

A Planning Framework to Rebuild Downtown New York

A Report of the
Civic Alliance to Rebuild
Downtown New York

September 2002

Regional ^{NJ CT NY}Plan Association



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The participating organizations of the Civic Alliance have contributed to the formation of this report through their research, writing, and participation in an extensive dialogue on the issues. The recommendations in this report represent a synthesis of the ideas and points of view of member organizations. While individual members may not concur with all recommendations, the report represents a broad consensus of the Alliance as a whole.

This report was written by member organizations of the Civic Alliance, dozens of volunteers, and the professional staff of Regional Plan Association. It was edited by Alex Marshall and Alexis Perrotta of RPA, designed by Karen Chin of RPA and produced by Petra Todorovich of RPA.

Introduction

In the days, weeks and months following the unspeakable tragedy of September 11, the region's bond grew stronger than ever as we gathered in groups large and small to mourn, to remember and finally, to rebuild. It quickly became clear that New York's unique redevelopment opportunity included an overwhelming responsibility to ensure that the rebuilding effort honored the lives of those we lost on September 11.

On October 1, more than 75 civic leaders gathered in an overcrowded conference room to begin a process so daunting we hardly knew where to start. The yet-to-be-named Civic Alliance to Rebuild Downtown New York had many different ideas on how to rebuild, but were united behind one goal: To transcend business-as-usual in support of an open, inclusive rebuilding process that would stand as a monument to democracy.

Nearly a year later, the release of the *Planning Framework to Rebuild Downtown New York* marks only a small milestone on the long road to remembering those we've lost and rebuilding our beloved city. It is the culmination of months of hard work, but even as this document was awaiting publication, its principles were impacting the rebuilding process.

By working collaboratively with the Lower Manhattan Development Corporation, the Port Authority of New York and New Jersey, and other civic initiatives, Civic Alliance ideals have been reflected in the guiding principles released by those agencies. Two groundbreaking Listening to the City public forums, including a July event attended by nearly 5,000 people, convinced public officials to change course midstream and heed public demands.

But our work has just begun. This document should be viewed as both an unfinished work and a lasting reference. The specifics of the redevelopment are not even broached here, but its broad themes and concepts should remain relevant throughout the rebuilding process. To date, the rebuilding process has not been business-as-usual. By continuing to advocate for the ideals detailed in this document, the Civic Alliance pledges to ensure that it stays that way.

The Civic Alliance to Rebuild Downtown New York
August 2002

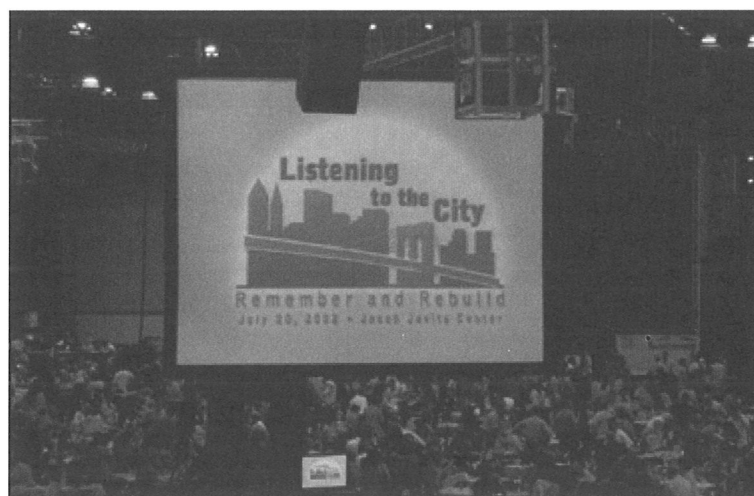


Fig. 1: Listening to the City: Remember and Rebuild. July 20, 2002

Executive Summary

This report describes the findings and recommendations of the Civic Alliance to Rebuild Downtown New York for the recovery and rebuilding of Lower Manhattan. The Civic Alliance was convened by Regional Plan Association in partnership with New York University, New School University, and the Pratt Institute. It includes over 85 civic, business, academic, community and environmental organizations representing a cross section of New York and the region. The Planning Framework, first submitted in draft at RPA's Regional Assembly on April 26, 2002 is the result of an iterative process with the Alliance members, decision makers, stakeholders, and the public. While the Planning Framework is very much a snapshot of an evolving process, its core recommendations—particularly about values and process—are lasting. As the Civic Alliance responds to future developments, the coalition will issue shorter policy and research papers based on the groundwork laid by this report. This summary attempts to synthesize the main findings and recommendations of all the groups, as well as briefly outline our methodology and vision. Our activities have already played an important role in shaping the thinking and early actions of the LMDC, Port Authority and other agencies and individuals.

Shortly after beginning its deliberations in October, 2001, the Civic Alliance formed working groups in eight subject areas including: economic development; transportation and mobility; social, economic and environmental justice; the memorial process; green buildings and sustainable systems; civic amenities; urban design; and regulatory framework. Over the past 10 months the general meetings of the Civic Alliance have focused on the work of each of these groups in turn, and formed the basis for the chapters of this report. The recorded proceedings of these meetings are available on our website, www.civic-alliance.org. The Civic Alliance has also participated in other major events since October, and those have helped inform our work. A listing of events, such as the Municipal Art Society-sponsored Imagine New York, can be found in the background section. Many of the recommendations in this report were discussed at RPA's 2002 Regional Assembly on April 26, and at the Listening to the City forums in February and July of 2002.

Rebuilding Lower Manhattan entails great challenges. Chief among them are honoring the victims of the attack, and improving the economy and accessibility of Lower Manhattan. Throughout our discussions the Civic Alliance has held fast to a balanced approach, taking into account the economic development of the city and region, the needs of residents and businesses in Lower Manhattan, and the impacts on neighborhoods and workers throughout the metropolitan area. We have recognized that Lower Manhattan development should not be approached as just a real estate or business restoration issue, but rather as an opportunity to memorialize the tragedy throughout the rebuilding process, planning and implementation. The challenges we now face will ultimately make Lower Manhattan one of the most accessible and desirable districts in the world to work, live or visit.

VISION

Lower Manhattan can become the world's first 21st century city, incorporating the best practices in urban design, green buildings and technology, transportation, and economic development. It is altogether fitting that Lower Manhattan show the way to a new urban future, in much the same way that a century ago it became the first great 20th-century high-rise city built around a modern metropolitan transportation system. We have a vision of a new downtown that builds on New York City's historic past, but takes it into a new era that will be the best of its almost four centuries of existence.

We envision a new Downtown that is alive 24 hours a day, a place where people stroll along the narrow historic streets that anchor America's leadership of the global finance system, while simultaneously serving as a home to diverse and economically integrated residential communities, to shops and restaurants, schools, universities and to new industries. This is a place that contains moving memorials to tragedy and history, and that offers welcome respite and amenities to millions of visitors each year. This is a regional and global center of culture, and a place with a remarkable number of high quality public parks and spaces for both residents and visitors. It is a place that draws on the latest innovations in sustainable city design practices from all over the world to craft a beautiful and prosperous place to live and work. Above all, it is a place that honors those who died in a terrible act of war on Sept. 11, 2001, by affirming and building upon our democratic principles while moving forward into a more prosperous, enlightened, efficient, inclusive and vital era.

PRINCIPLES

Our vision for Lower Manhattan is built on the following guiding principles:

- **Focus public funds on infrastructure and civic amenities.** Lower Manhattan's future will be largely determined by the quality of its transportation and communication infrastructure and its continued transformation to a vibrant 24-hour community. Direct subsidies of businesses and households are, in general, only appropriate as short term solutions. All currently available and any future public funds for Lower Manhattan should be used only to expand infrastructure, enhance amenities, and subsidize construction of below market rate housing.
- **Integrate the memorial design process with planning for Lower Manhattan and the World Trade Center site.** While the actual memorial may be built at a much later date, the planning time frames, program development, and design vision for both the memorial and overall site should be coordinated into one process. A better, more holistic design for the site will result if all these evolve together.
- **Plan for all of Lower Manhattan, not just the World Trade Center site.** Redevelopment of the World Trade Center site must be part of a broader strategy which strengthens Lower Manhattan as a global center of culture and commerce, as a regional economic engine, and as a thriving community with diverse residential neighborhoods. This strategy will need to link social and economic development to quality urban design and enhanced pedestrian circulation throughout Lower Manhattan. Likewise, funding priority should be given to long-term, farsighted improvements.
- **Make it fair.** Downtown needs a more inclusive economy. A significant portion of Lower Manhattan's economic base has always been in industries that employ a large number of relatively low-paid, low-skilled service workers in addition to the white-collar population usually associated with the finance sector. Downtown's new economy must continue to expand, but it should include a focus on small and mid-sized business opportunities for New Yorkers of every skill and educational level, including the region's growing immigrant communities and communities of color.
- **Develop all plans in an open, inclusive process.** The key to creating and implementing a bold and ultimately successful plan for Lower Manhattan will be the development and continuation of a process that engages voices from every group and community with a stake in the district's future. As funding priorities come to the fore, transparency is more important than ever. The Civic Alliance pledges to continue to work with LMDC, the Port Authority and city and state officials in shaping these plans at every step in the process.
- **Adopt "Green" building and sustainable development principles.** Recognize that such principles mesh well with the concept of bold and innovative design and environmentally sound planning. The adopted Battery Park City green building standards should be adapted for use in the rest of Lower

Manhattan along with the requirement for the provision of localized waste removal and power generating capacity to prevent any additional environmental burdens on other New York City communities.

RECOMMENDATIONS

The Civic Alliance has used an open process to formulate our ideas. Following the above principles, the working groups developed recommendations in the eight areas that are described in the chapters of the Framework. These recommendations comprise specific building blocks toward a comprehensive and strategic vision for the World Trade Center site, for Lower Manhattan, and for the larger region. Cross-cutting recommendations from the working groups include the following:

MEMORIAL

Decisions regarding the memorial should be made through an open process, with participation from a diversity of groups. Careful consideration must be given as to the location and program of the memorial in conjunction with decisions made about the site as a whole. The events of 9/11 should be commemorated in the context of broader rebuilding plans. A world class design competition, both open and invited, would ensure presentation of extraordinary designs. The memorial should be integrated into Lower Manhattan with other public spaces and cultural institutions. Because the memorial will be of national importance, the National Parks Service should be considered for managing this network of monuments and parks.

TRANSPORTATION AND CIRCULATION

There is a need for repairs, follow-through on commitments, and new transportation projects. We recommend adopting a comprehensive transportation strategy that would include the following components.

- **Create a new transportation axis and related hub** that would include a 2,000-foot underground "Grand Concourse" connecting the World Financial Center's Winter Garden to the PATH station, Cortlandt Street stations of the 1/9 and N/R trains, and the MTA's Fulton/Broadway/Nassau Street station.
- **Improve rail access to Lower Manhattan.** Accelerate the design and construction of the committed to Second Avenue Subway, with express service to

Lower Manhattan and a 125th Street transfer to Metro North. Enhance subway compatible commuter access from Long Island. Test all proposals against the multiple objectives of economic development for Lower Manhattan, better access to Lower Manhattan from the suburbs and Kennedy Airport, impacts and benefits to existing and projected riders, and costs as well as physical and operational feasibility.

- **Integrate ferries into the city's and region's mass transit system.** Make the Battery Maritime Terminal a commuter ferry terminal again, as part of a network of modern ferry terminals surrounding the harbor. Establish a cost-effective system of limited subsidies for ferries with pre-set performance criteria. Make intermodal connections between the waterways and transit systems.
- **Establish a Street Management Plan** that treats street space as a commodity to be allocated judiciously in time and space.
- **Plan for buses.** To speed buses, allocate a lane to buses along Broadway and Trinity Place/Church Street, and other designated north-south streets, using clean fuel vehicles as much as possible. Design a high technology bus rapid transit system connecting points outside Lower Manhattan.
- **Develop a plan for moving goods in and refuse out of Lower Manhattan.** All possible options, especially those that minimize truck use and exploit water or rail transportation, should be pursued.

JOBS, HOUSING AND EDUCATION

The most important actions for revitalizing the economy of Lower Manhattan are to rebuild and enhance its infrastructure and amenities. Continued residential development would enhance the 24-hour character of the neighborhood and thereby attract creative talent and expand economic opportunity, particularly in and around the commercial core. Additional actions to both enhance Lower Manhattan's competitiveness and reduce economic inequities are recommended in the Economic Development and Social, Environmental and Economic Justice chapters. Recommendations include:

- **Implement strategies to support broad industry sectors,** including financial services, tourism and creative and technology-based industries, that will support a more diverse, dynamic and equitable economy.

- **Create both market-rate and low, moderate and middle-income housing** through zoning, the development of neighborhood services, and the use of Liberty Bonds, CDBG funds, and federal, state and local tax credits.
- **Develop Lower Manhattan as the node of a multi-centered higher education network** through a consortia of Lower Manhattan's existing colleges and universities, the development of a CUNY campus on Governor's Island, and the development of multidisciplinary institutes and think tanks.

These sections also recommend a broader citywide and regional strategy to both enhance the success of Lower Manhattan and ensure that the rebuilding effort fully leverages economic benefits throughout the region:

- **Develop other urban centers in the region as part of a multi-nodal network centered on Lower Manhattan**, to both provide locations for activities that support Lower Manhattan's high value services and improve job opportunities for urban neighborhoods.
- **Implement workforce and job creation strategies** to create good career ladders and access to higher-paying jobs and to link the success of Lower Manhattan to better employment outcomes for displaced workers and low-skilled New Yorkers.
- **Develop regional revenue streams** to support shared infrastructure.

CIVIC AMENITIES AND URBAN DESIGN

We have an opportunity to build upon Lower Manhattan's defining features and essential strengths—its historical landmarks and streetscapes, its waterfront, and its art community and cultural attractions. Additional recommendations and issues around land use and the environment can be mainly found in four chapters: Green Buildings and Sustainable Systems, Regulatory Review, Civic Amenities, and Urban Design. Some recommendations include:

- **Promote Downtown's identity as the historic center of the city and region.** Acknowledge and inventory historic resources including buildings, landscapes, artworks, and street patterns. Planning and zoning decisions should be complementary and supportive.

- **Reignite the cultural scene** by building on Downtown's distinct mix of large and small arts organizations. Create a comprehensive marketing plan and cultural map.
- **Improve parks, waterfront access and recreation throughout the district.** Protect the view corridors and public access to the waterfront. Complete the walking and bike trail around the southern end of Manhattan.
- **Improve open space and pedestrian connections to the World Trade Center site and throughout the district.** Improve the environment for pedestrians and manage vehicular traffic to reduce gridlock. Promote a Liberty Loop, a major east-west connection, running from river to river along Liberty and Fulton Streets.
- **Ensure design excellence**, including a diversity of massing, building heights and configuration, a variety of architectural styles, state of the art communications infrastructure and respect for the context in different neighborhoods.
- **Use "Green" building practices** to reduce environmental impacts and save costs over time. Keep land use opportunities flexible, so that both public and private development can be more responsive to the market and to unexpected economic or social changes.
- **Keep Downtown safe and secure.**

Underlying all of these plans there is the rebuilding process itself:

- **Trigger SEQR as soon as possible**, to allow the SEQR review processes to be integrated with the LMDC planning process and link that reform to robust public participation and administratively expedited judicial review.

Background

The attack on the World Trade Center struck a deep and complex blow against our community. The tragic loss of over 3,000 lives in New York, the Pentagon, and in Pennsylvania defies measurement. There were also profound impacts on the regional economy and the environment and infrastructure of Lower Manhattan. Some impacts were temporary, such as the restrictions on access to Lower Manhattan's neighborhoods which hit small businesses and residents especially hard. Others will linger over several months or years, as City agencies and utilities work to restore damaged infrastructure. While the physical damage from the disaster is confined to Lower Manhattan, personal, economic, fiscal and psychological impacts extend to the entire city, metropolitan region, and beyond. The people who lost their lives in the attack came from every part of the region, extending the blow from Middletown, N.J., to Islip on Long Island, to Greenwich, Conn. Those who lost their jobs came from every area of the city, many of whom were low wage earners. (Over 60% of those who were likely to have been laid off following the World Trade Center attack earned an average of \$11.00 an hour.***) There are also serious implications for the regional economy. It is already clear that investment banks and other major

Impacts of the September 11 Attack

- 2,800 lives lost
- 13 million square feet of office space destroyed (17 million square feet damaged)
- Over 700 small businesses closed.
- Over 100,000 jobs lost throughout the region.
- \$16 billion in net economic impacts.*
- 1/9 subway and PATH lines severely damaged.
- Heavy damage to power, telecommunications, and other utility grids.

international corporations will seek to decentralize their locations so that they are not compromised by the loss of power, telecommunications, or transportation access to any one neighborhood business district. This argues for a broad economic development strategy that would encourage these businesses to find alternative locations in emerging districts like Downtown Brooklyn, Long Island City or other parts of the region.

REBUILDING DOWNTOWN: WHO'S WHO

The Civic Alliance to Rebuild Downtown New York has been convened by Regional Plan Association in partnership with New York University, New School University, and the Pratt Institute to develop strategies

* New York City Partnership & Chamber of Commerce. Economic Impact Analysis of the September 11 Attack on New York. 2002

** Fiscal Policy Institute, World Trade Center Job Impacts Take a Heavy Toll on Low-Wage Workers: Occupational and Wage Implications of Job Losses Related to the September 11 World Trade Center Attack. (November 4, 2001.)

for the redevelopment of Lower Manhattan in the aftermath of the September 11th attack on the World Trade Center. The Civic Alliance is a coalition of more than 85 business, community and environmental groups representing a cross-section of New York and the region that is providing a broad umbrella for civic planning and advocacy efforts in support of the rebuilding of Downtown New York.

Lower Manhattan Development Corporation

(LMDC): A subsidiary of the Empire State Development Corporation, LMDC has the responsibility to oversee all aspects of revitalizing and rebuilding Lower Manhattan south of Houston Street. LMDC is governed by a 16-member board. The Governor and the New York City Mayor have each appointed eight members. LMDC has released principles and a draft blueprint laying out the issues they intend to study. In July 2002, LMDC released six preliminary concepts for public review.

The Port Authority of New York and New Jersey

(PANYNJ): The Port Authority is a bi-state agency that owns the World Trade Center site. Its board and both Governors must approve any plan to redevelop the site. The Port Authority also owns and operates the PATH and will supervise its reconstruction and the development of a new underground concourse running from the World Financial Center to Broadway and connecting PATH to most of Lower Manhattan's subways. It has also helped fund the development of ferry service in the harbor.

New York City: Several city agencies are playing important roles in the redevelopment of Lower

Manhattan, under the supervision of the Deputy Mayor for Economic Development & Rebuilding. These include the Department of Design & Construction (DDC), which has supervised clearance of the site; the Department of Transportation, which has worked to restore mobility throughout the City; and the Police and Fire Departments and the Office of Emergency Management, who have provided security and protection.

New York City Transit, a subsidiary of the Metropolitan Transportation Authority, is responsible for rebuilding the subway and restoring most bus services to Lower Manhattan. They are currently rebuilding the 1/9 train south of Chambers St and are also planning the redevelopment of the Fulton Central subway complex.

The Federal Government will provide much of the funding needed to restore Lower Manhattan's infrastructure through the Federal Emergency Management Agency, and the Departments of Transportation and Housing and Urban Development. The New York Congressional delegation, led by Senators Schumer and Clinton have played a key role in securing over \$21 billion in Federal funds to support Lower Manhattan's recovery.

Manhattan Community Board 1: A NYC Charter-mandated organization representing most of the neighborhoods of Lower Manhattan that provides residents and businesses with the opportunity to have input into community planning and quality of life issues.

New York New Visions: A group of design professionals led by the New York chapter of the American Institute of Architects, the New York Metro Chapter of the American Planning Association, and the New York Chapter of the American Institute of Graphic Artists.

Rebuild Downtown Our Town (R.Dot)

R.Dot is a coalition of Lower Manhattan residents, businesses, community and business associations, artists, colleges, professionals, architects, designers and public officials and appointees. Their mission is to represent the active voice concerned with Lower Manhattan in the redevelopment of the World Trade Center area.

The Empire State Transportation Alliance, a coalition of more than 35 business, civic, academic, environmental and transportation advocacy groups. The Alliance is co-chaired by Elliot G. Sander, Director of the New York University Rudin Center for Transportation Policy

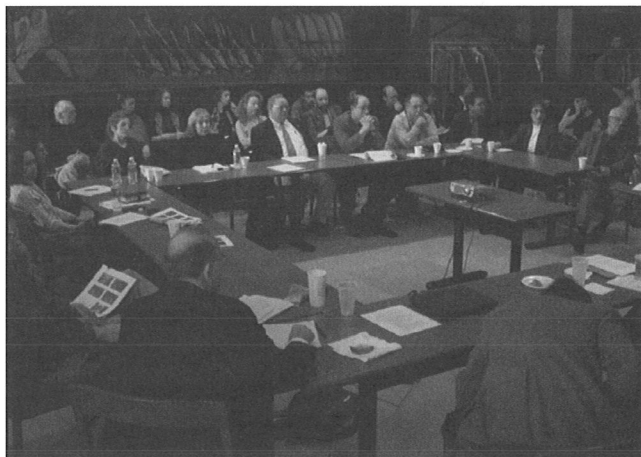


Fig 2: Civic Alliance meeting at New School University, April 8, 2002.

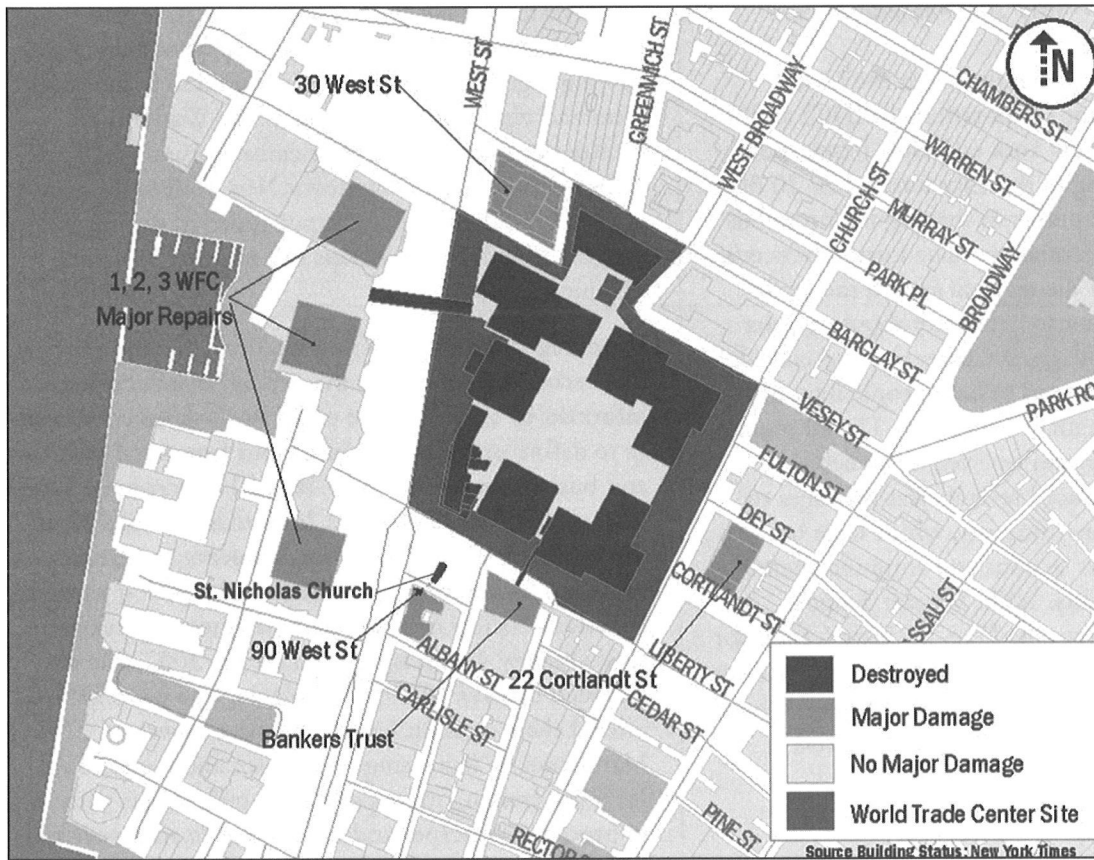


Fig. 3: Buildings Damaged or Destroyed on 9/11

Source: Building Status: New York Times
(Map by Regional Plan Association)

to redevelopment of the area that is sustainable and energy efficient, creates open space and connects to the waterfront, provides enhanced public transportation and pedestrian-only streets, and is sensitive to environmental justice concerns, including Environmental Advocates of New York, Environmental Defense, Healthy Schools Network, Natural Resources Defense Council, New York Conservation

and Management, and Robert D. Yaro, President of Regional Plan Association (RPA).

Municipal Art Society: A private non-profit organization that champions excellence in urban design and planning and the preservation of the best of New York's past. MAS sponsored the *Imagine New York* series of community workshops to promote grass roots discussions about the future of the site, a memorial, and their own communities. MAS also sponsored "Tribute in Light."

Labor Community Action Network to Rebuild New York (LCAN): A coalition convened by the Fiscal Policy Institute and the Central Labor Council comprised of labor, immigrant rights organizations, environmental justice organizations, legal advocacy organizations, workforce development organizations, community-based development organizations and university-based planning, advocacy and policy groups.

Environmental Coalition for Rebuilding Lower Manhattan: A group of environmental organizations who are concerned with the air quality and other health impacts of the September 11 attacks and are dedicated

Education Fund, New York League of Conservation Voters, New York Public Interest Research Group, Sierra Club-Atlantic Chapter and West Harlem Environmental Action Coalition.

CIVIC ALLIANCE ACTIVITIES

A. Major Events

Listening to the City

The Civic Alliance held its first major public forum on February 7, 2002 at the South Street Seaport. The event was organized with the participation of Regional Plan Association, America Speaks, NYU Wagner School, and the Milano Graduate School of New School University. More than 600 concerned citizens, civic leaders, public officials from throughout the metropolitan area came together to participate in a modern town hall meeting. This forum used modern technology to elicit the opinions of hundreds of citizens on the principles of rebuilding downtown. The Report of Proceedings for *Listening to the City* is available online at www.civic-alliance.org.

Listening to the City - July 20: Remember & Rebuild

The Civic Alliance, in cooperation with the Lower Manhattan Development Corporation (LMDC) and the Port Authority of New York and New Jersey sponsored a second Listening to the City forum July 20 & 22 to again involve the public in shaping the proposals for rebuilding Lower Manhattan. The forum drew over 4500 participants from the tri-state area to the Jacob Javits Convention Center to deliberate about options for rebuilding the World Trade Center site and consider issues that must be addressed to help people rebuild their lives in the aftermath of September 11 and memorialize those lost. The forum received overwhelming press coverage and produced several clear messages to the LMDC and the Port Authority, which have been reflected by the agencies' actions and announcements since Listening to the City. NYU Wagner School, Regional Plan Association, the Pratt Institute Center for Community and Environmental Development, America Speaks and the Milano Graduate School of New School University led the Civic Alliance in planning and organizing Listening to the City.

The Regional Assembly

This year, Regional Plan Association's annual Regional Assembly was a forum for discussing the Draft Planning Framework of the Civic Alliance to Rebuild Downtown New York. The April 26th Conference at the Marriott Marquis Hotel in midtown Manhattan brought professionals and concerned citizens together to hear the preliminary findings and recommendations of the Civic Alliance, and to solicit their input and feedback.

Imagine New York

The Municipal Art Society sponsored a series of public workshops throughout the month of April, 2002 in order to solicit public input on the process of rebuild-

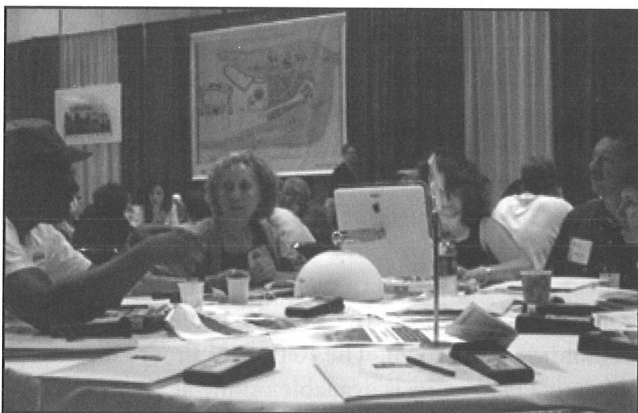


Fig. 4: Listening to the City, July 20, 2002

ing downtown New York. The workshops involved people in neighborhoods and towns throughout the region coming together and voicing their opinions, concerns, ideas and visions for the future of the World Trade Center site, the city and their communities. The Civic Alliance to Rebuild Downtown New York has drawn upon the proceedings and input gathered during the *Imagine New York* workshops in preparing this final Planning Framework.

Listening to the Local Community

The recommendations in this report have been informed by an exhaustive effort in the local community to define issues and to seek input from local residents and businesses. Community Board 1 sponsored a Town Hall meeting on January 29, 2002 that included all of the local officials and 700 local residents and employees. The Community Board and the local chapter of the American Society of Landscape Architects sponsored a civic amenity workshop on March 12, 2002 that was attended by over 100 local residents. The participants offered their ideas on how to improve Lower Manhattan by increasing open space and recreational facilities, creating more pedestrian-only streets with improved streetscapes and connecting to the waterfront and other important places. The Lower Manhattan Cultural Council and the New York City Arts Coalition sponsored a Town Hall meeting on April 2, 2002 that was attended by over 160 local artists and representatives from cultural institutions. The ideas put forward in these meeting are incorporated into the Civic Amenities section of this report.

B. Outreach

In May 2002, Regional Plan Association launched "Spotlight on the Region," a biweekly newsletter which includes the activities of the Civic Alliance. To read the newsletter or sign up to receive it by email, and for updates, events, and meeting proceedings from the Civic Alliance, visit www.civic-alliance.org.

C. Some Helpful Geography

There are several important geographic definitions that are important for understanding this report. The 16-acre **World Trade Center Site** includes the superblock that had been occupied by the twin towers, as well as the block that had been occupied by #7 World Trade Center. The superblock is bounded by Liberty Street to

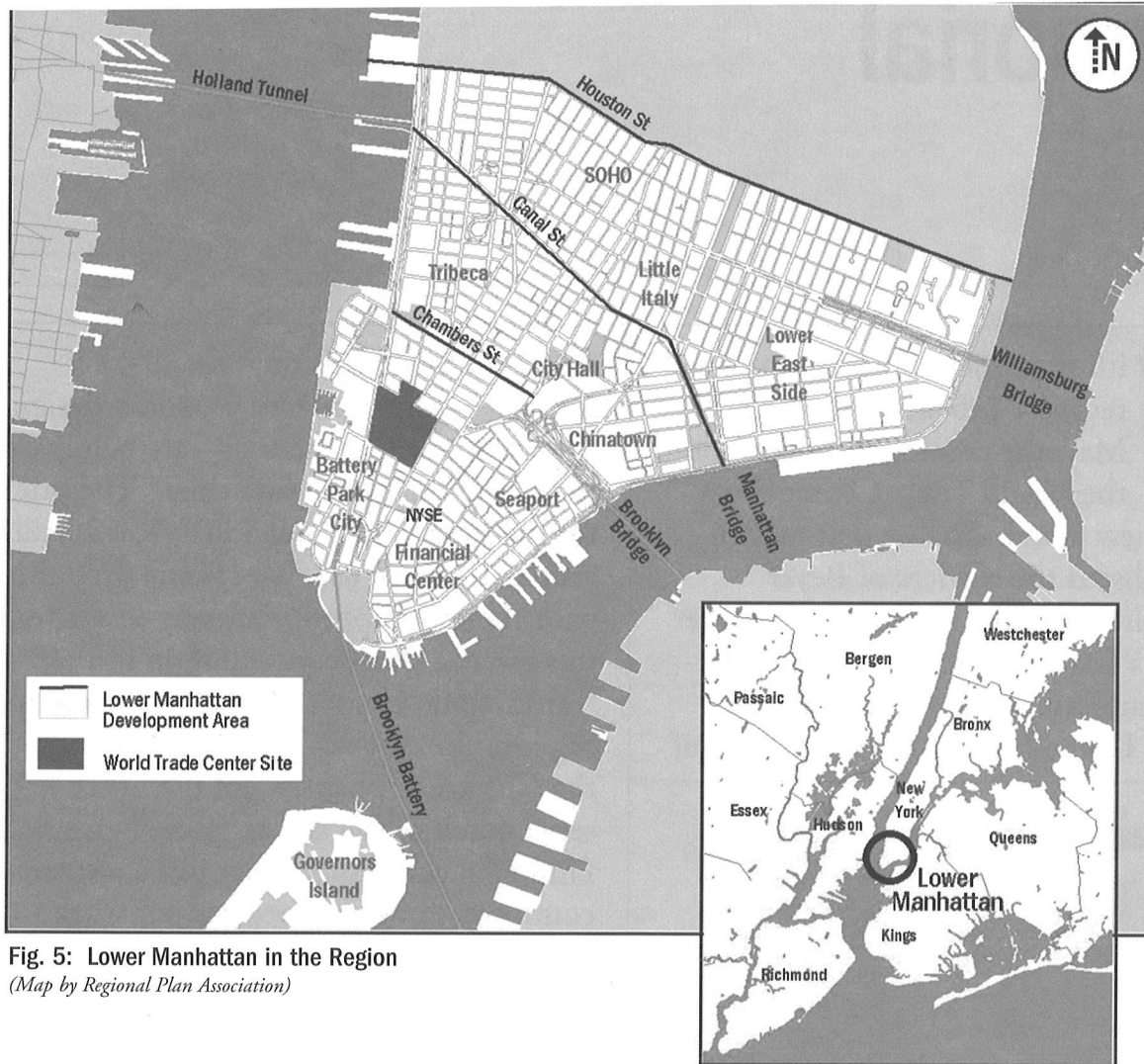


Fig. 5: Lower Manhattan in the Region
(Map by Regional Plan Association)

the south, West Street to the west, Vesey Street to the north, and Church Street to the east. Immediately to the north, #7 World Trade Center occupied a block bounded by Vesey Street, Washington Street, Barclay Street, and West Broadway.

There are several definitions for **Lower Manhattan**. Downtown's business improvement district, The Alliance for Downtown New York, has an area of interest that includes everything below Chambers Street, except Battery Park City. New York City has named a Downtown Construction Coordinator who is responsible for everything below Canal Street.

The LMDC has an area of responsibility that includes everything south of Houston Street. Unless otherwise noted, this report will use Canal Street as the northern boundary for Lower Manhattan.

The Region: The economic and social impact of the World Trade Center tragedy actually extends out beyond Lower Manhattan and New York City to include the suburbs on Long Island, Westchester County, southwestern Connecticut, and northern New Jersey that constitute the 31-county Tri-State Metropolitan Region.

Memorial

With the official conclusion of the recovery process at the end of May, the memorial process for the World Trade Center site entered a new phase. Earlier that month LMDC enlisted the services of Beyer Blinder Belle to do the master plan for the site under a fast-paced schedule, culminating in the announcement of a preferred scheme by December 2002. At the time of

this document's printing, the first six schemes—each centered around a design approach to the memorial—are being aired to the public for the first time. The grief for the near 3,000 individuals lost is still very much with us. We are still grappling with the most appropriate way to express this grief in the reconfiguration of the World Trade Center site. The two competing impulses are still present: one to rebuild the City triumphantly and the other to preserve much of the site as "sacred ground." Finding a consensus along this spectrum continues to be the focus of our work.

The Memorial Working Group of the Civic Alliance was set up as a steering committee of representatives of more than 20 groups and individuals who have an interest in shaping plans for memorializing the victims and survivors of 9/11. Organized in October 2001, the Working Group has been focusing on developing an understanding of how the disaster of September 11th has impacted different people in different ways. It has also looked at how the events of 9/11 can be commemorated in the context of broader plans for rebuilding the World Trade Center site and the surrounding Downtown district.

This chapter is structured into two major parts. In the first section, we detail a series of findings that outline the diverse interests and forces present, which must be taken into account if an effective resolution is to be found for the memorial process. In the second section, we give a series of recommendations that we believe should serve as an effective framework for a memorial design process.



Fig. 6: Impromptu Memorial at Union Square, September 2001
(Photograph: Nathaniel H. Brooks/Van Alen Institute)

FINDINGS

LMDC has been overseeing the production of a master plan for the World Trade Center site under a seven-month deadline. The Working Group's concern is that the schedules for the master plan of the site and for the memorial process are on separate parallel tracks. If this remains the case, a portion of the site will be set aside for the memorial and designed at a later date. We feel that this would be a missed opportunity for the design of the overall site, where ideally the memorial would be developed in conjunction with the remaining development parcels. Therefore, our findings raise the following three critical issues:

- The master planning process is well underway with the announcement of the six scenarios by LMDC. However, it remains to be seen if the redevelopment process allows enough flexibility to accommodate both a memorial process that has yet to be developed and for creative memorial plans as they evolve.
- Each of the six schemes defines a location and urban design approach to the memorial, prior to conceiving an actual design for the memorial itself. Yet alternatively, the design of the memorial could come first, based on the program and mission, which in turn would determine its location.
- The events of 9/11 have affected a wide variety of constituents outside the victims' families. In addition to current efforts of family members in groups such as the LMDC Families Advisory Council, it still needs to be determined who else should be included in the process and how participation should be achieved.

RECOMMENDATIONS

Considering the above findings the Memorial Working Group makes the following recommendations.

Adopt a Blueprint for a Clear Memorial Process.

We urge the LMDC to use the principles established in the following Blueprint as the basis for creating an inclusive memorial process. The Blueprint emphasizes the need to coordinate the redevelopment of the site with the planning of the memorial(s), to establish an interdisciplinary advisory committee to best integrate the creation of a memorial(s) with the general planning process for the site, to seek the consultation of experts

in memorial planning, to develop a clear sequence of steps, to hold an open design competition, and to ensure diverse public input throughout the process.

I. Coordinate time frames of memorial and planning into one process.

Ideally, under less urgent and complex conditions, the mission statement and the program for the memorial could be established first and would drive the urban design of the overall site. Instead, we are dealing with the necessity of making a series of complex and pressing decisions first about the transportation, infrastructure and sub-surface conditions.

Given this, we need to make the case for initiating and synchronizing the memorial process—or at least the program development/master planning phase—so that a superior, more holistic design for the site will result as the two evolve together. To that end we recommend the following:

- Announce the start of the memorial process and outline a timeframe for it, now that the recovery period has officially come to a close.
- Establish benchmarks that would coordinate the master plan with the memorial process—i.e., the presentation of the three schemes in the fall would coincide with the completion of a mission statement; and the announcement of a final scheme in December would coincide with the completion of the preliminary memorial program phase.

II. Establish a new inter-constituency advisory committee structure.

Currently, the memorial topic has been the focus of the LMDC Family Advisory Council, as is appropriate for the group most directly and tragically affected by the event. Building on their work to date, it is our recommendation that another approach be considered. Given the complex nature of the urban design solution(s) required, and the immense number and variety of affected constituents involved we propose a new committee structure. This entails the establishment of two committees, which would function both independently and together, to comprise an advisory structure for the memorial process:

- A "Memorial Advisory Committee" comprised of a small group (9 members) of design professionals, including one or more who is a(n): architect, planner, landscape architect, transportation planner, urban his-

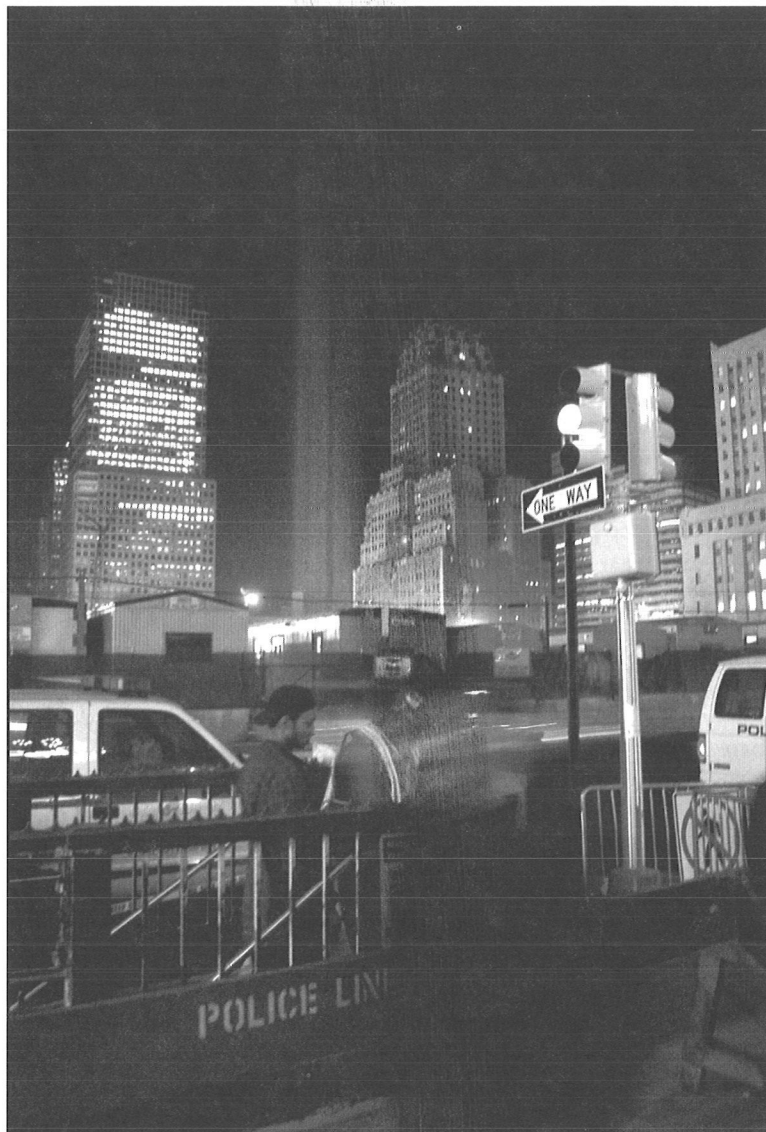


Fig. 7: Tribute in Light (view from Church Street) March, 2002
(Photograph: Marcus Woollen/Van Alen Institute)

torian/preservationist, visual artist, etc. The purpose of this group would be to provide professional expertise and design guidance throughout the process. They would also serve as an advisory committee to the LMDC/PANYNJ professional consultants to ensure that the memorial is fully considered in all aspects of the general planning process for the site.

- A "Memorial Steering Committee" comprised of a larger group (21-31 members) of directly affected constituents, including victim's family members, survivors, rescue and recovery workers; those also adversely impacted such as community residents and workers; and those involved in the life of the downtown/civic community, such as leaders of social service, cultural religious and educational institutions.

- As we envision it, one or two delegates from each of the eight existing LMDC advisory committees would be chosen to participate on the Memorial Steering Committee and would channel input from those committees accordingly. Not all delegates need to be equally represented; for example, a greater number of delegates could be from the current LMDC Family Advisory Group.
- With this proposed structure, the nine LMDC advisory groups would in effect serve as a larger "task force" to the smaller Memorial Steering Committee.

Additionally, we recommend having liaisons that represent those affected from New Jersey, and the national and international communities. Should the site ultimately become a national memorial, a representative of the National Park Service should be present as well.

- The purpose of this group would be to promote a more integrated discussion about the memorial among affected constituents than is currently possible because the advisory groups are defined by single categories. Members of the Memorial Steering Committee should also reach out beyond existing advisory groups to include new members in each category so as to broaden the input and perspective on the memorial process.

Both groups would confer privately and then together on every stage of the memorial process. Each group would have to reach consensus both internally and then together on decisions at every stage of the process. If necessary, a decision could be reached first by an internal majority vote within each group, and then finalized by two affirmative group votes. Despite the difference in size, each group would in effect have one single vote, and no decision would be reached unless it received two concurring group votes.

LMDC officials/staff leadership in conjunction with designated members from the LMDC board would not cast a vote on their own behalf. Rather, their role would be to moderate the process and to

ensure its integration with the overall master plan of the site. To this end, they would send decisions/issues back to the groups for further deliberation or modification as necessary.

III. Hire a consultant, or team of consultants, specifically for the Memorial process.

We believe it may be wise to issue an RFP for these consulting services, not limited to specific professions, out of which one may assemble a single firm or combination of entities to provide advice on the memorial process. There are a number of professionals from diverse fields who have specialized in memorial planning and would offer much needed expertise on this complex topic.

Also, we recommended earlier that LMDC have a point of contact on their staff that would focus specifically on memorial issues and would be the spokesperson for LMDC to the public and the press. We strongly support LMDC's recent creation of such a position, in particular, the additional role this person will play in the potential integration of cultural activities and memorial development.

IV. Outline a clear sequence of steps.

Indicate a clear sequence of actions such as:

- Selecting a consultant
- Defining a mission statement
- Developing a preliminary program
- Deciding upon the design selection process
- Inviting/selecting the designers
- Designing competition/jury
- Developing program
- Developing design
- Implementing/constructing the memorial

Each step should be informed by public input through a transparent process whereby public input is gathered (via public hearings, lectures, outreach), responded to (via website, etc), and incorporated.

V. Plan a design competition and select a jury.

The design of a memorial should be a competition or an RFP open to everyone, internationally and professionally. In addition, a set of people may be invited to submit proposals. Selection should be determined by one anonymous round of entries. The final judging should be done by both the "Memorial Advisory Committee" and the "Memorial Steering Committee." If an agreement is not reached, a second round of the

competition should be limited to the top contenders.

VI. Ensure public input at each stage and specify other means of input and response explicitly.

- Hold frequent public meetings on a regular schedule regarding memorial development. This would include topics such as mission, process and content.
- Develop a systematic way to synthesize input—from the website, Listening to the City, etc.—and report back to the general public regularly the ideas that are being incorporated and why. This is a recommendation put forth recently by both the Association of the Bar of the City of New York Task Force on Downtown Redevelopment (ABCNY) and the New York Metro Chapter of the American Planning Association (APA) which we feel is crucial.
- LMDC/PANYNJ should be officially responsible for the collection, archival, and coordination of ongoing temporary memorial initiatives.
- Implement this Working Group's proposed public outreach initiatives described in greater detail in the following section.

Continue an Outreach Campaign to find a Common Language and Common Ground.

The success of "Blueprint for a Clear Memorial Process" depends upon continuing the Civic Alliance Memorial Working Group's public outreach campaign. Directed toward the diverse stakeholders, this campaign will both elicit ideas and help structure the evolving discussion with parameters for creating a permanent memorial. This campaign has four components that each work to ensure public input at every stage of the memorial process.

I. Develop a meaningful set of questions for the memorial portion of "Listening to the City" on July 20.

To facilitate public critique of the LMDC's six development proposals at "Listening to the City," we developed the following questions:

1. How should the location of the memorial site be determined? Should the location be determined first or should the design idea for the memorial generate the selection of the site?

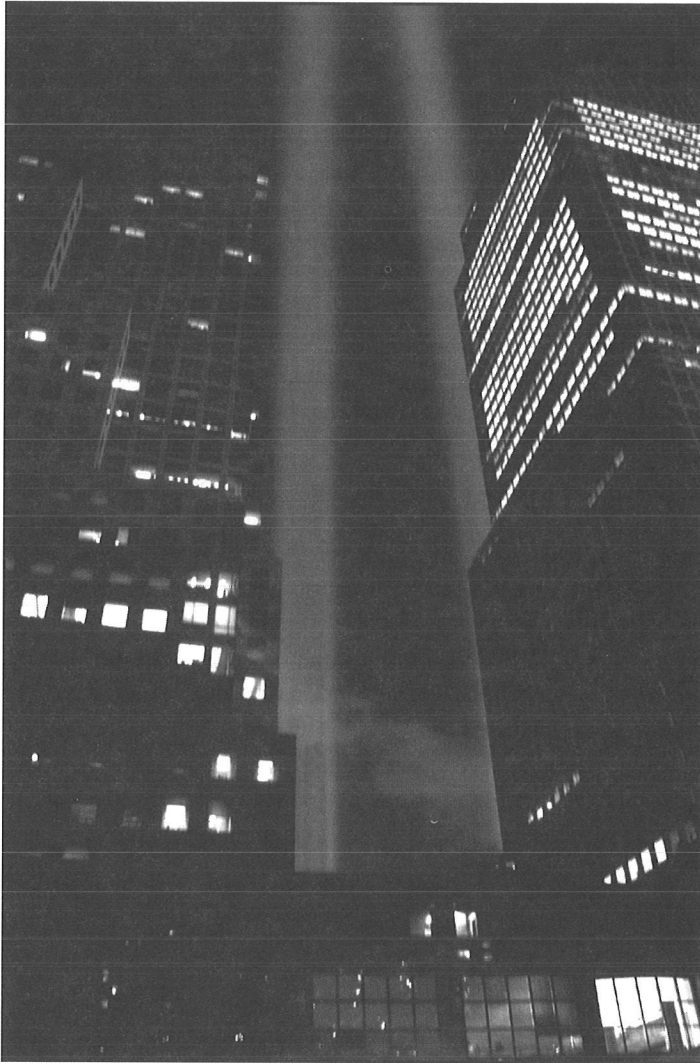


Fig. 8: Tribute in Light (view from North Cove, Battery Park City) March, 2002

(Photograph: Marcus Woollen/Van Alen Institute)

2. Does the time frame for the master plan allow for enough flexibility to accommodate plans for the memorials to evolve?
3. In addition to the families, who should be involved in the memorial process? If diverse participation is desired, how is it best achieved?
4. What are the essential components in an effective memorial process?
5. What values should the memorial(s) convey?
6. How important a factor is size in the development of the memorial(s)?
7. Regardless of size, should the memorial(s) be fully integrated into the 16-acre development?

How can the master plan process allow for both possibilities? Could there be physical thematic, or value driven connections? Should these values be reflected in the design of the overall redevelopment?

8. How should the creator(s)—the designers—of the memorials(s) be chosen?
9. Should memorialization extend into other parts of Lower Manhattan and beyond?
10. What role would temporary/interim memorials play in the overall memorial process?

II. Use community design workshops to facilitate public input.

Use community design workshops to gather public input and to work through difficult issues as they arise. These are smaller, less expensive versions of the major effort "Listening to the City." These workshops will lead to a better understanding of stakeholders' key concerns and identify contested and/or critical decision areas regarding the site and its role in the memorial process.

III. Create a Memorial Website.

We are delighted that LMDC is issuing a RFP for a website for the memorial process at this time. The website should function as a resource to coordinate efforts, inform the public, facilitate archiving memorial processes and broaden outreach. It should serve as the central repository for the outpouring of creativity that has occurred in response to 9/11. The site should post information as well as receive ideas. This website could link to the many other memorial related sites such as "Imagine New York" and the Mayor's new initiative inviting memorial ceremony suggestions.

IV. Develop a public lecture series.

Fund a six-month lecture series, to commence in the fall, on the Memorial process. Lecturers could include a broad range of people and professionals, such as government officials, architects, planners, academics and family members who participated in, led or designed memorial processes in other cities. Other lecturers could be noted cultural historians and writers who can provide a perspective on the cultural context within which this memorial is being created. Each lecture could have a

keynote speaker followed by a panel that takes questions from the audience. The lecture series would provide powerful content and commentary on the process for the memorial website on an ongoing basis.

V. Develop a questionnaire.

Offer the public a questionnaire addressing the memorial issue as a means of receiving widespread public input. This questionnaire would present respondents with multiple choice questions in order to collect information uniformly as well as provide them the opportunity to answer open ended questions and comment freely. It would not be intended to address specific design issues. Rather, the questions would be more general regarding the type of memorial, important places, size, etc.

The questionnaire should be developed by those with expertise in the design, collection and analysis of questionnaires. It should reach a diverse audience, especially those who may not have been able to participate in previous face-to-face events and workshops, victims' families and survivors.

VI. Supplement these critical components with efforts that would increase and enhance the public's involvement in the development of a memorial.

- Establish a network through the public library system for people to give and get information, for those who are not computer users.
- Establish a central place for exhibits and input on the memorial process. A recent New York Times editorial suggested an exhibit at Grand Central Station. Other ideas include an "info-box" akin to what was created in Berlin at Potsdammer Platz, to be located Downtown near the site.
- Support other ongoing outreach efforts.

CONCLUSION

In this document we advocate the adoption of the Blueprint for a clear memorial process. We recommend that the time frame for the memorial process be synchronized with the master plan process for the entire site, and that a new inter-constituency advisory committee structure be established. We continue to advo-

cate for a wide variety of public input on the memorial process, through such initiatives as public hearings, a website, a questionnaire, a lecture series, community design workshops and other events. These are some of the many ways to better understand the depth and quality of feeling around the events of 9/11. If attention is paid to developing an inclusive, transparent and wide-reaching process, we believe we can design a powerful and successful memorial to commemorate the events of 9/11, while also moving forward with the repair and rehabilitation of Downtown.

July, 2002

Memorial Working Group

Co-Chairs

Diana Balmori, *Van Alen Institute*

Marian Imperatore, *Regional Plan Association*

Jill Lerner, *Kohn Pederson Fox*

Matt Arn, *USDA Forest Service*

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Sally Yerkovich, *NJ Historical Society*

Economic Development

The future of Lower Manhattan will be determined by a combination of market forces and policy decisions.

Global demand for finance and other services, changing workforce and space requirements for different industries, and changes in demographics and consumer preferences will frame the range of possibilities. How Lower Manhattan responds to these changes will be influenced by policy choices that determine how much development it can absorb, what kind of development is stimulated, and how attractive Lower Manhattan is to different types of activity. These policy choices also need to simultaneously strengthen the interrelated economic roles of Manhattan south of Houston Street:

- A Global Center that supports the international competitiveness of New York City and the metropolitan area in industries ranging from financial services to tourism;
- A Regional Hub that connects the economic assets of the area and supports local economies in New York's other boroughs, cities and towns in Northern New Jersey and the rest of the region; and
- A Diverse Community with a local economy serving over 100,000 residents and thousands of businesses in neighborhoods as diverse as the Wall Street area, Battery Park City, TriBeCa, Chinatown, the Lower

East Side and SoHo.

The economic success of Lower Manhattan will be determined by how well it strengthens and integrates its Global, Regional and Community identities. By strengthening each of these roles, the rebuilding effort presents an opportunity to address some of the New York region's underlying economic challenges. Making Downtown more attractive to global industries and visitors will reinforce its long-standing position as a major generator of jobs and income in an increasingly competitive global marketplace. Improving its connections to regional and community assets—workers, cultural and educational institutions, other office centers and transportation hubs—can further improve New York's competitiveness and also help to curtail the income polarization that threatens to further widen the gulf between rich and poor in the region. With interstate transportation and institutional issues at the center of the process, the rebuilding effort also represents an opportunity to defuse some of the intraregional competition between states and among municipalities that weakens our competitiveness and exacerbates geographic inequities.

All of these challenges extend beyond the issues involved in rebuilding Lower Manhattan, and our ability to address them through the rebuilding process is finite. Other government actions—from education policies to tax laws—will have a great impact on these issues, and an unpredictable economy constrains what plans for Lower Manhattan can accomplish. However, rebuilding Lower Manhattan should play a central role in a broader economic strategy. Downtown's vitality and mix of activities will have a major impact on how well New York competes with other regions, what types

of jobs we create, and who within the region will benefit most.

FINDINGS

- Lower Manhattan has several key functions that would be difficult or impossible to replace. No other place in the region can replicate Downtown's combination of commercial density, transit use, history, waterfront and location. From its earliest days as a bustling hub of trade and finance to its paramount role at the end of the 20th Century as a global financial capital, Lower Manhattan has provided a world-renowned address for a complex cluster of financial, trade and business services. It gives New York City a second central business district, providing location options that no other region possesses. It also links

communities in Brooklyn, Staten Island and parts of New Jersey that are not as accessible to Midtown, making these communities highly dependent on a robust Downtown economy while providing a large and qualified workforce to Lower Manhattan.

- The future of Lower Manhattan's economy will be largely defined by three broad sectors—financial services, professional & creative industries, and culture & tourism. All of these sectors include both large and small businesses, generate export income for the city and region, and help support many of the retail and neighborhood businesses that provide employment for local residents. Trends for these sectors, both before and after September 11, can be summarized as follows:

- Prior to September 11, securities and other finance industries accounted for 30% of Lower Manhattan's employment and 58% of its wages, even though the sector was decentralizing to Midtown, Jersey City and other locations throughout the 1990s. As a result of September 11, it has lost approximately one-fourth of its employment. However, many firms have returned to Downtown, which retains many of the attributes sought by global finance companies.¹
- Other knowledge-based office industries, such as accounting, new media, computer services, architecture, education, publishing and legal services, grew rapidly in the 1990s and accounted for 20% of Downtown's employment prior to September 11. Most of these industries developed in Lower Manhattan in part because of their need to be close to financial services or, in some cases, due to low-cost space in the early and mid-1990s. Many of these industries have different space and cost requirements than financial services, and can serve a broader range of clients. In the future, they could constitute a sector with a broad range of creative talent and technological expertise that could expand even if financial services continue to decentralize.²

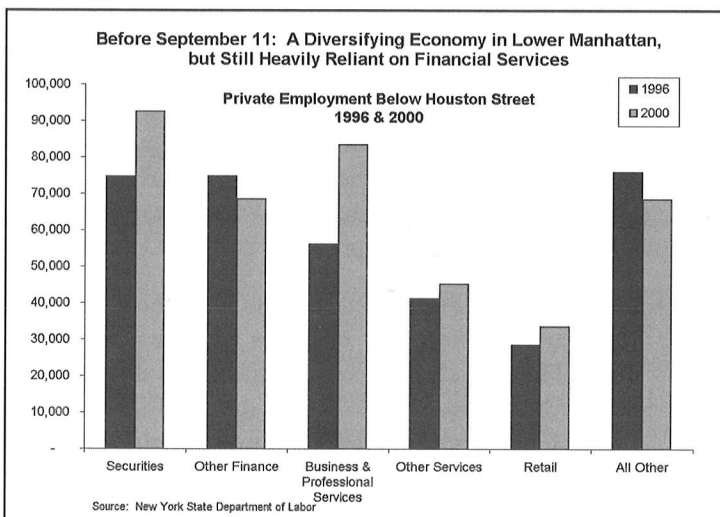


Fig. 9: Private Employment Below Houston Street

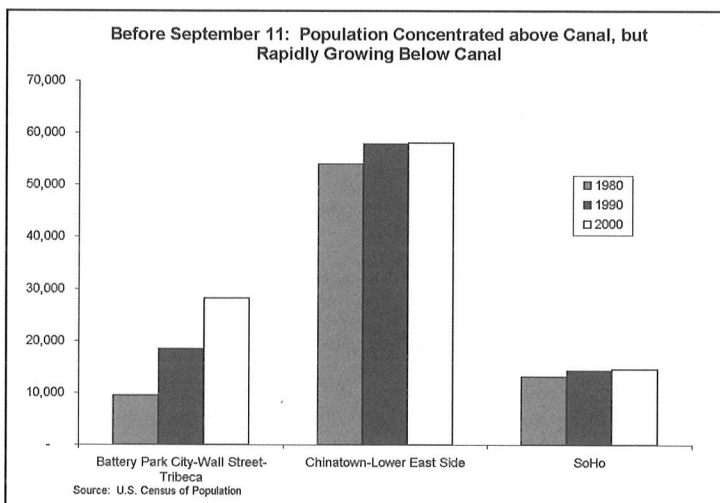


Fig. 10: Population in Lower Manhattan

¹ Estimates were derived from employment and wage data analyzed by Urbanomics from the New York State Department of Labor data for the fourth quarter of 2000 and from office space data analyzed supplied by Hugh F. Kelly, CRE, and supplied by Tenantwise.com for firms in buildings that were destroyed or damaged by the September 11 attack.

- o Culture and tourism played an increasingly important role in the city's economy over the course of the 1990s. It is estimated that the nonprofit cultural sector grew approximately 50% from 1992 to 2000, and visitor spending increased by 70% during the same period.³ Lower Manhattan, while home to 221 cultural institutions including both large, well-known organizations and smaller arts groups, did not enjoy a disproportionate share of NYC's culture or tourism in this period. It did, however, draw significant visitors to its several major tourist venues. The most recent available data indicate 7.2 million visitors (including residents of the metropolitan area) in 1998 with estimated spending of \$600 million within Lower Manhattan below Chambers Street. The number of visitors to the World Trade Center site since September 11, and the number of visitors to other memorials around the world, demonstrates that there is potential for a substantial increase in visitors once a memorial is in place.⁴
 - Transit enhancements will be the most important determinant of Lower Manhattan's future as a Global Center and Regional Hub. Downtown's pre-September 11 transit links made it the highest density business district in the world, but growth was limited by overcrowding, poor connections among lines and to some parts of New York City, and the lack of direct commuter rail service. The extent to which this network is restored, improved and expanded will largely determine how many workers, visitors and residents Lower Manhattan can support. Transit enhancements will also be the major determinant of how other job centers and communities in New York and New Jersey develop in relation to Lower Manhattan.
 - The pre-September 11 diversification of Lower Manhattan is likely to continue and could help to integrate its Global, Regional and Community functions. The same market demands that led to an increase in residential and non-financial commercial activities Downtown are likely to be intensified in the wake of September 11. This diversification will also
- help support a vibrant 24-hour community that is important to all of Lower Manhattan's potential growth sectors. Research indicates that 24-hour districts support higher value office activities, and that they are also critical to attracting a high-quality creative workforce.⁵ Generating significantly higher visitor spending is also dependent on expanding retail, restaurants and other consumer activities. Greater diversity of employment and housing opportunities for a broader range of income groups can help to improve career and housing options and reduce income disparities.
- Financial services will continue to be an important component of Lower Manhattan's economy, but its size and functions could change considerably. The concentration of key institutions from the stock exchange to clearinghouses make it likely, but not certain, that Lower Manhattan will continue to be the central market place for the region's and nation's securities trading and investment banking. Some continued decentralization is likely. However, a review of firm relocation decisions since September 11 indicates that most dislocated firms moved to Midtown, Jersey City and other urban office centers that have similar attributes to Lower Manhattan—transportation access, density and a large supply of Class A space.⁶
 - Other knowledge-based industries have the potential to expand as a key force in Lower Manhattan's economy. The growth of specific industries is difficult to predict, but education, research, design-oriented professional services and the commercial development of new technologies could form a dynamic network in the next century, just as the network of banking, securities, insurance, legal services and accounting did in the 20th century. These industries are likely to be a major source of regional growth, and Lower Manhattan has the location, density and diversity to become a central hub for the region's creative industries.

² The potential for Lower Manhattan to develop as a "creative hub" around these and other industries is described in a draft paper, *Rebuilding Lower Manhattan for the Creative Age*, by Richard Florida for the Civic Alliance.

³ Not inflation-adjusted.

⁴ Number of visitors are from *A Study of Visitors to Downtown New York* by the Alliance for Downtown New York. Visitor spending estimated by Amos Ilan and Cathy Lanier as part of an analysis of culture and tourism for the Civic Alliance.

⁵ A comparison of seven "9 to 5" and seven "24 hour" office markets showed the latter with 20% higher values for income and capital appreciation (Hugh F. Kelly, "Art, Science and the 24-Hour City," a presentation to the Institute of Real Estate Management's Asset Manager's March 2000 conference, using data from the National Council of Real Estate Investment Fiduciaries database). Also, Florida's research in *The Rise of the Creative Class* (Basic Books 2002) notes a high correlation between regional growth, creative workers and places with a concentration of consumer activities and amenities.

⁶ *Tenantwise.com* data indicates that nearly 80% of displaced tenants (measured by floor space) either have or will relocate in the core markets of Downtown, Midtown and Jersey City.

- Culture and tourism have considerable growth potential from both foreign and domestic visitors. Tourism is likely to be a growing industry for New York City, and Lower Manhattan already has a strong foundation of historic and cultural sites. The World Trade Center memorial is likely to draw millions of additional visitors to Lower Manhattan each year. Several other factors will determine how much tourism and visitor spending expand and what kinds of jobs this provides. These factors include the promotion of existing cultural facilities, the attraction of new cultural institutions, the development of additional hotels, restaurants and retail, and the extent and type of training, workforce and business development programs that are provided.
- The citywide demand for housing is likely to fuel a continued expansion of Lower Manhattan's residential population, but both its rate of growth and composition will depend considerably on housing policies and land use decisions. These decisions include whether to encourage or restrict residential conversions, the extent of public investment in low, moderate and middle-income housing, and the availability and quality of public schools, parks and other public services. Critical decisions include how much and what type of new residential development to encourage in areas with growth potential, such as the areas south of the World Trade Center site and the far west side of SoHo. They also include policy decisions on how to best preserve and improve publicly-assisted housing for low and moderate-income residents of Chinatown and the Lower East Side, and how to best use available federal, state and local subsidies.

RECOMMENDATIONS

The following recommendations are grouped to address two related economic development concerns:

- What actions are needed to revitalize and strengthen the economy of Lower Manhattan, including both its commercial core and the neighborhoods below Houston Street?
- How can the rebuilding effort create a stronger and more equitable economy for New York City and the entire metropolitan region?

These two objectives reflect the need to connect planning for Lower Manhattan to a broader economic strategy for the city and the region. While rebuilding Lower Manhattan must be our immediate priority, the effort will not be fully successful without attention to how Lower Manhattan should relate to the rest of the economy in the city and the metropolitan region.

Revitalizing the Economy of Lower Manhattan

Infrastructure and Amenities

The most important actions for revitalizing the economy of Lower Manhattan are to rebuild and enhance its infrastructure and amenities. These actions can provide an environment that will support a broad range of activities, permit Downtown to adapt to changes in the global economy, reinforce Lower Manhattan's connections with the rest of the region and support a vibrant residential community.

1. **As the foundation for economic revitalization, rebuild and improve transportation, communications and energy infrastructure. Specific recommendations for transportation improvements can be found in the Transportation section of this report. For all of these systems, a restoration and modernization strategy should emphasize the following:**
 - Create secure systems with sufficient redundancy to meet heightened security requirements.
 - Enhance links to other regional nodes and grids to accommodate the expected growth of dispersed facility networks by major firms.
 - Insure that the needs of multiple constituencies—firms, residents, visitors and workers at all income levels—are addressed.
2. **Enhance Lower Manhattan's attractiveness for a diverse workforce, visitors and residents by developing the cultural and civic amenities for a 24-hour community.** Specific recommendations can be found in the Civic Amenities and Urban Design sections of the report. Actions will be needed from a number of sources—the Lower Manhattan Development Corporation (LMDC), the city and the state, as well as private and non-profit sectors—and should emphasize the following:

- Design new amenities, such as retail centers, cultural facilities, waterfront recreation and public spaces, to simultaneously serve residents, workers and visitors.
- Create a broad range of consumer choices, public spaces and facilities to reinforce Lower Manhattan as a lively, diverse and tolerant urban setting.
- Reinforce Lower Manhattan's historic links to the rest of New York City, the metropolitan region and the world.

Employment Strategies

Rather than targeting any additional subsidies to individual firms or betting on specific industries, strategies should be developed to support broad sectors that would contribute to a dynamic, diverse and equitable regional economy. The following recommendations target the three sectors likely to drive future growth in

Lower Manhattan—finance and related business services, creative and technology industries, and culture & tourism. In addition, an education strategy is proposed to support all of these sectors, as well as to enhance education's existing presence as a major employer Downtown.

3. Retain a dynamic cluster of finance-related industries through investments in state-of-the-art communications infrastructure and high-performance office buildings.

- LMDC should work with private telecommunications providers, financial clearinghouses and industry associations to develop a telecommunications strategy that will support the retention and growth of high-value, innovative financial service functions.
- The state and city should provide guidelines and tax credits to insure that new buildings have the most advanced technological capabilities, energy efficiency and productive work environments.

4. Strengthen Lower Manhattan's role as a prime tourist destination for heritage/cultural visitors through investment in facilities and service enhancements. The most essential actions to provide the cultural and recreational activities that will fuel a thriving tourist sector are detailed in this report's Civic Amenities section. Specifically, these include promoting Downtown's identity as the historic center; building on Downtown's distinct mix of large and small arts and cultural organizations; improving parks, waterfront access and recreation, and improving open space and pedestrian connections. Additional recommendations to support Lower Manhattan's tourism functions include:

- LMDC, with the Port Authority and city and state agencies, should work with Lower Manhattan institutions and the tourism industry (hotels, bus companies, tour operators, etc.) to assure proper planning, facility siting, security measures and crowd distribution and management (especially during peak season).

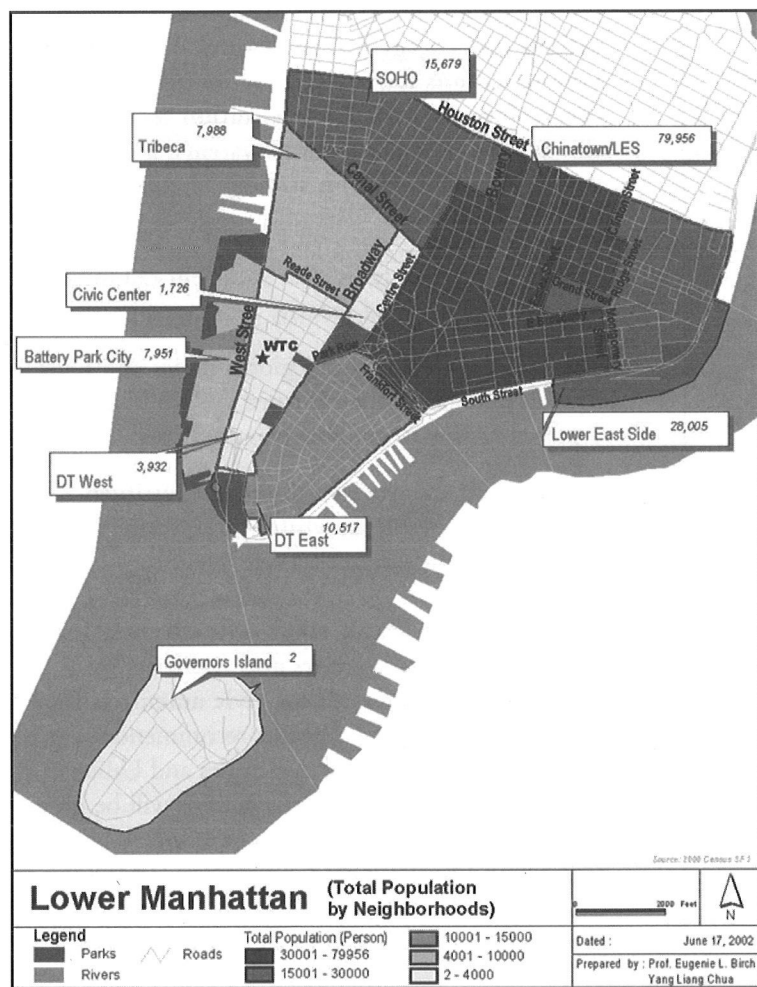


Fig. 11: Distribution of residential population in Lower Manhattan.

(Map courtesy of Eugenie L. Birch, University of Pennsylvania)

- A role for the National Park Service in managing and financing key heritage sites in Lower Manhattan, including a World Trade Center memorial and museum, should be considered.
 - New York City and LMDC should focus initial cultural development on exhibited arts/heritage attractions to take advantage of significant growth in demand (including major facilities: e.g., the Museum of the City of New York/NY Historical Society and another downtown museum such as a downtown Guggenheim), while enlivening the area with performing arts in public spaces.
 - Workforce Investment Boards in New York and New Jersey should expand training and education programs in the tourism sector to foster growth and improve wages and career opportunities in the industry.
- 5. Accelerate the growth of creative and technology industry clusters through workspace enhancements, industry organizations and partnerships, and links to the region's diverse sources of innovation.**

- LMDC, the Empire State Development Corporation (ESDC) and New York City's Economic Development Corporation (EDC) should target a portion of Liberty Zone bonds and economic development funds to retrofit and upgrade Class B and C office buildings to provide flexible layouts, "live-work" space, etc. for a broad range of professional services, technology entrepreneurs, not-for-profits, and other knowledge-based activities.
- New York City should establish a competitive grant program for industry associations, labor unions or private consortiums to develop industry-wide strategies that implement workforce development programs, technology upgrades, marketing assistance and other actions that enhance productivity, competitiveness and the quality and accessibility of jobs.

6. Develop Lower Manhattan as the node of the region's multi-centered higher education network.

- CUNY should proceed with plans to create a

campus on Governor's Island, which should include high-quality conference/event facilities and programs that connect students and faculty to Downtown businesses and institutions.

- Lower Manhattan's existing colleges and universities, which already enroll over 30,000 students, should develop a consortium to enhance their activity and visibility, and to expand career opportunities for students and Downtown residents with Downtown businesses.
- The region's other public and private universities should develop regional consortia, multidisciplinary institutes and think tanks that would draw from the region's world-class academic institutions.
- LMDC or the Port Authority should develop an institute that would raise the profile of Lower Manhattan as a world center of diversity, ideas and commerce by attracting global leaders and scholars, and developing conferences, seminars and training on issues such as world trade, security and tolerance.

Housing

Continued residential development in Lower Manhattan is essential to its economic vitality in two respects—it is critical to enhancing the 24-hour character of Lower Manhattan, particularly in and around the commercial core, and it enhances the diversity that both attracts creative talent and expands economic opportunity. The recommendations are designed to use both policy initiatives and market forces to address the housing needs of all income groups and of the neighborhoods below Houston Street.

7. Encourage the creation of both market-rate and low, moderate and middle-income housing units throughout Lower Manhattan.

- The New York City Planning Commission should review zoning, the transfer of development rights and other land use regulations and incentives to encourage new residential development and conversions in areas with the appropriate infrastructure, development capacity and open space.
- Any expanded development rights or subsidies should incorporate inclusionary zoning provisions

to support sub-market housing, either by the inclusion of low, moderate and middle-income units at the development site or by financing affordable units elsewhere below Houston Street. In addition, New York City's 421g conversion incentive program for Lower Manhattan should be enhanced to include incentives for owners to provide sub-market units.

- Federal, New York City and New York State housing agencies should work with LMDC to develop a financing strategy for new residential development in all income categories. This strategy should include federal, state and local revenues, including the Federal Low Income Housing Tax Credit, the NY State Housing Tax Credit and Liberty Bonds. A portion of revenue streams generated from publicly-supported development or infrastructure investments in Lower Manhattan should also be targeted, including surplus revenue from Battery Park City and future PILOT revenue from the development of the World Trade Center site.
- LMDC should work with City Planning, the City Council and others to develop neighborhood-level strategies to improve schools, day care, and other services for residents at all income levels.

8. Preserve and improve existing affordable housing throughout Lower Manhattan.

- Establish a goal of preserving all publicly-assisted affordable housing throughout Lower Manhattan as a means of ensuring that the housing stock will remain affordable for a range of income levels, both for present and future residents.
- LMDC should target a portion of Community Development Block Grant (CDBG) funds and Liberty Zone private activity bonds to supplement Section 8 funding (and other federal preservation tools) to preserve and improve existing Section 8 and Mitchell-Lama housing for low and moderate-income use. Where feasible, encourage and facilitate transfer of ownership of publicly-assisted housing to nonprofit organizations and other entities committed to maintaining the buildings for long-term occupancy by low and moderate-income residents.

- Preserve and upgrade existing privately-owned rental housing in Chinatown and the Lower East Side through cooperative initiatives with private owners to make optimal use of the City's low-cost rehabilitation loan programs.
- Preserve New York City Housing Authority (NYCHA)-owned public housing in Lower Manhattan for low and moderate income households.

Creating a Stronger and More Equitable Regional Economy

A broader citywide and regional economic development strategy will both enhance the success of the Lower Manhattan effort and help ensure that it fully leverages economic benefits throughout the region. Lower Manhattan's success is dependent on its connections to a large, diverse and highly skilled workforce, and to other business and transportation centers. The rebuilding effort can be a catalyst for enhancing these assets while helping to anchor a multi-centered region and improving career opportunities for low and middle-income workers. The following recommendations outline four components for a complementary regional strategy: developing urban sub-centers, workforce development, regional collaboration and regional revenues.

9. Develop other urban centers as part of a multi-nodal network centered on Lower Manhattan. In particular, centers in a corridor extending from Jamaica, Queens to Newark, NJ could be revitalized with commercial and community development strategies and improved transit and business links to Lower Manhattan. These centers, which would include existing business districts in Downtown Brooklyn and Jersey City, could provide an accessible network of locations for firms and industries that are based in Lower Manhattan. Other locations in Upper Manhattan, the Bronx and Staten Island could also become part of this network with transportation enhancements, such as the Second Avenue Subway and expanded ferry service.

- New York City should update and prioritize the recommendations of the 2001 report of the Group of 35 convened by Senator Charles Schumer that called for the creation of new and expanded office and mixed-use districts in New York City's outer boroughs. Updated plans

should account for both post-September 11 market conditions and outlook, the potential to benefit from Lower Manhattan improvements, and the needs of residents, manufacturing and small businesses in these communities.

- New Jersey and its northern NJ municipalities should implement the New Jersey State Development and Redevelopment Plan with a focus on how these municipalities relate to Lower Manhattan redevelopment. The Hudson County Urban Complex Strategic Revitalization Plan provides a blueprint for how this plan could be implemented west of the Hudson River.

10. Develop a range of workforce strategies that will expand opportunities for low-income workers in Lower Manhattan's growing economic sectors.

- New York City should develop an industry sector-based strategy to work with industries to improve wages and career ladders through skill development, higher capital investments, improved technology and better marketing.
- The city and state should require that businesses receiving government assistance make commitments to improve access to opportunities and career advancement. These commitments should be appropriate to the firm's size and resources and the industry's competitive environment.
- Continue funding for programs such as the Emergency Employment Clearinghouse, in which workers receive career advice, skills assessment, training and educational services, while affected businesses receive wage subsidies, human resource assistance and training for employees in danger of losing their jobs.
- The city should expand adult English-as-a-second-language programs to provide immigrants with access to the mainstream economy.

11. Improve regional cooperation on issues related to rebuilding Lower Manhattan.

- The Governors of New York and New Jersey should maintain a high-level dialogue to insure that negotiations over the World Trade Center site reflect the broader interests of each state.

- The Governors of New York, New Jersey and Connecticut and the Mayor of New York City should develop a Tri-State strategy to bring additional transportation funds to the region through the upcoming reauthorization of the Transportation Equity Act.
- The Governors and Mayor should also establish a forum for developing a Tri-State economic development strategy that could include mutual agreements to reduce or eliminate the use of incentives to lure firms across state boundaries and the development of mechanisms, such as a Tri-State Business Council or a Council of Economic Advisors, to institutionalize a regional mindset.

12. Develop regional revenue streams to support shared infrastructure.

A number of principles need to be balanced in creating new revenue sources—revenue potential, stability, job impacts, fiscal equity, progressiveness, and the nexus between individuals paying the revenue and the beneficiaries of the resulting expenditures.

Given these considerations, a number of potential revenue sources should be evaluated by New York City and the three states. Among others, these options could include:

- **Federal sources:** Infrastructure financing should first come from Federal sources, including a redirection of excess FEMA funds to transportation improvements and a fair share of the funding from the reauthorization of the Transportation Equity Act. A careful review of how Liberty Bonds and CDBG funds are appropriated is also needed to assure equitable outcomes for their use.
- **Expanded toll revenues linked to congestion pricing:** This could include the introduction of tolls on the East River Bridges using EZPass technology, an increase in tolls on Port Authority facilities, and a consistent time-of-day pricing schedule for all tolled entry-points to Manhattan.
- **Value-capture financing:** This could include mechanisms such as tax increment financing (TIF) that directs a portion of increased real estate values to finance the infrastructure improvements that led to the property value increases.

- **Reintroduction of the commuter tax:** While there is a strong rationale for a commuter tax that supports general city services, a tax dedicated to identifiable transportation improvements would have more visible benefits for commuters. New York State could also direct a proportion of its tax on non-resident NYC workers to city or regional improvements.
- **A progressive payroll or income tax on both city and suburban residents:** Rather than a tax that is limited to commuters, this would demonstrate a shared interest by city and suburban residents. To meet equity considerations, the tax would need to be graduated for different income levels.
- **A regional sales tax:** Sales taxes are another potential revenue source, but would have more complex equity impacts than a payroll or income tax, and a more tenuous connection between the incidence of the tax and its beneficiaries.

Economic Development Working Group

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Transportation and Circulation

The purpose of this report is to assist the Lower Manhattan Development Corporation (LMDC) and the Port Authority of New York and New Jersey (the Port Authority) in their planning and rebuilding efforts for the transportation system serving Lower Manhattan. These two agencies, working with the Metropolitan Transportation Authority (MTA) and assisted by consultants have been developing urban design and transportation plans. The expectation is that this will lead to a plan for the World Trade Center (WTC) site and surrounding areas, probably by early in 2003. To assist this process this report puts forth recommendations for the transportation systems in Lower Manhattan.

This report is premised on the principle that Lower Manhattan will remain an important center of business and commerce in the tri-state New York-New Jersey-Connecticut metropolitan region. Its historic role as the center of financial affairs in the United States is one that must be supported and strengthened. There is lit-

tle doubt that the horrific events of September 11th have weakened Lower Manhattan. However, this blow must not be allowed to mortally wound the economy of this third largest central business district in the United States (after Midtown Manhattan and the Chicago Loop).

This is not to say that the mix of development and land uses in Lower Manhattan may not shift from its historic role. Most observers recognize that changing economic needs and technology will "bend" past trends. And it is clear that the interest in Lower Manhattan and more specifically, the World Trade Center site, as a pilgrimage destination will reshape the transportation needs in the area.

Transportation actions in Lower Manhattan, especially the early rebuilding of what was destroyed at and near the WTC site will be a critical step in shoring up confidence in the public that Lower Manhattan will be restored. This, in turn, will induce those contemplating relocation to maintain their commitment to Lower Manhattan.

While the rebuilding of the transportation system that was lost should be done quickly, it can also be done better, either as part of an early reconstruction or as part of an upgraded system to come later.

Any transportation plan for Lower Manhattan must account for heightened concerns about security. Recent history has taught us that danger can lurk in many places. While it will never be possible to guard against every potential source of harm, we can lessen the probability of major terrorists' attacks. Since motor vehicles can pose a serious threat, actions to inspect, monitor, and minimize the movement of motor vehicles, especially large ones, will require particular attention.

This report was developed by the Empire State Transportation Alliance (ESTA) for the Civic Alliance. ESTA is a coalition of more than 35 business, civic, academic, business, labor, environmental and transportation advocacy groups. It is co-chaired by Elliot G. Sander, Director of the New York University Rudin Center for Transportation Policy and Management, and Robert D. Yaro, President of Regional Plan Association (RPA).

The Lower Manhattan community includes a growing number of residents whose transportation concerns, often different than those of workers in the area, must be accounted for. Access to services, public transit access, air quality, waste removal, and safety for children are among these concerns.

The ease and quality of movement for pedestrians on the streets of Lower Manhattan is essential to the vitality of the area. Since most workers and residents in Lower Manhattan arrive or leave the area in public transit, usually in large numbers, special attention will be needed for reducing crowded walking conditions on streets near transit and in the transit facilities themselves. Moreover, the quality of walking conditions, including the appearance of the streetscape, the presence of diverting features such as shops and landmarks, and freedom from conflicts with motor vehicles, will be vital in making Lower Manhattan a more pleasant place to live and work.

With most people arriving in Lower Manhattan by transit, improvements to the rail, bus and ferry transit systems require focused attention. Capacity must be adequate to handle peak volumes of passengers and deliver them from wherever they are traveling from to Lower Manhattan locations close to their destinations in speed and comfort at a reasonable price.

It is essential that each type of vehicle using the city's streets in Lower Manhattan be accommodated appropriately according to its function and concerns about security. Priorities will need to be set among the varied fleet of vehicles, including emergency vehicles, construction vehicles and equipment, goods and package delivery vehicles, commuter and tourist buses, taxis, black cars, and passenger cars for both commuters and residents, each of which have their place in both space and time in Lower Manhattan.

TODAY'S TRANSPORTATION PROBLEMS IN LOWER MANHATTAN

Before September 11th the transportation network serving Lower Manhattan—the most dense concentration of activity in America, with five million people trying to travel to, from and within its one square mile each day—was heavily overworked and congested. The burden was felt by the workers, residents and visitors trying to crowd onto the sixteen rapid transit lines served by 28 stations from Canal Street south, over 20 express bus routes extending out to Staten Island, Brooklyn and

New Jersey, ten local Manhattan bus routes, a recently expanded ferry network, an antiquated street network, (much of it laid out as cowpaths two centuries before the horseless carriage was invented), and tape-width walkways, pressed alongside buildings higher than were ever imagined.

After 9/11 major parts of this already inadequate transportation infrastructure were either destroyed or put off limits. Three rapid transit stations were destroyed and two more on the 1/9 lines are still not open as of summer 2002. Bus and ferry services were rerouted, streets were closed at or near ground zero for utility repairs, and entry to the area from bridges and tunnels in or near Lower Manhattan are restricted by carpool rules.

Enormous progress has been made as Lower Manhattan climbs out of the horror and the rubble. All the subway service that had been interrupted, including PATH, now has a timetable set for their return. The 1/9 is being rebuilt on the site and is expected to open in September 2002 (except for the station at Cortlandt Street). An interim PATH terminal is being built and is targeted for a December 2003 opening. As streets reopened, almost all the bus services now are back operating on their former routes. Ferry operations have been expanded to become a network with landing sites at three Lower Manhattan locations. And only a handful of streets remain closed to traffic; traffic remains light enough to allow the rebuilding to begin.

But more can be done and needs to be done to the transportation system if Lower Manhattan is to come all the way back. Not only must the transportation system be rebuilt but it needs to be built better. It must serve the needs of the vast majority of travelers who use transit, while not precluding essential vehicle travel. It must overcome the historic disadvantages of Lower Manhattan's transit network, built for pre-World War II travel patterns. It must better interconnect four rail systems built by four separate parties 70 to 100 years ago. It must better connect Lower Manhattan to commuters beyond the city. And it must be designed to handle the enormous influx of visitors that are expected, drawn by the memorial and its related uses.

Transit

The Subways and PATH. Prior to September 11th, each weekday over 500,000 people used transit to travel into and out of Lower Manhattan, over 400,000 by subway, 60,000 by PATH and the remainder via the buses and ferries. Obviously, the first concern after

September 11th was to put as much of the transit services back in operation as quickly as possible. Once the damage was assessed it was clear that three stations - the PATH World Trade Center station, the 1/9 Cortlandt Street station and the N/R Cortlandt Street station - were damaged sufficiently to prevent train service from stopping at them. By late October New York City Transit (NYCT) had re-opened the N/R, with trains operating through but not stopping at Cortlandt Street. And the WTC E train station, which abuts the WTC site and had been closed, opened in January 2002.

In December, the Port Authority indicated that they would start work on an "interim" PATH station by replacing the destroyed station with a temporary "bare-bones" station at the same location at an estimated cost of \$120 to \$200 million and have it open by the end of 2003. Work is now underway. Thus, with the exception of the two Cortlandt Street stations on the WTC site, by the close of 2003 all rail transit service in place before September 11th is expected to be back in place.

Notwithstanding these impressive efforts, their rebuilding offers the chance to make these facilities better than they were. The two Cortlandt Street stations, each built many years before the WTC was completed in the early 1970s, were never built to accommodate the large numbers of riders using them and are likely to use them again once the WTC site is redeveloped, regardless of what is built on the site. Entrances were limited and steep and in the case of the N/R station, required the negotiation of a tunnel under the tracks to reach the uptown service.

The rebuilding of a permanent PATH, possibly at a different location than the temporary one at the former station site, affords the opportunity to place the station closer to the destinations or more people. The dilemma is obvious: one station cannot be everywhere. Move it eastward and access to the WFC is weakened. Keep it where it was and it will be more removed from the job concentrations east of Broadway. Water Street for example is 3,000 feet east of the destroyed PATH station and the interim PATH station. The WFC and Battery Park City (BPC), while not as far west as Water Street is east, still required and will require a circuitous walk from PATH in the absence of a direct walkway across, under or over West Street.

The PATH station was not directly connected to any of the other nearby subway stations. Any transfer from PATH to a nearby subway station required either indirect or unprotected walks, or crossings of major streets. For example, the subway station complex at Broadway

and Fulton Street, which includes the 2, 3, 4, 5, A, C, J, M and Z services, the busiest station in Lower Manhattan and the sixth busiest in the system, required a 1/4 mile walk from the PATH exit, and the negotiation of two crowded streets.

The Fulton/Broadway station is a maze of ramps and stairways that challenges the navigational skills of even the most seasoned New Yorker. For example, movement between the 4/5 platforms and the J/M/Z requires several level changes and a long walk along a crowded and too narrow A/C platform.

The 1/9 South Ferry station at the southern tip of Manhattan was and still is an antiquated, undersized and badly designed loop station. It has short platforms, which forces disembarking passengers to find their way to the front four cars of an 8-car train, hardly fitting for a station as oriented to tourists as this one is. Staten Islanders disembarking from the ferry must cope with this flawed transit facility to reach west side destinations.

Lower Manhattan's subway service, while plentiful by almost any measure, still has many other shortcomings. Three of the four north-south lines that reach down to Lower Manhattan from Midtown are situated on the west side, leaving east side residents and commuters from Metro North who transfer to the subway and Grand Central but one choice, the overcrowded and unreliable Lexington Avenue subway.

Service from Brooklyn, although plentiful is very crowded. Of the four subway tunnels entering Lower Manhattan from Brooklyn, the three that carry the 2, 3, 4, 5, A, and C trains have unacceptable crowding, measured on a square feet per person basis.

Despite the large number of lines, none serve the eastern or western edges of Lower Manhattan. The subways were built prior to the widening of Lower Manhattan with landfill west of West Street and east of Water Street. Today, with the growth at the WFC to the west and along Water Street to the east, these areas are badly underserved.

Bus Service. Prior to September 11th, 22 express bus routes from Staten Island and Brooklyn and a number of additional ones from New Jersey served Lower Manhattan, as did four local Manhattan routes. Today, about 60 buses an hour operate on these routes along Trinity Place/Church Street northbound and Broadway southbound, with only a few on West Street. The MTA has plans to reroute some Staten Island buses and the local M-9 route on these two avenues to bring the peak hour volumes closer to 100. And buses face heavy

competition from other vehicles. Bus operations are also hampered by the absence of storage capacity and layover areas for buses in Lower Manhattan. Today, many buses idle on Trinity Place waiting their departures, clogging the streets and polluting the air.

It is anticipated that there will be a large influx of tourist buses once a memorial is established at or near the WTC site. The unprecedented nature of the September 11th tragedy makes it difficult to estimate the volume of buses likely to converge on Lower Manhattan. However, one "back-of-the-envelope" calculation suggests that there could be as many as 400 buses needing storage space near the WTC during a peak period. The storage and circulation requirements for volumes this large are not trivial.

Ferry Service. The rebirth of ferry service in the New York Harbor that began in the mid-1980s has been given a second boost by the flexibility it has shown since September 11th. Led by New York Waterway, new ferry services, especially from New Jersey, have filled the breach created by the loss of PATH into the WTC. A new docking facility at Pier A at the tip of Manhattan was constructed by the Port Authority in record time and added services were put in place at Pier 11 on the East River, all to bring commuters closer to their destinations in Lower Manhattan. New York City has also initiated service from Sunset Park in Brooklyn, an area especially hard hit by the closing of the Brooklyn-Battery Tunnel. A map depicting this network is shown in Figure 12. Still, ferries can only bring riders to the edge of Manhattan Island. The WFC pier and Pier 11 are each about one-half mile from Broadway. Better landside connections are needed to make ferry operations still more successful.

While private ferry operators have led this renaissance, they are naturally limited by where they believe they can make a profit. These tend to be of two types: a) high volume markets for short trips where vessels can be used efficiently, such as across the Hudson River from points in Jersey City and b) from more distant areas with poor ground transit options, particularly from affluent communities where commuters are prepared to pay high fares. The Highlands/Atlantic Highlands ferry is the prototypical example. The need to turn a profit has circumscribed other ferry service opportunities where transit

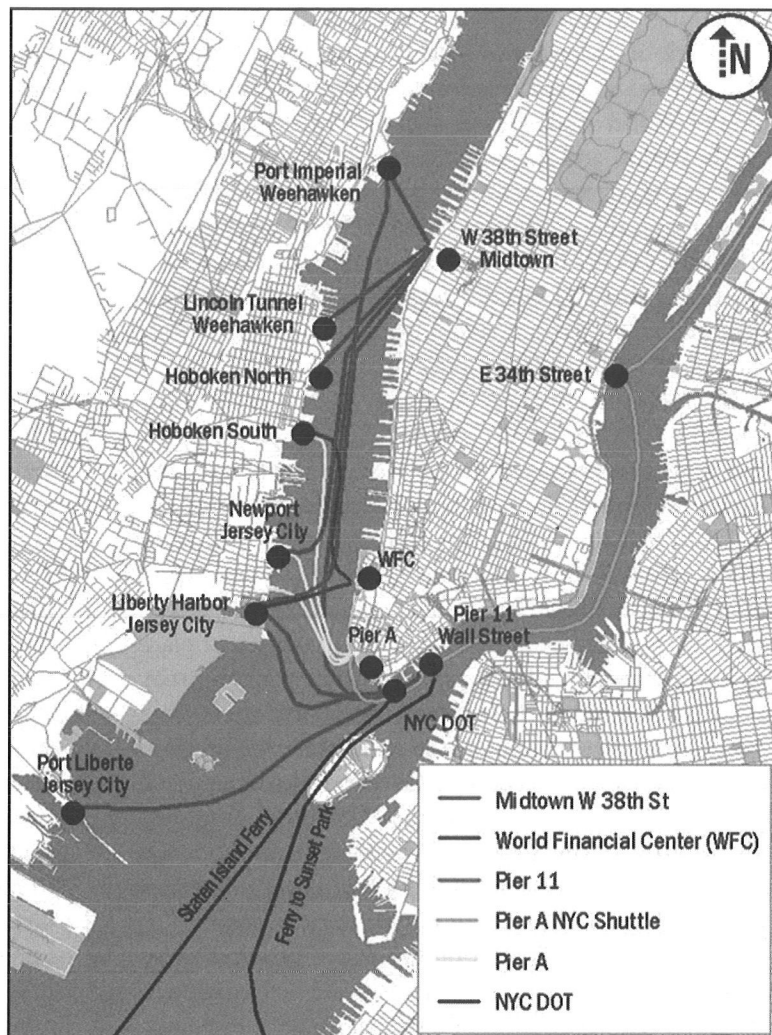


Fig. 12: Ferry Services

(Map by Regional Plan Association)

options are poor and the potential commuters are not affluent.

Transit from the Suburbs. Lower Manhattan has been at an historic disadvantage to Midtown because of the absence of direct commuter rail service to downtown. Both of Manhattan's largest rail terminals/stations - Penn Station and Grand Central Terminal are located in Midtown, making a trip to Midtown easier for suburban commuters living in most of the suburban sectors of the region. Metro North commuters, for example, have to pass through Midtown at Grand Central Terminal and transfer to the overcrowded and unreliable Lexington Avenue subway line to reach downtown, making a job location in Midtown preferable to Lower Manhattan. Similarly, commuters from Long Island reach Midtown more easily than they do to Lower Manhattan. They too must transfer to the subway to reach Lower Manhattan, either at Penn Station in

Midtown or at Atlantic Terminal in Brooklyn.

A direct rail option to Lower Manhattan without a transfer to rapid transit is not possible for New Jersey commuters either. They must either transfer to a subway at Penn Station or to PATH either in Hoboken or Newark to reach Lower Manhattan.

Proposals to create a direct rail connection to Lower Manhattan have been aired over the years; such a plan for the New York Central (now Metro North) was suggested as long ago as the 1920s by Regional Plan Association. In the 1990s the MTA studied options for bringing Metro North and/or the LIRR to Lower Manhattan and concluded that it was not possible to locate a station in the center of Lower Manhattan without enormous expense. The MTA eventually chose to improve access from the north using the Second Avenue subway extended to Lower Manhattan, which would make the ride on the crowded Lexington Avenue line less onerous. No further options for Long Island were entertained.

In the aftermath of the WTC destruction, the concept of extending commuter rail to Lower Manhattan has resurfaced. Ideas include a) a connection from the LIRR's Flatbush line now terminating at Atlantic Avenue to either the A/C or N/R line, b) construction of a new East River rail tunnel for LIRR trains with a terminal in Lower Manhattan or c) construction of a new East River subway tunnel to connect to the Second Avenue Subway, as recommended by RPA in its MetroLink proposal, with service to/from Jamaica and Kennedy Airport. The construction costs, operating and passenger impacts, and physical feasibility of these options have not been fully explored.

Interest in extending the commuter rail systems from the north and west, Metro North and NJ TRANSIT, respectively, has also been expressed. In Metro North's case, a spur connection from Grand Central Terminal to the Second Avenue Subway (as per MetroLink) is also a possibility.

Pedestrian Space and Vehicle Space. Because of its high density of activities, and the large number of workers traveling at peak times, pedestrians in Lower Manhattan face severe overcrowding. Walking space is at a premium on the area's narrow sidewalks. In many places pedestrians are forced to change their pace or gait because of crowding, or be unable to walk side by side with a walking companion, or may even be forced to walk in the streets by the high volumes of their fellow pedestrians on the sidewalks. And at many street locations, particularly near subway entrances that consume

valuable sidewalk space, crowding is especially acute.

The original WTC design was built by creating one "superblock" by eliminating the previous street grid and about a dozen separate blocks that existed before. Pedestrians were concentrated in the new walkway complex underground which connected buildings to PATH and subway entrances. The above ground and unattractive public space in the WTC plaza carried few pedestrians. Thus, the design forced most people underground, except the few who ventured into the barren street level plaza at the center of the site.

Pedestrian movement across the WTC did not relate well to the surrounding street grid. Connections from PATH and the WTC to BPC and the WFC were never satisfactory (the station's exits forced circuitous walking and required the negotiation across or over a West Street crowded with vehicles).

Aside from competing with fellow pedestrians for public space, pedestrians must compete for street space with motor vehicles of all kinds. In the aftermath of the destruction of the World Trade Center, pressures on the use of this street space in Lower Manhattan have grown. Pedestrian volumes in some locations in Lower Manhattan may increase in response to changing land uses as it becomes more active beyond the traditional nine-to-five hours. Pedestrians, who comprise the far greatest number of users of street space, must share it with private automobiles, black cars, yellow taxis, limousines, transit and tourist buses, goods and package delivery and service vehicles. Added to this traditional mix is the travel needs of the new residents of Lower Manhattan, whose numbers have grown in the last 20 years. Since September 11th construction and recovery vehicles have been added. Further exacerbating the problem is the closing of many streets while utilities quickly repair the physical damages of the tragedy. Finally, to be added are the large numbers of pedestrians as "ground zero" witnesses. All will have to cope with an overlay of heightened alert and security.

The limitations that were placed on private vehicles in the area and continue to be partially in effect, either through outright bans or by banning single-occupant passenger cars from 6am to 10am at river crossings into Manhattan, have certainly eased the pressure on the streets of Lower Manhattan. This "carpool rule" was originally put in place because of massive traffic tie-ups caused by searches associated with terror prevention in the aftermath of the World Trade Center destruction. It has had remarkable benefits. Traffic has moved more

smoothly on the bridge and tunnel approaches, and vehicle flow within Manhattan, legendary for its snail-like pace, has speeded up significantly. However, in recent months the carpool rule has been eased and is now only in effect on the four East River crossings from the Williamsburg Bridge south and the Holland Tunnel under the Hudson River.

There is considerable pressure to completely abandon the carpool rule on the grounds that it is hurting the economy. To be weighed against this unproven claim are the benefits of traffic relief, especially in light of the pressures to keep Lower Manhattan streets free from excessive traffic during the rebuilding process. The carpool rule may not remain in place indefinitely. Yet, the benefits it has provided has raised the question of what the role is for the passenger car in dense and crowded locations such as Lower Manhattan, and more generally raised the issue of how to allocate street space of Lower Manhattan, given the many competing uses.

Despite its problems the transportation network in Lower Manhattan can form the foundation for alternative rebuilding futures with its huge network of transit and pedestrian oriented streets. Recommendations to build on this foundation are made in the next section of this chapter.

RECOMMENDATIONS

The physical recommendations, in contrast to those that are of a policy nature are depicted in Figure 13.

Transit

Subways and PATH. The three stations that require rebuilding—the two subway stations at Cortlandt Street and the WTC PATH station—should be built to overcome their earlier deficiencies. Entrances and exits should be numerous enough and wide enough to avoid queuing. The dimensions of staircases should be shallower for safer and easier climbing and descending. These stations should be open to light and air to give users better orientation to the street surface as they ascend from the underground. This is especially important for stations expecting many tourists who are unfamiliar with the area.

These design ideas should be extended to the replacement of the 1/9 station at South Ferry, including its connection to the N/R Whitehall Street station just to its north. One can image a grand exit from the South Ferry station opening up to the New York Harbor and

the ferries that serve it. To its credit, the MTA has indicated that they too wish to replace the existing South Ferry loop station with a more functional station closer to the ferries at the Staten Island ferry slip, and possibly closer to a revamped Battery Maritime Terminal ferry operation. The MTA is urged to advance the replacement and relocation of the outmoded South Ferry station as quickly as is practical.

Transit Axis. The concept of a transit hub somewhere in the vicinity of or at the WTC site has been suggested. The idea would be to create a place that would be the center of transit activity, where people could easily make connections from one underground service to another and to the transportation systems at the ground level. The Port Authority has developed a plan for the permanent PATH station and its connections to the rest of the transit infrastructure nearby. In this version of the plan the Port Authority would “over-build” the interim terminal, keeping the permanent at the same location as the interim one. The PATH station would be directly connected to a wide underground walkway with moving walkways oriented in an east-west direction. This “grand concourse”, or “axis of access”, would extend for about 2,000 feet from the Winter Garden site at the WFC on the west to Broadway on the east, where it would connect to a rebuilt station at Broadway and Fulton Street, being designed by the MTA. That station is now an incomprehensible labyrinth of ramps and stairways connecting four separate sets of platforms and nine subway lines. The Broadway/Fulton Street station complex has 65,000 people enter it daily, more than any other in Lower Manhattan. It is badly in need of an overhaul and its importance to Lower Manhattan’s recovery is undeniable.

The walkway would have direct connections to the 1/9, the N/R and the E lines, the latter with a new corridor extended south. The alignment of the walkway would bring it west to the Winter Garden at the WFC and to the east under Dey Street to Broadway. For travel further east toward Water Street, the Second Avenue Subway and the South Street Seaport, it is recommended that Fulton Street be closed to vehicle traffic during the day, except for small transit vehicles to assist those who do not wish to walk.

The features of the grand concourse concept, as currently proposed go a long way toward addressing the problems of east-west distribution of PATH riders and interconnections among subway lines and with PATH, all while maintaining flexibility regarding what may be

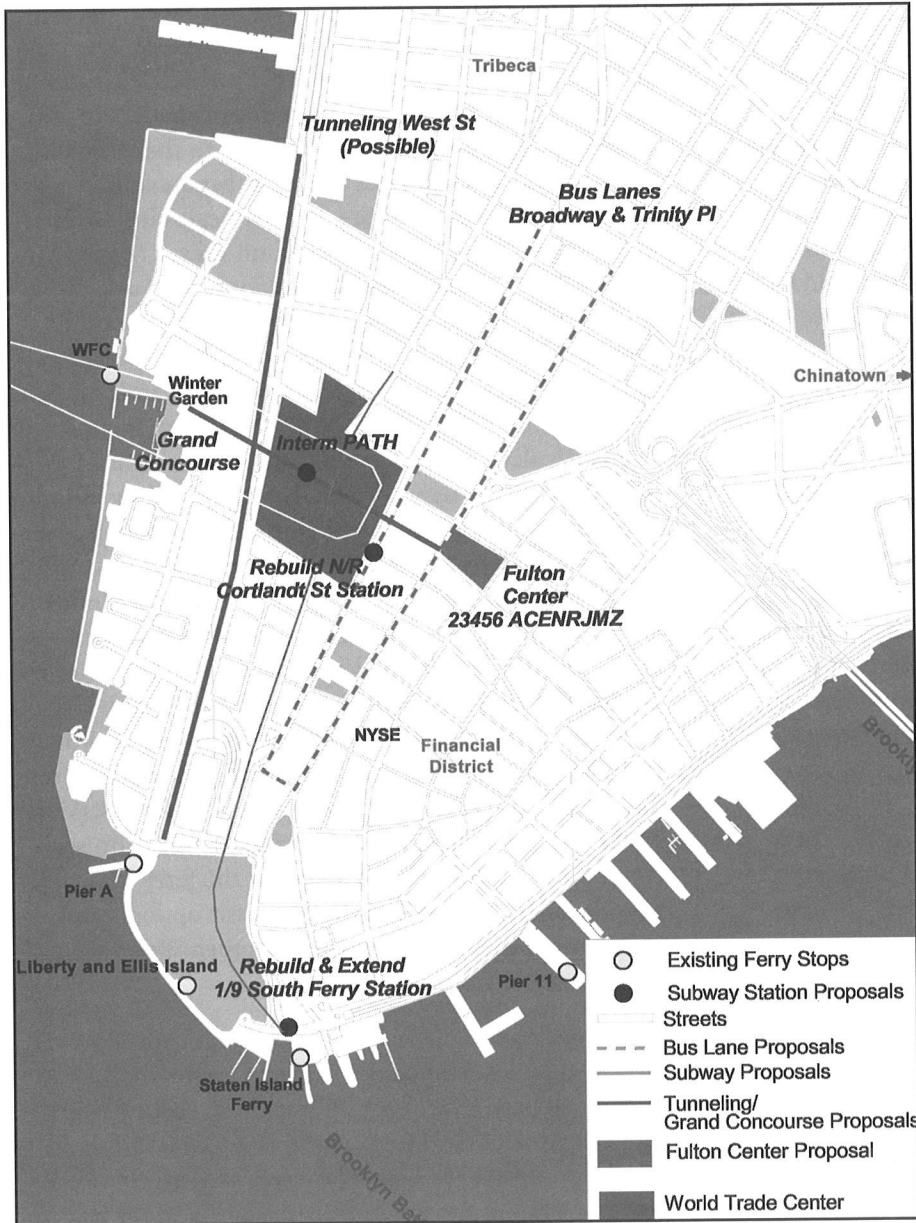


Fig. 13: Summary of Transportation Recommendations

(Map by Regional Plan Association)

built above it. This report recommends its adoption. Even with only one PATH station, the walkway and its moving walkways feature would speed up travel to Broadway and points east. The grand concourse would also make access to the WFC easier; the walkway would either be constructed under West Street. The grand concourse and its connections would not require consumption of land at the surface of the WTC site. Of course, specific designs that minimize pedestrian crowding and create attractive connections to the subway lines and to the surface are still to be developed, including the possibility of a signature “head house” at the MTA station on Broadway.

The creation of a facility that would provide easy connections between PATH and so much of the New York City subway system makes the idea of a universal fare card even more obvious than it has been to date. This report endorses a universal fare card for all the rail, bus and ferry systems in the New York Region and urges the relevant agencies to accelerate their efforts which have lagged in the past.

The Second Avenue Subway.

Planning and preliminary engineering is underway for a “full-length” Second Avenue subway that would extend to Lower Manhattan from 125th Street. Two options are under study, one that would connect the line into the Nassau Street J,M,Z lines in the Lower East Side, and the other that would build a new line under Water Street on the east side of Lower Manhattan. The Water Street alternative is much to be preferred for its benefits to Lower Manhattan and is recommended here. It would add two services to Lower Manhattan from the Upper East Side, one to the east side of Lower Manhattan and the other to the center of the Island in the N/R tunnel. Either option relieves crowding on the

Lexington Avenue line. Another benefit of the line under Water Street would be the potential it would offer for the construction of and extension of the Second Avenue subway into Brooklyn, which would meet the objective of subway crowding relief from that corridor. The Second Avenue subway should be considered an important part of any Lower Manhattan transportation plan, and funding for it should be pursued as part of the recovery from the WTC disaster.

Bus Service. In Lower Manhattan, bus volumes are concentrated along Trinity Place/Church Street for northbound buses and along Broadway for southbound buses. Their reliability and speed is compromised by other traffic on these crowded avenues. A "bus rapid transit" system with the latest technological advances and preferential treatments should be created for these vehicles, and include the possibility of use by other vehicles, such as construction vehicles that would benefit from special priority. NYCDOT should move forward with early implementation of the preferential treatment concept.

In addition, a search for adequate daytime storage and layover areas for buses in or near Lower Manhattan should be undertaken. This is particularly important given the likelihood of additional buses bringing visitors to Lower Manhattan. It should not necessarily be assumed, however, that buses would be the prime means of bringing visitors to Lower Manhattan. Since many tourists are likely to be visiting Liberty and Ellis islands too, the use of waterborne transportation for tourists should be encouraged, as should the use of the remarkable density of rapid transit facilities in the area. It is useful to remember that every 30 to 40 people shifted from a bus to rail or to ferries is equivalent to one less bus that must be accommodated on the crowded streets of Lower Manhattan and one less bus that needs to be stored there. Therefore, an analysis of waterborne and rail options that would minimize the number of added visitor-related buses but still accommodate tourists, should be undertaken.

Ferries. To bolster current ferry operations it will be important to use as much of the waterfront in Lower Manhattan that can be made available for ferry operations. The Battery Maritime Terminal, located just to the north of the Staten Island Ferry Terminal on the East River is one such facility. Reconstituting the Battery Marine Terminal for commuter ferry service by the NYCDOT would work symbiotically with the recommendation to reconstruct the 1/9 South Ferry station as close as possible to it and to the Staten Island Ferry Terminal.

New York Waterway has proposed to expand ferry services from Long Island City to Lower Manhattan, a short eight minute ride. The LIRR terminal on the East River would require significant capital investments and the LIRR would need to add service to feed the ferry. This proposal is intended to offer Long Islanders a time-saving alternative to transferring to a subway at Penn Station or at Atlantic Terminal in Brooklyn, par-

ticularly those with jobs near Pier 11 or Pier A, or if it were opened, the Battery Maritime Terminal. The proposal deserves a close examination by NYCDOT and the LIRR to determine if time savings benefits outweigh the costs and operating impacts to the railroad.

The added ferry services that have begun since September 11th constitute a healthy beginning to a harbor-wide ferry operation centered on Lower Manhattan and stretching to other waterfront locations in Manhattan, the other four boroughs, New Jersey and suburban locations in New York. There is now recognition that ferries have deservedly become an integral part of the public transit system in the New York Region and particularly to Lower Manhattan with its nearby waterfront. This network will develop naturally as long as there are profitable services that are possible. But the options for ferries will be limited by the private sector approach taken to date. It is unclear how much more extensive quality ferry operations could be if service was subsidized at a reasonable level, much like other transit modes, but an examination of subsidized services has not been adequately explored. It is recommended that an independent and careful examination be done of the market potential for reasonably subsidized ferry services in the New York Region, with the initial focus on service to Lower Manhattan to augment the ferry network, from localities with poor ground transit options, and in neighborhoods with housing development potential near the waterfront sites.

Suburban Access. The absence of direct commuter rail service to Lower Manhattan from the region's suburban sectors has been a serious handicap to its economic vitality. The options for Metro North or Long Island Rail Road direct access to Lower Manhattan were rejected on cost and market size grounds by the MTA in the late 1990s, and perhaps most importantly because a well located terminal in the center of Lower Manhattan was unavailable. The fact that the World Trade Center was destroyed also raised the possibility that a terminal might be located at that site, which was previously not available for a commuter rail terminal.

Recently, many proposals have been sketched out that would bring Long Islanders to Lower Manhattan through Downtown Brooklyn, either using existing subway tunnels or by constructing new ones. These proposals all could be designed to serve JFK airport too. They raise serious issues regarding cost, feasibility, impacts on LIRR and subway operations and customer benefits that must be resolved if they are to move forward.

Meanwhile, the MTA's plans for the committed to Second Avenue subway raise the strong possibility that an extension will be built at some future time to Brooklyn to accomplish the same objective as the concepts that have emerged since September 11th. This concept would be consistent with MetroLink, developed by RPA. It would extend the Second Avenue subway to Brooklyn through a tunnel to be constructed under Water Street in Lower Manhattan. It would use the Atlantic Branch of the LIRR to reach Jamaica where it could be configured to provide direct service between Kennedy Airport and Lower Manhattan. MetroLink would serve Lower Manhattan at Water Street and would continue up the east side to provide Brooklyn and Queens riders direct no-transfer access to the east side of Manhattan.

This report recommends that the MTA continue its work on the committed to Second Avenue subway, and to accomplish it in such a manner as to not preclude its extension to and through Brooklyn to Jamaica and Kennedy Airport, as described in MetroLink.

This report recommends that a sketch planning level analysis be initiated by the MTA using an open participatory process to see which of these options are fatally flawed and which ones should be considered in light of the progress on the Second Avenue subway. This work should be funded with the recent funds committed to LIRR/Metro North access line item by the Federal Emergency Management Agency (FEMA).

Pedestrian Space and Vehicle Space Allocation Plan.

Today and for the foreseeable future the street space in Lower Manhattan will be a precious commodity; competition for it among vehicles of every type will be

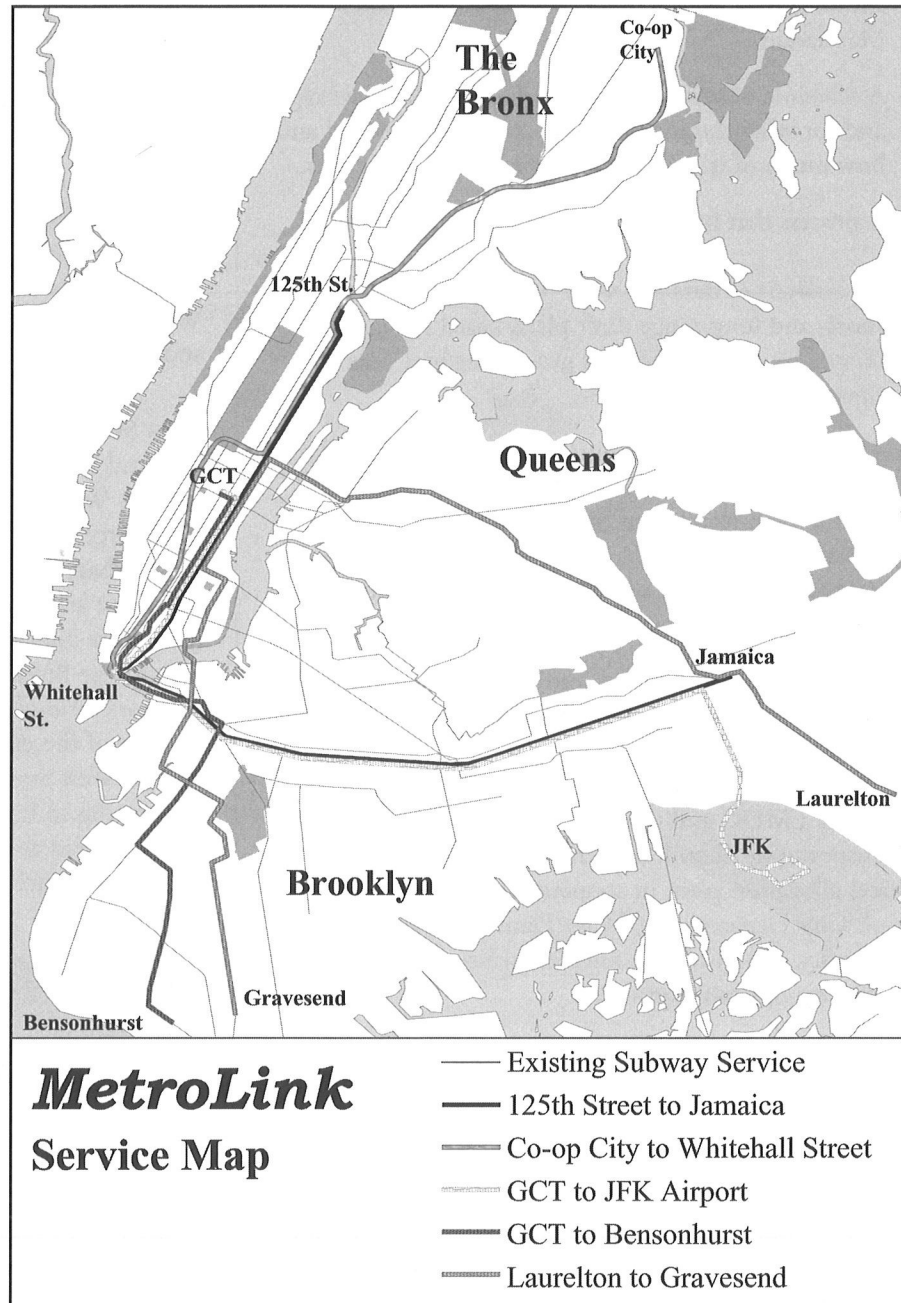


Fig. 14: RPA's MetroLink proposal

(Map by Regional Plan Association)

fierce and the needs of pedestrians cannot take second class status if the workers and residents are to continue to commit to Lower Manhattan. This report recommends that a process to determine how to overcome this potential urban anarchy by establishing where and when each potential user of the street space would have access to it. It must be a plan that changes with the circumstances of utility repair schedules, WTC reconstruction, and subway station openings. The process would contain the following elements:

- An inventory of uses of all street space in Lower Manhattan.
- A schedule of utility repairs, including where, when and for what duration street space will be needed and how much of it will remain available for other uses.
- A process that brings together all the affected parties.
- An analysis of data collected to develop the basis for a short- and long-range draft plans based on agreed to criteria by the stakeholders groups for best uses by time and location.
- The development of a short-term plan that the identifies responsible parties for carrying out and maintaining each element of the plan, the time frame for achieving each element, the parties that must coordinate actions, capital and operating funds needed and their potential sources.
- A longer-term vision that also identifies the responsible parties, coordination activities, timing, costs, and funding sources.

The LMDC and the New York City Department of Transportation should take the lead in developing a street allocation plan, in cooperation with the New York City Department of City Planning, the Port Authority, the MTA, the affected utilities and other relevant city and state agencies.

Designing Downtown for Pedestrians. Aside from determining the proper allocation of space for pedestrians in Lower Manhattan, guidelines should be set for pedestrian space, using accepted industry practices. It would include level of service standards on walkways, stairways and escalators that would be applied to minimize overcrowding, just as is now done by traffic engineers for motor vehicles. The guidelines would address policies toward unnecessary walkway obstructions that narrow walkways and for design of new subway entrance locations. The guidelines would be applicable to the WTC site as well as to the rest of Lower Manhattan.

There is a strong public preference to re-establish a network of streets and blocks that reconnects the WTC to its surroundings. This approach is recommended. There are many ways to accomplish this, some of which have been laid out in the work of New York New Visions. Because this issue is so inextricably intertwined with the design of the memorial, it would be

presumptuous for this report to venture an opinion that might preclude an imaginative memorial design. However, a few considerations are in order. There is considerable logic in having Greenwich Street, and either Fulton or Dey Streets running through the site, though not necessarily to carry motor vehicles. Greenwich Street is a logical choice with the recent redesign of the replacement building at the site of #7 World Trade Center. Dey Street lines up with the Winter Garden to the west and Fulton Street does too, and it runs eastward through to the East River.

West Street. The barrier of West Street should be removed to enable pedestrians to more easily reach BPC and the WFC. This can be done either by depressing West Street, decking over it, or simply by redesigning it as an urban boulevard. Depressing it is likely to be very expensive and merely redesigning it as a boulevard ignores its importance as a connection from the West Side to the Brooklyn Battery Tunnel. Decking is likely to create serious problems in designing the WTC site because of the deck's high elevation. A buried or decked West Street could create land for a linear park connecting to Battery Park City. If West Street were reconstructed as a tunnel, the cost is likely to be high, possibly as much as \$2 billion. It is recommended here

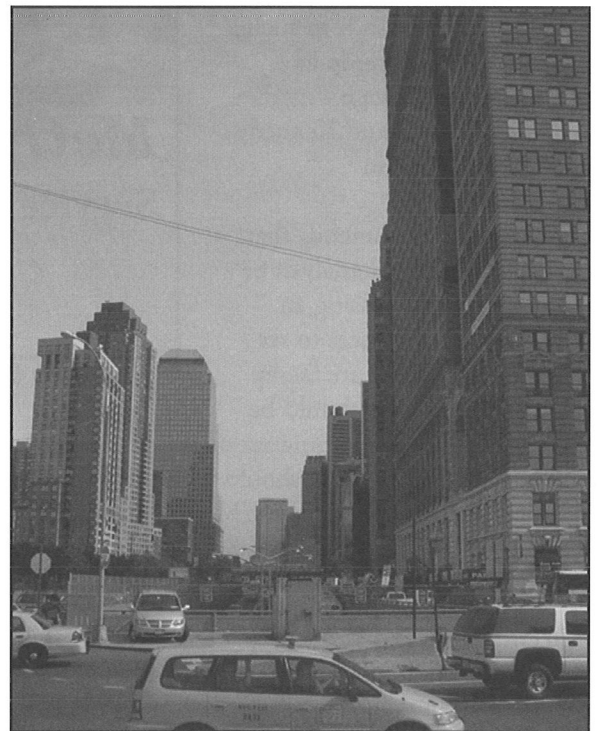


Fig. 15: West Street & Battery Place looking north

that all the options to reducing West Street as a pedestrian barrier continue to be studied, including traffic impacts, construction costs, neighborhood disruption, noise, air quality, and the potential impact on the adjacent memorial site at the WTC just to the east.

The Role of Passenger Cars. The success of the SOV ban (or carpool rule) at the East River and Hudson River crossings during peak hours has given policy makers pause to reflect how its benefits can be retained after the short-term reasons for its imposition have ended. One possibility is through pricing the crossings to favor off-peak travel over peak travel with tolls that vary by time of day. It is currently done at the Hudson River crossings, where only a \$1 differential between peak and off-peak tolls have had a measurable impact on peak traffic volumes and congestion. Doing the same at the East River would require tolls on the now free East River bridges. This could create a large source of revenue for transportation needs, including some of the ideas discussed in this report. A high-speed E-ZPass based system with limited cash tolls can avoid queuing at the crossings, and spread traffic—now snarled at the free facilities—to times and crossings with less crowding.

A second and complementary concept would put a value on entry into Lower Manhattan to ensure that only those that place the highest value on using the scarce roadway space in Lower Manhattan be permitted to enter. EZPass technology makes this concept feasible.

A careful study is recommended to understand the equity issues, the traffic impacts and the revenue implications of both the bridge toll and street value pricing measures. This study, which should be done in concert with the Street Management Plan discussed above, would address the issues of cash tolls, toll levels and differentials to achieve congestion relief, diversions among crossings and their approaches, and establish a program for use of funds that benefit transit, particularly in Brooklyn, Queens and Long Island.

Funding. Beyond the funding that will be provided by the FEMA, Lower Manhattan will be in need of funding for transportation projects that can assist it in recovering economically over the next few years. The most successful transportation funding campaign in our New York metropolitan region occurred when we were under another crisis, one of our making. In the early 1980s the New York's subway, bus and commuter rail systems were falling apart after years of neglect. The New York State legislature, with leadership from the MTA put

together a multi-source funding package that raised enough funding for 20 years of investments in repair and replacement, totaling almost \$25 billion. It has brought the transit system back from the brink of collapse. The funding package consisted of many taxes and fees pieced together to meet the need, which they did well.

Today, there is a need for another round of funding for transit. The system, while back from the brink still has many needs, with more created by the events after September 11th, many of which will not benefit from special Federal funding. Revenue options need to be seriously discussed, especially as they relate to the needs for Lower Manhattan. A mix of revenue sources could be constructed that would not damage one sector of the economy disproportionately.

These sources need to be understood with respect to the amount of revenue raised at any given rate for each, and the advantages and disadvantages of each, their regressivity, ease of collection, administrative burden, aptness for transportation, inflation-resistance, stability, etc.

This report recommends such a study to be done by an independent source, but with the expectation that the City and the State will act on its recommendations. The study would construct a variety of scenarios, or mixes of revenues that would raise the required funds after identifying the need. Advantages and disadvantages of each would be identified. A report would be made public and discussion would ensue involving the Governor, the Mayor and the State Legislature.

Transportation Working Group

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Urban Design

Urban Design guides public investments that influence the physical form of the city and the life within it, such as transportation, street location and character, public buildings, placement of parks. In short, urban design is concerned with all the elements that form a growth strategy for Lower Manhattan. The principles presented here emphasize the importance of the public realm's services and buildings, the need to create a complete network of well-designed streets and linked open spaces, and continuous waterfront access opportunities. We must provide parks and recreational spaces for children, open-air performance spaces and outdoor markets. And we must manage street usage and the discontinuities of spatial networks, most notably, the reconnection of the World Trade Center site to the rest of Lower Manhattan and re-designing West Street as a seam, rather than a barrier, between Lower Manhattan and the waterfront.

FINDINGS

The specific principles in this draft summary report are offered in the context of the following overarching considerations:

1. That the World Trade Center site itself, because of the importance of memorializing the events and the human tragedy of 9/11, has taken on a special significance.
2. That the World Trade Center site is but one component of a much larger issue of urban design that includes not only the rest of Lower Manhattan, but much of the region, and acknowledges the impact of the events of 9/11 on the other five boroughs, Northern New Jersey and beyond.
3. That the heart of the financial district, an existing designated historical area, is the cradle of both New York's and America's history. Many downtown buildings are landmarks. Other Lower Manhattan areas have been proposed as historical districts. And Battery Park itself is a tourist destination, a way station to Ellis Island and the Statue of Liberty historical monuments. The design for Lower Manhattan should celebrate and preserve the history of Lower Manhattan as the cradle of American history by building on the existing historic district, streets, buildings; preserving the existing historic block size, street width, street patterns, building massing, configuration and height; and providing space for museums and tourism.

RECOMMENDATIONS

The Urban Design Working Group recommends a set of urban design principles to guide development that takes into consideration the history of Lower Manhattan, the diversity of its neighborhoods, and the existing pattern of urban development. They are:

1. **An appropriate memorial must be included on the 16-acre WTC site.** The decision concerning a memorial will affect the restoration of site's historic street grid, the location of new buildings and public transportation access, and the manner in which the reconstruction of the site serves to connect the surrounding neighborhoods.

The desire to integrate the memorial into the planning of both the World Trade Center site and Lower Manhattan means that the urban design component of the memorial must be more than resolving the competition with development for space at the World Trade Center site or more than

identifying a single space for contemplation, reflection and remembrance, or the incorporation of memorial program-related structures such as a museum or institute. If the integration of the memorial experience into all of Lower Manhattan is a goal, this involves a much broader array of urban design issues. They include the potential desire for several sites, view corridors to memorial sites, the nature of the pedestrian experience as one approaches the memorial(s) and other more subtle ways in which the memorial may be revealed including landscape design strategies throughout Lower Manhattan.

Although it is inappropriate to reduce the memorial issues to that of competing space usage needs, it is essential that the program define the important spaces. A number of ideas have been mentioned and should be explored. These include a visitors' center or a museum as an appropriate setting for artifacts. Urban design issues are the scale

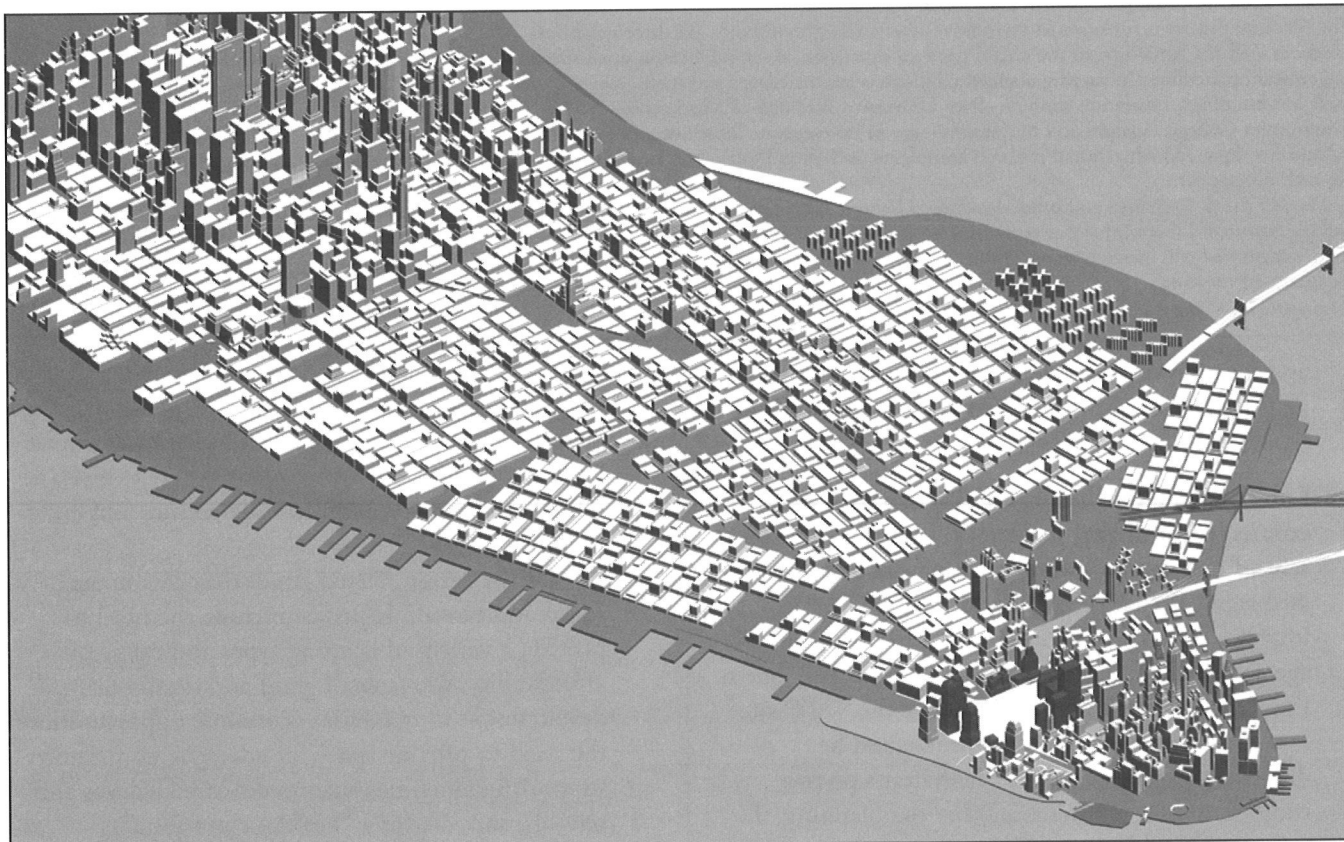


Fig. 16: Lower Manhattan to Midtown

The low-rise area between the Lower Manhattan Financial District and Midtown contains the residential and mixed-use neighborhoods of TriBeCa, Chinatown, Little Italy, the Lower East Side, SoHo and Greenwich Village, Chelsea, and Madison/Union Square. Expansion of large-scale development is constrained in these areas, as the accumulation of the small lots could be prohibitive in terms of time and cost. Consequently, the following illustrations focus on potential development in the downtown area.

(Computer Modeling: Kiss + Cathcart Architects/University of Colorado, Boulder)

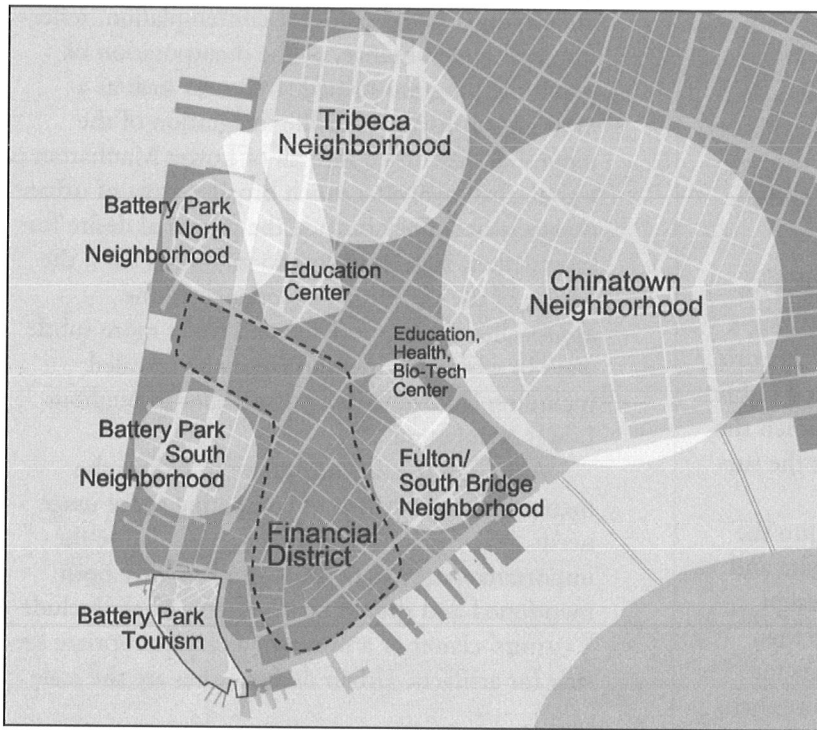


Fig. 17: Areas of Existing Downtown Land Uses

The financial district is surrounded by three residential neighborhoods. All three neighborhoods, as well as Chinatown to the north, need an expansion of school, health, open space, and recreation facilities. In varying degrees, all districts are mixed-use and include live-work loft buildings. Education centers—Pace University, Borough of Manhattan Community College, Adelphi and Stuyvesant—are in two separate locations and form the nucleus for expanded educational-research complexes, as well as health care, hospital and bio-tech development.

The NY Stock Exchange and other downtown historic landmarks (including Ellis Island and the Statue of Liberty), have always attracted millions of visitors. The World Trade Center memorial will increase visitor traffic. A redeveloped site should be prepared to handle increased tourism.

(Map by Regional Plan Association)

and location of the mixed-use buildings on the site and their relationship to existing or proposed open spaces.

2. **Lower Manhattan needs an efficient and well-connected local and regional transportation system of mass transit, ferries, vehicular transport and street management.** Steps must be taken to improve the environment for pedestrians and manage vehicular traffic that gridlocks downtown streets. Land use strategies must re-integrate the WTC site into the historic fabric of downtown and be designed to connect Lower Manhattan's diverse neighborhoods. It is essential that the planning of streets and buildings strengthen mass transit options and connectivity.

The transportation and circulation plan is integral to any urban design plan for both Lower Manhattan and the World Trade Center site. Urban

design issues include the design and the location of the proposed underground concourse and station as well as other facilities. And there are as many transportation and circulation-related design issues above ground including the need to resolve competing needs for limited street space and provisions for buses, delivery trucks, bicycles and other modes of transportation. As ferries play a larger and larger role in transportation, buildings and spaces need to provide pedestrian and parking access to waterfront transit.

There is a complex interaction of issues around transportation, the memorial and sustainability. An essential part of a regional strategy for sustainable development is that new development should be close to mass transit access.

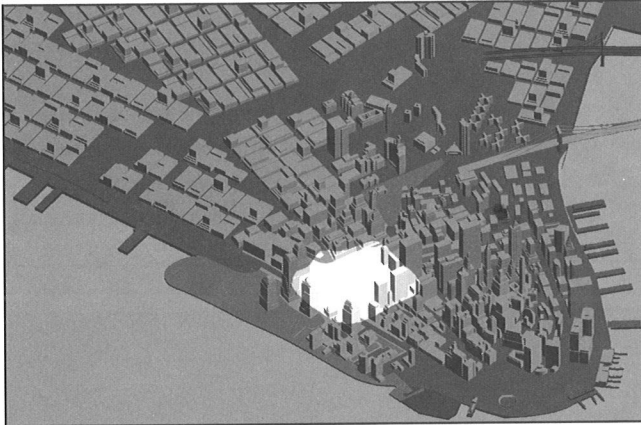
3. **Amenities must be developed to serve Lower Manhattan's diverse population of residents, workers, and visitors and tourists.** This

requires a multi-faceted approach to providing amenities that serve these populations' diverse needs.

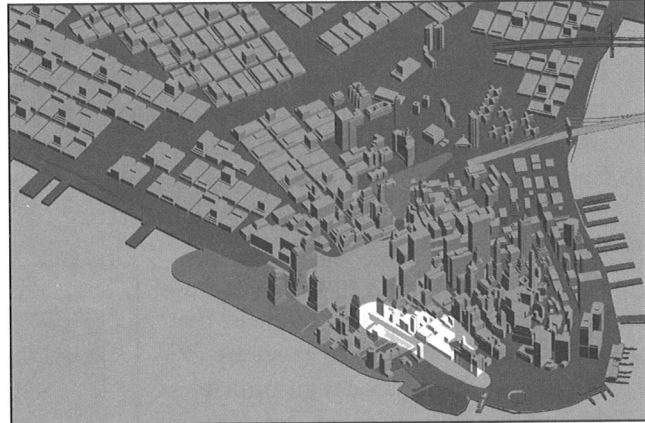
Each type of population, whatever the occupation, age, ethnicity or

income must find facilities that enhance their quality of life and make Lower Manhattan an attractive place to live, work, and play. Space must be provided to meet the need for different kinds of schools and for community-scale culture and entertainment.

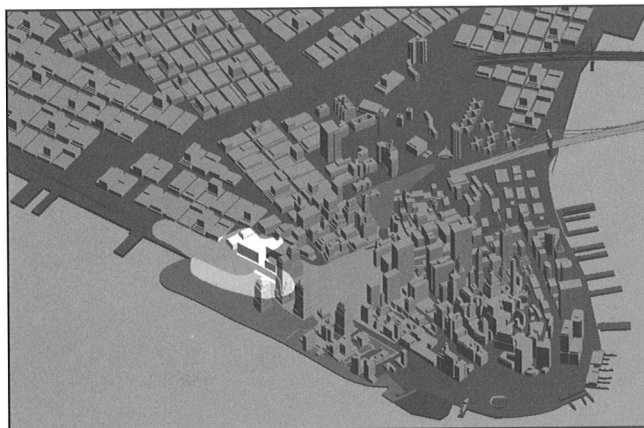
Urban design related issues that encourage social and economic justice include the need to provide a variety of housing types and range of affordability; the scale of retail and small business development to maximize economic opportunities; the need to provide space for adequate community-supporting amenities such as daycare facilities and schools; support for a "healthy communities" including walkability, bike-ability and barrier-free design; and creating a secure environment without privatizing the public realm.



Site A



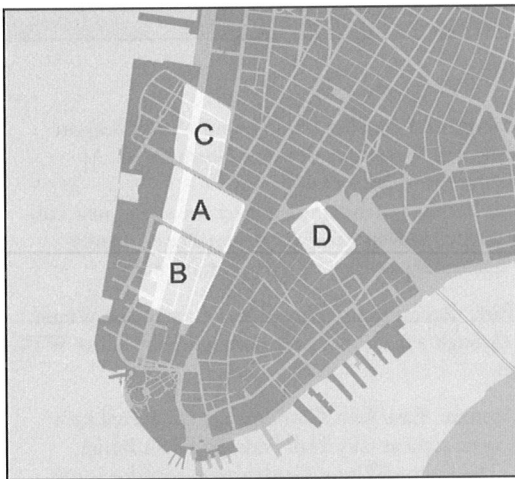
Site B



Site C



Site D

**Fig. 18: Underutilized Areas—Future Growth**

There are four underutilized areas in downtown suitable for future growth, plus the infill potential within the financial district. These illustrations show the location and potential land uses of these areas. Sites A, B, and C assume that land over a sunken West Street highway can be developed. Also, that within all new construction adjacent to residential areas, there will be provisions for residential needs (schools, open space, medical facilities, and retail).

Site A. World Trade Center as part of the financial district needs to be reconstructed in an appropriate mix of office buildings, hotel/residential, cultural facilities, and open space that includes the memorial.

Site B: Located between Battery Park City South, a residential area, and the office towers of Church Street. This is an area that can accommodate both office and residential construction.

Site C: Located between the new residential buildings at Battery Park City North and the TriBeCa neighborhood, the present institutional and educational complex (Borough of Manhattan Community College, Adelphi University, and several public schools) can be expanded by new institutional and mixed-use construction.

Site D: Located northeast of the financial district, the mixed-use area of Fulton/Southbridge can accommodate new construction on an number of soft sites. The area around Pace University is particularly suitable for development and expansion of knowledge-based industries, as recommended by the Economic Development Working Group.

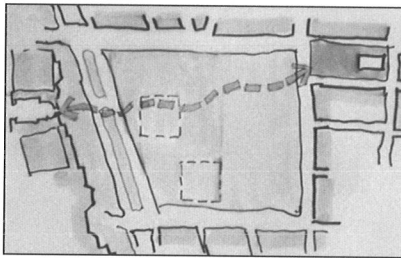
(Computer Modeling: Kiss + Cathcart Architects/University of Colorado, Boulder)

4. We must have design excellence, including a diversity of massing, building heights and configuration, a variety of architectural styles, state of the art communications infrastructure and respect for the context in the different neighborhoods. Siting of new buildings should respond to view corridors and facilitate access to the waterfront.

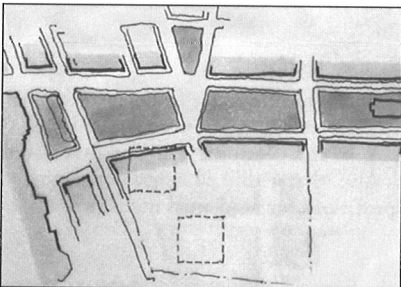
Design excellence must also include the experience of the environment that must be protected. These issues are reflected in the urban design principles through the promotion of "green building" technologies, sustainable architecture guidelines and reduced energy. Detailed attention must be given to the greening of Lower Manhattan and to

the microclimate effects of wind, sun and shade on streets, public spaces, landscaping, street furniture and materials.

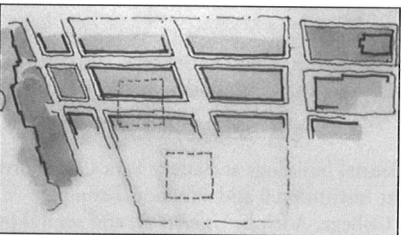
There must be new strategies for waste management both at the scale of individual buildings and Lower Manhattan as a whole. Urban design issues include the strategic location of underground



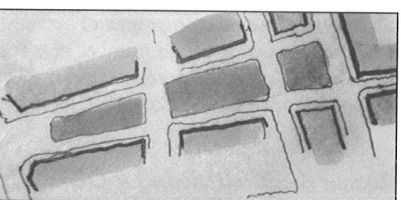
Proposition A: Open Memorial Park



Proposition B: Downtown Park System



Proposition C: Rebuilt Street Grid



Proposition D: Continuation of Rector Place



Fig. 19: East/West Corridors

Existing Conditions (above)

Fulton/Dey Street: This is a commercial corridor linking South Street Seaport with the WTC site and, potentially, the Winter Garden and North Cove. At Broadway, visual corridors across the island become apparent.

Wall/Rector streets: This corridor has the potential to connect the site of new cultural facilities on the East River to the Hudson River via Rector Place. Trinity Church, located in a canyon of historic skyscrapers, is a major focal point.

Proposition A. Open Memorial Park: Access from Fulton/Dey Street to the Winter Garden is via landscaped paths through a memorial park occupying the entire WTC site and a landscaped West Street.

Proposition B: Downtown Park System: East/West Corridors are connected by a series of downtown parks at the same scale as City Hall Park, St. Paul's Burial Ground and South Cove Plaza. The Fulton/Winter Garden view corridor is preserved.

Proposition C: Rebuilt Street Grid: Fulton and Dey streets continue through the WTC site. Visual and pedestrian corridors are tightly constrained and fine-grained.

Proposition D: Continuation of Rector Place: Open space at Rector Place in Battery Park City is extended across West Street. New buildings on West Street match the scale and character of BPC buildings.

(Rob Lane, RPA and Colin Cathcart, Kiss & Cathcart for New York New Visions)

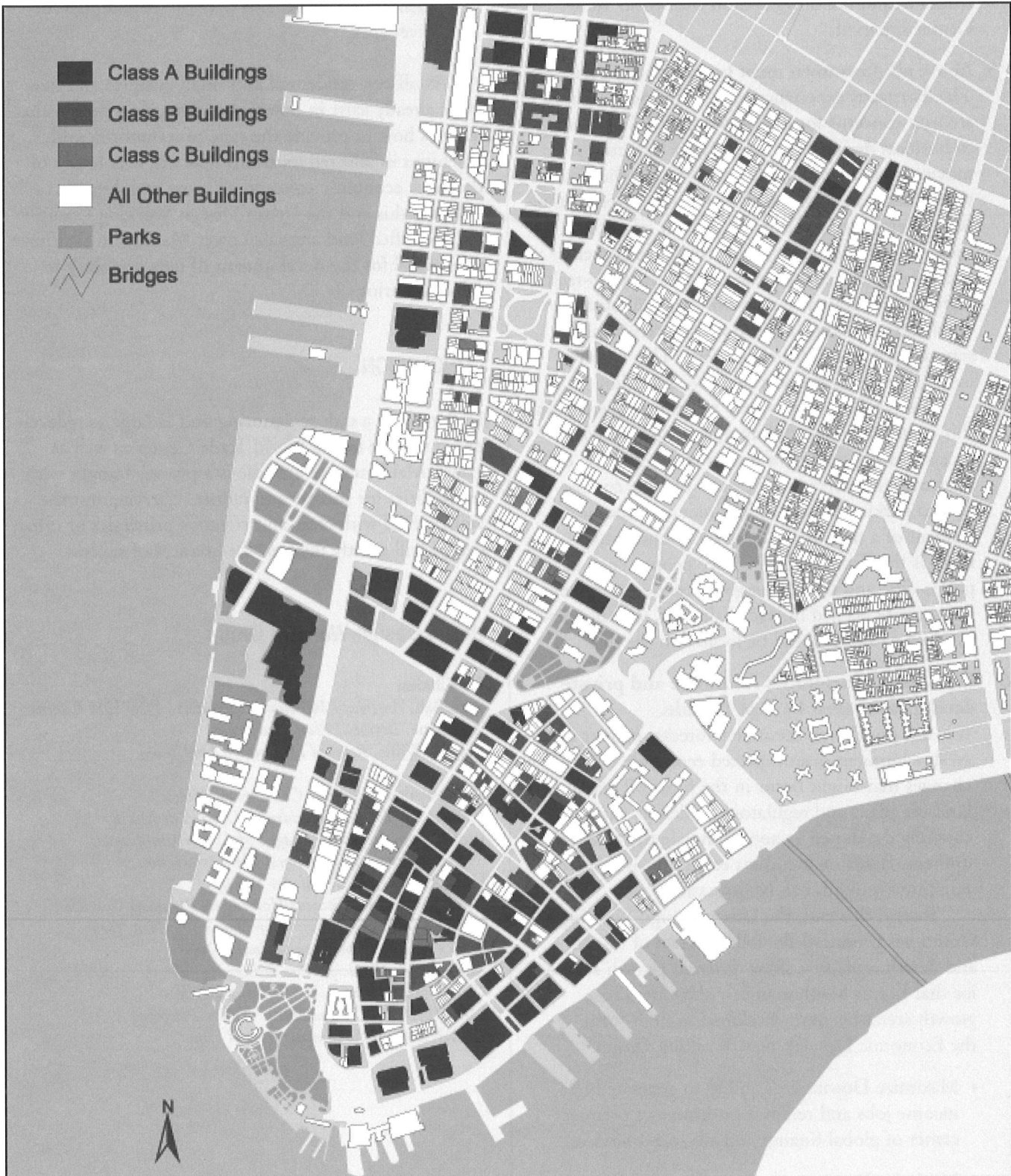


Fig. 20: Types of Office Space

This mapped distinction between class A, B, C, and other office spaces provides a broad-brush view of the office mix downtown between newer construction (class A), pre-war (class B), industrial (class C) and other buildings that do not fit into either of these categories. Class B and C buildings can typically remain office buildings or can be converted to residential or live-work lofts. The actual use of these buildings will depend upon market forces that will push these buildings toward one use or the other. Consequently, all of the downtown areas should be considered mixed-use.

(Map: Urban Data Solutions)

spaces within buildings and on the World Trade Center site itself.

5. Above all downtown must be safe and secure.

The disastrous experience of 9/11 introduced new security concerns for many companies. This has led to business decisions to decentralize operations, moving certain corporate operations to other locations. Consequently, it is important to diversify the basis of employment from its present reliance on the financial businesses, residential development and tourism to include other uses such as bio-tech, software-technology, public-private small business incubators, retailing, educational centers, health services, arts and cultural activities. This requires land use plans to support this diversification.

Human life and property must be protected. In this context, the scheduling of street use, truck access and the staging of tourist buses, and use of alternate transportation forms to provide connection to parking locations, becomes an important element of a new urban design. Of equal importance is that facilities and service people, such as police, fire, and other emergency services and facilities that are needed in case of disaster, whether terrorist or natural, should be located in the district.

6. Land use opportunities for public and private development must be kept flexible.

It is not possible to accurately forecast market driven development or unexpected economic or social changes that might occur in the future. Therefore, land use plans and regulatory guidelines must be carefully developed as not to impede future development. Based on a current economic analysis, certain growth trends can be forecast.

Toward this end, the Urban Design Working Group has produced the following set of images and descriptions that show different growth scenarios that Lower Manhattan can play out. These growth scenarios were developed in draft form by the Economic Development Working Group.

- Maximize Downtown's ability to generate high-income jobs and retain its position as a premier center of global finance and advanced services.
- Maximize Downtown's potential to incubate new growth industries and reinforce its evolution as a center of increasing diversity of economic activity.
- Maximize downtown's potential to attract resi-

dents and visitors and develop its potential for live-work.

As offices, residential and small business and live-work already exist in downtown, the urban design challenge is how to provide the type of framework and amenities in selected locations that will enable any of the three economic concepts to grow and flourish. Towards this end the Urban Design Working Group has identified land areas of Lower Manhattan that have a potential for the development of uses necessary in these scenarios.

CONCLUSION

Undertaking a task as daunting and as large as redeveloping the site of the World Trade Center as well as Lower Manhattan as a whole is a process fraught with possibilities for success and failure. Carrying out the work armed with clear and effective principles of urban design will greatly increase the chances of success.

Urban Design Working Group

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 Kimberly Miller, *Citizens Housing & Planning Council*
 Suzanne O'Keefe, *Alliance for Downtown New York*
 Nancy Owens, *Community Board One*
 Ellen Ryan, *Municipal Art Society*
 Christopher Steinon, *Beyer Blinder Belle*
 Mike Weil, *NYC Department of City Planning*
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Civic Amenities

The destruction caused by the terrorist attacks of 9/11, as well as the spotlight of world attention it has prompted, has with tragic irony given the city and region an unprecedented opportunity to revitalize Downtown by creating new places and new facilities through public and private investment. The initiatives set forth below by the Civic Amenities Committee build upon Lower Manhattan's defining features and essential strengths: its historical landmarks and streetscapes, its waterfront, and its art community and cultural attractions. We have not made Recommendations about other civic necessities such as retail, schools, and health care facilities because each of these areas required an in-depth study that our group could not undertake at this time. Some of our proposed amenities should be developed on the World Trade Center Site, many would occur in the surrounding neighborhoods, and a few are intended to extend throughout the district and weave the area together.

As new amenities are created, it is essential that they be thought of in context with the existing historic fabric of Lower Manhattan and become seamlessly inte-

grated into that fabric. New amenities, such as transit hubs, should be envisioned as opportunities to create important civic spaces where cultural activities and events can take place. Future development must also be sensitive to the human scale of the narrow Lower Manhattan streets and the character of early skyscrapers in order to strengthen the distinction of historic districts.

Over the last two decades, through the dedicated efforts of the local community, many public improvements have been created Downtown to serve a burgeoning residential population and an increasingly diversified work population. These sporadic, grass-roots efforts, while effective, were often painfully slow and laborious: it took over twelve years of advocacy, planning and implementation to complete the streetscape improvements referred to as "the greening of Greenwich Street." We should not wait similarly to advance this essential phase of work. We now have the chance to implement these remaining projects throughout Lower Manhattan in a more integrated, thoughtful and time-sensitive way.

Our findings and recommendations for major civic improvements for Lower Manhattan are outlined below. Most of these can be accomplished in the short term (one to three years), while the redevelopment of the World Trade Center Site and depressing the grade of West Street require a longer focus of time, money and attention.

FINDINGS

1. **The problems faced by Downtown before 9/11 are now greatly exacerbated.** Existing amenities and attractions must be improved, made more accessible and better advertised. The World Trade Center site allows for the addition of new amenities in a more central location within Downtown, amenities that would better serve business and emerging residential districts east of Broadway.
2. **There is poor east-west access across the district.** There is neither cross-town bus service nor easy direct access by foot because of grade changes.
3. **Enjoyment of open space and the streetscape.** Downtown is often marred by the ubiquitous parked and idling vehicles on plazas and streets. Views and access to the waterfront are often obstructed and impeded.
4. **In addition to the World Trade Center site, we have identified several available sites for new amenities:** the West Street area, the Battery Tunnel entrance/garage area, the Fulton Fish Market and the area around as well as under the Brooklyn Bridge.
5. **West Street has potentially five different segments from its terminus at Historic Battery Park up to Canal Street,** each of which has very different conditions, considerations and necessary dialogues associated with them.
6. **Amenities were not planned for historically.** Early residents—loft-dwellers who resided in Tribeca and the Seaport quasi-legally—lived there without basic services like groceries, dry cleaning and trash collection. Even

early plans for Battery Park City, now regarded as a model new community, did not include basic provisions for schools, libraries and recreation.

7. **Until September 11th Lower Manhattan was the fastest growing residential area in New York.** Civic improvements are essential to increasing the residential base of Lower Manhattan and diversifying it with affordable housing.

RECOMMENDATIONS

1. **Promote Downtown's Identity As The Historic Center Of The City And Region.**
 - Acknowledge and inventory historic resources including buildings, landscapes, artworks, and street patterns. Planning and zoning decisions should be complementary and supportive.

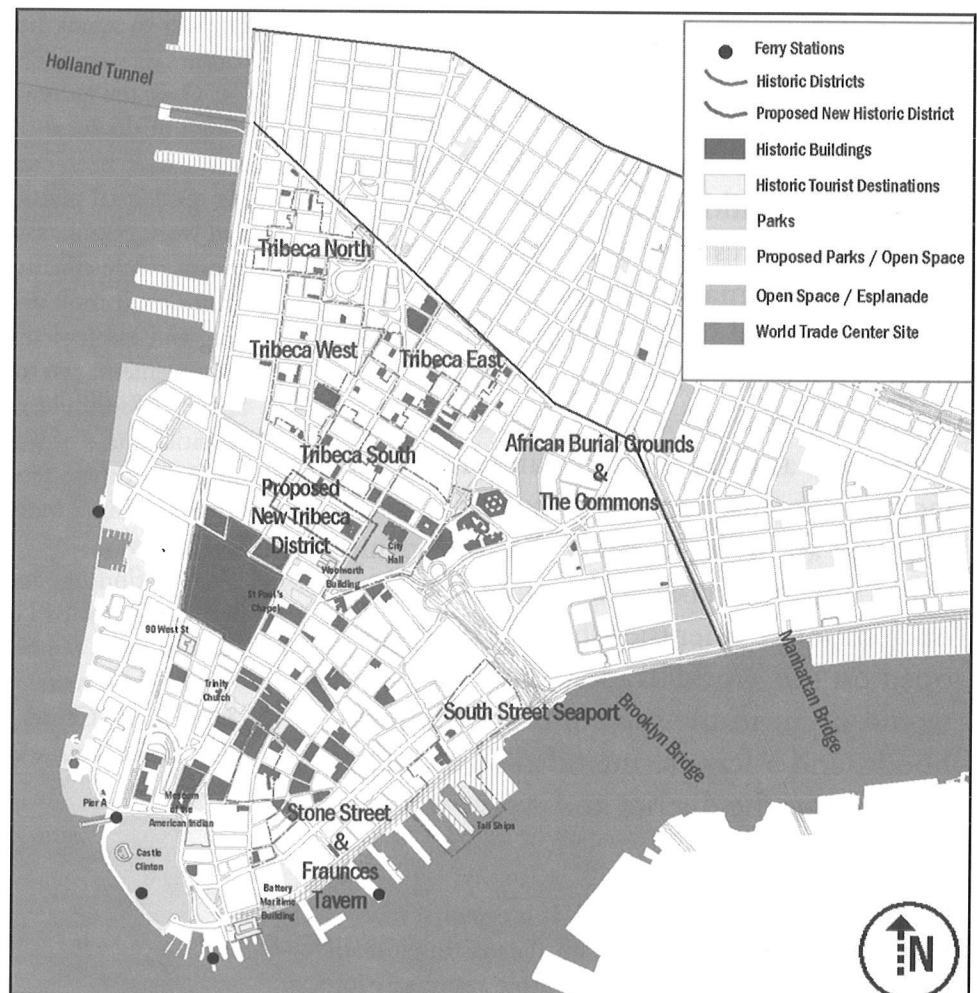


Fig. 21: Lower Manhattan Landmarks

(Map by Regional Plan Association)



Fig. 22: Municipal Complex

- All relevant Lower Manhattan Development Corporation advisory groups should include an urban historian and at least one preservationist.
- Make federal tax credits available for the qualified restoration of the State/National Register listed and eligible properties, and highlight the tax credits as part of the incentive package to attract and keep owners/developers downtown.
- Set aside funding from the Federal \$20 billion award for redeveloping Lower Manhattan and make funding available to owners of historic buildings below Canal Street for exterior cleaning and repair.
- Recognize the importance of the Tweed Courthouse for a public use.
- Protect historic properties in the lower Greenwich Street area, south of Liberty, which has been identified for potential future development.
- Support the extension southward of the Tribeca Historic District.
- Develop a list of specific opportunities for investment.
- Set aside funds for promoting community and neighborhood identity in places such as Chinatown, Little Italy and Tribeca.

2. Reignite The Cultural Scene By Building On Downtown's Distinct Mix Of Large And Small Arts Organizations.

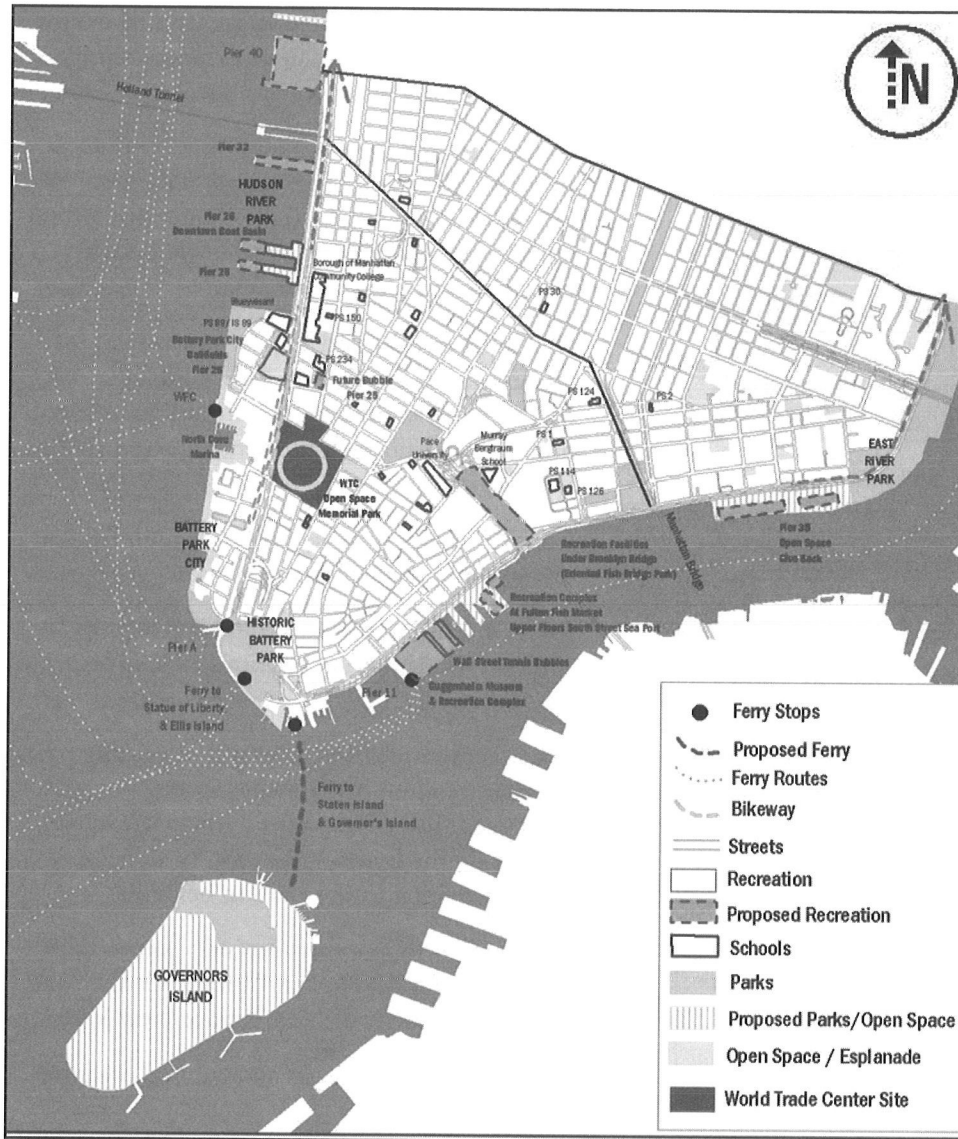
- Celebrate the complex network of small and mid-

size arts organizations and larger cultural institutions through the creation of a comprehensive marketing plan and cultural map.

- Locate a central information center for the arts, cultural history and other tourist activities, preferably at the World Trade Center site. This should also be advertised at uptown locations such as Grand Central Terminal.
- Develop a coordinated way-finding system for the arts across the district. This would also connect to historic buildings, public art and the cultural network through the winding street grid of Downtown.
- Consider major new institutions within the context of the overall cultural ecology.
- Invest in existing arts and cultural groups in addition to identifying interim and long-term funding needs.
- Create and implement programs in existing pavilions and outdoor performance spaces. Implement initiatives such as arts in the schools and art on the beach—these can be done now without waiting for facilities to be built.
- Continue to support arts/business partnerships like the Lower Manhattan Cultural Council and the Port Authority of New York & New Jersey.
- Create tax credits for arts and cultural organizations.
- Integrate cultural activities with the transportation hubs at Fulton Street/World Trade Center, South Ferry/Battery Maritime Building, and with public parks and plazas.



Fig. 23: Concert at WTC Plaza



(Map by Regional Plan Association)

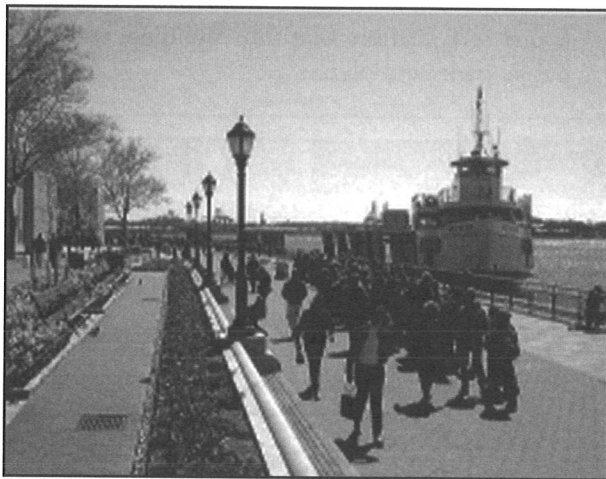


Fig. 24 (Top): Waterfront Recreation

Fig. 25 (Bottom): Historic Battery Park Esplanade

3. Improve Parks, Waterfront Access And Recreation Throughout The District.

- Recognize the importance and potential of Lower Manhattan's sweep of waterfront for parks, recreation and boating while understanding that it has little useable active open space. Protect the view corridors and public access and encourage seasonal cultural activities along the waterfront.
- Complete the walking and bike trail around the southern end of Manhattan.
- Accelerate improvement and connection of East River waterfront esplanade.
- Accelerate completion of Hudson River Park from Clarkson Street (south of Pier 40) southward to Stuyvesant High School.

- Complete the bike path along the southern tip along historic Battery Park to the east.
- Maximize the recreational potential for the East river esplanade and piers, the area under and around the Brooklyn Bridge, as well as the Fulton Fish Market. Ensure public use of Governors Island as an essential recreation destination for Lower Manhattan and the region.
- Create a large scale, full-service YMCA-type facility for public recreational use.
- Fully implement the commitment to create affordable recreational and cultural facilities on Pier Sheds 35&36, building upon the efforts of local elected officials and the local community to procure those facilities.

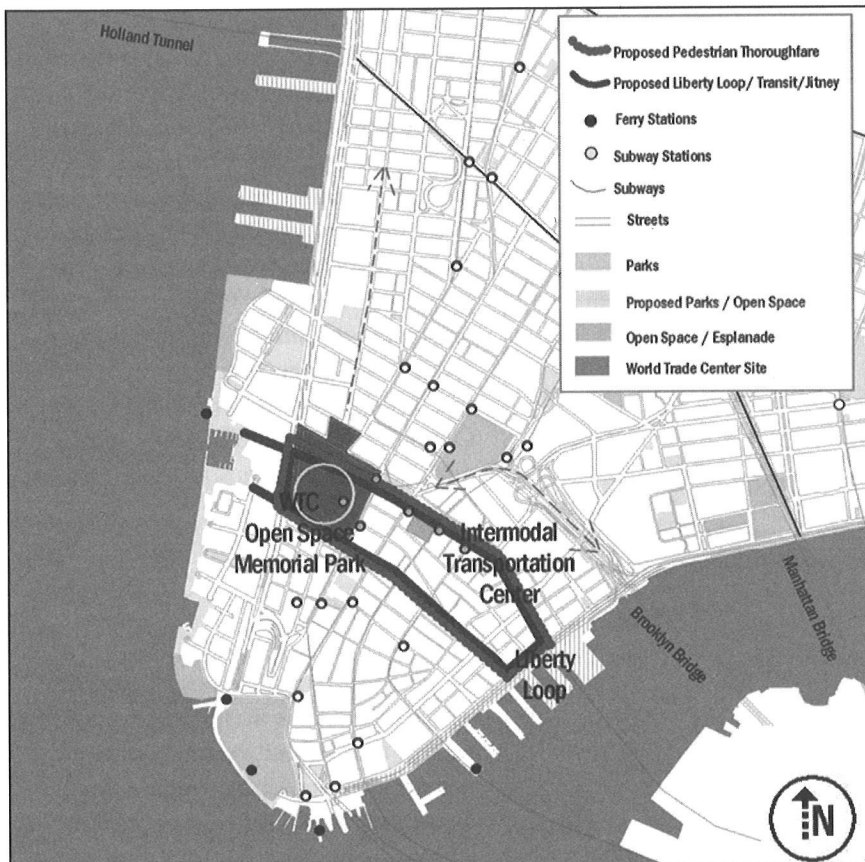


Fig. 26: Liberty Loop

(Map by Regional Plan Association)

- Investigate creation of a new park or series of open spaces in the West Street right of way that could connect the Memorial or other park areas on the World Trade Center site to the historic attractions of Battery Park and Liberty, Ellis and Governors Islands and Gateway National Park. This new group of open spaces might be operated by the National Park Service as "Liberty National Park."

4. Improve Open Space and Pedestrian Connections to The World Trade Center Site and throughout the District.

Configure the World Trade Center Site as the crossroads to and from the various districts and destinations in Lower Manhattan. Create a series of pedestrian friendly interconnections between the World Trade Center site and surrounding neighborhoods, and important destinations, including the waterfront. Promote the Liberty Loop concept as the major east-west connection, running from river to river along Liberty and Fulton Streets through the World Trade Center site, designed as a special

pedestrian and transit way (utilizing environmentally benign technologies) and coordinated with east-west traffic flow streets.

Improve and expand the inventory of open space downtown.

Explore funding mechanisms including public private partnership options to ensure adequate funding for ongoing maintenance and programming of park and open space. At 16 acres, the World Trade Center site is about two-thirds the size of Historic Battery Park and Central Park's Sheep Meadow. Maximize the open space opportunities at the WTC site in order to: 1) take advantage of the site's square shape to create a diverse sequence of landscape experiences moving from edge to interior; 2) site buildings to minimize adverse wind effects and create sunny places for parks and gardens; 3) connect the site to other open space such as St. Paul's Church Yard, and the space at Battery Park City including the Winter Garden. Redevelop the

World Trade Center Site with a lively array of civic amenities—arts, cultural and recreational uses.

Support recommendations for improving vehicular circulation and reduced traffic and onstreet parking (especially of official cars and buses) in Lower Manhattan as put forth by the Civic Alliance Transportation Committee. Take advantage of security measures that have created limited-access zones around City Hall, the Courts, and the Stock Exchange by creating beautiful pedestrian hubs within the district. The approaches to and space under the Brooklyn Bridge might also be redesigned to permit new retail or service activities, as has been done with the recently completed example of Bridgemarket under the Queensboro Bridge.

Integrate utilitarian functions with people-friendly design. A new office building and Con Ed substations should be sited and designed to complement the reconnection of Greenwich Street through the World Trade Center site and WTC Building Seven. Express the distinctive character of streets that responds to their adjacent uses and potential: 1) extend greening of Greenwich Street through World Trade Center site and continue its neighborhood/school-street character into

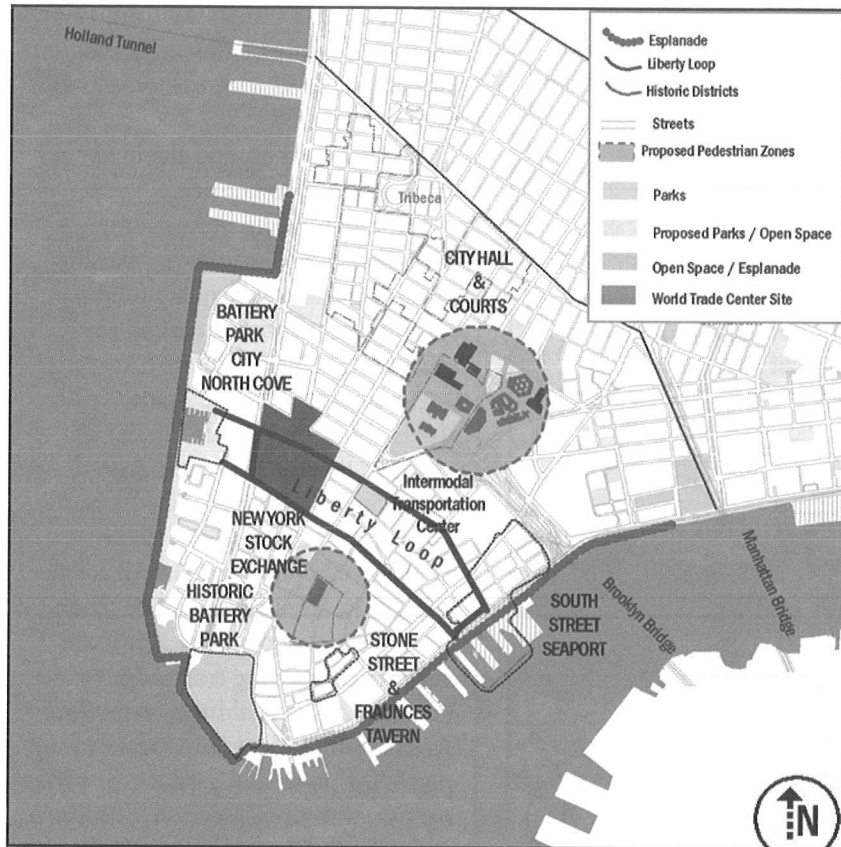


Fig. 27: Pedestrian Zones

(Map by Regional Plan Association)

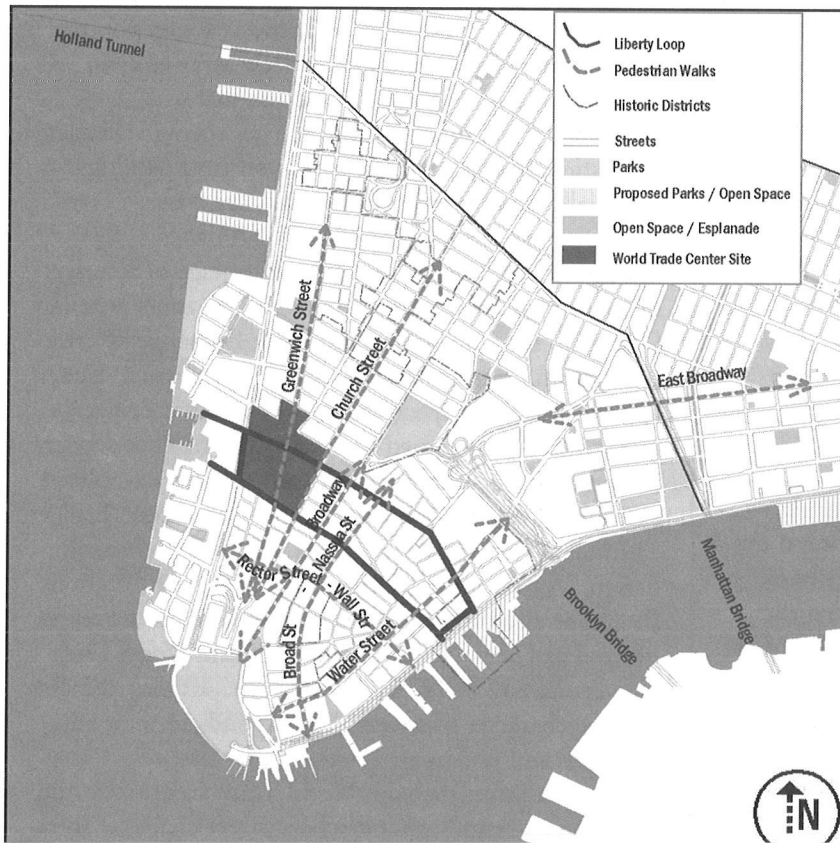


Fig. 28: Pedestrian Streets

(Map by Regional Plan Association)

the Lower Greenwich area; 2) widen the sidewalks of Church Street to create a lively retail-destination street for greenmarkets, art-markets and other pedestrian and tourist activities; 3) encourage tourist retail and allow tour buses on Broadway; and 4) upgrade Water Street to a tree-lined pedestrian-friendly boulevard. With its collection of contiguous landscaped plazas and views to the river, Water Street could be the “lunch-time” street for the Financial District, with pedestrian-only access during limited hours similar to Nassau Street.

CONCLUSION

Given the physical and psychological devastation of the attack to Downtown, we feel that bolder measures must be taken now in order for the district to reestablish itself immediately as the vibrant, mixed-use 24-hour community it was on September 10th. Rent abatements alone won't retain and attract businesses, residents and visitors at this juncture. Government and civic leadership must make a commitment to a time-line for the rapid implementation of a wide array of civic amenities so businesses and residents will commit to Lower Manhattan for the long term.

Our recommendations dovetail with the goals of the LMDC, stated in its March 2002 draft report, to develop downtown “as a diverse, mixed-use magnet for the arts, culture, tourism, education, and recreation, complemented with residential, commercial, retail and neighborhood amenities.” A renewed focus on civic public infrastructure will help retain and expand the city's job base in an area that still provides a disproportionate share of the city's taxes. Moreover, these improvements would serve the entire Downtown workforce that is fundamentally diverse socio-economically,

racially and regionally in its make-up. Lower Manhattan is a resource for the City and the region. It is also a national and international destination for the seven million-plus tourists who now visit the district each year.

As the planning process for Lower Manhattan unfolds, the Civic Amenities Committee strongly urges that the LMDC take its cue from the Article Ten NY State law pertaining to the approval of power plants, which requires the utility company proposing the plant to provide local communities with funding so that they might conduct their own assessment and develop alternative proposals as necessary. We feel strongly that the definition of civic amenities should be fundamentally community-driven, and that LMDC should provide funding to the local non-profits and civic organizations to conduct studies and community design workshops as necessary to set forth a vision for amenities Downtown.

We propose that LMDC provide funding to local community groups now to undertake the following studies within the next six months as the essential next step in order to implement these improvements within a one-year time frame:

- A study to document the problem of official cars and buses parking on streets and plazas and to suggest alternate parking
- A community design workshop for the communities adjacent to the Brooklyn Bridge and Fulton Fish Market for recreational uses on the East River waterfront
- A vision process for the Liberty Loop east-west connection concept
- A study to develop a list of specific Historic Landmarks in need of assistance
- A space-needs assessment for existing cultural endeavors (i.e. galleries, theaters, dance spaces, etc.) and for potential live-work space for artists as part of a comprehensive affordable housing strategy.
- Develop and implement a plan for creating free or low-cost exhibition space and performance space for local artists and performers including temporary seasonal locations on the waterfront and at plazas and other open space throughout Lower Manhattan.
- Identify connections between the WTC site and important places throughout the area and define the street regulations and streetscape improvements to enhance the connections.

- Develop plans for "greening" the plazas and streets.

This type of participatory public process will ensure that an appropriate vision and implementation of civic necessities.

Civic Amenities Working Group

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 Hugh Hardy, *Hardy Holzman Pfeiffer Associates*
 Nancy Owens, *Community Board 1*

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 Suzanne O'Keefe, *Alliance for Downtown New York*
 Liz Thompson, *Lower Manhattan Cultural Council*
 Beverly Willis, *Rebuild Downtown Our Town*

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 Laura Starr, *American Society of Landscape Architects*
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Social, Environmental and Economic Justice

The day before September 11, New York City faced an array of infrastructure problems that threatened its competitiveness as a dynamic and sustainable world city. The transit system, on which the city is dependent to draw a diverse talent pool into its heart, was fraying at the edges and overwhelmed by dramatically increased ridership. Energy systems were largely dependent on centralized, outmoded and inefficient, often pollution generating facilities which disproportionately impacted low income communities and communities of color. Communities throughout the city were unable to improve the overall quality of life due to a dearth of amenities.

Most importantly, the heralded economic boom increased the polarization between high and low-income workers. Our city was unable to properly and equitably meet the housing needs of our rapidly growing, economically diverse population. Instead of providing the elements needed to support a competitive region that benefits from sustainable growth, a healthy ecosystem and a populace that is well educated and gainfully employed, the city and region were suffering from wasteful consumption of resources and a boom and bust growth cycle that contributes to the burgeoning gap between rich and poor.

On September 11, 2001 New York and the world changed. The context in which we make decisions, and

should make decisions, changed fundamentally. The reality and impact of these changes will confront us for years to come. The cumulative impacts of all of this, coupled with looming financial deficits, pose an enormous challenge to the new leadership of the city.

Given this reality, the recommendations made below in this chapter are based on the following findings and assumptions:

FINDINGS AND ASSUMPTIONS

1. **Prior to 9/11, New York City faced an unprecedented housing shortage.** That shortage continues unabated today. Housing is essential, and meets a universal and basic human need—it is the foundation for civic and community life. As a 21st century city, New York can no longer treat housing as a luxury or a commodity, but must consider it as part of the infrastructure of a healthy, sustainable community. Healthy sustainable communities help promote economic development.
2. **New York City's economy was too dependent on finance and tourism.** While no one would argue with the need to retain and reinvigorate both, there is a common misconception that if the city can get "back on track" to the economic patterns of the 1990s, everyone will benefit. Yet New York City needs to be on a more diverse and equitable track, not back on the one we came from. Growth was too reliant on a handful of industries—especially finance, media and real estate. The economic boom of the late 1990s did not replace the middle-income jobs that were lost earlier in the decade. Fully 48 percent of the State's earning growth in the period 1992-1999 came from the Wall Street securities

industry alone—although that sector represented only 2 percent of the statewide jobs. The impact of this has been hidden from view and from public discourse in part because we were blinded by a decade of perceived prosperity. Indeed we did prosper as average incomes soared by 18 percent in the decade between 1990 and 2000. However, hidden from our collective consciousness was the fact that while average incomes rose sharply, the median income for New Yorkers dropped by over 5 percent in that same period. For African American males the drop was in excess of 10 percent and for Latinos it was more than 14 percent (Source: Fiscal Policy Institute).

3. **The City's environmental quality and environmental equity have been compromised by public policies that have shifted and concentrated burdensome and polluting functions to low- and moderate-income areas.** New York City has the obligation to rethink how we design, build and service any new development and how we manage the movement of goods and solid waste. The goal should be to create coherent transit networks downtown, build zero emission and carbon neutral communities, and to utilize environmentally sound state of the art methodologies to handle waste on site. This will help ensure that the unsustainable burdens of development are not exported to other communities, particularly communities of color, new immigrant communities, and low and moderate income communities.
4. **The planning and development process is in itself a memorial to those who lost their lives, or were traumatized, or economically affected.** The process itself can be a reaffirmation of our commitment to, and belief in, the ideal of an equitable and just society. Therefore, we believe that the process of rebuilding should be thought of as a memorial in and of itself. A commitment to the highest ideals of an equitable and participatory democracy where the process engages everyone and the development benefits and helps build a more equitable society. To that end we believe that the revitalization and memorialization effort should be inclusive, open, participatory and transparent in both procedure and spirit. This would ensure fairness and would allow the process to move more expeditiously. In addition, a participatory planning and development process will ensure that issues of equity and environmental justice guide all of the direct and indirect efforts to revitalize Lower Manhattan and assure that commu-

nities of color, new immigrant communities and low and moderate income communities are both part of the rebuilding efforts and beneficiaries of those efforts.

The need for the city to address these issues is even more important today as we struggle to rebuild Lower Manhattan, sustain the neighborhoods throughout the city that were impacted by the attack and maintain New York City's and the region's competitive edge. We need to rebuild and revitalize the city physically, economically, psychologically, politically, and equitably. Given these findings we recommend the following four major policy actions.

RECOMMENDATIONS

1. **Create a healthy and sustainable, mixed use residential and business district that incorporates state of the art green building technologies, "universal design"¹ accessibility and functionality standards equal in all regards for all, including people with disabilities.** The places where people live, work and play should protect their health, that of their neighboring communities, and enable them all to be more productive. A healthy sustainable community will have affordable housing, accessible schools, community facilities and other civic amenities. Carl Weisbrod, president of the Lower Manhattan Business Improvement District and the Alliance for Downtown New York, has referred to Lower Manhattan's excellent local public elementary school as "the best economic development project we've ever had." People and businesses alike want to locate in healthy, viable, beautiful communities laced with civic amenities. We should set the example in lower Manhattan for how all communities of the city should be revitalized.
2. **Craft a new housing strategy based on principles of social and economic justice.** Housing is essential and meets a universal and basic human need—it is the foundation for civic and community life. A coordinated City and State housing effort is necessary if we are to enhance the city's competitiveness in the world marketplace and retain our stature as the

¹ "Universal Design" seeks the design solutions that work for the greatest number of people both with and without disabilities, possible—avoiding the ways that some designs called "accessible" or "code compliant" can sometimes be needlessly overspecialized and therefore segregating or stigmatizing such as the back-door entry, the inferior-type "limited use" lift, or having to travel great distances to get to the one accessible entrance, etc.

financial capital of the world. We have to adopt development and land use policies and programs that maximize choice, optimize spatial mobility, and maximize economic integration.

3. **Restructure the new economy to support a broad, diverse economic base that decreases the polarization that was exacerbated during the 1990s.**

While Lower Manhattan must remain an economic engine for the city, region and nation, we also need to build a more diverse economy with a broader base that is less susceptible to a boom-and-bust cycle. Economic development should extend out to all affected communities in the metropolitan region. Instead of focusing on tax incentives to retain business, we should look at a series of other measures to attract, incubate, nurture and retain enterprises and jobs. To that end, we urge that New York:

- Create a real plan for job creation, job retention, and building career ladders. The centerpiece should be a sectoral, “high-road” economic development strategy focused on industries with accessible middle class jobs and good career ladders, and on improving jobs and career ladders in existing and expanding industries. Make job-training and job creation programs language and culturally sensitive. Work to improve the language skills of the workers who lost jobs due to 9/11.
- Work with businesses and community based organizations to develop a brownfields redevelopment strategy.
- Use procurement policy—decisions about where it buys the goods and services it needs—to help develop “high road” businesses and sectors that have quality jobs for a diverse population and adhere to high environmental standards.
- Develop land use and zoning policies that retain and encourage the development of “high road” and high performing manufacturing and new eco-industrial activity throughout the five boroughs of the city.

4. **Stop locating power facilities, sewage treatment facilities and other “negative externalities” in low-income, outer borough neighborhoods.** The revision of NYC’s Solid Waste Management Plan scheduled for 2002 offers the possibility to restructure the City’s solid waste system in an equitable and sustainable manner, which reuses and recycles valuable

resources, while creating economic development and jobs. To that end, we urge New York:

- Establish an environmental quality ombudsman to coordinate risk communication.
- Ensure that current public involvement and response periods for environmental review are not abbreviated, but enhanced, given the burdens and trauma experienced by area residents and workers.
- Incorporate OSHA and environmental standards into the contracting process.
- Establish adequate standards for worker safety for both union and non-union workers, including the monitoring of air quality and prevailing wage concerns.

CONCLUSION

September 11th, with all its carnage, loss of life and the pain it inflicted on this city should never be forgotten. One way of memorializing the event is to build the city of unity that emerged in the wake of that attack. A unified and diverse city comprised of people of all incomes, races, and religions working and fighting their way back, not only to normalcy, but to build a more just and equitable society. A city where racial and income differences were, and are, set aside in the face of an unknown enemy—an enemy that attacked our very way of life. The challenge to all of us is to build a city that truly reflects opportunity, diversity and inclusion. We need a participatory and transparent process that promotes an equitable and sustainable land use, housing, and community building policy as a foundation upon which to build that city.

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Green Buildings and Sustainable Systems

The reconstruction of Lower Manhattan following the terrorist attacks of 9/11 presents the opportunity to rebuild using the best technologies in green building design and energy efficiency. The recommendations in this draft summary report were developed by the Green Buildings Working Group of the Civic Alliance to Rebuild Downtown New York.

BACKGROUND

“High performance” or “green building” practices seek to reduce environmental impacts, while increasing the well-being of occupants and saving overall life-cycle costs. Projects that design in optimal building performance—investments in energy efficiency, day lighting and good indoor air quality—can improve not only the efficiency, but also the effectiveness and long-term value of real estate, providing human resource returns in occupant health and productivity. The quality of the work environment that can be achieved through high-performance building and open space will contribute to Lower Manhattan competitiveness within the region and globally.

FINDINGS AND OPPORTUNITIES IN LOWER MANHATTAN

If a rebuilt trade community in Lower Manhattan is to continue to shape financial futures across the world, it must recognize that the economic opportunities of global capitalism are conjoined with environmental responsibilities. By demonstrating the highest environmental performance, these visionary new buildings can be signposts for an economic future of energy autonomy and resource self-sufficiency. A center that uses the best of technology can show tenants, employees, neighbors and visitors that forward-looking environmental performance is an excellent proxy for good fiscal management.

Currently there is limited public awareness of how conventionally constructed buildings and open space contribute to long-term environmental degradation, and can adversely effect human health. According to the EPA, one building in three has indoor air quality issues. Conventional construction patterns have also exacerbated regional inequities, since the environmentally burdensome infrastructure required to meet the energy, water treatment and waste handling needs of densely developed areas is invariably located in low-income communities distant from Manhattan’s commercial core.

We believe the capability and tools are at our disposal to promote the highest performance standards for new buildings. We may adopt, for example, the Battery Park City Authority’s Commercial Building Guidelines, the US Green Building Council’s Leadership in Energy and Environmental Design (LEED™) design tool and rating system, and/or New York City’s High Performance Building Guidelines. Similarly, we should raise the bar for open space and green-space as well as

infrastructure systems, including energy, waste transfer and outdoor water usage.

This high visibility rebuilding effort can be a global example—through its site and transportation infrastructure as well as building mitigation and adaptation measures—of responsiveness to the larger issue of climate change. Ideally, for example, we can rebuild Lower Manhattan to have a net output of zero CO₂ emissions. We can insist that new development reduce the externalization of infrastructure burdens to substantially below their pre-9/11 levels. Passive solar design and water conservation strategies also can show the way for ‘adaptation’ (maintaining comfort and safety) under future scenarios of climate variability.

RECOMMENDATIONS

Sustainability. There is a need to announce early that sustainability will be fully integrated into the downtown rebuilding effort from the beginning in an open and transparent process.

Environmental Guidelines. The LMDC and the Port Authority should immediately initiate a process for developing environmental guidelines for Lower Manhattan similar to those adopted by the Battery Park City Authority (BPCA).

Comprehensive Transportation Strategy. All agencies responsible for transportation (Metropolitan Transit Authority, Port Authority, NYC and NYS Departments of Transportation and others) should be asked to coordinate and help create a world-class transportation hub in Lower Manhattan that integrates subways, PATH, ferries and access to airports. Restoring the grid to create pedestrian pathways should be combined with auto free zones and light rail to facilitate movement in Lower Manhattan. All transportation related projects should also follow the Transit Authority’s “Design for the Environment” protocol.

World Trade Center 7. The redevelopment of WTC 7 should be consistent with an overall plan for Lower Manhattan (including reestablishment of the downtown grid) and should be required to participate in the NYS Green Building Tax Credit program and/or follow the BPCA Environmental Guidelines.

Comprehensive Energy Strategy. Con Edison should be asked to develop an overall energy plan for Lower Manhattan while restoring reliable service for Lower Manhattan as soon as possible. The comprehensive plan should be consistent with energy efficient building design and utilization of clean distributed generation of electricity at the World Trade Center site (including cogeneration, fuel cells and solar). The New York Power Authority, New York State Energy Research and Development Authority (NYSERDA), BPCA and PANYNJ should work with Con Edison to make sure that the goals of reliability, safety and sustainability are all cost-effectively realized.

Sustainability Metrics. Serious consideration should be given to making the redevelopment of the World Trade Center site (including WTC7) achieve zero net-CO₂ emissions for energy used at the site, zero net water usage, and a rating of platinum under the LEED program of the US Green Building Council.

Build for Global Climate Change. Rebuilding plans for Lower Manhattan should take into account projected rising sea level in the metropolitan East Coast region in the next fifty to one hundred years and the possibility for more frequent storm flooding. Transportation infrastructure in Lower Manhattan is especially vulnerable to disruption and damage from storm flooding and should be located at higher elevations wherever possible.

Solid Waste Management. The LMDC and the Port Authority should develop alternatives to truck-based waste removal from Lower Manhattan. Strategies should include reducing waste generated, separation of waste for recycling and development of barge or rail options. This will reduce the need for waste transfer stations in other communities, especially low-income communities of color.

Green Building Tax Credit. The Governor and the Legislature should lift the \$25 million cap on the NYS Green Building Tax Credit (GBTC) program for all projects in Lower Manhattan.

Minimize Construction Impacts. Emissions of fine particulates (PM_{2.5}) from construction should be minimized. This will require coordination by the Port Authority, DEC, Transit Authority and DEP in requiring, ultra-low-sulfur diesel fuel (15 ppm or less) to be utilized during the construction process. The best avail-

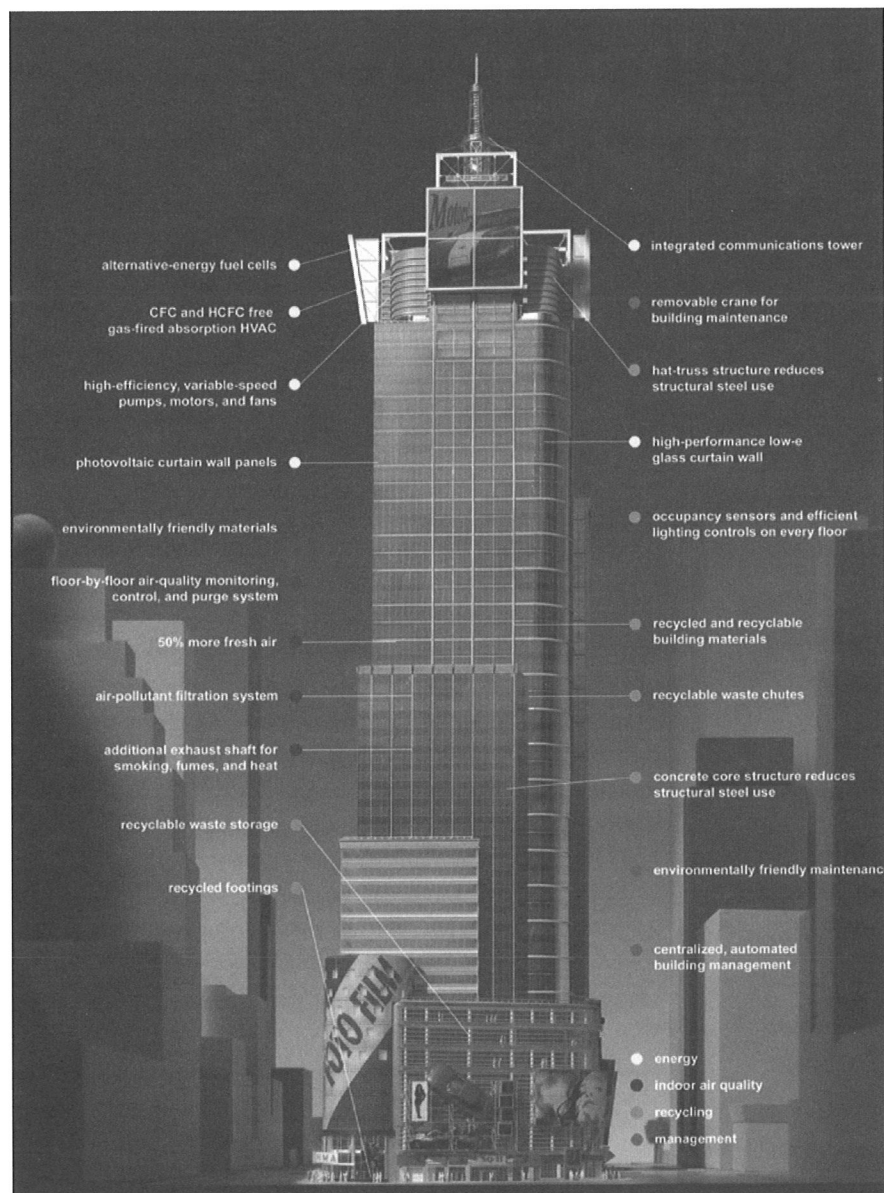


Fig. 29: 4 Times Square: Portrait of a Green Building

(Image courtesy of Fox & Fowle Architects)

able retrofits for construction machines and trucks working in the LMDC boundary area should also be used to ensure “clean construction.”

Today, across the country, green building practices are becoming better known through legislative initiatives, forward looking public works programs and increasingly through corporate and developer leadership. Builders from all sectors are mobilizing around this profoundly important idea of sustainable design. They are redefining design excellence by making a good fit, while respecting the bottom line. They show what's desirable and possible—structures and infrastructure that communicate good environmental values.

The use of green building design and high performance measures in the rebuilding of Lower Manhattan will ensure that the rebuilt district sets the example in 21st century city design. Through incorporating these practices in Lower Manhattan we can promote environmental stewardship, improve the health and well-being of our workers, and practice sound financial management, while creating an attractive and modern place to live, work, and visit.

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Regulatory Framework

Decisions regarding the redevelopment of Lower Manhattan are likely to be subject to one or more of the environmental review processes that exist at the city, state, and/or federal level. The most critical of these decisions is, arguably, the adoption of a project plan by the Lower Manhattan Development Corporation. This chapter suggests how the environmental review process that will precede that decision, as defined by the State Environmental Quality Review Act (SEQRA), can be made more effective in addressing environmental and social concerns and more efficient in terms of the time required to reach a decision and allow redevelopment that reasonably addresses those concerns to proceed.

The Lower Manhattan Development Corporation (LMDC) has been charged by its parent body, the Empire State Development Corporation (ESDC), with primary responsibility for the redevelopment of Lower Manhattan. Similar ESDC efforts have been guided by a "project plan." The adoption of this plan by LMDC is likely to be subject to SEQRA.

It is important to note that many of the other important decisions regarding development in Lower Manhattan will be subject to the National Environmental Policy Act and/or the City Environmental Quality Review Act and Uniform Land Use Review Process. For example the lead agencies,

planning requirements, timetable, and funding for any proposed mass transit projects (such as rebuilding and expansion of the PATH system or redesign of the subway stations) are different from those for redevelopment of the World Trade Center site itself. Thus, the federal, state, and/or city environmental review process for such transportation projects will probably be separate from that for the redevelopment of the World Trade Center site or other improvements solely under the aegis of the LMDC.

In considering the role of the LMDC and SEQRA in guiding Lower Manhattan redevelopment, the Regulatory Framework Committee of the Civic Alliance started with two primary and interrelated goals:

1. That an open, robust, transparent planning process with full opportunity for public participation is critical to the decision-making process. The future of Lower Manhattan is important to a very diverse community of public officials, civic organizations and private citizens. Many of these people feel that they have a stake in its redevelopment, and that their input and ideas should be part of a meaningful consideration of alternative environmental, social, and economic proposals for the site;
2. That a special effort should be made to minimize unnecessary delays in completing the administrative and judicial review processes associated with Lower Manhattan's redevelopment. Lower Manhattan is an important center for the city, the region and the world. Making it whole, as quickly as possible, is vital to our economic, environmental, community, and psychological recovery.

These goals are fundamentally linked. A more robust review process offers the prospect of decisions that meet the needs and aspirations of a broader spectrum of stakeholders. For both logistical and political reasons, such a robust review process must be a precursor to any proposed judicial review improvements.

PROPOSAL

The means for achieving these twin goals are dictated by the nature, and the strengths and weaknesses, of the SEQRA process. There are two stages of environmental review – the administrative stage (including the environmental impact review and permitting processes) and the judicial stage (which can begin when final administrative action is taken, and does not definitively end until the New York Court of Appeals has either decided the case or refused to hear it). The administrative stage provides by far the most meaningful opportunities for public input. SEQRA creates a framework for the relevant governmental agencies to gather the relevant information, systematically analyze it, subject it to public scrutiny, and make reasoned decisions on its merits.

While the SEQRA process has many benefits, such as the public airing of potential impacts and proposed mitigation strategies, the process does not always achieve the desired substantive results. At the judicial stage, the courts usually focus on procedural defects and litigation that can often extend over a period of several years. Such court proceedings can delay projects where time is of the essence to developers. The best assurance that a court will not enjoin a project is that the lead agency fully complies with all SEQRA administrative procedures and incorporates environmental considerations early in its planning process.

Given the public importance of the reconstruction of the World Trade Center site and its environs, a conscious effort should be made through administrative change to provide for a fuller review process joined with a speedy judicial review process. This would provide a more meaningful opportunity to participate as well as a faster ultimate decision than could otherwise be achieved.

Two immediate actions should make this win-win scenario possible:

1. **Trigger SEQRA as Early as Possible by Drafting a SEQRA-Qualifying Scoping Document.**

Typically, SEQRA is triggered after a planning agency or private developer has developed a basic development plan for a site, and alternatives are seldom developed as thoroughly as the proposed action. However, given the unprecedented scope of Lower Manhattan redevelopment and the active engagement of the public through Community Board 1, the Civic Alliance, New York New Visions and other well-organized groups, it would be reasonable for the LMDC to initiate a SEQRA scoping process as early in the planning process as possible. This would allow for SEQRA review processes to be integrated with the LMDC planning process and initiated while the LMDC is still open-minded in the planning stage about basic alternatives.

In April the LMDC released a paper setting forth proposed principles and a blueprint for redevelopment, soliciting public input. Based in part on this draft blueprint and public comments, in late May the LMDC/Port Authority announced a successful RFP respondent to conduct a three-phase study of options for the World Trade Center site, adjacent areas and related transportation infrastructure. In mid-July, the LMDC and Port Authority released Phase I Options and has indicated it will release its Phase II options in late fall 2002. We would suggest that the LMDC use these Options and other alternatives presented at the Listening to the City sessions as a basis for a draft scoping document that would formally initiate SEQRA and would serve as a basic planning document that develops project alternatives and stipulates impacts of concern.

This document would provide a vehicle for public input relating to the basic component parts of the redevelopment efforts including issues such as: the size and location of the memorial; the street grid and pedestrian ways; air quality, including reliance on low sulfur fuels and fine particulate matter traps or comparable emissions reduction equipment for trucks and non-road equipment; public transportation improvements, including ferries, subways, buses and commuter rail; the amount of parks, civic spaces and connections to the waterfront and other civic amenities; building massing and design; primary and ancillary uses; green building principles and performance standards, including energy efficiency and renewables; and environmental justice or equity concerns, including alter-

native ways of handling commercial and residential solid waste that minimize reliance on truck transport.

This draft scoping document should also outline the ways in which civic and community-based organizations will participate in the refinement of specific alternatives, the adoption of standards for data collection and analysis, the development of mitigation strategies, and the monitoring of their success. This should include the means by which LMDC will ensure that technical expertise and/or funding is made available for such activities, including the establishment of specific performance benchmarks (for example, for air quality, new car trips, or amount of park space) and the methods for monitoring of impacts and their mitigation.

2. **Make SEQRA Judicial Review More Efficient**

Administrative change is the most efficient approach to expediting the judicial review process. This administrative change would have to be linked to a robust and open SEQRA process.

The Court of Appeals should use its administrative power to designate any legal challenge to a final SEQRA decision of the LMDC or any other governmental entity involved in the redevelopment of the World Trade Center site and its surrounding area (and related transportation projects) as a priority, with a designated judge at the Supreme Court level and designated panel at the Appellate Division stage. This would entail expedited briefing schedules and scheduling of oral arguments on a priority basis. This process would save many months in completing the appellate review process.

Many basic SEQRA administrative questions must be addressed as planning for Lower Manhattan redevelopment proceeds. These include decisions about whether many EISs and/or a single programmatic EIS be prepared for Lower Manhattan redevelopment (e.g. what kind of segmentation of redevelopment activity should be countenanced) and the geographic scope of its analysis. The geographic focus of this proposal, however, is primarily the World Trade Center site and surrounding area and ancillary functions.

Regulatory Committee

The following individuals participated in discussions which led to the creation of the proceeding chapter; however do not necessarily endorse all of the views expressed within.

Co-chairs

Deborah Beck, *Real Estate Board New York*

Jim Tripp, *Environmental Defense*

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CivicAlliance

Convened by Regional Plan Association

To Rebuild Downtown New York

CONVENER
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UNIVERSITY PARTNERS
New School University, New York University, Pratt Institute

CIVIC ALLIANCE PARTICIPANTS

Alliance for Downtown New York
America Speaks
American Institute of Architects New York Chapter
American Planning Association NY Metro Chapter
American Society for Landscape Architects
American Society for Public Administration, NY Chapter
Andy Warhol Foundation for the Visual Arts
Architecture Research Institute
Asian American Federation of New York
Asian Women in Business
Bowling Green Association
Business Labor Community Coalition (BLCC)
Center for an Urban Future
Center for New York City Law
The Century Foundation
Citizens Budget Commission
Citizens Housing & Planning Council
Citizens Network for Sustainable Development
Citizens Union
City Labor Coalition
Columbia University Center for Urban Research and Policy
Columbia University Center on Organizational Innovation
Commonwealth Fund
Community Board 1
Community Cartography
Community Service Society
Consortium for Worker Education
CUNY Center for Urban Research
CUNY Institute Urban Systems
Design Trust for Public Space
Disabled in Action of Metropolitan New York

Environmental Advocates of New York
Environmental Defense
Environmental Simulation Center
Financial Planning Association
Fine Arts Federation of New York
Fiscal Policy Institute
Five Borough Institute
Ford Foundation
General Contractors Association
Guggenheim Museum
Housing First!
Hunter College
Imagine New York
Institute for Urban Design
J.M. Kaplan Fund
Jobs with Justice
Labor Community Activist Network
Landair Project Resources
Lawyers Alliance for New York
Lincoln Square B.I.D.
Robert J. Milano Graduate School (New School University)
Municipal Art Society
National Executive Service Corps
Natural Resources Defense Council
New Jersey Association of Railroad Passengers
New York Building Congress
New York Community Trust
New York Conservation Education Fund
New York Lawyers for Public Interest
New York League of Conservation Voters
New York New Visions
NOW Legal Defense and Education Fund
NYC Central Labor Council
NYPIRG Straphangers Campaign
NYS AFL-CIO
NYC Central Labor Council
NYU Center for Excellence in New York City Governance

NYU Institute for Civil Infrastructure Systems (ICIS)
NYU Institute of Public Administration
NYU Law School Center for Real Estate and Urban Policy
NYU Real Estate Institute
NYU Robert F. Wagner Graduate School
NYU Rudin Center for Transportation Policy and Management
Pace University
Parks Council
Permanent Citizens Advisory Committee to the MTA
Pratt Institute Center for Community and Environmental Development
Project for Public Spaces
Prosperity New Jersey
Real Estate Board New York (REBNY)
Rebuild Downtown Our Town (RDOT)
Reconstruction Watch
Riverside South Planning Corporation
Rockefeller Brothers Fund
Rutgers University
Salmagundi Club
Surdna Foundation
Sustainable South Bronx
Take the Field
TIME/To Improve Municipal Efficiency
Transit Workers Union Local 100
Tri-State Transportation Campaign
Urbanomics
Van Alen Institute
Wall Street Rising
West Harlem Environmental Action Coalition
Women's City Club
Women in Housing and Finance
WTC Tenants Association
YMCA of Greater New York

Representatives of the following public agencies have also attended meetings and expressed support:

Empire State Development Corporation, NYC Department of City Planning, Manhattan Borough President's Office, Port Authority of New York and New Jersey, USDA Forest Service, New Jersey Transit