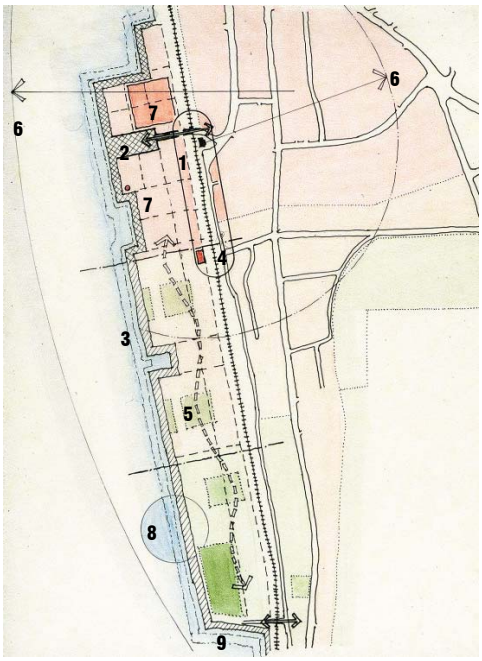


figure 9: major opportunities

In addition to the overall tripartite strategy *(Village, Neighborhood, Campus)*, all proposals for the site must respond to certain issues and opportunities which can be considered the "givens":

1. The immediate train station area is the primary linkage between new development and the existing downtown.

2. A "Village Square" or "green" needs to be part of the connection from the Village to the waterfront.

3. There is continuous access to the waterfront. A more intensive multi-use esplanade is appropriate at the "Village" (northern) portion of the site.

4. The development must be oriented to the village as well as to the water.

5. A system of public spaces and private open spaces to which there are varying degrees of visual and physical access should link the entire site.

6. Views from the Village are important in terms of the scale and character of development and to maximize visual access to the Hudson River valley. Some of the most important of these include the views form the Warburton Bridge, from the Southside Avenue approach to the train station and from the Fulton Park adjacent to the library. These views would be adversley impacted by buildings that are too high or with unattractive roof-scapes. Views from the river back to the Village are also very important and need to be considered.

7. The existing water tower and Building #2 (former headquarters building) should be incorporated into the plan. It may be possible to re-use portions of Buildings #52, #53 and #54.

8. There is a deep-water port at the south end of the site with cluster piers that are disconnected from the shore. Reconnecting the piers to the shore with a new bridge would allow for the docking of large-draft vessels and an opportunity to create a recreational pier.

9. Pedestrian linkages beyond the site should be made to a possible Hudson River trail extending to the north and south and to the Village trailway system.

figure 10: view from Warburton Bridge

figure 11: view from Southside Avenue

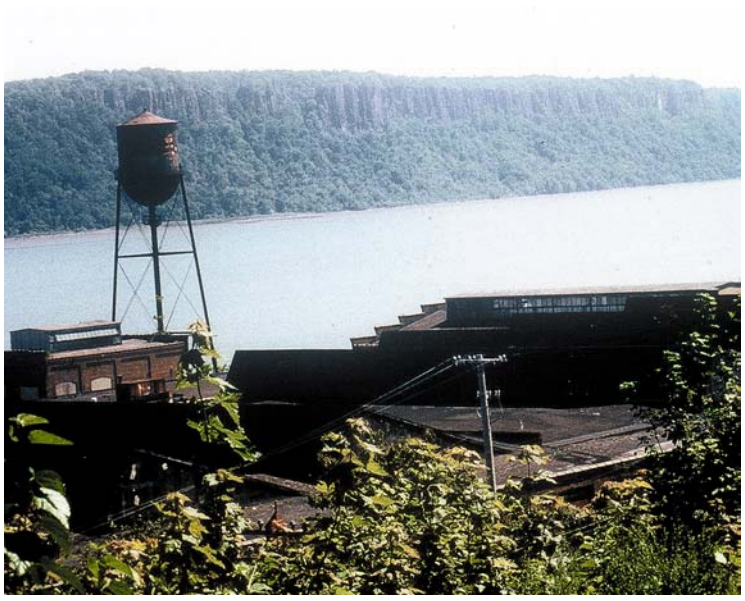


figure 12: view from Fulton Park

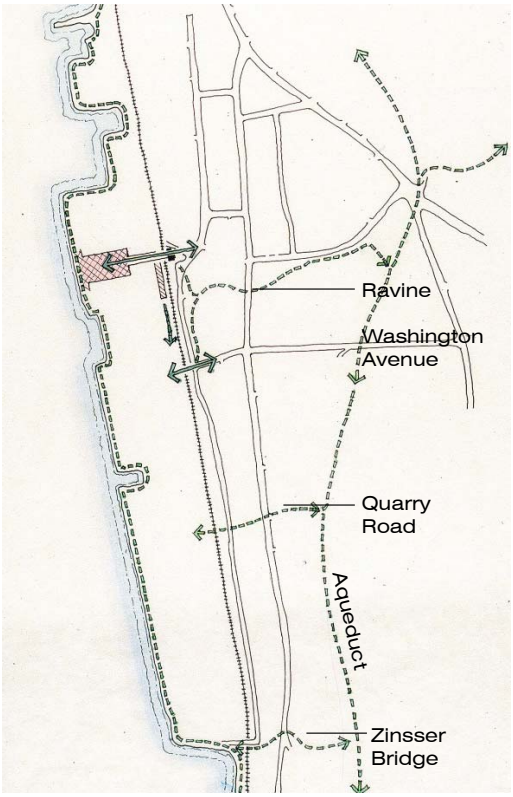


figure 13: pedestrian linkage

figure 14: aerial photograph looking south

4. Market Study

Market considerations are a factor in the decision-making for future uses of the waterfront. The uses were screened in terms of market criteria such as demand, market sustainability, profitability, risk and ability to generate cross subsidies for site amenities and important non-revenue producing uses. However the screening was also in terms of programmatic factors (design, location bias, size), impact factors (impacts on traffic, fiscal, village services) and most importantly, planning goals: does the use promote public enjoyment of the waterfront, extend and bolster downtown, protect and enhance views, and promote affordable housing and other community amenities.

The success of the total project is contingent upon creating something more than a monolithic residential or institutional or park or commercial complex walled off from the community by the railroad. Market factors are thus an important consideration to what uses are part of the eventual redeveloped waterfront.

Over 100 potential uses were raised for consideration. These were grouped into approximately 15 use categories. For each of these categories (1) a market/site suitability and (2) cursory impact/planning analysis was prepared. Our conclusion was that, from a market perspective and independent of the desire to subsidize uses for their own sake, the 15 uses could be grouped as follows:

Profitable uses that can be counted upon to generate significant cross-subsidies for site improvements and amenities:

Midrise housing
Townhouse housing
Senior housing/assisted living

Break-even or high-risk uses that cannot be counted upon to generate significant cross-subsidies for site improvements or amenities, but which may be useful in order to create a mixed-use environment.

Retail
Offices
Inn

Non-profitable uses that would require some sort of subsidy to locate on the site, but which may be useful as "loss-leaders" for other uses (indicated in parentheses); that is, uses that are themselves non profitable but support other uses by increasing visitation to the site.

Live/work space for artists and others
Outdoor sales (retail, park)
Inn (retail)
Boutique industry (retail)
Private recreation/health club (retail or housing, depending on the use)
Theaters (retail)
Excursion boats (retail)
Museum/institute (retail)

Other non-profitable uses that would enliven the site, in general, but are not needed as loss-leaders, per se:

Conference center
Marina
Boat launch
Ferries and water taxis
Indoor play space

Note that housing may be the economic engine for the site's development: the more housing units that are built, the more revenue may be available for amenities, acquisition, etc. In fact, the housing requires few if any loss-leaders. The waterfront and its adjoining promenades and parkland provide ample amenities already. This waterfront site does not have market resistance due to the overall value of housing in its adjoining upland community (as, for example, in downtown Yonkers), or due to the absence of a housing market (as, for example, Battery Park City in its early years).

Note, instead, that most of the loss-leaders are in the retail sector. The Hastings waterfront is isolated from highways, and has significant competition for regional retail expenditures, including existing and prospective waterfront developments to the north and south. Local residents would have to drive through the existing downtown to get to the waterfront. Therefore, the Hastings waterfront has to offer some inducement more than views if it is to have more than a collection of a half-dozen restaurants and idiosyncratic stores. The questions are therefore (1) whether it is worth pumping up the retail, and (2) if so, with what package of loss-leaders.

Finally, note that a number of uses that are otherwise viewed as profitable may be so, but are based on entrepreneur, not conventional development deals. Restaurants, inns, a conference center, private recreation facilities, and, at this location, even offices would not be bankable. These uses cannot be counted upon in a development scenario. The best that Hastings can do is to provide inducements for such uses, e.g., mandate some (e.g., private recreation) in connection with approvals, or provide incentives (e.g., density bonuses) for others to create a true mixed-use waterfront.

5. The Community Design Process

Community Design Workshop #1

On September 23rd and 24th, 2000, a two-day community design workshop was convened at the Hillside Elementary School. About 150 residents attended the workshop which began with a series of presentations summarizing the background research, the planning framework, and the preliminary analysis of the "test schemes" which were the platform for this design session.

In the afternoon, residents worked in focus groups (8-10 people), each group co-facilitated by a planner and a designer—a landscape architect, architect, or urban designer. There were eight focus groups that were asked to come up with a recommended plan for the entire waterfront either by critiquing the test schemes, by developing an entirely new scheme or combining elements of both approaches. At the end of the afternoon, each of the groups presented its findings.

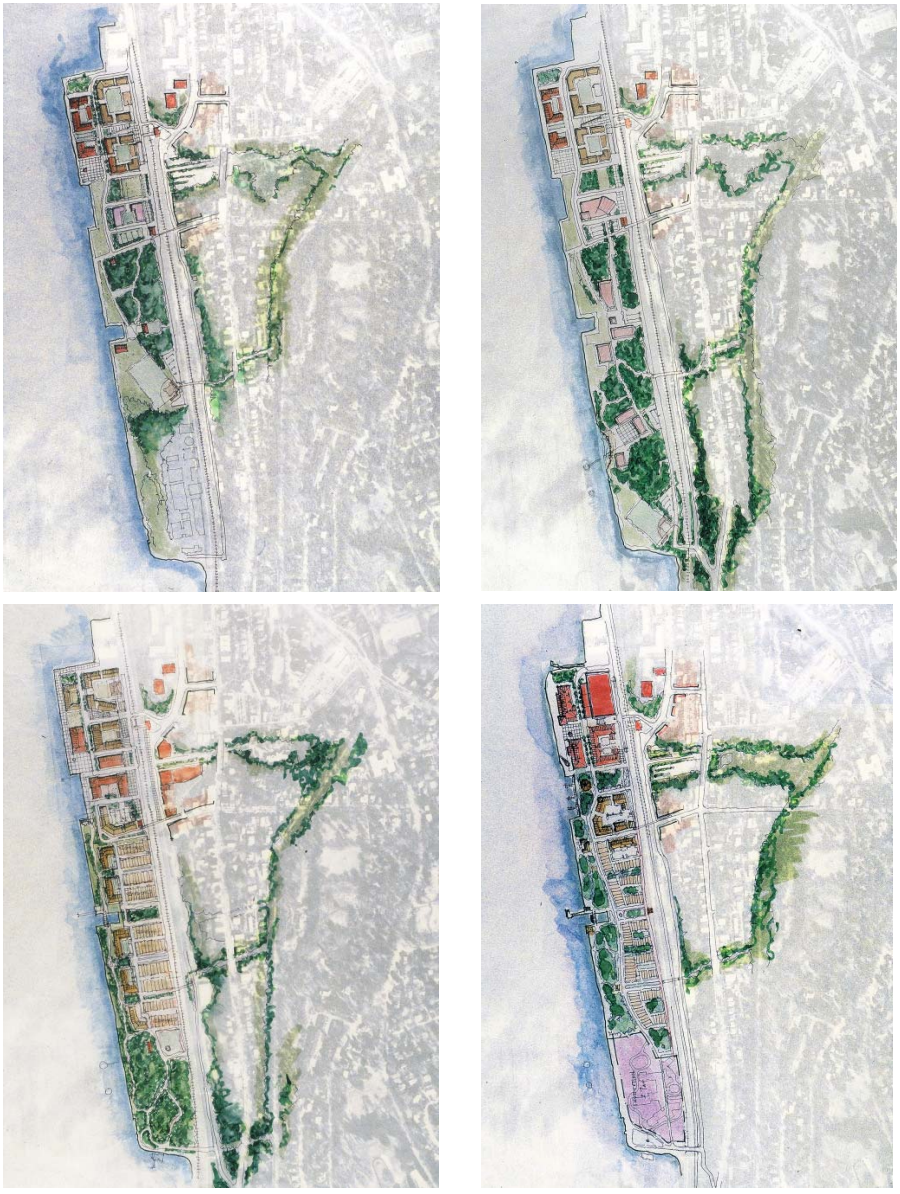


figure 15: test schemes

On Sunday, a smaller group of the design professionals synthesized the work of the focus groups into an "instant plan" and a series of planning framework diagrams dealing with land use, linkages and the road network. This was presented to approximately 150 residents and workshop participants and other residents on Sunday afternoon and was endorsed enthusiastically. The conceptual plans that emerged established essential aspects of the plan that continued to guide the subsequent phases of this project:

- The north end of the site (the so-called "village" section) is the most intensively developed and has the most eclectic mix of uses including institutional and cultural uses, retail and recreational uses, housing of various kinds including live-work units, artists lofts, and apartments over stores or professional offices as found in the existing downtown.

- The road network is reorganized around two north-south roads and a series of shorter cross-streets creating blocks that are in keeping with the scale of Hastings. Parking was not consolidated into a single large lot or parking structure but rather distributed throughout the site for the most part as on-street parking on the new roads.

- The open spaces create a continuous network through the entire site and are varied in scale and character—from a great lawn or meadow which could accommodate sports, to intimate natural trails, to hard-surface esplanades and plazas.

- Two major open spaces at the north end of the site were identified: At the center of the site opposite the ravine, is a space that was identified as a "village green:" this was seen as an extension of the ravine to the water's edge. The stream**,** which is in a culvert below the commuter parking lot on the east side of the tracks and below this section of the waterfront, was "day lighted" or restored to create a water feature in the middle of the green. The village green also marked the beginning of the larger open spaces to the south.

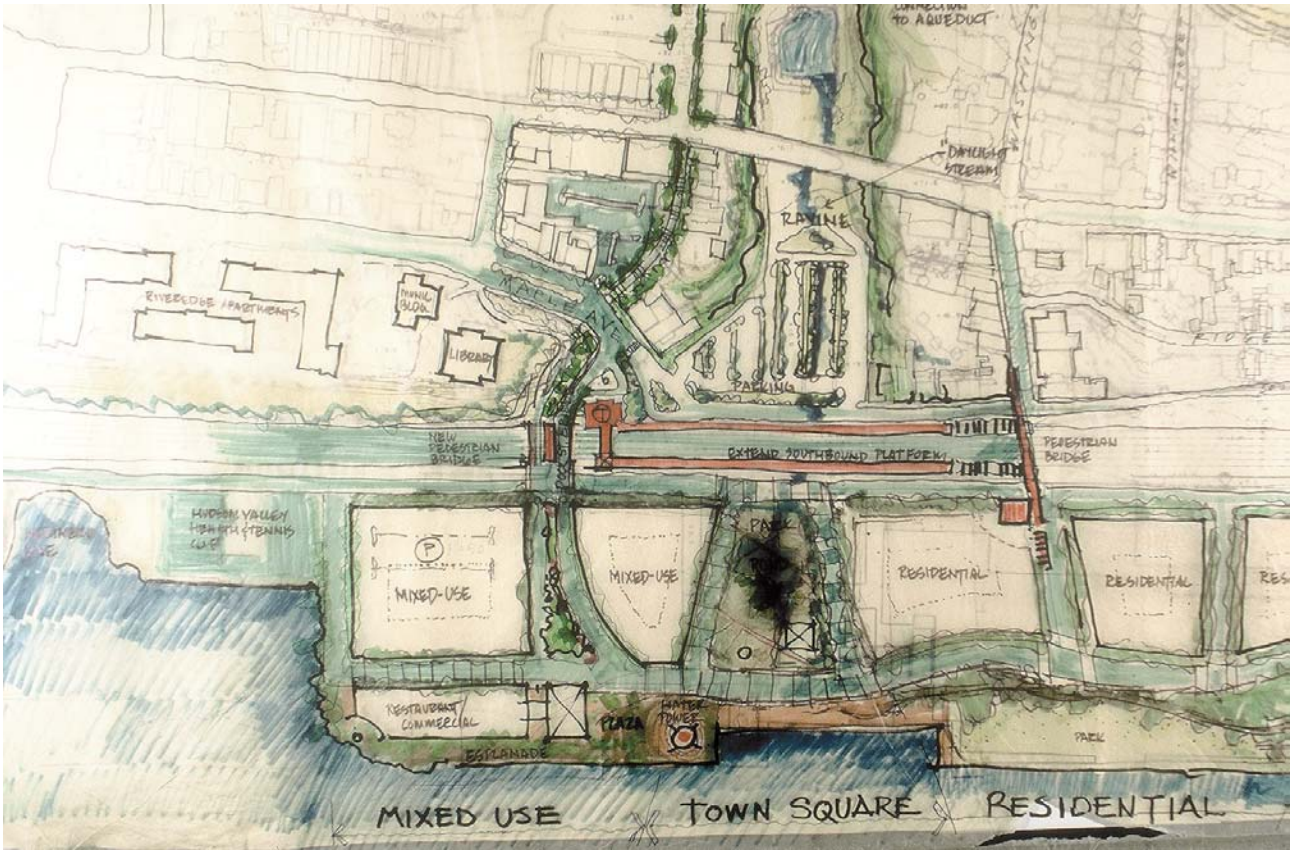


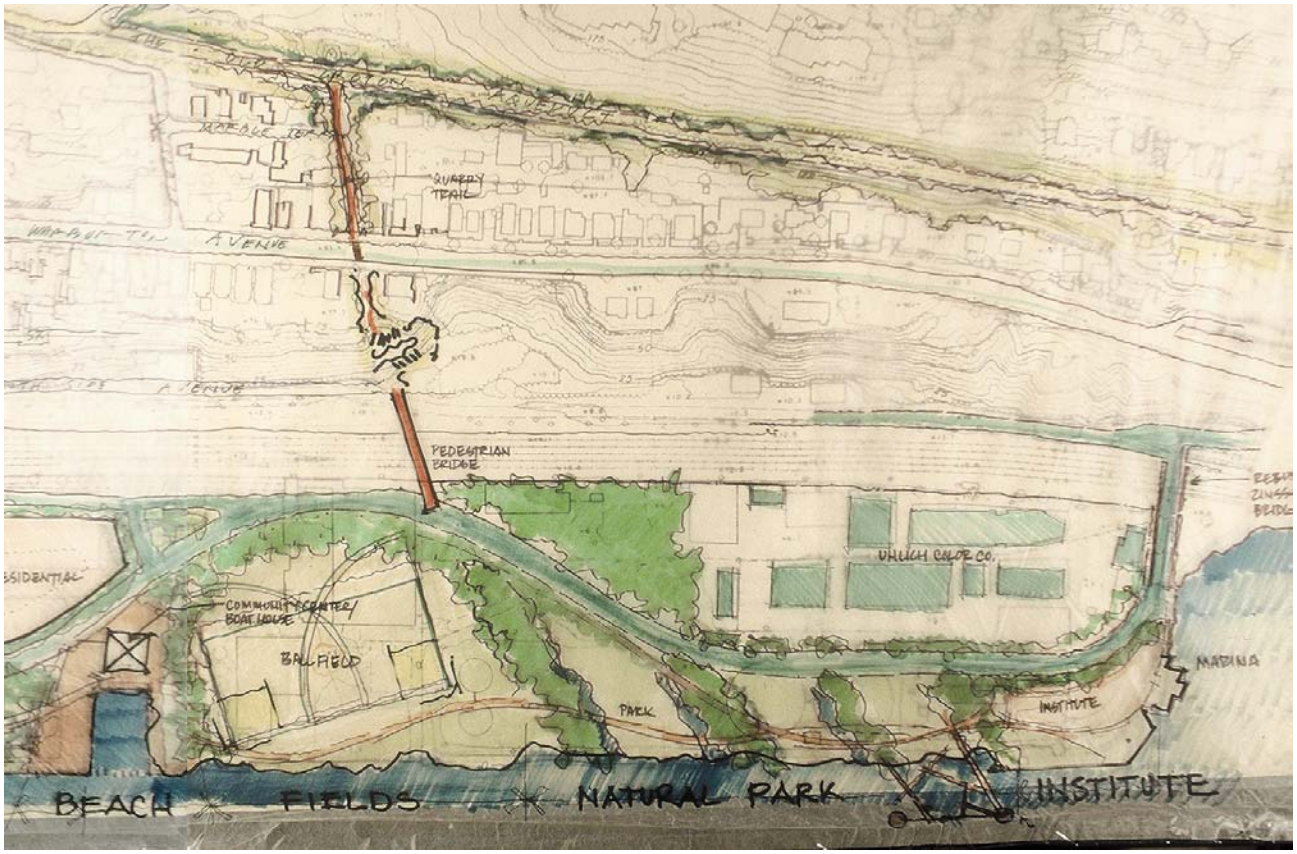
figure 16: plan from Community Design Workshop # 1

The other major open space in the north end was a waterfront plaza created by a widening of the esplanade near the water tower at the north cove. This space would be enlivened by a ferry landing, restaurants and small convention center. Other potential uses should be waterfront-related.

- Continuous waterfront access was described, although the water's edge would change along the length of the site. At the north end, a hard surface esplanade was described. South of the south inlet, the esplanade was described as more of a soft surface waterfront trail following a progressively more irregular and natural water's edge, perhaps of riprap, or even restored river habitat areas.

- Linkages between the waterfront and the village were proposed as part of the concept plan. These included: two new pedestrian bridges (one at Washington Avenue and one in the area of the Quarry right-of-way) improved pedestrian access at both the Dock Street Bridge and the re-built Zinsser Bridge; a connection through the ravine between the station area and the Old Croton Aqueduct State Historic Park; and an improved pedestrian passageway adjacent to the Steinschneider parking lot behind the stores on Warburton. This last connection functions as an extension of Main Street, across Southside Avenue to the Dock Street Bridge.

- The railroad station area was made more coherent by re-locating the southbound platform to a position opposite the northbound platform. This created a more integrated station area at the center of the site, opposite the ravine and the proposed waterfront plaza. The site would be re-graded so that the new southbound platform would be at grade. The new pedestrian bridge at Washington Avenue would join the southern ends of the two platforms.



Community Design Workshop # 2

After the first community design workshop, RPA produced a more refined and more thoroughly researched version of the "instant plan." The plan was re-drawn more accurately and RPA did preliminary research into the traffic and fiscal realities of the proposed plan. A study model was also built.

All of this material was presented to the public at the second community design workshop on October 21st, 2001. As in the first workshop, eight groups of between eight and ten people were co-facilitated by planners and designers. In this workshop, the focus groups were given specific areas on which to concentrate. These issue areas were the mixed-use program, the water's edge, open space uses and institutional uses, and included critiquing the latest iteration of the plan. The groups were asked to develop guidelines and performance criteria for their area of concentration. The ideas that came out of this workshop were incorporated into the current plan shown in figure 19 and described in the next section. The essential components of the first workshop plan, as described above, were reaffirmed.

- There was concern about the character of the central open space—the "Village Green." It was perceived as being too private and there was confusion about the relationship of this space to another large space that had been created at the foot of the Dock Street extension into the waterfront. In the current plan these concerns have been addressed: the former "Village Green" is now the "Waterfront Plaza"—a somewhat smaller space which culminates at the river's edge and on which most of the public uses front. With the elimination of the space at Dock Street, this is now the unambiguous and most public center of the new waterfront.

figure 17: intermidate plan for Community Design Workshop # 2

- There was concern that the buildings, as they appeared both in the model and the drawings, were too uniform. In the current proposal this has been addressed by providing more variation in the scale and massing of buildings.

- There was concern that the residential blocks were too closed. This has been addressed in the current proposal by breaking down the edges of the residential blocks into smaller groupings of attached dwellings. This also creates more visual access into the residential blocks.

- There was concern that the green spaces were not sufficiently interwoven into the entire development. This has been addressed in the current proposal by allowing more of the greenery to penetrate the residential blocks and by providing more landscaping on the streets of the mixed-use area at the north end of the site.

- There was concern that the "riverside drive" was too large—too much of a grand boulevard. This has been addressed in the current plan by reducing the scale of the road, even at the most intensively developed north end.

- The desire to give the waterfront a cultural or civic identity was also reaffirmed. However, the requirements of a new institution are not known. The need for flexibility and a proactive effort to identify a potential cultural or institutional use was identified. Whatever institutional use is finally favored, residents felt that it must satisfy the same planning goals and criteria articulated for the rest of the waterfront, specifically, the need to provide public access and to be fiscally responsible. In the current proposal, the property belonging to Uhlich Color Company is shown with a grouping of buildings meant to represent an institutional campus of some kind. In the time since the second community design workshop, the Uhlich Color Company has indicated their intention to relocate their operations to New Jersey.

6. Summary Description of Final Waterfront Schematic Design

figure 18: perspective view of the north end of the waterfront

figure 19: current proposal

Overall land-use and road network

The waterfront redevelopment plan respects the central planning framework proposition that the waterfront should be an extension of the village. The northern third of the site, in particular, is conceived of as an extension of the downtown: a mixed-use area with a variety of building types and commercial, institutional and residential uses. The heart of this "village" portion of the site is a one and one half acre "waterfront plaza" that steps down to the esplanade at the North Cove, where ferry landings, restaurant, fishing piers and other water-related uses are situated. The northern portion of the waterfront would accommodate the wide variety of community-oriented activities which residents identified and might include an indoor recreation facility such as a pool or gym, a multi-purpose space for community meetings and events, or a performing arts facility.

To the south of the proposed waterfront plaza are three blocks where residential uses predominate: a variety of attached townhouses, garden apartments, and stacked flats. The buildings become progressively smaller as one moves farther south on the site. The balance of the site, approximately 22 acres to the south and west of the residential area, is devoted to open space uses.

The north-south roads—a service road adjacent to the tracks and a smaller scale serpentine "riverside drive" along the west edge of the residential blocks, are linked by smaller east-west side streets. The proposed riverside drive connects to the Zinsser Bridge at the south end of the site. The resulting road network creates a series of blocks that are of similar scale and character as the streets and blocks found elsewhere in Hastings.

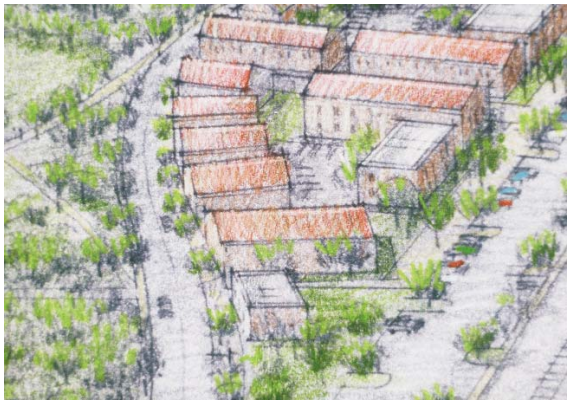
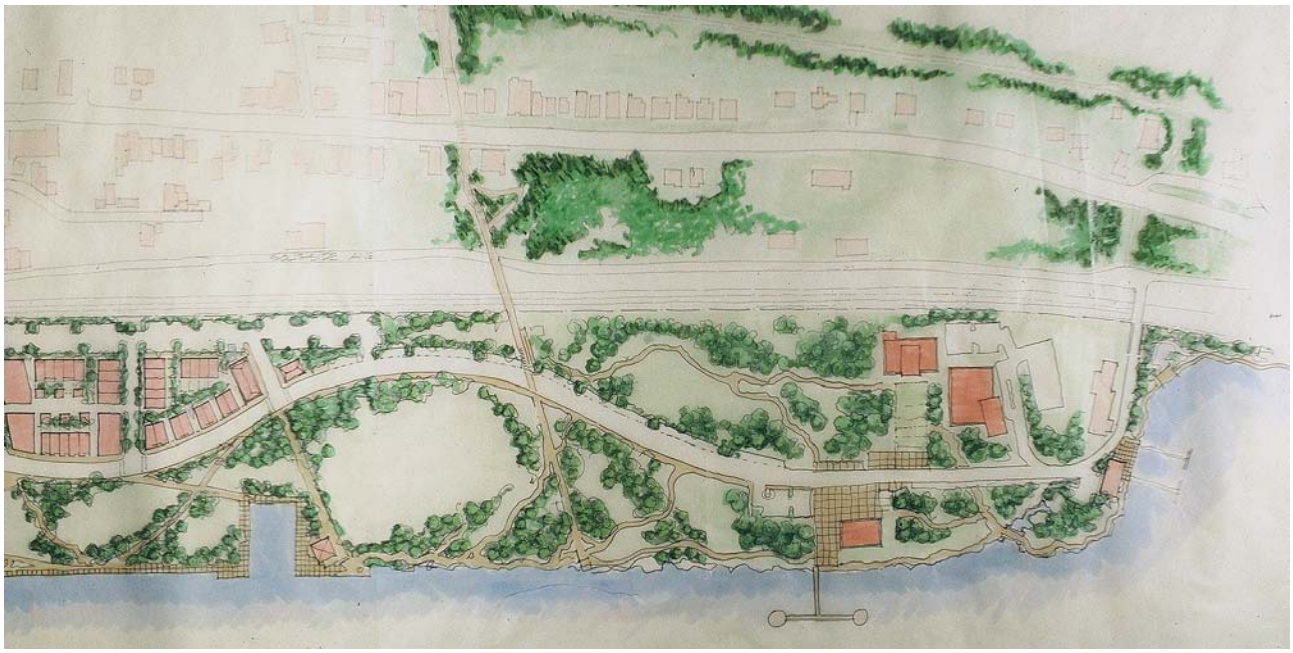


figure 20: new residential block

figure 21: existing buildings on Southside Avenue



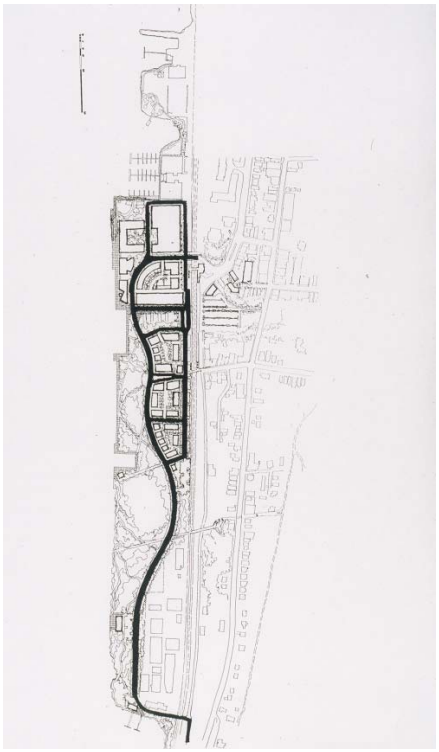


figure 22: road network

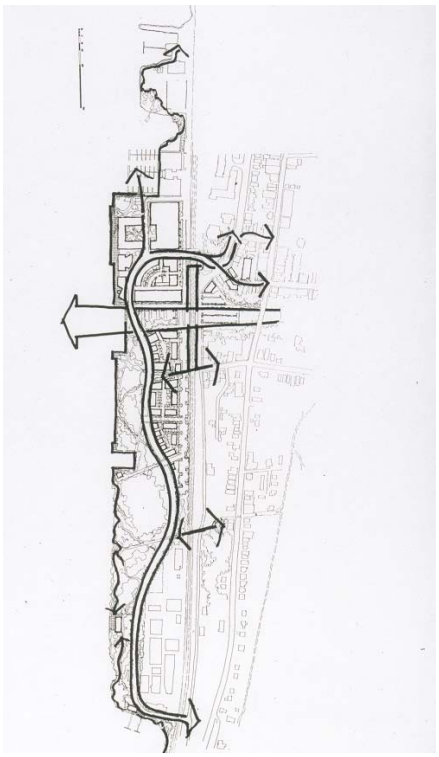


figure 23: linkage

Linkages

Connections back to the village are a priority. Automobiles reach the site by way of an improved Dock Street bridge and new or re-built ramps west of the tracks. At the south end of the site, the Zinsser Bridge will be re-built.

An improved Southside Avenue connects at the south end of the site to the Zinsser Bridge, which may be rebuilt by NYS DOT. Although additional study is required, preliminary investigations indicate that a new connecting road from the Zinsser Bridge south to Warburton Avenue would alleviate traffic impacts of future development (see discussion of traffic impacts). There are numerous obstacles that need study with regard to this so-called "Warburton Connector." These include very steep topography, environmental impacts of new road construction on such steep slopes, impacts on privately held properties that might be in the way of the new road alignment, and conflicts with the Hastings Trailway network.

Every opportunity is made to create pedestrian connections to the Village. In addition to pedestrian improvements at the Dock Street Bridge, two new pedestrian bridges are proposed. One at the foot of Washington Avenue links the northbound platform to the new southbound platform opposite. (A pedestrian bridge was located here at one time.) A second pedestrian bridge crosses the tracks at the base of a new trail to be build in the Quary Road right-of-way, connecting the middle of the waterfront to the Hastings trailway network and the Old Croton Aqueduct. The Zinsser Bridge is reconstructed to include adequate pedestrian access in order to link the south end of the waterfront to the Hastings trailway network.

One of the most important linkages, both visual and physical, is at the ravine, where the heart of the waterfront connects both to the downtown and to the aqueduct trail. A landscaped Cropsey Lane provides a link through the commuter parking lot, between the ravine and the improved station area. The other primary pedestrian linkage is the improved pedestrian passageway adjacent to the Steinschneider parking lot behind the stores on Warburton Avenue. This connection functions as an extension of Main Street, across Southside Avenue to the Dock Street Bridge.

Finally, but most importantly, there is continuous access along the edge of the entire waterfront linking new development to the existing uses north of the ARCO property. The walkway/trail system can someday be part of the Hudson River Greenway and Westchester County's proposed Riverwalk, connecting to the river communities north and south of Hastings.

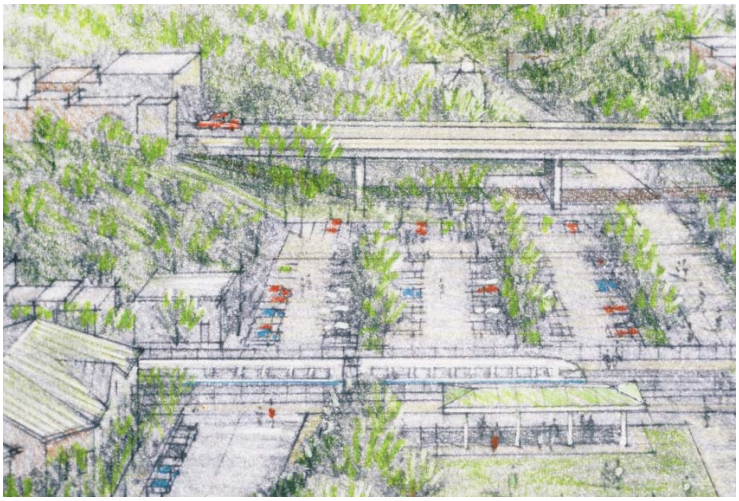


figure 24: perspective of re-developed commuter parking lot and new train platform

figure 25: photo of commuter parking lot

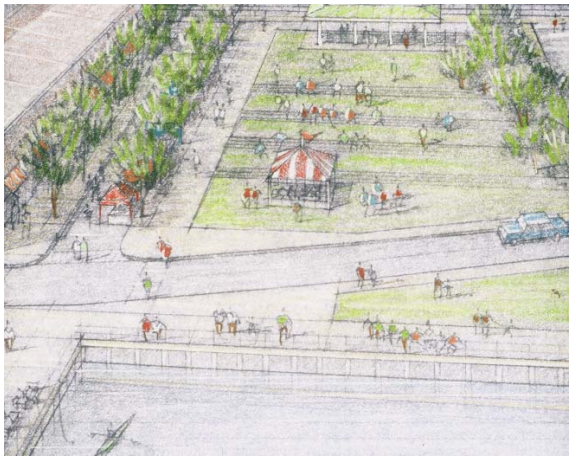


figure 26: perspective at Waterfront Plaza

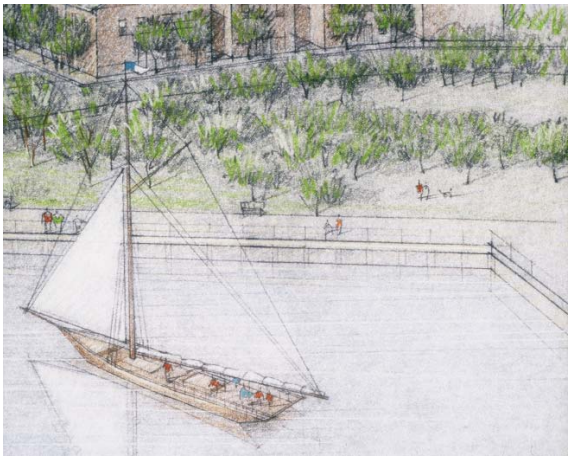


figure 27: perspective at North Cove

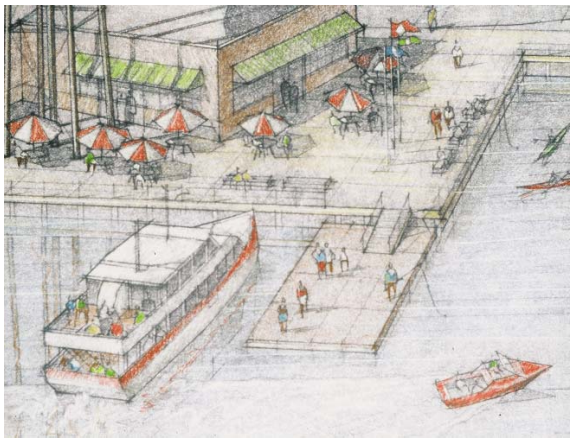


figure 28: perspective at North Cove

figure 29: aerial perspective of park spaces

Open Space Uses

Most of the plan is devoted to open space uses which vary tremendously in scale, character and the kinds of active and passive uses they will support. The plan reflects the principle that open spaces should not be concentrated in one part of the plan but should create a network of open spaces woven through the entire development. The responsibility for programming these open spaces has not been resolved; in other words, who would organize the various events and activities that take place, from farmers markets, to outdoor concerts, to nature walks. The Village will have to address that issue as part of its implementation strategy.

At the north end of the site there are three primary open spaces: a park at the north-west corner, a waterfront space at the north end of the cove, which is also the site for a floating dock and potential ferry landing; and the waterfront plaza.

The waterfront plaza is the heart of the waterfront redevelopment plan. This space, a visual extension of the ravine, is a multipurpose space, ideal for performance, outdoor sales, or simply looking at the Hudson and the Palisades. It steps gradually down from the elevation of the proposed southbound platform to the elevation of the esplanade. The space is asymmetrical: the north side is flanked by the long existing Building #51. The uses in this building, which should be public/civic in nature, can spill out onto the road along this side of the plaza. For example, the road could be the site of the Farmers Market and the Flea Market. The south side is flanked by residential buildings, the first of the three residential blocks. The landscaping on this side of the plaza marks the beginning of the riverside park.

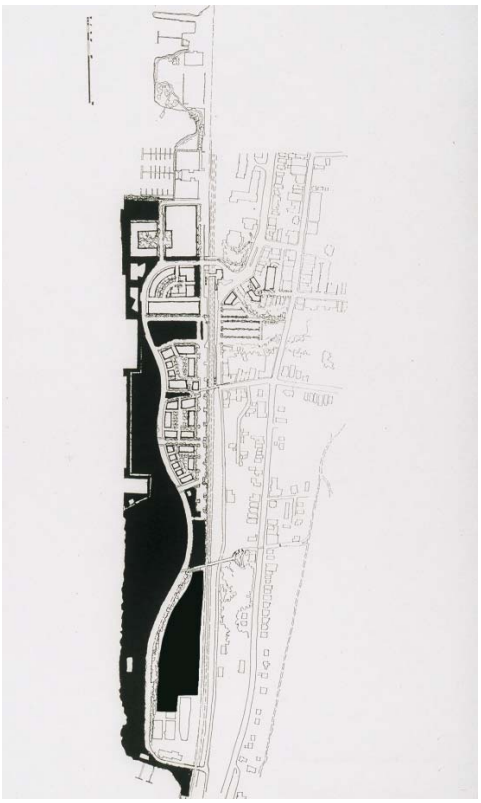


figure 30: open space diagram

The riverside park begins at the north cove and increases in dimension as the riverside drive turns east towards the tracks. In the middle of the site the park opens up to create a meadow – a great lawn large enough to accommodate soccer or baseball but also suitable for passive uses such as picnicking and concerts. Further south, the park becomes more natural densely vegetated with smaller spaces linked by winding trails. The river might come into the site to create a wetland area. A new pond toward the south end of the park could also be used for ice skating in the winter months.

The Water's Edge

The edge of the site accommodates a full range of water-related uses including fishing, small boat launching and just strolling along the water's edge.

At the northern portion of the site, the edge is an architectural esplanade—a paved surface with appropriate architectural details for railings, lighting, paving materials. Farther south the esplanade becomes more of a waterfront trail, a softer surface meandering along a more irregular water's edge. Here there are additional opportunities for fishing or simply sitting by the water's edge. Near the existing deep-water port, there is an opportunity for either a commercial use or part of an institutional campus (see discussion below). One likely commercial use is a "boatel" for overnight guests brought by larger excursion boats. In this plan, it is assumed that the buildings along this portion of the waterfront are part of the institutional campus.

Existing coves could serve as protected areas for launching of small boats as well as docks for visiting boats such as historic sailing ships or excursion boats. Community boating activities for youth could be operated out of the South Cove , near the recreational field. The cluster piers at the deep-water port could be linked to the shore by a pier that could be used for recreational fishing. The protected water to the south of the waterfront would be ideal for a public marina, or, if water depth precludes that use, a mooring field.

figure 31: perspective of naturalized landscape

figure 32: perspective of meadow

Institutional uses.

Reflecting interest on the part of village residents to create a civic identity for the waterfront, residents support the goal of promoting an institutional use for the site.

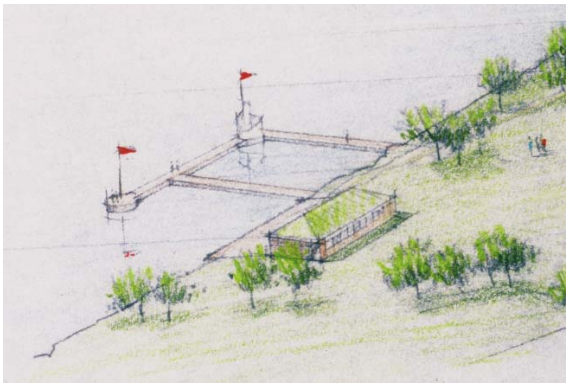


figure 33: perspective at deep water port

One current possibility is the proposed Rivers and Estuaries Institute. It is not clear what the exact physical requirements for such an institute would be, but residents established guiding principles that would direct its incorporation into a waterfront plan, including access requirements and the need for fiscal sustainability.

In keeping with the "Village, Neighborhood, Campus" planning framework, a group of buildings representing an institution have been located at the south end of the site. The buildings create open spaces, which are integrated into the overall network of paths that run through the waterfront. One of the buildings is located at the water's edge near the deep-water port.

7. Preliminary Assessment of Impacts

Fiscal Impacts and Financial Feasibility

In order to dimension the cost implications of the project, RPA analyzed the costs and revenues associated with the vision developed at the workshop. This analysis was undertaken to help the Village and its residents understand the cost implications associated with restoring the site, including the tradeoffs involved with various public and private improvements, and the extent to which a public subsidy would be required to realize the Village's desire for various public improvements. This is summarized below. The complete cost tables and sources are included in an appended report.

RPA estimated costs and revenues associated with both the initial capital investments needed to build the project as well as on-going annual costs and net property tax revenues once the project is completed.

Several major assumptions were made in order to account for factors that are unknown at this point.

- There would be no cost associated with acquiring the land. This was based on statements made by AERL (contingent on DEC selecting a technically feasible and cost effective remedy) and unclear values for the Mobil site;
- The clean-up of contaminants at the site would result in the construction and maintenance of new bulkheads around the AERL property as well as importing several feet of new clean fill (important also to raise the development above the 100 year floodplain);
- The State would pay the costs of moving the Metro–North Station and the reconstruction of the Zinsser Bridge. Our estimate for creating the "Warburton Connector" from Railroad Avenue to Warburton ($ 4.2 million) is highly speculative;
- No attempt was made to account for debt service, present value, or the phasing of expenditures and revenues.

Capital Costs and Revenues The proposed project would cost approximately $ 45 million. This includes costs of creating 22 acres of parks and other public spaces as well as other public improvements such as the dock space, fishing pier and the performance space. It also includes major transportation improvements such as two pedestrian bridges and the Warburton Connector. Other documented capital costs include the costs associated with providing bulkhead, site drainage and utility lines.

RPA estimated that about 18% of the selling price for any residential unit could be available for the kinds of site improvements listed above. These improvements will directly benefit builders as they construct and market their properties. Our 18% figure is well within the industry standard. No allowance was made for non-residential construction or below market affordable or artists housing. The final community proposal suggested approximately 250 units of market rate housing. The sale of these units at an average of $ 500,000 each would generate about $ 21 million.

In summary, there is a gap of approximately $24 million between the total capital costs for the complete build-out and the revenues generated by private development. This estimate represents the amount of public subsidy that would be required to realize the vision developed at the workshop. Such funding could be made available from a variety of State, County, and private sources. Many of these improvements could be phased in over time. By way of comparison, the City of Yonkers received some $ 100 million for their waterfront from the State and County. The Village of Irvington received about $ 3 million for their new park from the State.

Annual Costs and Revenues. Once the project is built, there will be site-specific public costs associated with the annual upkeep of the parks and other public spaces as well as the riprap on the Mobil property. In addition, the new residents will require the same fire, safety and school services that are available to any Hastings resident.

The major site-specific cost was the management of the parkland. An estimate of fifty cents a square foot was used to estimate the costs of managing the site. The Village currently spends about fourteen cents a square foot, but the Steering Committee advised to use a higher estimate which could cover the extraordinary costs of the waterfront park as well as the programming of special events that might be made available. The annual cost of managing the park space is $ 500,000 a year. RPA assumed that ARCO would be responsible for maintenance of the bulkhead along its property.

The annual net revenue figures were based on the research of the Planning Board's Housing and Population Subcommittee. The Committee developed the cost/revenue factors associated with new housing units and square feet of commercial space based on the actual costs of providing school space, police and fire coverage, and other services in Hastings, and Hastings-specific estimates of the number of new children that could be expected to reside in the new units. Based on these net revenue factors, a total of about $ 1.1 million will be generated in new property taxes from the proposed housing, office and retail development. No estimate was made of sales tax.

In summary, comprehensive waterfront redevelopment is expected to generate more than $600,000 a year above and beyond any new costs associated with the development, including education, public safety, and management of the new park.

	Acres/Units	COST
CAPITAL REQUIREMENTS		
Parks and Public Open Spaces	**22**	**$ 12,705,000**
Other Public Improvements		**$ 6,440,000**
Total Transportation		**$ 13,783,000**
Bulkhead/Fill/Drainage *(ARCO Bulkhead not included in costs and long-term maintenance would not come out of generateDrevenue.)*		**$ 2,135,097**
Grand Total: Capital Requirements (includes 25% soft costs and 5% contingency)		**$ 45,582,026**
SOURCES OF REVENUE		
Developer Contribution for Site Improvements ($85,000 per housing unit)	250	$ 21,250,000
Net Capital Costs/(Public Sector Request)		**$ (24,332,026)**
ANNUAL NET MUNICIPAL REVENUE/COSTS		
Annual Net Revenue (After Expenditures for Schools and Normal Municipal Services)		
Townhouse Housing (per unit)	120	$ 647,932
Mid-Rise Housing (per unit)	160	$ 236,377
Office/Retail/Inn	80,000	$ 260,000
Other uses are speculative and/or do not have a significant positive or negative fiscal impact		
Total: Net Revenue		**$ 1,144,309**
Total: Site Specific Costs *(Maintenance of ARCO bulkhead not included in costs)*		$ 504,275
TOTAL: Annual Revenue/(Costs)		**$ 640,034**

Transportation and Traffic Impacts

New development of almost any scale will have some adverse impact on traffic in the Village. Residential uses have the greatest impact during the workday morning rush hour. Commercial and civic uses have the greatest impact in the evening and during the Saturday morning shopping peak. Office uses would have the greatest impact at weekday morning and evening peak hours and could conflict with the commuter traffic at those times. Traffic impacts of future development will be mitigated in part by train service, although how much depends on land uses and their configuration. Commercial (office, retail, restaurants) and civic uses make a relatively small contribution to transit ridership (for example, 30,000sf of office space will create six round trip rail trips and 94 car trips). Residential uses will create the most ridership because to some extent buyers will self-select this location for that reason.

Four intersections are most sensitive:

- Main/ Farrugut/ Broadway
- Maple and North
- Warburton and Spring
- Broadway and Washington

Currently, these are all at level of service C or better with the exception of Broadway and Washington which is at a poor level of service (E) during the morning rush hour. All of these intersections experience a drop in level of service (typically from C to D) in almost any redevelopment scenario. Broadway and Washington drops from E to F (failure) during the morning peak.

A preliminary analysis of the impact of these proposals suggests that the impacts can be mitigated in the following ways: The first level of intervention, and the least costly, involves measures such as traffic signal timing, adding new traffic signals or stop signs, and re-striping intersections. The next level of intervention involves making geometric changes to the configuration of the intersections—e.g., changing curb lines, which can impact adjacent private property. However, a preliminary analysis suggests that the so-called “Warburton Connector” - a new road at the south end of the site linking the Zinsser Bridge to Warburton Avenue—has the same impact as either the first or second level interventions described above. In other words, the Warburton connector is essentially worth an improvement of one level of service.

Therefore, with a Warburton connector, geometric changes to intersections would not be required to maintain or improve the levels of service at the critical intersections. The exact location and configuration of the Warburton connector requires further study to evaluate impacts on private property and on the trailway system. For the purposes of the fiscal evaluation above, $500,000 was assumed for the various first level traffic improvements and $4.2 million for the Warburton connector. As stated above, there are formidable environmental, logistical and land-ownership challenges to this new connecting road that require further study.

Impacts on School System

As the presentation of fiscal impacts indicates, our preliminary analysis suggests that new multi-family housing in this location will provide a significant net benefit to the Village. A key component of this analysis is the impact on the schools because this is the greatest cost to the village and the greatest impact on perceived quality of life in the Village. It is important to note that it is not a goal of this project to create an enclave on the waterfront of professionals or families without children. Hastings residents have clearly stated their goal that the waterfront should be an extension of the Village and that there should be a broad range of housing types, sizes and costs. This means that there should be a range of ages represented in the waterfront neighborhood.

The Planning Board Subcommittee on Housing and Population conducted an extensive audit of the numbers of public school children contributed by multi-family developments over the last decade in Hastings, Irvington and Ardsley. Its findings support an important proposition: that the numbers of public school children is a function of multiple variables, of which unit size is only one, and which includes other more qualitative criteria including the physical setting (size of yards, proximity to parks and schools, etc.).

It is likely, in keeping with the trends established over the last decade, that the new attached units and apartments will contribute no more than one public school child for approximately every five and one half units, or one for every ten bedrooms. Conservatively, the 250 units will generate sixty children of various ages over the build-out time frame.

The projected school population and capacity figures for six years from now, when the first units may be coming on line, suggest that there would be capacity for these new children (based on the most recent report by the school's consultant, Focus Consultants). Note that the high school would be over capacity and the middle school would be under capacity. But because the two schools are connected, the combined capacity of 1222 is ample for the combined projected population of 1,083.

There will be incremental costs to transport and teach the additional students. Again, the housing committee found that, based on current costs, the costs for the first 25 students is about $1000 per student, primarily in transportation. In our analysis this would be a cost of $100,000 (25 x $4000). For the next 35 students, because new faculty must be hired, the cost goes up to $11,000 per student or $385,000 (35 x $11,000). So the total cost imposed by the 60 new school children is $485,000 ($100,000 plus $385,000).

As large as this cost may seem, it is more than offset by the tax revenues generated by new units. Again, looking at a mix of new multifamily housing projects (Hastings Landing, Clarewood, Riverpointe) these have generated about $5,587 per unit. In this sample analysis, the 250 proposed units would generate, $1,396,000 off-setting the $485,000 additional school costs by almost a factor of three.

This above analysis is not definitive and makes numerous assumptions. It also does not take into account the impact of other developments which may be built in Hastings. Still, the analysis suggests that the prospect of more housing and school age children cannot in and of itself be considered a "fatal flaw" that should prevent a continued consideration of new housing on the waterfront.

8. Implementation of the Waterfront Redevelopment Plan

If the Board of Trustees is satisfied with the redevelopment proposal that has evolved out of the community workshops, it should vote to endorse the plan and then take the steps necessary to make it become a reality. Remediation of the contaminated site is the next major step, requiring tremendous attention on the part of the Village. The cleanup provides a period of time in which the Village has the opportunity to shape an implementation strategy that will ensure that future development conforms to the plan that the community favors. Once the NY State Department of Environmental Conservation (DEC) has approved a remedial action plan for the site, the Village should put in place the land use regulations that will guide future development, including the rezoning of the waterfront properties now zoned for industrial use. At the same time, the Village, together with the waterfront property owners, should investigate the options for redevelopment and ultimate ownership.

RPA and the Village convened a meeting on December 18, 2000, of stakeholders and development experts – including developers, planners, land use attorneys and environmental organizations – to discuss the implementation options open to the Village and the waterfront property owners. The following recommendations reflect many of the suggestions that emerged from that discussion.

Implementation Criteria

Hastings' waterfront plan and the characteristics of the site present unique conditions to a property owner or developer. The following considerations will influence the choice of the development route to take and land use legislation to create:

- An implementation strategy for the redevelopment of the waterfront should be coordinated with the remedial action plan for dealing with site contamination.
- The plan emphasizes public open space and recreational uses. A 22-acre park – over half the area of the development site— is proposed with an abundance of activities. An implementation strategy must establish the means for the construction, maintenance, operation and programming of these public amenities without relying exclusively on a private developer.
- The community has expressed enthusiasm for cultural and institutional uses on the waterfront as well as affordable housing. A funding mechanism must be found for these.
- Multiple development sites must be taken into account with more than one property owner. Three to four potential development sites could emerge.
- An implementation strategy should be able to provide sufficient predictability for a developer in terms of timing and approvals. A developer is then more likely to adhere to the Village's plan.
- The implementation process should include on-going, active involvement of the community.

Implementation Steps

1.Remediation

Remedial solutions for the ARCO and Uhlich/ Mobil properties and for the Hudson River sediment are expected to be released by DEC in 2002. Public review and comment will precede the issuance of a Record of Decision by the DEC on the choice of cleanup. While AERL has indicated the potential for assuming the costs of the cleanup on the ARCO site, the Potentially Responsible Parties (PRP's) for the Uhlich and Mobil properties have denied liability for the contamination and have declined to undertake any remediation. Therefore, remediation of these sites will have to be undertaken with New York State Superfund monies, which at this time are depleted and have not been re-appropriated.

The ultimate disposition and development of waterfront properties cannot be determined until the cleanup remedies are resolved. Because all the major sites are Class 2 Hazardous Waste Sites, brownfields funding is not available if the Village takes title. There is, therefore, no incentive for the Village to acquire properties before they are remediated unless there is an agreement that would release the Village of liability for the cleanup. Nevertheless, the Village can and should begin to investigate potential ownership and development scenarios as

well as the appropriate regulatory framework while the details of the cleanup are being worked out. The three parallel tracks are not mutually exclusive, but rather interdependent; decisions regarding one could influence the others.

Some constraints to development that are intrinsic to the contaminated nature of the site have been identified by AERL and DEC:

Institutional controls. Deed restrictions and institutional controls on such activities as excavation and planting will be part of a remedial plan. If a private party or redevelopment agency takes title to the property, ARCO might provide a trust fund for the future maintenance of the bulkhead and the oversight of land use controls. The question of where that money would reside and who would be responsible for it must be resolved.

Stable ownership. The proposed remedy should be treated like a dam or other public structure that must be maintained in good condition over time. If this structure is transferred to successive private owners, it may be difficult to ensure property maintenance and to enforce institutional controls. A stable, long-term owner would be preferable.

Liability. Liability for remaining contamination is an obstacle to private development. Environmental Liability Insurance may make ownership more palatable to a private developer or other third party.

2. Establish the Land Use Regulations

The Village should continue the local planning process and create a regulatory plan to guide the redevelopment of the waterfront. This should include the following steps:

Complete the Local Waterfront Revitalization Program (LWRP). The LWRP that is nearing completion will be an official comprehensive plan for the waterfront, approved by the Village Board and eventually approved by the New York State Department of State. The LWRP report will conceptually describe the proposed waterfront redevelopment plan in Section 3, Proposed LWRP Policies, and Section 4, Proposed Land and Water Uses and Proposed Projects, with this report attached as an example. A Generic Environmental Impact Statement will be completed in conjunction with the LWRP. Before approval, the Village will seek input on the LWRP and the waterfront redevelopment plan from all interested state and county agencies, as well as waterfront property owners, as part of the required process implementing the LWRP. Agency and owner involvement at this stage will help with implementation later. The Village should also do a "reality check" with developers, real estate consultants and architects to ensure the plan's viability.

Develop Design Standards. The Village will next engage a consultant or consultants to develop performance standards and design guidelines that will ensure that the design, height, massing, and site coverage of new buildings and structures are compatible with the site and surrounding areas, and with the "village" character of Hastings. The consultant should also develop open space and landscape guidelines that would include standards for streets, walkways, planting, lighting and amenities. Environmental considerations, such as measures to reduce stormwater runoff and reduce energy consumption, should also be included. These guidelines should be developed with the active participation of the community.

Revise and Map Waterfront Zoning. The existing MW-B zoning text, which applies to the ARCO, Uhlich and Mobil properties, was created to allow a mixed-use development on the waterfront, but was never mapped. The text of this "floating zone" should be revised to reflect the land uses and overall development concepts recommended in this redevelopment plan. The new design standards should also be incorporated into the zoning. The requirements for the management and maintenance of the parks and open space, bulkheads and community amenities should be revised to reflect the conclusions drawn from the implementation investigation (see below).

The revised zoning district should then be mapped, changing the allowable use on these properties from industrial to mixed-use. Since the SEQRA process was completed ten years ago for the proposed development for

which the "floating" MW-B zone was created, another exhaustive environmental review is probably not necessary, although a supplemental DEIS should be prepared to update any potential impacts.

The revised zoning should not be finalized until DEC has approved a remedial action plan for the site, since any zoning plan must be consistent with the final remedy.

Additional Regulatory Considerations. In investigating the implementation strategy, the Village may see the opportunity to employ, in addition to zoning, additional land use tools or techniques that could facilitate a desired result. For example, the Village could create a Planned Unit Development (PUD) District for the three properties that could have special taxing authority, such as tax increment financing, of that could levy a surcharge over a number of years to pay for the infrastructure. Transfers of density or development rights could be used to compensate owners whose properties are designated as non-profit generating uses, such as parkland.

3. Investigate Development Options

While the land use laws and remedial solutions are being discussed, the Village should investigate development and ownership options for the waterfront. At the Implementation Meeting of December 18, 2000, the following options were discussed:

A Private Developer: A conventional approach would be to seek one or more developers through a Request for Proposals. Because of the large public investment required to implement this plan and the multiple owners involved, waterfront development in Hastings does not lend itself to this passive approach. However, costs are not so great that a "master developer" could not be sought if the public sector did extensive groundwork and financing of the public amenities. A private developer would then take on only those pieces requiring builder expertise: housing and commercial construction.

A private developer would have to meet stringent qualifications, including extensive experience, particularly with government, and financial strength. The choice should not be the developer who offers the most money, but the developer who can do the best job.

The Empire State Development Corporation (ESDC): Serious state involvement and financing will be required no matter what development option is selected. ESDC could provide a stable team, sufficient experience and a "built-in" funding source, and could negotiate terms of purchase. It also has the power to condemn properties. It could be the structure to complete the project, then another entity, possibly a not-for-profit, could be formed to program and manage the public spaces. On the other hand, relying solely on ESDC as a development authority could reduce community control of the development process and might present pitfalls if the state administration changes. The ESDC is also not looking for new financial obligations at this time.

Examples of waterfront development directed by ESDC:

- The Hudson River Park was planned and is being redeveloped by an ESDC subsidiary
- The Buffalo Inner Harbor Project is currently being run by ESDC.

General Municipal Authority to Renew and Revitalize Distressed Areas. Under State law, a municipality has the right to acquire properties through condemnation or negotiation that it deems blighted (through a blight study). This mechanism could provide a means of assembling properties into one site and controlling development. An Urban Renewal Agency set up by the Village under this law would be exempt from the RFP process and could, therefore, designate a qualified developer or series of developers. The agency could then determine the ultimate disposition of the property to public or private entities or to a mixture of both. A regulatory plan created by the Village and administered by the agency would guide development. The Village would also have the right to fix the values of properties to be acquired at non-speculative levels.

Condemnation of properties is often a contentious process that takes a long time. However, if the property owners agreed to cooperate with the Village, condemnation proceedings might not be necessary.

A Local Development Authority. The board of a development authority could be made up of the village, the state and, possibly, a not-for-profit, but the entity would operate parallel to and in partnership with Village government. (Or it could operate as a subsidiary of ESDC.) It would operate under a set of constraints and objectives established by the Village, and receive its operating funds through state and foundation grants. After completion of the project, it could evolve into a public/private partnership for the operation and programming of the public spaces.

A development authority would operate with a small staff and would contract out much of the redevelopment work. The authority would parcel out properties to different developers, would ensure high quality design and enforcement of design guidelines, would raise money for construction of public amenities and would manage the development process for both the public and private developments. This structure would ensure local control, with a significant role for the Mayor and the Board of Trustees, but the Village would have the option not to be a co-applicant for funding.

Recommendation

RPA strongly recommends this last option – that of creating a local development authority – as the best way for the Village to proceed with implementation of the plan. Preliminary discussions and research indicate that this is the best way for the Village to maintain control of the development process and respond to the implementation criteria. The entity could, as well, be a hybrid of the development options described above. The development authority model has generally been used for large-scale projects such as Battery Park City, which is owned and operated by the Battery Park City Authority, or Brooklyn Bridge Park, which is being planned by the Brooklyn Bridge Park Development Corporation. Nevertheless, there are examples appropriate for Hastings, including waterfront revitalization efforts in Glen Cove, Long Island, which is being directed by a local Community Development Authority. The management and structure of such an entity and the extent of other government agency involvement must be determined.

One of the many benefits is that a local development authority would be in the most advantageous position to leverage the partnerships with governmental entities and not-for profit organizations that will be an essential part of any implementation program. Because of the significant costs of the public open space and the infrastructure, a governmental partner, and possibly not-for-profit partners will be needed. Possible partners include: the state's new Waterfront Rediscovery Initiative, which is administered by DOS, but is a joint venture between DOS, DEC, OPRHP, DOT and the Governor's office; Westchester County, with significant funding and input from the state; and/or Scenic Hudson.

It would be advisable for the Village to undertake, as a next step, a study of these development options, in conjunction with ownership and regulatory scenarios. If a LDA is considered to be a viable entity for the Village, recommendations should be sought regarding the appropriate legal framework, the make-up of a Board of Directors, and a management structure and business plan.

Finally, once the appropriate development entity is selected and the zoning is in place, the Village can begin implementation by approving the legislation or charter required to form the development authority and by appointing a Board of Directors. The next step would be to hire a Waterfront Coordinator who would begin to oversee the development process, meet with other government agencies and raise funds.

The public sector or a development authority may acquire all the properties or just those to remain public in the future. The programming, operation and maintenance of public properties should be undertaken by a public/private partnership or a not-for-profit entity. The development authority could become the operational agency once its development function is completed.

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Hastings Waterfront Initiative Steering Committee

The Steering Committee supervised the work of RPA and managed the community planning process:
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Many people contributed ideas and expertise before and during the workshops as part of an Advisory Board:

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Westchester County Representative
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John Hannig, ExxonMobil
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Susan Knauss, River Glen Tenants Corp.

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Rob Pirani

George Schieferdecker
Stephen Tilly
Nancy Seligson
John Shapiro
Chris Stienon
Mark Strauss
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Volunteers

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Mitch Koch
Susan Maggiotto
Amy Parekh
Annie Patten
Debbie and Tom Quinn
Lynn Tompkins
David Zung

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Marinello Cove will have a small boat launch, a beach, and restored wetlands.

At the existing **Hudson Valley Health and Tennis Club**, a boardwalk will extend along the waterfront past a proposed private marina.

At this **park**, Hastings residents will have views north towards the Tappan Zee Bridge.

A **small apartment building** will have businesses on the ground floor facing the esplanade.

A **small hotel** with meeting rooms can accommodate conferences.

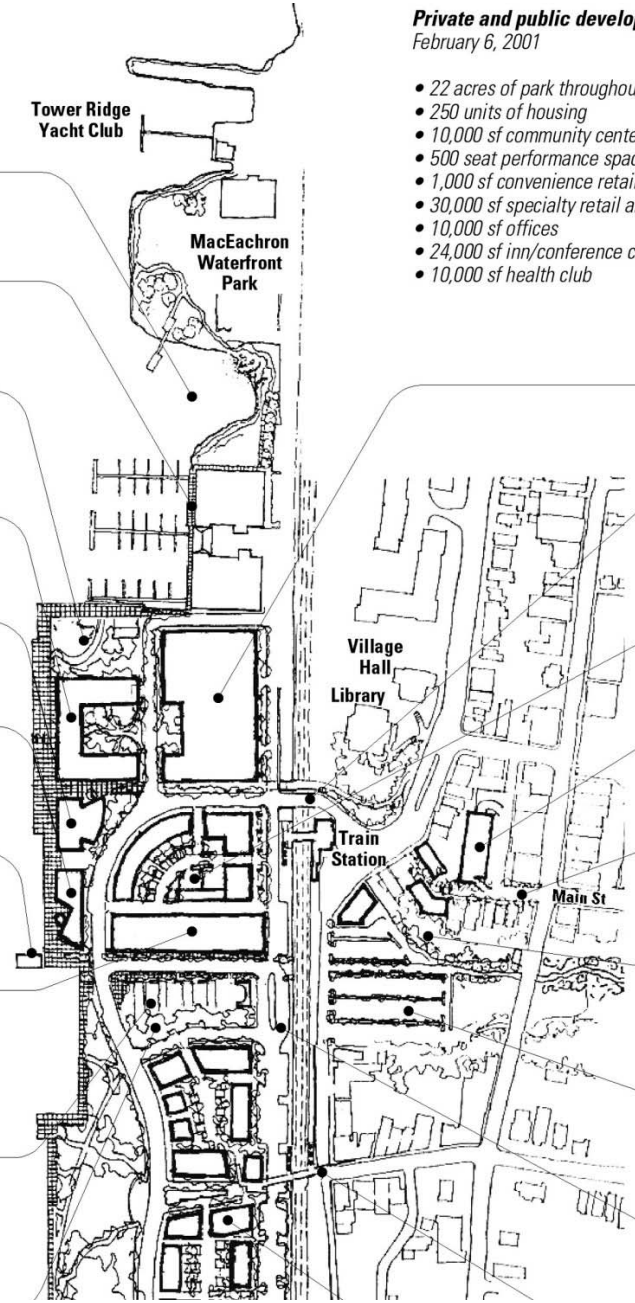
A waterfront **restaurant and outdoor café** will open onto the esplanade and the ferry landing

A floating dock will receive **ferries**. Passengers can make a direct connection to the reconfigured station.

The adaptive re-use of **Building 51** will focus on civic or cultural uses such as a community center or performing arts facility that opens out onto the Waterfront Plaza.

The **Waterfront Plaza**, centered on the ravine and the improved station area, is the heart of the new waterfront. Gradually stepping down to the river, it is an ideal setting for Hastings residents to enjoy performances, shop at outdoor sales, and look out on the river and Palisades.

The landscaping along the south side of the



Private and public development program
February 6, 2001

- *22 acres of park throughout including areas for active and passive recreation*
- *250 units of housing*
- *10,000 sf community center or other indoor civic space*
- *500 seat performance space/civic space*
- *1,000 sf convenience retail*
- *30,000 sf specialty retail and restaurants*
- *10,000 sf offices*
- *24,000 sf inn/conference center*
- *10,000 sf health club*

The adaptive re-use of **Building 52** could include artists' loft-type live/work apartments, galleries, small businesses, or indoor recreation including a health club or gym.

A **new path and bridge** for pedestrians at Dock Street is one of several enhanced connections to the waterfront.

This block and the other blocks at the north end of the waterfront serve a **mixed-use** program that includes apartments, offices, and retail facing the major open spaces.

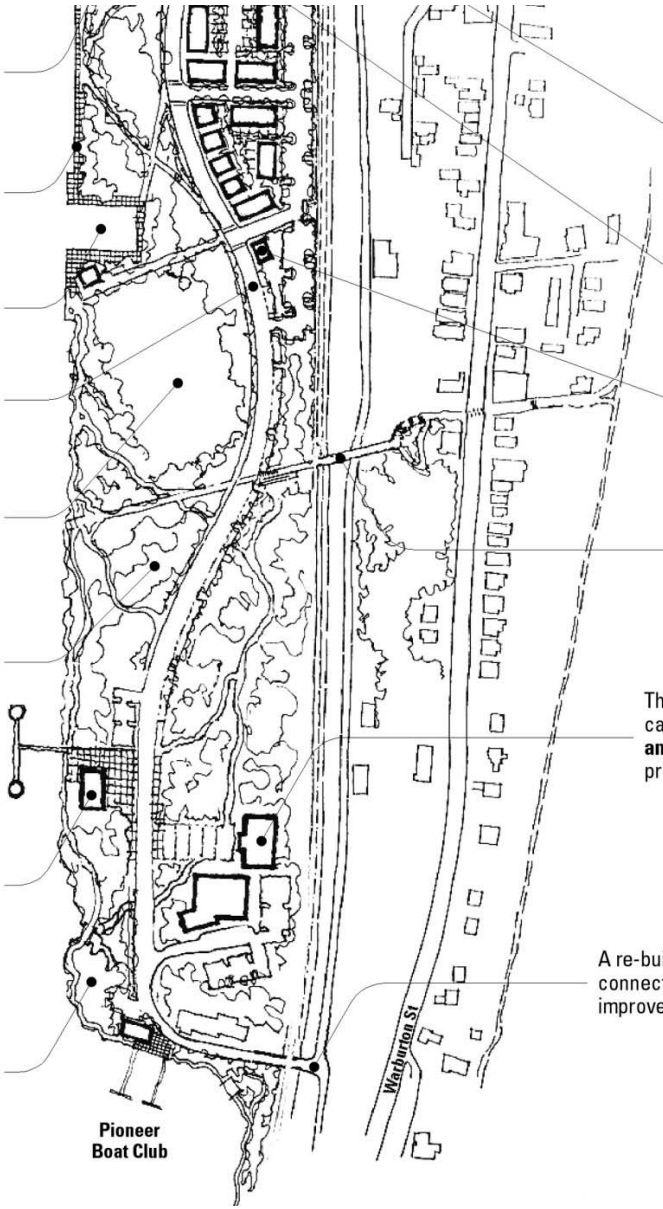
A **new parking deck** in the Con Ed/ Steinschneider lots could provide additional parking for downtown shoppers.

Hastings residents will walk from Main Street to the waterfront by way of a widened and improved **pedestrian street**.

An important **link** from the Aqueduct trail to the waterfront passes through the ravine and the parking lot along Cropsey Lane, which will be landscaped and have new sidewalks.

The **commuter parking lot** is landscaped to extend the character of the ravine down to the waterfront.

A **new southbound platform** with a drop-off and parking opposite the existing northbound platform completes the Hastings station area at the center of the waterfront and the downtown.



The landscaping along the south side of the plaza connects the ravine to the beginning of the 22 acre **Waterfront Park**.

A continuous **esplanade** lines the waterfront where Hastings residents can stroll, ride bikes, fish, picnic, and enjoy the river.

The **South Cove** provides a small boat launch and a site for a picnic pavilion or small concession.

A narrow "**riverside drive**" provides car access to the waterfront park

A large, level **meadow** offers a place for sports such as softball or soccer, or for passive recreation.

As the park extends to the south it becomes a more naturalized landscape with trails for walking and biking.

A new facility at the former **deep-water port** can accommodate larger excursion boats or provide "boatel" facilities for overnight sailing. Alternatively, it could be part of a Rivers and Estuaries Institute. A new fishing pier will be created from existing piers.

At this end of the waterfront, the landscape will open up to south views. Nearby, residents will be able to launch boats at a **community boathouse and marina**.

Hastings station area at the center of the waterfront and the downtown.

A new **pedestrian bridge** at the historical location of a bridge on Washington Avenue also links the northbound and southbound train platforms.

The three **residential blocks** south of the Waterfront Plaza will be a mix of townhouses and small apartment buildings.

A new **field house** will provide storage for sports equipment and a small office for Parks and Recreation staff

A new **pedestrian bridge** in the area of the old quarry gives another connection to the Hastings trail system.

The former Uhlich Color Company site can serve as a campus for a **Rivers and Estuaries Institute** offering public programs as well as research facilities.

A re-built **Zinsser Bridge** and new road connection to Warburton Avenue could improve access to the south.