

A More Connected Downtown

Without access to and full confidence in its public transit systems, Lower Manhattan will not maintain its leadership in the global economy. Post-September 11 transportation plans should build on the natural transportation hub that existed, and create an even better infrastructure for growth well into this century. Taking advantage of the opportunity to create a bold plan for Lower Manhattan will help the public and business communities regain confidence by strengthening critical infrastructure, and addressing concerns about security such as reliability, redundancy, and visibly improving crisis response.

Rebuilding and improving mass transit can revitalize Lower Manhattan in a way that no other investment can. Transportation investment has profound impacts on patterns of development, which carry with them long-term economic, social, and environmental implications. Lower Manhattan is well served by subway lines, but the system is old and disconnected. There is no commuter rail access to the area. Congested vehicular arteries isolate the waterfronts; there are poor connections between the ferries and subways; and the narrow streets of the neighborhood are poor routes for vehicular traffic.

Transform the transit infrastructure of Lower Manhattan

Before September 11, Lower Manhattan had the highest share of travel to work by public transit of any commercial district in the nation, with 350,000 commuters per day pouring into the area – 80% of which arrived by subway, bus, or PATH train. The destruction of the World Trade Center caused substantial damage to several transportation systems. The PATH station at the World Trade Center, which connected more than 60,000 commuters from New Jersey to Lower Manhattan every day, is severely damaged. The #1/9 IRT subway, which connected Manhattan's West Side and the Bronx to the financial district, sustained damage to approximately 1,900 feet of tunnel and to the Cortlandt Street Station.

The transit infrastructure cannot be supplanted by other modes of transportation. The ongoing recovery efforts at the World Trade Center site restrict pedestrian, vehicular, and bus access to much of the surrounding area, including West Street. Even the addition of special ferry services, which have doubled daily ridership to 60,000 since September 11, can only begin to address the transit losses. Mass transit is also one of the best ways to protect the sustainability of the region well into the future. In the bigger picture, a world-class transportation infrastructure is crucial to securing Lower Manhattan's competitive advantage as the world's premier global financial center.

The effects of the ultimate redevelopment of the World Trade Center site will be a catalyst for other redevelopment. Maximizing transit access and resources on the site and establishing a major transit station would take advantage of the tremendous existing investment in infrastructure. The site's status as a transit node creates the potential for high-density development on or adjacent to the site while also creating opportunities for smaller-scale development.

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The following proposals are a starting point for targeting new infrastructure to promote long term positive impacts, such as high-quality access to Lower Manhattan's jobs, educational opportunities, and public services.

[Expand the Fulton Street-Broadway-Nassau complex](#)

The Fulton Street-Broadway-Nassau station complex is an ideal location for an expanded transfer station/transit hub serving Lower Manhattan because a number of existing and proposed transit lines feeding into Lower Manhattan could be brought together along this corridor. When PATH service is rebuilt, the line should be connected to this new transit hub, either by an eastward extension or by moving walkways, with the goal of eventually developing a one-fare regional system. Building on the subway lines already converging at Fulton/Nassau (A, C, E, J, M, Z, 1/9, 2, 3, 4, and 5), new and restored services could be extended into the station. The hub should also connect to the nearby underutilized N/R lines; the east end of the complex could also link to the future Second Avenue subway; and the entire hub could interconnect with a Fulton/Dey/John Street pedestrian spine.

[Build a central station hall in Lower Manhattan](#)

Hundreds of thousands of people a day passed through the subway and PATH stations that were underground in a four-block area at Fulton, Broadway, and Nassau Streets and the World Trade Center. The station should become an integral part of the city's urban fabric, with the potential for a commensurate major station hall. Building such a magnificent new station at this crossroads would create a center of social interaction and cultural activity for Lower Manhattan – and spur private investment in the area. Just as Grand Central Terminal is the great public room and a welcoming arrival place for Midtown, a new central station at the World Trade Center site would connect people using PATH, bus, subway, and possibly regional commuter rail, and establish the World Trade Center area as the symbolic heart of Lower Manhattan for the 21st century.

[Make intermodal connections at the Whitehall Ferry Terminal and Battery Maritime Building](#)

When restored, the #1/9 should be upgraded to modern standards, including the replacement of the former South Ferry loop, allowing for future extension to Governor's Island and Brooklyn. There is also the opportunity for the new Whitehall Ferry Terminal, currently under construction as an intermodal facility, to be linked to the majestic Battery Maritime Building, currently being restored and rehabilitated for regional ferries. Together they could house a new intermodal terminal connecting the Staten Island Ferry, regional ferries, and buses, as well as the rebuilt #1/9 subway lines. Other transit lines near this location include the N/R and 4/5 subway lines, the proposed Second Avenue Subway and a potential new line along West Street.

[Develop a harborwide network of ferry and water taxi stations](#)

New ferry docks constructed in Lower Manhattan to handle the post-September 11 volume, such as those at Piers A and 16, could become long-term assets. New docks added to the existing ferry docks at the World Financial Center, Whitehall Ferry Terminal, Battery Maritime Building, and Pier 11 will make Lower Manhattan highly accessible to otherwise disconnected areas of Queens, Brooklyn, Jersey City, Hoboken, and Bergen County. Developing a high-speed ferry service between Long Island City and Lower Manhattan could offer a faster, relatively low-cost way to serve LIRR and other commuters from Queens, Westchester and Connecticut.

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Improve north-south transit connections along West Street

Prior to September 11, the western side of Lower Manhattan was underserved by mass transit. The destruction of the World Trade Center has significantly damaged what transit access there was. A new express bus or surface rapid transit route along West Street will improve service in the short run by linking the private and public Hudson River ferry landings, water taxi stops along Hudson River Park, and the Christopher Street PATH station, while providing new service to the developing West Side. Stops in Lower Manhattan could be established near the World Financial Center interconnecting with the PATH line or at the new intermodal Whitehall Ferry Terminal.

Connect to the region with new commuter rail/rapid transit access

Subway capacity in Lower Manhattan will be substantially increased and improved access will be provided to the East Side with the construction of the proposed full-length Second Avenue subway, which already has MTA's commitment. An eventual extension south of this subway into Brooklyn (and to JFK International Airport), or of LIRR service west from the Flatbush/Atlantic Avenue Station to Lower Manhattan, or of other options under study, would reach out to the neighboring underserved areas of the region and provide critically needed access between Lower Manhattan and all of Long Island. As stated in the Lower Manhattan Transportation Access Economic Benefits Study prepared for ESDC, EDC and the Alliance for Downtown NY in 1997, "This study concludes that Lower Manhattan needs dramatically improved access to the regional commuter rail system to survive as a Class A office market."

Address revenues and costs

Investment in the transportation infrastructure will pay for itself in long-term economic and job growth, but in the near-term, creative solutions must be found to ameliorate the congestion in Lower Manhattan, and new revenue sources must be examined to fund those projects. Some of the immediate solutions with low infrastructure costs include extending peak-period transit service, reinforcing employers' policies for flex time, encouraging night-time deliveries for larger buildings and large freight generators, and prioritizing bicycle and pedestrian-friendly routes. Possibilities for new revenue sources in the long term include creating tax-increment finance (TIF) zones adjacent to new transit investment, instituting a universal vehicular fare (like EZPass) with time-of-day tolling on all currently free bridges into Manhattan, and similarly providing regional transit cards with higher fares for Central Business District (CBD) access and peak use while allowing seamless transfers.

Create a walkable neighborhood: public open space and the pedestrian realm

Public open spaces have symbolic and functional importance. The emotional responses of people following the September 11 attack were most often expressed in the city's open spaces: parks, plazas, and streets. From the simple act of coming together in a public place to the creation of ad hoc memorials with candles, photographs, and murals, people used public space to share their feelings and ideas. We believe that this urge to express emotion in a shared public way will continue for a long time, and makes the planning and design of public spaces critical to the long-term success of Lower Manhattan.

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One of the challenges in planning Lower Manhattan is to create a network of parks, plazas, boulevards, and other pedestrian-friendly streets in order to provide easy access to the waterfront, public transportation, and other major destinations in the area. Area-wide wayfinding and information systems will help to orient, inform and direct use of the underutilized resources, while reinforcing community connections.

Plan the open spaces

Gathering places are needed for a variety of purposes to serve the diverse community of Lower Manhattan. Consequently, spaces of varying size and scale should be planned and built around the neighborhood. Large plazas can have as their draw significant cultural institutions and host the performing arts. Community and neighborhood parks can hold greenmarkets and seasonal concessions, in addition to being significant oases. Small urban plazas provide places of respite. An interconnected pedestrian realm from east to west and north to south will serve the residential, visitor, and business communities. Major and minor corridors — boulevards and smaller pedestrian-oriented streets — should be interwoven to create the framework for a network of public open spaces.

In general there should be no net loss of the open space that existed in the previous World Trade Center complex. That space should be replaced either within the restoration area or in other underserved areas close to the site. There are opportunities to create pedestrian links at the immediate site and as a result of street closures adjacent to high-risk buildings.

Improve north-south corridors

Strengthening North-South corridors while improving East-West pedestrian access will allow Lower Manhattan to relate to Midtown. These corridors are needed to provide access from tunnels and bridges further north.

Redesign West Street for better access and connectivity

Because West Street must now be rebuilt, the relative incremental cost is lower now than it will ever be to implement critical improvements. A primary long-term objective is to integrate Battery Park City into the fabric of Lower Manhattan and provide safe and easy connections to the waterfront from the rest of downtown. Currently West Street's 260-foot width ramp configurations, former use by through-traffic, and current use as staging area for ground zero work combine to create a substantial pedestrian barrier — and isolate Battery Park City and the Hudson River waterfront from the rest of Lower Manhattan.

By coordinating the plans for Route 9A and Hudson River Park improvements with the significant investment anticipated for reconstruction in the World Trade Center area, there is an opportunity to reduce the negative impact of heavy through traffic on West Street to the Brooklyn-Battery Tunnel and Lower Manhattan underpass and redesign West Street's local connections. A desirable approach is to lower access/egress below existing grade for through traffic and to redesign the street level as a landscaped boulevard for local traffic, bikeways, and pedestrian movement.

Extend north-south connections through the 7 World Trade Center site

Greenwich Street and West Broadway both currently terminate at the north end of the 7 World Trade Center site. These are two very important north-south visual and pedestrian connections for Lower Manhattan. It is important that 7 World Trade Center be treated as part of the overall World Trade Center site and planned in accordance with the same principles as the rest of the site.

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Celebrate Broadway as a pedestrian-friendly "Main Street"

To encourage walking and round the clock activity in Lower Manhattan, a primary pedestrian route along Broadway should be a top priority. This "main street" for Lower Manhattan would channel heavy pedestrian traffic on Broadway north of Canal Street down to the Battery. Streetscape amenities, improved lighting, and directional / informational / historical signage, as proposed by the Alliance for Downtown New York, would enhance the image of Lower Manhattan as a residential district and tourist destination. This route would also connect the proposed Fulton Street transit hub with the new intermodal Whitehall Ferry Terminal.

[Improve east-west pedestrian connections](#)

Lower Manhattan suffers from weak east-west connections. Three corridors, all of which help pedestrians reach the existing north-south transit lines, have been identified to help strengthen this movement and add impetus to the 1997 Lower Manhattan Pedestrianization Plan and 1999 Downtown New York Streetscape Plan.

Chambers Street

Upgrade Chambers Street with a pedestrian route linking the north end of Battery Park City across West Street at the existing pedestrian bridge eastward to City Hall and the Brooklyn Bridge. Such an approach would encourage pedestrian and bicycle use by incorporating streetscape improvements and de-emphasizing truck and auto use.

Fulton Street/Dey Street

Create a circulation corridor through the World Trade Center site along Fulton/Dey Streets into Battery Park City, ultimately extending from the Hudson to the East River. This route should favor pedestrian use and link the World Financial Center ferries and North Cove, the Winter Garden, and the World Trade Center memorial with the Fulton Street transit hub, South Street Seaport, East River Promenade, and Pier 16 ferries.

Wall Street/Rector Street

Enhance Wall Street and Rector Street with streetscape and pedestrian amenities to create another east-west pedestrian connection between the two rivers. In the near term, a proposed new Rector Street pedestrian bridge could extend this movement into Battery Park City. In the future, improvements to West Street will strengthen this link and provide a framework for adjacent development.

[Enhance streets surrounding the World Trade Center site](#)

The streets surrounding the World Trade Center site can also be upgraded to contribute to a vital open space network.

Vesey Street

Rebuild Vesey Street as a green corridor with new public open spaces that sweep across Lower Manhattan, from City Hall Park and St. Paul's Churchyard to the World Financial Center's Winter Garden and Vesey Street Park on the Hudson River. This would create an inspiring public setting for the northern edge of the World Trade Center site and the proposed Lower Manhattan station. Create a Barclay-Vesey Street (east-west) couplet to strengthen vehicular connections and allow for green / pedestrian connections with City Hall. A transit shuttle could also be integrated into the overall public space to enhance connections from ferries and water taxis to the center of town.

Connections at World Trade Center Site

Note: The diagram below illustrates planning concepts but does not represent specific proposals.

Key Concepts:

1. Include Future Memorial Site
2. Create New Transit Center
3. Preserve Winter Garden View Corridor
4. Define New Landscapes/Green Space
5. Develop New Opportunity Zones
6. Link Neighborhoods
7. Define East-West Corridors

Treat WTC 7 as integral part of overall site, facilitating connections between Tribeca and areas to the south

Strengthen East-West connections throughout downtown

Reconnect across West Street to integrate the fabric of Downtown, BPC, and the waterfront

Create a below grade connection to BBT with a new West Street boulevard at grade to provide egress at various points within the opportunity zones*

Maintain existing below grade connections to FDR



Continue Greenwich Street-West Broadway as a North-South pedestrian corridor through the WTC site

Create Barclay-Vesey Street (East-West) couplet to strengthen vehicular connections and to allow for green/pedestrian connections with City Hall

Locate new Lower Manhattan Station at end of Fulton Street corridor

Preserve the now-existent view corridor of the Winter Garden from Broadway and include a pedestrian link












Link WTC and Fulton Street stations underground through an expanded subway system to include the PATH and regional rail



Dey Street View Corridor from Broadway to the Winter Garden

* An opportunity zone is demarcated by a boundary line but does not represent a building footprint. An opportunity zone can be developed in multiple ways to include greenspace, circulation, public space, and building mass in its definition

Legend:

	Green Space		Lower Manhattan Station
	Opportunity Zone *		View Corridor
	Building Site		Below Grade Vehicular Traffic
	Below-Grade Infrastructure		Ferry Landing
	Vehicular Couplet		Subway Stations
	Pedestrian Link/View Corridor		

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Liberty Street

Liberty Street is also a terrific east-west connection through the heart and history of the financial district. The plan should connect the North Cove of Battery Park City to a series of public places such as Liberty Park, the Police Memorial, Chase Manhattan Plaza, Louise Nevelson Plaza, and the Federal Reserve Bank.

Connect the Hudson and East Rivers with a continuous promenade and bikeway

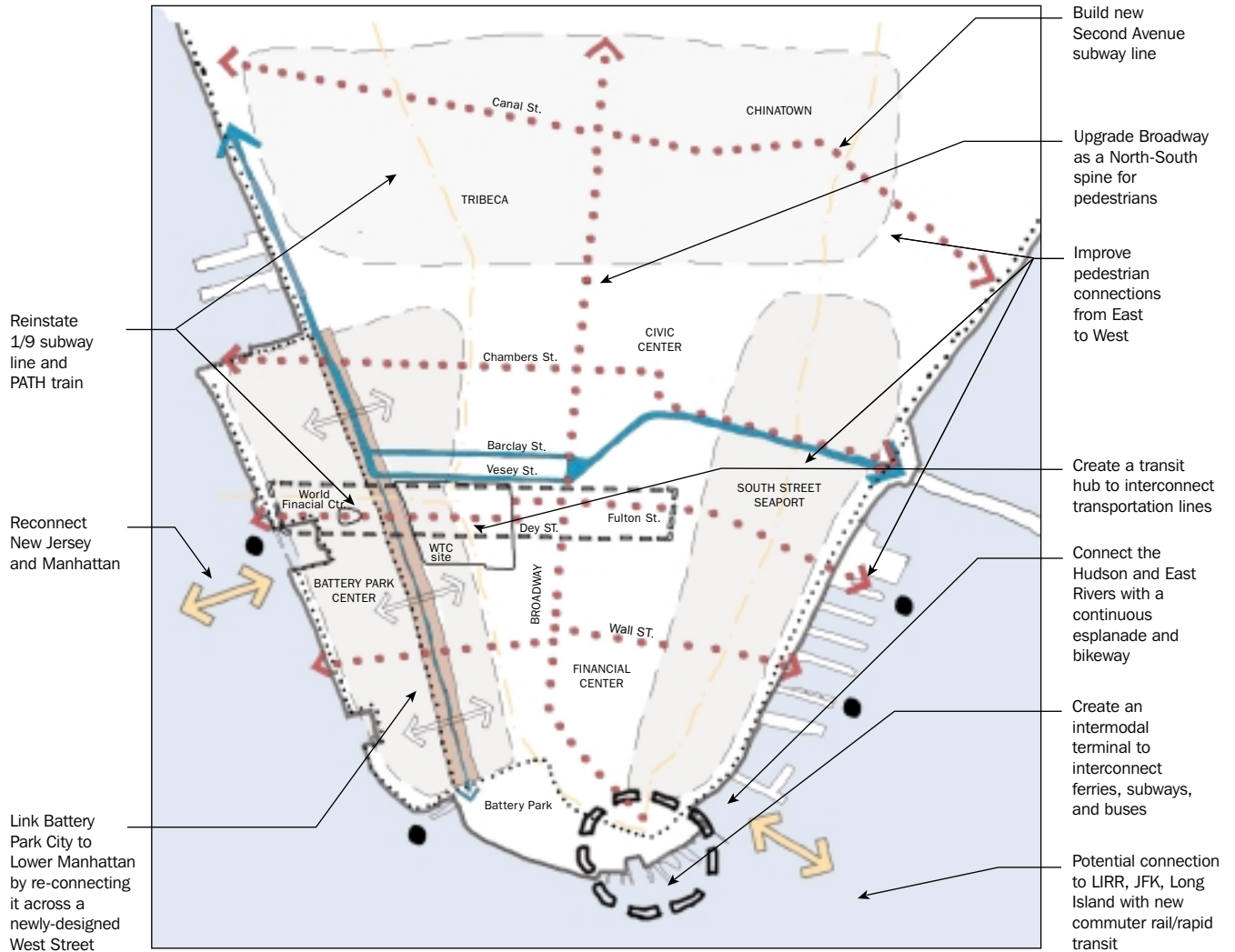
Existing pedestrian/bikeways along the East and West Side waterfronts could be strengthened by extending the promenade inland around Battery Park, where it is interrupted, and incorporating urban design amenities already in place at Battery Park City and proposed for downtown.

Connections Within Lower Manhattan








Note: For regional links, please see "Regional Connections"

Key Concepts:

1. Improve Connections East-West
2. Upgrade Broadway as "Main Street"
3. Reconnect Neighborhoods
4. Encourage Pedestrian/Bicycle Traffic
5. Link Hudson and East Rivers
6. Connect Transportation Line at Central Locations



Legend:

	Transit Station		Neighborhoods
	Vehicular Bypass		Subway Line
	Pedestrian & Open Space Link		Continuous Promenade and Bike Path
			Ferry Terminal

Regional Connections

Key Concepts:

1. Enhance Transportation Connections from Surrounding Areas
2. Improve Access to the West Side of Lower Manhattan
3. Create a Water Transportation Network
4. Improve Access to the Regional Commuter Rail System

Improve access to the west side of Lower Manhattan, consider new bus routes

Construct new Second Avenue Subway to link the east side of Manhattan with Downtown

Expand Fulton Street Transit Center to connect Lower Manhattan PATH, existing and future subway lines (A, C, E, J, M, Z, 1/9, 2/3, 4/5, N/R and Second Avenue Subway)

Rebuild 1&9 Subway allowing for the potential extension to Governor's Island and Brooklyn

Develop a harbor-wide network of ferry and water-taxi stations with new terminal locations

Build Intermodal Connection at the Whitehall Ferry Terminal to connect the N/R, 1/9 and 4/5 subways, Staten Island Ferries, Bus lines and Battery Maritime Building regional ferries

Connect to the Region with new commuter rail/rapid transit access



Legend:

- | | | | |
|---|-----------------|---|----------------------|
|  | WTC Site |  | 1&9 Subway |
|  | Transit Center |  | Second Avenue Subway |
|  | Pedestrian Link |  | Ferry Terminal |
|  | Vehicular Link |  | Potential Docks |
|  | PATH Train | | |