

COMMUNITY IMPACT ON POST 9/11 URBAN PLANNING  
OF LOWER MANHATTAN: FORM FOLLOWS VALUES

by

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(Under the Direction of HANK METHVIN)

ABSTRACT

Community response to the terrorist attacks of September 11, 2001 on the World Trade Center Twin Towers was immediate, and had indelible impact on subsequent urban planning in Lower Manhattan. Community and civic groups formed to do grassroots research and design in an inclusive and transparent process. Individuals' hopes for the rebuilding of their city were collected through citywide workshops, town meetings, public forums, and websites.

The resulting vision is a comprehensive and integrated view of urban infrastructure and human needs. It is a reflection of current cultural values, and necessitated a change in the guiding principles for rebuilding Lower Manhattan. The clarity and consistency of the community's themes is uncanny, and was foreshadowed by post-modern urbanists:

1. Remembrance / memorial
2. Human capital/ jobs, job training, education
3. Affordable housing
4. Hubs and sub centers with links
5. Design Excellence
6. Sustainable: buildings, pedestrian friendly, transportation
7. mass transit improvements

8. Community = 24/7; connect neighborhoods; use waterfront and open spaces 9.

Cultural diversity; institutions and incubator spaces

INDEX WORDS: World Trade Center, Twin Towers, Manhattan, Lower Manhattan, September 11, 2001, 9/11, community, values, principles, urban planning, post-modern urbanism, sustainable, 24/7, mixed use, pedestrian-friendly, cultural creatives, creative class, memorial, neighborhood.

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## CHAPTER 1

### INTRODUCTION

The tragedy of the terrorist attacks waged on Manhattan Island in the United States of America on September 11, 2001 (9/11) has provided an opportunity for cultural assessment. With this paper I assert that not only the decisions made for rebuilding Lower Manhattan, but the manner in which those decisions are made reveal the current social values. In particular, I assert that the extent of the communities input and impact on the guiding principles for rebuilding Lower Manhattan is an expression of our values.

The word unprecedented has been used repeatedly in reference to 9/11. "The attacks prompt(ed) unprecedented cooperation as people unite in a historical effort to support those devastated by tragedy and reaffirm the spirit of America."

(<http://www.renewnyc.com/historyarchive> ) The brutal targeting of civilians on American soil by a foreign body was unprecedented. The felling of a skyscraper by use of hijacked commercial airlines was unprecedented. The death of so many first responders, and US civilians in a single military event was unprecedented. And the focus of this paper, the inclusion and participation of so many civilian voices in the planning and rebuilding of *ground zero* in Lower Manhattan is unprecedented. (Imagine New York, 2002; Lower Manhattan Development Corporation.com/history)

The urgent call for a memorial to honor the victims of 9/11 contained the overwhelming grief and astonishment of America. The form and content of an appropriate memorial was and continues to be passionately debated. Should the twin

towers be rebuilt? Should the footprints of the felled towers be preserved? How should the individual casualties be identified? How can we honor the dead and inspire future generations? How does a memorial fit into the overall rebuilding of Lower Manhattan?

In the wake of the memorial debate, a living memorial took shape. Tragedy and heroism; mourning and vision made apparent that a social transformation had been gestating prior to 9/11. 9/11 was the threshold through which we passed to arrive at a new social landscape where technology facilitates inclusive participation in the assertion of guiding principles representing our current cultural values and future vision.

Each of the following chapters will introduce information in support of this thesis. They are not a linear progression but an analysis and composite of events, theories, and principles providing an impression in favor of my thesis.

Chapter 2, *The Event*, is a personal account of 9/11 and a discussion of the relevance of such historical milestones as cultural barometers of social values. In Chapter 3, *Impact at Ground Zero*, I discuss and map the complexity of the affected urban geography, and support the definition of *ground zero* as extending beyond the World Trade Center epicenter, and beyond simple physical destruction. Chapter 4, *Players*, introduces the reader to those persons and groups, including the government who are active participants in decision making regarding the planning and rebuilding of Post 911 Lower Manhattan. Chapter 5, *Values*, illustrates how the current cultural values succeeded in penetrating and expanding the game plan for rebuilding ground zero. The internet was critical in receiving, deciphering and broadcasting information and personal opinions. This contributed to, and revealed the unity of the general public. I discuss

what values the community share and the environment that fostered them. Chapter 6, *Principles of Planning Based on New Values*, is a consolidation of the various civic groups' and community alliances' recommendations for guiding planning principles. They were uncannily similar which made them even more credible as accurate indicators of current needs of the community and city. Chapter 7, *Post Modern Urbanism*, provides a vocabulary of concepts. The initial presentation of these ideas precedes 9/11 by several decades. But, as is not uncommon, it takes time for infiltration to the various layers of society and culture. The maturity of these ideas as a widespread cultural landscape is illustrated in the concluding chapter, *Planning With Values*. Lower Manhattan is being remade with guiding principles based on current values as expressed by the community.

## CHAPTER 2

### THE EVENT

#### Cultural Milestone

“Where were you when the *bomb* dropped?” “Where were you when *JFK* was shot?” “What did you think of the Viet Nam war?” “Did you follow *Watergate*?” “Can you believe what happened at *Columbine*?” “What did you feel? What did you think? What did you do?”

These twentieth century benchmarks in American history challenged our perception of daily and spiritual life. They changed our view of the world and ourselves forever. Asking these sorts of questions has been a way for people of vastly different backgrounds and circumstances to connect with each other and acknowledge a common place in the body politic of America.

Even if you weren't born yet, these events establish you in the timeline of our culture. We ask the questions not to hear *where* someone was, but to hear what they felt, thought and did at the time. We ask these questions because in revisiting the stories, we continue to shape our moral and ethical perspectives. These perspectives contain our values, our values guide our actions, and our actions define our physical and socio-economic landscape. While these historical questions remain relevant, they have been replaced with another more current quandary. “Where were you on 9/11?”

## Permanent Imprint: a personal account of the event

At 9:00am, September 11, 2001, I was on the phone with my car insurance broker who abruptly interrupted her rate quote with "Oh my god. Go turn on your television." With one click I was on Wall Street in the middle of terror and chaos. It didn't matter which channel was on. All channels broadcast the same image; a plume of smoke billowing from the iconic World Trade Center Twin Towers. It seemed like a cartoon, like when Tweety-bird lights the Pussycats tail on fire, or when Wily Coyote gets an anvil dropped on his head. At first you recoil in sympathetic pain, you know it hurts, but then its so absurd you laugh. I didn't laugh. I don't think I even took a breath or moved for a long time. I stood with my hand to my open mouth, staring at the TV, struggling to fix the disconnect, to truly grasp what I was seeing as real time, not a filmic nightmare, or someplace else at a safe distance. "This is happening. This is here. This is now. This is horrible." Then as I finally took a breath; "What is this? an accident? the beginning of something even worse? war? What should I do? Who should I call?" This was more than a tragedy.

This was a national crisis. This was a threshold through which we had, unwittingly and collectively crossed. The hit of the first plane thrust us 'betwixt and between', in a kind of limbo; a *liminal* state. The world as we knew it was left behind yet we did not know where we were headed or if we had any control over where we would land. We had entered a "kind of institutional capsule or pocket which contains the germ of future social developments, of societal change" (Turner, 1982 p.45)

One of the most terrifying vantage points I witnessed that day was from a camerapersons live video feed on the street. I watched people trying to outrun an

opaque cloud of destruction rushing down a street boxed in by skyscrapers. It was the exploding enflamed crumbling first tower. This wasn't like tornado chasers who know its happening and maneuver as the funnel cloud shifts direction. This was a surprise attack /touchdown all directions all at once and no way to escape. The screen went solid white. It got very quiet. I held my breath, again. After a very long moment, I heard grunting and breathing. The white was now pockmarked with city images as the cameraperson who at the last possible minute had ducked under a car and now emerged like a surfacing submarine to a new world.

It was the underworld. Dante's circles. Bosch's Hell. People like somnambulists stumbled through the wreckage of this new world coughing and covered in ashen soot. Others did not cough, did not stumble, did not see this new world.



2:1 Street scene NY 9/11/01

### Community Values Revealed

As steel succumbed to heat and collapsed the Twin Towers, erasing the symbolic silhouette, we had a new social landscape; a new sense of self as individuals and a society. Anthropologist Victor Turner explains that these situations are as if one is "...being reduced or ground down to a uniform condition to be fashioned anew and endowed with additional powers to enable them to cope with their new station in life. " With the 'new station' and the new circumstances, comes a new perspective of self, society and ones role in that cultural environment; individually and collectively. (Turner, 1969 )

Many individuals subjectively experienced the events of 9/11. But it is our collective actions that determine the actual impact of that day. Our beliefs and values are not revealed by the shared events, but in the manner with which we cope and recover from those events.

The rebuilding of Lower Manhattan will create a new symbolism for New York and America regardless of what form it takes. The intense and persistent community involvement in the planning of the Lower Manhattan rebuild illustrates a significant shift in the community's sense of purpose and entitlement. It also shows a change in how urban design professionals are thinking and implementing their concepts with consideration of community. Our post 9/11 social values are revealed in the process of planning, designing and building.



2:2 Twin Towers on fire with Empire State Building  
(‘smoking gun’ indicating change)

## CHAPTER 3

### IMPACT AT GROUND ZERO

#### Introduction

In this chapter I discuss the elusive boundary of *ground zero* made by the 9/11 terrorist attacks in Manhattan. It is not a flat surface with neat edges. It is a multilayered terrain with rough and vague contours. Buildings, streets, infrastructure, people and a way of life were all impacted by the enduring destruction of that day. (Where and how should the rebuilding begin?)

I will map the expanse of *ground zero* showing that it is more than the boundaries of physical space damaged by the attacks. I will illustrate that *ground zero* includes the environmental and sociological complexity of the affected urban geography, and why we need to accept that complexity as part of the solution to the rebuilding process. Later in Chapter 5 and Chapter 7, I discuss how the evolution of social values and post-modern urban theory have contributed to defining the boundaries of ground zero, and its rebuilding/recovery.

Mayor Bloomberg set the civic tone in his December 2002 speech "New York City's Vision for Lower Manhattan". His plan promised a more livable and economically viable district by interconnecting the urban design elements of residential and commercial building, transportation, waterfront and open space projects, security, sustainability. The Lower Manhattan Development Corporation which is described in Chapter 4 *Players*, followed his lead put forth its principles for the rebuilding process of

Lower Manhattan. They assert that it will symbolize our new face to the world, and will be required to bolster the local economy, re-establish a vibrant urban community, honor the victims, be a symbol of American endurance and provide a sense of place and community: no easy task. ("Lower Manhattan Development Corporation's Principles for Action and Preliminary Blueprint for the Future of Lower Manhattan" renewny.com, released on April 9, 2002.)

The broad-reaching vision of the mayor and Lower Manhattan Development Corporation consensus accentuate the widespread sociological implications to the physical, psychological, environmental and economic impact of 9/11. To recover from this event, and meet the goals of rebuilding on these various levels, we must identify and define the areas of need, an ideological approach to solutions, and a vision. I contest that it begins with redefining *ground zero*.

Like Wall Street, or the Pentagon, ground zero is a metonym. Initially its meanings were almost strictly emotional: shock, anger, fear and pain. Soon the connotations began to expand. The term now signifies a complex pattern of actions undertaken by individuals and groups around the world who seek to comprehend the deeper historical meanings of 9/11. This pattern has become a phenomenon in itself. It recalls an idea that in the 20th century was called the open university or the museum without walls: a network of learning, a free-floating space open 24/7 and accessible to all. The price of admission is curiosity, periodically boosted by the desire to survive. (Muschamp, 1/28/03)



3:1 World Trade Center Twin Towers September 11, 2001

*Ground Zero: noun (Dictionary.com)*

1. the target of a projectile (as a bomb or missile) target area, target - the location of the target that is to be hit
2. the site of the World Trade Center before it was destroyed land site, site - the piece of land on which something is located (or is to be located); "a good site for the school"
3. the point of detonation (or above or below) of a nuclear weapon point - the precise location of something; a spatially limited location; "she walked to a point where she could survey the whole street"

*Ground Zero n. (Webster's Dictionary)*

1. The target of a projectile, such as a missile or bomb.
2. The site directly below, directly above, or at the point of detonation of a nuclear weapon.
3. The center of rapid or intense development or change: "The neighborhood scarcely existed five years ago, but today it is the ground zero from which designer shops and restaurants radiate" (Robert Clark).
4. The starting point or most basic level: My client didn't like my preliminary designs, so I returned to ground zero.

### Twin Towers and the World Trade Center

Before we had a chance to grasp the possibility of a terrorist attack on US soil, the first of the World Trade Center Twin Towers (Twin Towers) had collapsed. American perceptions of reality were challenged and permanently changed by the impact of the event. The World Trade Center Twin Towers "were prominent symbols of our civilization, --of American invention that all over the world expressed the spirit of a will to soar above the earth in creations of steel, concrete, and glass. The terrorists chose very carefully. They discerned those skyscrapers as the cathedrals of our age and aimed at their heart." (Architecture Week, September 26, 2001) How could these pillars of engineering strength, symbols of socio-economic prowess, icons of an era, sentries at the base of Manhattan fall victim to a surprise attack?

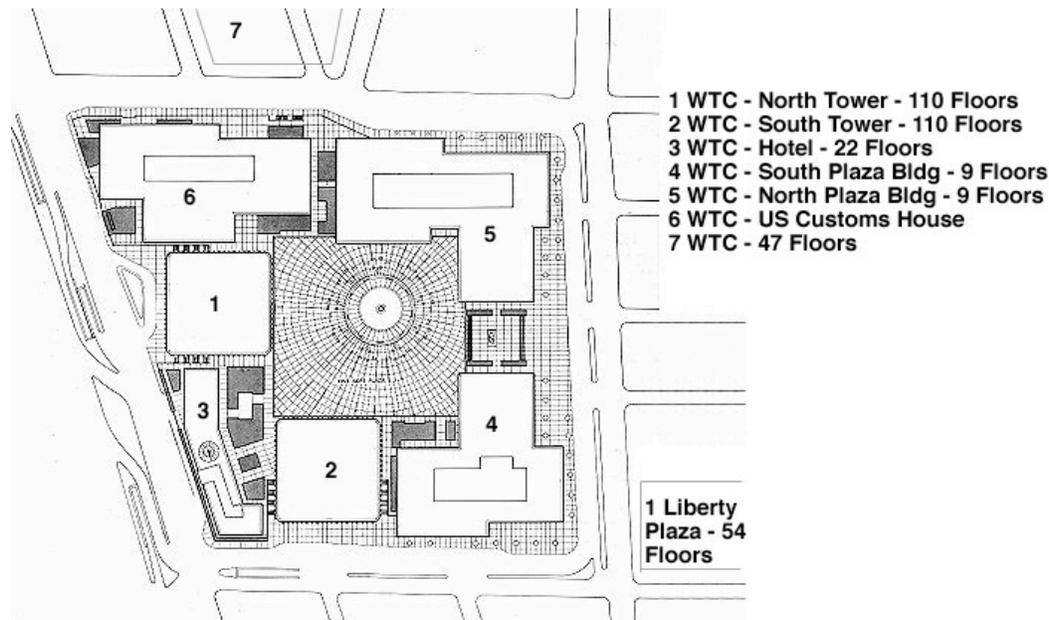
Because the Twin Towers were the specific target of the hijacked airplanes, they are commonly thought of as Ground Zero. However, the Twin Towers were part of the larger World Trade Center complex, all of which was damaged in the attacks. Designed by Minoru Yamasaki, and built between 1966-1977, the World Trade Center was a modern complex of seven buildings on 16-acres. Modeled after Le Corbusier and Henry Dreyfus' respective utopian urban visions of the 1950's, the World Trade Center was designed as a 'super block' large enough to require its own zip code.

It sat on a two story plaza interrupting the urban grid of Lower Manhattan's Wallstreet area. The World Trade Center complex was bound by Vesey Street on the north, Church Street on the east, Liberty Street on the south, and West Street on the west. (skyscraper.org) An estimated 50,000 workers, and 80,000 visitors from around the world entered the World Trade Center daily. It had 435 tenants from 26 countries, with the largest tenant being the Morgan Stanley Dean Witter Brokerage firm.

The Twin Towers, One and Two World Trade Center, rose at the heart of the complex, climbing 1,368 feet and 1,362 feet respectively; more than 100 feet higher than the antenna of the Empire State Building; previously the tallest building in the world. They remained NYC's tallest buildings for nearly thirty years. However, they were the world's tallest building for only a few because the Chicago Sear's tower was completed soon after at 1450 feet. While an engineering success, its modernist aesthetics were not a unanimous hit. One joke said "the towers looked like the boxes that the Chrysler Building and Empire State Building came out of." (wikipedia.org)

The World Trade Center was conceived in an effort to centralize the economic strength of the city as a port of exchange. The goal was to house and supply services

for international businesses. It was a collaborative effort between the business and banking communities (with particularly attention from the Rockefellers), the city, and the region. Transportation solutions were key to the success of the project so the Port Authority of New York and New Jersey oversaw the project with the endurance and guidance of Executive Director Austin Tobin. [For more on this refer to [www.greatbuildings.com/buildings/World\\_Trade\\_Center\\_History.html](http://www.greatbuildings.com/buildings/World_Trade_Center_History.html).]



3:2 Architects plan of the World Trade Center / greatbuildings.com

It was a slow starter in fulfilling the promise of economic and cultural prowess, but the "complex has come to be immensely profitable and has delivered on its promise to help rejuvenate Lower Manhattan. As global symbols of New York, the Twin Towers are as identifiable as the Eiffel Tower, the Capitol dome or Big Ben are for their respective cities." (Greatbuildings.com) It was the pinnacle of the financial district, responsible in large part for New York City's prime stake in the global economy. It was invaluable on the "local" scale, with distinct importance to the city's industry and labor.

(Drucker, 2002) It was a major tourist landmark and node of activity. The entire 16 acres was razed by falling debris, and fire.

### Lower Manhattan: Beyond the World Trade Center

The Twin Towers were the “starting point” of the attack; the point of entry. However, the planned target included the collateral damage in Lower Manhattan; the 2.7 miles of Manhattan stretching south from Houston Street to the southern tip of the island and bounded by the Hudson River, the East River, and New York Harbor.

(us.government, 2005)

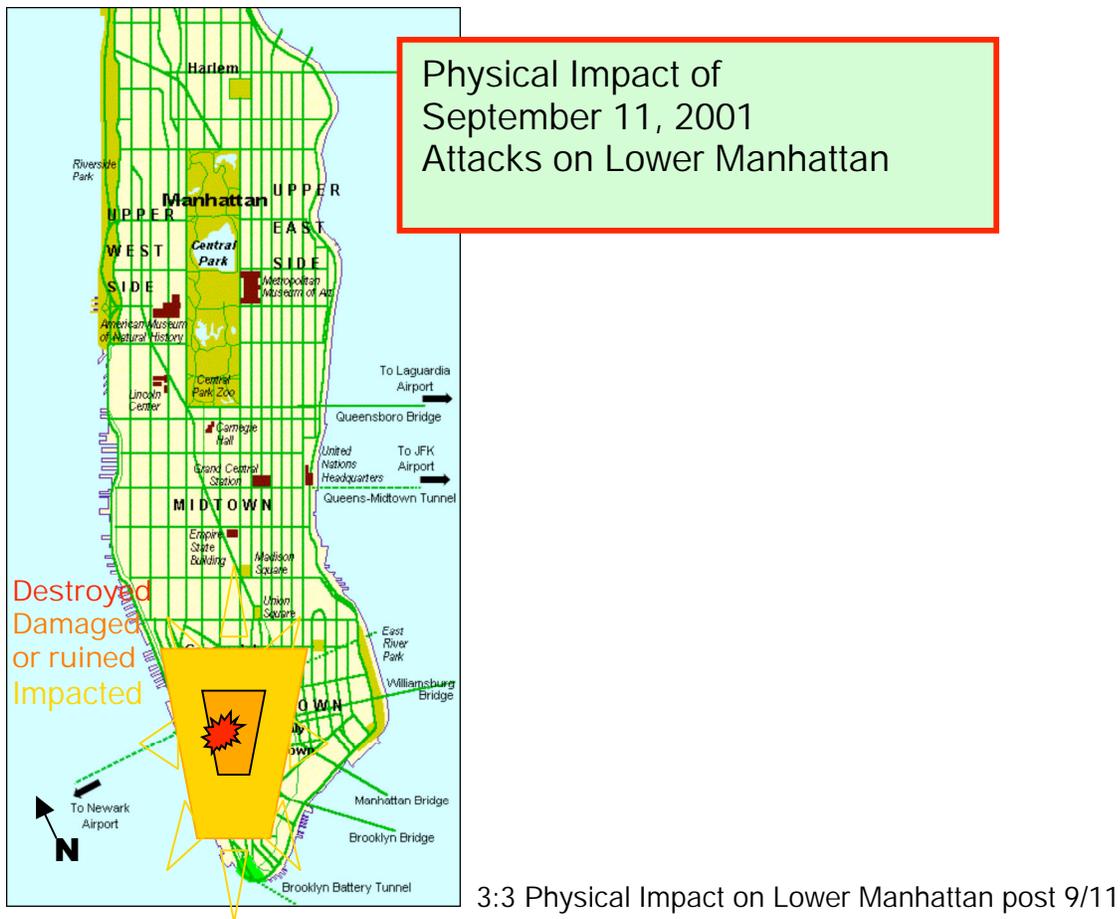
Lower Manhattan is the historic core of New York City, characterized by narrow, winding short lanes designed by Dutch settlers in the seventeenth century before the 1811 grid was imposed on the rest of the city. Today buildings of every era and style forming canyons flanked by skyscrapers line these lanes.

Anchored by Wall Street, it is the global center of finance and the third largest central business district in the United States— after Midtown Manhattan and Chicago. It is also currently the fastest growing residential area in New York City, and contains two formerly commercial districts that are now growing residential neighborhoods. They contain Class B and C office space suitable for conversion to residential use, including a number of landmark structures. In fact, since 1995, more than 5,500 apartments have been created in Lower Manhattan by the conversion of such properties to residential use. (Department of City Planning, land use tables manhattan)

Lower Manhattan is also the center of New York City's government, home to several major educational institutions, the site of several new and established museums and cultural institutions, and the launch site for the Statue of Liberty, Ellis Island. It is an

important tourist destination with more than seven million visitors per year.

The destruction of 9/11 left Lower Manhattan's infrastructure incapacitated for weeks. The area was dysfunctional and/or inaccessible to businesses and residents for an unforeseeable duration. The destruction and damage of buildings and infrastructure has had long term effects on the people, and economy of Lower Manhattan, the region and beyond.

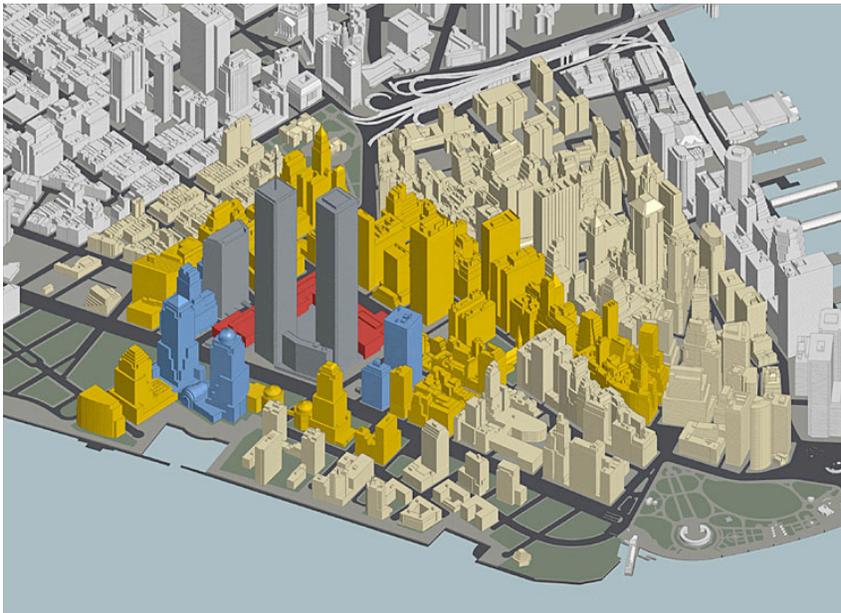


#### BUILDING STATUS

 Not affected	 Major structural damage
 Needs Cleaning	 Destroyed
 Damaged but stable	 In danger of collapse

graphics from cnn.com

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3:4 Lower Manhattan / NE View from SW

#### Choked Economy Impacts Individuals and Communities

The impact of the 9/11 terrorist attacks in Manhattan goes far beyond the physical wreckage, and even beyond the over 2,800 lives lost, and the many more persons intimately attached to those lives. There was significant economic impact on the entire population of the city, region and country.

Twenty properties of approximately 30.2 million square feet were demolished due to 9/11. Of that real estate, 97% percent had been occupied. (Drucker, Jan 2002) The clean up necessitated closure of streets, sidewalks, and buildings for an indefinite amount of time. The disruptions had practical and financial ramifications. For example, Mr. Weber of Rebuild Chinatown Initiative while speaking at the Civic Alliance workshop "Listening to the City" in July 2002, stated that closures following the attacks "cost

Chinatown's garment industry \$500,000,000 and that numerous firms have since closed." (Civic-Alliance.org)

In the fourth quarter of 2001, the "post September 11th period", 84,000 jobs were lost. The city's unemployment rate has since averaged 8%, which is well above the national average. With the struggling metro economy and the loss of revenue suffered by the city since the attack, New York City is experiencing "the most severe fiscal crisis in its history." (RPA, Economic Assessment, 2004) The New York City Partnership, outlining its first assessment of the economic damage to lower Manhattan, predicts that even after the 54 billion of federal support promised, the city will face deficits of up to \$16 billion. (architectureweek.com/nycp, 2004)

The implications of this 'slump' are felt directly by the city's most vulnerable populations - children, victims of domestic violence, people with AIDS and HIV, the elderly, and the mentally disabled. Over a third of the jobs lost in 2001 were from the lowest paid industries and sectors: retail trade, restaurants, and other human service sectors. The domino effect beginnings and many of those people now face eviction, foreclosure, and bankruptcy due to their loss of income. Many of those people are still out of work. In addition, technical and personnel disruptions following the attacks gravely affected those dependent on subsidies for survival with check and supply delays.

#### Environmental and Medical Impact

Smoke, remnants of offices, and a thick dusty film of pulverized construction material covered lower Manhattan. 1.8 million tons of debris was removed from the site. "where the World Trade Center once stood was a smoldering mound of twisted metal, broken

glass and pulverized concrete six stories high.” That is only counting the 16 acres of the World Trade Center and nearby buildings. Washington Post Statistics tallying the amount of dirt, and toxic stench that was cleansed by citizens within their homes, offices, and neighborhoods proves it is toxic, but inconclusive.



### 3:5 Twin Towers Collapse 3:6 Street scene just after the Twin Towers Collapse

Thomas Cahill, a professor emeritus of physics and atmospheric science, headed the scientific team that studied the aerosols from the fuming site in lower Manhattan during the weeks right after Sept. 11, 2001. His first report in 2002, based on 8,000 air samples collected a mile from the complex, found high levels of very fine airborne particles that could increase risk of lung damage and heart attacks. Pollution from the destruction included very fine metals, which interfere with lung chemistry; sulfuric acid, which attacks lung cells; carcinogenic organic matter; and very fine insoluble particles such as glass, which travel through the lungs and into the bloodstream and heart. : (Mc Manus, 2003) At the time, more than 25 percent of dust samples collected before September 18, 2001 showed unsafe levels of asbestos. With streets and sidewalks closed; the smell of fuel burnt debris permeating the air inside and out, 9/11 was, and is still for many, a daily reality that one lives in, not walks around, or leaves behind. The landscape forever changed. The context forever changed.

## Cognitive Map Impact

Lower Manhattan was so difficult to navigate that Laura Kurgan, 40-year-old architect, resident of New York since 1985, and Professor of Architecture at Princeton School of Architecture led a team as part of "New York New Vision" in the design of a map called "Around Ground Zero". The map served as a temporary guide around the clean up of the area. ([bu.edu/prc/6months/aroundgroundzero.html](http://bu.edu/prc/6months/aroundgroundzero.html) )

But "Around Ground Zero" is more than that; it is a document of a place in a state of flux; of a boundary in the city that will disappear as the debris is removed and new structures are built. The map will represent a trace memory of a physical space that has had lasting impact on the people and economy of New York and the country.

### The Community Defines Ground Zero

The physical destruction of 16 acres at the World Trade Center, the core element within Lower Manhattan's economic hub, the financial district, triggered a debate between the lease holder, land owners, residents, civic groups and the community at-large as to what should be built and rebuilt on the site. [These entities are discussed in Chapter 4, Players.] Regardless of one's position as to *what* to build, the question of *how* to approach the task remained the more vital issue.

The questions at stake stretch far beyond the future use of a plot of land or the shape of replacement buildings. Individuals involved in preliminary planning are poised delicately between the need to provide viable, carefully considered options for a business community hungry to rebuild and the need to respond to a ruptured community that is still raw with grief. (Taylor, architecture week p14)

How do we replace the economic function and square footage? How do we send a message to the world? How do we memorialize our losses and heal? How do we reflect and redesign? Were we to historicize the event, or let it catalyze new growth?

In July 2002, the Lower Manhattan Development Corporation and the Port Authority presented the first six concept plans of the site at a public meeting, in an exhibition, and on the internet. Essentially each plan replicated the now ruined program of the World Trade Center and added some memorial opportunities. Though thoughtfully done, replacing the old office space, adding a memorial and making some connections for pedestrians and transportation did not encompass the current or future needs of the city.<sup>1</sup>

The public outright rejected the plans as having too limited a scope. Through individuals' direct comments at the open forum, internet petitions and professional coalitions, the public insisted on a revised approach to rebuilding Lower Manhattan. In the New Yorker, architecture critic Paul Goldberger criticized the plans for overemphasizing the replacement of income-producing commercial real estate. The New York Chapter of the American Institute of Architects issued a statement questioning the lack of housing and "intermodal" public transit connections. ("World Trade Center Planning Uncertain", by ArchitectureWeek No. 109, 2002.0807, pN1.1.) Beverly Willis, architect and co-founder of the civic group "Rebuild Downtown Our Town," said: "There's no heart in [these plans] and no recognition of what we all had been led to believe would occur, that we would wind up with something wonderful on this site."

According to Rem Koolhaas "The essence and strength of Manhattan is that all architecture is "by committee" and that the committee is Manhattan's inhabitants themselves." (Delirious New York, Koolhaas p178) In this case, the committee started

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<sup>1</sup> to learn more about the six initial plans go to [http://www.renewnyc.com/plan\\_des\\_dev/studies/concepts/default.asp](http://www.renewnyc.com/plan_des_dev/studies/concepts/default.asp)

in Manhattan and grew to include the nation.

The program for rebuilding ground zero depends on how the boundaries of "ground zero" are defined. Due to the public's dismissal of the Lower Manhattan Development Corporation six concepts in December 2002, the process of rebuilding the World Trade Center was conjoined to the revitalization of Lower Manhattan and the tri-state region.

The public has already taken the lead in shaping the program for ground zero. With little guidance from public officials or the media, the public has been educating itself about the meaning of 9/11 and its place in the broader context of world affairs. In a phenomenon that is itself worthy of serious analysis, people have been reading up on issues ranging from terrorism, the medieval crusades, nationalism, the environment and the global economy to the corporate monoculture, Islamic tribalism and the changing role of urban centers in the emerging global culture. (Muschamp 2/26/03)

The definition of *ground zero* includes more than the Twin Towers hit by the hijacked planes, more than the buildings destroyed and damaged by falling debris and fire. It refers to the historical and daily life of the city forever changed by the impact of 9/11. The term Ground Zero rapidly entered the global vocabulary following 9/11 not only in reference to the Lower Manhattan site destroyed, but also to poetically encapsulate the event, the heroism and the far-reaching losses of that day. This broadening of perspective compelled a redefinition of Ground zero. In Chapter 5, *Values*, I discuss the cultural landscape that is host to an existing and emerging value system. The community's insistence for a revised planning paradigm instead with current values is met with energetic intent by various civic groups and government agencies. Chapter 6, *Principles*, and Chapter 8, *Planning With Values*, describes the written and actualized responses.

## CHAPTER 4

### PLAYERS

#### Introduction

In this chapter I introduce you to those entities with an active role in the 9/11 recovery and future development of Lower Manhattan. It is their various agendas and management styles that illustrate the values and vision embodied in the process of rebuilding. Represented are local residents to displaced workers; from children to seniors; from victim's family members to members of the planning and design communities.

The objectives and concerns of these entities will be presented without discussion of their degree of perceived or actual power in decision-making and implementation. Assessing efficacy and/or power of various groups would distract from one of the main goals of this paper; to illustrate the unprecedented participation from a range and volume of individuals and groups, as well as how they integrated their values into the working process. (It would also be nearly impossible to report accurately, as the political reality is always changing.) The goals and motivations of the different entities may vary but their investment in the rebuilding of Lower Manhattan reflects their commitment to its well-being.

In describing these entities it is fashionable to use the term *stakeholder*. However, I prefer the term *player*:

*stake·hold·er n (Encarta 1999)*

1. a person or group with a *direct interest, involvement, or investment in something*, for example, the employees, shareholders, and customers of a business concern
2. somebody who *holds and pays out bets* in a gambling game

*play-er n (Encarta 1999)*

1. somebody *taking part in a sport or game*, for example, a member of a team
2. somebody who plays a musical instrument
3. *a person, group, or business that has an influential role in a particular political or commercial activity*
4. an actor, especially a member of a theatrical company
5. a device for playing recorded sound

*See gambler*

The connotation of *player* is more in the spirit of collaboration and interdependence. *Stakeholder* connotes a possessive and static claim on a bound piece of property. My preference, and hope for the planning and development of Lower Manhattan is a group of players with sleeves rolled, anteing up; no bluffs allowed.<sup>1</sup>

There are a myriad of services provided by the city and private sector: financial planning, private and group counseling, financial aid, relocation, job training, medical services, rooms with a view of the footprints in which to reflect, mentors for children who lost a parent, insurance assistance, legal services [see 9-11 United Services Guide]. What has been most striking is the organized manner in which the various players are mediating their own groups and coordinating with others. This is discussed in Chapter 6, Values.

There are too many players to even list them all in this paper. There are categories of players: Federal Government, State Government, Civic, Families of Victims and Survivors, Community at Large, Internet, Private Interests.

## Players

### Federal Government

Following the attacks of 9/11, **Congress** acted quickly to allocate \$21 billion for the recovery and revitalization of Lower Manhattan. Of that \$21 billion, Competing priorities for how to use the money include parks, retail development, transitional jobs, affordable housing, community centers, John F Kennedy airport access, and more. Though 21 billion sounds generous and abundant, the “ultimate costs to the city, in areas like jobs and tourism, will be some five times greater than that – as high as \$95 billion, according to city Comptroller William C. Thompson” (Pearson, 03 Feb 2003)

- The Federal Emergency Management Agency had \$8.8 billion, to spend on projects like the cleanup at Ground Zero, Project Liberty crisis counseling and \$4.55 billion rebuilding lower Manhattan transportation.
- The federal Department of Transportation has \$2.3 billion to contribute to the remaking of the transportation system
- The Empire State Development Corporation and the Lower Manhattan Development Corporation are spending \$3.7 billion of Federal funds on small business loans and development grants.
- Another \$1 billion will come from other federal agencies for things like job training and reimbursement for hospitals.
- \$5 billion in tax-free bonds are set aside to encourage developers and investors to

build in New York City,

- \$281 million in federal funds to tenants near Ground Zero, with the caveat that they can't receive any grants until their landlords must first comply with outstanding fire or building code

#### State Government

**Governor Pataki**, in September 2001, was a two term republican governor of New York State. His political objective after 9/11 was to secure congressional relief funding for the city of New York, and manage fiscal damage due to the loss of revenue. (Pataki, 2004) "Governor George Pataki pulled what the Daily News called a "budgetary sleight of hand," and included federal 9/11 disaster funds as part of the total the state is giving to New York City. Critics chided Pataki for taking credit for money that the federal government had already promised the city." (Pearson, 03 Feb 2003)

#### Civic

**Mayor Michael Bloomberg** began his job two months after the 9/11 attacks. He is a self-made mega millionaire businessman now in politics. The famously beloved Mayor Rudy Guiliani was internationally hailed for his leadership through the crisis which set a standard for Bloomberg. The job ahead of him included attending to Job loss, commercial attrition, Lower Manhattan rebuild, overhaul of the firefighter and police emergency system, terrorist stigma; a multi-billion dollar deficit and the 'business as usual' of running New York City.

The **Lower Manhattan Development Corporation** was formed with federal funds from the U.S. Department of Housing and Urban Development following the terrorist attacks of September 11, 2001. The mission is to facilitate the rebuilding and

revitalization of Manhattan below Houston Street in an open democratic fashion. The task before them is under the scrutiny of the world. They must meet the emotional/spiritual needs of victims' families and survivors as well as the nation; they must ensure economic recovery for Manhattan through urban planning. At stake is their honor and reputation as leaders.

Governor George Pataki appointed seven members, while Mayor Rudolph Giuliani appointed the remaining four members: John C. Whitehead, former chair of the investment firm Goldman Sachs and Co. and the Federal Reserve Bank of New York heads the committee; other members include: Ed Malloy, President, Building and Construction Trades Council of Greater New York Lewis M. Eisenberg, Resigned Chairman of the board of commissioners, Port Authority of New York and New Jersey Roland W. Betts, Owner Chelsea Piers and former owner of the Texas Rangers baseball team Madelyn G. Wils, Chair of Community Board No.1 (Financial District and TriBeCa) Frank G. Zarb, Former Chair of the Nasdaq Deborah C. Wright, Chief Executive of Carver Federal Savings Bank, Harlem Richard A. Grasso, Chair of New York Stock Exchange Robert M. Harding, Deputy Mayor for economic development and finance Howard Wilson, Chair of School Construction Authority Paul A. Crotty, Public Affairs Executive for Verizon Communications.

There are nine *Lower Manhattan Development Corporation Advisory Councils*: General Advisory Council, comprised of federal, state, and city elected officials, as well as business and civic leaders; Arts, Education and Tourism Advisory Council; Development Advisory Council; Families Advisory Council; Financial Services Advisory Council; Professional Firms Advisory Council; Residents Advisory Council; Restaurants,

Retailers and Small Business Advisory Council; and Transportation and Commuters Advisory Council.

*The Department of City Planning* with Director Amanda Burden outlined a program of revitalization for the whole city in their *Strategic Plan of summer 2004*. A few elements include restoring Lower Manhattan including bringing commuter rail service to Lower Manhattan, increasing waterfront access and user potential to Manhattan and Brooklyn, rezoning parts of the city including East Harlem and Greenpoint, creating new 'city centers' or 'hubs' and open spaces in many boroughs, and an emphasis on design excellence on all projects. (nyc.gov/planning) ) "If you go back to the history of city planning over the last twenty years, you won't find that kind of comprehensive strategic look at New York," contends Richard Kahan, who served as Burden's boss at both the New York State Urban Development Corporation and, later, the Battery Park City Authority. <sup>1</sup> (Gardener, 2002)

The *City Planning Commission* is charged with charting the city's growth. Mayor Bloomberg selected Amanda Burden, director of the Department of City Planning to be

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<sup>1</sup> Though she has the status as one of New York's top elite, compared often to Jackie Kennedy Onassis, by all accounts she seems motivated by sincere desire to make a difference in the quality of life and design in NY. *Trained as a zoologist, she surreptitiously* found herself working with Holly Whyte on his urban studies of users. She analyzed human behavior and discovered a passion for urban planning. She acquired a masters degree in Urban Planning from New York's Columbia University and set about after putting in several decades of work including Battery Park Authority, Midtown Municipal Courts and the board of the planning commission. Since the early seventies "She's had her eye on the goal -- to be in the business of helping to shape a better city --" says Margot Wellington, the former executive director of the Municipal Art Society, Gardener Jr. Stepping into the job just after 9/11, she has had the huge job of steering and coordinating the revitalization of Lower Manhattan, as well as all her other duties to the city and boroughs, not to mention her long in the making vision for the City. She is "monied, socially connected, with a sharply honed aesthetic sense. And -- let's not forget -- a highly ambitious agenda" for the city of New York. (Gardener Jr, 2002)

chairperson of the commission. The intent was to ensure that the vision for New York's future is interwoven with the needs of the whole island and the cities other boroughs.

*The Port Authority of New York and New Jersey (PANYNJ)* was formed in 1931 to end disputes between the states, manages and maintains the bridges, tunnels, bus terminals, airports, PATH and seaport that are critical to the bi-state region's trade and transportation capabilities. PANYNJ built the World Trade Center to consolidate and improve port services and have abundant office space to lease for income. It is a complicated story of private, city, state, and federal interests.. The agency leased the World Trade Center to Larry Silverstein several months prior to the attacks, and is therefore relieved of the architectural responsibility. However, with a very long view of ownership, they are invested in rebuilding the World Trade Center with a maximum of office and retail space, while providing a fitting structure for the site. The effect on transportation revenues left the Port Authority with a financial loss of approximately \$3.5 billion from, much of which is covered by insurance. (*PANYNJ.org*)

According to Port Authority Chairman Anthony R. Coscia "Our most important priority at the World Trade Center site is the creation of a Memorial that will pay tribute to the heroes of September 11, including the eighty-four members of the Port Authority family who sacrificed their lives on that terrible day. Our next priority is to create a 21st century mass-transit network that will serve commuters and visitors to Lower Manhattan. Santiago Calatrava's Transportation Hub – a work of unsurpassed beauty – will meet the region's needs while inspiring the world for generations to come." More on Calatrava's PATH station see [lowermanhattaninfo.com](http://lowermanhattaninfo.com)

*Empire State Development Corporation (ESDC)* is a New York State public benefit corporation. It engages in four principal activities: economic and real estate development; State facility financing; housing portfolio maintenance; and privatization initiatives.

- Provide financial assistance for projects ranging from development and improvements to commercial or retail facilities, tourism, destinations, child care facilities and commercial centers.
- Provide low-cost loans and grants to businesses to help cover the cost of machinery and equipment purchases, factory improvements, training and business incubator development. !!
- Assist minority and women owned businesses including programs administered in cooperation with local development organizations and community based financial institutions
- Provide funding for the economic development initiatives in distressed urban communities.
- Provide funding for military base retention and redevelopment efforts.

#### Victim's Families and Survivors

The tallied dead near three thousand, but those intimately connected to the dead number in the tens of thousands on multiple continents. And, hundreds of thousands people have been effected directly and in practical ways. Though there continues to be a show of unity for the victim's families and survivors, the daily reality of their loss manifests in ways that need more than understanding. Income, childcare, medical

insurance, lifestyle, mental health, and many other aspects of life were gravely effected by 9/11. (Elliot, 2004)

The federal and state government is providing assistance, but, the victims' families and survivors are not passive recipients of generosity, they are proactive in getting their needs met, and in making their opinions count. They have organized to make sure their needs are met and to be heard on various topics such as the future safety of America, the memorial design, and aviation policy.

There is not a unanimous point of view, and so there are nearly one hundred groups representing the collective priorities and opinions. Some examples of the disparity: *Peaceful Tomorrows* for nonviolent solutions; others for supporting our government at war in Iraq; families accepting the lump sum federal assistance check and those litigating against the airlines and national security to force further investigation and disclosure as to how such a national security breach occurred. I will introduce you two of the larger groups with different objectives.

The *Coalition of 9-11 Families*, founded in October 2001, is currently the largest 9/11 advocacy group representing over 4,000 family members of survivors, rescue workers and concerned citizens.

- 9-11 Widows and Victims' Families Association
- Saint Clare's World Trade Center Outreach Committee
- Skyscraper Safety Campaign
- Tuesday's Children
- Voices of September 11<sup>th</sup>
- World Trade Center United Family Group

It serves as a resource providing information and peer support to the September 11 community. Each group of the coalition has a particular agenda but are united in their dedication to the preservation of the historical and spiritual significance of the World Trade Center site. As such, they have nominated the bedrock footprints of the felled Twin Towers as a national historic landmark and aggressively encouraged The World Trade Center Historic Study Act. They also provide advisors to elected officials and sits on the Lower Manhattan Development Corporation Families Advisory Council.

*Families of September 11, Inc. (FOS11)* is an independent nonpartisan organization founded by families of those who died in the September 11 terrorist attacks. The group has two goals: 1. They remain active in ensuring services are provided for the families of victims and survivors including an appropriate memorial at ground zero. 2. They support and contribute to public policies that improve the prevention of and response to terrorism. Their website is the dominant communication for the geographically diverse group.

*Peaceful Tomorrows; September Eleventh Families for a Peaceful Tomorrow* is an advocacy organization founded by family members of September 11th victims who have united *to turn our grief into action for peace*. Their mission is to seek effective, nonviolent solutions to terrorism, and to acknowledge our common experience with all people similarly affected by violence throughout the world." (peacefultomorrow.org) They are a highly visible group active in public demonstrations for peace.



4:1 Peaceful Tomorrow Rally Participants

Community at Large: General Public

Private companies and community organizations, some newly formed after 9/11, rapidly banded together after the attacks to create alternative design strategies for rebuilding Lower Manhattan. Hundreds of professionals volunteered their services in a collaborative effort to give a voice clear and loud voice to the concerns affecting the daily *quality of life*.

As *quality of life* is meant to be the most important principle in the rebuilding of Lower Manhattan as stated by Mayor Bloomberg (Bloomberg, 2002), these are essential voices to hear and respect. The concerns range from construction vehicle emissions to low income housing, from job training to libraries. Below is a sampling of these groups.

Some organizations worked behind closed doors, others provided community workshops and forums for an inclusive public exchange of ideas. All presented their planning principles and design concepts to the Lower Manhattan Development Corporation, Governor Pataki, Mayor Bloomberg, and the public via the internet.

*New York New Visions* is a collective of one hundred and fifty individual architects that volunteered to represent sixteen planning and design groups organized by the New York chapter of the American Institute of Architects (AIA) This group released a 52-page document with recommendations for rebuilding as a guide for government. The thrust of the document is in favor of comprehensive urban planning of the World Trade Center site, Lower Manhattan and the region encouraging design excellence and sustainable practices. Coalition members:

- American Institute of Architects, New York Chapter (AIA/NY)
- American Institute of Graphic Arts (AIGA)
- American Planning Association, New York Metro Chapter (APA)
- American Society of Landscape Architects New York Chapter (ASLA)
- Architectural League of New York
- Architecture Research Institute
- Citizens Housing & Planning Council (CHPC)
- Design Trust for Public Space
- Environmental Simulation Center
- Institute for Urban Design
- Metropolitan Section of the American Society of Civil Engineers
- Municipal Art Society

- New York Association of Consulting Engineers (NYACE)
- Regional Plan Association (RPA)
- Society for Environmental Graphic Design
- Storefront for Art and Architecture
- Structural Engineers Association of New York (SEAO NY)
- Van Alen Institute

*Rebuild Downtown Our Town (R.DOT):* R.DOT purports to be the voice of the people within the Lower Manhattan neighborhoods. It is comprised of Lower Manhattan residents, businesses, community and business associations, artists, colleges, professionals, architects, designers as well as public officials and appointees. They hold multiple open forums a month to discuss, share research develop ideas for the rebuilding of Lower Manhattan and hear presentations by experts, other advocacy groups, and residents. Their “mission is to represent the active voice concerned with Lower Manhattan in the redevelopment of the World Trade Center area, to promote its spiritual revitalization and economic recovery, and to assure that our collective vision reaches the media, the public, and the decision makers who have the power to create the new reality.”

*Civic Alliance to Rebuild Downtown New York (The Alliance)* was convened by *The Regional Plan Association (RPA)* in partnership with New School University, New York University and Pratt Institute. More than 80 business, community and environmental groups comprise the Alliance represents a cross-section of New York and the Region.

The RPA has been working in the tri-state as an independent advocate of regional and city planning since 1922. Their first comprehensive plan was presented in 1929 [see rpa.org] The Alliance is one of their many successful projects. They coordinated two day-long forums with 4500 participants in 12 person round table discussions. They submitted the findings in a published and PDF format to the public and all officials.



4:2 Listening to the City workshop sponsored by the Civic Alliance

*Imagine NY* managed by the Municipal Arts Society held 230 workshops in 130 venues around the region. From the workshops 9,000 ideas, were consolidated through another public summit into 49 vision statements about the future of the World Trade Center site, the city and the region. Nearly 40,000 comments have been logged on their 'idea gallery' internet site from around the world.

*Lower Manhattan Resident Association (LMRA)* is an umbrella organization representing several cooperative, condominium and neighborhood associations. LMRA wants to protect the character of their neighborhoods while seizing the opportunities provided in the rebuilding process. Their top priorities are a community center, new or expanded libraries, schools, indoor recreation facilities, off street parking for buses, and

the preservation and new construction of affordable housing. They also have participated in the guidelines for construction practices: diesel construction vehicles, air quality controls, noise, and accessibility.

*Rebuild with a Spotlight on the Poor* is an example of a single issue organization. They are dedicated to ensuring low income housing, public transportation and human services be available.

#### Internet

A simple internet search of 9/11 yields over 17 million hits; September 11 yields over 15 million; and these are only two obvious ways of connecting to the virtual community. [others include 911, ground zero, sept11] All players listed in this chapter rely upon the internet for internal and external communication. At this point in time, not being available 'online' would be an affront and admission of 'closed door' policy. The internet is in fact a front door, or face, if you will, of most organizations.

([bizq.net/topics/tech\\_in\\_biz/features/5636.html](http://bizq.net/topics/tech_in_biz/features/5636.html)) I will discuss the role of the internet further in in Chapter 5, Values

#### Private Interest

*Developer Larry Silverstein* had signed a 99 year lease with the NY NJ Port Authority for the twin towers just seven weeks prior to the attacks. He has insisted on his right to rebuild all 10 million square feet of lost office and retail space. Governor Pataki and Mayor Guiliani have retained leadership over the site development process overseeing the Port Authority and establishing the Lower Manhattan Development Corporation. Silverstein will manage the construction of the towers with his architect of

choice, David Childs. Silverstein also owned 7 World Trade Center, a 2-million-square-foot, 47-story building that he plans to rebuild.

### What is Accomplished?

On balance, the above description of 'Players' is an accurate picture of the playing field. Civic and Public energy is moving the ball forward. The yardage gained is the inclusion of articulated concerns and needs into the urban planning process. I discuss what those concerns and needs are in the next Chapter, *Values*. Next I show how the accumulation of those values by various community and civic groups is articulated into guiding planning *Principles*. Chapter 7, *Post Modern Urbanism*, describes planning ideas that predate 9/11 but have not, until now, been a widely spread cultural value and vocabulary. Then in Chapter 8, *Planning With Values*, I give examples of how the community values and post-modern urbanism concepts are being implemented.

## CHAPTER 5

### VALUES

#### Introduction: Community Demand for New Values in Design and Planning

"The World Trade Center should, because of its importance, become a living representation of man's belief in humanity, his need for individual dignity, his belief in the cooperation of men, and through this cooperation his ability to find greatness.' " (Heyer, 1993) World Trade Center architect Yamasaki hoped his building complex would evoke such values and principles when it was completed in 1977. He didn't know it would succeed with such magnitude on September 11, 2001 upon it's collapse / obliteration.

"It is not merely what we build, but how we build that will show the world what kind of people we are" (Taylor, 2001.1114, pN1.1). This statement by Marilyn Jordan Taylor, partner and chairman at Skidmore, Owings and Merrill, the architectural firm assisting architect Daniel Liebskind in the reconstruction of the World Trade Center affirms the notion that 9/11 not only altered our physical landscape but our cultural landscape and values as well. Certainly 'what we build' will be different as a result of 'how' we build.

The initial planning process set forth by the landowners; PANYNJ, leaseholder; Silverstein and Lower Manhattan Development Corporation, to simply replace the lost real estate and program in Lower Manhattan met with widespread community dissatisfaction. Thousands of citizens and pro bono professionals insisted on a new set

of principles based on shared values that would call for a “widening of possibilities beyond the shopworn, consumerist notions of ‘cultural programming’... to recast [the] cultural identity for 21st century New York: a revised mythology of our place in the era of globalization. a living memorial to those who died in last year’s attack.” (Muschamp, October 05, 2002.)

This unprecedented intensity and quantity of participation in urban planning signaled that cultural values primed for change, were already in effect. In this chapter I discuss what those values are, and provide some possibilities of why they are apparent now. What will we build with these new principles and identity?

### Form Follows Values

Mayor Bloomberg embraced the collective spirit of the rebuild in commenting, “It has been open and competitive. It has been intensely debated. It is a subject everyone has strong opinions about. In other words, it has perfectly embodied the vitality and dynamism of New York.” (Wyatt, 2003, p.)

In these debates no one is suggesting that Manhattan cease being a ‘culture of congestion’, “an ultra-modern Mega-Village enlarged to the scale of a Metropolis, a collection of Super –“Houses” where traditional and mutant lifestyles are simultaneously provoked and sustained by the most fantastic infrastructure ever devised.” (Koolhaus, 1977, p.257) In fact, the challenge is to remain the city whose architecture reflects and inspires culture. “Fantasies of new buildings became a form of recovery: signs of the city’s resilience in the face of unprecedented enemy assault. The six plans had been rejected as simply more sameness at a time when *difference* was called for.” (Muschamp, 2002)

*Imagine NY*, a project of the Municipal Art Society, makes the following statement in favor of a principled design concept; "New York's core values must form the basis for the rebuilding of our city. In the wake of unimaginable loss, we should celebrate these core values and the diversity of New York, while creating a city that is fairer and more respectful of the environment" Mayor Bloomberg acknowledged that "In response to the public comment, the process itself changed." (Wyatt, 2003) Lower Manhattan Development Corporation noted, "The attacks prompt unprecedented cooperation as people unite in a historical effort to support those devastated by tragedy and reaffirm the spirit of America." ([renewny.com/home](http://renewny.com/home))

The spirit of America is not static. It is ever evolving. Like a pine forest burn, there is a healthy cycle of renewal that organically cleanses and sprouts new life. Writing about Manhattan in his book *Delirious New York*, Rem Koolhaas remarks: "It follows that one form of human occupancy can only be established at the expense of another. The city becomes a mosaic of episodes, each with its own particular life span that contest each other through the medium of the Grid." (Koolhaas, 1994 p21) The episodes of the city are a reflection of the culture, and the culture is born from the interaction of people.

The American Planning Association's New York Metro Chapter president, Ethel Sheffer puts forth that there has been an "unprecedented process in which government and the public have debated concepts... we must integrate our passion with civic commitment and rational planning... Physical forms should embody social values — equity, accessibility, efficiency, human scale, diversity and environmental quality." (Sheffer, 2002)

## Group Process and Community

As represented in Chapter 4, *Players*, there are many individual and groups, and groups within groups connected to the revitalization of Lower Manhattan. The incentive of these bodies to engage in discussions and design workshops is in itself testimony to the collective process and network of concerned members of this greater community.

"The phenomenon we're now experiencing far transcends issues like which design is most popular or which is best... The issue is how to interpret the response [of the public] as a reality in itself. For some of us, what we're witnessing is nothing less than the early hours of a cultural renaissance... this renaissance will be found in the image New York is beginning to form of itself as a progressive leader of global culture... It will be seen in the transformation of the government agencies we pay to manage the public realm: planning, economic development, parks, transportation, even landmarks preservation." (Muschamp, December 2002)

There is no ownership of 9/11. Though each person's experience and proximity to the event is unique, each business and organizations level of involvement is different, and the city, state, and federal governments call to action varied; all players are participants. All players, are community members.

## Transparency and Inclusivity

The civic and Federal agencies involved in rebuilding Lower Manhattan are now, more than ever, accountable to a public forum. Unsolicited organized responses to planning, program and design of the memorial, the World Trade Center and Lower Manhattan have formalized the feedback loop; as have the presentations of thorough research and design alternatives by community and civic constituency groups. This leaves no room for confusion as to the community vision and values.

The families of victims, affected businesses, advocacy groups, neighborhood and regional communities, individuals, professional planners and designers are all weighing in on priorities, methodologies and proposals. The public has been the watchdog

ensuring an open and transparent exchange of visions. (Civic Alliance, Executive Summary, December 2002)

The Lower Manhattan Development Corporation, the city agency charged with overseeing the rebuilding process, stated in its Principles for Action and Preliminary Blueprint for the Future of Lower Manhattan, released on April 9, 2002 that its first Principle for Action was to “make decisions based on an inclusive and open public process.” (*Renewnyc.org/blueprint*). Government officials and agencies, existing civic and neighborhood groups and organizations newly formed in response to 9/11, regardless of the services provided or opinions expressed, have been dedicated to this transparent process of communication via workshops, town meetings, exhibitions, and the internet. Many have also had web interactive feedback and chat menus to expand the inclusivity potential even more.

### Role of the Internet

The internet has been a huge asset as a nonstop 9/11 town meeting, where all points of view are permitted without judgment. It has also provided a buoy for people in need to find services, and support. It has hosted petitions and prayers, designs and rebuttals. The internet has become a global bulletin board, a magnet and filter of information. As such it contributed to the unity of the general public, even when they disagreed. It contributed to a wide inclusive dialogue.

A simple internet search for 9/11, September 11, turns up 17 million sites including resources for victims, political commentaries by individuals, photography galleries, and professional and academic journal essays. Brainwavesandraves.com one of many sites with a section devoted to 9/11 states “The entire world has joined

together, both online and offline, in its grief and response to the attacks to the U.S. September 11, 2001. .. We can show the world how we are all interconnected, that we're one world, one community." (brainwaves.com/home) The Internet has made the transparent and inclusive process promise a reality without having to jump through hoops. Information is power and the public has been riding the web.

"The public turned the conversation around," said Ron Shiffman, a planner and director of the Pratt Institute Center for Community and Environmental Development; "The elites could no longer control the process." (Powell and Haughney, 2003, p. A03)

New York architect Eli Attia initiated an online petition to take redevelopment out of the hands of "bureaucrats," and conduct an architectural competition to create a "unique, uplifting, and visionary" project. The petition began with this statement: "We ask that the government of the United States, the government of the State of New York, the government of the state of New Jersey, and the government of the City of New York act immediately to conduct an architectural and design competition for the design of Ground Zero in its entirety." In one month the petition yielded over 10,000 signatures and contributed to the Lower Manhattan Development Corporation decision to reconsider their approach to the rebuilding process. (Szenasy,2002)

The Lower Manhattan Development Corporation has utilized the internet successfully as a two-way communication tool. Their official website [www.renewny.com](http://www.renewny.com) is an up to date timeline, bulletin board, calendar, archive and public forum on reconstruction debates and efforts. All feedback is logged and is placed in the official records. Over 10,000 comments from around the world were received in the first phase of planning for the World Trade Center site. Over 15,000 comments were received on

the design studies and mission statement. Additional comments were received by snail mail, faxes, and separate emails.

In addition, Lower Manhattan Development Corporation in partnership with the City of New York, New York State, and the federal government, launched the website [LowerManhattan.info](http://LowerManhattan.info) in September 2002. This site is a news source for people who live in, work in, and visit New York's downtown. It has sections dedicated to post 9/11 planning programs as well as daily alerts regarding construction impact on travel times and routes by car, train, bus, foot, and bike. It is a resource on Lower Manhattan's history, cultural and business developments. They also provide wonderful interactive maps and useful hotlinks to New York organizations, and institutions.

As a recent technological communication leap, the internet's strength is sometimes its weakness. That it is all-inclusive, also means that the legitimacy of information is sometimes in question. That the globe is invited to contribute to a single site, necessitates a system of filing and retrieving information; not just qualitatively but quantitatively, and that technology, though in place, is in constant improvement. So, without a doubt the internet facilitated the massive participation by the community, and their participation is being included in the planning process, but it may be awhile before its impact is totally comprehended.

### Consolidation of Decentralized Discussions

Paul Epstein of the American Society of Public Administration recommended that city redevelopment strategies use community input both in designing and monitoring the implementation of redevelopment strategies. By responding to early feedback from users, planners can adjust their plans and get maximum value from capital investments.

(Civic Alliance, 2002)

The Lower Manhattan Development Corporation has been given the responsibility to centralize and disseminate information on all activities pertaining to the clean up and rebuilding of 'ground zero'. This is to be done equally to all individuals, civic groups, and government agencies. They are also supposed to inform the general public directly through various marketing methods. And, in mediating the design process, Lower Manhattan Development Corporation has made considerable effort to maintain a transparent dialogue between the government agencies, design professionals, and community. The internet has been a significant tool toward this value of Inclusivity.

The Lower Manhattan Development Corporation has also instituted structures for open dialogue and outreach. Nine Advisory Councils representing a broad spectrum of groups affected by the World Trade Center attacks - including victims' families, business owners, and downtown residents ensure that constituencies' opinions have equal weight in the debates and decisions. Exhibitions brought the rebuilding process to life for the public where they can view and comment of the various designs. The exhibit displaying the six initial concept plans for the World Trade site opened on July 24, 2002 drew over 17,000 visitors and heralded the communities demand for a design that reinvigorated the city and reflected the current values of sustainability and improved quality of life. ("World Trade Center Planning Uncertain", by Architecture Week No. 109, 2002.0807, pN1.1.)

"From Recovery to Renewal" displays a comprehensive timeline of the rebuilding process over the past two years. It includes models of the site plan created

by Studio Daniel Libeskind, the "Freedom Tower" collaboratively designed by David Childs of Skidmore, Owings and Merrill and Daniel Libeskind, as well as the memorial, "Reflecting Absence" designed by Michael Arad and Peter Walker.

Other outreach efforts include mailings to specific groups such as victim families, community organizations to give or receive information, also invitations to public meetings. The Public Libraries have been of substantial assistance as a public forum. For example the Lower Manhattan Development Corporation documentary Innovative Design Study is available for viewing, as are all invitations to all public events and initiatives, and copies of the quarterly newsletter. Regular public hearings and participation in local community meetings provide an avenue for individuals to express concerns. In some cases over 5000 people attended each of more than ten town hall meetings.

Lower Manhattan Development Corporation cosponsored the design workshop "Listening to the City" with the Civic Alliance. More than 4300 participants from the tri-state region met in small groups led by various professionals. Options for redevelopment and a memorial were discussed and opinions were submitted officially to the public record for inclusion in future design proceedings. Of paramount importance was the discussion of principles by which to proceed. For a complete record of the demographics and views of participants go to "Report of Proceedings", September, 2002, on [www.renewny.com](http://www.renewny.com)

- 8.9% had a family member who was a 9/11 victim
- 19.7% are survivors of the events of 9/11
- 23.6% lived in Lower Manhattan

- 41.4% worked in Lower Manhattan
- 33.5% were at or near Ground Zero on 9/11
- 21.5% became displaced/ unemployed as a result of 9/11
- 6.2% were rescue or recovery workers
- 71.1% attended primarily as interested citizens

The result of the above outreach efforts and public events have led “The Lower Manhattan Development Corporation and others ... to respond to the idea of an overriding civic vision. (Sheffer, www.pbs.org) Other large workshops held by other organizations include:

- “New York, New Visions” January – September 2002
- Civic Alliance Planning and Design Workshop at South Street Seaport December 13th-18th, 2002
- Imagine New York Sponsored by the Municipal Arts Society

The problem with consolidating the decentralized discussions, is that it centralizes the message makers. The alliances presentations to the Lower Manhattan Development Corporation were also than compiled by the decision makers. It is inevitable as has been proven by events beyond the research period of this paper, to compromise the idealistic vision. None the less, the community process of contribution was highly effective in altering the planning process.

### Cultural Landscape Fosters New Values

According to David Harvey In his essay “Cracks in the Edifice of the Empire State”, when “finance capital took over and dominated all the activities of the (United States) business world” it was “a sure sign of maturity of an existing system and its incipient replacement by another.” He gives a pseudo ‘fall of Rome’ scenario to depict

New York, but optimistically believes that "we may well look back on the brief rediscovery of alternative values in the wake of September 11 as a source of immense strength to brave the difficulties to come." (Harvey, 2002 P67 )

### Cultural Creatives

Sociologists Paul H. Ray and Sherry Anderson, state that the country was already "shifting away from the modern technocratic society toward what he calls an "Integral Culture," (New Age Journal, 1997) The values of society, according to them, put an emphasis on caring"... deeply about saving the planet, about relationships, peace, and social justice," Their research shows that this movement "... favor(s) self actualization, spirituality and self expression. They are both inner directed and socially concerned. They are activists, volunteers and contributors to good causes more often than other Americans."

Based on Ray's research nearly 50 million citizens, 26% of the population falls within this value system. (They are a separate group from 'New Age', which is approximately 5% of the population.) This emergent group are called 'Cultural Creatives". They are of all ages, ethnicities, economic brackets, and political leanings. They are corporate, blue collar, professional, and non-profit. They are grass roots, global, and digital. Most often they don't even know they are part of this proactive trend that has its roots in the socio-political movements of the 60's. (Hazen, 2001) Of course this does not fully account for the change in Lower Manhattan, but it is a documented contributing factor. As Herbert Muschamp and others have stated explicitly, the debate on the design of the World Trade Center and memorial rapidly shifted to a broader

sociological investigation of "...how to interpret the response [of the public] as a reality in itself." (Muschamp, December 2003)

### Creative Class

In further support of this recently identified group of citizens is the well recognized Carnegie Mellon Heinz School Professor Richard Florida's book, *"The Rise of the Creative Class: And How it's Transforming Work, Leisure, Community, and Everyday Life"*. His book won *The Washington Monthly's* 2002 Annual Political Book Award, and continues to be a national best seller. It ranks in the top one hundred of internet book sales, according to the largest online book retailer, Amazon.com.

Florida specializes in regional economics. His interpretation of this cultural phenomenon resulted from research tracking economic trends. He discusses a rising social class; those who are responsible for 'ideas', and content. He has dubbed them the Creative Class. Like Anderson and Ray's estimate of their *Cultural Creatives*, Florida estimates that this group has 38 million members, constitutes more than 30 percent of the U.S. workforce, which profoundly influences work and lifestyle trends and subsequent market accommodations. Cultural critic Herbert Muschamp agrees with Florida and commends him for accurately describing the "identity of the contemporary city's core population. (Muschamp, 2002) The *Creative Class* crosses over all disciplines with the common factor being a change in "our values and tastes...The choices these people make already had a huge economic impact, and in the future they will determine how the workplace is organized, what companies will prosper or go bankrupt, and even which cities will thrive or wither." (Florida, Richard 2002)

In his book, Florida challenges outdated platitudes of public policy and regional

development organizations by revealing the growing trend and importance of creativity in our economy. Professor Lewis M Branscomb John F. Kennedy School of Government at Harvard University states that Florida's scholarship will "convince you that success in the future is not about technology, government, management or even power; it is all about people and their dynamic and emergent patterns of relationships." According to Robert Yaro, President of Regional plan Association in New York city, Florida's book shows "the importance of place in the knowledge-driven economy ...and provides critical insights in how we can build 21st-century cities and regions around the emerging economy."

### Values Affectively Make Change

Regardless of what we call this vocal and growing constituency, their impact goes deeper than being an advertising target group. They represent one quarter of the nation, They are affecting the type and quality of final products, and therefore the process of making and placing products and services. [For example one can find organic food in chain grocery stores, and day care at fitness centers.] This is having a social and economic impact affecting institutional and government policy. By advocating their values, as illuminated by Ray, Anderson, Florida and others, the community has become the driving force for decision-making and design in the rebuild of Lower Manhattan. Discussed in Chapter 7, Post-Modern Urbanism, is the similarity of the values the public wants to be built into the Lower Manhattan, and the concepts of Post-Modern Urbanism.

## CHAPTER 6

### PRINCIPLES OF ACTION BASED ON NEW VALUES

#### Distilled Community Views as Guiding Principles

When the biggest thing in a city that prizes bigness becomes the most fragile thing, and the void has more weight than the solid, the rules of city-building change” (Goldberger, September 24, 2001)

The public made it clear that the six concepts presented by the Lower Manhattan Development Corporation were unacceptable. But exactly what was to be an acceptable concept or how to arrive at an acceptable concept was not clear.

New York New Visions (New Visions), The Civic Alliance to Rebuild Downtown New York (the Alliance), and the neighborhood coalition Rebuild Downtown Our Town (Rdot), are three organizations that enveloped many constituency groups and individuals to become significant public representatives. [see Chapter 4 *Players* for details on the coalitions] Between them, the above three coalitions utilized the professional expertise of more than 400 organizational partners and academic institutions; included thousands of citizens in public forums and open workshops; and well utilized internet forums and mail in a massive feedback loop. Through these efforts, guiding principles were established for the redevelopment of Lower Manhattan and the region.

The guiding principles outlined by each organization are fair reflections of the greater communities’ values due to the participants’ demographics, the collective processes used at the forums, and the thorough recording of all views. [see New York,

New Visions: Principles for Rebuilding New York February 2002; Civic Alliance Planning and Design Workshop for Lower Manhattan; ]

Only after establishing guiding principles did the coalitions address possible design solutions. Each presented the public forum results to the Lower Manhattan Development Corporation, Mayor Bloomberg, and Governor Pataki. (Civic Alliance, 2001) There was a high degree of unanimity in the concluding principles and designs even though the creative processes of the coalitions differed. This is indicative of a shared value system amongst the greater community (body politic) represented by the participants.

The repetition of concern is nearly exact in each groups list. The exceptions were the omission or inclusion of one item, and the emphasis of the text. Below is a list combining all areas of concern identified in the guiding principles of the coalitions.

1. Remembrance / memorial
2. Human capital/ jobs, job training, education
3. Affordable housing
4. Hubs and sub centers/ multi-centered model necessitates links
5. Design Excellence
6. Sustainable: buildings, pedestrian friendly, transportation
7. mass transit improvements (encourages business, environmental)
8. Community; 24/7; connect neighborhoods; use waterfront and open spaces
9. Cultural diversity; institutions and incubator spaces

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The response to the various alliance groups' statements of principles by the Lower Manhattan Development Corporation is in their revised *Principles for Action* found in the Appendices. There are also alliance group principles showing the similarities.]

## Quality of Life Redefined as Primary Social Principle

The overriding theme of the three coalitions principles of action, later adopted by the city and state government, is *quality of life (QOL)*. (RPA, 2004) This is not a vague term. It is an economic term by which wealth, progress and human development are measured. The information collected regarding these concerns is the basis for governmental spending and programs. It hugely effects urban planning.

It is essential to recognize that the definition of this term has been changing over the past ten to twenty years. This is yet another example of the evolution of societal values as discussed in the previous chapter Values. QOL is a quantitative measure of these values as played out in economic terms. QOL used to be measured by money coefficients and macroeconomic models. In other words, QOL was based on monetary and material assets. The new model for measuring QOL is exemplified in the *Calvert-Henderson Quality of Life Indicators*. The combined efforts of experts for this think tank devoted to understanding how best to analyze and understand our condition on, and relationship to the planet. With a systems approach, the dimensions of life examined by include: education, employment, energy, environment, health, human rights, income, infrastructure, national security, public safety, re-creation and shelter. Systems approach is used to illustrate the dynamic state of our social, economic and environmental quality of life. The indicators are to be considered in relationship to one another.

This definition of QOL places value on *human capital*, another current buzzword that is being redefined. Human capital refers to planning for the long-term benefit of

citizens, not economic short-term profits. Plans and investments that raise earning potential, improve health, or add to a person's good habits over much of his lifetime such as expenditures on education, training, medical care, and so on are investments in *human capital*. Though these offer immediate benefit to the individual, they are societal assets in that they are meant to increase productivity in the labor market and therefore the overall economy. (Becker, 2004)

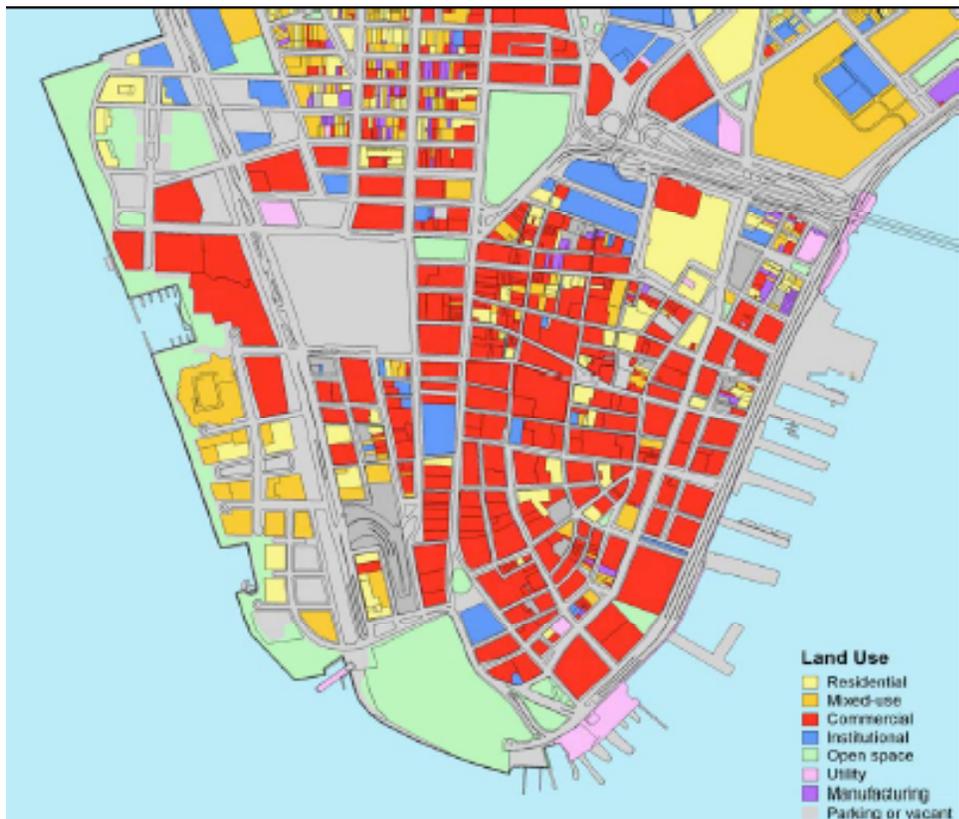
Investments in human capital yield an improved QOL and consequently economic development. Bernd Zimmerman, a coalition member of New York, New Visions and special advisor on policy and planning, states "It is time to acknowledge that, apart from its real estate base, [New York city's] economic future rests in both the intellectual, creative and entrepreneurial talent of its residents and its social cohesion...according to this thinking, human capital formation is economic development" (Zimmerman, 2002 p.1 p.5) He stresses talent, tolerance and technology; "the three T's", as the prerequisites for building the economy with an understanding of the current social and economic conditions. This is a holistic community development model. (Zimmerman, 2002 p.2) "Calvert Group hopes that the indicators and the models they are based upon will be used to educate the public; broaden the debate about our quality of life; hold government and business accountable; and clarify the multiple choices we make as individuals".

Governor George E. Pataki supported the rebuilding priorities put forth in Mayor Bloomberg's Vision for New York speech focusing his redevelopment plans on *quality of life* improvements for Lower Manhattan residents and businesses. "beautification of the stock exchange area, encouraging public plaza use like the World Trade Center

greenmarket, a new high school to accommodate the growing downtown residential population, pedestrian friendly changes like a walkway over West Street.”

(nyc.gov/Pataki) In doing so, he affirmed the community’s values and contributed to a change in urban planning.

The principles for planning and rebuilding Lower Manhattan reflect cultural values that have been in the making for the past forty years, as stated above, from a sociological and economic perspective. To view the various alliances and the Lower Manhattan Development Corporation’s principles for building, refer to the appendices. In the following chapter Post Modern Urbanism, I discuss the urban planning concepts that foreshadowed the current public trend and encourage the principles for rebuilding Lower Manhattan.



6:1 Land Use Map of Lower Manhattan by Strategic Plan Planning Department New York

## CHAPTER 7

### POST MODERN URBANISM

#### Introduction: Heritage and Vernacular

The rebuilding of Lower Manhattan has become a community effort as supported by the previous chapters. The current cultural values supplied the impetus and priorities for guiding principles in the planning and design of post 9/11 Lower Manhattan. The concepts upon which these efforts are being constructed were foreshadowed by post-modern urbanism, which in turn has its footing in earlier and even ancient urban planning.

It is the heart of Camillo Sitte's 1889 ground-breaking book City Planning According to Artistic Principles, upon which post modern urbanism was born, and upon the soul of both for which the successful rebuild of Lower Manhattan is dependant. Sitte is dictatorial and precise as to the dimension and placement of streets, plazas, buildings, and art. However, his emphatic cause is to bring back humanity and art to the professions; irregularity, intuition, spontaneity, and variety. "The exemplary creations of the old masters [and ancients] must remain alive with us in some other way than through slavish copying; only if we can determine in what the essentials of these creations consist, and if we can apply these meaningfully to modern conditions, will it be possible to harvest a new and flourishing crop from the apparently sterile soil."

(Sitte, 1889 P128)

The 'essentials of these creations' were informed by what Sitte calls "universally valid philosophy of life that has sufficient vigor in the soul of the people" In this paper, I have been using the term values to mean the very same. Planners, he states, are "...presuming to solve with clumsy geometry those fine points that are matters of pure sensitivity. (Sitte, 1889 P21) Referring to renaissance, ancient Greek and roman cities, Sitte points out that construction occurred over long periods of time. Therefore placement and style evolved as a reflection of the needs of the times.

He charges that architecture and city planning has become absorbed in pure function at the expense of aesthetics and context. He believed that design was more than functional but that it was educational. "It is this type of artistic endeavour, above all, that affects formatively every day and every hour the great mass of the population,..." (Sitte, 1889 p.112)

Since the 1960's, urban planners and architects have been on a quest to imbue American cities with community, sense of place and meaning. This was in reaction to various social issues such as increasing crime, racial and class prejudices, as well as a rejection of the aesthetic and functional concerns around the then vogue tower-in-the-park mega scale post World War II urbanism. (Jacobs, 1993)

What had been Modernism's hope for a new egalitarian culture of universal design, often despite its idealism, produced desolate alienating locales. While the postmodernist response to modernism has created nostalgic and decorative worlds that fragment communities into themes, and thus replicate the isolation of the modernism they dread. (Ellin, 1996 p.44) A 'chicken or the egg' debate as to the causal relation of

these and other social changes ensued. In what way does design contribute to or help resolve these and other problems?

As people became more fearful of urban living, 'bedroom communities', suburbs and edge cities further developed. Of course no one foresaw the dislocation caused by the resulting sprawl, or the additional lifelessness and danger of city streets caused by this exodus. Nan Ellin in her essay *Shelter from the Storm*, states that elitism is a foil of good urban design. She faults the lack of collaboration amongst planners, architects and social scientists for the lack of good urban design in the twentieth century: "planners focused on the modern city (the container) and social scientists focused on modern life (the contents)", and architects focused on design for designs sake. (Ellin. Ellin 1996 p.45)

So since the 1960's planners have been searching for solutions to humanize the city by reconnecting the urban fabric, and recovering a sense of place. These efforts have been termed "postmodern urbanism". Even the terms I just used to describe the urban problems are a result of the criticisms of those problems.

There has not been, nor is there now a unanimous agreement on how to achieve these goals in program or design; but there are some generally accepted concepts. By reviewing the basic tenets put forth by Christopher Alexander, Kevin Lynch, and Jane Jacobs I will introduce the foundation and vocabulary of "postmodern urbanism", which we witness in the process rebuilding of Lower Manhattan. The principles for rebuilding Lower Manhattan, as discussed in Chapter 6, *Principles*, have their roots in this sociological paradigm. It is on this heritage that the process engaged by the public, planners, government, and owners has been building.

## Key Post Modern Urban Concepts/Designers

Below I will introduce some of the key post-modern concepts and vocabulary. In the following Chapter 8, *Planning with Values*, I will illustrate how these concepts, which reflect the communities values, are incorporated into the planning and design of post 9/11 Lower Manhattan.

### Kevin Lynch

Kevin Lynch, through interview and questionnaires, found that people gain comfort and feel safer when they understand their environment. He used the terms *imageability* and *legibility* to describe ones ability to 'read' the city. By identifying those elements in the city that prompt mental constructs by which individuals can form cognitive maps, Lynch provided "that quality in a physical object which gives it a high probability of evoking a strong image in any given observer." (Lynch, 1960 p.9) This provides a cognitive map to guide the individual in a comfortable manner.

In close studies of three American cities: Boston, Massachusetts; Jersey City, New Jersey; and Los Angeles, California. Lynch identified five features of the physical landscape that proved helpful if not essential for imageability: paths, edges, districts, nodes, and landmarks. In themselves they lend organization and vividness to the city. But most importantly they make it possible for the city to "speak of the individuals and their complex society, of their aspirations and their historical tradition, of the natural setting, and of the complicated functions and movement of the city world...Such a sense of place in itself enhances every human activity that occurs there, and encourages the deposit of a memory trace." Lynch. 1960 p.119) The formation of

common symbol and meaning within the landscape contributes to individual well being and community.

Paths are the means by which we traverse the city: Streets, walkways, transit lines, canals, railroads, trams. These paths of motion are often the dominant image one has of the city because it is via these channels that one sees the other features. They provide a sequence and relation to the other physical elements. Consideration of location, scale, material, and proximity to buildings, parks, streets etc. all have an impact on the users experience and image of the city. (Lynch, 1960)

Edges assist in defining distinct areas. They are lateral references with a range of penetrability. They may be a barrier such as a wall, or a seam along two adjacent regions such as a railroad or natural area. Because they effect ones path through the city, edges are important organizing elements in planning.

Districts are sections of the city that have identifiable character. The boundaries are not necessarily edges, but there is some culture (physical, commercial, population) that defines each district as separate from others. One is aware of entering into and out of the district.

Nodes are a density of activity. They may be a convergence of paths or structures. They may also be formed by intense use. "Some of these concentration nodes are the focus and epitome of a district, over which their influence radiates and of which they stand as a symbol. They may be called cores." (Lynch, 1960 p.48) Nodes are dependant upon paths, and contribute to the identity of districts.

Landmarks are a single point reference one observes. It may be seen from a great distance therefore locating a point in space one can move toward like the Sears

Tower in Chicago or Golden Gate Bridge in San Francisco. Or, it may be on a smaller local scale seen only as approached such as a particular sign, or tree. In either case, a landmark gives meaning to the journey and the place. "the landscape serves as a vast mnemonic system for the retention of group history and ideals." (Lynch, 1960 p.126)

Lynch isolated these elements for the purpose of understanding the complexity of their interrelatedness. He believed that cities should have sensuous artful form. "...a complicated pattern, continuous and whole, yet intricate and mobile. It must be plastic to the perceptual habits of thousands of citizens, open-ended to change of function and meaning, receptive to the formation of new imagery." (Lynch, 1960 p.119)

Jane Jacobs

Jane Jacobs wrote *The Death and Life of Great American Cities* in 1961, just a year after Lynch published *The Image of the City*. In it she provided a cultural critique as well as guidelines for improving urban design and social interaction. She builds on Lynch's thesis that the city is less intimidating and friendlier when legible, and that its complexity is not to be subjugated but nurtured.

Jacobs' most quoted concept is 'eyes on the street'. While it does provide a glimpse into her thinking, it is not enough to see the depth and intricacy of her analyses. She agrees with Lynch that paths are key elements in city life. She adds that encouraging active street life is essential. A busy street is safer than an empty one.

Mixed use is both a method of having active streets but also of invigorating communities (what Lynch calls districts), which ultimately provides diversity to the whole city. Mixed use means various residential and commercial services including a variety of

housing, used at all different times for a range of economic brackets. (Jacobs 1961 p.153) She recommends:

1. a clear demarcation between public and private space.
2. buildings that accommodate strangers and residents with an orientation to the street.
3. an active street life prompts people to watch the street from the buildings thus providing additional surveillance. Stable community is the bedrock of her safe and active city. When one claims the street they are more invested in what happens on them. (Jacobs, 1961 P.78)

Jacobs' writing has a more socio-political tone than Lynch's. While Lynch describes the city, Jacobs advocates that physical improvements can effect social change. She states "It is futile to try to evade the issue of unsafe city streets by attempting to make some other features of a locality, say interior courtyards, or sheltered play spaces, safe instead." (Jacobs, 1961 p.35) In the extreme circumstances of slums she believes they should not simply be razed and moved, but that the people within them have the capacity, when given diversity and proper physical environment, to 'unslum'. (Jacobs, 1961 p.279)

Transportation and concentration of activity are also important elements for Jacobs. One of the great benefits of the city is 'multiplicity of choice', but one must have access to enjoy. (Jacobs ,1961 p217)

Like Koolhaas' faith in New York's "Culture of Congestion" (Koolhaas, 1989), Jacobs trusts the city. She believes that "...lively, diverse, intense cities contain the

seeds of their own regeneration, with energy enough to carry over for problems and needs outside themselves." (Jacobs 1961, p448)

Christopher Alexander

Christopher Alexander's belief in community process is an important underlying philosophy of his publications and methodology. He put forth a holistic viewpoint that each development action effected the entire urban fabric and people; and therefore, that all perspectives were invaluable in arriving at a course of action. (Alexander, 1977)

In his 1967 Oregon Project he demonstrated how inclusive decision-making was effective. By engaging representatives of the various groups affected by any given development, the decisions become inclusive and democratic rather than dictatorial. "...a special team of faculty, students and staff, such as janitors and maintenance workers. The team is not just advisory: it designs the buildings, collaborating with respectful professional architects." (Bryant, 1991)

Christopher Alexander explicitly states that his published works on building and planning are meant to be a "society-wide process by which people will gradually become conscious of their own pattern languages, and work to improve them." (Alexander, 1977 p. xvi) A pattern language identifies the broad and specific elements of the built world and their relationship to one another.

In his book "A Pattern Language", he offers 253 patterns that describe problems and possible solutions to the built environment: Larger patterns such as regions and towns consist of smaller patterns such as neighborhoods and quiet backs. So all patterns are dependent on larger and smaller patterns, making all patterns interdependent.

"This is a fundamental view of the world. It says that when you build a thing you cannot merely build that thing in isolation, but must also repair the world around it, and within it, so that the larger world at that one place becomes more coherent, and more whole; and the thing which you make takes its place in the web of nature, as you make it." (Alexander, 1977 p. xiii)

While often mistaken for a template, "A Pattern Language" is far more humble, imploring the reader to devote energy to improving upon his work so that the "patterns are very much alive and evolving." ("A Pattern Language", 1977 xv) Alexander rates his own research with asterisks: two asterisks means "a deep and inescapable property" ("A Pattern Language", 1977 xiv) has been identified, one asterisk means he has confidence there is validity to the pattern identified but that "it would be wise for you to treat the pattern with a certain amount of disrespect" and search for a better solution to the problem than the one provided, and no asterisk means they know the essence of the pattern has yet to be discerned (Alexander, 1977 xiv).

### Human Perspective

Alexander, and the other designers and theorists mentioned above, were looking at our built world from a very human perspective: How does this affect the user? Their hope was for "an entirely new attitude to architecture and planning...an alternative which will ... gradually replace current ideas and practices." (Alexander, p.xi) In the concluding chapter, I present examples of rebuilding projects in Lower Manhattan, and illustrate how post-modern urbanism, current cultural values and the principles for rebuilding are coming together in a new urban planning vision.

## CHAPTER 8

### CONCLUSION: PLANNING WITH VALUES

#### Introduction

When the Lower Manhattan Development Corporation's six plans for rebuilding the World Trade Center site were rejected by public and civic entities, it was primarily due to the lack of comprehensive planning e.g. inclusion of a larger geography, and impact on infrastructure and *quality of life*. In the various formats of public opinion there was an overwhelming plea for guiding values much as Sitte suggested in the late nineteenth century, "... a philosophy of life that has sufficient vigor in the soul of the people" (Sitte, 1889 p.21)

In the previous chapters I discussed how the definition of rebuilding 'ground zero' expanded to include Lower Manhattan and a connection to the region. I then introduced the various 'players' and their roles in determining guiding principles for rebuilding, particularly the community at large. Next I put forth a supported argument that the cause of public concern and opinion was based on a current value system, and the widespread cultural trend of those values not represented by Lower Manhattan Development Corporation's six plans for rebuilding. A brief history of post-modern urbanism and its roots indicated that these current values have a heritage and vernacular in post-modern urbanism.

In this chapter, I conclude by providing some examples of the stated goals and planned construction for Lower Manhattan that illustrate my thesis: The community

mandate for rebuilding Lower Manhattan in an inclusive transparent process focusing on sustainable local and regionally integrated QOL planning, construction, and improvements, articulates the current cultural values which have made a substantial change in urban planning. These values underlie what has become the blueprint of the rebuild of Lower Manhattan. (Civic Alliance 2002, Bloomberg 2002, Pataki 2003, Lower Manhattan Development Corporation 2003, Department of City Planning 2004) <sup>1</sup>

### Parks and Open Spaces

Parks and open spaces are being made integral to the overall scheme of the Lower Manhattan rebuild. They are providing functional infrastructure toward QOL and economics goals. As central park is a landmark destination, the greenway and open space network of Lower Manhattan, according to Mayor Bloomberg, will be landmarks, transportation paths, defining waterfront edges, district gateways, and neighborhood nodes. "The plans [for Lower Manhattan] will create a beautiful and dynamic network of parks and open spaces that will become a worldwide destination and tangible symbol of the rebirth of the downtown area." (Lowermanhattan.info/rebuilding)

More than \$96 million has been allocated toward park and open space projects throughout the downtown area. Lower Manhattan Development Corporation has given \$24 million and the rest is from federal and state agencies. More than 20 park sites and waterfront areas have been designated for development; some are already completed.

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<sup>1</sup>The rebuilding of Lower Manhattan is so immense that to even make a simple bullet list would be overwhelming to do, and to read. Utilities, roads, tunnels, security, parks, greenways, bike paths, new buildings, converted buildings, cultural institutions, schools, signage, parking, transportation hubs, ferries, subways, zoning, memorials, etc. I will give some examples and provide sources for plans and updates in the appendices.

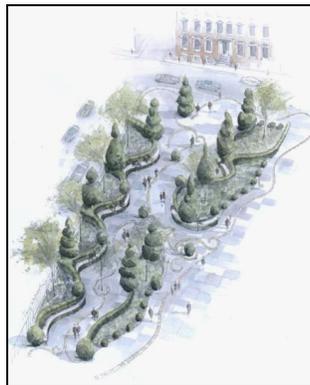
KEY: ■ Completed ■ Underway ■ Planned



8:1 Status of Lower Manhattan Parks Rejuvenation



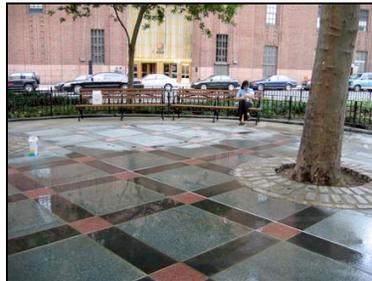
8:2 Design for Battery Park Bosque  
Plan view



8:3 Perspective drawing of Hanover Square design



8:4 Al Smith Playground



8:5 Tribeca Park



8:6 East River Ballfields

Parks and Greenways have been an historical trademark of NYC since the late 19th century pre-automotive era. Frederick Law Olmsted, architect of Central and Prospect parks, was the first to design a "park way" for picturesque carriage drives, bicycles, and equalitarian outdoor enjoyment. In the 1930s, Robert Moses vastly expanded the bicycle paths and designated exclusive and shared lanes and shared lanes during light traffic hours. This was spurred in part by the gasoline rationing of the war years. In the 1980s, the Neighborhood Open Space Coalition wanted to develop a 40-mile Brooklyn-Queens Greenway for walkers and cyclist. The city also developed a Comprehensive Waterfront Plan to provide better recreational use of the waterfront. Post 9/11 has again brought attention to the necessity for useable open spaces in the city. The goals outlined in the Department of City Planning's Strategic Plan 2004 calls for an integrated system reaching into all corners of the city. "Greenways answer the growing community demand for safe and pleasant ways to travel about the city -- to get to work or school, to shop or do errands, or to reach the waterfront, parks, beaches and museums." (<http://www.nyc.gov/html/dcp/html/bike/gpintro.html>)

### 8:7 Schematic Greenway Plan



Benefits of greenways, and open spaces include reduction in traffic congestion and air pollution, natural buffers between different land uses, separating residential and commercial areas, or highways and residential neighborhoods; conversely they can connect neighborhood to neighborhood, and even raise property values; Where there is significant green mass they can help maintain plant and animal habitats and therefore biological diversity, as permeable surfaces they can filter runoff; they also provide recreation for residents and tourists.

The design of open areas defines their use, and purpose: active play, quiet respite, gathering place, environmental buffer and habitat, landmark, or gateway. An example of a transformation of open space due to the comprehensive planning for the rebuild of Lower Manhattan is the Bosque in Battery Park. [see figure 8:2] The renovation of the ninety-eight year old South Ferry Terminal at Battery Park contributes to the designation of gateway. But without transforming the surrounding area, it would merely be the ferry stop. An \$8.5 million project funded by the Lower Manhattan Development Corporation will help the Bosque become a defined gateway for Battery Park with 57,000 square feet of lush gardens and green space, designed by renowned landscape artist Piet Oudolf will include harbor views, crushed-stone-surface pathways, a new fountain, a plaza, new seating, evening lighting.

#### 24/7 Mixed Use Neighborhoods

Susan Chin, the assistant commissioner for capital projects for the Department of Cultural Affairs believes the rebuild agenda for Lower Manhattan "...is really creating a new paradigm...to create a 24-/7 cultural community [with] a variety of around-the-clock cultural opportunities." (Lminfo.com February 23, 2004) Since the early 17<sup>th</sup> century

Lower Manhattan was both residential and commercial: harbor, home, farm, market, Government. Over time it segregated into single function districts such as the Civic Center and Wall Street. (Jackson, 2004) This meant rush hour traffic, empty real estate, and dead streets at night. (Hellmuth, Obatat and Kassabaum, 2002) Returning these and other areas to mixed-use neighborhoods is key to its social and economic rejuvenation.

Mixed-use also denotes a shift to an 24/7 economy that makes for an active and diverse street life. As Jane Jacobs stated, the life of the city is dependant on a lively 'sidewalk'. (Jacobs, 1963) "The financial district [was] never an easy place to buy toilet paper and other essentials, but you can now find farm-fresh arugula at the Amish Market on Washington Street. Battery Park City now has three competing supermarkets and a sixteen-screen movie theater." (Tennant, 2001)



8:8 New York Stock Exchange Perspective Drawing

Incentive programs for developers and residents are assisting a conversion of office space to residential and service retail. There are new luxury buildings and low income housing being developed. (realdeal.com, 2004) And, a new High School is being built to accommodate the influx of school age children. "2 Gold Street was once known as "Golden Hill," named for the golden wheat originally planted there by 18<sup>th</sup>-century Dutch settlers. With a new streetscape, 23,000 square feet of new retail space,

and an arts center currently being planned for Gold Street" it is a revived mixed-use neighborhood.<sup>2</sup> ("Condos Converting Lower Manhattan to 24/7", realdeal.com)

In addition to contributing to the mixed-use agenda, some projects are also incorporating environmental concerns. Model green buildings are being planned such as the Solaire, the Freedom Tower, the Tribeca Green residential tower, and the new Lower Manhattan headquarters for Goldman Sachs. The new and converted construction in Lower Manhattan is contributing to 24/7 mixed-use districts, and neighborhoods.

### Pedestrian friendly

The 24/7 mixed-use character of Lower Manhattan includes a population increase including an influx of approximately 5 million memorial visitors a year. The tendency when hearing the term *pedestrian friendly* is to assume it means accommodate 'people walking'. But the valuation of pedestrian friendly, while including safe useful walking pathways, extends to include access, connection, and services within and to the various urban areas. "It merges issues of transportation, health, environment, and society into one extremely understandable, visible measurement. Its significance is both immediate and long-term." (sustainablemeasures.com/pedestrian)

Therefore, transportation, retail, and open space all affect the level of pedestrian friendliness and visa versa.

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<sup>2</sup> More building conversions: Le Revage at 21 West Street, a 1932 Art Deco building converted into 293 units; rental unit conversions: 100 Maiden Lane, 325,000-square-foot former headquarters of law firm Cadwalader, Wickersham & Taft 400-units ; 90 West Street, a 1902 Cass Gilbert office building next to Ground Zero 410-units. The Ocean at 17 Battery Place, and Rockrose at 2 Gold Street, with 50 floors and 650 units to be finished in 2005.



8:9 Transit Hub by Calatrava

Transportation improvement priorities for Lower Manhattan include: World Trade Center Transportation Hub, Fulton Transit Center, Airport Link Options to JFK, South Ferry Subway Station, West Street, Bus Facilities and Below-Grade Infrastructure, Ferry Service. The transportation hub at the World Trade Center site, designed by architect Santiago Calatrava, is an example of how transportation will effect pedestrian access. It will offer pedestrians access to Hudson River ferry terminals, PATH trains, 14 subway lines, and, possibly, a direct rail link to JFK International Airport. This is both local and regional connectivity

Adjacent to the transportation hub will be an open space corridor called “Market Square” at Fulton Street. It incorporates the new mass transit hub with improved transportation (subways, buses); cultural facilities and a variety of public spaces; retail amenities and office buildings” ([lowermanhattaninfo.com](http://lowermanhattaninfo.com))

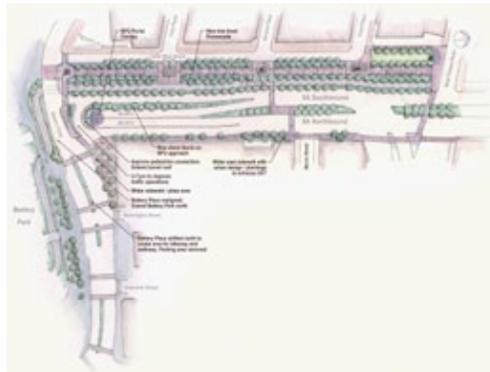
West Street is receiving a \$900 million makeover to be built in phases over five years. It is a busy pedestrian intersection that has been the center of much debate and criticized for being seriously dangerous. ([downtownnyc.org/pps/9a](http://downtownnyc.org/pps/9a)) West Street (Route 9a), was built to accommodate the Brooklyn-Battery Tunnel and automobile commuter traffic, foregoing the pedestrian concerns. The rebuild plan by The New York State Department of Transportation (NYSDOT) includes a short-bypass tunnel between

Liberty and Vesey Streets through which more than 6,000 pedestrians will pass every day during the morning rush hour. and a rebuilt entrance to the Brooklyn-Battery Tunnel. This will make the whole area less congested, and safer and therefore pedestrian friendly encouraging further residential and commercial development. It will also safely connect the Lower Manhattan to Ellis Island and the Statue of Liberty, two popular tourist destinations, and both local and national landmarks.

The West Street rebuild will also create an open, tree-lined pedestrian area called "Promenade South." a new plaza area, wider crosswalks, a bikeway, and a lot of plantings. "Instead of a harsh, noisy highway, we will create a more tranquil, tree-lined



8:10 Promenade South perspective



8:11 Promenade South plan

boulevard adjacent to the memorial. On the east side of the new West Street, the sidewalks will be widened, creating grand stretches with views to the Statue of Liberty to the south and the Freedom Tower to the north. On the west side, adjacent to Battery Park City, residents and visitors will enjoy unique urban spaces, such as gardens, children's playgrounds, and pocket parks." (Pataki, 2003) Functional solutions with attention to QOL values are funded, designed and under construction.

The pedestrian focus has assisted reclamation of the historical nature of downtown's network of streets that were planned prior to the 1811 grid system. This

places value on *organic street patterns*, to use Christopher Alexander's term from his book A Pattern Language. And it lends defining character to the neighborhood. The City Planning Department has rezoned the financial district to allow sidewalk cafes, and ensure that street and pedestrian security elements are aesthetically appropriate to the various locations. (dcp.nygov) This shows the domino affect of planning with guiding principles based on comprehensive social values as the compass.

### Conclusion

Mayors Bloomberg's vision for post 9/11 Lower Manhattan presented three foci "connecting Lower Manhattan to the region," "building new neighborhoods," and creating "great public spaces." (Bloomberg, 2002) These goals cast a wide and deep net that captures the essence of post-modern urbanism, and current values. Achieving these goals entails specific applications of planning concepts with attention to how they interrelate. Achieving each of these goals is only possible when planning for them all. To 'connect Lower Manhattan to the region', Lower Manhattan must itself must defined by permeable 'edges' with 'paths', both paved and green, to and through distinct 'districts' and neighborhoods with 'nodes' of activity peppered with 'landmarks' and public spaces. (Lynch, 1960) Then, transportation paths to and from Lower Manhattan become useful social and economic channels for connectivity. Then, neighborhoods can maintain their 'subcultures' (Alexander, 1977) without being isolated, and in fact become mixed-use homes and destinations of character. Then, great public spaces serve as arteries pumping healthy life into the city and its people. The community had indelible impact on the guiding principles and subsequent planning and design of post 9/11 Lower Manhattan.

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## APPENDIX A

### Civic Alliance Principles

Civic alliance: We look forward to redefining the world's downtown by redefining the 21st century's downtown as *Density with Diversity*.

As a result, these groups jointly issue the following nine principles. We call upon the design teams and decision-makers to incorporate them into the final outcomes for the redevelopment of the site, the city, and the region. These fundamental principles come out of our conviction that any plan must commemorate the dead and meet the needs of the living.

1. **Rebuild for Remembrance:** The memorial should capture the magnitude of collective loss and should honor the victims and rescuers in an egalitarian way. The memorial process should be integrated with the planning process and should include all those affected by the attacks to create positive, reinforcing relationships between the memorial and its immediate surroundings. Following a broad and inclusive dialogue to determine what a memorial should convey and an incorporation of the memorial mission statement as drafted by the Families Advisory Council of the Lower Manhattan Development Corporation (Lower Manhattan Development Corporation), an international competition should be held to develop a design for a memorial that reflects the themes that emerged from the dialogue and mission statement.
2. **Rebuild for Jobs:** Between 75,000 and 80,000 people lost their jobs because of the attacks, 60 percent of them low-wage workers. Rebuilding funds must be invested in New York's human capital - the core of its competitive advantage - through job creation and job training programs that will help New Yorkers weather the current economic downturn, stimulate the economy, and help build a more diverse and stronger long-term economic base for the future. Such investment should at least equal funds spent on corporate retention.
3. **Rebuild the Economy of the City and Region:** Federal and state aid to rebuild the city's economy should be channeled into both ground zero and Lower Manhattan, and also into new "central business districts" throughout the city and region. We must take advantage of the business community's desire for a safer, multi-centered development pattern to bring growth to the parts of the city most in need of jobs and housing after 9/11. The financial and related industries for which Lower Manhattan is famous are critical to the economic health of the city. The best way to accommodate them and to let them grow is to link Lower Manhattan more effectively to a series of urban subcenters—downtown Brooklyn, Long Island City, Jamaica, the Hub in the Bronx, Jersey City, and Newark. This will allow firms to move back-office work to other locations, and to maintain offices on different electric grids while being in physical proximity to one another.

4. Rebuild for Housing: New York desperately needs decent, affordable housing in Lower Manhattan and throughout the region. While the citywide housing problem cannot be solved in Lower Manhattan alone, Liberty Bonds should be combined with other public funds and mechanisms to support the development, conversion, and preservation of a substantial number of affordable housing units there. Liberty Bonds must not be used simply to spur luxury housing development. Housing development that serves a range of income levels--low, moderate, and high--will best serve the crucial goal of promoting diverse neighborhoods, which in turn will allow a true cross-section of New Yorkers to directly benefit from likely public investments in transportation, parks, and cultural facilities downtown.

5. Rebuild with Exemplary Design: The agencies, planners, architects, and private interests involved in the rebuilding of the World Trade Center site and Lower Manhattan must strive for excellence in the design of all public and private spaces. Nothing short of aspiring to greatness will satisfy the people of New York, America, and the world. Achieving excellence requires a planning and design process with clearly articulated values, goals, and lines of responsibility.

6. Rebuild for Sustainability: To protect the environment and safeguard human health, the World Trade Center site should become a model of development that addresses ecological as well as economic and social concerns. Buildings should be energy efficient, provide access to natural light and include green areas in public spaces and on roofs. The creation of a transportation hub in Lower Manhattan will encourage people to walk and use public transportation, reducing reliance on cars. Environmental burdens from the rebuilding should not be imposed on other communities.

7. Rebuild for Transportation: Significant investment in improved mass transit connections to other centers in New York City and the region is of crucial importance to the revitalization of downtown. Improved connections will enhance Lower Manhattan's desirability as a place for businesses, institutions, and residents to locate, as well as facilitate the growth of other centers in the city and region. New York must not waste the opportunity to improve, rather than just replace, the mass transit links that are the core of Lower Manhattan's viability as a central business district.

8. Rebuild for Community: Lower Manhattan should be a thriving, 24-hour community for people of all income levels, with businesses, homes, schools, shops, restaurants, parks, cultural facilities and resources for children. We should take advantage of 270° waterfront views and implement a managed streets plan to improve circulation and integrate Lower Manhattan communities with each other. Redevelopment of Lower Manhattan should take into consideration measures to improve pedestrian, vehicle, and transit connections between TriBeCa, Battery Park City, Chinatown, the Financial District, and the Civic Center.

9. Rebuild for Culture: Cultural activities will provide a powerful magnet to attract residents and provide jobs, as well as facilitate considerable economic activity.

Rebuilding and recovery should create new opportunities to expand, strengthen and protect the diversity of the Lower Manhattan arts and cultural community, including support for artists, cultural incubators, rehearsal and studio space, and appropriate new arts and cultural facilities.

Coalition Signers *Imagine New York Labor Community Advocacy Network to Rebuild New York (LCAN) New York City Arts Coalition New York New Visions Rebuild Downtown Our Town (R.Dot)*

With the participation of *Citizens Union Foundation* and the *Pratt Institute Center for Community and Environmental Development (PICCED)*.

October 11, 2002

## APPENDX B

### New York New Visions; Seven General Principles for the Rebuilding of Lower Manhattan

We propose the rebuilding of a vital World Trade Center site and Lower Manhattan in a way that responds to the needs of a wide variety of stakeholders. New York New Visions offers the following seven major recommendations that are presented in more detail in the body of this report.

#### Establish an open memorial process

Organize a formal, transparent, and open process to determine the nature and location of memorials. Ultimately, memorials should be integral to the redevelopment of the area. Prepare for a lengthy and comprehensive memorial effort. Establish appropriate temporary memorials during the intervening period.

#### Encourage a mixed-use future for Lower Manhattan

Intensify and encourage increased diversity of programmatic uses. Capitalize on the cultural, historic, and geographic assets of the district as generators of growth. Develop a true 24-hour community within a pedestrian realm. Promote complementary and productive adjacencies to improve security and develop the regional tax base.

#### Become a transportation crossroads for the city and region

Focus on improving accessibility by mass transit; it is the single most important investment in the future health of Lower Manhattan. Magnify public and economic benefits of investment by linking existing and new transportation centers and integrating them with pedestrian flows and open space.

Enhance the reciprocal relationship between Lower Manhattan and the Region  
Implement a balanced growth strategy that reflects the reciprocal relationship of Lower Manhattan and the region. Coordinate decisions about the restructuring of the World Trade Center site with development in the rest of Manhattan, the other city boroughs, and key communities in Long Island, Westchester and New Jersey.

#### Become a center for design Excellence in NYC

Demand design excellence with an emphasis on sustainability to create economic and social value. Create the highest quality urban patterns and architecture. Require decreased life-cycle costs and energy use. Promote long-term flexibility.

#### Develop a creative and inclusive planning process

Create a comprehensive and inclusive plan for Lower Manhattan. Balance Urgency with informed decisions. Reorganize the building review process to expedite priority projects. Adopt a model building code to address changes in technology and performance.

### Immediate actions

Create and implement a plan for temporary memorials, integrated with viewing places that address visitor and resident needs. Address short-term transportation, amenity, and small-business needs of the district. Define the character of a secure and open public realm, and begin its implementation as utilities are put back into place.

## APPENDIX C

### Rebuild Downtown Our Town: Guiding Principles

**Self-determination & Inclusion:** The State and the City must commit to a transparent planning processes and to giving civic and community voices from the immediate neighborhood and adjacent neighborhoods a meaningful place at the planning table.

**Memorialization:** World Trade Center bears witness to the death of thousand of New Yorkers, residents of other cities and citizens of many other countries, of innocent people of all cultures, ethnic backgrounds and religious belief. It is also a testament to the surrounding community and the living, near and far, which responded to the tragedy. A fitting memorial will honor the dead and their families, celebrate the human spirit, and communicate the worldwide symbolic meaning of the site.

**Livability and Balance:** Develop World Trade Center with fresh eye, inviting those elements-- residential, commercial and retail, community places and services--that contribute to a 24-hour mixed use character; and connecting the distinct but related neighborhoods of TriBeCa, Battery Park City, Chinatown, South Street Seaport, the Finical District, and the Lower East Side.

**Arts and Culture:** The arts humanize, give voice, stimulate, educate, socialize, build esteem, attract business and are essential to Downtown' s rebirth and economic recovery.

**Productivity:** New York' s strength is in the intellectual, technological and creative skills and hard work of its people. Seek out essential new business sectors, individual entrepreneurs, and small businesses, as well as large.

**Decentralization:** communications technologies now make it possible for many business sectors to disperse without loss of cohesion and make high-density conglomeration less necessary.

**Sustainability:** Build a healthy neighborhood for our children and us and as a model for other cities. Sustainability has many applications: "Green" architecture, energy efficiency, air and water quality, construction codes, materials and methods, use of local manufacturing capabilities for reconstruction purposes, utilities, and emergency services, pedestrian and mass transportation, outdoor spaces and our rivers.

**Diversity:** Lower Manhattan' s historic character is reflected in today' s vibrant ethnic communities, convergence of many cultures in the workforce and the energy of local colleges with their multi-cultural student bodies poised to inherit an equal share of the future city.

**Efficient Transportation:** Recognize that Lower Manhattan is a surface and sub

surface transportation hub of the PATH, LIRR, city subways and buses, water traffic, landscape features, pedestrian connections, deliveries, sanitation and security. Services must be up to future needs without burdening to the other neighborhoods.

Pride of Place: architecture is public art that is a measure of our values, teaches design, proportion, materials, health, technology, and science--buildings and spaces that encourage visual and social literacy.

## APPENDIX D

### Lower Manhattan Development Corporation's revised Principles for Action and Preliminary Blueprint for the Future of Lower Manhattan

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

## APPENDIX E

### **Civic Alliance Planning and Design Workshop Scenarios**

The guidelines and descriptions of planning and design scenarios used at the Civic Alliance Planning and Design Workshop for Lower Manhattan December 13-17, 2002 South Street Sea Port.

Civic Alliance workshop brought together three interdisciplinary teams of approximately ten planners, designers, academics and others from the region and across North America. Each team included Civic Alliance members, professionals with an outside perspective, community residents and victims' family members. Team members were assisted by an advisory team composed of local experts.

#### Guidelines for teams:

1. Refocus the debate away from the specific architecture of the site to the policy decisions that will inform the future of all of Lower Manhattan.
2. Model, in specific economic and physical terms, three potential futures for Lower Manhattan (Global Office Center, Creative Hubs, and Livable Neighborhoods) and understand the policy decisions associated with each.
3. Move beyond broad statements of principle to a hierarchy of policy recommendations linked to the several potential futures for Lower Manhattan: from things that need to be done – or not be done – regardless of what the future holds to things that should be done in order to promote a particular shared vision for the future.

#### Scenarios

**Global Office Center:** This scenario envisions a rejuvenated office economy in Lower Manhattan that strengthens the competitive position of New York City and the region in high-value financial and professional services. Increased incomes and tax revenues flow through the region, with multiplier effects creating growing job and career opportunities at all income levels. Satellite office centers grow in Brooklyn, Queens, Jersey City and Newark to accommodate backup facilities, support operations and new start-ups.

**Creative Hubs:** Accelerated diversification of Lower Manhattan's economy supports a stronger city and regional economy in a range of sectors, including finance, professional services, technology, design, culture and tourism, education, media and communications. The region's economy is less vulnerable to cycles in the financial markets and incomes are less polarized as a result of an expansion of middle-income job opportunities. Urban centers in New York City's other boroughs and northern New Jersey grow, both from the decentralization of financial services and the expansion of other business sectors.

Livable Neighborhoods: Strong growth in Lower Manhattan's residential population helps relieve New York City's shortage of affordable housing, addressing one of the region's critical shortcomings. New housing is created for all income levels in Lower Manhattan while office development expands in new areas, such as the Far West Side of Manhattan, Long Island City and Newark. Lower Manhattan retains a vibrant but shrinking employment base, particularly for industries with a high premium on live-work space.

NOTE: For more information: Civic Alliance Planning and Design Workshop for Lower Manhattan December 13-17, 2002 South Street Seaport; Executive Summary

## APPENDIX F

### New York City Land Use Study by City Planning Department

New York City's land area covers 321 square miles (almost 206,000 acres or nine billion square feet). Excluding streets and major bodies of water, almost 154,000 acres (about 6.9 billion square feet) of land, or lot area, is available for use. The citywide and borough distributions of major categories of land use are presented here in [tables](#) and [maps](#). The major land use categories are:

#### ■ One- and Two-Family Residences

Low-density residences, the largest use of city land, are found mostly in Staten Island, western Queens, southern Brooklyn, and northwest and eastern Bronx.

#### ■ Multi-Family Residences

Medium- to high-density residential buildings (three or more dwelling units) contain more than two-thirds of the city's housing units but occupy less than 12 percent of the city's total lot area. The highest density residences are found mainly in Manhattan, and four- to twelve-story apartment houses are common in many parts of the Bronx, Brooklyn and Queens.

#### ■ Mixed Residential and Commercial

This use is most often typified by apartment buildings with stores and/or neighborhood services on the ground level. Mixed use buildings with both offices and residences are also included, but less common.

#### ■ Commercial Uses

These uses occupy only a fraction of the city's land (less than four percent), but they use space intensively. Most of the city's 3.7 million jobs are in commercial areas, ranging from the office towers of Manhattan and the regional business districts of downtown Brooklyn, Long Island City, Jamaica, and the Hub, to the local shopping corridors throughout the city.

#### ■ Industrial / Manufacturing

Industrial uses, the warehouses and factories occupying four percent of the city's total lot area, are found primarily in the South Bronx, along either side of Newtown Creek in Brooklyn and Queens, and along the western shores of Brooklyn and Staten Island.

#### ■ Transportation / Utility

Airports, ferry terminals, train yards, sewage treatment facilities and power plants are among the city's essential infrastructure uses. JFK and LaGuardia airports alone occupy almost half the land devoted to these uses.

#### ■ Public Facilities and Institutions

Public facilities and institutions -- including schools, hospitals and nursing homes, museums and performance centers, houses of worship, police stations and fire houses,

courts and detention centers, -- are spread throughout the city and occupy seven percent of the city's land.

#### ■ Open Space and Recreation

Approximately one-quarter of the city's lot area is occupied by public parks, playgrounds and nature preserves, cemeteries, amusement areas, beaches, stadiums and golf courses.

#### ■ Parking

Parking includes public and private off-street lots and free-standing garages that are not accessory to residential or commercial buildings.

#### ■ Vacant Land

Approximately eight percent of the city's land is classified as vacant. Staten Island has the most vacant land with more than 5,300 acres, Manhattan the least with less than 400.

Taken from City Planning Department of New York City Website

<http://www.nyc.gov/html/dcp/html/landusefacts/landusefactsmaps.html>

## APPENDIX G

### Project for Public Space Ten Benefits of Creating Good Public Spaces

1. **Support local economies:** The River Market in Little Rock, Arkansas, a \$4.4 million project that opened in 1996, has been a catalyst for over \$500 million in new and proposed construction, including the Clinton Presidential Library. The market has doubled in size in three years, and is given credit for the downtown's renaissance. PPS has been closely involved in the project.
2. **Attract business investments:** In downtown Oak Park, Illinois, PPS recommended replacing a failed pedestrian mall with the original street. Even before the changes were fully implemented, there was a 100% increase in enquiries from potential tenants, and the vacancy rate eventually decreased from 30% to 5%.
3. **Attract tourism:** After extensive user studies PPS recommended design improvements to the Channel Gardens at the Rockefeller Center. The changes, including increased seating, have allowed the gardens and world famous skating rink to become one of the most popular spaces in New York City and encouraged The Today Show, and other attractions, to locate there.
4. **Provide cultural opportunities:** San Rafael, California, a city with a large Italian population, worked with PPS to create a vision for a neglected city park. The residents raised money to install bocce courts, which are managed by a local nonprofit. The park has since become a major source of civic pride: families come nightly from all over San Rafael, while media attention has attracted bocce enthusiasts from across the U.S. and Europe.
5. **Encourage volunteerism:** In Corpus Christi, Texas, 1500 adults and children helped to make ceramic tiles decorating the benches, light poles, columns and central archway of Staples Street Station, a bus transfer center. PPS won a Federal Design Achievement Award for the project.
6. **Reduce crime:** In the early 1980s, seven-acre Bryant Park in New York City was over-run by drug dealers - office employees and tourists didn't dare venture in. With the changes recommended by PPS, the park now attracts 10,000 people on a sunny day, and presents a popular film festival on summer evenings.
7. **Improve pedestrian safety:** PPS's experimental diagonal parking initiative in

San Bernardino, California resulted in 50% more pedestrians along the street while increasing parking spaces by 25%.

8. **Increase use of public transportation:** The successful renovation of Netherwood train station in Plainfield, New Jersey, under guidance from PPS has resulted in a 40% increase in ridership.
9. **Improve public health:** Research shows that in neighborhoods where people walk less, people are more likely to be overweight. In the last year, PPS have trained 600 New Jersey transportation professionals in Context Sensitive Design - a design process that responds to local needs and helps create more walkable neighborhoods.
10. **Improve the environment:** Increased awareness of the importance of open spaces increases responsible use of these resources, and reclaims waterfronts, rivers and meadows. PPS's Urban Parks Institute is a national resource center for efforts to restore urban parks.

Taken from ([http://www.pps.org/topics/gps/10\\_benefits](http://www.pps.org/topics/gps/10_benefits))

## APPENDIX G

### **"Listening to the City Workshop" Demographics**

4,500 people from New York and the tri-state area gathered on July 20 and July 22 at the Jacob Javits Convention Center to play a role in rebuilding Lower Manhattan. Over the course of the day-long forums, participants in "Listening to the City" deliberated about options for redeveloping the World Trade Center site and considered issues that must be addressed to help people rebuild their lives in the aftermath of September 11 and memorialize those lost

#### Format:

The historic forums combined technology with face-to-face dialogue, using a format developed by AmericaSpeaks, a non-profit organization that has pioneered techniques for bringing citizens to together in large forums while preserving the benefits of face-to-face dialogue.

Participants in "Listening to the City" held 10-12-person roundtable discussions, each led by a trained facilitator skilled in small-group dynamics. A network of laptop computers recorded ideas generated during the discussions. Each table's input was instantly transmitted to a "theme team" composed of volunteers and America Speaks staff that identified the strongest concepts from the discussions and reported them back to all the participants. Participants also had the opportunity to answer yes or no questions and rank preferences at certain points during the meeting, using electronic keypads. The results of these polling questions were then instantly displayed to all of the participants on large screens around the room.

#### Who Attended?

4,300 people from the metropolitan region attended the July 20 town meeting and another 200 people attended a smaller forum on July 22. Overall, the demographics of the two meetings were quite diverse, and very similar. Participants came from all walks of life and all parts of the region 53% of the participants were female and 47% were male, while the region is 52% female and 47% male. In addition, 27% of the participants were 20 to 34 years old, compared to 22% for the region. People 65 and older made up 10% of the forum, close to the regional figure of 12%. 66% of the participants were Caucasian, compared with 64% in the region. Only 7% of the participants were African-American, compared to 20% in the region. A relatively high number of individuals (9%) reported "none of the above" when asked about their race. Participation was distributed fairly evenly among income brackets, with a somewhat higher representation of higher incomes. Residents of Manhattan were significantly more highly represented than the rest of the region. The Civic Alliance will continue to try to ensure that all voices are proportionally represented at future activities.

July 20 participants related to the events of 9/11 and the rebuilding of Lower

Manhattan in a variety of capacities:

8.9% had a family member who was a 9/11 victim

19.7% are survivors of the events of 9/11

23.6% lived in Lower Manhattan

41.4% worked in Lower Manhattan

33.5% were at or near Ground Zero on 9/11

21.5% became displaced/ unemployed as a result of 9/11

6.2% were rescue or recovery workers

71.1% attended primarily as interested citizens

Results:

The complete Listening to the City results are recorded in the "Report of Proceedings" (September, 2002) (pdf download)

A preliminary summary report is also available for download. (August 1, 2002)

Additional Documents:

Listening to the City Participant Guide, July 20 & 22, 2002. (pdf)

Listening to the City Report of Proceedings, February 7, 2002 (pdf)

Online Dialogue:

Shortly following the meetings at the Javits Center, an additional 818 people participated in an "Online Dialogue" sponsored by Web Lab. Participants followed an agenda similar to the one that governed the Javits Center sessions, but over a two-week time period in 26 small virtual discussion groups. In all, roughly 10,000 messages were exchanged during the online dialogue and important themes were sifted from it. Participants were able to make their priorities known through 32 polls based primarily on the themes that emerged from the discussions.

## APPENDIX H

### Community Resources

#### Civic Alliance

The Civic Alliance is a coalition of more than 75 business, community and environmental groups representing a cross-section of New York and the Region that is providing a broad "umbrella" for civic planning and advocacy efforts in support of the rebuilding of Downtown New York.

[www.civic-alliance.org](http://www.civic-alliance.org)

#### Design Trust for Public Space

The Design Trust for Public Space is an independent not-for-profit organization that provides opportunities for the public sector and creative design professionals to work together on selected planning, design and development issues in New York City.

338 W. 39th Floor, 10th Floor

(212) 695-2432

[www.designtrust.org](http://www.designtrust.org)

#### DowntownNYC

"DowntownNYC" is produced and managed by the nonprofit Project for Public Spaces (PPS) in collaboration with the Civic Alliance to Rebuild Downtown New York.

Information and ideas put forth will be used by the Civic Alliance to inform its recommendations and reports to the Lower Manhattan Development Corporation, the joint State-City Corporation that is overseeing the revitalization of Lower Manhattan.

[www.downtownnyc.org](http://www.downtownnyc.org)

#### Imagine NY

##### Municipal Art Society

Imagine New York: Giving Voice to the People's Visions, is a series of "visioning" workshops which will actively solicit the public's ideas for the future of the site, the city, and our communities.

457 Madison Avenue

(212) 935-3960

[www.imagineny.org](http://www.imagineny.org)

#### Gotham Gazette

Published each weekday, Gotham Gazette is a web site about New York City. It functions as four publications in one--a daily digest of news about New York City, a news operation, a policy magazine and a reference tool for students and serious researchers.

198 Broadway, 7th Floor

(212) 227-0342

[www.gothamgazette.com](http://www.gothamgazette.com)

## Rebuild Downtown Our Town (RDOT)

Our objective is to support an imaginative, sustainable design that creates the possibility of a diverse, inclusive 24-hour residential and business community that attracts and serves the people who provide the intellectual, entrepreneurial, creative, and technological capabilities that empower New York City's economy and the richness of its multi-cultural life. RDOT also supports the design of a fitting memorial for the September 11 tragedy.

[www.rebuilddowntownourtown.org](http://www.rebuilddowntownourtown.org)

## Civic Resources

### Alliance for Downtown New York

120 Broadway, Suite 3340

(212) 566-6700

[www.downtownny.com](http://www.downtownny.com)

### Asian American Foundation of NY

120 Wall Street, 3rd Floor

(212) 344-5878

[www.aafny.org](http://www.aafny.org)

### Battery Park City Authority

21 South End Avenue

(212) 417-3100

### Battery Park City Parks Conservancy

2 South End Avenue

(212) 267-9701

### Chinese American Planning Council

65-69 Lispenard Street

(212) 941-0920

### Citizens Jury Project

60, 100, 111 Centre Street

(212) 233-5520

[www.juryproject.org](http://www.juryproject.org)

### Community Board No. 1

51 Chambers Street

(212) 442-5050

[www.cb1.org](http://www.cb1.org)

### Community Resource Exchange

39 Broadway, 10th Floor

(917) 744-6187  
[www.crenyc.org](http://www.crenyc.org)

Constitutional Education Foundation  
Federal Hall National Monument  
(212) 785-1989

Friends of City Hall Park  
373 Broadway  
(212) 431-8480  
[cityhallpark@earthlink.net](mailto:cityhallpark@earthlink.net)

Hudson River Park Trust  
Pier 40 at Houston Street, 2nd Floor  
(212) 533-PARK  
[www.hudsonriverpark.org](http://www.hudsonriverpark.org)

Lower Manhattan Development Corporation  
One Liberty Plaza, 20th Floor  
(212) 962-2300  
[www.renewnyc.org](http://www.renewnyc.org)

New York City Rescue Mission  
90 Lafayette Street  
(212) 962-3373  
[www.nyrescue.org](http://www.nyrescue.org)

New York City Partnership  
One Battery Park Plaza  
(212) 493-7400  
[www.nycp.org](http://www.nycp.org)

Tribeca Partnership  
75 Leonard Street  
(212) 274-0550  
[www.tribecanyc.org](http://www.tribecanyc.org)

Wall Street Rising  
25 Broad Street  
(212) 509-0300  
[www.wallstreetrising.org](http://www.wallstreetrising.org)

[www.Lowermanhattaninfo.org](http://www.Lowermanhattaninfo.org)