Civic Alliance to Rebuild Downtown New York
Convened by Regional Plan Association

Listening to the City

Remember and Rebuild
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PARTICIPANT GUIDE



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Remember and Rebuild





Starting Out

When New York City was attacked on September 11, 2001, it left a gaping hole in the ground where two buildings once stood, destroyed billions of dollars in public and private property, and, most tragically, cut short the lives of thousands of people. The physical damage that New York City sustained was devastating, and the human toll was immeasurable. In the aftermath, the entire nation has embraced New York, and we have responded by vowing to rebuild our City – not as it was, but better than it was before. Although we cannot replace what was lost, we can remember those who perished, rebuild what was destroyed, and renew and revitalize Lower Manhattan as a symbol of our nation's resilience.

This historic gathering – called "Listening to the City" – will give participants an opportunity to provide input on the redevelopment and revitalization of Lower Manhattan, the city, and the region in the wake of 9/11. It will also start a conversation about establishing a process for the creation of a permanent memorial to those who lost their lives on that terrible and sad day. Using the latest in modern technology, participants today will have the opportunity to provide input to the Lower Manhattan Development Corporation (LMDC), the Port Authority of New York and New Jersey and others on different site planning options for the World Trade Center and its adjacent surroundings, as well as on public policy options for the area and city as a whole.

On February 7, 2002, more than 600 concerned citizens, civic leaders and public officials from throughout the metropolitan region came together for the first "Listening to the City" forum, also convened by the Civic Alliance to Rebuild Downtown New York, a coalition of more than 85 groups. This modern town meeting brought together participants from all walks of life – downtown residents and workers, families of victims and survivors, emergency and rescue workers, business and property owners, interested citizens and community leaders – all committed to chart a vision for Lower Manhattan while honoring those who lost their lives on September 11.

This event was just one of dozens of efforts over the past year by various groups, most of whom are also partners in the Civic Alliance. These efforts include forums, workshops and reports by New York New Visions, Rebuild Downtown Our Town, Imagine New York, The Labor Community Advocacy Network, The New York City Partnership, The Empire State Transportation Alliance, The Environmental Coalition for Rebuilding Lower Manhattan and other groups.

The Lower Manhattan Development Corporation (LMDC) also consulted with a broad spectrum of individuals and groups over the past several months regarding the future of Lower Manhattan. This consultation included discussions with civic and planning groups; not-for-profit organizations; community groups; the LMDC Advisory Councils; federal, state and local public officials; and the general public through public events, public hearings, and the LMDC website. Following that consultation, the LMDC developed a draft set of Principles and Preliminary Blueprint for Lower Manhattan. The LMDC then released these documents to the public for public review, engaged in an outreach campaign, which included a

LMDC Principles for the Future of Lower Manhattan

- **Make decisions based on an open and inclusive process.**
- **Create a memorial honoring those who were lost while reaffirming the democratic ideals that came under attack on September 11th.**
- **Assist in the rapid revitalization of Lower Manhattan in a manner that does not preclude desirable future development plans.**
- **Coordinate and encourage the infrastructure improvements that will trigger the private investment needed to sustain and enhance Lower Manhattan.**
- **Support the economic vitality of Lower Manhattan as the financial capital of the world with new office space.**
- **Develop Lower Manhattan as a diverse, mixed-use magnet for the arts, culture, tourism, education, and recreation, complemented with residential, commercial, retail and neighborhood amenities.**
- **Develop a comprehensive, coherent plan for transit access to Lower Manhattan that expands regional and local connections and improves transit facilities.**
- **Connect the neighborhoods of Lower Manhattan and improve the pedestrian experience of its streets.**
- **Expand and enhance public open spaces.**
- **Preserve the historic character of Lower Manhattan and the existing civic and cultural value of its cityscape.**
- **Promote sustainability and excellence in design, for environmentally sensitive development.**

well-attended public hearing in Lower Manhattan, and received significant comment from the public. These documents were revised and what has emerged are a set of Principles that will help guide the LMDC in developing, coordinating and evaluating plans for Lower Manhattan and a Preliminary Blueprint that articulates goals and objectives for Lower Manhattan and initial proposals to achieve those goals.

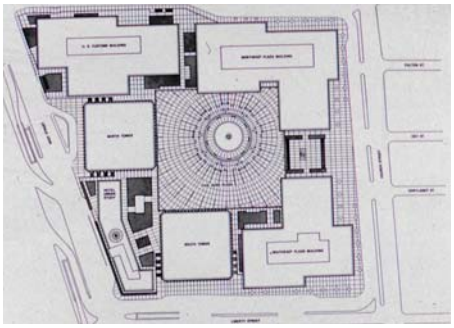
Through these various efforts, some major themes have emerged. In brief, these themes include that some type of memorial should be included in any building plans; that a soaring monument or building that repairs the city's skyline should be considered, that Lower Manhattan should become a place that is active 24 hours a day with more retail, residences for all income groups, and business; that the transportation system should be rebuilt both to improve Lower Manhattan's connections to the rest of the region and make it easier to get around within the district; that the financial services industry should be encouraged to remain in Lower Manhattan but that new types of industry should be encouraged to come in as well; that some streets should be restored on the WTC site; that the rebuilding effort and public money spent should benefit New Yorkers of all incomes; that Lower Manhattan should have a greater amount of parks, cultural institutions and beautiful streetscapes; and that it should be more accessible to and from the waterfront.

In short: how do we make Lower Manhattan a great place, and how do we fit the redevelopment of the WTC site within that vision? How do we appropriately remember and respect those who died on 9/11? How do we make Lower Manhattan economically robust, economically diverse, efficient, pleasing to the eye and a symbol of opportunity and freedom? Can we create a Lower Manhattan with great transportation, good jobs, more parks and cultural institutions?

Some of these goals can be realized simultaneously, but for some there will have to be trade-offs – that's part of the discussion today. What are the choices that will allow us to get the best mix of all this input? The conversations to take place today will form another base for the ongoing conversation to determine what becomes of this wounded section of the city, and what becomes of New York and the region in the 21st century.



The World Trade Center: A History



The Port Authority built the World Trade Center in the late 1960's after almost three decades of debate and discussion. It was conceived largely as an economic development project to revitalize the financial district, which was already losing companies to midtown. Owned and operated by the Port Authority of New York and New Jersey until its privatization in July 2001, the World Trade Center took seven years to build and replaced 14 square blocks of the city, an area formerly occupied largely by small radio and electronic stores. To gain approval from New Jersey, the Port Authority acquired a failing transit line and rehabilitated what is now the PATH system. Housing was prohibited from the site.

Although it was not an immediate success upon its opening in 1970, over the years the World Trade Center filled up with financial, insurance, transportation, government and trade-related businesses. The complex showed its first profit for the Port Authority in 1979, after numerous state offices were moved in, and thereafter never operated at a loss. At the time of its destruction, its 10 million square feet of Class-A office space was 97 percent occupied, and its retail facilities made it one of the most successful shopping centers in the nation. Although the WTC had both fans and detractors, its impact on Lower Manhattan was undeniable – it helped spark a major revival in the downtown office market, and

Lower Manhattan: A Brief History

To understand the possible futures of Lower Manhattan, it helps to understand its history, one that has always stressed two themes – commerce and diversity. Since a few sellers of "stocks" gathered outside a coffeehouse near Wall Street in the late 1700's, this area has been the nation's center of finance. Even in the first decades after the Dutch purchased the island from the Native Americans in the early 1600's and founded New Amsterdam, the city that would become New York was built around buying and selling everything from coffee to sugar to slaves. It also has always been an international city, with a mix of different races, religions and nationalities from all over the globe.

Most of Manhattan is known for its numbered streets and avenues. But the streets of Lower Manhattan are often skewed, narrow and follow no clear pattern. Many date back to simple paths and streets used by the Dutch and the English for walking and for carts. These early settlers could not have imagined a time when enormous skyscrapers perched on those same thoroughfares, nor the fantastic system of tunnels and trains beneath them.

In the 1600's and 1700's, the city was physically contained mostly within the relatively small tip of land, not much more than a square mile in size, that we now call

1600's





1700's

1800's



made possible the building of Battery Park City and the World Financial Center and, ultimately, the introduction of new residential areas downtown.

When the World Trade Center was built, urban designers praised wide-open plazas and tall buildings in them, set apart from city streets. Today, many urban designers advocate traditional streets and storefronts.

In the terrorist attacks on the World Trade Center, 2,832 people lost their lives. The debris left after the attack plunged seven stories into the earth and more than 11 stories high. The recovery effort and cleanup took nine months, cost $750 million, involved the removal of 1.6 million tons of debris and required 3.1 million hours of hard labor. This was substantially less than the original estimate of two years and $7 billion.

The site of the World Trade Center is now a vast, empty hole in the ground, some six to seven stories deep and some 16 acres in area. Whatever happens on the site, rebuilding in any fashion will be a huge job. Simply building the site up to ground level will be an enormous effort.





1800's



Lower Manhattan. Most of the land above Houston Street was farms and scattered villages.

In the 18th century, Lower Manhattan contained the city's principal shopping streets as well as business and residential quarters. The city continued to expand, but by 1800 still did not go much above Canal or Houston Streets.

1900's



In the 19th century, the city began to move northward, and in 1811 a state commission laid out the famous grid of streets that would define the rest of the island. Lower Manhattan became a more specialized place with fewer residences.



In the early 20th century, the New York region burst out of the borders of the five city boroughs. (It now includes over 23 million people in 3 states.) Lower Manhattan became the nation's first skyscraper district, even while its harbor still bustled with ships. Very few people lived there, and few people shopped, dined or attended school there either. In the last generation, thousands of people have moved back to Lower Manhattan in neighborhoods like Tribeca and Battery Park City and, even more recently, the historic financial district. But the core of the area still remains largely given over to office space.

The Future of Lower Manhattan

Remember, Rebuild, Renew

Prepared by the Lower Manhattan Development Corporation and the Port Authority of New York and New Jersey

LMDC
Lower Manhattan Development Corporation

THE PORT AUTHORITY OF NY & NJ

Planning and Public Input Process

The Lower Manhattan Development Corporation (LMDC) and the Port Authority of New York and New Jersey (PANYNJ) have embarked upon an open, public planning process. This process consists of three phases.

The first phase resulted in the release of six concept plans for the WTC Site and adjacent areas. Following a public comment period, three revised plans will be released for further review and comment. By December, a single proposed site plan will be issued.

The public comment period occurring after the release of each phase will include public hearings and meetings with various government agencies, community organizations and civic groups, including the LMDC Advisory Councils. The LMDC and the PANYNJ will also receive comments by mail and via the LMDC website, at www.renewnyc.org.

The six concept plans are not fixed proposals but contain elements that can be refined and recombined in a number of ways. The building forms shown do not represent architectural designs. Rather, they illustrate a volume of building space – the architecture for which will be crafted later.

The LMDC and the PANYNJ invite you to review these six concept plans, and look forward to receiving public input and encourage public participation throughout this process.

Introduction of PANYNJ and LMDC Program

In order to begin discussion of the six concept plans, one must first understand the LMDC and PANYNJ program requirements – a set of goals that provide the framework for the planning effort by the two agencies and their consultants. One also must understand the contractual obligations in effect at the WTC Site. The program for the WTC Site and its adjacent areas is broken down into two parts: on-site, which refers to the 16-acre WTC Site, and off-site, which refers to the adjacent areas.

On-Site Program

In May 2002, the PANYNJ gave the design team an outline for the PANYNJ program and contractual obligations for the WTC Site. Chief among them is the need for a proper memorial to those who lost their lives on September 11th, including 75 Port Authority staff members. The memorial must also pay tribute to the heroism of the rescuers, and remember the victims of the previous terrorist attack on the WTC in 1993.

Rebuilding and improving downtown's transportation system, adding new cultural amenities and more public open space are also priorities. The program also needs to allow the current leaseholders of the site – Silverstein Properties, Westfield America and others – to replace all or most of the office, retail and, possibly, hotel space that had been destroyed. Under the leases, the leaseholders have the right to rebuild. Rebuilding also allows the PANYNJ

to sustain its revenues from the leases. Those revenues, in turn, are leveraged to finance billions of dollars in transportation projects for New York and New Jersey.

The six concept plans all include the following program elements for the on-site program:

- **Permanent Memorial**
- **Public Open Space**
- **Cultural and Civic Institutions**
- **Commercial Office Space (11 million sq ft)**
- **Hotel (600,000 sq ft - size of destroyed WTC Marriott Hotel)**
- **Retail (600,000 sq ft)**
- **PATH and Mass Transit Hub (to replace the former 420,000 sq ft facility, which, along with MTA facilities at the World Trade Center, served nearly 100,000 commuters each day)**
- **Bus Facility**
- **Service and Loading Areas**
- **Con Edison substation reconstruction**

Off-Site Program

In response to the need for other facilities in Lower Manhattan, other program elements are proposed in the areas adjacent to the WTC Site. Some of these proposals may require the acquisition of property, as well as new construction or the renovation of existing structures, while avoiding the demolition of high quality buildings.

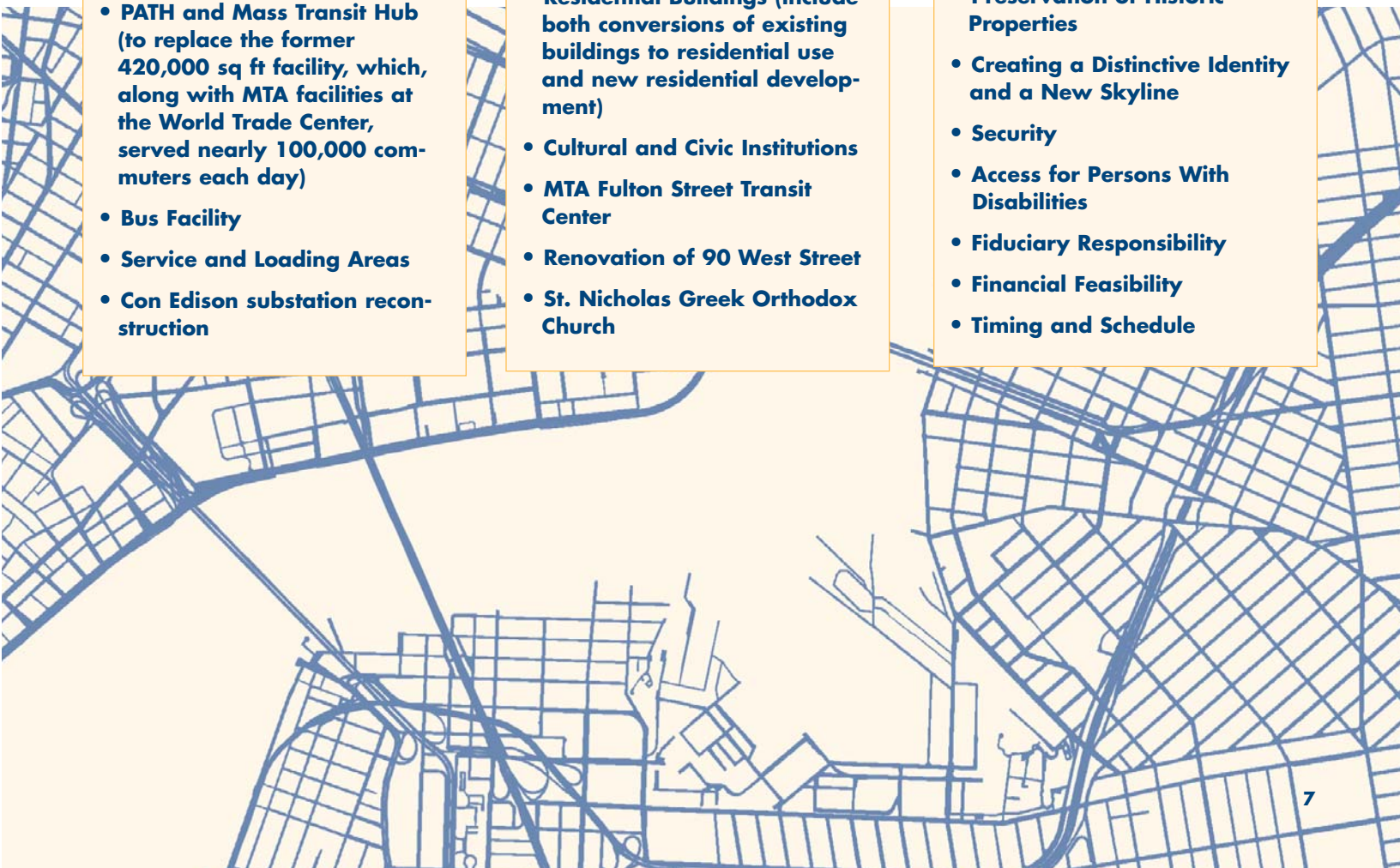
The six concept plans include one or more of these program elements in off-site areas adjacent to the site:

- **Park and Promenade Along West Street**
- **Residential Buildings (include both conversions of existing buildings to residential use and new residential development)**
- **Cultural and Civic Institutions**
- **MTA Fulton Street Transit Center**
- **Renovation of 90 West Street**
- **St. Nicholas Greek Orthodox Church**

Based on the LMDC Principles and Revised Preliminary Blueprint, there are other considerations that successful plans must meet.

All of the six concept plans incorporate the following important considerations articulated by the LMDC Principles and Revised Preliminary Blueprint and by the PANYNJ:

- **Improving Transit Connections**
- **Improving Pedestrian Access**
- **Integration with Surrounding Neighborhoods**
- **Design Excellence**
- **Sustainability**
- **Preservation of Historic Properties**
- **Creating a Distinctive Identity and a New Skyline**
- **Security**
- **Access for Persons With Disabilities**
- **Fiduciary Responsibility**
- **Financial Feasibility**
- **Timing and Schedule**





Transportation Infrastructure

The attacks of September 11th destroyed and damaged much of Lower Manhattan's transportation system. Millions of people will journey to Lower Manhattan each year to visit the memorial and hundreds of thousands of people who live and work in Lower Manhattan require the use of mass transit each day. Developing a 21st century transportation system that can accommodate and meet the demands of the various transportation users is critical.

In addition to the site program indicated above, the planning of the WTC Site and adjacent areas involves the reconstruction of below-ground transportation. Rebuilding the WTC Site provides an opportunity not only to replace what was lost, but to improve upon the transportation system that existed prior to September 11th. It is now possible to address two long-standing problems – the confusing jumble of transit lines, stations and pedestrian tunnels that serve the area, and the lack of linkages among them.

A critical component to be restored is PATH, which moved over 80,000 people per day between New Jersey and Lower Manhattan before September 11th. The former PATH station sat at the center of the site, and is currently proposed to remain on or near that location. This below-ground station would accommodate a modern, more efficient hub connecting PATH to several subway lines by means of a spacious, modern underground concourse. Possibly lined with retail shops, this concourse could extend from the Winter Garden and World Financial Center all the way to the Broadway/Fulton subway complex. It could also include a grand downtown station that would serve as a transit hub.

This infrastructure is important to support the level of development in the program and the revitalization of Lower Manhattan. While not final, this configuration has emerged as a leading candidate and was used as a constant in developing the above-ground variations. In the future, more detailed options for transportation improvements in Lower Manhattan will be issued for further discussion.

Discussion of the Six Concept Plans

The approach to the memorial was the first consideration in the development of the six concept plans. The titles of the plans reflect the memorial ideas that they convey. The six concept plans are not intended as fixed proposals, but contain elements that can be mixed and matched as the public input process moves forward.

Three important factors may be considered in evaluating the concept plans: creation of an appropriate memorial, restoration of the cityscape and skyline, and reconnection of the city fabric.

1. Memorial and Open Space

Memorials have been conceived of in many different ways throughout history and can take a wide variety of forms. A memorial can be open space, a sculpture, an object, a room, a building, a museum, or even an entire precinct. The discussion of the memorial in these plans is not intended to talk about specific elements or designs, rather to determine

the area that will be designated for the memorial. The process to design the memorial will be a separate process.

- How important is it that the memorial be linked with the rest of the site?
- How meaningful is it for the memorial to be linked to Liberty and Ellis Island National Monuments?
- How important is it to have a variety of open spaces at the World Trade Center Site?
- How well do each of these alternatives create an appropriate and appealing setting for the memorial?
- How adequate is the amount and location of open space?

2. Identity, Cityscape, and Skyline

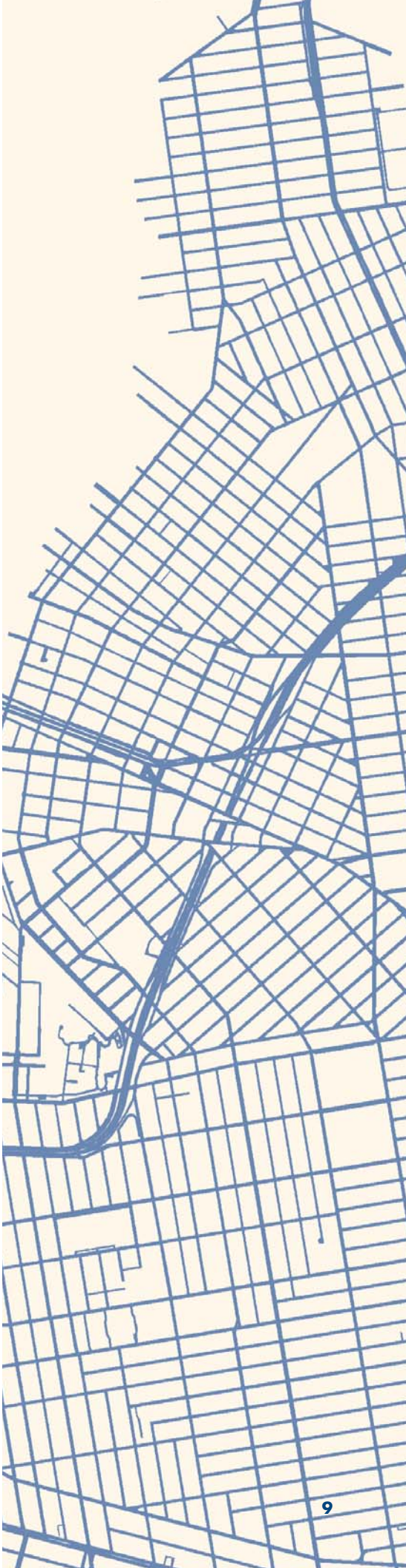
The World Trade Center Towers were as much a part of Lower Manhattan's identity as Wall Street and the Brooklyn Bridge. A focal point of the Lower Manhattan skyline, they were visible from as far away as Jersey City and Nassau County on a clear day. From the sidewalk, they were a constant point of reference that could be seen at the end of many local streets. The 16-acre WTC Site was widely recognized as a center of commercial and cultural activity. How – and whether – new development on the site plays these roles is an important consideration in planning.

- How important is it to add a major element or icon to the Lower Manhattan skyline?
- How important is it that the WTC Site and its adjacent areas contain a variety of civic, cultural, and alternative uses?
- How well do the concept plans provide a sense of spaciousness between buildings?
- How important is it that the WTC Site fit within the existing cityscape, or should it be distinct from the rest of Lower Manhattan?

3. Reconnecting the City Fabric

While the WTC Site was a national icon, its site plan separated the complex from surrounding neighborhoods physically and visually. Views from Broadway to the Hudson River were interrupted by the Twin Towers, and several through-streets were eliminated to create the plaza. The unintended effect was to cut off one area from another, such as Tribeca from Battery Park and the Financial District from the Hudson River waterfront. Reestablishing appropriate and effective connections is a critical consideration in developing a new site plan.

- How important is it to establish view corridors to adjacent city neighborhoods?
- How important is it to improve east-west connections between Battery Park City and the Financial District?
- How important is it that West Street be redesigned to improve the experience of walking to Battery Park City and waterfront?
- How important is it to improve north-south connections between Tribeca and Battery Park?
- How important is it to navigate easily on foot to and through the site?
- How important is it to navigate easily by car to and through the site?



Rebuilding Lives and Places

Can Lower Manhattan Contribute To A Prosperous, Efficient, Fair, And Beautiful Region?

Prepared by the Civic Alliance to Rebuild Downtown New York

CivicAlliance To Rebuild Downtown New York
Convened by Regional Plan Association



The destruction of the World Trade Center has raised questions not only about the future of the site, but the future of Lower Manhattan as a whole. This in turn has raised questions about business development, employment, transportation, housing, parks and other issues. Crafting a future for the World Trade Center site, by necessity, means crafting a future for Lower Manhattan and the region. Right now, Lower Manhattan competes as a business center with not only parts of New York, but with Hong Kong, Tokyo and London. What are the options for not only the WTC site, but for Lower Manhattan as a whole? Below are some questions and options that are intended to stimulate discussion about the redevelopment choices we face.

Economic Development and Employment

The roughly one square mile of land and waterfront that comprises Lower Manhattan has been a job and wealth generator and an area for economic opportunity since the city was founded four centuries ago. Can Lower Manhattan continue in this role, with financial industries as its foundation, or should decision makers reposition the area into a new role? After the attacks, some financial service firms moved part or all of their offices elsewhere, accelerating a trend that had been underway for several decades. What would be the best option for various people within the city and the region?

Lower Manhattan's future as a business center determines how many people are employed there and in what sort of work. In the short run, thousands of people lost their jobs because of 9/11, ranging from a Chinatown restaurant worker who barely scraped by to a banker who made millions. In fact, most of the people who lost their jobs had low-income jobs. Others have faced severe underemployment. How do we help them get back on their feet? And can we help them and others get and retain good jobs? Can we craft investment and policy decisions to build an economy that produces better jobs for more people?

Facts:

- 530,000 people worked in Lower Manhattan before September 11.
- About 7 out of every 10 workers in Lower Manhattan lived in New York City, while 3 in 10 lived in New Jersey, Long Island, upstate New York or Connecticut.
- Before September 11, financial service firms employed 3 out of every 10 Lower Manhattan workers but paid wages that were more than 3 times as high as other industries.
- In the late 1990s, many industries – from computer services to restaurants and retail – grew much faster than financial services.
- Lower Manhattan had 120 million square feet of office space before 9/11, making it the 3rd largest business district in the United States.

- More than 30 million square feet of office space was destroyed or significantly damaged on 9/11.
- More than 100,000 people were estimated to have lost jobs in the city as a whole because of 9/11, and many others saw their work week curtailed and are underemployed today.
- Sixty percent of those who lost their jobs worked in industries where the average wage was $11 an hour or less. Eighty percent of them lived outside of Manhattan and more than half were new immigrants.

Options

Among the futures and options being considered:

1. Invest in transportation, telecommunications and an attractive work environment downtown to facilitate the growth of jobs of all types.
2. Focus on retaining Lower Manhattan's position as a center for financially-related businesses to ensure that stock trading, banking and insurance continue to generate jobs and income for the city and the region.
3. Seek to diversify the types of businesses in Lower Manhattan and the city through investments, education, training and land policy that help growing sectors of the economy.
4. Establish broad and generous programs to retrain people who lost their jobs directly or indirectly because of 9/11. Such programs could also provide grants for housing and living expenses.
5. Strengthen Lower Manhattan's role as a prime tourist destination by investing in better parks, cultural amenities and transportation options.

Considerations

- What actions are needed to revitalize and strengthen the economy of Lower Manhattan, including both its commercial core and the neighborhoods below Houston Street?
- Can the rebuilding effort create a stronger and more equitable economy for New York City and the entire metropolitan region?
- Should we seek to keep Wall Street as one of the world's leading financial centers?
- Can raising wages for lower-income jobs make a region more competitive in the long run by improving the labor force, or will it hurt a region's economic competitiveness?
- Should the government invest in worker training and pushing industries to have good career access to jobs and career ladders, or should market forces determine who gets what jobs at what wages?
- What is the relationship between the provision of affordable housing and our ability to retain and attract businesses?



Transportation



The amazing number of people that live and work in Lower Manhattan on a daily basis is only possible because of the dense web of transit lines beneath their feet that carry them there quickly and efficiently. If the area were dependent on private cars, vast amounts of parking would be required and the area's skyscrapers would not be able to fit. To many, improving the area's transportation system has always been one of the quickest routes to economic growth because it allows more people to live and work there.

The terrorist attacks of 9/11 destroyed and damaged much of Lower Manhattan's transportation system, one of the world's largest. Eleven rapid transit stations were initially shut down, bus and ferry services rerouted, streets closed at or near ground zero for utility repairs, and entry to the area by passenger cars restricted by carpool only rules. The necessity of repairing the damage has raised the question whether this is the time to address several major historic flaws that have existed in the transportation system of Lower Manhattan, despite the many lines that go there. This includes the opportunity to make all modes of the transportation system more accessible to people with disabilities.

The Facts

- Number of transit stations, transit lines, express bus routes and ferry lines that go to Lower Manhattan: 28 mass transit stations, 16 rapid transit lines, over 20 express bus routes, and 14 ferry lines.
- Number of commuters who traveled each weekday on mass transit lines into Lower Manhattan prior to 9/11: 500,000. Number of those using the subway: 400,000
- Number of acres of surface parking lots that the World Trade Center would have required for worker parking if the center had not been served by mass transit lines: 375 acres (or much of Lower Manhattan).

Options

These problems and challenges have led to many proposals. Three of them are:

1. Build the 2,000-foot underground Downtown Concourse and related central hub station. The central hub on the Downtown Concourse would be a rebuilt and redesigned Fulton/Broadway/Nassau Street station (and would connect the 2, 3, 4, 5, A, C, J, M, Z and PATH trains) with comprehensible corridors, skylights and better access for people with disabilities. The Concourse would feature moving sidewalks and commuter-related retail space in an attractive environment.
2. Establish a Street Management plan that recognizes the primacy of pedestrians while still allowing for essential traffic. Right now, most streets of Lower Manhattan, many of which are very narrow and date back to the city's founding in the 17th century, are clogged with cars, trucks and buses of every sort, making it difficult and unpleasant for the many people who live and work in the area and use the sidewalks.
3. Improve commuter rail access to Lower Manhattan. Proposals include connecting the Long Island Railroad, connecting MetroNorth, accelerating construction of the Second Avenue subway, and considering various possible locations for the downtown PATH station.

Considerations

- How do we decide where to spend the finite amount of public dollars on transportation investments?
- Should projects like the Downtown Concourse and transportation hub take precedent over others, like improving regional commuter rail or depressing West Street?
- Should we invest in the transportation systems in other parts of New York before Lower Manhattan?
- Can investments in transportation improve Lower Manhattan as a business center, and thus generate more taxes for all parts of the city?



Housing

Finding a place to live in New York at a price one can afford is difficult for most people in New York, but particularly for those who make less money. Historically, government has played an important role in helping to address high housing costs, but there are a number of different ways to go about it. Some options involve short-term help for people directly affected by the terrorist attacks, including those facing eviction. Others involve longer-range policies to increase the supply of housing. Supplying affordable housing helps the city attract and retain new businesses.

The Facts

- Total residents south of Canal Street in Lower Manhattan: 34,000. Battery Park City and financial district residences: 25,000
- Number of subsidized housing units due to convert to market rate: 14,287 units in Mitchell-Lama units in Community Districts One, Two and Three; 3,103 Section 8 units below 14th Street; 14,411 units below 14th Street.
- Federal Liberty Bonds issued after 9/11 are being used to produce more luxury housing and less affordable housing than is standard under usual federal requirements.

Options

1. Allocate a portion of the Federal assistance funds to maintain and preserve the existing supply of affordable housing below 14th Street and in other parts of the city.
2. Build low-income housing in other parts of the city where land is less expensive, although this could mean dividing the city more by wealth and income.
3. Find ways to raise wages so that incomes are more equitable and housing subsidies less necessary.
4. Provide more money for rent vouchers that can be used anywhere in the city, although a lack of places to use them has left many people with unusable vouchers.

Considerations

- Are we willing to reallocate federal resources that New York City received to address this problem?
- Are we willing to establish inclusionary zoning requirements where every new development contributes to a fund to develop affordable housing, as a number of other cities have done?
- Should federal requirements for affordable housing and other related rules be maintained to promote affordable housing?

Parks and Culture

Lower Manhattan is the historic core of the city, ringed by water, placing every street within a few minutes walk of the waterfront. But the waterfront is not always easily accessible, despite its proximity. There are proposals to capitalize on the waterfront's proximity by establishing a network of parks, as well as improving ferry service. Similarly, Lower Manhattan is home to important museums and cultural institutions, which could form links on pedestrian routes.

Facts

- Annual attendance figures: Statue of Liberty: 4.3 million; Castle Clinton National Monument: 2.5 million; National Museum of the American Indian: 330,00; South Street Seaport Museum: 61,000
- Lower Manhattan has 80 acres of open space, including parks in Battery Park City, Battery Park, and City Hall
- There are over 24 public plazas

Options

1. Respect and enhance Lower Manhattan's identity as the city's historic core by giving special incentives for historic preservation.
2. Develop a stronger system of parks, public spaces, and cultural destinations.
3. Regulate traffic, parking, trucks and other activities to improve the look and feel of the streetscape.
4. Pedestrianize parts of Lower Manhattan.

Considerations

- Is it possible to create a better pedestrian environment in Lower Manhattan? Is it worth sacrificing some automobile space to do so?
- How important is establishing better public spaces, parks, museums and cultural facilities to the redevelopment of Lower Manhattan?
- What is the right balance between parks that serve the needs for local residents and those that attract regional residents and tourists?
- How important is connecting downtown to the waterfront?

Creating a Memorial: Designing the Process



The tragedy of 9/11 directly impacted the lives of many thousands of people who died or their families and friends who were left with deep wounds in need of healing. The tragedy also left this entire nation—indeed the entire world—in need of healing. In immediate response to 9/11, spontaneous memorials sprung up throughout the world, as people everywhere expressed what is a fundamental human need—to remember and reflect upon our losses.

Some people believe that the best way to remember those who died 9/11 is to rebuild the twin towers as they stood. Others believe the best way is to build nothing other than a respectful park. Some would like to see a museum as well as space for contemplation. Still others would like to see a soaring monument – "a 21st Century Eiffel Tower" – that captures the skyline. And there are those who believe that beyond a monument or park, a vital, active new urban district is the most fitting memorial of all.

The memorials from 9/11 to date have encompassed a range of creative outpouring, including the postings of missing persons posters and the shrines created around them, the display of the damaged bronze sphere that once stood in the plaza of the WTC site now in Battery Park to the soaring Tribute in Light, the twin columns of lights into the sky, now extinguished, which were seen across the region.

The events of 9/11 also left deep scars in Pennsylvania and at the Pentagon. A memorial sculpture has been established in Shanksville, Pennsylvania to honor those who lost their lives on Flight 93. And a memorial grove of trees is scheduled to be planted at the Pentagon next Spring to honor lives lost there.

What is the best way to proceed in the development of the design of a memorial within the context of rebuilding the WTC site itself? Some actions have already begun, and some ideas have been developed.

What's Been Done to Date

At the first Listening to the City event on February 7th, 650 participants provided input on four key questions.

- When asked "who is the memorial for?" participants said: those were left behind, those who survived, those who came to the rescue, those who offered help, those who come to understand, those who are our future, Americans and the world.
- When asked "what should the memorial commemorate?" they said: the individuals who lost their lives; democratic ideals and freedom; America's unity and resiliency; the rescue and emergency workers who spent countless hours assisting in the recovery; all of those who lost their lives in the attacks on 9/11, and in the World Trade Center bombing in 1993.
- When asked "what are the messages that should be conveyed by this memorial?" they said: peace, hope, serenity, respect, reflection, spirituality, healing, and renewal.
- When asked "what should the memorial include?" they said: private area for families, living memorial, a museum, arts and cultural spaces, a tomb for unidentified remains, open space and sunshine, a sanctuary for healing and renewal, and names of all the victims.

Participants in "Imagine New York," an initiative that engaged 3,500 citizens in envisioning the re-creation of New York after 9/11, expressed similar hopes. "An inclusive international memorial should be designed for the World Trade Center site that memorializes all the victims of 9/11-including those in Washington DC and Pennsylvania, as well as New York-not the violence. The memorial should capture the magnitude of collective loss, but should also honor the individual victims and their lives in an egalitarian way, with a physical symbol or representation of each individual."

We can also learn from how memorials were created for other situations. For example, after the 1995 bombing in Oklahoma City, the mayor appointed a 350-member volunteer committee. Before tackling the issue of design, the committee set out goals that the memorial should fulfill. With the Vietnam Memorial, a committee of veterans and others appointed a jury, which then judged the results of an international design competition.

Creating a Memorial Process

The creation of a suitable memorial for 9/11 is certainly one of the most compelling and critical challenges facing us at this time. The process by which this is created is, therefore, of fundamental importance. As we craft our process, we need to consider a wide variety of questions including:

- What is the appropriate way to interpret the events of September 11 for

future visitors, including those in future generations?

- 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?
- In addition to the families, who should be involved in the memorial process? If diverse participation is desired, how is it best achieved?
- Regardless of size, how should the memorial be integrated into the 16-acre development—through physical connections, or based on themes and values?
- How should the designers be chosen?
- How do we create a schedule for developing the memorial that balances the sometimes conflicting needs of families, survivors, residents, downtown businesses and others?
- How do we ensure that genuinely creative designs emerge?

In Conclusion:

As we can see, the task of remembering and rebuilding that faces us is daunting – it will call upon our deepest reservoirs of faith, good-will, and energy. We must proceed, and we must also not leave one another behind in the process. Too much is at stake for the decisions about the rebuilding of Lower Manhattan to reflect the views of only one or another part of this great city and region. These decisions must reflect what is in the best interests of all of us alive today, and for generations to come.

This day, Listening to the City, is being conducted to ensure that our full range of voices comes together to weigh these questions. Today is not intended to be simply an event. No final decisions will be made here today or at this point in time. Based on what happens, there will be further choices needing to be weighed and considered, and which will again require the collective wisdom of well-informed and diverse citizens from throughout our city and region.

After the disaster, there was a public outcry, demanding a public dialogue before decisions were made. So many people have shown their commitment to having this dialogue, as evidenced by those who are here today, as well as the extraordinary level of participation in other such events in these past months. Listening to the City, then, is a part of a much larger process of true democracy– one that will hopefully continue to engage all manner of people from throughout the region in sharing responsibility for rebuilding the kind of city in which we all want to live, work, and take pride.

Rebuilding Downtown New York: Who's Who

The Civic Alliance to Rebuild Downtown New York

In a partnership with New York University, Pratt Institute, and New School University, Regional Plan Association has convened The Civic Alliance to Rebuild Downtown New York to develop strategies for the redevelopment of Lower Manhattan in the aftermath of the September 11 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. The Alliance is working closely with the Lower Manhattan Development Corporation, the Empire State Development Corporation, the Port Authority of New York and New Jersey, and the City of New York to create a bold vision for a revitalized downtown.

The Lower Manhattan Development Corporation

The Lower Manhattan Development Corporation (LMDC) is a joint State-City corporation formed by the Governor and Mayor to oversee and coordinate the revitalization and rebuilding of Lower Manhattan south of Houston Street, and create a permanent memorial honoring those who lost their lives on September 11th. The LMDC is governed by a 16-member Board of Directors – eight appointed by the Governor, eight appointed by the Mayor – and is chaired by John C. Whitehead. Louis R. Tomson serves as President and Executive Director.

The LMDC works with the PANYNJ, the owner of the 16-acre site on which the World Trade Center once stood, to coordinate long-term planning of the site, including an appropriate memorial. The LMDC is currently pursuing a number of initiatives to achieve this important goal of revitalizing the area south of Houston Street, in coordination with the communities and stakeholders in Lower Manhattan.

The Port Authority of New York and New Jersey (PANYNJ)

The Port Authority of New York and New Jersey built the World Trade Center and operated it from 1970 until July 2001, when it was leased to private operators. It continues to own the 16-acre site. The Port Authority lost 75 employees on September 11, including 38 civilians and 37 police employees. On the same day, the agency lost its headquarters office. More than 2,000 agency staff who survived were relocated to offices in New York and New Jersey.

The Port Authority is a bistate public agency formed by the states of New York and New Jersey in 1921 to promote and strengthen the commerce of the port region. The PANYNJ is governed by a 12-member Board of Commissioners, six of whom are appointed by each Governor. The Commissioners serve without remuneration.

In July 2001, the World Trade Center's Twin Towers (One and Two WTC) and Buildings 4 and 5 were leased for 99 years to Silverstein Properties, Inc. The retail areas of the World Trade Center were leased for the same period to Westfield America.

In partnership with its sister public agencies, the PANYNJ is committed to moving forward in an inclusive, public process to rebuild at the WTC site; to provide fitting tributes to those lost on September 11 and to the rescuers; to help restore the economic vitality of Lower Manhattan; and to improve the downtown area's transportation system. While advancing these goals, the PANYNJ is also working to protect and improve public safety and security at all its facilities, and to renew and to improve critical transportation links throughout the region, as called for in the agency's five-year $9.5 billion capital program.

Sponsors

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