

# The Public Dialogue: Innovative Design Study

February 27, 2003



**THE PORT AUTHORITY**  
OF NY & NJ

The logo for The Port Authority of New York and New Jersey (NY&NJ) consists of the words "THE PORT AUTHORITY" in a bold, black, sans-serif font on the top line, and "OF NY & NJ" in a similar bold, black, sans-serif font on the bottom line.

## Introduction

The Lower Manhattan Development Corporation (LMDC), in close collaboration with the Port Authority of New York and New Jersey (PANYNJ), is committed to a continuing dialogue with the public regarding the redevelopment of the World Trade Center site. Throughout the planning process the public has played a central role in planning the future of the World Trade Center site. As we move forward, the LMDC and the PANYNJ will provide multiple opportunities for public participation as part of the required environmental and land use process.

## The Innovative Design Study

Following the release of the initial six concept plans on July 16, 2002 the LMDC launched an unprecedented public outreach campaign. The result was a lively public debate over the future of the World Trade Center site. Viewpoints expressed during this debate informed decisions as the LMDC and the PANYNJ moved into the next phases of the planning process.

One of the ideas that emerged during the public debate was the desire for inspiring plans. In August 2002, the LMDC and the PANYNJ heeded the public's call, and announced the Innovative Design Study for the World Trade Center site - a global search for design and planning professionals. The LMDC received 406 submissions from design professionals from all over the world. From these submissions, the field was narrowed with the assistance of a panel of architects and designers recommended by New York New Visions. Seven teams, comprised of the world's best and brightest architects, planners and designers were selected and charged with proposing their own creative plans for the site. For the next eight weeks the designers worked with the LMDC and the PANYNJ in an intense design process focused on inspiration and innovation.

The design teams were also given a new, flexible program shaped by public comment. Several important program elements emerged from the public debate. They included preserving the footprints of the Twin Towers for memorial purposes, restoring a powerful symbol(s) in the Lower Manhattan skyline, the need for additional public spaces including parks and plazas, a grand promenade along West Street, and greater connectivity with the World Trade Center site and surrounding neighborhoods. What resulted were nine new design concepts for the World Trade Center site.

## The Public Dialogue - Plans in Progress Public Outreach Campaign

The release of the nine design concepts provided the LMDC and the PANYNJ with the framework to embark on a further conversation with the public. On December 18, 2002, the LMDC and the PANYNJ launched an aggressive public outreach campaign entitled "Plans in Progress". Public comment was accepted through February 2, 2003.

The Plans in Progress campaign included a variety of ways for the public to view and comment on the nine design concepts. The LMDC placed public hearing notices in major metropolitan and local papers throughout the tri-state area. The LMDC also conducted outreach throughout the five boroughs, Long Island and New Jersey, through leafleting at major transportation hubs servicing all areas of New York City, Long Island, Westchester, and New Jersey, and outreach via email to major civic organizations, such as Imagine New York. Thousands of flyers were also distributed throughout Lower Manhattan.

The following is a summary of opportunities for public participation.

- **Public Hearings**

The LMDC, in collaboration with the PANYNJ, held a large-scale public hearing on January 13, 2003 in Lower Manhattan. The public hearing was simulcast in locations throughout New York City and Long Island and live on the LMDC's website. A public hearing was also held in New Jersey on January 21, 2003. Thousands of concerned citizens from the tri-state area attended these public hearings, and over 1,000 people from around the globe participated and commented through the website simulcast.

- **Winter Garden Exhibit**

A special exhibit of the nine design concepts was held at the Winter Garden at the World Financial Center from December 19, 2002 through February 2, 2003. Public comment cards were provided, along with a comment bin to collect completed cards. Over 100,000 people visited the exhibit and over 8,000 comment cards were collected.

- **Advisory Council Meeting**

A meeting for all LMDC Advisory Council members was held on January 8, 2003 to discuss the nine design concepts.

- **Community Board 1 Meeting**

During the public comment period, the LMDC appeared before Community Board 1 to review the nine design concepts and hear the questions and concerns of Lower Manhattan residents.

- **Mailing to the Families of Victims**

The LMDC sent a mailing to over 3,000 families, including the 1993 Families. The mailing included an overview of the Plans in Progress campaign and ways families could provide input.

- **Innovative Design Study Video**

The LMDC produced an Innovative Design Study video that provided the public with a presentation of the design concepts. The teams described each design and in their own words, their vision for the World Trade Center site. The videos, along with public comment brochures, were distributed to all 193 public library branches throughout New York City.

- **Elected Officials Mailing**

Every City, State, and Federal elected official in New York State received a mailing that included a notice of public meetings and an overview of the Plans in Progress public outreach campaign. Elected officials were encouraged to share the information with constituents.

- **LMDC's official website email, and regular mail**

The LMDC also invited public comment through its website. Descriptions of the Innovative Design Concepts were accessible online. Visitors could view a slide presentation of the design concepts, read about the teams and submit their comments to the LMDC from anywhere around the world. The LMDC received over 4,000 comments through the web site and email between December 18, 2002 and February 2, 2003, in addition to letters sent via regular mail and fax.

## The Public Dialogue - "Plan in Progress" For the Innovative Design Study

On December 18, 2002 the LMDC called on the public to once again participate in the planning the future of the World Trade Center site. The public's response was unprecedented. The "Plans in Progress" public outreach campaign resulted in nearly 13,000 comments and insights that were critical in guiding the planning process.

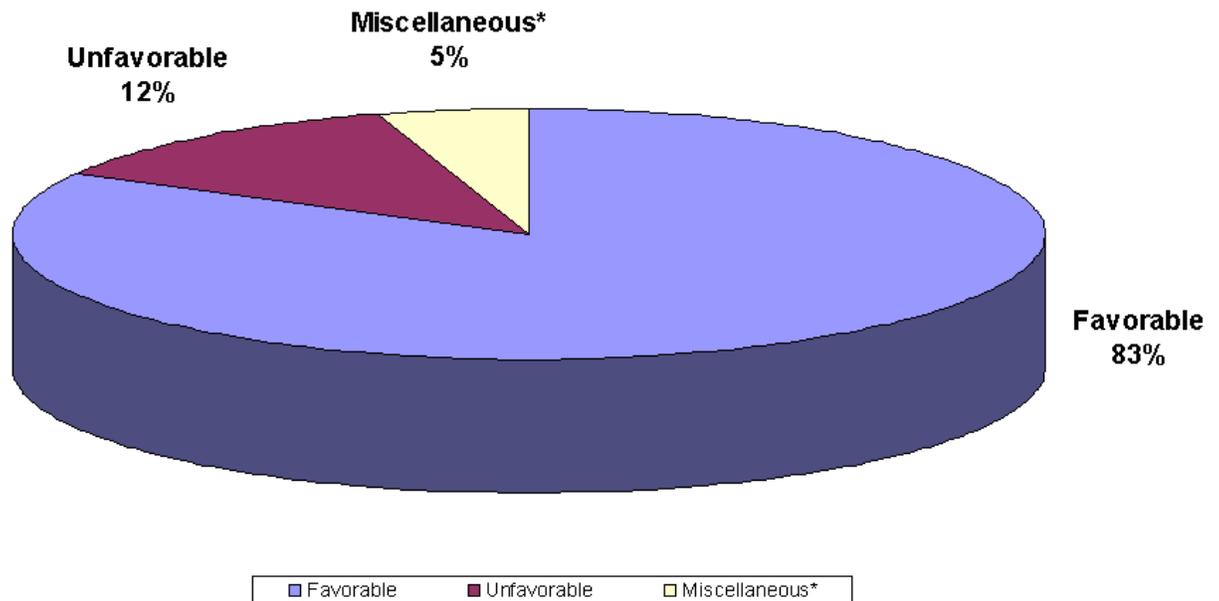
During Phase I, the public spoke clearly about the important rebuilding elements. Chief among them was creating a fitting memorial to those who were killed at the World Trade Center site. Others included restoring the skyline, increased connectivity with the World Trade Center site and the adjacent neighborhoods, preserving the footprints of the Twin Towers, additional parks and open spaces and others. The program given to each of the seven design teams translated the public requests into programmatic requirements.

As part of the continuing public outreach efforts, the LMDC and the PANYNJ asked the public to consider and comment on the site plans and their elements. The LMDC and the PANYNJ also began

an extensive analysis of both the quantitative and qualitative factors. In addition to evaluating the quantitative factors, such as engineering considerations, cost and transportation, the analysis focused largely on the qualitative elements of the plans. The same qualitative elements that the public had emphasized in response to the six initial concept plans released in Phase I. They included each design team's approach to creating a memorial context and setting, providing open and public space, improving connectivity, including streets and walkways throughout the site, and lastly, restoring the skyline. Nearly two-thirds of the comments received related specifically to a site plan or an element of a site plan. Of those comments, an overwhelming majority, over 83%, were favorable.

The remainder of the public comment (approximately one-third) included alternative site plans, general support or opposition to the site plans, comments on the planning process, and comments on elements not related to any specific site plan. All of the public comment was read, organized and entered into a comprehensive database maintained by the LMDC.

### **Total Comments Related to Site Plans or Elements of Site Plans**



\* general comment on plan or element not favorable or unfavorable

## Studio Daniel Libeskind

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The Studio Daniel Libeskind plan received a significant response from the public. The elements that received the most attention were the memorial context and setting and the plan's approach to restoring the skyline.

Of those favorable comments on the elements of the Studio Daniel Libeskind plan, 39% showed support for the memorial context and setting. Many felt Libeskind's approach to the memorial was dramatic and powerful through his use of the slurry wall and the bathtub area. Many commented that this plan provides for below-grade memorial experiences others felt it was also important to have additional memorial areas at ground level.

Libeskind's approach to restoring the skyline was also a popular element. Nearly 30% of the favorable comments expressed support for Libeskind's approach to restoring the skyline. Many felt the spire stood as an inspirational symbol, and provided a tall structure to fill the Lower Manhattan skyline. Others liked the Gardens of the World as a powerful statement about the international nature of the site.

Another commonly discussed element was the Libeskind plan's treatment of parks and open space. Overall, elements such as the Heroes Park and the Wedge of Light were considered unique and imaginative. Among the comments on parks and open space, the "Wedge of Light" concept was the most popular.

Of those total comments related to the Studio Libeskind, including total support for the plan and comments on the elements, 92% were positive.

## THINK - Ban, Schwartz, Smith, Vinoly

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In general, the THINK team site plans received a large number of comments from the public. Many thought that the THINK Team offered a wide variety of options for the World Trade Center site.

The THINK plan that received the most attention was the World Cultural Center. Of the favorable comments on the elements of this plan, nearly 42% supported the skyline element in the plan. Most thought it was the most imaginative approach to restoring the skyline. Others commented that the Twin Towers of Culture are bold, visually appealing and provide symbolism for the ultimate memorial design.

The memorial context and setting in the World Cultural Center plan was also an element that interested the public. Approximately 21% of the favorable comments on the elements related to the memorial context and setting. Many supported the symbolism of bringing the memorial to the sky. Others expressed concern about the location of the museum and its feasibility.

Another favorable element in the World Cultural Center plan is the cultural and civic components.

Over 15% of those who commented favorably on the elements of this plan supported the cultural and civic amenities. Many commented they liked the emphasis and prominence placed on these elements and felt that they were an important rebuilding element.

Of those total comments related to the World Cultural Center plan, including total support for the plan and comments on the elements, 90% of those comments were positive.

The THINK Sky Park plan generated a modest amount of public interest. Those who commented favorably on the Sky Park plan supported the open and public spaces. Over 44% of those commenting favorably felt the plan provided a beautiful space, open and accessible to all. Others liked the plan's emphasis on parks and its use of trees and pedestrian walkways.

Of those total comments related to the Sky Park plan, including total support for the plan and comments on the elements, 94% of those comments were positive due in large part to the plan's use of open and public space. Although the Sky Park plan did not generate significant public interest, those that did comment cited open and public space as a key rebuilding element.

The Great Hall generated the least number of comments of any of the nine plans. Of those comments, the greatest number focused on the open and public space element of the plan and more specifically, the Great Hall. Many commented that it created an effective public space.

## **Foster and Partners**

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The Foster and Partners plan received significant attention from the public. The element that received the most attention was the plan's approach to restoring the skyline. The memorial context and setting was another element that resonated with the public.

The most recurring comment on the Foster and Partners plan related to the skyline element. Almost 39% of the positive comments on the elements of the Foster and Partners plans favored the skyline element, reinforcing the public's preference for restoration of the Lower Manhattan skyline. Some commented that, while they support Foster and Partners approach to restoring the skyline, they were concerned about the height of the towers.

Approximately 29% of the positive comments on the elements showed support for the memorial context and setting. Many expressed support for Foster's concept of providing a private area for the families of the victims of the World Trade Center attacks. Moreover, many favored Foster's idea of "voiding" the footprints of the twin towers and felt it was respectful. Others commented that this approach was too somber and depressing.

A smaller group, approximately 15%, favored the open and public spaces contained in the Foster plan indicating their support for having outside parks and accessible public spaces. Many felt this plan provided much needed open space with greenery, which was important to symbolize life.

Of those total comments related to the Foster and Partners plan, including total support of the plan and comments on the elements, 92% of those comments were positive.

## **Meier, Eisenman, Gwathmey, Holl**

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The Meier, Eisenman, Gwathmey, Holl plan received moderate interest from the public. The elements of this plan that were the subject of the majority of the comments were the memorial context and setting, the skyline and the plan's approach to public and open space.

The element of this plan that received the most attention was the memorial context and setting. Approximately 34% of the positive comments on the elements of this plan expressed support for the memorial context and setting. Many favored the architect's use of reflecting pools, trees and other natural elements to define the memorial space. Several felt the memorial shadows were a suitable memorial, conveying a sense of scale over the loss of the twin towers.

Out of the favorable comments on the elements of this plan, 28% showed support for the skyline element in the plan. While many felt the buildings create a dramatic, unique and distinctive skyline, others felt they were too massive, and questioned whether the buildings are appropriate for the Lower Manhattan skyline.

A smaller percentage, approximately 20%, commented on the plan's public and open space. Some who commented on the Meier plan favored the large amount of open space provided and liked the park connecting the Hudson River to the memorial.

Of those total comments related to the Meier plan, including total support of the plan and comments on the elements, 76% of those comments were favorable. Of the unfavorable comments, 72% related to the plan's approach to restoring the skyline.

## **Peterson Littenberg Architecture & Urban Design**

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The Peterson Littenberg Architecture & Urban Design plan received a fair amount of attention. The elements that received the most attention were this plan's approach to open and public space and the skyline.

The most popular element was open and public spaces. Approximately 34% of the positive comments on the Peterson Littenberg plan elements supported this plan's approach to open and public spaces. Many felt that the New York Gardens provided tranquil settings and appropriate use of outdoor public spaces.

Approximately 20% of the positive comments on the elements were related to the skyline element. Many favored the Peterson Littenberg approach to restoring the skyline, and felt the buildings integrated well with the existing buildings in Lower Manhattan. Others liked the concept of two towers

once again filling the Lower Manhattan skyline. However, many felt that the buildings did not provide a bold enough skyline.

Approximately 16% of comments related to the memorial context and setting. Many felt using memorial gardens was fitting and many liked the contemplative and reflective spaces contained in this plan.

Additional comments centered on the plan's connectivity. Approximately 10% of the favorable comments focused on connectivity. Many commented favorably regarding how the plan integrated into the existing neighborhood and favored its pedestrian and street like approaches.

Of those total comments related to the Peterson Littenberg Architecture & Urban Design, including total support of the plan and comments on the elements, 83% of those comments were favorable. Over 50% of those unfavorable comments related to the skyline.

## United Architects

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The United Architects plan received moderate attention from the public. In addition to comments on the skyline, the memorial context and setting, and public and open space, it's worth noting that the safety and security element in this plan generated favorable responses.

The most frequent comment on the elements of the United Architects plan related to the architects' approach to restoring the skyline. Of the favorable comments on the elements, approximately 38% supported the boldness and imagination of the United Architects buildings. Others, however, commented that the buildings overwhelmed the site and were too futuristic.

A small group, approximately 24%, commented on the memorial context and setting in this plan. Some liked the concept of looking up into the sky as part of the memorial experience. Approximately 14% commented on the plan's treatment of public and open space and lastly, the safety and security element in this plan was of interest to the public.

Of the comments related to United Architects, including total support of the plan and comments on the elements, 85% of those comments were favorable. Of those unfavorable comments, almost 50% related to the plan's approach to restoring the skyline.

## General Public Comments

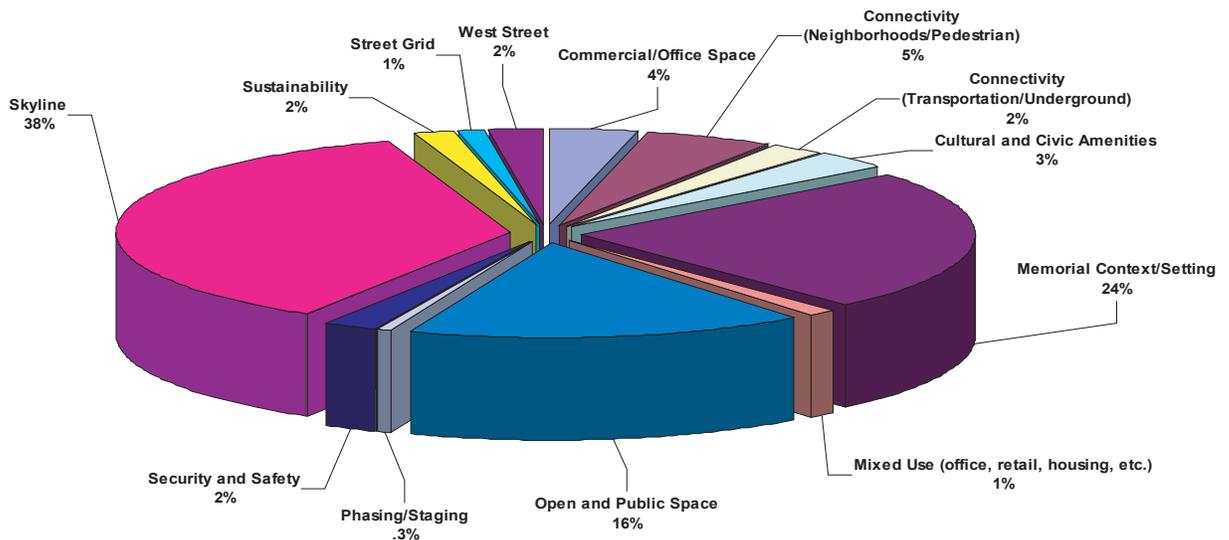
The public also provided comment unrelated to specific site plans or elements of site plans. Approximately one-third of the remaining comment related to alternative site plan suggestions, general support or opposition to the site plans, comments on the planning process, comments on rebuilding elements not related to any specific site plan and general comments and questions to the LMDC.

Nearly half of these comments related to key rebuilding elements not related to specific site plans. The largest category of these comments related to the restoration of the skyline. A small yet noteworthy number of comments felt that the buildings were too tall in the plans, conversely, the majority support-

ed building bigger and better or the world's tallest building. The memorial context and setting was also a main focus. While many were general comments, some reaffirmed the public's desire to preserve the footprints of the twin towers, and others felt the memorial should be designed first. Other comments related to open and public spaces. The majority of these comments once again reflected the need for more open and public space. Connectivity both above and below ground were also elements that received significant attention. Most supported the need to improve connectivity with the site and surrounding neighborhood, and similarly a significant number stressed the importance of a new transportation hub for Lower Manhattan. Other general comments were related to rebuilding the towers, and elements such as commercial office space, cultural and civic amenities and others.

Of all of the total comments received by the public, approximately 3% expressed general dislike of all the plans.

### **Breakdown of Comments by Key Element**



## Conclusion

The public response to the “Plans in Progress” campaign was unprecedented, with an overwhelming majority commenting on important rebuilding elements. Several key elements, which emerged as a result of our dialogue with the public during Phase I, were reemphasized. The public has reaffirmed the need for an appropriate memorial to those killed at the World Trade Center site, renewed their call for a tall symbol or symbols in the Lower Manhattan skyline, reiterated their desire for more civic and cultural amenities and open space, and lastly, confirmed the need to improve connectivity of the World Trade Center site with the existing neighborhoods. The majority of the comments related to these elements. Additional elements important to the public were safety/security and sustainability. Each of the plans included these elements, and the public has indicated they continue to be vitally important in the rebuilding effort.

Each plan was evaluated against a series of quantitative and qualitative factors, including the public comment. The design teams treatment of the key elements and the public response to those elements were an important part of that evaluation. A number of the plans met the criteria set forth in the evaluation. Some met the criteria better than others.

On February 4, 2003, the LMDC and the PANYNJ announced that two designs concepts for the World Trade Center site were chosen for final consideration: the Memory Foundations design by Studio Daniel Libeskind, and the World Cultural Center design by THINK. Following this announcement, the LMDC and PANYNJ worked closely with the architects to further develop the two designs and resolve issues specific to the design. What emerged from this evaluation and our dialogue with the public is the selection of a single site design for the World Trade Center site.

The most prominent feature of the Libeskind plan was the way it addressed the memorial context and setting by exposing portions of the “slurry wall” that holds back the Hudson River from the World Trade Center site bathtub. The memorial context and setting was the element of this plan that was most favored by the public. The original design showed an imaginative way to leave this area exposed below ground - down to 70 feet - providing the area for the World Trade Center memorial competition. The preservation of the slurry wall is meant to be a symbol and physical embodiment of the resilience of American Democracy and freedom in withstanding the attacks of September 11, 2001. However, although the public gravitated to this treatment of the below ground memorial experience and exposed slurry wall, some expressed a desire to approach the memorial setting both below ground and a companion memorial setting at-grade. The revised plan reflects this desire by creating an experience 30 feet below ground and an area at-grade as well offering a variety of memorial experiences.

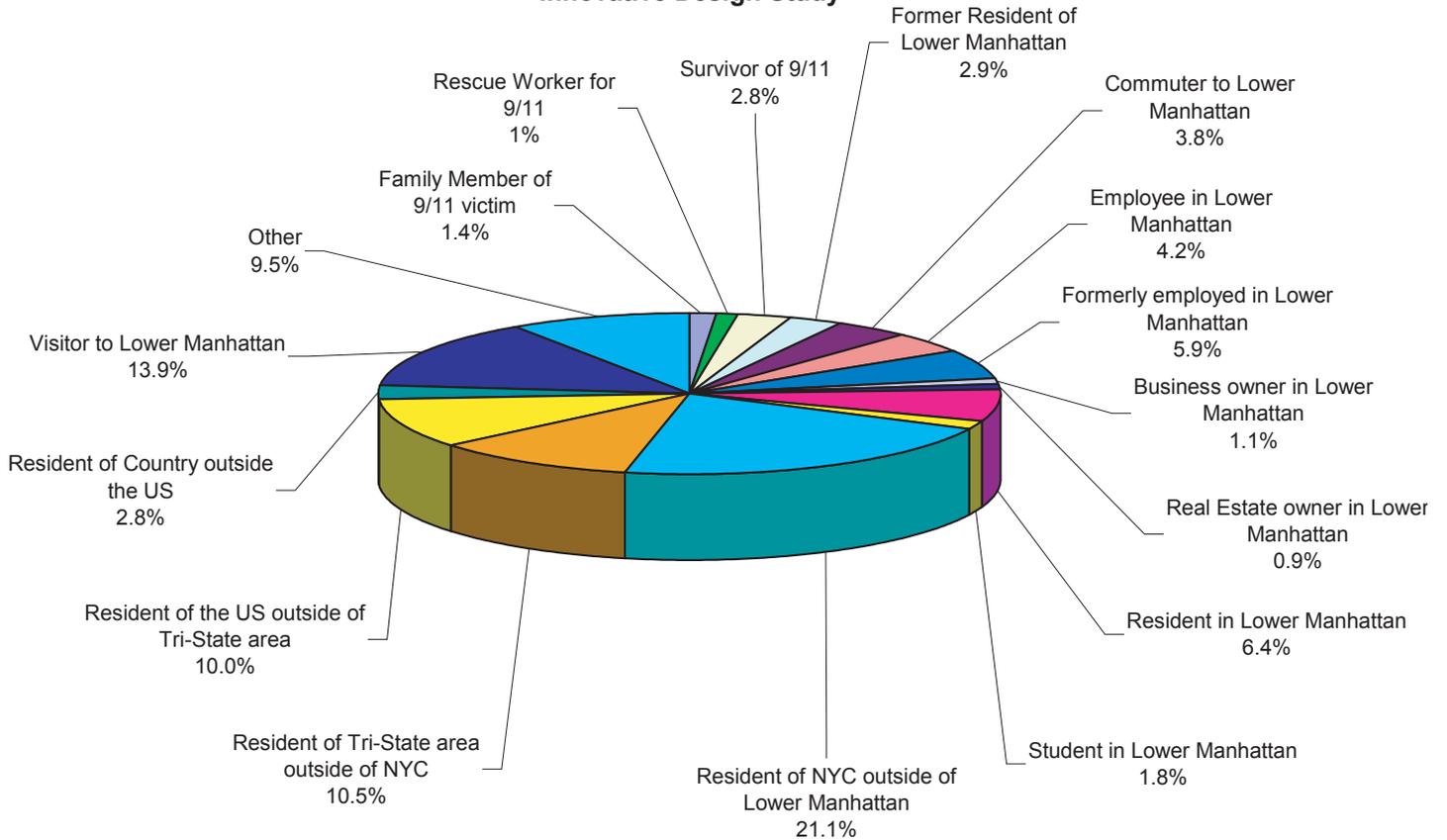
The skyline element was also an element in the Libeskind plan that the public widely embraced. The revised plan provides for restoration of a dramatic skyline symbol - the 1,776-foot tower with “hanging gardens” called the Gardens of the World. This approach provides the tallest building in the world to restore Lower Manhattan’s skyline. Addressing the need for additional open and public spaces, the

Libeskind plan creates two grand spaces that form entrances to the site. On the east, the Wedge of Light creates an area along Fulton Street from the St. Paul's churchyard to the entrance to the museum. Each year on September 11th the sun will shine without shadow within this unique public space from 8:46 a.m., the time the first tower was struck, to 10:28 a.m., when the second tower fell. The plan also calls for an interpretive museum at the center of the site and new cultural facilities and a performing arts center around the bathtub area in response to the public's call for additional cultural facilities. Although less widely discussed by the public at large, the issue of connectivity in terms of pedestrian access to and from the site and surrounding neighborhoods is extremely important to the Lower Manhattan community. The Libeskind plan proposes enhancing Church Street as a major corridor in Lower Manhattan.

## The Public Dialogue - Next Steps

As a next step, the LMDC will continue working with the public through a comprehensive environmental review of the Studio Libeskind plan which will include extensive opportunities for public comment on the proposed plan.

### Stakeholders Breakdown Innovative Design Study



Individuals who provided comment to the LMDC could choose one or more stakeholders categories, as applicable, or in some cases, they did not indicate a stakeholder category at all. If an individual provided comments through more than one source (i.e. public meetings, letter to the LMDC, website, etc.) each comment was counted as a separate record. Therefore, these stakeholders percentages reflect the percentage of total comments attributed to the various stakeholders categories, rather than the percentage of individuals who provided comments.