



## **STATEMENT OF COMMUNITY DISTRICT NEEDS**

**Fiscal Year 2009**

### **INTRODUCTION**

As we approach the six year anniversary of the September 11<sup>th</sup> attacks, Manhattan Community District 1 continues to face the difficulties of living through the disruption caused by the many construction and rebuilding projects throughout Lower Manhattan that will transform our neighborhood over the next decade. The Freedom Tower, the new PATH Station, the Fulton Street Transit Center, World Trade Center (WTC) Towers 2, 3, 4 and 5, the World Trade Center Memorial and Performing Arts Center, major reconstruction of our waterfronts along the East River and Hudson River, the upgrading of Route 9A, and the deconstruction of the Deutsche Bank and Fiterman Hall buildings, along with dozens of new residential towers, the construction of the Goldman Sachs global headquarters, continuing road and infrastructure reconstruction and ongoing park revitalization projects all present a cumulative challenge to the community of residents, workers, and visitors who are in Lower Manhattan every day.

This activity will severely challenge the quality-of-life for area residents and workers, greatly increasing traffic congestion and adversely affecting air quality and noise levels at a time when people who were in the area on September 11 remain anxious about its effects on their health and wellbeing. At the same time, the growth will improve the area's infrastructure and present a unique opportunity for CB#1 and other stakeholders to shape the community's future in a positive way. Plans will be considered and developed that will result in new benefits and amenities such as parks, open spaces and cultural facilities that will meet the needs of area residents for many years to come.

Thousands of new housing units have been built since 9/11, bringing thousands of new residents who need and demand all types of new services and facilities ranging from schools, parks and libraries to better retail services. This growth in the residential community continues unabated, with several large buildings going up at the present time and more planned in the near future. The business community faces challenges as well, in particular the need to recapture many of the estimated 60,000 jobs which Lower Manhattan lost as a result of 9/11. Community Board 1 is the

fastest growing residential district in the City and remains the third largest business district in the country. With eight million square feet of new office space soon to be constructed at the WTC site, we need to ensure that businesses continue to move back to Lower Manhattan especially amidst construction inconveniences. Recent signs have been very encouraging, with the vacancy rate for commercial space continuing to decline according to reports issued by the Downtown Alliance. It is important that impacts from construction projects be limited to the greatest extent possible so that this trend will be sustained.

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.

While this unprecedented construction and rebuilding poses challenges and opportunities for our district, Lower Manhattan continues to work to address many of the same needs that we have identified for years which include the need for vibrant and varied retail services; the need for a revitalized East River Waterfront and completion of Segment 3 of the Hudson River Park; the need for adequate parking and traffic coordination, and the need to provide our children with adequate public schools, ballfields and after school programs. 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 will continue to find the services and amenities that they need to enjoy a comfortable and fulfilling retirement. We also must ensure that services and resources are available for people who wish to raise children in the neighborhood. These include schools, ballfields and other educational and cultural resources. For example, CB#1 is working to ensure that our one ballfield complex at Battery Park City remains open and accessible to our burgeoning little leagues during the construction period for the new Milstein residential building adjacent to the fields. It is a high priority for us to build new schools and other facilities to meet the increasing need as our population grows.

## **GEOGRAPHY AND DEMOGRAPHICS**

Six distinct neighborhoods make up Community District 1: Tribeca, Battery Park City, the Financial District, the Seaport, the Civic Center and Greenwich South. These are all mixed-use neighborhoods, with strong residential growth occurring throughout the district, most dramatically in the Financial District. The district also includes nearby Governors Island, Ellis Island, and Liberty Island.

Clearly, 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 ensuing decade to a bit over 25,000 in 1990, and rose another 9000 during the 1990s to 34,420 in 2000. In total, therefore, our Community Board #1 residential population grew by 336% between 1970 and 1990.

But it is the residential growth that has taken place since 2000 which is even more remarkable and noteworthy. According to our monitoring of new residential buildings and conversions in our district, a total of 15,611 new housing units have been built or are scheduled to be built since 2000. This would conservatively add over 31,000 additional residents to our district. And with plans in place to add thousands of units of residential housing in the Greenwich South area, the Fulton Street Corridor, and in the Seaport, that number will almost certainly 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 is improved and expanded to meet new needs.

## **REBUILDING LOWER MANHATTAN**

As rebuilding plans evolve, Community Board #1 has played a very active role in representing the interests of local residents and workers and making sure that the community has the proper 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 MTA, the Department of City Planning, the Economic Development Corporation 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.

A primary goal in conjunction with rebuilding Lower Manhattan continues to be the retention of 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 Performing Arts Center and other cultural facilities are not left to be developed as an afterthought. Moreover, it is important that impacts from the development be addressed on an ongoing basis. It will be of great importance to identify a location for the tour buses that will visit the site. CB#1 is working with the LMCCC and other appropriate agencies on this effort.

As we rebuild, special emphasis must also be placed on strengthening the commercial/Wall Street core, which lost an estimated 60,000 jobs after 9/11. There have been very positive signs recently that Lower Manhattan is viewed once again 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. The improvements to our waterfronts, new parks and transportation hubs, and expediting the new cultural and Performing Arts Center at the WTC would also make Lower Manhattan a more desirable destination for businesses.

Other more specific improvements that Community Board No. 1 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, additional street-level retail space, an improved and revitalized waterfront, and better enforcement of traffic regulations. Listed below are some of our highest priority projects that we feel are essential to the future of Lower Manhattan:

### **1. 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. But 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 to develop 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 which will serve the needs of local residents, workers and visitors alike.

Community Board No. 1 is encouraged that the Lower Manhattan Development Corporation has allocated \$150 million toward East River Waterfront improvements and that the Economic Development Corporation has begun work on the long anticipated East River Esplanade and Piers Project. While this is a good budget allocation to get this project started, we do believe 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 No. 1 urges the Economic Development Corporation and the Department of City Planning to work closely with CB#1 on identifying additional funds and arriving at a final design and to move forward expeditiously in the implementation of this project, which is strongly supported by the community.

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 development of 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 develop this most important stretch of waterfront. Recently the City announced plans to develop the Battery Maritime Building with several uses, including a hotel, a food market and waiting areas for some of the ferries that collect and disperse passengers at points adjacent to the building. CB#1 looks forward to reviewing this plan which 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, including the recent announcement of a playground there that will be designed by renowned architect Frank Gehry.

CB#1 also expects in the coming years 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 reimagine the Seaport area and it will be important to ensure that development there is in keeping with the low-rise historical character of the Seaport district and integrated with the rest of the district. It may also provide the community with an opportunity to propose amenities in the area such as renovations and development of community-friendly uses on nearby piers that have become dilapidated.

## **2. 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, a playground, a boathouse, and a river study and research center - that would enrich the district and draw residents and visitors alike. Completion of this project would 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 popular and successful amenities. The Hudson River Park Trust has presented its plans to CB#1, which has consistently articulated the importance of our community helping to shape its design. However, we remain very concerned about the fact that funding is needed for the design and development of the estuarium and other aspects of the plan for Pier 26, including elements of the design of the kayak facility that seem inappropriate and plans for a restaurant that are not in keeping with the needs and wishes of local residents. CB#1 is also concerned about whether funding is in place to complete Piers 25 and 26 as envisioned. Community Board No. 1 considers this park necessary to the revitalization of Lower Manhattan, and urges State, City, and Federal officials to identify the funds necessary to fully realize it on schedule.

## **3. Fulton Street Reconstruction and Revitalization**

Fulton Street is probably the most important east-west street in the district connecting the South Street Seaport to the WTC site and Battery Park City. The City Department of Transportation has begun a sewer and roadway reconstruction that is tied to a storefront revitalization project. The \$38 million Fulton St. Revitalization Project promises to revitalize retail storefronts, the streetscape, and to create better open space 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 ever-growing residential population. We are concerned that the sewer and roadway reconstruction proceed as rapidly as possible with minimal disruption to businesses and residents and that additional capital funds are allocated to ensure that the revitalization project has sufficient funding to address all of the stated goals.

The new Fulton Street Transit Center is 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. The current state of Fulton Street makes it imperative that investments be made in lighting, retail, cultural facilities, and open space on this street to offset the impacts of the revitalization project and ensure that the street's future is worthy of its important role connecting the east and west sides of the district.

#### **4. 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. In the coming months Manhattan Youth will open a major center serving youth and people of all ages near Chambers and West Streets. In addition, a new community center is being built in Battery Park City to serve the growing community there. The need exists also for an additional facility east of Broadway to service the fast growing population there for which no comparable facility exists or is planned. With the tremendous increase in the population of the Financial District and Seaport and Civic Centers, a community center is urgently needed to stabilize the neighborhood and make it more compelling for workers and employers. Our goal is to establish a major center that would equal any in the city for excellence and breadth.

#### **5. 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 presently 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 for this Center is lagging behind other aspects of the development of the site. There have also been recent changes in plans for the Center and it is important that the two cultural organizations that have planned to establish residency there - the Signature Theater, and the Joyce – be accommodated at the WTC site. It is distressing that there has been so little progress towards the completion of this most important project. Only the \$50 million allocated by the LMDC is in place to cover the estimated \$200 million price tag. Community Board #1 strongly urges that the City and State ensure the future of the Performing Arts Center so that it can be developed along with other projects at the site.

## **6. 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 going up at the NY Downtown Hospital parking lot site at the present time, the hospital plans to add a new ambulatory care facility to be located there. In addition, NY Downtown Hospital has requested funding from LMDC for the development of the Lower Manhattan Imaging and Cardiovascular Center. These are positive improvements and we look forward to further improvements 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 reports continue to arrive indicating the seriousness of the 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.

## **7. 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 consistently score near the top in terms of Citywide reading and math scores. The current conditions of overcrowding in Lower Manhattan schools will only worsen over time, as the population rises, and the quality of our schools is sure to suffer if nothing is done to correct this problem. It is imperative that the City provide this growing population with the schools and services it requires so that we continue to attract and retain the families that are the lifeblood of our community. We are pleased that a K-8 school is to be incorporated into the Beekman Street tower being built by Forest City Ratner. Community Board No. 1 strongly urges the City to create additional schools for the Lower Manhattan community, and specifically requests that the City consider locating a public school at Site 2B in Battery Park City. Discussions are underway regarding the possibility of a school at Site 2B, and we are very encouraged by the progress that has been made. A new school there is needed to meet the growth in the school age population in our district that is projected in coming years.

## **8. 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. Therefore, Community Board No. 1 is appreciative of the donation made by Goldman Sachs for the development of a new branch of the New York Public Library in Battery Park City. Community Board No. 1 welcomes this future amenity for Lower Manhattan and we look forward to seeing the design for it and hope that funding for this facility will be fully in place within the next several months.

## **9. 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 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 the largest revenue sources for New York City. Leveraging and growing these historic strengths is key to revitalizing Lower Manhattan.

Recent signs in the commercial real estate market in Lower Manhattan have been very positive, with recent vacancy rates approaching those prior to 9/11. 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 Financial Services industry is returning to Lower Manhattan. With the near-constant construction that will be ongoing for the next ten years, it is especially important that our community have mechanisms in place to 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 support and 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.

## **10. Commuter 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. Many of the planned improvements to Lower Manhattan will force these buses to circulate through the neighborhood in search of places to park during down times. 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 depends on having a dedicated place for these buses to go—and that means a bus storage facility to keep these buses 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 facility for commuter buses on the east side of the district, which arises because of the planned development along the East River waterfront. The City Department of Transportation has 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.

## **11. Housing**

It is of paramount importance that Lower Manhattan remains 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. Affordable housing is a cornerstone of any successful community, and Lower Manhattan is no exception. Just as important as creating new affordable housing units is our ability to maintain the affordable units that we already have. We must also continue to fight to maintain what we have in 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 often 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 or additional community infrastructure such as schools, libraries, parks, and retail or grocery markets. Community Board 1 residents are still struggling after two decades to bring amenities to the district 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 Site 5C, Site 5B, 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.

## **12. Mitigation of construction impacts**

Lower Manhattan faces a special challenge as we enter the 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 new South Ferry Station, and the dismantling of the Deutsche Bank building and the reconstruction of Fulton Street. Some projects are just beginning, or are scheduled to begin shortly, including the construction of the Freedom Tower, the World Trade Center Memorial, and the Beekman Street Forest City Ratner building. 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, the local businesses relied on by residents and workers will be severely jeopardized by these impacts.

The Lower Manhattan Construction Command Center is charged with the significant responsibility of mitigating adverse impacts from construction. At a minimum, 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 the Minskoff organization, follow their lead and utilize low sulfur fuel. This will make an extraordinary 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. All development should be subject to environmental review procedures and comply with all building codes. 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.

## **13. Retail**

Quality retail shopping is the No. 1 factor that would most entice current residents to remain in the neighborhood. This means attracting new retailers to our growing community and retaining small businesses that meet the needs of area residents. New, high quality retail is part of the plan for the World Trade Center site and, to a lesser degree, the Fulton Street Transit Center. The upgrading of Fulton Street also will hopefully bring in additional retailers more geared towards the new residents of Lower Manhattan. General Growth Properties, which recently took ownership of the South Street Seaport Marketplace, also is expected to play an important role in expanding our retail options and attracting new and interesting retailers Downtown. Retail options and a diverse mix of retailers are 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 that meet the needs of those who live, work, and visit Lower Manhattan. We must also do everything possible to support existing retailers.

#### **14. 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.

Steps also must be taken to consult the community when street closures become necessary and to utilize less offensive street furniture when closing off areas, as has been done in the Wall Street area. The Department of City Planning has consulted regularly with CB#1 as it has developed effective and welcome ways to make security in the area of the New York Stock Exchange less intrusive. Finally, we would strongly recommend that areas closed after 9/11 be re-opened to the public to the greatest extent possible. 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 and comparable ways to safely re-open Park Row and the northeastern end of City Hall Park should be explored and implemented.

### **OPEN SPACE**

#### **1. Ballfields to serve CB 1**

As our population grows, the pressure on the ballfield in Battery Park City to service 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. In order to maintain the ballfields, the BPC Parks Conservancy closes the fields from December through March and every Monday while they are open during the months of April through November. BPC has thus far resisted our appeal to replace the grass with artificial turf so our leagues and many other organized sporting groups are paying the price by 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. We know that many other entities such as the NYC Parks Department and the Hudson River Park Trust now utilize artificial turf fields and are quite happy with those fields. The Battery Park City Authority has formed a task force together with CB#1 to explore this possibility and we sincerely hope that this initiative will result in the installation of artificial turf on their playing fields in order to allow far more children and adults to utilize these important resources for our community.

The CB also urges that steps be taken, where possible, to identify other potential playing field sites in CB 1. We understand that we have limited options but we need to look creatively for space on piers, on roofs of buildings, and at existing parks (Battery Park, Rockefeller Park, Wagner Park) to create additional active recreation options for our growing population. Other options are to make the fields on Governors Island and Pier 40 more available for organized league use etc. 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 our youth to use the fields there for organized athletic activities. We would like any future plan for Pier 40 to address the growing population of youth in Lower Manhattan and the increasing need for ballfields.

## **2. 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. At 172 acres, this island contains 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 1 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 remain open to the public and easily accessible as possible. Community Board 1 looks forward in the near future to the selection of a design team to propose alternatives for the future development of the Island. We wish to continue to work closely with the Governors Island Preservation and Education Corporation as

it develops the Island so that the needs of Lower Manhattan residents are taken fully into consideration.

## **2. Small parks in CB1**

We are particularly pleased that, thanks to rebuilding funds provided by the LMDC, progress is ongoing 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 to the public of the north end of City Hall Park and look forward to a plan for the redesign of the northeastern sector. We also welcome the plan for an innovative playground at Burling Slip Park and the recent announcement that Frank Gehry will design a playground 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 meets the need for landscaping and greenery in the area while also respecting the historic surroundings of the site.

## **TRANSPORTATION**

### **1. 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, students, visitors etc. who need to cross this busy street several times per day. We receive many complaints from them that crossing this street/highway is very challenging and there is particular concern for the many children and seniors who need to cross. 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.

### **2. Parking**

We continue to have a major problem with government-authorized vehicles parked all over the streets and sidewalks of Community District 1. City, State, and Federal agencies need to find solutions to this "placard" parking problem so that the pavements of Community Board 1 do not serve as a parking lot. 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. The authorized parking, and particularly these egregious abuses, creates 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 their trucks 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 No. 1 also urges that the City create more on-street (alternate-side-of-the-street) parking in our district to accommodate the ever-growing residential population.

### **3. Managed Street Plan**

The need for a managed street plan to make the district an appealing place to visit and do business has been pressing for years. We firmly believe that the temporary inconveniences that some businesses and residents may experience will be more than compensated for by the increased quality of life and attractiveness of the neighborhood.

A managed street plan needs, at a minimum, to establish designated times for deliveries and garbage pick-up, and to create adequate parking for both tour buses and commuter bus lines, and for black cars. A security center and bus parking facility beneath the new World Trade Center will help address the problem posed by buses destined for the WTC Memorial and other WTC attractions. But another large bus storage facility needs to be created elsewhere to accommodate the many dozens of commuter and additional tour buses which enter and exit Lower Manhattan every day. If possible, such a facility should be below ground and vented in such a way that exhaust is not spewed directly onto the street to create noxious conditions

### **4. 2nd Ave. Subway**

Running from the Upper East Side into the Financial District, the long-desired 2<sup>nd</sup> 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. Other recently proposed mass-transit projects, such as an extension of the 7 line west on 42nd St, should not take away Federal transportation funding from the 2nd Ave Subway.

### **5. LIRR/JFK Link**

Community Board No. 1 supports the creation of a rail link to the LIRR and JFK 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.

## **6. Ferry Service**

The disruption of PATH service demonstrated the great potential for the use of water transportation. The quick implementation of new ferry routes helped Lower Manhattan recover after 9/11. Boats from New Jersey, Brooklyn, Manhattan's Upper West Side, and La Guardia Airport bolster our linkages to the region. The flexible arrangements for docking, however, while essential during emergencies, can have unintended consequences on residents when not planned for adequately. Community Board No. 1 is concerned that boats described as "water taxis" are in fact small ferries, and insists that the docking of all commuter boats must be carefully considered. 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 what the City gives zoning bonuses for 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 the preservation of 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 two of the

principal economic motors of Community Board No. 1: tourism and the financial industry.

Tribeca and the Seaport are two historic districts wherein the local population has expressed strong support for safeguarding the character and historic authenticity which permeates these areas. One characteristic which sets these areas apart are their old cobblestone roadways. The CB strongly favors the retention of these cobblestone streets but the City absolutely must do a far better job of maintaining these important resources. The CB successfully got 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 Landmarks Preservation Commission and the Mayor to find funding for adequate enforcement, or landmark districts will eventually exist in name only.

## **HOMELESSNESS**

Community Board 1 has historically faced a noticeable population of homeless individuals in the district, particularly in the Battery, where large numbers of homeless people have inhibited activities in the park.

Community Board 1 urges the City to continue to give the necessary attention to the problem of homelessness by funding adequate shelter space and embarking on programs intended to create additional affordable housing units. Another key component is offering 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 these homeless individuals agree to leave our parks, doorways, subway stations and streets for better living options offering them more hope for a better future. We feel that the cost of these programs and services will ultimately be less than the costs of inaction - of emergency housing at exorbitant rates, and the massive hidden costs to city businesses of a highly visible homeless problem.

CB#1 has several facilities that are providing needed services to homeless people, including the John Heuss House and the NY Rescue Mission. These facilities must be given the funding and support that they need by government agencies and supplemented by other providers to meet existing needs.

## **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*  
*Chairperson*

*Noah Pfefferblit*  
*District Manager*