A Plan for the Hoboken Waterfront

COALITION FOR A BETTER WATERFRONT

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Executive Summary

Hoboken's one mile stretch of waterfront on the Hudson River is almost completely abandoned and available for redevelopment. Since the waterfront's deterioration began more than ten years ago, no redevelopment has occurred. Hoboken voters have rejected two City of Hoboken/Port Authority proposals to redevelop the southern waterfront.

The Coalition for a Better Waterfront is presenting this plan in an effort to end the stalemate. It is a plan that balances the legitimate concerns of those who seek the economic benefits of a redeveloped waterfront with those who see it as a recreational resource. This report outlines the plan, the rationale behind it and the public planning process required to make it a reality.

The plan is economically feasible, environmentally sound, in character with the existing City and it can generate revenues to the City of Hoboken quickly. The major features of the plan are:

- a 28 acre continuous waterfront park and esplanade, tripling the amount of park land in Hoboken;

- newly created blocks with over 4.4 million square feet of commercial and residential development space;

- pre-designated, pre-approved development sites of various sizes ready for construction by large and small developers alike;

- more development at lower infrastructure costs translating into greater return for the City;

- reduced costs and risks through adherence to environmental regulations;

- local policy control of the planning and implementation process;

- fiduciary assurances to lenders, be they the Port Authority, State, or commercial institutions; and

- a program to reduce automobile congestion and accommodate resident parking.

The Coalition for a Better Waterfront believes there is now an opportunity on the Hoboken waterfront that will not present itself again. Consideration of this plan in a fully public process is the first step.

Existing Character

Hoboken's one mile stretch of waterfront on the Hudson River is almost completely abandoned. With the exception of a small dry-dock ship repair facility, all marine related activity has ceased and only one other business remains: a large industrial building on the northern waterfront. Some of the waterfront is used for parking, but most is fenced off from the public and many of the existing buildings and facilities are in disrepair.

No redevelopment has occurred in several decades and those years have been marked with dissension and opposition to several proposals from both the private and public sectors. A long and bitter political stalemate culminated in a referendum

vote in July 1990. The result was a rejection of a City sponsored plan for office and residential construction on City owned property along the southern waterfront. That vote was followed in March, 1992 by a second referendum in which voters again rejected a modified version of the same plan.

The Coalition for a Better Waterfront believes it is time for constructive action and time to propose a vision for what the waterfront might become. The following report is the product of these efforts. The work recognizes the legitimate concerns of those who believe the waterfront is an important recreational resource, as well as those who believe the waterfront can provide jobs and tax relief to a City badly in need of both. Principally, however, the plan is an effort to chart a path for Hoboken that can lead to political consensus and a set of goals shared by all its citizens.

Hoboken is a small town just across the river from New York, one of the most important cities in the world. While New York is physically close, it is symbolically far away. This separateness gives the mile-square city of Hoboken much of its character and small town appeal.

Still, for a relatively small town, Hoboken lacks open space. Several parks totalling approximately 12 acres constitute the City's inventory of park land, and they are heavily used by Hoboken's 33,000 residents. The southern edge of Hoboken is the terminus for the former Erie Lackawanna Commuter Railroad now operated by New Jersey Transit. The terminal is directly above the PATH subway that connects Hoboken to both Midtown and Lower Manhattan. A nearby ferry also brings commuters to Lower Manhattan. The small town character and short trip to New York helped to make Hoboken an attractive residential community over the past decade. But, during that time, the waterfront and its historic role as a major employer has declined. The City is clearly in transition.

Other Waterfronts, Other Cities

The movie *On the Waterfront* has forever memorialized Hoboken as a hard working city filled with break-bulk cargo ships, typical of many American inner-city waterfronts of that time. It took up to one week to load and unload a ship's cargo. A steady stream of trucks entering and leaving the piers meant that, on average, each ship needed only one acre of land to store its cargo.

Twenty years ago, however, America's waterfronts began a dramatic transformation. More efficient container ships changed the size and character of the ports they served. But they also



Copacabana, Rio de Janeiro.



Lakefront, Chicago.

needed more space, sometimes as much as fifty acres, and they also required direct access to major highways.

Some of America's older, abandoned waterfronts have since been redeveloped, and they are worth studying. Also, worth analyzing for patterns and precedents are the world's well known recreational waterfronts. Both types of development have relevance for Hoboken.

The lakefront of Chicago, the Copacabana and Ipanema beaches of Rio de Janeiro and South Beach in Miami, Florida are undoubtedly three of the best recreational, urban waterfronts. Although they vary greatly in climate, character and scale, the urban design principles are remarkably similar. Each clearly separates the public areas at the water from the private portions behind, and each does it with a street.

In Rio de Janeiro that street is a boulevard, in Miami Beach it is a small local street and in Chicago the street width varies.

On each waterfront, however, the buildings press up against the street forming a wall, making it clear that private development can only extend so far. The buildings' front

doors create activity on the street, and this makes the public areas on the other side of the street seem even more special.

There are several contrary examples on the New Jersey waterfront that demonstrate the importance of a clear and distinct separation. Roc Harbor, a townhouse development in North Bergen, provides a State mandated walkway accessible only through a dilapidated fence, and while the gate in the fence is marked public, its appearance is not. At Riva Point, a luxury residential project in Weehawken, public access is so skillfully disguised by gates and guards that it is difficult to tell where "private" ends and "public" begins. For both these projects, denying entry to everyone but residents and guests is a strong selling point.

Even the most thoughtful and well-planned projects can blur the distinction between public and private. The South Street Seaport in New York and the Inner Harbor of Baltimore are excellent examples of this kind of design ambiguity. Both are very successful Rouse Company commercial developments, and both have areas that are legally public. Yet in each project, the waterfront is conceptually and architecturally connected to the stores, restaurants and commercial establishments.



Roc Harbor, North Bergen, NJ.



Riva Point, Weehawken, NJ.

None of the public areas feel public. Neighborhood people would not picnic, sunbathe or relax here. These areas are about shopping, eating and spending money. The Inner Harbor in Baltimore has become much more a tourist attraction than a local recreational resource and South Street Seaport is both a tourist attraction and a popular lunch and dinner location for Wall Street workers.

Marineview Plaza



The height and bulk of buildings on any waterfront and their empathy with the City's scale are important considerations in any new plan. The waterfront in Hoboken's redevelopment plan, rejected by voters in the 1990 referendum, contained four 15-story buildings and a 33-story tower. These features were widely criticized in both referenda because of the threat they posed to Hoboken's character and small scale.

Marineview Plaza in Hoboken is widely criticized for its violation of the city's existing scale. Built in 1975, these two 25-story apartment towers on River Street between Third and Fourth Streets are often cited as the kind of redevelopment that will diminish the City's appeal if repeated on the waterfront.

Marineview Plaza, for example, is typical of the "tower-in-the-park" sensibility, popular in American architecture of that period. The belief was that tall buildings surrounded by green space created more usable open area than buildings of comparable density with less height and more land coverage. This formula became a model for many of America's public housing programs.

Unfortunately, the open space was often poorly defined, seldom perceived as public and not heavily

used. Many of these design principles are evident at Marineview Plaza.

The Prudential Center in Back Bay, Boston, is a single tower some 50 stories taller than the surrounding 19th century buildings. It is a good example of the dissonance between tall towers and an existing low-rise neighborhood. The project was bitterly opposed by residents because of its incompatibility with the rest of Back Bay.

Newport Center in Jersey City is a good, local example of a development where predominantly tall towers are interspersed with parking garages and where the isolated tall towers have little relationship to the garages at their base. The contrast between towers and parking garages is very much like the contrast between towers on the waterfront and Hoboken's two and three-story buildings.

By contrast, Georgetown in Washington, DC and Greenwich Village in New York are examples of neighborhoods that derive much of their appeal from a mix of only low and medium-rise buildings. Both neighborhoods are densely built and have a cohesive character within a seemingly narrow spectrum of heights. There are many building types and sizes, but it is this kind of eclectic mix that gives the communities their flavor.

The Art Deco District on Miami Beach is a spectacular commercial success partly because the five-story hotels and apartments are much more humanely scaled than the high-rise condominiums and hotels further north.



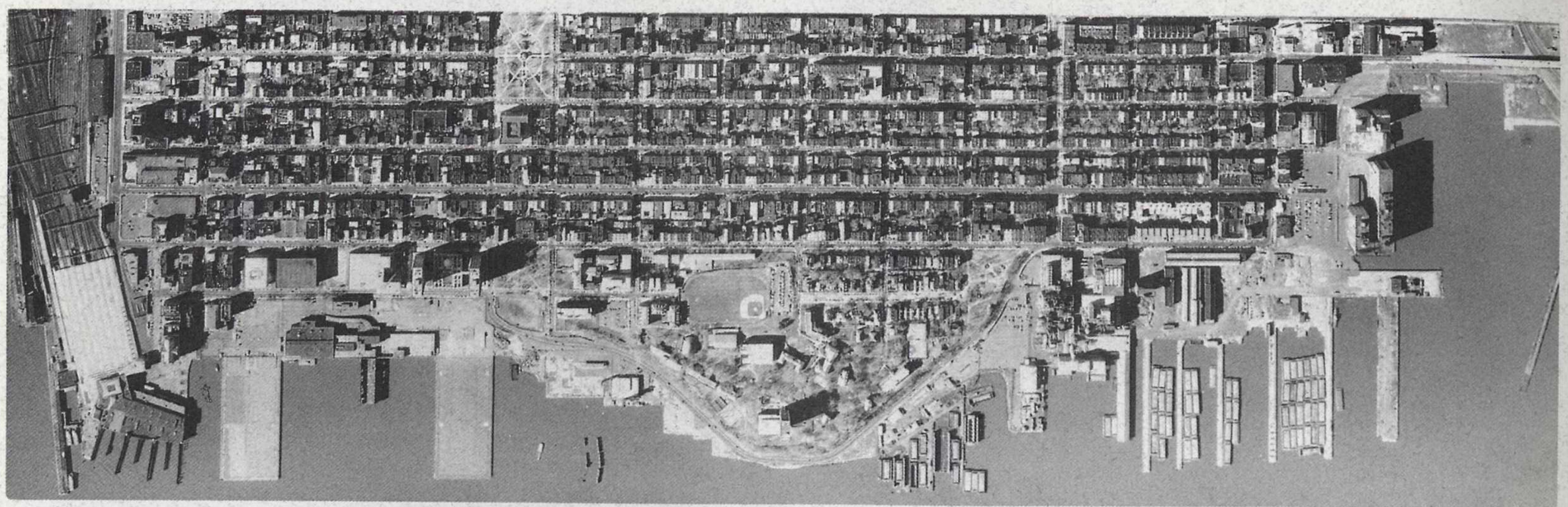
South Beach, Miami.



The Plan

A Continuous Waterfront Park - The Hudson River and views of New York City are an essential asset to Hoboken and all its citizens. In the most profound sense, these views are public. Consequently, the most prominent feature of this plan is a 28.6 acre, continuous public park extending the length of the City's waterfront.

The character of the park varies: at some locations it is only an esplanade, at other places it widens to provide generous areas for activity. But everywhere it offers access to the river and allows the public to walk, jog or bicycle the length of the waterfront without the disruption of private development.



Existing

Residential and Commercial Development - Behind the park there is considerable privately owned land for commercial and residential redevelopment. There will be approximately 39.5 developable acres of private land and 8 developable acres of City-owned property.

Hoboken Blocks and Streets - The size of the new blocks should be similar to the old if a redeveloped Hoboken waterfront is to have a sympathetic relationship to the rest of the City. Therefore, east-west streets extend to the water and join a small north-south street running the length of the waterfront.

The streets are for local use, designed to discourage through traffic, busways and commercial transportation. This is particularly true for the street running along the waterfront park. To slow speeds, it will have two-way traffic, with parking on both sides. The carriage way will be 36 feet wide, a width comparable to the narrower streets in Georgetown and Greenwich Village. Stop signs and lights occur at selected intersections.

The actual size of the new blocks along the waterfront varies according to the existing street system behind the waterfront and the amount of available land for redevelopment. All new blocks created by the street grid, however, are comparably sized to existing blocks.

Hoboken Sized Parcels - Hoboken is an eclectic mix of building lot sizes. From the Yellow Flats that cover an entire block along Washington Street between Twelfth and Thirteenth Streets to 12 foot wide row houses on Willow Terrace, diversity is part of the City's charm. The plan allows for developers to build on parcels as small as 20 feet wide, should they build incrementally, or sell smaller parcels to smaller developers. This encourages the City



Proposed

to make its own land available for redevelopment in parcels of varying sizes, creating a waterfront scale comparable to the existing city.

Alleys - There are alley rights-of-way through the mid-blocks on the southern waterfront. Rather than being publicly owned, they are required easements, and they will be privately maintained. The alleys allow for garbage collection at a building's back door rather than its front door. This will contribute to the cleanliness of street level commercial establishments likely to be built facing the park.

Alleys also reduce the apparent bulk of the block, provide alternative access to parking and, over time, can develop the same idiosyncratic back alley character as existing Court Street. The alley will encourage front door activity on both River Street and the new street at the waterfront.

Hoboken Sized Buildings - With a few notable exceptions, Hoboken has a small town scale. Almost all its residential buildings are less than six stories and its commercial buildings are less than eight. Several recently completed apartment buildings on Observer Highway were the subject of considerable controversy because of their height. Like the towers of Marineview Plaza, these heights would destroy the spirit and character of Hoboken if repeated on the waterfront. It would be unrealistic to imagine only two and three-story buildings facing Manhattan. Therefore, the plan calls for high density, low and medium-rise development with building walls at the street line. The tallest buildings have eight stories.

A Clear Definition of Public and Private Areas - When most American cities were originally planned, the boundaries of a city's parks and open space were set by

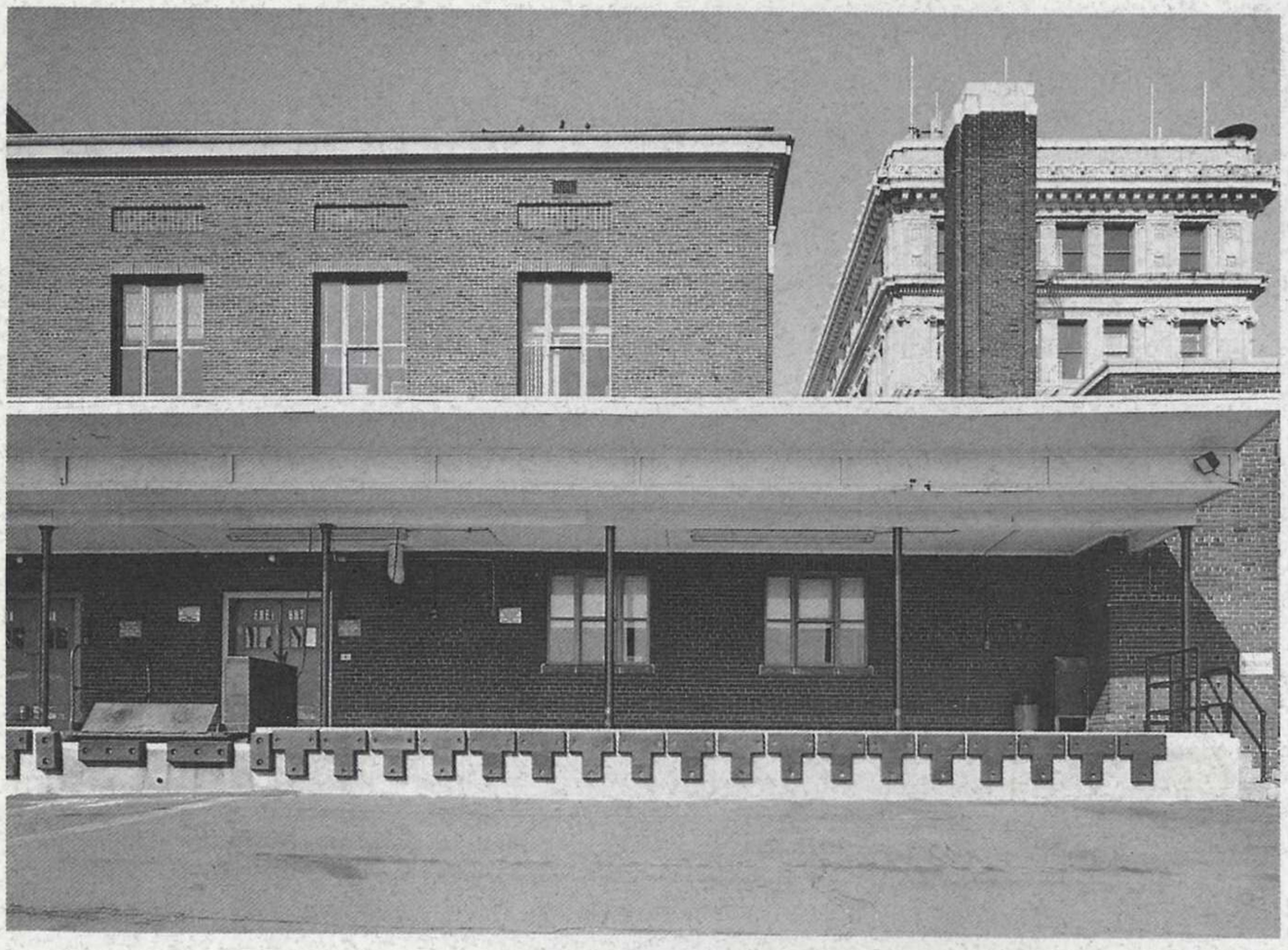
"paper" streets, mapped well before either the park or the surrounding neighborhoods were planned and built. Central Park in New York, for example, was only a paper rectangle for several years before it was constructed. Like the streets bordering Central Park, the street bordering the waterfront has a particularly important feature: it clearly separates the public and private areas while the front doors of the buildings facing the street give life to the park.

Paper streets and an approved plan for a park are effective tools for organizing future development even though actual construction of some of the streets and utilities in Hoboken may not occur for several years. Therefore, mapped streets are an essential feature of this plan.

When the real estate market strengthens, the less attractive alternative will be separate, uncoordinated proposals from various owners along the waterfront. These will stop forever the opportunity for a continuous park and a cohesively planned waterfront.

A Walk Along The Waterfront

PATH Station to Fourth Street - The New Jersey Transit train yards west of the Erie Lackawanna Ferry Terminal at the southern edge of Hoboken are an ideal site for commercial development. The yards have been the subject of feasibility studies and will most certainly be redeveloped. Yet another study of alternatives for the site is beyond the scope of this work and therefore, the site has been shown on the plan as it now exists. Clearly, proposals that do not increase automobile traffic into Hoboken and are at a height and scale consistent with the rest of the City will generate more support than those that do not. Additionally, extensive development over this large, open



US Post Office



US Dep. of Agriculture

area will reduce demand for office and commercial space along the waterfront north of the yards.

The grand, beaux-arts Erie Lackawanna Ferry Terminal is the southern terminus of the Hoboken waterfront, and it is a wonderful symbol for the City. Many proposals exist for its rehabilitation and reuse; they need not be reviewed in this report. However, the terminal's rehabilitation deserves public support as the building is showing alarming signs of decay and distress. There are numerous leaks in the roof. Cracking and movement in the floors indicate problems in the building's subsurface supports. The slow deterioration of the building, particularly the piling beneath it, will continue and if left unchecked, in several years the structure may be beyond salvage.

The US Post Office and First Fidelity Bank Building comprise the entire block between First and Newark on River Street. The river side of the block is open land reserved for Post Office trucks and employee parking. From a waterfront park, the block will appear as an unkempt melange of loading docks, cars and trucks.

The block, only a short distance from the PATH station, has important commercial potential. With a redeveloped waterfront, it will be an eyesore if left in its present condition.

Therefore, the plan calls for a building or buildings to line the side of the block facing the waterfront esplanade. There are several choices. The new buildings could incorporate interior parking and loading facilities, or the Post Office could be relocated to another site in Hoboken. Alternatively, the Post Office would remain as a branch office with only its high traffic functions relocated elsewhere.

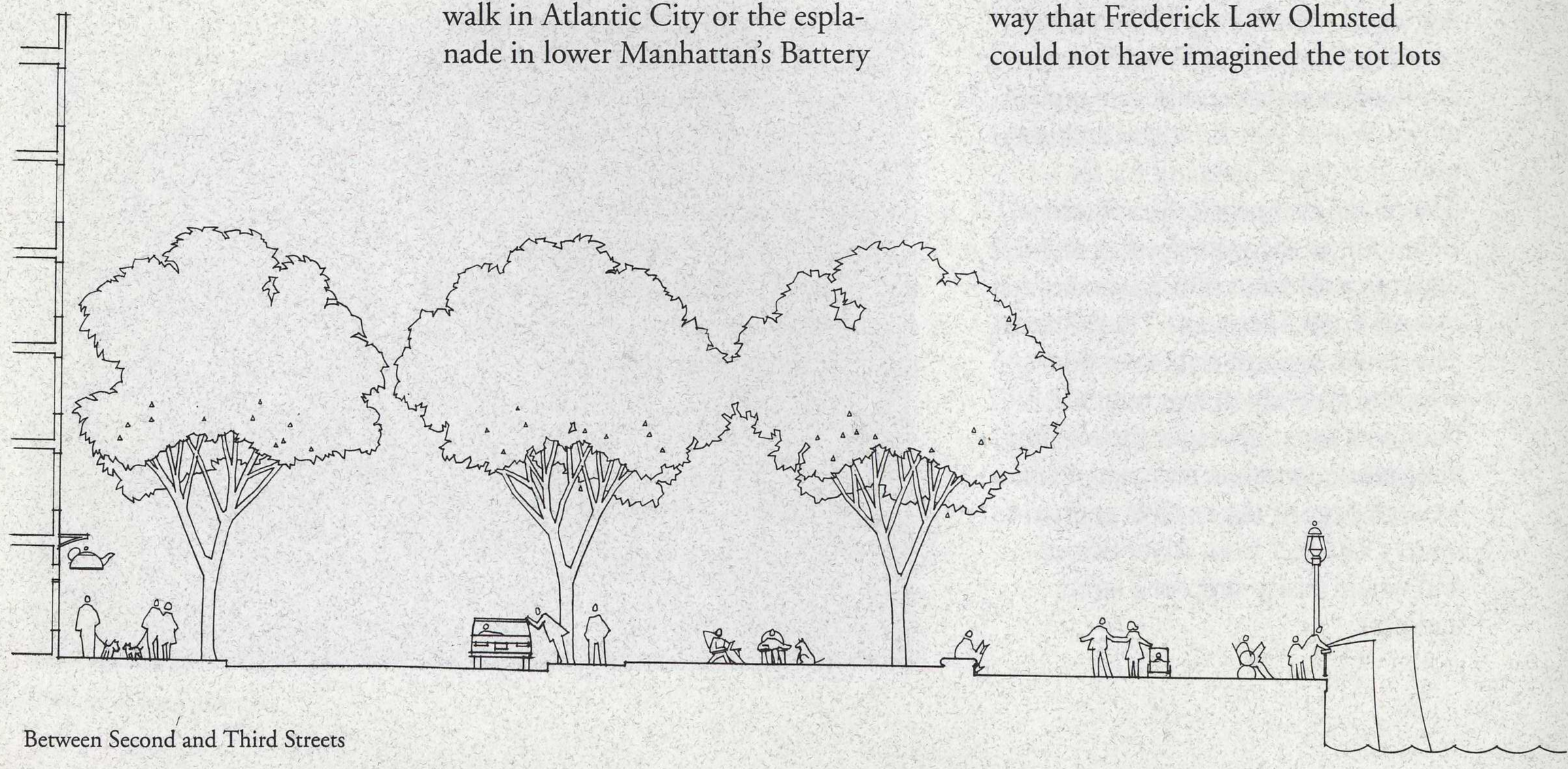
The United States Department of Agriculture Building on River Street between Second and Third Streets is a handsome brick structure typical of pre-World War II federal architecture. It is worth keeping for its design and its historical importance. Behind it, at the waterfront, a massive underground vault of brick arches extends from Second to Third Streets. The vaults support a six-foot thick concrete slab which was both the floor and the support for the existing head house structure above it. The western edge of the vault is approximately 195 feet from River Street and would easily support a street and park.

The outer bulkhead wall of the vault facing the river is stone-faced and seems in good condition. The vault and its roof make an ideal base for a street and public esplanade and the distance between the vault and River Street is only five feet less than the 200 foot depth of a typical Hoboken block. Thus, the inner edge of the vault could be the boundary between private and public land. This convenient coincidence obviates the problems of constructing new buildings on the vault. The structure could not support more than five stories of lightweight construction, and demolishing the vault would be a needless infrastructure cost. Behind the vault from First to Fourth Streets are three new 195 foot deep blocks, each with a 20 foot wide alley running in a north-south direction. On the waterfront face of the blocks the sidewalks are 15 feet wide. This dimension will accommodate commercial activity and make strolling pleasant for the shoppers and patrons. The sidewalks on all other blocks are the same width as the existing, adjacent sidewalks.

The Park and Esplanade on the Southern Waterfront - The open space along the southern waterfront has two parallel components. The outer edge is a paved esplanade, its character tough and exposed to the elements. There are benches, appropriate lighting and an elbow rail at the edge. The paved walkway is 35 feet wide. This width allows people to use the benches at the back of the esplanade, others to lean on the railing at the waterfront and groups of strollers to pass easily in between.

Thirty five feet is the same width as the esplanade at Carl Schurz Park in New York City. This width has a neighborhood or small town feeling unlike either the 50 foot wide boardwalk in Atlantic City or the esplanade in lower Manhattan's Battery Park. Both of these need large numbers of people to make them seem lively and safe.

On the southern waterfront behind the esplanade and separated from it by a low sitting wall is an inner lawn planted with shade trees. This portion of the park offers the opportunity for picnics, art fairs, Frisbee throwing or whatever other activities are appropriate for a park. The width of the lawn, including a narrow sidewalk along the street, is 43 feet. The final programming and detailed design of this area, and all other large play areas, should be the subject of community input. For now, these areas have been purposefully left open, in the same way that Frederick Law Olmsted could not have imagined the tot lots



Between Second and Third Streets

and play yards along the west side of Central Park built almost 100 years after the Park itself was finished.

Piers A and C - Any new development on Pier A and/or Pier C, be it office towers, a hotel, apartments or parking garages, would have privatized the waterfront, and made the piers seem separate and inaccessible to city residents. The recent pier developments up and down the New Jersey side of the Hudson River are testament to the inherent problems.

Public facilities, such as museums, aquariums or even a new City Hall, are attractive though improbable alternatives. For example, The Metropolitan Museum in Central Park and the Art Institute on the Chicago lakefront are appropriate uses of public land by public facilities. But Piers A and C present a dilemma because their rehabilitation for recreation or other public use is an expensive proposition. Construction cost estimates prepared for the City and reviewed by the Port Authority of New York and New Jersey to repair the eroded piles below the piers range from 14 to 18 million dollars. Design and permitting costs must also be added to this estimate. If the piers were used for building parcels, the costs, exclusive of interest payments for utilities, open space and roadways, would be over 26 million dollars.



Carl Schurz Park

The Port Authority believes Pier A has weakened structurally over the past several years, so it is closed to all public access. They have also requested permission from the New Jersey Department of Environmental Protection and Energy to demolish Pier C, believing it to be so severely deteriorated as to be beyond repair.

The costs to develop the piers and their disrepair suggest only one option. The piers should be removed, using funds from the US Army Corps of Engineers Harbor Drift Removal Program. The demolished piers should be replaced with one or more new piers specifically built for fishing and public enjoyment. The negotiations and environmental assessment required by the Corps of Engineers should begin immediately.

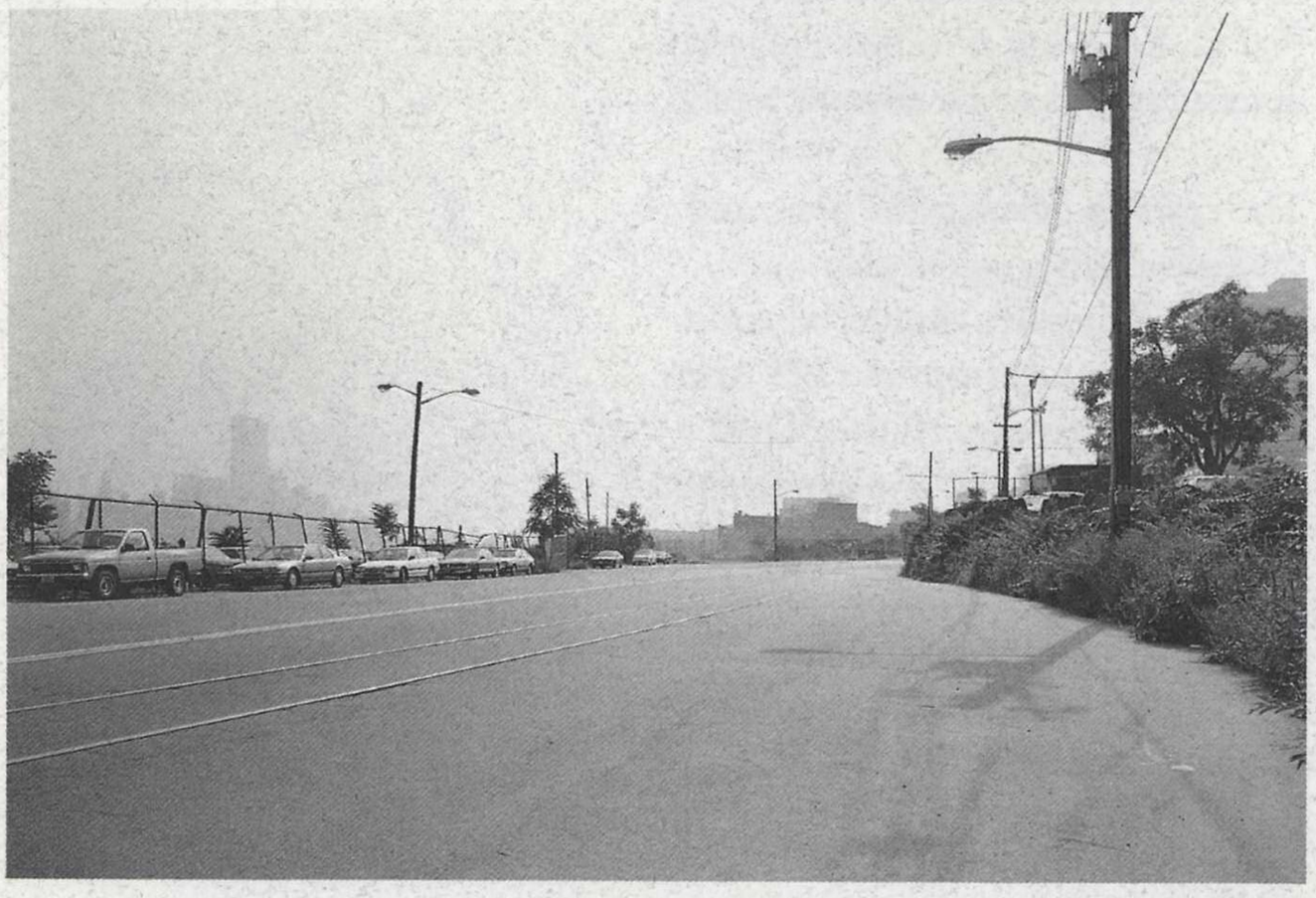
A new pier at the southern end might be used for concerts, outdoor cinema or other activities. Activities could be staged close enough to shore so that overflow crowds on special occasions could watch events while sitting on the esplanade. Boats could tie up all along the pier. A new northern pier might support a municipal swimming pool in the summer and an ice skating rink in the winter. These remain as suggestions to be part of the public debate when the piers are opened to the public.

Frank Sinatra Drive - The Drive is heavily used by vehicular traffic as well as by joggers and strollers. It is a dangerous stretch of the waterfront because the travel ways are undefined, the roadway width varies and there are no curbs or sidewalks. The plan calls for a reconfigured Drive with ample room for both a narrowed two-way road and a park. At the narrowest points only the esplanade portion of the park can be constructed and it must be partially built over the rock rip-rap beyond the roadway. All new construction would occur above high water, obviating the need for piling permits in the river.

At wider points, the esplanade will open on to active play areas. There is sufficient width here to permit parking for the play areas and for the fishermen who frequent this stretch of the waterfront. Parking may be limited to one side only.

Little League Baseball Field - A new outfield wall around the Little League Field was a considered feature of the City's waterfront plan. The field would have been slightly reconfigured as part of the City's plan to correct an important substandard dimension: the distance from home plate to the left field fence is less than Little League minimum standards. The wall as proposed, however, would have isolated the field from the public. Instead, the entire field should be excavated and lowered so games could be seen from many points beyond the outfield fence. The field would appear to be part of a larger park at the water and a lowered playing surface would create stadium seating along both foul lines.

Frank Sinatra Drive



The excavated soil could be used all along the waterfront. Preliminary cost estimates indicate that lowering the field is considerably less expensive than building the retaining wall.

Stevens Institute - Stevens Institute owns the land and water rights at the base of Castle Point beyond Frank Sinatra Drive from north of Fifth Street to Union Dry Dock at Ninth Street. The Institute has proposed several plans in the past to build on this land and even beyond into the Hudson River. They announced a year ago their intention to build a 400,000 square foot office facility east of the Drive with a pedestrian bridge connecting it to a hotel on the waterfront.

Both the very steep slope at the base of Castle Point and the necessity of keeping Frank Sinatra Drive open present real constraints to the efficient use of the waterfront portion of the property. These problems are exacerbated by the US Army Corps of Engineers policy of discouraging development in the river and the stringent New Jersey Department of Environmental Protection and Energy regulations governing waterfront development in general.

This plan suggests two alternatives. The first is a modest land swap that would entail relocating Frank Sinatra Drive to the east between Fifth and Sixth Streets and trading some City owned property for Stevens land. Stevens' efforts, focused on the River Street block between Fifth and Sixth as a site for expansion, would be facilitated.

This option does not address the rest of the Stevens land around Castle Point where despite its difficulties as parcels for development, the land would be ideal for recreational functions. Stevens is currently considering new construction to house incubator offices. Because there are large amounts of unused and underused land in northwest Hoboken, it would be in the interests of both the City and Stevens to explore acquiring tracts for office space in exchange for the rest of the waterfront land at the base of Castle Point.

Union Dry Dock - The company is the last, active marine related business in Hoboken whose jobs are important to the City. If, in the future, Union Dry Dock ceases operation, the property should be acquired and used to continue the public park. A narrowed Frank Sinatra Drive and appropriate treatment to the sidewalks in front of Union Dry Dock will make it apparent to strollers and joggers that the waterfront park continues north of this property.

Elysian Park - Realignment of Frank Sinatra Drive will nearly double the size of Elysian Park; the new land being contiguous to the existing park. It will offer the opportunity to enlarge, reconfigure, and add to the existing facilities within the park or to create new recreational areas.

Maxwell House/Bethlehem Steel - Maxwell House has closed its coffee plant between 11th and 12th Streets, and the property will be redeveloped. Kraft Foods, the parent company, is currently considering several options.

To the north of Maxwell House is the abandoned Bethlehem Steel property, recently purchased by a local developer. The developer has announced plans for a mixed-use development on a large "super-block" between 12th and 14th Streets. The plans do not yet address the effects of this development on existing commercial establishments on Washington Street or on vehicular traffic into and out of Hoboken.

The study, Hoboken: The City and the Waterfront prepared by Berridge Lewinberg Greenberg Ltd. in September 1990, showed large, nearly square blocks for the northern waterfront. The larger blocks would extend the orthogonal grid of Hoboken out to the water but would prove cumbersome to developers seeking to emulate Hoboken's existing character. If buildings were built at or near the street line, as is typical for the rest of Hoboken, large amounts of unbuildable space would remain in the middle of the block. Developers seeking to maximize the block's potential under the existing zoning regulations would probably move to a more free-form suburban or "tower in the park" site plan in order to capture and use the land inside these big blocks.

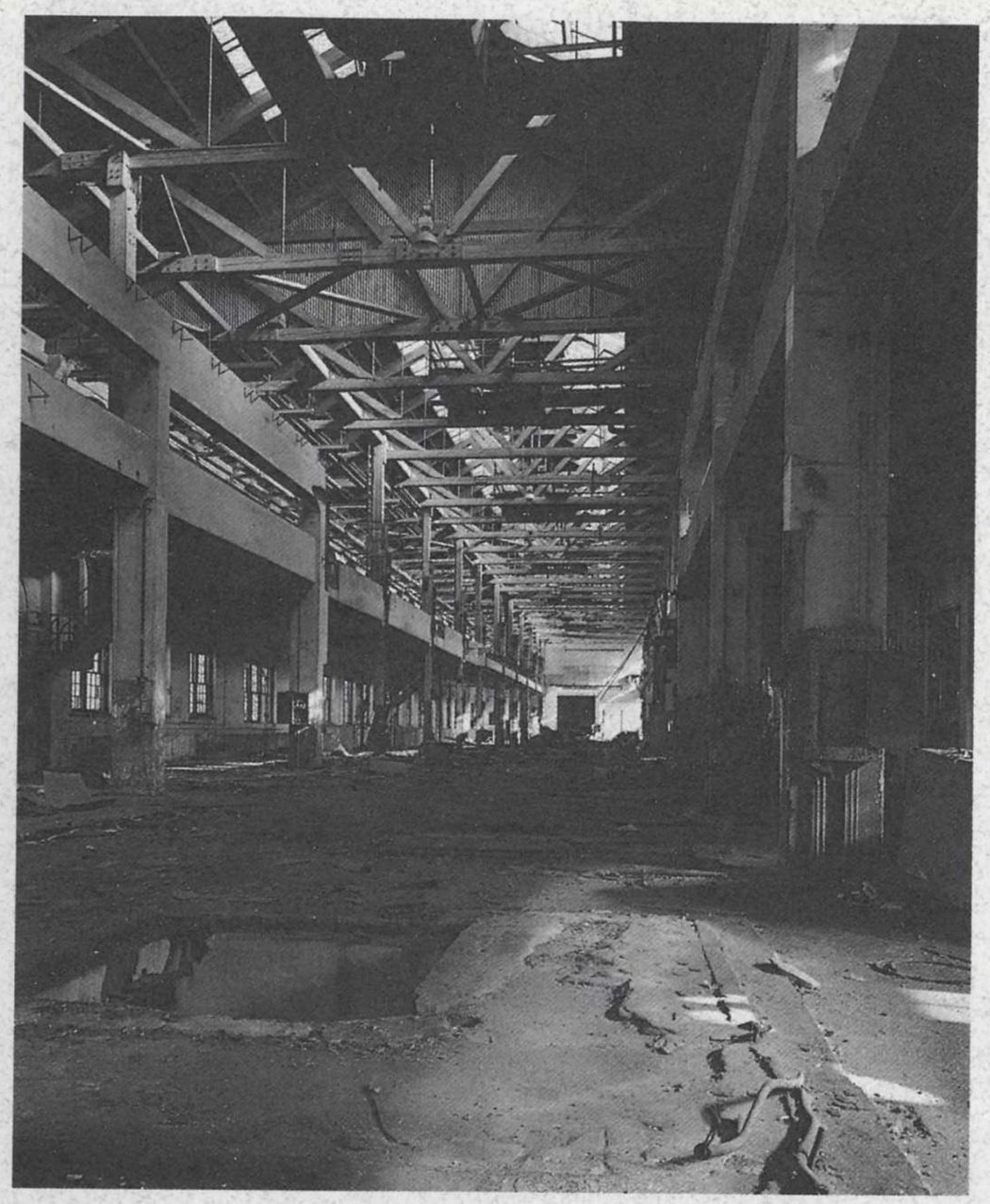
Alternatively, there is enough room between Hudson Street and the river to create two blocks with the same depth as the existing blocks between Washington and Bloomfield Streets. A new, smaller street would be cut between Hudson Street and the waterfront. This additional street creates humanly-scaled blocks with four story buildings. If the park and esplanade in front of the Maxwell House/Bethlehem Steel properties are to have any coherence, then the street layout of both properties must be planned simultaneously.

Machine Shop - The former Bethlehem Steel machine shop on Hudson Street, a cavernous brick building with large arched windows, derives much of its architectural character from its interior of exposed wooden trusses and clerestory lighting. The building can be adapted to a variety of uses. Unfor-

tunately for Hoboken, illegal demolition began on the machine shop several years ago, and the northern portion of the building was severely damaged. However, that demolition would allow 13th Street to be extended to the waterfront park and the river, passing through the northern portion of the building. Because reconstruction of the razed portions is relatively expensive, creating a new end wall for the machine shop at the property line of an extended 13th Street can still preserve most of the building, leave intact the interior wooden trusses and give people access to the river.

Sixteenth Street Park - At the north-east most portion of the waterfront, a large pier surrounded by steel sheet piling and topped with fill creates a natural breakwater for the Weehawken Cove. The outer end of the pier is owned by the City. The pier appears to be an ideal candidate for rehabilitation and reuse as a park and visual inspection suggests it to be in acceptable condition. It is one of Hoboken's most valuable, albeit unexploited, resources.

From the eastern face of this pier, another long concrete pier extends at right angles into the Hudson River. This second pier is privately owned and may be usable as a ferry landing or for other marine purposes.



Machine Shop

Standard Brands Property - The large brown and yellow brick industrial building at the head of Washington Street and a smaller vacant industrial building to the west of it are the most prominent features on the northern Hoboken water-front. They are ungainly and with-out charm. The larger building in particular, called the Standard Brands Building, is a poor candidate for adaptive reuse, although the owner of the property had previously considered renovating this building for residential purposes. While this

building houses a number of small manufacturing businesses, they are reportedly leaving.

Its lack of architectural character, its awkward dimensions and poor window fenestration make the building unsuitable for residential development. It would be far more beneficial to the City and less constraining to the developer to demolish the structure and replace it with residential and commercial buildings built on blocks that extend the Hoboken grid.

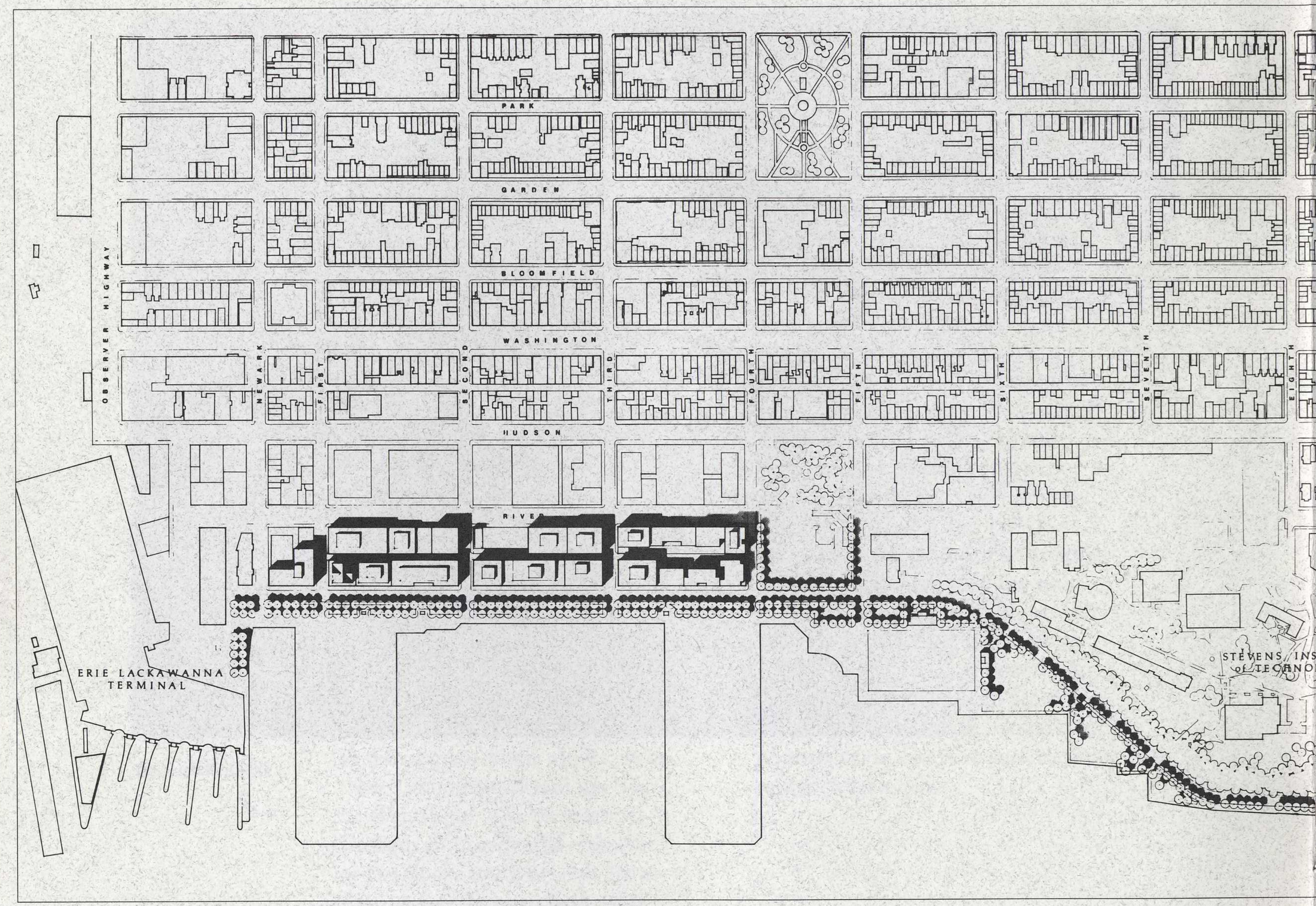
The existing blocks between 14th and 15th Streets and running from the river to Park Avenue, just south of the Standard Brands Building, house a variety of businesses from restaurants and commercial establishments to small manufacturing plants. Vacant lots are interspersed throughout. These large open areas make Hoboken seem to disintegrate as one moves north from 14th Street toward the Weehawken Cove. The commercial strength and residential character of the blocks south of 14th Street suggest that the open land north of 14th Street would be far more valuable if the Standard Brands Building were gone and an esplanade existed along the waterfront.

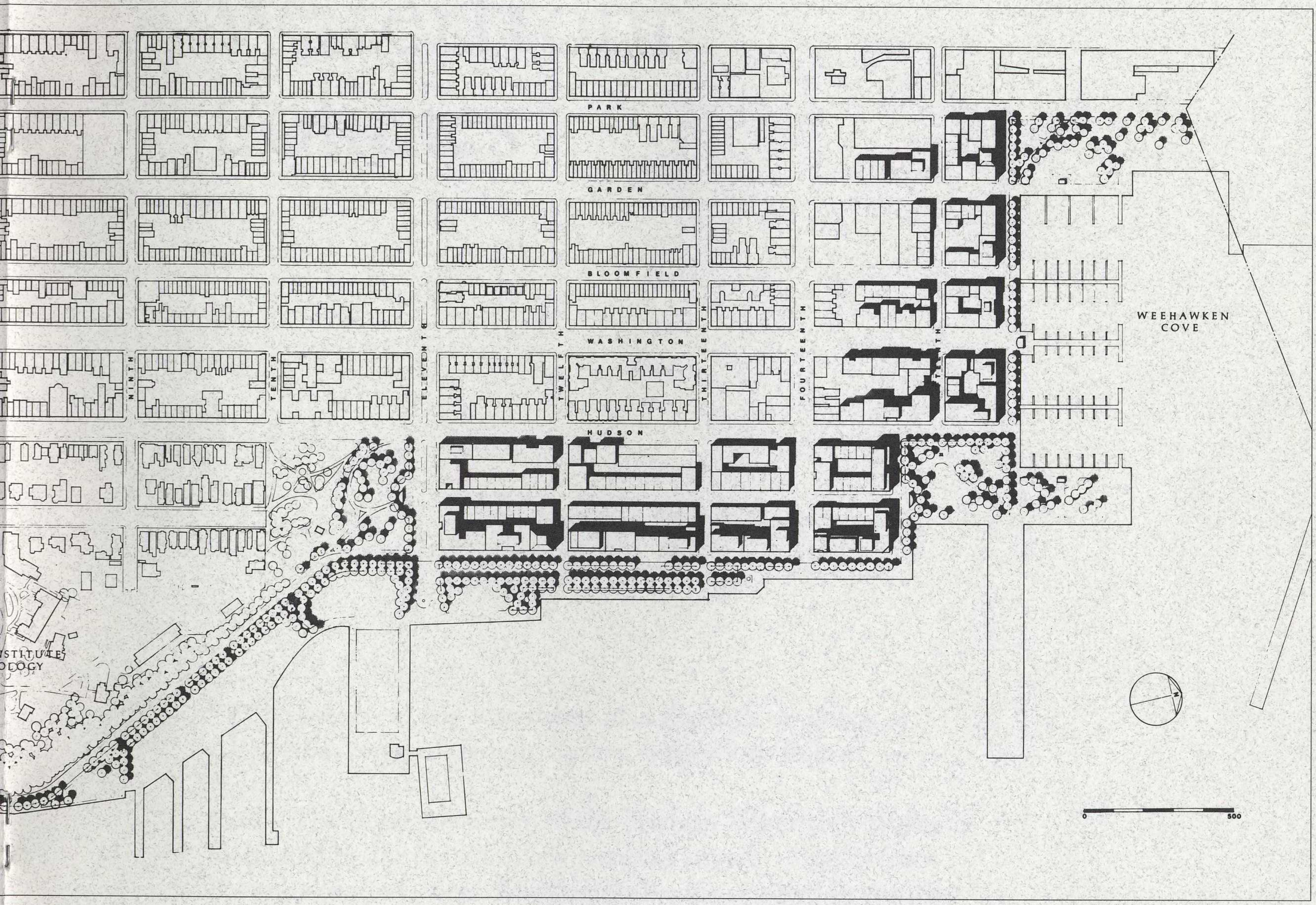
This plan shows four blocks from Hudson street to Park Avenue facing the Weehawken Cove. The sizes are approximately the same as the Clam Broth House block in southern Hoboken. Residents on two sides of the block would have spectacular views of the cove and Manhattan, and all streets ending at the cove, including Washington Street, would be open. The esplanade would continue along the edge of the cove.

Weehawken Cove - This cove is one of the few large natural indentations along this portion of the Hudson River and therefore is an ideal site for a park and marina. As half the cove is in Hoboken and half is in Weehawken, some bi-lateral arrangement should be explored between the two cities. Failing that, it is still possible to redevelop the southern end for boating and recreation. As discussed before, the 16th Street pier is a natural cost-efficient breakwater; no man-made structure need be built to shelter boat slips.

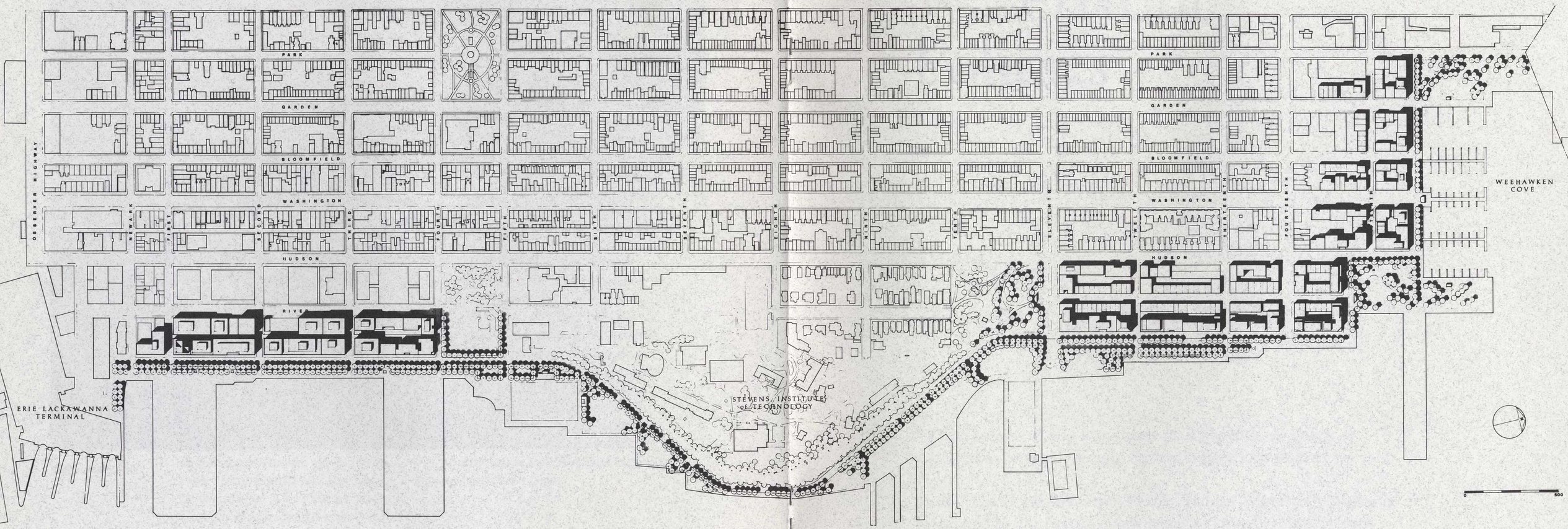


View looking south


PARK
GARDEN
BLOOMFIELD
WASHINGTON
HUDSON
OBSERVER HIGHWAY
NEWARK
FIRST
SECOND
THIRD
FOURTH
FIFTH
SIXTH
SEVENTH
EIGHTH
RIVER
ERIE LACKAWANNA
TERMINAL
STEVENS INS
of TECHNO



Plan for the Hoboken Waterfront



Plan for the Hoboken Waterfron

Waterfront Policies

The success of any waterfront plan depends on policy as well as physical design. Several suggestions follow:

Park - The implementation of the Hudson Waterfront Walkway mandated by the State of New Jersey to stretch 18 miles from Bayonne to the George Washington Bridge is mired in controversy. The Walkway is intended to be built in sections with each waterfront property owner responsible for construction of a 30 foot wide waterfront walkway when the property is redeveloped. The legislation envisioned that each of the separate pieces would link together when the entire waterfront had been redeveloped. Much of the waterfront remains unbuilt, however, as the real estate boom of the 1980s has faded.

More problematic, however, are the portions of the Walkway that have been constructed. A recent spate of newspaper articles in the New Jersey press has chronicled a number of condominium projects and private clubs that have effectively barred the public from the waterfront, either by making the required walkway difficult to find or uninviting to use. Some projects have actually constructed chain-link and barbed wire barriers. Several public interest groups and the New Jersey DEPE are seeking to have these closed portions reopened.

The walkway program's difficulties are a product of its policies. By leaving the design and construction to each private owner, the State has created a walkway plan where design, character and levels of maintenance vary widely from property to property. Worse, the policy creates potential confrontations between every profit-seeking property owner and a public seeking unrestricted access to the river.

It would be preferable for Hoboken to assemble the land for a public waterfront park by acquiring it from each private owner. The cost of the acquisition, if any, would reflect the land's worth less the developers' savings from eschewing Hoboken's mandated fifteen percent open space ordinance. The developers also save on construction and maintenance of these open areas. Such a policy would assure a park designed and built to a single set of standards and maintained in its entirety. Under certain scenarios tax credits may accrue to the present owners.

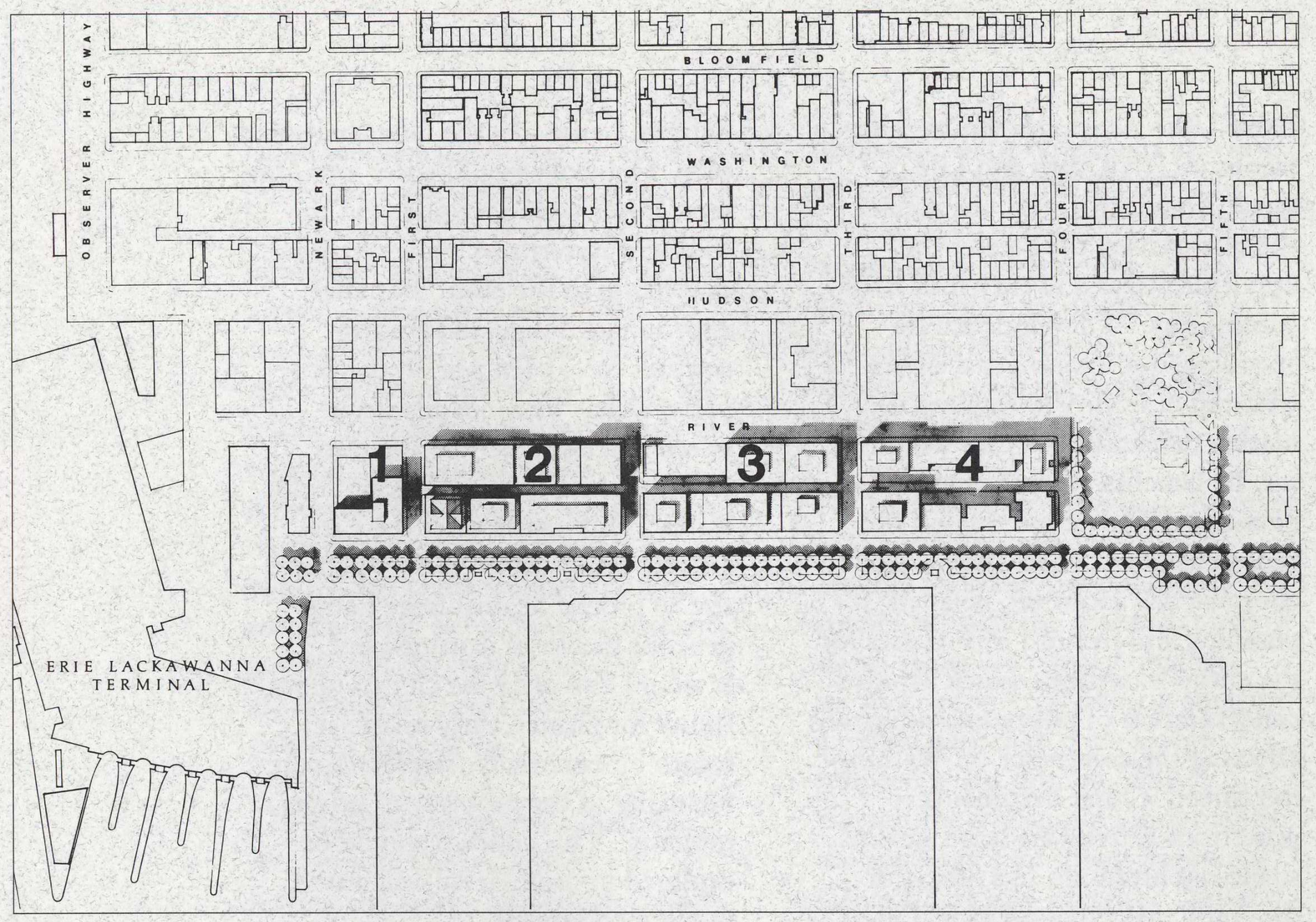
For real estate tax purposes, the value of the remaining property may actually increase. Several recent studies support the thesis that real estate values are typically higher for those properties directly abutting a public park than comparable properties that do not. This conclusion is certainly supported by the experience on streets bordering Central Park and Riverside Park in New York City. Real estate values have remained high on Fifth Avenue, Central Park West and Riverside Drive even when neighborhoods behind, particularly north of 96th Street, have gone through periods of great distress.

The active play areas within the public park would be decided by the public, not the developer, as each is scheduled to be built. As discussed previously, a public planning process during detailed design would reveal a clearer picture of the true recreational needs of the City.

Land Use - As was shown by Jane Jacobs in The Death and Life of Great American Cities, the greater the mix of uses, the greater the opportunity for a twenty-four hour community. If developers were encouraged to create a mix of uses with the flexibility to respond to market demands, the City would see the benefits. Therefore, the plan does not delineate use beyond the broad categories of residential and commercial. However, detailed planning will insure a mix of uses for the entire waterfront which avoids a concentration of businesses, adversely affecting the commerce on Washington Street. Other detriments to waterfront activity are large areas of single-use buildings like offices or shopping malls that are closed in the evening or apartments with few entrances and no activity on the ground floor.

Just as there should be a mix of uses, there should be a mix of housing income. The developable area is large enough that the required percentages of affordable housing can be provided at the waterfront rather than segregated in some other precinct of the City.

Sale vs. Lease - In the City sponsored plan, Hoboken would enter into long term leases with developers on the southern waterfront while retaining ownership to the land. But after appropriate design and zoning controls have been put on the property, it may be more attractive to sell parcels to private interests rather than entering into long term leases. This would offer the City a direct opportunity to vary parcel size to protect against large homogeneous blocks of development. It would also offer the city an opportunity for greater, early financial return by essentially transferring the financing of the property to private interests. This concept should be explored in more detail and tested in the marketplace.



Southern Hoboken

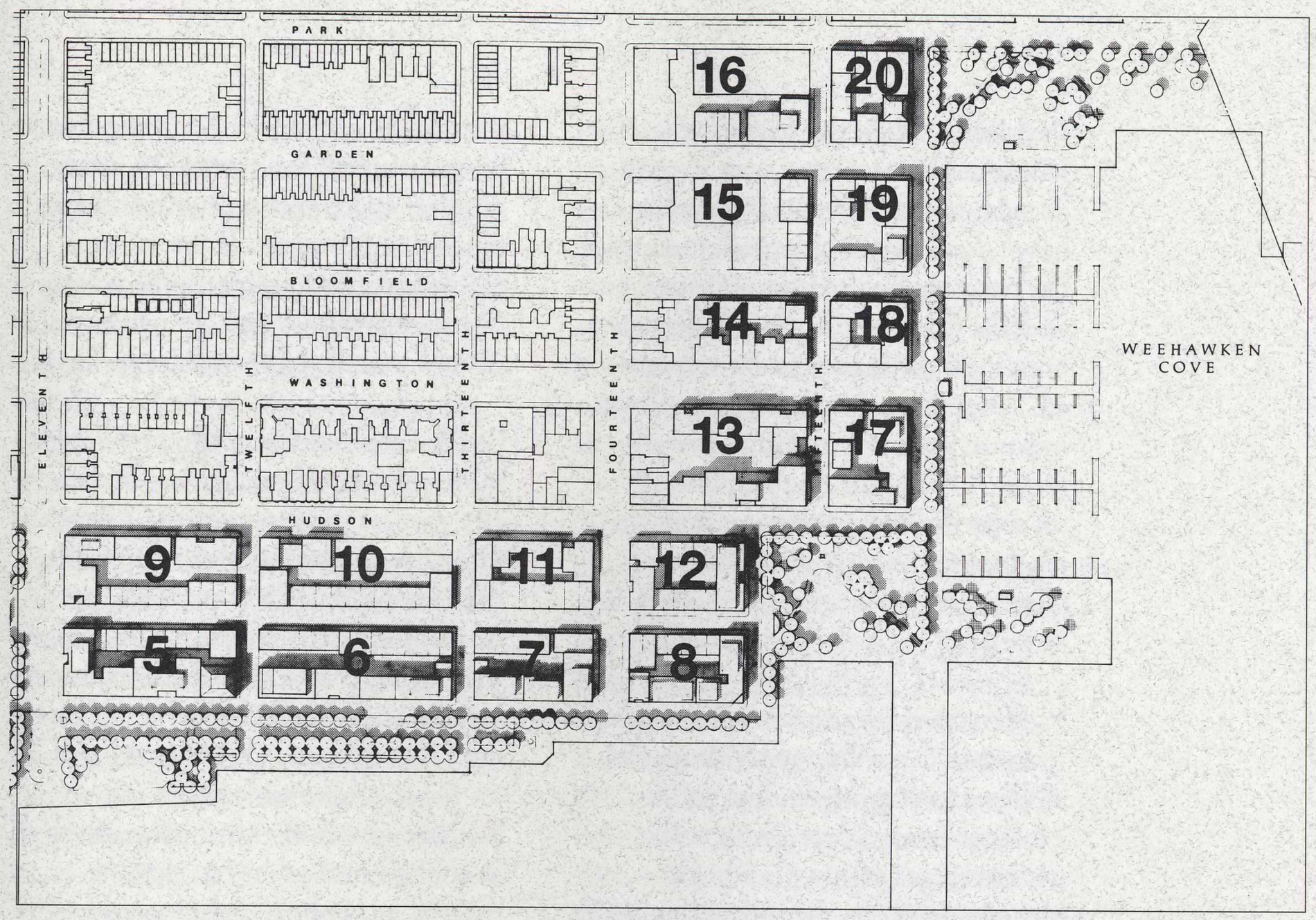
Densities - As stated elsewhere in this report, the best policy would be a market driven mix of commercial and residential uses. But, to calculate the total buildable square feet in the plan, some assumptions must be made about which blocks will more likely be developed for commercial use and which should be residential. On a comparably sized piece of property, an apartment tends to be slimmer and cover less of the site than an office building. Because an office building is bulkier, it has more square feet per floor and therefore, the exact amount of new square footage may vary somewhat depending on where certain uses are built.

The following densities are also predicated on off-site parking, as is discussed next in the report.

Block 1 - eight floors of additional commercial space, as shown, with the US Post Office and First Fidelity Bank to remain: 105,200 sq. ft.

Blocks 2 and 3 - eight floors of commercial space with 80% coverage: 1,060,800 sq. ft.

Block 4 - ground floor commercial use with 80% coverage, seven floors of residential above with 65% coverage: 443,380 sq. ft.



Northern Hoboken

Blocks 5, 6, 7 and 8 - ground floor commercial use at the waterfront with 100% coverage, seven floors of residential above with 65% coverage; four floors of residential on the new street with 65% coverage:
857,740 sq. ft.

Blocks 9, 10, 11 and 12 - six floors of residential on Hudson Street with 65% coverage; four floors of residential on the new street with 65% coverage: 697,700 sq. ft.

Blocks 13, 14, 15 and 16 - ground floor commercial in-fill building on Washington Street with 80% coverage, seven floors of residential above with 65% coverage; Bloomfield Street to be four floors of residential with 65% coverage; all other redeveloped property to be six floors of residential with 65% coverage; all existing commercial and residential buildings to remain:
639,980 sq. ft.

Blocks 17, 18, 19 and 20 - ground floor commercial use with 100% coverage; seven floors of residential above with 65% coverage:
632,700 sq. ft.

Total square footage:
4,437,500 sq. ft.

Parking - While the population of Hoboken has declined over the past decade, traffic and parking problems have increased. The number of cars, the percentage of automobile owners and the number of automobiles per household in Hoboken have increased. Double and even triple parking in some areas is a common occurrence. Overnight double parking on some streets is heavy enough to render them nearly impassable. Commuter parking has increased as well.

Prudent municipal policy may seem to include a parking requirement in all new development. But the evidence from recent projects for which tenant parking has been included suggests that more than half the spaces remain unused. The three large garages on River Street that cater to commuters and people coming to Hoboken for its night life are also underused after office hours or when the bars and restaurants are closed. New York City, for example, no longer requires parking for many office and residential projects, realizing that the availability of parking actually increased auto usage.

The Hoboken Zoning Ordinance now dictates that one off-street parking space be provided for each new residential unit and .7 spaces per 1000 square feet be provided for commercial buildings. In essence, this means one floor of parking must be constructed for every four floors of office space and every three floors of residential space. If the current regulations are applied to the waterfront, between 20 and 25 percent of all new construction will be parking.

On the southern waterfront there are more than 1,800 spaces in the three city garages on River Street. Had the first City sponsored plan been built, there would be 4,300 parking spaces on the southern waterfront, making the southern area one of the most heavily trafficked downtowns in the United States. Some parking on the southern waterfront may be desirable, but additional parking should be housed in the existing garages or confined below grade and above the water table east of River Street.

The consequences of large amounts of parking on the waterfront are two-fold. First, large parking lots deaden the entire waterfront. Garages pose a different problem. Because parking garages need to remove carbon monoxide and supply fresh air, and because it is relatively more expensive to mechanically ventilate a parking garage, developers usually cut large holes in building walls. In the original City sponsored plan, almost all of the lower floors on River Street were parking. Even though these street level parking areas would have

been walled, long stretches of each block would have been without signs, lights, windows and human activity.

Even when parking is restricted to floors above the ground level, the garage still tends to deaden a building. Several new buildings on Observer Highway demonstrate this effect. Although the ground floors of these buildings are used for commercial or residential purposes, the buildings have relatively little life. Much of Hoboken's downtown character is derived from activity above the ground floor. For example, each evening PATH commuters can clearly see exercise classes on the second floor of a building at the head of Hudson Place. Up and down Washington Street, there are offices and commercial activity on the second floor, and their lights and signs add to the life of the street below.

The entire waterfront has great commercial potential to developers because of the views of Manhattan. The northern waterfront is zoned for a maximum of eight story residential buildings. This means that two of the eight floors must be given over to parking if the developer wants to avoid mechanical ventilation or constructing expensive basement parking below water. These two floors, representing 25 percent of the total buildable area, would be more profitable to the developer and to the City if they were not required for parking. Unless the current regulations change, getting vehicles off the street in each new development is at loggerheads with encouraging lively waterfront redevelopment and increasing a developer's return.

Some of the deadening effects of parking can be alleviated by locating garages in the center of the block as was suggested in Hoboken: The City and the Waterfront. However, on the southern waterfront this solution eliminates alleys. The cost of ventilation and the need to build both block faces simultaneously, means constructing parking in the middle of the block, discouraging smaller scale development.

Finally, a preponderance of water-front parking may run counter to the air quality standards mandated by the Federal Clean Air Act. It is beyond the scope of this study to ascertain at what level violations would occur, but it is reasonable to assume that large concentrations of cars in downtown Hoboken will make any plan potentially vulnerable to violations of air quality standards and to sub-sequent litigation.

There is a different approach. For example, Santa Monica, California built several smaller parking

garages at key locations around the downtown shopping area rather than requiring parking for each business or constructing one large garage or parking lot. This approach protects the city's scale and character. In England, many older cities and towns of Hoboken's size have small multiple garages around the town's perimeter rather than one large, centrally located facility.

In Hoboken, several smaller garages near the viaducts at the north end of the City and near Observer Highway at the south end would free up additional waterfront land currently obligated to parking. If the pricing policy of the garages favored residents and if this pricing policy were coupled with more stringent enforcement of the on-street parking regulations, these facilities could dramatically improve the current congestion. Regular jitney service should also be studied. The actual sites to be selected for parking are an important component of a more detailed traffic and parking study for all of Hoboken.

Mass Transit - For some time New Jersey Transit has been studying the feasibility of a busway or light rail facility connecting the Holland Tunnel, PATH, the Lincoln Tunnel and beyond. In Hoboken, the waterfront has been under active consideration as a possible corridor. The route, though longer and less direct, is attractive to transportation planners because the waterfront is nearly unused, and therefore, less congested. However, there is ample local bus service now, so any new busway or light rail facility would presumably be used more for through trips than local service.

The potential conflicts between any transit way and a heavily used redeveloped waterfront are obvious. Fast buses or trolleys will pose safety problems for pedestrians crossing back and forth to the park. If an exclusive right-of-way were built, it would have the same blighting characteristics as an elevated or at-grade limited access highway. Therefore, the new streets along the waterfront, as well as those to and from it, should have traffic lights, stop signs, narrow roadway dimensions, textured roadway pavement, two-way traffic and on-street parking to discourage through trips. If consistent with State law, through trips should be prohibited. Alternative routes for the transit way should be explored, although nothing in the present plan precludes the addition of a light rail facility in the road bed of the new streets. Such a system would be heavily used if located nearer to the Washington Street commercial corridor rather than at the edge of the city because light rail requires considerable

densities to support its operation. The design, funding and construction of a light rail system stretching beyond Hoboken would be beyond the power of the municipal government alone. Therefore, no effort has been made in this study to investigate routes or likely stops. If successful, jitney service to and from a series of perimeter parking garages might be an ideal, low cost first step to subsequent light rail service.

Design Guidelines - In a large development project, success is measured by the balancing of two conflicting tendencies; avoiding the sterility of a project designed by one hand and the chaos of many designers and builders. So, buildings of certain heights, palettes of similar materials, prescriptions for signs, windows and painted elements all help give an underlying unity to different buildings by different architects.

Density and/or bulk controls, typically part of a municipal zoning ordinance, will also lend aesthetic continuity to adjoining projects by different designers. Bulk studies should be done early in the process and State approval sought where appropriate. The existing New Jersey Coastal Resources and Development Policies (7:7E-7.14), mandate buildings over six stories to have their longest dimensions perpendicular to the waterfront. This encourages free standing towers and is antithetical to Hoboken's more traditional street wall of buildings. Large-scale developers, unless mandated to do otherwise, will provide fewer rather than more front doors, particularly in large residential or office projects covering all or most of a block.

Design guidelines should always reflect the sensibilities of a particular period and therefore should be reviewed every ten years as redevelopment occurs.

Costs

The construction costs for the public portion of this waterfront plan, from Newark Street to the Weehawken border, total $40.8 million. This public investment includes the repair of over 9,655 linear feet of bulkhead, the paving of all streets and sidewalks south of 11th Street and the construction of all the public park areas along the waterfront. In addition, the park improvements encompass the rehabilitation of the Little League Field, the expansion of Elysian Park and redevelopment of the Maxwell House and 16th Street Piers for recreation.

The bulkhead and seawall are in a serious state of disrepair along Hoboken's waterfront. Their repair comprises the bulk of the

costs, 62.4 percent of the total. A new bulkhead consists of a newly poured concrete wall at the water's edge at an estimated cost of $2,200 per linear foot. These repairs would run the entire length of Hoboken's waterfront as well as the perimeters of the Maxwell House and 16th Street Piers. The total for replacing the bulkhead is $21.2 million.

The public park would include 600 new trees, 2,000 lighting fixtures, 700 benches, 9,680 linear feet of railing, and nearly a half million square feet of paving materials. The total investment required to develop the park areas is $10.6 million. 68 percent of this amount is the cost of the paving materials, which would be a combination of granite, bluestone and asphalt pavers. The outlays for the public park comprise 31 percent of the total construction costs.

All streets and sidewalks south of 11th are part of the public investment in the waterfront; their total is $2.2 million. The estimate assumes private developers will cover the expense of public street and sidewalk improvements north of 11th Street on their own properties.

The total hard costs for construction are $34 million. Soft costs would add 20 percent to the total, bringing the grand total to $40.8 million.

This investment engenders 4.4 million square feet of private development on the land remaining. By comparison the 1989 City of Hoboken-Port Authority proposal contained 3.2 million square feet of private development with a comparable public investment that by one estimate would total $51.9 million.

Construction Costs

	Unit	Unit cost	Quantity	Cost
I. Park				
trees	each	600	622	373,200
topsoil	cubic yards	25	15,320	383,000
sod	square feet	0.3	830,000	249,000
paving	square feet	15	484,600	7,269,000
lighting	each	2,000	351	702,000
benches	each	700	150	105,000
railings	linear feet	75	9,680	726,000
excavation	cubic yards	2	20,000	180,000
inlets	each	1,000	314	314,000
drainline	linear feet	12	10,700	128,400
misc.	N/A	lump sum		150,000
			subtotal	$10,579,600
II. Bulkhead Repair				
	linear feet	2,200	9,655	$21,241,000
III. Public Streets and Sidewalks				
streets	square yards	67	21,000	1,407,000
sidewalks	square yards	45	11,750	528,750
inlets	each	1,000	50	50,000
drainpipe	linear feet	20	5,000	100,000
granite curbs	linear feet	25	5,000	125,000
			subtotal	$2,210,750
Total Construction Cost				**$34,031,350**
Total Construction Cost + Soft Costs (x1.2)				**$40,837,620**

Next Steps

Mapping and Platting - Several steps are necessary to implement the plan; the most important of which is mapping a continuous public waterfront park, the street system behind it and the parcels of land within each block. New Jersey State Law N.J.S.A. 40: 55D-44 allows municipalities to map and plat land for future development through an "official map" and/or master plan. In essence, this law lets Hoboken design its future before actual developments are proposed. It also allows the city to decide which land should be developed and which land should be public open space.

Under N.J.S.A. 40:55D-44, the decision to map waterfront streets and park land obligates the City to amend its master plan or create an official map to show these changes. A boundary and topographical survey will be needed with delineated streets and public park areas.

The Hoboken Planning Board has two choices. First, it may reserve all the streets and public areas shown on the map. However, the undeveloped blocks in between the streets would be left blank. If a developer comes forward with a proposal that conflicts with the official map or master plan, such as building in the middle of a street or park, the City has one year to purchase the street in question or condemn the land. If the developer's plan is consonant with the map and the street is needed to gain access to his or her property, then no purchase is necessary. Typically, the developer would then build the street and dedicate it to the City.

The second choice is more relevant to Hoboken. Rather than just mapping the streets and public areas, the Hoboken Planning Board would also determine the appropriate heights, densities and other important features. The public benefits from this approach because they know what kind of development will eventually occur. The advantage to the developer is that he can go directly to the Building Department with a set of plans, avoiding the costly and time-consuming approval process. New Jersey courts have consistently upheld municipalities that have adopted this approach.

As an entirely separate alternative, Hoboken, through a redevelopment authority, can condemn and purchase all the abandoned land and create a redevelopment plan for the entire waterfront. The redevelopment agency could then sell that land to private developers to develop in accordance with the redevelopment plan. This option has been chosen by other cities faced with similar opportunities. The consequences, both political and financial, of this approach, should be the subject of public discussion. Regardless of which choice the City makes, the zoning ordinance must be amended to reflect the map.

Revised Zoning Ordinance - The Hoboken Zoning Ordinance encourages large scale development on the waterfront. For example, on the southern waterfront minimum lot areas for a development project must be 40,000 square feet. The minimum lot width is 400 feet and the minimum depth is 200 feet. Thus, most projects must extend through an entire block.

By comparison, much of Hoboken west of the waterfront is built on 2,500 square foot parcels with lot widths of 25 feet or less and lot depths of 100 feet or less. The very large areas and lot dimensions at the waterfront eliminate any possibility for diverse, smaller scale development. These dimensions force builders to develop large chunks of land at once; this discourage a secondary market.

The regulations also discourage high density, low-rise commercial development by limiting lot coverage. On some of the small blocks shown in this plan, it may be appropriate to have ground floor commercial uses that extend through the block. Currently, these are not allowed.

The ordinance can also increase traffic congestion by mandating waterfront parking. The ordinance implicitly states that 20 to 25 percent of the entire waterfront be parking.

This limits a developer's flexibility on the waterfront by specifying the number of allowable dwelling units, rather than simply using height, bulk or square footage as density constraints. Hoboken allows 171 units per acre, which would result in generally lower buildings. This creates higher foundation costs, which in turn push the developer either to seek approval for isolated free standing buildings with smaller foundations or to build an artificially high amount of commercial development.

The regulations should be changed simultaneously with respect to use, parking requirements, lot size and coverage with the design guidelines discussed elsewhere. Signage, window types, alleys, building materials and facade articulation are all worthwhile subjects of further study and will provide developers with clear and distinct guidelines.

In short, the zoning ordinance must be revised to create a sure set of rules so developers can proceed and Hoboken can create a waterfront in character with the rest of the City.

Preliminary Park Plan - The conceptual plan shown in this report should now be developed at a larger scale and in sufficient detail that the cost estimates can be refined. This will be necessary to secure financing regardless of the source.

Bulkhead Repair and Pier Removal Plan - The City's bulkhead is in various states of disrepair; some portions built of wooden cribbing have rotted and washed out completely. Repairing the bulkhead will be the single largest capital

expense on the waterfront. Engineers need detailed plans to prepare cost estimates. These plans will also be necessary to secure funding and to prepare annual budgets for waterfront capital expenditures.

Parking and Traffic Plan - The City should commission a citywide parking and traffic study to include: potential locations of satellite garages; the traffic consequences of reducing or eliminating parking at the waterfront; the potential for jitney service to and from garages; alternative pricing structures to differentiate between residential and commuter parking; and a rationalization of the current on-street parking policy.

Parking is a controversial issue made more so as the availability of free, on-street parking spaces diminish. It is important for this exercise to be conducted with an initial education phase so that the public can fully weigh the options and consequences.

Draft Detailed Plan - Based on all of the above, the City should prepare:

- An official map supported by design guidelines, preliminary engineering work and the necessary changes to the zoning ordinance;
- A preliminary landscape plan of the entire waterfront;
- A parking plan;
- Inspection and preliminary engineering studies of the bulkhead;
- A financial plan for implementing the work;
- Draft legislation, as needed, to implement the plan; and
- An environmental impact statement as required for the entire waterfront.

The process should include regular public information meetings and should culminate in a public hearing at which the draft plan would be presented. Upon its adoption, the plan would become the "mission" of the redevelopment agency discussed next.

Implementing the Plan

Political accountability and local control were important issues in the debate over the City sponsored plan. The question of whether Hobokenites would have input and could affect appropriate changes in a project being managed by a bi-state agency like the Port Authority became almost as important as the waterfront plan itself. To take the primary role in the redevelopment of the waterfront, Hoboken must create an entity capable of directly financing and implementing the work. It must demonstrate enough confidence that under the existing bi-state legislation, the Port Authority would still act as an investor, as would, in addition or alternatively, State agencies and commercial banks. One appropriate vehicle for this effort is a

local redevelopment authority. As part of creating such an entity several provisions must be made:

1. A Board of Directors - For a redevelopment authority to be perceived as credible in the eyes of lenders, government officials, developers and the general public it must have people serving on it who are recognized to have financial, planning, development and managerial skills. Under existing law the Governor and Mayor each make an appointment to the seven person board. The City Council makes the remaining five. The quality of these appointments is critical to the success of the effort.

2. An Executive Director - The City should institute a search for someone of national stature with considerable public sector development experience. He or she should be appropriately compensated and serve the redevelopment authority.

3. Staff - There should be provision as needed for project managers, legal counsel, financial planners and construction managers. The quality, or lack thereof, of the professional staff will have a major impact on the quality of the work produced.

4. Financing - The redevelopment authority must have the budgetary resources to hire the executive director, staff and outside consultants, as needed, in addition to the ability to condemn, acquire and own property, receive funds and secure financing from public and private sources.

5. An Explicit Mission - While it may seem obvious that the redevelopment authority should have a clearly defined set of tasks and duties, that mission, nevertheless, must be clearly and completely defined. The basis of that mission should be the plan and implementation schedule for the waterfront.

Environmental Compliance

New Jersey has regulations governing coastline development. These regulations were adopted in response to the explosive growth in the last fifteen years and the deepening public recognition that much of this growth has been environmentally damaging as well as chaotic and uncoordinated. The primary function of these regulations is to codify the public trust doctrine which assures public access to the Hudson River.

At the Federal level, the permit process for piling, dredging, or land filling in the Hudson River has become more demanding and time consuming. The chances for a successful project built in the river are lessening as the US Army Corps of Engineers has

steadily increased the amount and complexity of required environmental analyses. So, any plan calling for intense development on the piers may not be approved or permits may be heavily conditioned.

Unfortunately, while the public has recognized the waterfront as an invaluable resource for recreation, many of the existing piers are near collapse. It might be in the public interest to accommodate public use of the waterfront by either repairing or removing the structurally unsound and unusable piers or constructing new ones.

Construction of new piers will require permits and approvals from the State and Federal governments. Hoboken should begin discussions now with appropriate State and Federal regulatory agencies to secure a general waterfront-wide permit for the future construction of recreational piers. This would allow Hoboken to prepare detailed plans for specific projects that meet the permit's criteria without the delays endemic to a project-by-project approach.

Upland, this waterfront redevelopment plan simplifies the permitting process, in contrast to previous proposals, all of which required extensive variances to the New Jersey Coastal Resource Regulations and piling permits from the US Army Corps of Engineers.

Sources Of Funding

The Port Authority of New York and New Jersey has had an important presence and forty year history in Hoboken. The Port Authority's PATH system is a vital rail link between New York and New Jersey. Just south and north of Hoboken, the Port Authority's Holland and Lincoln Tunnels provide vehicular access. In 1952, the Port Authority also leased the piers on the southern waterfront from the city where it operated a shipping terminal and as such, was a major employer for Hoboken. For some time, this marine terminal has not been in operation and the Port Authority now subleases part of the land for commuter parking.

Existing bi-state legislation enables the Port Authority to participate in the financing and implementation of a waterfront development project in Hoboken. Pursuant to the legislation, the Port Authority earmarked $125 million for Hoboken. Not all of the waterfront was covered by this legislation. In an agreement between the City and Port Authority nullified by the voters in the July 1990 referendum the PA agreed to invest a minimum of $41 million dollars for infrastructure costs on the southern waterfront, mostly on the site of the former marine terminal. The actual infrastructure costs on the southern waterfront were estimated by the Port Authority to exceed $50 million dollars.

If Hoboken is to create its own redevelopment authority, receive payments and/or proceeds from sales of land directly and from tax revenues from a redeveloped waterfront, then the opportunity still exists for borrowing and using the earmarked Port Authority funds.

The infrastructure funds programmed previously would have amounted to an intense investment in a limited geographic area on projects totaling 3.2 million square feet. As discussed previously, cost estimates prepared for the City indicated that Piers A and C alone would have required between $14 million and $26 million for rehabilitation, utilities and parks.

It may now be more prudent for the City to spread the infrastructure investment across the entire waterfront on projects, such as bulkhead reconstruction, streets, sidewalks, utilities and open space. This money will help generate almost 4.5 million square feet of redevelopment. In short, the same amount of infrastructure money can generate more development and, at the same time, allow the City to address its entire waterfront.

There are additional funding sources, such as Federal and State grants, loans and bond proceeds to help bring this plan to fruition. Not-for-profit corporations, such as the Trust for Public Lands, may also provide a valuable resource for private owners through tax credits and their development expertise. A redevelopment authority has the powers to sell its own bonds in the marketplace.

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