

Mitchell L. Moss
Director

Rudin Center for
Transportation Policy
and Management,
Robert F. Wagner
Graduate School
of Public Service

New York University

November 2011

HOW NEW YORK CITY WON THE OLYMPICS

YANKEE STADIUM

WATERFRONT PARKS

GATEWAY CENTER RETAIL (BRONX TERMINAL MARKET)

369TH REGIMENT ARMORY RENOVATION

BRONX RIVER
BRONX/MANHATTAN

HUNTERS POINT SOUTH
QUEENS

5,000 UNITS
WORKFORCE HOUSING

Mets
CITI FIELD

OLYMPIC POOL AND ICE RINK

FLUSHING MEADOWS CORONA PARK
QUEENS

2012 OLYMPIC LEGACY

REZONING

WATERFRONT PARKS

WILLIAMSBURG/GREENPOINT
BROOKLYN

HUDSON YARDS PROJECT
12 MILLION SQ/FT

JAVITS CONVENTION CENTER EXPANSION

HUDSON YARDS PROJECT

REZONING

HUDSON BOULEVARD

HIGH LINE

FAR WEST SIDE
MANHATTAN

EAST RIVER FERRY SERVICE

ATLANTIC YARDS

DOWNTOWN BROOKLYN



HOW NEW YORK CITY WON THE OLYMPICS

Mitchell L. Moss

Director, Rudin Center for Transportation Policy and Management
Robert F. Wagner Graduate School of Public Service, New York University

November 2011

CONTENTS

Introduction	4
I BIDDING TO HOST THE 2012 OLYMPIC GAMES	7
I.1 Formulating the New York City Bid	10
I.2 Implementing the NYC2012 Plan	15
II REDEVELOPING MANHATTAN'S FAR WEST SIDE	19
2.1 The Olympic Vision	22
2.2 A New Stadium and an Expanded Convention Center	25
2.3 Rezoning the Far West Side	28
2.4 The #7 Subway Extension	31
2.5 Building Over the Rail Yards	34
2.6 A New Park and Boulevard	36
2.7 The High Line	37
III REVITALIZING THE EAST RIVER WATERFRONT	41
3.1 Olympic Vision	43
3.2 Greenpoint and Williamsburg	44
3.3 Hunters Point South	47
3.4 East River Ferry Service	51
IV DEVELOPING NEW BASEBALL STADIUMS	55
4.1 The Search for New Homes for New York's Baseball Teams	57
4.2 A Quick Resolution	60
V REDEVELOPMENT ALONG THE HARLEM RIVER	63
5.1 Olympic Vision	65
5.2 369th Regiment Armory	66
5.3 The Bronx Terminal Market	67
VI SWIMMING AND SKATING IN FLUSHING, QUEENS	69
VII A CONTINUING LEGACY	73
Acknowledgements	78
Images	
NYC2012 Olympic X Plan	13
LIRR Rail Yards, Far West Side	23
#7 Subway Extension	33
Hudson Yards Project, Far West Side	35
High Line	39
Hunters Point South, Queens	48

INTRODUCTION

Do cities benefit from hosting large-scale sports events such as the Olympics or the World Cup? Some cities have derived real, long-term benefits from hosting the Olympics: Tokyo in 1964 and Barcelona in 1992 are usually cited as best examples. Others – such as Montreal in 1976 and Athens in 2004 – have been left with little more than underutilized facilities and inflated debts.

In recent years, cities competing to host the Olympic Games have put more emphasis on productive post-games use of Olympics facilities and infrastructure. London, for example, has invested substantial resources to ensure that the 2012 Olympics leave a legacy of long-term, substantial improvements.

Six years ago, New York City lost its bid to host the 2012 Olympic Games. Contrary to popular belief, the New York City Olympic Plan has largely been implemented, even though the 2012 Games will be held in London. New York City's bid for the 2012 Olympics explicitly sought to use the Olympics as a catalyst for development of facilities and infrastructure that would have lasting value. New York's bid went much further than what was required by the International Olympic Committee. From the outset, New York City's plan for the 2012 Olympics was designed to spur action on, and obtain resources for, projects that would have a long-term positive impact on the city whether or not the IOC chose New York City to host the Games.

With this vision in mind, NYC2012 – the organization formed to develop the city's bid – formulated a plan that focused on seven areas of the city that had been the subject of multiple studies but were still relatively underdeveloped – the Far West Side of Manhattan, Brooklyn's East River Waterfront, Long Island City in Queens, the Flushing section of Queens, Harlem, the South Bronx, and Downtown Brooklyn.

Although New York City ultimately lost its Olympic bid, comprehensive plans were approved for the targeted areas. In each, a major rezoning was completed, which included planned affordable housing, mass transit enhancements, new parks and amenities, and other new infrastructure. In addition, four of the facilities that were to be part of the Olympic Plan have either been completed or are under construction.

This report traces the history of New York City's bid for the 2012 Olympics. It describes the selection of the areas included in the Olympic Plan; the venues and infrastructure in the city's bid; how the city's plan satisfied the IOC's and the International Sports Federation's technical requirements while meeting NYC's long-term goals. It describes the actual way in which the 2012 plan has shaped development and transformed major areas of New York City.

I BIDDING TO HOST THE 2012 OLYMPIC GAMES

¹ Lewine, Edward. "Let the Games Begin – In N.Y. City Posed To Pitch Itself As Site For 2012 Spectacle." *Daily News*. New York. November 28, 1999. Page 32.

² Cooper, Michael. "New York City Studies Bid For Olympics." *New York Times*. New York. June 23, 1996. Section I, Page 27, Column 5, Metropolitan Desk.

³ Longman, Jere. "Olympics; Bids by U.S. Cities Deferred Beyond 2008." *New York Times*. New York. May 16, 1997. Section B, Page 16, Column 1, Sports Desk.

⁴ Lewine, Edward. "Let the Games Begin – In N.Y. City Posed To Pitch Itself As Site For 2012 Spectacle." *Daily News*. New York. November 28, 1999. Page 32.

New York City's bid for the 2012 Olympic Games had its origins in 1994 when investment banker Daniel Doctoroff became intrigued with the idea of bringing the Games to New York and explored what was required to prepare and win a bid and host the Games.

After extensive private research, Doctoroff embarked on a public effort to bring the summer Olympic Games to New York¹. Though not previously involved in civic affairs, he arranged a meeting with then-Mayor Rudolph Giuliani, to whom he presented his vision of a New York Olympic Games. The Mayor was enthusiastic and in 1996 gave Doctoroff's proposal a major boost by appointing a task force to study a New York bid for the 2008 Olympic Games². But in 1997, the United States Olympic Committee decided not to have any American city bid for the 2008 Games,³ leading New York to shift its focus to the 2012 Olympic Games⁴. (A city can only bid internationally if it is selected by its National Olympic Committee as that country's Candidate City.)

There was a two-step selection process for an American city to be chosen as Host City for the 2012 Olympic Games. Phase I was the U.S. selection process. Eight cities submitted plans to the USOC, which narrowed the finalists to two: New York and San Francisco. The USOC selected New York City as the U.S. Candidate City in November, 2002. Phase II was the selection process of the International Olympic Committee (IOC), which chose five finalists (London, Madrid, Moscow, New York, and Paris). In July 2005 London was selected as the 2012 Host City.

Doctoroff's analysis concluded that a New York Olympic Games could be largely self-financed—relying on an anticipated \$3 billion in revenues from three sources: corporate sponsorships, television rights fees, and ticket sales. These revenues would fund the organization, operation, and some of the capital needs of the Games, with approximately one billion dollars devoted to financing construction of the Olympic Village and assorted sports venues^{5,6,7}.

An Olympic bid has detailed and complicated requirements. The bid must provide comprehensive responses and plans in such varied areas as transportation, security, medical services, visas and immigration, environment and meteorology, finance, marketing, media, and accommodations. But the heart of the bid is the sports program, particularly the physical facilities proposed as the sites for each of the 28 Olympic sports.

⁵ NYC2012. *New York City 2012 Presentation Book: Volume I*. NYC2012. New York. 2005. Page 115.

⁶ Lombardi, Frank. "Hizzoner Helps Unveil 2012 Olympics Plan." *Daily News*. New York. September 13, 2000. Page 24.

⁷ Bondy, Filip. "NYC Bids For 2012." *Daily News*. New York. September 24, 2000. Page 66.

The International Federation (IF) for each sport provides elaborate specifications and guidelines for its facilities—in terms of dimensions, technical quality of the field of play, seating, schedules, athlete support, officiating and scoring, media and so on. The bid must provide detailed architectural and engineering plans for each of these sports venues. The bids are then reviewed separately and evaluated by the International Federation for that sport, which must give its approval, as well as by the IOC's technical evaluation experts.

Required facilities include:

- Indoor facilities seating 5,000 to 15,000 for eight sports – boxing, wrestling, weightlifting, table tennis, badminton, judo, fencing and taekwondo;
- Modern indoor arenas seating more than 15,000 for gymnastics, basketball, volleyball, and handball;
- Specialized indoor facilities for aquatic sports (swimming, diving, synchronized swimming, and water polo) and track cycling;
- Outdoor stadia for football (soccer) and field hockey;
- Specialized outdoor facilities for equestrian events, mountain biking, rowing, whitewater canoeing, sailing, shooting, tennis, baseball, softball, archery, and beach volleyball; and
- An Olympic Stadium seating at least 80,000 to host the Opening and Closing ceremonies, athletics (track and field) and the football (soccer) finals.

Candidate cities' plans are also required to provide for three other major facilities:

- An Olympic Village with more than 4,000 units able to house all athletes and coaches; meet the athletes' special needs for training, exercise, health, and recreation; provide a comfortable and memorable environment; and provide fast, convenient transportation to all venues; and
- Two large media facilities, totaling more than 1.5 million square feet— an International Broadcast Center (IBC) and Main Press Center (MPC).



FORMULATING THE NEW YORK CITY BID

To design New York City's bid, Doctoroff followed an unconventional approach. While identifying specific sites that could meet the requirements for various venues, Doctoroff and his lead planner, Alex Garvin, focused on seven areas of the City that were underdeveloped but ready to make the transition from the old industrial economy to the modern information-based city:

- Far West Side of Manhattan (along the Hudson River)
- Long Island City, Queens
- East River Waterfront, Brooklyn and Queens
- Downtown Brooklyn
- South Bronx (along the Harlem River)
- Harlem
- Flushing, Queens

Many of these areas had long been considered as potential locations for new development. In particular, the New York City Department of Planning (DCP) had issued reports on the potential development of Manhattan's Far West Side and the East River waterfront along Brooklyn and Queens. Local community groups, especially along the East River, had also spent many years advocating for investment in their communities.

The NYC2012 team built upon previous studies by municipal agencies and civic groups. What was perhaps unprecedented, was the effort to aggregate all these areas in an overall development plan. The Olympic presentation offered a broad five-borough agenda for future development that gave priority to these neglected areas for comprehensive City action. No comparable city-wide plan for short-term action, involving a broad range of targeted areas in all five boroughs, had ever been presented or carried out in the modern history of New York City.

To prepare a detailed Olympic Plan for New York, the 2012 planning team started with those sports that were relatively easy to locate in existing modern facilities. The City could offer venues that were among the world's best-known for tennis (the USTA's National Tennis Center in Flushing Meadows Corona Park), baseball (Yankee Stadium) and gymnastics or basketball (Madison Square Garden). But even for a city with extensive professional sports facilities, the number of customized venues needed and their technical specifications inevitably required a significant number of new or substantially renovated facilities.

To locate these venues, sites were sought in the seven targeted areas with the initial plan locating venues in each. Doctoroff believed that by locating Olympic sites in these areas, the heightened Olympic investment and attention would have a catalytic effect on broader, long-needed development in each neighborhood. The Olympic Plan placed major developments that were central to the bid:

- **Far West Side:** a new football stadium for the New York Jets would be constructed on a platform over the Long Island Rail Road yards on the Far West Side of Manhattan (30th-33rd Streets, Eleventh-Twelfth Avenues).

It would be temporarily retrofitted to serve in 2012 as the 86,000-seat Olympic Stadium – site of the Opening and Closing ceremonies, athletic events (track and field), and the gold medal match in football (soccer). After the Games, it would continue to be used by the New York Jets and, with a retractable roof, would also serve as a major expansion of the Jacob K. Javits Convention Center, located immediately to the north.

- **Long Island City:** the Olympic Village would be developed on a largely-vacant industrial area on the East River waterfront in the Hunters Point section of Queens. The complex would include 4,400 apartments, with room for 16,000 athletes, coaches, trainers and other team officials, as well as dining, training, and recreational facilities and a waterfront park. After the 2012 Games, the Olympic Village would become private apartments in an attractive waterfront community, the largest middle-income housing development built in the City in decades.

Facilities were also included in the initial 2012 plan in each of the other five areas (although some of these locations were changed for various reasons over the next two years) for the bid that was submitted to the USOC in 2002. Sites in the initial plan that were later omitted from the City's revised 2002 USOC plan included:

- **Brooklyn Bridge Park,** in Downtown Brooklyn along the East River waterfront, with an aquatics facility for water polo. In response to the community's strong preference for other long-planned usages in the proposed new park, this aquatics facility was first moved to Orchard Beach in the Bronx and then subsequently moved again to Flushing Meadows Corona Park in Queens in the final bid; and
- A modern, indoor arena for volleyball, also located in Downtown Brooklyn (York Street) a site that proved unavailable, was then moved for the initial bid to Coney Island, and later replaced in the final bid by the proposed Nets arena at Atlantic Yards in Downtown Brooklyn.

The City's initial bid to the USOC included several sites in the other targeted communities:

- **East River Waterfront,** three sites:
 - 1 A new aquatics center for swimming, diving, and synchronized swimming in Astoria, Queens at the site of the great Astoria Pool, which had been used for Olympic trials in 1936 and 1964;
 - 2 A new Queensbridge Athletic Center, on the waterfront just south of the Queensboro/59th Street Bridge, for track cycling and badminton; and
 - 3 Archery and beach volleyball at a new waterfront park in Williamsburg, Brooklyn.

- **Harlem:** boxing and rhythmic gymnastics to be held in the renovated 369th Regiment Armory adjacent to the Harlem River; and
- **Flushing:** two existing man-made lakes in Flushing Meadows Corona Park would be reconfigured and joined to serve as an Olympic rowing course, with a new whitewater canoeing facility to be developed nearby.

In addition to using Madison Square Garden for gymnastics, Yankee Stadium for baseball, and the U.S. Tennis Center for tennis, the City's original bid submitted to the USOC in 2000, proposed various other new and existing facilities as venues for the 2012 Games:

- Football (soccer) games (other than the gold medal game) would take place at Giants Stadium in the New Jersey Meadowlands;
- Basketball would take place at Continental Arena, also in the Meadowlands;
- Table tennis, weightlifting, wrestling, judo, taekwondo, and fencing competitions would be held at the Javits Convention Center;
- Handball competition would be held at Nassau Coliseum on Long Island;
- Shooting events would take place at a new facility at the site of the police shooting range at Rodman's Neck in the Bronx;
- Field hockey would be played at Columbia University's Baker Field, at the northern tip of Manhattan;
- Softball games would be played at Richmond County Bank Ballpark on Staten Island (home of the minor league Staten Island Yankees);
- Sailing would be based at a new marina at Breezy Point, Queens, within Gateway National Park, on the western end of the Rockaway peninsula; and
- Mountain biking and equestrian events would be held at temporary new facilities in Greenbelt Park, and road cycling in the St. George area, both on Staten Island.

After these various venues were selected, a pattern became apparent that would become the symbol of New York's bid throughout the competition. Virtually all venues were located on two intersecting axes that could form an "Olympic X," with the two axes crossing at the Olympic Village at Hunters Point, Queens, on the East River waterfront across from the United Nations. The Olympic X became the basis for the bid's unique transportation plan:

- A north/south axis that would go from the Bronx and the northern tip of Manhattan, down the Harlem and East rivers along the Brooklyn and Queens waterfront (passing the Olympic Village), through the harbor, and down to Staten Island; and



- An east/west axis that would go from Flushing Meadows Corona Park in Queens, past the Olympic Village, across the East River, through the center of Manhattan, past the Olympic Stadium, and across the Hudson River to the Meadowlands.

The Olympic X provided an efficient system of transportation, even through the dense center of midtown Manhattan, for moving athletes from the Olympic Village to their venues. Venues on the east/west axis would be accessible by rail, while those on the north/south axis adjacent to the waterfront would be accessible by ferry.

Under the Olympic X, existing transit and commuter rail lines would link sites on the east/west axis. In addition, there would be one major new rail line, an extension of the #7 subway line from Times Square west to Eleventh Avenue and then south to the Javits Center and the new stadium at 33rd Street and Eleventh Avenue. Because there is an existing LIRR station at the Olympic Village site, athletes could travel quickly, safely, and conveniently by special trains heading east to Flushing Meadows Corona Park, or west to Madison Square Garden, the Far West Side with the new Olympic Stadium and the Javits Center, and further, under the Hudson River, to the Meadowlands.

For venues on the north/south axis of the Olympic X, all of which were either on, or adjacent to, the water, NYC2012 proposed that athletes travel from the waterfront Olympic Village up and down the East and Harlem rivers by private ferry service.

By 2000, NYC2012 had a cohesive plan for specific venue sites required to support the 2012 Games, each of which would be able to stimulate future investment and development in these long-neglected areas. As this report will show, many of these projects had previously been contemplated or proposed, but little progress had been made to bring them to fruition, including a new West Side stadium, expanding the Javits Center, extension of subway service to the Far West Side, development of a new arena in Brooklyn, revitalization of the East River waterfront in Queens and Brooklyn, and expansion of private ferry service. The NYC2012 Olympic bid packaged all of these separate projects and proposals and others, across all five boroughs, into one comprehensive development plan that would be implemented according to the strict timetable of the Olympic bid process.

IMPLEMENTING THE NYC2012 PLAN

The link between planning for the 2012 Games and the municipal government's overall agenda for revitalizing New York City was reinforced when Michael Bloomberg, elected mayor in November 2001, appointed Doctoroff to be Deputy Mayor for Economic Development and Rebuilding with a broad portfolio, including: planning, development, and the rebuilding of Lower Manhattan after 9/11 as well as oversight of the City's Olympic bid. With this appointment, the Mayor put the long-term goals and specific projects of the NYC2012 Olympic Plan at the core of his Administration's planning and development strategy.

The Bloomberg Administration now sought to use the pressure of the fixed, Olympic bid timetable to push forward the legal and technical review and approval of these projects on an accelerated schedule so that by the time of the IOC decision in mid-2005, they would be positioned to go forward **regardless of whether New York City's bid was successful.**

Once the USOC selected New York in November 2002 as its Candidate City for the 2012 Games, only two and one-half years remained until the IOC's selection of the Host City in 2005. During this time, the City had to complete an enormous amount of additional technical work in planning, design, logistics, and finance to produce supporting materials with the level of detail required by the IOC.

The IOC however also demanded solid evidence that the proposed projects could and would be completed on schedule. So it required a full legal analysis of the required approval process as well as a financial plan for each venue. Doctoroff concluded that the best, perhaps only, way to demonstrate the feasibility of each project was to complete all of the required approval processes before the 2005 IOC vote.

Accordingly, the 2012 team had just two and one-half years remaining to get these major projects designed and approved, including – for those projects to which it applied – winning formal government approval through the City's seven-month Uniform Land Use Review Process (ULURP). But massive projects of this scale, requiring extensive community consultation and review, technical analysis and modification, rigorous environmental impact studies, and a series of votes by government bodies, usually take years for full approval and rarely move that quickly through necessary public processes. In addition, several of these projects also required approval by the State government and, in one case (sailing), the Federal Government.

The challenge was to mobilize the various City agencies involved to expedite and coordinate their work in order to adhere to this greatly accelerated Olympic timetable. The fixed Olympic timetable imposed an external absolute deadline, something that is rare for public projects. Since slippage in any one project or venue could jeopardize the entire Olympic bid, it in turn created leverage over the various reviewing agencies. As Deputy Mayor, Doctoroff was uniquely positioned to expedite the approval process of all Olympic-related projects. He was strongly supported in this effort by Amanda Burden, Chair of the City Planning Commission (CPC), and Andrew Alper, President of the Economic Development Corporation, and most importantly, Mayor Bloomberg, and his senior team led by Deputy Mayor for Operations, Marc Shaw, and Deputy Mayor for Administration, Patti Harris.

Moving all these projects forward in time to meet the demands of the bid process was not, however, simply a matter of complying as quickly as possible with all of the City's complex procedural and regulatory requirements. New York City does not stand still, and between 2002 and 2005, Doctoroff and his team both at NYC2012 and in City government) had to adjust their plans repeatedly. In some cases, this involved changes in particular venues in response to concerns or suggestions of the IOC or various sports federations. In others, it involved responding to community concerns or suggestions about the location of particular facilities. And in some cases, it meant changing the plan to take advantage of new development opportunities that emerged in New York City after 2002.

The most significant change was a last-minute shift in the proposed location of the Olympic Stadium from the Far West Side of Manhattan to Flushing, Queens where, rather than being linked to the development of a new football stadium for the Jets, it would be linked to the development of a new baseball stadium for the New York Mets. This was a remarkably fast revision that occurred just one month before the IOC vote in 2005 after the Far West Side stadium plan was rejected by the NYS Public Authorities Control Board. But there were other changes as well, including:

- Shifting the proposed location of the gymnastics competition from Madison Square Garden to a new arena at Atlantic Yards in Downtown Brooklyn that was being planned as the home for the Nets professional basketball team as part of a major new mixed-use development;
- Shifting the basketball venue from Continental Airlines Arena in the Meadowlands to Madison Square Garden; and, instead, moving volleyball from the proposed Coney Island arena – which was in effect being replaced by the much larger and more conveniently located Atlantic Yards Nets Arena – to the Continental Airlines Arena;
- Shifting track cycling and badminton from Queensbridge Park to a new velodrome to be built on the South Bronx waterfront along the Harlem River south of Yankee Stadium, where it would complement the City's plans for redevelopment of the long-declining and largely vacant Bronx Terminal Market (and bring a major new venue to one of the seven neglected areas originally targeted);
- Moving the proposed aquatic center from Astoria, Queens, which had proven too small and difficult a site, to a temporary facility in the new waterfront park to be built in Williamsburg, Brooklyn (enhancing the investment in that targeted waterfront area); and
- Shifting the location of mountain biking from the existing Greenbelt Park to a new Fresh Kills Park, which the City was planning to develop on the site of a recently closed landfill and which had been used for sifting the debris from the World Trade Center.

Perhaps most important, these refinements enhanced the likelihood that the major elements of Doctoroff's and his team's vision would be realized, regardless of whether the IOC selected New York City to host the 2012 Games.

This unique feature of the New York bid has been recognized by scholars, as in the 2009 edition of "Strategic Sports Event Management – Olympic Edition" (Guy Masterman, Butterworth-Heinemann), which stated:

An analysis of New York's bid for the 2012 Olympic Games provides an example of a city that had planned to benefit from its bid, win or lose . . .

Despite the confusion over whether its preferred main Olympic Stadium would be on the west side of the city (Manhattan) or not, every single one of its planned sports venues at the time of the bid not only had its after-use decided, but also had its after-use management and operators nominated and therefore in place . . . [and] was to be built whether the city won the bid or not . . . The city, while clearly intent on winning the right to stage the 2012 Olympics, was, however, not prepared to waste the opportunity of using an Olympic bid as a catalyst to drive the city forward. New York was already committed to expanding its central business districts by developing underutilized areas in Midtown Manhattan and Downtown Brooklyn and new sports facilities were seen as anchors for these revitalized neighborhoods that would spur the construction of office space, housing units, and new and enhanced parkland. (pp. 87, 89)

This feature was also addressed in a recent UN Conference to mark World Habitat Day on October 4, 2010, during a panel on "The Olympics as Catalyst for Sustainable Urbanism." When one of NYC2012's lead planners presented this legacy strategy, representatives of the winning bids from London2012 and Rio2016 commented that their bids were not designed that way and that if their cities had not won the IOC designation as Host City, their vast development plans could not have been implemented.

It should also be noted that just as the specific projects included in the Olympic Plan became central to the Bloomberg Administration's development agenda, in his role as Deputy Mayor, Doctoroff also continued the focus on the seven target neglected areas, and made them priorities for action. Accordingly, even those areas or districts that were no longer included in the revised NYC2012 plan (especially Coney Island and Brooklyn Bridge Park) remained priorities of the Bloomberg Administration and, in fact, actions to redevelop these areas, driven by this same impetus, were well-advanced during Mayor Bloomberg's second term.

The following sections of this report explore the effort of Doctoroff and his NYC2012 and City teams to get all of the required approvals and commitments for Olympic facilities in place by the IOC decision in mid-2005. They used the process to advance a broader agenda for redevelopment and revitalization of the City, with a particular focus on:

- Redevelopment of the Far West Side of Manhattan;
- Waterfront revitalization, especially along the East River in Queens and Brooklyn;
- Redevelopment along the Harlem River, especially on the Bronx waterfront; and
- Development of new stadiums for the Mets and Yankees, plus a new Nets basketball arena and surrounding development in Downtown Brooklyn.

We conclude with a brief discussion of the legacy of New York City's bid to host the Olympic Games of 2012, what has been accomplished to date, and how the processes set in motion by the bid could continue to influence the development of the City for years to come.

II

**RE-
DEVELOPING
MAN-
HATTAN'S
FAR
WEST
SIDE**

For decades, public officials and private developers had talked about transforming the gritty industrial neighborhood of the Far West Side of Manhattan into a vibrant residential and commercial community. The Department of City Planning (DCP) authored numerous studies over the years analyzing the neighborhood's development prospects and numerous efforts had been made by State and City officials to develop the massive open rail yards just south of the Javits Center. But none of it led to formal action. Now, Doctoroff and his team saw the Olympic bid not just as an opportunity to create a more coherent vision for redevelopment of the area, but as a demanding timetable that could propel forward the process of finally turning a comprehensive plan into reality.

NYC2012's work on the Far West Side coincided with an effort by DCP to prepare a comprehensive plan for rezoning a 42-block area that covered largely the same territory. Like the vision articulated by NYC2012, DCP's plans looked to the development of much higher-density commercial and residential development, supported by improved transit access, new parks, and other amenities, as well as an expanded Javits Convention Center. At the same time, the report of the Committee of 35, created by U.S. Senator Charles Schumer, called for development of the Far West Side to meet the City's future needs for commercial space.

A mile removed from the glamour of Fifth Avenue and Times Square, the Far West Side of Midtown Manhattan (from 30th to 42nd Streets, Tenth Avenue to the Hudson River) is a forbidding area dominated by a jumble of old industrial buildings, parking lots and garages, approaches to the Lincoln Tunnel, a smattering of apartment and office buildings, and other underused land. It is dominated by a massive six-block open pit leading down to the LIRR rail storage yards that support Penn Station (30th to 33rd Streets, Tenth to Twelfth Avenues), formally known as the Cammerer Yards.

While seemingly derelict and not well served by the City's existing transit network, the entire area is close to the busiest railroad station in the United States⁸ – Penn Station – and the busiest bus station in the world – the Port Authority Bus Terminal⁹. It is also home to the Javits Convention Center and near Madison Square Garden, the City's premier sports and concert arena.

Taking advantage of Manhattan's largest area of underused land – close but not well connected to midtown and to transportation infrastructure that moves millions of people each day – the 2012 Olympic Plan sought to put a transformed Far West Side at the heart of the New York City Olympic experience.

Under the Olympic Plan, the LIRR rail yards would be covered with a 26-acre platform to accommodate a new Jets/Olympic Stadium¹⁰, about eight acres of public plazas and parks, and millions of square feet of new development. In its plans and promotional materials, NYC2012 began in 2000 to refer both to this site and to the much larger 42-block surrounding area for the first time as "Hudson Yards" – and in the years that followed, the name has stuck.

Hudson Yards would be connected to the City's mass transit grid by an extension of the #7 subway. This #7 Line Extension would provide a direct link to existing stations at Times Square and Grand Central, and connections to all of Manhattan's many north-south subway lines. Together with the proximity to Penn Station, the Port Authority Bus Terminal, and the New York Waterways ferry terminal at 39th Street and the Hudson River – all at the periphery of the Hudson Yards area – the #7 Line Extension would link the area to all the region's mass transit-accessible labor markets.

The Olympic Stadium would be the site in 2012 of the Opening and Closing ceremonies, athletic events (track and field), and the gold medal match in football (soccer)¹¹. Sports as diverse as fencing, weightlifting, wrestling, judo, taekwondo, and table tennis would be contested one block north at an expanded Javits Convention Center¹². And in the final version of the plan, Olympic basketball would be played at nearby Madison Square Garden¹³.

While other cities across the country were building vast new and greatly expanded convention facilities, some even exceeding two million square feet, the Javits Center had long been recognized as outmoded and too small for the modern convention business. Yet past efforts had repeatedly failed to achieve a consensus on how to expand the Center, and at just 814,000 square feet, Javits continually slipped lower on the list of the nation's large

⁸ Betts, Mary Beth (1995). "Pennsylvania Station," in Kenneth T. Jackson. *The Encyclopedia of New York City*. Yale University Press & The New-York Historical Society. New Haven, CT & London & New York. Pages 890 to 891.

⁹ Port Authority of New York and New Jersey. "Press Release: Port Authority Development Team to Build 1.3 Million Square Foot Office Tower Above Bus Terminal." *Port Authority of New York and New Jersey*. November 30, 2007. Online. <http://www.panynj.gov/AboutthePortAuthority/PressCenter/PressReleases/PressRelease/index.php?id=1007> Accessed April 5, 2009.

¹⁰ NYC2012. *New York City 2012 Presentation Book*: Volume 2. NYC2012. New York. 2005. Pages 17, 33 to 36, 38, 39.

¹¹ NYC2012. *New York City 2012 Presentation Book*: Volume 2. NYC2012. New York. 2005. Pages 17, 39.

¹² NYC2012. *New York City 2012 Presentation Book*: Volume 2. NYC2012. New York. 2005. Pages 17, 39.

¹³ NYC2012. *New York City 2012 Presentation Book*: Volume 2. NYC2012. New York. 2005. Pages 17, 39.



¹⁴ Saul, Michael. "Say too-small Javits costs city 1.5M a day." Daily News. New York. December 5, 2004. Page 7.

¹⁵ Saul, Michael. "Say too-small Javits costs city 1.5M a day." Daily News. New York. December 5, 2004. Page 7.

¹⁶ Bagli, Charles. "Albany Votes to Expand Javits Center." New York Times. New York. December 8, 2004. Section B, Column 5, Metropolitan Desk, Page 1.

¹⁷ Bagli, Charles. "Javits Center Expansion Overshadowed by Stadium Debate." New York Times. New York. March 2, 2004. Section B, Column 2, Metropolitan Desk, Page 1.

¹⁸ Bagli, Charles. "To Avoid Competing With Garden, Jets Redraw Plans for Stadium on West Side." New York Times. New York. January 28, 2004. Section B, Column 1, Metropolitan Desk, Page 6.

¹⁹ Osborne, David. "The New York Jets, Mr. Bloomberg's Olympic Stadium and a 21st-Century West Side Story." The Independent. London. March 25, 2004. Page 25.

²⁰ Bagli, Charles. "What the Teams Want And What the City Gets." New York Times. New York. January 16, 2005. Section 1, Column 2, Metropolitan Desk, Page 31.

convention centers. To break the stalemate, the City and State proposed adding 340,000 square feet of exhibition space, 256,000 square feet of meeting rooms, and 86,000 square feet in new ballroom space¹⁴ concurrent with the Olympic bid^{15 16}, adding some 650,000 square feet. In addition, the City proposed making the new stadium convertible to convention use most of the year.

Named the New York Sports and Convention Center, the Jets/Olympic Stadium would have connected to the Javits Center via a tunnel under 34th Street¹⁷, and have a retractable roof that would allow it to be converted into a vast, column-free 200,000-square-foot exhibition and meeting hall, providing significant additional capacity to complement the Javits Center^{18 19 20}. Taken together, these proposals would more than double the capacity of the Javits complex. While used by the Jets for football only 10 or so days a year, the proposed new stadium/building would primarily have been used as convention space more than 150 days a year. The activity generated by the facility's convention business would have established an early anchor location for future development and provided pedestrian activity that would make the area more attractive for future office, commercial, retail, and residential uses.

A NEW STADIUM AND AN EXPANDED CONVENTION CENTER

²¹ Lueck, Thomas. "New York's Big Dream: 2012 Olympics." *New York Times*. New York. March 15, 2000. Section B, Page 3, Column 4, Metropolitan Desk.

²² Lewine, Edward. "Let The Games Begin – In N.Y. City Poised To Pitch Itself As Site For 2012 Spectacle." *Daily News*. November 28, 1999. Page 32.

²³ Lueck, Thomas. "Now, Mayor Says, Is Time to Build Up, Under and All Around." *New York Times*. New York. January 14, 2000. Section B, Page 6, Column 1, Metropolitan Desk.

²⁴ Lueck, Thomas. "New York's Big Dream: 2012 Olympics." *New York Times*. New York. March 15, 2000. Section B, Page 3, Column 4, Metropolitan Desk.

²⁵ MacFarquhar, Neil. "Plan to Put Olympics In New York Draws Fire; Site for 2012 Games Outlined by Backers, Including City Hall." *New York Times*. New York. September 12, 2000. Section B, Page 1, Column 2, Metropolitan Desk.

²⁶ Blood, Michael; O'Keeffe, Michael; and Cyphers, Luke. "City's Bid For The Olympics Ambitious pitch calls for remaking West Side" *Daily News*. New York. December 10, 2000. Page 42.

²⁷ Bagli, Charles. "Proposal Says City Is Game for the Games." *New York Times*. New York. December 16, 2000. Section B, Page 8, Column 3, Metropolitan Desk.

²⁸ Bumiller, Elisabeth. "Jets Circulate Plan for Football Stadium Linked to the Javits Center." *New York Times*. New York. December 8, 2000. Section B, Page 1, Column 2, Metropolitan Desk.

²⁹ Saul, Michael. "Mike: Team Up For Stadiums." *Daily News*. New York. March 30, 2004. Page 24.

³⁰ Hu, Winnie and Bagli, Charles. "Bloomberg Says City Will Help The Franchise That Helps Itself." *New York Times*. New York. July 31, 2004. Section B, Column 4, Metropolitan Desk, Page 1.

³¹ Cassidy, John. "Bloomberg's Game; Why is the Mayor risking his first-term successes to build a football stadium?" *The New Yorker*. New York. April 4, 2005. Page 56.

³² Bumiller, Elisabeth. "Jets Circulate Plan for Football Stadium." *New York Times*. New York. December 8, 2000. Section B, Page 1, Column 2, Metropolitan Desk.

NYC2012 initially considered locating the Olympic Stadium in Flushing Meadows Corona Park in Queens²¹. But by 1999, its focus had shifted to collaborating in efforts to build a professional sports stadium on the Far West Side. This effectively solved the Olympic Stadium financing question, since a new professional sports stadium on the Far West Side would be privately financed, providing a structure that could be temporarily altered to serve as the Olympic Stadium.

Initial speculation in 1996 about building a stadium on the Far West Side had centered on the New York Yankees. When discussion of bidding for the 2012 Olympics began in earnest in 1999, the proposed tenant of the Far West Side stadium had shifted from the Yankees to the Jets, but the idea of using the proposed Far West Side stadium for the Olympics remained^{22 23 24}. When NYC2012 submitted its initial bid to the United States Olympic Committee in 2000, it included a Far West Side stadium that would be privately financed, built by the Jets, and expanded for the Olympic Games^{25 26 27 28}.

The New York Jets were willing to spend \$800 million to construct the stadium – but with some qualifications. To build the stadium over the LIRR rail yards required construction of an expensive platform. NYC2012 and City officials wanted the stadium to have a retractable roof so it could be used year-round for conventions and trade shows when football was not being played, thereby increasing its economic and political viability. To finance both the platform and the roof, the City and State agreed to provide \$600 million (\$300 million each)^{29 30 31 32}. To accommodate the Games in 2012, one end of the stadium would later be removed and expanded, at an estimated cost of more than \$100 million, which was included in NYC2012's budget for the Games.

Virtually from the very time it opened in 1986, the Javits Center had been criticized by public officials and the hospitality industry for being too small and lacking the facilities needed to attract the nation's largest conventions. During the 1990s, several ideas for expanding the Javits Center were floated, but no plan was ever finalized. While the concept of expanding the facility enjoyed widespread support, there was no agreement about how it could be financed. There had been several proposals to expand Javits all the way to 42nd Street, but subsequent events now precluded that option. Development of new high-rise residential buildings between 41st and 42nd streets (between Eleventh and Twelfth Avenues), and the decision by the Metropolitan Transportation Authority (MTA) to invest \$150 million in a major renovation of its Michael Quill bus garage, located just north of Javits between 40th and 41st Streets, severely limited expansion opportunities to the north.

The plan proposed by NYC2012 in 2000 sought to address this issue – and at the same time attract support from those advocating expansion of the Javits Center – by proposing that the new Jets Stadium be designed to serve not just as a stand-alone football facility but (as noted above) as convention and exhibition space linked directly to the Javits Center. As the City and State were developing a new detailed plan to finally expand and modernize the existing Javits facility, the proposed stadium facility offered an opportunity to add even more capacity. As a professional football facility, the Jets building would

typically be used 10 to 12 days per year for games. But the plan to include a roof and the ability to convert the interior space into flexible configurations would provide another 200,000 square feet of exhibition space, meeting rooms – and perhaps most important – space to accommodate very large events with capacity to host 50,000 or more. It would be the only indoor facility in the New York area with anything close to that capacity. This project, indeed the entire Far West Side project, quickly became a major priority of the Bloomberg Administration, led by Doctoroff and the Mayor himself.

After NYC2012's bid was submitted to the USOC, but prior to its 2002 vote, the bid process helped to galvanize the City, the State, and industry representatives to finally arrive at a consensus on how to proceed with expansion of the Javits Center. The City and the State agreed to a \$1.6 billion financing plan, with each contributing \$350 million, supplemented by bonds backed by a \$1.50 per night surcharge on hotel room occupancy which the hotel industry agreed to collect. This "private revenue" provided the key additional funds to back the bonds that would make the project financially viable. A coalition was formed to support the Javits expansion project, including the hospitality industry, building trade unions, business and civic groups, and supporters of the Olympic bid—a coalition that also supported construction of the Jets/Olympic Stadium. After much lobbying and negotiation, the State approved the first phase of the Javits expansion in 2004 – an outcome that at first seemed to bode well for approval of the proposed New York Sports and Convention Center.

But the victory proved to be short-lived. The proposed Jets Stadium engendered vigorous opposition from adjoining neighborhoods (Chelsea and Clinton/Hell's Kitchen) and the theater industry, which expressed particular concerns about the facility's impact on traffic. Cablevision, which owned Madison Square Garden, was especially concerned about development of a larger, competing venue just a few blocks from the Garden. It launched an aggressive lobbying and advertising campaign in opposition to the proposal costing tens of millions of dollars. In response, Mayor Bloomberg, with the support of a broad civic coalition, mounted his own vigorous advocacy of the project as essential to the Olympic bid and offering major benefits for the City. In June 2005, at the final stage of the required approval process, New York State's three-member Public Authorities Control Board (PACB), representing the Governor and the leaders of the State Senate and Assembly, declined to approve the City's proposal for the Sports and Convention Center. This appeared to be an enormous last-minute setback to the City's Olympic bid. But the City and NYC2012 quickly shifted their attention to an alternative plan for development of an Olympic Stadium in Flushing, Queens, in conjunction with construction of a new stadium for the Mets (discussed below).

In the end, the plan for expansion of the Javits Center did not fare much better. After several delays, newly-elected Governor Eliot Spitzer in 2007 ordered a 90-day review of the expansion project, whose estimated cost had inexplicably risen from \$1.6 billion to \$3.2 billion since its 2004 approval. After more than a year, Spitzer proposed a more modest expansion, but was not able to win much support for it before his sudden resignation in 2008. The following year his successor, Governor David Paterson, gained approval of a more modest plan to invest \$463 million in roof repairs, electrical system upgrades, and other infrastructure improvements, along with the addition of just 110,000 square feet of new space.

The demise of the proposed Jets Stadium and downsizing of the Javits Center expansion were clearly major setbacks for the vision that NYC2012 and the Bloomberg Administration had for the Far West Side. However, other major elements of the plan survived – elements that in the long run may prove to have as great if not greater impact, both on the Far West Side and on New York City more broadly.

³³ Lyons, Richard. "Glittering Javits Center Kindles Dreams For West Side." *New York Times*. New York. April 6, 1986. Section B, Page 7, Column 1.

³⁴ Finder, Alan. "Developers Named For Hudson Complex." *New York Times*. New York. February 11, 1987. Section B, Page 1, Column 2.

³⁵ Scardino, Albert. "Project Would Extend Office Towers To Ninth Avenue." *New York Times*. New York. April 22, 1987. Section B, Page 1, Column 2.

³⁶ Gottlieb, Martin. "New Sports Arena Planned For Site West Of 10th Ave." *New York Times*. New York. April 26, 1986. Section 1, Page 1, Column 1.

³⁷ Scardino, Albert. "I2-Block Office-Entertainment Center Planned On West Side." *New York Times*. New York. April 6, 1987. Section B, Page 1, Column 2.

³⁸ Lyons, Richard. "Glittering Javits Center Kindles Dreams For West Side." *New York Times*. New York. April 6, 1986. Section B, Page 7, Column 1.

³⁹ Oser, Alan. "Perspectives: The West 30's; Land Uses Near the Convention Center." *New York Times*. New York. February 4, 1990. Section 10, Page 9, Column 2.

⁴⁰ Buder, Leonard. "Area Near Javits Center Is Rezoned." *New York Times*. New York. February 24, 1990. Section 1, Page 29, Column 2.

⁴¹ Howe, Marvin. "Neighborhood Report: Midtown; After 30 Years It's Ciao, Giordano." *New York Times*. New York. October 24, 1993. Section 13, Page 6, Column 1.

⁴² Lambert, Bruce. "Neighborhood Report: Clinton; On Ninth Ave., A New Call For Help..." *New York Times*. New York. July 10, 1994. Section 13, Page 6, Column 4.

⁴³ Lyons, Richard. "Postings: For Pioneers?; Housing Near Javits Center." *New York Times*. New York. July 2, 1989. Section 10, Page 1, Column 4.

⁴⁴ Rozhon, Tracie. "80's Giant Dreams Facing 90's Economic Realities." *New York Times*. New York. June 9, 1996. Section 9, Page 1, Column 4.

⁴⁵ Dunlap, David. "The Taming Of the 'Wild West'." *New York Times*. New York. August 24, 1997. Section 9, Page 1, Column 5.

From the beginning, NYC2012, in concert with the City Administration (both efforts being led by Doctoroff), aimed not simply to build Olympic facilities on the Far West Side, but also to spur development of the entire area. Rezoning the area to allow a mix of higher-density commercial and residential uses was seen as essential to making the Far West Side successful as an extension of the Midtown Central Business District – which was seeing its already limited stock of developable sites continually diminish with construction of each new office building.

For those who saw the Far West Side as a major development opportunity, its recent history had been frustrating. When the Javits Convention Center was built in the 1980s, City and State officials had hoped it would serve as a catalyst for transforming the surrounding area. Developers floated ideas for new hotels, restaurants, apartment buildings, and television studios in the area³³. One proposal called for construction of a 13-acre apartment and hotel complex, complete with a marina, ferry slip, stores, restaurants, and a performing arts center on a platform over the Hudson River³⁴. Another proposed a 32-story office tower over the tracks leading to Penn Station at Ninth Avenue and 33rd Street³⁵. Still another plan proposed to cover the rail yards with a new Madison Square Garden, along with blocks of hotels and apartment buildings^{36 37}. Developer Larry Silverstein even entered into negotiations with NBC to build a "Television City" north of the Javits Center³⁸.

None of these plans came to fruition. Virtually all of them required the City to first re-zone the Far West Side for high-rise buildings before they could proceed and even then the area would lack the level of transit access that significant commercial development would require. Several ideas to link the area to Penn Station were suggested, but none progressed to a feasible proposal. It was not until 1990, four years after the Javits Center opened, that the City did its first rezoning in the area, but only for a narrow band of land directly across the street from the Javits Center^{39 40}. In 1993, the City approved a further rezoning to maintain the neighborhood character, but again only of a stretch of Ninth Avenue between 35th and 41st Streets^{41 42} characterized by existing low-scale residences.

Neither of these limited rezonings would have allowed the kind of large-scale office building development the City came to believe it needed. Further, the bulk of the neighborhood stayed zoned for manufacturing and small-scale apartment buildings adjoining the Hell's Kitchen neighborhood⁴³.

The severe recession of the early 1990s killed off any appetite for major development on the Far West Side⁴⁴, and as the City's economy began to recover, developers focused on more established neighborhoods to the north in Times Square and Clinton, and to the south in Chelsea⁴⁵. When the economy boomed in the second half of the decade, developers began to invest in some less-established areas, but largely bypassed the Far West Side.

Beginning in 1993, the CPC became concerned about the need for sites to accommodate the future growth of the City's Central Business District and

identified the Far West Side as the area with the greatest potential for future growth. Staff at the DCP began to work on a proposal for rezoning the broader area. DCP staff also began exploring options for extending transit service into the area; and in 1999, secured federal funding to study a high-density transit-oriented development on the Far West Side.

⁴⁶ Deutsch, Eric. "Group of 35: Final Report." Group of 35. New York. June II, 2001. Pages 3-12.

⁴⁷ Deutsch, Eric. "Group of 35: Final Report." Group of 35. New York. June II, 2001.

⁴⁸ Deutsch, Eric. "Group of 35: Final Report." Group of 35. New York. June II, 2001. Pages 36-59.

In 2001, the "Group of 35" – a task force of business and civic leaders formed by Senator Charles Schumer – released a report concluding that future growth in New York City would be constrained unless new locations were found for high-rise commercial office buildings⁴⁶. The study advocated changes to encourage commercial development, support existing manufacturers, and attract high growth industries such as biotech and internet technology⁴⁷. It also called for three areas of the City to be rezoned for expanded development⁴⁸: Long Island City (Queens), Downtown Brooklyn, and the Far West Side of Manhattan.

As early as 1999, Dan Doctoroff – in his capacity as a private citizen heading the City's Olympic bid – had discussions with DCP about the need for rezoning the Far West Side. With Bloomberg's appointment of Doctoroff as Deputy Mayor and Amanda Burden as Chair of the CPC, their efforts were combined in a single drive to complete the rezoning process before the IOC met in mid-2005 to select the Host City for 2012.

The product of that joint effort was a proposal to rezone a 42-block area of the Far West Side – which by then had been re-christened by the Olympic bid as the Hudson Yards area. The new Hudson Yards Special Zoning District extended from 28th and 30th Streets on the south to 42nd and 43rd Streets on the north, and from Hudson River Park on the west, to Eighth Avenue (with an extension east to Seventh Avenue to include Madison Square Garden and Penn Station) on the east. After extensive review and public discussion, the New York City Council approved the rezoning in January 2005.

In the context of the City's complex zoning and land use review procedures, successfully completing this entire rezoning process in less than three years was remarkable for a rezoning of this scale and complexity. In terms of the volume of additional development allowed in the new district, Hudson Yards represented one of the largest and most comprehensive zoning changes in the City's history.

As intended, connecting the Far West Side rezoning to the timetable for submission of the City's bid to the IOC made it possible to accomplish in less than three years this major action that had long eluded previous city administrations.

The years immediately following the rezoning saw a flurry of new investment in the Hudson Yards area, including a new high-rise apartment complex on West 37th Street and new hotels on West 39th and West 40th Streets. With the onset of the recession and the 2008 financial crisis, development slowed dramatically – but the area is now poised to play a key role in the City's recovery and certainly a central role in its future.

In the initial plan, the rezoning did not include the western portion over the LIRR yards (30th to 33rd Streets, Eleventh to Twelfth Avenues), which was to be the site of the Jets/Olympic Stadium. It was to be developed instead under a State-approved plan by the Empire State Development Corporation. After the proposed Jets/Olympic Stadium was rejected by the PACB in June 2005, the Hudson Yards plan was revised once again to accommodate additional high-rise, mixed-use development over the western portion of the LIRR rail yards, on what had previously been designated as the stadium site. The new plans for the western yards now had to go through the City's zoning process.

That change was approved by the City Council in 2009. With that final change, the overall Special District zoning for the broader Hudson Yards area, which had long been an underused industrial area, will in the future be able to accommodate:

- Up to 26 million square feet of commercial office development;
- Up to 20,000 housing units, nearly 25 percent of which will be affordable;
- About 2 million square feet of retail space; and
- About 3 million square feet of hotels.

This includes the 6-block Hudson Yards project to be built over the 26-acre LIRR rail yards, which will itself provide some 12 million square feet of development space, roughly half commercial and half residential, along with extensive retail, cultural, school, and park amenities. It will also be linked to the dramatic High Line running along its southern and western borders.

The broader Hudson Yards district will also include:

- Extension of the #7 subway line from Times Square to 33rd Street and Eleventh Avenue (discussed below);
- A new north-south avenue, Hudson Boulevard, to be cut between Tenth and Eleventh Avenues north of 34th Street toward 42th Street;
- Cultural facilities and a 750-seat public school, to be included in the development over the rail yards; and
- A 12-acre park to be included in the development over the rail yards, plus smaller parks and public spaces to be developed elsewhere in the Hudson Yards area, especially prominent along the broad Hudson Boulevard.

When it is fully built out – a process expected to take 30 to 40 years – the redevelopment of the entire Hudson Yards district will accommodate nearly 50,000 new residents and more than 100,000 jobs in an area where, before 2000, only a few thousand people had worked, and just a few thousand had lived.

Along with rezoning, improvement of transit access is probably the most critical factor in the redevelopment of Hudson Yards. Despite its proximity to Penn Station and the Port Authority Bus Terminal, there are no subway lines that directly link the area to the rest of New York City. To rectify this, NYC2012 and the City joined with the MTA to propose extending the #7 subway line⁴⁹ – which now terminates at Times Square – to the proposed Olympic Stadium at 33rd Street and Eleventh Avenue. This would provide a direct link between the hotels, restaurants, and entertainment venues of Times Square (and its vast network of subway connections) with the Olympic Stadium and other Olympic events at the Javits Center, and facilitate easy access to the cluster of Olympic facilities proposed at the other end of the #7 Line in Flushing Meadows Corona Park, Queens.

⁴⁹ Chan, Sewell. "M.T.A. Links Rail Extension to Stadium Bid." New York Times. New York. April 2, 2005. Section B, Column 5, Metropolitan Desk, Page 1.

Just as critically, extending the #7 Line was essential to the long-term redevelopment of the Far West Side⁵⁰. The CPC had suggested extending the #7 Line in its 1993 report, "Shaping the City's Future," and the MTA had also done preliminary studies. Also, the "Group of 35" argued in its 2001 report that redevelopment of the Far West Side would not be successful unless the subway was expanded to serve the area.

⁵⁰ Bloomberg News. "Digging deep for the No. 7 line." Newsday. New York. February 20, 2009. Page 8.

The long blocks along the avenues make the walk as long as 20 minutes to the westernmost parts of the area. In addition, there is no convenient link from Grand Central Station or elsewhere on the east side of Manhattan, making the Far West Side a difficult commute for workers from parts of Manhattan, Queens, Westchester and Connecticut⁵¹.

⁵¹ Deutsch, Eric. "Group of 35: Final Report." Group of 35. New York. June 11, 2001. Page 56.

As with the rezoning, the City and NYC2012 moved aggressively to get approval and financing of the #7 Line Extension in place before the IOC vote in July 2005. However, the MTA capital budget was already under great pressure, especially for the Second Avenue subway and East Side Access projects, each still needed billions of dollars and years for completion, so there would be no MTA funds for the #7 Extension project for years to come.

The #7 Line extension was a priority for Mayor Bloomberg—both for the Olympic bid and the City's Far West Side development plan. As a result, an innovative financing plan was devised by Doctoroff and a team of finance experts which allowed the City to commit to finance the #7 Extension through the issuance of \$2 billion in special purpose bonds. These bonds would be repaid from several streams of revenue generated by future development in the Hudson Yards area, including payments in lieu of taxes (PILOTs). This would be the first subway project financed by New York City since the MTA was created. Further, it represented the largest construction project ever undertaken to use the creative financing of bonds backed by funds that would be generated by the future development itself, a form of self-financing.

Even after the proposed site for the Olympic Stadium had been moved to Queens – and after the IOC selected London to host the 2012 Games – the City moved ahead with its plans for extension of the #7 Line. In 2005 the City created the Hudson Yards Development Corporation both to finance the #7 Extension

⁵² Neuman, William. "Metro Briefing New York; Manhattan: Expansion of No. 7 Subway Line." *New York Times*. New York. December 4, 2007. Section B, Page 4.

⁵³ Office of the Mayor. "Mayor Bloomberg and Governor Spitzer Announce Start of Construction On #7 Subway Extension." Press release: PR - 437 - 07, December 3, 2007. Online. http://www.nyc.gov/portal/site/nycgov/menuitem.c0935b9a57bb4ef3daf2f1c701c789a0/index.jsp?pagelD=mayor_press_release&catID=I194&doc_name=http://www.nyc.gov/html/om/html/2007b/pr437-07.html&cc=unusedI978&rc=I194&ndi=I Accessed June 29, 2009.

⁵⁴ New York Construction. "7 Subway Line Extension; Cost: \$2.1 Billion." *New York Construction*. New York. June 1, 2008. Volume

Number 12, Page 27.55 New York Construction. "7 Subway Line Extension; Cost: \$2.1 Billion." *New York Construction*. New York. June 1, 2008. Volume 55, Number 12, Page 27.

⁵⁶ New York Construction. "7 Subway Line Extension; Cost: \$2.1 Billion." *New York Construction*. New York. June 1, 2008. Volume 55, Number 12, Page 27.

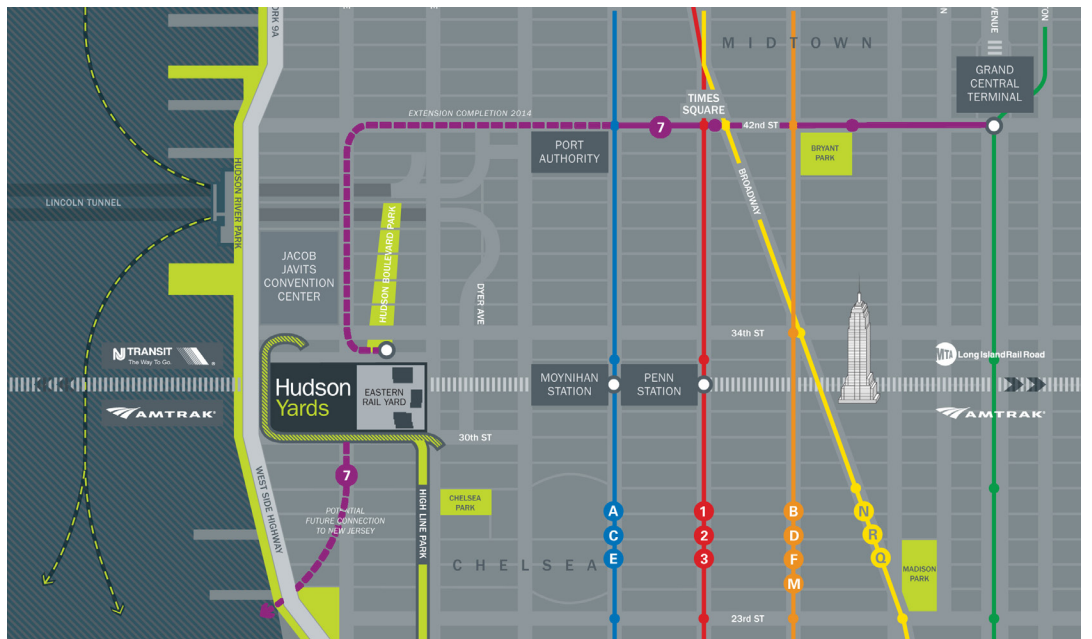
⁵⁷ Office of the Mayor. "Mayor Bloomberg and Governor Spitzer Announce Start of Construction On #7 Subway Extension." Press release: PR - 437 - 07, December 3, 2007. Online. http://www.nyc.gov/portal/site/nycgov/menuitem.c0935b9a57bb4ef3daf2f1c701c789a0/index.jsp?pagelD=mayor_press_release&catID=I194&doc_name=http://www.nyc.gov/html/om/html/2007b/pr437-07.html&cc=unusedI978&rc=I194&ndi=I Accessed June 29, 2009.

and the new Hudson Boulevard and to oversee future development over the LIRR yards. A formal agreement between the City and the MTA was signed in the fall of 2006, and the bonds were sold in December 2006. Work on the extension began in December 2007⁵², and is expected to be completed in 2014—on schedule and on budget.

The 1.5-mile #7 Extension⁵³ will run west from the existing terminus at Times Square under 41st Street to Eleventh Avenue before turning south and running down Eleventh Avenue to 33rd Street, where a new station will provide easy access to the planned development over the rail yards and to the Javits Center⁵⁴. A second station proposed at 41st Street and Tenth Avenue is still under discussion, though it currently lacks funding⁵⁵. The tracks themselves continue several blocks south, providing train storage and turnaround space⁵⁶. (In early 2011, after New Jersey Governor Chris Christie killed the long-planned ARC Project, some proposed as an alternative that the new #7 tracks be extended further across the Hudson River, which would be the first extension of the NYC subway system not just beyond the City's boundaries, but out of state. This idea is now under study.)

When completed, the #7 Extension will be one of the largest expansions of the New York City transit system in decades and one of the most significant in terms of its potential impact. As Mayor Bloomberg explained, "The development of the Far West Side simply couldn't happen without this extension, and because of it we will see this area give rise to a vibrant and exciting neighborhood with needed housing, office space, commercial, and cultural venues, and parks and open spaces⁵⁷."

#7 Subway Extension



⁵⁸ Lisberg, Adam. "Plans For The Old West, Five major developers lay out visions for Hudson Yards." Daily News. New York. November 19, 2007. Page 15.

⁵⁹ Kates, Brian. "\$1B Bid That Won West. Developer Nets Hudson Yards' Building Rights." Daily News. New York. March 27, 2008. Page 15.

⁶⁰ Editorial Desk. "Finally, a Vision for the West Side." New York Times. New York. March 28, 2008. Section A, Page 23.

⁶¹ Kates, Brian. "\$1B Bid That Won West. Developer Nets Hudson Yards' Building Rights." Daily News. New York. March 27, 2008. Page 15.

⁶² Bagli, Charles. "Deal to Build At Railyards On West Side Collapses." New York Times. New York. May 9, 2008. Section B, Page 1.

⁶³ Kates, Brian. "MTA Seals IB Deal, Gets Yards On Track." Daily News. New York. May 23, 2008. Page 18.

⁶⁴ New York Construction. "Hudson Yards Development Approved." New York Construction. New York. August 1, 2008. Volume 56, Number 1, Page 8.

After the State PACB rejected the proposed stadium in June 2005, the City and the MTA quickly considered alternative development strategies and plans for the 26-acre LIRR yards. The City and the MTA issued an RFP for a private developer to have the right to create more than 12 million square feet of mixed-use buildings on platforms to be constructed over the 26-acre rail yards which would allow the LIRR to continue its train storage operations below, which were needed for Penn Station.

In response to the RFP, five major development teams submitted bids for the right to develop over the yards⁵⁸, with Tishman Speyer, owner of Rockefeller Center and the Chrysler Building, selected in March 2008⁵⁹. Under the agreement, Tishman Speyer would lease the yards from the MTA for 99 years for payments totaling \$1 billion⁶⁰. In turn, Tishman Speyer would spend \$2 billion to construct the two platforms over the rail yards, on which it would over time develop 15 acres of parks and public open space, four office buildings, and ten apartment buildings⁶¹.

Within weeks, the declining economy caused that deal to collapse⁶². Moving rapidly, the MTA selected a new developer – The Related Companies, in conjunction with Goldman Sachs – in May 2008, which committed to the same lease terms with the MTA⁶³. In December 2009, Related's revised plan for the 13-acre western rail yards was approved by the City Council, completing all the required legal steps before construction could begin. Related's current plan for the overall 26-acre site calls for development of three commercial buildings, nine residential buildings, one hotel and one mixed hotel/residential building, significant retail, a major cultural facility, a public school, and more than 10 acres of parks and other open space⁶⁴. Approximately half of the total 12.5 million square feet to be developed would be residential (including significant affordable housing) and one half commercial.

In May 2010, Related executed a contract with the MTA and announced that Goldman Sachs had been replaced with a new financial partner, Oxford Properties, funded by a Canadian pension fund, which committed \$400 million to the project. With these steps, it now appears that the 26-acre Hudson Yards project will be ready to move forward as the City's economy and its real estate market recover, creating an entire new mixed-use midtown neighborhood that would be the 21st century parallel to Rockefeller Center.



A NEW PARK AND BOULEVARD

In the early stages of planning for what became the broader Hudson Yards district, both NYC2012 and the DCP had identified the 800-foot length of the area's east-west blocks as a potential disadvantage to development. On the East Side, by contrast, the blocks between Fifth, Madison, Park, and Lexington Avenues had been halved in the 19th century to be 400 feet long to make them more accessible and attractive for development.

To remedy the situation, NYC2012 in 2000 proposed creating a new boulevard, called Olympic Boulevard, for four blocks between Tenth and Eleventh Avenues, from 34th to 38th streets, with a broad park running down the middle. DCP had similarly been considering a mid-block public open space between Tenth and Eleventh Avenues. The plan for the Hudson Yards Special District subsequently incorporated NYC2012's proposal for a boulevard angled for better air circulation and to reflect the historic alignment of Amtrak's below ground Empire Line rail cut. The proposal was adopted in 2005 by the City Council at the same time as the rezoning, and the boulevard was extended from 33rd to 38th Street, with the park running from 33rd to 39th Streets.

After the IOC rejected the City's bid to host the 2012 Games, the project was renamed Hudson Park and Hudson Boulevard. The Hudson Yards Development Corporation (HYDC), which is funding and managing the project, is now in the process of acquiring the properties on which the boulevard and park are to be constructed. When completed, the broad new Hudson Boulevard will provide an attractive address for new buildings, both commercial and residential, as well as a location for retail, restaurants and cafes, bordering the park, which should spur a vibrant street life to help activate this now moribund area.

THE HIGH LINE

The transformation of the High Line into one of the City's premier parks is closely connected to the City's bid for the 2012 Games. Initially built in the 1920s as a way to separate freight train traffic from the City's streets, the elevated rail line ran from a tunnel at 33rd Street down the West Side all the way to Spring Street. But by the 1950's, with many of the factory and warehouse buildings it had served no longer in industrial use, and with goods increasingly shipped by truck, train traffic on the High Line was declining. In the 1960s, the southern section of the line (between Spring and Gansevoort Streets) was torn down; and in 1980, the High Line carried its last rail freight shipment.

In the 1990s, the CSX railroad, owner of the High Line, hoping to eliminate the expense of maintaining an unused and deteriorating elevated structure, began the process of securing federal approval for its abandonment and demolition. At the urging of neighboring land and building owners, who saw the structure as an eyesore and a blight on the value of their properties, Mayor Giuliani supported the railroad's proposal to demolish it.

Meanwhile, two local residents, Joshua David and Robert Hammond, in 1999 formed Friends of the High Line, seeing a certain desolate beauty and potential in this historic structure and urging that the High Line be preserved and transformed into a unique, elevated urban parkway. But as of 2001, it appeared that the group lacked both the funding and the broad political support to overcome the combined efforts of the City, the property owners, and CSX. In fact, the City of New York consented to the demolition of the High Line in 2001.

Although the High Line had not been part of the original plan for a new stadium as proposed in 2000 by NYC2012, Deputy Mayor Dan Doctoroff, the NYC2012 team, and the Jets began to understand its potential. They realized the High Line could be an innovative above-ground pedestrian walkway that would provide exciting access right up to the stadium, as well as an opportunity to demonstrate environmental and preservation sensitivity and to build community support for the entire Hudson Yards plan (including the stadium). And independent of its connection to the stadium, Planning Commission Chair Burden had become a strong champion of the project and supported the Friends of the High Line's proposal to turn the High Line into an elevated linear park. But the decisive impetus for saving the High Line came when the City Council leadership agreed to support NYC2012's plan for a West Side Stadium in return for the Bloomberg Administration's commitment to maintain the High Line.

As a result, in a dramatic reversal of the City's previous position, the Bloomberg Administration began to work with the Friends of the High Line to secure approval by the federal Surface Transportation Board (STB) for preservation of the High Line, and to commit millions of dollars in City funds for its preservation and conversion. Two years later, CSX reversed course as well, and agreed both to transfer ownership of the High Line to the City and to support the City's petition to the STB for its preservation.

To help satisfy the concerns of property owners, the City included in its rezoning of the West Chelsea area a provision for transfer of development rights from the High Line to adjoining properties, allowing them to capitalize on the development opportunities the new elevated park was expected to create. Like other elements of the plan for the Far West Side, the West Chelsea rezoning was approved in 2005.

Thus, the High Line was integrated into the overall Hudson Yards district as part of a network of open spaces that would stretch from Gansevoort Street in the Meat Packing District to West 42nd Street. Under NYC2012's Olympic Plan, the High Line would help connect with a grand Olympic Plaza—the major new public space over the eastern rail yard that would readily host crowds in front of the Stadium and become a great new gathering place—as well as the Hudson Boulevard and Park.

After the loss of the Olympic bid and the later revision of the site plan for the LIRR rail yards by the Related Companies, Related and the City agreed to integrate the final section of the High Line into the new development, bordering the new Hudson Yards project along 30th Street, moving west from Tenth Avenue to the West Side Highway, then turning north to 33rd Street high above the river. This section, when restored, will provide an exciting border to the site, with dramatic city and waterfront vistas.

In 2005, title to most of the High Line was transferred from CSX to the City. Reconstruction started in 2006, with more than \$100 million in public and private funding. In 2009, the first section from Gansevoort Street to 20th Street was opened as a public park to enormous acclaim and international attention. Within a year, the new High Line elevated park and walkway had welcomed over a million visitors, exceeding all projections. And in June 2011, the second section opened going up to 30th Street, right up to the 26-acre Related Hudson Yards development site.

The High Line has quickly become one of the City's great public spaces, a major tourist destination and gathering place, a spur to adjacent development and an exemplary example of adaptive reuse and innovative design.

While the High Line was not a formal part of NYC2012's Olympic Plan, the effort to develop a new stadium on the Far West Side of Manhattan produced a remarkable case study of a community organization which generated a bold but controversial project and was able to use the Olympic bid to reverse the City's previous position and forge a public-private alliance with the Bloomberg Administration to preserve and redevelop the High Line.



In the context of the modern development of the City over the past sixty years, the scale and speed of the integrated efforts to develop the Far West Side—comprehensive rezoning, design and financing of a new subway, development of the massive 26-acre LIRR rail yards, creation of the new Hudson Boulevard and saving the High Line – are rather remarkable, if not unequalled, given that it took less than ten years from proposal to execution. And without question, the detailed development plans, broad civic support and firm deadlines of the Olympic bid drove these projects forward at an aggressive pace. This was always a stated goal of the bid—to formulate a comprehensive development plan and move the specific elements forward, whether or not the bid won. And it is a compelling example of how an Olympic bid process, rather than the Games themselves, can be used to achieve bold, long-elusive development.

III

**RE-
VITALIZING
THE
EAST
RIVER
WATERFRONT**

Both the plan that NYC2012 submitted to the USOC in 2000 (and modified for 2002) and the bid submitted to the IOC four years later proposed development of a series of new facilities along the East River in Brooklyn and Queens. Most significantly, the Olympic bid tapped into long stalled plans to transform the dormant Hunters Point neighborhood of Queens into a vibrant residential community, and was able to push these plans to the forefront of the City's development agenda. The Olympic bid also helped to galvanize various proposals to remake the waterfront of Greenpoint and Williamsburg in Brooklyn, resulting in a comprehensive rezoning of the neighborhoods and the construction of new waterfront parks.

The long stretch of East River waterfront in Brooklyn and Queens offers stunning panoramic views of the Manhattan skyline; for decades it had been lined by decaying factories, warehouses, and vacant land. The final 2012 Olympic bid included a plan to transform land at the Bushwick Inlet in Williamsburg, Brooklyn, into the center of Olympic aquatic competitions. The plan included the construction of two temporary pools for swimming events and the water polo finals, pools for the diving competitions, and a sand-covered beach volleyball arena with dramatic views of the Empire State Building⁶⁵.

⁶⁵ NYC2012. New York City 2012 Presentation Book: Volume 2, NYC2012. New York. 2005. Pages 110-115, 153-155

Further upriver, where Newtown Creek joins the East River at the Queens border, the Olympic Village was to have been constructed on a 61-acre spit of waterfront land in Hunters Point that was dominated by vacant and underused industrial buildings, vacant land, and railroad tracks. The 4,400-unit Olympic Village, built to house 16,000 athletes, coaches, and other team personnel, was to consist of a series of mid-rise apartment buildings privately financed and constructed in an environmentally friendly manner, surrounded by parks and wetlands⁶⁶. After the Games, the Village would have been transformed into middle-income housing for New Yorkers.

⁶⁶ NYC2012. The Olympic and Paralympic Village. NYC2012. New York. 2005.

⁶⁷ Yarrow, Andrew. "Development Not Even a Contender on Brooklyn's Waterfront." *New York Times*. New York. August 21, 1991. Section B, Page 3.

⁶⁸ Foderaro, Lisa. "A Metamorphosis for Old Williamsburg." *New York Times*. New York. July 19, 1987. Section 8, Page 9.

⁶⁹ Cohen, Joyce. "If You're Thinking of Living In/Williamsburg; Trendy Ambiance and Manhattan Views." *New York Times*. New York. October 6, 1996. Section 9, Page 5.

⁷⁰ Freedman, Samuel. "Signs of Transformation in Neighborly Greenpoint." *New York Times*. New York. October 15, 1986. Section B, Page 1.

⁷¹ Ravo, Nick. "After a Retreat, Gentrification Is Marching To the Fringes." *New York Times*. New York. October 29, 1995. Section 9, Page 1.

⁷² Foderaro, Lisa. "A Metamorphosis for Old Williamsburg." *New York Times*. New York. July 19, 1987. Section 8, Page 9.

⁷³ Johnson, Kirk. "City Scrutinizing Lofts In Brooklyn." *New York Times*. New York. November 18, 1984. Section 8, Page 6.

⁷⁴ Sengupta, Somini. "Neighborhood Report: Brooklyn Up Close; Future Vision: Planners Head in Different Directions." *New York Times*. New York. September 15, 1996. Section 13, Page 10.

⁷⁵ Johnson, Kirk. "City Scrutinizing Lofts In Brooklyn." *New York Times*. New York. November 18, 1984. Section 8, Page 6.

⁷⁶ Hays, Elizabeth. "City Eyes OK For Loft Living." *Daily News*. New York. April 17, 2001. Page 1.

⁷⁷ Barbanel, Josh. "Board Acts to Evict Artists Occupying Brooklyn Lofts." *New York Times*. New York. December 21, 1985. Section 1, Page 31.

⁷⁸ Chivers, C. J. "Citing Fire Hazard, City Forces Out Brooklyn Loft Renters." *New York Times*. New York. October 23, 1999. Section B, Page 2.

⁷⁹ Barstow, David. "Artists Are Evicted From Apartments They Built in a Vacant Factory." *New York Times*. New York. December 23, 1999. Section B, Page 1.

⁸⁰ Calderone, Joe. "Trendy Loft Apts. 2000 In Brooklyn May Face Eviction After FdnY Report." *Daily News*. New York. December 19, 2000. Page 3.

The East River waterfront in the Brooklyn neighborhoods of Greenpoint and Williamsburg was long a center of manufacturing. However, as manufacturing declined in this area throughout the 1970s and 80s, the waterfront piers began to decay and old factories and warehouses were abandoned⁶⁷. Later, rising real estate prices in Manhattan led artists and students to move across the river into Williamsburg and, to a lesser extent, Greenpoint^{68 69 70 71}.

To capitalize on this new demographic trend, in 1987 a developer proposed constructing 2.5 million square feet of condominiums on 33 acres of waterfront property⁷². Elsewhere, following the same pattern that had transformed Soho and the Lower East Side, factory owners and tenants illegally converted buildings into residential lofts⁷³ and, in some cases, these pioneer tenants made significant capital investments in their units.

To legalize (let alone encourage) residential development along the waterfront, the City would need to amend the zoning code for the area, which was generally limited to manufacturing and other industrial uses. For the next decade, City officials and community groups debated various plans to rezone Greenpoint and Williamsburg. Brooklyn Community Board I, which covers the two neighborhoods, began in 1989 to prepare its own plans for the waterfront under section 197-a of the City Charter (which authorizes local community boards to formulate land use and development plans, which are then submitted for review to the CPC).

These plans were largely in response to widespread neighborhood opposition to proposals to build power plants and waste transfer stations which were attracted to the heavy industrial zoning of the waterfront. Instead, the community sought public open space and mixed-use, largely residential redevelopment. While community opposition killed the unpleasant industrial proposals, there was no agreement on the details of how the area should be developed – and thus no rezoning⁷⁴. While the State and City took limited actions to enable the legalization of some loft conversions in these neighborhoods^{75 76}, the future use of the underutilized industrial sites remained in doubt, and the City occasionally felt compelled to evict residents from lofts due to safety concerns^{77 78 79 80}.

⁸¹ Yardley, Jim. "Dump Site Could Clash With Park Plans." *New York Times*. New York. April 22, 1998. Section B, Page 3.

⁸² Saltonstall, Dave. "Down in the Dumps, Greenpoint, Williamsburg Fighting Against Proposed Garbage Site." *Daily News*. New York. May 17, 1998. Page 22.

⁸³ Gonzalez, Juan. "Pols, Auction Dump on B'klyn Riverfront." *Daily News*. New York. July 14, 1998. Page 10.

⁸⁴ Bahrapour, Tara. "City Seeking to Rezone Brooklyn Waterfront." *New York Times*. New York. June 19, 2003. Section B, Page 4.

⁸⁵ Bahrapour, Tara. "City Seeking to Rezone Brooklyn Waterfront." *New York Times*. New York. June 19, 2003. Section B, Page 4.

⁸⁶ NYC2012. *New York City 2012 Presentation Book: Volume 2*. NYC2012. New York. 2005. Pages 110-115, 153-155

⁸⁷ Cardwell, Diane. "City Backs Makeover for Decaying Brooklyn Waterfront." *New York Times*. New York. May 3, 2005. Section A, Page 1.

⁸⁸ Confessore, Nicholas. "Council Approves Makeover of the Brooklyn Waterfront." *New York Times*. New York. May 12, 2005. Section B, Page 3.

⁸⁹ Mooney, Jake. "Polish Is Still Spoken, but Industry Is History." *New York Times*. New York. May 31, 2009. Real Estate Desk.

Meanwhile, periodic efforts were also made to open the waterfront to public access. In 1998, the State Legislature earmarked \$10 million to acquire a two-block section of an industrial waterfront site between North 7th and North 9th Streets⁸¹ in Williamsburg for conversion into a park – a measure that was seen as an alternative to the proposed development of a waste transfer station at the site, which had triggered community outrage^{82 83}. Later, an energy company proposed constructing a power plant on a site to the north⁸⁴. NYC2012 made redevelopment of this industrial Williamsburg waterfront a major priority for the City's future.

In its 2000 submission to the USOC, NYC2012 proposed the development of a new waterfront park to be used for the beach volleyball and archery competitions. In 2003, the Bloomberg Administration announced plans for the CPC to rezone major sections of Greenpoint and Williamsburg for both high-rise and low-rise residential construction, along with commercial and mixed-used occupancies, a continuous two-mile-long public esplanade, docks for ferries and water taxis, and a series of waterfront parks⁸⁵.

Responding to community concerns, the 2003 plan extended the proposed Williamsburg waterfront park northward to the Bushwick Inlet. NYC2012's Olympic X plan was then revised to shift other sports to the new park, including aquatics (swimming, synchronized swimming, and diving) and the water polo finals, plus beach volleyball⁸⁶.

Weeks before the IOC voted in 2005 to select the Host City for the 2012 Games, the City Council approved the vast rezoning of a 175-block area of Greenpoint and Williamsburg which includes not only the waterfront but also mixed-use communities inland to encourage residential, commercial, and light industrial activity appropriate to the established neighborhood contexts. The redevelopment envisioned in (and enabled by) the rezoning would be among the most dramatic since the City's industrial waterfront began to decay more than a half-century ago and ranks among the largest waterfront transformations in the history of New York^{87 88}.

Following the rezoning, residential high-rises, and other apartment buildings, including hundreds of units of affordable housing, quickly sprouted along the Williamsburg and Greenpoint waterfronts and further upland, particularly near McCarren Park, dramatically remaking the landscape. At the same time, it created one of the City's most energetic new retail, cultural, restaurant, and entertainment environments.

Since then, however, some major new developments, particularly in Greenpoint, have stalled due to the 2008 recession and the crisis in housing finance. The surrounding neighborhood, while experiencing some new housing development and reinvigoration of local retail streets, still retains its quiet feel and traditional tight-knit Polish community⁸⁹. Both communities, however, are likely to see significant new development as the market recovers.

⁹⁰ Dunkirk, Erin. "Promises, Promises Nabe Sees Red Over Lack Of Green Spaces." Daily News. New York. May 14, 2009. Page 3.

⁹¹ Durkin, Erin. "Early Spring For W'berg State Park?" Daily News. New York. January 7, 2009. Page 27.

⁹² Fung, Amanda. "Greenpoint to get its green space." Crain's New York Business. New York. May 25, 2009.

Development of parkland along the East River in both neighborhoods has been slow⁹⁰, but the East River State Park in Williamsburg – which would have been used by the Olympics for beach volleyball – has opened to the public⁹¹. Adjoining it to the north, the City began work in the spring of 2009 on the first phase of the nearby Bushwick Inlet Park, which was to have been the site of the Olympic aquatic and diving center⁹². While work continues, the first portion of the park, with a new soccer field, is already open.

By providing the impetus and vision for a revitalized East River waterfront, the City's bid for the 2012 Games contributed important momentum to the resolution of complex long-standing disputes over the future of this enormous area. The piecemeal efforts, conflicting proposals, and debates that had gone on for a decade and a half, were resolved and given legal approval in just two years. Today, the legacy of the Olympic bid in Brooklyn is to have helped initiate the transformation of one of the most decayed stretches of land in the City into what is becoming one of the City's most exciting residential and recreational waterfront communities.

Reclaiming and rezoning this land has not only provided attractive new places to live for a growing population of varied incomes, but has also created enormous value in previously derelict land, enhancing the City's future economy and tax revenue.

⁹³ Gargan, Edward. "Riverfront Business and Housing for Queens Offered by Port Body." *New York Times*. New York. March 21, 1983. Section A, Page 1.

⁹⁴ Douglas, Carlyle and Levine, Richard. "The Region; Big Plans for Long Island City." *New York Times*. New York. March 27, 1983. Section 4, Page 5.

⁹⁵ Carroll, Maurice. "Koch Wants Bill On East River Project Redrafted." *New York Times*. New York. August 5, 1983. Section B, Page 3.

⁹⁶ Carroll, Maurice. "Koch Wants Bill On East River Project Redrafted." *New York Times*. New York. August 5, 1983. Section B, Page 3.

⁹⁷ Carroll, Maurice. "Koch Seeks Change In 2 Port Projects." *New York Times*. New York. August 10, 1983. Section B, Page 2.

⁹⁸ Jackman, Tom. "Kean Takes the Offensive on Hoboken Waterfront Plans." *New York Times*. New York. October 30, 1983. Section II, Page 24.

⁹⁹ Gargan, Edward. "Koch and Cuomo Agree on Waterfront Proposals." *New York Times*. New York. November 19, 1983. Section I, Page 1.

¹⁰⁰ Barbanel, Josh. "Assembly Passes Waterfront Projects in Queens and Hoboken." *New York Times*. New York. June 27, 1984. Section B, Page 2.

¹⁰¹ Oser, Alan. "Shaping the Future of the Hunters Point Waterfront." *New York Times*. New York. September 23, 1984. Section 8, Page 7.

¹⁰² Chira, Susan. "Queens Waterfront Plan Gets a Push." *New York Times*. New York. July 30, 1989. Section I, Page 30.

¹⁰³ Dunlap, David. "\$2.3 Billion Plan on the Horizon for Hunters Point." *New York Times*. New York. June 28, 1992.

¹⁰⁴ Finder, Alan. "Cuomo Ideas for New York City: Some Are Old, Some Are New." *New York Times*. New York. September 25, 1991. Section A, Page 1.

¹⁰⁵ Quintanilla, Blanca. "Sun Rises on West; Ground Broken for \$2.3B Development." *Daily News*. New York. May 24, 1996. Page 1.

Located at the western tip of Queens, where Newtown Creek curves into the East River, Hunters Point is home to warehouses, factories, vacant lots, railroad tracks, and the Queens-Midtown Tunnel. For decades, officials have struggled to transform the area – which sits directly across the East River from the United Nations – in a residential neighborhood.

This history-filled area was once the final terminus of trains from Long Island. In the 19th century, it had the feeling of a frontier railroad town, with hundreds of hotels and saloons for overnight stays by those awaiting the morning ferry, until the Penn Station tunnels were dug under the East River in 1903. It was also the site of an early Rockefeller oil refinery along Newtown Creek.

In 1983, the Port Authority of New York and New Jersey proposed the construction of apartment towers and office buildings in Hunters Point⁹³, packaged with a similar plan to redevelop the waterfront of Hoboken, New Jersey^{94 95}. As an agency controlled by the governors of New York and New Jersey, the Port Authority followed a traditional approach of combining redevelopment plans for both states as a means to get both approved.

The New Jersey Legislature quickly approved the plans⁹⁶, but New York City Mayor Ed Koch – with the support of powerful New York State Senator John Marchi – objected, concerned that the Port Authority was not serious about developing Hunters Point and worried that the proposed office space in Hoboken would draw business away from Manhattan^{97 98}.

After receiving additional guarantees from the Port Authority in October 1983, Mayor Koch agreed to the plans⁹⁹. After further negotiations with Senator Marchi and other legislators, the New York State Legislature agreed to the Port Authority's plans for Hunters Point and Hoboken in June 1984^{100 101}.

Ownership of the Hunters Point site was divided among multiple private owners, some of whom had their own ideas for development. By 1989, the Port Authority had purchased only one-third of the proposed redevelopment site, and was having difficulty acquiring the remaining land. To speed the process, the New York State Urban Development Corporation joined the project in July 1989, bringing its ability to condemn property¹⁰².

The recession of the early 1990s, however, left Manhattan with an oversupply of office and (to some extent) residential space. As a result, there was little demand for new development across the river in Queens. In 1991, Governor Mario Cuomo repackaged the project under the title Queens West and created the Queens West Development Corporation as a subsidiary of the NYS Urban Development Corporation to oversee development. The Governor offered no new funding for the project, hoping private developers would build on the land^{103 104}.

Even when the economy picked up in the mid-1990s, however, progress was slow. It was not until 1996 that ground was broken on the first privately financed building in Hunters Point, a 42-story apartment tower¹⁰⁵. Four years passed

Hunters Point South, Queens
Tom Schaller and FXFOWLE
Courtesy of NYCEDC



¹⁰⁶ Bagli, Charles. "A Waterfront With Potential, Still Unrealized." New York Times. New York. November 28, 2000. Section B, Page 1.

¹⁰⁷ Lombardi, Frank. "Hizzoner Helps Unveil 2012 Olympics Plan." Daily News. New York. September 13, 2000. Page 24.

¹⁰⁸ NYC2012. The Olympic and Paralympic Village. NYC2012. New York. 2005. Page 4.

¹⁰⁹ NYC2012. New York City 2012 Presentation Book: Volume I. NYC2012. New York. 2005. Page 115.

¹¹⁰ O'Grady, Jim. "Neighborhood Report: Queens Up Close; Honor of an Olympics Designation Is Lost on Some Angry Residents." New York Times. New York. October 29, 2000. Section 14, Page 6.

¹¹¹ Zinser, Lynn. "The Village: A Skyline View And Easy Access." New York Times. New York. February 21, 2005. Section D, Page 7.

¹¹² NYC2012. The Olympic and Paralympic Village. NYC2012. New York. 2005. Page 8.

¹¹³ NYC2012. The Olympic and Paralympic Village. NYC2012. New York. 2005. Pages 10 – 11.

¹¹⁴ Bertrand, Donald. "Developers Go West: Deal close on \$2.3B waterfront complex." Daily News. New York. April 3, 2002. Page 1.

¹¹⁵ Barbanel, Josh. "A Buyback Guarantee." New York Times. New York. December 7, 2008. Real Estate, Page 2.

¹¹⁶ Curbed.com "All stories about Queens West." Curbed.com. Online. <http://curbed.com/tags/queens-west> Accessed July 27, 2009.

¹¹⁷ Weir, Richard. "Neighborhood Report: Hunters Point; From Mattresses' Graveyard to a Stylish Riverfront Park." New York Times. New York. July 12, 1998. Section 14, Page 9.

¹¹⁸ Sheftell, Jason. "From Ghost Towns to Coast Towns." Daily News. New York. May 15, 2009. Page 2.

before work began on a second tower – a 32-story apartment building¹⁰⁶. The whole project, falling short of expectations and badly delayed, had lost its public momentum. Nonetheless, the State had completed the \$12 million Gantry Plaza State Park in 1998, preserving the imposing steel frames of the old gantry cranes, with new piers for relaxation.

At the same time that construction of the second residential building got underway, NYC2012 was incorporating the southern portion of Hunters Point into its plan for the 2012 Games as the site of the Olympic Village¹⁰⁷ with 4,400 units to be constructed along the shore of Newtown Creek and the East River¹⁰⁸. NYC2012 proposed that private developers would finance and construct the Village¹⁰⁹, which would house 16,000 athletes, coaches, and other team personnel during the Games. After 2012, the Village would become attractive apartments, many at affordable rents, instantly transforming a large waterfront section of Hunters Point into a fully developed residential neighborhood¹¹⁰.

The original plans for the Olympic Village were the result of an international design competition which received more than 130 submissions from architectural firms around the world, attracting enormous interest in the site. The winning design by the California-based firm Morphosis was for a series of high-rise towers in a bold waterfront configuration set among parks and dramatic open space. After comments by the IOC, the Village design was modified to include more mid-rise buildings with expanded parkland¹¹¹.

The plan had attractive environmental features. The buildings would shield the parkland from strong East River winds. Evergreen trees would provide thermal cover for the buildings in the winter, with deciduous trees and shrubs offering shade in the summer. The buildings were angled to maximize the light reaching the park and residential units¹¹². Further, wetlands along the water would be restored¹¹³.

Although New York City did not win the Olympic Games, its bid put Hunters Point in the public spotlight, with frequent public tours and extensive publicity. Meanwhile, in 2002, as design work was proceeding on the Olympic Village to the south, the Empire State Development Corporation (formerly New York State Urban Development Corporation) entered into an agreement with Rockrose Development to develop the northern section of Hunters Point with a riverfront esplanade (including the celebrated Pepsi neon sign), a two-acre park, and seven high-rise apartment buildings containing 3,200 units on a 21 3/4-acre site¹¹⁴. To date, three of Rockrose's seven apartment towers have been constructed¹¹⁵, with two more in development¹¹⁶. Parks along the East River have been constructed¹¹⁷ and work on the esplanade along the East River is continuing¹¹⁸.

¹¹⁹ Bagli, Charles. "Disputed Queens Housing Faces a Vote This Week." New York Times. New York. November 11, 2008. Section A, Page 25.

¹²⁰ Editorial. "5,000 RMS, River Vu." Daily News. New York. November 14, 2008. Page 38.

¹²¹ Colangelo, Lisa. "Housing Plan's Moving Ahead." Daily News. New York. July 1, 2009. Page 48.

¹²² Bagli, Charles. "Disputed Queens Housing Faces a Vote This Week." New York Times. New York. November 11, 2008. Section A, Page 25.

At the southern section of Hunters Point, now known as Hunters Point South, where the Olympic Village was to have been located, New York City is moving ahead with plans to construct 5,000 units of mostly affordable housing¹¹⁹. The City Council unanimously approved the plan in November 2008¹²⁰, and in July 2009, the City acquired 30 acres of land from the Port Authority and the Empire State Development Corporation¹²¹.

Since then, the City has committed \$60 million (as had been proposed in NYC2012's plan) for needed infrastructure to allow for housing construction, including sewage, utilities, and roads. In June 2010, the City issued an RFP for private developers to build the first two buildings with 900 units on the site, with a large component reserved for subsidized workforce housing. The RFP was won by a partnership of The Related Companies, Phipps Houses, and Monadnock Construction and ground was broken to begin construction on February 9, 2011. The City will issue future RFPs for the additional buildings. When completed with all 5,000 units, Hunters Point South will represent New York City's largest affordable housing development since the 1970s¹²².

The Olympic bid activated the City's interest in using the Hunters Point South properties for a public purpose. That provided the catalyst for the City to acquire this remarkable tract of land from the State and to develop it largely for desperately-needed affordable housing with attractive waterfront parks and amenities, turning a derelict district into an exciting new community just minutes from midtown by ferry or subway, with unmatched views of the UN and the Manhattan skyline.

EAST RIVER FERRY SERVICE

One of the distinctive features of NYC2012's bid for the 2012 Games was the proposed use of ferries to connect many of the competition venues, the Olympic Village and other sites along the north-south axis of the Olympic X. As proposed in 2000, a specially-designated, privately-operated Olympic Ferry would serve athletes, coaches, the media, and other accredited personnel, connecting the Olympic Village to sites ranging from the shooting venue at Rodman's Neck in the Bronx and the field hockey venue at Baker Field in northern Manhattan, down to softball and road cycling in St. George, Staten Island, and the yachting venue at Breezy Point, Queens, to the south, as well as to training sites such as the proposed practice tracks on Randall's Island and in Red Hook, Brooklyn.

The ferry system will not only keep passengers out of city traffic, but will give them an attractive and elegant way to move around a predominantly island city. After the Games, the ferry system will serve the public, providing waterborne access to an Olympic legacy of new and upgraded parks and athletic facilities.¹²³

¹²³ NYC2012, *The Olympic Games in the World's Second Home, 2000*, vol. 3 p. 54

Other ferries would bring VIPs, Olympic officials, media, and spectators from Manhattan to venues around the harbor.

To promote the Olympic bid from 2000 to 2005, NYC2012 took visitors from across the United States and around the world, as well as local officials and the media, on frequent ferry trips along the East River and into New York Harbor. For many, it offered a dramatic new sense of the City, reminding residents and visitors alike that the City's historic development was a direct result of its great harbor and vast river waterfront and that sites that were seemingly distant by land could be reached quickly and conveniently by ferry. Perhaps never before had so much attention been given to New York as a water accessible city and the great development opportunities that its waterfront offered.

As NYC2012's transportation plan evolved, various concerns were expressed by Olympic officials about athlete preference for a "one-seat" ride from the Olympic Village directly to their venues. As a result, NYC2012's final plan was modified to rely somewhat less on ferries and more on buses travelling on a network of dedicated "Olympic Lanes" on highways and streets connecting various sites. Nevertheless, the City's bid for the 2012 Games had highlighted the potential of ferry service as a key component of plans to revitalize waterfront neighborhoods, especially in Brooklyn and Queens, and the City's plans for waterfront development in Greenpoint and Williamsburg explicitly included new ferry landings.

A few months after the IOC selected London to host the 2012 Games, Deputy Mayor Doctoroff directed the City's Economic Development Corporation and Department of Transportation to begin planning for the development of new, privately-operated ferry services, with a particular focus on the East River waterfront. After several years of planning, negotiations with private ferry operators, and construction of new landings, the City awarded a three-year contract for a new East River service in February 2011 to NY Waterway, the operator of existing commuter services across the Hudson River. The new

service, launched in the summer of 2011, connects Midtown and Lower Manhattan to Hunters Point, Greenpoint, North and South Williamsburg, and Fulton Ferry (Brooklyn). In collaboration with the City Council, EDC, and DOT are also exploring possible future extensions of this service to waterfront sites in all five boroughs.

As was true elsewhere in the City, the plans for revitalization of the East River waterfront that were incorporated into New York City's bid for the 2012 Olympic Games were not all original. Instead, NYC2012 (and later the City) drew ideas from multiple sources, integrated them into a coherent vision, marketed them effectively, and by 2005 had greatly accelerated the process of translating that vision into reality.

IV DEVELOPING NEW BASEBALL STADIUMS

A month before the IOC awarded the Games to London, the State of New York, acting through the Public Authorities Control Board (PACB), declined to approve the financing of the proposed New York Sports and Convention Center, which would have served as both the Olympic Stadium and a football stadium for the Jets. The State's rejection unexpectedly pushed the New York Mets baseball team into the center of the City's planning for the 2012 Games.

In a little over 72 hours, City officials came up with an alternative for the Olympic Stadium, entering into an agreement with the Mets to build a new baseball stadium in Queens – to be transformed in 2012 into the Olympic Stadium. (During the 2012 baseball season, the Mets would have played at Yankee Stadium.) Virtually simultaneously, the New York Yankees also entered into an agreement with the City to build a new stadium in the Bronx.

The Yankees and Mets had each lobbied for years for new stadiums, without success. But the State's rejection of the Far West Side stadium in June 2005 created a crisis for the City's Olympic bid. With the final vote of the IOC just weeks away, discussions with both the Mets and the Yankees were quickly resolved in just a few days so that the bid could proceed with a viable world-class Olympic Stadium.

While the City did not win the 2012 Olympic Games, these deals were sustained and work on the two new stadiums began in 2006. Both structures – Citi Field for the Mets, and the new Yankee Stadium – opened on schedule in 2009.

THE SEARCH FOR NEW HOMES FOR NEW YORK'S BASEBALL TEAMS

¹²⁴ Sullivan, Joseph. "Jersey Makes Pitch For Team." *New York Times*. New York. November 9, 1985. Section I, Page 49.

¹²⁵ Hanley, Robert. "Jersey's Emphasis Shifts In Bid for Baseball Team." *New York Times*. New York. July 19, 1987. Section I, Page 23.

¹²⁶ Dearie, John. "The New Jersey Yankees?" *New York Times*. New York. April 8, 1986. Section A, Page 31.

¹²⁷ New York Times. "Sports People; Jersey Denies Overture." *New York Times*. New York. March 1, 1986. Section I, Page 49.

¹²⁸ McQuiston, John. "Stadium Garage Plan Gains." *New York Times*. New York. April 18, 1986. Section B, Page 1.

¹²⁹ Gottlieb, Martin. "City Studies Upgrading Yankee Stadium Access." *New York Times*. New York. January 7, 1986. Section B, Page 3.

¹³⁰ Finder, Ian. "Yankees' Owner Revives Talk of Moving His Team." *New York Times*. New York. June 18, 1993. Section B, Page 3, Column 5, Metropolitan Desk.

¹³¹ Fisher, Ian. "Fearing Move by Yankees, Cuomo Explores Idea for a New Stadium." *New York Times*. New York. June 30, 1993. Section A, Page 1, Column 5, Metropolitan Desk.

¹³² Sandomir, Richard. "Baseball; State Unveils Its Plan For Yanks in Manhattan." *New York Times*. New York. October 1, 1993. Section B, Page 11.

¹³³ Toy, Vivian. "Streak Alive as Yankees Veto 13th Stadium Plan in a Year." *New York Times*. New York. September 6, 1995. Section B, Page 3, Column 1, Metropolitan Desk.

¹³⁴ Lewis, David. "City Tosses Football Into Stadium Talks." *Daily News*. New York. October 20, 1995. Page 8.

¹³⁵ Sandomir, Richard. "Study Recommends The Yankees Move To a West Side Stadium." *New York Times*. New York. April 5, 1996. Section B, Page 1, Column 6, Metropolitan Desk.

Since the late 1980s, the New York Yankees had sought to seal a deal on a new home before its lease at Yankee Stadium expired in 2002. The issue gained public attention when New Jersey officials sought to bring professional baseball to their state¹²⁴¹²⁵ in the 1980s, and Yankees owner George Steinbrenner toyed with the idea of moving the team to New Jersey¹²⁶¹²⁷. New York City and New York State responded with various proposals to keep the Yankees in the Bronx by making improvements around the stadium, including a new parking garage¹²⁸ and a Metro North commuter railroad stop¹²⁹, but the urgency of the issue seemed to fade, and no action was taken.

In 1993, Governor Mario Cuomo raised the idea of building a new stadium for the Yankees on the Far West Side of Manhattan on top of the LIRR rail yards¹³⁰¹³¹¹³², but opposition was strong. In 1995, Mayor Rudy Giuliani and Governor George Pataki tried to entice the Yankees to remain in the Bronx, offering – in 1995 alone – a dozen variations on plans for a new or renovated stadium. After all these ideas were rejected by Steinbrenner¹³³ in October 1995, City officials revived the idea of building a new multi-purpose stadium on the Far West Side of Manhattan to be used by both the Yankees and the New York Jets¹³⁴¹³⁵.

¹³⁶ Pulley, Brett. "New Jersey Offers Yankees Stadium Plans." New York Times. New York. April 13, 1996. Section I, Page 23, Column 5, Metropolitan Desk.

¹³⁷ Allen, Mike. "Whitman Calls Giuliani's Warnings on Yankees a Ploy." New York Times. April 29, 1998. Section B, Page 5, Column 1, Metropolitan Desk.

¹³⁸ Bloomberg News. "Steinbrenner mulls options for Yankees home." The Financial Post. Toronto. October 7, 1998. Section 3, Sports, Page 48.

¹³⁹ Curry, Jack. "Baseball; Three Million Fans Send a Message." New York Times. New York. September 12, 1999. Section B, Page 19, Column 2, Sports Desk.

¹⁴⁰ Sandomir, Richard. "Pro Football; Johnson Has the Team; Now, for a New Stadium." New York Times. New York. January 19, 2000. Section D, Page 2, Column 5, Sports Desk.

¹⁴¹ Cimini, Rich. "Jets Eye W. Side Home Team owner's rooting for retractable dome." Daily News. New York. November 24, 2000. Page 8.

¹⁴² Bumiller, Elisabeth. "Jets Circulate Plan for Football Stadium Linked to the Javits Center." New York Times. New York. December 8, 2000. Section B, Page 1, Column 2, Metropolitan Desk.

¹⁴³ Belluck, Pam. "Mets and City Discussing a Domed Stadium." New York Times. New York. September 15, 1995. Section B, Page 3, Column 3, Metropolitan Desk.

¹⁴⁴ Sandomir, Richard. "Mets Unveil Model Stadium: Its Roof Moves, as Does Grass." New York Times. New York. April 24, 1998. Section A, Page 1, Column 3, Metropolitan Desk.

¹⁴⁵ Sandomir, Richard. "Sports Business; Stadium Building Boom Bypasses New York." New York Times. New York. January 17, 2001. Section A, Column 4, Sports Desk, Page 1.

¹⁴⁶ Haughney, Christine. "Giuliani Has Deal for Two Stadiums; New York's Mayor Plans Unforgettable Legacy – If Bloomberg Approves." Washington Post. Washington, DC. December 29, 2001. Page A02.

¹⁴⁷ Madden, Bill and Colangelo, Lisa. "New Stadiums By '07? Rent plan will aid city, Giuliani says." Daily News. New York. December 27, 2001. Page 9.

¹⁴⁸ Steinhauer, Jennifer and Sandomir, Richard. "In Bottom Of 9th, Giuliani Presents Deal On Stadiums." New York Times. New York. December 29, 2001. Section A, Column 1, Metropolitan Desk, Page 1.

New Jersey Governor Christine Todd Whitman, elected in 1993, asserted that state tax dollars would not be used to build a stadium for the Yankees¹³⁶, effectively closing New Jersey as a viable option^{137 138}. And in the next five years, between 1996 and 2000, the Yankees won four World Series. Attendance at Yankee Stadium topped 3 million a year¹³⁹, undercutting Steinbrenner's argument that its location in the Bronx was keeping fans away.

In January 1999, with no viable funding options for the stadium, Mayor Giuliani abandoned his support for moving the Yankees to the Far West Side, but – not wanting to abandon the idea for a stadium – shifted gears, instead proposing a domed stadium for the Jets. In January 2000, new Jets owner Robert Wood Johnson IV expressed his desire to move the Jets into their own stadium when the team's lease at Giants Stadium, which it shared with the New York Giants (the only team in the NFL to share a stadium owned by another NFL team), expired in 2008¹⁴⁰. By the end of 2000, the Jets were moving ahead with plans to build a new stadium on the Far West Side^{141 142}. This conformed perfectly to the NYC2012 plan for an Olympic Stadium over the LIRR rail yards, and could readily achieve the goals of both NYC2012 and the Jets.

Throughout the 1990s, as the New York Yankees pushed for a new stadium, the New York Mets quietly lobbied to construct a new stadium next to their existing facility in Queens^{143 144 145}. In one of his last acts in office in December 2001, Mayor Giuliani entered into tentative deals with both the Yankees and the Mets under which each would build a new stadium next to their existing stadiums. Each stadium would cost an estimated \$800 million, with the teams paying half the cost and the City covering the rest^{146 147 148}.

¹⁴⁹ Steinhauser, Jennifer. "Mayor Says There's No Money to Build 2 Baseball Stadiums." New York Times. New York. January 8, 2002. Section B, Column 1, Metropolitan Desk, Page 3.

¹⁵⁰ Saul, Michael. "Mike: Team Up For Stadiums." Daily News. New York. March 30, 2004. Page 24.

¹⁵¹ Bagli, Charles and Hu, Winnie. "Bloomberg Says City Will Help The Franchise That Helps Itself." New York Times. New York. July 31, 2004. Section B, Column 4, Metropolitan Desk, Page 1.

¹⁵² Bagli, Charles. "Yankees Propose New Stadium, and Would Pay." New York Times. New York. July 30, 2004. Section A, Column 2, Metropolitan Desk, Page 1.

¹⁵³ Lupica, Mike. "Yankees Finally See Light On New Stadium." Daily News. New York. August 1, 2004. Page 66.

¹⁵⁴ Sandomir, Richard. "Get Your Blueprints Here: Big Stadium Talk, No Action." New York Times. New York. May 20, 2005. Section D, Page 4.

¹⁵⁵ O'Keeffe, Michael and Quinn, T.J. "The Score Hears... Bombers slow play new stadium plans." Daily News. New York. May 29, 2005. Page 83.

¹⁵⁶ Bagli, Charles and Hu, Winnie. "Bloomberg Says City Will Help The Franchise That Helps Itself." New York Times. New York. July 31, 2004. Section B, Column 4, Metropolitan Desk, Page 1.

¹⁵⁷ Quinn, T.J. "Seems Like Old Times. Inside the deal for the new Yankee Stadium." Daily News. New York. April 17, 2005. Page 102.

Entering office in January 2002, and facing a severe economic and budget crisis following 9/11, Mayor Michael Bloomberg promptly scuttled the two deals, saying the City did not have the money to build stadiums, but adding, "If the economy improves, I'd like to see great stadiums, like everyone else¹⁴⁹." When the economy did improve in 2004, Mayor Bloomberg indicated the City was willing to pay for infrastructure improvements around new stadiums for the Yankees and Mets, but that the stadiums themselves would have to be financed by the teams^{150 151}.

The Yankees responded, announcing they would build – and pay for – a new Yankee Stadium next to the old stadium in the Bronx, if the City and the State would commit to making significant infrastructure improvements in the area^{152 153}. However, without any overriding pressure to close the deal, no agreement was finalized^{154 155}. At the same time, the Mets' plans were uncertain. Reports suggested the team did not have enough money to build a new stadium¹⁵⁶ and were looking instead to renovate their existing Shea Stadium¹⁵⁷.

¹⁵⁸ NYC2012. New York City 2012 Presentation Book: Volume I. NYC2012. New York. 2005. Page 115.

¹⁵⁹ Rutenberg, Jim. "How the Mayor Took a Deep Breath, and a New Approach." New York Times. New York. June 14, 2005. Section B, Column I, Metropolitan Desk, Page 4.

¹⁶⁰ Rutenberg, Jim. "How the Mayor Took a Deep Breath, and a New Approach." New York Times. New York. June 14, 2005. Section B, Column I, Metropolitan Desk, Page 4.

¹⁶¹ Zinser, Lynn; Cooper, Michael. "2012 Bid Survives As Mets Commit To Stadium Deal." New York Times. New York. June 13, 2005. Section A, Page 1.

¹⁶² Bagli, Charles. "Taxpayer Expense Is Less In Deal for New Stadium." New York Times. June 14, 2005. Section B, Page 4.

¹⁶³ Sandomir, Richard. "A New Ballgame." New York Times. New York. June 13, 2005. Section D, Page 1.

¹⁶⁴ Saul, Michael and Colangelo, Lisa. "New Mets Stadium Plan Touted." Daily News. New York. June 27, 2005. Page 3.

¹⁶⁵ Zinser, Lynn; Cooper, Michael. "2012 Bid Survives As Mets Commit To Stadium Deal." New York Times. New York. June 13, 2005. Section A, Page 1.

¹⁶⁶ Saltonstall, David. "Mike Hits 2 Outta The Park After West Side Strikeout." Daily News. New York. June 16, 2005. Page 7.

¹⁶⁷ Sandomir, Richard. "Bronx Is Up as Yanks Unveil Stadium Plan." New York Times. New York. June 16, 2005. Section D, Page 1.

¹⁶⁸ Sandomir, Richard. "The Long Buildup Before the New Buildings." New York Times. New York. April 3, 2009. Section F, Page 6.

¹⁶⁹ Bagli, Charles. "More Costs To Taxpayers Seen in Stadium Plans." New York Times. New York. June 19, 2005. Section I, Page 27.

¹⁷⁰ Quinn, T.J. "New Ballpark's A Winner." Daily News. New York. June 16, 2005. Page 6.

In June 2005, however, New York State's rejection of financing for a Jets/Olympic Stadium on the Far West Side dramatically changed the dynamic, unexpectedly pushing the New York Mets into the center of the Olympic Plan. The IOC was set to vote in a few short weeks on the Host City for the 2012 Olympics. To remain in the running, New York's 2012 bid had to quickly identify a new location for the Olympic Stadium, and a private source to finance it¹⁵⁸.

In little over 72 hours, Doctoroff and his team came up with an alternative – rapidly analyzing various proposals, including a temporary Olympic Stadium on the Far West Side, a Jets Stadium there (without a retractable roof) that would not need State aid, and a combined stadium for the Jets and the Mets in Queens¹⁵⁹. Quickly, however, the Bloomberg Administration settled on a new Queens stadium for the New York Mets, the option that offered the most secure financing and that had the support of New York State Assembly Speaker Sheldon Silver^{160 161}.

The New York Mets agreed to build – and pay for – a new stadium, estimated to cost \$600 million, next to their existing Shea Stadium in Queens, while the City and State agreed to spend \$180 million on infrastructure improvements and site preparation. To help reduce the cost of the stadium, the City granted the Mets the right to construct it on City-owned property, foregoing payment for the land. The Mets were also offered the use of tax-free bonds to finance construction^{162 163}. Although federal law since 1996 had barred the use of tax-exempt bonds to finance professional sports facilities.

Deputy Mayor Doctoroff and his colleagues proposed to the Internal Revenue Service a new variant under which the stadium bonds would be supported by payments in lieu of taxes (PILOTs) on the facility, rather than rent paid by the team. The City argued that since PILOTs were the equivalent of real property taxes, this arrangement was functionally equivalent to financing the stadium with general obligation bonds, which would have qualified for tax exemption. Practically speaking, this meant that since the PILOT payments were being used to pay off the bonds, the Mets would not have to pay real property taxes on the new facility.

Had the IOC awarded the 2012 Games to New York, the stadium would have been converted into an 80,000 seat Olympic Stadium for the Games at a cost of \$100 million – paid for by the City and the State—then converted back to its original baseball configuration^{164 165}.

Three days later, the New York Yankees closed on a deal with the City to build a new stadium in the Bronx^{166 167 168}. Like the Mets, the City and State proposed to pay for infrastructure improvements around the new stadium, at a projected cost of \$235 million, allowed the stadium to be built on City-owned property, and enabled the Yankees to use PILOT-backed tax-free bonds to finance construction^{169 170}.

¹⁷¹ Hu, Winnie. "Yankees Win, 44-3 and 45-2, as Council Approves Stadium." New York Times. New York. April 6, 2006. Section B, Page 1.

¹⁷² Hu, Winnie. "Metro Briefing New York: Manhattan: Stadium Financing Approved." New York Times. New York. April 27, 2006. Section B, Page 6.

¹⁷³ Williams, Timothy. "Approvals Clear Way For Yankees To Build." New York Times. New York. July 22, 2006. Section B, Page 2.

¹⁷⁴ Chan, Sewell. "Groundbreaking for Yankees Draws Politicians and Protest." New York Times. New York. August 17, 2006. Section B, Page 2.

¹⁷⁵ Lombardi, Frank. "Mets Deal Amazin' For Boro. Council OKs stadium plan full of hits." Daily News. New York. April 27, 2006. Page 1.

¹⁷⁶ Chan, Sewell. "Honoring Pioneer Is Part of Plans for Citi Field." New York Times. New York. November 14, 2006. Section D, Page 5.

¹⁷⁷ Sisk, Richard. "Mike Pitch: Stadium Deal 'Great' For City." Daily News. New York. April 22, 2009. Page 4.

¹⁷⁸ Cornwell, Rupert. "Yield of dreams." The Independent. London. April 17, 2990[?]. Page 48.

¹⁷⁹ Sisk, Richard. "Mike Pitch: Stadium Deal 'Great' For City." Daily News. New York. April 22, 2009. Page 4.

¹⁸⁰ Sisk, Richard. "Mike Pitch: Stadium Deal 'Great' For City." Daily News. New York. April 22, 2009. Page 4.

¹⁸¹ Donohue, Pete. "Yankees Station On Track, New \$91M Metro-North Stop to Serve Fans and Commuters." Daily News. New York. October 23, 2008. Page 31.

¹⁸² Sisk, Richard. "Mike Pitch: Stadium Deal 'Great' For City." Daily News. New York. April 22, 2009. Page 4.

¹⁸³ Sisk, Richard. "Mike Pitch: Stadium Deal 'Great' For City." Daily News. New York. April 22, 2009. Page 4.

Beginning in late 2005, the proposed new Yankee Stadium made its way through the City's ULURP review process with the strong backing of the Mayor. It was approved by the City Council in April 2006 after the Yankees pledged to contribute \$50 million over 20 years to Bronx community groups^{171 172}. In addition, the Mayor agreed to invest \$95 million in the construction of new parks in the Bronx – both near the Stadium and elsewhere – to replace the park land that would be lost to construction of the new facility. In July, the IRS approved the use of tax-exempt, low interest rate bonds to fund construction¹⁷³. Ground was broken in August 2006 and the new Stadium opened for use on schedule in 2009¹⁷⁴.

The proposal to build a new stadium for the Mets – eventually named Citi Field – was also approved by the City Council in April 2006, with the Mets pledging to donate 25 percent of their annual charity to groups and programs based in the borough of Queens, to have 25 percent of stadium construction contracts go to Queens-based firms and workers, and to have a further 25 percent of construction contracts go to New York City based female- or minority-owned firms¹⁷⁵. The groundbreaking was in November 2006¹⁷⁶ and the Stadium also opened on schedule for the 2009 season.

In the end, the new Yankee Stadium cost \$1.5 billion¹⁷⁷ – making it one of the most expensive stadiums in the world¹⁷⁸ – paid for by the Yankees, largely using tax-exempt bonds¹⁷⁹. The City covered infrastructure improvements, demolition of the old stadium, and new parks – a total cost of \$306 million¹⁸⁰. The State contributed \$64 million toward the construction of new parking garages (with the remaining cost financed by tax-exempt bonds), and through the MTA, provided a new Metro North station at a cost of \$91 million¹⁸¹, of which the City provided \$38 million.

Citi Field cost \$875 million, paid for by the Mets, also largely using tax-exempt bonds¹⁸². The City paid for infrastructure improvements and the demolition of the Met's old home, Shea Stadium, for a total cost of \$91 million¹⁸³.

Although the IOC awarded the 2012 Games to London, the Mayor and the two teams had rapidly resolved a 20-year old issue with agreements to build two new baseball stadiums. Without the immediate need to find a substitute for the Olympic Stadium that had been proposed for the Far West Side, the issue might have continued unresolved for years to come.

V

**RE-
DEVELOP-
MENT
ALONG
THE
HARLEM
RIVER**

When New York City first sought designation as the U.S. candidate to host the 2012 Games, local officials and community residents had for many years been trying to redevelop two public facilities along the Harlem River – the historic 369th Regiment Armory in Harlem and the decaying Bronx Terminal Market in the Bronx. The revised bid submitted to the IOC in 2004 proposed using both of these sites as venues for Olympic competition. In doing so, it raised awareness of the value of these long-neglected assets and helped set the stage for their redevelopment.

Separating Manhattan from the Bronx, the Harlem River provides a short but fragmented landscape. In some sections, the river is a stunning blue ribbon lined by cliffs and parks, spanned by beautiful bridges. In others, it is a bleak industrial landscape marred by train tracks, rail yards, interstate highways, parking lots, warehouses, and vacant lots.

The 2012 Olympic bid included plans to transform both sides of the river in the vicinity of Yankee Stadium. The plan submitted to the USOC in 2000 proposed that Olympic boxing matches, along with competition in rhythmic gymnastics, be held at the 369th Regiment Armory in Harlem. The final plan submitted to the IOC four years later proposed in addition that a modern indoor velodrome for the Olympic sport of track cycling and an adjacent arena for badminton be developed on a site across the river in the Bronx – just south of Yankee Stadium. The site was then occupied by the dilapidated (and mostly unused) Bronx Terminal Market. In addition to the redevelopment of these two sites, the plan called for development of new parks along both sides of the Harlem River from the Macombs Dam Bridge to the 145th Street Bridge.

With Olympic baseball played nearby at Yankee Stadium¹⁸⁴, the Harlem River now became the third major venue cluster in NYC2012's plan—the “Olympic Riverfront”—hosting four Olympic sports in 2012.

¹⁸⁴ NYC2012. New York City 2012 Presentation Book: Volume 2. NYC2012. New York, 2005. Pages 21, 43 – 50, 55 – 58, 65 – 68.

¹⁸⁵ Saul, Michael. "'Decrepit' Armory's Fresh Look." *Daily News*. New York. September 7, 2006. Page 1.

¹⁸⁶ Goldenberg, Richard, Lt. Col. "Media Advisory: Woman Takes Command Of 369th." *New York State Division of Military and Naval Affairs*. November 16, 2008.

¹⁸⁷ Ingrassia, Michele. "Going for the Gold City Visionaries Hope Their Olympian Designs Bring the 2012 Summer Games to New York." *Daily News*. June 30, 2002. Page 1.

¹⁸⁸ Steinberg, Jacques. "Guiding Hand of Arthur Ashe Is Remembered." *New York Times*. New York. February 8, 1993. Section A, Page 1.

¹⁸⁹ Yarrow, Andrew. "Jail Plan Intensifies Battle." *New York Times*. New York. September 16, 1990. Section 1, Page 42.

¹⁹⁰ Lii, Jane. "Neighborhood Report: Harlem; City Yields on \$600,000 for Housing." *New York Times*. New York. March 2, 1997. Section 13, Page 5.

¹⁹¹ Gonzalez, David. "2 Welcomes For Veterans Of Gulf War." *New York Times*. New York. April 29, 1991. Section B, Page 1.

¹⁹² New York Times. "Volunteers in New York City Inspect Shelters for Homeless." *New York Times*. New York. October 11, 1987. Section 1, Page 3.

¹⁹³ Saul, Michael. "'Decrepit' Armory's Fresh Look." *Daily News*. New York. September 7, 2006. Page 1.

¹⁹⁴ NYC2012. *New York City 2012 Presentation Book: Volume 2*. NYC2012. New York. 2005. Page 55.

¹⁹⁵ Perrotta, Tom. "A Tennis Renaissance Arrives in Harlem." *New York Sun*. New York. October 2, 2006. Online. <http://www.nysun.com/sports/tennis-renaissance-arrives-in-harlem/40704/> Accessed July 5, 2009.

¹⁹⁶ Perrotta, Tom. "A Tennis Renaissance Arrives in Harlem." *New York Sun*. New York. October 2, 2006. Online. <http://www.nysun.com/sports/tennis-renaissance-arrives-in-harlem/40704/> Accessed July 5, 2009.

¹⁹⁷ Saul, Michael. "'Decrepit' Armory's Fresh Look." *Daily News*. New York. September 7, 2006. Page 1.

¹⁹⁸ Perrotta, Tom. "A Tennis Renaissance Arrives in Harlem." *New York Sun*. New York. October 2, 2006. Online. <http://www.nysun.com/sports/tennis-renaissance-arrives-in-harlem/40704/> Accessed July 5, 2009.

¹⁹⁹ Saul, Michael. "'Decrepit' Armory's Fresh Look." *Daily News*. New York. September 7, 2006. Page 1.

²⁰⁰ Saul, Michael. "'Decrepit' Armory's Fresh Look." *Daily News*. New York. September 7, 2006. Page 1.

Situated at the upper end of Fifth Avenue along the Harlem River in Manhattan, the historic 369th Regiment Armory is an imposing Art Deco fortress built in 1921 for the 369th Infantry of the New York National Guard – the first African American unit to fight in Europe during World War I¹⁸⁵. While the regiment exists to this day – with the Armory remaining as its headquarters¹⁸⁶ – space within the building has over the years become open to the community, for tennis, boxing, and a variety of special events^{187 188}.

Community activists, who had long fought to improve the Armory, won landmark status for the building¹⁸⁹ and secured several hundred thousand dollars for renovations in the 1990s¹⁹⁰. Despite these efforts, the Armory did not attract public attention or investment. For a time, the City used part of the building as a homeless shelter^{191 192}. The State-owned Armory remained in need of repair, with Governor Pataki later describing it as a "decrepit mess."¹⁹³

The Olympic bid – which proposed renovating the Armory to hold Olympic boxing matches¹⁹⁴ – brought the building, its history, and its need for renovation to prominence as one of Harlem's and the City's great historic sites. Both the City and the State agreed to support renovation and long-term re-use of the facility. After the IOC selected London to host the 2012 Games, more than \$6 million in badly-needed renovations were undertaken with government funding in 2006 – \$2.4 million from the City and State and \$4 million from the Federal Government¹⁹⁵. The renovation provided eight new tennis courts, surrounded by three thousand seats and an electronic scoreboard¹⁹⁶, three classrooms, a computer room¹⁹⁷, and a chess lounge¹⁹⁸.

Today the 369th Regiment Armory serves as a popular community facility offering recreation, coaching, and organized leagues for tennis, volleyball, basketball, martial arts, boxing, gymnastics, and track and field¹⁹⁹. Assemblyman Keith Wright (D-Harlem), who secured funding for programming at the Armory explained, "I envision the armory as a cultural and community hub, which not only helps keep our kids off of the streets but provides a tangible history of African-American heroism, which will instill pride and patriotism in Harlemites for generations to come²⁰⁰."

²⁰¹ The Bronx Gateway. "About the project." [Bronx Gateway](http://www.bronxgateway.com/about/). Online. <http://www.bronxgateway.com/about/>. Accessed July 13, 2009.

²⁰² Gray, Christopher. "Streetscapes/ Bronx Terminal Market; Trying to Duplicate the Little Flower's Success." *New York Times*. New York. May 8, 1994. Section 10, Page 7.

²⁰³ The Bronx Gateway. "About the project." [Bronx Gateway](http://www.bronxgateway.com/about/). Online. <http://www.bronxgateway.com/about/>. Accessed July 13, 2009.

²⁰⁴ The Bronx Gateway. "About the project." [Bronx Gateway](http://www.bronxgateway.com/about/). Online. <http://www.bronxgateway.com/about/>. Accessed July 13, 2009.

²⁰⁵ Gray, Christopher. "Streetscapes/ Bronx Terminal Market; Trying to Duplicate the Little Flower's Success." *New York Times*. New York. May 8, 1994. Section 10, Page 7.

²⁰⁶ Kappstatter, Bob. "Ferrer: Market is City's Pawn." *Daily News*. New York. July 10, 1996. Page 1.

²⁰⁷ Gonzalez, David. "Renovations Set for Area Near Yankee Stadium." *New York Times*. New York. July 14, 1993. Section B, Page 1.

²⁰⁸ Gonzalez, David. "Renovations Set for Area Near Yankee Stadium." *New York Times*. New York. July 14, 1993. Section B, Page 1.

²⁰⁹ NYC2012. [New York City 2012 Presentation Book: Volume 2](#). NYC2012. New York. 2005. Pages 21, 43 – 50, 65 – 68.

²¹⁰ Bagli, Charles. "Developer Buys Faded Market In the Bronx." *New York Times*. New York. April 3, 2004. Section B, Page 1.

²¹¹ Lombardi, Frank. "Jail Land Swap Is Still A Go." *Daily News*. New York. July 8, 2005. Page 1.

Constructed by New York City in 1935 to house food vendors^{201 202}, the Bronx Terminal Market was once a vibrant facility, first attracting Italian fruit and vegetable vendors²⁰³, and – beginning in the mid-1960s – Puerto Rican vendors who turned the market into a leading source for tropical fruits and vegetables²⁰⁴. Over the decades, however, the building decayed, becoming a worn out shell covered in graffiti. In the 1970's, the City entered into a 99-year lease, with a private developer, David Buntzman, who, under the terms of the lease was required to renovate and expand the market.

But the City and the developer quickly became entangled in a series of disputes over rent and over which party was obligated to pay for which improvements. The renovations the City had anticipated never occurred, and the market continued to decline.²⁰⁵ By the mid-1990s, there were only 30 vendors left, compared to 100 during its heyday²⁰⁶. Concerns over the structural integrity of the building led to its temporary closure²⁰⁷.

As various plans for Yankee Stadium came and went throughout the 1980s and 1990s, City officials and local Bronx politicians floated proposals to redevelop the surrounding neighborhood – including the Bronx Terminal Market – as a way to keep the Yankees in the Bronx. While Mayor David Dinkins pledged in 1993 that the City would condemn the market and redevelop the land²⁰⁸, these efforts stalled. The relationship with Buntzman moved into contentious litigation.

New York City's Olympic bid incorporated the Bronx Terminal Market and the surrounding waterfront into its revised plan submitted to the IOC by proposing to demolish the facility. On the site, the bid proposed constructing a velodrome for Olympic track cycling and an arena for badminton, along with a food court, broadcast facilities, and parks along the Harlem River²⁰⁹. The need for a site for these facilities finally led the City to find a way out of its twenty-year stalemate with the developer.

In April 2004, in a series of interconnected actions, The Related Companies bought out the remainder of Buntzman's ground lease, the litigation was settled and Related entered into a new 99-year lease with the City, pledging to redevelop the market and surrounding area as a retail complex, with a parking garage, park and esplanade along the Harlem River²¹⁰, subject to needed approvals. Under the plan, the historic façade and entrance of the Bronx Terminal Market would be preserved.

The Related Companies donated to the City the land that would be needed for the proposed velodrome and other facilities. In exchange, the City conveyed to Related the nearby Bronx House of Detention, closed since 2000. The jail would be demolished, and the land on which it stood would be included in the Bronx Terminal Market redevelopment project²¹¹.

²¹² Lombardi, Frank. "Council OKs Gateway Retail Outlet to Bring Jobs." Daily News. New York. February 2, 2006. Page 2.

²¹³ Office of the Mayor. "Mayor Bloomberg, City Council Speaker Quinn, Borough President Carrion and the Related Companies Break Ground on Gateway Center at Bronx Terminal Market." Press Release PR-289-06. August 14, 2006. Online. http://www.ci.nyc.ny.us/portal/site/nycgov/menuitem.c0935b9a57bb4ef3daf2f-1c701c789a0/index.jsp?pageID=mayor_press_release&catID=1194&doc_name=http://www.ci.nyc.ny.us/html/om/html/2006b/pr289-06.html&cc=unused1978&rc=1194&ndi=1 Accessed July 15, 2009.

²¹⁴ Bleyer, Jennifer. "A Jail Break, But Not to Fear." New York Times. New York. January 28, 2007. Section 14, Page 5.

²¹⁵ Potkewitz, Hilary. "New South Bronx mall brings Gateway to change; Residents will have more shopping options, but local merchants are wary." Crain's New York Business. New York. May 4, 2009.

²¹⁶ Egbert, Bill. "First Doors Set To Swing At Gateway." Daily News. New York. April 21, 2009. Page 1.

²¹⁷ NYCEDC. "Gateway Center at Bronx Terminal Market." New York City Economic Development Corporation. Online. <http://www.nycedc.com/ProjectsOpportunities/CurrentProjects/Bronx/GatewayCenteratBronxTerminalMarket/Pages/GatewayCenteratBronxTerminalMarket.aspx> Accessed July 15, 2009.

While New York did not win the 2012 Games, a comprehensive development plan was now in place with broad community and political support, eliminating the ill-maintained Market, and instead, bringing much needed modern retail stores to this severely underserved area. In February 2006, the City Council approved the plan for redevelopment of the site, now known as the Bronx Gateway Center²¹².

Ground was broken in August 2006²¹³, and in January 2007, the nearby Bronx House of Detention was demolished²¹⁴. The first store at the one-million square foot, \$500 million Bronx Gateway Center, a Home Depot, opened in May 2009²¹⁵. Other stores followed in 2010, including a Target, BJ's Wholesale Club, Toys "R" Us, Staples, Best Buy, Marshalls, and Bed Bath & Beyond²¹⁶; this includes on-site parking for 2,800 cars. In addition, a two-acre park will be built along the Harlem River²¹⁷. This was the first modern retail center of its kind in the South Bronx. The project provided 1,200 construction jobs plus 2,000 permanent jobs, 60 percent of which have gone to Bronx residents, in the county with the highest unemployment rate in New York State.

Also in 2009, as part of this overall project, the 10-acre, \$64 million Mill Pond Park was opened by the City on the waterfront just west of the Gateway Center. This was one of the Yankee Stadium replacement parks, further helping to realize the Olympic vision of revitalizing this neglected waterfront for public use.

**VI SWIMMING
AND
SKATING
IN
FLUSHING,
QUEENS**

²¹⁸ New York City Department of Parks and Recreation. "Pools." New York City Department of Parks and Recreation Online. <http://www.nycgovparks.org/facilities/pools> Accessed July 20, 2009.

²¹⁹ Bertrand, Donald. "Aquacade Set For Wreckers." Daily News. New York. April 2, 1996. Page 1.

²²⁰ Scream, Melissa. "Have Puck, Must Travel. Hockey Ice Time Requires Sacrifices." Daily News. New York. March 29, 1998. Page 1.

²²¹ Bernstein, Fred. "Currents: Architecture; On the Old World's Fair Grounds, a Skating Rink Makes Way for an Amphitheater." New York Times. New York. December 27, 2001. Section F, Page 3.

²²² O'Grady, Jim. "Neighborhood Report: Flushing; See Joseph Cornell on Ice, Sort Of A Rink Stalls a Queens Museum's Plans." New York Times. New York. December 29, 2002. Section I4, Page 7.

²²³ Bertrand, Donald. "35M Pool & Ice-Skating Complex Set." Daily News. New York. November 24, 2000. Page 1.

²²⁴ Bertrand, Donald. "Ground Broken For Pool, Rink." Daily News. New York. June 1, 2001. Page 5.

²²⁵ Bertrand, Donald. "Ground Broken For Pool, Rink." Daily News. New York. June 1, 2001. Page 5.

²²⁶ O'Grady, Jim. "Neighborhood Report: Flushing; See Joseph Cornell on Ice, Sort Of A Rink Stalls a Queens Museum's Plans." New York Times. New York. December 29, 2002. Section I4, Page 7.

²²⁷ O'Grady, Jim. "Neighborhood Report: Flushing; See Joseph Cornell on Ice, Sort Of A Rink Stalls a Queens Museum's Plans." New York Times. New York. December 29, 2002. Section I4, Page 7.

²²⁸ Bertrand, Donald. "Park's Plans For Pool, Rink Are Frozen." Daily News. New York. January 6, 2003. Page 3.

Despite having a population of 2.3 million, the borough of Queens has only a few city-run public pools²¹⁸. A pool built for the 1939 World's Fair in Flushing Meadows Corona Park was closed in 1981, it had been vandalized, used by the homeless as a place to sleep, and finally demolished by the City in 1996²¹⁹.

Even more scarce than places to swim are places to ice skate. While Rockefeller Center is famous for its winter ice skating rink, the reality is that – for a city as large as New York – there are few public ice rinks²²⁰. In the early 2000s, the Queens Museum of Art, located in Flushing Meadows Corona Park, sought to expand by taking over an ice skating rink located within its building^{221 222}. The City could ill afford to lose this Queens rink.

To replace the demolished pool and make room for expansion of the Queens Museum of Art, Mayor Giuliani in 2000 proposed building an indoor ice-skating rink and Olympic swimming pool complex adjacent to the Van Wyck Expressway in the northeast part of Flushing Meadows Corona Park²²³. Ground for the building was broken in June 2001, with the City funding the project²²⁴.

Work proceeded steadily, with piles driven into the marshy ground to support the building^{225 226}. By December 2002, however, work suddenly came to a halt when final bids for the project came in \$20 million over the projected budget^{227 228}. Given the City's budgetary pressures, the project seemed doomed.

To host the 2012 Olympic Games, however, New York City would need to have several aquatic facilities, including an indoor pool complex for water polo. In 2002, there was no existing aquatic facility in the City that met the demanding specifications for Olympic water polo. The City's initial bid submitted to the USOC proposed renovating one of the great pavilions built by Robert Moses at Orchard Beach in Pelham Bay Park in the Bronx to include an indoor Olympic pool to house water polo for the Games. This would have given Orchard Beach a year-round recreational and sports facility, at what is now solely a summer location.

²²⁹ Steinhauser, Jennifer. "City Condenses Locations for 2012 Olympic Bid." New York Times. New York. August 6, 2004. Section B, Page 3.

²³⁰ Grace, Melissa, and Bertrand, Donald. "Pool, Skate Rink & Track On Way." Daily News. New York. August 11, 2004. Page 4.

²³¹ Bertrand, Donald. "Marshall: Project's On Long-delayed park pool, rink plan is revived." Daily News. New York. January 28, 2004. Page 1.

²³² Bertrand, Donald. "Museum Plan Is A Go, Architects chosen for expansion, renovation." Daily News. New York. March 24, 2005. Page 1.

²³³ Katz, Celeste. "Big Splash For \$55M Pool, Ice Rink." Daily News. New York. September 28, 2005. Page 1.

²³⁴ Dunlap, David. "Modern Pool For Public Is Opening In Flushing." New York Times. New York. February 29, 2008. Section B, Page 5.

²³⁵ Dunlap, David. "Modern Pool For Public Is Opening In Flushing." New York Times. New York. February 29, 2008. Section B, Page 5.

²³⁶ Bertrand, Donald. "Qns. Park Pool, Rink Open Soon." Daily News. New York. October 31, 2006. Page 1.

²³⁷ Queens Museum of Art. "Building History – Current Building." Queens Museum of Art Online. <http://www.queensmuseum.org/history/present.htm> Accessed July 20, 2009.

²³⁸ Souccar, Miriam Kreinin. "Queens Museum expansion redux; Art center benefits from financial crises; \$50 million project to begin in June." Crain's New York Business. New York. October 20, 2008. Page 2.

For the revised bid to the IOC in 2005, the City followed IOC suggestions that a more compact bid with more venues concentrated in the three venue clusters had greater appeal. With all the design work for the Flushing Meadows Corona Park pool already completed, and construction begun, it already met this suggestion. With some redesign and reengineering to allow for walls to be moved out, creating greater space and expanded seating capacity, the pool project was revived and incorporated into the City's bid as the site for water polo matches^{229 230}. To demonstrate the City's support to move forward, additional funding was committed and the City prepared to resume construction in 2004²³¹.

Despite the end of the Olympic bid in 2005, full funding for the pool and ice rink was now in place, and plans to expand the Queens Museum of Art were moving ahead²³². A second groundbreaking occurred in September 2005²³³ and the building – known as the Flushing Meadows Corona Park Natatorium and Ice Rink – opened in March 2008²³⁴. Housing an indoor Olympic-sized swimming pool, diving area, and a National Hockey League-sized ice rink, both of which are fully accessible to handicapped individuals²³⁵, the facility is the largest recreation building ever constructed in a New York City park²³⁶. And with the new ice rink in place, the Queens Museum of Art has taken over the old rink and is now in construction of the expansion of its exhibition space^{237 238}.

Like the renovation of the 369th Regiment Armory, construction of a new swimming and skating complex in Flushing had a history that preceded the New York City's bid to host the 2012 Olympic Games – and it similarly had strong support from the local community. But as a result of technical problems, rising costs, and a constrained City budget, the project had been put on hold indefinitely. Only the pressures of the Olympic bid, and its inexorable deadline, got the project fully funded, rapidly redesigned, and moving back into construction. Today it is in full operation and widely used, making it one of the gems of the City's park system and the borough of Queens.

VII

A

**CONTINUING
LEGACY**

With the IOC's selection of London in July 2005, New York City's bid to host the 2012 Olympic Games formally came to an end. But the multiple development initiatives that NYC2012 adopted (and in some cases originated) and integrated into a coherent plan for hosting the Games have in many cases continued:

- **The Hudson Yards:** the rezoning, which was essential both to NYC2012's Plan for the Olympic Games and its longer-term vision for redevelopment of the Far West Side, was approved before the IOC decision in 2005. Other elements of the redevelopment of the Hudson Yards area included the long-delayed renovation and expansion of the Javits Center and creation of a broad, attractive Hudson Boulevard and park.
- **Extension of the #7 subway line:** from Times Square to Eleventh Avenue and 33rd Street is now fully financed and far into construction and scheduled to be completed by 2013.
- **LIRR Yards:** After the State effectively killed the sports and convention center proposal, the City and MTA quickly formulated an alternative plan for development over the yards and in 2008, a private developer was selected. Over the next 20 years, billions of dollars will be invested in the development of up to 12.6 million square feet of new residential and commercial buildings, plus cultural facilities, a school, and parks.
- **High Line:** the transformation of the High Line into an elevated linear park is today so widely acclaimed that it is easy to forget that at the end of 2001, despite the efforts of local supporters, the old rail line was about to be torn down. By integrating reconstruction of the High Line into NYC2012's plans for development over the rail yards – in part to improve pedestrian access to the site, and in part to broaden the base of support for its plans for the stadium project, NYC2012 and the City not only ensured that the structure would be preserved, but also created a framework for financing its conversion into an elevated pedestrian greenway.
- **Brooklyn Waterfront:** the Olympic timetable helped accelerate the long-discussed rezoning of the Greenpoint and Williamsburg waterfront. The rezoning, completed in 2005, has already helped create new waterfront parks and stimulate new development in Williamsburg.
- **Hunters Point:** The dream of hosting 16,000 Olympic athletes and coaches is gone, but the development of Hunters Point South is moving ahead as planned, with construction of the project's first phase now underway.

- **Ferry Service:** NYC2012's proposal to use private ferry services to transport athletes, coaches, officials, the media, and spectators to and from Olympic sites along the City's waterfront helped stimulate renewed interest in private ferry service as an important supplement to New York's transit networks. In the summer of 2011, the City launched a new private ferry service linking East River waterfront neighborhoods in Brooklyn and Queens to Midtown and Lower Manhattan.
- **Baseball Stadiums:** Rejection of the proposed Far West Side sports and convention center drove the City in 2005 to reach agreements rapidly with the Mets and the Yankees on the construction of their new stadiums, with the teams themselves providing most of the financing. The plan for temporary conversion of the Mets' new home into an Olympic Stadium fell by the wayside. But the agreements with the two teams still stood, and today the City has two new professional ballparks which can also be used to host a wide range of other events.
- **South Bronx:** the need for facilities for Olympic track cycling and badminton provided the pressure required to finally break a twenty-year-old stalemate over the redevelopment of the Bronx Terminal Market. The proposal for a velodrome died with the Olympic bid, but the redevelopment of the Market proceeded as planned, resulting in construction of the Bronx Gateway Center.
- **Harlem Armory and Queens Pool:** NYC2012 and the City, by integrating innovative proposals in the Olympic bid, the resources needed to complete a number of other projects that various communities in the City had long sought – such as the renovation of the 369th Regiment Armory in Harlem and a public pool and ice skating rink in Flushing, Queens, both now completed and producing highly popular community recreational facilities.

The Olympic bid was the catalyst that identified neglected areas and made them a priority for redevelopment by the Bloomberg Administration, even when they were no longer part of the Olympic Plan, such as Coney Island and the Brooklyn Bridge waterfront.

When the IOC awarded the 2012 Olympics to London, everyone thought it was a loss for New York City. Nothing could be farther from the truth.

New York City's plan for the 2012 Olympics has largely been implemented, even without the actual Games being held here. From the outset, NYC 2012 was about more than the Olympics; it was a development plan based on initiatives that had been the subject of previous study but little action: extending mass transit to the far west side of Manhattan, transforming underused industrial land, creating new parks and recreational facilities, building housing on long neglected waterfront property, and supporting the construction of new sports stadiums.

For New York City, planning for the 2012 Olympics provided the framework to shape the future of the city. This required the involvement of numerous civic and community groups, public and private organizations, as well as the coordinated action of municipal agencies. The speed with which NYC has carried out the key elements of NYC 2012 suggests that this city has unmatched capacity to get things done, to plan for the future, and to create new neighborhoods where New Yorkers can work and live.

This report demonstrates that New York City, though not winning the competition to be the Host City for the 2012 Olympic Games, has achieved virtually all of the key elements of the NYC2012 Plan without having to hold the Games. The bold and visionary NYC2012 Plan has strengthened neighborhoods across the City and fostered new public and private investment in long-neglected, underused, industrial corridors. The legacy of the NYC2012 Plan is not confined to one project, borough, or community.

ACKNOWLEDGEMENTS

This report benefitted from the insights and suggestions of many individuals who contributed to our research on the history of the New York City Olympic bid and the economic development plans that preceded it. They include Sandy Hornick and Eric Kolberg of the New York City Department of City Planning, Andrew Kimball of the Brooklyn Navy Yard Development Corporation, Ann Weisbrod of the Hudson Yards Development Corporation, Zachary Smith of the New York City Economic Development Corporation, Andrew Winters of the Mayor's Office of Capital Project Development, and Charles Shelhamer of the City's Department of Buildings.

For the design and presentation of this report, I am grateful for the skill, creativity, and generosity of OCD and its leaders, Jennifer Kinon and Bobby C. Martin Jr.

I want to thank Hugh O'Neill, President of Appleseed, Inc., for his central role in conceptualizing and organizing the research contained in this report. Phil Lentz made valuable editorial suggestions to early versions of this study.

I want to acknowledge the time and energy that Jay Kriegel extended to make this report possible.

Any analysis of recent plans and projects involving the City of New York will doubtless have omissions and errors. Those are my responsibility in their entirety.