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2/ PLANNING RECREATION IN THE COASTAL ZONE

Study Continuance

2/a Coastal Zone Series No. 9

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TO: Coastal Zone Study Group
FROM: Hall Winslow, Coordinator for Tri-State
DATE: June 30, 1972

This paper is a continuation of a guide for planning the recreation aspects of the Tri-State Coastal Zone. It contains study recommendations designed to give us provisional but consistent answers which can be linked with findings in other functional areas to construct an initial broad view of the Zone's future.

Tri-State is prepared to formulate specific guidelines and criteria for Task Two, p.3 to allow the subzone agencies to carry out the Tasks outlined here. May we request from you the following responses:

1. Reactions and suggestions about Task Two, p.3.

2. Comments on other phases of this study guide.

3. Notes, by Task, of work started or already accomplished by your agency.

As you know, Tri-State will be furnishing recreation quantifications and a status-plan report draft as soon as they are ready.

Coastal Zone Series

1. STUDIES AND REPORTS RELEVANT TO THE TRI-STATE COASTAL ZONE PROJECT. October 1970 and Supplement 1, March 1971.

2. THE TRI-STATE REGION'S FUEL NEEDS IN 1990. Interim Technical Report 4239-2150. February 1972 (Revision of 1971 version).

3. CONTAINERSHIP TRAFFIC, FACILITIES, AND PRACTICES IN THE TRI-STATE REGION AND COMPETING PORTS, Interim Technical Report 4198-2480. July, 1970.

4. RECREATION MEASURES FOR THE COASTAL ZONE STUDY. September, 1971.

5. SURVEY OF WATERBORNE CONTAINER TRAFFIC AT THE PORT OF NEW YORK, Interim Technical Report 4252-1610. August, 1971.

6. MEETING THE REGION'S GROWING DEMAND FOR ELECTRIC POWER, Interim Technical Report 4263-2303. October, 1971.

7. MANAGEMENT STRATEGIES FOR TRI-STATE'S COASTAL ZONE, Interim Technical Report 4280-2306. January, 1972.

8. LAND AND INVESTMENT REQUIREMENTS FOR CONTAINERPORTS AT THE PORT OF NEW YORK TO 1990, Interim Technical Report 4258-2303 - 2505).

9. PLANNING RECREATION IN THE COASTAL ZONE - Study Continuance, Memo, 6-30-72.

RECREATION IN THE COASTAL ZONE

Study Continuance

A consensus regarding coastal zone recreation planning was reached at the November workshop. The decision was that identification of coastal land for recreation would be resource oriented. The following guidelines will attempt to refine and specify the implications of this decision:

A. DEVELOPING AND UNDEVELOPED AREAS

Areas possessing natural and environmental values should be so designated and any recreation use made of them should be geared to their tolerance of recreation development and usage.

Example: Boating for both fishing and pleasure cruising and the necessary marinas, channels, and dredging will be limited to the capacities of the foreshore and offshore areas to acoomodate them.

Example: Bathing, which may not damage the actual beach area, requires roads, parking, and service areas. These may exceed the capacity of the foreshore.

This objective pertains to those areas actually suitable for recreation; many, of course, are not desirable for such uses.

This relationship between environment and permissible activity is clear in the undeveloped and developing portions of the Zone. It requires that we make findings on natural values and assets and on the recreation tolerance of these types of areas. We should envision, as one type of treatment , the outright prohibition of all activities except limited nature-oriented study and enjoyment.

B. DEVELOPED AREAS

In the developed areas of the shoreline, the principle is less focussed in application. Here we have many derelict or changing uses devoid of environmental assets beyond the important scenic element of the wateredge. The potential for restoration of natural assets then becomes a central concern, as does reclamation for leisure use.

SUGGESTED APPROACH

Task 1 The first task in A above is to inventory and analyze the natural and environmental functions of the shoreline areas. This is being accomplished in a generalized way through Map III (where the wetland categories remain to be standardized and related to technical measures) and by Map II, where existing water quality appears. Work Map 2 shows target water quality classifications. Tri-State will carry out quantification, and summaries of these aspects will be prepared for distribution. Under B above, natural functions and assets will also be noted but the main concern will be on substandard or changing areas - those areas in need of renewal: rebuilding,

clearance, stabilization, etc. These are delineated on Overlay II and will form a "resource" for other uses as well as for recreation.

Task 2 The process of determining tolerance levels in the natural environment for recreation activities and facilities is related to nonrecreation elements as well. These other elements are power generation (construction, thermal pollution), shipping (construction, upland facilities, roads, channeling, spills), underwater and foreshore sand mining, waste disposal (landfill, boat sewage and dumping, sewage treatment effluent), storm protection measures, (dikes, gates, groins, sandfill) and residential and nonresidential development.

No recognized methods for determing these levels are available, although a great deal of research is aimed at this target. For the time being, we suggest expressing tolerance levels in terms of percentages of areas:

1.	Barrier beaches and their ecological zones:	- % of land in natural state. - % of land for recreation, roads service areas. - % of land for residential uses. - % of land for other uses.
2.	Bayshore and river areas (non-marsh):	- % of shoreline preempted from leisure use. - % in natural state - % in access and parking
3.	Wetlands, tidal marshes:	- % of area dredged or bottom disturbed.

Recreation workshop members are invited to contribute ideas to this interim approach to determining tolerance levels. They are admittedly overgeneralized, but considered necessary until better approaches are at hand.

Task 3 Determine and apply (on sketch maps) locational indicators for recreation activities.

The following are suggestive:

Swimming. Swimming potential will depend upon planned water quality, the nature of the foreshore, depths, currents, bus or rail access for the larger facilities, and upland for parking and services. However, environmental tolerance of swimming activity is the initial and weightier concern. (Swimming pools will also occur within shore areas but that aspect should be omitted as only indirectly related to the coastal waters as such.)

Fishing. A water-dependent activity determined by water quality, with nutriments and vegetation for escape cover as other factors. Within the Harbor subzone, the present fish populations will be minimal. In other subzones, fishing will be constrained by environmental tolerance of the necessary channels, boat effluents, noise, etc.

Boating. Relatively flexible in location. The strongest determinant may be availability of parking space and service areas, since most boat owners will have autos. However, we should keep in mind that boat renters or excursionists can use busses. Besides facilities for a private boating, embarkation points for groups will be needed - fish charters and shuttles to Gateway, for instance.

Leisure Parks. Waterfront parks have an ambience arising from the meeting of the land with the expanse of sky and water and views beyond. They would preferably have historic and geologic features as well. Elevation is obviously an indicator of suitability. Views of shipping and other

economic activities would also recommend a site.

Active recreation can, of course, be included in these parks. Although such aspects are only indirectly related to the water, they may be necessary to the successful functioning of a waterfront park. People may enjoy being near the water but they will also want other kinds of leisure experience during their visits. An important criterion would be convenience of access from populous communities, preferably by bus, bicycle, or foot in urban areas.

Metroparks. For the New York City and Jersey waterfront areas only. This type of leisure place would be a high intensity, day-evening, all-year complex of facilities serving thousands of visitors per day from a service population of at least a million. Its site would preferably have rail transit access, although a bus line might also serve. While one of its advantages is that it creates its own environment, it will benefit marginally from waterfront locations. High volume transport, however, is much more important than shore location.

Nature Study and Appreciation and Photography. Bird and plant life will receive increasing attention from the leisure public as the nation recognizes the value of its heritage and resources. This kind of use, however, will never attract the heavy influx of recreationists seen with swimming, boating, and fishing. Furthermore, nature enthusiasts are expected to be attentive to rules and often will be in supervised groups. It is probable that such use, within reasonable limits, is admissible in even the most sensitive ecological situations. Accessibility by boats and/or walkways and potentials for observation points, labs, and instruction and

exhibition areas are all locational factors.

Task 4 Apply demand measures when scaling of specific opportunities is needed. It has been assumed that recreation demand in a region like Tri-State will always exceed any possible effort we can make to satisfy it. However, there is a definite place for "market studies" for special recreation developments. The demand for mooring in the Harbor Subzone, for instance, might be partially scaled by reference to present rates of boat ownership and use in an assumed tributary population area and a projection of these into the future. In some activities, however, demand studies are less than useful. Swimming, for instance, can take place at other than coastal locations and demand for the activity as such would be of little use in scaling the need for bathing places at coastal waters. Present usage patterns, also, will be of little use, since they are dependent upon type and location of present opportunities.

As for preferences, it is axiomatic that ocean beaches are the overwhelming preference for family bathing outings. It need hardly be recommended that all ocean beaches should be open to the public or planned for such in the future. However, the relation of such facilities to their environmental settings will be a limiting determinant in their scale. As a result of an expected short supply of ocean bathing opportunities, two guidelines are suggested;

1. An effort be made to see that the limited resources are equitably distributed among income and ethnic groups.
2. A serious attempt be made to develop alternative opportunities, including attractive facilities closer to home, thus obviating long drives on crowded highways. The metropark concept, providing a high volume of opportunities in an architectonic environment using a relatively small space, may be one answer.

Task 5 Specify opportunities for the combining recreation activities with other developments. In a competitive land market, recreation, being typically nonprofitable, will be dampened by lack of money. Ways must be found to reduce the land or development costs or to include these within nonrecreation capital program items. One strategy may be to recommend combined development. Examples:

- A containerport might include small boat moorings mainly for weekend use when employee parking space would be available. It could furnish an observation deck with eatery where visitors could observe shipping operations. The planned superliner terminal in Manhattan, with its restaurants and lookout points, is essentially the same combination.

- Housing near the waterfront is preferably designed with a public open space along the water. The Waterside proposal at East 23rd Street in Manhattan is an example of highrise buildings combined with plazas, terraces, and some spaces reserved for the public and some for the residents.

- The proposed Wateredge reconstruction of the West Side Highway in Manhattan recommends a pierhead roadway on pilings covered with an esplanade connecting wider park areas along the riverfront. An onshore roadway could have park areas both shoreward and landward.

- Landfill areas are possibly more suited to eventual recreation activities than to any weightier development. While this type of disposal will become less significant in the future, there will be areas suitable for it.

While the pure availability of landfill areas is often the only determinant, ultimate utilization for recreation is a possible factor in their justification and siting.

Task 6 Costing and Staging. The anticipated costs grouped by priority phases should be roughly figured for each subzone or portion thereof. Costs can be arranged by the following categories:

- Land Acquisition in Fee
- Easement Acquisition
- Site and Facility Development
- Annual Maintenance and Operation (averaged over 40 years)
- Annual Fee Receipts. (averaged over 40 years)

Task 7 Estimation of monies available for recreation purposes by 5-year intervals, based on analysis of trends and other factors. Here we should remember that capital program planning, often accepted as a hard given, is partially dependent upon enthusiasm and good planning. But in the short range, admittedly, trends and present climate will fairly accurately determine the fiscal resources. Shortage of money leads us to attempt evaluating the cost effectiveness of proposals and to choose -- using a stated list of goals -- those which are the more rewarding.

We are searching for a precise technique for determining costs and benefits for nonmarket social goods like recreation. But no generally accepted method is at hand. It is unlikely, in the present Coastal Zone study effort, that we shall have enough time to develop and apply one. However, it is possible that such a process will be ready for use later when the Coastal Zone management agency is established. For the time being, it is suggested that judgments on benefits be based on the following:

1. Number of persons served. This may be expressed in terms of special groups: teens, the elderly, the handicapped, or families with children.
2. Service to recreationally deprived communities.
3. Quality of experience offered.

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