

3.1 INTRODUCTION

3.1.1 CONTEXT

When it was conceived in the early 1960s, the World Trade Center (WTC) was the centerpiece of a strong public redevelopment policy for Manhattan's lower west side. The policy contemplated urban renewal in the Washington Market area and construction of Battery Park City (BPC) on landfill that would be created in part by excavation for the WTC and would take the place of deteriorating piers. The WTC was also a reflection of the then-current trend in Manhattan for construction of new office space in a tower-on-plaza design. The WTC's 110-story Twin Towers were two of the tallest buildings in the world. Tower One opened in December 1970, at the beginning of a major recession. By 1980 the Twin Towers, a hotel, and three office buildings atop a transportation center and retail concourse were well on their way to becoming what the WTC represented by the turn of the century—a symbol of the power and commercial vitality of New York City and the nation as a whole, as well as an international crossroads.

Each of the Twin Towers was struck on September 11, 2001 by a terrorist hijacked airline jet. Within hours, the Twin Towers collapsed onto the WTC and surrounding areas, causing massive death and devastation in Lower Manhattan. The effects of the terrorist attacks were felt throughout the region and the country, leading to an outpouring of support for the physical, financial, and emotional recovery efforts that continue to this day. In the aftermath, the Twin Towers became a symbol of antiterrorist resolve and the collective determination of the city, the state, and the nation called for rebuilding to restore the iconic center of the Financial District and to honor those who died there on September 11, 2001 and on February 26, 1993. The Lower Manhattan Development Corporation (LMDC) was formed by Governor George Pataki and Mayor Rudolph Giuliani and charged with the responsibility for coordinating the remembrance, rebuilding, and renewal efforts. With broad public input, LMDC and The Port Authority of New York and New Jersey (the Port Authority) developed the World Trade Center Memorial and Redevelopment Plan (Proposed Action). The plan supports the post-September 11 mission as well as current trends and land use policies in Lower Manhattan, including development of an array of cultural uses that did not exist at the Project Site prior to September 11.

This chapter considers the Proposed Action within the context of the past, present, and future policies and land use trends for Lower Manhattan, and then assesses the impacts of the Proposed Action in fostering development that can revitalize and anchor Lower Manhattan and support a vital, mixed-use neighborhood. The Proposed Action would provide for the construction on the Project Site of a World Trade Center Memorial and memorial-related improvements, up to 10 million square feet of commercial office space, up to 1 million square feet of retail space, a hotel with up to 800 rooms and up to 150,000 square feet of conference space, new open space areas, museum and cultural facilities and certain infrastructure improvements, including below-grade

parking for automobiles and buses, security facilities, the extension of Greenwich and Fulton Streets through the WTC Site, and the reconfiguring of Cedar and Washington Streets through the Southern Site. In addition, this chapter helps to establish the land use context for the other analyses in this GEIS.

3.1.2 CONCLUSIONS

The Proposed Action was analyzed with respect to land use and public policy under two scenarios, the Pre-September 11 Scenario and the Current Conditions Scenario.

PRE-SEPTEMBER 11 SCENARIO

As described in greater detail below, the Proposed Action would not result in any significant adverse impacts to land use, land use trends, or public policy under the Pre-September 11 Scenario. The proposed developments would primarily replace many of the uses that existed before September 11, as well as add new cultural uses. These uses would be consistent with the uses that existed at the Project Site prior to September 11 as well as those land uses and public policies expected in the future in the surrounding area. Thus, under the Pre-September 11 Scenario, the Proposed Action would be consistent with and supportive of land use and public policy for the area. The Proposed Action would also restore part of the street grid to reintegrate the WTC Site into the surrounding areas of Lower Manhattan and provide better east-west and north-south connections among the neighborhoods surrounding the WTC Site.

CURRENT CONDITIONS SCENARIO

Under the Current Conditions Scenario, the Proposed Action would not result in any significant adverse impacts on land use, land use trends, or public policy, as discussed below. The Proposed Action would transform a large, mostly vacant site into a mixed-use center of cultural, commercial, and open space uses. The Proposed Action would remove the post-disaster blighted conditions that currently exist at the Project Site, creating a critical mass of mixed-use development that would help to restore Lower Manhattan as a vibrant central business district (CBD) that attracts and retains businesses, residents, and visitors. These new uses would be consistent with and supportive of the existing and future land uses in the surrounding Lower Manhattan CBD, as well as those public policies established in response to the events of September 11. Thus, under the Current Conditions Scenario, no significant adverse impacts to land use or public policy would result from the Proposed Action.

3.2 METHODOLOGY

3.2.1 SCENARIOS AND ANALYSIS YEARS

Two scenarios (Current Conditions and Pre-September 11) and two analysis years (2009 and 2015) are considered, as described in Chapter 2, "Methodology." The first analysis year of 2009 represents a time when the initial phases of the Proposed Action would be in place, while 2015 assumes full build-out of the Proposed Action. Changes in land use and public policy that are expected to occur independently of the Proposed Action by each analysis year are identified, and potential impacts to land use and public policy associated with the Proposed Action are assessed.

3.2.2 STUDY AREAS

The analysis of land use and public policy is addressed in three main areas: the Project Site, the primary study area, and the secondary study area. For land use impact analyses in New York

City, the 2001 *City Environmental Quality Review (CEQR) Technical Manual* generally defines a ½-mile area as the distance in which a proposed project could reasonably be expected to create potential direct and indirect impacts. However, due to the scale, complexity, and historic circumstances surrounding the Proposed Action, the secondary study area extends farther to include roughly all of Lower Manhattan south of Canal Street and west of Pike Street. These study areas are described below.

PROJECT SITE

The Project Site consists of (1) the WTC Site, bounded by Vesey, Church, and Liberty Streets and Route 9A, and (2) the *Southern Site*, which consists of two city blocks south of the WTC Site, one bounded by Liberty, Greenwich, Albany, and Washington Streets, and the other bounded by Liberty, Washington, and Cedar Streets and Route 9A, plus portions of Liberty and Washington Streets. (see Figure 3-1).

PRIMARY STUDY AREA

The primary study area surrounding the Project Site includes the area south of Chambers Street and north of Battery Place/Beaver Street from the Hudson River to Centre/Nassau/Broad Streets to the east. This is the area that would most likely be impacted by the Proposed Action. It is also the area that experienced the greatest degree of land use and public policy impacts from September 11 and its aftermath. For the purposes of assessing existing and future land use and public policy, the primary study area has been divided into four subareas based on geographic boundaries and commonly accepted neighborhood boundaries. This division is intended to facilitate the discussion and analysis of the potential impacts of the Proposed Action.

Subareas for the primary study area are: (1) North of WTC Site, (2) Broadway Corridor, (3) Greenwich South Corridor, and (4) BPC. North of WTC Site is bounded by Chambers Street to the north, Vesey Street to the south, Route 9A to the west, and the eastern boundary of City Hall Park to the east. The Broadway Corridor extends from Vesey Street and Pace Plaza in the north to Beaver Street between Trinity Place/Church Street and Centre/Nassau/Broad Streets in the south. South of the WTC Site is the Greenwich South Corridor, bounded by Liberty Street to the north, Trinity Place to the east, Battery Place to the south, and Route 9A to the west. Lastly, BPC encompasses the area between Route 9A and the Hudson River, from approximately Chambers Street to Battery Place.

SECONDARY STUDY AREA

The larger secondary study area encompasses the remainder of Lower Manhattan south of Canal Street and west of Pike Street from river to river. Like the primary study area, the secondary study area has been divided into four subareas to aid the discussion of the Proposed Action's potential impacts. These four subareas are defined as (1) Tribeca, (2) Chinatown below Canal Street, (3) Civic Center, and (4) Brooklyn Bridge to Battery Park. Although Tribeca extends to a larger area, the Tribeca subarea includes Chambers to Canal Streets between the Hudson River and Broadway. Chinatown below Canal Street includes the entire area bounded by Canal Street to the north, Pike Street and the East River to the east, the Brooklyn Bridge to the south, and Pearl Street to the west, in addition to the blocks between Broadway and Pearl Street from Canal Street in the north to Worth Street/Clavin Place in the south. The Civic Center subarea is generally bounded by Pearl Street to the east, the Brooklyn Bridge to the south, and Broadway to the west, and extends north to Worth Street/Clavin Place between Lafayette and Pearl Streets. Finally, Brooklyn Bridge to Battery Park includes the area bounded by the bridge to the north,

Centre/Nassau/Broad Streets to the west, the East River to the east, and south of Beaver Street/Battery Place in the southwest corner in the late summer and early fall of 2003. More recent information will be incorporated into the FEIS where appropriate.

3.2.3 SOURCES

Various sources were used to prepare this chapter, including field surveys, data supplied by the New York City Department of City Planning (DCP), Manhattan Community Board 1, the Battery Park City Authority (BPCA), the Alliance for Downtown New York (Downtown Alliance), articles from newspapers and other publications, previously published environmental reviews, and personal communication with building owners and developers in the late summer and early fall of 2003. More recent information will be incorporated into the FEIS where appropriate.

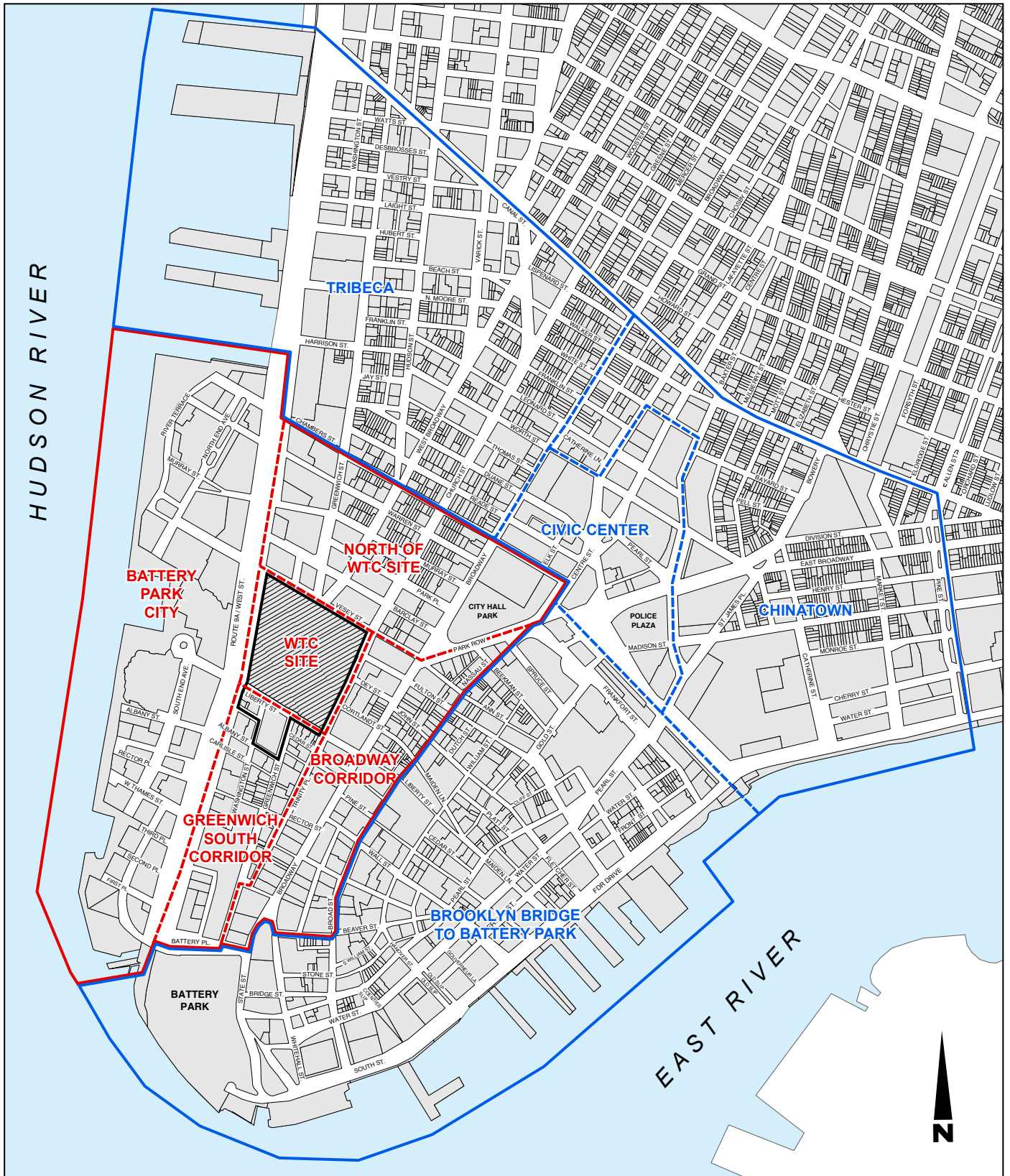
3.3 DEVELOPMENT HISTORY

Development of Manhattan began when the Dutch founded New Amsterdam in 1626 as a commercial center and trading post at the southern tip of the island. Wall Street was once the northern line of land fortification for the settlement and Pearl Street, to the east of the WTC Site, formed the eastern edge of the island. The Hudson River waterfront ran along the approximate location of Greenwich Street today. Because it was a high bluff, shipping and piers were located along the East River. Blocks were largely formed in an irregular pattern as former farms were developed, giving the area its characteristically winding and narrow system of streets. By the end of the 18th century, the island's shoreline had been extended with new land created on fill. The city's waterfront, particularly around the southern portion of the island, was its important trade and business area. Residential areas, concentrated both inland and farther north including Tribeca, were located away from the commercial and industrial uses. Originally farmland, Tribeca was transformed into a residential neighborhood in the early 1800s. However, the area quickly became a central transfer point for textiles and dry goods by the middle of the century as the city's commercial core stretched north.

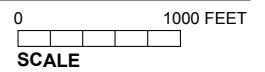
The development of Lower Manhattan as a shipping and mercantile district continued through the late 19th century. At the same time, banks, investment companies, and brokerage firms built corporate offices in Lower Manhattan to be near the trading activity of the New York Stock Exchange (NYSE) and other financial and trading institutions, creating what is known to this day as New York City's Financial District. Construction of the Brooklyn Bridge was completed in 1883 to link the cities of Brooklyn and New York and to serve a growing Brooklyn population which until then could only travel to Manhattan by ferry. In addition, the bridge opened up trade routes to Brooklyn, Queens, and the remainder of Long Island, which were primarily farmland. At the turn of the century, tall towers began to appear on the Lower Manhattan skyline. In 1898, 15 Park Row became the world's tallest office tower. Subsequently, other large buildings were erected during the first half of the 20th century—among them the Equitable Building, the Woolworth Building, 70 Pine Street, and 40 Wall Street.

In the 1960s, the city established the Washington Street Urban Renewal Area (WSURA), which transformed Tribeca and adjacent neighborhoods from failing wholesale and industrial uses to new residential and office uses with schools to serve the new community.

Fueled by a strong financial market and supported by new zoning and public investment, some 46 million square feet of prime office space were added to Lower Manhattan between 1957 and



- WTC Site
- Project Site Boundary
- Primary Study Area Boundary
- Primary Sub-Area Boundary
- Secondary Study Area Boundary
- Secondary Sub-Area Boundary



1974, including Chase Manhattan Plaza and 140 Broadway. By far the largest of the new developments was the WTC, conceived as a center of international trade and the home base for the Port Authority. To create the 16-acre WTC complex, five streets were closed off and 164 buildings were demolished. The large volume of soil excavated for the WTC complex became landfill for the creation of BPC. BPC was originally conceived around the construction of a seven-story megastructure containing urban functions and amenities, including shops, restaurants, schools, parks, rapid transit, utilities, and public and recreational facilities. A service spine was designed to run through the length of BPC as a partly glassed-in, partly open “lifeline,” to which all the buildings would be connected.

Shortly after the WTC opened, the recession of the mid-1970s began, the local real estate market collapsed, and plans for BPC were halted. Vacancies soared and construction came to a halt. However, a movement to reuse old industrial and commercial buildings was well underway north of the study area in the newly named SoHo neighborhood, a trend which moved to other industrial and commercial districts, including Tribeca in the northern section of the secondary study area. Attracted by spacious floors, large windows, and low rents—and aided by tax abatement—artists led what became a strong trend of converting former industrial space to residential use.

In the late 1970s, the financial industry rebounded. As the real estate market recovered, space, so plentiful a few years earlier, became scarce. A new wave of office construction began. This activity was accompanied by a new Master Plan for BPC in 1979 that would create a mixed commercial and residential development. The 1979 plan introduced sidewalks and extended the street grid toward the Hudson River. The commercial center was moved from the southern end of the site up to the middle, tying it to the WTC, with residential developments planned to the north and south. At the same time, the residential population of Tribeca was growing, from 243 to over 5,000 between 1970 and 1980. In the 1980s, Downtown as a whole saw a total of 25 million square feet of office development. Beginning in the late 1980s and continuing throughout the 1990s, more than 6,250 additional housing units were developed in Lower Manhattan through new construction and conversions of office buildings. At the same time, new office development came to a halt.

Before the September 11, 2001 attacks on the WTC, the project study area was characterized by a mixed land use pattern, which prevails today. Dominated by the scale of the WTC buildings and their populations, Lower Manhattan was an active CBD with a number of institutional uses and a strong and growing residential community in Tribeca, BPC, and the Financial District. On September 11, 2001, terrorists hijacked two commercial jetliners and used them to destroy the WTC. The attacks resulted in the loss of nearly 2,800 lives, devastating the residents of New York City and much of the world. In addition, the Lower Manhattan office market was traumatized from the loss of approximately 13.3 million square feet of commercial office space, including over 10 million on the WTC Site itself. A significant number of residents and businesses were displaced by the attacks, including all the occupants of the Southern Site and the other blocks immediately to the north, south, and east of the WTC Site. The events resulted in the loss, reduction, or relocation of hundreds of corporations and small businesses, and large amounts of retail and office space remain vacant. In spite of all of this, Lower Manhattan has continued to function as an important center of business, learning, culture, and residential living.

3.4 CURRENT CONDITIONS SCENARIO

3.4.1 EXISTING CONDITIONS 2003

LAND USE

Project Site

The Project Site comprises the WTC Site—a 16-acre “superblock” bounded by Vesey Street to the north, Church Street to the east, Liberty Street to the south, and Route 9A to the west—and the *Southern Site*, as described above (see Figure 3-2).

The WTC Site is vacant except for the temporary WTC PATH station, which includes an entry plaza and canopy along the west side of Church Street near Vesey Street, and the No. 1/9 subway lines crossing the site (see Figure 3-3). Except for the temporary WTC PATH station and a newly constructed sidewalk/viewing area on the west side of Church Street at the edge of the WTC Site, the site is fenced off and not accessible to the public. There are entrances for construction vehicles at the four corners of the site, with trucks entering and leaving the site on both Church Street and Route 9A. The fenced area occupies most of Vesey Street on the north and parts of Liberty Street on the south, including portions of both streets that are not Port Authority property and not part of the WTC Site. The northern portion of Vesey Street is accessible via a narrow walkway connecting Church Street with Route 9A. The slurry wall beneath Vesey Street is supported by a combination of new tie-backs and portions of the remnants of the below-grade portions of 6 WTC (U.S. Customs House). As a result, the south side of Vesey Street west of Greenwich Street is missing. Similarly, the northern portion of Liberty Street between Greenwich Street and Route 9A were removed when portions of the WTC were excavated.

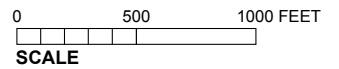
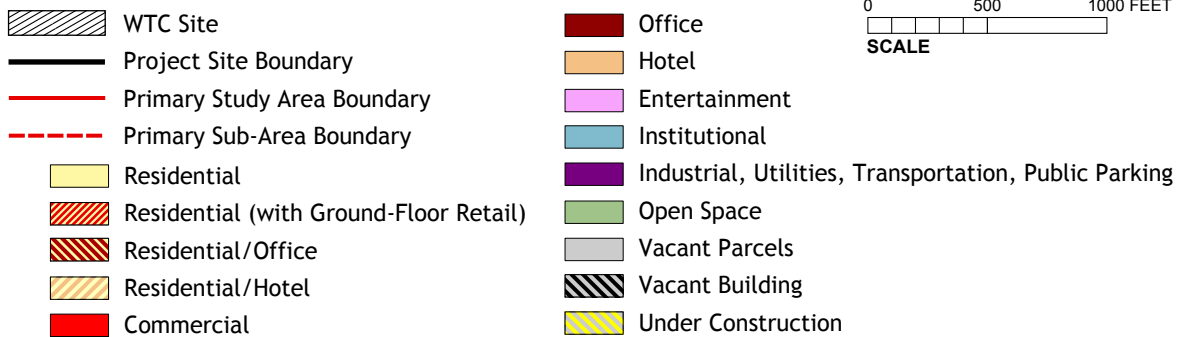
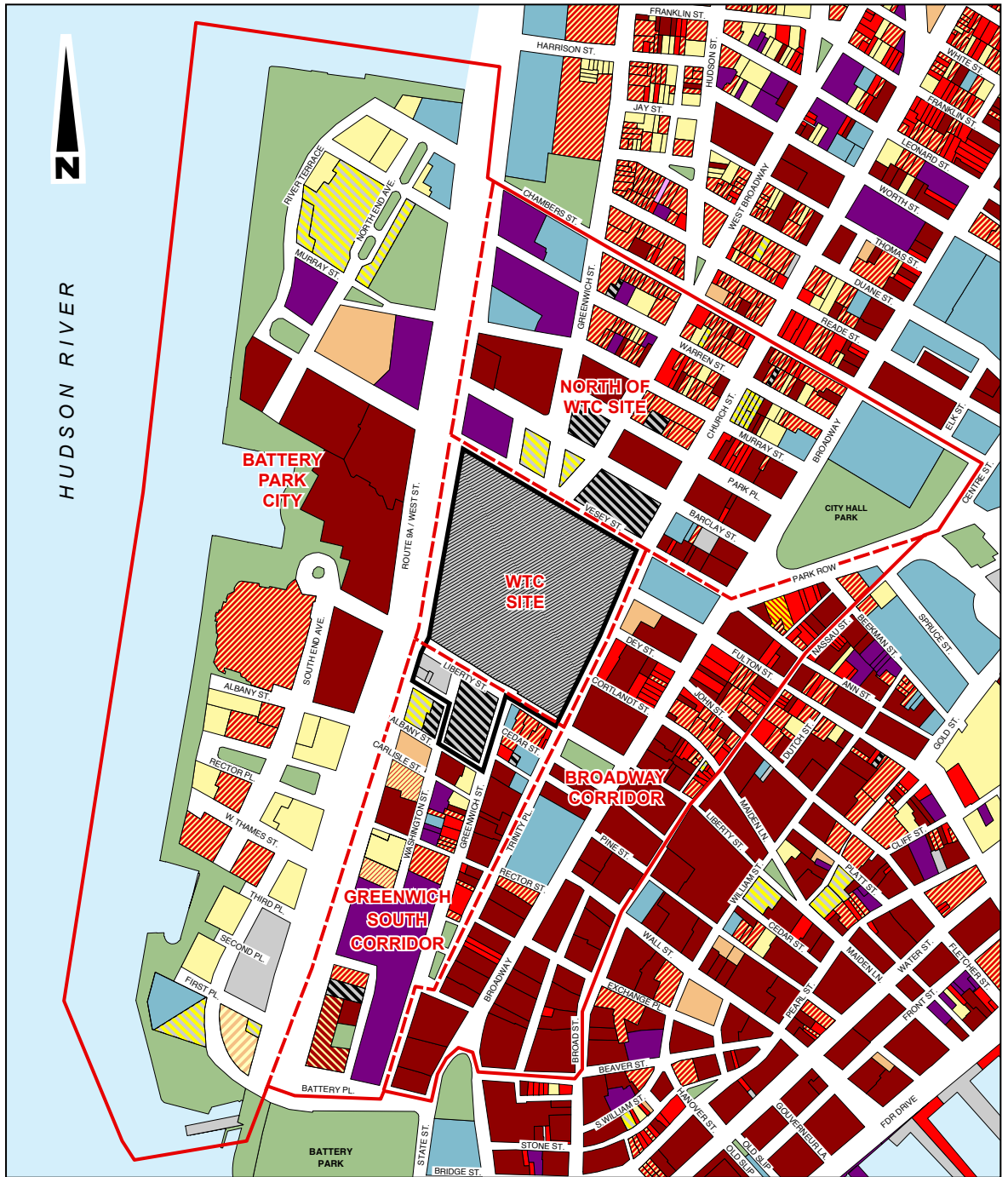
On the Southern Site, the block at the corner of Liberty Street and Route 9A is vacant and part of the construction staging area for the continuing stabilization work at the WTC Site. A large vacant office building (130 Liberty Street) stands on the block between Washington and Greenwich Streets. Its north façade (facing the WTC) was severely damaged in the attacks of September 11, and only an excavated area marks the location of its former two-level public plaza. The building stands shrouded in protective black netting and surrounded by scaffolding and fences. Liberty Street is closed to vehicular traffic and provides pedestrian access within the street bed to an extension of the pedestrian bridge across Route 9A, the only means of crossing Route 9A between Vesey and Albany Streets.

Primary Study Area

The primary study area was traditionally dominated by office uses, but in recent years has seen a diversity of uses expand, including residences, institutions, and cultural facilities. As described above, the primary study area has been divided into subareas to facilitate the land use analysis. Each of these areas is described below.

North of the WTC Site

The area north of the WTC Site consists of a variety of land uses, including office, residential, institutional, light industrial/utilities, and open space, as well as vacant land. It is a transition zone between the mainly commercial office buildings to the south and the more residential and institutional development in Tribeca to the north.



Primary Study Area Land Use:
Current Conditions Scenario
Figure 3-2



World Trade Center Memorial and Redevelopment Plan GEIS

In the northwest corner of the subarea are two large sites formerly known as Sites 5B and 5C under the recently expired WSURA Plan (discussed in the “Public Policy” section of this chapter). Both sites are used largely for parking. Site 5C to the west of P.S. 234 is proposed for residential development with ground-floor retail use. Directly south of Site 5C and P.S. 234 is Site 5B (also known as 270 Greenwich Street) bounded by Warren, Greenwich, and Murray Streets, and Route 9A. Proposed for a number of commercial uses over the years, it is now being considered for a large residential project with street-level retail uses.

Broadway Corridor

There are several buildings directly across Church Street from the WTC Site with a range of uses. St. Paul’s Chapel is located between Vesey and Fulton Streets. The wrought iron fence surrounding St. Paul’s grounds, particularly the Broadway section, has been the location of many informal memorials. South of St. Paul’s Chapel is the Millennium *Hilton* Hotel. Set back with a small plaza along the street, the hotel was damaged on September 11 and forced to close, reopening in April 2003 after extensive renovations. On the eastern end of the same block along Broadway is the building that was the AT&T headquarters for many years and one of the first buildings west of Broadway to be reopened after September 11. Farther south between Cortlandt and Dey Streets is the Century 21 department store. This well-known clothing retailer also suffered damage and reopened in the first half of 2002. It shares its block with a commercial office building and other smaller retailers. Brooks Brothers, another major retail store, is located on the ground floor of 1 Liberty Plaza, a massive office building covering almost its entire block and surrounded by a public plaza. Across Liberty Street to the south is Liberty Plaza. The plaza, now the site of the Greenmarket that operated at the WTC, still shows the scars of September 11 and its aftermath. Another public space is located at 140 Broadway and contains Isamu Noguchi’s Cube, a holed red-orange cube standing on one corner.

Office and other commercial uses generally dominate the Broadway Corridor. Class A and B office buildings line Broadway as well as Church Street/Trinity Place and Nassau/Broad Streets. Such notable buildings as 140 Broadway, the Bank of New York Building, the New York Stock Exchange, and 1 Liberty Plaza, mentioned above, are located here. Residential uses with retail at street level are concentrated in the northern portion of the corridor east of Broadway.

In addition to St. Paul’s Chapel, the Broadway Corridor contains another of New York’s oldest churches, Trinity Church. Trinity Church and the adjacent churchyard are located on Broadway at Wall Street to the southeast of the WTC Site. Cultural uses include the Museum of American Finance History on the east side of Bowling Green.

Greenwich South Corridor

The area south of the WTC Site contains a mix of land uses on blocks of varying sizes, including residential, office, educational, and public parking as well as the entrance and exit ramps for the Brooklyn Battery Tunnel. Immediately south of the WTC Site, Liberty Street is closed to vehicular traffic except for New York City Fire Department (FDNY) trucks from Ladder Co. 10 and Engine Co. 10 (discussed below). Part of it is closed off for WTC Site reconstruction and part of it is open for pedestrian circulation and access to the Liberty Street bridge across Route 9A to BPC.

On the south side of Liberty Street and just east of the corner of Greenwich Street is the firehouse for Ladder Company 10 and Engine Company 10. The firehouse was damaged and has only recently been reopened. East of the firehouse are three smaller residential buildings. Two have been reoccupied and one (114 Liberty Street) remains vacant. The small commercial

Immediately north of the WTC Site, Vesey Street remains closed within the WTC construction zone, as described above. A narrow pedestrian walkway runs adjacent to the Federal Office Building/U.S. Post Office (90 Church Street); west of Washington Street, the walkway is actually in the bed of Vesey Street. Directly across Vesey Street from the WTC Site, office buildings were damaged or destroyed on September 11. In the center, Seven World Trade Center (7 WTC) is being rebuilt on the block bounded by Vesey, Barclay, Greenwich, and Washington Streets. It will replace the two Consolidated Edison Company of New York, Inc. (Con Edison) electrical substations and most of the Class A office space that formerly occupied the site. The new building is being constructed on the west end of its former footprint to preserve the Greenwich Street corridor for pedestrians and possibly vehicles. West of the 7 WTC site is the Barclay-Vesey Building (Verizon Building) at 140 West Street, which houses telephone equipment and offices. Its south side was damaged by the collapse of WTC Tower 1 and its east side was damaged by the subsequent collapse of 7 WTC. The Verizon Building is undergoing extensive repairs on both the interior and exterior and will reopen.

The Federal Office Building/U.S. Post Office occupies the full block east of the 7 WTC site. Although there is little or no visible damage to the exterior of this massive building, it is undergoing extensive interior cleaning and reconstruction. Its trucking entrance and exit are located on West Broadway, which has not yet been reopened to traffic. Continuing east on Vesey Street, the block beyond Church Street is occupied by a number of commercial office buildings with ground-floor retail uses and Old St. Peter's Church. There are a number of additional office buildings along Park Place and Murray Street to the north, including the Bank of New York Building at 101 Barclay Street, 75 Park Place, and 100 Church Street.

Several educational institutions are located in the subarea. The Woolworth Building on Broadway between Barclay Street and Park Place is being converted in phases to a mixed-use building to house the New York University (NYU) School of Continuing and Professional Studies (which recently occupied several of the lower floors) and luxury condominiums. Fiterman Hall, located immediately north of the 7 WTC site, was occupied by the Borough of Manhattan Community College (BMCC).^{*} The building sustained extensive damage due to the collapse of 7 WTC and remains closed. Farther north are P.S. 234 on Greenwich Street between Warren and Chambers Streets and St. John's University School of Risk Management, Insurance and Actuarial Science on Murray Street between Greenwich Street and Route 9A.

The blocks to the east of Greenwich Street and north of Murray Street have a greater mix of uses more typical of the Tribeca community. They are characterized by smaller commercial buildings, some of which have been converted to residential use with a variety of ground-floor retail uses, including banks, restaurants, dry cleaners, and convenience goods stores. The retail uses are more heavily concentrated along the north-south streets and Chambers Street, with smaller businesses along the east-west streets. Some retail and commercial vacancies can be seen along the sidewalks. Residential uses are concentrated on Greenwich Street between Murray and Chambers Street, on Murray Street east from Greenwich Street, and on Park Place from West Broadway to the east. The Mayor's offices and chambers of the New York City Council are housed in City Hall, which is surrounded by City Hall Park at the northeast corner of the primary study area. On the same parcel is the "Tweed Courthouse" on Chambers Street, now the headquarters of the New York City Department of Education.

^{*} BMCC's main campus is located a few blocks to the north along Route 9A in the secondary study area.

building at the corner of Liberty and Church Streets has recently been reopened in its former fast-food use.

Just south of the Southern Site and west of Washington Street is 90 West Street. It is now proposed for conversion to residential use. South of 130 Liberty Street are an occupied commercial building and an occupied residential building.

The latter, at 120 Greenwich Street, is one of a number of commercial buildings both large and small south of Cedar Street between Route 9A and Greenwich Street that has been converted or is planned for conversion to residential use. Other completed conversions include 88 Greenwich Street, 110 Washington Street, 17 Battery Place, and most recently, 90 Washington Street with 387 residential units. Both 90 Washington Street and 90 West Street are being partially financed through the Liberty Bond Program (see discussion of “Public Policy” below).

Office uses are located throughout the corridor: several office buildings are located between Washington Street and Trinity Place, including the American Stock Exchange, the Trinity Building, and 40 Rector Street. The office building at 130 Cedar Street has been vacant since September 11.

The Greenwich South Corridor has several public parking structures. The largest is the Battery Garage, which extends from Route 9A to Greenwich Street near the Brooklyn Battery Tunnel ramps. The garage can accommodate more than 2,000 vehicles. There are two additional multilevel parking structures along Washington Street between Carlisle and Rector Streets.

The largest non-office commercial use in the subarea is Syms Store on Trinity Place south of Exchange Alley. Other commercial uses include restaurants, informal eating establishments, and small-scale retail businesses concentrated along Greenwich and Washington Streets, with limited retail along Route 9A. Several retail spaces in the subarea are vacant. The building at 19 West Street, formerly the home of the Downtown Athletic Club, is also vacant.

Other uses include two schools, a hotel, and a religious institution. The High School for Leadership and Public Service and the High School of Economics and Finance are on Trinity Place near Thames Street, and the New York Marriott Financial Center, a 38-story, 500-room hotel with meeting space, is located on Route 9A two blocks south of the WTC Site. Occupying the historic Downtown Community House on Washington Street north of Rector Street is the True Buddha Diamond Temple of New York.

Battery Park City

Route 9A is a six-lane divided highway between BPC and the WTC Site. It serves as a major thoroughfare along the west side of Manhattan and provides access to the Brooklyn Battery Tunnel. West of Route 9A is BPC, a mixed-use community along the Hudson River waterfront with a public esplanade and substantial open space. BPC is generally divided into three sections: the North neighborhood (north of Vesey Street), the World Financial Center, and the South neighborhood (south of Liberty/Albany Streets).

The World Financial Center between Vesey Street to the north and Albany Street to the south consists of four large office towers with retail shops and restaurants, and the recently reconstructed Winter Garden, a large, glass-enclosed public atrium. The New York Mercantile Exchange is located immediately west of the World Financial Center along the waterfront.

World Trade Center Memorial and Redevelopment Plan GEIS

BPC North and South neighborhoods contain modern mid- to high-rise residential apartment buildings. Several buildings are under construction, including 20 River Terrace and two buildings on the east side of North End Avenue between Warren and Murray Streets in the north.

Institutional uses in BPC are both educational and cultural. The northernmost section of the subarea includes Stuyvesant High School on the north side of Chambers Street and P.S./I.S. 89 at the base of a residential building on the south side of Chambers Street. A pedestrian bridge passes over Route 9A to connect Stuyvesant High School and the rest of BPC with the Tribeca neighborhood to the east. Cultural institutions include the Museum of Jewish Heritage, currently being expanded, at First Place and Battery Place. Across the street, the Skyscraper Museum is under construction and scheduled to open by the end of 2003. The Irish Hunger Memorial, an outdoor memorial space, is located at North End Avenue and Vesey Street, and the NYC Police Memorial is located on the esplanade at Liberty Street and South End Avenue.

Both BPC hotels are located in mixed-use buildings. The Ritz-Carlton at Route 9A and First Place includes both luxury hotel and residential uses, soon to be joined by the new Skyscraper Museum. The Embassy Suites Hotel building between Vesey and Murray Streets on North End Avenue also includes Regal Cinemas, a multi-screen movie complex, and several restaurants. The large parcel west of the Embassy Suites Hotel is used as a parking and staging area for the BPCA. There is a linear open space east of the hotel/movie theater. This open space is also adjacent to Site 26, *between Vesey and Murray Streets on the west side of Route 9A. This large parcel, planned for a major commercial development, is an at-grade public parking lot and construction staging area.*

Open space in the BPC subarea is extensive. The Hudson River Park public greenway runs along the western edge of the highway and extends north up the west side of Manhattan. The western section of the BPC subarea comprises a network of open spaces with both active and passive use, from Governor Nelson A. Rockefeller Park in the north to Robert F. Wagner Jr. Park in the south, with the BPC Esplanade in between. Overall, there are approximately 32 acres of parkland, operated by the BPC Parks Conservancy. The ballfields along Route 9A between Warren and Murray Streets were opened for use in the summer of 2003. Teardrop Park between River Terrace and North End Avenue is under construction and expected to be complete in 2004. Vacant land in BPC south includes two large parcels between Battery Place and Route 9A and Pier A.

Secondary Study Area

Like the primary study area, the secondary study area is divided into four subareas: Tribeca, Chinatown below Canal Street, Civic Center, and Brooklyn Bridge to Battery Park.

Tribeca

Residential and commercial uses dominate the Tribeca neighborhood, with institutional and industrial uses and open space located throughout the subarea (see Figure 3-4). Both high- and low-rise apartment buildings are located in the subarea. Late-19th-century corniced loft buildings are interspersed with new mid-rise apartment buildings with terraces and bay windows that seek to evoke the style of the older buildings. High-rise buildings are primarily located along the wider north-south streets with smaller buildings occupying the midblocks. The largest residential use in the subarea is Independence Plaza at Greenwich and Harrison Streets. Many of the smaller commercial buildings have been converted to residential use with loft-style apartments and a variety of ground-floor retail uses. These include basic neighborhood

amenities, such as banks, dry cleaners, and convenience goods stores, as well as large concentrations of art galleries, boutique shops, bars, and restaurants.

Notable institutional uses include BMCC (home to the Tribeca Performing Arts Center), New York Law School, and the Tribeca Film Center. Office buildings are concentrated along Broadway and Worth Street, and a large office complex is situated along Route 9A between North Moore and Hubert Streets. Some of the industrial uses that characterized the neighborhood before the residential conversions began are still present in the northwestern portion of the secondary study area, mainly in the area bounded by Route 9A and Greenwich, Laight, and Canal Streets. St. John's Rotary, the large block bounded by Hudson, Laight, and Varick Streets, and Ericsson Place, provides access to the Holland Tunnel.

Open spaces are located throughout the study area. Washington Market Park is a 1.65-acre public landscaped park with active recreation areas for small children at Chambers and Greenwich Streets. The Hudson River Park currently includes a permanent bicycle and pedestrian greenway running up the west side of Manhattan, with interim uses on the piers and waterfront offering volleyball, minigolf, batting cages, basketball courts, concessions, a boathouse, and fishing and passive use areas. Plans are in place for the full build-out of this section of the park.

Chinatown Below Canal Street

The Chinatown below Canal Street subarea, located approximately between the Manhattan and Brooklyn Bridges, includes mainly commercial and residential uses in small, older buildings, and large residential towers. High concentrations of commercial and mixed-use buildings exist throughout the subarea, concentrated along Canal Street, between Broadway and Pearl Street, and along the north-south streets throughout the subarea. Restaurants, fresh food markets, tea and rice shops, and garment factories are the main businesses in Chinatown. The eastern and southern sections of the subarea include large-scale residential developments, such as Chatham Towers, the Governor Alfred E. Smith Houses along the East River, Knickerbocker Village, and Confucius Plaza, a large, middle-income residential building at the Bowery and Division Street.

Additional uses in the subarea include institutional, transportation, office, and open space. Schools include P.S. 1, 114, and 126 along Catherine Street, and there are numerous religious institutions scattered throughout the area. Two significant cultural uses are also located in this area. The Museum for Chinese in the Americas at Mulberry and Bayard Streets is dedicated to reclaiming, preserving, and interpreting the history and culture of the Chinese and their descendants in the Western Hemisphere. The Eldridge Street Project, located between Canal and Division Streets at the northeast corner of the study area, has undertaken a massive restoration of the Eldridge Street Synagogue, a National Historic Landmark and a New York City Landmark, and the creation of a heritage center.

Open spaces include the popular Columbus Park between Baxter and Mulberry Streets and several ballfields near the Manhattan Bridge at the East River. There is little new development in Chinatown, with large numbers of commercial vacancies and several dilapidated buildings throughout the subarea.

Civic Center

The Civic Center subarea is characterized by a high concentration of institutional and office uses mainly related to federal and city government. A cluster of courthouses lines Centre Street, including the Thurgood Marshall United States Courthouse, the Daniel Patrick Moynihan United

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States Courthouse, the New York County Courthouse, and the Criminal Courts Building. Several municipal office buildings in the subarea house various city, state, and federal agencies. The New York Police Department headquarters is located at Police Plaza, across from the Municipal Building.

Several small parks are located near the courthouses. A small portion of the African burial ground is situated along Duane Street east of Broadway. The Murray Bergtraum High School for Business on Rose Street and Wagner Place is the only school in the subarea.

Brooklyn Bridge to Battery Park

The Brooklyn Bridge to Battery Park subarea comprises the eastern section of the Financial District and is largely commercial, with pockets of residential, institutional, entertainment, and open space uses. Tall office towers housing financial service institutions, law firms, and insurance companies occupy the southern and western portions of the subarea. Large commercial buildings dating from the early 1930s include 70 Pine Street, 40 Wall Street, and 20 Exchange Place. More modern office buildings include One Chase Manhattan Plaza, 55 Water Street, One New York Plaza, and Financial Square.

The largest residential use in the area is Southbridge Towers, located on the superblock bounded by Gold, Fulton, and Water Streets, and the Brooklyn Bridge, which serves as the northern boundary of the subarea. The area surrounding these towers, particularly along Fulton, Gold, and Front Streets, contains small concentrations of residential buildings, most with ground-floor commercial uses. In recent years, there has been a trend toward residential use in the subarea, including conversions and, more recently, new buildings. Construction of 2 Gold Street and 10 Liberty Street are both being funded in part through the New York Liberty Bond Program (described below under “Public Policy”).

The Brooklyn Bridge to Battery Park subarea includes the highest concentration of cultural institutions in the land use study area. Battery Park is home to Castle Clinton National Monument and provides ferry connections to the Statue of Liberty and Ellis Island Immigration Museum. Additional museums include the Fraunces Tavern Museum at Pearl and Broad Streets; the New York City Police Museum on Old Slip; Federal Hall, with its well-known statue of George Washington taking his oath of office as the nation’s first president, at Wall and Nassau Streets; and the South Street Seaport Museum. The National Museum of the American Indian of the Smithsonian Institution is located within the United States Custom House at Bowling Green, which also houses the United States Bankruptcy Court. Additional major institutional uses include Pace University and NYU Downtown Hospital, located south of the Brooklyn Bridge.

The East River waterfront includes a mix of uses. South Street Seaport, along the eastern end of Fulton Street, is a major tourist destination in the area, providing a range of retail, dining, entertainment, and educational opportunities in a historic maritime setting. Just north of the Seaport is the well-known Fulton Fish Market, which serves many New York City restaurants. The market will relocate to Hunts Point in the Bronx in 2004. At the southern tip of Manhattan, the Whitehall Ferry Terminal is currently undergoing renovation. Adjacent to it and encompassing 23 acres along the waterfront, Battery Park is the largest public open space in the entire land use study area. The park contains expansive lawns and landscaping, a waterfront promenade, playgrounds, several monuments and memorials, and cultural programs. The Sphere, a sculpture that originally stood in Austin J. Tobin Plaza on the WTC Site and was damaged on September 11, stands in Battery Park as an interim memorial.

PUBLIC POLICY

Zoning—Project Site

The WTC Site is located in an area zoned C6-4 and C5-3 (see Figure 3-5). The Southern Site is zoned C6-9. *The WTC Site and the Southern Site are also within the Special Lower Manhattan District.*

The entire WTC Site is owned by the Port Authority. As part of the Proposed Action, the Port Authority, LMDC, and/or Empire State Development Corporation (ESDC) also propose to acquire some or all of the Southern Site. The 1962 legislation authorizing the development of the WTC provides that, so long as the WTC is owned by the Port Authority, no agency, commission, or municipality shall have jurisdiction over the WTC. New York City Zoning Resolution, Building Code, and Fire Code do not therefore apply to the WTC Site. However, it is Port Authority policy to voluntarily conform to the maximum extent practicable to local building and fire codes. This policy is evidenced by the various Memoranda of Understanding (MOUs) that the Port Authority has entered into with the City's Department of Buildings and Fire Department. These MOUs memorialize the policy of the Port Authority to ensure that its facilities meet code requirements to the maximum extent practicable and, where appropriate, exceed them. Pursuant to Section 16 of the New York State Urban Development Corporation Act, LMDC and ESDC also have the power to override local land use and building laws, ordinances, codes, charters, and regulations. ESDC's usual practice is to voluntarily conform to local building and fire codes, a policy that LMDC would also follow.

Zoning—Primary Study Area

The primary study area is largely zoned for medium- and high-density commercial office development in the North of WTC Site, Broadway Corridor, and Greenwich South Corridor subareas (see Tables 3-1 and 3-2). The WTC Site is surrounded by General Central Commercial (C6) districts to the north and south, as well as Restricted Central Commercial (C5) districts to the north and east. The C6 districts are zoned for a wide range of retail, office, amusement, service, custom manufacturing, and related uses normally found in the CBD. These districts typically contain corporate headquarters, large hotels, entertainment facilities, and some residential development, with ground-floor retail uses in some buildings. The C5 districts, found in the Broadway Corridor and portions of the Greenwich South Corridor and North of WTC Site subareas, are designed to provide for office buildings and a great variety of retail stores. Zoning districts throughout the primary study area permit residential uses.

In addition to underlying zoning regulations, there are also special purpose zoning districts in the primary study area. The Special BPC District, described below, governs development west of Route 9A. Two additional special districts covering portions of the primary study area, the Special Lower Manhattan (LM) District and the Special Tribeca Mixed-Use (TMU) District, are also described below.

Special Battery Park City District

The Special BPC District was established by the city and the BPCA in 1973 to guide development in accordance with the BPC Master Plan. Elements of the Master Plan include a central office complex flanked by residential neighborhoods to the north and south, and a continuous, publicly accessible esplanade along the Hudson River waterfront. The district contains special design controls with respect to floor area ratio (FAR), required building walls, and permissible building height.

**Table 3-1
Primary and Secondary Study Area Zoning**

Zoning District	Permitted Uses/Bulk	Study Area
Commercial Districts		
C2-8	Low-density neighborhood shopping/services. High-density residential and community facility use.	Secondary
C4-6	Medium-density general commercial (such as department stores and theaters). High-density residential and community facility.	Secondary
C5-3, C5-5	High-density restricted central commercial district intended for retail and large offices. High-density residential, community facility.	Both
C6-1, C6-2, C6-3	Medium-density general central commercial outside CBD. Low- to medium-density residential and community facility.	Both
C6-1G	Medium-density general central commercial district. Allow residential conversion of non-residential floor area only by special permit.	Secondary
C6-2A, C6-3A	Contextual* medium-density general central commercial district outside CBD. Low - to medium-density residential and community facility.	Both
C6-4, C6-9	High-density general central commercial intended for CBD, allowing medium- to high-bulk offices. High-density residential, community facility.	Both
C6-4A	Contextual high-density general central commercial intended for CBD, allowing medium- to high-bulk offices. High-density residential, community facility.	Secondary
C8-4	General service district intended to provide for necessary service establishments often involving objectionable influences (noise from operations or truck traffic). Incompatible with residential and retail uses.	Secondary
Residential Districts		
R7-2	Medium-density residential, community facility.	Secondary
R8	General residence district. High-density residential, community facility.	Secondary
Manufacturing Districts		
M1-4	Low-density light industrial uses (high performance) and certain community facilities.	Secondary
M1-5, M1-6	Medium-density light industrial uses (high performance) and certain community facilities (for loft areas).	Secondary
M2-3	Low-density general industrial uses (medium performance), most commercial uses.	Secondary
Special Purpose Districts		
LM	Special Lower Manhattan District	Both
TMU	Special Tribeca Mixed-Use District	Both
BPC	Special Battery Park City District	Primary
TA	Special Transit Land Use District	Secondary
HCC	Historic and Commercial Core Subdistrict (part of LM District)	Secondary
S	South Street Seaport Subdistrict (part of LM District)	Secondary
Note: * Contextual districts mandate street wall heights, lot coverage and density requirements, which produce lower, bulkier buildings that maintain the scale and street space of the existing neighborhoods.		
Source: Zoning Resolution of the City of New York.		

**Table 3-2
Zoning Districts by Subarea**

Subarea	Zoning Districts
Primary Study Area	
North of WTC Site	C5-3, C6-2A, C6-3, C6-3A, C6-4, Special Tribeca Mixed-Use District, Special Lower Manhattan District
Broadway Corridor	C5-3, C5-5, Special Lower Manhattan District
Greenwich South Corridor	C5-5, C6-9, Special Lower Manhattan District
Battery Park City	BPC District
Secondary Study Area	
Tribeca	C6-2A, C6-3A, C6-4, C6-4A, M1-5, M1-6, M2-3, Special Tribeca Mixed-Use District
Chinatown below Canal Street	C2-8, C6-1, C6-1G, C6-4, C6-4A, C8-4, R7-2, M1-4, M1-5, M1-6, Special Transit Land Use District
Civic Center	C6-1, C6-4
Brooklyn Bridge to Battery Park	C2-8, C4-6, C5-3, C5-5, C6-9, R8, M1-4, Special Lower Manhattan District, Special South Street Seaport Subdistrict, Historic and Commercial Core Subdistrict

Zoning text modifications for the special district occurred in 1981, 1987, and 2001. The BPC District is divided into three subdivisions: Zone A, Zone B, and Zone C. Zone A provides for residential development with ancillary retail and service uses and hotels. Zone B, which encompasses the World Financial Center and the New York Mercantile Exchange Building, provides for commercial and mixed-use development with ancillary retail and service uses. Zone C provides for commercial and mixed-use development, parking, and ancillary retail and service uses.

Special Lower Manhattan District

Much of the primary study area and the Brooklyn Bridge to Battery Park subarea of the secondary study area lie within the Special LM District. Established in 1998, it covers the country’s third-largest CBD including all of Lower Manhattan generally south of Murray Street and the Brooklyn Bridge. It was created to simplify and consolidate the overlapping complex regulations previously governing Lower Manhattan, to allow the area to grow while reinforcing its historic character and built fabric, and to facilitate the change to a mixed-use community. The zoning change relaxed strict use controls that had inhibited the retail, entertainment, and service establishments generally needed to support a 24-hour community. New height and setback controls also allow considerable design flexibility and, at the same time, are intended to encourage new development that would be consistent with the historic character of Lower Manhattan.

The district also established a Historic and Commercial Core (HCC) area coterminous with the landmarked Street Plan of New Amsterdam and Colonial New York. Within this core area (which begins south of Wall Street in the Brooklyn Bridge to Battery Park subarea), special height and setback controls were created to allow development in keeping with its unique character.

Similarly, there is also a South Street Seaport (SSS) Subdistrict within the subarea. This subdistrict is an irregularly shaped area east of Water Street stretching from Dover Street on the north to just south of Old Slip on the south. The subdistrict was originally adopted as a special district by the City Planning Commission (CPC) in 1972 as a means of assuring the historic

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character of the area, preserving Schermerhorn Row, and regulating the transfer development rights within the Seaport District.

Special Tribeca Mixed-Use District

The Special TMU District covers the area from Greenwich Street to the west of West Broadway and from north of Harrison Street to Murray Street and includes portions of the primary and secondary study areas to the north of the WTC Site. It is intended to retain stable industries within the Tribeca neighborhood that provide jobs and adequate wages and to encourage stability and growth by permitting controlled residential uses and light manufacturing to coexist. In addition, the district aims to facilitate the change to a mixed-use community and permit the area to grow while protecting its historic character.

Zoning—Secondary Study Area

As zoning districts throughout the secondary study area vary to a greater extent than those of the primary study area, zoning is addressed separately for each secondary subarea.

Tribeca

Tribeca is primarily zoned with medium-density commercial districts (C6), with manufacturing districts (M1 and M2) mapped in the north and west sections of the subarea near Canal Street and along the Hudson River waterfront. C6 zoning districts, described above, encompass the areas generally between Greenwich Street and Broadway south of Ericsson Place/Walker Streets. M1 districts, often mapped in loft areas such as Tribeca, generally permit a wide variety of both light manufacturing and commercial uses, including entertainment and office uses. M2 zoning districts permit medium-density manufacturing uses at medium performance. In addition, most of the Tribeca subarea is covered by the Special TMU District, described above.

Chinatown Below Canal Street

The Chinatown below Canal Street subarea contains commercial (C6 and C8), manufacturing (M1), and residential (R7) zoning districts. The areas between Broadway and Henry Street are largely mapped C6, supporting the intense commercial activity there. A two-block area under the Manhattan Bridge between Henry and Monroe Streets is zoned C8, allowing for service establishments that may involve objectionable uses, such as noisy truck traffic. C8 districts are not considered compatible with either residential or retail uses. The M1 districts (described in the Tribeca zoning section above) encompass the triangular area bounded by Broadway, Canal, and Centre Streets and three blocks near the East River south of Pike Street. This zoning designation supports the light manufacturing and loft conversions in the area. The balance of the subarea between Henry and South Streets from the Brooklyn to the Manhattan Bridge is zoned for medium-density residential use (R7-2). This zoning district supports the large residential developments, institutional uses, and smaller residential buildings with street-level retail concentrated in this area. In addition, a small section of the subarea is covered by the Special Transit Land Use (TA) District.

Special Transit Land Use District. The Special TA District was established in 1974 along Second Avenue to support construction of the Second Avenue Subway, ease pedestrian flows, provide light and air to underground transit facilities, encourage development that promotes needed pedestrian amenities, coordinate present and future relationship of land uses within the district, and conserve the value of land and buildings, thereby protecting the city's tax revenues. The Special TA District is mapped where the future Second Avenue Subway stations were to be located in the 1970s. Where practical, easements established as part of the Special TA District

would be used for station entrances. However, station entrances are not limited to the Special TA District. The Chinatown below Canal Street subarea contains one such area at Chatham Square, where Worth, Mott, Division, Catherine, and Oliver Streets and the Bowery intersect.

Civic Center

The C6-4 zoning district encompasses the entire Civic Center subarea (with the exception of the block between Hayes Place and Police Plaza zoned C6-1) allowing for the medium- to high-bulk office buildings in the subarea.

Brooklyn Bridge to Battery Park

The Brooklyn Bridge to Battery Park subarea is primarily zoned with high-density commercial districts (C5 and C6) similar to those in the primary study area, as discussed above. High-density office districts typically contain corporate headquarters, large hotels, entertainment facilities, and some residential development, with ground-floor retail uses in some buildings. High-density districts (C2-8 and C4-6) are also mapped along the East River waterfront. The R8 residential district is mapped specifically for the Southbridge Towers residential development just south of the Brooklyn Bridge.

Additional Public Policies

In addition to zoning-based planning, several other platforms for planning in New York City are available. Since office vacancy rates began to increase in Lower Manhattan in the early part of the 1990s, public policy has been used to influence land use and has begun to bring about the transformation of the Financial District into a more diverse, 24-hour community. Policy initiatives were developed beginning in 1995 to offer economic and financial incentives intended to increase office occupancy as well as promote reinvestment and adaptive reuse of the more obsolete buildings in Lower Manhattan. The policies were designed to lower the area's commercial vacancy rates, convert targeted commercial office buildings into residential space, help build a 24-hour, mixed-use neighborhood, invest in and upgrade Class B office space, and attract new retailers to the area.

Federal, state, and city agencies as well as community organizations often develop locally specific or neighborhood plans for various areas of New York City. In particular, since September 11 several public policy initiatives have been created to continue the revitalization of Downtown. A discussion of the specific plans addressing the Project Site and surrounding study areas is presented below, followed by those policies in place before September 11.

Policies in Effect Before September 11

Lower Manhattan Economic Revitalization Plan. The Lower Manhattan Economic Revitalization Plan was enacted into law in 1995 and was recently extended until June 30, 2007. The plan includes benefits for commercial tenants and residential conversions, as well as other cost-savings programs.

Commercial tenant benefits under the Lower Manhattan Plan include a five-year real estate tax abatement and a commercial rent tax special reduction. Both programs are applicable for pre-1975 commercial buildings with lease executed prior to March 31, 2001. The program requires that benefits be passed through to the commercial tenants. A residential conversion program is also available in Lower Manhattan for a 100 percent exemption of the increased assessed value due to residential conversion for eight years (nine years for landmarked buildings) and phased in at 20 percent every year for four years thereafter, for a total of 12 years. In addition to tax incentive benefits, the Lower Manhattan Plan includes a 12-year energy program consisting of a

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reduction of electricity costs. In conjunction with this energy program, the Industrial and Commercial Incentive program (ICIP) is another tax savings program available to property owners for up to 12 years in Lower Manhattan.

The Alliance for Downtown New York. The Downtown Alliance, the city's largest business improvement district (BID), was established in 1995. The Downtown Alliance's mission is to transform Downtown into a 24-hour neighborhood and to create a safe, clean, live-work, wired community for the 21st century. The BID covers the area from City Hall to the Battery, and from the East River to Route 9A, and includes approximately 100 million square feet of office space and over 100 city blocks.

421-g Program. The 421-g program provides a real estate tax exemption and abatement incentive for developers to convert commercial buildings, generally south of Murray and Frankfort Streets, into residential dwellings. Up to 25 percent of the converted building may contain commercial, community facility, or accessory use space, with the tax exemption reduced proportionally if the total nonresidential space exceeds 12 percent of the aggregate floor area. The program generally provides for a 14-year exemption from the increase in real estate taxes resulting from the work and abatement of substantially all existing real estate taxes on the site. Since 1998, more than 50 buildings in the study area have been converted from office to residential use under the 421-g program.

Washington Street Urban Renewal Area. The city established WSURA in 1961; it expired on January 25, 2002. The WSURA Plan's stated objective was to promote diversified and economically sound development in the area from Barclay to Hubert Streets, between Greenwich Street and Route 9A. Originally, the plan called for development of commercial, light manufacturing, or warehouse uses, but after being amended nine times, the plan called for community space and residential or office development. Sites 5B and 5C between Chambers, Greenwich, and Murray Streets, and Route 9A are the only two WSURA sites that remain undeveloped. They are currently being proposed for primarily residential development, as described below in "The Future Without the Proposed Action."

Brooklyn Bridge Southeast Urban Renewal Area. The Brooklyn Bridge Southeast Urban Renewal Area, which was created in 1969, is bounded generally by the Manhattan Bridge to the north, the East River to the east, Battery Park to the south, and Water and (south of Maiden Lane) South Streets to the west. Properties within the urban renewal area boundary, with the exception of two exempt parcels, were designated for acquisition by the city for redevelopment pursuant to the plan. The plan's objective was to develop the area in a manner consistent with the prevailing neighborhood pattern and to reinforce the existing urban form. Parcels within the urban renewal area are designated for development as commercial, commercial/public, transportation, and restricted street uses.

Hudson River Park Trust. In 1998, the Hudson River Park Act created the Hudson River Park Trust (HRPT) and established the boundaries for the Hudson River Park. HRPT is a public benefit corporation under the jurisdiction of both the city and the state that is responsible for developing and operating the Hudson River Park, which extends from Battery Park to West 59th Street, where it connects with Riverside Park. The 5-mile, 550-acre park, much of which is in construction, will be built in six segments. When complete, Hudson River Park will consist of 13 park piers, a continuous waterfront esplanade, active and passive recreation space, boating, and three commercial development nodes.

The portion of the park opposite the WTC Site to as far north as Chambers Street is Segment Two. Segment Three runs from Chambers Street to north of Canal Street and includes Piers 25, 26, 32, and 34.

Battery Park City Authority. The BPCA is a public benefit corporation created in 1968 by Governor Nelson Rockefeller and the New York State Legislature to develop and operate the 92-acre landfill at the southwestern tip of Manhattan known as BPC. Parcels of land are leased to private developers who build in accordance with BPCA guidelines, as described above (see “Special BPC District”).

Local Waterfront Revitalization Program. The Project Site is located within the boundaries of the coastal zone. Pursuant to federal legislation, New York State and City have adopted policies aimed at protecting resources in the coastal zone. New York City’s Waterfront Revitalization Program (WRP) contains 10 major policies, each with several objectives focused on improving public access to the waterfront; reducing damage from flooding and other water-related disasters; protecting water quality, sensitive habitats, such as wetlands, and the aquatic ecosystem; reusing abandoned waterfront structures; and promoting development with appropriate land uses. The New York State Department of State (NYS DOS) or the applicable state agency has this responsibility on the state level. Chapter 16, “Coastal Zone,” provides a detailed analysis of the compatibility of the Proposed Action with the 10 WRP policies.

Public Policies Responding to Events of September 11

Lower Manhattan Development Corporation. As discussed in Chapter 1, “Project Description,” LMDC was created in November 2001 as a subsidiary of the ESDC to help plan and coordinate the rebuilding and revitalization of Lower Manhattan south of Houston Street so that it will re-emerge as a stronger and more vibrant community. LMDC is charged with assisting New York to recover from the terrorist attacks on the WTC and creating a permanent memorial. Through consultation with its many advisory councils representing a cross-section of affected communities and direct communication with government officials, elected representatives, community organizations, affected individuals, and members of the public, LMDC has gathered information on issues critical to New York’s recovery, including transportation and infrastructure, residential and commuter concerns, economic development, education, and tourism and the arts. LMDC has also sponsored several initiatives and studies relating to short-term and long-term solutions to the challenges facing Lower Manhattan neighborhoods in the wake of September 11. Among these efforts are open space and streetscape improvements and studies of affordable housing, Chinatown traffic and transportation, the Fulton Street corridor, and Greenwich Street south of the WTC Site. LMDC receives federal funding through two Community Development Block Grants totaling \$2.783 billion from the U.S. Department of Housing and Urban Development (HUD). HUD’s grant conditions recognize the urgent need to address the effects of the attacks on the Twin Towers, the symbols of the nation’s premier business and historic district, and the area’s businesses, residents, workers and visitors as well as related effects on the City and State economy.

Federal Policies. In recognition of the disastrous impact of the terrorist attacks, President George W. Bush declared Lower Manhattan a national disaster area and \$21 billion in aid was approved by the United States Congress for the repair, restoration, and recovery efforts. These funds were allocated to the Federal Emergency Management Agency (FEMA), the Federal Transit Administration (FTA), and HUD for specific objectives and grants to be separately administered by each of the agencies and local project sponsors. (See Defense Appropriations Act of 2002, Public Law 107-117, and Supplemental Appropriations Act of 2002 for Further

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Recovery From and Response to Terrorist Attacks on the United States, Public Law 107-206.) The U.S. Small Business Administration (SBA) offered low-interest loans to eligible individuals to repair or replace damaged property and personal belongings not covered by insurance. In addition to emergency response efforts, FEMA's Disaster Housing Program also made funds and services available to individuals whose homes were uninhabitable and also provided cash grants to those who did not qualify for the SBA loans.

City Vision for a 21st Century Lower Manhattan. On December 12, 2002, Mayor Michael Bloomberg released a *Vision for a 21st Century Lower Manhattan* with the stated purpose to connect Lower Manhattan to the world around it, build new neighborhoods, and create public places that make Lower Manhattan one of the most appealing places in the world. It was released in conjunction with LMDC's announcement of seven design proposals for the Project Site. The plan describes various recommendations to help revitalize and improve Lower Manhattan as a global center of business by creating new regional transportation links. To attract new investment in the neighborhoods south and east of the Project Site, the city's *Vision* calls for the creation of Fulton Market Square and Greenwich Square. Other goals include improvements to streetscapes, the expansion and creation of public plazas and parks, and the continued revitalization of the waterfront. The *Vision* aims to spark private market reactions from these public investments to increase the number of businesses and residents in Lower Manhattan.

New York Liberty Bond Program. As part of the efforts toward rebuilding and revitalizing New York City in the wake of September 11, the New York Liberty Bond Program was introduced as a cooperative program between New York Liberty Development Corporation, New York City Industrial Development Agency (IDA), New York State Housing Finance Agency (HFA), and New York City Housing Development Corporation (HDC). These agencies offer tax-exempt financing for the construction and renovation of commercial and residential properties that lie primarily within the Liberty Zone, which is the area of Manhattan south of Canal Street, East Broadway, and Grand Street. The goal of the program is to create a seven-day-a-week, 24-hour mixed-use, diversified community in Lower Manhattan by repairing and replacing damaged and destroyed commercial space; creating additional multifamily residential and neighborhood retail development; providing modern office space for displaced and decentralized businesses; attracting new residents and employers to New York City; and encouraging environmentally responsible design and construction.

Several residential developments being funded through the program are currently under construction, proposed, or recently completed in the study area. These include 90 West Street and 90 Washington Street in the Greenwich South Corridor in the primary study area and 10 Liberty Street, 2 Gold Street, and 63 Wall Street in the Brooklyn Bridge to Battery Park subarea of the secondary study area.

Additional Policies. In addition to the September 11 policies discussed above, Lower Manhattan has been the subject of scores of studies and proposed development and revitalization plans since September 11. New federal, state, and city government-led initiatives have also been established to provide financial assistance to the Lower Manhattan population. These programs are set up to help retain existing and attract new residents, retail store owners, small businesses, and large corporations by providing grants, tax benefits, and other incentive packages. Some of these include:

- Discretionary Grants—State and city awards to organizations with over 200 employees that remain in or relocate to Lower Manhattan;

- Residential Grant Program—provides financial incentives to retain and attract residents to Lower Manhattan; and
- Storefront Improvement Program—provides matching funds for the cost of architectural design services and physical improvements of stores.

Resources are being offered through government entities and nonprofit organizations such as LMDC, ESDC, New York City Economic Development Corporation (EDC), Federal Small Business Administration, New York City Partnership, Seedco, the Downtown Alliance, and the Wall Street Rising coalition.

3.4.2 FUTURE WITHOUT THE PROPOSED ACTION 2009—CURRENT CONDITIONS SCENARIO

LAND USE

Project Site

In 2009 without the Proposed Action, it is assumed for analysis purposes that the WTC Site will remain vacant, with no development on the site except for the permanent WTC PATH Terminal and the No. 1/9 subway line crossing the site. None of the commercial space that existed at the site prior to September 11 would be replaced and no memorial would be built to honor the victims of the attacks. The temporary WTC PATH station, opened in 2003, *will be* replaced by the permanent WTC PATH Terminal by the end of 2008. The new Terminal will include a terminal building, mezzanine and concourse levels to be used for fare collection facilities, ancillary retail, and connections between the World Financial Center and the surrounding streets. Liberty and Vesey Streets immediately adjacent to the WTC Site may be reopened to traffic when they are no longer needed for construction staging. *It is not yet known whether the replacement for St. Nicholas Greek Orthodox Church destroyed on September 11 would be developed on the Southern Site by this time.*

A mostly vacant WTC Site in the future is likely to have a blighting effect on the surrounding study area, impairing the sound growth and development of Lower Manhattan. Without redevelopment, the WTC Site will remain substandard, barren, and unpopulated, except for commuters traveling to and from the permanent WTC PATH Terminal. Without a permanent memorial, families and friends of the victims and people from all over the world would have no place to pay tribute to and reflect on the losses suffered on September 11, 2001 and February 26, 1993. The long-term presence of an essentially empty, excavated space in the heart of New York's financial district is likely to make the area less attractive for businesses, residents, and visitors and impede investment by potential developers.

Primary Study Area

A number of privately and publicly sponsored development projects that are in construction, planned, or proposed in the primary study area are expected to be completed by the 2009 analysis year (see Chapter 2, "Methodology," Table 2-3 and Figure 2-2).

North of WTC Site

The Verizon Building and the Federal Office Building/U.S. Post Office directly north of the WTC Site on Vesey Street will be restored, repaired, renovated, and reopened. Between these buildings, the new 1.6 million-square-foot 7 WTC office tower (and two Con Edison substations) will be completed and occupied. The Greenwich Street view corridor and possibly

World Trade Center Memorial and Redevelopment Plan GEIS

the street itself will be open south to Vesey Street. The small triangular block across Greenwich Street from 7 WTC will be developed as a public park with a central open plaza including a fountain, groves of trees and shrubs, and seating areas. In addition, several residential developments are expected to be built, including one at 10 Barclay Street. The two largest of these will be on the former WSURA sites, located at 270 Greenwich Street and at the corner of Chambers Street and Route 9A. In addition, NYU's School of Continuing Education and Professional Studies will have expanded its presence in the Woolworth Building (233 Broadway), and 87 new residential units will occupy the upper floors of this landmark building. *Finally, BMCC's Fiterman Hall at 30 West Broadway is expected to be demolished and a new education building will be constructed on the site .*

Broadway Corridor

Projects with residential and transportation uses are expected to be complete in the Broadway Corridor. Among the major projects for Lower Manhattan, the Fulton Street Transit Center at Broadway and Fulton Street will serve as a transportation hub for nine subway lines, with an underground connection via Dey Street to the permanent WTC PATH Terminal. *A number of residential conversions will be complete along Fulton Street and Maiden Lane.*

Greenwich South Corridor

Restoration and conversion of 90 West Street will have provided over 400 residences with street-level retail space and accessory parking.

Battery Park City

All of the vacant parcels remaining in BPC are expected to be developed by 2009. Seven residential buildings will have produced over 2,300 new dwelling units. These buildings will also include street-level retail or institutional uses. The planned development on Battery Place between First and Second Places (Site 2) will be home to the new Women's Museum. Just south of several residential buildings currently under construction in the north section, Sites 16 and 17 are planned for residential and institutional uses which will include over 500 new dwelling units, a New York Public Library branch, not-for-profit space, a café, and public open space. In addition, the expansion of the Museum for Jewish Heritage will be complete and open to the public, and the new Skyscraper Museum will be open in the Ritz-Carlton building.

A large commercial office tower with 2.3 million square feet of office and trading floor space, ground-floor retail, and accessory parking would be complete at Site 26. Teardrop Park will be finished. Redevelopment of Pier A between BPC and Battery Park is also expected to be complete before 2009. It is likely that it will be used, at least partially, by the National Park Service to provide access to the Statue of Liberty and Ellis Island.

Route 9A will be reconstructed between West Thames Street and Chambers Street by 2007. Between Liberty and Vesey Streets adjacent to the WTC Site the roadway will either be restored at grade or placed in a bypass tunnel below a local roadway. In addition, by 2006 the Route 9A promenade from Battery Place to West Thames Street will be reconstructed, as well as Battery Place from Route 9A to Washington Street.

Secondary Study Area

Tribeca

Consistent with existing trends, small- to medium-sized buildings throughout Tribeca are expected to continue to be converted from office or industrial to residential use, and new

residential buildings will be constructed by 2009 (see Table 2-3 and Figure 2-2). These buildings would each contain between 10 and 380 units of various sizes. An expansion is also planned for the New York Law School on Church Street between Leonard and Worth Streets.

Segment 3 of the Hudson River Park, which runs from Chambers Street to Houston Street north of the study area, is expected to be complete. Currently in design development, this segment will feature two of the park's longest piers—25 and 26 near N. Moore Street in Tribeca—and an “eco-pier” at Canal Street. A number of public use facilities, including a river education center, habitat planting area, boathouse, restaurant, park concessions, playgrounds, volleyball, practice field, boat docking, minigolf, skate park, and other passive and active recreation opportunities, will be operating by 2009.

Chinatown Below Canal Street

By 2009, a number of residential developments in this section of Chinatown are expected to be complete. The largest of these will be the *conversion of the old New York Post building at Catherine Slip and Water Street to 650 residential units.*

Civic Center

No planned or proposed land use development projects in the Civic Center subarea that will be completed by 2009 have been identified.

Brooklyn Bridge to Battery Park

A *substantial* number of developments are expected to be complete by 2009 in the Brooklyn Bridge to Battery Park subarea. The large residential developments at 10 Liberty Street, 2 Gold Street, and 201 Pearl Street will be complete, with 288, 650, and 315 dwelling units, respectively, and ground-floor retail space. The proposed residential conversion at 23 Wall Street/15 Broad Street (formerly the proposed site for a new NYSE facility) *will* be complete, adding to the area 428 dwelling units and an additional 850,000 square feet for potential development of institutional, hotel, and/or retail uses.

Several sites have been identified for large, mixed-use developments each of which will include a combination of residential with either institutional, office, retail, and/or parking uses. These include the NYU Downtown Hospital parking lot on Gold and Beekman Streets, 250 Water Street (a parking lot), and 15 William Street (also a parking lot). *Two other buildings, 20 Exchange Place and the Wall Street Regent Hotel at 55 Wall Street, will also be converted to residences. In total, over 4,500 residential units will be added to the Brooklyn Bridge to Battery Park subarea by 2009.*

Millennium High School will have expanded to its full capacity at 75 Broad Street. The reconstructed Whitehall Ferry Terminal and the expanded South Ferry Subway Terminal will be opened at the southern tip of Manhattan. The Peter Minuit Plaza will be rebuilt and serve as an open space that ushers pedestrians to and from the ferry terminal. The completely redesigned subway station will accommodate the full length of a typical 10-car subway train (rather than the five cars it accommodates in 2003) and provide new connections to the ferry and to the Whitehall Street subway station. Finally, Castle Clinton National Monument, a historic fort in Battery Park currently used for the Statue of Liberty and Ellis Island Ferry ticket office, will be upgraded into a multipurpose facility with a museum, ferry terminal with improved ticketing operations, and performance venue with up to 1,400 seats, or, alternatively, enhanced as a historic fort, with the ticket office relocated to another site.

PUBLIC POLICY

One potential rezoning *action* may be approved by 2009. If the rezoning of two blocks in Tribeca (bounded by Watts, Greenwich, Vestry, and Washington Streets) from M1-5 to C6-2A is approved, residential uses will be permitted and the allowable FAR will be 6.02 rather than 5.0 on the rezoned blocks. The resulting development that can be expected by 2009 would be consistent with existing trends in Tribeca of increasing residential development in a formerly industrial area.

The implementation of the projects described above by the 2009 analysis year would be consistent with public policies in the area. The city and state policies that support the recovery and growth of Lower Manhattan as both a CBD and an evolving 24-hour community are expected to continue. Infrastructure improvements and developments providing new commercial, residential, and open space uses are being planned by the state and city and would represent a demonstration of the city, state, and federal policy to rebuild Lower Manhattan. Several of the projects shown in Table 2-3 are federally sponsored, including the Fulton Street Transit Center, Route 9A Esplanade and reconstruction, Whitehall Ferry Terminal, and South Ferry Subway Terminal, and the numerous commercial and residential developments subsidized through the New York Liberty Bond Program. Together, these projects demonstrate ongoing governmental interest in actively promoting new developments and infrastructure improvements throughout Lower Manhattan.

Despite all of these developments, the failure to create a memorial, related cultural uses, and significant commercial space at the Project Site would frustrate the goals of the public policies described above. Without development on the Project Site, a crucial area in the heart of Lower Manhattan would remain vacant. This would be in direct contrast with public policies which aim to create a Memorial and revitalize the area as a vital central business district and mixed-use neighborhood that provides better east-west and north-south connections between the neighborhoods throughout Lower Manhattan.

3.4.3 PROBABLE IMPACTS OF THE PROPOSED ACTION 2009—CURRENT CONDITIONS SCENARIO

LAND USE

Project Site

Developments under the Proposed Action through 2009 would result in significant changes in land use on the Project Site. The WTC Site would change from a mostly vacant site—with only the permanent WTC PATH Terminal as an active use—to a mixed-use development with the Memorial and *the Memorial Center (an interpretive museum)* and office, cultural, retail, and open spaces. The Proposed Action would strengthen and be a key element in the revitalization of Lower Manhattan by introducing a range of active and attractive uses.

First, the initial development would include the Memorial and *the Memorial Center, both located* on the southwest quadrant of the WTC Site. *The Memorial would be based on Michael Arad and Peter Walker's Memorial design concept, "Reflecting Absence," selected by the Memorial Competition jury on January 6, 2004 (see Chapter 1, "Project Description").* The initial development would also include the extension of two streets, Greenwich and Fulton, through the WTC Site, recreating north-south and east-west linkages that have not existed since before the creation of the WTC. In the heart of the WTC Site on September 11 Place would be the primary entrance to the Memorial as well as the entrance to the proposed performing arts

center, a major new use for Lower Manhattan. *Pedestrian access to the Memorial would also be provided at other locations on Greenwich, Fulton, and Liberty Streets.*

Freedom Tower, at the northwest corner of the WTC Site, would also be completed by 2009. At a height of 1,776 feet this structure would be the tallest on the island of Manhattan and restore an element of the skyline lost on September 11. With 2.6 million square feet of office space, the tower would begin to replace the Class A office space lost on the WTC Site. Its restaurants and observation decks would also be replacements for September 11 losses.

Retail bases of the three other towers on the WTC Site would be complete by 2009 and together with the below-grade retail would provide up to 1 million square feet for stores. This would double the amount of retail space lost on September 11. Major portions of this retail space would be at grade and open onto and enliven the sidewalks around and inside the Project Site.

A number of new open spaces would be created totaling approximately 300,000 square feet. The Memorial would be a *solemn, contemplative space at grade with below-grade components. Wedge of Light Plaza and the PATH Plaza would become the main civic open spaces at the site envisioned for such events as concerts or other public gatherings. The PATH Plaza would form the entrance leading to both the permanent WTC PATH Terminal and the subway system. South of Liberty Street on the Southern Site would be a community-oriented park. This open space, Liberty Park, would stretch from Greenwich Street to Route 9A with approximately 0.75 acre situated along an important east-west circulation route.*

The potential bus garage for tour buses coming to the Memorial would be located either under the Southern Site, or below grade on the WTC Site.

Together, the diverse components of the Proposed Action would contribute to the creation of a unique memorial as well as a more active and attractive Project Site and would have a significant positive impact on land use.

Primary Study Area

The portions of the Proposed Action to be completed by 2009 would be compatible with the major office use as well as the increasing residential use in the primary study area.

Freedom Tower would be consistent with the large, modern office buildings in the North WTC Site area, in the Broadway Corridor, and in the World Financial Center in BPC, which it would face across Route 9A. It would be a highly visible symbol of the public and private commitment to rebuild Lower Manhattan and to maintain its vitality as a financial and commercial center.

The performing arts center would benefit both the worker population and the growing residential population of the primary study area. It would bring more of a type of use previously under-represented in Lower Manhattan.

The retail use would also benefit both the worker and residential population. Located at street level, it would be readily accessible to the people in the area and would enliven sidewalks facing the study area along Church, Vesey, Liberty, Greenwich, and Cedar Streets.

The open spaces provided by the Proposed Action would particularly benefit the North of WTC Site area, the Broadway Corridor, and the area south of Liberty Street, all of which have only limited open spaces and all of which formerly had access to the original WTC plaza areas lost on September 11. *Liberty Park*, the proposed 0.75-acre open space on the Southern Site, would be an important amenity for adjacent commercial as well as residential uses to the east and south.

All of the open spaces would be immediately accessible from area sidewalks and form a part of the east-west circulation routes between BPC and the area east of Church Street.

Secondary Study Area

The Memorial would attract visitors from all over the world to Lower Manhattan. The Memorial and the *Memorial Center*, along with the observation decks of Freedom Tower and its restaurants, would become major tourist attractions. The increase in visitors would benefit area businesses, particularly restaurants and shops, beyond the Project Site and the primary study area, and well into the secondary study area (see Chapter 4, “Socioeconomic Conditions”).

The performing arts center would benefit all of the secondary study area by providing a type of arts facility previously under-represented in Lower Manhattan.

The retail space would make such uses conveniently available to the secondary study area. The open spaces would increase the overall quantity of passive recreational space in Lower Manhattan, which has been traditionally underserved in terms of its open space. Overall, the proposed developments expected to be completed by the 2009 analysis year would be compatible with the surrounding area and be a benefit to both the office uses and the increasing residential uses.

PUBLIC POLICY

The Proposed Action is a major public policy initiative led by LMDC and the Port Authority in cooperation with federal, state, and city agencies to restore the Project Site as a functioning part of Lower Manhattan and re-establish its place as a locus of civic space and amenities along with appropriate commercial and retail uses. The current conditions of the WTC Site and the Southern Site are inferior and impair the sound growth and development of Lower Manhattan, while a need to develop memorial, cultural, recreational, community, and other civic facilities in the area continues. The rebuilding of the Project Site under the Proposed Action as a mixed-use center of commerce, public spaces, and culture as well as a Memorial would advance the public goals and objectives of LMDC, the Port Authority, and all other levels of government.

Development of the office space in Freedom Tower and the retail space across the Project Site through 2009 would be consistent with existing public policy aimed at reviving the Lower Manhattan office market to retain and attract both large corporations and small businesses. At the same time, cultural and other amenities that would be developed would keep with existing trends to introduce a greater mix of uses to serve the growing residential and tourist populations in the area. These new developments would not conflict with other public policies in effect for the area. Overall, the Proposed Action would be a significant demonstration of public policy in the wake of September 11 and would support other public policies that previously existed in Lower Manhattan with the intention of creating a 24-hour-a-day, seven-day-a-week community.

3.4.4 FUTURE WITHOUT THE PROPOSED ACTION 2015—CURRENT CONDITIONS SCENARIO

LAND USE

The 2015 land uses described below assume all the projects described for 2009 under the Current Conditions Scenario have been completed. Additional developments, potential or proposed, that have no specific build year have been assumed to occur between 2009 and 2015 and are described below (see Table 2-4 and Figure 2-2). In addition, several developments have been identified that could potentially be developed in the future but do not have a defined

program associated with a definite site at this time. Specifically New York City's *Vision for a 21st Century Lower Manhattan* may bring changes that are not yet programmed or approved.

Project Site

It is assumed that the WTC Site would remain vacant except for the permanent WTC PATH Terminal and the No. 1/9 subway lines, and that two office towers (130 and 140 Liberty Street) would be occupied on the Southern Site. *In addition, it is assumed that St. Nicholas Greek Orthodox Church would be reconstructed on the Southern Site to replace the church destroyed on September 11.* As discussed above, a vacant, largely unused WTC Site would have a blighting effect on the surrounding area, which is likely to reduce potential development and deter businesses and residents from locating there. No memorial to the victims of the attacks would be built at the WTC Site.

Primary Study Area

Overall, land use in the area is expected to follow existing trends toward increasing residential, cultural, and other uses while maintaining a strong commercial presence. The distribution of uses is expected to remain much the same as it is today, with commercial development clustered in the blocks immediately north of the WTC Site, the Broadway Corridor subarea, and the World Financial Center in BPC, and residential development concentrated in the Greenwich South Corridor subarea, BPC, and the northernmost sections of the primary study area between Park Place and Chambers Street. Development of soft sites (i.e., sites not built out to the maximum allowable FAR) may lead to a greater intensity of land uses, with higher-density office and residential uses in the future.

North of WTC Site

There are no known development projects proposed for the North of WTC Site subarea between 2010 and 2015. Residential conversions are likely to continue in this area.

Broadway Corridor

Potential future development in the Broadway Corridor comprises three complete residential conversions and the conversion of the upper floors of a large office building at 60 Broad Street to residential use.

Greenwich South Corridor

New York City's *Vision for a 21st Century Lower Manhattan* would create a public open space, Greenwich Square, over the Brooklyn Battery Tunnel ramps with the intention of spurring new residential development or residential conversions in the area. *In addition, it is assumed that the former Downtown Athletic Club at 16-20 West Street will be converted to residential or hotel use.*

Battery Park City

No new developments are expected in BPC between 2010 and 2015.

Secondary Study Area

Commercial and residential development is expected to continue in the secondary study area between 2009 and 2015 as a continuation of trends foreseen for 2009. As detailed in Table 2-4, residential projects, both conversions and new construction, are proposed throughout the secondary study area with the majority concentrated in the Tribeca and Brooklyn Bridge to Battery Park subareas. Larger residential developments are proposed at 443 Greenwich Street

and 79 Maiden Lane. New York City's *Vision for a 21st Century Lower Manhattan* calls for a park, Market Square, which would be a centerpiece for new residential and commercial development. The document also calls for development on the East River similar to that of BPC with parks, cultural facilities, and residential buildings. The East River waterfront site was long proposed to be developed as Manhattan Landing. That project never went through the lengthy approval process for development over the water. In addition, several hotels are proposed throughout the study area.

PUBLIC POLICY

Implementation of New York City's *Vision for a 21st Century Lower Manhattan* would require public actions and approvals. In order for Greenwich Square and Market Square to be created as well as for any development to occur in or over the East River, public agency policy actions and findings will be necessary. As discussed above, the failure to build at the Project Site would frustrate existing public policies which aim to create a Memorial, restore the Project Site as a functioning part of Lower Manhattan, and re-establish its place as a commercial center and locus of civic activities and amenities.

3.4.5 PROBABLE IMPACTS OF THE PROPOSED ACTION 2015—CURRENT CONDITIONS SCENARIO

LAND USE

Project Site

By 2015, it is assumed that redevelopment of the Project Site would be complete. In addition to the Memorial, *the Memorial Center*, cultural facilities, retail uses, and open space, full development would bring the total office space to 10 million square feet and add a hotel with conference facilities. This office space would be in towers above the bases and below-grade areas with up to 1 million square feet of retail space. There would be five large, modern office towers ranging in area from 1.6 million to 2.6 million square feet, each with between approximately 56 and 70 stories of office space. The hotel would provide up to 800 rooms and up to 150,000 square feet of conference facilities. All other development would be as described for 2009. The additional office space, hotel, and their associated populations would support and benefit the retail and cultural uses developed in the initial phase of the Proposed Action.

Inclusion of the Southern Site in the Proposed Action would remove the potential for development of 140 Liberty Street and 130 Liberty Street as separate projects beyond the 1.9 million square feet of office use contemplated for the Southern Site by the Proposed Action. The overall increase in office development on the Project Site compared with conditions in 2015 without the Proposed Action under the Current Conditions Scenario would be 8.1 million square feet—the difference between the 10 million square feet to be developed at the Project Site and the 1.9 million square feet of development that could have otherwise occurred on the Southern Site.

Primary Study Area

Ten million square feet of office space would provide a significant infusion of state-of-the-art office space to the primary study area. The buildings would be consistent with the large, modern office buildings in the North of the WTC Site area, in the Broadway Corridor, and in the World Financial Center in BPC. They would bring business activity and workers who, by purchasing goods and services, would support the primary study area's existing businesses. The Proposed

Action would be a visible symbol of new office development in Lower Manhattan. In an area where residential conversions would have reduced the overall supply of office space, it would bring new, modern office space to the market.

In addition, the natural progression of commercial development in Lower Manhattan was halted as a result of September 11. For example, before September 11, active office uses existed at 90 West Street, and 270 Greenwich Street was planned as a large office building. Today, each of these properties is slated for residential use. Thus, the Proposed Action would serve to replace some of the existing and proposed commercial space lost on September 11.

All other uses and their effects on land use would be similar to conditions described for 2009 with the Proposed Action. With the additional office space in operation, however, the retail space on the Project Site constructed during the earlier analysis period would become far more active, and any retail vacancies would likely decrease significantly.

Secondary Study Area

The increase in office workers associated with the new office space would benefit area businesses, particularly restaurants and shops, well beyond the Project Site and the primary study area. International and domestic business travel to the area would increase, and the large numbers of visitors to the Memorial and the *Memorial Center*, open spaces, and retail stores would continue. All of these new workers and visitors will generate visits at other places of interest throughout Lower Manhattan (see Chapter 4, “Socioeconomic Conditions”).

PUBLIC POLICY

The Proposed Action is a major public policy initiative led by LMDC in cooperation with federal, state, and city agencies to restore the Project Site as a functioning part of Lower Manhattan and re-establish its place as a locus of civic space and amenities along with appropriate commercial and retail uses for the Downtown area. Developments planned as part of the Proposed Action would be consistent with nearby zoning classifications.

The additional office space would be consistent with plans and efforts to maintain Lower Manhattan as a CBD and to make the area more attractive to retain existing and attract new businesses. The hotel and conference center uses would also support commercial office use.

3.5 PRE-SEPTEMBER 11 SCENARIO

3.5.1 BASELINE CONDITIONS

LAND USE

As discussed in Chapter 2, “Methodology,” land use analysis under the Pre-September 11 Scenario reflects a reasonable depiction of conditions that would have been expected in the study area absent the events of September 11. To avoid repetition with the analysis performed under the Current Conditions Scenario above, only differences in land use and public policies between today and September 11 are discussed. As a result, most of the detail will focus on the Project Site itself and the blocks immediately surrounding it. Baseline conditions throughout the secondary study area and much of the primary study area under the Pre-September 11 Scenario are largely the same as those described in the Current Conditions Scenario.

Project Site

Prior to September 11, the WTC Site contained over 10 million square feet of office space in five buildings, approximately 500,000 square feet of retail space, a hotel, and a public plaza (see Figure 3-6). The site was best known for the Twin Towers, One and Two World Trade Center, two 110-story buildings that rose over 1,350 feet. Each tower contained more than 4.7 million square feet of rentable Class A office space. One WTC, located along Route 9A between Vesey and Liberty Streets, also had a 351.5-foot mast supporting television and FM radio antennae for major public and private broadcasters in New York City. Two WTC was located on Liberty Street between Church Street and Route 9A. Between the Towers at the southwest corner of the WTC Site was Three World Trade Center, a Marriott Hotel with 820 rooms and meeting spaces. Along the north and west edges of the WTC Site were two nine-story buildings (Four and Five World Trade Center) and the eight-story U.S. Customs House (Six World Trade Center), which combined contained an additional 1.9 million square feet.

The five office buildings and the hotel surrounded Austin J. Tobin Plaza, where concerts and other public events were held. The centerpiece of the open space was the Plaza Fountain Sculpture, a granite fountain with the *Sphere* at its core, a 25-foot-high bronze and steel sculpture. The Plaza was the home to several outdoor cafes, and it was also used from time to time for performances with a stage set up on its western side. Along Church Street, there was more plaza area expanded by the southbound lanes of the street that were closed to traffic and improved with benches and planters with trees. The south end of the closed lanes was the home of the popular and successful Greenmarket held on Tuesdays and Thursdays from spring through the fall. In the last summer of its existence, the plaza area along Church Street had been a regular performance venue with frequent free evening concerts.

Directly below the Plaza was the Concourse, consisting of a retail mall, the PATH station, and a transportation hub that provided pedestrian connections to seven subway lines operated by the Metropolitan Transportation Authority/New York City Transit (MTA/NYCT) as well as the PATH trains to New Jersey. Although not particularly successful and deserted on weekends for years, the shopping area had been improved and become noticeably more popular in the last years of its existence. A pedestrian bridge over Route 9A connected the northern part of the WTC complex with the Winter Garden in the World Financial Center.

On the Southern Site, prior to September 11, the building at 130 Liberty Street, directly across Liberty Street from 2 WTC, was a fully occupied office tower with ground-floor retail. It had a plaza with a fountain in the summer that was replaced by shrubs in the winter. Above this was an additional plaza level originally intended to connect to the plaza level at the WTC. To its west, the block at the corner of Liberty Street and Route 9A was an active parking lot and the site of the St. Nicholas Greek Orthodox Church, destroyed on September 11.

Primary Study Area

North of WTC Site

Land use in the primary study area north of the WTC Site prior to September 11 was substantially the same as it is today, with the exception of buildings directly across Vesey Street. The major difference immediately north of the WTC Site was that the approximately 2 million-square-foot 7 WTC stood on Vesey Street between Washington Street and West Broadway. It contained Class A office space as well as two Con Edison electrical substations. In addition, the Federal Office Building/U.S. Post Office at 90 Church Street and the Verizon Building at Route 9A and Vesey Street were both open and fully functioning. BMCC's Fiterman Hall on West

Broadway and Barclay Street was being renovated to improve its usefulness to the school. Vesey and Barclay Streets were open to vehicular traffic. Greenwich Street and its view corridor terminated at 7 WTC. The rest of the subarea was substantially the same as described above (see “Land Use—Current Conditions Scenario”).

Broadway Corridor

Land use in the Broadway Corridor prior to September 11 was the same as today because the buildings on Church Street immediately east of the WTC Site that suffered damage on September 11 have since reopened with the same uses after undergoing repairs and renovations.

Greenwich South Corridor

Residential uses in converted commercial buildings with active ground-floor retail uses existed on the block south of Liberty Street between Church and Greenwich Streets. The firehouse for Ladder Company 10, Engine Company 10 occupied the west end of the block. Farther south, the buildings at 90 West Street and 130 Cedar Street were used as commercial office space. In addition, prior to September 11 the building at 19 West Street was occupied by the Downtown Athletic Club, a private health club with hotel rooms and the home of the Heisman Trophy.

Except for the buildings identified above, land use in the remainder of the Greenwich South Corridor was generally the same prior to September 11 as it is today. Several buildings between Route 9A and Greenwich Street were being or had already been converted from office to residential use following the trend in Lower Manhattan that had begun well before September 11.

Battery Park City

Land use in BPC prior to September 11 was generally the same as described under the Current Conditions Scenario. In BPC North, 22 River Terrace was under construction, and several parcels now under construction were vacant. The permanent ballfields had not been created, but temporary ballfields existed at approximately the same location. Teardrop Park was also planned but not yet in construction. In BPC South, the Ritz-Carlton hotel was approaching its scheduled opening.

Secondary Study Area

Prior to September 11, land use in the secondary study area was substantially the same as described under the Current Conditions Scenario, with several projects under construction that are now complete (see Figure 3-7).

PUBLIC POLICY

Zoning

Zoning in the study area was largely the same as it is today. Aside from rezoning (C6-4 to C6-2A) the blocks bounded by Dover, South, Fulton, and Pearl Streets in the easternmost portion of the secondary study area, there have been no major rezoning actions in the study area since September 11.

Other Public Policies

Many of the public policies in effect today to support Lower Manhattan as a vibrant, attractive residential community as well as a center of business and tourism were in place prior to September 11. Exceptions are the policies and agencies specifically created in response to the events of September 11 such as LMDC, the New York Liberty Bond Program, and other policies

aimed at providing assistance to residents and businesses (described in “Current Conditions Scenario” above). The only policy in effect prior to September 11 that is not in effect today is WSURA, which expired on January 25, 2002.

3.5.2 FUTURE WITHOUT THE PROPOSED ACTION 2009— PRE-SEPTEMBER 11 SCENARIO

LAND USE

Project Site

With the Pre-September 11 Scenario, it is assumed that the WTC Site comprising the Twin Towers and related buildings would be in place in 2009 and be as active as it was in 2001 prior to September 11. It is assumed to contain 10 million square feet of office space, 500,000 square feet of retail space, a 22-story, 820-room hotel, and large public plaza areas. In addition, the pre-September 11 PATH Terminal is assumed to exist in this scenario.

On the Southern Site, 130 Liberty Street is assumed to be an occupied office building with plaza areas and ground-level retail. The block to the west is assumed to remain a parking lot with a small church facing south on Cedar Street.

Primary Study Area

North of WTC Site

In this scenario, it is assumed that the original 7 WTC building would still be standing across Vesey Street from the WTC Site with nearly 2 million square feet. The building would block Greenwich Street. The large parcel at 270 Greenwich Street would be developed with a 1.3-million-square-foot commercial office building with street-level retail, below-grade parking, and a large plaza on Greenwich Street (see Table 2-5 and Figure 2-3). The site at Route 9A and Chambers Street would have a new residential building.

Broadway Corridor

The Fulton Street subway stations would still be in need of extensive renovation and they would not be linked to the N and R trains or the WTC Site. In terms of residential use, the same projects are likely to have been built as are expected under current conditions.

Greenwich South Corridor

90 West Street would remain a fully occupied office building, but 90 Washington Street would have been converted to residential use.

Battery Park City

All the residential, cultural, and open space developments anticipated in the Current Conditions Scenario would have taken place. Route 9A would be the same as it was before September 11. There would be no esplanade south of Albany Street and no reconstruction of the roadway adjacent to the WTC site.

Secondary Study Area

Compared with the Current Conditions Scenario, the major difference in the secondary study area would be the existence of a new, 600,000-square-foot facility for the NYSE with a very large (1.9 million-square-foot) office tower on the block bounded by Wall, Broad, and William Streets and Exchange Place.

By 2009 in this scenario, the site of the 2 Gold Street project and the building at 63 Wall Street are likely to have remained commercial space, with the former significantly underutilized. With these exceptions, projects expected to be complete by 2009 are largely the same in both scenarios.

PUBLIC POLICY

No significant zoning changes were proposed for the Project Site or study areas prior to September 11. However, given the strength of the development market in Tribeca, the currently proposed rezoning of the two blocks bounded by Watts, Greenwich, Vestry, and Washington Streets from M1-5 to C6-2A might well have been proposed and that development would be expected to be complete by 2009. The state and city were in the process of improving and promoting Lower Manhattan as a place of business, a residential neighborhood, and a tourist attraction as evidenced by the policies already in effect prior to September 11, discussed above.

3.5.3 PROBABLE IMPACTS OF THE PROPOSED ACTION 2009— PRE-SEPTEMBER 11 SCENARIO

LAND USE

Project Site

Compared with future 2009 no action conditions based on the Pre-September 11 Scenario, the Proposed Action would provide significantly less office space, up to approximately 500,000 more square feet of retail space, and approximately the same amount of public open space than the former WTC. New uses would be added to the mix with the Memorial, the *Memorial Center*, and cultural facilities. Although outdoor concerts had been held at the former Austin J. Tobin Plaza, the new performing arts center would be a significant expansion of this use for the WTC Site and for Lower Manhattan as a whole. Two streets would be extended through the WTC Site east-west and north-south. On the Southern Site, a major office building at 130 Liberty Street with plazas and a parking lot with a small church in it would be replaced with a major new open space along Liberty Street, a new church, ground-level retail uses on the south end of the Southern Site, and a below-grade garage for tour buses would be provided on the Southern Site, or, possibly, the WTC Site. The garage would remove many of the waiting buses parked or idling on area streets, as they did before September 11.

The only offices on the site would be at the northwest corner of the WTC Site where Freedom Tower would have 2.6 million of the 10 million square feet of office space that the WTC provided. At a height of 1,776 feet, this structure would be taller than the Twin Towers, but would have fewer office floors and less office space than either of the WTC Twin Towers.

The Memorial and related the *Memorial Center* would be located in the southwest quadrant of the WTC Site. The Memorial, the *Memorial Center*, and cultural facilities would be new uses on the site, and, in combination with the observation decks and restaurants in Freedom Tower, they would draw far more people to the site than the former restaurants and observation deck. The primary entrance to the Memorial would be from September 11 Place at the intersection of these two new streets, Greenwich and Fulton.

The proposed performing arts center would also face the intersection. Although out-of-doors concerts had been held at the former Plaza, the performing arts center would be a significant expansion of this use for the WTC Site and in Lower Manhattan as a whole. In addition, outdoor

concerts could potentially be held at the Wedge of Light Plaza, the *PATH Plaza*, or in Liberty Park.

Retail uses would be located below grade at Freedom Tower and both at grade and below grade between Church and Greenwich Streets from Liberty Street north to Vesey Street and on the south end of the Southern Site. The permanent WTC PATH Terminal would occupy a visible dramatic structure on Church and Greenwich Streets rather than being hidden in the WTC Concourse.

The retail bases of Towers 2, 3, and 4 on the WTC Site would be complete by 2009 and together with the below-grade retail would provide up to 1 million square feet. This would double the amount of retail space in the former WTC complex. By comparison to the WTC, which had most of its retail space below grade on the Concourse level, major portions of the new retail space would be at grade and open onto and enliven the sidewalks around and inside the Project Site.

Compared with having a very large central plaza surrounded by buildings, the Proposed Action would create a number of new open spaces. The Memorial would be a *solemn, contemplative open space at grade with below-grade components. Wedge of Light Plaza and the PATH Plaza would become the main civic open spaces at the site and would surround the entrance to both the permanent WTC PATH Terminal and the subway system. These civic open spaces are envisioned for such events as concerts or other public gatherings. South of Liberty Street on the Southern Site, Liberty Park would be a community-oriented park that would stretch from Greenwich Street to Route 9A. Its approximately 0.75 acres would also be situated along an important east-west circulation route.*

Together, the diverse components of the Proposed Action would contribute to the creation of a more active and attractive Project Site and would have a significant positive impact on land use. However, there would be far less office space than there was before September 11.

Primary Study Area

The portions of the Proposed Action to be completed by 2009 would be compatible with the major office use as well as the increasing residential use in the primary study area.

Freedom Tower would be compatible with the large, modern office buildings North of the WTC Site, in the Broadway Corridor, and in the World Financial Center in BPC, which it would face across Route 9A. It would be a visible symbol of new office development in Lower Manhattan. However, the overall office space would be far less than was provided before September 11.

The performing arts center would benefit both the worker population and the growing residential population of the primary study area. It would bring more of a type of use previously under-represented in Lower Manhattan.

The retail use would also benefit both the worker and residential population. Maximizing its street frontage, it would be readily accessible to the people in the area and would enliven sidewalks facing the study area along Church, Vesey, Liberty, Greenwich, and Cedar Streets.

The open spaces provided by the Proposed Action would be used by residents and workers North of the WTC Site, in the Broadway Corridor, and in the Greenwich South Corridor, all of which have only limited open spaces and all of which formerly had access to the original WTC plaza areas. *Liberty Park*, the proposed *0.75-acre* open space on the Southern Site, would be an important amenity for adjacent commercial as well as residential uses to the east and south. This would be a far more accessible open space than the two-level plaza that had existed at 130

Liberty Street. All of the open spaces would be immediately accessible from area sidewalks and form a part of the east-west circulation routes between BPC and the area east of Church Street. By comparison, the former WTC Plaza area along Church Street was a well used open space and north-south pedestrian route, but the large central plaza was somewhat isolated and off the beaten track.

Compared with pre-September 11 conditions, tour buses would not park on area streets, but rather in a below-grade facility at *the Southern Site* or, possibly, the WTC Site.

While the amount of office space would be substantially reduced and fewer workers would be employed on the Project Site, the cultural facilities and the improved accessibility of the open spaces would benefit the increasing area residents and the area workers alike.

Secondary Study Area

The Memorial would attract visitors from all over the world to Lower Manhattan. The Memorial and *the Memorial Center*, along with the observation decks of Freedom Tower and its restaurants, would replace the observation deck of the WTC and Windows on the World as major tourist attractions. The increase in visitors would benefit area businesses, particularly restaurants and shops, well beyond the Project Site and the primary study area (see Chapter 9, “Socioeconomic Conditions”).

The performing arts center would benefit all of the secondary study area by providing a type of arts facility previously under-represented in Lower Manhattan.

The increased retail space would make such uses conveniently available to the secondary study area. The open spaces would be more accessible to the surrounding area.

The reduction in office space, in comparison to the Pre-September 11 Scenario, would represent a significant loss in activity and workers. The new cultural uses would be a benefit to the increasing residential uses in the secondary study area.

PUBLIC POLICY

The Proposed Action is a major public policy initiative led by IMDC in cooperation with federal, state, city, and bi-state agencies and the private and nonprofit sectors to remember the lives lost on September 11, 2001, and on February 26, 1993, as well as restore the Project Site as a functioning part of Lower Manhattan and re-establish its place as a locus of civic space and amenities along with appropriate commercial and retail uses for the Downtown area. In the Pre-September 11 Scenario, this policy would not have been needed, and the rebuilding of the Project Site would not have been necessary.

While the reduction in office space would not be consistent with plans and efforts to maintain Lower Manhattan as a CBD, the development of more retail uses would have been consistent with public policy to make the area more attractive to both offices and the increasing residential use. The proposed cultural and other amenities would support existing trends to introduce a greater mix of uses to serve the growing residential and tourist populations in the area. The retail, open space, and cultural facilities that the Proposed Action would create by 2009 would be supportive of other public policies that previously existed in Lower Manhattan with the intention of creating a 24-hour-a-day, seven day-a-week community.

3.5.4 FUTURE WITHOUT THE PROPOSED ACTION 2015— PRE-SEPTEMBER 11 SCENARIO

LAND USE

In this scenario, much of the anticipated private development activity, particularly the development of more residential buildings, and the overall land use through 2015 is similar to conditions described above for the Current Conditions Scenario (see Table 2-6 and Figure 2-3). Major exceptions to this are the buildings around the Project Site, which would have remained in their pre-September 11 configurations with their pre-September 11 uses, and the open spaces that may be created with the city's *Vision for a 21st Century Lower Manhattan*, Greenwich Square and Market Square.

PUBLIC POLICY

This scenario assumes that zoning and other public policies applicable to the study areas would have continued to guide development toward more residential use and facilities to support that use and a 24-hour-a-day, seven-day-a-week community. Under the Pre-September 11 Scenario for 2015, public policy changes in response to the destruction of the WTC would not have been needed or implemented. In particular the city's *Vision for a 21st Century Lower Manhattan* might not have been developed.

3.5.5 PROBABLE IMPACTS OF THE PROPOSED ACTION 2015— PRE-SEPTEMBER 11 SCENARIO

LAND USE

Project Site

By 2015, it is assumed that redevelopment of the Project Site would be complete with the Memorial, the *Memorial Center*, and cultural facilities as well as up to 10 million square feet of office space in towers above retail bases. There would be five large, modern office towers ranging in area from 1.6 million to 2.6 million square feet. They would have between 56 and 70 stories of office space. In addition, a hotel would be developed, consisting of up to 800 rooms and up to 150,000 square feet of conference facilities. The hotel use would be shifted from the southwest corner of the site to the northeast corner of the WTC Site. All other development would be as described for 2009. The additional office space, hotel, and their associated populations would support and benefit the retail and cultural uses developed in the initial phase of the Proposed Action.

Development of the Proposed Action would replace the office space and hotel use lost on the 16-acre WTC Site on September 11. However, it would remove the potential for independent development on the 140 Liberty Street and 130 Liberty Street sites as projects beyond the 10 million square feet of the Proposed Action. Overall, the Proposed Action would be expected by 2015 to develop 1.9 million square feet less office space than the total of the office space previously existing on the WTC Site (10 million square feet) and that which either existed or would have likely been development on the Southern Site (1.9 million square feet) by 2015.

Primary Study Area

The four office towers to be completed between 2009 and 2015 would provide a significant infusion of office space to the primary study area. They would be consistent with the large, modern office buildings in the North of the WTC Site area, in the Broadway Corridor, and in the

World Financial Center in BPC. They would bring business activity and workers who, by purchasing goods and services, would support the primary study area's businesses. It would be a visible symbol of new office development in Lower Manhattan. In an area where residential conversions will have reduced the overall supply of office space, it will bring new, modern office space to the market.

All other uses and their effects on land use would be similar to conditions described for 2009 with the Proposed Action.

Secondary Study Area

The increase in office workers associated with the new office space would benefit area businesses, particularly restaurants and shops, well beyond the Project Site and the primary study area. International and domestic business travelers to the area would increase, and the large numbers of visitors to the Memorial and the *Memorial Center*, open spaces, and retail stores would continue. All of these new workers and visitors will generate visits at other places of interest throughout Lower Manhattan (see Chapter 9, "Socioeconomic Conditions").

PUBLIC POLICY

The Proposed Action is a major public policy initiative led by LMDC in cooperation with federal, state, and city agencies to restore the Project Site as a functioning part of Lower Manhattan and re-establish its place as a locus of civic space and amenities along with appropriate commercial and retail uses for the Downtown area. In the Pre-September 11 Scenario, this policy would not have been needed, and the rebuilding of the Project Site would not have been necessary.

The additional office space would be consistent with plans and efforts to maintain Lower Manhattan as a CBD and to make the area more attractive to retain existing and attract new businesses. The Proposed Action would also support and enhance those cultural, historic, entertainment, hotel, and residential uses that help to establish the unique environment that exists throughout Lower Manhattan. Not only would Lower Manhattan continue its role as a prosperous business district, it would also thrive as a community of culture, entertainment, recreation, and residential activity. *