

Plan Bay Street

A New Plan for Staten Island's Downtown





A message from the President

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The Staten Island Downtown Alliance Board of Directors engaged students of Hunter College Urban Policy & Planning Center to create a plan outlining a new way to use the Bay Street Corridor in advance of the Mayor's proposed re-zoning of the area and the opening of The New York Wheel, Empire Outlets and Lighthouse Point.

Our goal was to assess the existing conditions along the corridor; identify deficiencies; identify unmet potential; identify successful projects that could be replicated and identify changes that have occurred in the area since the announcement of new projects, then utilize the gathered information to create a plan that, when implemented, will ensure that the Bay Street Corridor reaches its potential to seamlessly integrate with the large scale projects that will be attracting millions of visitors annually to our shores.

Many thanks to the students of the Hunter Collge Urban Policy Center led by Professor Pablo Vengoechea for their hard work and dedication to creating a plan that utilized "out of the box" thinking to provide new and innovative ideas which we hope will spark discussions amongst our elected officials, community and business leaders and neighbors that will lead to both public and private investment in the area.

Please feel free to contact us at (718) 556-5300 or email info@StatenIslandDowntownAlliance.com with your comments, suggestions or additions to the plan.

Sincerely,

A handwritten signature in black ink, appearing to be 'Michael K. Behar', written over a horizontal line.

Michael K. Behar,
President

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THE PLAN BAY STREET TEAM

Plan Bay Street is a project undertaken at the request of the Staten Island Downtown Alliance by a group of Hunter College urban planning graduate students with the goal of assessing the functionality of the Bay Street Corridor in order to identify opportunities for improvement. The team was supervised by Pablo Vengoechea, an architect, planner and urban designer with over 30 years of experience in New York City and abroad.



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The Client

The Staten Island Downtown Alliance is a Local Development Corporation 501(c)3 non-profit organization. Its mission is to advocate for small businesses, property owners, residents, and nonprofits to foster community development and commercial revitalization of the downtown Staten Island business district and surrounding residential neighborhoods.

ACKNOWLEDGEMENTS

The students on the Plan Bay Street team wish to thank the following individuals for their helpful insight and contribution to our study:

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Rachel Weinberger and Tom Brown, Nelson\Nygaard

We would also like to give a special thanks to our faculty advisor Pablo Vengoechea for all his support and dedication to our project.

EXECUTIVE SUMMARY

In fall 2016, students from Hunter College undertook a planning studio on behalf of the Staten Island Downtown Alliance to develop a plan for equitable and sustainable economic development for Bay Street and surrounding areas. The study area stretches from the St. George Ferry Terminal and along Bay Street to the border of Clifton and Rosebank. The study used official data along with data from surveys, spatial analyses, and a community visioning event conducted by students.

The Bay Street area is home to a diverse population and a vibrant community of immigrants, artists, working families, and entrepreneurs, yet the area is in much need of development to create jobs, housing, infrastructure, and engaging public spaces—both for the existing population and to meet future growth projections. The study identified both key problems to address as well as neighborhood assets to preserve and build upon, including: good transit access; proximity to the waterfront; a prevalence of historically and architecturally significant buildings; the availability of large amounts of land suitable for denser development; and ethnic and cultural diversity.

Presently, Staten Island's North Shore is the site of significant new investment. \$1 billion in private capital is flowing into the area, with the promise of new attractions such as the Empire Outlets and New York Wheel that will draw more and more visitors to the area. As home prices and asking rents have risen exponentially in recent years in parts of Manhattan, Brooklyn and Queens, Staten Island's comparatively modest home prices and asking rents have the potential to spark interest in local residents priced out of other boroughs. This study recognizes the North Shore's potential and provides a guiding framework for an equitable, economically sustainable, and resilient neighborhood.

Recommendations:

Economic Development: The study found that an economic development strategy for the area should focus on the development of tourism, local retail, job training, and small and immigrant-owned business. For tourism development, SIDA should pursue a marketing campaign for the neighborhood; promote construction of seasonal attractions; and advocate to re-open the Paramount Theater. For retail development, SIDA should collect data on commercial vacancies; promote pop-up uses and more attractive frontages for vacant buildings; and promote supermarket and healthy food options, which are lacking in the neighborhood. To develop a strong workforce and a healthy small business environment, SIDA should help create a job training and small business development center that can build off successful local models.

Streetscape: To make the area welcoming, safe and walkable, SIDA should help facilitate improved wayfinding, new sidewalk cafes, more and better public seating, bicycle infrastructure including racks, and a bike share program.

Resiliency: To ensure a structurally and economically resilient neighborhood for the future, SIDA should promote a more resilient building code; implementation of green infrastructure; shoreline hardening, extension, and the creation of a tidal marsh; and development of a green technology incubator and a specialized high school to further environmental education and development.

Housing: To prevent displacement of the existing population while enabling future population growth, SIDA should advocate for maximum affordability in areas that are being rezoned and on City-owned land including the Stapleton Waterfront; start a community land trust (CLT) to make more housing permanently affordable for the neighborhood; and address the North Shore's growing homelessness problem.

Zoning: The report recommends rezoning portions of the study area to accommodate greater density around transit nodes and establishing special districts to achieve better urban design.

The report concludes with site-specific recommendations to: improve streetscape and connectivity at the St. George Ferry Terminal and the area around the Clifton subway station; and promote resiliency, housing, and economic development at the Bayley Seton Hospital campus and around Tappen Park in Stapleton.

STUDY GOALS

The goals of the study were to:



Celebrate and leverage the community's existing assets for local development, including cultural diversity, historic architecture, waterfront proximity, incoming tourist destinations, and underutilized spaces.



Develop a robust, self-sustaining local economy that supports socioeconomic diversity.



Create a cohesive streetscape and community spaces that are welcoming, walkable, and safe for all.



Prioritize environmental and economic resiliency to ensure a strong, viable community now and in the future.



Expand and preserve affordable housing and community services to prevent displacement while enabling growth of the local workforce.

METHODOLOGY

1. Forming the Study Area and Scoping the Project

When the studio began in late August, most of our team was unfamiliar with the area and therefore not in a position to understand Bay Street's needs or make specific recommendations. For this reason, it was clear that our first steps would be to gather as much information from as diverse a list of sources as possible; and quickly.



Map of the Plan Bay Street study area

Within our first week we were in the field, walking Bay Street and taking stock of our first impressions — entering and exiting the ferry terminal, walking the streets, speaking to residents, sitting in Tappen Park, and poking around fences to get a look at the vacant parcels behind them. Once we had formed our initial opinions it was time to meet with our client, the Staten Island Downtown Alliance, to see what their goals for the corridor would be. Out of this meeting and our fieldwork came the beginnings of a vision for Bay Street's immense potential.

In the following weeks, the team formed the study area, creating a primary and secondary boundary which would serve two separate purposes. First, the primary study area is defined by the St. George Ferry Terminal to the north, Sylvaton Terrace to the south, the waterfront to the east, and a western border that ends one block west of Bay Street except for three locations: Victory Blvd to Fremont St, Broad St to Cedar St, and one block width along the SIR where it turns west after Clifton Station. This boundary was chosen in order to include all locations along the corridor which would benefit most from our recommendations. Next, the secondary study area comprises the 13 census tracts

that encompass the primary study area. This geography was chosen to ensure all persons within a relatively close distance of the corridor were accounted as we moved ahead with our study.

With the study area defined, the team sought community insight into creation of the project scope. On October 18th, nearly 60 community members and stakeholders attended our community visioning workshop. In order to optimize our participants' time, we split into four tables: Resiliency, Housing and Community Facilities, Urban Design and Zoning, and Economic Development and Transportation. Participants gave feedback on each of these issues before presenting the results of the discussion to the entire group. Much of what we heard that night echoed our first impressions as well as our client's interests. The resulting project scope is the basis of our report.

2. Site Visits

In order to formulate a study area, it was first necessary to go on a site visit to get a better sense of the neighborhoods we would be studying over the course of a semester. In September 2016, the studio departed the Spirit of America ferry for what would be our first visit to Staten Island as a team.

Immediately after exiting the St. George Terminal, we encountered issues. Filled with large swaths of concrete anchored by a bus depot and a surface lot, the area outside the ferry terminal didn't provide a welcoming pedestrian environment, or one that would encourage visitors to explore the area on foot. To

access Bay Street, pedestrians must traverse five crosswalks, with poor signage, cars and buses coming from multiple directions, and no visual cue guiding them to Bay Street. This long, uninviting walk presents both an obstacle for exploring and an opportunity to improve the site to be more accommodating to pedestrians.

Once we reached Bay Street, we encountered poor streetscaping. A consistent, contiguous streetwall is a very important aspect of streetscape design and planning. Buildings on Bay Street are set back from the street at varied points, creating a “choppy” streetwall that frames the street poorly, confusing pedestrians and drivers. As we walked further south, we came to the intersection of Bay Street and Victory Boulevard, anchored by Tompkinsville Park in the center. This area’s stock of well-maintained historic buildings give it unique character. However, the intersection’s long crosswalks and complicated traffic lanes make it a dangerous crossing for pedestrians or motorists alike. Victory Boulevard itself is a very active commercial corridor extending west. The buildings are all set back to the street line, providing a consistent, walkable experience. However, the buildings themselves are in varied states of repair, with many buildings and storefronts clearly in need of investment.

Tompkinsville Park itself seemed underutilized, attracting unsavory uses such as loitering on park benches and littering. Social services dominate the frontage of the east side of Bay Street between Victory Boulevard and Minthorne Street, but the facades of these buildings could use beautification.

South of Minthorne Street, Bay Street becomes wholly uninviting for pedestrians. The roadway is up to 90 feet wide at this point, and gas stations and auto repair facilities dominate. Sidewalks are in varied states of upkeep. “Strip mall” style development, such as the Western Beef supermarket site, interrupts the streetwall by having parking front the street. Indeed, many buildings have the surface parking fronting on Bay, which disadvantages pedestrians.

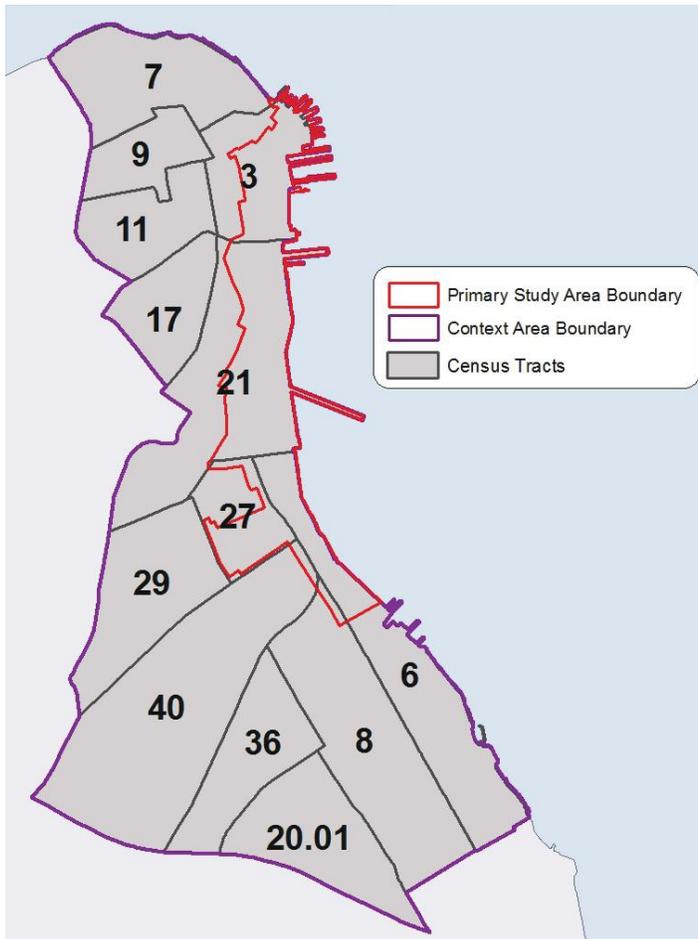
As we approached Stapleton, we were pleasantly surprised by the improved streetscape. The building stock is in various conditions but much of the 19th-century buildings have been kept quite well. The presence of the historic, but shuttered, Paramount Theater was a welcome sight to see. Buildings themselves are set against the street line, and the streetwall is not interrupted by surface parking lots. Approaching Tappen Park, we were pleased to see nice details like a brick sidewalk surrounding the park, and historic buildings such as Edgewater Village Hall, the Stapleton Library, and the Staten Island Savings Bank building. Some of the storefronts and buildings surrounding Tappen Park need revitalization, but overall they had a pleasant experience.

East of the historic Stapleton town center and on the other side of the Staten Island Railway tracks, a new development called Urby, part of the New Stapleton Waterfront development being undertaken by the New York City Economic Development Corporation (NYCEDC), aims to bring “Brooklyn-like” amenities to the North Shore.

Between Stapleton Town Center and the Clifton SIR station, the east side of Bay Street is dominated by MTA maintenance facilities, while the parcel to the west of Bay Street contains the Bayley Seton Hospital Campus. The land surrounding Clifton Station is significantly underutilized, with low-rise townhouse developments to the west, and large surface parking lots to the east. The pedestrian experience here felt unsafe, with crosswalks in need of a fresh coat of paint and sidewalks in need of repair. Further south on Bay Street in the Clifton/Rosebank area, land use is predominantly residential and commercial.

While there are many locations from St. George to Rosebank in definite need of improvement, our impression of the area is that there are several unique assets, namely: transit access, proximity to the waterfront, historically significant architecture, the availability of land suitable for development, and ethnic and cultural diversity. The potential is present to make this area a strong, vibrant downtown for Staten Island, and the goal of Plan Bay Street Studio is to harness these assets to help these neighborhoods grow and develop equitably.

3. Demographic Analysis

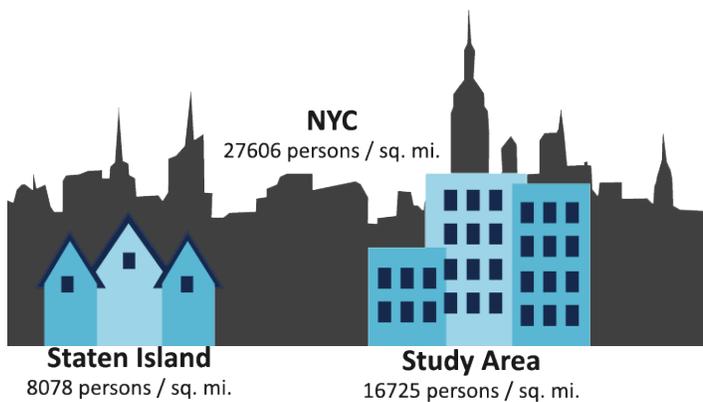


Map of Census Tracts in study area

3.1 - Introduction to Research and Analysis

In order to better understand the Bay Street area’s existing environment, it is important to first learn about the people who call this place home—the people who live on and around Bay Street. Gathering and interpreting demographic data is necessary to inform this report’s recommendations. Our demographic study area is comprised of Staten Island Census Tracts 3, 6, 7, 8, 9, 11, 17, 20.01, 21, 27, 29, 36 and 40. The project team chose this study area to encompass the broadest range of residents who may use Bay Street.

The key demographic indicators we examined include population statistics, race and ethnicity, education, employment and industry, transportation, income, and poverty. The primary data sources used include the 2000 and 2010 United States Census, the 2010-2014 American Community Survey 5-Year Estimates, and the New York State Department of Labor.



Population Density¹

3.2 - Population and Growth

The total population in our demographic study area is 51,885 persons. This comprises 11% of the total population of Staten Is. The population density of Staten Island as a whole - 8,078 persons per square mile - pales in comparison to the density of our study area - 16,724 persons per square mile. The study area is adding residents at a much faster rate than Staten Island as a borough and New York City as a whole.

Per the US Census Bureau’s 2010-2014 American Community Survey (ACS) 5-year estimates, our study area grew by 6.7%, significantly higher than Staten Island (0.6%) and three times the growth rate of New York City (2.2%). This is a reversal of pre- Great R ecession trends, when Staten Island was growing at a faster rate than the study area. The figure above shows population density at three levels: the study area, the borough of Staten Island, and New York City.

These data suggest that the impacts of the Great Recession were felt much more on Staten Island’s

1 US Census Bureau American Community Survey 2014 5-Year Estimates via Social Explorer. Table SE.T2.

suburban areas, where most homes are owner-occupied as opposed to the rental- dominated population of the North Shore. It may also be an indicator that development of single-family homes has slowed substantially in the years following that recession and that more people have moved into urban areas that were more affordable.

Beyond Census data, it is equally important to have a basic understanding of what is to come, given the NYC Department of City Planning’s pending Bay Street rezoning as well as the redevelopment of the Stapleton waterfront. URB, a development undertaken by Ironstate Development, will, when complete, add 900 new residential units, potentially increasing Census Tract 21’s population by up to 20%.

New York City’s projections for population increase through 2040 are modest for Staten Island.² However, the City’s report does not consider the study area that we are examining in detail. Given the influx of new investment and development, along with the proposed rezoning that may result in additional development and densification, it can be deduced that the City’s projections are conservative, particularly over the next 10 to 15 years. In fact, per a report published in New York YIMBY in April 2015, the City’s 2020 population estimates have already been met.³ It is therefore reasonable to predict that the study area’s growth will follow this trend, given the current development environment and influx of investment.

3.3 - Age and Sex

Females make up 51.1% of the total population with 26,508 residents, while males make up 48.9%, with 25,377 residents. In terms of age, the study area skews younger. 52.6% of the population is under 35 years old, while 47.4% of the population is older than 35. Babies and children, aged 0 to 17, , make up a significant age cohort with 26.5% of the population. Those aged 65+ comprise 10.2% of the study area population.

Persons aged 25-34 make up the largest cohort of residents, nearly 16% of the total. Given that this percentage has held relatively steady since 2000, it may be deduced that those who have either just begun their careers but have not yet reached their professional prime seek areas where housing is more affordable but as their income levels increase, they move on. Compared with Staten Island and the city as a whole, the study area is younger (22.8% and 15.4% aged less than 5 to 17, respectively) and houses fewer seniors than Staten Island and New York City (13.6% and 12.5% aged 65+. respectively). These data suggest specific recommendations targeting youth and adolescents are needed.

3.4 - Race and Ethnicity

Our study area’s racial and ethnic composition has much more in common with New York City than Staten Island as a whole. It is much more diverse than the rest of Staten Island. While Staten Island is 75.4% white, our study area is only 44% white, which is in lockstep with New York City as a whole, which is 43.7% white. Table below shows a comparison of racial data between the study area, Staten Island, and New York City.

Racial Summary

Racial Statistics	Study Area	Staten Island	New York City
White Alone	44%	75.5%	43.7%
Black or African American Alone	31.3%	10.5%	24.8%
American Indian and Alaska Native Alone	0.4%	0.2%	0.4%

² The City of New York Department of City Planning. New York City Population Projections by Age/Sex & Borough, 2010-2040. New York, New York. 2013. https://www1.nyc.gov/assets/planning/download/pdf/data-maps/nyc-population/projections_report_2010_2040.pdf. Accessed October 2016.

³ Nikolai Fedak. “New York is Already at its 2020 Population Forecast.” New York YIMBY. April 1, 2015 accessed on October 13, 2016. <http://newyorkyimby.com/2015/04/new-york-city-is-already-at-its-2020-population-forecast.html>

Asian Alone	9.1%	8%	13.3%
Native Hawaiian or Pacific Islander Alone	0.1%	0%	0%
Some Other Race Alone	10.3%	3.7%	14.8%
Two or More Races	4.8%	2.1%	3.2%

Source: 2014 American Community Survey 5-Year Estimates

African Americans in our study area are represented here at three times the rate of Staten Island as a whole and more times the citywide rate. Additionally, 15.1% of our study area’s population report being of some other race or two or more races.

Ethnic data further aligns our study area more closely with New York City as whole than Staten Island. 32% of the study area’s population, versus 17.7% of Staten Island and 28.8% of the citywide population. This suggests that our study area has a higher Hispanic density than New York City. The study area’s Hispanic and Latino population breaks down to 45% Puerto Rican, 25% Mexican, and 12% Dominican. area is also home to an ethnic group not commonly found in New York City. 5% of our study area’s Asian population identifies as Sri Lankan versus 0.3% of the citywide Asian population. The community is most prominent in Census Tract 17, also known as the Ward Hill Neighborhood, where 70.7% of Asians identify as Sri Lankan. Their presence is visible in the study area’s many Sri Lankan restaurants.

3.5 - Educational Attainment, Income, and Poverty

One of the key indicators that needs to be examined when analyzing demographic data is educational attainment and income. This is particularly important as the two statistics often correlate and can represent the buying power present within a community.⁴ That buying power may have direct impacts on economic development, the strength and vitality of the local business population, and could dictate the type of local businesses available. For example, the Manhattan’s Upper East Side has many high-end luxury stores, as that is what the market and buying power of the local population demands.

Our study area’s population is, overall, less educated than New York City. Educational attainment is measured by population aged 25 years and older. In our study area, 20% of the eligible population have less than a high school diploma, 29% are high school graduates, 26% have completed some college, 17% have bachelor’s degrees, and 7% have master’s degrees.

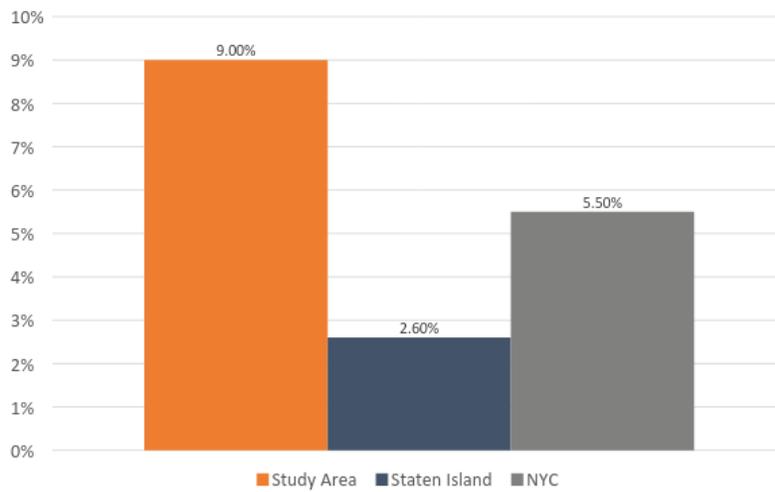
Educational Attainment

	Study Area		Staten Island		NYC	
Population 25 Years and over:	32,736		320,047		5,723,275	
Less Than High School	6,656	20.30%	37,634	11.80%		
High School Graduate (includes equivalency)	9,401	28.70%	102,003	31.90%		
Some college	8,407	25.70%	82,515	25.80%		
Bachelor’s degree	5,431	16.60%	59,471	18.60%		
Master’s degree	2,318	7.10%	29,239	9.10%	568,556	9.90%
Professional school degree	295	0.90%	6,581	2.10%	171,663	3.00%
Doctorate degree	228	0.70%	2,604	0.80%	79,086	1.40%

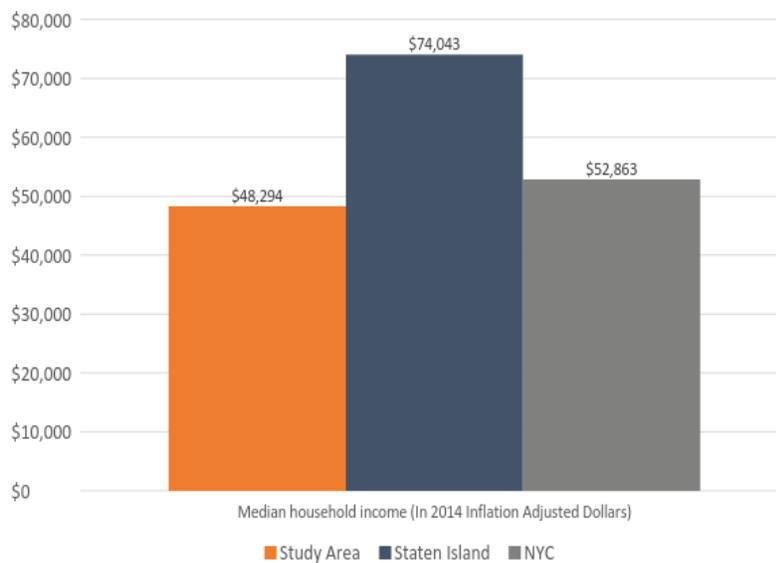
⁴ Ray Boshara, et al. The Demographics of Wealth: How Age, Education and Race Separate Thrivers from Strugglers in Today’s Economy. Federal Reserve Bank of St. Louis Center for Household Financial Stability. May 2015 accessed October 2016. <https://www.stlouisfed.org/~media/Files/PDFs/HFS/essays/HFS-Essay-2-2015-Education-and-Wealth.pdf>

Dropout rates in the study area far exceed the rates of Staten Island and the city. Nine percent of the study area’s population aged 16 to 19 is reportedly not enrolled in school, triple that of Staten Island (2.6%) and nearly double that of the the city (5.5%).

Population Aged 16-19 Not Enrolled in School.⁵



Median Household Income.⁶



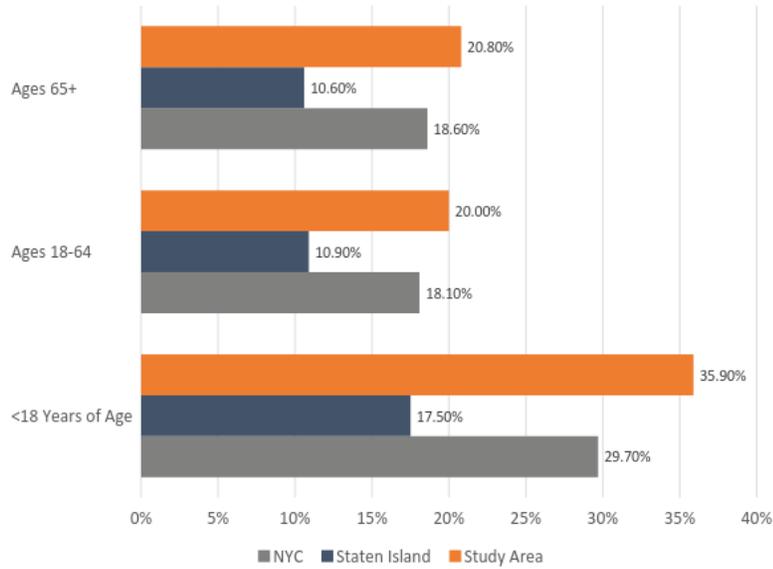
The median household income for our study area is \$48,294 per annum.

The study area’s poverty rate is significantly higher than Staten Island and slightly higher than the citywide rate. Just over 20% of families living in the study area are living in poverty, versus 9.8% of Staten Island and 17.5% of residents citywide. Perhaps most distressing is the poverty rates associated with children. 36% of the study area’s population under the age of 18 are currently living in poverty. Given the significant school dropout rate (9%) and the exceedingly high rates of poverty for that segment of the population, it is important to consider the correlation between education and income potential: if existing trends hold, incomes may be expected to fall over the coming years as the younger population grows up.

5 Ibid. Table SE.T30.

6 Ibid. Table SE.T56.

Poverty Rates⁷

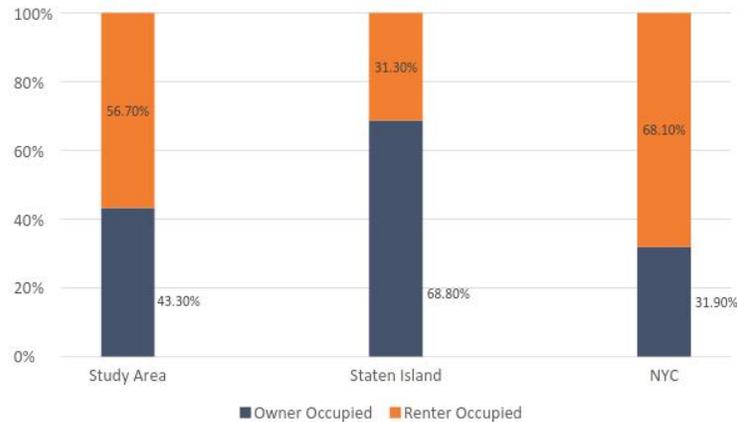


3.6 - Housing and Affordability

Our study area’s housing stock, like much of the previously mentioned demographics, represents a middle ground between Staten Island and New York City in many ways.

56.7% of the study area’s residents are renters, compared with 31.2% of Staten Island and 70% citywide.

Housing by Tenure.⁸



Gross rents are also lower in the study area in comparison to the city as a whole. Average rents come in at \$1,060.00/month along Bay Street, \$174.00/month less than the average rent citywide.

Median Gross Rent/Month.⁹

	Study Area	Staten Island	NYC
Median Gross Rent	\$1,060	\$1,177	\$1,234

The study area’s building stock is 50% single or two-family homes, 26.7% buildings of 50+ units, and

7 Ibid. Tables SE.T114-116.

8 Ibid. Table SE.T94.

9 Ibid. Table SE.T104

10% buildings of 5-49 units. This differs drastically from Staten Island, which is primarily made up of single or two-family homes (83%).

Housing Units in Structure.¹⁰

	Study Area		Staten Island		NYC	
Housing Units:	21,138		177,781		3,407,932	
1 Unit:	7,041	33.30%	104,645	58.90%	546,343	16.00%
1, detached	3,507	16.60%	59,825	33.70%	312,204	9.20%
1, attached	3,534	16.70%	44,820	25.20%	234,139	6.90%
2	4,523	21.40%	42,831	24.10%	452,231	13.30%
3 or 4	1,615	7.60%	6,931	3.90%	351,353	10.30%
5 to 9	444	2.10%	2,919	1.60%	229,114	6.70%
10 to 19	781	3.70%	2,927	1.70%	216,286	6.40%
20 to 49	1,050	5.00%	4,208	2.40%	534,030	15.70%
50 or More	5,650	26.70%	12,829	7.20%	1,071,323	31.40%
Mobile home	34	0.20%	437	0.30%	4,575	0.10%

New York City’s lack of affordable housing has been an issue of increasing importance in the last several decades. During Mayor Bloomberg’s tenure, millions of dollars were spent on creating affordable housing in the city while hundreds of thousands of once affordable units lost that status for a variety of reasons.¹¹ From a budget perspective, affordable housing isn’t simply about putting more dollars into the program(s) but creating the policies to both create and preserve existing affordable housing units. Staten Island, despite being disconnected in many ways from the rest of the city, is hardly immune to the affordability crisis.

3.7 - Transportation

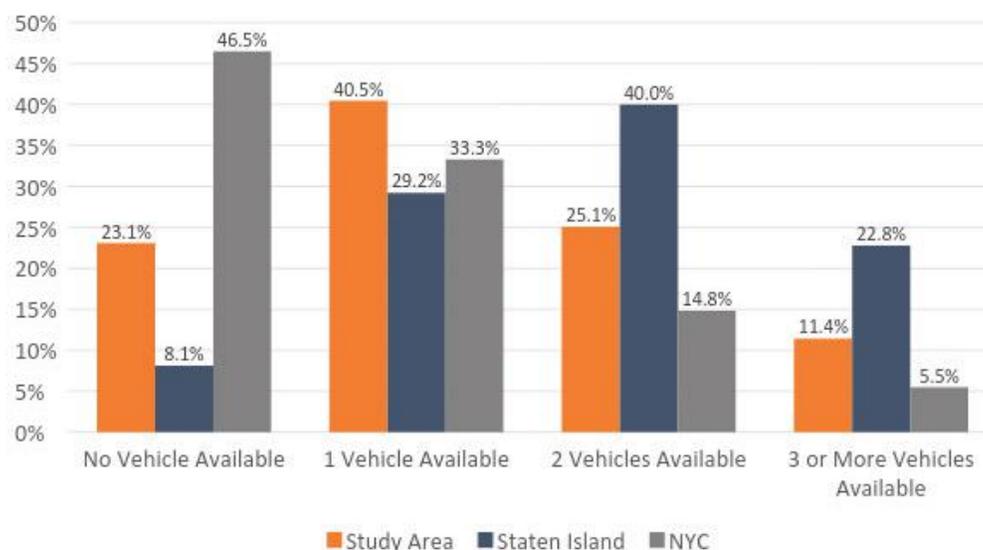
Our study area is more car-oriented than one would expect for one of the five boroughs, but is not nearly as car-dependent as the rest of Staten Island. This isn’t necessarily surprising given that the North Shore has the highest population density on the island as well as better access to public transportation. 44% of our study area’s resident use public transportation as their primary mode of travel or to get to work, versus 30% of Staten Islanders and 57% of New Yorkers.

Over 50% of residents in several census tracts closest to the St. George Terminal public transportation as their primary means of travel to work. Furthermore, only 16.6% of households that use public transportation to commute are carless households, meaning that a sizable portion of the population is using public transportation despite having access to a private vehicle.

¹⁰ Ibid. Table SE.T97

¹¹ Kenny Schaeffer. Bloomberg’s Housing Policies a Failure. Metropolitan Council on Housing. March 2012. Accessed October 21, 2016. http://metcouncilonhousing.org/news_and_issues/tenant_newspaper/2012/march/bloomberg’s_housing_policies_a_failure

Vehicle Availability.¹²



3.8 - Employment and Industry Analysis

Unemployment

The last decade has seen dramatic swings in employment numbers. Leading up to the Great Recession, nationwide unemployment numbers went from under 5%, considered full employment, to upwards of 10%, the highest unemployment rate since 1982. New York City was hardly immune to the recession. The city’s unemployment rate went from a low of 4.6% in the last quarter of 2006 to over 10% in the second and third quarters of 2009. Staten Island’s unemployment paralleled that of the city with nearly identical unemployment rates.

Most recent data show Staten Island’s unemployment rate hovering between 5.5% and 6% since 2015, a significant decrease from the previous five years. All data show that unemployment is generally higher for minority populations in the study area.

Given the Bay Street Corridor’s history as a manufacturing and shipping hub, it is prudent that manufacturing decline be examined. In 1970, nearly 1 out of 5 jobs in New York City were in manufacturing. By 1990, that percentage had fallen to just under 8% with citywide numbers dropping nearly by half. When the 2000 Census was completed, manufacturing represented 4.3% of all occupations for the study area’s population, a figure that has remained relatively steady since that time. It appears that there is a correlation between the loss of manufacturing and a rise in unemployment. Citywide, as manufacturing began to leave, the loss of jobs had substantial impacts on local community and economic opportunities for its residents. The recent spike in unemployment related to the Great Recession isn’t related to the loss of manufacturing jobs, however. By 2008, the city’s economy had found a new balance among the service sector, finance, education/healthcare/social assistance, and public service.

Occupation

Types of employment in our study area are consistent with employment citywide. The dominant local employment sector, at 30%, is education, healthcare, and social assistance. Nearly 20% are public servants at either the city, state, or federal level. Other notable sectors include retail jobs at just over 10%, arts, entertainment, or food services jobs at just over 10%, and construction at just shy of 8%.¹³

¹² Ibid. Table SE.B08014

¹³ US Census Bureau American Community Survey 2014 5-Year Estimates via Social Explorer. Table SE.T49.

Industry Sectors

Based on the US Census North American Industry Classification System (NAICS) data, there were 6,555 total jobs within the study area as of 2014. Of that total, the primary employment sector is in line with the dominant occupations in the study area, which are within the education, health care, and social assistance sector. Retail and professional, scientific, and technical services are next in line, accounting for 15.5% and 7.2% of all jobs respectively.

Jobs by NAICS Industry Sector within the Study Area.¹⁴

Industry	2014	
	Count	Share
Health Care and Social Assistance	1,955	29.80%
Retail Trade	989	15.10%
Professional, Scientific, and Technical Services	470	7.20%
Accommodation and Food Services	395	6.00%
Construction	377	5.80%
Public Administration	363	5.50%
Wholesale Trade	348	5.30%
Administration & Support, Waste Management and Remediation	336	5.10%
Educational Services	276	4.20%
Real Estate and Rental and Leasing	236	3.60%
Other Services (excluding Public Administration)	225	3.40%
Transportation and Warehousing	164	2.50%
Information	111	1.70%
Manufacturing	95	1.40%
Arts, Entertainment, and Recreation	90	1.40%
Finance and Insurance	78	1.20%
Management of Companies and Enterprises	46	0.70%

The employment and industry data reviewed thus far do not give an accurate picture of who is working where. The US Census employment statistics previously cited only provide information on what people are doing to earn a living but not where. Furthermore, NAICS data explores where jobs are located by industry but not who is filling those positions.

Based on data provided by the US Census Bureau’s Center for Economic Studies – Longitudinal Employer-Household Dynamics (LEHD), most of the jobs located within the study area are filled by those who live elsewhere. Additionally, a vast majority of the study area’s workforce work outside of the study area. Only 4% of the workforce both live and work within the study area while 96% of employable residents work elsewhere. Nearly 35% of those within the study area work in Manhattan, 19.8% work in Brooklyn, and 18.6% work elsewhere on Staten Island. The remaining people work, for the most part, in the surrounding New York and New Jersey counties.¹⁵

Inflow/Outflow of Jobs within the Study		
	2014	
	Count	Share
Employed in the Selection Area	6,555	100.0%
Living in the Selection Area	21,968	335.1%
Net Job Inflow (+) or Outflow (-)	-15,413	-

¹⁴ US Census Bureau Center for Economic Studies – LEHD Program. Accessed December 2016.

¹⁵ Ibid.

In-Area Labor Force Efficiency (All Jobs)		
	2014	
	Count	Share
Living in the Selection Area	21,968	100.0%
Living and Employed in the Selection Area	877	4.0%
Living in the Selection Area but Employed Outside	21,091	96.0%
In-Area Employment Efficiency (All Jobs)		
	2014	
	Count	Share
Employed in the Selection Area	6,555	100.0%
Employed and Living in the Selection Area	877	13.4%
Employed in the Selection Area but Living Outside	5,678	86.6%



Map of Employment Inflow/Outflow for the study area.¹⁶

3.9 - Summary

The above demographics research and analysis reveals both the area's inherent strengths and weaknesses. The primary strength of Staten Island's downtown comes from its people. Its culturally diverse neighborhoods represent an asset that in many ways are already being taken advantage of. For example, the area around Victory Boulevard and Bay Street is known as Little Sri Lanka.

Unfortunately, this existing population is lagging the rest of the city in several key indicators. They include income, educational attainment, and dropout rates. Unfortunately, this means that poverty numbers are rising around Bay Street in comparison to the rest of New York City, particularly for the under 18 population. As mentioned, these issues are worthy of additional study and might hint at several inadequacies within

¹⁶ Ibid. Map generated by *On the Map*. <http://onthemap.ces.census.gov>

the area whether it be access to education, community services, or after school programs and may hint at larger issues within the study area such as the rate of single parent households. Further examination into employment availability for young adults may also be a worthwhile endeavor.

Housing affordability is also an issue within the study area. Despite having relatively low rents in comparison to the rest of New York City and high rental vacancy rates, over 50% of the population is considered rent burdened. As expected, these rates are particularly high where median incomes and educational attainment are the lowest and additionally, where dropout rates are highest. Like many areas of the city, there appears to be a segment of the population that is being left behind as the city's economy recovers from the Great Recession.

The idea of Bay Street as a middle ground between the rest of Staten Island and what people expect out of New York City is also an asset that is not being fully taken advantage of now. The Bay Street Corridor has access to public transportation: the Staten Island Ferry, MTA's bus service, and the Staten Island Railway. The concentration of public transportation in the area makes it very different in comparison to the rest of the island. Unfortunately, zoning and land use policy has not evolved with the changing economy to capitalize on this access.

More recently, the City has begun to take a deeper look at Staten Island's downtown. The Stapleton Waterfront had a special district designated in 2006 and is in the process of being redeveloped through the EDA. Currently, the Department of City Planning is in the process of completing an up-zoning along the northern half of Bay Street. Dependent upon the specifics of that rezoning and the results of the pending Environmental Assessment Study, these changes could bring significant densification to the corridor and an increase in population which may put additional strain on existing community resources.

However, these changes could mean good things for the area's local businesses. With over 6,500 jobs in the area, per the US Census, many of them small businesses, an increase in population could mean more business and an influx of jobs for residents. However, current trends show that most jobs within the study area are filled by those who live elsewhere while most residents are traveling somewhere else for work, primarily Manhattan, Brooklyn, and elsewhere on Staten Island. With more population comes more demand which could provide new opportunities, particularly for younger populations.

4. Parking Utilization Study

Parking is an issue on most residents and business owners' minds. It has been raised by our client, by community visioning workshop and survey participants, and by other stakeholders. In order to determine our final zoning and streetscape recommendations, it was necessary to conduct a parking utilization study to see how parking in our study area is actually used. We contacted parking management consultants at Nelson\Nygaard, a planning transportation planning firm, for advice on creating a study. We also consulted the work of Dr. Donald Shoup, an academic researcher and former UCLA professor who has extensively studied parking use and parking management.

In order to establish our study area, we first identified all streets within 0.25 miles of Bay Street, which is the industry-recognized distance that a driver is willing to walk from his/her vehicle.¹⁷ Given the North Shore's unconventional street pattern, we worked with our faculty advisor to narrow down the list of streets to those where drivers would conceivably park in proximity to Bay Street. The map of our studied streets is below. In addition to on-street parking, we identified two municipal parking lots and 44 private lots for employees or customers.

The study itself involved taking an inventory of all of the on-street parking in the area, recording how many spots were occupied during a midday weekday time period and a weekend time period, and mapping our results. We marked in red any blocks with a utilization rate 90% or higher, marked in yellow blocks with a utilization rate between 75% and 90%, and marked all other blocks in green. Finally, we

¹⁷ Ryan Donahue, "Pedestrians and Park Planning: How Far Will People Walk?" *City Parks Blog*, last modified May 13, 2011, <https://cityparksblog.org/2011/05/13/pedestrians-and-park-planning-how-far-will-people-walk/>



calculated excess capacity, at the block level as well as in aggregate.¹⁸

The aggregate results of our study show that 78% of spaces are used weekdays at midday and 57% of spaces are used during the weekend. We therefore conclude that the study area has adequate parking.

The ideal parking occupancy is 85%, which is the number Dr. Shoup’s research has shown that represents high occupancy with enough wiggle room for one or two empty spots on each block, which means that there won’t be congestion from cars circling the block looking for parking.¹⁹

These results show that there is, overall, an adequate amount of parking on weekdays and a more than adequate amount of parking on weekends. This supports our zoning recommendations that call for lowering parking minimums, described later in this report. It is worth noting that these numbers do not include the two municipal parking facilities and the high level of private parking in our study area. These numbers should be studied in further detail to get a full picture of parking use in the study area. However, the availability of on-street parking is clear.

¹⁸ “Parking Management,” Nelson\Nygaard, accessed October 2016, <http://nelsonnygaard.com/category/expertise/parking-expertise/>.

¹⁹ Donald Shoup, *The High Cost of Free Parking* (Chicago: APA Planners Press, 2011)

5. Community Visioning Workshop

On October 18th 2016, our team held a community visioning workshop at Tompkinsville's Flagship Brewery, in order to solicit community input on local issues and the community's future. The event was well attended, with 59 participants. After introducing our study area and our preliminary findings, we had participants divide into four groups by topic, described below.

Each group discussion was facilitated by two members of the Plan Bay Street Studio team. Generally, community members expressed interest in all the development underway on the North Shore, but were concerned about the perceived lack of infrastructure needed to support the new developments; some members were particularly concerned about equity and displacement. Below is a summary of findings from each of the groups.

1. Economic Development and Culture

- High concentration of social services in the area near Tompkinsville Park; some attendees wanted these services preserved while others wanted them dispersed.
- Need to capitalize on the developments currently underway in St. George (NY Wheel, Empire Outlets, Lighthouse Point) as catalysts for neighborhood improvements in Tompkinsville and Stapleton.
- Desire for active recreation on the waterfront, including a potential bike/pedestrian path.
- Need for a diverse range of jobs for all qualifications as well as mentorship opportunities for youth.
- Storefronts are in various states of repair; there's a need for beautification and investment.
- Paramount Theater is an asset that should be preserved.

2. Housing and Community Facilities

- Need for affordable housing for present and future population.
- Need for active recreational spaces to replace the Cromwell Recreation Center.
- Need to ensure publicly-owned land is used for public purpose, including housing, schools, and recreation space.
- Need for better infrastructure, including new school seats, as a precondition for development.
- Need to prevent displacement of low- and moderate-income people and people of color.
- Need to preserve a sense of community, a place where people talk to one another.
- Need for new development to hire locally.
- Concern that more Staten Islanders are becoming homeless and services for them are inadequate.

3. Land Use, Urban Design, and Zoning

- Need for more inclusive and diverse public participation in land use decisions.
- Better street lighting.

4. Resiliency, Infrastructure, and Transportation

- Localized flooding issues, particularly along Front Street.
- St. George construction is creating congestion and severely impacting transit times.
- Expansion of public transit, such as the introduction of a streetcar or light rail along the waterfront, would be a benefit.
- Integration of green infrastructure would beautify the area.
- Need to address the underutilized waterfront, which perpetuates a negative view of the area.

The community input at this event was invaluable in forming our recommendations and we thank everyone who took the time to attend.

6. General Survey

Results Overview

Over the course of the Fall of 2016, Plan Bay Street Studio conducted a survey of area residents to better understand attitudes towards existing and proposed developments, transportation patterns, and neighborhood priorities. Surveys were distributed in paper and online, at Tappen Park and at the St. George Ferry Terminal. The project team collected over 100 responses. A high-level overview of the survey results can be found below, and the full results can be found in the appendix.

Our survey found that despite Staten Island's reputation as a borough for Manhattan commuters, a plurality (42.8%) of respondents actually work in the borough they call home, with more than half (53.8%) having commute times of less than a half hour. However, in keeping with Staten Island's reputation as a car-centric borough, 74% of respondents use the automobile as their primary means of transportation. Interestingly, an overwhelming majority (77%) of respondents say it is difficult to find parking on Bay Street, but our parking utilization study indicates plenty of parking is available in the study area.

In terms of quality of life concerns, a slight majority (51%) of respondents found the quality of life for the neighborhoods surrounding Bay Street to be acceptable, however 35% found the quality of life to be poor. 43.7% believed the quality of life has improved, while 37.5% say it has stayed the same, while 18.7% say it has declined. Quality of life is a catch-all generalized term but encompasses everything from clean, safe streets, to quality schools, to access to parks and open spaces. These responses suggest there is room for improvement for the neighborhoods between St. George and Rosebank.

Pertaining to future development, a majority of respondents would encourage the development of single family homes and multifamily apartment buildings, but a clear majority would discourage 2-3 family townhouses. In the high-end market, respondents were nearly evenly divided. 50.9% would encourage the development of luxury condos while 49.1% would discourage this housing typology. Regarding affordable housing, a clear majority (77%) would encourage it, yet 84.8% of respondents would discourage the development of low-income housing. Respondents also expressed support for restaurants and nightlife, arts and culture, and professional offices.

The survey results indicate support for a more vibrant, walkable downtown environment.

7. Stapleton Houses Survey

For this study, it was necessary to understand not only needs voiced in our community visioning workshop, but also to seek out input from communities that were unable to attend the event. In November 2016, we conducted an in-person survey of residents in NYCHA's Stapleton Houses on Broad Street (around the midpoint of our study area). Stapleton Houses is the largest public housing development on Staten Island, with 693 apartments.²⁰ Although our survey was small with only 23 respondents, we were able to obtain useful data on residents' shopping, services, and employment needs. Of these, better access to supermarkets and healthy food emerged as a top need. For full details see our retail recommendations.

8. Study of Related Actions

Since 2006, City agencies have pursued numerous studies and rezonings to facilitate the North Shore's transformation. Those studies and rezonings are listed below.

North Shore 2030 (NYC Economic Development Corporation/NYC Department of City Planning)

The North Shore 2030 report is a joint effort by the NYC Economic Development Corporation and the NYC Department of City Planning, released in 2011. It presents a comprehensive vision for the development of Staten Island's North Shore, bordered by the Kill Van Kull waterfront, St. George, Howland Hook, and Forest Avenue. The report is a land use and transportation study that identifies opportunities to improve transportation connections, create jobs, and protect the environment. It was intended to create

²⁰ "Facts About NYCHA," New York City Housing Authority. Apr. 11, 2016. <https://www1.nyc.gov/assets/nycha/downloads/pdf/factsheet.pdf>

a framework to facilitate future zoning and development actions. The study was executed with the following goals:

- Implement improved transportation connections, including mass transit and improved roadways for vehicular, pedestrian, and bicycle traffic
- Support future reuse of the North Shore Right-of-Way
- Create and retain jobs in the active maritime industry
- Enhance historic residential and commercial neighborhoods
- Provide greater public access to current and future recreational areas

The North Shore 2030 study area does not extend further south than Victory Boulevard/Forest Avenue, and only a small portion adjacent to the St. George Terminal overlaps with our study area. Despite this, North Shore 2030's agenda aligns closely with that of Plan Bay Street Studio, namely to create quality jobs and workplaces, improve connections and mobility, reconnect people to the waterfront, and support and create neighborhood centers.

Special St. George District (NYC Department of City Planning)

Following North Shore 2030, the New York City Department of City Planning created a special zoning district for the neighborhood of St. George. St. George serves as Staten Island's civic center, anchored by the Staten Island Ferry's St. George Terminal. Adopted by the City Council on October 23, 2008, the special district allows for additional zoning controls that seek to establish a cohesive, pedestrian-friendly district. The special district allows for buildings up to 200' in height, in order to facilitate the development of taller, slender buildings that maintain visual corridors to the harbor. The district requires ground floor retail/commercial/community facility uses to enhance retail continuity. Additionally, transparency requirements mandate that 50% of building facades be transparent, to discourage the development of windowless facades, which create a sterile, uninviting street-level experience. Finally, street wall requirements mandate that 70% of a building's facade be located within 8 feet of the sidewalk to discourage the development of off-street parking fronting buildings, creating a more pleasing pedestrian retail experience.

Special Stapleton Waterfront District (NYC Department of City Planning)

Before North Shore 2030 was released, DCP and NYCEDC proposed the creation of the Special Stapleton Waterfront District to facilitate the redevelopment of the former US Navy Homeport and adjacent area into a more vibrant neighborhood with a waterfront esplanade. The intention of the special district was to provide an extension of the historic Stapleton town center surrounding Tappen Park. The 35-acre site, comprised of a mixture of City-owned and private land, was rezoned to C4-2A, allowing for commercial and residential buildings with additional special district controls, including a 2.0 floor area ratio and 55' height limit, to preserve upland views. No surface parking is allowed between any new building and Front Street, and any off-street parking must be screened in order to hide it from public view. Buildings along certain streets will be required to have ground floor retail. Additionally, Baltic Street was mapped to be extended from Bay Street to Front Street to serve as a future waterfront connection. Phase 1 of the Special Stapleton Waterfront District includes URB, a nearly-complete new residential development along the waterfront.

Bay Street Corridor Rezoning (NYC Department of City Planning)

As of December 2016, DCP is proposing a rezoning of Bay Street, called the "Bay Street Corridor." This rezoning is intended to facilitate the development of mixed-use buildings along Bay Street with greater density. The rezoning area is currently a manufacturing district, where residential development is not allowed as-of-right. Currently comprised of auto repair shops, low-rise commercial developments, and gas stations, the rezoning would allow residential buildings with ground floor commercial activities. The proposal would rezone M1-1 to R6/C2-4, R6/C2-3, and R6B/C2-3 districts with maximum heights ranging

from 55'-165'. The proposal also includes a rezoning of Canal Street adjacent to Tappen Park from R3-2/C2-2 to R6B/C2-3 in order to encourage the development of vacant parcels on Canal Street by allowing for more density. If adopted, the rezoning would facilitate the development of thousands of new residential units.

Commercial District Needs Assessment (NYC Department of Small Business Services)

The New York City Department of Small Business Services (SBS)'s Neighborhood 360 program seeks to "identify, develop, and launch commercial revitalization projects in partnership with local stakeholders." An important component of the program is the Commercial District Needs Assessment (CDNA), which identifies the key issues and needs of the Bay Street commercial district. The report highlights the area's strengths, challenges, and opportunities to create a more thriving commercial corridor. Identified Challenges include a high retail vacancy rate (21%), the presence of vacant lots, accumulation of litter and trash, and underutilized parks and public space. Identified opportunities for improvement include marketing Downtown Staten Island as a retail and cultural destination, cleaning and beautifying streets and sidewalks, activating vacant spaces, revitalizing existing public spaces, and improving storefronts. Additionally, SBS conducted a survey of Bay Street shoppers. The survey indicated a demand for healthy food options, restaurants and cafes, clothing and shoe stores, family-friendly activities, and entertainment.

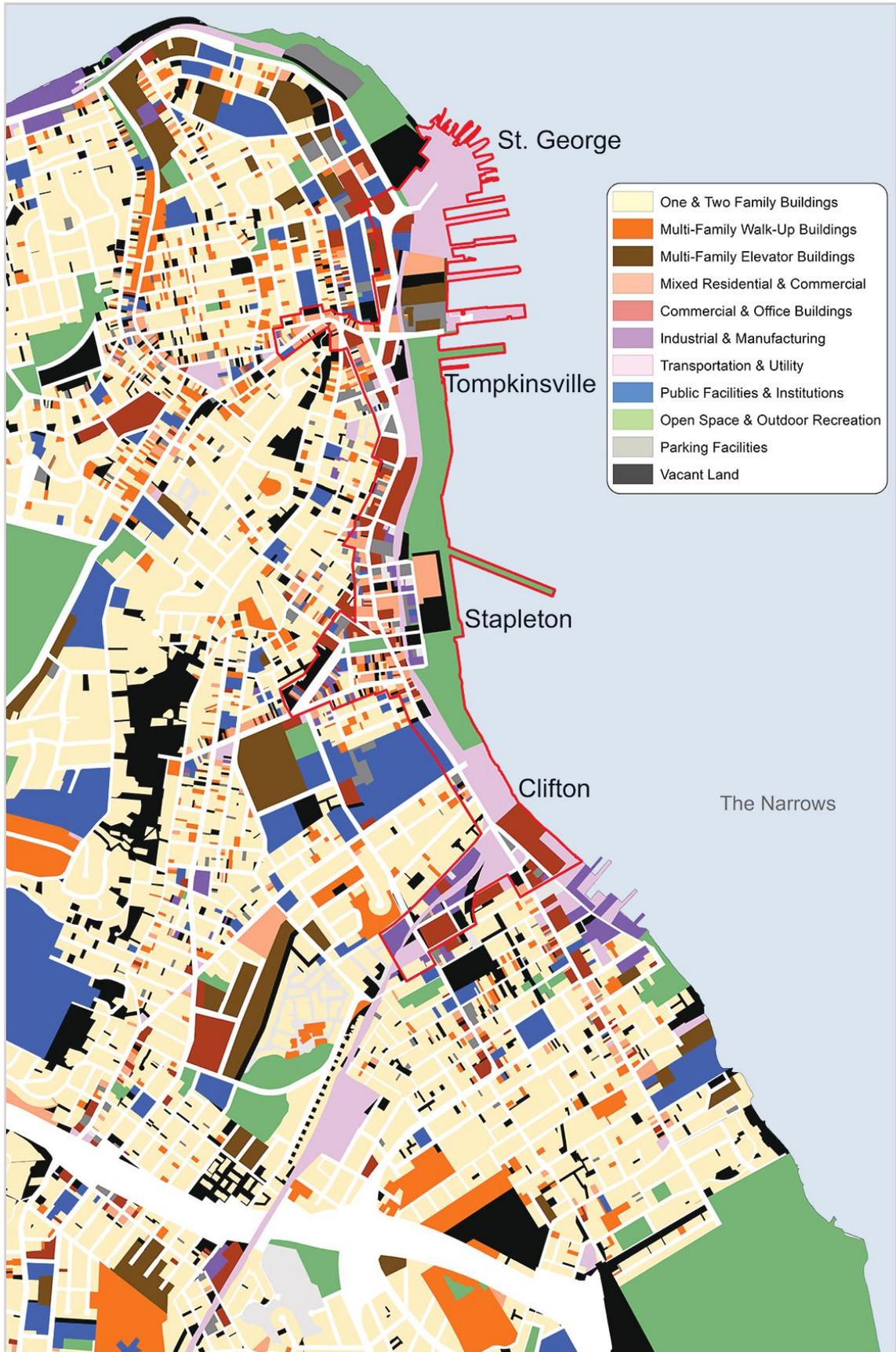
Transportation Improvement Strategy (NYC Department of Transportation/NYC Economic Development Corporation)

A joint effort by the NYC Department of Transportation (DOT) and NYCEDC, the Transportation Improvement Strategy (TIS) is an ongoing study that seeks to identify transportation-related issues on the North Shore and present strategies to mitigate those issues. Some strategies include installing wayfinding signage throughout the North Shore, particularly within and adjacent to the St. George Terminal, to improve pedestrian circulation, requiring truck deliveries to be scheduled during off-peak hours, synchronizing green lights to facilitate a consistent traffic flow, increasing bus service, implementing certain parking prohibitions, installing high-visibility crosswalks, enforcing parking regulations and eliminating placard abuse, and allowing lower-level boarding on the Staten Island Ferry to decrease the time spent loading and unloading passengers. A full report detailing the proposed improvements is expected by the end of 2016.

9. Land Use and Zoning Maps



Zoning Map of the Bay Street study area



Land Use Map of the Bay Street study area

KEY ISSUES



Barriers to Economic Development



Unwelcoming Streetscape



Vulnerability to Flooding



Need for More Affordable Housing and Community Facilities

COMMUNITY ASSETS

Our study identified five key assets to build upon:

1. Transit Access

One of the strengths of our study area is that it is the most transit-rich part of the borough. It is within walking distance to the Staten Island Ferry, serving around 70,000 daily riders, and it contains 3 Staten Island Railway stations at Tompkinsville, Stapleton, and Clifton. In addition to ferry and train service, Bay Street has 6 bus lines that run along it: the S51, 74, 76, 81, 84 and 86. As New York City seeks to provide housing for an expected 9 million New Yorkers by 2040, the study area's wealth of transportation options make it a smart location to pursue denser development. Additionally, our study area has the lowest commute time to Manhattan compared to other parts of Staten Island. It even provides a shorter commute to downtown Manhattan than some locations of the other outer boroughs!

2. Proximity to the Waterfront

In our survey of North Shore residents, many listed Bay Street's waterfront location as a significant neighborhood asset. Bay Street is situated just inland from the Narrows of New York Harbor, one of the largest natural harbors in the world. The waterfront offers sweeping views of Lower Manhattan, Brooklyn, and the Verrazano-Narrows Bridge. Currently in the process of transformation from an industrial waterfront to a recreational waterfront, the City is in midst of implementing the New Stapleton Waterfront development plan, which so far has provided a six-acre park that includes grass and landscaped areas, benches, water fountains, a fish cleaning station and lit walkways that are open to the public. Further stages of the plan will consist of infrastructure improvements and additional public waterfront open space, with the eventual goal of creating a continuous waterfront esplanade. This will provide the public with a respite from the stressors of daily life, a place to exercise or just a place to relax and enjoy the view.

3. Historically/Architecturally Significant Buildings

Bay Street is home to a number of historic landmarks and architecturally significant buildings, which highlight the area's rich history. Some notable landmarks include Lyons Pool in Tompkinsville for being one of the most remarkable public recreation facilities ever built in the United States according to the Landmarks Preservation Commission, the Dr. James R. Boardman House in Stapleton, a house that has important associations with Staten Island history, and Seaman's Retreat on the campus of Bayley Seton Hospital, landmarked for its unique Greek Revival architectural features and historical significance as for most of its history it served as the only hospital at the Port of New York devoted solely to the care of merchant seaman.²¹ Another building of significance within the study area is the old Paramount Theater located in Stapleton, which historically hosted beauty and jitterbug contests and war bond auctions as well as served as a local multiplex movie theater. Unfortunately, as of today the theater is not open to the public but we have made recommendations later in this report that would foster its revival. Additionally, perhaps the most iconic building of our study area (and our studio's logo) is the distinctive red brick Edgewater Village Hall, located prominently in Tappen Park. Built in 1877, the building originally served the village of Edgewater (Stapleton today) and housed government offices.²² Today it is a city landmark and is used as a health center. Adjacent to Tappen Park lies the Stapleton Public Library, which consists of a 1907 Carnegie Library with a 2013 addition.²³

21 Staten Island Advance, "Staten Island public pool designated a landmark," September 16, 2008, http://www.silive.com/news/index.ssf/2008/09/staten_island_public_pool_desi.html

22 "Tappen Park." Tappen Park Highlights : NYC Parks. Accessed January 16, 2017. <https://www.nycgovparks.org/parks/tappen-park/history>.

23 "About the Stapleton Library," *New York Public Library*, accessed October 10, 2016, <https://www.nypl.org/about/locations/stapleton>

4. Availability of Land Suitable for Development

Bay Street's underutilized land is prime for redevelopment. Currently, a large portion of Bay Street stretching from Tompkinsville to Stapleton is zoned M1-1, which allows light industrial uses such as woodworking and repair shops and wholesale service and storage facilities, some retail uses and no residential uses. Outside the M1-1 district, the existing housing is primarily one or two family homes even though the zoning in some areas, primarily in St. George, allows for buildings up to 200 feet tall. Furthermore, some lots are quite large and could accommodate more uses. Examples include the Bayley Seton campus, and the Western Beef supermarket site. There are also many vacant lots along Bay Street. 21% of storefronts along the corridor are vacant.²⁴The current vacancy rate presents an opportunity to activate the spaces to create a more continuous, active corridor that would energize the area.

5. Ethnic and Cultural Diversity

Bay Street is home to a wide array of ethnicities and cultures. To illustrate, 38% of residents are African American, 33% are Hispanic/Latino, 20% are White, and 6% are Asian. Specifically, Tompkinsville is home to one of the largest Sri Lankan communities in the United States, hence it being known as Little Sri Lanka. Little Sri Lanka hosts numerous Sri Lankan restaurants and markets. Furthermore, Stapleton has a significant Liberian community, showcased by restaurants, parades, and street festivals. This ethnic and cultural diversity is essential to the economic growth of the area because it gives the area a unique identity that attracts people creating a vibrant and dynamic pedestrian experience.

²⁴ "NYC Department of Small Business Services." Welcome to NYC.gov. Accessed January 16, 2017. <http://www.nyc.gov/html/sbs/downloads/misc/cdna-bayst/index.html>.



STUDY AREA RECOMMENDATIONS

ECONOMIC DEVELOPMENT



Goal 1: Celebrate and leverage the community’s existing assets for local development, including cultural diversity, historic architecture, waterfront proximity, incoming tourist destinations, and underutilized spaces.

Tourism

Tourism is a major generator of revenue and catalyst of economic development in New York City. Over the past 3 years NYC has experienced an increase in tourism. In 2016, NYC welcomed a record 60.3 million people²⁵ exceeding its previous record of 59.7 million people set in 2015, which broke the previous record set in 2014 of 58.3 million.²⁶ According to statistics published by NYC & Company, New York’s official tourism marketing agency, tourists in 2014 spent \$41 billion, which generated \$22.5 billion in total wages and supported 362,085 jobs.²⁷ One of the city’s most popular tourist attractions is the Staten Island ferry. From July 2015 to June 2016, 23.1 million people rode the ferry.²⁸ Currently, it is common for tourists to board the ferry in Manhattan, ride it to see breathtaking views of the Statue of Liberty and the Manhattan skyline, get off on Staten Island, and hop right back on the next ferry to Manhattan. While projects such as the New York Wheel and Empire Outlets aim to draw these visitors off the boat and into St. George, little is currently done to draw them further south. We believe that Bay Street should capitalize on this torrent of visitors by establishing itself as an attractive destination for them.

Recommendations:

1. “Visit Bay Street” Marketing Campaign

Bay Street is unique due to its rich history as a former vibrant commercial corridor and maritime hub, its proximity to the waterfront, and its status as a ethnic and cultural melting pot. Bay Street also connects multiple North Shore communities, including St. George, Tompkinsville, Stapleton and Clifton. Although Bay Street currently has a lot to offer, most tourists do not know so. Therefore we propose SIDA launch a “Visit Bay Street” marketing campaign to highlight and promote Bay Street’s local attractions and offerings, including Little Sri Lanka, Tappen Park, the Stapleton Waterfront, the Paramount Theater, and Broad Street’s murals. The campaign can either exist on its own with a “Visit Bay Street” logo and website or be incorporated under the already-operational “Visit Staten Island” website. As of now, none of Bay Street’s attractions are featured on the “Visit Staten Island” website.²⁹

25 Rachel Sugar, “More Tourists Visited NYC in 2016 Than Ever Before,” Curbed NY, Dec. 19, 2016, <http://ny.curbed.com/2016/12/19/14005846/new-york-city-tourism-2016-record>.

26 Patrick Mcgeehan, “Record Number of Tourists Visited New York City in 2015, and More Are Expected This Year,” New York Times, Mar. 09, 2016, accessed January 16, 2017, <http://www.nytimes.com/2016/03/09/nyregion/record-number-of-tourists-visited-new-york-city-in-2015-and-more-are-expected-this-year.html>.

27 “NYC Visitation Statistics,” NYCGo.com, accessed Jan. 16, 2017, <http://www.nycandcompany.org/research/nyc-statistics-page>.

28 Nicholas Rizzi, “Staten Island Ferry Had a Record 23.1M Riders Last Year - St. George,” DNAINFO New York, Sep. 21, 2016, accessed Jan. 16, 2017, <https://www.dnainfo.com/new-york/20160921/st-george/staten-island-ferry-ridership>.

29 “Visit Staten Island.” Visit Staten Island. Accessed January 13, 2017. <http://www.visitstateniland.com/>.

In support of the marketing campaign, we also propose partnering with a mobile tourist application to create a walking tour for tourists. An example of such an app is Urban Walks, which, for a nominal fee, offers simple, yet eye-popping walking tours of different areas in New York City, with historical insights and hidden gems. The app also offers easy navigation and local recommendations. Urban Walks' website says the company is open to new tour ideas so it could be an ideal platform for visitors to learn about Bay Street's history and culture.

2. Construct New Ice Skating Rink

Bay Street currently lacks a destination for basic recreational activity after the Cromwell Recreation Center's 2010 closure. Hope of reopening the center were dashed by its 2012 destruction in Hurricane Sandy. The Center hosted many children's activities, from basketball, fitness classes, after-school clubs, theater programs and arts+crafts classes. New recreational activity would restore a much-needed amenity that could be used by residents and visitors alike, bring in much-needed revenue, and help create local jobs and support existing local businesses. Therefore, we propose constructing an ice skating rink, which can provide quality recreation using the available land along Bay Street at a reasonable cost, either in Lyons Pool located along the waterfront in Tompkinsville, or in Tappen Park in Stapleton or in both locations.

Option A: Lyons Pool

Based on the example from Brooklyn's McCarren Park, we think Lyons Pool is an excellent site for an ice skating rink. Both pools were constructed by the Works Progress Administration and were opened during the summer of 1936. Beginning in 2013, the New York City Department of Parks and Recreation converted the McCarren Park pool into an ice skating rink for the winter season to activate the space all year long. Although the rink was discontinued after two years due to lack of interest, we believe that such a rink would be more successful at Lyons Pool because of the lack of existing recreational spaces in the area. The site is already on public land so there are no land use or zoning barriers, it is on the waterfront so it has scenic views, and, most importantly, it is walking distance from the St. George Terminal so skaters looking for a less-crowded rink would likely be willing to venture over.

Option B: Tappen Park

Another potential site for the rink is on the lawn in Tappen Park. This space would be smaller than Lyons Pool and more akin to the Meatpacking District's Standard Ice Rink, which measures just 3,000 sq. ft.³⁰ Tappen Park sits in the heart of the Stapleton community and its central location would be ideal for attracting tourists and providing recreation for those walking along Bay Street. An ice skating rink here would continue the park's legacy of serving as an important civic space for the community. In the non-skating season, the ice skating rink can be removed, restoring the green space as is done in Bryant Park.

3. Advocate for the Reopening of Paramount Theater

Bay Street right now is devoid of venues to see movies and performances. With an increase of young people expected to move to Staten Island with the development of Urby along the waterfront and from the anticipated rezoning which tend to generate an influx of all types of people, the area is desperately in need of this kind of venue. Fortunately, the historic and iconic Paramount Theater sits at a prime location in the heart of Stapleton at 560 Bay Street, just north of Tappen Park. The theater could be a key player in spurring economic development in the area. Unfortunately, it has been closed since the late 1980s. The theater is privately owned by a company listed as Prospect 88 Realty, LLC.³¹ The owner hasn't reopened the theater due to lack of finances or profitable opportunities. Therefore, we propose

30 "Skating Rinks Becoming Standard at Manhattan's Luxury Hotels - Chelsea & Hell's Kitchen." DNAinfo New York. December 17, 2010. Accessed January 13, 2017. <https://www.dnainfo.com/new-york/20101217/chelsea-hells-kitchen/ice-rinks-becoming-standard-at-manhattans-luxury-hotels>.

31 "NYC DCP Zoning And Land Use (ZoLa)." NYC.gov. Accessed January 13, 2017. <http://maps.nyc.gov/doitt/nycitymap/template?applicationName=ZOLA>.

a series of recommendations that could provide the owner with finances to reopen the theater.)

We recommend that SIDA work with local officials and SBS to conduct a building feasibility study, which will inform the decision on whether SBS can give the theater a renovation grant.

We recommend that SIDA begin the process of nominating the theater to be listed on the National Register of Historic Places (NRHP). The NRHP program, run by the National Park Service, coordinates and supports public and private efforts to identify, evaluate, and protect America's historic and archaeological resources. Once listed on the Register, the property is eligible to receive federal historic preservation tax credits, federal planning and rehabilitation grants, and state tax benefits and grants. Nominated properties are evaluated based on examining the property's age, integrity, and significance.³² Based on these criteria, the Paramount Theater is a prime candidate for listing.

Alternatively, we recommend nominating the theater for New York City landmark status. Once landmarked, the owner will be compelled to maintain the building or risk fines. Consequently, the current owner would need to put money into the building in order to avoid the fines and likely will convert it to a profitable use that would benefit the neighborhood.

We also propose that SIDA help start a non-profit that could ultimately purchase the theater from the owner based on the model used to save the nearby St. George Theater. The St. George Theater's existence was also threatened until a local dance instructor put all her life savings into forming a non-profit that was able to garner support from the government and local elected officials to help save the theater. Her efforts were successful and the theater currently hosts performances.³³ Applying this model to the Paramount Theater, the non-profit could garner support from local elected officials, government agencies and perhaps local theater groups such as Sundog Theater that would be interested in restoring the Paramount. Once purchased, the non-profit would then operate the theater.

Assuming the financing issue is resolved we suggest the theater be turned into a dine in/boutique movie theater to the likes of Nitehawk Cinema in Williamsburg or Alamo Drafthouse in Downtown Brooklyn. These types of theaters are on the rise in New York City and have changed the way viewers see movies. We believe this type of theater suits the Paramount well, as the space is large enough to fit a couple of screens but not large enough to accommodate a multiplex cinema according to a representative of the theater. The theater could feature national motion pictures, lower budget films, documentaries, and foreign films that cater to the local immigrant population. The food served could come from local restaurants or food vendors and the beer can come from local breweries, thus benefiting local businesses. On nights when no films are showing, the space can be used as a community center that could host civic meetings or job training classes for local residents. Whatever the use, the re-opening of the theater must be a priority for SIDA.

³² United States. National Park Service. "National Register of Historic Places Fundamentals: How to List a Property in the National Register -- National Register of Historic Places Official Website--Part of the National Park Service." National Parks Service. Accessed January 13, 2017. https://www.nps.gov/Nr/national_register_fundamentals.htm#start.ed January 13, 2017. https://www.nps.gov/Nr/national_register_fundamentals.htm#start.

³³ "Saving The Theater." St. George Theatre - Official Website. Accessed January 13, 2017. <https://www.stgeorgetheatre.com/saving-the-theatre/>.



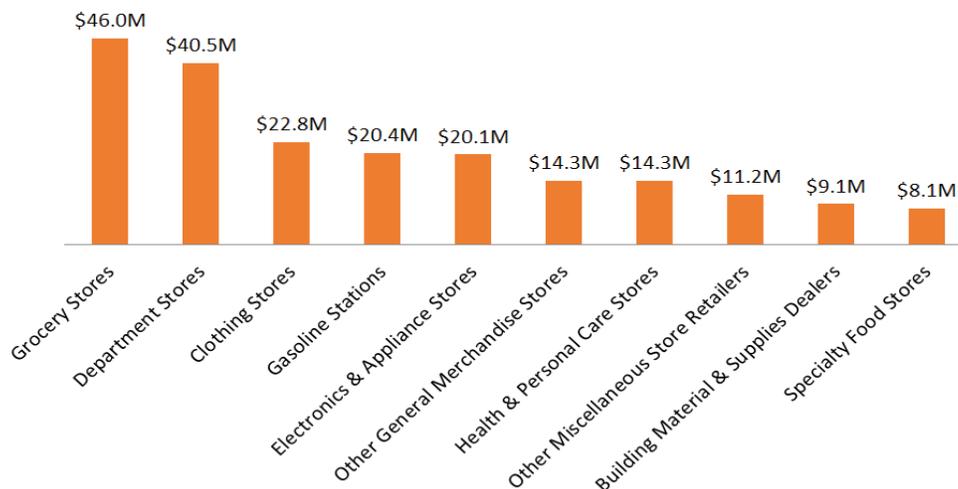
Goal #2: Develop a robust, self-sustaining local economy that supports socioeconomic diversity.

Retail Development

Bay Street's current retail landscape does not sufficiently provide for the needs of the community, lacks continuity and aesthetic appeal, and is underutilized. According to data from the New York City Department of Small Business Services (SBS) Commercial District Needs Assessment (CDNA), 21% of storefronts are vacant along Bay Street from Richmond Terrace in St. George until Townsend Avenue at the border of Stapleton and Clifton.³⁴ These storefront vacancies break the continuity of the streetscape and leaves ugly eyesores along the street wall. These vacancies, most of which are identified by opaque rolled down gates, significantly detract from the retail shopping and walking experience along Bay Street creating a barrier for economic development. More specifically, both St. George and Stapleton had a 24% vacancy rate and Tompkinsville had an 11% vacancy rate.³⁵ As was noted above, the Bay Street Corridor has a 21% storefront vacancy rate on the Bay Street Corridor from St. George to Stapleton. Additionally, our own survey of the corridor revealed numerous storefronts with rolled down gates and stores that although seemed to have merchandise inside were closed during regular weekday mid-day hours.

Related to these findings, the SBS report found that local residents spend a whopping \$46 million on groceries from retailers outside the study area and \$8.1 million on specialty food stores.³⁶ This finding echoes the comments we received from our survey and community visioning workshop, where local residents said they need better supermarket options in the area. There is a clear need to capture these dollars locally. The chart below illustrates the current retail spending landscape among Bay Street residents outside their community.

Retail Leakage:



Source: Small Business Services "Downtown Staten Island Commercial District Needs Assessment"

34 "Downtown Staten Island Commercial District Needs Assessment," NYC Department of Small Business Services. Accessed November 16, 2016.

35 Ibid

36 Ibid.

Notably, residents in the study area currently spend \$40.5 million at department stores outside the study area. Although Empire Outlets will soon help address residents' department store needs, very little of this income will likely trickle down to Bay Street's local economy because the stores coming to Empire Outlets are national retail chains such as Toys 'R' Us, H&M, Nordstrom Rack, and Banana Republic, which are not manufactured, owned or designed by local residents.³⁷ Bay Street merchants should specialize and produce merchandise reflective of its ethnic diversity in order to cater to the finances and tastes of the local population as well as attract tourists looking for an authentic Bay Street experience.

Furthermore, the study area suffers from various health issues that could also be alleviated by a greater abundance of fresh food options. According to the New York City Department of Health & Mental Hygiene's 2015 Community Profile on St. George and Stapleton, 33% of adults in those neighborhoods suffer from obesity, compared to 29% of Staten Island adults and 24% of adults citywide.³⁸ Furthermore, the top causes of death in these neighborhoods are heart disease and cancer, which are often caused by poor dietary habits. These health concerns further justify the need for more healthy food options.

Recommendations:

1. Collect Quantifiable Data Regarding Commercial Vacancies

SIDA should conduct an extensive survey of the commercial storefronts to determine exact vacancy locations, conditions, lot size, building age, and ownership. This data would inform SIDA on which owners to put pressure on to re-activate their storefronts and which sites are most essential to be reopened based on their geographic location and proximity to other retail. The survey should also reveal which kinds of retail are needed along the corridor. Perhaps, SIDA can apply for a grant through SBS's Neighborhood 360 program, which provides funding to not-for-profit organizations to address key findings and commercial revitalization opportunities identified in the CDNA.³⁹

SIDA should encourage business owners to replace the current rolled down gates with mesh gates in order to increase transparency along the street wall and make the area look less abandoned.

SIDA should encourage the use of temporary pop-up shops until more permanent tenants are found. Pop-up shops should ideally involve local merchants, artisans, and artists who can sell their products, thus feeding into the cultural component of the area.

Alternatively, we recommend filling the vacant storefronts temporarily with local artwork to beautify the space, eliminating the eyesores that are so detrimental to the community.

2. Adopt Special Enhanced Zoning District

SIDA should work to promote development of a special enhanced zoning district with urban design guidelines that facilitate commercial uses that are beneficial to the existing community. Bay Street is currently home to a wide array of local businesses ranging from restaurants, nail salons, 99 cent stores, small delis, and laundromats. These small mom and pop shops are essential to the livelihood of the local immigrants who cannot afford to maintain larger storefronts or the merchandise to fill such large stores. Additionally, these small stores play a vital role in attracting visitors who are looking to experience authentic New York neighborhoods. To ensure that the retail corridor is preserved in a way that allows the local businesses to remain and thrive on Bay Street we propose creating a "Special Bay Street Corridor

³⁷ Steve Cuzzo, "Toys 'R' Us joins rush to New York Wheel," New York Post. December 20, 2016. Accessed January 15, 2017, <http://nypost.com/2016/12/20/new-york-wheel-bringing-new-retailers-to-staten-islands-north-shore/>.

³⁸ King L, Hinterland K, Dragan KL, Driver CR, Harris TG, Gwynn RC, Linos N, Barbot O, Bassett MT. Community Health Profiles 2015, Staten Island Community District 1: St. George and Stapleton; 2015; 57(59):1-16.

³⁹ "Neighborhood Development - Neighborhood 360 Fellows." Neighborhood Development - Neighborhood 360 Fellows. Accessed January 16, 2017. http://www.nyc.gov/html/sbs/html/neighborhood_development/neighborhood_360.shtml.

Zoning District” that mandates urban design regulations intended to benefit the local businesses and discourage large retail chains, which will be discussed further in the Zoning Recommendations section of this report.

3. Promote Supermarket Development and Healthy Food Options

In 2009, New York City adopted the Food Retail Expansion to Support Health (FRESH) program to promote the establishment and retention of neighborhood grocery stores in underserved communities throughout NYC.⁴⁰ If mapped by the City as a FRESH site, the program provides zoning and financial incentives to encourage developers to establish grocery stores in these areas. As of today though our study area has not been mapped as eligible for FRESH zoning incentives. Although, this determination can be changed with a showing of need, it is difficult and time-consuming to achieve a FRESH zoning map change. The New York City Department of Health’s Green Cart program could be a solution. The Green Carts are mobile food carts that offer fresh produce in New York City neighborhoods with limited access to healthy foods. As of December 2016, 50 Green Cart permits have been approved for Staten Island.⁴¹ Our study area is one of the areas the City has designated for green cart uses. Therefore, we propose that SIDA conduct a survey to determine why local vendors have not applied for these permits even though the need for fresh produce in the area is quite high.

Workforce and Small Business Development

SIDA should formulate a business development strategy that includes encouraging new small business start-ups, attracting new businesses and industries to the area, fostering innovation and entrepreneurialism in the community, and training workers to meet employer needs.⁴² Particular focus should be applied to supporting the needs of workers and entrepreneurs, who are twice as likely to start new businesses as non-immigrants.⁴³ With the decline of Staten Island’s industrial job base, it is critically important to help the local workforce adapt and train for a changing economy and to help close wage gaps for workers of color, young people, women, recent immigrants, and vulnerable populations. A better educated and trained workforce will encourage new employers to locate in the area, and improving workers’ skills will allow them to obtain higher paying jobs, which means more spending money flowing back into the local Bay Street economy.

Recommendations:

1. Create a Workforce Development Center

The city’s Workforce1 sites are insufficient to fully meet the community’s diverse needs, so it will be essential to leverage other resources for the study area. SIDA should work with a nonprofit to bring workforce development resources to Bay Street. With such a high population of lower-wage workers in our study area, many of whom rely on Staten Island’s public transit system, it is essential to develop more training opportunities near public transit hubs like the ones along Bay Street.

The workforce development center should:

- Specialize in training and certification programs for the North Shore’s strong existing industries and those that are newly emerging with new development in the area. We recommend a focus on

40 “Food Retail Expansion to Support Health.” NYC.gov - Food Retail Expansion to Support Health. Accessed January 17, 2017. <http://www.nyc.gov/html/misc/html/2009/fresh.shtml>

41 “NYC Department of Health and Mental Hygiene (DoHMH).” Business | City of New York, Green Cart Permit, Green Carts, Selling Fruits, Selling Vegetables, Mobile Food Cart. Accessed December 2, 2016. <https://www1.nyc.gov/nycbusiness/description/green-cart-permit>.

42 Leigh and Blakely, 266.

43 Jose Pagliery, “On the Rise: Immigrant Entrepreneurs,” CNN May 8, 2012. <http://money.cnn.com/2012/05/07/smallbusiness/immigration-entrepreneurs/index.htm>

healthcare, coastal ecology, and green technology and construction.

- Serve as a host site for union and apprenticeship partnerships to help place workers in higher paying jobs.
- Provide specialized training and job placement partnerships for young people, as well as GED preparation to assist with the study area's high population of high school dropouts.
- Provide services in English, Spanish, and other dominant immigrant languages in this area.

Potential Nonprofit and Institutional Partners:

- **College of Staten Island, Department of Continuing Education** - specializes in custom training programs
- **Staten Island Foundation** - potential provider of workforce development funding
- **New Millennium Training Center** - specializes in health care training
- **Make the Road New York** and **El Centro del Inmigrante** - specialize in ESL and high school equivalency preparation for Spanish speakers
- **YMCA** - specializes in ESL and job training/placement for immigrants and refugees
- **Jobs First NYC** - specializes in workforce development for young people
- **Local 79 Construction and General Building Laborers** - provides construction apprenticeship program

2. Create a Small Business and Worker Cooperative Incubator



Small business incubators can provide space and services for small businesses to get off the ground and stay afloat in a challenging economy. With the success of Stapleton's MakerSpace and the College of Staten Island Tech Incubator having opened in 2016 in St. George, we see Bay Street as an important area to locate additional shared and cooperative work spaces to help local entrepreneurs find their niche, seize new opportunities in the growing Bay Street economy, and find areas for cooperation, innovation, and cost savings. With the new Empire Outlet Mall set to meet much of the area's department store needs, Bay Street should focus on incubating immigrant and artisan businesses that will attract tourists and specialty shoppers down the corridor.

Incubators can provide:

- shared work spaces, tools, and equipment
- shared administrative staff and services to reduce costs
- industry specific facilities such as a commercial kitchen or research lab
- connections to local educational institutions and resources
- low-cost financing or connections to financial institutions
- small business services, research, trainings, and mentorship

Because poor management is a frequently-cited cause of small business failure, a small business incubator could go even further in providing management training, counseling, consulting, and research services. These services would encourage a higher rate of new and stronger business starts, reduction of business failures, and raise the level of technological innovation and productivity.⁴⁴ Research services can include information on local economic indicators, labor market statistics, local development plans, land availability, and building regulations and permits.⁴⁵

⁴⁴ Leigh and Blakely, 274-275.

⁴⁵ Leigh and Blakely, 271.

However, even successful incubators such as MakerSpace are also threatened by potential displacement with coming rezoning and neighborhood economic changes. This use would no longer be permitted in the new zoning and the building is currently for sale, which could displace one of this community's most important local economic development assets. Additional facilities like these should be nurtured and protected.

A new Bay Street incubator could specialize in cultivating worker-owned cooperatives, which have their own unique set of challenges but which can foster entrepreneurship and financial security for populations that typically have higher barriers to starting businesses, including women and recent immigrants. Worker-owned cooperatives have the potential to provide flexible jobs for people of different skill levels, with higher wages, greater security, and more autonomy on the job. There are nonprofits that specialize in worker cooperative development and could provide their services as part of the incubator.

Dozens of successful cooperatives exist in New York City, including:



- accommodations
- art
- bookkeeping
- childcare
- cleaning services
- green construction
- light manufacturing
- restaurants
- senior home care
- urban farming

Successful New York incubators include:

- **Bronx Business Bridge Incubator** - supports small business entrepreneurs from low-income neighborhoods through partnership with Lehman College
- **Brooklyn Foodworks** - commercial kitchen and training for food business start-ups
- **Urban Future Lab** - supports clean technology and energy innovators
- **Green Worker Cooperatives** - provides training and legal assistance for green business co-ops
- **La Colmena** - a Port Richmond worker co-op developer

Potential Nonprofit and Institutional Partners:

- **Cooperative Development:** NYC Network of Worker Cooperatives, NYC Center for Family Life, Green Worker Cooperatives, ICA Group.
- **Financing:** The Working World and New Economy Loan Fund
- **Start-Up New York:** State program for to help new and expanding businesses operate tax-free for 10 years on or near eligible college campuses

STREETSCAPE



Goal #3: Create a cohesive streetscape that is welcoming, walkable and safe for all.

Better Wayfinding



One of the easiest streetscape issues to fix is the lack of good wayfinding along Bay Street. Better signage would provide directions to the area's assets, enticing visitors down Bay Street and showing residents places they might not know. The NYC Department of Transportation's WalkNYC initiative is an excellent way to implement this. These large signs provide easy-to-follow neighborhood maps with local attractions, landmarks, and transportation options. Additionally, it shows average walking distances. This small measure can go a long way to enhancing the visitor experience along Bay Street and provide lasting economic benefits for the corridor as a whole.⁴⁶

Recommendations:

1. The City should install WalkNYC signage directing people to local sites and attractions. (i.e. Little Sri Lanka). Additionally, either the City or SIDA should install site markers that speak to individual neighborhoods' history, local attractions, shopping, and dining.

Sidewalk Cafes

Sidewalk cafes are an excellent way to improve streetlife. They provide a welcoming, attractive environment, encourage pedestrian use, and boost the profits of the restaurants and cafes that create them.⁴⁷ Sidewalk cafes vary in size and design, from elaborate, enclosed extensions of buildings to two or three sets of tables and chairs put outside a cafe entrance.

Sidewalk cafes must be in areas where zoning allows for them and applications for their approval must be submitted to the New York City Department of Consumer Affairs. Sidewalk cafes are technically allowed in the zoning for almost all of Bay Street within our study area, there is not enough space to install them on most streets. According to New York's sidewalk cafe design regulations, all sidewalk cafes "must maintain a minimum clear path of eight feet between the outer limit of the cafe and any object near the curb, including the curbstone (and) must maintain a nine foot clear path to an intersection." Additionally, they must allow for a three foot service aisle separate from this eight foot path, either across a row of tables or between the tables themselves.⁴⁸ These rules are designed to preserve the free flow of pedestrians,

⁴⁶ NYC Department of Transportation, "WalkNYC," accessed December 1, 2016, <http://www.nyc.gov/html/dot/html/pedestrians/walknyc.shtml>

⁴⁷ Karen Erdelac, "Boost Your Restaurant's Revenue with Outdoor Seating," Sterling Funding. Last modified July 7, 2014, <http://www.sterlingfunding.com/merchant-cash-advance-blog/boost-your-restaurants-revenue-with-outdoor-seating>

⁴⁸ NYC Department of Consumer Affairs, "Sidewalk Cafe Design and Regulations Guide."

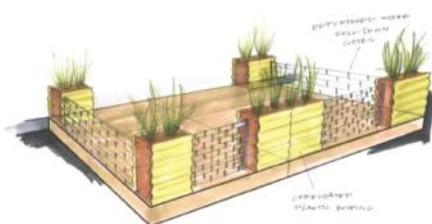
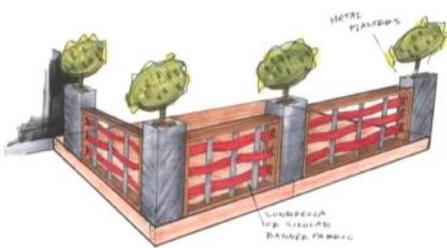
provide adequate access for disabled patrons, and prevent the obstruction of fire hydrants, traffic lights, and other street furniture. Successful sidewalk cafes come in various designs, sizes, and layouts.

Sidewalk lengths vary widely along Bay Street, both from block to block and east side to west side.

We looked at twenty seven blocks, stretching from near the St. George Ferry Terminal to just south of the Clifton SIR station. Of those, we found that only 26% of sidewalks could easily meet this requirement, 17% could possibly meet this requirement, and 43% could not fit this requirement. Of the areas that could easily accommodate sidewalk cafes, three currently have restaurants or cafes- Little Bay Street between Victory Boulevard and Bay Street (west side), Bay Street from Minthorne Street to Hannah Street (west side), and Bay Street from Water Street to Canal (east side).



Illustration of a section of streetside cafes



Street Seat Design

An innovative solution to creating outdoor space where sidewalks are too narrow is the the New York City Department of Transportation’s Street Seats program. The program originally began as a pilot of Pop Up Cafes for narrow sidewalks, exemplified in the still-existing sidewalk cafes outside two restaurants on Pearl Street in Lower Manhattan. These specialized cafes are temporary extensions of the sidewalk that are built atop roadbeds. The pilot program evolved into today’s Street Seats program, which allows for seasonal installations of temporary seating and landscaping in curbside street lengths that are typically used for parking. They cannot be sited in front of fire hydrants, driveways, or above certain utilities. Designs are typically 6-feet wide, match the length of the establishment they are in front of, and have visually permeable edges. They contain furnishing that is lightweight, removable, and easy for businesses to store and planting that are hardy but easy to maintain.



Street Seats Brownsville Brooklyn



Sidewalk Cafe in Carroll Gardens, Brooklyn

Any property owner can apply for approval from the community board and the Department of Transportation. Design and installation costs are the responsibility of the property owner but the City provides standard design options that eliminate design costs in most cases. The structures generally cost \$10,000-\$12,000 but new partners in the program are reimbursed up to \$12,000 and existing partners up to \$5,000 for the most recent program year.⁴⁹

The seating must be open to the public. No alcohol, smoking, or waiter service are allowed and businesses must maintain the site and remove all seating at night. However, the example of Pearl Street's street seats addition has seen business sales rise by 10-15%, boosted the activity of the street, and re-purposed a space for one parked car with a space that is used by 100 people in one day.⁵⁰

We believe that the introduction of Street Seats program could provide significant seasonal improvement to street life and a boost to local businesses.

Recommendations:

1. Encourage existing restaurants and cafes in already allowed areas to create sidewalk cafes that fit their unique block condition. This will most likely mean simple sets of tables and chairs along with plantings and other attractive furnishings. Assist these establishments with their applications to the Department of Consumer Affairs.
2. Where sidewalks are too narrow, assist restaurants and cafes with applying for the Department of Transportation's Street Seats program.

Public Seating

A common issue we noticed in our site visits was a lack of street seating along Bay Street. Very few businesses have seating outside of their establishments and there are only a handful of public benches, mostly in bus shelters. Adding seating can create a comfortable place for residents, business patrons, and other pedestrians to sit and relax, along Bay Street. Enticing people to linger creates a more vibrant streetlife and lures customers. Our recommendations here focuses on benches.



New York's CityBench program was created in 2011 with the aim of providing durable, attractive benches to sidewalks in commercial districts, near bus stops, and senior centers. Any member of the public can request a bench. The City has installed 1,500 benches since the advent of the program, with plans to install 600 more by 2019.⁵¹ Bench applications must meet a set of criteria to be allowed on the street. Sidewalks must be at least 12 feet wide for backed benches and at least 14 feet wide for backless benches. Unfortunately, these rules eliminate most of Bay Street within our study area.

An innovative alternative to the CityBench program is to install tree guards that can accommodate seating. Tree guard installation requires a permit from the New York City Department of Parks and Recreation.⁵² The Myrtle Avenue Partnership began a program to install such tree guards in 2011.⁵³

49 Leslie Albrecht and Nikhita Venugopal, "On-Street Public Seating Could Be Coming to Park Slope's Fifth Avenue," DNAInfo, last modified February 22, 2016, <https://www.dnainfo.com/new-york/20160219/park-slope/on-street-public-seating-could-be-coming-park-slopes-fifth-avenue>.

50 NYC Department of Transportation, "Street Seats Presentation."

51 NYC Department of Transportation, "CityBench," accessed October 2, 2016, <http://www.nyc.gov/html/dot/html/pedestrians/citybench.shtml>.

52 NYC Department of Parks & Recreation, "Tree Work Permit & Building Plan Review Application."

53 Myrtle Avenue Partnership, "Tree Guards and Benches," accessed October 15, 2016, <http://myrtleavenue.org/our-community/public-space/tree-guards-benches>.

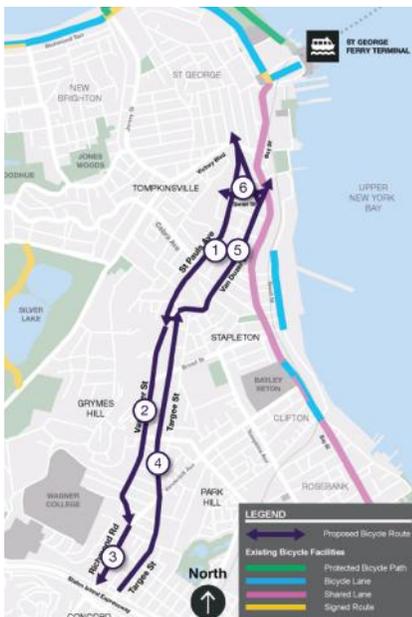
Recommendations:

1. Encourage property owners, business people, and residents in the approved zones to apply for the City's free City Bench program and assist with their applications to the Department of Transportation.
2. In unapproved areas, encourage property owners and business people to install tree guards in front of their properties that can accommodate seating, similar to the Myrtle Avenue Partnership's tree guard design. Assist with applications to the Department of Parks and Recreation.

Bicycle Infrastructure

Cycling has dramatically increased in the past few decades. From 1990-2014, daily cycling rates in New York grew 320%.⁵⁴ The growth rate was 68%, from 2010-2014 alone. However, Staten Island has seen the slowest growth rate of all the boroughs in that time period, with just a 9% growth rate.⁵⁵ Furthermore, only about 5% percent of survey responders in our study area travel by bike. Given this information, we were surprised to see passionate support for increasing bicycle infrastructure multiple times through our outreach and research. Despite the small percentage of survey respondents currently using bikes, about 24% of respondents said they would prefer to travel by bike. Multiple respondents at our community visioning workshop mentioned safe biking, both for transportation and recreational purposes.

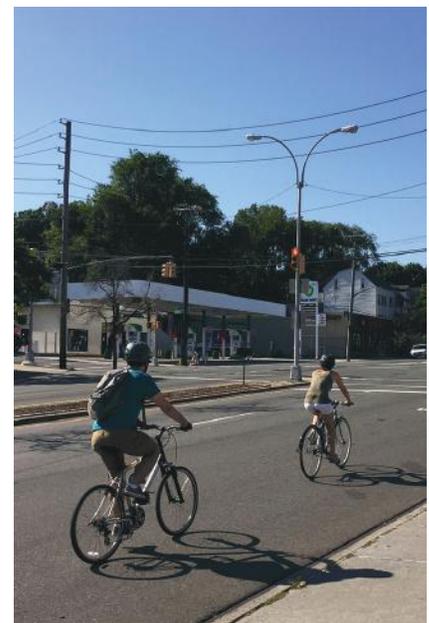
Bay Street presents many challenges for cycling. As has been mentioned, the street itself has varied elevations, is winding, and can be extremely narrow. Fortunately, a dedicated bike lane already exists along the wider portions of Bay Street, from the edge of the Bayley Seton property, between Broad Street and Vanderbilt Avenue, southward. The narrow roadbed can only accommodate shared lanes, or sharrows, between the St. George Ferry Terminal and that point. We did not study the use of lanes but did anecdotally observe multiple users of the lanes. We also reached out to the Department of Transportation to discuss bike lanes. They confirmed our concerns over the width of the street but informed us of the recently-installed bike lanes on nearby Front Street as well as proposals for future lanes on intersecting or nearby streets, Van Duzer Street, Swan Street, and St. Pauls Avenue.⁵⁶



DOT map of future bike lanes



Protected lane on Bay Street



Cyclists on Bay Street

54 NYC Department of Transportation, "Cycling in the City"

55 Ibid.

56 NYC Department of Transportation. "Van Duzer Street Corridor Transportation Improvements," Presentation, Van Duzer Civic Association, Staten Island, NY, November 1, 2016.

We believe the area's current bike lane infrastructure and DOT's proposed additional bike lane infrastructure will demonstrably improve cycling conditions in the neighborhood's roadways and have no further recommendations.

While we do not recommend any changes to bike lanes, we believe that bike racks would be simple, affordable, and effective way to encourage cycling along Bay Street as well as improve sales at local businesses.



Map of locations for bike racks

Multiple studies have shown the business benefits of adding bike infrastructure. A 2012 study of 78 businesses in Portland, Oregon found that customers who arrived by car spent more per visit but that cyclists visited more often and spent more overall.⁵⁷ A similar study of East Village shoppers found analogous results.⁵⁸ Beyond improving business, bike racks would also allow employees to commute via bike.

There are currently eighteen bike rack locations along Bay Street. We believe there should be more. The New York City Department of Transportation (DOT)'s CityRacks program provides free bike racks to any applicant. Sidewalks must be a minimum of 11.5 feet wide for the smallest bike racks in this program.⁵⁹ This restricts many area of Bay Street. The map of where bike racks can and cannot be allowed is at the left.

While anyone can suggest a location for a CityRack, DOT prioritizes bulk requests from business improvement districts, civic associations, or other community groups such as SIDA itself.



Example of bike racks

Recommendations:

1. SIDA should give input on and support to the City's effort to expand bicycle infrastructure in the study area.
2. SIDA should encourage property owners, business people, and residents to apply for the City's free Bike Racks program. Gather all applications into a bulk application to the Department of Transportation.

⁵⁷ Jonathan Maus, "Study shows biking customers spend more," *BikePortland.org*, last modified July 6, 2012, <http://bikeportland.org/2012/07/06/study-shows-biking-customers-spend-more-74357>

Kelly Clifton, Kristina M. Currans, Christopher D. Muhs, Chloe Ritter, Sara Morrissey, and Collin Roughton, "Consumer Behavior and Travel Choices: A Focus on Cyclists and Pedestrians, Presentation, 92nd Annual Meeting of the Transportation Research Board, January 2013, Washington, D.C..

⁵⁸ Transportation Alternatives, "East Village Shoppers Study: A Snapshot of Travel and Spending Patterns of Residents and Visitors in the East Village," October 2012, New York, NY.

⁵⁹ NYC Department of Transportation, "CityRacks Bicycle Rack Clearance Standards."

Bike Share

The introduction of bike share is a goal of our client, the borough president, and developers of the Empire Outlets just north of our study area.⁶⁰ The introduction of bike share would add to the increased economic benefits of better cycling infrastructure described previously. However, there are many considerations to take into account before it could be installed.

For our research on bike share, we turned to former NYC DOT commissioner Janette Sadik-Khan's book, *Streetfight*, which tells the story of her work to create CitiBike, New York's bike share program, as well as providing advice on how to create or expand bike share systems going forward. From her book, we found two important factors that must precede the introduction of bike share: safety and density.

First, cyclists must feel safe enough on the street in order to use bike share. Therefore, it is necessary to create an environment where both the actual and perceived level of safety are sufficient. It is necessary to support the enforcement of speed limits, re-design streets to encourage safe driving speed, add bike lanes to increase visibility of cyclists and better manage roadbed space, and direct public outreach to encourage responsible cycling and driving behavior. Once these policies have been enacted, cyclists will feel safe enough to ride. Once the number of cyclists improve, the demand for bike share will be created. We believe our recommendations on bike racks and DOT's proposals for future bike lanes will contribute significantly to creating this environment. Furthermore, civic groups such as Transportation Alternatives can be key allies in creating this environment. The organization's mission is to promote cycling, walking, and public transit through advocacy campaigns and the publishing of reports. The organization is currently organizing a "Bike Friendly Bay Street" campaign, which is enlisting local business and resident support in order to create a "bike friendly business district," which it describes as an area that includes a "network of bike lanes, bike parking, and additional street infrastructure that works to create lively and safe streets that benefit residents, local businesses, and all those who use the area."⁶¹

The second factor to create the proper environment for bike share is density. Bike share systems are not designed to provide bikes to one site or even one neighborhood. In fact, creating a one-neighborhood bike share system would be as effective as a one neighborhood bus or train system. They work well when they provide users with ways to commute and ride to and from transit hubs.⁶² Therefore, bike share systems require high station density so that riders can easily find and return bikes. In fact, a study of Citi Bike's first two years by the New York University Rudin Center for Transportation found that Citi Bike's station density is the main element of the system's success.⁶³

Bike share at its best is a mode of transportation, not a tourist attraction. If the goal of recent interest in bike share is tourists, bike rental businesses would be more suitable additions to the study area.

Recommendations:

1. SIDA should join Transportation Alternative's "Bike Friendly Bay Street" campaign and work with them to encourage street safety and cycling infrastructure improvements in the study area.
2. SIDA should put pressure on elected officials and NYPD to enforce street safety laws in order to foster an environment conducive to safe cycling.

60 Nicholas Rizzi, "Staten Island Needs Citi Bike, Mayor Says," *DNAInfo*, last modified August 25, 2015, <https://www.dnainfo.com/new-york/20150825/st-george/staten-island-needs-citi-bike-mayor-says>.

Tracey Porpora, "Empire Outlets developer lobbying for Citi Bike," *Silive.com*, last modified December 2, 2016, http://www.silive.com/news/index.ssf/2016/12/empire_outlets_developer_lobby.html.

61 Transportation Alternatives, "Bike Friendly Bay Street," accessed December 2, 2016, <https://www.transalt.org/getinvolved/neighborhood/staten-island-activist-committee/baystreet>.

62 Janette Sadik-Khan, "Streetfight: Handbook for an Urban Revolution," (New York: Viking Press, 2016).

63 Sarah M. Kaufman, Lily Gordon-Koven, Nolan Levenson, and Mitchell L. Moss, "Citi Bike: The First Two Years," New York: NYU Rudin Center, June 2015.

RESILIENCY



Goal #4: Prioritize environmental and economic resiliency to ensure a strong, viable community now and in the future.

Any comprehensive plan needs to consider the basics of resiliency. The Urban Land Institute defines resiliency as “the ability to prepare and plan for, absorb, recover from, and more successfully adapt to adverse events.”⁶⁴ Often, in the planning world, resiliency is taken to mean addressing the impacts of climate change from an environmental perspective and how these issues can be addressed through the built environment. This is not entirely true. While resiliency is very much tied to its obvious environmental components, what is often overlooked is its economic impact. By ensuring that existing property owners are given the opportunity to retrofit their structures to be more resilient and enhancing the requirements for new development, it is possible to promote real, positive impacts along Bay Street. These impacts include protecting lives, limiting the lifetime costs of a structure, limiting damage during storms, and mitigating negative impacts on local businesses. Upwards of 40% of small businesses never reopen after a disaster, often times due to just a few inches of floodwater.⁶⁵ By strengthening the existing assets along Bay Street, we are directly promoting economic resiliency.

Environmental Resiliency Means Economic Resiliency

Additionally, by implementing more stringent requirements as it pertains to design and construction for new development and redevelopment projects, the Bay Street Corridor can serve as a model example for how to build along the waterfront in urban environments and how to address exposure to flood risk without inhibiting development. When building requirements become too onerous, it could potential disincentivize development. However, when it comes to building for resiliency, the return on investment is not only quantifiable but suggests that, while short-term costs may increase, so can long-term profitability. For example, elevating structures immediately decreases flood insurance costs and limits disaster losses.

‘Climate proofing’ developments is estimated to add 5 to 15% to project costs which may be recouped through decreased long-term costs, bulk and height incentives, and perhaps more importantly, increasing the lifespan of the structure.⁶⁶ Climate proofing also has net energy efficiency benefits. Limiting the amount of energy lost during a structure’s lifespan and using green energy sources means a lower energy costs. While the return on green energy investments might not be immediate, long-term impacts and reduced costs have a positive net effect on the life a structure.

Lastly, more and more people are becoming increasingly environmentally conscious. With that in mind, by ‘climate proofing’ developments, a developer is potentially creating a new marketing opportunity. More climate conscious buyers may be prone to investing in a property that adheres to their own philosophical and environmental concerns regarding the long-term sustainability of urban development.

64 Urban Land Institute. “Returns on Resilience: The Business Case.” ULI Center for Sustainability. Washington, D.C. 2015. Accessed November 2016. <http://uli.org/wp-content/uploads/ULI-Documents/Returns-on-Resilience-The-Business-Case.pdf>

65 Federal Emergency Management Agency. “Protecting Your Businesses.” FEMA National Flood Insurance Program. Accessed December 2016. <https://www.fema.gov/protecting-your-businesses>

66 Asian Development Bank. “Investing in Resilience: Ensuring a Disaster-Resistant Future” Asian Development Bank. 2013. Accessed December 2013. <https://www.adb.org/sites/default/files/publication/30119/investing-resilience.pdf>

Background

Staten Island was severely impacted by Superstorm Sandy in 2012. The east and south shores witnessed extreme surge events, the kind of which had not been seen since Europeans had settled the island centuries ago. Per the Federal Emergency Management Agency, Staten Island had nearly \$170,000,000 in damages alone.⁶⁷ Unfortunately, if climatologists are right, we can expect weather events such as Superstorm Sandy to occur more frequently and with more intensity. Unfortunately, over the past two decades, the estimates for sea level rise over the next 25, 50, and 100 years seem to be increasing with each subsequent study. While the degree sea level rise will, in many ways, be dependent upon local conditions, the trend in studies remains the same; globally, seas are rising and that rise is expected to accelerate.⁶⁸

Any plan in a coastal region that does not consider sea level rise is simply irresponsible. Resiliency is not just about addressing flooding however. It is important to adequately consider other fundamental issues that arise due to urban development such as stormwater runoff, energy consumption, and public health.

Many urban environments utilize what is called a Combined Sewer System (CSS). A CSS is infrastructure where stormwater and wastewater are combined in common underground pipes. During heavy rain events and snow storms, these systems can become overwhelmed, leading to what is called a Combined Sewer Overflow (CSO) event. When this occurs, raw sewage and untreated stormwater discharges directly into nearby waterways. CSO events can have obvious deleterious impacts on water quality and public health.

Energy efficiency is also another primary focus of resiliency. Climate change and sea level rise are in many ways tied directly to energy consumption and the use of fossil fuels. Current City requirements for energy efficiency dictate that all new residential developments be more energy efficient and that any structure undergoing a renovation or alteration be brought up to the most recent energy code.

Recommendations:

1. A More Resilient Building Code

We recommend the integration of new resiliency requirements into the existing building code, with the ultimate goal of enhancing existing building requirements to develop a model approach to resilient design guidelines. The will focus not only on long-term environmentally conscious development but on ensuring economic viability and sustainability for the entire Bay Street Corridor.

Address building elevation concerns within the 100- and 500-year floodplain. New development and redevelopment projects should be elevated above what is currently required by the New York City Department of Buildings. Currently, the Preliminary Flood Insurance Rate Maps are used to determine the design specifications or Base Flood Elevation (BFE) as determined by FEMA plus 1 to 2ft. of 'freeboard,' depending on use.

- Require 2-3 feet of freeboard dependent upon use and location within the floodplain.
- Ensure that FEMA's best practices for urban environments are adhered to throughout.
- All structures should be built to the 500-year flood or the 100-year flood + 2075 sea level rise estimates, whichever is higher.

Reduce Impervious Coverage. Impervious coverage can be reduced through a number of different means, including:

67 Federal Emergency Management Agency. "FEMA Modeling Task Force Hurricane Sandy Impact Analysis." FEMA Modeling Task Force. October 2012. Last update February 2013. Accessed November 2016. https://www.arcgis.com/home/fema_motf-hurricane_sandy_impact_analysis_1351381550592

68 Robert E. Kapp, et al. "Temperature -driven global sea-level variability in the Common Era." Proceedings of the National Academy of Sciences of the United States of America. Vol. 113 No. 11. March, 2016. Accessed December 2016. <http://www.pnas.org/content/113/11/E1434.full>

- Green roofs
- Native landscaping
- Pervious pavements for surface lots and sidewalks
- Bioswales / Greenstreets

New development or redevelopment projects where 80% or greater of the existing surface is impermeable must reduce existing impervious coverage conditions by 30% through a site plan to be approved by the Department of City Planning.

Promote densification around Staten Island Railroad stations. Modify existing zoning in areas around transit stops. Please refer to the Zoning Recommendations section of this report for more detail.

Reduced parking requirements to promote non-vehicular travel and the use of public transportation. The results of our parking study demonstrate that current parking availability is sufficient to accommodate the existing number of vehicles as well as an increase in vehicular parking. Based on existing capacity, new development projects and redevelopment projects do not warrant parking minimums at current zoning requirements. Please refer to the Zoning Recommendations section of this report for more detail.

Increase energy efficiency of existing structures with the long-term goal of achieving Net Zero energy consumption status. By requiring and striving for more energy efficient structures, property owners will not only decrease their energy costs but also lessen their environmental impact. The study area should institute energy efficiency requirements that exceed those of existing law, which call for all projects utilizing capital funds to achieve a rigorous energy efficiency rating. These requirements should be extended to projects that would otherwise not be subject to achieving a higher energy efficiency rating. Commercial structures and businesses must also look to increase their energy efficiency by 50% beyond the average as determined by the Commercial Buildings Energy Consumption Survey or achieve a rating of 7 or better according to the United States Department of Energy's Building Energy Asset Score. Performance monitoring and annual audits of energy efficiency should be completed and made a part of the record.

Mitigate stormwater runoff and reduce strain on existing stormwater infrastructure. New development or redevelopment projects must aim to mitigate stormwater runoff by managing, capturing, or delaying off-site runoff and/or inundation of existing stormwater infrastructure/CSO for all 95th percentile rain events or the first 1.5" inches of stormwater, whichever is highest, to the maximum extent feasible possible given site conditions and constraints. This can be achieved through a variety of implementation means, such as minimizing impervious coverage (rain gardens, green roofs, etc.), utilizing on-site stormwater storage to minimize off-site runoff, and installing pervious pavers and asphalt in surface lots. Performance monitoring and maintenance should be required to ensure optimal utilization of implemented techniques and continued performance.

Reduce waste products and total trash tonnage within the Resilient Bay Street Special District. Expand the New York City Department of Sanitation Organics Collection Program, which asks residents to dispose of organic waste in separate containers. Provide opportunities for on-site residential composting to be used on local green roofs.

Promote innovative design. Urban development in high risk areas does not need to be halted due to potential long-term exposure to sea level rise. However, new development should be aware of risks and project design should reflect those risks. By emphasizing innovative design, our study area could become a model example of how urban development can be completed with those long term risks in mind.

Assist small businesses in becoming more resilient. Establish a clearinghouse for grant opportunities related to pre-disaster planning and retrofit efforts for small businesses as well as post-

disaster recovery opportunities. SIDA could host this clearinghouse on their website. Additionally, SIDA could conduct outreach to at-risk small businesses regarding grant opportunities for retrofitting their structures. Retrofitting strategies are available through the NYC Department of City Planning Resilient Retail document.⁶⁹

Funding opportunities include:

- New York City Department of Small Business Services, Business Preparedness and Resiliency Program (BPRP) - Offers business continuity workshops, on-site assessments, and preparedness grant opportunities.
- New York Small Business Disaster Recover Center
- Small Business Association
- FEMA’s National Flood Insurance Program, Increased Cost of Compliance (ICC) Funding

2. Implementation of Green Infrastructure



Example of a Bioswales



Map of locations where water is absorbed or retained during flooding in the study area

SIDA should promote integration of Bioswales and Greenstreets and push the City to revise its siting and design guidelines. Improvements to the streetscape should be both aesthetic and functional. Introduction of bioswales and greenstreets, particularly in downstream sections of the streetscape, should be a focus as a means of limiting the inundation or overwhelming of the existing CSO infrastructure during heavy rain events in low lying areas.

In order to determine the best possible sites, we must identify the average depth of the water table. For example, greenstreets and bioswales currently installed by the City allow for stormwater to drain directly into the subsurface. However, in areas where the water table is high, this may not be a suitable option. Bioswales and greenstreets can be designed to drain into concrete subsurface detention systems. However, where the water table is shallow and potentially rising due to climate change, it may be necessary to anchor such systems to the bedrock which may prohibit widespread implementation due to the design being cost prohibitive.

Based on the City’s existing siting requirements, it is reported that upwards of 80% of surveyed sites identified for potential green infrastructure installation are eliminated, for a variety of reasons. These include the location of existing street furniture, utilities, signage,

⁶⁹ City of New York. “Coastal Climate Resiliency: Resilient Retail” City of New York Department of City Planning. July 2016. Accessed November 2016. <http://www1.nyc.gov/site/planning/plans/resilient-retail/resilient-retail.page>

soil conditions, or sidewalk width among others.⁷⁰ It is possible that the limitations based on the City's existing siting criteria can be mitigated by considering additional design types for green infrastructure. Preliminary designs, such as those presented by the New Jersey Department of Environmental Protection for Hoboken's Rebuild by Design Project, could be a possible solution. These designs integrate hybrid systems that allow water to filter through a traditional bioswale but ultimately drain into a storage chamber connected to existing CSO infrastructure, as opposed to allowing direct infiltration into the subsurface. These would not only filter stormwater but also delay runoff into the existing CSO infrastructure, thereby reducing the potential for a CSO event. Integration of such designs into the City's standards may allow for the installation of green infrastructure into additional locations throughout the city that would otherwise be eliminated from consideration.⁷¹



Image of City's Million Trees NYC Initiative

Additionally, continued support of the City's Million Trees NYC Initiative will be a priority. This program promotes public-private partnerships to plant new trees throughout the boroughs. On November 20th, 2015, Mayor Bill de Blasio, former Mayor Michael Bloomberg, and NYC Parks & Recreation Commissioner Mitchel Silver, ceremoniously planted the 1 millionth tree as a part of the initiative. Just because the ultimate goal of the project has already been reached does not mean that the initiative should be abandoned. All existing tree planting requirements shall remain in place.

3. Shoreline Hardening, Extension, and Tidal Marsh Creation



Brooklyn bridge salt marsh

We also recommend the creation of an artificial tidal marsh along the Stapleton and Clifton waterfront. This would be achieved by extending the existing shoreline and protecting the tidal marsh with a stone revetment, more commonly known as rip-rap. While this would be a long-term capital project, there are always opportunities for grant monies from federal and state funding streams that could potentially offset the costs associated with such a project. The introduction of a tidal marsh along the study areas coast could provide numerous benefits to the surrounding communities.

⁷⁰ Sabina Martyn. Interview by Jason Bottcher. New York City, December 6, 2016.

⁷¹ New Jersey Department of Environmental Protection. "Rebuild by Design – Hudson River: Delay Store Discharge" NJ-DEP Bureau of Flood Resilience. <http://www.nj.gov/dep/floodresilience/rbd-hudsonriver.htm>.

Such benefits include:

- Coastal Surge Protection. Modeling completed by the City of New York suggests protected tidal marshes reduce wave action and mitigate against surge damage.⁷²
- Wildlife habitat creation.
- Filtration of stormwater runoff.
- Creation of new passive open space with elevated walkways above the tidal marsh.
- Educational opportunities with interpretive walkways.
- Beautification of the waterfront.

4. Green Technology Incubator and Specialized High School



Interior space of Urban Future Lab
Source: NYU Tandon School of Engineering

Keeping with the vein of economic development, we recommend the creation of a Green Technology incubator along Bay Street. The incubator would be perfectly suited for placement on the Bayley Seton site.

The focus of the incubator would be to foster green startups and burgeoning companies that are on the leading edge of developing green technologies and solutions to the environmental challenges we face and will continue to face over the next decades. New York City already hosts one successful green technology incubator in the Urban Future Lab called ACRE (Accelerator for a

Clean and Renewable Economy). ACRE'S success can be a model for how a new startup can be sustained on Staten Island. ACRE has created upwards of 1,250 jobs and has had an economic impact in excess of \$350 million.⁷³

The creation of a Bay Street incubator can serve as a source of new ideas and green innovation, jobs, economic investment, and to create an environment where startups have a place where they can test their technologies. We envision the Resilient Bay Street Special District as a place where participants in the incubator can demonstrate their ideas and solutions for our environmental proposals. Demonstration projects would not only allow existing property owners and developers to be on the leading edge of 'climate proofing,' it would provide an opportunity for startups to fine tune their solutions.

The creation of a green incubator would also provide additional educational opportunities for the proposed specialized high school focused on environmental science, engineering, and public policy. Hands-on opportunities such as joint projects and paid internships could expose students to real world projects that benefit urban development and the environment.

⁷² City of New York. "PlaNYC: A Stronger, More Resilient New York." City of New York: Special Initiative for Rebuilding and Resiliency. Page 53 June 2013.

⁷³ New York University. "NYC's Premier Cleantech Incubator ACRE Awarded Startup Supporter of the Year by Northeast Clean Energy Council." NYU Tandon School of Engineering. October 26th, 2016.

HOUSING



Goal #5: Expand and preserve affordable housing and community services to prevent displacement while enabling growth of the local workforce.

The Need for Affordable Housing

The study area needs economic development and a larger workforce to sustain new growth. However, without affordable housing and a range of businesses to serve the existing diverse population, the Bay Street area is in danger of losing the very character that makes it attractive and unique now, such as its artist and immigrant communities. Rather than assuming a trickle-down approach to economic development based on attracting and catering to a wealthier tax base, instead, fostering development from the ground-up can result in a local economy and population that is more stable, resilient, and able to better withstand macroeconomic fluctuations.

Ensuring a stock of permanently affordable housing is central to this goal. Affordable housing helps residents move up the economic ladder so they are able to open businesses, participate in their children's schools, better care for their families, produce cultural capital, and engage in civic life—all activities that make a community desirable and, in turn, more attractive to new businesses and investment. The less money a family needs to spend on housing costs, the more money they have to spend in the local economy. The more customers local businesses have, the more they can expand and generate jobs. Coupled with workforce development and support for small businesses, housing that is affordable to a broad range of people can help nurture Bay Street's economy and ensure it remains vibrant for the long term. Downtown Staten Island can be home to an economy that works for and helps elevate everyone, not merely an enclave for the rich, like the Williamsburg Waterfront today or Battery Park City.

Presently, however, this new potential is threatened. While rents along the North Shore rose slower than 80% of the rest of the city's Community Districts from 2000-2012,⁷⁴ local realtors are now observing an increase in rents and property values.⁷⁵ With the Bay Street Corridor rezoning likely to come to fruition in 2017 and massive new private investment funneling into the North Shore—Empire Outlets, the New York Wheel, a waterfront greenway, and other amenities under development—property values, and subsequently rents, are likely to rise. This will place housing pressure on the surrounding neighborhoods' more vulnerable residents.

As researchers have observed in other neighborhoods further along in the process of gentrification, landlords in our study area will be incentivized to raise rents and may even evict low-income tenants or harass them into leaving. Low- and moderate-income homeowners will be more vulnerable to a rising tax burden, predatory lending, and real estate scammers intent on flipping homes for high profits. This displacement may then be followed by an indirect or "secondary" form of displacement: as neighborhood rents and home prices rise overall, attracting higher income renters and homebuyers, the initial displaced residents may no longer be able to find anything affordable in the neighborhood and will have to leave

⁷⁴ Office of New York City Comptroller, "The Growing Gap: New York City's Housing Affordability Challenge," April 2014, 17.

⁷⁵ Tom Wroblewski, "Apartment Living on Staten Island Good for Your Wallet, Report Says," *Staten Island Advance*, Apr. 23, 2014. http://www.silive.com/news/index.ssf/2014/04/apartment_living_on_staten_isl.html

their community.⁷⁶

Gentrification, as this process of neighborhood change is frequently described, may have other negative impacts on the North Shore. Demographic shifts can result in rising social disconnection between long-time and new residents. Rising land values will also make it increasingly more difficult to produce affordable housing: the City will need to spend ever more in subsidies to developers in order to achieve the desired number of affordable units through the market, and that may require higher taxes.

Therefore, a plan for the Bay Street Corridor must include housing that addresses the local shortage of affordable options. Our recommendations include both local changes that SIDA and other local organizations can work to achieve, as well as broader prescriptions for City policies that need to change if the North Shore is to see any improvements to its supply of affordable housing and the pressures of gentrification in the long term.

Challenges in Rental Housing

While 69% of Staten Island households are homeowners, only 43% in our study area are. The majority of renters in the area do not live in public housing or rent-regulated apartments so they may be vulnerable to extreme rent fluctuations in the future.

Citywide, the private and public sectors are failing to build enough housing that is truly affordable for residents who need it. Instead, we have a glut of luxury housing that is out of reach to the vast majority of New Yorkers and a population that is becoming increasingly rent burdened, paying upwards of 30% of their income on rent. In our local study area, the percentage of households who are rent burdened exceeds both the borough and citywide percentages. **One-in-three households in our study area pay more than 50% of their income on rent.**

Percentage of Households that Are Rent Burdened

	Study Area (5,427 households)	Staten Island	NYC
Rent Burdened Households (30%+ income spent on rent)	21%	20%	23%
Severely Rent Burdened Households (50%+ income spent on rent)	31%	29%	28%
Total Rent Burdened Households	52%	50%	51%

Source: ACS 2010-2014 5-Year Estimate

To achieve production of new affordable housing, the City has enacted a Mandatory Inclusionary Housing (MIH) program that requires private developers to designate a certain portion of new units as affordable, based on a formula that is determined when an area is upzoned. The Bay Street Corridor rezoning covers a .6 mile stretch along Bay Street within our study area and over time may result in the production of thousands of units of housing, with an estimated 459-692 units designated affordable, based on the option the council member will choose in 2017. While large amounts of new housing within the rezoning area may relieve rent burden for some residents who can afford them, unless more deeply affordable units are produced, the vast majority of the study area's rent burdened households will continue to struggle.

⁷⁶ Luke Herrine, Jessica Yager, and Nadia Mian, "Gentrification Response: A Survey of Strategies to Maintain Neighborhood Economic Diversity," *NYU Furman Center*, Oct. 2016, 15.

According to the figure below, our study area population has a much higher percentage of households who earn less than \$75,000 (below 83% of AMI).⁷⁷ There is an especially stark difference among those who earn less than \$20,000 (or less than 22% of AMI)—36% of households in our study area learn less than 22% AMI, versus 30% borough-wide and 28% citywide.

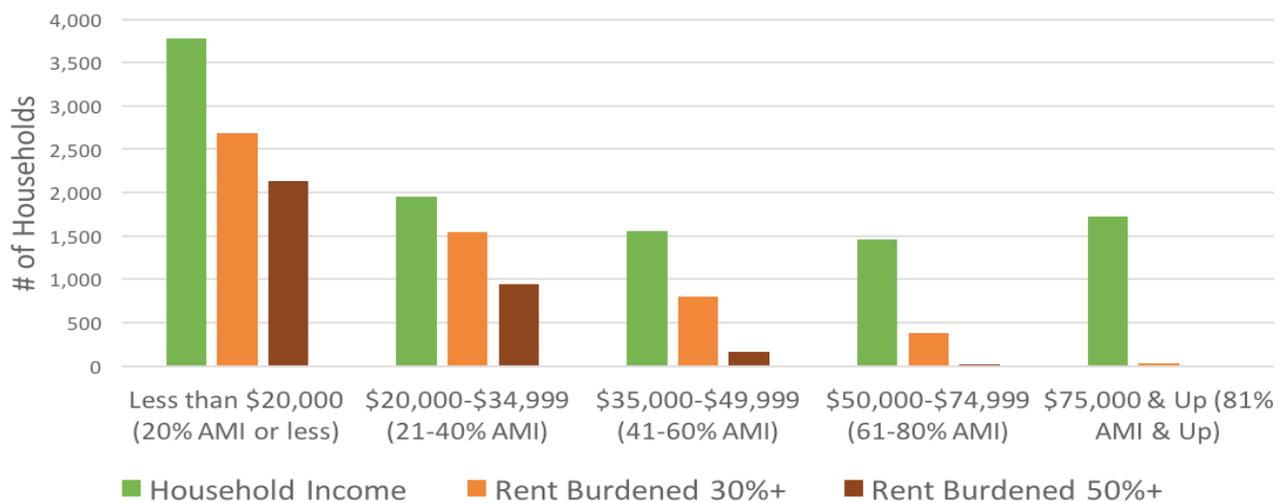
Household Income (dollar amount and percentage AMI)



Source: ACS 2010-2014 5-Year Estimate

By looking at the rent burden of local households by income bracket, it becomes clearer which households are more in need of relief in the form of new housing. In the next figure we see that the vast majority of households that are rent burdened (paying 30% or more of their income on rent) are those earning under \$50,000. Additionally, the vast majority of those that are severely rent burdened (paying 50% or more of their income on rent) are those earning below \$35,000. All of this suggests that a large quantity of new housing needs to be targeted to households earning below 60% AMI.

Renter Household Incomes and Rent Burden



⁷⁷ Income calculations are based on American Community Survey 2010-2014 five-year estimates. Area median income is calculate at \$83,600 for a family of four in 2015.

Challenges to Homeownership

While Staten Island has a higher than average homeownership rate compared to the nation as a whole, homeownership across New York City is largely unattainable to all except the wealthy.⁷⁸ Tight credit, limited resources to address downpayments and closing costs, and a general dearth of homes on the market citywide compared to demand also limit opportunities for homeownership. Greater opportunity is needed for more families to be able to take advantage of the benefits of homeownership in our study area. As of 2015, the rate of homeownership on Staten Island was 69% but still only 43% in our study area. While household incomes are 35% lower in our study area than borough-wide, home prices in our study area are not particularly more affordable—the median 2016 home price in our study area was \$385,000, only 3% less than the borough median price of \$396,550.⁷⁹

Homeownership Rate by Household Income Level, 2011-2015

	Study Area	Staten Island	Citywide	USA
Below \$35,000 (Low)	19%	16%	18%	23%
\$35,000 to \$49,999 (Moderate)	11%	8%	9%	12%
\$50,000 to \$99,999 (Middle)	29%	30%	29%	33%
\$100,000 or more (High)	41%	45%	43%	31%

Source: ACS 2011-2015.

Homeowners in our study area are significantly more likely to hold a mortgage than those citywide, and mortgage holders are similarly cost-burdened as those throughout the city.

Homeownership Characteristics

	Study Area	Staten Island	NYC	USA
Median Home Value	\$328,797	\$439,600	\$488,201	
Homeownership Rate	43%	69%	34%	64%
Homeowners with a Mortgage	71%	71%	62%	64%
Cost-Burdened Households (Paying 30%+ Income on Housing)	32%	33%	30%	12%
Severely Cost-Burdened Households (Paying 50%+ Income on Housing)	16%	15%	16%	15%

Source: ACS 2011-2014

Housing costs include mortgage payments, taxes, flood insurance, utilities (electricity, gas, and water and sewer), and condo fees.

Our study area is also an important location in the borough for Black and Asian homeownership and has an especially strong rate of Hispanic/Latino homeownership compared to the rest of the city. This is an important feature of the neighborhood and should be preserved.

⁷⁸ Mark Willis, et. al., “Report on Homeownership & Opportunity in New York City.” *NYU Furman Center and Citi*. August 2016, 4-5.

⁷⁹ Sales totals are based on Class A buildings and all sales below \$100,000 are filtered from this sample. “Rolling Sales Data.” *NYC Department of Finance*. Accessed Jan 23, 2017. <http://www1.nyc.gov/site/finance/taxes/property-rolling-sales-data.page>.

Rates of Homeownership by Race/Ethnicity

	Study Area	Staten Island	NYC
White	48%	79%	54%
Black	18%	5%	19%
Hispanic/Latino	18%	9%	12%
Asian	14%	7%	13%

Source: 2010 Census

Recommendations:

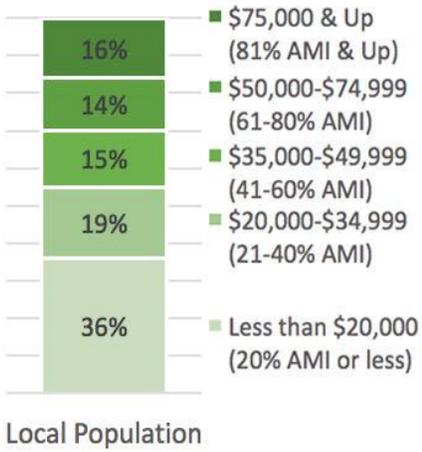
1. Advocate for Maximum Affordability in Rezoning and on City-Owned Land

Mandatory Inclusionary Housing Options

We think it is important for the SIDA to take an advocacy role to help shape affordable housing development for the Bay Street area. Most people who took our survey said they wanted more affordable housing. Maintaining a diverse community keeps Bay Street strong and economically vibrant long term.

With local rezonings underway, the level of affordability the City will require in the rezoned areas through Mandatory Inclusionary Housing (MIH) have yet to be determined. We recommend SIDA advocate for the MIH Option 1 and the "Deep Affordability" option that will encourage the highest production of affordable housing for the Bay Street and Canal Street corridors. The combination of these options will result in developments where one-fifth of new units will be affordable to households earning an average of 40% AMI, one-quarter will be for those earning an average of 60% AMI, and slightly over half will be market rate. When compared to the AMI breakdown for the area's household incomes, we see that the MIH proposal will mostly serve the topmost tiers of the population but provides greater numbers of affordable units than the other MIH options currently being weighed. This breakdown is more than sufficient to meet the needs of those who already live in the study area who can afford market rate apartments, while building enough market rate to attract new, upwardly mobile population and higher-end development.

Household Income



Mandatory Inclusionary Housing Proposal



However, MIH still won't meet the needs of the people in the lowest tier who make up 36% of the local population and who are the most rent burdened. This is where city-owned land can be utilized.

City-Owned Land

The North Shore has relatively little publicly-owned land that can be used for deeply affordable housing or other uses the community really needs. When the City disposes of its land to private developers, it takes

away a valuable resource for future generations, even if the short-term use is also needed. Public land offers the community the greatest control over new development; therefore, it should be used to build housing for those who are most rent burdened and who will otherwise not have their needs met either by the affordable housing created through MIH or through the private market. This requires leveraging public land to build significant housing for those making below 40% of AMI in addition to other income levels on the waterfront. In order to ensure the land is used for public purpose, the City can retain ownership of the land by leasing it to a developer, or it can transfer the land to a community land trust to develop it. At the very least, if the City will not retain ownership, it should only dispose of the land to non-profit affordable housing developers who are mission-driven to keep any housing affordable in perpetuity.⁸⁰

City Disposition and Rezoning Sites

Of the city-owned proposed disposition sites, 539 Jersey Street/100 Brook Street, 55 Stuyvesant Place, and 54 Central Avenue, only the Jersey Street property (the former sanitation garage) is currently being proposed to use for housing while the other two sites would go toward a tech innovation center (a proposal for this center, at 55 Stuyvesant Place, was recently rejected by the City) and an office building, respectively. Because publicly owned land is such a precious commodity for the area, and because other uses here are likely to be built through the private market, these two sites could also be considered for deeply affordable housing which will bring the greatest good for the people who need it most. The ultimate decision should be based on a balanced assessment of the community's goals for improving the area, including economic development, community facilities, etc.

Similarly, the Stapleton Waterfront sites, which should be used for a mix of housing and community uses, are publicly owned and thus should be used as much as possible for public purpose. So far, the City has indicated that half of the housing on the Stapleton Waterfront sites will be affordable, and 30% of the housing on the Jersey Street site will be affordable. This is not enough, particularly because the local market suggests that developers on private land may not be inclined to use HPD subsidy programs, limiting the amount of affordable housing likely to be created elsewhere in the study area. The Stapleton Waterfront Phase I (URBY), and the other waterfront housing developments adjacent to the Phase III site already provide middle-income and luxury rental housing. Despite the Department of City Planning's argument that upcoming changes to the waterfront zoning do not warrant an application of Mandatory Inclusionary Housing, we argue that any disposal of City land should require development of affordable housing and/or other public purpose. One way in which this could be ensured is by including the Stapleton Waterfront in a new community land trust.

2. Start a Community Land Trust (CLT)

Community land trusts (CLTs) are an increasingly popular model for community development. There are nearly 300 located across 48 states and in most major cities, including Los Angeles, Chicago, San Francisco, and Boston. New York City has one CLT, the Cooper Square CLT in the East Village, which is home to 300 limited-equity cooperative homes and 23 commercial units across 19 buildings.⁸¹ For our study area, a Downtown Staten Island CLT could be used to develop and preserve affordable homeownership, rental housing, and commercial space, as well as community facilities and open space.

This is an especially relevant and exciting moment to lead the conversation about a CLT for Staten Island. In January 2017, the NYC Department of Housing Preservation and Development (HPD) issued its first Request for Expression of Interest (RFEI) for groups interested in developing CLTs. In particular, HPD is evaluating the advantages of making properties that the City currently owns in East Harlem, the South Bronx, northern and central Brooklyn, southeastern Queens, and Edgemere, Queens available for

⁸⁰ "Comments on the Draft Scope of Work for Proposed Bay Street Corridor Rezoning," *Staten Island Housing Dignity Coalition*. N.D.

⁸¹ Tom Angotti, "Community Land Trusts and Low-Income Multifamily Rental Housing: The Case of Cooper Square, New York City," *Lincoln Institute of Land Policy* (2007): 7.

development and operation by one or more CLTs.⁸² While resources and capacity for a CLT are still yet to be developed in order for a North Shore organization to be able to take advantage of this RFEI, these developments are highly encouraging that the City will expand its support for CLTs in the future. The Stapleton Waterfront Phase III land represents a perfect opportunity for the City to launch a CLT for the North Shore.



Map of City Disposition and Rezoning Site

CLT Structure and Operations

The CLT is typically a 501(c)(3) nonprofit, operating either on its own or by an existing community development organization, such as in Philadelphia or Washington D.C. In some cities like Chicago and Irvine, CA, the CLT is integrated into city government.⁸³

Land and Development

The CLT works by acquiring and retaining permanent ownership of multiple land parcels in a community and then maintaining existing structures and building new housing, commercial space, or community facilities, depending on the mission of the CLT and the vision of its directors. Using a long-term ground lease, the CLT sells property and retains the right to repurchase any structures if the new owner chooses to sell. The resale price is capped by a formula within the ground lease that provides owners with a fair return on their investment but keeps the price low enough so that the property remains affordable to the next buyer; thus, the community benefits by sustained affordability over time. The CLT can adjust this resale formula at each point of sale to adapt to changing market conditions, making it highly suited in times of rapid appreciation and gentrification, such as the Bay Street Corridor is expected to experience, but also during a market downturn. Some CLTs act as the developer of their properties and earn developer fees upon completion of the project; others make only focus on assembling the land for development and marketing units made available to the CLT through other entities.⁸⁴

⁸² "Request for Expression of Interest for the Formation of Community Land Trusts," NYC HPD, Jan. 2017, <http://www1.nyc.gov/assets/hpd/downloads/pdf/developers/CLT-RFEI.pdf>

⁸³ John E. Davis and Rick Jacobus, "The City-CLT Partnership: Municipal Support for Community Land Trusts," *Lincoln Institute of Land Policy* (2008): 35.

⁸⁴ Davis and Jacobus, 4-6.

Stewardship

The CLT is responsible for stewarding the properties over time: if buildings become hazardous, the CLT can choose to force repairs and if property owners default on their mortgages, the CLT has the right to cure the default, forestalling foreclosure. CLTs retaining a non-negotiable right to approve all mortgage financing by its homeowners, including reverse mortgages, refinancing, and home equity lines of credit, which help prevent homeowners from getting in 'over their heads' while their properties are appreciating.⁸⁵

Governance

The CLT is accountable to its geographic area, with a voting membership composed of people who live on CLT land or in its target area. Members nominate and elect two-thirds of the governing board, which traditionally consists of one-third leaseholders, one-third non-leaseholding community members, and the remaining third made up of public officials, local leaders, funders, and relevant experts.⁸⁶

A CLT for the North Shore

Typically, CLTs have been neighborhood-based; however, there is a national trend towards implementing CLTs with larger geographies to create stronger economies of scale and reduce competition among nonprofits for limited funding. Further study will have to determine the appropriate scale of operations for a CLT on Staten Island. Too small a portfolio, and the CLT will be vulnerable to funding changes or shifting political priorities; however, the larger the scale the more organizational capacity and operations budget the CLT will require. The Cooper Square CLT is the product of forty years of advocacy by the local community, but also offers lessons for success in New York City. A successful CLT will undertake a careful study of feasibility and opportunity for the area.

Development Types

The North Shore CLT could take on one or combine multiple types of development to meet the area's diverse needs:

- **Commercial and Community Facilities** - In areas that permit ground floor commercial or community uses, the CLT can ensure affordable rents to small businesses, nonprofits, or other community partners. In other cities, these uses have been as diverse as community health centers, day care centers, retail stores, artist cooperatives, and office space.⁸⁷ A relatively new approach to community revitalization, shopsteading is a practice that can help small businesses such as retail and specialty shops and service-oriented firms to get a leg up. If a property is abandoned or foreclosed upon, the community land trust could purchase the building and then sell the shop facilities to business people willing to renovate and open a business there.⁸⁸
- **Owner-Occupied, Resale-Restricted Houses** - Befitting the area's typical single family housing, one- and two-family detached houses or duplexes could be the cornerstone of the CLT's program, providing opportunities for new, lower-income homebuyers.
- **Limited Equity Cooperative Housing** - Following the model laid forth by New York City's Cooper Square CLT, in areas undergoing rezoning to allow for larger multifamily housing, new development would be operated as limited equity co-ops run by a mutual housing association. Unlike many limited equity co-ops in New York City that became market rate over time and tend to be owned by wealthy residents, the CLT ensures coops are marketed in accordance with fair housing standards and its ground lease ensures the units retain their limited equity structure.⁸⁹
- **Renter-Occupied Housing** - In this instance, the CLT would lease land to a nonprofit corporation

85 Ibid.

86 Ibid.

87 Emily Thaden, "Results of The 2011 Comprehensive CLT Survey," *The Housing Fund, Vanderbilt University*, Jan. 2012, 6.

88 Leigh and Blakely, 245.

89 Davis and Jacobus, 28.

structured to utilize Low-Income Housing Tax Credits with which it could develop rental housing for multi-family, senior, or other supportive housing.⁹⁰ The primary objective would be to achieve a large number of affordable units, but mixed income is also possible within this model, in which the CLT is only responsible for the below-market-rate units. The ground lease and the CLT's oversight help to ensure that the rental project will not only remain affordable for low-income households, but that it will be well-operated and maintained.⁹¹

- **Green and Recreational Spaces** - Several cities have used the CLT model for acquiring, preserving and managing space for parks and community gardens. The Brooklyn Queens Land Trust currently owns and manages 36 community gardens in NYC.⁹² The Downtown Staten Island CLT could take an active role to preserve vital community open space as a balance to new development in the area.

Start-Up

While some cities have integrated a CLT into the functioning of government, this is generally not recommended in order to protect the CLT from shifting political winds and because the city government is unlikely to want to take on financial liabilities associated with property ownership.

Instead, most often, CLTs are formed as new nonprofits with independent governance; however, they can also be created as a program of an existing nonprofit or as a subsidiary organization of a nonprofit, retaining the nonprofit's governance structure and contracting with the parent organization for staffing and administration to reduce operating costs.

Start up costs can range from as low as \$15,000 for small CLTs to \$200,000, depending upon CLT size and the availability of low-cost consulting and legal support it will need in the process of determining its operating structure and designing its housing and other development programs. Many cities have chosen to fund start-up costs and capacity building initiatives for CLTs. Operating costs will depend on the scope of activities the CLT chooses to take on and the pace of portfolio growth. CLTs that are made the preferred recipients of city affordable housing resources will be able to grow their portfolio quickly. City governments also play an important role in providing and leveraging the funds needed to help CLTs get off the ground. Many cities have provided planning grants and hired consultants to assist with organizational development, ground lease issues, project feasibility, business planning, and other key issues. For example, the Irvine, CA City Council allocated \$250,000 for CLT planning. Other cities have gone even further to cover CLT costs for the first few years of operation, such as Sarasota County, which granted its CLT \$250,000 annually for four years to build capacity and develop its programs.⁹³

Other CLTs have successfully secured private funding for startup and ongoing work. The City of Chicago secured a \$396,000 three-year grant from the Catherine T. MacArthur Foundation to cover initial administrative fees.⁹⁴

Operating Revenue

Smaller CLTs will rely more heavily on external funding; as the CLT's portfolio grows, its revenue will be increasingly generated internally.

- **Portfolio Revenue** - CLTs can generate revenue through their real estate holdings with monthly land lease fees, membership dues, and fees collected each time a CLT home is resold.
- **Earned Fee Revenue** - CLTs can generate revenue through collection of developer fees, marketing fees, and through services to the wider community, such as homebuyer education and counseling.

⁹⁰ Michela Zonta, "Community Land Trusts: A Promising Tool for Expanding and Protecting Affordable Housing," *Center for American Progress*, June 2016, 14.

⁹¹ Davis and Jacobus, 30.

⁹² Brooklyn Queens Land Trust, <http://bqlt.org>.

⁹³ Davis & Jacobus, 12-14.

⁹⁴ Stephen R. Miller, "Community Land Trusts: Why Now Is the Time to Integrate This Housing Activists' Tool Into Local Government Affordable Housing Policies," *Zoning and Planning Law Report* 36, no. 9 (2013): 9.

- **External Fundraising** - Additional revenue can be raised through foundation grants, public sector operating grants, corporate and individual contributions, and mortgage settlement payouts (the most recent of which designated funds specifically for CLTs or land banks in New York State).⁹⁵

Land Acquisition

In order for the North Shore CLT to have a sustainable portfolio, the City can help it acquire initial properties and develop mechanisms for the CLT to continually acquire new property. CLTs that rely on one form of land acquisition may be vulnerable to market or political fluctuation so a diverse strategy is recommended. We recommend:

- 1. Transfer city disposition sites into the CLT through donation or sale** including disposition of the Stapleton Waterfront Phase III and the three sites currently being negotiated as part of the Bay Street Corridor rezoning (see housing recommendation #1). Cleveland and the county encompassing Portland, Oregon both have conveyed tax-foreclosed parcels they owned to their respective CLTs and Boston donated 30 acres of blighted and abandoned property it acquired through eminent domain to develop the Dudley Street Neighborhood Initiative CLT.⁹⁶ New York City has programs to dispose of land for affordable homeownership including the NIHOP and NYCHA Small Homes Rehab programs, as well as land acquired through urban renewal that could be included in a CLT.
- 2. Channel local tax foreclosed homes into the CLT by removing the properties from the annual tax lien sale.** The CLT would work with the homeowner to restructure the debt owed in exchange for a portion of equity in the home that would be transferred to the CLT, thus helping the homeowner keep their home while ensuring another affordable opportunity for another homeowner in the future. Both Atlanta and Philadelphia have established land banks to amass these vacant and foreclosed properties for public purpose, including donation to local CLTs.⁹⁷
- 3. Make loans or grants for the CLT to purchase property.** Grants are most commonly made with pass through HOME and CDBG funds and municipal revenues administered by local housing trust funds. When grant funding is not possible, other CLTs have been able to utilize development loans from local governments that are interest free, require no monthly payments, and are forgiven if the CLT completes and stewards the project successfully.⁹⁸
- 4. Adjust Mandatory Inclusionary Housing (MIH) and the Inclusionary Housing Program (IHP) to channel new-build units into the CLT.** Because for-profit development companies may dissolve after projects are completed, placing the affordable units in a CLT ensures the units remain affordable and well-maintained over time.⁹⁹ Both the Chicago and Irvine CLTs utilize inclusionary housing programs to acquire property. In Chicago, developers can fulfill their inclusionary housing requirements of building 10-20% affordable units in exchange for density bonuses by placing these units in the CLT.¹⁰⁰ All homeowner units created through city programs are considered for inclusion in the CLT and all units in neighborhoods where the market value is at \$25,000 higher than the affordable rate of the proposed development are added.¹⁰¹ Burlington, VT's Champlain Housing Trust places restrictive covenants on deeds of affordable condos built under inclusionary zoning that allow the CLT to repurchase units at affordable prices when owners move.¹⁰² In New York City, requiring developers to place affordable units generated through the new Mandatory Inclusionary Housing program in a CLT could help ensure the units are maintained over time, a prime concern

95 Davis and Jacobus, 19-22.

96 Davis and Jacobus, 15-16.

97 Ryan Sherriff, "An Affordable BeltLine?" *Shelterforce* (Winter, 2011): N.P.; Jill Feldstein, Jill. "Winning a Land Bank We Can Trust," *Shelterforce* (Fall-Winter 2013): N.P.

98 Davis & Jacobus, 16-17.

99 Ibid.

100 Miller, 7.

101 "Chicago Community Land Trust for Developers."

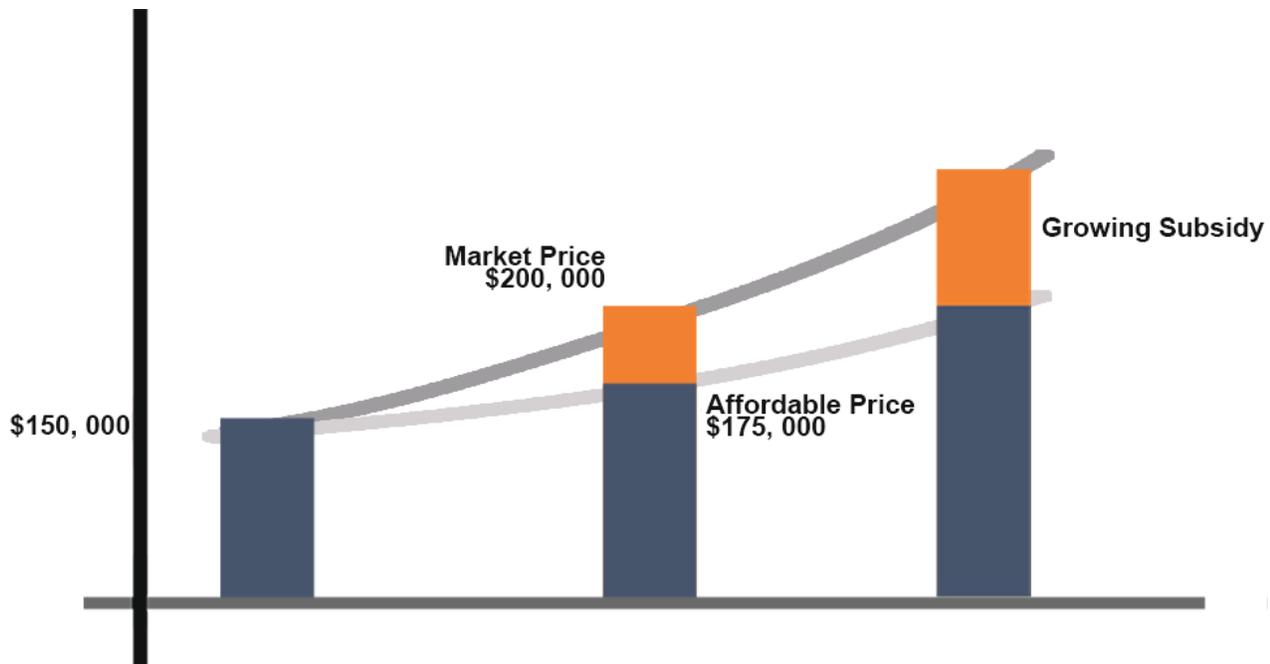
102 Davis & Jacobus, 17-18.

for affordable units constructed off-site.¹⁰³

5. **Modify RFPs to prioritize proposals with provisions for long-term affordability** over those that rely on the reapplication of subsidies after a set of number of years so that CLT bids will be more competitive. Burlington, Vermont's CLT is set up this way.
6. **Modify the city's tax assessment practices to tax CLT properties at their resale-restricted value** rather than their full market value and/or making tax exemptions like Article 11 available to CLT properties. Many CLTs have successfully persuaded assessors to value and tax CLT homes differently in order to preserve the long term affordability of homes, including Boulder County, Los Angeles County, and Madison, WI.¹⁰⁴
7. **Encourage government and private lenders to develop products geared towards CLT buyers.** Three of the top four mortgage lenders in NYC, Wells Fargo, JP Morgan Chase, and Bank of America already have extensive experience lending to CLT borrowers in other parts of the country. SIDA could work with local credit unions such as MCU and Actor's to help facilitate local solutions.

Smarter Use of Taxpayer Dollars

Advocates across the city are calling increasingly for the city to support development of CLTs. Key to this argument is that CLTs offer the City a much better return on investment for housing subsidies. Typically, the benefits of government subsidy evaporate once the subsidized home is resold because there are no or limited restrictions on what the seller can charge to the new buyer, so lower-income buyers require increasing levels of subsidy with every sale to be able to afford the home. This is still the case even when



Growing housing affordability gaps require increasing levels of subsidy

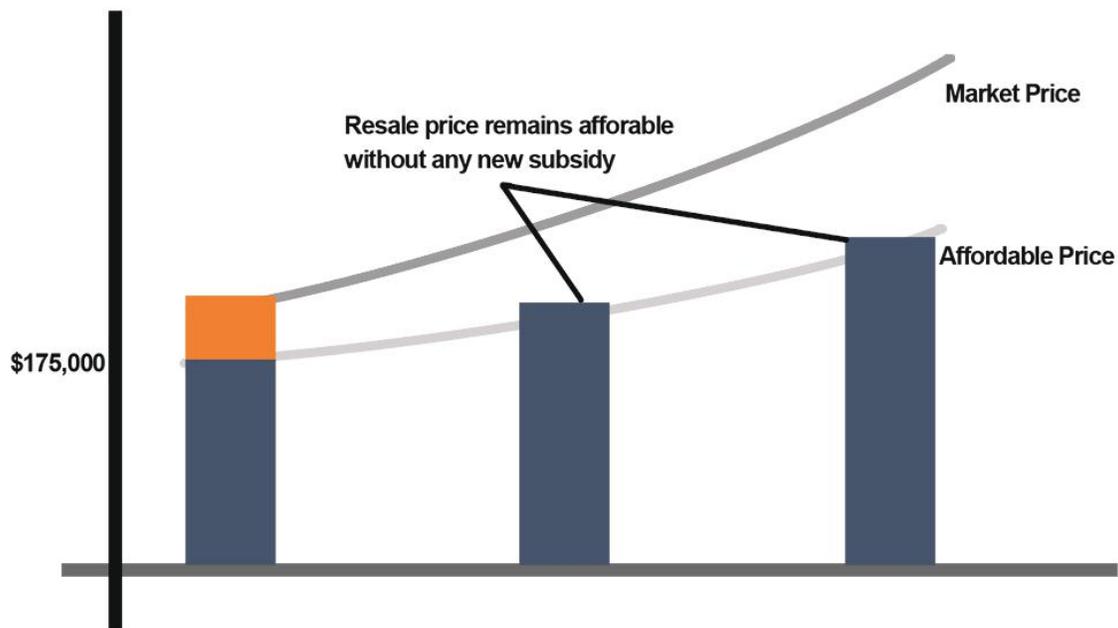
subsidy programs require homeowners to repay most or all of the initial subsidy.¹⁰⁵

If the City instead invests subsidies into a CLT's resale-restricted housing, the CLT uses these funds to write down the initial purchase price of the home to a level that is affordable to those lower-income households, without the need for a second loan or other special financing, and subsequent resales do not require additional subsidy.

103 Madar & Willis, 13-14.

104 Davis and Jacobus, 24-27.

105 Davis & Jacobus, 7.



Resale-restricted CLT housing allows a one-time subsidy investment to make the home permanently affordable

A study by the Center for New York City Neighborhoods compared the level of public subsidy needed per home maintain affordability over time under a CLTs and under two subsidy programs that promote affordable homeownership, the New Infill Homeownership Opportunity Program and the NYCHA Small Homes Rehab Program. In all scenarios, because of the CLT's ability to limit sale prices each time the home is resold, CLTs proved more effective use of public dollars to maintain affordability over time.¹⁰⁶

It is critical that local organizations concerned with maintaining their communities advocate for the City to support the CLT model and move fast to include all potential city-owned property in it, such as the Stapleton Waterfront Phase III site.

CLT Resources

- **New Economy Project** - lead members of the New York City Community Land Initiative that supports CLTs development.
- **Center for NYC Neighborhoods** - experts in innovative approaches to affordable homeownership.
- **Northfield Community LDC** - a North Shore organization concerned with housing and economic development that provides services to homeowners and should be included in consultation for forming a CLT.
- **NYC Department of Housing Preservation and Development** - the agency has recently offered support and issued a Request for Expressions of Interest for organizations seeking to form CLTs.

3. Address Homelessness

Homelessness is an obvious problem for our study area. Reducing the homeless population would be in the best interests of the Staten Island Downtown Alliance to promote economic development, improve perceptions of safety, and enhance the appearance of the neighborhood.

As part of our community outreach we heard residents were concerned for their own safety in areas where homeless people or those with substance use issues congregate (such as Tompkinsville Park and Tappen Park), but also we heard deep concern for the plight of homeless Staten Islanders, and those in danger of going homeless. With two of the area's shelters having closed in 2016, there are only enough beds for 129 people on the island, despite growing numbers of Staten Islanders entering the shelter system. As of November 2016, 1,331 Staten Islanders were homeless, an increase of 24% since January,

¹⁰⁶ For more information, contact Center for NYC Neighborhoods, www.cnycn.org.

with half of them being children.¹⁰⁷ Under a citywide housing crisis, this number is not likely to decline with any stability anytime soon.

The typical response to homelessness is to oppose shelters in one's own backyard and to use policing to remove homeless people from public view. In order to keep this community vibrant, homeless families need to be able to find permanent homes and stability and chronically homeless individuals need access to beds and services so they don't have to live on the streets and in parks.

Our Space Initiative

Rather than building more shelters or housing the homeless in hotels at great taxpayer expense, the solution for homeless families is more affordable apartments to keep people from becoming homeless in the first place. The City should expand the Our Space Initiative to subsidize developers to generate a small number of units in each building that can serve this population.¹⁰⁸

Safe Havens

For the chronically homeless, typically single men with substance or mental health issues, "Safe Haven" transitional shelters can be very effective. These are usually small, unobtrusive operations run in partnership by churches and social service organizations that provide single homeless men with beds, showers and other amenities, helping them relocate from outside and serve them better than unsafe shelters. SIDA can work with these churches and organizations to encourage this type of response which can contribute to making Bay Street a safe, economically vibrant area.¹⁰⁹

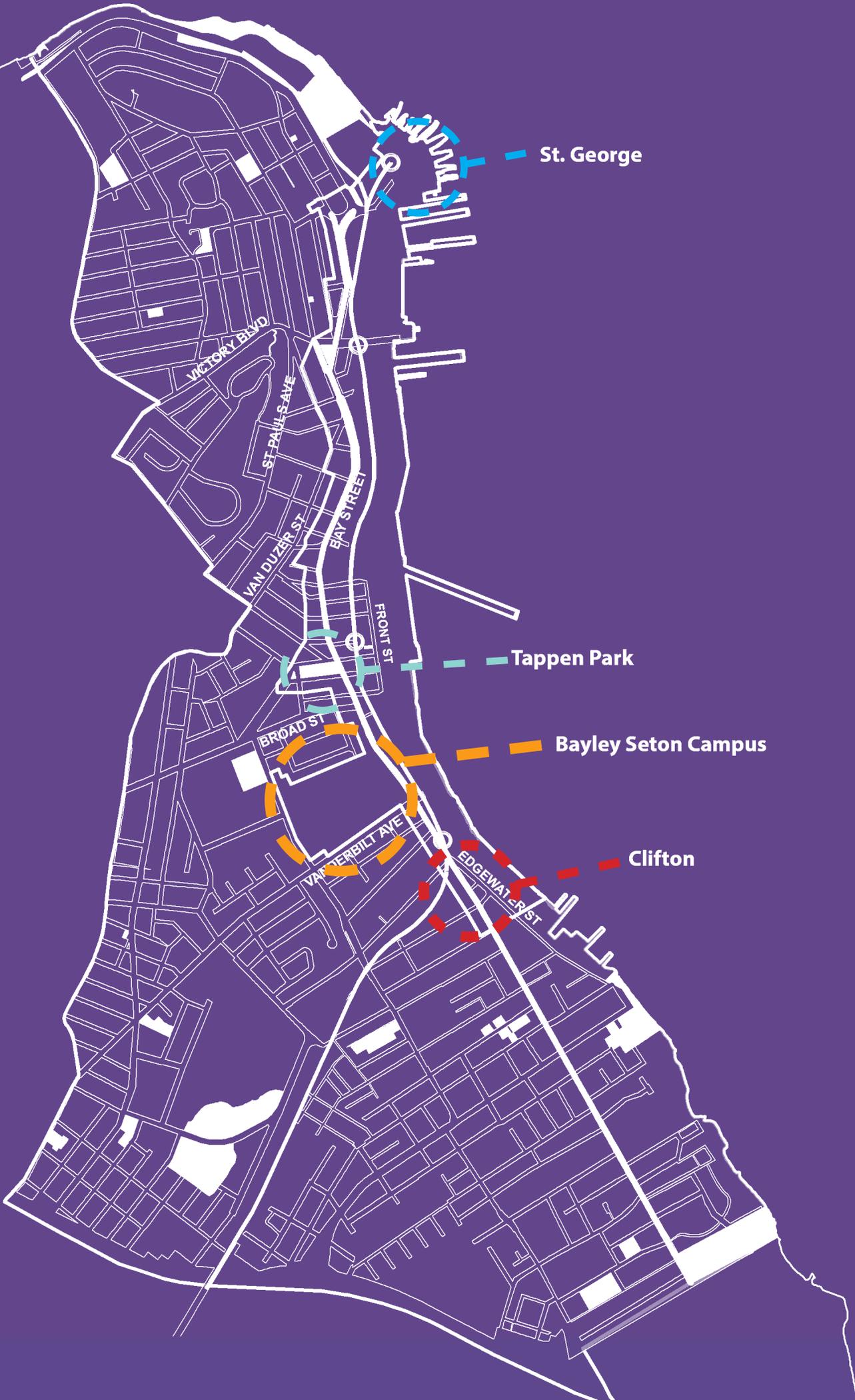
New Construction

In our study area there are two vacant lots adjacent to churches, 219 St. Paul's Avenue (owned by St. Paul's Memorial Church) and 167 Beach St. (owned by St. John the Baptist Church), that could also be considered for development of supportive housing to be run by the churches and local service providers.

107 Anna Sanders, "Staten Island May Still Get a New Homeless Shelter," *Staten Island Advance*, Nov. 21, 2016. Available at: http://www.silive.com/news/index.ssf/2016/11/staten_island_homeless_shelter.html.

108 For more information: <https://www1.nyc.gov/assets/hpd/downloads/pdf/developers/Our-Space-Initiative-FAQ.pdf>

109 Mark Chiusano, "On the Path to Housing, it Helps to Have a Safe Haven," *AM New York*, Jan. 14, 2016, <http://www.amny.com/opinion/columnists/mark-chiusano/on-the-path-to-housing-it-helps-to-have-a-safe-haven-1.11322853>. For more information on Safe Haven housing, see O'Hara, et. al. "Safe Havens," *National Resource Center on Homelessness and Mental Illness*, <https://www.hudexchange.info/resources/documents/SafeHavens.pdf>



St. George

Tappen Park

Bayley Seton Campus

Clifton

ST. GEORGE FERRY TERMINAL



If the North Shore, with its abundance of public transit, is the circulatory system of Staten Island than the St. George Terminal is its beating heart. Home to the only remaining public ferry, bus, and railroad terminal in New York State, the St. George Terminal provides reliable transit to the over 23 million annual ferry riders.¹¹² Those leaving the terminal are able to quickly connect to greater Staten Island via frequent rail and bus service and convenient car pick-up locations; however, those planning to leave on foot may find it difficult and confusing. The Plan Bay Street team have determined that the following three issues should be addressed to improve the terminal’s connection to Bay Street.

Signage Within Terminal



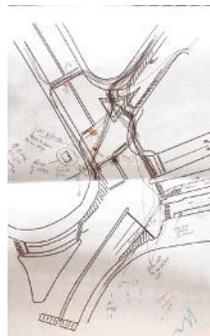
Existing Signage inside St. George terminal

The first issue is poor signage within the terminal. When arriving via ferry, the rushing crowd hurrying off boats has the ability to make even the most seasoned New Yorker second guess the way out. Signs hanging from the ceiling point to “Pickup, Bus, Ferry, South, North, and Stadium,” with arrows pointing in all directions. Unless you have been there before, these directions can be confusing and may be the reason for choosing not to return. If the objective is to bring more people to their destination as efficiently and as possible, better signage directing people towards their final location and highlighting nearby attractions is vital.

Pedestrian Paths



St. George Intersection routes



Pedestrian desired lines

The second issue is pedestrian paths outside the terminal. Exiting pedestrians face a daunting task in crossing the street. In a recent pedestrian intersection observational study completed by our team, it was determined that

¹¹² NYC DOT. “Staten Island Ferry.” Facts about the Ferry. Accessed October 2016, MTA. Staten Island Railway Rider Report. NYC: NYC MTA, 2013. <https://www.nysenate.gov/sites/default/files/articles/attachments/Savino%20Staten%20Island%20Railway%20Report.pdf>

pedestrians leaving via the main exit need to cross 5 crosswalks to reach Bay Street. As seen in the Pedestrian desired lines map from our study, pedestrians frequently take a quicker, more direct route. These informal paths that deviate from set routes are referred to as desire lines in transportation planning. The most popular pedestrian desire lines here follow an unmarked, more direct path. Crossing along this mid-block path leads pedestrians through 4 lanes of fast-moving traffic. Those who don't make the trip in one go are trapped on the narrow cement island in the middle of Richmond Terrace. Over the course of our thirty minute observation, there were three occasions when oncoming vehicles nearly struck pedestrians. According to the City's Vision Zero resource, there were two pedestrian injuries at this intersection in 2016 alone.¹¹³

In order to ensure the safety of pedestrians leaving from and coming to the terminal from Bay Street, better signage and a more efficient means to get from the terminal to Bay Street is needed. Improvements to the existing infrastructure at the St. George terminal have the ability to lessen pedestrian related car accidents, create a more welcoming space for commuters and tourists alike, and market the Bay Street corridor for all ferry riders.

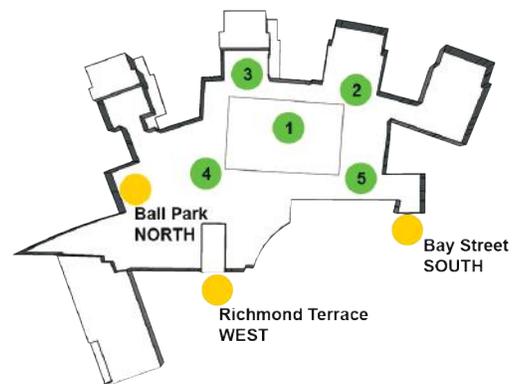
Recommendations:

1. Create a Signage Program



Rendering of proposed signages

SIDA should create a new signage program, beginning in the ferry egress hallways and leading out to the three main exits as shown in the accompanying Terminal map of sign locations: Richmond Terrace/ West, Richmond County Bank Ballpark/North and Bay Street/South. Signs will inform tourists and commuters alike as to which direction to walk to get to their final destination. Making the decision before leaving the terminal will lessen the number of Bay Street-bound pedestrians that find themselves at the previously mentioned problem intersection on Richmond Terrace. Because the 2016 DOT Transportation Improvement Strategy outlines improvements to this intersection in its report, additional improvements to the pedestrian crosswalk itself have not been included here.¹¹⁴



Map of location of signages

113 "Traffic Crashes." Vision Zero View. <http://www.nycvzv.info/>

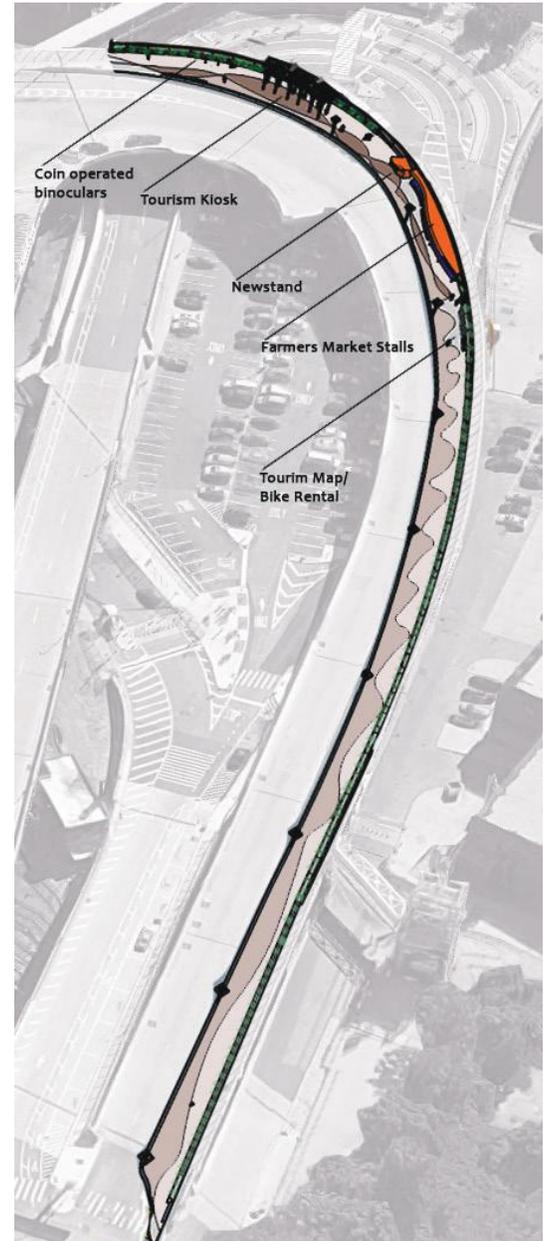
114 http://www.nycedc.com/system/files/files/project/tis_final_report_november_2016.pdf

In addition to improving pedestrian safety at the Richmond terrace intersection, these signs will serve both to make people aware of what attractions are in the neighborhood and how to get to them. By taking advantage of this important transitional space the SIDA should take steps to incorporate a marketing campaign that prominently features restaurants, museums and other points of interest along the corridor. "Visit Bay Street" marketing signage should be targeted at the 5 main nodes shown in the previous terminal map.

2. Renovate the Existing Pedestrian Walkway



Illustration of Renovated walkway and Tourism Kiosk



If the creation of a Bay Street/Southbound exit is to be successful, the signage must lead to an attractive, activated space. The pedestrian walkway infrastructure already exists that connects the South Exit to Bay Street, however it is underutilized and barren. Based on the idea that if this space is built in a manner that draws people in and through, it can be a source of improvement for tourists and daily commuters alike. The images in this section show detailed renderings of what that space could potentially look like. Initial designs call for many of the features voiced as missing by both residents at the community visioning workshop and by the SIDA at our client meeting.



Illustration of News Stand

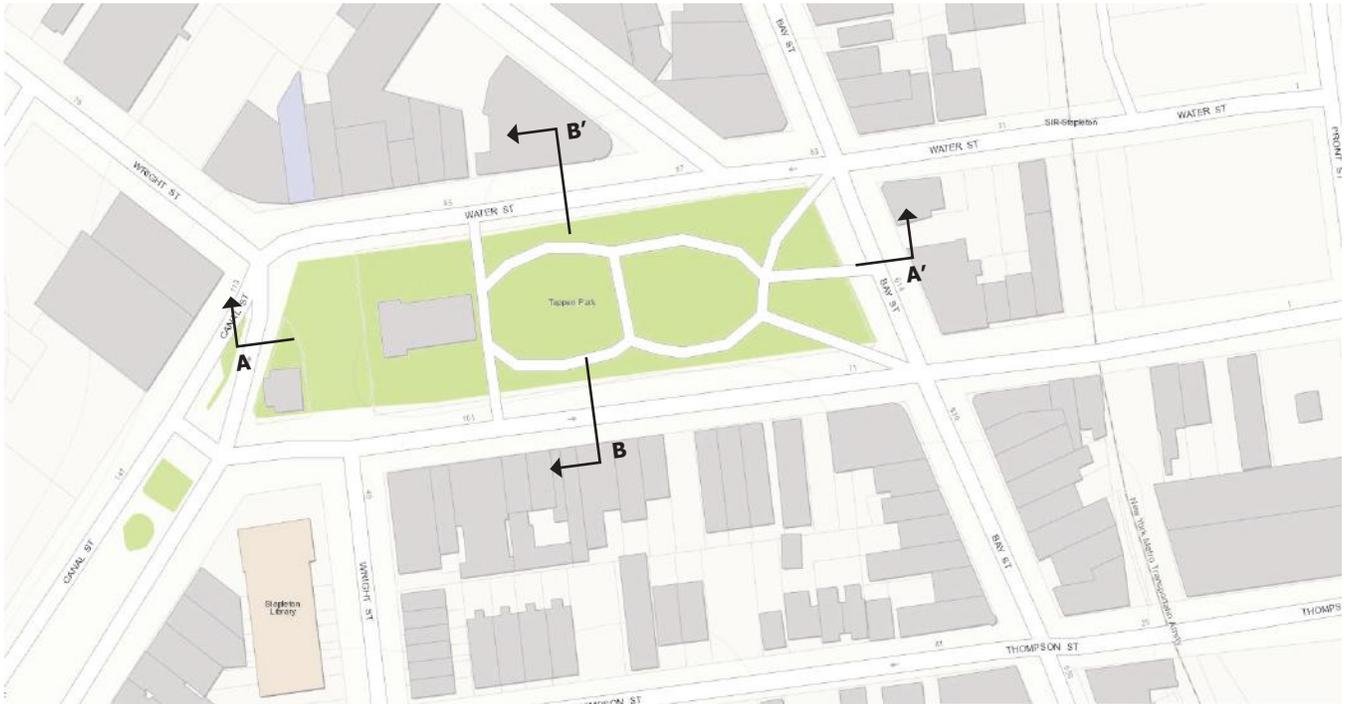


Illustration of Tourism map/ Bike Rental area

These features include:

- coin-operated binoculars for views of Manhattan
- continuation of architectural lighting statue throughout length
- coffee/newsstand
- farmers market

TAPPEN PARK



Location and Current Use:

Tappen Park is located in Stapleton, one block west from the Stapleton SIR station. It is bordered by Canal Street on the west and south side and by Water Street and Bay Street on the north and east side. There are two entrances on each corner of the park from Bay Street. The park is in close proximity to Urby, the recent large real estate development, as well as the historic Stapleton Library.

Tappen Park is an underutilized park that has the potential to be a gathering place for the Bay Street Corridor's diverse community. Design changes to the park could allow it to be utilized as a resiliency tool to combat the local flooding issue.

The park, with the aid of The Historic Tappen Park Community Partnership (HTCP), hosts several events per year.¹¹⁵ These events are organized in partnership with local community groups include the Stapleton Soap Box Derby, International Music & Dance Festival and Oktoberfest/Fall Festival. In September 2016, the park hosted annual celebration of the Staten Island Black Heritage Parade.¹¹⁶ This vibrant parade was a great example of the diverse community surrounding Tappen Park, a community that would benefit from the recommendations to follow.

¹¹⁵ "Historic Tappen Park Community Partnership", last accessed Jan 16, 2017, <http://historictappenpark.com/>

¹¹⁶ Vincent Barone, "Black Heritage Day Parade marches to Tappen Park" Staten Island Advance September 19, 2015. http://www.silive.com/northshore/index.ssf/2015/09/fifth_annual_black_heritage_da.html

Significance:

Tappen Park is the second-oldest public park on Staten Island, purchased by the government in 1867 and later acquired by the City of New York in 1898 during the consolidation of the greater New York City.¹¹⁷

Edgewater Village Hall is a heritage building in the western portion of the park that dates back to 1889. The distinctive, red-brick building served as a space to house public offices and courts.¹¹⁸ It is 1.5 stories high, with a square tower and slate-covered roof in the Romanesque Revival style. It was designated a City landmark in 1968. Most of the building is unused, but part of it serves as a health clinic.

A ring of ornate, but chipped red brick pavement surrounds the park. This brick gives Tappen Park a unique architectural identity.

Because of its central location, Tappen Park was historically a place where people gathered as a community. We believe it is important to restore this characteristic.

Issues:

1. Susceptibility to Flooding

The topography of Staten Island's North Shore lends itself to a series of hills and valleys along Bay Street. Tappen Park is located at the base of one such valley and lies only a foot above sea level. The result is a critical bottleneck for storm surge and pooling that can quickly inundate the area after heavy rain. The park currently is home to many trees and an open grass space that help absorb water; however, there is much room for additional water absorption.

2. Connections to Bay Street



Entry to park from Bay Street

There is a lack of fluid connectivity to Bay Street. The middle entry gate seems to remain closed for most of the year. The ornamental metal fences surrounding the park are attractive, provide a boundary, and add character to the park. However, they act as a barrier to the street, subtly discouraging people to enter the park.

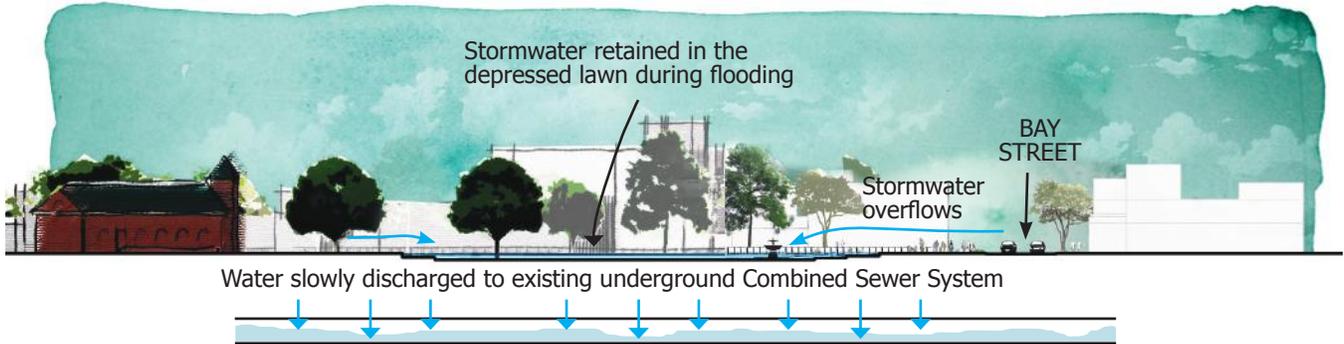
3. Sidewalk Conditions

The sidewalks surrounding the park are in poor condition. Additionally, their unique brick pattern does not continue eastward, toward the Stapleton SIR station. This creates a visual disconnect between the park and SIR station. Furthermore, the width and number of street trees that surround the Tappen Park do not continue beyond the park's borders.

117 "Historic Tappen Park Community Partnership-About Us", last accessed Jan 16, 2017, <http://historictappenpark.com/>

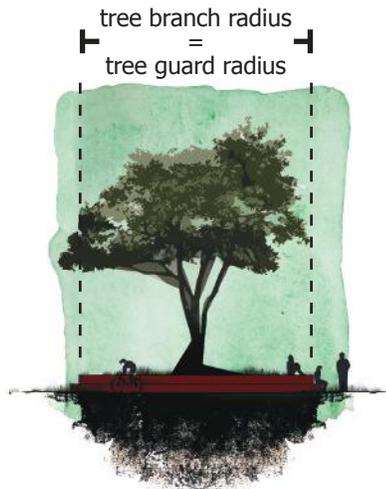
118 Virginia N. Sherry, "10 things to know about historic Stapleton on Staten Island's North Shore (with photos)," Staten Island Advance, July 21, 2014, http://www.silive.com/northshore/index.ssf/2014/07/things_to_know_about_stapleton.html

Recommendations: 1. Create a Depressed Lawn



Section AA': Cross section of Tappen Park and Bay Street looking from South to North

SIDA should encourage the City to depress Tappen Park's lawn by two feet so that it acts as a water retention basin that collects stormwater runoff during heavy rain and flooding and delays stormwater discharge to the existing Combined Sewer System at a controlled rate. The CSS of this portion of Staten Island is treated and maintained by the 'Port Richmond Wastewater Treatment Plant'.¹¹⁹ In terms of communal activity, the depressed area of the park can play the role of a vibrant festival space in the summer or an ice skating rink in the winter. It can also be utilized as a recreational pond after heavy rainfalls. In addition, careful considerations should be made to preserve the existing historical trees that are located in the site. These trees can be preserved by designing customized tree guards.



Tree guards details:

Where applicable, SIDA should install tree guards to protect existing trees. A one foot six inch (1'-6") brick boundary would protect the trees' roots. The tree guards could also accommodate casual seating arrangements.



3D rendering of Enghave Park before and after heavy rain

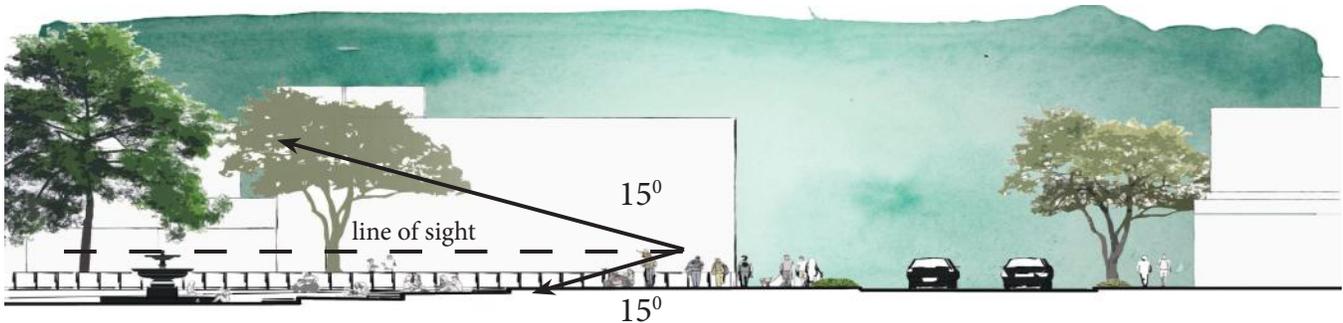
Example of a similar project is the redevelopment of 'Enghave Park' in Vesterbro, Copenhagen designed by Danish architectural firm 'Tredje Natur'. While the park was established in 1928, by 1990 due to urban renewal projects in the district of Vesterbro the park lost the central role it had as a public green space in the area.¹²⁰ However, the Architects managed to revitalize this abandoned neoclassical styled park into a

¹¹⁹ NYC Department of City Planning, "Place-Based Community Brownfield Planning foundation report on existing conditions, Stapleton, Staten Island", March 2016

¹²⁰ "Enghave Park Here and Now," Tredje Natur, accessed February 19, 2017, <http://tredjenatur.dk/en/portfolio/enghaveparken-her-og-nu/>

vibrant and climatically adaptive recreational space. During the summer, areas in the park are used as active sports fields and as ponds during heavy rainfalls.¹²¹The project began in 2014 and is still under construction, although some parts of the park is open to the public.¹²² The total area of the site is 35000 m² (8.6 acre). It has water holding capacity of 24,000 m³ and a construction budget of US\$38 million.¹²³ The redevelopment of the park is part of a grander scheme by Tredje Natur to make the park's surrounding district into the world's first "climate-resilient neighborhood".¹²⁴

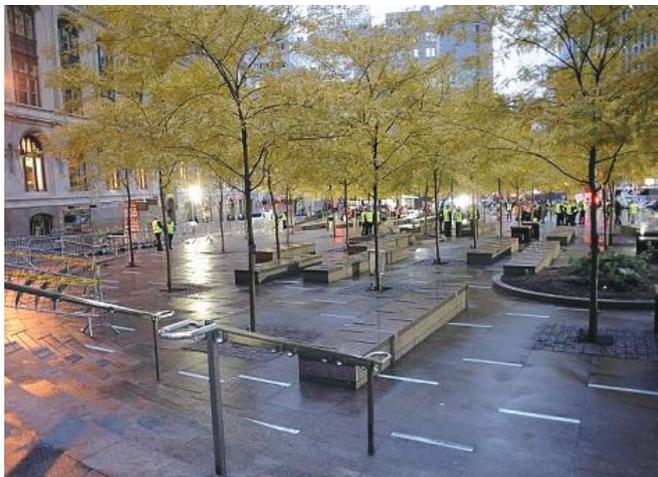
2. Improve sidewalk conditions and connectivity to Bay Street as well as make it resilient to flooding.



Section AA': Magnified cross section of Tappen Park and Bay Street looking from South to North

a) SIDA should encourage the City to redesign the Bay Street entrances to the park. Doing so would make the park more accessible and inviting. It would also create a space where local street vendors could set up shop and encourage more festivals. This increased active use would create a more vibrant, livable streetscape.

Examples of parks or open spaces that have successfully created strong connections to the street include Manhattan's Union Square and Zuccotti Park. Both spaces offer a smooth transition by gradually changing their elevation from street level. This is achieved by making the depth of their 'treads' wider and the height of 'risers' as small as possible.



The descending steps of Zuccotti Park



The ascending steps of Union Square

121 Ibid.

122 Ibid.

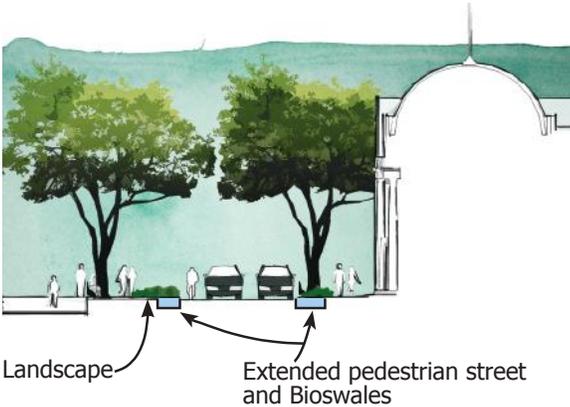
123 Ibid.

124 "Copenhagen designs floodable park," Wanted in Europe, last modified March 3, 2016, <http://www.wantedineurope.com/news/copenhagen-designs-floodable-park/>



Top view of red bricks extending from Tappen Park to Front Street

b) SIDA should extend the pedestrian red bricks. They should continue the red brick pavement eastward along Canal and Water Streets, past the SIR tracks, to Front Street- This would create a visible connection between the Stapleton SIR and Tappen Park, drawing people from one to the other.



Section BB': Magnified cross section of Tappen Park and Water Street viewed from East to West

c) SIDA should implement Bioswales by expanding width of pedestrian street surrounding Tappen Park. Bioswales are a type of green infrastructure that Department of Environmental Protection (DEP) builds on City-owned sidewalks.¹²⁵ We recommend that SIDA follow the NYC DEP 'Standard Design Guidelines for Green Infrastructure Practices' when implementing Bioswales.¹²⁶

Also, the visual aesthetic of these planted areas should complement the Tappen Park landscape. Please refer to the 'Implementation of Green Infrastructure' recommendations in the Resiliency section of this report for more detail.



Side view of Edgewater Village Hall

3. Renew Use of Edgewater Village Hall
We propose the conversion of part of Edgewater Village Hall into a multi-purpose community center to be used for public meetings, community events, and various programming, in addition to the current health center. We recommend SIDA work with the NYC Dept. of Parks & Recreation and HTCP to accomplish this. This plan would restore the building's historic role as a gathering place for the community.

125 NYC Department of Environmental Protection, "NYC Green Infrastructure Program," accessed February 19, 2017, http://www.nyc.gov/html/dep/html/stormwater/using_green_infra_to_manage_stormwater.shtml

126 NYC Department of Environmental Protection, "Standard Design Guidelines for Green Infrastructure Practices"



Illustration of a proposed vision for Tappen Park which includes Bioswales and a depressed lawn

In conclusion, the redevelopment of Tappen Park is a huge undertaking. Revisiting its historic past as a cultural hub and reimagining it as a sustainable system that can tackle natural disasters needs cooperation from various stakeholders. Entities such as the City, MTA, HTCP, DEP, SIDA as well as local businesses and residents need to unite in a shared vision for Tappen Park and the surrounding area that will be mutually beneficial. Such projects will not be inexpensive but the long-term benefit will outlive the short-term costs.

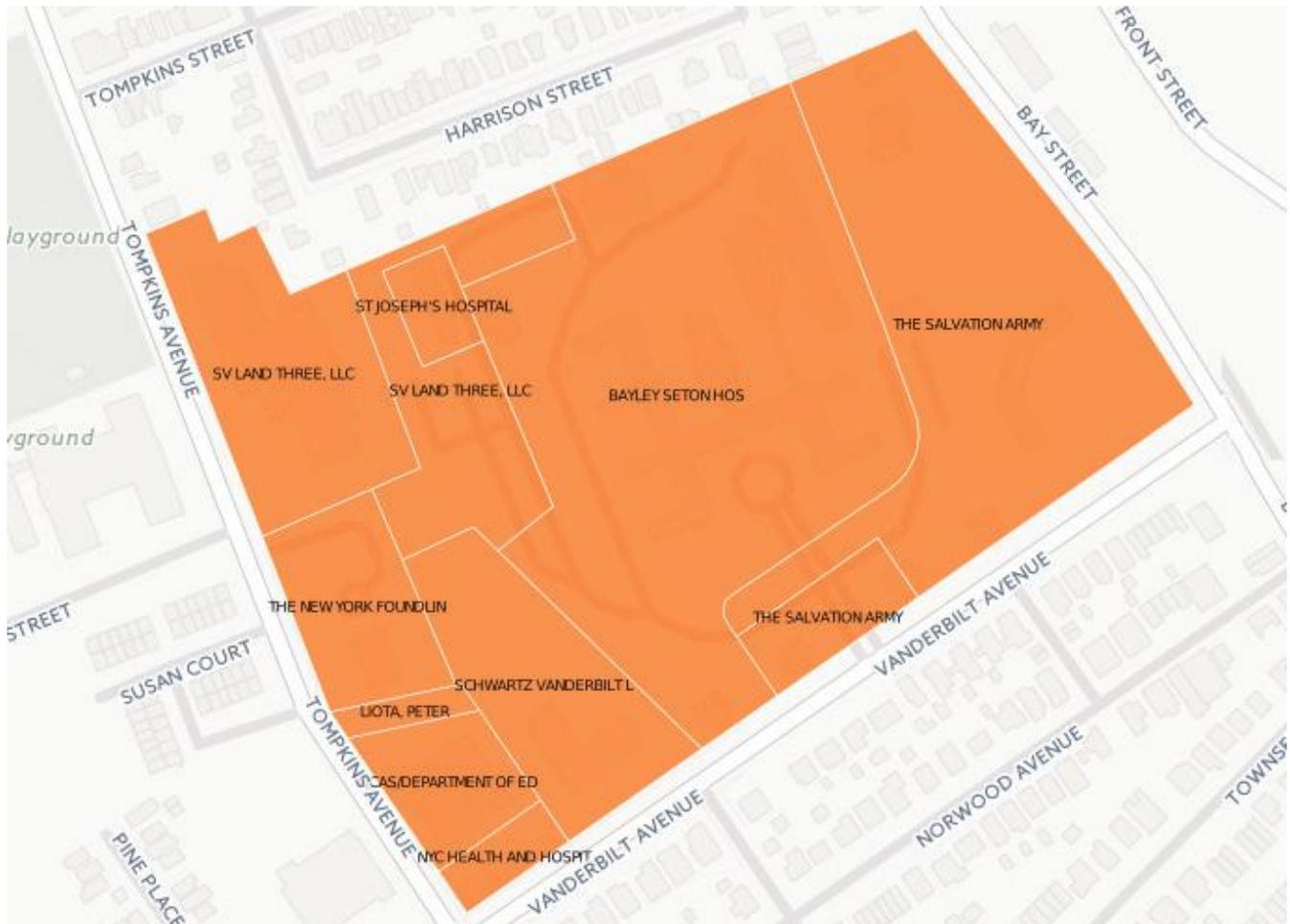
For example, Copenhagen has recently been hit by two so-called “100-year flood” events. The Intergovernmental Panel on Climate Change predicts that this sort of extreme weather will become increasingly frequent in Denmark, with heavier downpours. Therefore, the city is investing US\$ 1.3 billion to tackle heavy rainfall and flooding in the area.¹²⁷ Much closer to home, the City of Philadelphia is spending \$2.5 billion to fight stormwater pollution through their ‘Green City, Clean Waters’ initiative.¹²⁸ Compared to the citywide projects being undertaken in Copenhagen and Philadelphia, the scope and scale of our Tappen Park proposals are much smaller. Nevertheless, it can be an effective step towards tackling flooding issues on Bay Street, Staten Island in this era of ‘Climate Change’.

In order to lessen the cost burden of our proposals, we recommend carrying out the proposal in two phases. First phase includes extending sidewalks and bioswale installation. The second phase includes the design and implementation of the depressed lawn. We also recommend conducting a feasibility study by consulting local Architects, Urban Designers, Engineers and Environmental experts to develop a comprehensive and cost effective solution for the redevelopment of Tappen Park.

127 Athlyn Cathcart-Keays, “Why Copenhagen is building parks that can turn into ponds,” Cityscope, January 21, 2016, <http://citiscopescope.org/story/2016/why-copenhagen-building-parks-can-turn-ponds>

128 Philadelphia Water Department, “Green City, Clean Waters: The City of Philadelphia’s Program for Combined Sewer Overflow Control”, June 1, 2011,

BAYLEY SETON CAMPUS



Current Uses

For this study, we identified the Bayley Seton Hospital complex and surrounding area as a site of potential future development. Ultimately, plans for Bayley Seton will depend on what the Richmond University Medical Center (RUMC) plans to do with the remaining active uses in the hospital building. RUMC currently leases and operates the main building but has plans to relocate facilities to its main campus in Westerleigh. Bayley Seton presently houses mental health and substance abuse programs, a psychiatric emergency facility, and a detox unit. In 2013, RUMC announced that they would close the detox center.¹¹⁰ The Salvation Army bought the land to the east of the hospital in 2009, with plans to develop a Kroc Center community facility; however, plans never broke ground as result of economic recession, and that portion of the site remains unused. While we do not advocate removing existing healthcare facilities, the future of the site is uncertain and could be used to meet housing, community facility, and economic development needs in the study area.

110 Judy Randall, "Staten Island's Richmond University Medical Center to Close its In-Patient Detox Unit at Bayley Seton," *Staten Island Advance* Feb. 14, 2013. http://www.silive.com/news/index.ssf/2013/02/staten_islands_richmond_univer_7.html

Architecture

The Bayley Seton site is home to several historic buildings with distinctive architecture that should be preserved and used as design inspiration for infill development. The main hospital site, built in the 1930s, is in the Mayan Revival style, and the two landmarked sites, the Seaman's Retreat and the former Physician in Chief's residence, were built from 1834-1842 in the Greek Revival style. The small buildings along Vanderbilt Avenue to the south are also distinctive.

Location and Connectivity

The site is located on the western side of Bay Street, about three blocks south of Tappen Park and the southeast corner of the site is just one block from the Norwood Avenue entrance to the Clifton SIR station, making it an ideal site for transit-oriented development. Starting from Bay Street, the site slopes dramatically upward to the west and there are additional uneven portions on the west side of the main hospital building. Its elevation also makes it ideal for housing since it is outside of the floodplain. The site has one open main entrance on Vanderbilt Avenue, a blocked entrance on Bay Street, and access through a winding set of parking lots from Hill Street to the west.

Community Needs

Census Tract 27, which encompasses Bayley Seton, has the highest levels of rent burden and lowest levels of educational attainment in our study area. Tract 27 has the highest percentage of residents with less than a high school education (32.7%) and has one of the lowest percentages of residents with a bachelor's degree (13.5%) in our study area. Tract 27 also has the lowest median household income in all of our study area, earning \$25,957 per year, and an overwhelming 93.8% of residents are rent burdened. There is a clear need to locate a mix of housing that is affordable to the local community and programs to help educate and employ locals by developing new good jobs in this area.

Recommendations:

A thorough analysis of the redevelopment potential of the site should be undertaken by SIDA. The following components should be considered:

1. Add the Land to a Community Land Trust (CLT) and Build a Mix of Housing Types

With a site roughly one-third the size of Stuyvesant Town, much of it underutilized, this campus presents an incredible opportunity for new housing. Placing the land in a CLT would ensure that housing keeps its affordability over time so that this area remains a diverse community.

Depending on the future of the hospital, the main building alone could be renovated to fit 300 apartments with ground floor community facilities. Two other hospitals in New York City are currently undergoing similar renovations.

The CLT could renovate existing buildings, including those along Vanderbilt Avenue, and build new infill to achieve a mix of housing types and architecture, which could include a combination of more typical 1-4 family homes and taller, multi-family apartment buildings. We recommend new low-rise housing be located along Vanderbilt Avenue to conform to the existing typology, with higher density housing to be located on the northern end of the site.



Diagram of the proposal for Bayley Seton Image

2. Design a Streetscape and Recreation Spaces that Foster Community

To add new housing and facilities, the site will require a modified streetscape that encourages community by connecting buildings, walkways, green space, and recreation space. In this way the site can foster a more cohesive, neighborhood feel that is more akin to Sunnyside Gardens in Queens or the Amalgamated Houses in the Bronx than the wide-open, tower-in-the-park-style development that dominates so much of New York City's large housing developments.

The entry from Bay Street should be reopened and widened to allow for two-way vehicular and pedestrian mobility and the entry from Hill Street should be mapped and straightened to encourage mobility. Perimeter fencing should be replaced with more welcoming landscaping to encourage pedestrian mobility while still defining the space. A combination pedestrian and cycling bridge from Bay Street to Front Street would help connect residents and students to the waterfront.

3. Create an Economic Development Campus

While Bayley Seton is a tremendous opportunity for new housing, we believe that any new housing should be accompanied by new economic and community development. Previous plans for the site have included a large community recreation center and a green jobs incubator.¹¹¹ Our vision would be to develop Bayley Seton into an economic development "campus" that connects educational opportunities for young people and adults with job training and support for small business development and innovation.

The Seaman's Retreat building could be renovated to meet this purpose, co-locating green technology development with training programs for green construction, solar installation, resilient design, waterfront ecology management, etc.

If the main hospital building is redeveloped, ground floor uses could provide additional incubator space for new businesses and worker cooperatives, as well as space for community uses, arts and culture, and nonprofit operations.

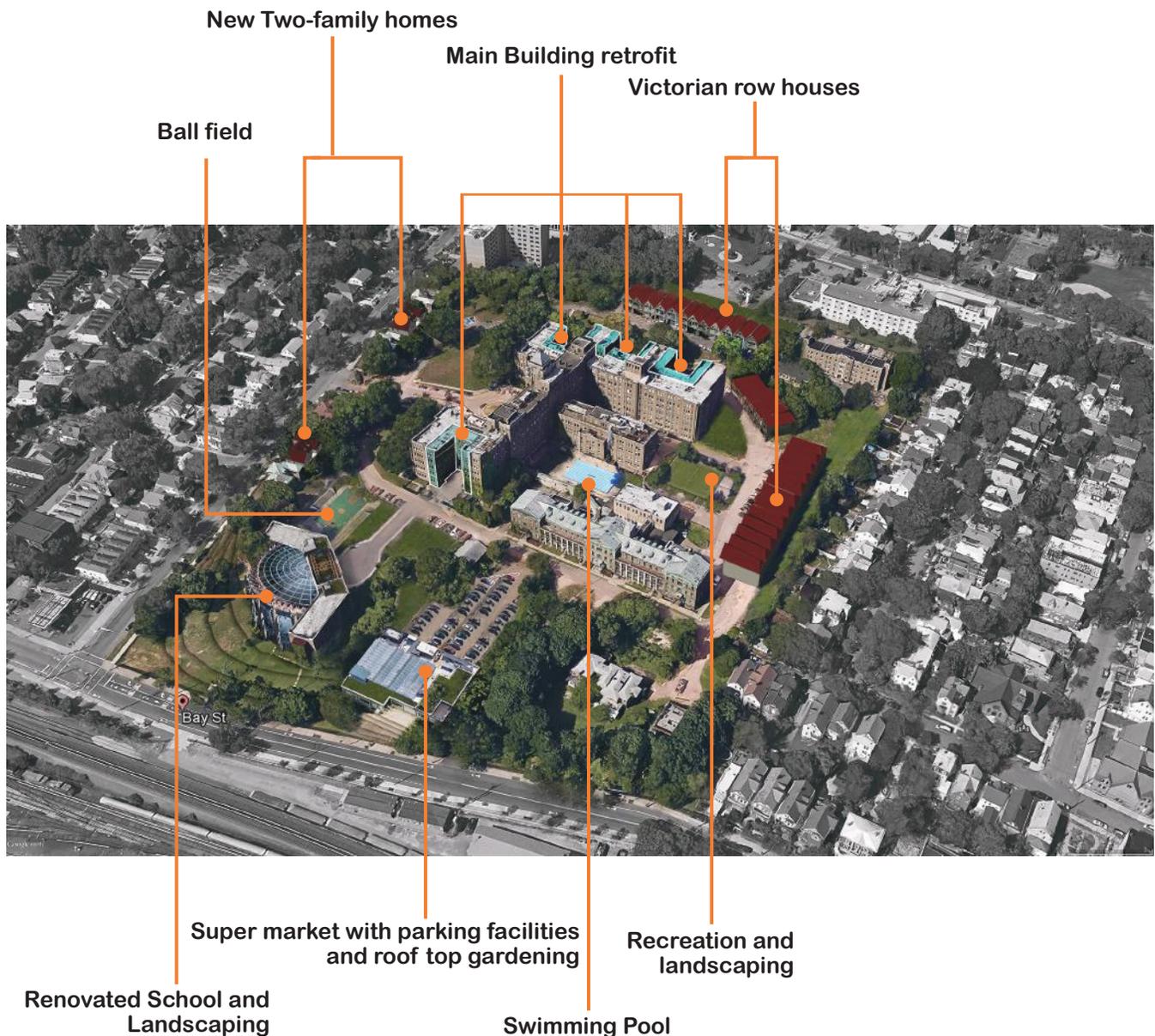
¹¹¹ Rachel Shapiro, "Salvation Army Cancels Plan for Kroc Center on Bayley Seton Campus," *Staten Island Advance* Mar. 1, 2016. http://www.silive.com/news/index.ssf/2016/03/kroc_center_on_bayley_seton_ca.html.

A new supermarket should also be developed on site to serve the area's needs for fresh, affordable food.

4. Build a New Specialized High School

The study area is greatly in need of more public school seats. We recommend development of a new high school specializing in environmental science and engineering to support the long term economic development and environmental resiliency needs of the community. Depending on the height of the facility, a parcel this size could be developed to fit several hundred students. The school could be located in the southeastern portion of the site for easy access to public transportation and drop-offs.

With close access to the waterfront, the school could give young people first hand experience in coastal environmental management. We also recommend the development of a green roof for student-operated urban farming. Produce could be sold at the new supermarket as part of a youth workforce development program or donated to food pantries to help meet the area's food security needs. By locating next to other workforce development and business incubation facilities on the Bayley Seton campus, the school can form direct partnerships to help students develop additional skills and transfer into technical careers.



3D rendering of the proposal for the Bayley Seton campus

CLIFTON



Located just south of the Clifton SIR station is what we call the Clifton Triangle. Formed by the convergence of Edgewater, Front, and Bay Streets, this triangular space is a mix of broken pavement, overgrown weeds, and scattered parking. We believe this is an ideal site to improve pedestrian safety and create a new public space.

Major Issues:

- Lack of public space- There are few public spaces near this area. On a walking tour, we observed a father teaching his daughter how to ride a bike in a gas station. We believe a dedicated public space would provide the growing community an opportunity for both active and passive recreation.
- Dangerous intersection- The three-way intersection of Bay, Front, and Edgewater Streets has only partial crosswalk coverage, long crossings, and multiple traffic directions, making it a confusing and dangerous intersection for pedestrians and drivers alike
- Underutilized Site- the triangle site near the three-way intersection is partially abandoned and partially used for parking. It is dirty, has overgrown plantings, and its sidewalks are broken.
- Multiple owners- The site is partially government-owned and partially privately owned, by multiple private entities.

Recommendations

The northernmost tip of the triangle is owned by the New York City Transit. A partnership between NYCDOT and New York City Transit would allow the creation of a new public space. we propose two different designs to meet the site goals.

Below are two renderings showing potential redesigns for the area surround Clifton Triangle; each has a distinctly different purpose.



1. Demap Edgewater Street

We propose demapping Edgewater Street between Camden and Front Streets.

This would:

- Improve pedestrian safety by creating a safer intersection at Bay and Edgewater.
- Increase Open recreation space.
- Connect this recreational space to new waterfront development happening at adjacent lot to its east.



2. Redirect Edgewater Street

Option 2 is to redirect edgewater street at an angle that would connect directly to Front street, east of Bay street.

This would:

- Allow for the same or better automobile flow and more parking.
- Increase Open recreation space.
- Remain disconnected from the adjacent waterfront parcels.

Either option would allow for better use of space for public recreation, and present an opportunity for innovative programming. The below image shows an example of a similar project that took place in Bogota, Columbia in which removal of excess parking led to the opening of a public space available for all.



Janette Sadik-Khan @JSadikKhan - Oct 27

Turning places where people want to park into places where people want to be takes imagination, not just engineering. Plaza 80, Bogotá #tbt

👤 Enrique Penalosa, NACTO, GDCI and 7 others

ZONING



Map of proposed Zoning

Introduction

Zoning is a tool that many municipal governments, including the City of New York, employ to regulate the ways in which land can be used. Land is used in an infinite number of ways, but in New York City, land is primarily divided in residential (R), commercial (C), and manufacturing (M) zones. These zones are further divided into zoning districts that regulate height, bulk, open space, and other built and natural elements of lots. Zoning districts are represented by a numerical suffix following the particular zone, and typically, the lower the number, the lesser density, or intensity, of use.¹²⁹

Existing Zoning

Our secondary study area encompasses a variety of residential, commercial, manufacturing, and special districts. Special districts allow for greater controls that govern the areas where they are mapped. These districts often set urban design guidelines that recognize the unique challenges or characteristics of their area, such as a waterfront location or steep slope. The map below shows the existing zoning and special districts in our primary and secondary study areas:

As seen above, our primary and secondary study areas comprise a wide variety of zoning districts. Our primary study area contains portions of the St. George Special District, the entire Special Stapleton Waterfront District, and a small portion of the Special Hillside Preservation District. Our secondary study area contains multiple special districts, including further portions of the Special Hillside Preservation District to the west and a Special Natural Area District by Alice Austen Park to the south. Residential zoning is mostly comprised of R2, R3, and R4 districts. Commercial districts vary; commercial overlays are mapped along key commercial corridors in the study area such as portions of Van Duzer Street in Tompkinsville, Canal Street in Stapleton, and Bay Street in Rosebank. Commercial overlays allow for neighborhood retail uses to occupy the ground floor of the building with residences above. C4-2 and C4-2A commercial districts are also mapped within the study area, however these commercial districts also allow residential development, and they are predominantly mapped within the St. George Special District and the Special Stapleton Waterfront District. The historic Stapleton Town Center is also mapped as a C4-2 district but does not have any additional special district or contextual controls. Manufacturing districts are mostly comprised of M1-1, M2-1, and M3-1 districts, and are mapped along the waterfront and in Clifton as well as Bay Street.

¹²⁹ “Zoning Resolution of the City of New York.” NYC.gov. Available at: <http://www1.nyc.gov/site/planning/zoning/access-text.page> For example, an R1 zoning district is a low-density residential district that produces single-family detached houses with spacious front, side, and rear yards. These districts are predominantly mapped on the South Shore of Staten Island, eastern Queens, and the northwest Bronx. Alternatively, an R10 zoning district is the highest-density residential district that often produces tower-on-a-base style buildings, with a base height between 60-85 feet, above which a tower can be built. These districts are mostly mapped in Manhattan. Similarly, a C1 commercial district allows only neighborhood retail (convenience store, barbershop, restaurant) while a C4 commercial district allows for regional retail (department stores, movie theaters) that serves a broader geographic area and thus generates more traffic than local retail. For industrial land, manufacturing districts are divided into M1, M2, and M3 districts. M1 districts contain light industrial uses such as woodworking or repair shops. M2 district uses are somewhere in between light and heavy industry, with older, industrial waterfront locations, passenger ship terminals, and municipal facilities. M3 districts contain heavy industrial uses such as power plants, solid waste facilities, and fuel depots.

Special Zoning Districts

Special St. George District

Established in 2008, the St. George Special District was enacted to facilitate the development of a pedestrian-oriented business and residential hub, capitalizing on the area's locational asset: the St. George Terminal. The St. George Special District is zoned C4-2A. Commercial uses are mandatory on the ground floor of commercial streets. At least 70% of the streetwall fronting commercial streets and 50% of the streetwall fronting non-commercial streets are mandated to be within at least 8 feet of the street line. This provides a more inviting pedestrian environment. Certain subdistricts within the Special St. George District allow for 200-foot "towers" to be built above a base in order to preserve views from upland communities.¹³⁰

Special Stapleton Waterfront District

Established in 2006, the Special Stapleton Waterfront District is part of a comprehensive plan to develop the former US Navy Homeport. In the 1980s, the Reagan Administration developed a naval station in Stapleton as part of its Strategic Homeport program, responding to a chief campaign promise for an expanded military to defend the United States during the Cold War. The Stapleton Naval Station closed in 1994, and the land was then transferred to the City of New York. It was left underutilized for over a decade. The 2006 zoning allows for a mixed-use, resilient waterfront community. The zoning district is C4-2A. Surface parking lots between the street line and the streetwall along Front Street are prohibited. Off-street parking containing ten or more spaces must be screened with dense greenery. Certain areas require ground floor commercial uses. Heights are limited to between 50 and 55 feet.¹³¹ The below image shows Urby Staten Island, the first development built under the provisions of the Special Stapleton Waterfront District.

Urby Staten Island



Urby Staten Island Urby Staten Island,
Source: New York Times

Special Hillside Preservation District

This 1987 special district was enacted to address concerns about erosion, stormwater runoff, and landslides in Staten Island's Serpentine Ridge. The Serpentine Ridge is home to Todt Hill, both the highest natural point in New York City as well as the highest natural point along the Eastern Seaboard south of Maine. This area has extreme topographic variation. The chief zoning tool in this district is the use of bulk controls to regulate what percentage of a lot size can contain a building, preserving as much of the site as possible for natural features. Generally, the hillier the area, the less availability of buildable area there is on a zoning lot.¹³²

Zoning Recommendations

Our study area is denser and more transit-rich than the rest of Staten Island. Despite this, much of the current zoning is a combination of manufacturing and lower-density residential zoning districts. Because

130 NYC Department of City Planning, Zoning Resolution. "Special St. George District." www1.nyc.gov/assets/planning/download/pdf/zoning/zoning-text/art12c08.pdf?r=032219

131 NYC Department of City Planning, Zoning Resolution. "Special Stapleton Waterfront District." www1.nyc.gov/assets/planning/download/pdf/zoning/zoning-text/art11c06.pdf?r=3

132 NYC Department of City Planning, Zoning Resolution. "Special Hillside Preservation District." March 22 2016. www1.nyc.gov/assets/planning/download/pdf/zoning/zoning-text/art11c09.pdf

residential uses are not permitted as-of-right in manufacturing districts, there are significant regulatory obstacles to developing residential uses. This effectively precludes residential development in a significant portion of our study area.

In addition to the zoning districts, higher off-street parking requirements in these districts increases development costs, contributes to more vehicles on the roads, and is at odds with the vision for a walkable downtown environment. In order to facilitate this, zoning should change to allow for more density. Bay Street largely feels unsafe and desolate because the area lacks the density, and thus, people, to make it more vibrant. Dense residential developments create a customer base to support local retail, which creates a range of jobs. These residents and businesses could help make the area a more active and attractive place, but first the zoning must change to shape what that future downtown should look like.

We recommend rezoning portions of the study area to accommodate more density, as well as establishing special district controls to better conduct the “symphony” of development. Targeted zoning recommendations will focus on four areas: Bay Street between Victory Boulevard and Sands Street, Tappen Park/Stapleton Town Center, Clifton, and the Bayley Seton Hospital Campus. The targeted recommendations are as follows:

Bay Street Corridor Recommendations

The NYC Dept. of City Planning (DCP) is currently pursuing a rezoning of Bay Street from Victory Boulevard in the north to Sands Street in the south, known as Bay Street Corridor. DCP intends to rezone the existing manufacturing (M1-1) zoning district to allow for mixed-use development that will accommodate residences, local retail, and offices via R6 and R6B zoning districts with C2-3 and C2-4 commercial overlays mapped along Bay Street and portions of Van Duzer Street¹³³. Currently, the Bay Street Corridor is mostly comprised of automotive related uses, “strip mall” type developments, and surface parking, in an area within walking distance to the St. George Terminal and proximity to the Staten Island Railway. We believe there is a significant planning rationale to rezone this area to accommodate housing, retail, and office development, and do not offer specific zoning district designation recommendations beyond what DCP is already pursuing. However, DCP should consider establishing a “Bay Street Corridor Special District” that would incorporate additional urban design controls over the underlying zoning designations to achieve the most desirable urban form for this area and to encourage the types of uses that will contribute to the area’s character, namely:

- Reduced off-street parking requirements from the underlying zoning districts; This would ease the burden and cost of providing excessive parking for larger developments, and also encourage a more walkable neighborhood
- Restricting the maximum amount of street frontage that a single store can occupy; This will discourage the development of large national chain stores.
- Set transparency requirements for ground floor commercial and office uses to ensure visibility into the building from the street
- For lots with frontage on Bay Street and the portions of Van Duzer Street mapped with the commercial overlay, restrict ground floor uses to retail or office use to ensure an active streetscape
- Prohibit curb cuts along Bay Street to provide a more welcoming pedestrian experience

The addition of these urban design controls would help facilitate a more cohesive urban form and encourage a “local retail” village that focuses more on locally- and regionally-owned retail rather than national chains.

¹³³ Langan Engineering and Consulting. “Draft Scope of Work for an Environmental Assessment Statement, Bay Street Corridor Rezoning and Related Actions.” May 19 2016. www1.nyc.gov/assets/planning/download/pdf/applicants/env-review/bay-street-corridor/draft-scope-of-work.pdf

Clifton Recommendations

The area surrounding the Clifton SIR Station presents a unique opportunity to create a new transit-oriented village from scratch. The idea behind transit-oriented development (TOD) is that density should be focused around key transit nodes, where residents can easily connect with the local area and region without needing an automobile. Given the significant presence of underutilized parcels surrounding the Clifton SIR Station, opportunities exist in this area to pursue this type of development. Image 2 below shows current existing conditions the southeast of the Clifton SIR Station:

Image 2: southeast of Clifton SIR Station



Source: Plan Bay Street Studio

As seen from the photo, surface parking dominates the area to the south of the Clifton SIR station. Additionally, several townhouse developments can be found immediately west of the station. The Clifton SIR station is just three stops from St. George with a 25-minute ferry ride to Manhattan, but it also connects the rest of the East and South Shores. This is a valuable transit connection, and the land surrounding this area should be zoned to reflect that value.

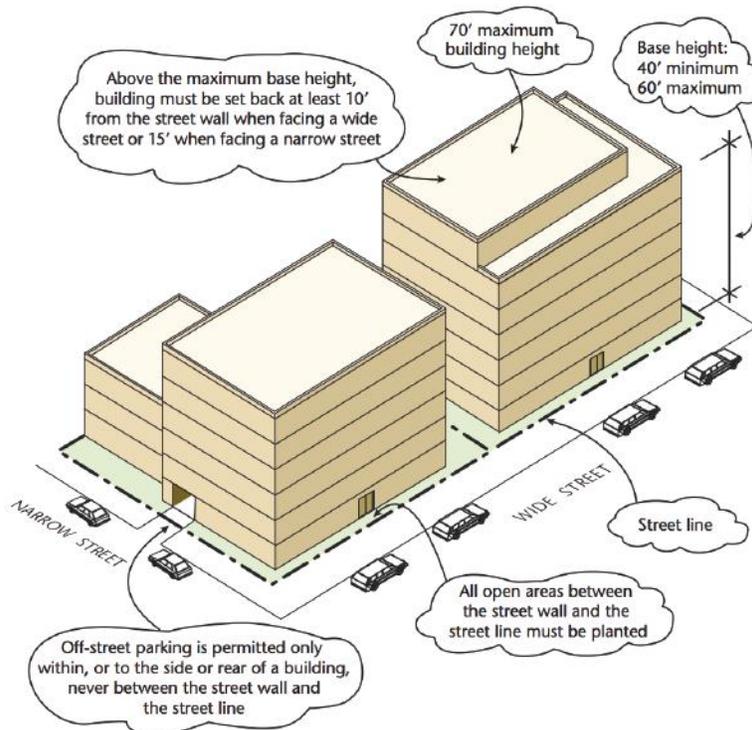
The land immediately south of the station is currently zoned M2-1 and M3-1. To the west of the station is an R3X residential district with C1-1 commercial overlay mapped along a 100-foot depth on buildings with frontage on Bay Street. While Block 2841, Lot 91R currently zoned M3-1, does not currently house any manufacturing use, it permits certain noxious manufacturing uses as-of-right, immediately adjacent to the R3X district to the north. A solid planning rationale exists to separate intense industrial uses from residential uses, and rezoning this district would achieve that. To the southeast of the Clifton SIR Station, on Block 2820, Lot 95, the current M2-1 zoning houses large amounts of surface parking as well as a 10-story office building. The area to the south of the station feels more like a park-and-ride facility for the SIR. The large amounts of surface parking and the vacant lot on Block 2841, Lot 91R presents a visible gap in the urban form between Stapleton and Rosebank.

Due to this area's proximity to the Special Stapleton Waterfront District, we recommend that district's provisions be extended south. This would effectively rezone the manufacturing zones with a new C4-2A district. The Clifton portion would become a subarea of the Special Stapleton Waterfront District with its own special regulations. The rezoning action would allow for mixed-use residential and commercial buildings, which would facilitate a transit-oriented development and provide a link between Stapleton and Rosebank.

In addition to rezoning the M2-1 and M3-1 districts, the R3-2/C1-1 district that runs along the west side of Bay Street between Vanderbilt Avenue to the north and Greenfield Avenue to the south should be rezoned to allow for more residential density and a wider variety of neighborhood retail, along with a decreased parking requirement. An R6A contextual district with a C2-3 commercial overlay would facilitate the development of housing at medium density. R6A residential districts are mapped widely in parts of the Bronx, in brownstone Brooklyn, and in Queens. It is a contextual district where quality housing regulations

are mandatory. The Quality Housing Program is mandatory in R6 through R10 contextual districts (such as R6A districts) and optional in non-contextual R6-R10 districts. It establishes bulk regulations that seek to maintain a coherent urban form by mandating parking behind the streetwall, and allowing buildings to set at the street line. R6A districts produce buildings with high lot coverage set at or near the street line (to maintain a consistent streetwall) that rise up to 70 feet in height, or 7 stories¹³⁴. Figure 2 shows what can be built in an R6A district:

Figure 2: R6A massing



Source: NYC Department of City Planning

Given the area's proximity (immediately across the street) from the Clifton SIR Station, this density is ideal.

Tappen Park/Stapleton Town Center Recommendations

The Stapleton Town Center surrounding Tappen Park has great urban character. With historic buildings set to the street line, active ground floor retail, a park, historic Edgewater Village Hall within the park, and the completely renovated Stapleton Library, Stapleton Town Center has many urban characteristics that zoning should protect and enhance. This area is currently zoned C4-2, which is a commercial district primarily intended to serve a wider range of retail uses, and also allows for R6 residential uses¹³⁵. Currently, the building stock surrounding the park is varied with buildings between 1-4 stories in height. In order to better protect and enhance the urban character of this area, we recommend rezoning this district to R6A with a C2-3 commercial overlay, the same zoning designation we recommend to the west of Clifton Station. Because quality housing are mandatory in R6A districts, the urban form of this area would be maintained, while allowing for buildings up to 70 feet in height. The commercial overlay would restrict retail to the neighborhood level, which is to say that it would now allow for as wide a variety of

¹³⁴ New York City Department of City Planning. Residence Districts: R6-R6A-R6B. www1.nyc.gov/site/planning/zoning/districts-tools/r6.page

¹³⁵ NYC Department of City Planning. Commercial Districts: C4. www1.nyc.gov/planning/zoning/districts-tools/c4.page

retail uses as the current C4-2 zoning, but the proposed R6A/C2-3 district would be in line with the area's character as a local village. This area's transit access makes it a prime space to accommodate more density. The street-level retail would allow for residents to walk to neighborhood services, which would mean fewer cars on the road and less traffic clogging the streets.

Bayley Seton Recommendations

The Bayley Seton hospital campus is a large, underutilized site that can accommodate a variety of uses. Established in 1831 as Seaman's Retreat, it served primarily Naval and private sailors, and was Staten Island's first hospital. Three structures remain from that original hospital, and two have been designated as New York City Landmarks. The hospital has changed ownership and programming over the years, but now it is very underutilized. Zoning changes would help facilitate development. We recommend portions of the site be rezoned to allow for more housing, retail, and community facilities. As noted previously in this report, plans for this campus depend ultimately on what Richmond University Medical Center (RUMC) plans to do with the remaining active uses in the hospital building. Additionally, the Salvation Army acquired property on the eastern half of the site in 2009, with plans to develop a Kroc Center to provide services for families and youth, but was forced to cancel their plans due to lack of funding¹³⁶. Since we recommend a retrofit and conversion of the hospital building into housing, as well as the development of a specialized high school and grocery store on the site, the zoning should change in order to accommodate these uses. More information on these proposals can be found in the Site-Specific Recommendations section of this report.

The entirety of the site is zoned R3-2, which is the lowest density residential district that still allows multifamily buildings. R3-2 districts allow for a wide variety of housing types, including detached, semi-detached, and attached houses, with a maximum building height of 35 feet and required front yard. To facilitate the type of development that this studio would like to see on this site, it would have to be rezoned. The current zoning district doesn't allow for the types of development as-of-right that we would like to see. Rezoning the western portions of the site from R3-2 to R7A would facilitate additional housing development, beyond the hospital retrofit we propose. R7A zoning districts have mandatory quality housing regulations, which produce high lot coverage buildings with a maximum base height of 65 feet beyond which the building must be set back and rise to a total height of 80 feet. This would produce buildings close to the same height as the existing main hospital. Off-street parking would be required for 50% of the dwelling units¹³⁷. The eastern portion of the site (Block 534, Lot 25) must also be rezoned to accommodate commercial uses. A C1-6A commercial district would allow for a grocery store and allow for more green space.

Zoning: Conclusion

Zoning is a tool that shapes the city. The above zoning recommendations are intended to guide development in Staten Island's most transit-rich area to accommodate the housing, retail, and community facility needs for today and tomorrow. While Staten Island is predominantly a low-density borough, our study area comprises land best suited for denser development. The NYC Dept. of City Planning should ultimately pursue rezoning the Stapleton Town Center, Clifton, and Bayley Seton to help achieve the City's goal of building or preserving 200,000 units of affordable housing, as well as establishing special district zoning controls within the Bay Street Corridor rezoning area to achieve better urban design.

136 Rizzi, Nicholas. "Salvation Army Cancels Plans for Staten Island Kroc Center." DNAInfo, March 2nd, 2016. <https://www.dnainfo.com/new-york/20160302/clifton/salvation-army-cancels-plans-for-staten-island-kroc-center>

137 New York City Department of City Planning. Residence Districts: R7-R7A-R7B-R7D-R7X. "www1.nyc.gov/site/planning/zoning/districts-tools/r7.page

CONCLUSION

Bay Street has the potential to become an economically vibrant place to live, work, and visit. The community's existing assets, including its ethnic diversity, good transit access, proximity to the waterfront, and a supply of land suitable for denser development, along with renewed investment in the North Shore, created the unique opportunity for our team to look at interventions in the community. We believe our targeted economic development, streetscape, resiliency, housing, and zoning recommendations, along with our site-specific recommendations at St. George, Tappen Park, Bayley Seton, and Clifton, will achieve our goals of building a robust, self-sustaining local economy, creating a welcoming, cohesive streetscape, using flood resiliency to preserve long-term economic viability, and expanding and preserving affordable housing.

