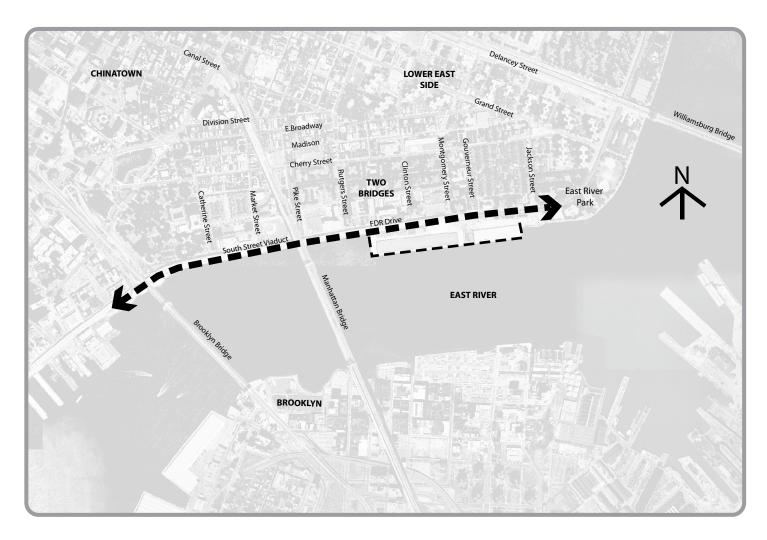
East River Greenway Community Design Workshop

Charrette Report and Design Principles

Final Report

Presented to the Manhattan Community Board 3 Waterfront Task Force



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National Park Service Rivers and Trails Program

July 2004

East River Greenway Community Design Workshop Charrette Report and Design Principles

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Waterfront Task Force Workshop Planning Committee

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East River Greenway Community Design Workshop

The report in hand summarizes the results of a well-attended, intensive community design charrette focused on the future of the East River waterfront, stretching from the Brooklyn Bridge to East River Park. The goal of the East River Greenway Community Design Workshop was to formulate a clear community vision for this stretch of the waterfront and Piers 35, 36, and 42, in keeping with the residential nature of the community. In response to a request from the Mayor's Waterfront Task Force and the NYC Economic Development Corporation for input from Community Board 3, ideas from the workshop are being utilized by the CB3 Waterfront Task Force and Community Board in their recommendations to the City for consideration in the planning process.

This two-evening design "charrette," held on April 28 and 29 at the Henry Street Settlement, was produced with the help of a technical assistance grant from the National Park Service Rivers and Trails Program. The Community Board 3 Waterfront Task Force conducted outreach to area residents and hosted the workshop, which was facilitated by the City College Architectural Center and numerous volunteers.

The East River Greenway, a major section of the Manhattan Greenway, is easily the most important new addition to the City's transportation and recreation network in decades. The Greenway is both a linear park and a new transportation network, creating a much-needed bikeway and walkway system that allows and supports non-polluting forms of transportation. The Greenway Trail is an essential unifying element of the shoreline, linking the waterfront reaches in Community District 3 ("Between the Bridges" and "The Piers," also known as "The Sheds") with other parts of the city.

While the East River Greenway has seen great improvements in the past several years, the section of the Greenway serving Lower East Side residents still needs upgraded facilities for walking, biking, rollerblading and skating--forms of locomotion that are threatened by vehicular traffic hazards in many locations in the city. While creating opportunities for healthy forms of alternative transportation, this waterfront trail system adds a human thread weaving together the many destinations along Manhattan's outer edge.

CCAC July 2004

Introduction

The workshop process

In the two-evening Community Design Workshop, or "charrette," approximately 40-50 participants per night worked in small brainstorming groups, creating a vision of the ideal waterfront for their neighborhood. Fast-paced discussion and sketching sessions generated ideas ranging from small-scale interventions to more sweeping and visionary schemes. On the first night, the working groups looked at the entire stretch of waterfront from the Brooklyn Bridge to East River Park. The major themes from the first evening's "pin-up" became the working group topics for the next night. By the end of the charrette, although the details differed from group to group, consensus was clearly emerging on several principles of the community's vision for its waterfront.

Major issues

The pages that follow describe design principles formulated from the working groups' recommendations, as well as detailed lists of recurrent themes and brain-storming ideas. The major themes that came to the fore were:

Greening the Greenway
Alternative Transportation and Vehicular Traffic
Community Connections and Waterfront Destinations
Between the Bridges
The Piers

Running throughout discussions of these main themes was a common desire to make design decisions for this stretch of the Manhattan waterfront that would improve the quality of life for this heavily residential section of the city.

Foundational Principle:

Consider the residential nature of the waterfront community the primary concern in any development of the Community District 3 waterfront.



Concept Plan

The Concept Plan represents a synthesis of the principles and main ideas that CD3 residents expressed in the course of the Community Design Workshop. Along the waterfront, the major concern is to improve this stretch of the Manhattan Greenway to raise the quality of accommodations for pedestrians, cyclists and skaters. Recommended improvements also include a variety of "greening" strategies to increase green space and add more naturalistic edge treatments to a shoreline that is currently stark and hard-edged. On the piers, public access and the creation of cultural and recreational destinations are the themes voiced resoundingly during the charrette process.

The main street-end connections to the water's edge are designated as "Activity and Amenity Nodes," places that should be prioritized for capital improvements. The Plan also expresses the need for streetscape improvements and better pedestrian and bike connections on streets leading to the shoreline. These streets are designated as "Green Corridors" and prioritized as "primary, secondary, or tertiary."

Finally, the Concept Plan also proposes improvements to the intermodal transportation network along the waterfront and connecting to inland neighborhoods. In addition to better pedestrian and bike access and finding ways to "humanize" the FDR corridor, the highest priorities include the addition of water taxi service and additional MTA bus service using clean air technology.

Together, these concepts complement one another to convey a vision of a Lower East Side waterfront that would bring enormous benefits not only to local residents, but to the city as whole.

3

Greening the Greenway

Existing Conditions



Esplanade under the FDR



Parking under the FDR

Principle:

"Green" this section of the East River Greenway and FDR corridor to reduce pollution and add "more nature."

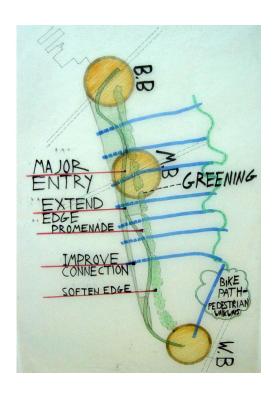
This stretch of the Manhattan Greenway from Brooklyn Bridge to East River Park is currently a harsh urban environment, characterized by asphalt and other impervious surfaces and a continuous concrete bulkhead that separates people from the water's edge. In fact, there is virtually no "green" on this entire stretch of the "Greenway." In addition to these concerns, the FDR Drive creates air pollution, noise pollution and contaminated run-off that could be at least partly remediated through various "greening" strategies.

- Widen greenway for bicycle and pedestrian access, as well as park and pier zones, beyond the current esplanade
- Redesign bikeway, i.e. "greenway," with plantings, green spaces, and possibly a meandering path
- Green up the view corridors to and from neighborhoods to invite people down to the water and extend adjacent neighborhood green spaces to edge
- Build green roofs on buildings on piers and nearby public buildings
- Add planted piers or barges for passive recreation
- Create "softer" or more "naturalistic" shoreline

Other brainstorming ideas

- Create wetland along shoreline to remediate water pollution and run-off and to mitigate impact of new piers
- Modify DOS building at Pier 36 with green roof park on top (example: Riverbank State Park)
- Add cascading plantings on FDR viaduct





Alternative Transportation

Existing Conditions



Blocked pedestrian crosswalk



Bike path under the FDR



Bike path near the piers

Principle:

Reduce noise, air and water pollution and hazards caused by vehicular traffic, while increasing clean, accessible forms of public transit, waterborne transportation and pedestrian and bicycle access to and along the waterfront.

The Lower East Side is currently denied access to the Greenway by barricades and by poor design that ignores pedestrian and bicycle connections. At the same time, the area is grossly underserved by public transportation. Better access to the Greenway, improvements to the linear Greenway trail facilities and new forms of non-polluting public transit along South Street are especially needed.

Suggestions and brainstorming ideas

Pedestrian connections

- Improve attractiveness and safety of Greenway for pedestrians in order to encourage walking for transportation and recreation
- Improve pedestrian accommodations connecting neighborhoods to the waterfront. See Community Connections section.

Bicycling

- Improve existing bike routes on Greenway with dedicated bike lanes, especially near Pier 42 to East River Park
- Add bike racks at all existing and future destination points
- Create additional and safer bike lanes on streets leading to Greenway
- Prohibit parked vehicles, which now overhang into existing bike lanes
- Add bike rentals and bike shops on piers



Waterborne transportation

- Add water taxi or ferry service using clean-air technology at a location that minimizes impact on neighborhoods and parks (possible locations: between Piers 36 and 42 or at Pier 35)
- Make ferry connections to Governor's Island and to Brooklyn in the future to access recreational facilities
- Create facilities for small boats

Rail

- Make East Broadway subway stop accessible for people with disabilities
- Add light rail along the waterfront and connecting to other Lower Manhattan neighborhoods

Buses

- Extend M14A and M15 bus routes along South Street or add new waterfront bus route
- Establish bus connection between LES waterfront and Brooklyn
- Add rubber-tire trolley and/or city bus routes along waterfront and crosstown to West Side

Vehicular Routes



FDR existing conditions



Ideas for FDR: sound attenuation and greening strategies

Principle:

"Humanize" the FDR by making pedestrian safety and amenities a very high priority in all design and transportation decisions.

There is a very clear consensus that whether the elevated FDR Drive is dismantled or remains, noise and air pollution and pedestrian safety issues must be addressed. On the issue of whether the elevated FDR should be removed, no clear consensus emerged during the Waterfront Design Workshop. Some working groups chose to address the issue, while others assumed the FDR was a "given" and focused instead on other challenges. Of those groups who debated the issue, opinions were squarely divided, with some adamant that the FDR should be removed and others concerned that more traffic would be brought to street level if this occurred. Therefore, workshop participants addressed both scenarios, and some of the recommendations apply to either eventuality. In either case, the Greenway is key, and pedestrian and bicycle functions must be given highest priority in designs for this corridor.

- Address noise and air pollution
- Remediate pollution and run-off from FDR with wetlands and other "greening" strategies
- Promote clean energy vehicles
- Remove bus parking
- Replace fencing and add openings at connecting street ends
- Add traffic calming measures on South Street



Brainstorming ideas

Scenario #1: Elevated FDR removed

 Remove the elevated FDR and design pedestrian-friendly crossings to the waterfront

Scenario #2--If FDR remains

- "Humanize" spaces underneath the transportation structures (FDR and bridges)
- Design sound baffling (sound attentuation) for FDR viaduct and bridges, especially Manhattan Bridge subway noise
- Design the space underneath the FDR; e.g. at street-end connections
- Create an "active zone" under the FDR; activities might include ice skating, dog runs, rollerblading or skateboard park; restrict any commercial activity or park concessions to this zone
- Add planted edge along upper deck of FDR with cascading plants
- Limit traffic on elevated FDR to non-polluting vehicles, bikes, and pedestrians
- Consider tolling all bridges to encourage public transportation use

Community Connections

Existing Conditions



Neighborhood connection



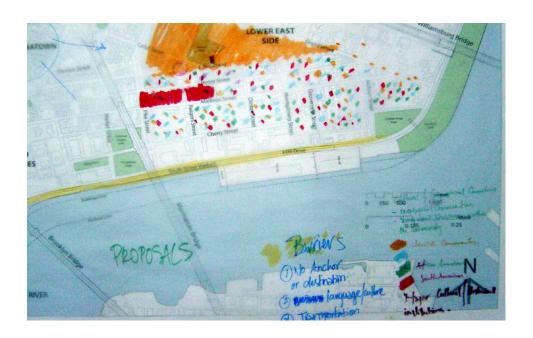
Adjacent schoolyard

Principle:

Make clear, unobstructed, pedestrianfriendly connections to the waterfront to heighten awareness of the water, get people to the edges with ease, and capitalize on exceptional views.

The neighborhoods of the Lower East Side are currently separated from the waterfront by chain link fences and "Jersey barriers" blocking access, even at the few existing crosswalks on South Street. Other conditions, such as poor lighting under the FDR and on the esplanade and the need for better streetscaping and crosswalks on connecting streets, increase the divide between the neighborhoods and the water.

- Extend street network and neighborhood green spaces to water's edge with street-end parks, and ideally, beyond the current edge with new piers
- Choreograph/capitalize on exceptional views, especially of the Brooklyn and Manhattan Bridges
- Install traffic lights and better marked pedestrian crossings on South Street
- Add more lighting under FDR Drive and along waterfront
- Create waterfront destinations such as gathering spots that bring together residents of different neighborhoods (Chinatown, Two Bridges, Lower East Side)
- Strengthen pedestrian and public transportation connections between Chinatown and waterfront



Recommendations and brainstorming ideas

- Strengthen Allen-Pike Street connection to waterfront
- Improve pedestrian connections and streetscaping on Catherine Street and alongside Brooklyn Bridge on Robert F. Wagner Sr. Place
- Create an entrance to the esplanade from the middle section of Smith Houses, between Wagner Place and Catherine Slip
- Rutgers Street could be "two-way gateway" from subway with grand entrance to park; suggestions include widening and realigning street from Cherry to waterfront and designing dry stream bed with river stone
- Traffic light and traffic calming at Montgomery Street to mitigate dangers of traffic exiting from down ramp from FDR
- Create cross connections under FDR Drive using design, public art, sound installations
- Activate spaces under bridges with creative lighting schemes, greenery, temporary market stalls, etc.
- Highlight experience of immigrant and waterfront histories throughout the neighborhood and on waterfront to reflect diversity of the LES/Chinatown neighborhood (e.g. "Immigrant Walk")
- Add pedestrian walkways (i.e. overpasses) at Montgomery and Rutgers Streets

Waterfront Destinations

Precedents



Trails for active recreation on the West Side



Passive enjoyment of the waterfront

Principle:

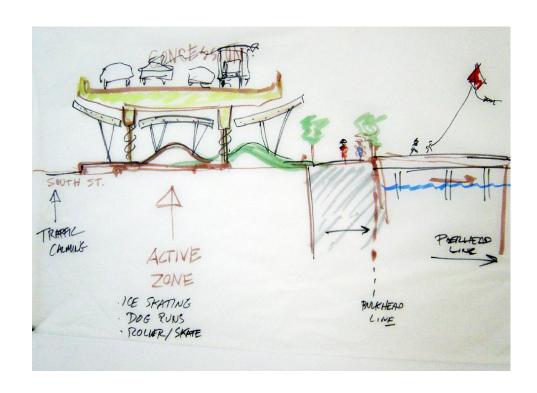
The waterfront should be a primary cultural and recreational destination that will unite diverse neighborhood cultures.

At present, this stretch of the waterfront lacks the kinds of destinations and amenities found along many other parts of the Manhattan Greenway. On the Lower East Side, the quality of the Greenway's provision for active recreation lags far behind other areas, especially the West Side. There are few spots for passive recreation and none that are suitable for gatherings or cultural activities.

- The Greenway is the primary destination for walking, biking, skating and experiencing the waterfront; improved access, safety and amenities for these activities is the highest priority
- Add cultural programming to bring diverse cultures together on the waterfront, working with local neighborhood groups
- Create spaces for family gatherings, special events, and active and passive recreational activities
- Create pleasant and safe walking, biking, and skating experiences to connect to other destinations such as East River Park or Hudson River Park, Staten Island Ferry, Statue of Liberty/Ellis Island, etc.



Waterfront cafe near the Hudson River



Brainstorming ideas

- Create an "active zone" under the FDR
- Active recreation ideas: bicycling, walking, and rollerblading along the river, skate park, indoor rollerskating, ice skating, indoor cycling (velodrome)
- Spaces for recreational and cultural activities to include tai chi, kite flying, family gathering spaces, BBQ spots, lawns, campgrounds
- Water-related sports/recreation: small boats, swimming (floating barge or pool in river)
- Cultural activities: "nightlife" such as performance spaces (but not nuisance activities such as "loud bars")
- Rooftop park over DOS building (Pier 36)

Between the Bridges

Existing Conditions



Esplanade looking toward Manhattan Bridge



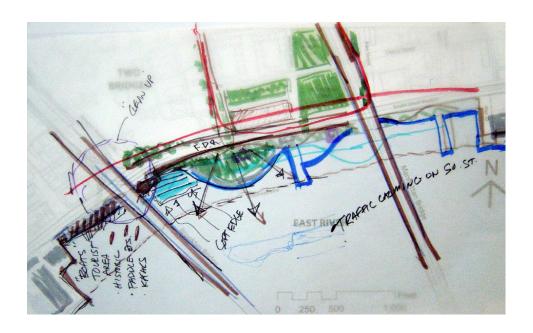
Esplanade looking toward Brooklyn Bridge

Principle:

Maximize space for public access along the water's edge for neighborhood residents. Increase opportunities for visual and physical contact with the water.

In spite of exceptional views of the two bridges, the esplanade between the Brooklyn and Manhattan Bridges is a monotonous stretch along the straight edge of the bulkhead, mostly under the FDR Drive. Design strategies are needed to soften the edges, to provide public spaces that extend out from under the dark, noisy FDR, and to create connections with the adjoining residential neighborhoods.

- Create new public space out beyond the elevated FDR by adding new street-end finger piers, boardwalks, barges, and/or new "softer" edge
- Extend neighborhood green spaces to water's edge, especially at Pike Street and Catherine Street; include bike trails, safe street crossings, and signage
- Improve waterfront zones to serve neighborhood recreational needs
- Add traffic calming elements on South Street and improve pedestrian crossings (signals, marked crosswalks)
- Create access for small boats (including kayaks and paddle boats)
- Provide pedestrian access and improvements to existing natural beach area near Brooklyn Bridge



Other recommendations

- Eliminate parking under FDR Drive and add this space to park area
- Create an active zone under the FDR viaduct and add sound attentuation
- Clean up and improve pedestrian connections along Brooklyn Bridge anchorage (Robert F. Wagner Sr. Place)
- Use "greening" strategies such as "naturalized" edges and coves or canals
- Build boardwalk or extend esplanade to bulkhead line; e.g. at old pier supports from Catherine Slip to Brooklyn Bridge; create "riverwalk"
- Utilize old pier structures under Brooklyn Bridge to backfill for breakwater or cove for small craft access
- Bring bus routes to waterfront
- Create a cove at Pike Street with a market
- Add green planted piers or barges for passive recreation
- Catherine Street: Extend green space out to water OR create a cove or canal where water once came in at Catherine Slip
- Build pier at the end of Market Street; put back a market on Market Street
- Create a neighborhood plan for community use of high school ball field
- Seek better agency coordination regarding jurisdictions on parking, buses, etc.

The Piers

Existing Conditions



Pier 35 and bridge views



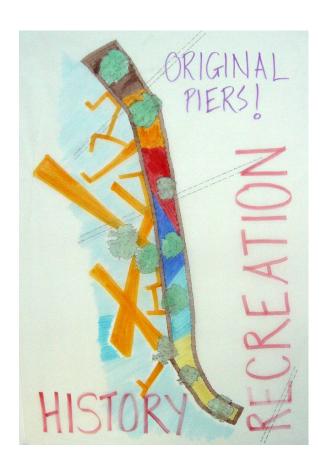
Pier 42

Principle:

Improve or redevelop piers to create opportunities for public access and recreation in keeping with the residential nature of the community. Any City or commercial facilities on the piers should contribute both in use and design with the health of local residents and the waterfront environment.

The poor quality and condition of existing structures on the piers (a.k.a. "The Sheds") mar the appearance of the waterfront. Currently, the public is denied access to the piers, even though some areas are sadly underutilized.

- Allow public access on Pier 35
- Develop continuous daytime public access along water/pier edge from Pier 35 to East River Park (near future)
- Create separate walking and biking paths, free from vehicular traffic, connecting Greenway near Montgomery to entrance of East River Park
- Design pier strip as destination for community recreational and cultural amenities and water-related uses
- Create indoor and outdoor spaces for gatherings, festivals, and cultural activities
- Encourage existing cultural institutions that foster pride for the community to expand to new waterfront locations
- Make the piers an intermodal transportation hub, with water taxi and/or ferry landing, bicycle and skate rentals, and possibly pedi-cabs
- Improve and expand access to East River Park from Pier 42 and create an inviting entrance to the park
- Build new sustainable buildings that utilize green roofs and solar energy on piers



Brainstorming ideas for piers in general

- Either eliminate DOS facility from piers entirely or make it compatible with public use of piers (e.g. with rooftop park)
- Keep maritime access at piers, especially pier 42
- Extend piers out to pierhead line
- Create winter access to waterfront and destinations; possibilities include "winter garden" designed as a flexible year-round space, with, for instance, indoor gathering spaces, live theater, restaurant, cafes, bakery, historic Museum of the Lower East Side, bowling alley, community kitchen for local food vendors
- Other recreational activities, e.g. tai chi, kite flying, family gathering spaces, lawns, BBQ spots, dog runs, outdoor movies, campgrounds
- Cultural and revenue-producing activities for artists and community
- Build boathouse for small boats

The Piers, cont.



Pier 35-36

Pier 36

Brainstorming ideas for piers, cont.

- Use innovative design elements, e.g. decorative grates to see water below, circles glowing from pavements, structures that go into river, etc.
- Design grand entrance at Rutgers Street
- Create new piers at key street ends between bridges (mitigated with shoreline restoration, run-off prevention and other strategies)

Brainstorming ideas for specific piers

Pier 35:

• Open seasonal café on Pier 35

Pier 36:

- Modify DOS building with green roof and park on top (example: Riverbank State Park)
- Extend pier 36 out to pierhead line and add public access along edge
- Redevelop pier 36 for velodrome
- Keep DOS and EMS faciliities in place for community services
- Add permanent, year-round restaurant at Pier 36 or 42



Neighborhood at Pier 42



Pier 44

Pier 42:

- Carve into edge near Pier 42; make it more park-like; add cultural venues, relating to East River Park and ampitheater
- Create a Museum of the Lower East Side
- Use part of pier 42 for environmental education exhibits about water and marine ecosystems
- Renovate pier buildings for active use such as skate park or cycling
- Add walkway connecting Pier 42 to East River Park along or over water (desire to "walk on water")
- Build a community compost facility along with educational component on a portion of the pier

Conclusion

The enthusiasm and creativity that community members have shown throughout the Community Design Workshop and planning process is an indicator that the waterfront is a high priority for Community District 3 residents.

While a number of innovative concepts emerged from the workshop brainstorming sessions, the vast majority of these ideas--and certainly the principles and main themes--are compatible with the intent of city-wide planning for the waterfront over the past decade or more. CD 3 residents crave the kind of public access and enjoyment of the waterfront that has been the intent of policy and design studies such as *A Greenway Plan for New York City* and the *Plan for the Manhattan Waterfront* (1993) and the *East River Bikeway and Esplanade Master Plan Report* (1996). Results from the Community Design Workshop also align with the direction of the recently released report from the Rebuild Chinatown Initiative, entitled *America's Chinatown: A Community Plan.* [See Appendix for details.]

In the past few years, the City and other entities have made remarkable progress in taking waterfront plans from the schematic design phase to built spaces where New Yorkers enjoy biking, walking, sunning, kayaking, and other activities. Although the waterfront on the Lower East Side has benefited from this redevelopment, it still lags far behind many other sections of the Manhattan Greenway. Opportunities for improvement abound.

The Concept Plan and Principles presented here express a vision that would reunite the diverse communities of the Lower East Side, Two Bridges and Chinatown neighborhoods with the estuarine environment that is now so geographically near and yet in some ways still so far, due to physical barriers and design deficiencies. The community's vision would not only create a vibrant edge on the Lower East Side, it would also have a positive impact on the environmental quality of these reaches of the East River shoreline. The restoration of naturalized shoreline and new green space called for in the Concept Plan, along with pollution reduction and remediation measures, would likely far outweigh any required mitigation for items such as new piers or the extension of existing piers.

The charrette prompted much far-sighted and positive visioning for the future. However, it is also important to note the kinds of uses that CB3 residents expressly avoided in their designs. Waterfront uses considered **objectionable** by community residents include:

- Uses, including commercial (retail or wholesale), which would generate an increase in truck and automobile traffic or noise
- Uses that are not water-related and which would diminish access to the waterfront and block views
- Housing
- "Tourist trap" destinations

To return to the optimistic spirit of the Waterfront Design Workshop, an overarching theme is the desire for authenticity and respect for the uniqueness of the Lower East Side and Chinatown as the destination for generations of immigrants from around the world. This sense of place should permeate every planning and design decision for the waterfront, from land use to each site detail.



Summary of Design Principles*

Consider the residential nature of the waterfront community the primary concern in any development of the Community District 3 waterfront.

"Green" the East River Greenway (a section of the Manhattan Greenway) and the FDR corridor from Brooklyn Bridge to East River Park to reduce pollution and add "more nature."

Reduce noise, air and water pollution and hazards caused by vehicular traffic, while increasing clean, accessible forms of public transit, waterborne transportation and pedestrian and bicycle access to and along the waterfront.

"Humanize" the FDR and Greenway by making pedestrian safety and amenities a very high priority in all design and transportation policy decisions.

Make clear, unobstructed, pedestrian-friendly connections to the waterfront to heighten awareness of the water, get people to the edges with ease, and capitalize on exceptional views.

The waterfront should be a primary cultural and recreational destination that will unite diverse neighborhood cultures.

Maximize space for public access along the water's edge for neighborhood residents. Increase opportunities for visual and physical contact with the water.

Improve or redevelop piers to create opportunities for public access and recreation in keeping with the residential nature of community. Any City or commercial facilities on the piers should contribute both in use and design with the health of local residents and the waterfront environment.

^{*}As endorsed by the CB3 Waterfront Task Force on June 9, 2004 and approved by Community Board 3 on June 22, 2004.

Next steps:

As the City moves to the next phase of design with consultants Richard Rogers Partnership, Sharples, Holden and Pasquarelli Architects (SHoP), and Ken Smith Landscape Architects at the drawing boards, the community has an opportunity to integrate its vision for the East River Greenway and vicinity into the official planning process. The Design Workshop was a momentous step in making the voices of community residents heard.

Recommended next steps for Community Board 3:

- Consider endorsing a set of design principles such as those that emerged from the Community Design Workshop (summarized above) to share with the City and its design team. [Task completed as of June 2004.]
- Review the "Main Themes" sections of this report and endorse all those that have the majority support of the Waterfront Task Force and of the Community Board. The Task Force and Board may also wish to prioritize the "Main Themes." [In progress as of July 2004.]
- Work closely with the Mayor's Waterfront Task Force and the NYC Economic Development Corporation and their design team. [Ongoing.]
- Coordinate activities between Community Board 3 and communitybased organizations to maximize the impact of ongoing planning, fundraising and advocacy efforts.

Appendix

Specific principles and concepts generated through the East River Greenway Community Design Workshop mutually reinforce a number of recommendations that have emerged recently from other planning initiatives in Lower Manhattan. These similar themes underscore the importance of the East River waterfront for community residents throughout Lower Manhattan.

From "America's Chinatown: A Community Plan"

- Chinatown, as well as Lower Manhattan in general, needs more park land; virtually the only spaces available for new parks are on the waterfront. A continuous waterfront promenade from the Brooklyn Bridge to East River Park and the creation of spaces and programming that serve multicultural needs are key recommendations.
- More accessible and reliable transportation services are needed for pedestrians to get to the easternmost reaches of Lower Manhattan.
- The plan proposes to "highlight cross streets that tie the riverfront back to inland attractions," emphasizing Catherine Street, Allen/Pike Street, and Rutgers Street. In particular, Allen-Pike Street is viewed as a major link deserving greater attention as the "Avenue of the Immigrants"--a boulevard uniting the diverse immigrant communities of the Lower East Side and Chinatown. Its width and central medians make it an especially important corridor leading to the waterfront.

Recommended by the Lower Manhattan Development Corporation (LMDC) in the "Principles and Revised Preliminary Blueprint for the Future of Lower Manhattan"

- Enhance residential life to create a strong sense of community throughout Lower Manhattan.
- Improved pedestrian connections are needed between Chinatown and the rest of Manhattan, the Financial District, the Lower East Side, TriBeCa, the civic center, and South Street Seaport.
- Create a continuous waterfront park or path wrapping around Lower Manhattan.

- Create a neighborhood transportation "circulator" which links the east and west sides of Manhattan.
- There is a need for transportation from Lower Manhattan to Long Island and to JFK and LaGuardia Airports. Ferry service to Brooklyn and connected shuttle service to the airports is identified as an option.

These areas of overlap between recommendations of other planning processes and the East River Waterfront help to illustrate the genuine need for these improvements and the widespread community-based support for the proposals.