# **A Vision for Lower Manhattan**

Context and Program for the Innovative Design Study

October 11, 2002

# A Vision for Lower Manhattan

# 21st Century Downtown

Your design for the World Trade Center site will be the cornerstone for the transformation of the nation's third largest central business district into a 21st century downtown. Like all major international centers, it will include direct transit access to international airports, be the center of a wide array of cultural, entertainment, and retail opportunities, and welcome residents to several mixed-use neighborhoods. Additionally, and most importantly, a memorial will sit at the heart of this downtown.

Lower Manhattan is the setting for major landmarks such as the Statue of Liberty and Ellis Island. Like these monuments, the memorial will be an American icon—seen from the East and Hudson Rivers, from Staten Island, driving down West Street, and flying over the city. The memorial will be created through an international design competition to be held in 2003. Whatever its eventual size or shape, the memorial will be a destination identifiable to pedestrians coming from different directions. Their first glimpse of the memorial should itself be a significant experience. When visitors arrive, the setting and the views must be appropriate and the departure should deepen the experience.

A restored skyline will provide a significant, identifiable symbol for the residents of the metropolitan area. For millions of Americans it will become a new icon for New York City. Consequently, your design will bring together people from all over the world and encourage their interaction.

The site needs a flexible mix of uses that is responsive to both the short and long terms needs of Lower Manhattan. The context and program for the site were developed by LMDC with the Port Authority of New York and New Jersey and the State and City of New York based on an unprecedented solicitation of public comment, including: the Listening to the City events, seven public meetings in each borough of New York City and New Jersey, numerous Advisory Council meetings, and over 700 comment brochures from the Federal Hall exhibit, and thousands of emails and written comments.

Rebuilding the World Trade Center site transcends the need for convenient, economical, and beautiful buildings on the site. It must provide a framework connecting the different districts of Lower Manhattan: TriBeCa with the area south of Liberty Street, and Battery Park City with the area east of Greenwich Street. It must provide an attractive public realm through which commuters can make their way to and from the Financial District, and through which tourists coming from the South Street Seaport on their way to the Winter Garden at Battery Park City can enjoy the sights and sounds of an exciting downtown. It must offer the residents of the converted office buildings along John Street, east of Broadway, an interesting experience as they go to dinner in one of the restaurants on newly-extended Fulton Street west of Church Street. And it must engage and excite New Yorkers coming from other parts of the city on their way to a show or a nightspot in Lower Manhattan.

Thus, your design must do more than just accommodate the uses set forth in the program for this site. It must make Lower Manhattan a destination for everybody in the world.

# 1 New Life for Lower Manhattan

Lower Manhattan is the historic core of New York City, characterized by narrow, winding lanes laid down by Dutch settlers in the seventeenth century. Today those lanes are lined by buildings of every era and style, forming canyons amidst towering skyscrapers. Anchored by Wall Street, it is the global center of finance and the third largest central business district in the United States—after Midtown Manhattan and Chicago. It is also the fastest growing residential area in New York City, and contains two formerly commercial districts that are now growing residential neighborhoods. They contain Class B and C office space suitable for conversion to residential use, including a number of landmark structures. In fact, since 1995, more than 5,500 apartments have been created in Lower Manhattan by the conversion of such properties to residential use. Lower Manhattan is also the center of New York City's government, home to several major educational institutions, and the site of several new and established museums and cultural institutions. Finally, Lower Manhattan is an important tourist destination, with more than seven million visitors per year, and millions more expected upon completion of the memorial. Within this context, the World Trade Center site must be redeveloped in a manner that is both respectful of the events that occurred there and supportive of broader objectives for the revitalization of Lower Manhattan.

Although Lower Manhattan enjoys many distinctive features, including historic monuments, great architecture, a waterfront on three sides, and a strong commercial and residential base, it lacks several critical elements that could tie these together into a cohesive downtown. With many narrow and crowded streets, limited open space, and old transportation stations, Lower Manhattan's public realm is in need of improvement. LMDC is focusing on significant public realm changes that can be made throughout Lower Manhattan that will make this historic part of New York a more attractive place to live, work and visit.

Redevelopment of the World Trade Center site represents an important first step in this process. While the exact quantity of various site uses may be the subject of public discussion for some time, there is no debate over the need to improve transportation, provide significant open spaces and enhance the pedestrian experience and create a dignified setting for a permanent memorial. Cultural institutions and civic buildings will also play an important role in the creation of a dynamic public realm. The most important result of this study will be the development of proposals designed to result in a sequence of public places at the WTC, including the memorial area(s), that reflect the uniqueness of the site and the energy of New York, while connecting up with places undergoing similar transformations beyond the site.

#### **GENERAL PROGRAMMATIC REQUIREMENTS**

#### **Sense of Place**

Develop a distinctive identity for the site. Create interior and exterior spaces of special character, at appropriate scales,

that relate to the urban fabric of Lower Manhattan, including its skyline, and create a unified street architecture and landscape.

# **Phasing**

Redevelopment of the WTC site is likely to take place over a multi-year period. Site proposals must identify the likely phases of development, and describe the critical components that will assure that each phase will result in a 'complete project' at each stage of development. Proposals without clear staging plans, and proposals that must be built all at once.

may have a strong negative impact on the existing community and will be difficult to implement.

#### **Environmental Planning**

Site planning proposals must be sensitive to the natural environmental conditions at the site, and ensure that the placement and orientation of buildings and open spaces takes advantage of opportunities to incorporate sustainable design and technologies.

# **Distinctive Skyline**

New York City lost a critical part of its identity when the World Trade Center towers were destroyed. A tall symbol(s) or structure(s) that would be recognized around the world is crucial to restoring the spirit of the city.

#### **Security and Site Access**

All site designs should recognize the need for truck and bus access to the site, and anticipate reasonable security measures.

# 2 Memorial, Cultural, and Parks and Open Spaces

"For all who come to learn and understand, we dedicate this memorial to the unfulfilled dreams of those lost, to our country and the strength of our democracy, to our resolve to preserve an open, diverse and free society, to our determination to remain ever vigilant in order to safeguard our nation and to those peoples around the world who unite with us in a joint quest to end hatred, ignorance, intolerance and strife and promote peace."

Excerpt of Preliminary Mission Statement drafted by Family Advisory Council.

"If they hate our buildings, let's rebuild them here; if they hate our prosperity, let's prosper here; if they hate our culture, let's celebrate it here; if they hate our lives, let's live them here."

Excerpt from Newsday, "Celebrate Life with Life" by Professor James Young, University of Massachusetts Amherst

A memorial to those killed must be placed within the context of world history, the ideals of American society and the diversity and prosperity exemplified by the World Trade Center in New York City.

The symbolic memorial and memorial related elements will be the subject of an international competition. You are not to design the memorial. The overall site plan should define the geographic area(s) for the competition and situate memorial elements within the broader framework of the urban planning program. Every effort should be made to allow for the most creative ideas and opportunities for a subsequent memorial competition.

A cultural and civic program is currently being developed with the goal of an area active day and night for visitors, residents and workers. There will be a diversity of facility types and programs - large and small – that contribute to the cultural pre-eminence, vitality and quality of life in New York City. Cultural and civic facilities must also act as an economic driver to the financial revitalization of Lower Manhattan.

As a densely developed and historically rich place, Lower Manhattan has relatively little park and recreational space. The lack of park and open space in Lower Manhattan is a major problem, because such space provides the public realm around which the private realm can grow. Residential squares, new parks and commercial plazas provide a framework for intelligent urbanism. Such spaces need not be large, but they must be varied and accommodate a wide variety of activities.

# **PROGRAMMATIC REQUIREMENTS**

#### Memorial Areas(s)

- We have a strong preference for preserving the footprints of the twin towers for memorial or memorial related elements. There should not be any commercial/retail development on the footprints. A preliminary program for the memorial is under development. Some of the elements under consideration include a symbolic memorial structure(s), a private contemplative area or structure, visitor/information center, related museum, and/or open-air plaza or parks. The immediate area surrounding the footprints and the space between should be respectful and enhance the significance of the site. Preserving or acknowledging the footprints does not preclude ideas for the memorial or associated elements to be located on a different area than the footprints or on multiple sites.
- © Consideration should be made for creating inspirational view corridors and respectful approaches to the memorial area(s). Adjacent transportation, street grid, cultural facilities, parks or plaza, and commercial/retail development must be thought of in relation to the creation of the memorial area(s).
- ∠ Do not design the memorial. Although there is no way of knowing what the memorial will be, do indicate appropriate location(s) and setting(s) that will be included in the competition.

#### **Cultural and Civic Amenities**

- © Cultural and civic elements may be permitted in or around the memorial area(s) or elsewhere. Consideration should be made for how cultural institutions could play a role in enhancing the memorial area(s).
- Cultural elements should be sited to take advantage of symbolic view corridors, settings, and important relationships to transportation, waterfront, public plazas, streets, etc.
- Facilities may be located within Lower Manhattan south of Houston Street, within existing structures or on the site. Program may include the following facility types:
- Performing arts facilities for dance, music or theatre (300-900 seats and/or 900-2,200 seats) (footprint of 250 feet by 350 feet for the largest hall).
- Art or history museum.
- ✓ Parks and public plaza for open air events including festivals.
- Other facilities may include working studios, rehearsal spaces, non-profit administrative offices and broadcasting facilities.

#### **Sequence of Parks & Open Spaces of Different Sizes**

- The WTC contained a major public open space. The creation of multiple public open spaces for multiple uses is vital. In addition to whatever open space may be included in the memorial area(s), proposals should include a variety of parks and open spaces that support diverse activities, serving residents, visitors and workers.
- The public open spaces should include places for outdoor performances, public artworks, quiet sitting, playgrounds, outdoor markets, etc.
- The parks & open spaces at the WTC site should tie in with the existing network of plazas, parks and open spaces surrounding the site.

# **Religious Institutions**

- Rebuilding of St. Nicholas Greek Orthodox Church adjacent to the WTC site.
- Recognition of the historic role of St. Paul's Chapel in the Fulton Street corridor.

# 3 Connecting the World Trade Center site to the world, to the region and to the neighborhoods

The challenge in planning the future of Lower Manhattan is creating the public infrastructure around which the private sector can grow. Transportation and communications are the keys to sustaining Lower Manhattan as a 21<sup>st</sup> century downtown—not just as a major central business district, but also a vibrant, mixed-use community with street life both day and night, weekday and weekend. Lower Manhattan will include additional housing, whether created by new development or conversion of redundant office space. It also will include cultural activities and an enhanced tourist experience. This means more civic amenities, such as libraries, schools and hospitals, and an improved public realm: the streets, parks, open space and connections between districts that make a city work.

Connectivity is the starting point for revitalizing Lower Manhattan. Lower Manhattan must be tied to the world, with direct connections to the metropolitan region's two international airports—John F. Kennedy in Queens, and Newark Liberty in New Jersey. Lower Manhattan must have improved ties to the New York metropolitan region by commuter train, subway, bus, ferry and water taxi in order to keep its competitive advantage. Lower Manhattan below Canal Street has the largest concentration of subway lines in the world, and the highest percentage of public transit commuters in the United States. To sustain the accessibility of this unique place, we must invest in improving existing infrastructure and building new transportation connections.

The World Trade Center site is central to this connectivity. The site supports extensive infrastructure that is existing and being replaced, including the N/R and 1/9 subway lines, and the PATH train service to New Jersey. Improving these transit centers, and providing additional service, will be critical in accommodating residents, workers, and the expected increase in visitors to the memorial.

Connecting to adjacent neighborhoods is equally important. Extending some portions of the former street grid through the site will ensure that future development, including the memorial and all other uses, are part of the neighboring communities. North and south of the site are growing residential neighborhoods, and providing a connection along Greenwich Street will increase the vitality of both areas. East and west of the site are established commercial areas, and providing continuity between them will help enhance their attractiveness as places for commercial activity. A memorial will be on the site, and perhaps a series of public spaces, along with cultural and civic buildings. Providing easy access to these important spaces is an important goal for rebuilding at the World Trade Center site.

#### TRANSPORTATION PROGRAMMATIC REQUIREMENTS

# A 21st Century Train Station

- ∠ A grand indoor train station extending from Church Street to Greenwich Street will be the centerpiece of the transportation improvements at the WTC site.
- The station will be a significant architectural presence in Lower Manhattan, marking the entry and orientation point for many visitors, providing a level of services and amenities not currently available for commuters and serving as a 'great civic space'.
- The station must be visible and identifiable from the outside, and have strong street presence on Church and Greenwich Streets.
- The station must incorporate opportunities for retail development.
- The station must link the transit stations (PATH, 1/9, N/R, E, 2/3, 4/5, A/C, J/M/Z) both within and adjacent to the WTC site with retail activities, commercial uses and street access.
- Design of the station should consider that it will become an entry/departure point in New York for rail links to John F. Kennedy and Newark Liberty Airports.
- Entries to the station and the transit system must support preferred pedestrian travel paths, with a particular focus on:
- The World Financial Center/Battery Park City, west and southwest of the site.

- A connection between the WTC site and the World Financial Center, and the Hudson River Ferry terminal, is an essential program element. An underground east-west transportation concourse linking the station to the Winter Garden at the World Financial Center and to the MTA Transit Center at Broadway/Fulton Street is proposed as a way to connect transit modes (train/ferry) and allow easy passage across West Street. Other solutions for the east-west connection will be considered.
- An MTA Transit Center at Broadway/Fulton Street will 'untangle' the connections at that station, and provide a major new transit entry on Broadway. An underground concourse is proposed below Dey Street, linking the Broadway/Fulton station with the new station at the WTC Site. The Dey Street concourse is not within the scope of work for this project, but the new station at the WTC site must be able to accommodate the entry to this concourse.

# A New Street Grid and Revitalizing Street Life

#### **Greenwich Street**

- Reconnecting Greenwich Street through the WTC site is critical in fulfilling the goal of connecting TriBeCa with the nascent neighborhood south of Liberty Street and ensuring that the redeveloped WTC site will not be a barrier to north-south links. This could be a vehicular street, a pedestrian street, or both.
- In order to create a lively streetscape, Greenwich Street, between Vesey and Liberty, should have clearly defined street edges, with buildings, retail and active public spaces on both sides to the greatest extent possible.

#### **Fulton Street**

- The Fulton Street corridor will become the major east-west artery through Lower Manhattan, from river to river, with a lively mix of residential, retail, commercial and institutional uses, along with a series of new public spaces. Every transit line passing through Lower Manhattan has a stop on Fulton Street, and it has major anchors at its east end (South Street Seaport), west end (World Financial Center) and center (Fulton Transit Center and Broadway). Making a street that is diverse and exciting, pedestrian-friendly, supports a surface bus and possibly other vehicular traffic, is a major priority in revitalizing Lower Manhattan.
- Design of the Fulton Street corridor and its uses as it passes through the WTC site must support the important role Fulton Street will play in a revitalized Lower Manhattan.
- The design must allow for a bus starting at the ferry terminal at Battery Park City to go along Vesey Street, cross West Street, and continue along Fulton Street on its way to a ferry on the East River.

#### **Cortlandt and Dey Streets**

Cortlandt and Dey Streets may be useful for local pedestrian and/or vehicular circulation, view corridors and access through the site, and service for the buildings between Church and Greenwich Streets. Restoration of streets and circulation options is consistent with LMDC's principles for revitalizing this area.

# 4 Traveling through Lower Manhattan: Broadway Spine and "the Loop"

The Broadway spine and "the loop" are essential to understanding how Lower Manhattan can be better connected by pedestrian and vehicular circulation. The loop encircles Lower Manhattan, running down West Street, around Battery Park, up Water Street, and along a new Fulton Street that spans effectively river to river. The loop ensures easy circulation, links a network of important public spaces, and provides clear orientation in this complex map of the city's street grid. (Fulton Street was not previously continuous as it was blocked off by the World Trade Center superblock). Bisecting this loop is Broadway, a canyon of heroes that serves as the main street of Lower Manhattan.

West Street, as part of the loop, must be reconfigured to provide better connections between Battery Park City and the rest of Lower Manhattan. Indeed, one of the most enduring ideas to come out of the six concept plans was of West Street becoming a grand promenade that extends south to Battery Park, lined with trees or plants to remember the victims of September 11. The promenade forms a dignified, symbolic connection of spaces that extends from the site through Lower Manhattan to Battery Park and out to the Statue of Liberty and Ellis Island. The southern portion of the loop is comprised of Battery Place and State Street for vehicular traffic, and historic Battery Park for pedestrians. The loop continues north along Water Street, a wide street lined with prestigious office buildings. Water Street can be improved by planting trees and adding streetscape elements. The loop is for vehicles and pedestrians, providing easy traffic movement around the perimeter of Lower Manhattan and offering a gateway to the water for those on foot.

The final portion of the loop is Fulton Street, which can connect West Street with Water Street, closing the loop and providing Lower Manhattan with an east-west main street. A redeveloped Fulton Street will transform downtown dramatically. Anchored by a ferry stop on the Hudson River in the west and the South Street Seaport and a ferry stop on the East River in the east, Fulton Street will become the only major east-west retail corridor in Lower Manhattan. With a new MTA transit center at Broadway, a new PATH terminal, and potential new rail services, Fulton Street is also the daily arrival and departure place for tens of thousands of workers, residents and visitors. Fulton could be vehicular or pedestrian as it runs through the WTC site, and include east-west, at-grade transit service. East of Broadway, it is the central street for a growing residential neighborhood center along the Fulton and John Street corridor.

The Fulton Corridor's vitality will prove critical to establishing Lower Manhattan as a vibrant destination. Proximity to transit and an abundance of office space are necessary for Lower Manhattan to remain competitive as a commercial marketplace. Generally, downtown must appeal to people as a destination for working, entertainment and culture, shopping, and living. Fulton Street can become a unique Manhattan street, a major retail, tourist and entertainment corridor, with arts and culture offerings.

#### SPINE AND LOOP PROGRAMMATIC REQUIREMENTS

#### **Grand Promenade: West Street to Battery Park**

- Only the area of West Street located between the site and the World Financial Center is included in this study.
- At the WTC site, West Street is a barrier to east-west connections, and the 8-lane roadway is not compatible with the adjacent Memorial area(s). Design proposals must resolve the current configuration of West Street by addressing east-west connections and minimizing impact on the Memorial area(s).
- Proposals must follow design parameters identified by New York State Department of Transportation (NYSDOT), and construct solutions based on the options studied to date by NYSDOT.
- The Route 9A Bikeway runs along the western edge of the West Street right of way, linking Battery Park with the Hudson River Park. The bikeway must continue uninterrupted past the WTC site.
- A promenade, linking the Memorial area(s) with Battery Park, will be part of the final approved plan. The proposals within the current scope of work do not need to design this promenade, but should focus on pedestrian flow through the site to West Street, types of spaces created and the connection between the promenade, and the Memorial area(s)/WTC site and the WFC.

#### **Fulton Street**

See program requirements under "Section 2: Connecting the World Trade Center Site to the world, to the region and to the neighborhoods."

# 5 Connecting the Residential and Commercial Quarters

The historic financial core in the south-east quarter of Lower Manhattan arcs across Broadway to another financial quarter, the World Trade Center site and the World Financial Center. With the presence of significant commercial areas on both sides of the World Trade Center site, and major new investment in transportation infrastructure, the importance of connecting these two areas to form a continuous commercial district becomes clear.

Providing opportunities for future development of commercial office space is vital to the economic health of the region. The close proximity of the WTC site to improved transportation centers, the strength of adjacent commercial districts and the availability of large building 'footprints' – a rare occurrence in Lower Manhattan – are compelling reasons to make office development a part of the new WTC site. And, despite the current high vacancy rates, the long term projections indicate a need for additional office space in Lower Manhattan in the coming years. It is assumed that some office space originally at the WTC site will be built off site. Nonetheless, we expect the WTC area to be the focus of a strong continuing demand for new Class A office buildings.

Because regional transportation brought tens of thousands through the World Trade Center each day, retail activity at the site was extremely intense prior to 9/11. The rebuilt and renovated stations will make the area even more accessible. Ease of access, combined with an under-served market in Lower Manhattan, make the vicinity of the WTC site an appropriate place for new retail activity.

For more than 10 years, Lower Manhattan has been a rapidly-growing residential neighborhood, combining new construction with office conversions to produce thousands of apartments and bringing a new vitality to the area. Although the WTC site could accommodate some housing, the site's proximity to reconstructed transportation centers, connection to adjacent commercial districts, and the very public nature of the memorial area(s) suggest this is not the most appropriate use. A more effective housing strategy is to promote additional conversions of office space and the construction of new housing in adjacent neighborhoods that are already being transformed into residential enclaves. There is a potential for thousands of additional apartments in the area south of Liberty Street and in the Fulton/John Street corridor, providing a critical mass of residents to support retail and cultural amenities and create a lively downtown both day and night.

# **DEVELOPMENT PROGRAMMATIC REQUIREMENTS**

# **Commercial Office Space**

- No commercial office space is permitted in the memorial area(s).

- $\angle$  Program: 6.5 10.0 million sf on site.
- Any reduction of on-site office space below 10 million sf will be relocated/replaced on sites outside the project area. Those sites are not part of this Design Study assignment.

# **Residential Development**

- Residential development is permitted only in the project area south of Liberty Street (project area 3).
- ✓ Integrate any new residential buildings with existing residential development on Cedar Street, south of the WTC site.

#### **Retail**

- No retail development is permitted in the memorial area(s).
- Retail development on the WTC site and surrounding areas must be respectful of the memorial area(s) and must not detract from the solemnity of the memorial area(s).
- Retail spaces should be convenient to the transportation centers and the paths of travel to and from major transit entrances.
- Retail spaces should support lively and active streets.
- $\angle$  Program: 600,000 1,000,000 sf on site.

#### **International Conference Center and Hotel**

- The Meeting/Exhibition Center should be able to accommodate up to 2,000 people in the main hall for meetings of major international forums, a ballroom, and 50 meeting rooms.
- $\angle$  This use is not permitted in the memorial area(s).
- $\angle$  Program: 600,000 1,000,000 sf on site.

# Program Alternatives for the World Trade Center Site and Adjacent Areas

# **Development Programs**

After the Listening to the City events, convening seven public meetings in each borough of New York City and New Jersey and numerous Advisory Council meetings, and reviewing over 700 comment brochures from the Federal Hall exhibit, in addition to thousands of emails and written comments, the LMDC has worked with the Port Authority of New York and New Jersey and the City of New York to develop program alternatives for the World Trade Center site that combine a mix of uses, looks beyond the site for new development opportunities and will be flexible and responsive to both the short and long term needs of Lower Manhattan. The creation of a Memorial area(s) is at the heart of the program. This district will combine Memorial, civic and cultural elements, signaling the rebirth of Lower Manhattan following the events of September 11. Dramatic additions and improvements to transportation facilities, streets and open spaces will create a high quality public realm, worthy of Lower Manhattan's distinguished history and supportive of its place as a premier commercial and residential district.

#### Office Space Needs at the WTC Site

A vibrant New York City economy must create new jobs over the next twenty years. This requires new Class A office space. New York City added an average of 38 million sf of office space per decade during the past 30 years. However, as of 1999, the supply of new Class A office space was exhausted and New York City began losing jobs to other regions: 5.9 million sf to New Jersey in 1999 and 9.0 million sf in 2000. It is estimated that Midtown can provide 19 million sf of new office space. Therefore, in the next decade, at least 19 million sf must be constructed in markets other than Midtown. In the subsequent decade, other markets must accommodate practically all of 38 million sf.

Consequently there is a compelling need in Lower Manhattan to accommodate a large portion of New York City's future job growth: at least 17 million square feet of premium Class A office space over the next 20 years. The WTC site cannot absorb all of this demand, nor should it. However, the investment in transportation infrastructure, the need to connect Wall Street with the World Financial Center, and the potential for creating suitably large floor plates make the WTC site an appropriate location for some significant new commercial development.

## **Project Areas**

Please refer to the enclosed map of the site areas for this Design Study. Project area 1 is the World Trade Center site. Project area 2 consists of the city streets and a portion of West

Street adjacent to the site. Project site area 3 consists of several parcels south of Liberty Street. Your design assignment is restricted to these areas.