

EMPIRE STATE TRANSPORTATION ALLIANCE
Draft Principles and Recommendations
Revised November 6, 2001

This document has been prepared by RPA staff using information and concepts developed at a series of meetings held by the Empire State Transportation Alliance and the Civic Alliance to rebuild Lower Manhattan. The suggestions and recommendations will be used to inform a dialogue among transit agencies, and local, state, and federal elected officials on the principles and priorities for restoring and improving the transportation systems serving Lower Manhattan in the wake of the September 11 attack and destruction of the World Trade Center complex.

It has become clear that rebuilding and expanding transit access to all of Lower Manhattan is critical to the survival of Lower Manhattan as the Nation's financial center and a growing 24-hour community. While New Yorkers are coping admirably with the problem in the short-term, and travel demand to Lower Manhattan has been reduced with the temporary loss of 30 million square feet of office space, the loss of subway and PATH service, even with the addition of special ferry services, is not tenable in the long run. The PATH station at the World Trade Center, which connected New Jersey to Lower Manhattan, is severely damaged. The #1/9 train, which connects the West Side of Manhattan and The Bronx to the Financial District, sustained the destruction of the Cortlandt Street Station and approximately 1,900 feet of tunnel. The Broadway local (N, R), which connected Brooklyn and Queens to Midtown and Lower Manhattan, sustained minor damage, but reopened on October 28 (the Cortlandt St station will remain closed indefinitely).

Without its full rail transit access, lower Manhattan, with by far the highest transit share for travel to work of any commercial district in the nation, will be hamstrung in its attempts to recover. Moreover, not only must the transit infrastructure that was destroyed or compromised be made whole, it must be upgraded to build confidence and entice back traumatized businesses and residents that have fled, at least temporarily, to other locales, either in Midtown Manhattan, to the other boroughs, the rest of the metropolitan region, or beyond.

The reconstruction program that is to be established must gain the confidence of the public and the business community. For any plan to be successfully implemented, even in these unique times, it must adequately address the concerns of many groups, in the business, labor, environmental, community, civic and governmental sectors.

The program must have the following goals:

1. **Security:** Design all improvements to incorporate the best available security measures, include a reduction of unnecessary vehicle traffic on Lower Manhattan streets, to the extent possible.
2. **Redundancy:** Establish a more reliable transportation system by creating redundancies - multiple services and routes - in major travel markets in the event that any single route is disrupted.
3. **Resiliency:** Improve the transportation system to give it the ability to rapidly recover from future disruptions.
4. **Connectivity:** Establish new and improved connections among systems to provide access to and, where possible, interoperability with other systems to serve the broadest possible area.

5. **Capacity:** Increase peak and off-peak transit capacity to absorb demand from portions of the network that are currently inoperable.
6. **Confidence:** Create a feeling of confidence among employers and employees in the resurgence of Lower Manhattan.

CANDIDATE PROJECTS

Suggestions for restoring and improving the transportation system have already been forwarded from many sources. This list is intended to stimulate public discussion, and is intended to be the first, and not the last word on transportation improvements in and to Lower Manhattan. It is imperative, however, that the civic, business and government leadership of the city and region move quickly to reach consensus on a proposed package of improvements that can form the basis for a federal funding proposal.¹

SHORT-MEDIUM TERM CAPITAL INVESTMENTS (completion in 24-36 months)

Restore The Transit System

1. Rebuild the Downtown PATH line and World Trade Center to today's standards. Provide new passenger access directly to the World Financial Center and Battery Park City. The Port Authority estimates that interim service can be restored within 18-24 months.
2. Investigate the feasibility of extending the Downtown PATH line to provide service from New Jersey to the East Side of Lower Manhattan, and to allow for transfers to the north/south subways at the Fulton-Broadway-Nassau St subway station. The feasibility analysis must quickly determine whether such an extension is constructible, if it would attract sufficient ridership to justify its construction, and if it can be built without significant (more than one year) delay beyond the reconstruction of the World Trade Center Station.
3. Restore damaged subway stations and tunnels and restore full service to the #1/9 Trains within 3-4 years. If complete reconstruction of the #1/9 Line is required, consider replacing the existing South Ferry loop station with a modern stub-end terminal that would connect to a new ferry terminal at the Battery Maritime Building and the Staten Island Ferry Terminal. This new terminal could also be the new terminus for non-rush hour #5 train service.
4. Design a state of the art intermodal pedestrian and transit hub at the Fulton-Broadway-Nassau Street subway complex (#2, #3, #4, #5, A, C, J, M, Z trains) to provide easy transfers to all lines and to a new PATH station (see above).

Restore the Street System:

1. Recreate the pedestrian and vehicular street system destroyed and affected by the WTC attack, including reconnecting Battery Park City, the World Financial Center and the rest of Lower Manhattan by creating grade separated vehicular and pedestrian links at West Street.

Expand Ferry Service

¹ ESTA has also prepared an "Emergency Restoration of Transportation Services to Lower Manhattan" report, which lays out an agenda that can be rapidly implemented to provide interim transportation relief so that businesses and residents can continue to live and do business while the infrastructure is rebuilt.

1. Create a new intermodal terminal at the Battery Maritime Building, connecting new ferry service with an extended 1/9 subway station.
2. Implement the Long Island Rail Road capital improvements and service changes necessary to connect high-speed ferry service between the Long Island City terminal and Lower Manhattan.
3. Relocate the World Financial Center ferry landing to a redesigned North Cove that would be closer to the WFC buildings and the rest of Lower Manhattan.
4. Develop a harbor-wide network of ferry terminals in Queens, Brooklyn, Staten Island and New Jersey to provide improved service to new Lower Manhattan ferry hubs.

LONG RANGE CAPITAL INVESTMENTS (Longer than 36 months)

1. Increase subway capacity into Lower Manhattan with the construction of the full-length Second Avenue subway, under Water Street, with an eventual extension into Brooklyn, and connection to the commuter rail system at Grand Central Terminal and the Flatbush Avenue terminus of the Long Island Rail Road.
2. Depress West Street and fully connect Battery Park City to a revised Lower Manhattan street grid that may include the restoration of streets removed by the original construction of the World Trade Center super-block. This will substantially improve pedestrian and vehicle access to Battery Park City and the World Financial Center.

OTHER TRANSPORTATION PROJECTS

The attacks have also added urgency for the implementation of several other projects that do not directly relate to Lower Manhattan. Nevertheless, these projects would improve mobility and relieve much of the stress placed on the Region's transportation systems in the wake of new restrictions on vehicle movements through Manhattan and New York City.

1. **Addition of new commuter rail tunnel to Penn Station and beyond to Grand Central Terminal (the ARC G alternative):** This alternative relieves the excessive demands on NJ TRANSIT's rail network. Many of the PATH riders who had previously taken NJ TRANSIT trains into Hoboken or Newark are now riding into Penn Station, creating extreme crowding on these trains. This situation will only be exacerbated with the completion of the Secaucus Transfer station in 2003. A new trans-Hudson commuter rail tunnel would provide capacity for up to 20 additional peak hour trains. Extending the service to Grand Central Terminal would allow New Jersey commuters to avoid transferring to the subway, saving them considerable travel time each day.
2. **East Side Access:** This project would significantly improve commuter rail capacity running into and out of Manhattan, allowing them to accommodate many of the people who currently drive across the Hudson and East Rivers. East Side Access would connect the Long Island Rail Road to Grand Central Terminal and Manhattan's East Side, the final commuting destination for most LIRR riders..
3. **East of Hudson Freight Rail Improvements:** The concern about the security risks presented by tractor trailers is only the latest of many reasons to press for a reduction in New York City's dependence on trucks for goods movement. NYCEDC has conducted a major investment study that has recommended development of improved cross-harbor rail float operations and eventual construction of a cross-harbor rail freight tunnel. These new links and associated improvements to the freight rail network on both sides of the Hudson River would connect the Region's freight rail networks and remove as many as one million trucks per year from the Hudson and East River crossings.

4. **Universal Fare Card:** Universal fare media that could be used on MTA, PATH, NJ TRANSIT and privately operated transit systems would represent a significant step toward developing a truly regional transit system. The EZ Pass system consortium has shown that it is possible to use a single payment system on facilities with a variety of owner/operators.