City Map Change

1. ESTABLISH NEW STREET
2. ELIMINATE EXISTING STREET
3. CHANGE EXISTING STREET WIDTH
4. EASEMENT
5. RELATED ACQUISITION OR DISPOSITION OF PROPERTY

Zoning Map Change

(If more than five changes are being requested, enter "see attached" below and list ALL PROPOSED ZONING CHANGES in the same format as below on a separate sheet titled "Proposed Zoning Map Changes")

Zoning Text Amendment

If more than five sections are proposed to be amended, enter "see attached" below, and list ALL PROPOSED TEXT AMENDMENTS in the same format as below on a separate sheet titled "Proposed Zoning Text Amendments."
FRESHKILLS PARK MAPPING
UNIFORM LAND USE REVIEW APPLICATION
LR ITEM 3
DESCRIPTION OF PROPOSAL

1. INTRODUCTION

The City of New York, with the New York City Department of Parks and Recreation (DPR) as applicant, is proposing the establishment of Fresh Kills Park within an area generally bounded by the West Shore Expressway, Arthur Kill Road, Richmond Avenue, Travis Avenue, Victory Boulevard, and the U.S. Pierhead Line; the establishment of Yukon Connection Road, Yukon North Loop Road, and Yukon South Loop Road within Freshkills Park; the establishment of Yukon West Loop Road west of the West Shore Expressway; the elimination, the establishment of a Public Place generally bounded by Richmond Avenue to the east, the William T. Davis Wildlife Refuge to the north, Main Creek to the west, and Richmond Creek to the south; discontinuance and closing of Park Drive West between the West Shore Expressway and Victory Boulevard extension, Park Drive East west of Richmond Avenue, Park Drive South between Arthur Kill Road and the West Shore Expressway, Arden Avenue north of the West Shore Expressway, and Fresh Kills Road east and west of the West Shore Expressway; and the extinguishing of portions of Dean Avenue, Walton Avenue, Cartledge Avenue, Bereford Avenue, Alberta Avenue, Roswell Avenue, and Pearson Street between the Victory Boulevard extension and Victory Boulevard.

The project site is approximately 2059 acres, the majority of which is Fresh Kills Landfill. All of the property is City-owned and under the jurisdiction of either the New York City Department of Sanitation (DSNY) or the New York City Department of Parks and Recreation (DPR). The proposed project is an extensive and complex planning and development project, one of the largest in the history of the City of New York. Upon completion, Freshkills Park will be the City’s second-largest park (after Pelham Bay Park in the Bronx, which covers 2,765 acres), will more than double the size of the Staten Island Greenbelt, and will be almost three times the size of Central Park. There will also be approximately 4.86 miles of new park roads and 2.41 miles of mapped City Street. The enormity of the proposed project is magnified by its location on what was the City’s largest municipal solid waste landfill, which, although closed and undergoing final closure construction, has at least 30 more years of management and monitoring to ensure that the landfill does not adversely impact the environment, the surrounding neighborhoods, or the future park users. Park development will be implemented in multiple phases through 2036 with designs that will evolve over time.

The idea of converting Fresh Kills into a park is the result of many years of design collaboration and community input and would create for the first time, new public access and waterfront recreation at Fresh Kills. The design concepts and implementation strategies developed for the proposed park have involved many City and State agencies, among them the New York City Department of City Planning (DCP), DPR, the Mayor’s Office for Economic Development and Rebuilding, DSNY, the New York City Department of Environmental Protection (DEP), New York City Department of Transportation (NYCDOT), and the New York City Department of Health and Mental Hygiene (DOHMH). State agencies involved in this process have included New York State Department of Transportation (NYSDOT), New York State Department of Environmental Conservation (NYSDEC), and the New York State Department of Health (NYSDOH).

If the proposed park is approved, it would dramatically transform the project site over the next 30 years from an underutilized City waterfront property that includes a closed municipal solid waste landfill into a major recreational facility for the City and region. It would also provide substantial natural habitat restoration and create an entirely new environment at the site. The proposed park would feature recreational fields; landscaped areas and enhanced ecological habitats; new roads, including a new connection with the West Shore Expressway and a signature bridge across Fresh Kills Creek; water access for motorized and non-motorized craft; cultural, entertainment and commercial facilities (e.g., amphitheater, restaurants, event and banquet space); and the supporting park operations, maintenance facilities, and parking. The proposed park roadways would connect the park with Richmond Avenue on the east and the West Shore Expressway on the west, and vehicular access would be supported by the necessary service roads, parking, and transit facilities. Existing natural areas, such as the Isle of Meadows, and the William T. Davis Wildlife Refuge, would continue to be protected.

LOCATION OF SITE

The project site is located in the southwest portion of Staten Island and within both Staten Island Community Boards 2 and 3 (see Figure 1). The boundaries of the project site are defined by parkland and residential uses, waterways, and both City and State roadways. The eastern boundary is Richmond Avenue, which is under the jurisdiction of the New York City Department of Transportation (NYCDOT). Across Richmond Avenue (to the east) is the City’s LaTourette Park which is hydrologically connected with the
project site by Richmond Creek. In addition to Main Creek, Richmond Creek and the Great Fresh Kills, and Little Fresh Kills waterways cross the project site. The Arthur Kill shoreline forms the site’s western boundary. The southern boundary is Arthur Kill Road, a City street. The West Shore Expressway (New York State Highway Route 440), which is under the jurisdiction of the New York State Department of Transportation (NYSDOT), bisects the project site.

SUMMARY OF ACTIONS

- Amendment to the City map to establish as parkland those portions of the project site that are not currently mapped as parkland;
- Amendment to the City map to eliminate unbuilt paper streets;
- Amendment to the City map to establish a city street to serve as the right-of-way for the future cross site vehicular road system;
- Amendment to the City map to establish a public place for additional vehicular circulation, which entails demapping a small portion of the existing mapped parkland;
- Amendment to the City map to establish two commercial solar power areas within the park for purposes of the development, operation and maintenance of commercial solar power facilities;

OWNERSHIP AND JURISDICTION OF UNDERLYING PARCELS

The project site is entirely on City-owned land comprised of the following blocks and lots: a portion of Block 2520 Lot 1, currently under the joint jurisdiction of DSNY and DPR; a portion of Block 2600 Lot 100, currently under the jurisdiction of DPR; Block 2649 Lot 1, currently under the jurisdiction of DSNY; Block 2650 Lot 1, currently under the jurisdiction of DSNY; Block 2651 Lot 1, currently under the jurisdiction of DSNY; Block 2652 Lot 1, currently under the jurisdiction of DSNY; Block 2665 Lot 20, currently under the jurisdiction of DPR; Block 2685 Lot 1, currently under the jurisdiction of DSNY; Block 2725 Lot 1, currently under the jurisdiction of DPR; Block 5804 Lot 1, currently under the jurisdiction of DPR; Block 5804 Lot 325, currently under the jurisdiction of DPR; Block 5804 Lot 340, currently under the jurisdiction of DPR; Block 5900 Lot 100, currently under the joint jurisdiction of DSNY and DPR; a portion of Block 5900 Lot 500, currently under the jurisdiction of DSNY; Block 5965 Lot 100, currently under the jurisdiction of DPR; Block 5965 Lot 500, currently under the jurisdiction of DSNY, Block 6169 Lot 103, currently under the jurisdiction of DPR; Block 6169 Lot 200, currently under the jurisdiction of DSNY.

2. BACKGROUND

SITE HISTORY AND LANDFILL OVERVIEW

Fresh Kills Landfill operated as the City’s principal municipal solid waste landfill, receiving household and municipal solid waste between 1948 and 2001. A state law passed in 1996 mandated that solid waste landfill operations cease at Fresh Kills by December 31, 2001, despite available capacity for approximately 20 more years of use; landfilling subsequently ended on March 22, 2001. Since then, the Fresh Kills Landfill was temporarily used for the disposal of materials after the attacks of September 11, 2001 (during this time no other materials were brought to Fresh Kills Landfill). Large portions of the site are defined by four solid waste landfill sections—3/4, 2/8, 6/7, and 1/9. The numbering system for the landfill sections was applied to Fresh Kills by DSNY when it was an operating landfill and is used in this narrative when referring to the four landfill sections.

The four landfill sections are regulated as Solid Waste Management Unit (SWMU) areas by the New York State Department of Environmental Conservation (NYSDEC). With the cessation of solid waste disposal operations at Fresh Kills Landfill, final closure and post-closure activities are underway. DSNY completed closure construction at Landfill Sections 3/4 and 2/8 in 1996 and 1997 respectively. Closure construction for Landfill Section 6/7 was completed in 2011. At Landfill Section 1/9, final closure design has been approved by NYSDEC and subbase grading has begun in preparation for closure construction. Final closure construction includes installation of a final cover designed to minimize water infiltration with a soil/geomembrane layer and vegetative cover that minimizes erosion. There is also a comprehensive network of drainage structures to collect surface water runoff. It is expected that the final closure construction of Landfill Section 1/9 will be completed by 2018.

Additionally, the project site includes lands around the landfill sections that have facilities once used by DSNY when the site was still receiving solid waste, as well as the environmental control, monitoring and conveyor systems that will remain active for a minimum of 30 years after closure. These include, for example, landfill gas and leachate collection systems and treatment plants, as well as landfill gas migration and groundwater monitoring wells that are integral components of the Fresh Kills Landfill environmental maintenance and monitoring program, as well as streamwater collection and control structures, bridges and landfill access roads. These environmental control systems and the monitoring and maintenance program for Fresh Kills Landfill are being implemented by DSNY under supervision by
NYSDEC. Under the monitoring and maintenance requirements, monitoring data is collected by DSNY and submitted on a regular basis to NYSDEC for review. Lands that contain the environmental monitoring facilities are within the Fresh Kills environmental compliance boundary (i.e., the lands outside the SWMU’s that serve as a buffer between the SWMU’s and surrounding sensitive uses). 

Lastly, the project site also includes lands that are essentially undeveloped and contain no landfill-related facilities or monitoring equipment. These include, for example, natural areas such as the Isle of Meadows.

Before solid waste landfilling operations began, the natural condition of the Fresh Kills site was almost entirely coastal marsh and creeks. In 1948, to address its increasing solid waste disposal needs, the City of New York opened the Fresh Kills Landfill as part of a network of municipal solid waste landfills that were developed to serve the dual purposes of municipal solid waste disposal and land reclamation. At the time, the filling of tidal lands for the purposes of creating developable land was unregulated and considered a benefit for the City.

The disturbance to natural ecosystems and the effect of 50 years of solid waste landfilling operations at the site has been significant, and today much of the landfill area only supports simple, relatively homogenous vegetated cover and biological systems. However, despite these adverse and stressed ecological conditions, the project site retains many significant ecological assets, including hundreds of acres of salt marsh and an extensive network of tidal creeks. Moreover, the site’s proximity to the Staten Island Greenbelt and the William T. Davis Wildlife Refuge offers strong support for the potential emergence of an even richer mix of vegetation species and wildlife habitat opportunities as part of Freshkills Park. Moreover, these adjacent open spaces provide opportunities for new public open space linkages with the Staten Island Greenbelt and a network of interconnected trails and recreational opportunities across all of southwest and central Staten Island, as well as opportunities for comprehensive watershed management.

**REGULATORY REQUIREMENTS**

In accordance with the requirements of the State of New York including 6 NYCRR Part 360 and the 1990 Order on Consent between NYSDEC and DSNY, a Post-Closure Monitoring and Maintenance Operations Manual was prepared for the Fresh Kills Landfill. Under the requirements of the Consent Order (Modification #7), the City is required to perform a variety of measures to ensure that closure and post-closure monitoring and maintenance of the landfill occurs in compliance with 6 NYCRR Part 360, specifically Part 360-2.15(k)(9). Specifically, a comprehensive post-closure monitoring and maintenance operations manual is required to provide all information necessary to effectively monitor and maintain Fresh Kills for the entire post-closure period. In addition, use of the property shall not disturb the integrity of the final cover, liners, or any other components of the containment system, or the function of the monitoring or environmental control systems. NYSDEC will approve any other disturbance if the owner or operator demonstrates that disturbance of the final cover, liner or other component of the containment system will not increase threat to human health or the environment.

**3. DESCRIPTION OF THE SURROUNDING AREA**

The northern portion of the project site is bordered by the William T. Davis Wildlife Refuge and the low-density residential community of Travis. The William T. Davis Wildlife Refuge is contiguous with the project site along Main Creek. The Travis neighborhood lies west of the William T. Davis Wildlife Refuge, and is a low-density residential neighborhood with a mix of institutional and commercial uses. There are also a number of vacant lots in this area, which is unlike the residential communities to the east and south, which are mostly built-out. On the eastern portion of Travis is Schmul Park, an 8.48-acre open space that provides passive as well as active recreational facilities. Schmul Park connects with the project site on the east. North of Travis is the Staten Island neighborhood of Chelsea, and the neighborhood of Heartland Village is just northeast of the wildlife refuge. These residential neighborhoods are a mix of mostly low density residences attached and semi-attached homes, as well as single-family homes.

North of the project site along the waterfront of the Arthur Kill is industrial land, some of which is vacant or underused, but which does include some industrial uses. Also north of the project site, across Little Fresh Kill, is the site of the Staten Island Waste Transfer Station, managed by DSNY.

To the south, the project site is bounded by Arthur Kill Road. South of the road are the Arden Heights and Greenridge residential neighborhoods as well as Arden Heights Wood Park. Along Arthur Kill Road there are a number of outparcels that include institutional uses, a small commercial mall, and a gas station/warehouse complex at the intersection of Arden Avenue and Arthur Kill Road. The two residential neighborhoods of Arden Heights and Greenridge are almost entirely composed of low-density residential uses (detached and attached units). There are limited commercial uses that support the local neighborhood.
To the east, the site is bounded by Richmond Avenue. Across Richmond Avenue from the site is the Staten Island Mall, a large regional shopping mall and one of the largest retail centers on Staten Island, which contains approximately 1.2 million square feet of commercial retail space. Farther east, the land use patterns turn again into a residential community. P.S. 58 is located to the east of the mall. Along the west side of Richmond Avenue and south of Richmond Hill Road is an outparcel of light industrial/commercial uses as well as the New York City Police Department (NYPD) substation. To the south of the Mall is LaTourette Park. Currently, the park in its entirety is about 500 acres; however, only a small portion of the park is located within the study area. LaTourette Park is part of the larger Staten Island Greenbelt, which is an extensive system of interconnected parks that extend across central Staten Island and include LaTourette Park, Willowbrook Park, and High Rock Park. Also in this area is the former Brookfield Landfill; the New York City Department of Environmental Protection (DEP) is performing a remediation of this landfill property. The southern portion of the surrounding area also includes the South Shore Public Golf Course, as well as a portion of the residential neighborhood of Rossville.

The ½-mile area around the project site includes M1-1 M2-1, M3-1, R3-1, R3-2, R3-A, R5, C4-1, and C8-1 zoning districts. The Arden Heights neighborhood to the south and the Heartland neighborhood to the northeast are primarily R3-1 and R3-2 residential districts. R3-A and R5 zoning districts cover the Travis area.

4. DESCRIPTION OF THE PROPOSED PROJECT AREA

The project site is an approximately 2059-acre parcel of City-owned land located entirely within the City’s coastal zone, and within either the New York City Department of Sanitation (DSNY), New York City Department of Environmental Protection (DEP), or New York City Department of Parks and Recreation (DPR) jurisdiction. The project site is located in the southwest portion of Staten Island and within both Staten Island Community Boards 2 and 3. The site includes the following blocks and lots:

<table>
<thead>
<tr>
<th>Block</th>
<th>Lots</th>
</tr>
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<tbody>
<tr>
<td>2520</td>
<td>1 (portion)</td>
</tr>
<tr>
<td>2800</td>
<td>100 (portion)</td>
</tr>
<tr>
<td>2649</td>
<td>1</td>
</tr>
<tr>
<td>2650</td>
<td>1</td>
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<td>2651</td>
<td>1</td>
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<tr>
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<td>1</td>
</tr>
<tr>
<td>2655</td>
<td>20, 120</td>
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<tr>
<td>2685</td>
<td>1</td>
</tr>
<tr>
<td>2725</td>
<td>1</td>
</tr>
<tr>
<td>5804</td>
<td>1, 328, 340</td>
</tr>
<tr>
<td>5900</td>
<td>100 (portion), 500 (portion)</td>
</tr>
<tr>
<td>5965</td>
<td>100, 500</td>
</tr>
<tr>
<td>6189</td>
<td>103, 200</td>
</tr>
</tbody>
</table>

Large portions of the site are covered with vegetation, and the project area includes the following natural areas: the Little Fresh Kill, Great Fresh Kill, Richmond Creek, and Main Creek waterways. Approximately 210 acres of the site are waterways. The site also contains extensive wetlands totaling approximately 360 acres of tidal and freshwater wetlands.

The Fresh Kills site has four existing City zoning districts and two overlying special zoning districts. The underlying districts are as follows:

- M3-1 and M2-1 zoning districts generally cover the land and water west of the West Shore Expressway and south of the Little Fresh Kill (Block 5695, Lot 500 and Block 5900, Lot 500). Exceptions are the Isle of Meadows (Block 2725, Lot 1), which is under DPR jurisdiction and therefore the zoning designations do not apply.
- An M1-1 zoning district covers lands and water area zoned to the east of the West Shore expressway and includes lands to the south of Main Creek and Richmond Creek (Block 5900, Lot 100 and Block 5804, Lot 1). For existing mapped parkland in this area zoning districts do not apply.
- To the north of Main Creek is zoned M1-1.
- Lands and water area east of Richmond Creek/Main Creek are covered by an R3-2 zoning district (Block 2560, Lot 1).
5. DESCRIPTION OF THE PROPOSED DEVELOPMENT

PROJECT PURPOSE AND NEED
Discontinuing municipal solid waste landfills operations at Fresh Kills Landfill in 2001 opened the possibility of transforming this large City property, including the landfill sections, wetlands, and waterways, into a unique and significant public open space for use by neighborhood residents, residents of Staten Island, the City of New York, the region as a whole, and national and international visitors to New York City. Transformation of Fresh Kills into a public park marks a commitment by the City to create not only a vast new open space with extensive waterfront access, but also the accompanying cultural amenities and ecological improvements. The proposed park would provide a number of public benefits, including protecting and establishing ecological habitats; providing hundreds of acres of land for active and passive recreation; promoting public waterfront access; and improving site access and the local transportation networks through a new road, as well as park drives, bikeways, walkways, and trails that would not only connect local roadways with the park and the West Shore Expressway, but also provide connections with existing adjacent parks, such as William T. Davis Wildlife Refuge to the north and La Tourette Park in the Staten Island Greenbelt to the east. This improved transportation system across the site would not only provide visual and physical access to the water, but would provide connections between the local neighborhoods to the north and south of the proposed park. In addition, the proposed project provides the opportunity to showcase state-of-the-art landfill reclamation techniques in conjunction with innovative park design and other sustainable practices. Specifically, the proposed Fresh Kills Park would establish a much-needed and vast new public park for the City of New York while providing the following benefits:

- Transforming a large, underutilized, and closed City landfill property into a public asset. Under this proposal, the approximately 2059-acre project area, with its spectacular views, natural habitats, and miles of waterfront, would be opened to public enjoyment, encing its isolation from nearby communities. Moreover, the proposed project would provide a significant attraction for the greater New York City region with a broad range of recreational opportunities and is expected to become an international destination.

- Converting a large City waterfront property and its waterways into public access opportunities for recreational use. The extensive waterways within the project site provide a unique opportunity for on-water recreation, such as kayaking, as well as environmental education.

- Protecting and restoring the natural features of the project site, including its tidal and freshwater wetlands and upland habitats, such as meadows and forests, throughout the park.

DESCRIPTION OF THE PROPOSED PARK
The proposed Freshkills Park project would implement the objectives of the City of New York to transform Fresh Kills Landfill into a publicly accessible major City park while simultaneously addressing the supporting objectives of sustainability, environmental restoration and enhancement, and habitat restoration with innovative park designs that would provide recreational and cultural amenities. The fundamental elements of every great park—the ability to serve diverse segments of the population and to provide for a range of activities—are as relevant to the City in its design of Fresh Kills Park as they were to Frederick Law Olmsted in his 19th-century designs for Central and Prospect Parks. In the 21st century, however, parks must meet even higher expectations—among them a more diverse choice of recreational opportunities, ecological stewardship, and environmental education. Freshkills Park would embrace this expectation to expand the role of parks in the development of New York City, while meeting the complementary goal of providing ecological benefits and demonstrating sustainable technologies.

The Fresh Kills Draft Master Plan (DMP) released in March 2006 outlines seven primary design goals for the project that were defined through public outreach during the master planning phase:

- Create a world-class, large-scale park that capitalizes upon the site’s unique characteristics, including its metropolitan location, vast scale, and ecology;

- Improve the ecology of the site and cultivate a diverse, sustainable landscape, potentially incorporating state-of-the-art ecological restoration techniques and alternative energy sources;

- Establish an extraordinary setting for a range of activities and programs that are unique in the City, allowing for extensive active and passive recreation opportunities, educational amenities, and cultural enrichment;

- Recognize the events of September 11, 2001 and the ensuing recovery efforts that took place at Fresh Kills, in a dignified, unique, and powerful way;

- Develop environmentally sensitive and scenic park roadways to optimize local and regional access to and through the park and to reduce local traffic congestion through improved connectivity; and

- Stage the implementation of the park build-out in a way that affords maximum public benefits in the short term (within the next 10 years,) while also ensuring safe and effective operations of ongoing landfill closure, maintenance, and monitoring.
• Ensure park implementation through design that is compatible with landfill closure infrastructure and monitoring and maintenance requirements of the City with respect to Pzt 360 obligations.

DMP CONCEPTUAL PLAN

The Freshkills Park DMP (March 2006) considers diversity of cultural, athletic, and educational programming, in the context of an ecological enhancement comprising reclaimed wetlands, grasslands, and woodlands that would offer wildlife habitat as well as natural open spaces for park visitors. A primary park circulation system for vehicles as well as a network of foot, bicycle, and equestrian paths would allow various transport modes throughout the park.

The total Freshkills Park area is approximately 2059 acres, of which 1,966 acres fall within five designated planning areas (see Figure 2): the Confluence (175 acres), which is comprised of two primary programmatic areas—the Point (50 acres) and Creek Landing (20 acres)—and four additional park areas, North Park (290 acres), South Park (396 acres), East Park (530 acres), and West Park (570 acres) areas. In addition, Fresh Kills has about 700 acres that include its wetlands and waterways and natural areas (e.g., Isle of Meadows). The West Shore Expressway right-of-way, although it runs through the center of the site, is NYSDOT property and outside the project site. The North, South, East, and West Park project areas include lands within the boundary of a SWMU defined by the Fresh Kills Landfill closure plan. These landfill sections are either already closed or currently undergoing final closure construction or design (see the discussion above). The Point and Creek Landing planning areas are outside the boundaries of the existing landfill sections. The objectives for the five planning areas of the DMP are summarized below.

The Confluence

The Confluence, which encompasses the center of the proposed park, is defined by the meeting of the creeks and is to be the central area of park activity and the principal point of arrival by 2036. This park area will orient park users and be defined by a Loop Road that would provide access to all five park areas throughout the park and the location of most of the recreational, cultural, commercial, and educational facilities and activities. The Confluence concentrates its major development into two specific locations, the Point and Creek Landing. These are the large, flat, paved, bulkheaded and structured surfaces once used for receiving solid waste at Fresh Kills Landfill (Plants 1 and 2).

The Point is planned for the largest concentration of destination-oriented programs such as waterfront programs and cultural and commercial uses that depend on high visibility and proximity to other amenities. The Point is also the proposed location for the main park administrative center, a visible structure intended to house park functions, but also supporting active community participation in the stewardship and development of the park. The Point will be the locus of future ferry service and other water transportation.

Creek Landing is located at the convergence of Fresh Kills, Main and Richmond Creeks. It is planned for a concentration of on-water recreation and cultural activities accessible via the north segment of the Confluence Loop Road.

East Park

East Park is characterized by large, vegetated spaces with spectacular views and is the main area for vehicular access into the park from the east (see Figure 2). East Park is the area of the park that is closest to Richmond Avenue. It is intended to provide entrance to restored habitat areas and waterways with access to created and improved wetlands as well as lowland forest.

North Park

North Park would encompass the closed Landfill Section 3/4 and the surrounding lands. Under the DMP, it is proposed for simple recreational facilities, vast natural settings, meadows, wetlands, and creeks and is envisioned in the DMP as a lightly programmed natural area connecting with Schmul Park in the Travis neighborhood. North Park vehicular access and parking is provided from both the Travis neighborhood entrance to the north, for local access, and through a much larger central parking area to be provided at Creek Landing on the south. North Park is primarily planned as a natural area that would extend the rich habitat provided in the adjacent William T. Davis Wildlife Refuge on the project site, and capitalize on one of the quietest and most sheltered areas at Fresh Kills.

South Park

South Park would encompass the closed Landfill Section 2/8 and the surrounding lands. As envisioned in the DMP, South Park is proposed to have active recreational uses, including soccer fields, an equestrian facility, a mountain biking venue and a neighborhood park in a large natural setting. South Park is unique in that it contains both ample flat, non-wetland space for active recreational programming and a large area of natural woodland, encompassing in addition to the 140-acre landfill section, 155 acres of dry lowland and 50 acres of wetland. To take advantage of the size of the flat, dry lowland and its proximity to major roadway destinations, this park area is planned as a major concentration of active recreation opportunities.
West Park

In recognition of the important 9/11 recovery activities that occurred on the site, the DMP calls for a 9/11 monument at West Park. From here, park visitors would have a panoramic view of New York City, New York Harbor, and New Jersey. An area has been set aside on top of West Park for a monument or another feature that would memorialize the recovery efforts and provide a large space open to the sky where visitors would find a quiet place for reflection.

Since Muldoon Avenue currently provides vehicle access for DSNY landfill closure and maintenance operations, as well as the DSNY District 3 garage and repair shop, this entrance would also be the principal service road entrance to the park (i.e., it would be shared by DSNY and DPR vehicles, but not be a park public access road).

Alternative Energy

As part of the mapping action, Freshkills Park will have two areas delineated within the park for purposes of the development, operation and maintenance of commercial solar power facilities. One of these areas will be located in East Park and the other in South Park. The solar power area to be mapped in East Park is 31.7 acres (28 acres development allowed) and the solar power area in South Park is 22.8 acres. A note included on the City Map allows for four areas to be developed, operated, and maintained as commercial wind power facilities with the dimensions of each Commercial Wind Power Area to not exceed one contiguous acre. The note on the City Map provides that if the construction of above- and below-grade infrastructure of the solar or wind energy facility is not substantially completed within 20 years of the date of the filing of the City Map, such elements will no longer be permitted.

6. ACTIONS NECESSARY TO FACILITATE THE PROJECT

PARKLAND ADDITION

The proposed action includes the mapping of Freshkills Park. 464.5 acres of the project site are currently mapped as parkland, with another 340 acres of contiguous mapped parkland in the adjacent William T. Davis Wildlife Refuge. The currently mapped parkland in the project site includes the waterways and lands east of the West Shore Expressway along both Richmond Creek and Maier Creek. Along Main Creek the parkland extends north to the William T. Davis Wildlife Refuge. Along Richmond Creek the parkland extends east to Richmond Avenue. The upland limits of the parkland mapping are generally defined by the mapped Park Drives. Although mapped as parkland, the areas are not developed with recreational facilities and are not publicly accessible.

DPR is requesting a City map amendment to establish as parkland those portions of the project site that are not currently mapped as parkland, adding approximately 1,425 acres of parkland. With this addition, the general limits of Freshkills Park will be bounded by the William T. Davis Wildlife Refuge to the northeast, Richmond Avenue to the east, Arthur Kill Road to the south, the Arthur Kill and a portion of the West Shore Expressway to the west, and Dean Avenue to the northwest. The acreage of the proposed park will include 1888.1 acres of mapped parkland, 28.52 acres of mapped roadway, and 76.05 acres of mapped public place.

PARKLAND COMPATIBILITY

Under this application, the City of New York expresses its intent to map Freshkills Park (the “Park”) in the area that is now known as Fresh Kills Landfill (the “Landfill”) while acknowledging that, in order for the Park to be sustainable and kept in regulatory compliance and suitable for public access, landfill closure construction will proceed to completion and landfill post-closure care measures will continue to be performed for the foreseeable future, subject to applicable regulations. The City also acknowledges that certain other uses within the Park are expressly deemed consistent with this park mapping action, including any memorial or construction project related to the tragic events of September 11, 2001, or any research, educational, alternative energy, or composting facilities. These Landfill and other uses shall be permitted in this Park as part of this mapping action.

The Park would be mapped to allow for existing and future below-grade infrastructure and other facilities required to close and to perform post-closure care of the landfill. Within the Park, some areas would also be required for at- and above-grade infrastructure and other facilities, such as, but not limited to, venting, piping, and leachate collection. Existing and future above-, at- and below-grade uses that are required for or otherwise facilitate post-closure care of the Landfill now and at any time in the future would be deemed consistent with the mapping of the Landfill and surrounding area as a park. Under this mapping action, municipal use of all existing and future roadways, pathways or waterways within the Park also would be deemed consistent with this park mapping action.

Closure and post-closure care of the Landfill includes constructing, monitoring and maintaining the entire final cover of the Landfill, any and all landfill gas collection and treatment systems and facilities including the existing and future landfill gas recovery facility and landfill gas flare and flare stations, leachate collection and treatment systems including the existing and future leachate treatment plants, any
stormwater management measures, and existing and future monitoring wells and other environmental monitoring measures that assist in observing conditions of potential concern in the future.

As part of this mapping action, it is acknowledged that facilities that assist in the proper closure and post-closure care of the Landfill may, over time, need to be altered, moved, consolidated, expanded, reconstructed, upgraded, or replaced. Similarly, new or additional closure or post-closure care facilities and/or technologies or other measures may be developed and/or mandated by regulatory authorities that ensure or facilitate the sustainability of the Park with respect to its location on and in proximity to the Landfill. The applicants acknowledge that siting such facilities and implementing these technologies or other measures that are intended to ensure regulatory compliance or otherwise facilitate the viability of the Landfill as a park are consistent with this mapping action and do not require any further action. This includes, but is not limited to, construction and maintenance, repair, replacement, expansion, and alteration of structures intended to store landfill or park maintenance equipment, vehicles, vessels and personnel.

ESTABLISHMENT OF CITY STREETS AND PUBLIC PLACE

In addition to the proposed public place, the establishment of approximately 2.41 miles of City Streets within the project site are proposed. Three of these proposed City Streets, Yukon Connection Road, Yukon North Loop Road, and Yukon South Loop Road, run through already existing mapped sections of Freshkills Park. Yukon West Loop Road lies on the western side of the West Shore Expressway, and will allow for vehicular access to the Park. The proposed park roads would pass through existing mapped parkland on the project site. Although none of this mapped parkland has historically been publicly accessible and the proposed project provides a significant increase in mapped parkland and would provide for public access to the mapped parkland on the site for the first time, a State legislative action was approved on June 19, 2007 for the alienation of parkland along these segments of proposed road corridors (Chapter 659 of the 2007 Laws of the State of New York). The legislation included the stipulation that upon the completion of the roadways, any parkland that was discontinued and not required for roadway construction, service or maintenance will revert to parkland and will be under the jurisdiction of DPR.

The proposed action includes the establishment of city streets and public place to serve as the right-of-way for the future miles of vehicular road system internal to the future park. Due to the complexity of building the proposed road network on site, DPR and CDOT have agreed to map a portion of the primary road system right-of-way as a public place. The public place designation was chosen to allow design of the roadways to proceed without the added requirements that come with mapping a City street - many of which are extremely challenging to construct on this highly engineered landfilled site, such as curbs and underground piped sewers - and to facilitate collaboration on new standards between DPR, CDOT, the Department of Design and Construction (DDC) and DSNY street mapping of the currently proposed public place may or may not follow in a separate ULURP application.

ELIMINATION OF CITY STREETS

DPR is proposing to eliminate and permanently close several unbuilt “paper” streets within the project site. These streets are likely never be built as they are located under sensitive landfill infrastructure and closed landfill mounds or do not correspond with the proposed roadway alignment as outlined by the Public Place. Those streets are:

- Park Drive West, between the Victory Boulevard Extension and the West Shore Expressway
- Park Drive East, west of Richmond Avenue
- Park Drive South, between the West Shore Expressway and Artur Kill Road
- Fresh Kills Road, on either side of the West Shore Expressway
- Arden Avenue, north of the West Shore Expressway

In addition, DPR is proposing to extinguish and permanently close several unbuilt “record” streets within the project site. Those streets are:

- The section of Pearson Street southeast of Watson Avenue
- The section of Roswell Avenue southeast of Dean Avenue
- The section of Alberta Avenue southeast of Dean Avenue
- The section of Beresford Avenue southeast of Dean Avenue
- The section of Cartledge Avenue southeast of Dean Avenue
- The section of Walton Avenue southeast of Dean Avenue
- The section of Dean Avenue south of Mackay Avenue
ALTERNATIVE ENERGY

Freshkills Park would also include, as part of the mapping process specific areas set aside for solar alternative energy installations that would be able to be developed as part of the planned development of the park. A note included on the City Map also allows for four areas to be developed, operated, and maintained as commercial wind power facilities with the dimensions of each Commercial Wind Power Area to not exceed one contiguous acre. These potential installations would be part of the Park’s mission to showcase sustainable technologies and could demonstrate the ability to develop utility scale renewable energy in a dense urban environment. Such potential development would be required to maintain the integrity of the landfill environmental infrastructure, including the final cover system. It would also maintain access for adjacent park uses and, through integrated design, provide a potential forum for educating the public on alternative renewable energy sources.

7. CONCLUSION

The City of New York, with the New York City Department of Parks and Recreation (DPR) as the applicant, is proposing the establishment of Freshkills Park. Upon completion, Freshkills Park will be the City’s second-largest park (after Pelham Bay Park in the Bronx, which covers 2,765 acres), will more than double the size of the Staten Island Greenbelt, and will be almost three times the size of Central Park. There will also be 2.41 miles of mapped City Street to serve as the right-of-way for the future cross site vehicular road system as well as 4.86 miles of new park roadways for additional vehicular circulation.

The idea of converting Fresh Kills into a park is the result of many years of design collaboration and community input and would create for the first time, new public access and waterfront recreation at Fresh Kills. If the proposed park is approved, it would dramatically transform the project site over the next 30 years from an underutilized City waterfront property that includes a closed municipal solid waste landfill into a major recreational facility for the City and region, as well as providing a substantial natural habitat restoration and create an entirely new environment at the site. Transformation of Fresh Kills into a public park marks a commitment by the City to create not only a vast new open space with extensive waterfront access, but also the accompanying cultural amenities and ecological improvements.
April 24, 2006

Project Identification
CEQR No. 06DPR002R
ULURP No. Pending
SEQRA Classification: Type I

Lead Agency
New York City Department of Parks and Recreation
The Arsenal, Central Park
New York, NY 10007
Contact: Joshua Laird
(212) 360-3403

Name, Description and Location of Proposal:

Fresh Kills Park

The New York City Department of Parks and Recreation (DPR) is proposing to map the Fresh Kills Landfill site as a park, and will have primary responsibility for developing the proposed Fresh Kills Park. As described below, a number of discretionary approvals will be required from various City, state, and federal agencies in order to develop Fresh Kills Park, and DPR will be the lead agency in this environmental review process.

The closure of Fresh Kills Landfill has created a magnificent opportunity to transform its 2,200 acres of closed landfill, wetlands, and creeks into a unique public space. Recognizing this, the City and State of New York initiated a design competition to envision a plan for Fresh Kills Landfill. This transformation of the Fresh Kills Landfill into public parkland marks a new commitment to create a large new open space for the City, with recreational and cultural amenities, and environmental protection for the residents of Staten Island and the region. The new parkland will create significant wildlife habitat; provide hundreds of acres of land for active and passive recreation; and improve local connectivity through the provision of paths, roadways, and access points that would connect with existing adjoining parks. Moreover, this ambitious project will showcase state-of-the-art environmental reclamation techniques alongside the innovative design of park spaces. In sum, the proposed park would provide a much-needed and unique public open space for residents of the City and State of New York and the region as a whole.
The City of New York's master planning process has resulted in a Draft Master Plan (DMP) for the Fresh Kills Park. This illustrative plan, and an accompanying reasonable worst-case development scenario, will serve as the basis for the impact analyses to be conducted in the DGEIS.

The total Fresh Kills Park area is approximately 2,200 acres, of which 1,785 acres fall within five designated planning areas: the Confluence (100 acres), which is comprised of two programmatic areas—the Point (50 acres) and Creek Landing (20 acres)—North Park (233 acres), South Park (425 acres), East Park (482 acres), and West Park (545 acres). Acreage within Fresh Kills, but outside the main planning areas, includes: the open water and creeks (estimated at 210 acres); the site of a proposed DSNY transfer station (85 acres); areas of the site for which no programmatic changes are proposed (e.g., the Isle of Meadows, 100 acres); and the West Shore Expressway right-of-way (25 acres). The North Park, South Park, East Park, and West Park planning areas include lands within the boundary of a solid waste management area defined by the Fresh Kills Landfill closure plan. These landfill mounds (named North Mound 3/4, South Mound 2/8, East Mound 6/7, and West Mound 1/9) are either already closed or currently undergoing closure. The Point and Creek Landing planning areas lay outside the landfill mound.

Circulation:
The DMP would accommodate vehicular circulation through the park with the construction of approximately seven miles of new park drives. This includes a new vehicular bridge across Fresh Kills just west of the West Shore Expressway Bridge that would aid circulation and access to the western part of the park, and intersection improvements at Richmond Avenue and Richmond Hill Road and Richmond Avenue and Forest Hill Road. From a center loop road in the Confluence area, service roads would extend north and south along the West Shore Expressway to facilitate regional connectivity south and north. The goal of the plan is to bring the largest focus of users to the center of the site to points from which all five park areas can be easily accessed. In addition, smaller scaled entrances with parking are planned in the north, south, and eastern parks to allow for neighborhood access at the edges of the park.

The DMP provides for more than 20 miles of specially designed paths and trails for bicyclers, mountain bikers, horseback riders, pedestrians, and hikers. Creek access would be accommodated via numerous docks and launches along the creeks, as well as a larger boat facility proposed for a site on Fresh Kills, west of the West Shore Expressway, where potential ferry service access may be provided. Connections to the surrounding neighborhoods would be aided by two pedestrian overpasses, the first crossing the West Shore Expressway at Muldoon Avenue and the second crossing Richmond Avenue in the area of Forest Hill Road, creating a seamless connection between Fresh Kills and the extended Greenbelt to the east.
Regulatory Approvals:
Listed below are the agencies that either have a discretionary action with respect to the proposed plan, or have an advisory role in the environmental review process. The lead agency will coordinate the project's environmental review with these agencies to ensure proper examination of environmental impacts with respect to their respective discretionary actions.

*New York City*
- Department of Parks and Recreation (lead)
- Department of City Planning (involved)
- Department of Design and Construction (involved)
- Department of Environmental Protection (involved)
- Department of Health and Mental Hygiene (interested)
- Department of Sanitation (involved)
- Department of Transportation (involved)
- Art Commission (involved)
- Landmarks Preservation Commission (interested)
- Mayor's Office of Environmental Coordination (interested)
- New York City Transit Authority (interested)
- Office of the Staten Island Borough President (interested)
- Department of Cultural Affairs (interested)

*New York State*
- Department of Environmental Conservation (involved)
- Department of State (involved)
- Department of Transportation (involved)
- Office of Parks, Recreation and Historic Preservation (involved)
- Department of Health (interested)

*Federal*
- United States Army Corps of Engineers (involved)
- United States Coast Guard (involved)
- United States Environmental Protection Agency (interested)
- United States Fish and Wildlife Service (interested)
- National Marine Fisheries Service (interested)

Statement of Significant Effect:
The New York City Department of Parks and Recreation has determined, pursuant to 6 NYCRR Part 617,7, that the proposed action may have a significant effect on the quality of the environment as detailed in the following environmental impacts, and that an environmental impact statement is required:

1. The proposed action may result in significant adverse impacts related to land use, zoning, and public policy.
2. The proposed action may result in significant adverse impacts on socioeconomic conditions.

3. The proposed action may result in significant adverse impacts on community facilities and services.

4. The proposed action may result in significant adverse impacts on open space.

5. The proposed action may result in significant adverse shadows impacts.

6. The proposed action may result in significant adverse impacts on archaeological resources.

7. The proposed action may result in significant adverse impacts on urban design and visual resources.

8. The proposed action may result in significant adverse impacts on neighborhood character.

9. The proposed action may result in significant adverse impacts on natural resources.

10. The proposed action may result in significant adverse hazardous materials impacts.

11. The proposed action is located within the City's coastal zone and requires review for consistency with the Local Waterfront Revitalization Program (LWRF).

12. The proposed action may result in significant adverse impacts on infrastructure.

13. The proposed action may result in significant adverse impacts on solid waste and sanitation services.

14. The proposed action may result in significant adverse impacts on energy consumption.

15. The proposed action may result in significant adverse impacts to traffic and parking conditions.

16. The proposed action may result in significant adverse impacts to transit and pedestrian conditions.

17. The proposed action may result in significant adverse impacts to air quality.

18. The proposed action may result in significant adverse noise impacts.

19. The proposed action may result in significant adverse construction-related impacts.

20. The proposed action may result in significant adverse public health impacts.

Supporting Statement:
The above determination is based on an Environmental Assessment Statement prepared for the action which finds that:

1. The proposed action would alter existing land use and zoning patterns by rezoning and redeveloping the Fresh Kills Landfill to public parkland.
2. The proposed action would transform a closed landfill to a new, publicly accessible open space, which has the potential to alter socioeconomic conditions in the area.

3. The proposed action would introduce a new visitor and worker population to the site, which could potentially increase demands on community facilities.

4. The proposed action would bring new visitors and workers to the area, placing additional demands on available and new open space resources.

5. The proposed action would result in the construction of new buildings, portions of which could potentially have maximum heights of more than 50 feet. These proposed buildings could cast shadows on sunlight-sensitive resources.

6. Construction of the proposed project could potentially disturb archaeological resources within the project area.

7. The proposed action would result in new types of building use and form, as well as landforms, which would differ from existing urban design elements on the project site and in the affected area, and may alter the urban design character and visual resources of the surrounding area.

8. The proposed action would result in the creation of new parkland, which could alter existing neighborhood character by affecting land use, socioeconomic conditions, historic resources, urban design, traffic, and/or noise.

9. The proposed action would result in activities within tidal and freshwater wetlands that are located within the project area, which could affect natural resources and habitat.

10. The proposed action would result in construction on a former landfill, which raises concerns regarding potential impacts on public health as it relates to open space users and construction workers.

11. The proposed action would result in new development in the designated coastal zone, which could potentially be inconsistent with the policies of the LWRP.

12. The proposed action would result in new development within the project area, which could place additional demands on infrastructure.

13. The proposed action would result in new development within the project area that would result in the generation of solid waste, and which would require sanitation services.

14. The proposed action would result in new development within the project area, which could increase demand for energy.

15. New parkland development resulting from the proposed action would result in additional vehicular trips and additional parking demands.

16. New parkland development resulting from the proposed action would result in additional pedestrian and transit trips.
17. The proposed action would result in new development that could potentially result in air quality impacts due to increased mobile source (vehicular) and stationary source (HVAC system) emissions.

18. The proposed action would increase the volume of traffic in the area, which could result in additional traffic noise.

19. The proposed action would result in new development on the project site that would involve construction and construction-related impacts, including erosion and sedimentation.

20. The proposed action would result in new development which could potentially result in public health concerns.

21. The Draft Generic Environmental Impact Statement (GEIS) to be prepared for the proposed action will identify and describe any other potential effects on the environment.

Public Notice:
For the reasons above, the CIBQA lead agency, the New York City Department of Parks and Recreation, will prepare a Draft Generic Environmental Impact Statement (DGEIS) in accordance with 6 NYCRR 617.9(b) and Sections 6-08 and 6-12 of Executive Order No. 91 of 1977 as amended (City Environmental Quality Review).

A public scoping meeting has been scheduled for Wednesday, May 24 from 6:30 PM to approximately 8:30 PM, and will be held at P.S. 38 at 77 Mariner Avenue, Staten Island. Written comments will be accepted by the lead agency through June 5, 2006.

This determination has been prepared in accordance with Article 8 of the Environmental Conservation Law. Should you have any questions pertaining to this Positive Declaration, you may contact Nick Mollinar at 212.360.3415.

Joseph Laird, Assistant Commissioner for Planning & Natural Resources
New York City Department of Parks & Recreation