



## **PRINCIPLES AND PRELIMINARY BLUEPRINT FOR THE FUTURE OF LOWER MANHATTAN**

When New York City was attacked on September 11, 2001, the United States and the democratic ideals upon which it was founded were also attacked. The physical damage New York City sustained was devastating and the human toll was immeasurable. But New York does not bear the loss alone. In the aftermath of September 11, 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 can never replace what was lost, we must remember those who perished, rebuild what was destroyed, and renew Lower Manhattan as a symbol of our nation’s resilience. This is the mission of the Lower Manhattan Development Corporation.

The LMDC, a subsidiary of Empire State Development, was formed by the Governor and Mayor as a joint State-City Corporation to oversee the revitalization of Lower Manhattan south of Houston Street. LMDC works in cooperation with the Port Authority and all of the stakeholders in Lower Manhattan to coordinate long-term planning for the World Trade Center site and surrounding communities while concurrently pursuing initiatives to improve the quality of life.

The task before us is immense. Our most important priority is to create a permanent memorial on the World Trade Center site that appropriately honors those who were lost, while reaffirming the democratic ideals that came under attack on September 11. Millions of people will journey to Lower Manhattan each year to visit what will be a national memorial in an area steeped in historical significance and filled with cultural treasures – including the Statue of Liberty and Ellis Island. Just steps from the World Trade Center site is St. Paul’s Chapel, where George Washington prayed for the wisdom to lead a fragile nation. To accommodate the anticipated influx of visitors, new roads and new modes of transportation will have to be developed.

Sixteen acres of Lower Manhattan were leveled in the attack, tens of thousands of jobs were lost and miles of electrical, communications and transportation infrastructure were destroyed. But the collateral damage inflicted on September 11 extended far beyond the World Trade Center site. As the financial capital of the world, New York City is an engine that fuels the national economy. The attack reverberated throughout the United States and affected almost every industry. It is vital to the long-term prosperity of the nation that Lower Manhattan retains its

place as the financial capital of the world. To do so, given the scars left by the attacks, we must make New York even more attractive.

In fulfilling its mission, the LMDC is committed to an inclusive and open public process. Over the last several months, the LMDC has consulted a broad spectrum of individuals and groups affected by the World Trade Center attacks – including families of victims, business owners, and downtown residents – all of whom share a commitment to the revitalization of Lower Manhattan. The LMDC has established eight Advisory Councils including Families; Residents; Restaurants, Retailers and Small Business; Arts, Education and Tourism; Financial and Professional Firms; Commuters and Transportation; and Development. These Advisory Councils have provided and will continue to provide valuable public input to the LMDC. In addition to the Advisory Councils, the LMDC has met with community boards, civic groups, planning and not-for-profit organizations, federal, state and local elected officials and government agencies.

The outgrowth of this ongoing consultation process is the following Principles for Action and Preliminary Blueprint for the Future of Lower Manhattan.

- The Principles will help guide the LMDC in developing, coordinating, and evaluating plans for a memorial and the creation of a vibrant, mixed-use community in Lower Manhattan.
- The Blueprint for the Future of Lower Manhattan articulates the goals and objectives of revitalization, around which consensus has begun to emerge, and outlines initial proposals for meeting those goals.

Collectively, these Principles and Preliminary Blueprint for the Future of Lower Manhattan will be subjected to further review by the Advisory Councils and will also be posted on the LMDC website at [www.RenewNYC.com](http://www.RenewNYC.com) where public comment can be received. The preliminary Blueprint will be refined to incorporate plans developed in conjunction with the agencies that must have a role in the redevelopment of the site and surrounding communities. Agencies include Port Authority, the Metropolitan Transportation Authority, the NYC Department of City Planning, the State and City Departments of Transportation and the Battery Park City Authority.

## **LMDC Principles for Action**

- **Make decisions based on an inclusive and open public process**
- **Create a memorial honoring those who were lost while reaffirming the democratic ideals that came under attack on September 11**
- **Assist 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 and 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**

## Preliminary Blueprint for Renewal

The preliminary components of a blueprint for Lower Manhattan include the following:

1. **Respect the site of the World Trade Center as a place of remembrance and reserve an area of the site for one or more permanent memorials.** The attack on the World Trade Center has permanently changed the lives of the family members and friends of those who died, as well as the many people who survived or were touched by this tragedy. The need to heal and remember must not be lost amid the need to rebuild. A sacred, respectful memorial must be erected to honor the thousands who perished and the emergency responders who gave their lives in the line of duty.

*Proposals under review that emerged during the listening process:*

- a. **Create an important permanent memorial on the World Trade Center site.**
- b. **Create a museum of freedom and remembrance.**
- c. **Establish an international design process to produce the most moving and appropriate memorial possible.**

LMDC will work closely with the victims' families and survivors in developing a memorial process, as well as the Port Authority, the leaseholders, and all of the groups and agencies involved to come to agreement on a final plan.

**Impact:** The memorial will stand as an eternal tribute to the victims, the enduring strength of democracy, a celebration of freedom, and a testament to the resurgent power of the city and the nation. Like *The Sphere* that once stood in the plaza, it will reflect the free exchange of ideas, goods, and services among diverse peoples that the World Trade Center embodied.

2. **Facilitate the immediate revitalization of Lower Manhattan to ensure its long-term viability.** Immediate interim actions are needed to restore essential services to Lower Manhattan, allowing residents, workers and businesses to continue to return and function with confidence. However, these projects must be carried out with sensitivity and respect for those who were lost and their families.

*Ongoing Interim Projects:*

- a. **Create and administer a program of financial assistance for residents and businesses, and non-profit organizations.**
- b. **Restore service on the 1 & 9 lines below Chambers Street.**
- c. **Restore PATH service from New Jersey at a temporary station.**
- d. **Replace utility and telecom lines as quickly as possible in order to clear temporary cables from the sidewalks and streets.**
- e. **Improve streets and sidewalks.**
- f. **Coordinate infrastructure repair work to minimize disruptions.**
- g. **Develop underutilized and alternative modes of transportation, such as ferry service.**
- h. **Develop interim recreational space.**

LMDC is working with the Port Authority, the Metropolitan Transportation Authority, State DOT, City DOT, the Mayor's Office of Emergency Management, Con Edison, Verizon, and many other involved groups and agencies to identify and complete interim actions to clean up and restore essential services in Lower Manhattan.

**Impact:** Immediate restoration of services in Lower Manhattan will ensure its future viability by demonstrating tangible progress toward revitalization and allowing workers, residents and businesses to continue daily life with confidence.

3. **Restore all or a portion of the street grid and reintegrate the former World Trade Center site to the rest of downtown.** The former plaza and towers created a world apart from local street life and neighboring buildings. Much of the historic core of Lower Manhattan is dense and complex, with narrow winding streets that must be made more understandable to newcomers and visitors. Pedestrian connections must also be improved between the financial district, Chinatown and TriBeCa, the civic center and the historic South Street Seaport.

*Proposals under review that emerged during the listening process:*

- a. **Extend Greenwich Street from Barclay Street south to Liberty Street.**
- b. **Extend Fulton Street from river to river as an east-west artery.**
- c. **Extend Morris Street and Exchange Place over the Brooklyn-Battery Tunnel ramps to reconnect lower Broadway with West Street.**

**Impact:** Human scale will be re-established and existing neighborhoods reconnected.

LMDC will work with the Port Authority, the Metropolitan Transportation Authority, the Department of City Planning, State DOT, City DOT, and all the other involved groups and agencies to come to agreement on a final plan.

4. **Eliminate West Street as a barrier between the Financial District and Battery Park City.** The at-grade, 260-foot wide Route 9A presents a formidable barrier to pedestrians and local traffic traveling between the heart of downtown and the offices, residences, and waterfront parks along the Hudson River.

*Proposals under review that emerged during the listening process:*

- a. **Depress West Street below ground for all or a portion of its length from Chambers Street to the Battery Park Underpass.**
- b. **Create a new at-grade boulevard that incorporates attractive buildings and parks.**
- c. **Construct a platform over all or some of a partially depressed West Street to connect at either the ground or mezzanine levels of Battery Park City.**

**Impact:** The vitality of downtown will be enhanced by more interaction among the districts that form Lower Manhattan.

LMDC will work with State DOT, City DOT, the Port Authority, the Metropolitan Transportation Authority, the Battery Park City Authority, the Hudson River Park Trust, and all other involved groups and agencies to come to agreement on a final plan.

5. **Coordinate mass transit services to provide a coherent integration between Lower Manhattan and the rest of the city and region.** Lower Manhattan is the third largest business district in the United States. Regional mass transit is the lifeblood of Lower Manhattan, transporting hundreds of thousands of people each day by subway, train, ferry, bus, bridges and tunnels. Tens of thousands of people use regional MTA rail service to travel each day from Long Island, Westchester County and Connecticut via midtown rail stations, and thousands more arrive directly from New Jersey by PATH train, New Jersey Transit, charter bus service and ferries. There have been no new mass transit lines constructed in Lower Manhattan since 1932. With a massive influx of tourists and other visitors to Lower Manhattan, the mass transit infrastructure will be inadequate to meet the demand. Lower Manhattan’s direct connections to regional transit must be expanded and be better coordinated with local transit services to improve regional accessibility. Access must be better coordinated with local transit services. “Two seat rides” to Lower Manhattan for regional commuters will make Lower Manhattan more accessible. “One seat ride” opportunities will also be explored.

*Proposals under review that emerged during the listening process:*

- a. **Provide ferry service for LIRR riders from Long Island City to Lower Manhattan.**
- b. **Reduce the travel time for commuters coming from Penn Station by rebuilding the South Ferry subway station on the 1 & 9 lines so that it can accommodate all ten cars to platform instead of five as in the current configuration.**
- c. **Connect the N & R lines with the 1 & 9 lines at Rector Street.**
- d. **Connect Metro-North rail service to Penn Station.**
- e. **Create a “super shuttle” service between Jamaica Station and Lower Manhattan using a combination of existing LIRR tracks and subway tunnels.**
- f. **Construct a new LIRR tunnel from Brooklyn to Lower Manhattan.**
- g. **Reconfigure the PATH terminal to accommodate ten cars rather than eight cars.**

**Impact:** Facilitating connections will bring disparate communities together and enhance the attractiveness and diversity of downtown.

LMDC will work with the Metropolitan Transportation Authority, the Port Authority, and all other involved groups and agencies to come to agreement on a final plan.

6. **Create a distinctive intermodal transit hub linking PATH, subway, and future regional rail service as a gateway to Lower Manhattan.** This major new station should serve as a landmark for visitors, commuters and residents, and should include substantial retail shops, restaurants, and services, possibly incorporating residential and commercial space. Decreasing the walking distance at intermodal transfer points – from

ferry to subway, subway to bus, bus to destination, etc. – will make getting into and around Lower Manhattan faster, more convenient, and more appealing. The hub should be located as close as possible to the center of Lower Manhattan, ideally within 0.5 miles walking distance of all of downtown.

*Proposals under review that emerged during the listening process:*

- a. **Rebuild the PATH station in its present location with underground passageways linking to the 1 & 9 and N & R lines at Church Street.**
- b. **Extend PATH service one block east and build a new station at Church Street, with direct connections to the 1 & 9 and N & R lines.**
- c. **Extend PATH service two blocks east to a new terminal at Broadway and Fulton Streets, with direct connections to the 4 & 5, the A & C, the J M Z, and the 2 & 3 lines.**
- d. **Rebuild the Broadway/Nassau subway station as part of a modern terminal that provides clear and simple access to the many subway lines and offers future capability for a new LIRR station.**

**Impact:** Improved accessibility for people visiting, living and working in Lower Manhattan.

LMDC will work with the Port Authority, the Metropolitan Transportation Authority, and all other involved groups and agencies to come to agreement on a final plan.

7. **Create a bus/truck/livery car terminal to accommodate the anticipated surge in charter, tour, and public buses and freight movement coming downtown.** The World Trade Center memorial will be a major downtown destination, adding to the crowds already coming to the area for the Statue of Liberty, Ellis Island and the New York Stock Exchange and other attractions. Idling tour, charter and transit buses, as well as livery cars, already crowd the streets of Lower Manhattan near Battery Park, Whitehall Ferry Terminal, the South Street Seaport, and many other locations because they have no place to wait between scheduled arrival and departure times. Idling buses and livery cars cause traffic congestion, create pollution, and degrade the appearance of the historic streetscape. A facility that prevents buses, trucks and livery cars from clogging streets will improve bus travel and make Lower Manhattan more pleasant and environmentally sensitive.

*Proposals under review that emerged during the listening process:*

- a. **Redevelop a portion of the underground levels of the former World Trade Center site as a major bus and livery car terminal.**
- b. **Identify sites for constructing aboveground and belowground bus storage.**
- c. **Create a freight/truck handling facility to reduce the cost of shipping goods downtown and easing traffic congestion.**

**Impact:** Better accessibility for people attracted to Lower Manhattan as a destination, and a better environment once they arrive.

LMDC will work with the Metropolitan Transportation Authority, New Jersey Transit, the Port Authority, State DOT, City DOT, the Department of City Planning, major charter companies, and all other involved groups and agencies to come to agreement on a final plan.

- 8. Expand the residential population to create a strong sense of community throughout Lower Manhattan.** Despite sustained growth in the last twenty years, the residential population of Lower Manhattan is dispersed in different pockets, none of which on its own has proven large enough to sustain the kinds of services and high quality retail enjoyed by residents of areas like East Midtown, the Upper West Side, or Greenwich Village. Creating a critical mass of permanent residents will require that a significant amount of land area be devoted to housing. This housing must be for a wide variety of income levels.

*Proposals under review that emerged during the listening process:*

- a. Develop the World Trade Center area with a residential component.**
- b. Designate potential development sites in the Financial District for housing rather than commercial space.**
- c. Identify other opportunities, including additional conversion incentives, alternative development sites, or creation of new sites for residential development.**
- d. Consider combination buildings with both office and residential space.**

**Impact:** A critical mass of residents to support high quality retail and other amenities, which will foster a vibrant downtown day and night.

LMDC will work with the Port Authority, Battery Park City Authority, State Division of Housing, City Department of Housing Preservation and Development, the Housing Development Corporation, Housing Finance Administration, the Economic Development Corporation, the Department of City Planning, and all other involved groups and agencies to identify a program of action.

- 9. Promote retail and commercial opportunities that support Lower Manhattan as a vibrant place with daytime and nighttime activity.** Future development should support Lower Manhattan as a mixed-use community, with retail and commercial amenities to service a critical mass of businesses, residents, workers and visitors. Premier retail and commercial offerings will enhance Lower Manhattan as a destination for the city and the region. Retail should serve both local residents and the needs of the business community.

*Proposals under review that emerged during the listening process:*

- a. Develop underground and street level retail spaces to serve commuters, residents and visitors.**
- b. Create a galleria of premier retail offerings that will be a magnet for the city and the region.**

- c. **Improve the quality of retail and commercial ancillary services to attract and retain businesses and financial and professional firms.**

**Impact:** A critical mass of quality retail and commercial offerings to serve Lower Manhattan day and night.

LMDC will work with the Port Authority, Battery Park City Authority, Office of the Deputy Mayor for Economic Development and Rebuilding and all other involved groups and agencies to identify a program of action.

**10. Provide for new or expanded cultural and civic institutions in Lower Manhattan.**

Lower Manhattan should be conceived as a Freedom Park, linking the Statue of Liberty, Ellis Island, the New York Stock Exchange, and the World Trade Center memorial. A critical mass of dynamic, enticing and diverse cultural venues must be developed and sustained to make Lower Manhattan a vibrant arts center. This must include strengthening existing cultural institutions as well as clearing the obstacles for new ones.

*Proposals under review that emerged during the listening process:*

- a. **Make the Freedom Park a centerpiece of Lower Manhattan.**
- b. **Create a new museum dedicated to American freedom, tolerance and the values that the World Trade Center represented.**
- c. **Build a home for the City Opera within a new performing arts center to include facilities for other musical and theater groups.**
- d. **Build a downtown Guggenheim Museum.**
- e. **Expand the programs and facilities of the South Street Seaport Museum, the Museum of the American Indian, the Museum of Jewish Heritage, the Skyscraper Museum, the Museum of Financial History and other cultural institutions in Lower Manhattan.**
- f. **Create a museum building in connection with the permanent memorial structure that will house a World Trade Center museum and other smaller museums lacking adequate facilities.**

**Impact:** Lower Manhattan as a prime tourist and visitor destination.

LMDC will work with cultural institutions currently in lower Manhattan, those expressing an interest in relocating here, and all other involved groups and agencies to find suitable locations and financial assistance for expansion or relocation to Lower Manhattan.

- 11. Create an accessible, attractive, and comprehensive park and open space system for Lower Manhattan.** Open space is critical to all parts of the city, but its need is particularly acute downtown among the “canyons” of Lower Manhattan. While plazas, arcades, city parks, and public atriums have had a significant impact in easing pedestrian congestion and providing outdoor places to sit, these disparate open spaces must be augmented to provide a substantial outdoor public realm in Lower Manhattan. Open spaces are essential to the quality of life downtown, providing alternatives to steel and

glass skyscrapers and perhaps most importantly, a physical and psychological center around which the city can grow. Public open spaces stimulate and promote private and human development.

*Proposals under review that emerged during the listening process:*

- a. **Implement a consistent streetscape treatment on public sidewalks, along parks, and in new or renovated plazas.**
- b. **Tie together existing public spaces on the waterfront into a continuous park wrapping Lower Manhattan from the Brooklyn Bridge to Battery Park City.**
- c. **Identify opportunities to create new parkland that expand or link existing parcels.**
- d. **Create new public spaces that will spur private development.**

**Impact:** Improved quality of life for residents and workers, and future economic development.

LMDC will work with the Hudson River Park Trust, Department of Parks & Recreation, the Battery Park City Authority, the Downtown Alliance, the Department of City Planning, National Park Service, building owners, and all other involved groups and agencies to come to agreement on a final plan.

**12. Support sustainable and excellent design, and “green building” technology.**

Concerns about air quality in the wake of September 11 have made environmental issues more important than ever in Lower Manhattan. Future development must strive for the highest architectural and sustainable design standards. Lower Manhattan must continue to be a showplace for world-class architecture, and future building must exemplify excellence in design. Design must be sustainable, combining ecological concern with continued growth and human development. Facilitating construction that incorporates renewable resources, environmentally friendly materials, water conservation and energy-efficient systems will benefit not only the residents and workers in Lower Manhattan, but will also lower energy consumption and reduce operating costs for owners.

*Proposals under review that emerged during the listening process:*

- a. **Work with regulatory agencies to ensure that sustainable design guidelines and “green technology” are incorporated into building codes and environmental laws.**
- b. **Provide funding incentives to support incremental costs of development of environmentally sound buildings.**
- c. **Amend building codes and/or zoning restrictions to make “green buildings” easier and cheaper to build.**

**Impact:** A model for 21<sup>st</sup> century, sustainable, downtown redevelopment.

LMDC will work with civic organizations including New York New Visions, environmental groups, the Battery Park City Authority, the Department of Environmental Protection, the Department of Environmental Conservation, the NYC Department of City

Planning, the Real Estate Board of New York, and all other involved groups and agencies to come to agreement on a final plan.

- 13. Encourage preservation of outstanding historic structures and the cultural value of the cityscape.** Lower Manhattan is where New York City began, and its streets and squares resound with American history. Today's financial district is still defined by the Dutch colonial street grid, giving it a character unlike anywhere else in the city. Many historic structures survive amid the towers of steel and glass, and future development must preserve, protect and enhance this historic legacy.

*Proposals under review that emerged during the listening process:*

- a. **Restore 90 West Street as a commercial or residential building.**
- b. **Provide incentives for the restoration of threatened Lower Manhattan landmarks.**

**Impact:** Enriched cityscape and increased tourism.

LMDC will work with the Landmarks Preservation Commission, the State Office of Parks Recreation and Historic Preservation, the Department of City Planning, the Real Estate Board of New York, and all other involved groups and agencies to come to agreement on a final plan.

- 14. Develop Lower Manhattan, not only with a revived financial services/Wall Street economy, but with new centers of economic activity.** Lower Manhattan must retain its position as the financial capital of the world. At the same time, a diversified economy is desirable so that Lower Manhattan is not dependent on any one sector or industry.

*Proposals under review that emerged during the listening process:*

- a. **Develop Lower Manhattan as a center for biotech companies, coordinated with the City's many medical research centers, medical schools and hospitals.**

**Impact:** A diversified and thriving Lower Manhattan economy.

LMDC will work with Empire State Development, the New York City Partnership and Chamber of Commerce, the business community, medical institutions and other key partners to craft an effective strategy.