

# Civic Alliance Planning and Design Workshop for Lower Manhattan

December 13-17, 2002

South Street Seaport

## EXECUTIVE SUMMARY



## INTRODUCTION AND OVERVIEW

This document summarizes the findings of the **Civic Alliance Planning and Design Workshop**, held from December 13 – 17 at the **South Street Seaport** in Lower Manhattan.

The **Civic Alliance to Rebuild Downtown New York** is a coalition of more than 80 civic, labor, business, academic and community groups convened in October 2001 to provide a civic voice in rebuilding plans for Lower Manhattan in the aftermath of the 9/11 attacks on the World Trade Center. The Alliance was convened by Regional Plan Association in partnership with the New School University, Pratt Institute and New York University.

*The Civic Alliance Planning Workshop would like to thank the following individuals and contributors:*

### ***Benefactors:***

Rockefeller Brothers Fund  
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### ***Contributor:***

American Planning Association, New York Chapter

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Metropolitan Waterfront Alliance  
Community Cartography  
NYPIRG's Community Mapping Assistance Project  
Queens Jamaica Development Corporation  
Brooklyn Economic Development Corporation  
Prudential Insurance Company

## CONTEXT

The Planning and Design Workshop concept emerged from Civic Alliance Steering Committee meetings beginning shortly after the Listening to the City forum in July 2002. At that forum the public clearly rejected the official redevelopment program, which called for up to 11 million square feet of office space and 600,000 square feet of retail, focused solely on the 16 acres at Ground Zero, and was based on lease agreements held by the Port Authority (PA). The public called for a planning process that would examine all of Lower Manhattan and be driven by what is best for our future, not by lease agreements. Based on this public input, the Civic Alliance determined that a broader rebuilding discussion was needed.

In that spirit, the Civic Alliance focused on alternative scenarios for the economic future of Lower Manhattan that had been devised by its Economic Development Working Group. When the Lower Manhattan Development Corporation (LMDC) released its program for their seven new design teams in October, it became clear that the designs would still be restricted to a narrow range of program requirements and would not address issues extending beyond the 16-acre site. It was at that time that the Civic Alliance decided to host this workshop to examine a range of alternative visions for the site, the district and the region. The workshop is a direct reaction to the continuing need for a public dialogue on alternative futures for Lower Manhattan.

Coincidentally, the workshop took place the same week that LMDC released the work of its seven design teams and the week after the Mayor released his vision for Lower Manhattan. In many ways it was the ideal moment to bring new ideas into the planning process, with the public's attention focused on rebuilding.



## METHODOLOGY

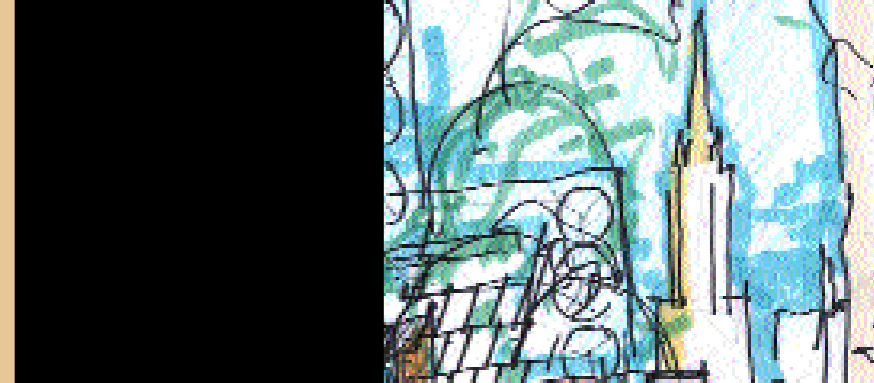
The workshop brought together three interdisciplinary teams of approximately ten planners, designers, academics and others from the region and across North America. Each team included Civic Alliance members, professionals with an outside perspective, community residents and victims' family members. Team members were assisted by an advisory team composed of local experts.

Prior to the workshop, participants received a comprehensive briefing book, complete with the three alternative economic scenarios and a host of other Lower Manhattan resources, including the Civic Alliance's Planning Framework to Rebuild Downtown New York. The three scenarios – and thus all of the workshop findings – are based on the principles outlined in the Planning Framework and similar documents produced by Imagine New York, New York New Visions, Rebuild Downtown Our Town and other civic initiatives.

The first day of the workshop was devoted to resource and advocacy presentations from twenty local organizations, ranging from community groups to the City of New York. Deputy Mayor Daniel Doctoroff personally presented the City's vision for Lower Manhattan. An additional presentation was made summarizing the results of several outreach meetings held by the Civic Alliance in Brooklyn, Queens and New Jersey to gather input on the alternative scenarios.

The teams used all of this information as a starting point for their work. They were not expected to start from scratch; rather, their charge was to help the Civic Alliance visualize how its principles could be manifested through three potential scenarios for Downtown.

The teams began work on their visions on Sunday, December 13. There was a "mid-course correction" on Monday morning, where the teams presented preliminary ideas to the Civic Alliance for feedback. Work was finished by Tuesday evening, at which point the teams completed written summaries of their work, which were compiled into the overnight draft of the final report. This report was then presented to the Civic Alliance on Wednesday.



## GOALS

The Civic Alliance sees value in both the workshop's process and its product. By holding a completely transparent process, open to the public and media, the Alliance hoped to show the public what the government-sponsored process should have looked like. The product is also unique, as it goes beyond the single program that LMDC provided for its design teams, and contemplates the entire downtown district, not just the 16-acre site.

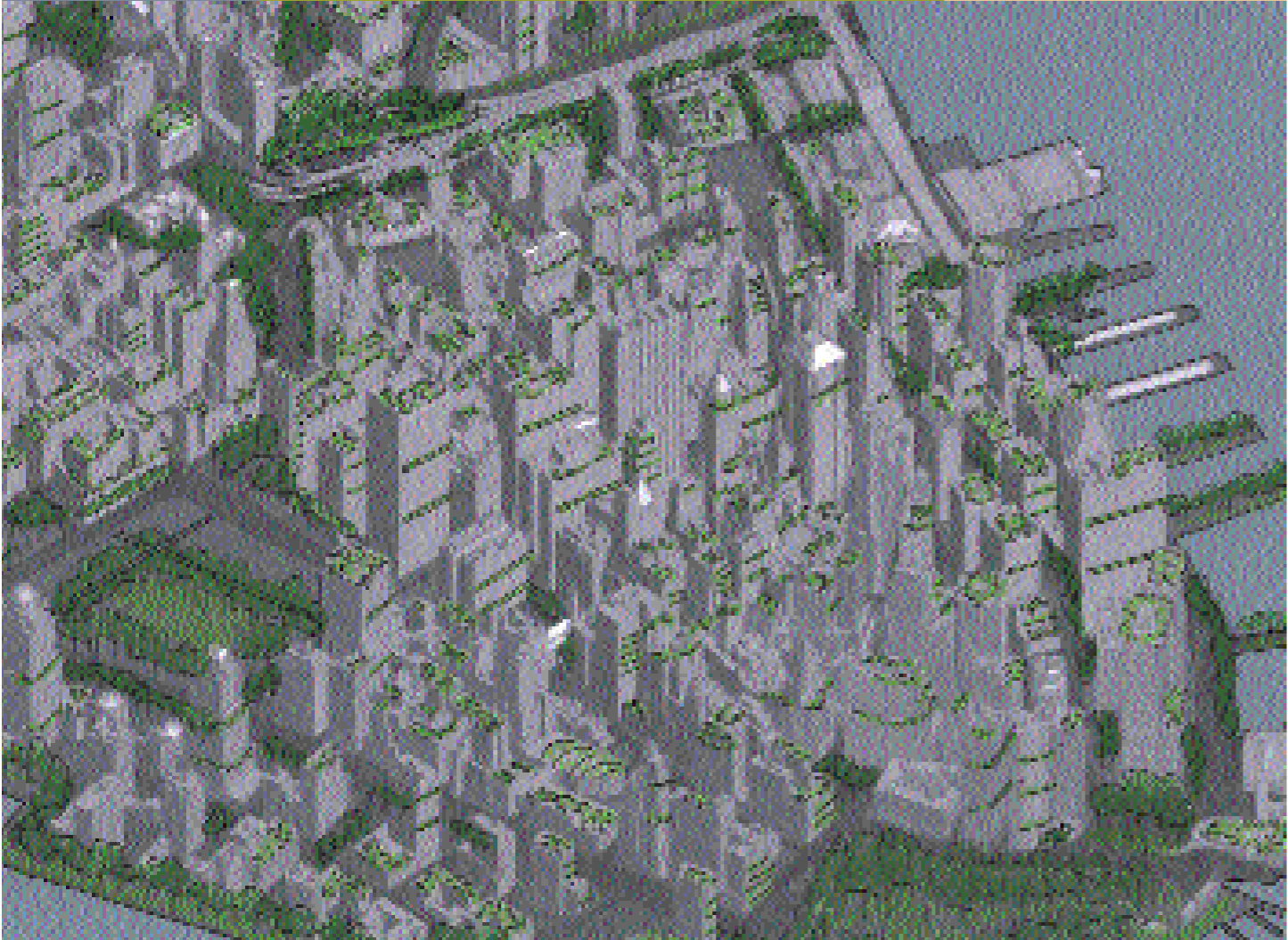
Looking at the big picture, the workshop was designed to help move the Civic Alliance toward achieving some of its many advocacy goals. Specifically, the workshop was a key step in accomplishing the following objectives:

1. Refocus the debate away from the specific architecture of the site to the policy decisions that will inform the future of all of Lower Manhattan.
2. Model, in specific economic and physical terms, three potential futures for Lower Manhattan (Global Office Center, Creative Hubs, and Livable Neighborhoods) and understand the policy decisions associated with each.
3. Move beyond broad statements of principle to a hierarchy of policy recommendations linked to the several potential futures for Lower Manhattan: from things that need to be done – or not be done – regardless of what the future holds to things that should be done in order to promote a particular shared vision for the future.





1. The Green Invasion of Lower Manhattan: every roof, every terrace, every open space.



## THREE ALTERNATIVE SCENARIOS FOR LOWER MANHATTAN

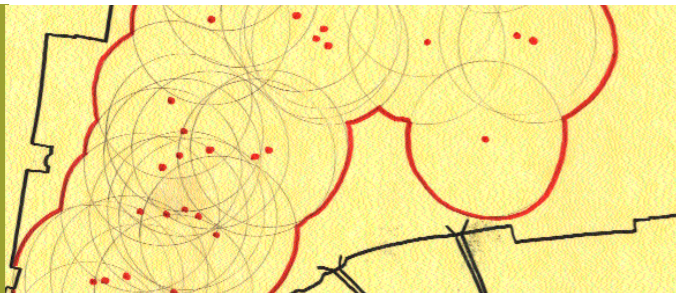
The three workshop teams were each presented with a different scenario for Lower Manhattan to develop and illustrate. All of the scenarios assume a regional context, starting with a study area of Lower Manhattan south of Houston Street but considering impacts on the entire region. The scenarios were developed by the Civic Alliance's Economic Development Working Group, and all are based on the shared principles of the Civic Alliance and other civic coalitions. All contemplate a broad mix of activities, but with different emphasis.

**Global Office Center:** This scenario envisions a rejuvenated office economy in Lower Manhattan that strengthens the competitive position of New York City and the region in high-value financial and professional services. Increased incomes and tax revenues flow through the region, with multiplier effects creating growing job and career opportunities at all income levels. Satellite office centers grow in Brooklyn, Queens, Jersey City and Newark to accommodate backup facilities, support operations and new start-ups.

**Creative Hubs:** Accelerated diversification of Lower Manhattan's economy supports a stronger city and regional economy in a range of sectors, including finance, professional services, technology, design, culture and tourism, education, media and communications. The region's economy is less vulnerable to cycles in the financial markets and incomes are less polarized as a result of an expansion of middle-income job opportunities. Urban centers in New York City's other boroughs and northern New Jersey grow, both from the decentralization of financial services and the expansion of other business sectors.

**Livable Neighborhoods:** Strong growth in Lower Manhattan's residential population helps relieve New York City's shortage of affordable housing, addressing one of the region's critical shortcomings. New housing is created for all income levels in Lower Manhattan while office development expands in new areas, such as the Far West Side of Manhattan, Long Island City and Newark. Lower Manhattan retains a vibrant but shrinking employment base, particularly for industries with a high premium on live-work space.

2. Development is focused near access to the transit system.



## COMMON THEMES

While each team was charged with envisioning a different economic future for Lower Manhattan, their work was surprisingly complementary. They found, overall, that Lower Manhattan provided enough canvas to accommodate all of the scenarios without much overlap. Further, it became clear early in the workshop that the teams had similar ideas despite their divergent programs. These are some of the common rebuilding themes that came out of all of the teams' work:

### 1) *Public investments throughout Lower Manhattan in infrastructure and amenity catalyze private investment*

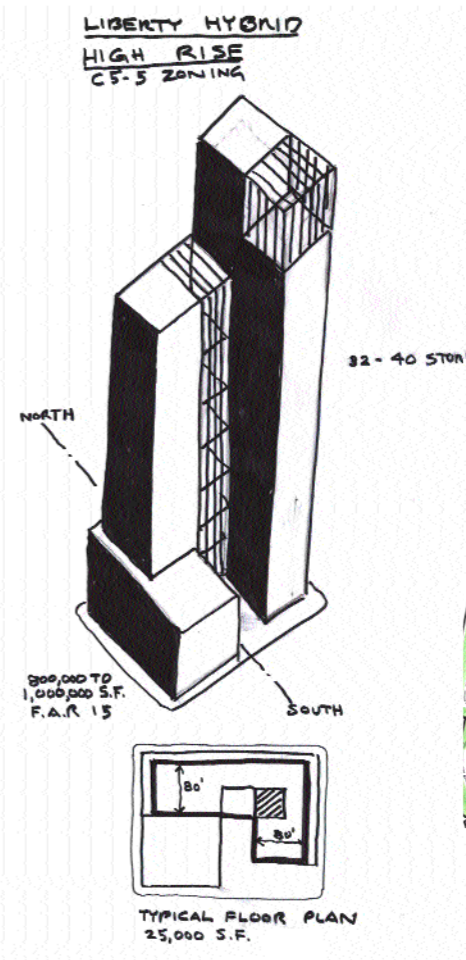
While each team was asked to envision a dramatically different level of new development Downtown, all three teams relied on a foundation of public investments in infrastructure and amenity to prompt private industry to develop per market demand. The Global Office team focused on large-scale transit improvements, while the Livable Neighborhoods team looked more at quality public spaces, but the concept was shared across teams.

### 2) *Connections must be made between neighborhoods*

Each team found that a crucial element of their vision was achieved by improving links between Lower Manhattan's patchwork of existing neighborhoods. For example, in studying Downtown maps, the teams were struck by how close Chinatown is to the WTC site and the rest of Lower Manhattan, but how disconnected it feels. By improving pedestrian links and providing public amenities that connect neighborhoods, the best elements of each area can be spread throughout the district.

### 3) *Expanded universe of "opportunity sites" informed by new building typologies*

As soon as the teams expanded their view beyond the 16-acre site it became clear that there are many opportunities for development and improvement throughout Lower Manhattan. The teams' allocation of development was remarkably consistent, with key commercial corridors identified on Delancey and Canal streets, and new residential centers focused on Fulton and the Bowery/Water corridor. All of the teams also put considerable energy into examining re-use and conversion of "soft sites," as opposed to focusing solely on developing "gap sites." New construction utilized new building typologies suitable to a wide variety of sites and uses, notably employing smaller floorplate prototypes.



3. The Liberty Hybrid new prototype class double-A office building.

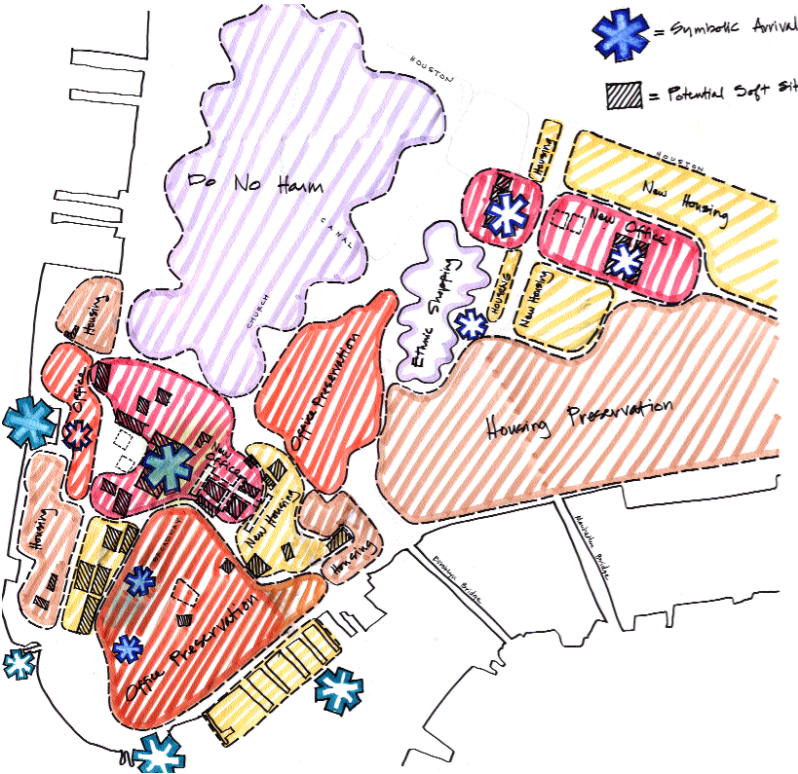
4. Linkages between neighborhoods extend to Chinatown and the Lower East Side.

### 4) *Greening of Lower Manhattan*

All three teams avidly believe that sustainability and "green" concerns cannot be addressed only on the scale of the site, but rather need to be applied to all of Lower Manhattan to be effective. This idea manifested itself slightly differently for each team, with new building typologies, creative use of open space and considerable investment in improved streetscapes key measures taken.

### 5) *Civic and Public Uses on the WTC site*

In looking at the entire district, the teams found that it was not necessary to load all or even most of the development on the WTC site. Further, they all felt that the most appropriate use for the site, in addition to a memorial, was a mix of uses including civic buildings, such as museums, schools or public gathering places. These uses were easily accommodated in the context of the memorial, transit hub and potential new additions to the skyline.



5. Five sub-districts guide development

## GLOBAL OFFICE CENTER

**Charge:** This team was directed to include the following program requirements to manifest the Global Office Center vision:

- 13 million sq. ft. of new Class A office space
- 6.5 million sq. ft. of new residential space
- 1 million sq. ft. of new retail space
- High priorities: Public art, large-scale hotel, conference center, restaurants, destination retail, indoor recreation facilities, outdoor passive recreation spaces, waterfront improvements, transit improvements, telecommunications improvements.

### KEY DETERMINANTS

In making their land use recommendations, the Global Office Center team based their findings on three key determinants:

#### Transportation system and its catchment areas

The team's plan relies heavily on a robust transportation network, assuming full revival of the current system and several key improvements/additions. The redevelopment plan focuses its new construction on the six catchment areas served conveniently by transit and ferries.

#### Points of opportunity

To identify areas in Lower Manhattan appropriate for development, the team looked for "points of opportunity," geographic locations favorable for development due to proximity to key corridors or commercial clusters.

#### Analysis of land use pattern and soft sites

The team analyzed existing patterns and concentrations of uses as well as soft sites potentially available for development to help determine its recommendations.

## RECOMMENDATIONS

### SUB-DISTRICT PLANNING

This team recommends creation of five land use sub-districts to guide and facilitate retail, commercial and housing development, as well as placement of civic amenities and transit improvements. The sub-districts are: office preservation; new office; housing preservation; new housing; and Do No Harm.

#### Office Preservation

Two sub-districts are designated where conversion of office space should be limited; office space should remain for office use. The sub-districts are the Financial District and the area directly west of City Hall.

#### New Office

New commercial development is focused on three "new office sub-districts:" the Delancey Corridor, Canal Street and the WTC site.

- WTC site and environs: 4 million sq. ft. on site, 2 million sq. ft. on adjacent blocks extending to Fulton/Broadway.
- Remaining 6 – 7 million sq. ft. distributed in four opportunity sites: Canal/West intersection, Canal St. around Confucius Plaza, Delancey at Williamsburg Bridge, Bowery/Delancey. The Delancey corridor would serve as a new Asia-oriented trade and business center, with retention of ethnic retail to the south.

This team's commercial development innovation is the introduction of a new prototype class Double-A office building – the "Liberty Hybrid" – a structure that will be sensitive to environmental issues and designed for a live-work environment. A smaller floor plate and atrium spaces encourage ground-level retail and neighborhood services, improving the quality of street life.

#### Housing Preservation

Three sub-districts have been identified for preservation of current housing stock: Lower East Side, Chinatown and Battery Park City.

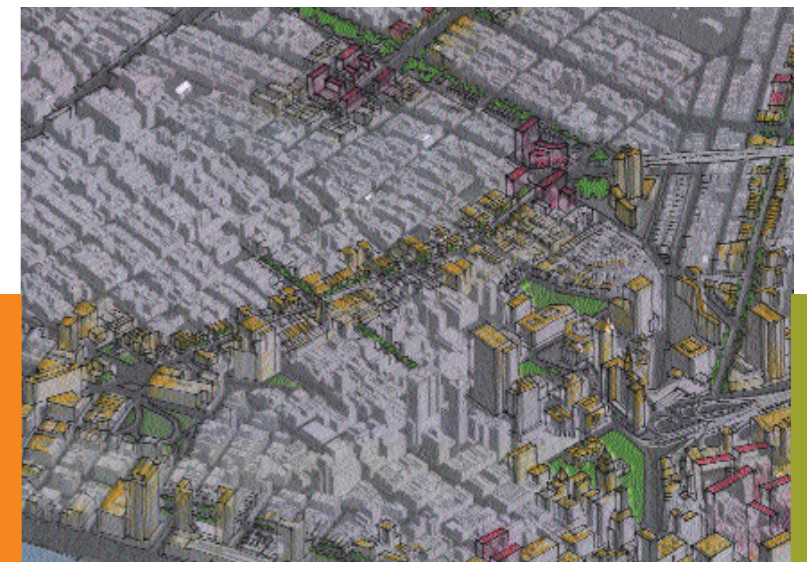
#### New Housing

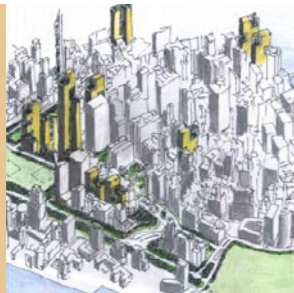
Four "new housing sub-districts" should absorb the majority of 6,500 new housing units: Battery Park City (4,000 units), soft sites along lower Greenwich, north Chinatown/Little Italy, and potentially on platforms over the East River as envisioned by the Mayor.

#### Do No Harm

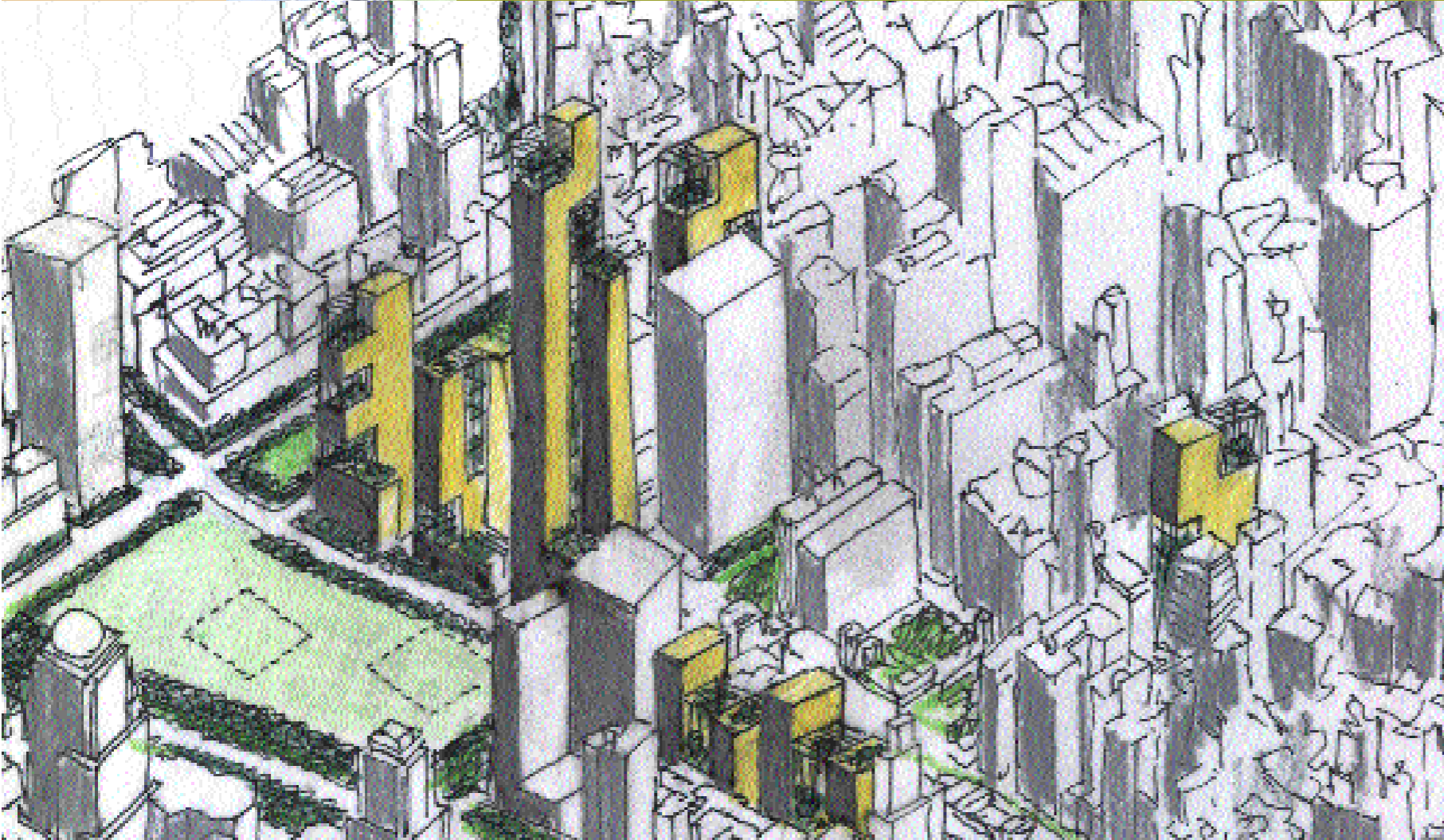
TriBeCa and western SoHo are designated as Do No Harm sub-districts whose character is to be protected from expected economic pressures as Lower Manhattan develops.

6. When a variety of office typologies are considered, redevelopment opportunities extend to the Lower East Side and Chinatown.





7. Liberty Hybrid office typologies provide four million sq. ft. of commercial space on the WTC site.



## GLOBAL OFFICE CENTER (con't.)

### TRANSPORTATION

For the global office scenario to become a reality, Lower Manhattan's transportation system must compare favorably to other global cities. With that in mind, the following are key elements of a transportation program:

1. Improve access from Long Island and JFK Airport.
2. Improve connection to the West Side, notably Penn Station and the PA bus terminal.
3. Build the Second Ave. Subway as soon as possible to improve connections to the East Side and Metro North.
4. Improve waterborne access by reinforcing ferry service.

### RETAIL/CIVIC AMENITIES STRATEGY

To thrive, a global office center requires more than just new office and residential construction. Retail space, restaurants and nightlife, and open space are crucial amenities to encourage commercial development and cater to business.

#### Retail and Commercial Amenities

Major and convenience retail, chain and boutique hotels, arts facilities and a public market are all key retail and commercial amenities for the global office center. Highlights include: larger format retail on Lower Greenwich, including a supermarket; a public market on Fulton; comparison shopping on Fulton; smaller retail corridors on Water and Washington; a strengthened theme retail district in Chinatown; and a diverse hospitality industry.

#### Civic Space System

The team envisions a system of public spaces – green, paved and including public art – that enhance the public's experience in Lower Manhattan and connect the site to the rest of the district. The system contains three tiers:

- 1st Tier: 40-foot civic band surrounding the WTC site
- 2nd Tier: Pedestrian improvements and greening of major north-south and east-west corridors
- 3rd Tier: Improvements to key public spaces in the Financial District and Chinatown

#### WTC Site

Beyond the 4 million sq. ft. of new commercial space and a minimal amount of appropriate retail space to be concentrated on the east of Greenwich St., the team focused on civic and public uses for the site. Two view corridors – roughly oriented along Fulton and Liberty streets – are protected relating to a future memorial. The “bathtub” is reserved for the memorial, to be determined in an international competition. The entire site is then banded by a 40-foot “green” civic space, setting it off from all other areas and extending to St. Paul's Chapel and Liberty Park.



8. A mixed-use mosaic illustrates radically organic incremental change.

9. Adaptive re-use revitalizes buildings both inside and outside.

## CREATIVE HUBS

**Charge:** This team was directed to include the following program requirements to manifest the Creative Hubs vision:

- 5 million sq. ft. of new Class A office space
- 8 million sq. ft. of new residential space
- 2.5 million sq. ft. of new retail space
- High priorities: Enhance/convert Class B space, create technology centers, higher education, cultural anchors, civic functions, affordable housing, backup office sites, culture/tourism, playgrounds, outdoor passive recreation spaces, waterfront improvements, indoor recreation, schools, neighborhood conveniences, hospitality uses.

### DEFINING PRINCIPLES: RADICALLY ORGANIC INCREMENTAL CHANGE

In making their land use recommendations, the Creative Hubs team based their findings on the pursuit of “radically organic incremental change”:

**Radical:** The team’s approach calls for a fundamental challenge to the traditional conception of the city center. It takes a more radical approach, patterned after Barcelona, to do away with the single center and support a constellation of many creative hubs across Downtown.

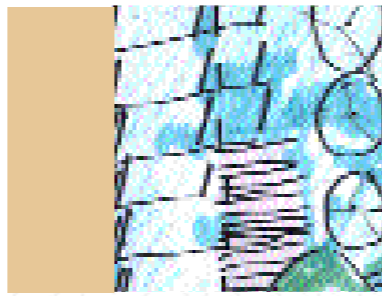
**Organic:** The plan amplifies the dispersed, mixed-use character of Lower Manhattan, rather than attempting to dismantle it. The proposal takes the concept one step further by merging zoning uses to permit multiple functions within a single building type, as seen in Toronto.

**Incremental:** The team defined its strategy as a “soft buildings” approach, rather than a “soft sites” approach, focusing on new uses for existing buildings rather than creating new buildings. This approach lends itself to phasing and evolution over time, and utilizes the 13 million sq. ft. of existing vacant space in Lower Manhattan.

### RECOMMENDATIONS

Despite its programmatic charge, this team chose not to make any specific recommendations regarding placement of commercial, retail or residential development. Instead, its strategy focuses on making key public investments to prompt a significant private response that would determine specific demand for new development. The team considers Lower Manhattan ripe for a shift to a more creative economy given the unique building stock, streetscape and historic





10. A structural tower at the northwest corner of the WTC site restores the skyline.

## CREATIVE HUBS (con't.)

landmarks. The following initiatives would help speed the process by providing further amenities appropriate to creative industries:

### Green Invasion

By setting a global example for championing green building practices in Lower Manhattan, the City can attract creative leaders Downtown and move toward development of creative hubs. The plan relies heavily on green building strategies to meet its building targets through adaptive reuse of current building stock, mixed-use within buildings and efficient energy use. The team supports a policy that combines regulatory measures and financial incentives in pursuit of high performance throughout the district. All of Downtown would be blanketed with the following improvements:

- Environmentally-friendly transit delivery
- Creation of lively public spaces
- Addition of green space and trees
- City-incentivized investments in energy efficiency
- High emphasis on indoor environmental quality
- Use of recycled content

### Education

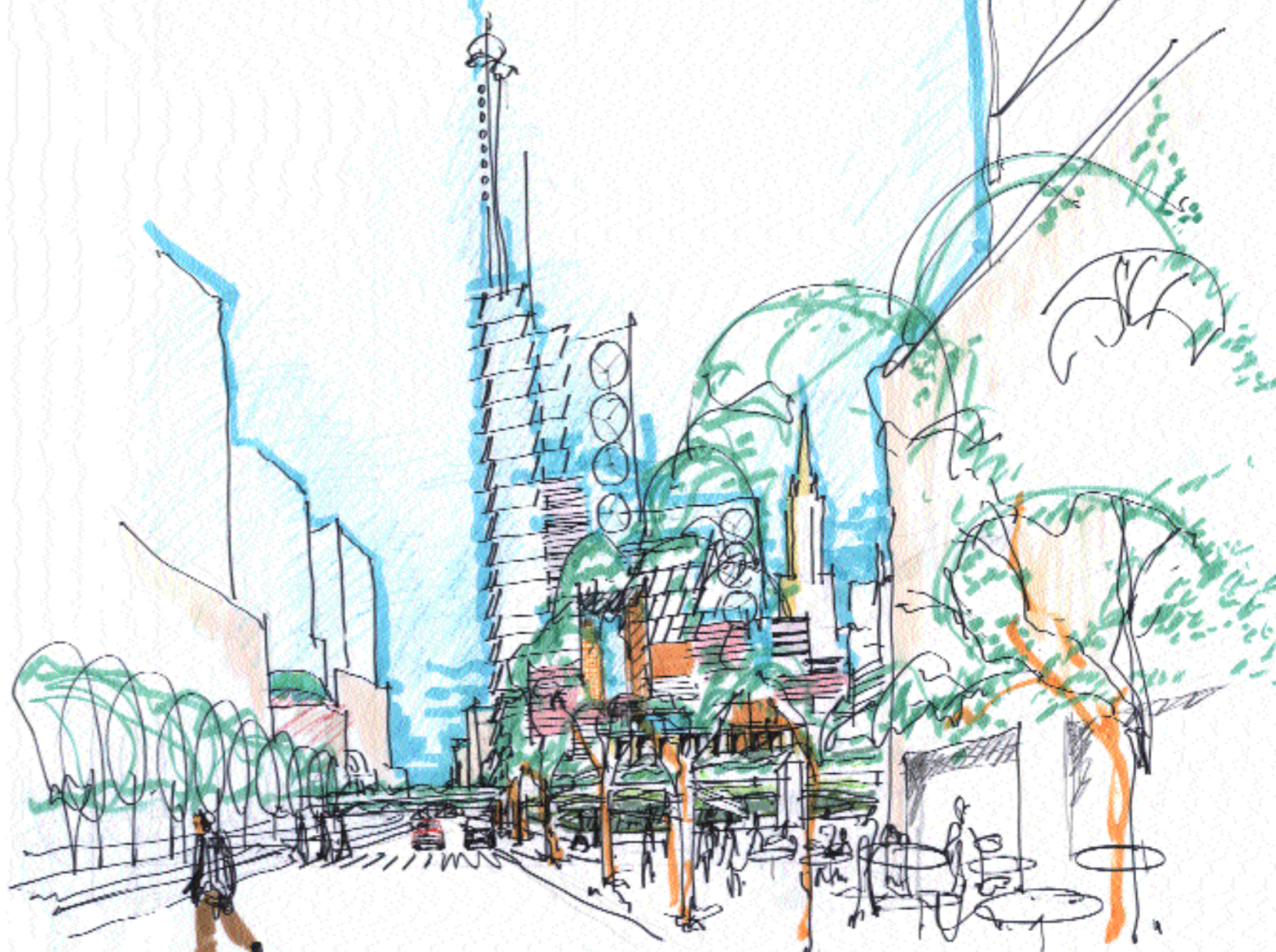
Educational facilities – especially higher and adult education – are magnets for creative industry. The team's plan calls for several institutions throughout Lower Manhattan, but the focus is on creation of a Memorial University at City Hall Park. The university would be a locus of educational facilities for primary, secondary and higher education featuring sustainable development, environmental studies, language and cross-cultural training, conflict resolution and other curricula focused on world stability. The university would use space in two landmark buildings – the Woolworth building and the Immigrant Savings Bank building – and would offer a full range of classes catering to Downtown's diverse resident and worker population.

### Tourism/Culture

Tourism and culture play a major role in developing a series of creative hubs. Key elements include new libraries, museums, a public art network throughout the district, general arts and entertainment, and memorials – both on the WTC site and dispersed throughout Lower Manhattan.

### Social Equity

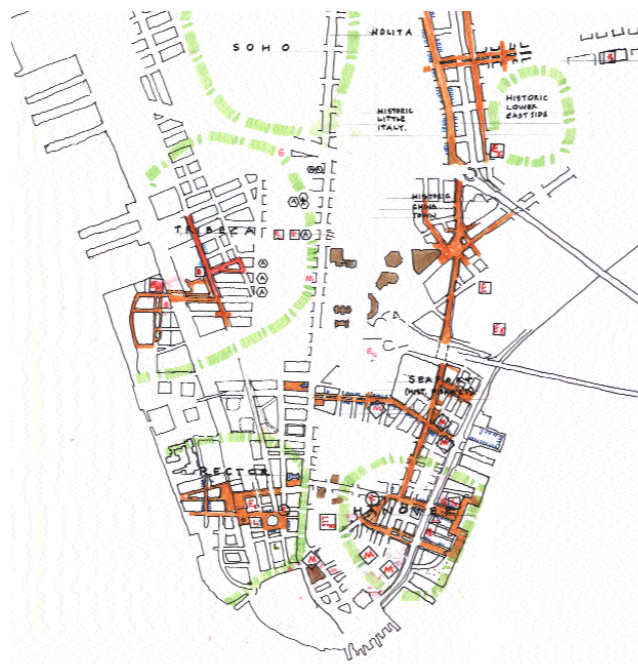
One of the hallmarks of the creative hubs plan is the underlying principle of social equity. Development decisions should be made with all stakeholders in mind, planning for a mix of various levels of jobs, housing and retail. Affordable housing should be mandated, and measures should be taken to help small businesses catering to middle- and lower-income families.



### WTC Site

Rather than acting as an island subject to different land use parameters, the site itself should follow the creative hubs principles in development. In that spirit, the team focused on civic and public uses:

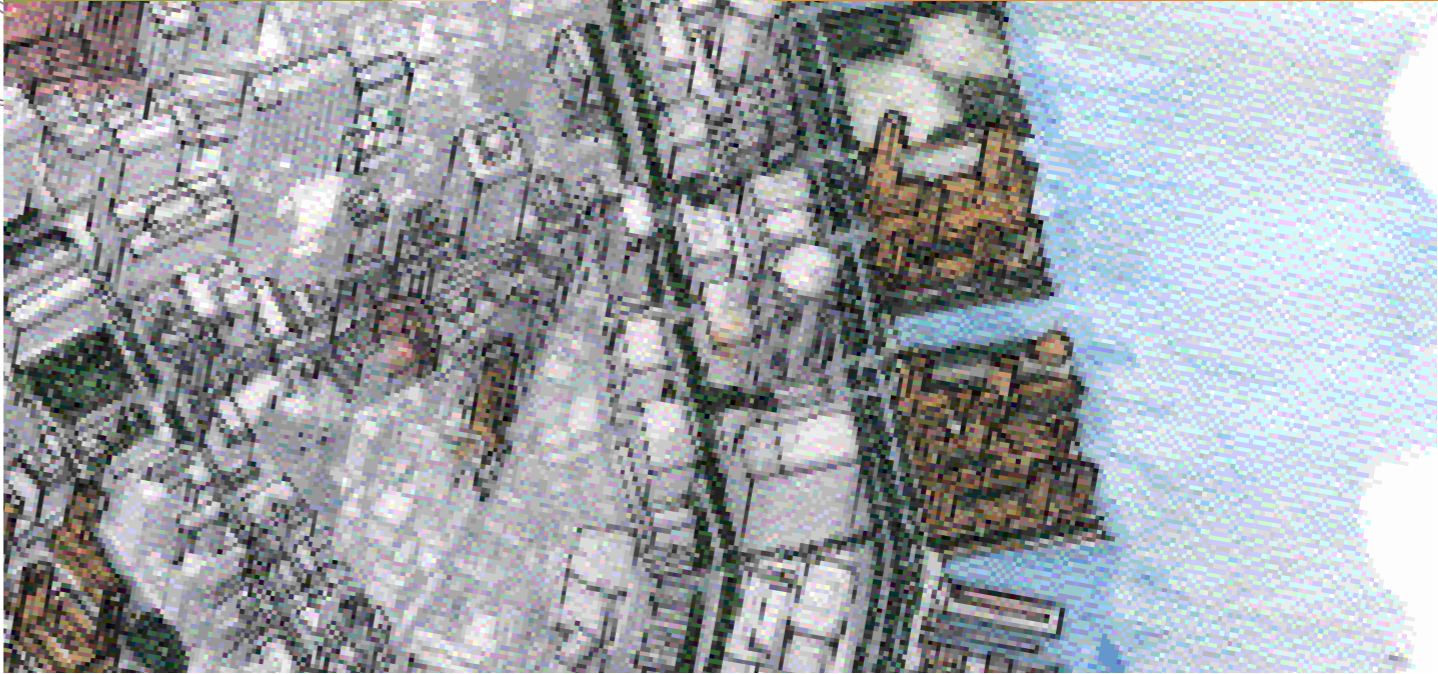
- L-shaped civic structure: The major civic amenity would be an L-shaped structure framing the void left by the footprints. This structure would contain a major memorial library and a Museum for New York devoted to teaching the City's history in an international context.
- Viewing/communications tower: To restore the skyline and provide a view to the future, a structural tower would be constructed at the northwest corner of the site, overlooking an uncovered PATH station and the bathtub area, which would remain intact except for landscaping gestures and potentially water.
- Minimal retail: Limited retail on-site would serve the local community and be discreetly placed along Vesey and Church streets near the transit hub.



11. Each neighborhood must have a full complement of retail services and amenities.



12. The East River waterfront provides an opportunity for residential development.



**LIVABLE NEIGHBORHOODS**

*Charge: This team was directed to include the following program requirements to manifest the Livable Neighborhoods vision:*

- 2 million sq. ft. of new Class A office space
- 15 million sq. ft. of new residential space
- 1 million sq. ft. of new retail space
- High priorities: Internal transportation and reverse commuting, cultural anchors, affordable housing, backup office sites, civic uses, open space and various recreational uses, schools, community centers, libraries, neighborhood conveniences, unique shopping, restaurants, nightlife.

**14 Response to the Charge/Guiding Principles**

Originally named the “Residential District” team, the group changed its name to convey its focus on maintaining Lower Manhattan’s character as an area where residential and other uses are so closely interwoven. With this in mind, the team chose to let the availability of sites and buildings appropriate for residential development drive the amount of new development, rather than being held strictly to the numbers outlined in the charge.

In addition, this team based its analysis and recommendations on three guiding principles:

**Livable Neighborhoods**

Housing is not an end in itself, but part of a process of creating livable neighborhoods. This team based its recommendations on the goal of creating a series of livable neighborhoods characterized by diversity, access to goods, services, jobs and transit, a healthy environment and a good quality of life.

**Affordability/Equity**

One of the most fundamental issues that must be addressed in Lower Manhattan is the creation of an economically diverse residential community, by ensuring that housing created through new construction and conversion is available to people at all income levels.

**15**

**Sustainability**

Livable neighborhoods are grounded in principles of sustainability and green building. All new development and building conversion should be completed with these principles in mind.

**RECOMMENDATIONS**

**Neighborhoods**

To accommodate the marked increase in residential units in this scenario, the team identified several existing and new neighborhoods for focused development and investment in amenities:

**Rector/Greenwich Square**

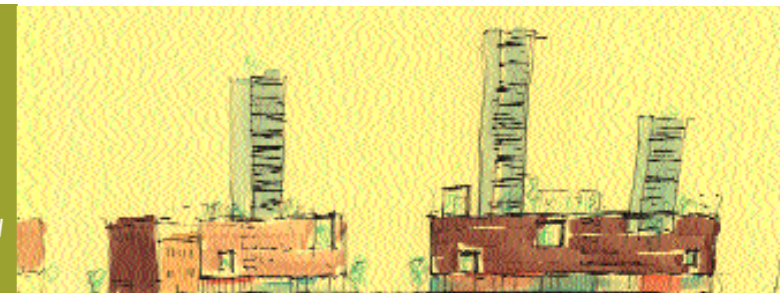
This neighborhood grows around the new Greenwich Square proposed by Mayor Bloomberg at the entrance to the Brooklyn-Battery Tunnel. This area already has excellent subway access, strong linkages to Battery Park City and the WTC site, and a number of underutilized sites. The introduction of the square as a central amenity – and the demolition of the MTA garage – will prompt the market to create 2,500 new housing units.

Of course key neighborhood amenities will need to be added before it can meet its residential potential. The new neighborhood will support substantial retail, and new residential developments should be constructed with ground floor retail uses. In addition, this area is well suited to a substantial supermarket, including some underground parking. The influx of new residents also warrants a new elementary school, potentially located within a new residential structure. Finally, a key to the success of this neighborhood is making Rector Street an attractive local east-west connector to link with the Rector Square area of Battery Park City.

13. Greenwich Street is linked to Broadway's Canyon of Heroes.



14. New residential typologies include small footprint point towers.



## LIVABLE NEIGHBORHOODS (con't)

### Fulton Corridor

Similar to the Mayor's plan, the team envisions a new linear community along Fulton Street from South Street Seaport to Battery Park City, including new housing, retail and culture. The renovated Fulton transit hub would provide the foundation for the neighborhood and a gateway to new amenities, including:

- Pedestrianized Fulton Street
- Public market at the new Fulton Market Square
- New nightlife corridor on Fulton
- Open spaces on the East River

These amenities would make the area a highly desirable residential location, accommodating 2,500 new residential units. Substantial new construction would occur on Fulton between Pearl and Gold streets, and on adjacent side streets, including Cliff, Beekman and Water. The character of Fulton from Gold to Nassau streets would be preserved, with buildings in that historic area restored rather than demolished.

### Chinatown/Lower East Side

The challenge in this area – which already contains the majority of the residential stock below Houston Street – is to improve conditions and add units without harming the area's long-term, low-income residents. The team aimed to alleviate the housing shortage, improve substandard housing conditions and relieve overcrowding...without bowing to gentrification pressures.

The team looks to accomplish this by setting strict criteria for development in the area, sticking to current densities except in several areas appropriate for higher density: Houston, Delancey, and Forsythe/Chrystie streets near Sara Roosevelt Park. Even these higher density nodes would be subject to strict regulation, following models of sustainable development by constructing thin towers rising from a broader podium that is consistent with the street's traditional pattern.

In all, 5,500 new units could be accommodated, with half in new high-density corridors and half as infill and rehabilitation. All development would be mixed-income, with at least 3,000 units affordable to low, moderate or middle-income families.

## LINKAGES AND AMENITIES

### Bowery/Water Corridor

A central element in this plan is the creation of a single, pedestrian-friendly north/south connection throughout Lower Manhattan along the Bowery/Water Street corridor. This corridor is currently not conducive to pedestrians, but can be drastically improved with some modest initiatives:

- Create a secure sidewalk environment for pedestrians
- Reinforce a linear path that connects neighborhoods
- Mitigate impacts of large-scale intersections on pedestrian traffic
- Make improvements in the context of each neighborhood
- Develop functional open space where possible for a variety of uses

### Key Amenities

In addition to the initiatives described for each neighborhood, the team recommended the following improvements to benefit multiple areas of Downtown:

- Lower FDR Drive to grade-level south of the Brooklyn Bridge and create a landscaped boulevard to offer frequent pedestrian access to the river along South Street.
- Add retail and community services to enhance the quality of life in existing neighborhoods.

### WTC Site

This team joins the other two teams in focusing on civic uses for the site, not calling for any commercial development and very minimal retail development on Church Street. Their goal for the site, in addition to memorialization, is to celebrate and unite the diverse neighborhoods and people of Lower Manhattan. In that spirit, they offer several site recommendations:

- Design the memorial to encompass above- and below-grade dimensions.
- Memorial programming should reflect the character of Lower Manhattan neighborhoods as well as the victims of 9/11.
- Extend Fulton and Vesey streets through the site, and devise a new configuration of Greenwich Street to slow traffic.
- Include innovative and educational uses, potentially a museum, school or exhibition space.

15. Residential growth can be both scattered infill and new concentrations, such as on the East River and south of the WTC site.



## OVERALL VISION

### *The World's Downtown: Density with Diversity*

Welcome to the new Lower Manhattan, the world's first 21st Century mixed-use district. Here you'll find a dynamic mix of peoples and incomes, old and new economies, office towers and residences, restaurants and bars, entertainment and culture. The district has the qualities to earn the elusive "24/7" title: density, diversity, amenities and mixed-use in a contained geography. It is an urban center without a traditional center, focused rather on a series of interconnected hubs. The best that each neighborhood has to offer is stretched throughout the area below Houston Street. Each neighborhood maintains its unique character, but also interacts as a true neighbor as borders become blurred.

It is a downtown of green corridors that provide magnificent views, pedestrian links and economic opportunity. Every block reveals new mysteries as the ancient winding streets of the Financial District come alive with new streetscapes, guiding workers, residents and visitors from the Battery toward a vibrant, pedestrian-friendly Fulton Street; up a bustling Water/Bowery corridor to a Chinatown revitalized around an Asia-oriented business center; and across Delancey Street, passing new commercial and residential development.

As you move effortlessly from neighborhood to neighborhood along improved vehicular and pedestrian arteries it is easy to see opportunity doing the same: New art galleries connect from SoHo to Chinatown and the Lower East Side, housing for a variety of income levels runs from the Lower East Side to Lower Greenwich Street, and the economic opportunity of Wall Street is felt all the way through Houston Street.

The waterfront comes alive as a transit hub, residential district and recreation area.

At the physical and spiritual heart of it all is the WTC site, Lower Manhattan's Sacred and Common Ground. Surrounded by a 40-foot-wide band of green public space, the site invites visitors from all sides. Liberty and Vesey streets provide view corridors into the site and its sacred memorial, with a presence both above and below ground. Visitors approaching from afar use the structural tower, part of a renewed skyline, to orient themselves.

### *How do we get there from here?*

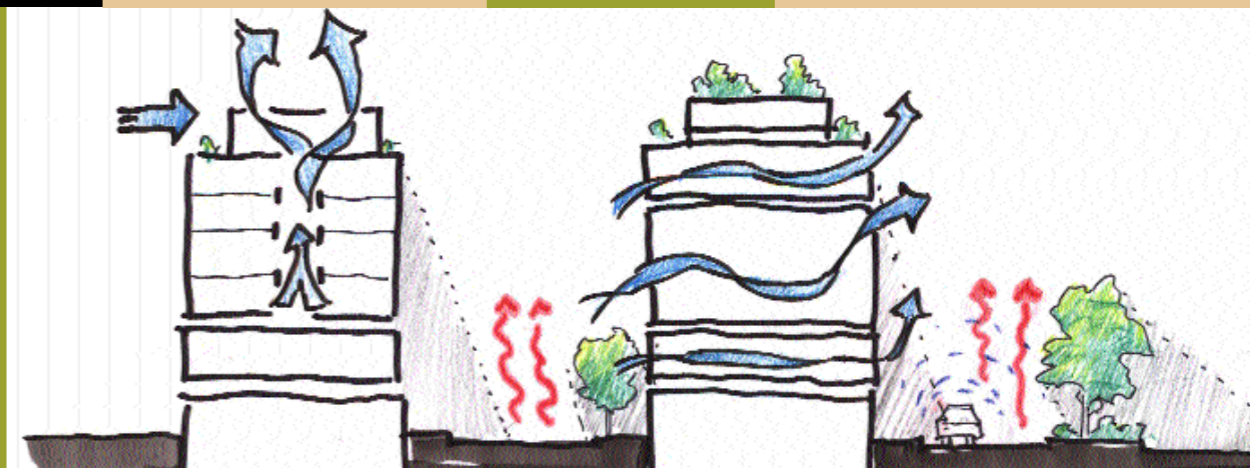
Catalytic investments are needed to make this vision a reality: transportation improvements to centralize the district; amenities to create a rich public realm; and new building prototypes to respond to technological innovations and lifestyle changes.

Implementation is phased, appreciating the need for immediate action, short-term enhancements and long-term repositioning. We start with early, relatively low-cost but high-impact public investments: historic preservation, landscaped streets and boulevards, parks and plazas, street management and pedestrianization. A memorial university might begin construction near City Hall Park at that time, providing an educational anchor for Downtown. Transformative transportation investments follow soon after, with improved access to the airports and suburbs, the Second Avenue subway adding two new lines to downtown, expanded ferry service, improved local mobility and transit stations that create uplifting arrival points.

It soon becomes clear that Lower Manhattan is on the rebound, and major private investment begins: New housing sprouts up in areas designated for growth: around Greenwich Square, on the Fulton corridor, on lower Greenwich Street and along Houston and Delancey streets. Retail development follows quickly on the heels of residential construction, with new supermarkets on lower Greenwich joined by boutiques and destination stores on Fulton Street, with new delis and dry cleaners throughout. As the vacancy rates begin to fall, commercial developments are planned at the edges of the WTC site and along the Delancey and Canal corridors. All of the construction is based on the highest standards for sustainability and "green building," and new building typologies rise that provide density without altering the character of neighborhoods at street level.

16. *The World's Downtown: Density with Diversity.*

17. *New building typologies adhere to the highest green building standards.*



## REGIONAL IMPLICATIONS

One of the key differences between this planning workshop and the official planning process is that the workshop considered regional factors in making decisions and determining impacts of each vision. The alternative scenarios that the teams began with include regional considerations, which were developed further over the course of the workshop by a Regional Strategies Team. Five economic criteria were considered:

### **Growth**

What potential does the plan provide for expanding economic output, jobs, incomes and tax revenues throughout the region?

### **Equity**

What potential does the plan provide for reducing income and housing disparities across the region?

### **Stability**

Does the plan reduce cyclical swings impacting the region?

### **Feasibility**

How consistent is the plan with economic trends and outlook for the region?

### **Financial Sustainability**

What is the potential to produce public and private revenues to pay for the investments in infrastructure and amenities?

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What are the regional implications of implementing a plan for The World's Downtown as described in this report? As a starting point, each of the scenarios brings a distinct set of benefits and risks, which can be summarized as follows:

**The Global Office Center** scenario has the greatest potential to generate growth in the city and regional economies. However, it also carries the greatest market risks and is likely to be the most costly alternative. It has the greatest potential to create demand for support services and an expansion of both office and residential development in both Downtown Brooklyn and the Hudson County waterfront. It may also defer the need for office development in both Midtown West and Long Island City, but enable Long Island City a greater opportunity to retain and expand its manufacturing base. By creating the need for new transit links to the airports, it increases the chances for Jamaica to emerge as larger commercial center with a new identity, and for Newark to maintain and expand on the gains it made in the late 1990s.

**The Creative Hubs** scenario also generates substantial growth in the regional economy, but many of its benefits are more intangible. It has the fewest market risks for success because it targets economic sectors that have a strong growth forecast. It also provides some opportunities to make marginal improvements in the region's income distribution and cyclical stability. Jersey City and Midtown would likely capture some of the financial services that would decentralize from Lower Manhattan. Far West Side development could be accelerated if Lower Manhattan provides less of the city's need for new Class A space. A new central business district in Long Island City, however, may find it more difficult to compete with Lower Manhattan for technology and support services. The airport links that are most important to Jamaica and Newark could still occur in this scenario, but are somewhat less likely than in the Global Office scenario.



**The Livable Neighborhoods** scenario most directly addresses a key competitive issue for the city and the region—the persistent shortage of affordable housing. There appears to be less risk for sustained weakness in the housing than in the commercial market, but it could challenge Lower Manhattan's ability to maintain the job base that anchors its attractiveness as a live-work district. As in the Creative Hubs scenario, Jersey City and Midtown would stand to gain whatever portion of decentralized financial services that remains within the region. However, this scenario may provide the greatest opportunity to strengthen a “working waterfront” in Brooklyn, since there would be fewer residential pressures. With more decentralization from Downtown, this scenario makes it most likely that office development on the Far West Side and in Long Island City would be accelerated. Jamaica and Newark would be less likely to benefit since new airport links would be difficult to justify in this scenario.

An integrated strategy to create **The World's Downtown** would attempt to maximize the benefits and manage the risks of the different scenarios:

**Growth** potential would be maximized through the immediate investments in new amenities and existing buildings emphasized in Creative Hubs and the catalytic investments in transportation and the development of new office sub-districts emphasized in the Global Office Center.

**Equity** would be enhanced by incorporating respect for existing neighborhoods and businesses, the improvement and expansion of affordable housing as envisioned in Livable Neighborhoods, and development of complementary strategies for commercial, manufacturing and workforce development in other parts of the city and region.

**Stability** would be marginally enhanced by diversifying the economy of Lower Manhattan and the region as a whole.

**Feasibility** would be maximized through phasing that allows Lower Manhattan's economy to evolve with the market demands of the economy.

**Financial Sustainability** relies on phasing that generates immediate economic returns while creating the capacity for long-term growth, but will also require a financing strategy that combines federal funds and the public revenues generated with new economic growth.

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