



## **Fiscal Year 2010 STATEMENT OF COMMUNITY DISTRICT NEEDS**

### **INTRODUCTION**

As we commemorate the seventh anniversary of the terrorist attacks of September 11th, the residential population of Community District #1 has grown at a remarkably rapid rate despite those terrible and tragic events.

Community Board One (CB#1) recently completed a study that estimated population growth in District #1 and concluded that the population of Community District #1 is expected to increase by 28,101 residents or 85 percent by 2013 over the 34,420 people counted in the 2000 Census. In fact, the study estimates that many of these expected new residents have already moved here. The majority -- 70 percent -- will likely settle in the Financial District, where the population is expected to grow by an extraordinary 240% by 2013 beyond that documented in the 2000 Census.

Inevitably, such a great population influx brings complications. The thousands of new housing units built since 9/11 have brought thousands of new residents who need and deserve adequate services and facilities ranging from schools, parks and libraries to senior programs and cultural resources.

This growth of the residential community continues unabated, with several large buildings going up at the present time and more planned in the near future. This study, whose findings we will update regularly, will guide CB#1 in its effort to ensure that planning is in place to meet the community's present and future needs. With its ear to the ground, CB#1 is taking every opportunity to have a voice in plans being considered and implemented so that new facilities and programs, including parks, open spaces and community centers, are in place to meet the needs of residents and other stakeholders in the district.

As the residential population of the district has grown rapidly, CB#1 has taken a far more active and assertive role in advocating for quality-of-life improvements needed by existing and new residents. Residents are often the driving force behind quality-of-life complaints handled by CB#1 and have identified many problems that need to be addressed.

**City of New York**



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The increase in the number of residents has in some instances created tension between residents and businesses. Late night noise from restaurants and nightclubs and occasional disturbances has brought some bar and nightclub owners under closer scrutiny than when there were fewer residents and families nearby. CB#1 has intervened as needed to address these conflicts in an effort to protect livability for residents while also keeping in mind the importance of retail and other businesses to the wellbeing of the community.

Noisy after-hours construction is inevitable in a growing district, but after-hours or excessive weekend work can threaten quality of life, so CB#1 has pushed for limited work hours where needed to achieve the right balance. We have generally found that all parties understand the need for reasonable limits to be placed on construction hours and methods.

Public works projects that make necessary improvements to the physical infrastructure such as the reconstruction of whole streets spanning multiple blocks can also be disruptive to store owners and their patrons and to pedestrians in general. These projects can close off whole blocks and sometimes sidewalks for long periods of time, increasing the frustrations experienced by drivers and pedestrians. While some disruptions from these projects are inevitable, CB#1 attends advisory oversee committees in a coordinated effort by the Lower Manhattan Construction Command Center to manage impacts to the greatest extent possible.

Whether one lives, works or visits Lower Manhattan, the number and the scale of the projects is enormous and includes the World Trade Center (WTC) Freedom Tower, Towers 2, 3, 4 and 5, the World Trade Center Memorial and Performing Arts Center (PAC), the new PATH Station, the Fulton Street Transit Center – the final design of which is in question at this time, major reconstruction of our waterfronts along the East River and Hudson River, the upgrading of Route 9A, as well as abatement and deconstruction of the 130 Liberty Street (formerly known as the Deutsche Bank building) and Fiterman Hall buildings, along with many new residential towers and continuing road and infrastructure reconstruction and ongoing park revitalization projects.

As the public works projects have the potential to improve the area's infrastructure, they present unique opportunities for CB#1 and other stakeholders to shape the community's future for the better. Every one of these projects, both private and public is part of the recovery and rebirth of our district, but given the quantity of projects and the size of many—60 of them have budgets greater than \$25 million—they also bring potential impacts that must be managed in the planning and developmental stages. Construction activity poses a threat to air quality, so oversight agencies must remain extra vigilant about its impacts, which are a particular concern to those who were in the area on and in the aftermath of September 11 and are already anxious about their health and wellbeing.

The business community faces challenges as well—in particular the need to remain a thriving central business district with a strong commercial base and a retail sector serving the area's residents and workers and its visitors. CB#1 is the fastest growing residential district in the city and the third largest business district in the country. With an estimated 10 million square feet of new office space and 60,000 square feet of retail space expected to be constructed at the WTC and neighboring sites, government must help to ensure that Lower Manhattan is a hospitable place for existing and new businesses, despite the inconveniences due to construction.

Much work remains to be done to strengthen the future of Lower Manhattan and to make sure that government agencies make good on their promise to rebuild and revitalize this historic district, financial nexus and burgeoning residential community. CB#1 will play a key role throughout this process by keeping residents and businesses informed and prepared for the continued

years of disruptions ahead and by ensuring that there is community participation in the effort to plan for the future. We will also hold all government agencies accountable for taking measures to defend the quality of life of the area during this challenging time.

While this unprecedented construction and rebuilding activity poses special challenges and opportunities for our district, CB#1 continues to work toward addressing other needs that in many cases existed prior to September 11. These include the need for vibrant and varied retail services; the need for a revitalized East River Waterfront and completion of the Hudson River Park; and the need for cultural performance and exhibit space.

It is a high priority for us to build new schools and other facilities to meet the increasing need as our population grows. Increased resources for social, physical and economic infrastructure improvements will be crucial to the success of the district as the population grows and demands more amenities, goods and services.

We must ensure that Lower Manhattan remains a diverse community that is affordable to people from a mixed range of income levels and demographic groups. It must also be a place where senior citizens who have lived here all of their lives can continue to find the services and amenities they need to enjoy a comfortable and fulfilling retirement.

We also must ensure that services and resources are available for the many families in Lower Manhattan neighborhoods. These include schools, ball fields, community centers and other educational and cultural resources. For example, CB#1 is working to ensure that a community center is developed on the east side of our district to serve this neighborhood's rapidly growing population.

## **GEOGRAPHY AND DEMOGRAPHICS**

Community District 1 is made up of numerous distinct, mixed-use neighborhoods: Tribeca, Battery Park City, the Financial District, the Seaport, the Civic Center and Greenwich South. All are experiencing strong residential growth, which is most dramatic in the Financial District. The nearby Governors, Ellis, and Liberty Islands also fall under the jurisdiction of CB#1.

As discussed earlier in this document, the most dramatic change to Lower Manhattan in recent years has been the tremendous growth in our residential population. Until the mid-1970s, there were only a few thousand people living south of Canal Street here in CB 1. The population doubled between 1970 and 1980 bringing the total to over 15,000. That number jumped another 10,000 in the subsequent decade to a bit over 25,000 in 1990 and rose another 9,000 during the 1990s, reaching 34,420 in 2000. In total, therefore, Community Board One's residential population grew by 336% between 1970 and 1990.

It is the residential growth since 2000, however, that makes this phenomenon even more remarkable and noteworthy. According to our study, which compiled and assessed information about new residential buildings and conversions both in progress and pending, a total of 15,611 new housing units have been built or are scheduled to be built between 2000, the date of the last U.S. Census, and 2013. This would conservatively add over 31,000 additional residents to the district. And with plans in place to add thousands of units of residential housing in the Greenwich South area and elsewhere in the district, that number will likely grow to over 40,000 additional residents by 2015. That would represent yet another doubling of our residential population during the current decade. Obviously, this continued rapid growth presents unprecedented challenges to

CB#1 and it will be imperative that city agencies work with us to ensure that our physical infrastructure and network of services are improved and expanded to meet new needs.

## **REBUILDING LOWER MANHATTAN**

As rebuilding plans evolve, Community Board One will continue to play a very active role in representing the interests of local residents and workers and in making sure that the community has meaningful input and involvement in the redevelopment process. The Community Board works closely with The Lower Manhattan Development Corporation, the Lower Manhattan Construction Command Center, the Port Authority of New York and New Jersey, the Battery Park City Authority, New York City and State Departments of Transportation, the Metropolitan Transportation Authority, the Department of City Planning and Department of Buildings, the Economic Development Corporation, Mayor's Community Assistance Unit and many other government agencies and stakeholders, such as the Downtown Alliance. We strive to ensure that our input is considered during all stages of planning, development and construction and that government agencies are responsive to the needs and best interests of our constituency.

We are increasingly concerned about an emerging pattern of broken promises and missed deadlines at a time when we should instead be celebrating the achievement of milestones along the way to rebuilding our community. As construction costs continue to escalate and economic conditions change, it is critically important to complete these building projects as quickly as possible or we will face even greater and more intractable cost increases and delays in the future.

A primary goal in rebuilding Lower Manhattan continues to be retaining a diverse community with sufficient amenities and resources. We are hopeful that rebuilding activity at the WTC site will continue, but we also want to ensure that the PAC and other cultural facilities are not left to be developed as afterthoughts. The lax progress in building the PAC, the loss of significant cultural institutions such as the Signature Theater incorporated into the project, and reported plans to use the PAC site as a staging area, would push completion beyond its original expected opening in 2015.

The PAC was conceived as a calming transition between the bustle of commerce and the reflection and remembrance that will be inspired by the memorial and as a focal point inspiring the resurgence of arts in Lower Manhattan. This vital public mandate is essential to the revitalization of Lower Manhattan, and its completion should not be delayed.

Community Board #1 strongly urges that the design phase for the PAC be completed as soon as possible, and made available for public review. We further urge that the funding process for the PAC commence immediately so that there will be practical assurance that the PAC will be built as a necessary and vital element of the Master Plan for the reconstruction of the WTC site.

Community Board #1 therefore requests a time table and a plan of implementation for each of the remaining steps involved in the design and construction of the PAC, together with specific information on funding the project, as soon as possible.

CB#1 further requests that the process relating to the planning and development of the PAC and other cultural enhancements for the WTC site be open and transparent in the future and recommends the immediate formation of an advisory panel including representatives of CB#1 to address issues relating to the PAC and other cultural enhancements for the WTC site.

CB#1 also believes that the PAC could be enhanced by the inclusion of a smaller second stage that could be used for productions by other theaters in the metropolitan area, perhaps on a rotating basis. Such a theater could give Downtown audiences a welcome opportunity to attend performances by prominent local theater companies such as the Manhattan Theater Club, Second Stage, and The Roundabout.

Moreover, CB#1 encourages all concerned government agencies and private parties to consider other possible cultural facilities and programming for the WTC site in addition to the PAC including, for example, the development of additional gallery or performance spaces in portions of the vast commercial developments already planned for the site along the model of Jazz at Lincoln Center in the Time Warner building.

With regard to the Fulton Street Transit Center, we welcome related signs of progress such as the opening of the W/R subway lines in the near future, but the recent announcement by MTA that cost overruns will prevent it from building the above-ground design elements of the Fulton Street Transit Center and from building the PATH station as originally envisioned are unacceptable to our community. We were promised this extraordinary new Downtown street level landmark as a fitting entry point to Lower Manhattan for travelers on the 12 subway lines to be completed in 2008.

We accepted the loss of these nearly 150 small businesses because the structures that housed them were demolished to make way for the transit center as a necessary cost of re-energizing retail and other businesses in Lower Manhattan. MTA's recent decision to scale back the above-ground portion of the transit center due to cost overruns, even with the underground component remaining, is a broken promise to our community. We believe that this decision is unconscionable and urge the MTA to work with other entities to find alternative sources of funding to complete the whole project in its original form and in a timely manner so that we are not forced to navigate around and through this massive construction site for years to come. A fitting gateway to Lower Manhattan should be done as soon as possible, without compromises and with a transparent funding process, a timetable and a plan of implementation.

Reports have also emerged that there is a possibility that the \$280 million contingency funds of the total \$2.2 billion 9/11 federal grant to build the Calatrava PATH station may be hijacked for a midtown project. While these reports are unconfirmed, they are troubling and we hope that the entire \$2.2 billion intended to fund the PATH station (which Community Board One supported) will be reaffirmed so that the PA can build the facility as it was originally designed and be realized in the near future.

It is crucially important that impacts from development be addressed on an ongoing basis. In the long run, it will be more efficient to develop the WTC (and other sites) responsibly and in compliance with the best building and safety practices.

It will also be of great importance to identify a location for the tour buses that visit the site. CB#1 is advocating for a designation of an appropriate off-street parking facility with the Lower Manhattan Development Corporation (LMDC) and other involved entities to reduce the congestion and pollution caused by these vehicles.

As we rebuild, special emphasis must also be placed on strengthening our dynamic central business district, which lost an estimated 60,000 jobs after 9/11. There have been very positive signs in recent months that Lower Manhattan is once again viewed as a desirable place to do business by major financial services corporations, as well as businesses in a growing array of other industries. The progress on the Goldman Sachs world headquarters, and the recent decision by JP



Morgan Chase to locate in tower 5 are very encouraging. Improvements to our waterfronts, new parks and transportation hubs and expediting the new cultural and Performing Arts Center at the WTC would build on this progress and attract even more major businesses to the area.

## **OTHER CB #1 PRIORITIES**

Other specific improvements that Community Board One supports include efforts to create additional schools to accommodate local children, ample outdoor recreational space and parks, libraries and museums, a performing arts and cultural center, a full-service community recreation center, retail offerings that meet the needs of the community, and an improved and revitalized waterfront. Listed below are some of our highest priority projects--those that we believe are essential to the future of Lower Manhattan:

### **• Additional schools in Lower Manhattan**

Lower Manhattan has the fastest growing residential population in New York City and our local schools have grown ever more overcrowded. These schools have rightly won widespread acclaim and score near the top in citywide reading and math scores. The quality of our schools is sure to suffer if the current overcrowding is allowed to worsen as the area's population continues to rise. It is imperative that the city provide this growing population with the schools and services it requires so that we will continue to attract and retain the families that are the lifeblood of our community.

Development of new long-term and interim school seats is a priority for CB#1, which advocated for inclusion of a K-8 school in the Forest City Ratner Beekman Street tower, and we are pleased to report that it is under construction. We also identified and successfully advocated for a new public school that recently went into construction at Site 2B in Battery Park City. These two schools will help relieve the long-term over-crowding problem in Lower Manhattan. In the meantime, we must identify seats that can relieve the shorter-term problem until the two new schools are ready. To this end, CB#1 is working with New York State Assembly Speaker Sheldon Silver, local leaders and parent advocates on a task force to identify interim seats. As a result of the Task Force's efforts, two rooms in the Manhattan Youth Community Center will be used as classrooms and other sites are also being actively explored.

### **• Affordable Housing**

It is of paramount importance that Lower Manhattan remain the diverse, mixed-income community that residents have come to cherish. We must ensure that the people who teach our children, patrol our streets, or fight our fires can afford to live in the neighborhood they serve. Just as important as creating new, affordable housing units is our ability to maintain the affordable units that we already have. We must continue to fight to maintain affordable housing units while ensuring that wherever possible, new buildings set aside space for moderate-income families.

There have been several disturbing incidents recently in Lower Manhattan of building owners attempting to leave programs that keep rents in their buildings subsidized. When rents in these buildings go to market rates, it often results in long-time Downtown residents being forced to move out of the neighborhood. These are people who have lived through and overcome 9/11 and in many cases are those who pioneered our community and made it livable. We need assistance from all

relevant city and state agencies and elected officials to address this problem on an emergency basis. The community cannot become accessible only to the wealthiest people or it will lose the character that makes it so appealing and special.

Moreover, new residential development must be accompanied by adequate existing or additional community infrastructure such as schools, libraries, parks and retail or grocery markets. After two decades, CB#1 residents are still struggling to bring to the district amenities that are taken for granted everywhere else. Housing planning must take into consideration the full range of community infrastructure needs. This imperative is particularly urgent now that numerous new high-rise residences are being planned or are under construction in our district, including the tower on the former parking lot site at NY Downtown Hospital and 50 West Street and a number of large residential conversions or new towers in the Financial District.

These challenges will only increase as Lower Manhattan becomes more and more residential. The plans for Greenwich South, which envision a large-scale new residential neighborhood around the entrance to the Battery Tunnel, will require CB#1 and all planning agencies to be especially vigilant to ensure that this development is done in a well-thought-out manner. CB#1 would certainly take a very strong position that a substantial number of the housing units developed on this site must be affordable.

## **• Community Recreation and Cultural Centers**

Community Board 1 has long sought community recreation and cultural centers to provide a cohesive force for our neighborhood—places where our children can play, learn and grow; where our seniors can find opportunities for wellness, intellectual stimulation and socializing; and where adults can find personal enrichment through fitness and continuing education. Manhattan Youth recently opened a major center on Warren and West Streets that serves not just young people, but those of all ages. In addition, a new community center is being built in Battery Park City to serve the growing community there.

A need also exists for an additional facility east of Broadway to serve the fast-growing population there. With the tremendous increase in the population of the Financial District and Seaport and Civic Centers, a community center is urgently needed if we are to build a strong and stable community there. Our goal is to establish a major center that would equal any in the city for excellence and breadth. CB#1 recently convened a task force to work with a consultant engaged by General Growth Properties . We will continue to pursue this vision and look for the resources to realize it.

## **• Mitigation of Construction Impacts**

Lower Manhattan faces a special challenge as we enter the peak construction phase of the rebuilding effort. At this time, multiple projects are in or set to go into construction, including the new PATH station, the Fulton Street Transit Center, Route 9A, the Goldman Sachs building, the dismantling of 130 Liberty Street (the Deutsche Bank building), the Freedom Tower, World Trade Center Memorial, Beekman Street Forest City Ratner building and 50 West Street and the reconstruction of Fulton Street.

Residents of Community Board 1 therefore face constant noise and disruption, as well as exposure to dust and fumes from the construction sites, traffic and pedestrian blockages. This will take place in a community in which many people continue to suffer health impacts from the events of 9/11 and their aftermath. In addition, local businesses relied on by residents and workers will be severely jeopardized by these impacts.

The LMCCC is charged with the significant responsibility of mitigating adverse impacts from construction. We look forward to continuing our close work with the LMCCC and city and state agencies to ensure that all development complies with prevailing city building and safety codes. Beyond what is required by law, we expect responsible developers to take all possible measures to minimize adverse impacts from construction.

All construction vehicles and equipment should be retrofitted and use ultra low-sulfur diesel fuel. We applaud Silverstein Properties for taking the lead in this area. We urge that all the other construction projects in our district, including those sponsored by the MTA and Port Authority, as well as larger projects such as the Goldman Sachs building and new residential towers being built by Forest City Ratner and Time Equities, follow their lead and utilize low sulfur fuel. This will make a big difference in the potential impacts from these projects on the health of people in our district. Construction sites should also be hosed down regularly to limit airborne dust.

Environmentally responsible development should be a guiding principle in the redevelopment of Lower Manhattan to support a sustainable urban community. In addition, new buildings and renovations should be encouraged to take full advantage of new “green” technologies to create healthier habitats, limit consumption of fossil fuels and reduce toxic emissions and particulates.

## **• Revitalization of the East River Waterfront**

Lower Manhattan will never have a great open space like Central Park to serve our district and, in fact, open space is in very short supply, particularly on the east side of our district. What we have in Lower Manhattan is waterfront exposure along both the East River and the Hudson River. While plans are in place to improve the Hudson River waterfront—and it is important that adequate funding be allocated to realize these plans—we are only now beginning to work with the city on plans to convert into an attractive amenity the East River CB#1 waterfront, which not long ago was viewed as a largely inhospitable and dilapidated part of our district. We clearly need to tap into the great potential of this waterfront stretch and turn it into a stimulating and inviting series of varied experiences ranging from great open space to retail offerings and other attractions that will serve the needs of local residents, workers and visitors alike.

The Lower Manhattan Development Corporation (LMDC) allocated \$150 million toward East River Waterfront improvements, and the Economic Development Corporation has begun work on the long anticipated East River Esplanade and Piers Project. While the LMDC funds were sufficient to get this project started, CB#1 believes that additional funds will be needed to fully implement the comprehensive waterfront restoration project as envisioned in the city’s well-received East River Waterfront concept plan put out in 2005. Community Board One urges the Economic Development Corporation and Department of City Planning to work closely with CB#1 to identify additional funds, arrive at a final design and move forward expeditiously in implementing this project, which has strong community support.

It is crucial as well that plans for the Hudson River Park and the waterfronts at Battery Park and Governors Island be fully integrated with those for the East River Waterfront. With the wheels in motion and the community offering input and enthusiasm, it is more important than ever to make sure that funds are in place to turn the entire expanse of Lower Manhattan waterfront into a great community resource.

The city recently announced plans to develop the Battery Maritime Building with several uses, including a hotel, food market and waiting areas for some of the ferries that collect and



disperse passengers at points adjacent to the building. CB#1 has received initial presentations about this plan and looks forward to working with the developer and EDC when the plan is finalized and ready to undergo review. CB#1 has some concerns about access to the building that we hope can be addressed. Namely, a successful plan for the Battery Maritime Building would bring activity to a part of our waterfront that has been largely idle in recent years. In addition, there have been many positive developments in recent years in Battery Park and others to come such as the playground being designed by renowned architect Frank Gehry and the SeaGlass carousel being constructed.

CB#1 also expects in the coming year to review a proposal by General Growth Properties to redevelop the South Street Seaport, the former site of the Fulton Fish Market and other nearby properties. This will be an opportunity to create something at the Seaport area that is in keeping with the area's low-rise historic character and integrated with the rest of the district. It may also provide the community with an opportunity to secure amenities in the area such as a needed school and water-related and community-friendly uses on nearby piers that have become dilapidated.

### **• Completion of Segment 3 of the Hudson River Park**

The design of Segment 3 of the Hudson River Park, which includes two of the longest piers in the park, would create many public facilities—a lawn suitable for active recreation, volleyball courts, a mini golf course, refreshment stand, playground, boathouse and a river study and research center—that would enrich the district and draw residents and visitors alike.

This project will take advantage of the natural amenity of our waterfront, finally allowing pedestrian accessibility from river to river and encouraging mixed use and public enjoyment. Interim projects set up by the Hudson River Park Trust, such as a trapeze school and free kayaking, have already proven to be popular and successful amenities.

The Hudson River Park Trust has presented its plans to CB#1, which has consistently stressed that final plans for the design are in keeping with the needs and wishes of local residents. CB#1 was very pleased that the Governor and Legislature agreed to include funds in the recent state budget for completion of the Tribeca segment of the Park. However, funding is needed for design and development of the estuarium and other aspects of the plan for Pier 26. Community Board One considers this park necessary to the revitalization of Lower Manhattan and urges State, City and Federal officials to fully realize it on-schedule.

### **• Performing Arts Center at the World Trade Center**

CB#1 has always regarded the proposed world class Performing Arts Center, designed by architect Frank Gehry, as an essential and important part of the WTC development. There are currently no major cultural centers in Lower Manhattan, and the facility is needed to ensure that there is vibrant activity at the WTC site on evenings and weekends as well as business days. We are concerned that fundraising activity and planning for this Center is lagging far behind other aspects of the development of the site. It is distressing that there has been so little progress toward completing this vitally important project. Only the \$55 million allocated by the LMDC is in place at this time. Community Board One strongly urges that the city and State work to ensure that the Performing Arts Center is

developed along with other projects at the site and realized at the earliest possible date.

### **• Fulton Street Reconstruction and Revitalization**

Fulton Street is among the most important east-west streets in the district, connecting the South Street Seaport to the WTC site and Battery Park City. A sewer and roadway reconstruction project by the City Department of Transportation is currently underway on Fulton Street and is linked with a storefront revitalization project. The \$38 million Fulton St. Revitalization Project promises to revitalize retail storefronts, the streetscape and to create better open spaces along this important roadway. It is also intended to upgrade the type of retail services along this thoroughfare to better serve both local workers and the rapidly growing residential population. We are concerned that the sewer and roadway reconstruction work proceed as rapidly as possible with minimal disruption to businesses and residents and that capital funds are in place to ensure that the revitalization project can address all of the stated goals. We will continue to work with DOT and other agencies to address any problems that arise.

The Fulton Street Transit Center was planned to be a destination site, not only allowing for convenient subway transfers between heretofore confusing, serpentine stations, but also offering new restaurants, retail and an inviting glass-and-steel station filled with natural light. Because of recent developments indicating funding problems with the project, CB#1 is extremely concerned about the possibility that the proposed building will be abandoned by the MTA, and we have therefore urged that it be built. We will continue to work with local elected officials and leaders to stress the importance of this project to Lower Manhattan's redevelopment.

As construction proceeds on Fulton Street, it is imperative that investments be made in lighting, retail, cultural facilities and open space for this street to ensure that its future is worthy of its important role connecting the east and west sides of the district.

### **• Upgrading NY Downtown Hospital**

NY Downtown Hospital recently opened a major new emergency center. This important facility will better enable the only hospital in our district to meet the needs of the rapidly growing population that it serves. With the large Forest City Ratner building currently going up at the NY Downtown Hospital parking lot site, the hospital plans to add a new ambulatory care facility to be located there. These are positive improvements and we look forward to others as the hospital expands to meet community needs. NY Downtown Hospital is the only full-service hospital in the area and we urge the city to do everything possible to assist it. As Lower Manhattan residents and workers continue to grapple with health problems caused by the events of 9/11 and their aftermath, it is more important than ever that NY Downtown Hospital be fully capable of serving the affected population.

### **• A New York Public Library branch in Battery Park City**

Battery Park City has an ever-growing residential population, while the closest public library is the small New Amsterdam Library, which, due to its location across West Street near City Hall, makes for a difficult passage for families and senior citizens who live in Battery Park City. As a result of generous grants from Council Member Alan J. Gerson and Goldman Sachs, a new branch of the New York Public Library is under construction in Battery Park City. Community

Board One welcomes this future amenity for Lower Manhattan and we have established a task force to ensure that community input is provided as the library is planned and prepares to open.

### **• Keep Wall Street Strong**

As the third-largest central business district in America, Lower Manhattan is the global leader in capital markets and financial services and serves as the economic engine for the entire northeastern United States. The “Wall Street” brand is one of the strongest in the world and the financial services industry is one of New York City’s largest revenue sources. Leveraging and growing these historic strengths is key to revitalizing Lower Manhattan.

With the Goldman Sachs headquarters under construction and the decision by JPMorgan Chase to build a new headquarters at WTC Tower 5, all indications are that the appeal of Lower Manhattan to major Financial Services corporations remains strong. With the near-constant construction that will be underway for the next ten years, it is especially important that government agencies put mechanisms in place to support and promote existing businesses and attract new ones. Particular attention should be focused on the retention, stabilization and attraction of small and medium-sized businesses that are an integral part of the residential and business communities. Every effort should be made to ensure the economic vitality of a broad range of businesses throughout the rebuilding process. We appreciate the recent announcement by the LMDC about a grant program for businesses affected by construction activity and hope that it will bolster our valued small and retail businesses during this difficult phase so that they will be able to share in the benefits of redevelopment.

### **• Commuter and Tour Bus Storage Facility**

Lower Manhattan currently accommodates hundreds of commuter and tour buses every day. They lay over on local streets and create congestion, pollution and safety issues. When the World Trade Center site is rebuilt, it is certain to attract tourists and other visitors at an unprecedented rate, not to mention residents who already pass through the site on a daily basis and tens of thousands of people who will work at the new buildings. This will generate many new bus trips to and from Lower Manhattan every day.

These buses do not belong on our narrow, busy streets creating additional noxious fumes and snarled traffic in an already congested area. The health, accessibility and viability of our neighborhood depend on having a dedicated place for these buses to go—and that means a bus storage facility to keep them from idling in front of our homes and workplaces. This is an absolutely essential facility and city officials must identify an appropriate location for it and develop it without delay. We urge the Department of Transportation to expedite its search for a commuter bus storage facility.

There is also a need for a new commuter bus facility, an issue that should be discussed as the planned development along the East River waterfront proceeds, because of the potential for space there. The City Department of Transportation engaged a consultant to initiate a process of identifying a suitable site for this facility, which must accommodate the dozens of commuter buses that bring workers daily to Lower Manhattan businesses. CB#1 awaits the results of the consultant’s study and we look forward to helping to site this needed facility.

### **• Retail**

Quality retail shopping is among the factors that would most entice current residents to remain in the neighborhood. This means that it is important to attract new retailers to our growing communi-

ty and retain small businesses that meet the needs of area residents. New, quality retail is part of the plan for the World Trade Center site and must also be included in whatever structure is built at the Fulton Street transit hub. The upgrading of Fulton Street also will hopefully bring in additional retailers more geared toward the residents of Lower Manhattan. General Growth Properties, which is planning to redevelop the area around the South Street Seaport, should also ensure that its plan include new and interesting retailers that will meet the needs of Downtown residents and workers as well as visitors.

A diverse mix of retailers is essential to the vitality and economic life of the community. Retail development should address community concerns and focus on creating ground floor/street level retail, including large and small retailers. We applaud the grant program for small Downtown businesses announced recently by the Lower Manhattan Development Corporation, and we encourage all government agencies such as the NYC Department of Small Business Services and the NYC Economic Development Corporation to do everything possible to support our struggling businesses and attract needed new ones.

## • **Safety and Security**

Safety and security considerations should ensure that new construction meets or exceeds NYC's fire, building and safety code regulations and incorporates adequate measures for emergency evacuation and security. For example, street-level security measures should be integrated into building design to avoid the need for unsightly "Jersey" barriers that impede pedestrian access. Evacuation protocols, as well, should be incorporated into any plans for a new building. Especially during this time of construction and street blockages, it is more important than ever that emergency and service vehicles are able to access and serve the safety needs of everyone without hindrance or obstruction.

The New York Police Department recently announced a plan to restrict and regulate traffic in the vicinity of the World Trade Center site. CB#1 understands the need to keep this area secure and well protected. However it is important to find the right balance between safety considerations and livability. We believe it is imperative that the NYPD work with CB#1 and local leaders and stakeholders to find the right balance so that the area around the WTC site will be a thriving and vibrant as well as secure area.

Such outreach has been done successfully with regard to the plan to secure the area around the New York Stock Exchange. The Department of City Planning has come repeatedly before CB#1 as it develops effective and welcome plans to make security in the area of the New York Stock Exchange less visible and intrusive. Businesses in that area suffered greatly under emergency restrictions put in place after September 11 and we believe they will be bolstered by the new plans. This collaborative process should be a model for future efforts elsewhere in Lower Manhattan.

Finally, we strongly recommend that to the greatest extent possible, areas closed after 9/11 be re-opened to the public. The recent opening of the northern end of City Hall Park has provided a welcome lift to area residents and workers without compromising security at City Hall. Comparable ways to safely re-open Park Row and remaining areas of City Hall Park should be explored and implemented.

## **OPEN SPACE**

### • **Ball fields to Serve CB 1**

As our population grows, pressure on the ball field in Battery Park City to serve the children of our district becomes acute. Our local little league and soccer league already report that they

can barely accommodate the children signing up and finding field time is increasingly difficult. One partial solution that CB#1 and the leagues are pushing for is to convert these fields from grass to artificial turf, which would make them available for playing many additional hours per week and many more months per year. CB#1 has been working with the Battery Park City Authority and local leaders on a Ball fields Task Force where we are advocating for conversion of the ball field to artificial turf. We believe that our leagues and many other organized sporting groups are being denied field time when they need it. Many local schools, for example, would like to utilize the fields but are consistently turned away. Adult leagues, including those serving the many workers in the area, similarly have had little success in obtaining permits to use the fields.

The task force has issued a final report recommending conversion of the ball fields to artificial turf. We hope that the Battery Park City Authority will accept this recommendation in the near future. We know that many other entities such as the NYC Department of Parks and Recreation and the Hudson River Park Trust now utilize artificial turf fields and are quite happy with them.

The CB also urges that steps be taken, where possible, to identify other potential playing field sites in CB#1. We were pleased when the LMDC recently allocated funds to create a new ball field on the East Side of Lower Manhattan and we look forward to the realization of that project. Despite limited options, we need to look creatively for space on piers, roofs of buildings and at existing parks (Battery Park, Rockefeller Park, Wagner Park) to create additional active recreation options for our growing population.

CB#1 also supports the use of fields on Governors Island and Pier 40 for organized leagues. Although Pier 40 is located in CB#2, CB#1 has participated actively in discussions about its future and stressed how important it is for all Lower Manhattan youth to use the fields there for organized athletic activities. We would like any future plan for Pier 40 to address the growing youth population in Lower Manhattan and the increasing need for ball fields. Similarly, Governors Island is potentially a great resource for families from Lower Manhattan and we look forward to working with the Governors Island Preservation and Education Corporation to ensure that active recreation space is included in plans for the Island.

## • **Governors Island**

The transfer of Governor's Island from the federal government to the City of New York was one of the most exciting things to happen to the city's landscape in decades. The island's 172 acres contain numerous historic structures in good condition, well-kept playing fields and some of the most spectacular views in New York. As indicated above, Community Board One children and adults currently find themselves dramatically short of recreation fields to play on, and Governor's Island can go far toward rectifying the problem.

It is essential that as much of Governor's Island and its historic structures as possible remain open to the public and easily accessible. We are encouraged by recent efforts of the Governors Island Preservation and Education Corporation to create programming that draws people to the Island for events and activities. We wish to continue working closely with the Governors Island Preservation and Education Corporation as it develops the island so that the needs of Lower Manhattan residents are fully considered.

## • **Small parks in CB1**

We are particularly pleased that, thanks to rebuilding funds provided by the LMDC, progress is on-



going on the construction and renovation of 13 parks in Lower Manhattan. However, while we are thrilled with the creation of these new parks, we must be sure that the Parks Department will have sufficient resources at its behest to maintain them for public use. Furthermore, we must make sure that the parks we currently have remain available for public use. As such, we are pleased with the city's reopening of the north end of City Hall Park to the public and look forward to implementation of a recently presented plan for redesign of the northeastern sector. We also welcome the plan for an innovative playground at Burling Slip Park and development of a playground designed by Frank Gehry at Battery Park. The renovation of Peck Slip provides a welcome opportunity to create needed open space in the historic Seaport district, and we are pleased that our discussions with the Parks Department have resulted in a plan that successfully balances the need for landscaping and greenery in the area and that respects the historic surroundings of the site.

## **TRANSPORTATION**

### **• West Street Crossings**

More attention needs to be paid to creating safe crossings along West Street/Route 9A. West Street has six to ten lanes of moving traffic, often going 40 to 50 miles per hour, making it a difficult and dangerous street to cross. As Battery Park City nears completion, there are increasing numbers of residents, workers, students and visitors who need to cross this busy street several times per day. We receive many complaints from them that crossing at various intersections on West Street is very challenging, and there is particular concern for the many children and seniors who need to cross to access schools and senior facilities in the area. There have been several alarming accidents recently involving youth as well as adults. Community Board#1 has created a West Street Task Force that is working with both NYC and NYS Departments of Transportation to address this difficult issue. Additional green time for pedestrians, restricting turns, crossing guards and additional pedestrian bridges are some potential solutions that need to be explored and implemented to make these crossings safer for the people of our district.

### **• Parking**

We appreciate the NYPD's efforts to crack down on placard parking in our district and believe the department should continue with the support of all other involved agencies. Our district, in particular, has a major problem with government-authorized vehicles parked all over the streets and sidewalks. We urge city, state and federal agencies to reduce the number of placards issued, regulate those that are issued, continue to rethink regulations that allow so many to have these permits and to enforce existing regulations so that our streets are not filled with illegally parked "official" vehicles that prevent others from parking legally. Not only do these vehicles take up the limited number of legitimate parking spaces throughout our district, they also frequently park on sidewalks, in bus stops, atop traffic islands and in handicapped zones. Such authorized parking and particularly these egregious abuses, create great resentment among residents who have few on-street parking options, as well as with merchants and small businesses whose delivery trucks have no space to unload and often receive tickets when they are forced to double park.

In addition, a parking plan for construction workers needs to be implemented so as not to overwhelm the neighborhood with vehicles from outside the district during the massive construction effort now underway throughout Lower Manhattan. Community Board One also urges the city to create more on-street (alternate-side-of-the-street) parking in our district to accommodate

the ever-growing residential population.

We need solutions to the “placard” parking problem so that the community has the parking spaces needed by local businesses and the increasing number of residents. Community Board 1 must not continue to serve as a parking lot for government vehicles with no compelling need to occupy so many of the limited spaces available.

### • **2nd Ave. Subway**

Running from the Upper East Side into the Financial District, the long-desired 2nd Avenue Subway will relieve the enormously overcrowded Lexington Avenue line and make Lower Manhattan more accessible to uptown workers. This major project has been anticipated for decades and is now critical for the long-term vitality of Lower Manhattan. We view it as imperative that other pending mass-transit projects, such as an extension of the 7 line west on 42nd St, not take away Federal transportation funding from the 2nd Ave Subway.

### • **LIRR/JFK Link**

Community Board One supports creation of a rail link to the LIRR and JFK airport from Lower Manhattan. This crucial transportation link would create an essential pathway for commuters and visitors who need quick access in and out of the area, encouraging business to remain and grow in the Financial District and across Lower Manhattan. Such a link is critical to the future of Wall Street and would also provide a much-needed passageway to commuters who work in other parts of the city as well. We urge officials at the city, state and federal levels to allocate the needed funding to make this plan a reality.

### • **Ferry Service**

The disruption of PATH service after 9/11 demonstrated the great potential for the use of water transportation. Quick implementation of new ferry routes helped Lower Manhattan recover. Boats from New Jersey, Brooklyn, Manhattan’s Upper West Side and La Guardia Airport bolster our linkages to the region. Expansion of ferry service should be encouraged, but it requires sound planning. The flexible arrangements for docking, while essential during emergencies, can have unintended consequences for residents when not planned for adequately. Ferry and water taxi facilities must be planned as part of a coordinated approach to waterfront protection and development.

## **ZONING AND HISTORIC DISTRICTS**

The Community Board is working with the Department of City Planning on a comprehensive rezoning of northern Tribeca. This area, currently zoned for manufacturing, needs to be rezoned to permit residential development as-of-right. We also want to ensure that any zoning revisions maintain the size and scale of Tribeca as it stands today. There is great pressure from developers to permit larger buildings in this area. We look forward to working with the Department of City Planning on a rezoning plan that meets these goals. Also, we encourage the Department to examine the feasibility of inclusionary housing zoning bonuses for developers in Tribeca and other appropriate neighborhoods in Community Board 1. It is important that we continue to bolster the stock of affordable housing in Tribeca so that this neighborhood continues to include people of various income levels.

Similar development pressure is in play throughout Lower Manhattan, where very large buildings are permitted as-of-right in many neighborhoods. At a minimum, the city needs to ensure that city services and facilities such as schools, parks and libraries, and local amenities such as retail shopping facilities keep pace with such development. We also need to rethink the city's use of zoning bonuses and how this process can be better tailored to provide each community with the services and facilities it needs to grow and prosper.

As the birthplace of New York City, Lower Manhattan finds preserving its heritage an issue of the utmost concern. Landmarks are not only a neighborhood amenity or a subject for school trips. They are integral to maintaining tourism, one of the principal economic motors of Community Board One, and they contribute immeasurably to the desirability of Lower Manhattan as a place to live and work.

Residents of Tribeca and the Seaport have expressed strong support for safeguarding the character and authenticity of these historic communities. An appealing characteristic of both areas is the old cobblestone roadways. CB #1 strongly favors retaining these cobblestone streets, but the city absolutely must do a far better job of maintaining these important resources. CB #1 successfully had funds set aside to rebuild many of the cobblestone streets in the South St. Seaport Historic District, and we would strongly urge the city to identify funds to similarly repair the Tribeca cobblestone roadways, which are generally in poor condition.

We have nine historic districts in Lower Manhattan, including four in Tribeca, the South Street Seaport and Governors Island. We also have many individual landmark structures throughout our Lower Manhattan district. Unfortunately, designating an historic district does not guarantee its integrity. Incursions take place: signage is hung and windows modified out of code; owners make significant unapproved additions. While the individual violations sometimes seem small, their cumulative effect greatly degrades the character and property value of the historic districts. The Landmarks Preservation Commission (LPC) has power of enforcement, but with only one or two enforcement officers for the five boroughs, countless violations go uncorrected. As more buildings and districts gain landmark status in New York, LPC needs additional staff to safeguard our heritage. We urge the LPC and the Mayor to find funding for adequate enforcement, or landmark districts will eventually exist in name only.

Last but not least, consideration should be given to designating an historic district within the Financial District to protect those buildings that are not already individually designated as landmarks.

## **HOMELESSNESS**

Community Board One has historically faced a noticeable population of homeless individuals in the district, particularly in the Battery, where large numbers of homeless people once inhibited positive activities in the park. This situation has markedly improved in recent years, owing to the quality services and programs provided in Community District One (CD#1) by the John Heuss House and the NY Rescue Mission and other agencies. These facilities and programs must be given the funding and support that they need by government agencies to provide their essential services.

Community Board One urges the city to also support these efforts by funding adequate shelter space and embarking on programs intended to create additional affordable housing units. It

is also essential to offer these individuals the social services and counseling they may need to cope with and hopefully overcome mental illness, substance abuse and alcohol abuse. It is in the interest of the city, the community and the homeless population to have safe and secure options so that homeless individuals have viable alternatives to sleeping in parks, doorways, subway stations and streets.

## **SANITATION**

There is a noticeable rat problem in various parts of CB#1, which is exacerbated by the construction that pervades our district. The Departments of Sanitation and Health must redouble their efforts to address this problem through more frequent pick-ups of litter and baiting of sites where rats are seen. CB#1 is working with these agencies to identify areas where these actions must be taken and we will need to work even more closely as construction activity escalates in coming years.

*Julie Menin*

Julie Menin  
Chairperson

*Noah Pfefferblit*

Noah Pfefferblit  
District Manager