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GUIDELINES FOR THE  
DEVELOPMENT & FINANCING OF  
LIBERTY STATE PARK

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GUIDELINES FOR THE  
DEVELOPMENT & FINANCING OF  
LIBERTY STATE PARK

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GUIDELINES  
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FOR THE  
DEVELOPMENT & FINANCING  
OF  
LIBERTY STATE PARK ;

*New Jersey*  
REPORT OF THE LIBERTY STATE PARK  
STUDY & PLANNING COMMISSION. TO  
GOVERNOR BRENDAN T. BYRNE .

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November 30, 1977  
Second Draft for Discussion  
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To be Reviewed by Commission  
on December 9, 1977

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## SUMMARY OF RECOMMENDATIONS AND CONCLUSIONS

The Liberty State Park Study and Planning Commission, created on April 13, 1977, was charged by the Governor to conduct a thorough study and investigation of the various alternatives for planning and development of Liberty State Park, including consideration of the environmental, social, and economic impact of such development on the surrounding neighborhoods and existing transportation systems, and the phasing of such development, the capital and operating costs of park development and the sources of funds available for these costs. In its quest to determine how to proceed with park development and what public facilities should be included in the park and how to finance the development of these facilities, the Commission has reviewed all previous plans and studies of the park, has held public meetings and hearings on all aspects of its studies, and has engaged the services of two land use study teams.

As a result of this process, the Commission has come to certain conclusions about the future development of the park and the probable sources of financing. The following recommendations are explained more thoroughly in the body of this report.

1. The park development should proceed with a balance of active and passive, structured and unstructured, recreational activities. The park should first and foremost be a green park, but other activities compatible with this concept should be included in the first phase of development such as a fishing pier, a bowl or

grassy well for the performing arts, children's playgrounds, athletic trails, and two marinas.

2. The first phase of the park should also include construction of facilities for a day camp to replace the existing Camp Liberty, which services children from Jersey City. The Commission agrees with Mayor Thomas F. X. Smith of Jersey City that Jersey City recreational needs should be met by the use of Jersey City land and urges construction of neighborhood recreational facilities on the Jersey City redevelopment land located north of the park. However, the Commission recognizes that the development of facilities to meet the recreational needs of the community should have a high priority and be developed in the immediate future. If the City cannot develop those facilities, then the State, in addition to addressing the regional recreational needs, should accommodate some of the local needs in the park.

3. The first phase of the park development should include exhibition-related activities such as an industrial crafts center, which would be a living museum of industrial skills, an agricultural center, which would present a program of understanding for both the rural and urban population, and, if feasible, might include a community garden, and a firefighters' museum and other small exhibitions to be housed in the Central New Jersey Terminal located in the park.

4. The first phase of the park could include a golf course, which would be an immediate revenue-producing recreational facility that would serve to "green" 125 acres of the park. A feasibility

study by the Department of Environmental Protection (DEP) might be necessary to confirm the recreational usage demand for such a facility.

5. The first phase should also include, either as an interim or permanent use, the development of a recreational vehicle park to which tourists from throughout the country can come for a limited stay to enjoy the region.

6. Year-round daily ferry service to Ellis Island and Liberty Island should be established to meet the needs of all citizens living west of the Hudson River and demonstrate the national scope of Ellis Island and the Statue of Liberty. Ferry service could also be provided to Gateway National Park and other points in the New York Harbor.

7. Later stages of development of the park might include a petting zoo, boating on an inland body of water, a conference center, and a science and technology museum, perhaps in conjunction with a national trade mart.

8. Before park development plans can be considered, it is imperative that the Department of Transportation and the DEP make the necessary recommendations to provide an expanded public system of access to Liberty State Park by other than private automobiles. Access to the park should be improved by the construction of a pedestrian bridge from Washington Street, the improvement and extension of Jersey Avenue to meet Route 169, the reconstruction of the Communipaw Avenue bridge to provide a central westerly entrance to the park, and development of a light rail

system between Journal Square in Jersey City and Bayonne, with an intermediate stop near the park. Controlled parking within the park and arrangements for reasonable peak period exterior parking in conjunction with a people-mover system should be part of the park plan.

9. Caven Point, consisting of the cove, the beach, marshland, wetlands, pier, and available federal land, should be obtained and incorporated into Liberty State Park as a recreational area.

10. Large-scale commercial recreation in the form of a theme park is not appropriate for Liberty State Park nor for any of the contiguous areas.

11. Development of residential, commercial, industrial, or office projects, not directly related to recreational or leisure time activities, is not appropriate for any area of Liberty State Park. Sacrificing park land to such projects could not be justified by the amount of revenue received to offset capital costs of public facilities of the park. In addition, such private developments would engender serious problems regarding the park's relationship with neighboring residential areas and their impact on the park itself might not be favorable. Indeed, the State should examine the impact of the presently existing Liberty Industrial Park on proposed recreational developments and consider studying the possible relocation of the industrial park.

12. The sea wall, inland watercourse, and landfill designs of the Master Plan and possible alternatives should be reconsidered by

the DEP and the resulting determination explained to the public in terms of cost, timing, design, and environmental impact criteria.

13. The development of Liberty State Park should be financed over a long term time frame, gradually, with primary dependence on federal and state funding, together with coordinated efforts to elicit contributions from corporations and private foundations for specific facilities.

14. The establishment of a private charitable organization such as "The Friends of Liberty State Park" would facilitate obtaining funds from private foundations and aid by coordinating public support for the park and being a focal point for discussion of future development of the park.

15. General admission fees should not be imposed, but parking fees should be structured to encourage use of mass transportation. In addition, operating expenses may be met by charging fees for specific recreational activities such as golf and tennis. Restaurant facilities, marinas, a recreational vehicle park, and exhibition areas should also be revenue-producing sources.

16. A Liberty State Park Commission should be established by the Governor to work with the DEP to review and approve future alterations of, or modifications to, the Master Plan, special studies, and specific construction proposals for park development. This Commission would be composed of representatives of various state government departments whose activities impact on the park and knowledgeable private citizens

from throughout the State. The Commission would make recommendations on all major activities involving Liberty State Park and insure continuing citizen involvement by conducting public hearings and making public presentations on various aspects of the park.

17. There should be established a regional planning and implementation entity for the New Jersey waterfront from the George Washington Bridge to the southern tip of Bayonne, excluding Liberty State Park.

The body of this report details the activities of the Commission in its approach and consideration of the various aspects of the problems presented and the rationale supporting each of its conclusions and recommendations.

The Liberty State Park Study and Planning Commission believes it has identified most of the problems with developing Liberty State Park. Time and resources did not permit more than selecting and evaluating a few of the more obvious solutions to these problems from a broad range of possibilities. These problems stem from many areas, including the park's size and location, site conditions, its historical importance, its close proximity to the Statue of Liberty, and its potential as a recreational facility in a county that has very little open space. The park has multiple constituencies. They are national-international, state-regional, and local, and are, of course, divided by age groups.

The Commission has had to sort through the often conflicting demands of many of these groups to reach a consensus on what activities should be included in the park. The State will be faced with an ongoing challenge

as part of its park planning process to continue to reflect a consensus of the needs and visions of the park's separate constituencies in what is ultimately constructed. This will not be an easy task. As the Commission has seen, individuals and special interest groups will bring pressures and attempt to restrict the full planning process in order to have the park developed in accordance with their own notions of what is proper and necessary. It is extremely important that the State counteract this pressure by openly and aggressively soliciting a wide scope of public input into its planning process. This input should come from each level of park constituency and should be the result of a comprehensive program of citizen involvement and information. A broad statewide coalition will be necessary to support any subsequent bond issues.

While the Commission did not arrive at an easy answer to the problem of park financing, it did initiate a process for providing a broader understanding about the potential impact of the park on the surrounding neighborhoods, the city, and the region. There is now an awareness that the construction of the park has the potential for being the cornerstone of the redevelopment of an entire section of the Hudson County waterfront. In fact, its impact should be felt well beyond Jersey City. To maximize the positive benefits of this massive state investment, there must be coordination between the State and Jersey City, and particularly between state agencies. The State should seek to coordinate its transportation planning activities, housing programs, park construction, and economic incentive activities in this area to insure that time, money, and energy are not being expended for conflicting goals.

The construction of the park will provide many jobs for the unemployed of the area and ongoing park activities will also be a source of employment. The park will also provide an opportunity for a generation of new businesses. The Commission recommends that the residents of the surrounding neighborhoods be given an opportunity to establish a portion of those businesses.

The responsibility for properly using past experience in the construction and planning of Liberty State Park should weigh heavily upon this State. New Jersey will only have one opportunity to build the greatest urban open space and recreational facility of the twentieth century.

Key decisions should be made for the long run rather than to accommodate short term solutions. One hundred years from now Liberty State Park and its surrounding area should reflect favorably upon the planning and decision making processes of the 1970's.

## INTRODUCTION

### Creation of the Commission

As part of New Jersey's Bicentennial Celebration, the first section of Liberty State Park was dedicated by Governor Brendan Byrne, Flag Day, June 14, 1976. During its first year in operation, the state's newest park was also its most popular, with an annual attendance figure of well over 650,000 people. The thirty-five acre initial section is only a small portion of the more than 800 acres scheduled for development by the state.

How the State Department of Environmental Protection (DEP) is to proceed with this development, what should be included in the park, and how to finance the development of those facilities has been the assignment of the Liberty State Park Study and Planning Commission. The Commission was formed pursuant to Executive Order 53 by Governor Brendan Byrne on April 13, 1977 (a copy of which is attached as Exhibit A).

The Governor appointed the following people to the Liberty State Park Study and Planning Commission: John T. Connor, Nicholas C. English, Dean K. Boorman, Richard S. Ellwood, Jon F. Hanson, Donald R. Knab, Joseph Lesawyer, Helen Manogue, Noel S. Musial, and Audrey Zapp. (A short biography of each Commissioner is provided in Exhibit B.)

Mr. John T. Connor was selected to be Chairman of the Commission, and Mr. Nicholas English, Vice Chairman. Betty Wilson, Deputy Commissioner

of the Department of Environmental Protection, was appointed by the Governor to be Secretary of the Commission. The Commission selected Brian J. Strum to be Executive Director and James A. Sinclair to be Associate Executive Director. (A short biography of the Commission's staff is provided in Exhibit C.)

At his first meeting with the Commission, the Governor requested that the Commission issue its recommendations prior to January 1, 1978.

The Commission's mandate has been to examine the environmental, social, and economic impact of various development alternatives in Liberty State Park and to determine what impact the developed alternatives would have on the neighboring residential and commercial areas and the existing transportation systems, estimate what the capital construction costs would be, and what sources of funds might be available for the capital and operating costs of the park.

In conducting its study and investigation, the Commission was directed to consider fully the feasibility of developing a park which utilizes private investment to enhance the potential of the park and the redevelopment of adjacent areas. The Commission has also been concerned with the phasing of development, especially the compatibility of developments with the neighboring residential areas. The Commission, in accordance with the Governor's mandate, has solicited information

from the public and has held public meetings and hearings on all aspects of its study. (Lists of the dates and places of the public meetings and public hearings are provided in Exhibits D and E, respectively. The identity of the individuals and organizations appearing before the Commission is provided in Exhibit F. Transcripts of the public meetings and hearings are on file in the Office of the Commissioner of the Department of Environmental Protection.)

#### The Site

Liberty State Park is located in Jersey City on New York Harbor within an area that is surrounded by the New Jersey Turnpike, downtown Jersey City, and Caven Point. (See maps of the region and the park in Exhibit G.) The land area of the park is within 1500 feet of the Statue of Liberty and Ellis Island. The Paulus Hook and Van Vorst Park sections of Jersey City are separated from the park by the Tidewater Basin, while the Greenville and Lafayette neighborhoods are separated by the Turnpike Extension.

Approximately 600 acres of the land area of the park consists of cinder fill placed by the railroads in the late 1800's. The remaining 200 acres lies underwater between the present shore and the pierhead line. The railroads developed the site for railroad classification yards, lightering operations, and railroad/ferry commuter operations. Recent years have seen the decline of most railroad operations along the entire Hudson River waterfront.

The Central Jersey Railroad Terminal is located opposite lower Manhattan on the edge of the Tidewater Basin. Because of its historic importance as a transportation center, the terminal has been placed on the National Register of Historic Places. The terminal was used until 1967 for ferry operations between New Jersey and Manhattan. At the southern end of the park near the Statue of Liberty is the site of the famous "Black Tom Explosion" that occurred in 1916.

### History of the Park

Early History of the Area. The early settlement of the Hudson waterfront dates back approximately 300 years when the area first served as a summer dwelling haven for wealthy New York families. Because of its locational advantages and ready access to the Hudson River, the area and its image was destined to change. The waterfront became recognized for its value as a major marine transport center and the change that occurred was concurrent with the development and industrialization of the New York region. The introduction of the railroads generated industrial development and the role of the waterfront expanded to include land as well as sea transport. During the 50-year period ending in 1910, the extensive construction of the railroads was a forward step in the economic growth of this region. But by the 1920's, with the emergence of truck transport, there was a marked shift in industrial development away from the waterfront and into New Jersey's suburban regions. Commerce along the Hudson waterfront gradually gave way to stagnation as shipping routes changed and pier facilities were no longer able to accommodate

larger ships and new techniques for water transport.

Recent years have seen the virtual elimination of railroad-related commercial and industrial activity in the area of Liberty State Park, leaving the land desolate, garbage-strewn, and derelict. Although Jersey City has considered this area suitable for a public park ever since the railroads abandoned the land, the city did allow a large tract at the southwest corner of this area near Exit 14B of the New Jersey Turnpike Extension to be developed as an industrial park.

In March, 1973, the City of Jersey City adopted the Liberty Harbor Redevelopment Plan for the waterfront from the Tidewater Basin to the Bayonne city limits. The plan for "Liberty Harbor" called for a broad diversity of uses, including 20,000 units of new housing including three-story townhouses, garden apartments, and tall high-rise towers overlooking the harbor, and 1,000 acres of new industrial and shipping activities.

The State of New Jersey was to develop a 475-acre state park on fill to be placed between the project and the national monuments in the harbor. Lack of federal "New Communities" funds doomed the "Liberty Harbor" project, but the halt in residential-commercial development did not deter the state's plans to develop New Jersey's first major urban state park on this site.

#### Park Development

Former Commissioner David Bardin of the New Jersey Department of

Environmental Protection gave the acquisition of land for Liberty State Park a top priority of the DEP. The DEP has continued to devote considerable energy and resources to the acquisition, planning, and development of Liberty State Park.

Land acquisition for the park has proceeded smoothly because of the transfer of city-owned property and through the use of the state's "Green Acres Program" which provided \$11,500,000.

The state has received \$1,000,000 from the Department of Housing and Urban Development (HUD) - Open Space Fund for a portion of the acquisition and has applied to the Bureau of Outdoor Recreation (BOR) Department of the Interior for reimbursement of half the cost of the total acquisition.

The firm of Geddes Brecher Qualls Cunningham of Princeton, New Jersey was selected from a number of applicants by the DEP to design an overall Master Plan for the site. As part of its master planning process, the designer subcontracted several studies of engineering, cost analysis, and transportation and recreational needs to firms or individuals such as Zion & Breen Associates, Alan M. Voorhees & Associates, Chester Rapkin, Economic Research Associates, National Heritage Corporation and McKee, Berger Mansueto. This contract was funded by the Green Acres Development Fund.

The major thrust of the master planning process has tended to be confined to the three water edges of the park. Within the framework of the preliminary plan, specific construction projects have been spun off for development.

The DEP was successful in developing thirty-five acres on the southern edge of the park across from the Statue of Liberty for the 1976 Bicentennial activities in New York Harbor. Funds for this project came from a \$27.4 million grant from the American Revolutionary Bicentennial Commission. The facility provides open space, picnic tables, a parking area, a magnificent view of the Statue of Liberty and New York Harbor, and an exhibition of the state flags of each of the states of the union.

At the same time, the DEP was forced by vandalism and weather conditions to perform stabilization activities at the Central New Jersey Terminal. The \$1.2 million needed for this activity also came from the Bicentennial Grant.

The federal government and the state have joined forces to embark on a major harbor cleanup program in and around Liberty State Park, the costs of which are to be funded two-thirds by federal funds and one-third by the state. Because of the general decline of commercial harbor activity, maintenance of piers and wharfs have been neglected for a long period of time. The deterioration of these facilities and the abandonment of barges and other craft have increased navigational hazards in the harbor and because of its location, littered the Liberty State Park site, and now over two hundred separate vessels are abandoned in the waters surrounding the park. The U.S. Army Corps of Engineers is supervising the cleanup, which is performed by private contractors. On November 8,

1977, the voters of New Jersey approved a bond issue which authorizes an expansion of the harbor cleanup program to cover the harbor on both ends of Liberty State Park.

On November 17, 1977, the Master Plan was approved by the Department of Environmental Protection and presented to the Commission. The Commission was credited with playing an important role in allowing citizen input to be incorporated into the park design process. The plan reflects much of that input. Besides broadly listing public recreational facilities, most of which are recommended by this Commission, the Master Plan calls for the development of a major green park on the water's edge with a two-mile long crescent-shaped promenade connecting the CNJ Terminal Building on the north end of the park with the south end of the park. A copy of the Master Plan summary is annexed as Appendix I.

The engineering staff of the Port Authority of New York and New Jersey has assisted the Department in the technical analysis of the design of the shore line and required land fill. Numerous studies were conducted under the Port Authority supervision. Tests were conducted by the United States Army Water Waste Experimentation Station in Vicksburg, Mississippi to inspect schematic designs that have developed, to determine whether they might interfere with the navigable areas in and around New York Harbor. A model was examined for changes in water velocities, flows, tides, and siltation. The Texas Instrument Company was hired by the DEP to undertake a twelve-

month study on the aquatic and terrestrial activities in and around Liberty State Park to determine if park construction would cause interference to the biota.

The scope of development activities on the water's edge necessitated the preparation of an Environmental Impact Statement (EIS). The draft EIS for Liberty State Park was prepared by the U.S. Department of Interior, Bureau of Outdoor Recreation, North East Regional Office.

The DEP has also received public works funds of approximately \$3 million from the Economic Development Administration Agency to repair the foundation of the Central New Jersey Railroad Terminal and construct a Park Maintenance, Information, and Administration Building.

Development Costs. The cost of developing the park pursuant to the preliminary Master Plan are estimated by the park consultants to be \$152 million, which does not include construction of any public recreational facilities except an indoor skating rink and swimming pools. The high cost of developing the park stems, in the main, from the character of the land itself. The 600-acre land area, created by the railroad using refuse and cinders as fill, is unstable and, for the most part, unusable in its present condition. It is also presently sparsely covered with undergrowth, littered with debris, and bordered by derelict piers harboring submerged wrecks. The land is at a relatively low elevation. In order to provide a green

park, additional fill and topsoil must be brought to the park. Either the entire land area must be raised to an elevation of 307 feet from an existing average of 301 feet or a dike/embankment system must be constructed along the three sides of the park which are affected by tidewater. The topsoil is necessary not only to protect against flooding but also to protect the roots of trees and plantings against damage from brackish water seeping upward.

It is the magnitude of the required site preparation alone which makes the construction of Liberty State Park four times more expensive (approximately \$40 million) than the construction of any existing state park. In most cases development of other state parks merely involved the acquisition of forest lands and the clearing of small areas to accommodate public facilities. Adding to this financial burden is the cost of restoration of the CNJ Railroad Terminal estimated to be between \$25 and \$30 million. Additional inordinately large costs (\$40 million) result from rather ambitious design plans for the sea wall promenade and inland watercourse.

#### Commission Work Program

General Approach. The Liberty State Park Study and Planning Commission, in conducting its study and investigation of the various alternatives for the planning, design, and development of Liberty State Park, considered the following:

- (1) environmental, social, and economic impact of the

various development and financing alternatives on the park and the surrounding neighborhoods;

(2) impact of the various development alternatives on existing transportation systems;

(3) capital costs of the various alternatives;

(4) operating costs of the various alternatives;

(5) sources of funds available for capital and operating costs;

(6) phasing of the development of the various alternatives;

(7) compatibility with concerns of local governments and residents.

A major focus of the work of the Commission has been to explore how private investment could be utilized to help defray some of the costs of constructing the park. The Commission considered how the upland acreage near the Turnpike could be best utilized to develop revenue-producing facilities which would also generate employment opportunities for Hudson County. Firm plans for this upland acreage had not been developed in the preliminary Master Plan.

While park financing was a major concern, the Commission also recognized that the construction of the park and the development of state and city-owned lands near the park could have a significant

impact on the entire Hudson waterfront. It was also recognized that any design scheme not only should protect the state's investment but also should have a beneficial impact on the quality of life in the surrounding neighborhoods.

The construction of the park presented an opportunity to stimulate a redevelopment process for this entire section of Jersey City. A well-designed and utilized park should have a positive impact on the process of neighborhood preservation in the surrounding neighborhoods. For these reasons, the Commission recognized that it was in the mutual interests of the state and the surrounding cities to share a vision of the future development of the area and to work together to achieve that vision. Toward that end, the Commission, in its planning process, has sought to maximize the input of the Jersey City administration and local residents in its planning process.

The Commission arranged for a series of meetings in which its members were briefed by directors of federal, state, and local agencies involved in the construction or operation of parks, special authorities, or recreational facilities. (A list of these experts is provided in Exhibit H.)

Throughout the summer and fall, nine public hearings were held at various locations in Jersey City, Hoboken, and Newark. Hundreds of citizens informed the Commission of their ideas and concerns about the development of the park. Major environmental and citizen groups

sent representatives to present testimony. The mayors of the cities of Jersey City, Bayonne, Hoboken, and Newark or their representatives advised the Commission about their concerns.

The Commission recognized that in order to maximize its efforts, specialized professional services would be necessary to help it examine the total range of development alternatives in the limited time it had available. Because of the specialized problems that were attached to this site, a carefully tailored study was necessary to give the Commission information it needed. To assist in this process, the Commission engaged two nationally known, nonprofit organizations that provide such assistance to governmental bodies on difficult land use questions. The Commission sought the assistance of the American Institute of Architects (AIA) and the Urban Land Institute (ULI). Both organizations agreed to help. The ULI has been offering such assistance since 1947 and the AIA for the last ten years. However, the Liberty State Park project is the first time that the ULI and AIA have worked on the same project.

Past efforts of the AIA's Regional/Urban Design Assistance Team (R/UDAT) program demonstrated they were qualified to develop and prepare guidelines for the physical design and the social and political impact of any development on the upland acreage. The Commission looked to the real estate specialists of the ULI to provide guidelines for the economic feasibility of development and an estimate of what revenue could be generated toward the construction of the park.

To pay for the consultant services, the Commission received grants from the Department of Community Affairs -- Revolving Housing Demonstration Loan and Grant Fund (\$30,000) and the Department of Labor and Industry -- Division of Economic Development (\$30,000).

AIA-R/UDAT Study. The AIA, through the N.J. Society of Architects, appointed a volunteer multi-disciplinary R/UDAT team comprised of architects, planners, and economists to visit the site for the purpose of analyzing the development problems of Liberty Park and recommended alternatives. The team, which completed its work in late September, addressed the following questions: How should the park relate to the existing neighborhoods surrounding it? How should the park and any revenue-producing development relate to the renewal plans for the surrounding neighborhoods? How should the park and any private development stimulate new low and moderate income housing, employment, and neighborhood preservation activities in Jersey City? Should the state park function as a neighborhood recreation facility? If so, should there be a separation of neighborhood use from national/regional use? How should an integrated area-wide redevelopment plan be implemented? The answers to these questions was needed by the Commission to identify the political, social, and design constraints on any future park development.

The R/UDAT team met with a variety of local, regional, and state officials and with the local citizens. These meetings were held in Ferris High School, which is located geo-center of the neighborhoods

that will be impacted by the park development.

Their recommendations reflected the high level of citizen input into their study process. (Their report is annexed as Appendix II.)

ULI Study. To identify economic feasibility guidelines, the Commission asked the ULI to assist it to examine potential uses for the back acreage of the park and the Jersey City Redevelopment Area north of the park which could generate tax revenue for the city and provide the state with funds to retire revenue bonds that would be issued to construct the park. The ULI was to provide economic feasibility guidelines for the Commission's use.

ULI is an independent research organization which conducts research; interprets current land use trends in relation to the changing economic, social, and civic needs of society; and disseminates information designed to produce the best and most efficient use and development of land. The ULI agreed to help the Commission through its panel service program which calls upon the services of members of ULI, who, like members of the R/UDAT team, contributed their time and expertise without personal remuneration. The development options explored by the ULI had to be compatible with the park development and also compatible with the needs and concerns of the residents of the surrounding neighborhoods. The panel was asked to determine what type of development would generate sufficient revenue to offset a portion of the capital costs of park construction. Economic feasibility, development potential, construction costs, occupancy timetables,

economic return, and design integration were to be examined by the panel.

The panel was specifically requested to:

- evaluate the development potential of the back acreage of the park located near the New Jersey Turnpike Extension and the existing industrial park;
- examine alternative land use proposals and test them against the ULI's panel evaluation of the area's development potential;
- recommend a specific course of action for land use development in the area;
- provide guidelines for the execution and implementation of the recommended land use development;
- facilitate the coordination of public officials, community groups, and prospective developers in the acceptance of a unified development program.

The ten members of the ULI team were given an extensive background report on the site and the Hudson waterfront area prepared by the Commission's staff prior to the start of their study (a copy of which is on file in the Office of the Commissioner of Environmental Protection). The panel was comprised of financing experts, urban planners, and real estate development specialists. In early October the panel, with the assistance of the professional staff from the ULI, completed its report. This report was issued to the Commission and the public on October 7 in Jersey City. (A copy of the Report is annexed as Appendix III.)

The Commission's staff, with the help of Congressman LeFante's

office, also examined all applicable federal programs to determine what funds were available for the development of the park. (A list of the federal programs is contained in Exhibit I.) In addition, the staff also explored the possibility of obtaining corporation and foundation funds for the park. (A list of possible sources of foundation grants is found in Exhibit J.)

## PUBLIC FACILITIES IN THE PARK

With this background of presentations by experts in various fields, extensive input from the public, and the expert advice of the R/UDAT and ULI teams, the Commission has arrived at certain conclusions regarding what should be included in Liberty State Park in the way of public recreational, educational, and cultural facilities. These conclusions are inescapably influenced by the unusually high cost of developing Liberty State Park.

### The Concept of the Park

In looking at Liberty State Park, one is immediately impressed with the relationship of the park to the Statue of Liberty and Ellis Island. They should have a direct influence on the development of the park. Access to both monuments via ferry service from the park or just viewing the monuments from the park should attract visitors from throughout the nation. The area near the water's edge could become a strong visual statement about the park and the State of New Jersey to millions of visitors who will view the park from the monuments. The impression to be made upon, and the needs of, out-of-state visitors should therefore be addressed in the development of the park. At the same time, the park must fulfill the recreational and leisure needs of regional visitors to the park. Liberty State Park should not be merely a jumping-off point to visit the Statue of Liberty or Ellis Island; it should be a park in itself -- not a mere appurtenant structure to two national monuments.

Webster defines a park as a "tract of land that often includes lawns, woodland, and pasture . . . used . . . for recreation; . . . an area maintained in its natural state as a public property; . . . an open space . . .," but this is barely a starting point for the general concept of Liberty State Park. As poet and sculptress Giselle Mauer told the Commission, a park is for people and their use, their needs, their pleasures, and their dreams. A park is for people! And people are both young and old, active and contemplative, found in groups and in solitude, artistic and athletic, nature lovers and city dwellers, residents from neighboring areas and visitors from afar. The park, in a manner similar to the great parks being enjoyed today which were planned a century or more ago, must continue to expand to meet the needs of all persons visiting the park; the park must be a growing, living organism. The Commission feels that Liberty State Park should be planned to serve a multitude of recreational needs of the various visitors to the park. It will indeed be a green cornerstone for an entire urban shore, a nature environment with urban convenience. It should have a proper mixture of various types of recreation and leisure time activities.

#### Recreational Activities

Of importance to understanding how a park meets the recreation

needs of a population, one needs some conceptual idea of what constitutes recreation. An AIA R/UDAT previous study of another park presented an extremely helpful analysis of recreation. In its broadest sense, recreation can be defined as the use of leisure time; with leisure time being defined as time not committed to survival needs (i.e., quest for food, clothing, and shelter or funds to buy same). Obviously this definition covers a wide range of human behavior and must be further codified to be useful in understanding the role of a park within such a broad definition. Two continuums can be used for this purpose. One continuum is between active and passive participation. At the extremes, active recreation is commonly thought of as those activities that provide physical movement and exercise, while passive recreation activities do not. The other continuum of some utility in analyzing recreation is between structured and unstructured forms of recreation activities. Essentially, structured activities require programs (or game rules), other participants, and specific identifiable equipment. Unstructured recreation activities, on the other hand, do not have these types of constraints. By using these two continuums, a simple typology can be constructed that codifies recreation activities into four types: (1) active structured recreation, (2) active unstructured recreation, (3) passive structured recreation and (4) passive unstructured recreation. These four types form the basis for discussing a number of issues related to recreation delivery and participation.

Active Structured Recreation includes team events, other programmed activity, regulated equipment, and often defined skill levels before one is allowed to participate. Depending on the nature of the specific Active Structured recreation activity, it may be played indoors or outdoors with facilities provided by public as well as by private groups. Active Structured recreation has its highest participation among younger age groups. These types of recreation activities tend to be capital intensive compared to the number of participants per dollar because of the need for regulation equipment and facilities and programs to coordinate the activity. In addition, they often require a substantial area in order to ensure sufficient participants to form teams and schedule inter-team play. Examples are: baseball, football, soccer, basketball, handball, golf, tennis.

Active Unstructured Recreation: Active Unstructured activities can include most of the Active Structured activities, but without the structure. That is, unstructured recreation activities can be pursued at the time and place of one's choosing. Other participants may be required, but regulation size teams, regulation equipment and facilities, and minimum skill levels may not be necessary (e.g., unplanned choose-up team play). In addition, Active Unstructured recreation activities include many activities not normally included in structured forms (e.g., bike riding, walking, boating, fishing, sledding, jogging, skating, frisbee, archery). Because participation in Active Unstructured recreation is not inhibited by the need for elaborate equipment and

schedules, by skill-levels, age, or degree of physical fitness, one expects the aggregate participation rates for this type of recreation to be higher than Active Structured recreation. This lends support to the assertion that Active Unstructured recreation is less capital intensive in terms of participants per dollar.

Passive Structured Recreation: Passive Structured recreation covers those activities that are essentially spectator events. These include opera, theater, planetarium, sports events and many forms of public entertainment (e.g., movies, t.v., concerts, etc.). Passive Structured recreation opportunities are usually very expensive. They generally require buildings and other structures, or complex communications systems and are therefore extremely capital intensive.

Passive Unstructured Recreation: This type of recreation activity includes those less active types of leisure activities that can be enjoyed at any time. General relaxation, picnicking, viewing exhibitions, and general enjoyment of open space are prime examples. Facilities required to meet Passive Unstructured recreation range from a place to rest to elaborate museums and galleries for holding exhibitions. This type of recreation can be enjoyed both in a group and individually. It can also be combined with Active Unstructured Recreation in shared space and facilities. Some of these activities (e.g., picnic grounds, gardens) are much less capital intensive than others (e.g., museums, zoo, exhibition halls).

Commercial vs. Non-Commercial Recreation. These four types of recreation activity can be further classified as commercial or non-commercial, commercial recreation being that which represents something for which a charge may be imposed upon the consuming public, while non-commercial recreation would represent certain types of recreation for which a charge cannot practicably be imposed. The charge can be related to the activity itself as charging for being able to participate or enjoy the particular activity but not usually related to merely providing and making available the space necessary in which to enjoy the particular activity. Thus, certain active recreation, whether structured or unstructured, may have charges, such as tennis, golf, etc. Other activities, whether passive structured such as theater or passive unstructured such as museums, would have admission charges more geared to the capital outlay and operating cost of the particular activity. Such activities would be classified as commercial recreation. On the other hand, a general admission charge could be imposed for merely providing the space for picnicking, bike riding, frisbee throwing, or other non-commercial recreation. A detailed discussion of the facilities and uses for which charges are recommended by the Commission will be found in a later section of this Report dealing with generation of operating revenue.

The Commission recommends that the following recreational public facilities be included within the park. The discussion of these facilities is separated into two parts: first, the facilities which

the Commission believes should have priority and be in the first phase of development of the park; second, the activities or facilities which could be included in future years, the recommended delay due to either the costs involved or the activity's dependence upon the success of some prior development and public acceptance of the park, or the need for further future feasibility studies. The Commission has determined the approximate acreage requirement and a cost guesstimate for each of these facilities. Exhibit K indicates the proposed location in the park of the various facilities.

Phase One Facilities:

Green Park. The park should first and foremost be devoted to being a green park. The majority of the acreage along the waterfront and within the interior of the park should be available for picnicking, frisbee throwing, spontaneous sports, walking, other active unstructured recreational activities, and visual enjoyment of open green spaces and the unique harbor view. Because of the conditions of the land and the amount of site preparation required, it is estimated that each green acre will cost \$65,000 in this park.

Fishing Pier. A fishing pier, at a cost of probably \$200,000 for a 100 or 150 foot pier, would not only fulfill a present need for the area as demonstrated by the number of persons fishing on the present site and Caven Point, but also would be a natural activity for this waterfront park. A determination that the existing pier at Caven Point could safely provide an adequate alternative fishing site would obviate the necessity of building a new pier.

A Bowl in the Park. The Commission recommends the inclusion of a facility for concerts and the performing arts. Although a structural amphitheater for the performing arts seems too ambitious an undertaking for the early development of the park, a "bowl in the park," being a grassy well and made to accommodate 5,000 to 7,000 people, can be developed at a much smaller cost than, for example, a structure similar to the Garden State Arts Center.

Children's Playgrounds. We also believe a children's playground of approximately five acres in size should be constructed in an innovative style, such as that exemplified by the Ontario Place project in Toronto, Canada. Additional progressive children's playgrounds should be placed in various areas of the park. These would be one-quarter acre playgrounds of the non-commercial type.

System of Athletic Trails. We believe the park should include a system of bike trails, jogging trails, and a fitness trail. The cost of these trails is probably less than \$200,000.

Golf Course. An 18-hole golf course with parking and a clubhouse/maintenance facility would occupy 125 acres. This project has a very favorable cost/benefit ratio while at the same time immediately developing a larger green section of the park. Further study of recreational usage demand might be necessary, but the DEP has opined that the golf course, being the only one of its kind in Hudson County, might produce sufficient revenue to offset the operating costs of the entire park for maintenance and security personnel.

Marinas. The Commission endorses the idea of two marinas. One marina located at the southern end of the park would be devoted to sunfish sailboats and other small craft. The second marina, located in the Tidewater Basin, would accommodate larger boats such as cabin cruisers.

Industrial Crafts Center. While much criticism has been given to the environmental effects of the industrial concentration in the northern half of New Jersey, this industry is and has been the economic strength of the State and the source of jobs for millions of people. Within this industrial complex, it is highly likely that every special industrial skill and trade can be found. The greatness of the United States has, to a considerable extent, been built on its industrial base. Liberty State Park stands next to the symbol of promise -- the Statue of Liberty -- and the portal of access -- Ellis Island -- for most of the parents and grandparents of most of the people who labor in these industries. A Craftsmen's Guild Center that would have exhibits and practicing industrial craftsmen displaying both craft skills, such as die casting, and the manufacturing processes that demand those skills, could create an attraction of national importance. It would be a living museum of industrial skills drawing on the talents of the region, presenting an opportunity to preserve those skills that are disappearing in the further automation of industrial manufacturing techniques, and to display both the early historical skills and their current contemporary applications. Housed in the train sheds of the CNJ Terminal, such a crafts center could have the design and development of its exhibits

supported by the industries that most use these skills in their industrial processes. These exhibits could produce products for sale. The establishment of this crafts center in the early stages of the park's development could be the foundation upon which a Trade Mart and Science and Technology Museum joint venture might be formed in later phases.

Agricultural Center. The Commission endorses the Agricultural Center as embodied in the proposal of the New Jersey Department of Agriculture.

The philosophy underlying the basic concept of the Agricultural Center is to promote agriculture in New Jersey. The Center, as conceived, would be the first of its kind in the nation where a State has taken the initiative to bring the rural and urban population together through "a program of understanding." The proposed Center, with the exception of the Farmer's Market to be located in the train sheds, is suggested for a forty-acre plot in the northwest part of the park. The Center would include barns, greenhouses, a farm store, and an informational center.

The Agricultural Center would not be designed as a model farm complex specifically for the benefit of the farming community. The philosophy and theme -- "a program of understanding" would be directed toward both the urban and rural population. Urban people talking with prospective future farmers, 4-H members, and agricultural specialists, and viewing animals, poultry, vegetables, and fruit

in a simulated farm setting would be one of the first steps in better urban-rural understanding. In the Farming Technology and Information Building, the public could view the past and present production of agriculture in New Jersey, and the future of agriculture in New Jersey, the nation, and the world. The building's conference rooms would be used for lectures, seminars, and adult classes. The exhibit area within the building would contain changing displays, primarily of the new technologies in farming. Whereas the total Center would be designed to serve primarily the urban population, films of the future of agriculture would be designed more specifically for the farming community. The Information Center within the Farming Technology and Information Building could house the most complete directory of what is being produced in the state, successful operators who can be contacted in each area, and publications, papers, and other information from the New Jersey Department of Agriculture, Rutgers, and other institutions. In the Farm Store, horticultural specialists would be stationed to assist urban dwellers with information regarding flowers, vegetables, fruit, and lawns. If feasible, community gardens and a petting zoo might also be included.

The Commission feels that this particular project should be operated by the Department of Agriculture in cooperation with the DEP's overall administration of the park. Funds to develop and operate the Agricultural Center should come from the Department of Agriculture budget, as it should be regarded as an ongoing project of that Department. (A copy of the presentation made by the Department

of Agriculture is attached as Appendix IV.)

Day Camp. There presently exists on the park site opposite Ellis Island, Camp Liberty, a day camp facility servicing children from Jersey City. The present location of this camp would not be compatible with park development plans, but a day camp facility should be preserved. The area just east of the present industrial park and west of the proposed wildlife center would be appropriate for this day camp facility, which would include a hangar-like structure necessary to house rainy-day activities such as an arts and crafts center, etc. Jersey City officials have indicated that this facility will also be appropriate for winter daytime and summer nighttime activities for senior citizens. The day camp facility would include tennis courts, basketball courts, baseball diamonds, handball courts, large grassy areas which could be used for soccer or football, a gymnasium, and swimming, diving, and wading pools. It would probably occupy 20 acres at a cost slightly over \$3 million. These cost figures were developed by the Department of Environmental Protection and concurred in by the Jersey City Department of Parks and Recreation. It would appear that this day camp facility could be expanded to fill regional needs.

Historical Dioramas. A suggestion made at a public hearing which the Commission endorses is that interspersed throughout the park should be dioramas illustrating historical events of the area, such as the Black Tom explosion.

Exhibitions. The CNJ Terminal can be utilized for certain exhibits. The amount of exhibition space, however, is restricted. Only the first and second floors in the Terminal's north wing and perhaps the second floor of the south wing are usable for any extensive interior museum exhibitions. Of the many suggestions made to the Commission, that of the New Jersey State Fire Museum Commission to have the Terminal house about 12,000 square feet of exhibitions of fire fighting equipment appears to be most attractive and best suited to the facility. Other smaller exhibits may also be housed, but most space is not heated and therefore is not suitable for year-round use. An analysis of the space available follows:

<u>Location</u>	<u>Area Involved</u>	<u>Possible Uses</u>
CNJ Terminal First floor center	7,400 square feet	This would include reception area, as well as possible small exhibits area
CNJ Terminal First floor South wing	5,100 square feet	This was formerly the kitchen and dining area and would be appropriate for a restaurant
CNJ Terminal First floor North wing	6,150 square feet	Appropriate for exhibits
CNJ Terminal Second level North wing	5,700 square feet	Area appropriate for small exhibits (not a high, live floor load area)
CNJ Terminal Second level South wing	5,600 square feet	Area appropriate for small exhibits (not a high, live floor load area)
CNJ Terminal Third level	6,200 square feet	Not usable for public exhibits without substantial structural reinforcement and additional construction
Lower ferry concourse	11,500 square feet	This is exterior space and could be used for outdoor exhibitions. The possibility remains of enclosing this area at some future time, thereby making it usable for permanent exhibitions
Upper ferry concourse	10,000 square feet (This area actually involves 15,000 square feet but present restoration recommendations require that about 1/3 of the area be opened up for better visibility.)	This area, although having a live floor load of 100 pounds per square foot, minimal requirement for public assembly, and therefore appropriate for exhibition space, is subject to exterior temperatures because it is not heated or air conditioned space. Present restoration plans do not call for heating this space and therefore it is not available for exhibitons unless additional expenses are incurred.

Ferry house  
Second floor  
(Enclosed areas  
between the  
ferry slips)

11,500 square feet

This interior space is in small units and although not appropriate for large exhibitions, might be utilized in some manner for small exhibits.

Train sheds

300,000 square feet

This is outdoor space. The designation of the Terminal and Ferry House and Train Sheds as a national landmark would appear to obviate the possibility of enclosing this space. Still, in its present condition, the train sheds could be utilized for a farmer's market and/or craft center.

Ferry Service. Liberty State Park, because of its close proximity to the Statue of Liberty and Ellis Island, is a natural location for direct ferry service to both monuments. The Commission strongly recommends that the federal government continue on a full-time basis its experimental ferry service to the Statue of Liberty and Ellis Island and examine the possibility of ferry linkage to Gateway National Park and other points in New York Harbor. The State Department of Environmental Protection should provide services for the expected influx of tourists who will use Liberty State Park as an entrance way to the national monuments. These services should include restaurants, shelter areas, rest rooms, shops, and adequate parking facilities that will not impact on the green area of the park. The interface between the ferry service and the park should be designed in such a manner to induce out-of-state visitors to explore the park and its component recreational and educational facilities. The ambiance of the entire park, not just the ferry departure point, should generate a favorable reflection upon New Jersey.

## Phase Two Facilities

Petting Zoo. At some later date, a petting zoo (perhaps in conjunction with the Agricultural Center) would be appropriate and appreciated in this urban setting.

Boating. An inland body of water, either the serpentine watercourse presently planned or a less ambitious pond, would make available boating, canoeing, and perhaps model boat sailing in future years.

Conference Center. The Commission also feels that a state-controlled conference center, with facilities for transient overnight guest, would be appropriate for the park at some later date. The conference center might be located near the present industrial park. The location of the conference center at this point, close to the water and in proximity to New York Harbor, allowing appreciation of the scenic views, could be a high revenue-producing agent for the park. Accessibility by helicopter and/or motor launch from New York City for day meetings would help make this one of the most sought-after conference spots in the region.

Science and Technology Museum and Trade Mart. The Commission also feels that at some later date, a Science and Technology Museum of the type exemplified by the Chicago Museum of Science and Industry, the Franklin Institute in Philadelphia, and the Boston Science Museum could be located in Liberty State Park. In connection with this activity, a national trade mart could be developed to display the wares --

agricultural and industrial -- of this nation on the broadest possible base. This national trade mart would bring revenue to the park by affording rental space to manufacturers who would display their wares for sale abroad. This trade mart could be founded on the successful craft center established in an earlier stage of the park development. Although the museum may be a project separate and apart from the park, its sponsorship by local industrial firms, engineering and technical schools in New Jersey, and a temporary home at an early stage in the no longer used Navy Reserve Center located within the Liberty State Park taking line, could ensure achievement of a reputable facility in the not-too-distant future..

#### Other Projects

There were a number of projects suggested to the Commission which the Commission felt either might not be appropriate for Liberty State Park or might be more appropriate for other locations in the New York Harbor. A few of these deserve comment.

Battleship New Jersey. One such project was the berthing of the Battleship New Jersey. The Battleship New Jersey draws 38 feet and would need a 43-foot channel for it to be berthed near Liberty State Park. The depth of the water near Liberty State Park ranges from 4 or 5 feet to as much as 23 feet. Substantial dredging would be necessary to accommodate the battleship. We understand that Hoboken has indicated its desire to have the Battleship New Jersey berthed at a pier in Hoboken where the depth is 45 feet. It would appear that further consideration and determination by the U.S.S. New Jersey Battleship Commission would be appropriate.

Seaport Museum. Another suggestion was a seaport museum. The Commission believes the existence of the South Street Seaport Museum in New York adequately fills the regional public's desire for this type of facility and that there is no need to duplicate this facility at Liberty State Park.

Ballfields and Ballcourts. Based upon conversations with Jersey City Mayor Thomas F. X. Smith, the Commission has determined that there is no need to construct baseball, football, or soccer fields or basketball, handball, or tennis courts in Liberty State Park in order to meet the needs of the neighboring urban population. Jersey City owns land north of Liberty State Park which is quite appropriate to meet this need. This redevelopment land, moreover, has been found by engineers as not easily developable for high-rise structures. It is filled-in land and borings have been taken to a depth as much as 120 feet without reaching bedrock. This land is an unattractive and uninviting wasteland between the Van Vorst neighborhood and the park. The separation of the neighborhood from the park is not total and care should be taken at the city level to ensure that future development on this site does not create a barrier nor impair direct pedestrian access to the park. Specifically, the opportunity exists to create both an extension of the park and a pedestrian entrance, and thereby physically and visually link these neighborhoods to Liberty State Park through the development of parks and playgrounds to serve local residents on the redevelopment site. In this way, it would be possible to walk, jog, bicycle, etc. from the local neighborhoods along a park

path to Liberty State Park or vice versa. Therefore, it is the Commission's recommendation that this redevelopment land be used by Jersey City for additional baseball, basketball, football, soccer, handball, and tennis facilities for Jersey City residents. State Green Acres Development Funds for local parks may be available for construction of these facilities. Federal community development revenue-sharing discretionary grants might be another source of financing these neighborhood facilities. Of course, this should not foreclose the State from constructing ballfields or ball courts within Liberty State Park to meet regional recreational needs of those people using the park.

Community Gardens. The same redevelopment land owned by Jersey City would also be appropriate for community gardens for residents of Jersey City. Such a project would be commendable and demand comparatively little initial capital outlay. However, the potential for having some community gardens within the Agricultural Center does exist.

## TRANSPORTATION, ACCESS, PARKING, AND CIRCULATION

The Commission believes that the highest priority should be given to the prompt development of plans for external access to, and the internal movement of people within, the park.

### Transportation and Access

Pedestrian and Vehicular. The benefits of the park are quite directly related to its accessibility. Ease of access is equally important to the neighboring residential areas, to the people of Hudson County who need the green open space, to the people from the rest of New Jersey, the metropolitan area, the rest of the country, and, indeed, the rest of the world, who may want to enjoy the unique situation and attractions of Liberty State Park.

The access to Liberty State Park will have to be improved to accommodate the desires and needs of the public in regard to participation in the recreational facilities and public facilities planned for the park. From the north people should be able to travel to the park by foot or bicycle from the Paulus Hook and Van Vorst areas and from the Exchange Place and Grove Street stations of the PATH tubes. This would be facilitated by a pedestrian bridge at Washington Street over the Tidewater Basin. A walkway along the waterfront from Exchange Place to the Tidewater Basin is also suggested.

Vehicular traffic could approach the park from the north and west over an extension of Jersey Avenue. Jersey Avenue, when extended and modified southerly to what is presently Phillip Street and Burma Road,

could connect with planned Route 169, which is already under construction and presently terminates at the southwest corner of Liberty State Park near Exit 14B of the New Jersey Turnpike Extension. This major north-south route would facilitate vehicular traffic to the park from the southern communities of Bayonne and Elizabeth.

Access to the park from the west presently exists only at the northern and southern extremes of the park: Johnston Avenue at the northerly end of the park and Wolf Drive as the extension of Bayview Avenue at the southerly end of the park. A natural intermediate westerly approach to the park would be Communipaw Avenue. Communipaw Avenue begins in Newark as Raymond Boulevard and traverses the Newark/Kearny/Jersey City area, being known as Communipaw Avenue in Jersey City, and stops at present at the New Jersey Turnpike Extension at the park. It then continues on the park side of the Turnpike. A bridge over the railroad cut below the Turnpike would open the park to vehicular traffic from the west to the middle of the park. This approach would serve as a natural bus route from Newark, the major population center in northern New Jersey.

Ingress and egress from the New Jersey Turnpike is not adequate. The Turnpike exit serving the Liberty State Park area is at Bayview (Exit 14B). This exit was designed primarily to serve areas to the west of the Turnpike. In addition, the road east of the Turnpike (Wolf Drive) and the current entry to Liberty State Park is potentially an industrial highway. Proposed Route 169 would have its northern terminus at Wolf Drive at a point just east of the Turnpike and south

of Liberty Industrial Park. Route 169 would also serve parts of the Greenville Yards and Caven Point areas to the south. In addition to industrial truck traffic, rail spurs run along and across Wolf Drive in the vicinity of Liberty Industrial Park. These features detract from the usefulness and desirability of Wolf Drive as the primary access to Liberty State Park. Accordingly, it is recommended that a new access way to the site from the New Jersey Turnpike be constructed north of Liberty Industrial Park so that an attractive, more functional primary access to Liberty State Park be possible. The proposed entry could connect with the Communipaw Avenue extension recommended above to provide excellent access and visibility to the center of the park.

The recommended access routes to Liberty State Park are shown on Exhibit L.

Mass Transportation. It is recognized that a certain number of visitors will always come to the park by private automobile. However, the Commission believes that it would be preferable if most visitors were encouraged to come to the park by public transit. There are at least three important reasons for this: First, parking areas can be provided only at the expense of open green park space, and no more of the park should be paved than necessary. The second is the likelihood that gasoline will become increasingly scarce and expensive in the years to come. Third, extensive use of gasoline-powered autos will add to the pollution of this already suffering area. Responsible planning in a dense urban area calls for maximum feasible use of mass transit facilities.

The existing PATH line, with its station at Exchange Place, and the proposed light rail transit line between Bayonne and Journal Square, present possibilities for mass transit that should be pursued and acted upon immediately. A station at Communipaw Avenue would provide additional access to the center of the park. At a minimum, there should be a station at Johnston Avenue in order to provide access at least to the northerly end of the park. Construction of a branch of the Bayonne-Journal Square line into the park to the CNJ Terminal should also be seriously considered.

Both regular bus service (especially from the portions of Hudson County lying north of the PATH line) and facilities for chartered buses should be provided.

### Parking Considerations

Parking Nodes. A number of recreational activities have been suggested for the park, many of which will require provisions for parking. Many of these activities will occur in nodes of varying size. Parking should be developed around these activities and phased with them. Dispersion of parking areas so they are physically related to activity locations will provide a functional system tied in with an overall traffic plan which minimizes the impact of traffic on the green space of the park. The size of parking areas should take into account the visitors who will arrive by other means, such as mass transit.

Internal Movement System. In order to minimize the number and size of parking nodes within the park, there must be a system for the internal movement of people within and around the park. The sheer size of the park eliminates pedestrian travel as the only means of internal transportation. The use of private automobiles within the park should be discouraged. The "people-mover" may be a monorail, trollies, trains on rails, rubber-tired "trains" on paved roads, or ordinary buses. For now, however, it is important to recognize that there must be a system of internal movement, that it be integrated with the system and points of external access, and that its development must be an integral part of the planning of the park.

Special Events. Large paved parking lots within the park in areas removed from activities should be avoided. A "people-mover" plan should be developed for major events whereby visitors can leave vehicles at locations outside the park and have shuttle service into the park. Substantial parking capacity may be constructed under the Turnpike Extension.

Internal Roadways. In addition to a system for the peak period internal movement of park visitors, it is recognized that there must be some roads for public usage prior to the establishment of a "people-mover" system, for non-peak visitation periods, internal operation, maintenance, and servicing of the park and its facilities. Parking off such roads should be limited.

### Planning Recommendation

The Commission believes that the park cannot be rationally planned unless and until the system of external access and internal movement has been determined.

Before any park development plans can be considered complete, thorough investigation of existing and future linkages with PATH, the Turnpike Extension, the Route 169 Extension proposal, and the Jersey City (Journal Square) to Bayonne light rail transit line proposed for the existing Jersey Central right-of-way adjacent to, and west of the Turnpike Extension, should be completed. Accordingly, the Commission recommends that the Governor forthwith direct the Department of Transportation, as a matter of the most urgent priority, and in consultation with the DEP, to make the necessary decisions and take the necessary actions to provide a public system of access to Liberty State Park by other than private automobiles.

## FINANCING CAPITAL IMPROVEMENTS

### Commission's Approach

From its very beginning, the Commission was aware that one of its most important functions was to determine sources available to meet the capital costs of the development of the park. The Governor directed the Commission to "fully consider the feasibility of developing a park which utilizes private investment to enhance the potential of the park and the redevelopment of adjacent areas." The matter of financing the park must be considered in a development time frame; thus, certain financing avenues would be appropriate for extremely long term development while other financing alternatives would have to be explored for short term development of the park. In any event, the development of the park would appear to be a multi-year project, for the site preparation, harbor cleanup, and other tasks involved would require a lengthy development period, even if total financing were immediately available.

The preliminary Master Plan for the park, which existed at the time the Commission was created, called for full development of the park by 1985, necessitating an exploration of rather short term and total financing techniques.

In the opinion of the Commission, the magnitude of the financing required to implement this plan made the issuance of a single bond issue for Liberty State Park development politically infeasible and a one-time massive federal grant, impractical.

A method explored by the Commission was the issuance of revenue-producing bonds by the State, or an agency specifically created by the State, the payment of which would be specifically linked to funds generated by revenue-producing activities in the park. The feasibility of bringing private investment into some area of the park, either for commercial recreation or projects unrelated to recreational facilities which would generate such revenue, had to be fully examined. With the aid of its two consultant teams, R/UDAT and ULI, the Commission explored the idea of leasing some of the land to private developers and using the revenue therefrom to repay the bonds. To maximize the revenue-generating possibilities, the Commission broadened its area of study to include Caven Point, presently owned by the federal government and Jersey City, located adjacent to the southern boundary of Liberty State Park and the Greenville Yards, presently owned by the Penn Central Railroad, located directly south of Caven Point and the Jersey City Redevelopment Area, presently owned by Jersey City, located directly north of Liberty State Park. The Commission explored the possibility of somehow incorporating all these areas under one administration so that revenue produced by private investment in one area could be used to offset the capital costs of the recreational facilities in another area.

The results of the two fast track land use studies by the two consultant teams and the Commission's own exploration of these problems through public hearings and interviews with concerned experts in this field are listed and elaborated upon below:

1. Caven Point, consisting of the cove, the beach, marshland, wetlands, pier, and the available federal land should be obtained and incorporated into Liberty State Park as a recreational area.

2. Large-scale commercial recreation in the form of a theme park is not appropriate for any of the areas studied.

3. Development of residential, commercial, industrial, or office projects, which are not directly related to recreational or leisure time activities, is not appropriate for any area of Liberty State Park. Further, the State should examine the impact of the presently existing Liberty Industrial Park on proposed recreational developments and consider studying the possible relocation of the industrial park.

4. The sea wall, inland watercourse, and landfill designs of the present Master Plan and possible alternatives should be reconsidered by the DEP and the resulting determination explained to the public in terms of cost, timing, design, and environmental impact criteria.

5. The development of the park should be financed over a long term time frame, gradually, with primary dependence on federal and state funding, together with coordinated efforts to elicit contributions from corporations and private foundations for specific facilities.

#### Caven Point

The Commission found a great deal of public support for the annexing of Caven Point to Liberty State Park and treating the area as one recreational area. Caven Point is defined as Caven Point Cove,

the beach, marshland, wetlands, pier, and the land owned by the federal government. The natural wildlife preservation contained on this wetland area, its proximity to Liberty State Park, and its isolation from normal public use of Liberty State Park facilities, all combine to present to the State a rare opportunity of preserving picturesque natural waterfront for the educational and recreational needs of its citizens. The Commission understands that the federal government is willing to dispose of the Caven Point land it presently occupies which could be made available at little or no cost to the State of New Jersey, on condition that the land was to be used for recreational purposes. Acquisition of the waterfront land owned by Jersey City would relieve Jersey City of land which is not readily capable of development considering environmental, political, and economic obstacles.

#### Theme Park

In its search for revenue-producing activities which would be used to repay bonds, the Commission first considered large-scale commercial recreation because this type of activity was felt to be more compatible with a state park than any of the other revenue-producing projects presented. The Commission considered two possible locations for such an activity: the back acreage of Liberty State Park and the Greenville Yards. The term "theme park" may mean different things to different people. In this region, it is most often associated with Great Adventure in Jackson, New Jersey or Jungle Habitat, which was formerly located in West Milford, New Jersey. Disney World is conceded to be the largest and most successful of all theme parks, but there does exist across the

country numerous successful theme parks built on a scale much smaller than Disney World. For the Commission's purposes, the term "theme park" was used to denote any large scale commercial recreational park which included exhibits, amusements, amusement rides, educational rides, restaurants, entertainment, etc., no matter the type or style of the "overriding theme." A number of ideas and proposals were presented to the Commission along these lines. However, the Commission has concluded (and this conclusion is supported by its consultants) that a theme park is not appropriate for either of the tracts of land considered in terms of land use, public acceptance, or revenue generation for the following reasons:

1. The amount of land area required for a theme park to have a full impact on the market is about 250 acres. Only 135 acres of land are currently available at the Greenville Yards. The shape of that area is unsuitable and the cost of filling to create additional land would be excessive.

2. Either of these tracts of land would require substantial site preparation to make it suitable for a theme park. The excessive costs connected with site improvement is deemed uneconomical to justify a theme park at either location. While the land is level, contemporary theme parks are usually found on well-treed sites with excellent soil conditions to support the heavy landscaping of the theme park and to screen those elements of the theme park that are unattractive. To bring either site to this state would require additional unsupportable capital outlays.

3. Surrounding land uses to the north, west, and south are lacking in compatibility.

4. Because of the high inflow of traveling population into a theme park, expensive access highway provisions would have to be made, further aggravating the problem of capital outlays.

5. Modern theme parks are most successful when somewhat removed from city core and congested areas, as opposed to traditional parks such as Coney Island and the former Palisades Park, whose successful economic existence has been superceded with modern parks where the emphasis is on escape from the crowded urban areas.

6. Great local citizen opposition exists to having a theme park in their "backyard" which would subject the neighboring areas to traffic and peripheral development of doubtful acceptability.

#### Private Development Not Related to Recreational Activities

The Commission next explored the possibility that large-scale private development of the back acreage of Liberty State Park might produce sufficient revenue through the utilization of a lease of the acreage to private developers who would pay rent for the use of the land. It was felt that if a development could be found which was compatible in design with the park atmosphere and which produced sufficient revenue to repay bonds issued by the State for park construction, the utilization of a number of acres of land owned by the State for this purpose would have to be seriously considered.

Liberty State Park and adjacent land have locational advantages which suggest potential accommodation of certain types of land uses. These advantages are:

1. The site is located in the middle of the metropolitan New York-New Jersey region, which has an extremely large population base.
2. The site is near the largest containerport in the East.
3. The site could easily have good rail facilities.
4. The site is near the largest airport in the State.
5. Regional accessibility, afforded by the spur of the New Jersey Turnpike, and the potential of the site for good Turnpike access is excellent.
6. The size and shape of the tracts of land potentially available are conducive to development.
7. A favorable physical environment will be created by the presence of the Liberty State Park on the waterfront.
8. There is an obvious scarcity of large tracts of land with waterfront proximity throughout the metropolitan region.

The positive character of these locational assets of the Liberty State Park area are either greatly diminished or, in certain cases, completely negated by the following factors:

1. There exists an adverse image of the adjacent urbanized

areas, both in terms of quality, economic characteristics, and lack of growth.

2. Local access to the site for heavy use is inadequate, in spite of the fact that regional access is excellent.

3. Competitive sites and locations are available elsewhere, including downtown Jersey City, downtown Newark, the Meadowlands, and other urbanized locations throughout Hudson County and the State of New Jersey.

4. Subsoil conditions in certain areas could require substantial capital outlays to bring the land to a buildable condition.

5. The acute shortage of accessible open space for recreational purposes in Jersey City, and in Hudson County generally, dictates a public policy aimed at maximizing the amount of open space in public ownership.

6. A very impressive desire was expressed by the local public to reserve the entire area of Liberty State Park as a green open space, free from encroachment of income-producing elements.

7. The physical incompatibility of intensive revenue-generating projects unrelated to recreational activities with park development cannot be underestimated; the effect of the existing Liberty Industrial Park is an example, at a modest scale, of the potential compatibility problems that could result.

8. Development of the back acreage for revenue-generating purposes would permanently preclude beneficial establishment of park-like linkages with the bordering residential neighborhoods.

9. The apparent necessity to perform certain physical functions, such as relocation or extension of utility and sewerage lines crossing the property, would delay any significant development. (For example, completion of the extension of the present sewerage lines is not anticipated for five years.)

After the Commission fully considered the attitudes of the public, the problems such development would generate regarding the park's relationship with neighboring residential areas, and the economic feasibility of such development producing the sought-after revenue, it was the conclusion of the Commission (which was supported by the views of both consulting teams) that although there may be some private development of industrial, office, residential, or commercial real estate projects which would be economically feasible for the back areas of the park in that there presently exists, or will in the near term, a market potential in which a development would result in a satisfactory return to a capital investor and provide local employment opportunities and tax revenue, no such projects would produce revenues to offset the capital costs of the development of the park in sufficient quantities to justify the sacrifice of park land.

### Relationship of Existing Industrial Park

The Commission is very much concerned about the negative impact that the presently existing Liberty Industrial Park has on the enjoyment of, and access to, the existing park and on future development of bordering recreational facilities. The present and future relationship of Liberty Industrial Park to the park development should be examined and possible relocation of the industrial park should be considered by the State in connection with some future phase of park development.

### Reconsideration of Park Design

While the Commission recognizes that the harborfront sea wall and the interior serpentine waterway are major elements in the design of the park Master Plan, it is also cognizant of the relatively large costs of building these components. The estimated construction costs of the sea wall is \$30,000,000 and the inland waterway approximately \$7,000,000. This represents a major portion of the total cost of park development. The Commission recommends that prior to the issuance of a commitment to construct either facility, the Department prepare a public report on the design and construction alternatives to both components. The report should include the relative costs of design alternatives and their impact on park design and usage. The Commission recommends that the report compare the estimated costs of repairing or replacing the existing bulkheads and the costs of maintaining them with the cost of the proposed sea wall and with the costs of alternative designs that utilize less fill. The effect of phasing the construction of these developments on the proposed recreational

facilities should also be evaluated.

The report should also indicate the alternatives to construction of the inland watercourse, including reduction of the size of the proposed waterway and utilization of a conventional storm drainage system.

This recommendation does not reflect a decision for or against the existing design but rather an acknowledgement that the Commission had insufficient information upon which to make a decision which would override stated design considerations. The Commission did not have the time, technical expertise, or funding necessary for an exhaustive re-examination of the preliminary Master Plan, nor was such a study considered opportune in view of the fact that the Master Plan was undergoing continual evaluation by the DEP throughout the life of this Commission. However, although we are mindful of the design motivation to create a strikingly attractive visual configuration of the park, we believe that in the face of the region's immediate need for recreational facilities and the lack of availability of immediate massive funding, a document outlining the design alternatives and development considerations would be in the public's interest and would consolidate public support behind the selected alternative.

#### Long Term Approach

The results of this study, coupled with the feeling of the public made obvious throughout our public hearings that a development period

longer than that envisioned by the preliminary Master Plan was acceptable, forced the Commission to turn its attention to possible long term financing techniques through funding from the federal government, possible state funds, and smaller grants from private foundations.

Federal Funding. The Commission has reviewed all possible federal programs which might provide direct funds for the capital construction costs of Liberty State Park. These range from multi-million dollar block grants to narrowly-designed programs for specific activities. Attached hereto as Exhibit I is a copy of the federal programs which the Commission believes are relevant and should be explored for further financial support for Liberty State Park. It is the Commission's conclusion, however, that federal funds in the range of \$1 to \$3 million per year can be expected to be made available for park development over the next few years. In the immediate future, these funds would, in all probability, be obtained in equal amounts from the harbor cleanup program, from the Bureau of Outdoor Recreation, and from public works funds from the Economic Development Administration.

In future years other federal programs may become available. For example, the federal government has two programs which may, if approved, become a source of major funding for Liberty State Park. These two programs are not embraced in Exhibit I as neither has as yet been enacted by Congress.

The first of these programs is a Model Urban Parks Program which is now being explored by both the Department of Housing and Urban

Development and the Department of the Interior. If Liberty State Park is made a "model urban park," it would be eligible for an amount of funding which should be sufficient for its development in a reasonable range of time.

Another program which is a possibility is one which the Department of the Interior is now exploring involving the rehabilitation of Ellis Island. If Liberty State Park could be viewed by the federal government as the take-off point or entrance way to Ellis Island, it might qualify for funds in order to develop it in conjunction with the Ellis Island project.

Another source of funds is the National Historic Preservation Fund, which could be used to fund part of the rehabilitation of the CNJ Terminal which has been designated as a national landmark.

State Funds. The Commission believes that continued Green Acres funding would be sufficient to provide funds for continuing the development of Liberty State Park at about the same rate as has been enjoyed since the first funds for development were obtained from the Bicentennial Commission. Of the \$200 million Green Acres bond issue originally approved by the public, \$100 million was set aside for local and community parks and \$100 million for state-developed parks. The \$100 million for state-developed parks was divided equally between acquisition funds and development funds. These state funds are almost completely exhausted, but the local and community funds have about \$30 million remaining. It is suggested, first, that future Green Acres

bond issues need not be divided equally between state and local and community funds. Perhaps a 75:25 ratio would be sufficient. Second, considering that a good deal of acquisition of park land has already been accomplished by the State, it is felt that a 50:50 ratio for park acquisition and development funds is also inappropriate for future Green Acres bond issues. Perhaps again, a 75:25 ratio would be appropriate. In such a manner, if a Green Acres bond issue of another \$200 million were to be proposed over the next few years, the amount of funds for development of state parks could be in excess of \$100 million. Accordingly, a substantial portion of funds could and should be anticipated for the development of Liberty State Park. The Commission has spoken with the Capital Budgeting Needs Commission staff and has determined that economically New Jersey would be able to absorb an additional Green Acres bond issue of significant size in the next few years.

Contributions from Private Foundations and Corporations. There are over 3,000 private foundations in the United States which provide funds for a variety of social, religious, and civic purposes. A small portion of these foundations offer grants for conservation, ecology, recreation, and community development. Only a small number of these foundations give grants for capital construction.

The Commission's survey of potential foundation support was concentrated on those foundations that during the past year have issued substantial grants (over \$50,000) for capital construction. Exhibit J indicates the foundations that meet this criteria.

Our preliminary contacts with staff members of foundations reveals that the prospects are fairly bleak for obtaining substantial funding from any one or group of foundations for the general construction of the park.

Certain aspects of the project may interest one or more foundations such as a Science and Technology Museum, the Agricultural Center, etc. However, our preliminary contact with foundation officials have indicated that capital costs of the park would not have a high priority with most foundations.

Moreover, our research does not indicate that corporations would be a realistic source of funds either. In order for corporations to participate in this process to any extent, they will have to be given a specific task and a specific request for funds with a realistic indication of how a particular facility or activity to be funded fits into the corporation's image or marketing strategy. Defining the task appears to be the responsibility of those guiding the park's development in the future.

We anticipate that a small amount of funds (\$50,000 to \$200,000) can be obtained on a yearly basis if a concentrated staff effort is made to obtain funds from foundations or corporations. The process of obtaining the funds would seem to require high level personal contacts and personal meetings on behalf of the entity guiding the development of Liberty State Park.

Although we do not dismiss the possibility of obtaining a large grant (\$1 million plus) from one or more foundations for a specific element of the park, we cannot forecast this as an annual event or an ongoing funding process from any one foundation. In conclusion, our appraisal of the situation is that it is unrealistic to consider private foundations a major source of park funding.

We should also note that many of the foundations restrict their granting of funds to charitable and tax-exempt organizations, as defined in the Internal Revenue Code. The formation of a private, qualified, charitable organization such as "The Friends of Liberty State Park" would facilitate obtaining funds from these foundations.

## OPERATING FUNDS

### Operating Expenses

The Division of Parks and Forests of the Department of Environmental Protection estimates that a 600-acre green park would entail operating expenditures of some \$500,000 per year. This amount would cover all maintenance and repair, security, and normal operating activities for the park. Operating personnel for such activities as museums and restaurants would, of course, not be included.

### Generating Operating Revenue

Admission and Parking Charges. The Commission recommends that general admission charges not be imposed on the use of Liberty State Park. The Commission recognizes that admission charges are charged in many other state parks but feels that this particular park, because of its urban setting, is distinguishable from the other parks in the State.

The Commission does feel, however, that a parking charge may be imposed which could offset some part of the operating costs. The parking charge should be established in such a manner as to encourage people to use public transportation. Large carloads should also be encouraged. Such an approach would be preferable from an energy conservation point of view as well as an environmental point of view.

Golf Course. An 18-hole golf course would be the only one of its type in the entire Hudson County. Imposition of reasonable charges which will not discourage senior citizens would seem to result in

optimum usage. The golf course itself is estimated by officials in the Division of Parks and Forests to be capable of generating sufficient revenue to offset the operating budget for the entire park.

Recreational Vehicle Park. It is felt that the area between Johnston Avenue and the Tidewater Basin is especially suitable for, at least in the interim development period, a parking area or camping area for recreational vehicles.

A "recreational vehicle park" needs further explanation lest the concept suffer the same negative reaction that other land use proposals have received. A recreation vehicle park is not a trailer park; nor is it a mobile home park where mobile housing is permanently located. Perhaps it is best likened to a contemporary version of a traditional campground found in most of our National Parks and frequently within New Jersey State Parks. However, such facilities at Liberty State Park would have a significantly different design than even the best current examples of recreational vehicle parks. These parks tend to have a camping experience tied to the parking and storage of the recreational vehicle. The tourists with these kinds of vehicles would not view their campsite or parking site at Liberty State Park as being a campground as they would in Colorado or the rural areas of the State of New Jersey. Rather, they would see Liberty State Park as a destination point from which they could jump off and spend three or four days seeing the sights of the region. A limitation on the period of stay could be imposed as such is imposed on other state campgrounds.

Marinas. The operation of marinas directly by the State or on a concession basis by a private concern should produce revenue stemming from charges for mooring small craft at the southern end of the park and larger craft in the Tidewater Basin.

Exhibits. It would appear to be appropriate for some admission charge to be imposed for the exhibit areas located in the CNJ Terminal and ferry house.

Restaurant Facilities. No park is complete without restaurant facilities, and it is felt that sufficient restaurant facilities should be encouraged in Liberty State Park. The ground floor of the CNJ Terminal is conducive to some sort of restaurant. In addition, a floating ferry boat restaurant might be attractive. Certainly restaurants at the southern end near the marina should be considered. Another idea presented was a tower restaurant such as the Space Needle Restaurant in Seattle, Washington. However, the facility should be located and designed so as not to detract from the Statue of Liberty.

Concessions for Fast Food, Snack Shops, and Souvenir Sales. These leased areas can be sources of revenue to the park.

Fees for Activities. Specific recreational activities may generate revenue by imposing fees for participation. Examples of such activities are golf, tennis, platform tennis, etc.

Phase Two Activities. Facilities recommended for a later stage of

development of the park such as the Science and Technology Museum, a petting zoo, and boating would all be facilities which could involve an admission charge. Further, if a trade mart is developed, additional revenue would be generated. It is also anticipated that the conference center could be a profit-making venture for the State at some later date. All these activities will require additional feasibility studies.

In summary, it is felt that sufficient revenue-producing activities, especially the golf course, could be included within Liberty State Park to more than offset the operating expenses of the park. We do not mean to suggest that the fees imposed for these activities must be large enough to offset expenses; indeed, it is felt that minimal charges, or no more than what would be found to be acceptable by the consuming public, would be sufficient to produce this revenue. It should be noted that only 27% of the New Jersey Division of Parks and Forests' operating budget is supported by revenue production from park facilities. Liberty State Park will be unusual in this regard because it could produce 100% of its operating budget.

## IMPLEMENTATION

### Continued Park Development and Citizen Participation

The Commission wishes to take this opportunity to commend Colonel Jerome J. McCabe, DEP Capital Improvements Coordinator, for his tireless efforts in expediting park construction and dedicating himself to the development of Liberty State Park. Testimony presented to the Commission underscores the public's awareness of the Department's commitment to develop a first-class urban park.

However, we have observed that the process of developing the preliminary design of the park Master Plan did not have the benefit of public input. It was not until the Governor authorized this Commission to receive public comment that the public had been provided with a forum in which to express its opinions regarding the plans for Liberty State Park.

The success or failure of any park planning effort depends heavily on the process used. The issues and complexities related to the development of Liberty State Park are many. In order to address them in a meaningful and productive manner, the future planning effort must involve a full range of input from many groups and individuals. The planning process is interactive, requiring the continual and constructive involvement of diverse interest groups; the design process is iterative, requiring successive reviews and alternatives generated from the design process. To facilitate the design and development process, the State must identify a focal point for the presentation of opinions regarding the use and development of the park area. In addition, because of the magnitude and potential impact of this project, it has the extraordinary responsibility of filling the role of coordinator of public activities by state and local

agencies, regional planning groups, community groups, private developers and special interest groups that will impact on the park. The Commission believes that all citizens should be given an opportunity to express their concerns regarding park development at periodic public hearings or in writing if they desire. It would also be valuable to solicit input and give information in other forms: newsletters, workshops, presentation of plans to various groups, encouraging special interest groups to develop plans for areas. This public planning approach reflects favorably on the State. (See WNBC editorial attached as Exhibit M.)

Because the development of Liberty State Park is an emotional issue for many people, it cannot be emphasized strongly enough that the State should try to clearly explain proposals for the park so as to be easily understood by all interested parties. For example, the development of models to give substance to ideas is often much more useful than plans on paper. In short, there presently exists a lack of communication between the designers of the park and the potential users of the park with the accompanying risk that proposals may be misunderstood and therefore rejected not on their merits, but for extraneous reasons.

Liberty State Park Commission. Future park planning requires a structured forum for citizen input and for interdepartmental feedback. A planning structure must be developed in the DEP that is capable of both integrating the activities of all levels of government and of the community at large, as well as coordinating planning and implementation activities which require the dovetailing of decisions, actions, and funding from many agencies of government. The Commission recommends that the Governor establish a "Liberty State Park Commission" to work with the DEP and to review and approve all future modifications of the park Master Plan, special studies and specific construction proposals for park development.

The nonpartisan commission could be composed of the Commissioner of the Department of Environmental Protection and representatives of other state agencies whose activities impact on the park, and a number of other citizens appointed by the Governor. The Governor should attempt to structure these appointments in such a manner that the proper balance of the various park constituencies could be achieved. The Commission could be responsible for reviewing and approving major implementation activities related to the physical development of the park, and coordinating and supporting activities by citizens' groups to promote and preserve the park. In conjunction with the DEP it could apply for and receive federal funds. The Commission could conduct public hearings and special studies. The appropriate units in the DEP could still have the overall responsibility for maintenance, operation, and construction of park improvements. However, all plans would be submitted to the Commission for public discussion and approval. The Liberty State Park Commission would be an attempt to structure within the DEP a broad range discussion and planning group whose focus would be solely on the development of the park.

"Friends of Liberty State Park". The Commission also recommends the establishment by citizens concerned with future planning and development of Liberty State Park of a nonprofit, non-governmental, tax-exempt, qualified organization to be known, perhaps, as "Friends of Liberty State Park." This organization which would have a statewide constituency could channel public attitudes to future park planners and regional

planners. In addition, the existence of such an entity could facilitate obtaining grants to benefit the park from private foundations and corporations. Interested citizens organized in this manner could be a very beneficial aid to the state entities having direct responsibility for planning and development of the park. A properly organized group representing a large state-wide constituency could effectively garner public support for the passage of a state bond issue for urban parks which would provide for an adequate level of financing for Liberty State Park.

#### Regional Long-Term Planning

The Commission finds a definite need to relate planning of the Liberty State Park to a wider area along the waterfront including as a minimum, Caven Point, the Penn Central Greenville Yards, and the Jersey City Redevelopment Area. We have seen that if a comprehensive plan was developed for the entire New Jersey harbor front, unnecessary duplication of harbor efforts could be avoided. Past and present history suggests a piecemeal, and therefore ineffective, response to planning needs in this region. The lower Hudson is, visually, a single zone. Anything added or taken away affects the whole. Conflicts in design and appearance are inevitable if random development continues or if massive new construction takes place without an overall effort to relate the projects to each other and to the whole. For example, wasted time, money, and efforts have resulted from both Hoboken and Jersey City vying to be the new home of the Battleship New Jersey. Further, plans for the restoration of the Erie Lackawanna Railroad Terminal in Hoboken should be coordinated with the restoration

plans for the CNJ Terminal at Liberty State Park. Until this Commission was formed, there was no liaison between the two planning groups.

In order to encourage development of the surrounding areas in such a way that they will be compatible with the park, the Commission endorses the suggestion of the Waterfront Coalition of Hudson and Bergen Counties, a coalition of twenty-two civic organizations, to establish a regional planning entity. As its purpose, the planning body would be responsible for the protection and reclamation of the water resources and other natural assets of the Hudson region and the Palisades from misuse and pollution; the conservation of the scientific, educational, scenic, recreational, and water resources of the region; the encouragement of the continuation and development of compatible land uses in order to improve the overall environmental and economic position of the area.

Organizationally, the regional planning entity could consist of a council comprised of representatives appointed by the affected municipalities and a citizen advisory body, comprised of representatives from community organizations. The council would have as its responsibilities the study, planning, and implementation functions for a land use plan. The advisory body would be established to advise, evaluate, and approve any plan prior to action by the Council.

The planning entity proposed would have jurisdiction along the waterfront from the George Washington Bridge to the southern tip of Bayonne on the Hudson side, and from Bayonne to the Pulaski Skyway on

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the Hackensack side, excluding Liberty State Park. The regional planning entity would, of course, coordinate its activities with those responsible for development of Liberty State Park.

Of prime importance and of almost immediate significance to this region will be the impact of development of the park upon the neighboring residential areas. Physical improvement of the adjacent urban neighborhoods should be encouraged but there remains a danger of economic spillover from the park which may have negative consequences, such as, real estate speculation and displacement of existing residents. This is most potentially serious in the Van Vorst and Paulus Hook neighborhoods, in which there is some evidence that brownstoning by more affluent households has already begun. At such time as the park is extensively developed, and connections are established between these neighborhoods and activity centers in the park, particularly the terminal area, there could be a notable acceleration in the process of change. The great majority of residents of these two neighborhoods are renters:

Excluding the residents of the large apartment buildings, 74% of the Van Vorst residents and 70% of the Paulus Hook residents are renters. Many of them are senior citizens. They are almost all vulnerable to the effects of sudden property appreciation and the attendant wave of real estate speculation. With proper advance regional planning, it is possible that actions by the City of Jersey City could mitigate the effects of such negative spillovers.

In addition, some coordinated planning would be necessary for areas in this region which would be rehabilitated due to the region

being made more attractive to private investors because of the development of the park. One such possibility is the construction of high-rise residential and office structures west of the Turnpike Extension.

Liberty State Park is already a significant factor in the lives of many people of all ages. In its first year of operation, over 650,000 citizens visited the park. The second summer of operation of the park indicates that attendance has increased 20%. The commission believes that within a short time and at costs within reach of near-term projected funding, sufficient recreational activities can be constructed in the park for its role in the state recreational program to be dramatically reinforced.

LIST OF EXHIBITS

- A. Executive Order Number 53
- B. Members of the Commission
- C. The Commission Staff
- D. Public Meetings of the Commission, Dates and Places
- E. Public Hearings of the Commission, Dates and Places
- F. Organizations and Persons Testifying Before the Commission
- G. Regional Maps
- H. Organization and Persons Contacted for Expert Advice
- I. Federal Assistance Program
- J. Foundations Contacted by the Commission
- K. Location of Facilities
- L. Map of Proposed Public Access to the Park
- M. WNBC Editorial

LIST OF APPENDICES

- I. Master Plan
- II. The R/UDAT Report
- III. The ULI Report
- IV. The Proposal of the N.J. Department of Agriculture
- V. The Bibliography
- VI. Minority Report of Commissioner Boorman

EXECUTIVE ORDER NO. 53

WHEREAS, the development of Liberty State Park presents an opportunity for New Jersey to create a unique urban, environmental, recreational and commercial resource for the citizens of New Jersey and the Nation; and

WHEREAS, the development of Liberty State Park must be based on sound planning and financing consistent with the public interest; and

WHEREAS, the analysis of planning and development alternatives should be undertaken by citizens representing a wide range of interests;

NOW, THEREFORE, I, BRENDAN BYRNE, Governor of the State of New Jersey, by virtue of the authority vested in me by the Constitution and by the statutes of this State, do hereby Order and Direct:

1. There is hereby created a commission to be known as the Liberty State Park Study and Planning Commission (hereinafter referred to as the "Commission") to be appointed by and serve at the pleasure of the Governor. The members of the Commission shall be appointed by the Governor from a broad spectrum of the citizenry of the State. The members shall serve without compensation, but shall be reimbursed for necessary expenses incurred in the performance of their duties subject to the availability of funds therefor.

2. The Governor shall designate a chairman and vice-chairman of the Commission from among the members of the Commission. The chairman shall preside over the meetings and affairs of the Commission and shall create such subcommittee as he deems appropriate to carry out the functions of the Commission. The chairman shall have such further powers and duties as may be conferred upon him by the Governor. In the absence of the chairman, the vice-chairman shall have all the powers and duties of the chairman. The Commission may retain or designate an executive director.

3. (a) The Commission shall conduct a thorough study and investigation of the various alternatives for the planning, design and development of Liberty State Park. In conducting the study, the Commission shall fully consider the following:

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(1) environmental, social and economic impact of the various alternatives;

(2) impact of the various alternatives on existing transportation systems and requisite improvements that the various alternatives will require;

(3) capital costs of the various alternatives;

(4) operating costs of the various alternatives;

(5) sources of funds available for capital and operating costs;

(6) phasing of the development of the various alternatives;

(7) compatibility with concerns of local governments and residents;

and

(8) such other factors as the Commission shall deem relevant.

(b) In conducting its study and investigation, the Commission shall review the reports and studies already prepared or presently being prepared in connection with Liberty State Park. The Commission may conduct such further studies and hire such additional consultants as it shall deem necessary to fulfill its duties hereunder, subject to approval of financing arrangements by the Treasurer and the availability of funds.

(c) In conducting its study and investigation, the Commission shall fully consider the feasibility of developing a park which utilizes private investment to enhance the potential of the Park and the redevelopment of adjacent areas.

4. The Commission shall proceed promptly with its study and investigation and upon completion of its work the Commission shall render to the Governor a full report of its findings and recommendations. Said findings and recommendations shall be made as soon as practicable consistent with the nature of the study and investigation to be undertaken.

5. In order to carry out its functions, the Commission shall conduct public meetings and hearings and solicit information from the public and any other source as it deems appropriate. Notice of public hearings shall be given in such manner as the chairman may direct to provide an opportunity for interested members of the public to be heard.

6. (a) The Commission is authorized to call upon any department, office, division or agency of the State to supply such data, program reports, and other information, personnel or assistance as it deems necessary to discharge its responsibilities under this Order.

(b) Each department, office, division or agency of the State is authorized and directed, to the extent not inconsistent with law, to cooperate with the Commission and to furnish it with such information, personnel and assistance as necessary to accomplish the purposes of this Order.

7. This Order shall take effect immediately.

GIVEN, under my hand and seal this  
13th day of APRIL in the  
year of Our Lord, One  
Thousand Nine Hundred and  
Seventy-seven, of the  
Independence of the United  
States the two hundred and  
first

/s/ Brendan Byrne  
GOVERNOR

(seal)

Exhibit B

MEMBERS OF THE COMMISSION

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John T. Connor, Chairman, is the Chairman of the Board of Directors and Chief Executive Officer of Allied Chemical. A magna cum laude graduate of Syracuse University and of Harvard Law School, he has received 15 honorary degrees as well as many awards including Phi Beta Kappa, New Jersey Business Statesman of the Year, and a Presidential Certificate of Merit. A Marine Corps Captain during World War II, he has served the United States government as Special Assistant to the Secretary of the Navy and later, under President Johnson, as Secretary of Commerce. He is a past president and chief executive officer of Merck & Co., Inc., and is a member of numerous other corporate boards and organizations.

Nicholas C. English, Vice Chairman, is a partner in the Newark law firm of McCarter & English. A graduate of Princeton University and Harvard Law School, he has practiced law since 1937 and during World War II served in the U.S. Naval Reserve. He is a trustee of the Kent Place School in Summit, Life Director of the Newark YMCA, Treasurer of the National Board of YMCA, and member of Board of Managers of the American Bible Society.

Dean K. Boorman is a partner in Boorman and Dorram, Inc., community planning and urban renewal consultants in Totowa. He is a graduate of Princeton University and the Massachusetts Institute of Technology. A licensed Professional Planner in New Jersey, his planning ex-

perience includes developments in New York City, West Virginia, Ohio, Philadelphia, and Scranton, Pennsylvania, as well as municipal planning for over 40 New Jersey communities. His professional affiliations include American Institute of Planners, American Society of Planning Officials, and the National Association of Housing and Redevelopment Officials.

Richard S. Ellwood is Senior Vice President, voting stockholder, and director of White, Weld & Co. Incorporated, international investment bankers headquartered in New York City. A graduate of Princeton University and the Woodrow Wilson School of Public and International Affairs, he is a past vice president of the Morgan Guaranty Trust Company and has extensive experience in real estate, mortgage investments, and pension trusts. He is a former vestryman of Christ Church in Middletown and currently a vestryman of Trinity Parish in New York, Director of the Community YMCA in Red Bank for 11 years, as well as a Trustee of the Rumson Country Day School.

Jon F. Hanson is Chairman of James E. Hanson & Co. and Hanson Development Co. in Hackensack. A Colgate University graduate, he is a realtor, mortgage banker, and developer of industrial and commercial real estate, as well as a licensed insurance broker. He is Chairman of the Borough of Rockleigh Board of Adjustment and Chairman of the Rockleigh Sewerage Authority, and past member of Consistory of the Community Church in Harrington Park.

Donald R. Knab is Senior Vice President in charge of Prudential Insurance Company's real estate investment operations. After serving in the Army infantry in Europe during World War II, he graduated from the University of Cincinnati and was admitted to the Ohio bar. He has served Prudential in various capacities since joining their Real Estate Investment Office in 1947. He is a member of the Board of Directors of the Regional Plan Association and the Advisory Board of New York University Real Estate Institute.

Joseph Lesawyer has served as the Supreme President of the Ukrainian National Association, Inc. (a fraternal life insurance society) since 1961. A graduate of New York University and Army Captain during World War II, he has experience in real estate as a specialist in chain store leasing and shopping center development. His professional and civic affiliations include membership in World Congress of Free Ukrainians, Ukrainian Congress Committee of America, New Jersey Fraternal Congress, Advisory Board to the Coordinator of Ethnic Studies at Jersey City State College, Jersey City Chamber of Commerce, the Jersey City Area Development Council, and the Board of Managers of the Provident Savings Bank.

Helen Manogue is a Program Officer for the N.J. Mortgage Finance Agency and an active environmentalist, founding the Hudson Environmental Coalition in 1972 and co-founding the Hoboken Environment Committee in 1970. A Phi Beta Kappa graduate of Rutgers University,

she has served on various state-wide committees including the New Jersey Solid Waste Advisory Council, State Advisory Committee on Liquefied Natural Gas, the Council on the Future of New Jersey, and the Green Acres Bond Issue Committee. She has headed a water-front study group in Hoboken, served on the Hoboken and Stevens Institute Bicentennial Committees, and was elected to the Board of Directors of the Central New Jersey Lung Association and serves as a Trustee of the Association of New Jersey Environmental Commissions.

Noel S. Musial is a partner in Musial/Guerra AIA, architects-planners in Elizabeth. A graduate of Clemson University, he is a licensed architect in New Jersey, New York, and Pennsylvania, as well as a New Jersey Licensed Professional Planner. He was elected to and is presently a member of the Town Council, Township of Scotch Plains, and is a former mayor of that community. He is also a member of the Scotch Plains Planning Board and the Mayor's Committee for Commercial Development of Elizabeth.

Audrey Zapp is an active environmentalist, the founder and President of the Hudson County Citizens for Clean Air. She is the recipient of the 1976 American Motors Conservation Award and the 1976 New Jersey Audubon Conservation Award. She is Executive Secretary of the Citizens Committee of Hudson County, Executive Board Member of the Jersey City Parents Council, and has served on the state-wide Green Acres Bond Committee, and the Hudson County Friends of Music and Art. She lectures for civic groups on the environment and conducts volunteer projects with high school and college students.

Exhibit C - THE COMMISSION STAFF

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Brian J. Strum, Executive Director of the Commission, is on loan

from the Prudential Insurance Company of America where he was elected Vice President, Real Estate Investments, in 1975 after having served Prudential in various legal posts.. A graduate of Brooklyn College and New York University School of Law, he is a member of the Bar of the States of New York and New Jersey. He is a member of the Association of the Bar of the City of New York where he has served a three year term on the Real Property Law Committee and is serving a three year term on its Housing and Urban Development Committee. He is also an elected member of the Council of the Real Property Probate and Trust Section of the American Bar Association and is a past chairman of the New York State Bar Association Section on Real Property Law. He has authored various articles dealing with real property issues and has been a member of the faculty of New York University's Real Estate Institute.

James A. Sinclair, Associate Executive Director of the Commission is on

leave from his position in the N. J. Department of Community Affairs where he has served as Chief, Bureau of Housing, since 1972. A civil engineering graduate of Widener College and a licensed New Jersey Professional Engineer, he is an urban planner, environmentalist and systems designer. He has authored various articles and technical publications on housing and community development.

Exhibit C - Page 2 - THE COMMISSION STAFF

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Betty Wilson, First Deputy Commissioner of the Department of Environmental Protection, is the Departmental liaison to the Commission. A summa cum laude graduate of Jersey City State College, where she was honored as Outstanding Alumna in 1974, she began her public career in 1971 as the first woman elected to the Berkeley Heights Township Committee. In January 1974 she entered the State Assembly and was elected Majority Whip, becoming the only woman and the only first-term Assemblyperson in the leadership. She was appointed Assistant Commissioner in 1976 and First Deputy Commissioner in 1977. She is the recipient of the 7th Annual Award of the American Civil Liberties Union of New Jersey for "Outstanding Contributions to Civil Liberties" and is a member of the Jersey City State College Development Fund board of directors.

Mary T. Hens, Administrative Assistant, has been assigned on a part-time basis to the Commission from her duties in the Office of the Deputy Commissioner, Department of Environmental Protection. A graduate of Rider College, she has served as personal secretary to and office manager for former Commissioner Bardin in the same Department. She was grants manager for the Fund for the City of New York and office manager of Trenton's community action agency, United Progress.

Exhibit D - PUBLIC MEETINGS OF THE COMMISSION, DATES & PLACES

April 13, 1977	The Governor's Office Trenton
April 16, 1977	Liberty State Park Jersey City
May 5, 1977	Port Authority of NY & NJ World Trade Center New York City
May 25, 1977	Prudential Plaza Newark
June 3, 1977	30 Montgomery Street Jersey City
June 17, 1977	Jersey City State College Jersey City
July 6, 1977	Prudential Plaza Newark
July 27, 1977	30 Montgomery Street Jersey City
September 7, 1977	The Department of Environmental Protection Trenton
October 12, 1977	Prudential Plaza Newark
October 28, 1977	30 Montgomery Street Jersey City
November 17, 1977	The Department of Environmental Protection Trenton
November 22, 1977	30 Montgomery Street Jersey City
December 9, 1977	30 Montgomery Street Jersey City

Exhibit E - PUBLIC HEARINGS OF THE COMMISSION, DATES & PLACES

June 16, 1977	Stevens Institute of Technology Hoboken
June 17, 1977	Jersey City State College Jersey City
July 6, 1977	Prudential Plaza Newark
July 27, 1977	St. Peter's College Jersey City
September 26, 1977	Ferris High School Jersey City
October 7, 1977	St. Peter's College Jersey City
October 24, 1977	St. Peter's College Jersey City
October 25, 1977	Jersey City State College Jersey City
December 5, 1977	St. Peter's College Jersey City

Exhibit F - ORGANIZATIONS AND PERSONS TESTIFYING BEFORE THE COMMISSION

A. Organizations:

N. J. Department of Agriculture  
Appalachian Mountain Club  
American Littoral Society  
Bayonne Against Tanks  
Hudson County Operation UPLIFT (United People Living In Faith Together)  
Citizens Committee of Hudson County  
Jersey City Transportation Planning  
Francis Chevrolet, Irvington  
7th Battalion Veterans Association, USNR  
Ned C. Litwack Associates  
Hudson Alliance for Neighborhood Decisions  
Coalition to Save Liberty State Park  
Jersey City Chamber of Commerce  
Jersey City Museum  
N. J. Fire Engine Museum Advisory Commission  
Battleship New Jersey Historical Museum Society  
Jersey City Environmental Protection Committee  
Children's Television Workshop  
The Historic Paulus Hook Association  
The League for Conservation Legislation  
Save the Palisades Association  
Friends of Music & Art of Hudson County  
Van Vorst Park Association  
Jersey City Parks & Recreation Department  
Polish-American Progress Association

Exhibit F - Page 2 - ORGANIZATIONS AND PERSONS TESTIFYING BEFORE THE COMMISSION

N. J. Historical Commission

Citizens for N. J. Bikeways

Hudson County Office of Cultural and Heritage Affairs

Jersey City Planning Department

St. Paul's Church, Jersey City

Jersey City State College

Jersey City Planning Board

Bayonne Property Owners Association

Lafayette Community Association

All Saints Church, Jersey City

Hudson County Planning Department

Hoboken Environmental Committee

Geo. Sacks Inc.

B. Individuals:

Hon. Philip Alampi, Secretary, N. J. Department of Agriculture

David Atkin, Coastal Programs Coordinator, American Littoral Society

Rachel Budd, Chairman, Bayonne Against Tanks

Walter Chiles, Member, Hudson County Operation UPLIFT

Theodore Conrad, President, Citizens Committee of Hudson County

Carl Feltz, Member of Board of Directors, Citizens Committee of Hudson C

Robert Ferguson, Resident of Jersey City

John Filippelli, Jersey City Transportation Planner

Richard Genser, President, Francis Chevrolet in Irvington

S. Jerome Greenfield, M.D., Resident of Millburn

Emil Karlson, Resident of Bayonne

Exhibit F - Page 3 - ORGANIZATIONS AND PERSONS TESTIFYING BEFORE THE COMMISSION

Hon. Joseph A. LeFante, Member of Congress

Ted Liming, Spokesman, 7th Battalion Veterans Association, USNR

Thomas Mansheim, Corresponding Secretary, Hudson Alliance for Neighborhood

Giselle Mauer, Artist, Resident of Summit

Jesse and Howard Moskowitz, Attorneys at Law, Jersey City

Sonya Moskowitz, President, Friends of Music & Art of Hudson County

Morris Pesin, Chairman, Coalition to Save Liberty State Park and former  
Jersey City Councilman

Robert Ricci, President, Hudson Alliance for Neighborhood Decisions

Greg Riley, Attorney at Law, Plainfield

Ellsworth C. Salisbury, Jr., Executive Vice President, Jersey City  
Chamber of Commerce

Cynthia Sanford, Curator, Jersey City Museum

Michael Shanamian, Resident of Stamford, Connecticut

Michael Sidor, Resident of Jersey City

Hon. Thomas F. X. Smith, Mayor, City of Jersey City

Joseph J. Truncer, Site Selection Committee, N.J. Fire Engine Museum  
Advisory Commission

Allan Wallace, President, Battleship New Jersey Historical Museum Society

Dr. Joseph S. Weisberg, Chairman, Jersey City Environmental Protection  
Committee

Robert G. Sacks, President, Geo. Sacks Inc., Jersey City

Richard Weston, Children's Television Workshop

Joseph Duffy, President, The Historic Paulus Hook Association

Vivian Li, President, League for Conservation Legislation

Harold J. Ruvoldt, Jr., County Attorney, Hudson County

Michael Stefanile, Resident of Jersey City

Joseph Wesley Ziegler, Consultant on the Performing Arts

Exhibit F - Page 4 - ORGANIZATIONS AND PERSONS TESTIFYING BEFORE THE COMMISSION

Sherwood Marlowe, Resident of Jersey City

Bill Beren, Resident of Hoboken

Raymond William, Resident of Jersey City

James Drago, President, Save the Palisades Association and Members of  
Board of Directors, Citizens Committee for Hudson County

Catherine Grimm, Resident of Jersey City

Edith Bauer, Resident of Jersey City

Cynthia Sanford, Curator, Jersey City Museum

Dr. Howard Singer, President, Van Vorst Park Association

Peter Zampella, Acting Director, Jersey City Parks & Recreation Department

Marjorie Westling, First Vice President, Citizens Committee of Hudson County

Edward Warlikowski, Polish-American Progress Association

Grace Edge, Member of Board of Directors, Citizens Committee of Hudson County

Charles K. Robinson, Hudson County Office of Cultural and Heritage Affairs

Louis Ruggiero, Resident of a barge near Liberty State Park

Dennis Enright, Planning Director of Jersey City

Mark Wilner, Executive Board, Hoboken Environmental Committee

Lou Jaffee, N. J. Fire Engine Museum Advisory Commission

Rev. Kevin Ashe, St. Paul's Church, Jersey City

Doris Muller, Professor, Jersey City State College

Ester Zimmer, Resident of Jersey City

Mr. Green, Resident of Jersey City

William L. Domersky, Vice Chairman, Jersey City Planning Board

Dr. Ethel Lawner, Member of Board of Directors, Citizens Committee for  
Hudson County

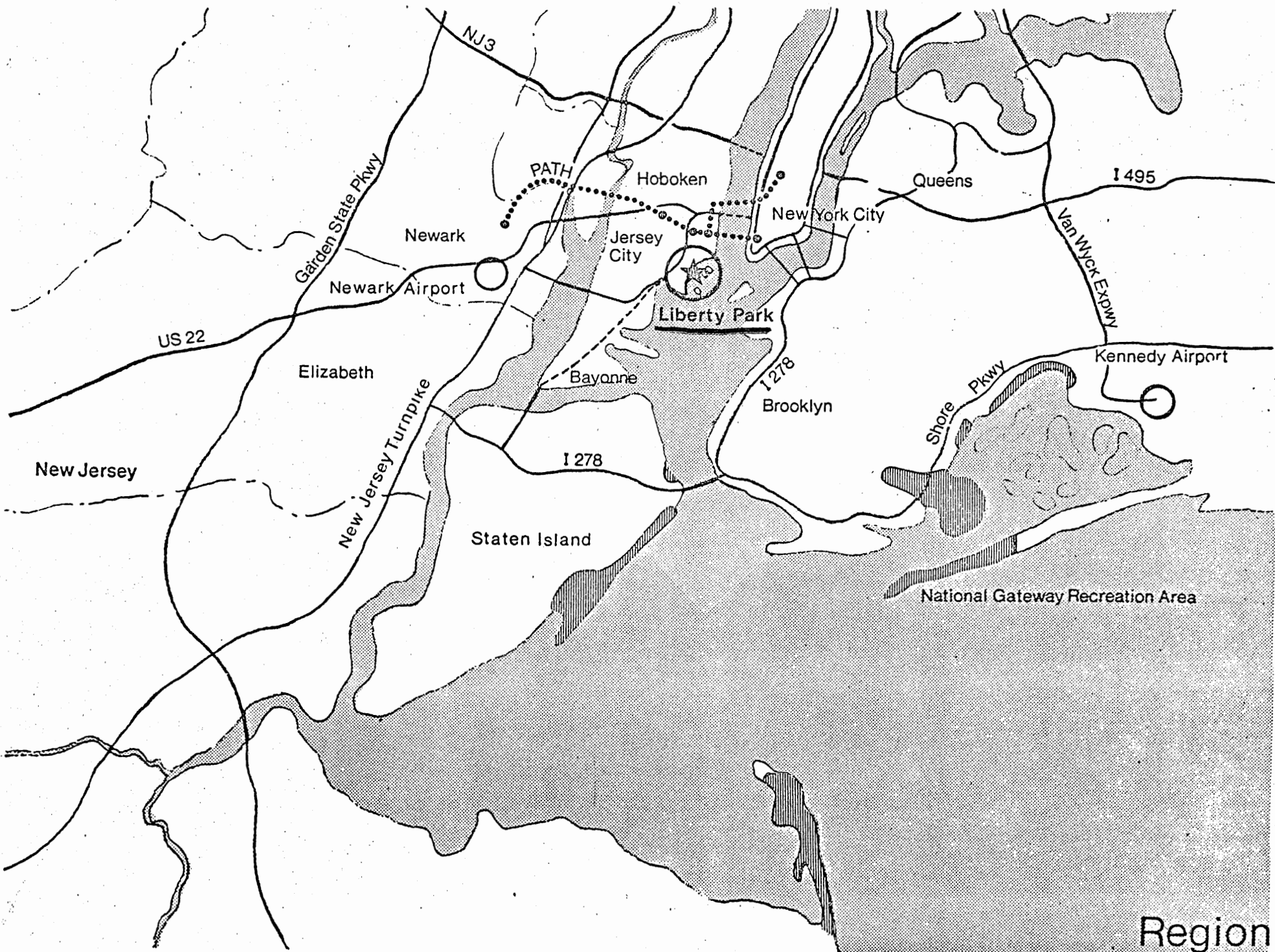
Marjorie Arturrie, Resident of Jersey City

Carmen Madia, Resident of Jersey City

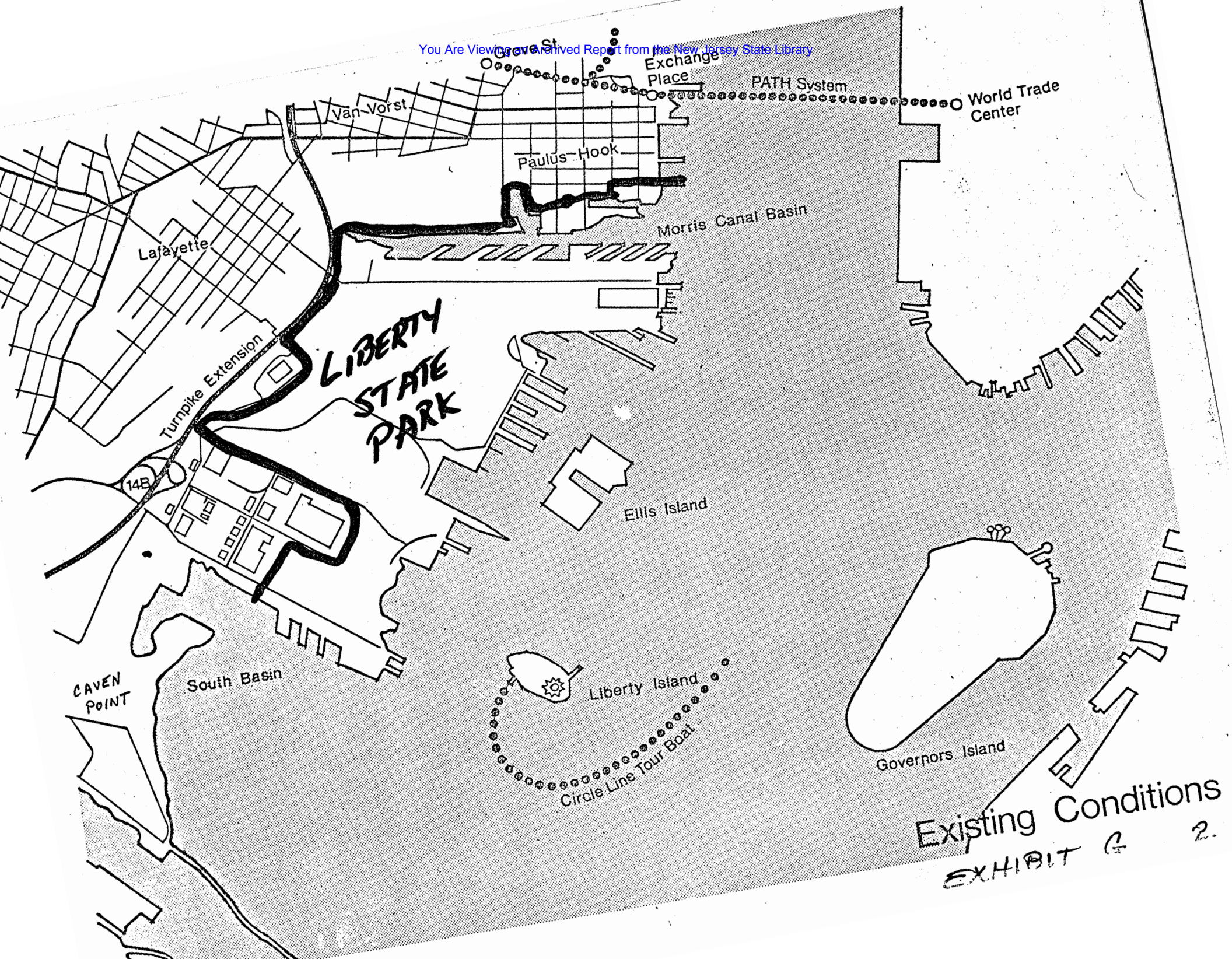
Exhibit F - Page 5 - ORGANIZATIONS AND PERSONS TESTIFYING BEFORE THE COMMISSION

Ella Lawrence, Resident of Jersey City  
J. Owen Grundy, Historian, City of Jersey City  
Joseph Jan, Representative of a Neighborhood Association  
Neil Reagan, President, Bayonne Property Owners Association  
Josephine Maine, Secretary, Lafayette Community Association  
Sherman Marlowe, Resident of Jersey City  
Joann Katzban, Member, Appalachian Mountain Club  
Nancy Richardson, Resident of Jersey City  
W.H. Link, Resident of Jersey City  
Wayne Hayes, Resident of Jersey City  
Rev. Thomas Olsen, Administrator, All Saints Church, Jersey City  
Mary York, Resident of Jersey City  
John Lane, Hudson County Senior Planner  
Brian Davis, Resident of Jersey City  
William F. Morley, Resident of Jersey City  
Frank Valchiccio, Resident of Jersey City  
Thomas Bracken, Resident of Jersey City  
Mrs. Mulcahy, Resident of Jersey City  
Mary Orsini, Resident of Bayonne  
Gary Brian Liss, Chairman, Citizens for N.J. Bikeways

November 22, 1977 )  
December 5, 1977 ) To be added



Region



Existing Conditions  
EXHIBIT G 2

Exhibit H - ORGANIZATION/PERSONS CONTACTED FOR EXPERT ADVICE

Army Corps of Engineers:

Col. Thomas C. Hunter, New York District Engineer

Capital Budget and Planning Commission:

Bruce Coe, Executive Director

Geddes Brecher Qualls Cunningham:

Robert Geddes, Architect

Hamilton Ross, Architect

Joseph W. Ziegler, Special Consultant for the Arts

Hackensack Meadowlands Development Commission:

William D. McDowell, Executive Director

National Park Service:

David L. Moffitt, Superintendent, Statue of Liberty National Monument

N. J. Department of Agriculture:

Richard Chumney, Director, Division of Rural Resources

N. J. Department of Community Affairs:

Commissioner Patricia Q. Sheehan

N. J. Department of Environmental Protection:

Commissioner Rocco D. Ricci

Former Commissioner David J. Bardin

Deputy Commissioner Betty Wilson (designated Secretary to the Commission)

Colonel J.J. McCabe, Capital Improvements Coordinator

Alfred T. Guido, Acting Director, Division of Parks & Forestry

David N. Kinsey, Chief, Coastal Zone Management

Exhibit H - Page 2 - ORGANIZATIONS/PERSONS CONTACTED FOR EXPERT ADVICE

N. J. Department of Transportation:

Russell Stephenson, Chief, Bureau of Project Location

John Gutberlet, Chief, Common Carrier Planning

N. J. Turnpike Authority:

Allen Lewis, Project Engineer

The Port Authority of NY & NJ:

R. M. Monti, Chief Engineer

Edward S. Olcott, Director of Planning & Development

John S. Wilson, P. E., Project Engineer, Engineer of Design, Marine Terminal Engineering Department

The Regional Plan Association:

Sheldon Pollock, Information Director

The Restore Ellis Island Committee:

Dr. Peter Sammartino, Chancellor of Fairleigh Dickinson University  
and Committee Chairman

Tri-State Regional Planning Commission:

J. Douglas Carroll, Jr., Executive Director

Mayor Dennis P. Collins, Bayonne - represented by Mickey Sweeney

Mayor Steve Cappiello, Hoboken - represented by Kenneth Pi

Mayor Thomas F. X. Smith, Jersey City

and Joseph Giorgio, Aide to Mayor Smith

Mayor Kenneth A. Gibson, Newark - represented by Vivian Li

Exhibit H - Page 3 - ORGANIZATIONS/PERSONS CONTACTED FOR EXPERT ADVICE

Warner LeRoy, Creator of Great Adventure theme park

Paul Firstenberg, executive vice president, and Richard Weston, Children's  
Television Workshop (Sesame Street)

Giselle Mauer, Artist

Other Resource Contacts:

Curt Hubert, Green Acres Administration, Dept. of Environmental Protection

Ellsworth Salisbury, Jr., Exec. Vice President, Jersey City Chamber of  
Commerce

Ann Minervini, Jersey City Director of Community Development

Dennis Enright, Jersey City Director of Planning

Larry Schmidt, Chief, Environmental Review, Dept. of Environmental Protection

Peter Zampella, Jersey City Director of Recreation

Stuart Bressler, State & Regional Planning, Dept. of Community Affairs

The Jersey City Public Library

Ronald A. Straka, FAIA

Richard Bottelli, AIA

Jules Gregory, AIA

Helen Schneider, Hon. AIA

Fred Travisano, AIA

Assistant Professor Benzing School of Architecture, Newark College  
of Engineering, & his students

Irving J. Feist, Realtor

Thomas Bermingham, Realtor

Jeff Costello, Realtor

Baylor Adler, Realtor

Melvin V. Zisfein, Deputy Director, National Air & Space Museum,  
Smithsonian Institute

Exhibit H - Page 4 - ORGANIZATIONS/PERSONS CONTACTED FOR EXPERT ADVICE

Marilyn Berry Thomas, Director, N. J. Washington Office

James Dolan, Legislative Assistant to Congressman LeFante

Fred Winter, Deputy Chief Engineer, Port Authority of NY & NJ

Donald York, Chief Geotechnic Engineer, Port Authority of NY & NJ

Irving Kolk, P. E., Assistant Engineer of Design, Marine Terminals  
Engineering Department, Port Authority of NY & NJ

John Schell, Senior Engineer (Civil), Port Authority of NY & NJ

Exhibit I - FEDERAL ASSISTANCE PROGRAMS

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1. PARK RECREATIONAL PROGRAMS

- 10-204 rural development research
- 10-500 cooperative extension service
- 10-750 information on agricultural activities
- 11-001 census and statistical reports
- 11-003 census geography
- 13-289 President's Council on Physical Fitness and Sports
- 15-400 outdoor recreation-acquisition-development-planning
- 20-004 boating safety-financial assistance
- 45-012 promotion of the arts-museums
- 49-002 community action

2. WATER-RELATED PROJECTS (HARBOR AND INLAND)

- 10-906 river basin surveys and investigations
- 11-401 nautical charts and related data
- 11-402 river and flood forecast and warning services
- 11-418 Coastal Zone Management Program development
- 11-419 Coastal Zone Management Program administration
- 12-100 aquatic plant control
- 12-101 beach erosion control projects
- 14-203 comprehensive planning assistance
- 15-304 mineral research and resource information and technical assistance
- 15-804 water resources investigation
- 28-003 coastal plain supplements

### 3. SITE PREPARATION AND CONSTRUCTION

- 10-901 resource conservation and development
- 10-903 soil survey
- 10-906 river basin surveys and investigations
- 11-300 economic development grants and loans for public works and development facilities
- 11-303 economic development-technical assistance
- 11-304 economic development public works impact projects
- 11-305 economic development-state and local economic development planning
- 11-307 economic development-special economic development and adjustment assistance program
- 11-603 national standard reference data system
- 11-650 national technical information service
- 12-104 flood plain management services
- 14-203 comprehensive planning assistance
- 15-304 mineral research and resource information and technical assistance
- 15-400 outdoor recreation-acquisition-development-planning
- 20-205 highway research and planning

4. CONSTRUCTION OF PUBLIC FACILITIES

- 11-300 economic development grants and loans for public works and development facilities
- 11-303 economic development-technical assistance
- 11-304 economic development public works impact projects
- 11-305 economic development-state and local economic development planning
- 11-307 economic development-special economic development and adjustment assistance program
- 15-400 outdoor recreation-acquisition-development-planning
- 24-024 research and development of nuclear systems-solar energy
- 66-418 construction of waste water treatment works

5. OPERATION AND MANAGEMENT OF THE PARK

15-400 outdoor recreation-acquisition-development-planning

15-906 park and recreation technical assistance

15-907 park practice program

15-909 historic american engineering record

6. CNJ TERMINAL, FERRY HOUSE, AND TRAIN SHED RESTORATION AND OPERATION

15-904 historic preservation

15-912 national historic landmark

7. WILDLIFE AND CONSERVATION

- 14-203 comprehensive planning assistance
- 15-604 fishery research-information
- 15-605 fish restoration
- 15-606 migratory bird banding and data analysis
- 15-608 sport fish technical assistance
- 15-609 wildlife technical assistance
- 15-610 wildlife research information
- 15-611 wildlife restoration
- 15-900 disposal of surplus wildlife

Exhibit J - Foundations Contacted By The Commission

Colgate-Palmolive Company	Kaufmann (Edgar J.) Charitable Foundation
Crown Zellerbach Foundation	The Kresge Foundation
Skerryvore Foundation, Inc.	The Hoover Foundation
South Branch Foundation	The CT Foundation
Tishman Realty Foundation, Inc.	Alcoa Foundation
Timken Foundation of Canton	Robert Sterling Clark Foundation
US Steel Foundation, Inc	Rockefeller Brothers Fund
Tucker (Marcia Brady) Foundation, Inc.	PPG Industries Foundation
Scherman Foundation, Inc.	McGraw-Hill, Inc.
Pew (J.N.), Jr. Charitable Trust	Richard King Mellon Foundation
Mertz-Gilmore (Joyce) Foundation	Corp. Support Programs
McDonnell Aerospace Foundation	Firestone Foundation
L.A.W. Fund, Inc.	Hoyt Foundation

LOCATION OF FACILITIES

- |                                   |                                 |
|-----------------------------------|---------------------------------|
| A. Day Camp                       | G. Recreational Vehicle Parking |
| B. Golf Course                    | H. Agricultural Center          |
| C. Green Park                     | J. Children's Playground        |
| D. CNJ Railroad Terminal          | K. Marinas                      |
| E. Naval Reserve Center           | L. Existing Park                |
| F. Jersey City Redevelopment Area |                                 |

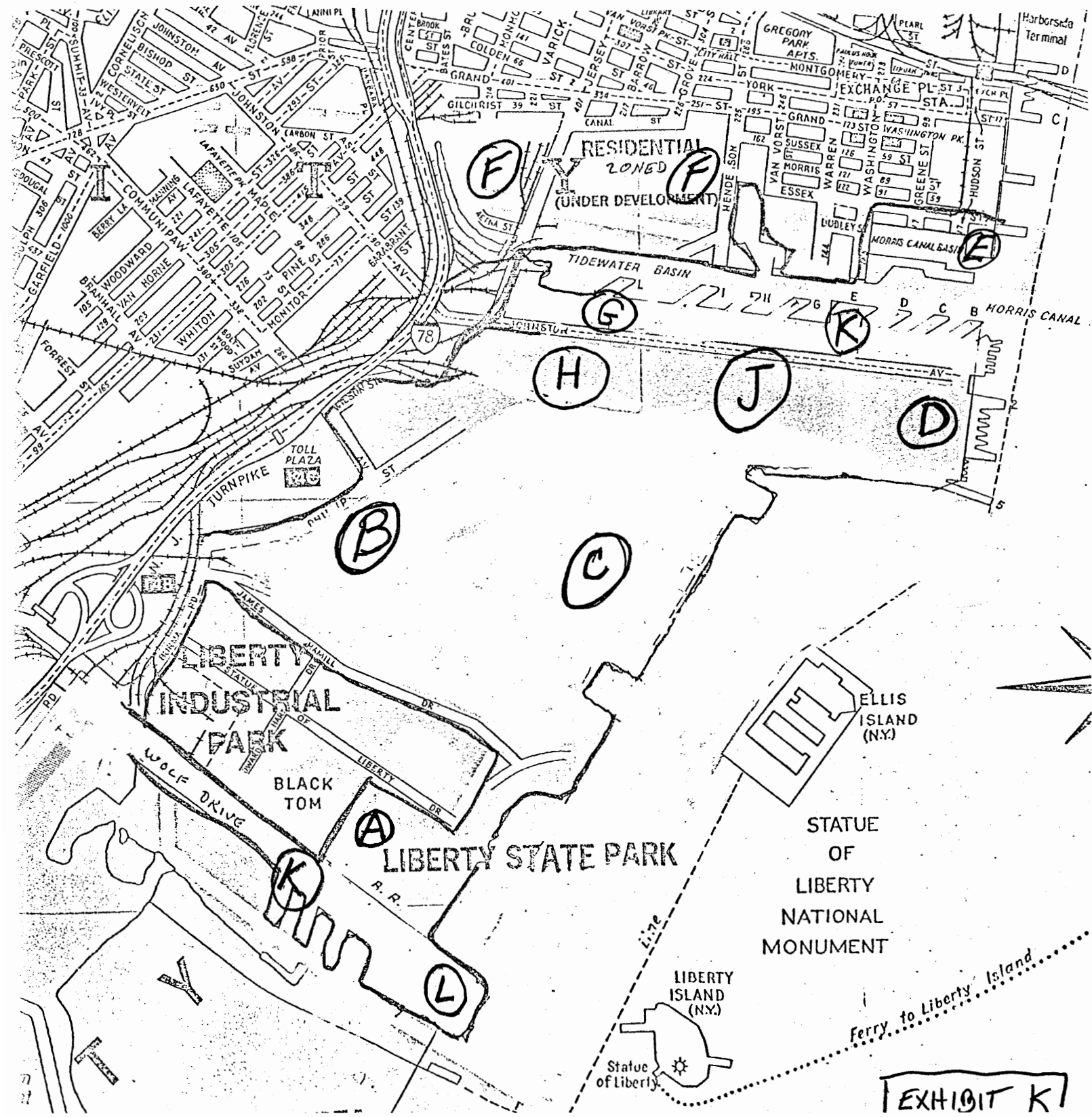


EXHIBIT L - PUBLIC ACCESS

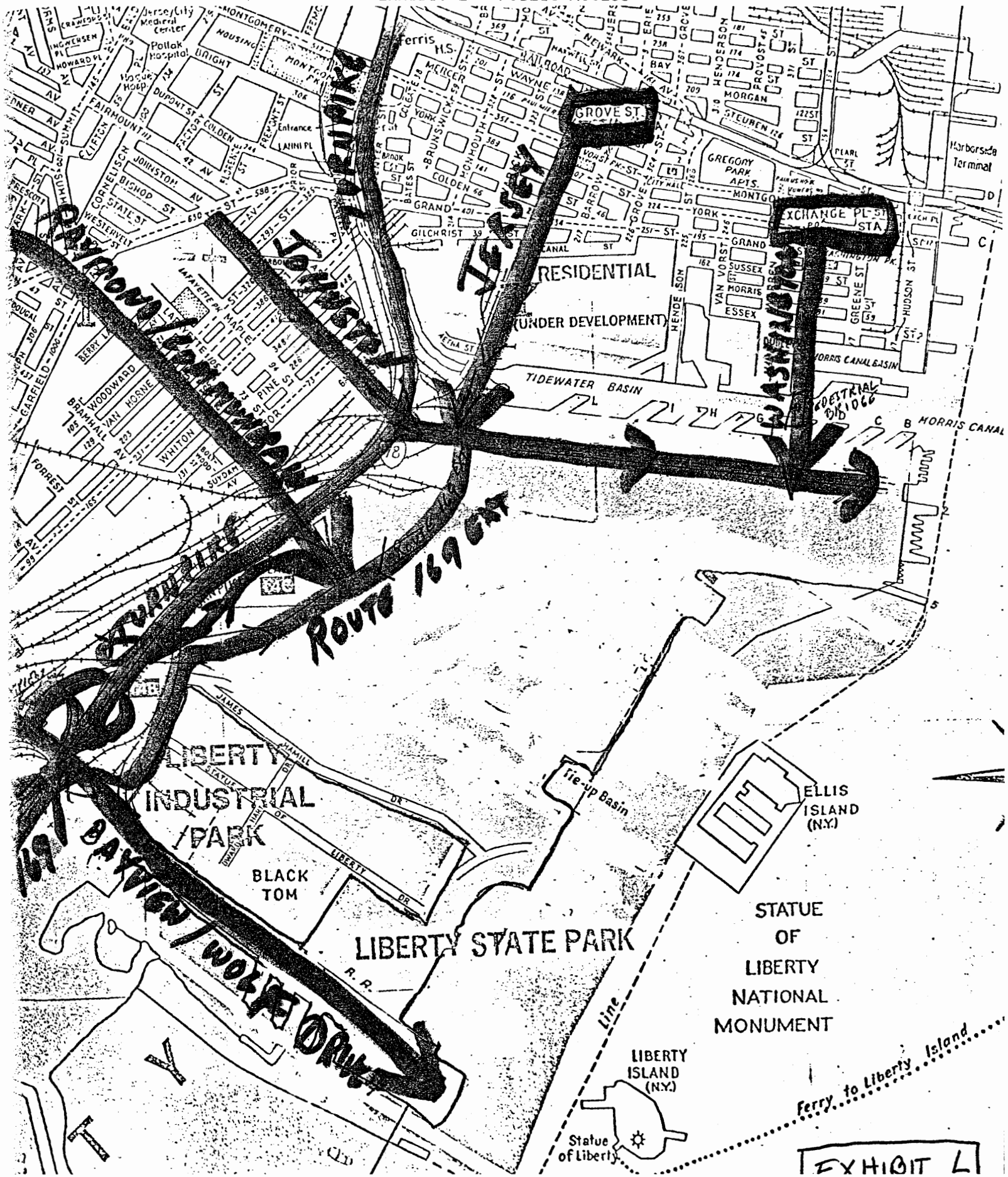




EXHIBIT M

WNBC-TV4

30 Rockefeller Plaza  
New York, New York 10020

**Topic:** LIBERTY PARK (filmed on location)  
**Telecast:** September 27, 1977

In back of the Statue of Liberty is one of the worst sights in the world... the garbage-filled New Jersey waterfront. People here want to do something about it. So, a Commission was formed by Governor Byrne to see how Liberty Park and the rest of the waterfront could be turned into a State park.

The Commission has received 40 proposals already. The problem is to decide how big the park should be, what should go in it and how to finance it. What makes this important is the way it is being handled. Usually, parks and buildings are built with little regard for the public. This time, the Commission is holding meetings to see how residents feel about various proposals. They're particularly concerned that the final development does not have a negative effect on the surrounding community.

This is a proud moment in city planning history. Citizen participation is often talked about but rarely taken seriously. The Governor and the Commission deserve credit for bringing it about. The public may argue about the plans for a while, but in the end, Liberty Park will have been the people's choice. And somehow, that's what it's all about.

# Editorial

MINORITY REPORT BY COMMISSIONER DEAN K. BOORMAN,  
LIBERTY STATE PARK STUDY AND PLANNING COMMISSION  
(To be Attached as an Appendix to the Commission Report)

November 28, 1977

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This is a "minority report" only in the sense that my comments go somewhat beyond the main report of the Commission, which, as indicated on Page 53, referring to the present State plan for the Park, "does not reflect a decision for or against the existing design but rather an acknowledgment that the Commission had insufficient information upon which to make a decision which would override stated design considerations." I recognize the justification of the rest of the Commissioners in their hesitancy to go beyond the question of cost in considering the present Park design, and I applaud and join the Commission in their conclusion that major elements of the plan, specifically the projected landfill, sea wall, and serpentine waterway, should be reconsidered from a cost standpoint. However, from my personal background as a professional community planner, I feel obliged to present some observations of my own on the design aspects of the plan, in keeping with the mandate in the Governor's Executive Order for "a thorough study and investigation of the various alternatives for the planning, design and development of Liberty State Park".

With this one qualification, I join the majority of the Commission in endorsing the entire report as it is now presented. I would particularly like to add my thanks to the staff, which has prepared such an excellent and well presented distillation of the massive amount of data, input, and conclusions which have been

involved during the Commission's eight-month existence.

My conclusion that the landfill, sea wall, serpentine waterway and related elements should be reconsidered from a design as well as a cost standpoint is based on the following reasons, leading to the overall conclusion that the elimination of these elements would produce an equally beautiful, more usable park, within a much more feasible cost framework and in a much shorter period of time:

1. The projected two-mile long, continuous pedestrian walkway is out of scale with practical park use. Shorter waterfront promenade sections would be more effective, joined by a continuous walkway system going around indentations such as the two wildlife preserves (a walkway on pilings out in the water, as proposed in the State plan, would be a safety hazard in any event).
2. Extending, at great cost, the present 30-acre south overlook toward the Statue of Liberty and adding another 30 acres as landfill, would serve only the doubtful purpose of creating an overall crescent shaped harbor front. A crescent is not a "natural" shape for this harborfront area, which is actually man-made. Again, the two-mile length of the proposed crescent is too large a scale for appreciation on the ground, as opposed to a plan map or airplane view.

This proposed extension and landfill is also the principal environmental problem raised by the U.S. Fish and

Wildlife Service in objecting to the approval of the Environmental Impact Statement required for Bureau of Outdoor Recreation grant funds.

3. The present bulkhead line on the harborfront would be more attractive and functional for a pedestrian promenade and overlook developed in sections, than a new rip-rap stone embankment as projected by the State with the proposed sea wall. For example, the vertical bulkheads allow pedestrians to approach the water more closely. With appropriate fencing, this can also be a safer arrangement than a sloping embankment of large boulders as at the south end of the Park, where children can climb down to the edge of the water without being observed from the upland. Also, the present cove near the center of the harborfront is an attractive feature which provides variety, as well as possible use for boat landings.
4. The present plan relegates playfields for active use by local area residents to the least desirable side of the Park, next to the Turnpike and sewage treatment plant, with no view of the harbor due to the projected wind screen berm (itself a highly questionable design feature in obstructing water views from the entire inland area, as well as the harbor breeze in the summer). If the serpentine waterway is eliminated, active playfields can be extended out toward the harbor, in conjunction with passive park areas, in an east-west instead of north-south pattern.

5. The "greenpark" plan, for a large "naturalistic" area sharply separated from the rest of the park (and from the harbor front, by the projected wind screen berm), is evidently intended as a replica of parts of Central Park, Prospect Park, and other urban parks designed in the 1800's. The difference here is that the site is not surrounded by residential areas, as in these earlier urban parks, changing its use and function (which in these other parks has changed anyway, along with the growth of urban social problems and changing lifestyles).

Also, and equally importantly, these other urban parks are on land naturally supporting indigenous plant forms. Here, it would be necessary to import, at tremendous expense, all the soil to artificially create an environment which never existed in this location. I believe it would be possible, instead, by creative landscape design, and at much less cost, to develop a park which would be green throughout, with a proper combination of areas for active and passive recreation, using plant forms adapted to a salt water environment and better reflecting the site's harborfront location.

6. The construction schedule for the projected sea wall, landfill, and serpentine waterway is for at least a 6-year period, assuming immediate, full funding. Since such full funding is not available, the actual construction period would be much longer. An

added problem involving cost and delay, not reflected in the State's plan reports, would be pollution from dredged material in building the sea wall. This cannot be dumped at sea, and if placed on the upland portion of the park site, could require a special sewage treatment plant. Another problem is how to make the serpentine a fresh water body usable for recreation; the site's present high water table would require something like a plastic lining. There would also be a problem in the excavation itself, which would be partly under water.

As a result, the use of the harbor front would be denied to the public for an indeterminate, long number of years, detracting also from the Statue of Liberty and Ellis Island with the dredging, filling, and wall construction activities involved. It would actually be impractical to begin this large-scale construction program before the funding to complete it is available; this construction could not physically be done on an incremental basis but would have to be done virtually as a single project. Even the start of this program could thus be delayed, leaving the entire park in a state of limbo.

Conversely, if the sea wall, landfill, and serpentine concepts are eliminated, there is a fresh opportunity to use the existing harbor frontage immediately and to direct the available funds to usable park facilities.

Mention needs to be made of the question of flood protection. The sea wall itself is not a flood protection device, since if the site is to be either walled in or raised above flood level, this can be done much less expensively by a gradual sloping berm or landfill behind the present bulkhead and shore line. Whether the large open areas of the park need to be walled or raised above the level of the infrequent "100-year storm" on which the Army Engineers' recommended level is based is highly questionable. Many parks allow flooding of open fields in heavy storms. The effect of salt water flooding here may well be mitigated by landscape design. Even new fertilizing and seeding after a flood, if necessary, would be far more practical than a large-scale, expensive landfill.

7. The above considerations are reflected in the reports of both the outside consulting groups used by the Commission: the American Institute of Architects' design team and the Urban Land Institute. See specifically the rejection of the serpentine and wind screen berm on Page 26 of the R/UDAT report, and the questions of the cost and need for the sea wall, landfill, and serpentine waterway in Point 21 of the ULI Chairman's verbal summary.

Conclusion

The Commission is recommending (Page 54) that the State not proceed with the sea wall, landfill and serpentine waterway plan until a document is prepared outlining the design alternatives and development considerations. This will require explicit direction to the Department of Environmental Protection to undertake a new, different design approach, at least for comparative purposes. This must be done with sufficient resources, backing, and time, to fully and fairly explore the available alternatives.

The continuing, independent overseeing agency recommended by the Commission, if established, should have this restudy as an immediate assignment. The need to reconsider the present planning approach to the Park is itself a reason for establishing this agency. It must be noted, also, that even with the emphasis which has been given by our Commission and its consultants to public participation, the Department of Environmental Protection has still adopted the present, recently revised "official plan" with no public hearings or review.

As an item for immediate attention, a \$300,000 Federal appropriation has been made for a Corps of Engineers design study of the sea wall and landfill. This study should include the alternative of using the present bulkheads and shoreline, in effect as a "no build" choice.