

To our beloved "foxy" with
respect and affection.
M

To Tom who
helps lead us to
the light + tunnel
to me + unwell
Marty
Gordon

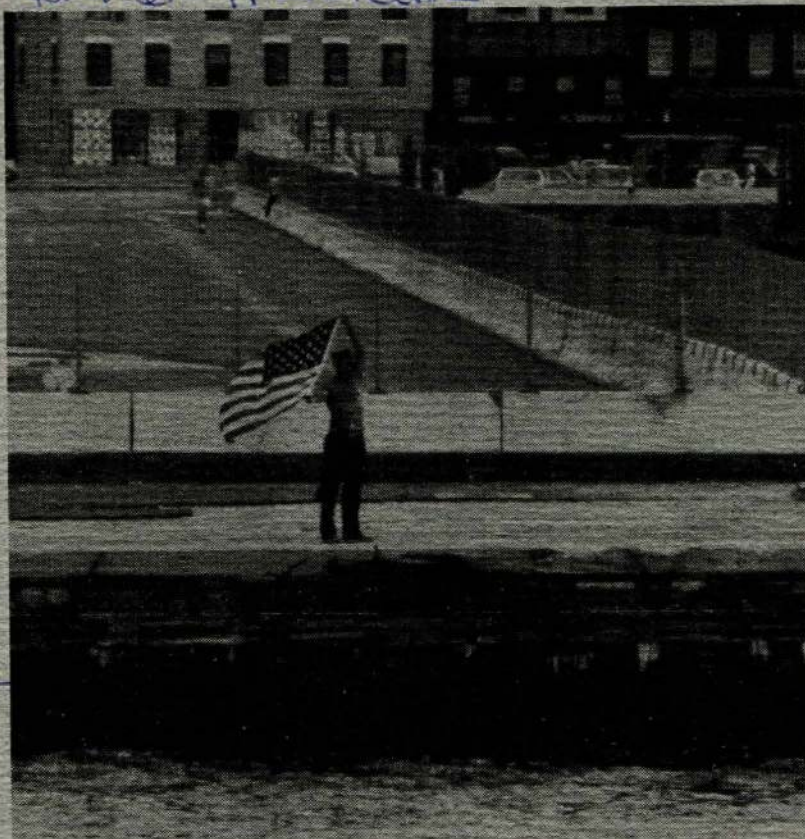
Highways &
Bikes are compatible
D.E. Taylor

Robert
Beaudin
Gretz

To Tom with
great affection
and admiration
for your tenacity
energy Love, Conn

WEST SIDE TASK FORCE

We'll be
together at
No opening
Montark
To Tom
my park guide
Bob Trentlyon



To Tom,
with admiration and
appreciation, Les Beger

Jeanne Marland
To Tom -
And we were
on the same
side!
Nat

Tom -
You helped us understand
war

Final Report

January 8, 1987

"public involvement" can really mean
to everyone - Thank you
Congratulations - Lilla

The photo on the cover taken by Ann Bittenwieser during an August 1986 Task Force boat tour, presents a poignant view of the opportunities and obstacles confronting those who have a vision of a superb, multi-faceted West Side corridor. In capturing a citizen's desire to seek waterfront access in spite of deteriorating piers and man-made barriers, it also symbolizes hope, patriotism, and the kind of New York "gutsiness" that assures the realization of this vision.

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January 8, 1987

Dear Governor Cuomo and Mayor Koch,

On behalf of the West Side Task Force, I am pleased to submit this report setting forth our views and recommendations.

The West Side Task Force was formed on July 27, 1986 and charged by the governor and mayor with a dual mission -- to recommend a replacement for the West Side Highway and to create guidelines for the future of the Hudson River waterfront.

Our 20 members were drawn from government, business, labor, and the public, in the hope that such a diverse group could untangle the web of bitterness and mistrust remaining from the decade-long battle over Westway. Erasing all the divisiveness of the past may be impossible, but the Task Force determined to design a roadway that could gain the necessary public and governmental acceptance to go forward.

Probably no piece of Manhattan real estate has had such a complicated and controversial history, and resolving its future is an assignment the Task Force, in the limited time given it, could only begin. Establishing a new purpose for this land in keeping with the broad claims upon it carries a responsibility of enormous proportions. To open the West Side waterfront for public use is a once-in-a-lifetime opportunity. It must be done with care, over time, and through consensus.

When the governor and mayor announced the appointment of the Task Force, an apprehensive community was sharply divided about the issues to be

studied. In an environment that was poisoned by past battles and polarized between those who fought for the status quo and those who were insensitive to legitimate community fears, the Task Force needed to establish immediate credibility. To narrow the areas of contention, strong efforts were made to involve all interested groups and individuals in a fair and open process. Visits were made to all elected officials and community leaders. Opponents and proponents of past West Side developments were contacted to enlist their participation in response to community apprehension about "in camera" decisions and preordained conclusions. All Task Force meetings were open to the public, and reports of every working group session were made available.

The selection of outside consultants to evaluate and supplement the blizzard of statistics, reports, and renderings that had inundated the community over the past eight years was perhaps the most critical judgment made during the initial weeks of Task Force activities. Great care was taken during this process to be certain the consultants would not be burdened by past associations, perceived or real, with any of the parties to the Westway debate. The Task Force also selected minority professionals to assist in its analytic efforts.

To engage the community in constructive dialogue, briefings were scheduled for community boards, elected public officials, and a broad array of individuals and representatives of local and city-wide interest groups. A public information meeting, an all-day community workshop, and open hearings were held. Community representatives also accompanied Task Force members on visits to study the waterfronts of Baltimore, Boston, and Toronto. Several were invited as technical advisors to the "retreat" at Mohonk where key elements were agreed upon.

Over this long weekend, differing and strongly held views, argued during innumerable meetings over many weeks, began to find their center of gravity. The concept of an urban boulevard, narrower than the existing West Street, merged with the image of an active, inviting waterfront open to all New Yorkers. Seeking a fair balance among possible public and private uses of the waterfront is obviously a difficult undertaking, and a wide variety of views was represented on the Task Force about what this balance should be.

On the one hand, some members urged that because this land is in the public domain, purchased with tax dollars for a purpose no longer required, it should be mapped as park land. Its value to the city would lie in enhancing the quality of life not only in nearby neighborhoods but throughout the city. Such an approach views the waterfront not as generating income from itself but, like Central Park or the Brooklyn Heights Esplanade, as generating value by its existence as a major public benefit.

On the other hand, some members saw the waterfront as a great development opportunity in which public uses would combine

with private or public mixed-use development, including a large number of housing units. A percentage of potential profit from this development would underwrite the cost of waterfront public amenities. A third view held that public use should be paramount but that appropriate commercial uses, such as restaurants and marinas, are not incompatible.

While the Task Force identified a range of available land use choices to be considered as waterfront planning proceeds, we felt that the critical first step in this long, arduous, and delicate planning process would be designing a roadway that both fulfills its traffic responsibility and provides substantial open space and new opportunities for a variety of public uses. The Task Force as a whole is committed to a pedestrian-oriented roadway that will ease existing traffic conditions, link to the city's existing highway system, improve air quality, provide safe access to the river, and create an esplanade along its entire length with no physical or visual barriers between the city and the river.

Specifically, our agreement recommends a six-lane urban boulevard with provision for grade-separation at critical locations for reasons of air quality and pedestrian safety. At the same time it allows for a continuous esplanade, together with a walkway and bicycle path, as well as active recreational use of the river and waterfront.

Task Force members agreed that a basic six-lane road was sufficient to return former traffic now diverted to city streets back to the perimeter, but not big enough to induce new vehicular traffic -- a prospect clearly rejected by all Task Force members. Strong support was also expressed for current city efforts to discourage automobile use in the Central Business District.

However, some Task Force members hope that the full extent of recommended grade-separations may not be necessary, and ask that in the design and environmental review process which lies ahead, efforts be continued to determine whether there are less costly ways to achieve the roadway objectives of the Task Force.

Task Force members are united in endorsing the need to plan for waterfront change in an integral fashion, in our desire that highway and public transportation planning be part of the process, and in our support for a new administrative body that would plan and facilitate waterfront change.

The Task Force regards the public esplanade as an essential part of its waterfront vision. We agree that the roadway, the esplanade, the bicycle path, and the continuous walkway should be built as one public project. We believe that public funding for the esplanade is appropriate. The Task Force recommends that prior to the construction of the roadway, the governor and mayor should identify the funds that will be used to construct and maintain the esplanade. If trade-in funds are not sufficient to

plan and implement the construction of the roadway/esplanade, then additional funding should be sought proportionately for the esplanade and grade-separations.

The openness and thoroughness of the planning process have made it possible for all 20 members of the Task Force, representing a wide range of concerns and interests, to join in this report. To reach this broad consensus around the basic principles contained in this report, Task Force members have made an extraordinary effort to reach common ground on highly controversial issues. In a few instances, such as whether there should be either landfill or platforming in the long-term development of the waterfront, the Task Force has taken no position because the complex environmental and planning issues will have to be resolved over time by appropriate public agencies.

The Task Force is a temporary advisory body, not a government agency, and although state and local officials are represented, its recommendations are not official state or city positions. Our report is intended as a starting point based on an agreement among many diverse interests. Where the Task Force has made land use suggestions, they are intended to provide a framework for future discussion and should not be viewed as final proposals for the corridor. In fact, it is our belief that these proposals should not be fixed, but must evolve over time through a planning and public review process that involves community participation.

Hard policy choices are ahead, and the report suggests where some of these choices might lie. It is essential to pursue a process through which open decision making leads to tangible and timely results. But waterfronts as great as ours are living things, and as the successful experience of other cities shows, plans for it should and will evolve over time through the political process, through community participation, and through collective experience.

We view this report not as an end, but as a beginning. Our goal from the onset has been to develop agreement on a concept of a roadway and principles of a riverside plan. They are presented here not as a fixed blueprint but as a pathway for future planning.

It is the united belief of our Task Force that by maintaining a commitment to public participation, a willingness to reach consensus, and a belief that action is possible, we can

move towards a Hudson River waterfront that ours and future generations will treasure.

Sincerely,



Arthur Levitt, Jr.

P.S. This preface would not be complete without recognizing the invaluable contributions of the staff and consultants to both the substance and the process of the Task Force's work.

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CONTENTS

Background	1
The West Side Task Force	5
West Side Task Force Recommendations	10
Transportation	10
Institutional	26
Land Use	28
Financial	42
Public Outreach	43

BACKGROUND

Manhattan at the turn-of-the-century was the center of finance and commerce for half the globe, and its West Side piers were its focal point. Freight transport, aided by car-float services connecting the piers by water with railroad lines in New Jersey, was a major source of waterborne activity. In addition, over forty passenger-carrying international steamship lines were inventoried. Piers between Murray and Watts streets served domestic travel to the South, New England, and Albany. Between the Battery and 42nd Street, twelve streets ended in ferry terminals. From these piers passengers and commuters had the choice of fourteen cross-Hudson routes to the New Jersey side of the river.

In the 1930s a new structure was added to the West Side to accommodate the rapid rise in motor vehicles. The West Side, or Miller, Highway was erected on columns above West Street and Twelfth Avenue from the Battery to 72nd Street. It allowed trucks to have easy access between piers and warehouses, while cars moved unimpeded above.

But even as this highway was rising, the role of the West Side corridor as a waterborne freight and passenger hub had begun to decline. It dropped slowly at first, then precipitously, and came to a virtual halt in the late seventies. There were many causes. The building of two tunnels and a bridge across the Hudson brought an end to local passenger ferry traffic. The opening of the Saint Lawrence Seaway provided a direct deep-water

shipping route from the Atlantic Ocean to major midwestern cities. At the same time, large industries formerly concentrated in the Northeast moved to regions where land and labor were cheaper and the weather warmer. The growth of air transportation, fostered by the jet engine, made the trans-Atlantic steamer an endangered species, and the building of new shipping terminals in south Florida made that area a favored port of embarkment for cruise vessels.

Beginning in the mid-sixties, better tires, larger vehicles for long-haul trucking, additions to the interstate highway system, and changes in shipping technology made the West Side piers obsolete. Containerization, a method of shipping in which customers pre-pack merchandise into railroad- or trailer-truck-sized metal boxes, replaced the traditional manual, package-by-package technique known as break-bulk. New terminals opened in New Jersey, Brooklyn, and Staten Island, where there were large expanses of land to handle and store containers, leaving a five-mile stretch of Manhattan's West Side piers and bulkheads largely vacant.

New York was not alone among North American seaports in watching a once-active waterfront face idleness and decay. Similar histories belong to Boston, Seattle, and Baltimore, as well as New Orleans, Toronto, and San Francisco. But these cities moved earlier than New York in their search for new productive waterfront uses. The Historic Preservation movement brought new visitors and renewed interest to the long-ignored

urban shore. Trade marts were also begun on the downtown harbors of Baltimore and New Orleans. Urban waterfront versions of the suburban shopping mall appeared along San Francisco's Pier 39 and Ghiradelli Square and at Boston's historic Quincy Market.

The nation's Bicentennial in 1976, which brought swarms of people to rivers and harbors, combined with the Historic Preservation movement to foster an awareness of the waterfront as a precious resource. The creation of administrative mechanisms to plan and implement waterfront revitalizations, and inventive programming to bring people to the waterfront--even if unfinished--provided the extra impetus needed to translate dozens of new waterfront visions into reality. Amenities for the enjoyment of urban residents replaced activities which had formerly been limited to shipping and industry. Housing rose on piers in Boston and Norfolk, New York's South Street Seaport was preserved and revitalized, and large mixed-use projects came to life at Baltimore's Inner Harbor and Toronto's Harbourfront.

The revival occurring throughout North America during this period, however, had little effect on the West Side waterfront. Wateredges, a plan for revitalizing the West Side which included the concept of a new highway on landfill, was produced in 1971. In 1974 came Westway and the ensuing years of litigation. This period also saw the demolition of the elevated highway up to 43rd Street and its closing north to 59th Street, the thinning out of the tight network of finger piers, the neglect of many of those remaining, and the opening of new mixed use activities at Battery

Park City. West Street has been left as an "interim roadway", poorly surfaced, aligned and drained, with crossings which serve to discourage pedestrians from reaching the Hudson River. In the water there remains an irregular line of partially broken-down pier structures, some unused, some salvaged for recreational purposes and essential municipal or other public services, and some used for parking.

Many factors have blocked regeneration. For years, the area has been in limbo awaiting a decision on Westway. Today it is still in limbo due to uncertainty over what replacement will be built. The divisiveness caused by the bitter controversy remains, as do uncertainties which can only be resolved by a decision on the design of a new roadway or potential waterfront improvements.

The demise of Westway resulted in the city and state receiving \$1.7 billion in federal trade-in funds. Under the City-State Memorandum of Understanding, \$1.035 billion (or 60 percent) will be dedicated to public transit improvements and the remaining \$690 million (or 40 percent), supplemented by the state's \$120 million matching share (\$810 million total), become available for a replacement roadway from Battery Park to 59th Street.

THE WEST SIDE TASK FORCE

The West Side Task Force was formed on July 27th, 1986 by the Governor of the state of New York and the Mayor of the city of New York, "to develop a consensus on long-range development goals that could serve as a framework for subsequent detailed consideration by the appropriate federal, state and city agencies." The following objectives were sought:

1. To recommend to the state and city a replacement of the West Side Highway;
2. To recommend guidelines for the future development of the Hudson River waterfront that would best serve the interests of West Side residents and all New Yorkers and to recommend a framework for their implementation;
3. To recommend a set of principles, with supporting proposals wherever possible, that would insure the integration of public transportation with roadway and land use development along the West Side corridor.
4. To compile, review, and summarize the vast array of planning literature on the present and future development of the non-waterfront areas of the West Side corridor, and to formulate a set of principles and procedures directed to non-waterfront development that would best serve the interests of West Side residents and all other groups and communities with legitimate interests. (Lack of sufficient time prevented the Task Force from pursuing this objective

in detail. A bibliography has been compiled so that successor planners may more readily complete this work.)

In approaching its responsibilities, the Task Force retained professional assistance to help it better understand the relationship between land use and transportation needs and to forge alternative transportation solutions. In addition, the Task Force agreed to follow certain basic procedures including holding Task Force meetings that were open to the public and informing the public of the substance of all working group meetings.

The Task Force's work proceeded on two parallel tracks. One team of Task Force members and transportation consultants examined transportation issues. A second team of Task Force members and land use consultants similarly considered land use questions. Legal and public outreach issues were dealt with separately. At the outset, the linkage between land use and transportation essential to a well-designed and active waterfront setting became powerfully clear. Thus, the Task Force strove to integrate transportation and land use decisions to the fullest degree possible. Although the replacement roadway recommendations may gain the most attention, these must be viewed within the broader context of the roadway's relationship to the waterfront and the adjacent communities.

The Task Force recognized current use by the public of the waterfront, despite physical impediments and limited activities. Recognition of this current condition combined with suggestions

for a variety of creative new activities produced a Task Force vision of a lively, diverse, attractive, and inviting environment to which all New Yorkers and its visitors would be drawn. Land use consultants visually set forth a range of scenarios according to different assumptions about scale, form, and activity. Response among Task Force members to the choice of these land use options varied greatly. Since planning is an evolving process which, for a waterfront of this magnitude, should not and cannot be compressed into a few months, the Task Force has not chosen among these scenarios.

The Task Force agreed, however, to land use planning guidelines. It also agreed to the need for a successor body. This entity would continue the planning process and would initiate immediate measures to encourage public use and programming on the waterfront, a first step in the full utilization of this resource. This planning and organizational framework for future waterfront activity is an integral part of the Task Force report.

Recognition of two important truths shaped selection of a roadway concept. First, this roadway cannot and should not be burdened with the task of solving the city's traffic concerns but can only assume its share of the load in the region's transportation system. Second, regardless of the eventual decisions concerning the optimum scale of waterfront activity, people must be able to get there without a car. Accordingly, the replacement roadway must handle the traffic that is destined for

the corridor and, at the same time, meet air quality and other environmental standards, but it should not become a physical and visual barrier between the city and the Hudson River.

These constraints have guided the choice of a roadway design that is narrower than the existing highway along virtually the entire right-of-way. This allows for a broad, continuous esplanade, and provides uninterrupted bike and pedestrian paths, on the outboard side.

Grade-separations are recommended at critical locations, where heavy pedestrian and vehicular usage already occurs or where expanded waterfront activity is likely to occur. Grade-separation is necessary to allow traffic to move smoothly-- especially in areas with large numbers of southbound left turns, to improve air quality, to reduce potential conflicts between pedestrians and vehicles, and to ease pedestrian access to existing or potential waterfront development. In addition, although the decision will result in a more costly road, the Task Force favors a depressed roadway in certain key locations over an elevated design in order to preserve the east-west visual corridors to the waterfront.

Studies are underway to examine the range of possibilities available to improve transit on the West Side. The replacement roadway that the Task Force recommends provides the capacity to accommodate a variety of transit options in order to ensure that the state and city will be able to respond to the findings of these studies should it be determined that such new transit is

warranted. In addition, the Task Force believes that special attention to east-west access is critical, both to and from the waterfront across Manhattan and to and from New Jersey. The resurgence of waterborne transportation service is encouraging.

The Task Force strongly endorses continued public investment to improve the present transit system and services. It also strongly supports governmental efforts to reduce significantly vehicular entry into the Central Business District. These efforts should result in increased use of public transit and decreased vehicular congestion, and should help to restore the city's transit system to its position as the finest in the world.

From the beginning, the Task Force has endeavored to bring the public into its process to the largest extent possible. Task Force meetings have been open, and the content of all working group sessions has been reported. Fact sheets summarizing Task Force progress have been prepared and widely distributed. To engage the community in constructive dialogue, both a public information meeting and all-day workshop were organized. Briefings were held for each Community Board, elected officials and a broad spectrum of individuals, community, and civic groups. As the Task Force moved towards the presentation of its final report, an additional series of briefings, presentations, and meetings took place, culminating in a public hearing on December 17th, at which time Task Force members, staff, and consultants heard from over 70 individuals, or representatives of community, elected office, and city-wide organizations.

WEST SIDE TASK FORCE RECOMMENDATIONS

TRANSPORTATION

1. IN SELECTING A REPLACEMENT ROADWAY, THE TASK FORCE HAS SOUGHT TO APPLY THE FOLLOWING PRINCIPLES:

- THE ROADWAY SHOULD ACCOMMODATE EASY PUBLIC ACCESS TO THE WATERFRONT IN EACH COMMUNITY ALONG THE CORRIDOR;
- THE ROADWAY DESIGN SHOULD ALLOW FOR A BROAD, CONTINUOUS ESPLANADE, INCLUDING CONTINUOUS BIKE AND PEDESTRIAN PATHS, ON THE OUTBOARD SIDE;
- THE ROADWAY DESIGN SHOULD CONTRIBUTE TO THE IMPROVEMENT OF AIR QUALITY BY ADHERING TO STATE AND FEDERAL AIR QUALITY STANDARDS AND BY ACCOMMODATING TRAFFIC NOW DIVERTED TO LOCAL CITY STREETS;
- BEYOND THAT, THE ROADWAY SHOULD INDUCE NO NEW TRAFFIC ON TO THE ROAD OR WITHIN THE CENTRAL BUSINESS DISTRICT;
- THE ROADWAY DESIGN SHOULD SEEK TO PRESERVE, TO THE FULLEST EXTENT FEASIBLE, VISUAL CORRIDORS TO THE WATERFRONT;
- THE COST OF THE ROADWAY SHOULD REMAIN WITHIN THE TRADE-IN FUNDS THAT ARE AVAILABLE UNDER THE MEMORANDUM OF UNDERSTANDING.

At the time of its collapse in December 1973, the West Side Highway south of 59th Street was an integral part of the city's

perimeter roadway system. On an average day, the highway handled nearly twenty percent of the traffic entering Manhattan's Central Business District (CBD) from the north. The highway's current replacement, the makeshift Twelfth Avenue-West Street alignment, is a clearly inadequate alternative. As a vehicular conduit the present roadway fails to service much of the CBD-bound traffic that would normally use the perimeter. Substantial volumes are, therefore, diverted eastward. Even with present traffic volumes below those of the old West Side Highway, the roadway suffers from serious congestion, air quality violations, flooding, and accidents. For pedestrians, the roadway's current configuration and narrow medians turn ordinary crossings into perilous adventures.

The Task Force believes that the replacement roadway should serve a dual role. First, as part of the city's perimeter network connecting to the Henry Hudson Parkway and the Brooklyn-Battery Tunnel, this roadway should continue to be an essential route for trips to the CBD, transporting vehicles close to their eventual destination. It should draw back a portion of the traffic that has been diverted to local city streets. (Task Force transportation consultants found that 90 percent of the traffic on the present West Street/Twelfth Avenue had the CBD south of 59th Street as origin or destination.)

Second, because of its location adjacent to the Hudson River waterfront, the roadway must be seen as a critical part of any effort to forge a closer link between the river and the city.

The Task Force believes there should be an integrated plan that will promote broad public access to the waterfront. The replacement roadway should reinforce that plan rather than becoming, as have so many waterfront roadways elsewhere, a forbidding visual and physical barrier.

The Task Force recommends a roadway--called perhaps, Hudson River Boulevard--which, for most of its distance, is an urban boulevard containing 6 at-grade lanes. At its northern and southern ends, and at critical intersections, some capacity is to be added by introducing grade-separated lanes. The selected concept provides for a road that is narrower and more easily crossed than either the existing road or any of the other alternatives considered. It provides for an esplanade which includes continuous bike and pedestrian paths within the bulkhead line that promises to become one of the city's great public treasures. This concept strengthens the relationship between Lower Manhattan and Battery Park City. Moreover, the recommended concept has the capacity for new public transit should it be determined that such new transit is warranted.

The replacement roadway cannot alone solve the city's traffic congestion and air quality problems. If coupled with the continuation of significant, ongoing governmental efforts to reduce vehicular entry into the Central Business District, it will help to relieve overall congestion and improve air quality.

The Task Force acknowledges that the cost of the recommended roadway is high in terms of available trade-in funds. It

represents, however, roughly 20 percent of the cost of Westway. The recommended grade-separations add appreciably to the overall cost of the road. Yet they become vital if the road is to achieve its multiple, conflicting goals of efficiently moving traffic while allowing pedestrian access to the waterfront, and preserving view corridors.

The Task Force believes that the principles it has set forth will result in a roadway that works well. When built, the replacement roadway will serve the West Side corridor and the City of New York for much of the next century.

2. SUBJECT TO FURTHER DETAILED EXAMINATION, BASED UPON ADDITIONAL TRAFFIC, ENGINEERING, COST, AIR QUALITY, AND OTHER ENVIRONMENTAL ANALYSES, THE TASK FORCE RECOMMENDS A ROADWAY HAVING THE FOLLOWING CONFIGURATION:

Section A: 42nd Street to 59th Street

Between 42nd Street and 44th Street: 2 lanes northbound depressed, plus 2 lanes northbound at-grade; 3 lanes southbound at-grade. Between 44th Street and 49th Street: 4 lanes northbound at-grade ; 3 lanes southbound at-grade. A 4-lane viaduct from 49th to 59th streets; NB & SB frontage roads; on-bound and off-bound ramps leading to and from the Henry Hudson Parkway at 59th Street.

Cost: \$80,000,000 (All figures are in January 1987 dollars.)

Section B: 25th Street to 42nd Street

6 lanes at-grade from 25th to 32nd streets; 2-lane NB depressed roadway from 32nd to 42nd streets; 3-lane at-grade SB roadway; 2 lane at-grade NB frontage road.

Cost: \$115,000,000

Section C: 20th Street to 25th Street

6 lanes at-grade; decking over the roadway at 23rd Street to provide pedestrian access to a waterside park.

Cost: \$45,000,000

Section D: West Houston Street to 20th Street

6 lanes at-grade.

Cost: \$25,000,000

Section E: Harrison Street to West Houston Street

6 lanes at-grade north and south of Canal Street; at Canal Street, 3-lane elevated NB roadway plus 2-lane at-grade NB frontage road, and 3-lane at-grade SB roadway.

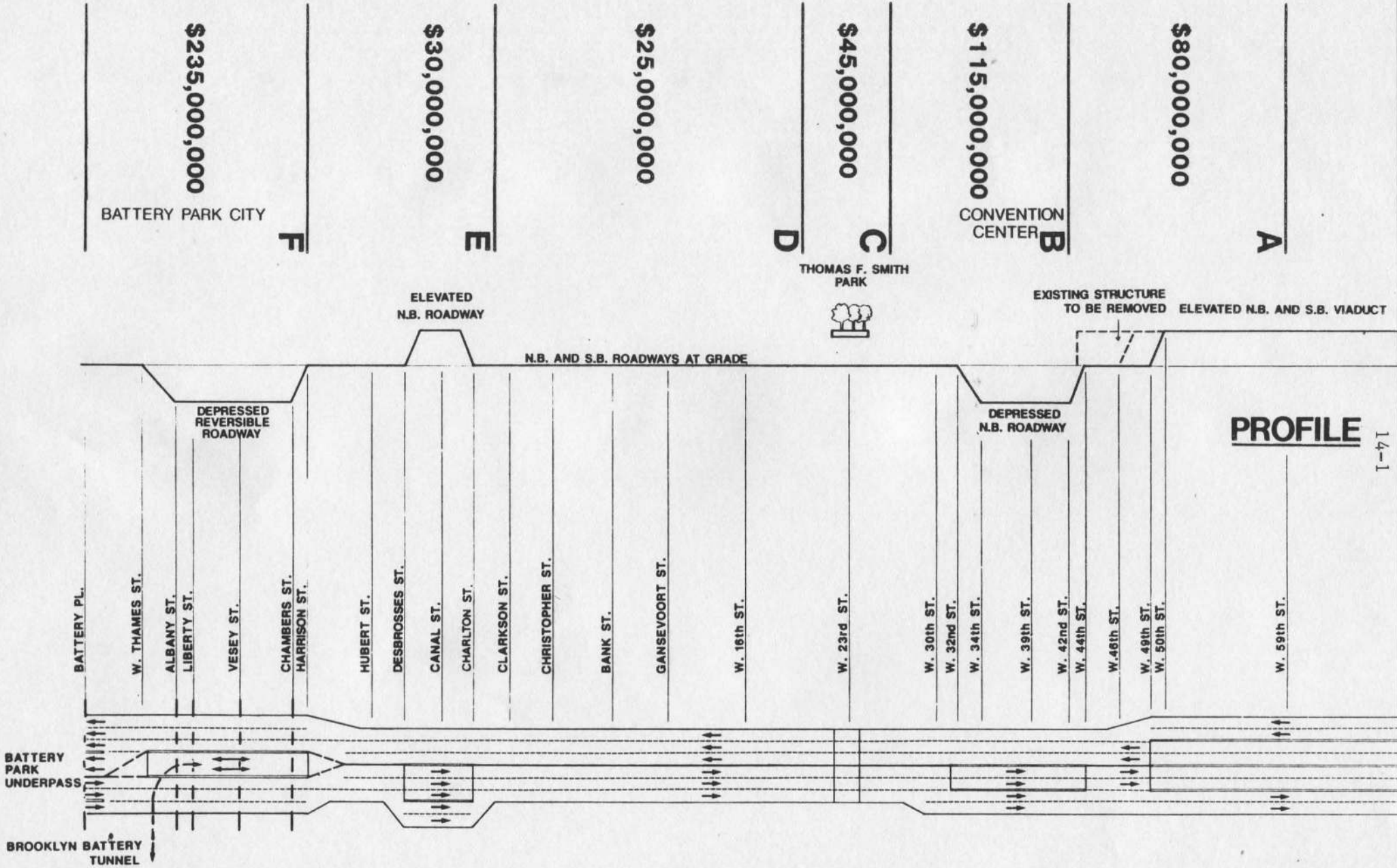
Cost: \$30,000,000

Section F: Battery Place to Harrison Street

2-lane depressed reversible roadway to North of Chambers Street; 3-lane at grade NB roadway, and typically 3-lane at-grade SB roadway. Decking to permit easy pedestrian crossings at Battery Place, Rector Place, Albany, Liberty, Vesey, Murray, and Chambers streets.

Cost: \$235,000,000

The Task Force recommends that further consideration be given to several variations on the basic alternative, including the possibilities of: a pedestrian overpass at



14-1

Total Cost \$530,000,000
January 1987

PLAN

Morris Street; an alternative pedestrian crossing pattern at Chambers Street, coupled with terminating the depressed roadway south of Chambers Street; more extensive decking of the depressed roadway between Liberty Street and Rector Place; alternative configurations of the World Trade Center garage ramps; and an additional southbound access ramp to the depressed section south of Murray Street. The final cost should be kept within the \$235,000,000 limit, with any added costs offset by savings in other parts of Section F.

The total cost of the recommended roadway is \$530 million in 1987 dollars. (See Table 2, page 16 for a comparison using possible inflation rates.)

As the roadway moves into the design stage, some adjustment in the recommended alignment may become necessary based upon further traffic, engineering, cost, air quality, and other environmental analyses. Although the Task Force would expect, if its recommendations for a replacement roadway are adopted, that any such adjustment be faithful to the basic conception, the Task Force understands the need for some design flexibility.

In this connection, the overall design guideline recommended by the Task Force is for a six-lane replacement roadway. Frontage, access, parking, or turning lanes should not be assumed convertible to an additional continuous traffic lane. Such conversion would contradict the overall goals adopted by the Task Force.

THE PROPOSED ROAD, **WHAT IT DOES/IS**

- 1. Slenderest proposal presented to date (generally 90'-105')**
- 2. Provides good pedestrian access, reasonable crossing distances**
- 3. Provides unobstructed waterfront view (80% is at grade or below grade)**
- 4. Allows for continuous esplanade, including a pedestrian path and bikeway**
- 5. Addresses two most serious traffic problems (Midtown and Canal St.)**
- 6. Provides major cross access to waterfront (Canal St., 42nd St., 34th St., etc.)**
- 7. Improves overall air quality**
- 8. Consistent with City Policy to reduce Traffic**
- 9. Not induce traffic**

3. THE TASK FORCE SUPPORTS GOVERNMENTAL EFFORTS TO REDUCE SIGNIFICANTLY VEHICULAR ENTRY INTO THE CENTRAL BUSINESS DISTRICT.

The Task Force recognizes the need for aggressive measures to control and reverse the continuous growth in the number of vehicles entering the Manhattan CBD. As Table 1 shows, this volume rose nearly 25 percent between 1975 and 1985 and, barring serious control measures, shows little sign of abating. Moreover, the number of people using cars rather than mass transit has worsened during this decade. The percentage of "new" entrants into the hub arriving by car rather than by public transit is also rising.

TABLE 1

VEHICLES ENTERING THE HUB

ON A FALL BUSINESS DAY (In thousands)

<u>VEHICLES BY SECTOR</u>	<u>1975</u>	<u>1978</u>	<u>1981</u>	<u>1983</u>	<u>1985</u>
N. of 60 St.	288	297	320	351	375
Brooklyn	157	160	165	174	199
Queens	104	107	105	102	110
N.J.	78	84	80	94	97
S.I.	1	1	1	1	1
TOTAL	621	649	679	722	782

Source: New York Metropolitan Transportation Council, Hub Bound Travel 1985

While the city has managed to make substantial improvements

in traffic flow, this continued growth of vehicular entries has made future improvements in traffic and air quality extremely difficult to achieve. The state and city face a December 31, 1987 air quality deadline. Failure to comply with a federally approved State Implementation Plan (SIP) could bear significant penalties, including the withholding of federal funding for some public works projects.

Continued renewal of the transit system and increased transit ridership are important steps in achieving SIP goals. In addition, the New York City Department of Transportation has proposed a vehicular reduction policy and, with other agencies, is pursuing the development of reduction strategies. The Task Force supports this effort.

Among the reduction strategies to be considered are: congestion pricing; restrictions on single occupant cars; restriction of entries by odd or even license plate; tolls; additional transitways for buses and taxis; restriction on vehicles which remain in motion in midtown--buses, taxis, passenger vans, limousines, and other car services; reduced commuter tax-free fringe benefits; truck bans; construction of peripheral park-n-ride sites; and stricter law-enforcement.

4. SO THAT THE ROADWAY CAN MOVE AHEAD EXPEDITIOUSLY, RESPONSIBILITY FOR DESIGN AND CONSTRUCTION OF THE ROADWAY SHOULD BE PLACED IN A PUBLIC AGENCY SELECTED JOINTLY BY THE GOVERNOR AND MAYOR.

It is essential that the design and construction of the roadway proceed expeditiously. Because the \$810 million trade-in funds remain capped and do not inflate, every year of delay in completing the road will increase its effective cost to the city and state. Table 2 shows how the current cost, \$530 million, may rise from year to year to reflect the compound rate of inflation.

TABLE 2 (Cost in millions)

<u>MID-CONSTRUCTION</u>	<u>INFLATION RATE</u>			
	<u>Year</u>	<u>3 percent</u>	<u>4 percent</u>	<u>5 percent</u>
1990	579.1	596.2	613.5	631.2
1991	596.5	620.0	644.2	669.1
1992	614.4	644.8	676.4	709.2
1993	632.8	670.6	710.2	751.8
*1994	*651.8	*697.4	*745.8	*796.9
1995	671.3	725.3	783.0	844.7
1996	691.4	754.3	822.2	895.4

* Projected date for mid-point of construction

Every effort must be made to eliminate delay throughout the design and environmental review stages, as well as during the period of actual construction. Therefore, the Task Force urges that the governor and mayor designate the appropriate agency to

be responsible for the roadway as soon as possible. Once chosen, the agency must proceed expeditiously.

5. THE TASK FORCE FAVORS THE INVESTMENT IN PUBLIC TRANSPORTATION NEEDED TO BRING THE TRANSIT SYSTEM AND COMMUTER RAILROADS TO A STATE OF GOOD REPAIR WITH THE ULTIMATE OBJECTIVE OF EXPANDING THE USE OF PUBLIC TRANSPORTATION, PARTICULARLY AS AN ALTERNATIVE TO THE PRIVATE AUTOMOBILE.

Within New York City, public transportation is the principal means of work-related trips. This is especially true for trips to jobs in Manhattan. Seventy-two percent of journeys to work in this central hub of the region are by public transit; in the morning peak hours 83 percent of all trips to the hub are by transit. (Table 3) Nevertheless, there has been a significant decrease in the overall use of public transit since World War II. Annual subway ridership alone has fallen from more than two billion passengers a year in 1947 to about one billion in 1985. Traffic flow into Manhattan, meanwhile, has more than doubled. In the last few years, the drop in transit ridership has leveled off and commuter railroads have experienced ridership gains, but vehicular entries have continued to increase.

TABLE 3

TOTAL PERSONS ENTERING THE HUB BY HOUR AND MODE: 1985

(In thousands)

<u>HOURS</u>	<u>AUTO/TAXI/TRUCK</u>	<u>BUS</u>	<u>RAPID TRANSIT</u>	<u>RAIL</u>	<u>FERRY</u>	<u>TRAM</u>
7-8am	87724	47015	319062	49394	4711	627
8-9	93935	76996	498275	85223	7695	897
9-10	82021	34012	162437	24994	3301	411

Source: New York Metropolitan Transportation Council, Hub-Bound Travel, 1985

Recently an unfortunate trend has developed. As the city's booming economy brings more people into the Manhattan Central Business District, a disproportionate number of them are travelling in private cars. Thus, between 1979 and 1985, on an average weekday 272,000 more people arrived by auto (a 30 percent increase), but only 62,000 more persons entered by rapid transit (a 6 percent increase). This has heightened congestion on the highways, bridges, and tunnels leading into Manhattan and on local streets. This congestion has slowed traffic speeds and has further aggravated a decline in bus ridership.

In 1986 efforts were under way in each of the public agencies providing mass transit services to Manhattan to launch capital programs that will substantially upgrade these services. The Metropolitan Transportation Authority concluded the first five years of its capital program which led to the purchase of 1575 subway cars and 370 commuter railroad cars, and in the overhaul of 1451 subway cars. It also made available 2600 new

and 650 overhauled buses.

The MTA has recommended that the Capital Program be extended another five years at a cost of \$8.3 billion. With this expenditure all subway cars, the bus fleet, and the commuter railroads will be brought to a state of good repair by 1992. There will be elements of the transit system, however, which will not reach a state of good repair until the year 2006.

The Port Authority and the governors of the two states are currently discussing a capital program to expand trans-Hudson mass transit to downtown Manhattan and preferential bus lanes to Midtown. In 1987 New Jersey Transit will be shaping a major capital program that could increase direct rail and other mass transit services into Manhattan.

Clearly the capital renewal of the region's public transportation system is needed. This should be coupled with the strategic planning initiatives already underway to assure the most cost effective use of transit resources possible and to change transit services to attract more riders. These activities should take into account not only dollar costs, but also the cost of vehicular congestion and pollution.

In this context, the Task Force clearly understands that it has recommended a roadway whose final cost may nearly exhaust the 40 percent of the trade-in funds originally set aside for it. The Task Force realizes that a more modest proposal may have freed up additional sums for public transportation. However, it is the Task Force's judgment that allocating \$530 million for the

roadway will significantly improve access to and vistas of the waterfront. In addition, the depressions and viaducts will likely improve air quality to protect public health, and promote vehicle and pedestrian safety, which could save a large number of lives.

6. TO EXPAND TRANSPORTATION OPTIONS, THE TASK FORCE FAVORS THE USE, WHERE FEASIBLE, OF WATERBORNE TRANSPORTATION.

Waterborne transportation is a potential untapped resource in helping to solve the transportation problems of both the area and region. Although the resurgence of ferry service to its historic status seems highly improbable, a number of factors have come together in recent years to suggest that waterborne travel may have a promising future. These include the increase in congestion on the bridges, tunnels, and mass transit systems serving Manhattan, sharply reduced equipment costs and more reasonable ferry operating costs, and an increase in express bus fares making fast ferry rates more competitive. This has led to a private developer, Arcorp, beginning a private ferry service between new projects rising in the vicinity of Weehawken, New Jersey and 38th Street in Manhattan, to another private operator recently making a north-south trial run from Riverdale to Wall Street, and to the Port Authority actively examining service from Hoboken to Lower Manhattan.

All of these public and private efforts should be continued and expanded, keeping in mind the need for a critical mass of passengers, easy access to ground transportation at origins and destinations, and appropriate terminal facilities. Furthermore, not only east-west and north-south services but also combinations of the two should be further evaluated.

7. THE TASK FORCE RECOGNIZES THE MAJOR ROLE THAT MASS TRANSIT PLAYS IN THE CITY AND REGION. FEASIBILITY STUDIES ARE UNDERWAY TO EXAMINE THE RANGE OF POSSIBILITIES AVAILABLE TO ENHANCE TRANSIT ON THE WEST SIDE. THE TASK FORCE IS RECOMMENDING A REPLACEMENT ROADWAY THAT INCLUDES THE CAPACITY FOR A TRANSIT OPTION, IN ORDER TO ENSURE THAT THE STATE AND CITY WILL BE ABLE TO RESPOND TO THE FINDINGS OF THESE STUDIES AND TO CHOOSE FROM ALL APPROPRIATE TRANSIT OPTIONS.

The Department of City Planning is currently undertaking a federally funded feasibility study for West Side transit options. This study is a follow-up effort to recent studies which examined the need for improved public transit on the West Side, particularly west of Tenth Avenue, in order to improve access to the Convention Center, Battery Park City, riverfront tourist activities in the West 40s, potential future trans-Hudson ferry terminals, and other waterfront activities.

The city study is expected to be finished in the summer of

1987. Until this study is complete, it is not possible to determine if a transit option is called for. However, in order to ensure that the city and state will be able to act on the results of this study, the Task Force recommends a replacement roadway that includes the capacity for a transit option.

8. THE TASK FORCE REGARDS THE PEDESTRIAN WALK AND BIKEWAY, AS TRANSPORTATION SYSTEM COMPONENTS AND INTEGRAL PARTS OF THE REPLACEMENT ROADWAY, AND URGES THAT THEIR DESIGN AND CONSTRUCTION BE PAID FOR FROM HIGHWAY FUNDS.

The Task Force has recommended a replacement roadway that provides for a continuous bike and pedestrian path along its western side. As integral parts of the roadway and included in the project design, these components would become eligible for funding under provisions of the Federal Highway Act and paid for with trade-in moneys. The federal share payable on account of such components could possibly be as high as 100 percent. The agency selected for pursuing the replacement roadway should press for a clear participation statement from the Federal Highway Administration as soon as possible.

The statutory authority appears to be in Title 23, United States Code, Section 217. This provision authorizes a state to construct either a "pedestrian walkway" and/or "new or improved lanes, paths or shoulders" for bicycle transportation as part of

a federally aided highway project. These elements, according to the regulations, if used principally for transportation, may be constructed as "incidental" parts of the highway. Though there are more stringent funding and eligibility requirements, the walk and bikeway may also be "independent"--located outside the immediate highway right-of-way.

INSTITUTIONAL

THE TASK FORCE PROPOSES CREATION OF A NEW ADMINISTRATIVE ENTITY THAT WILL PLAN, FACILITATE, AND POTENTIALLY MANAGE WATERFRONT CHANGE ALONG THE ROADWAY AND THAT WILL TAKE INTO ACCOUNT COMMUNITY INTERESTS IN THIS PROCESS.

THE ENTITY WOULD BE DIRECTED TO DEVELOP WITH THE CITY AN INTEGRATED PLAN FOR THE WATERFRONT THROUGH CONTINUED CONSULTATION WITH THE COMMUNITY AND OTHER GROUPS AFFECTED BY DEVELOPMENT WITHIN THE AREA, EXPRESSING THE VISION OF THE WATERFRONT THAT IS MOST BENEFICIAL TO ALL NEW YORKERS.

Principles for the Proposed Entity:

---There should be an entity established that would be responsible for planning the physical development and programming of the West Street right-of-way, including waterfront and land uses (both inboard and outboard). The plan to be formulated by the entity should be developed expeditiously and in accordance with the proposed roadway and land use principles and policies enunciated by the West Side Task Force. The plan should be subject to the approval of the governor and mayor. Community input would be ensured either by establishing a community advisory group or through the local Community Boards. The group or Boards would

review and provide input on the plans developed by the entity.

---Upon completion of the plan and programming of uses, it may be appropriate for the governor and mayor to delegate to the planning entity responsibility for implementation of the waterfront uses, including open space, water activities, and other features. Because coordination between roadway and waterfront uses is necessary to facilitate east-west and waterfront access, the entity's work should be coordinated with the design and construction of the replacement roadway. Should the proposed Hudson River Center, Convention Center expansion, and the anticipated Madison Square Garden relocation be implemented, the entity should help coordinate their transportation requirements with the planning for the replacement roadway. Necessary powers to undertake these tasks would need to be provided.

---The plan proposed by any such entity should comply with local and state land use procedures.

---The entity should include representatives appointed by the mayor, the governor and the Manhattan Borough President, and the entity should include community representation.

LAND USE

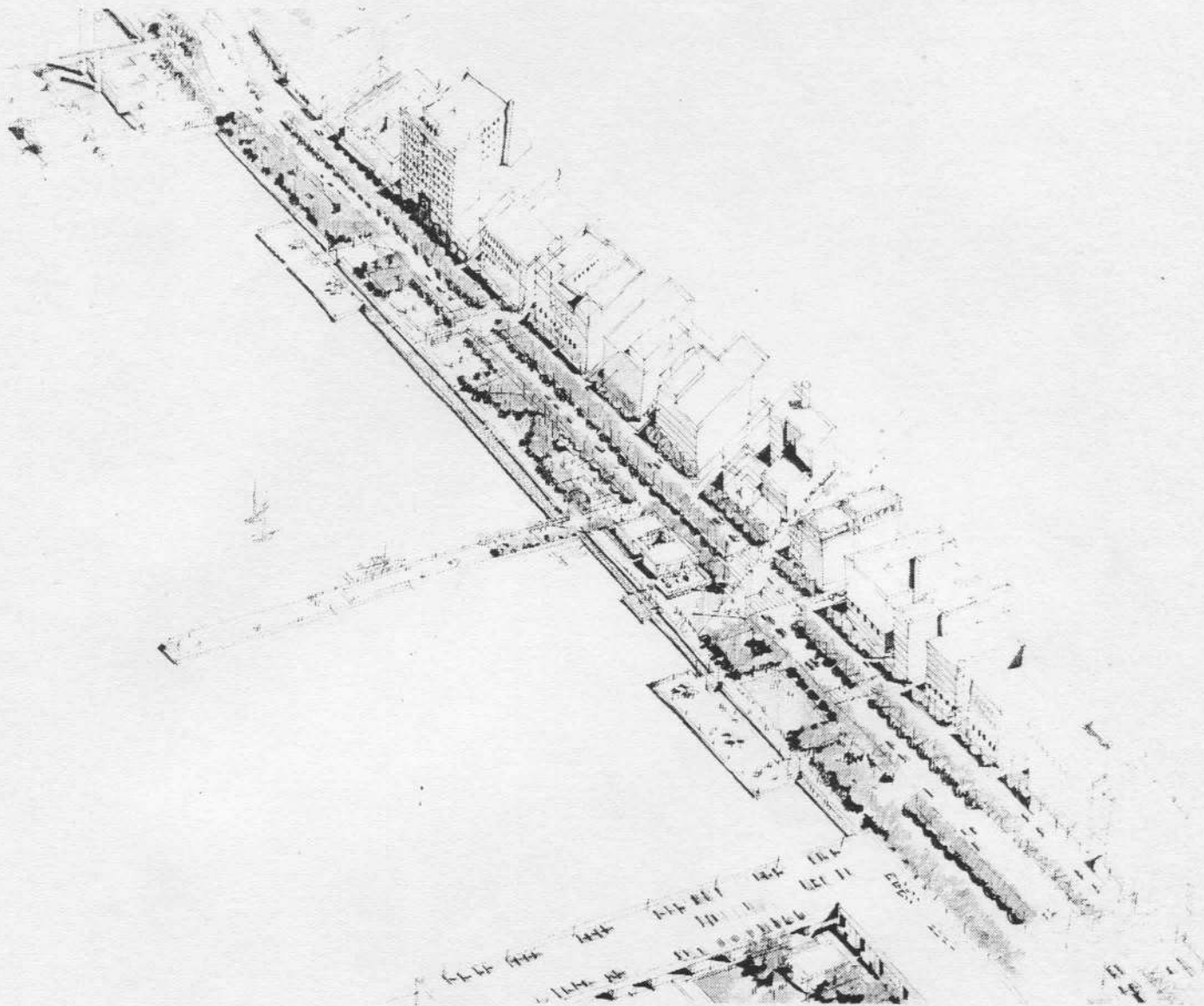
1. IN PREPARING THE INTEGRATED PLAN, THE ENTITY SHOULD ADHERE TO THE FOLLOWING GUIDELINES:

---THE PLAN SHOULD INCLUDE A BROAD PUBLIC ESPLANADE CONTAINING A CONTINUOUS WALKWAY, A BICYCLE PATH, AND OTHER ACTIVE AND PASSIVE USES ORGANIZED TO DRAW PEOPLE TO THE WATERFRONT;

---THE PLAN SHOULD PROMOTE PUBLIC ACCESS TO THE WATERFRONT.

The recommended roadway has been configured to accommodate and take advantage of its spectacular waterside location by providing public access to the river. The Task Force endorses the creation of an esplanade that will generally extend from the roadway to the waterfront. This could provide up to 60 acres of open space and, in many areas could be up to 140 feet wide. Planning for the esplanade should begin as soon as possible.

In general, the Task Force recommends that much of this esplanade be landscaped for passive and active recreation uses. A wide variety of public activities and opportunities, including access for the handicapped, should be sought in order to attract the whole spectrum of the citizenry. It is also anticipated that some parts will include restaurants, kiosks, performance areas, and other commercial and cultural activities that will enhance the use of this area by the public. Maximum public access to the waterfront should be an objective in all design and development



Aerial View of Esplanade

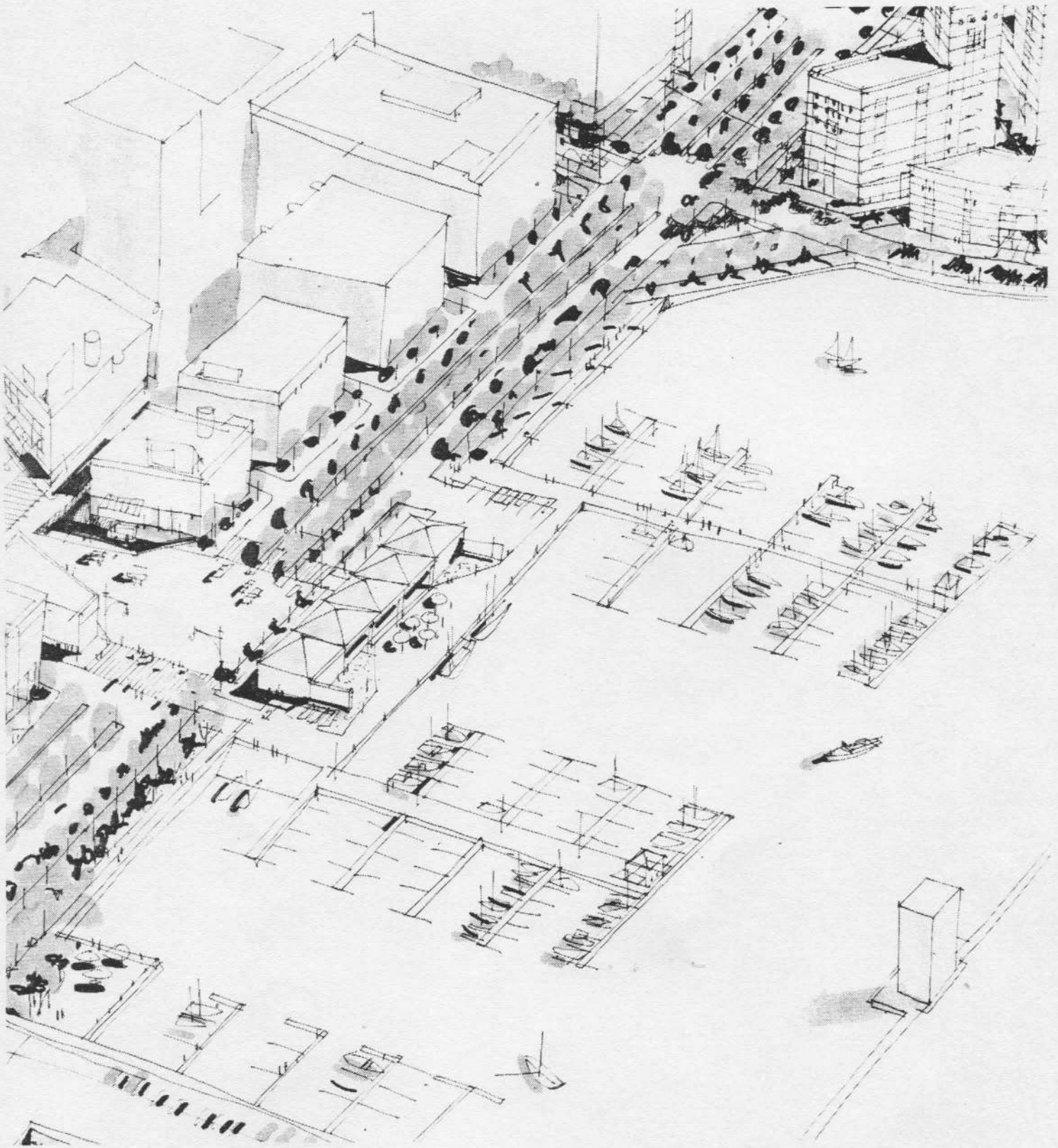
decisions.

2. IN PREPARING THE PLAN, THE ENTITY SHOULD EXPLORE FURTHER THE OPTIONS FOR WATERFRONT LAND USE WEST OF THE ROADWAY AND ESPLANADE:

During its deliberations the Task Force examined several land use scenarios for the future West Side waterfront and drew on the experiences of other cities which have successfully revitalized their waterfronts. Numerous ideas, problems, and innovative solutions were identified. In many instances their applicability was to unique community issues. The Task Force, however, did not deliberate on the merits of these scenarios and models or choose among alternatives. A number of these will be presented for future examination and discussion as waterfront planning moves into the next stage.

---CREATING PROTECTED WATER AREAS AND FACILITIES FOR MARINAS, COMMUNITY BOATING AND INSTRUCTION, FLOATING RESTAURANTS AND POOLS, AND OTHER MARINE ACTIVITIES;

Many possible imaginative uses of the water surface would be appropriate along the West Side. Boston, Toronto and Baltimore all have installed active, thriving marinas and public launches. The former cities have also initiated successful public boating programs. Floating facilities, including dinner cruise boats,



Possible Marina in the Canal Street Area

permanently moored restaurants, floating band shells and museums, converted ocean liners, and historic naval vessels draw increased numbers of people to these waterfronts and increase community use of a public space.

---SELECTIVELY RETAINING EXISTING PIERS FOR
RECREATIONAL USES;

---EXPANDING OPEN SPACES WHERE FEASIBLE
THROUGH CONVERSION OF CURRENT SECTIONS OF
LAND TO RECREATIONAL USES, OR CONSTRUCTION OF
FLOATING DOCKS;

The remaining West Side finger piers are one of the few legacies of Manhattan Island's historic profile and maritime preeminence. Some Task Force members believe that maximum retention of these piers would be desirable. It is apparent, however, that the present condition of the remaining piers varies widely. Some have seriously deteriorated piles, others have lost portions of their decks, and all will need new skirts and safety railings at their perimeter; but preliminary evidence indicates that a number of these piers can be restored and used. Where structures have been or need to be removed, new floating docks and pools could expand available recreation space at water level, offering an entirely different experience from piers or bulkheads.

---EXAMINING, CONDITIONED ON COSTS AND SAFETY, PROMPT BUT REALISTIC INTERIM USES OF PIERS AND SPACES WITHIN THE BULKHEAD, TO GENERATE ACTIVITY, AND TO PROMOTE INTEREST IN THE WATERFRONT.

Successful waterfronts visited by Task Force members during the course of their work had year-round programs of varied, community-oriented waterfront activity. Cities such as Boston, Baltimore, and Toronto provide excellent models for a similar effort in New York. The implementation of such efforts would require considerable financial and staff resources. Nevertheless, the Task Force strongly urges that the proposed new entity created by the governor and mayor assume immediate responsibility for this programming component and treat it as a compelling priority.

---CONSIDERING NEW URBAN DEVELOPMENT, INCLUDING HOUSING, PARKLAND, AND MIXED USE, ON A SUITABLY RESTRAINED SCALE, AT LOCATIONS SUCH AS NORTH OF CHAMBERS STREET, IN THE AREA OF THE CHELSEA PIERS, AND NEAR THE CONVENTION CENTER;

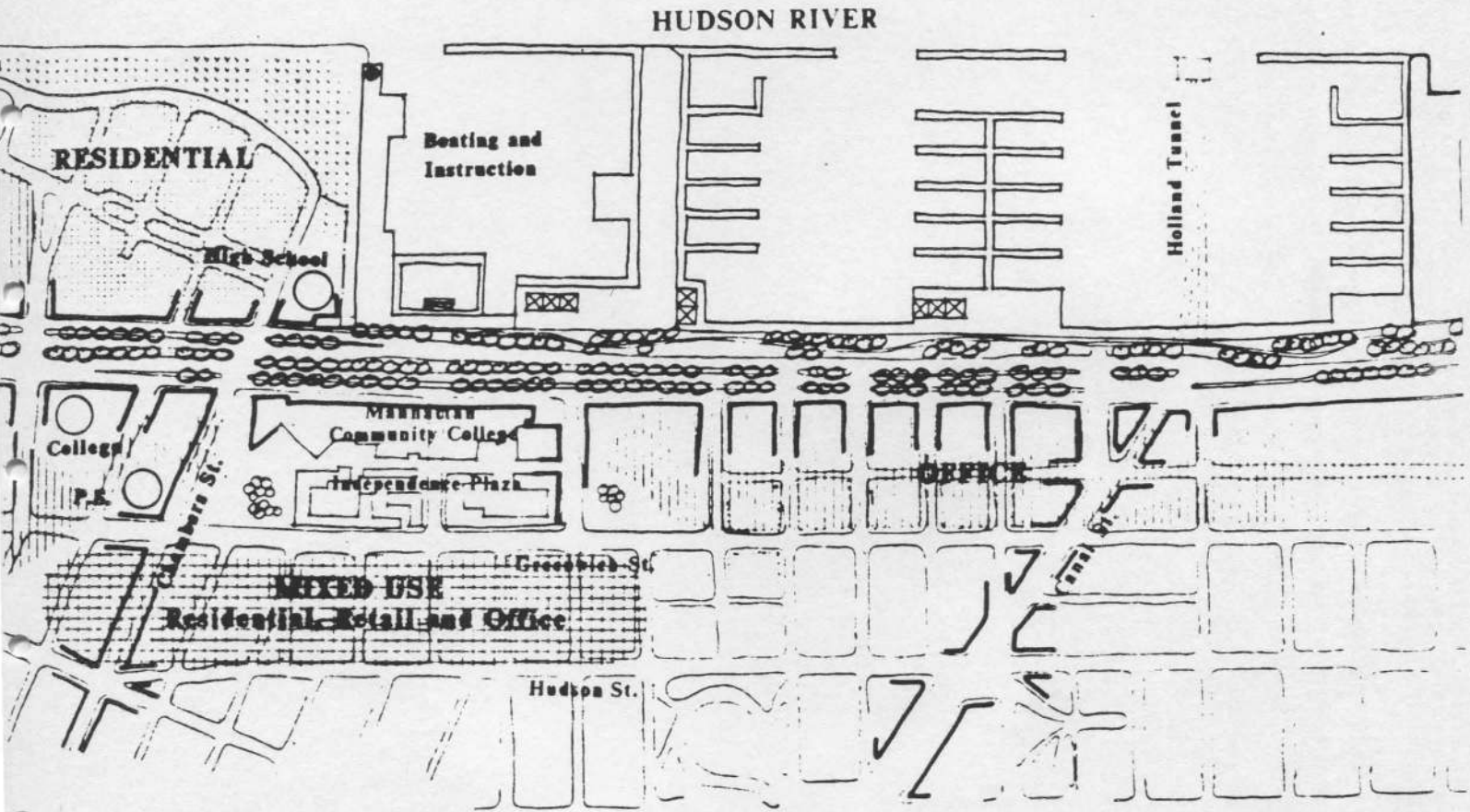
The merits of several land use options were not examined in depth by the Task Force. Alternative scenarios developed by the consultants, however, demonstrated that several sections of the

waterfront might be planned for a variety of uses. These range from a low-development scenario containing only new active and passive, public and commercial recreational development, but no new residential or office development, except the proposed Hudson River Center, to a high-development model with new acres of landfill in the non-navigable waterways immediately north of Chambers Street, housing on the Chelsea Piers, and the Hudson River Center built on decks adjacent to the Convention Center. The Task Force believes that these options, and others which may emerge through the process of planning, must be addressed by the responsible planning agencies, public officials and affected communities.

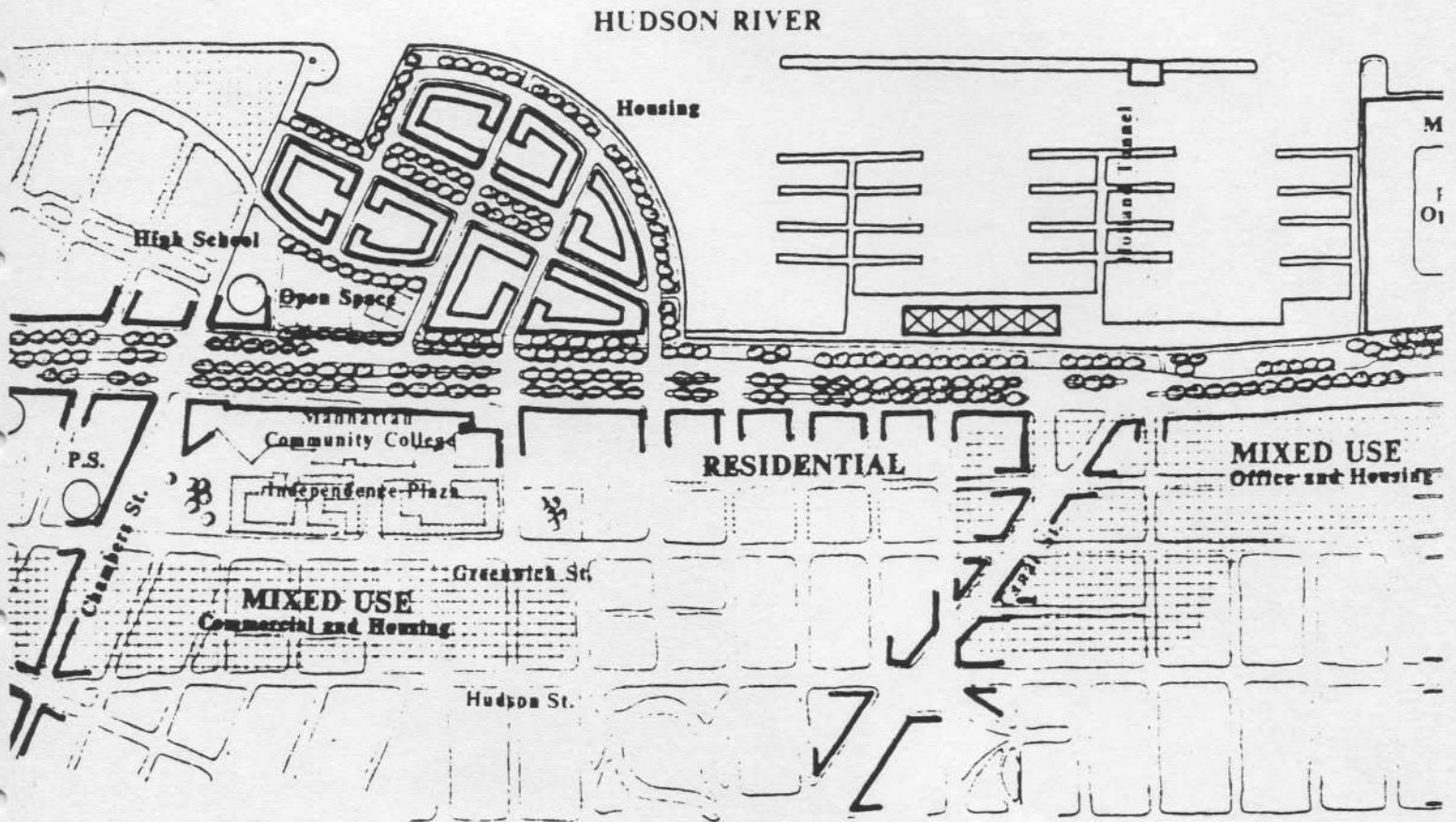
Some Task Force members believe that development west of the esplanade would add interest and variety to the area and draw additional people to the waterfront. They argue that such development could provide revenues to pay for recreational activities, inclusionary housing programs, and other public needs. Furthermore, they note that projections made by Task Force consultants indicate that traffic generated even by the high-development scenario would add no more than 125 to 300 trips, depending on direction and location, to peak hour volumes on the replacement roadway.

On the other hand, there are Task Force members who believe that such development, if it extends into the water, raises serious environmental and city-wide development concerns; may also lead to implicit privatization of sections of the

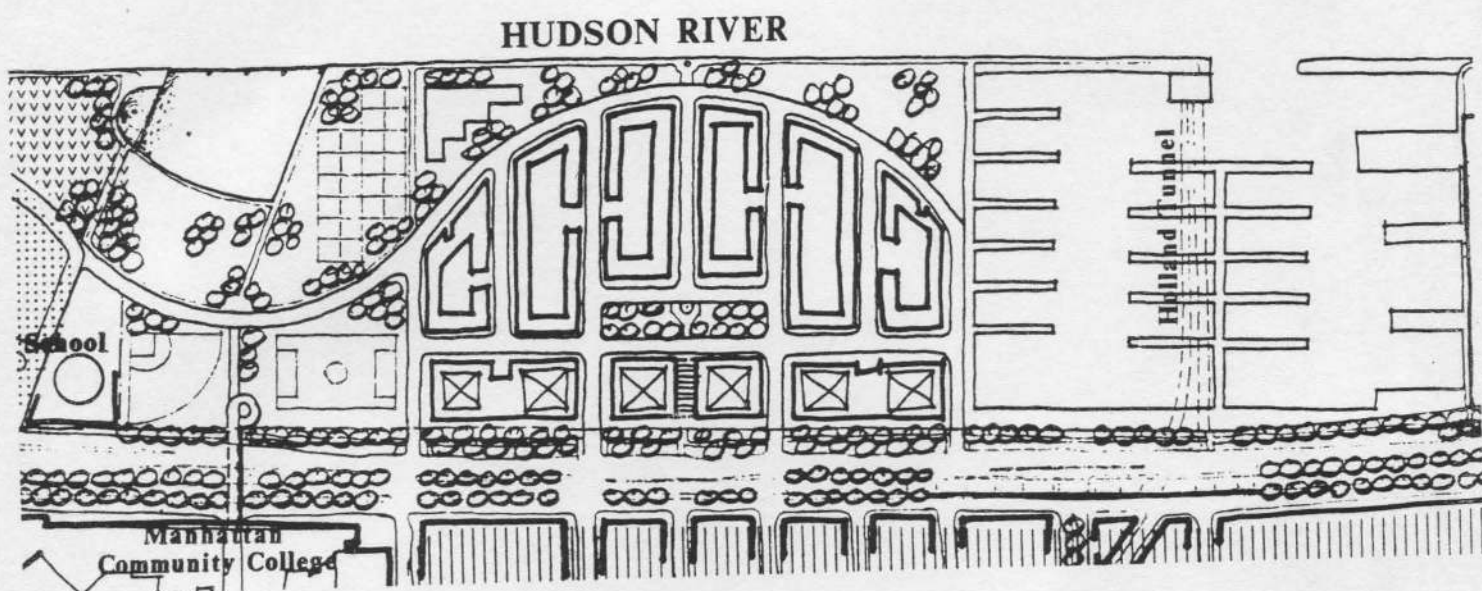
ILLUSTRATIVE LOW DEVELOPMENT SCENARIO



ILLUSTRATIVE MODERATE DEVELOPMENT SCENARIO



ILLUSTRATIVE HIGH DEVELOPMENT SCENARIO



Possible New Development North of Chambers Street

waterfront, benefiting only those fortunate enough to work or live there; and may set in motion market forces that produce significant displacement of businesses and residences. These Task Force members also express concern over the blocking of waterside views and the possible long-term effects on adjacent neighborhoods.

---INTRODUCING NEW CULTURAL AND COMMERCIAL ATTRACTIONS
IN THE VICINITY OF THE CONVENTION CENTER;

The entity should examine an array of new cultural and recreational activities. The northern section of the waterfront, given its proximity to the Convention Center and Midtown attractions, would be an appropriate location. Thousands of new visitors might be drawn here daily. Their presence could create the opportunity for a new cultural attraction along the lines of Ontario Place in Toronto. This could combine history, ecology and conservation into a living museum/interpretative center. This new cultural facility could celebrate the many aquatic, historic, and commercial dimensions of the Hudson River and its connections to upstate New York and by ocean to foreign lands. It could be a place to depart for Hudson River communities, to display artifacts from the inland waterway system (locks, canal barges), to permanently berth great ocean liners (one possibly for use by the Ocean Liner Museum), to recreate some of the wetlands now long filled-in, and to promote public interest in

clean water and other natural resources.

---DESIGNATING A PORTION OF THE WATERFRONT FOR THE LONG-TERM LOCATION OF WATER-DEPENDENT INDUSTRIAL AND PUBLIC SERVICE USES.

The waterfront currently serves a number of marine dependent functions such as, transfer of refuse to scows at the Gansevoort Pier, unloading of construction materials and large objects for midtown destinations, and housing of a concrete operation that receives its raw materials by barge. Although the heliport does not actually use the water, it too is dependent on the river for a clear approach and take-off space which does not exist anywhere else in this urban corridor. The Task Force believes that marine dependent uses should be retained whenever possible. In addition, the plan should consider designating zones--for example, immediately north of the Gansevoort Pier and the section between 24th and 28th streets--at which these uses could be consolidated, to the extent possible, over time.

3. NO DECISIONS SHOULD BE MADE ON THE DEVELOPMENT OF THE WATERFRONT THAT DO NOT TAKE INTO ACCOUNT AND SEEK TO MITIGATE THE IMPACTS ON EXISTING JOBS AND ADJACENT COMMUNITIES TO THE EXTENT PRACTICABLE.

Analysis of development opportunities on both sides of the

roadway and studies of the process of change in adjacent communities have made it clear to the Task Force that the two are linked in complex ways and must be considered together in the planning process. Decisions on the location and scale of new waterfront uses should take into account and seek to mitigate, to the extent practicable, the chain of effects that might be created by the introduction of development.

The existence of relatively accessible, moderate-cost business and commercial space along this West Side corridor has long served a significant function in Manhattan's economic life. Entry level jobs and new entrepreneurial efforts; consultants and services to the film, printing, design, and architectural trades; as well as rehearsal and administrative space for cultural organizations are among the activities that have remained in the city because of the availability of space of this nature. Substantial displacement of these jobs and uses should not be an unintended consequence of new waterfront initiatives.

4. THE TASK FORCE IS NEITHER RECOMMENDING NOR REJECTING THE USE OF LANDFILL OR PLATFORMING IN THE LONG-TERM DEVELOPMENT OF THE WATERFRONT.

No issue concerning the future of the West Side is more contentious than whether long-term waterfront development should include the use of landfill or platforming. These land expansion techniques pose particular technological, legal, environmental,

and planning challenges and raise difficult citywide policy issues. In view of its limited mandate and short time-frame, the Task Force did not wish to take a position for or against these modes of development.

5. WATERFRONT PLANNING SHOULD BE CAREFULLY INTEGRATED WITH TRANSPORTATION PLANNING, WITH SPECIAL ATTENTION GIVEN TO THE PROBLEMS OF EAST-WEST ACCESS TO THE CORRIDOR BOTH FROM NEW YORK AND NEW JERSEY.

A waterfront that is lively and fully utilized must be accessible. To accomplish this, several transportation issues must be addressed as waterfront planning proceeds. Selection and detailed design of pedestrian crossings for the replacement roadway merit immediate further study in consultation with the community. Improved mass transit connections by bus, subway, or trolley through such streets as 49th/50th, 42nd, 34th, and 14th streets will be needed. Other important considerations, include the impacts of bridge and tunnel congestion and encouragement of new ferry services. These must be dealt promptly with to assure appropriate integration of solutions during the roadway design phase.

6. THE WATERFRONT AREA SHOULD BE DEVELOPED AS AN IDENTIFIABLE WHOLE WITH SOME CONSISTENT FEATURES. AT THE SAME TIME, SPECIAL NEIGHBORHOOD DISTINCTIONS SHOULD

BE ENCOURAGED. THIS SUGGESTS THE FORMULATION OF DESIGN GUIDELINES THAT COMBINE COMMON ELEMENTS AND LOCAL DIFFERENCES.

The esplanade and roadway along the Hudson could provide a powerful image of continuity for the West Side. Nevertheless, it is important to vary the uses and character along the length of the corridor. A reasonable number of elements which are repeated, such as signage, lighting, and major avenue trees should be controlled through design guidelines, which also provide for aesthetic diversity. It is not necessary, furthermore, for the entire length to be elaborate or expensive in design. Understated design options may be more appropriate for some areas, in the same way that other sections may call for more extensive plans.

The Task Force is concerned that the structural elements of the replacement roadway, pedestrian and bike paths, and associated fixtures be of quality design and of lasting materials. Historic features should be retained or restored where feasible. Artists should be engaged in the design process to ensure that the decorative elements of the roadway are appropriate for the high utilization that the corridor will enjoy and for a city whose livelihood and commerce are so intimately tied to the arts. Design features and details should reinforce the maritime character of the area and specific locations for works of public art should be designated.

7. THE WATERFRONT IS NOW THE LOCATION OF CERTAIN ESSENTIAL NON-WATER-DEPENDENT MUNICIPAL FACILITIES. THE TASK FORCE RECOGNIZES THE IMPORTANCE OF THESE FACILITIES, BUT URGES THAT ALTERNATIVE INLAND LOCATIONS BE SOUGHT FOR THEM WHERE FEASIBLE.

Many public service facilities needing large areas of enclosed or secured space have been located along the waterfront in recent years because of the availability of vacant piers and the difficulty of finding suitable inland sites. Some of these were initially expected to be temporary uses, others now occupy considerably more area than was originally projected. Though serving needed functions, these activities neither benefit from their waterfront location nor provide the maximum possible financial return.

The majority of these facilities, including the city tow pound, the MABSTOA bus garage, and parking lots for sanitation vehicles, have little or no relationship to the water. In some instances, reconfiguration of the operations may reduce their spatial needs or may allow consolidation with other functions. The Task Force realizes that the relocation to other sites may be difficult, since both suitable space and relocation funds would have to be identified, but encourages the study of alternative inland sites.

8. THE TASK FORCE RECOMMENDS THAT AN INLAND LOCATION ALSO BE IDENTIFIED FOR A BUS DEPOT IN LOWER MANHATTAN WHICH WOULD PROVIDE LAY-OVER PARKING FOR TOURIST AND COMMUTER BUSES.

Currently in Lower Manhattan, commuter and tourist buses line the west side of West Street from Chambers Street to West Thames Street. Engines are left running all day to provide heat in the winter and air conditioning in the summer, substantially increasing already serious air quality problems. The buses also act as a physical and psychological barrier to pedestrian and vehicular access into and out of Battery Park City. Unless a reasonable alternative location is found, this situation can only worsen. The New York City Department of Transportation, with the Port Authority, is undertaking a feasibility study which will examine potential locations for bus facilities for Lower Manhattan. The Task Force supports this effort.

9. THE TASK FORCE RECOMMENDS THAT EFFORTS BE MADE TO ENCOURAGE AND FACILITATE TOURIST UTILIZATION OF THE WIDE VARIETY OF ATTRACTIONS IN LOWER MANHATTAN.

The existing and proposed tourist attractions in Lower Manhattan could eventually form one of the foremost tourist destinations in the world. The Statue of Liberty, Ellis Island, South Street Seaport, Wall Street, the World Trade Center,

Chinatown and Little Italy, the Custom House, the Holocaust Museum, the Wintergarden, and the proposed Great Biosphere will offer families several full days of varied and enriching activity. The Task Force discussed the potential appeal for an east/west transit and pedestrian link along Liberty Street connecting these sites and recommends further exploration of this idea.

10. THE TASK FORCE RECOMMENDS THAT ANY DEVELOPMENT ALONG THE CORRIDOR REFLECT THE MIXED-INCOME CHARACTER OF THE COMMUNITIES ALONG THE WEST SIDE.

The communities of the Lower West Side are diverse and distinct in identity and character. Lower Manhattan, Soho, Tribeca, Greenwich Village, Chelsea, and Clinton each has a special quality that is derived in part from its history and in part from the special dynamic emanating from the varied ethnic and mixed socio-economic profile of its residents.

Just as the Task Force envisions a waterfront that extends the inland city to the shoreline, it also projects uses along the corridor that will reinforce--not disrupt--the individual neighborhoods. Any new commercial and residential space should be sensitively integrated into the existing community of which it will become a part. Design relationship to historic districts; housing subsidies; and community participation in the planning

process are some of the techniques which may be employed to support these goals.

FINANCIAL

THE TASK FORCE AGREES THAT THE ROADWAY, THE ESPLANADE, THE BICYCLE PATH, AND THE CONTINUOUS WALKWAY SHOULD BE BUILT AS ONE PUBLIC PROJECT. THE TASK FORCE BELIEVES THAT PUBLIC FUNDING FOR THE ESPLANADE IS APPROPRIATE. THE TASK FORCE RECOMMENDS THAT PRIOR TO THE CONSTRUCTION OF THE ROADWAY, THE GOVERNOR AND MAYOR SHOULD IDENTIFY THE FUNDS THAT WILL BE USED TO CONSTRUCT AND MAINTAIN THE ESPLANADE. IF TRADE-IN FUNDS ARE NOT SUFFICIENT TO PLAN AND IMPLEMENT THE CONSTRUCTION OF THE ROADWAY/ESPLANADE, THEN ADDITIONAL FUNDING SHOULD BE SOUGHT PROPORTIONATELY FOR THE ESPLANADE AND GRADE-SEPARATIONS.

PUBLIC OUTREACH

The Task Force made every effort to maintain open communication among the Task Force, its staff and consultants, and a variety of community leaders, elected officials, organizations, and individuals. A major Task Force priority was the development of strategies to ensure maximum input from and understanding by the broadest cross section of groups that would be impacted by its work.

- Community Boards 1, 2, 4, and 7 were the conduit to the affected communities along the West Side waterfront. Meetings were arranged with Board Chairs, District Managers, and appropriate committees.
- Meetings were held with elected public officials, and their staffs were kept informed of all Task Force activities.
- Groups and individuals were identified, both in affected communities and throughout the city, that were especially active and interested in transit, land use and planning, economic development, housing and real estate, environmental quality, and parks and recreation. Depending on the forum, the Task Force was represented by the Chairman, staff, consultants, and members in its meetings with these groups and individuals.
- A series of fact sheets were issued to continually inform the public and press of Task Force progress.
- A mailing list, including over 1000 names, was assembled to

receive Task Force information.

- A series of Task Force tours during the early months of its study showed community leaders, elected officials and Task Force members the West Side waterfront as well as the waterfronts of Baltimore, Boston, Toronto and Vancouver. Individual Task Force members participated in walking tours of the area. In addition, a special tour of the West Side piers took place in early November.

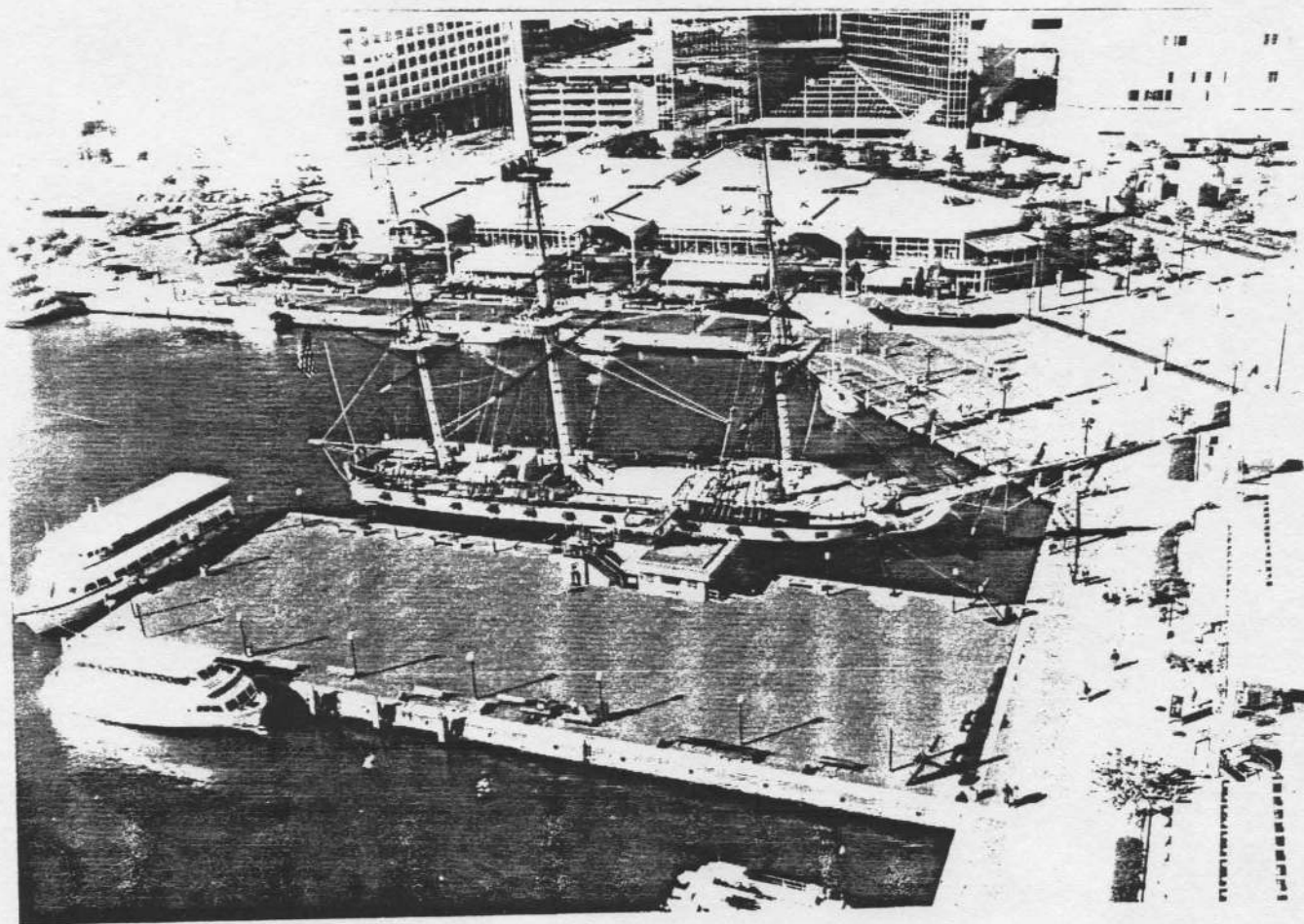
- Responding to community concerns, the Task Force facilitated the removal of bulkhead fencing which had been installed prior to the July 4th weekend; helped to initiate discussions between Board 2 and state and city officials for interim pier and bulkhead improvements; and arranged for a meeting with city traffic personnel to consider how to reduce truck entries onto Village streets.

Among the formal meetings sponsored by the Task Force were:

- A public information meeting, held on September 17th and attended by over 300 people. Present were the Chairman and Task Force members, staff, and consultants. The Chairman summarized the Task Force mission. The staff explained how the Task Force would go about its work and how it expected to include the public in its decision making process. The public responded with questions and comments and raised many issues of both local (for example, reopening the West Side piers) and citywide (the availability of trade-in funds for



Baltimore Inner Harbor



Photographs by Ronay Menschel



Lincoln Wharf, Boston, power plant converted to 75 percent below-market-rate housing

Charleston Navy Yard, Boston, housing for the elderly (left) in converted historic warehouses, and condominiums



mass transit) import. This helped to round out the body of knowledge the Task Force had received from previous West Side highway studies.

- Task Force meetings held on September 3rd, October 8th, November 5th, December 8th, and January 8th were open to the public. At the conclusion of each session the press and public were invited to question Task Force members and consultants.

- A workshop was held on October 17th for the Task Force and its consultants to participate with the community in seeking solutions to transportation and land use problems. The workshop was attended by over 85 people, and produced positive results. The Task Force demonstrated that it was willing to listen to community concerns, the community had an opportunity to affect the decision making process, and there was promise of continued dialogue.

- A group of individuals designated by workshop participants met on October 19th to review and summarize the issues raised at the earlier workshop sessions. There was agreement on the 15 points of most significance to the community. These points, which ranged from "no landfill, no development from the bulkhead west" and "public use of publicly owned land," to "a roadway at grade, signals, low speed, low cost" and "continuous bike and pedestrian access for transportation as well as recreation," were distributed to Task Force members for their consideration. All but one of these points have

been considered in the Task Force report, and nine of the points became the basis of Task Force recommendations.

- In November, as the Task Force began to receive material for study from its consultants, a follow-up briefing was arranged for those invited to the workshop. Transportation consultants discussed the process used to make proposals on roadway alternatives and showed how these took into account the concerns of the diverse neighborhoods within the roadway corridor. An active discussion followed concerning roadway alternatives and their implications for the adjacent communities. In addition, the Chairman held two briefings, presenting the proposed land use plans, at which extensive discussion took place on the various scenarios.

- Following the issuance of the Preliminary Report, the public briefings, discussions, and comment continued. These were by invitation of the Task Force and by invitation of community and citywide groups.

- The Task Force held its final public hearing on December 17th. Despite the short time frame for response, testimony was given by over 70 individuals, elected officials, and representatives of local and citywide organizations. The Task Force was complimented on its open process and the opportunities given for public participation. There was also general support for recommendations such as the Chelsea Park, the waterfront esplanade, and for a successor entity.

Speakers also agreed that work on the replacement roadway

should move along expeditiously to maximize the amount of trade-in funds available. The major areas of concern centered on the cost of the roadway and the need for the depressed sections, funding for the esplanade, and on community participation in the future planning process.

The Task Force derived much from the community outreach process. The meetings reinforced many initial, intuitive reactions such as the importance of public access to the waterfront and the value of tailoring the replacement roadway to the individual neighborhoods through which it passes. The Chelsea Waterside Park Association submitted its plans for a park at 23rd Street which the Task Force was able to incorporate into its recommendations. While there were, and continue to be, differences of opinion, judging from comments from both the community and the Task Force, the major benefit of the outreach has been a narrowing of the credibility gap which has existed in the community since Westway. It is hoped that some of the suspicion and distrust has been eliminated by this successful community participation process. The contacts and good faith established by the West Side Task Force should become the base for future community efforts as work on the replacement roadway and land use planning proceed.

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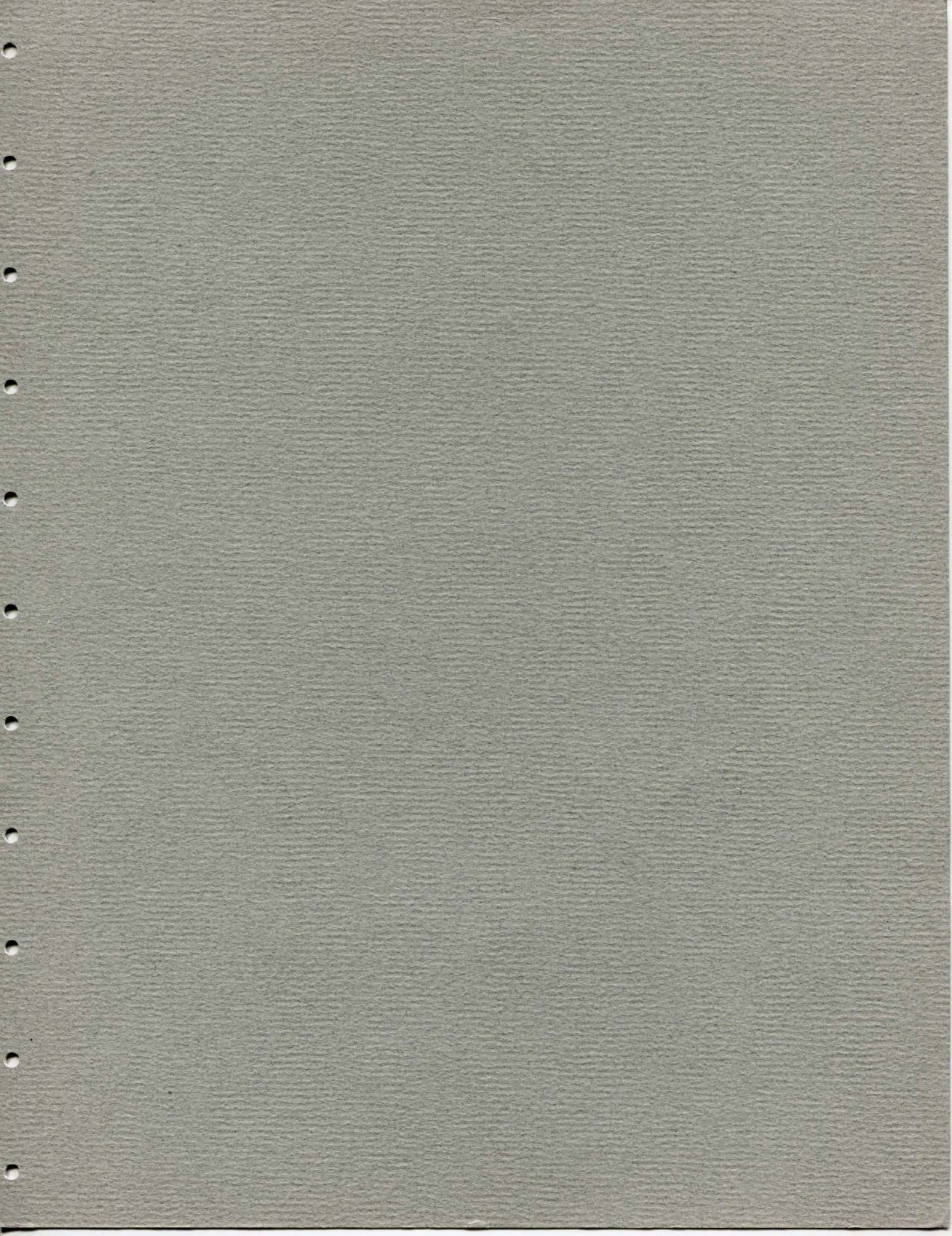
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right beats
D and here

Hope springs
eternal!

Frank Dulba
L.A. 1/11/71

Will walk
on the West side
together!
Jan 71

This is big too!
Alex Talli

Damaso Sola
Charge of the
No high rail
group.

It was great
to work with you and
Tosh. Take
Bob (Vernon) Buggen

From Fife + Dinkens
to success - united!

Love all love parks!
next year no ESP inside.
Go for the spectacle
Randy Mennich