

The City of New York

Manhattan Community Board 1

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Manhattan Community District 1 Open Spaces Inventory and Report 2020

The City of New York Manhattan Community Board 1

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Foreword

At the time of conception of this report, the SARS-CoV-2 novel coronavirus had not been identified. The virus quickly turned into a global pandemic and serious public health threat that is affecting every aspect of human life. New York City (NYC) became an epicenter of the virus with hundreds of thousands of confirmed cases. This report was initially conceived without the coronavirus and its effects in mind, with the later stages of the research process occurring during what is being referred to as “unprecedented” and “uncertain” times. While the long-term effects of the virus are yet to be seen, its effects on society are being felt acutely and the world has without a doubt been upended.

The COVID-19 pandemic has shed light on the importance of open spaces for physical and mental health, particularly in a city as dense as NYC. The Center for Disease Control (CDC) advised that staying physically active is one of the best ways to keep minds and bodies healthy, suggesting visiting parks and open spaces as a way to “relieve stress, get some fresh air and vitamin D, stay active, and safely connect with others”¹. As the city shut down and Governor Cuomo issued a “New York State on PAUSE”² executive order, New Yorkers turned to open space as an escape from their homes. They provided what celebrated park landscape artist, Frederick Law Olmsted, said was “the feeling of relief experienced by those entering them, on escaping from the cramped, confined and controlling circumstances of the streets of the town”.

The pandemic is predicted to have a severe negative impact on the city’s parks and open spaces. Research released from a coalition of New York City parks nonprofits, collectively referring to itself as “Parks and Open Space Partners – NYC”, detailed the anticipated impacts. The effect on maintenance and programming capacity in New York City’s parks and open spaces is already dire. The report³ anticipates a decrease in revenue of up to 60 percent for 2020, which will translate into lesser investments of approximately \$37 million into New York City’s public spaces. This includes approximately 40,000 hours of maintenance and 110,000 hours of horticultural care, threatening core program service delivery to parks and open spaces.

While the specific long-term effects of the coronavirus crisis are yet to be determined, research shows that deferred seasonal maintenance will put even more stress on the already stretched park system. NYC’s parks and open spaces organizations are expecting an unprecedented number of people to spend time in parks and outdoor areas this summer. The combination of increased public space use, significant decrease in funds and diminished staff capacity, will be felt by open space users and harm the overall condition of parks.

Maintenance operations are critical to keeping open space usable and serving the community. Insufficient maintenance and funding have been identified as top issues by a broad

¹ Visiting Parks and Recreational Facilities. (2020, May 19). <https://www.cdc.gov/coronavirus/2019-ncov/daily-life-coping/visitors.html>

² "New York State on PAUSE", Executive Order 202.6. (2020). <https://www.governor.ny.gov/news/governor-cuomo-issues-guidance-essential-services-under-new-york-state-pause-executive-order>

³ Parks and Open Space Partners – NYC. (2020). *Report on Covid-19 Impact on Public Spaces*. <https://drive.google.com/drive/folders/1Eak06uG1zR5g5XTsErv7BZ3LSqxMAEJZ>

array of stakeholders, from the general populace to government officials. Without adequate care for these spaces, equity, health, safety and social issues are amplified. It is often being said that the COVID-19 pandemic has fundamentally changed the world. However, the more things change, the more they remain the same. The underfunding of public open spaces is well-recognized, and the COVID-19 crisis has only served to highlight this fact. The accompanying issue of maintenance and service is far from novel, pointing to the need for prioritization and conscious action in addressing issues of open space for the wellbeing of the community.

Executive Summary

Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.

-Jane Jacobs

Open spaces are essential to creating a high-quality urban environment for New York City's residents and visitors. In a city of high population density and constant growth, these spaces act as social and economic engines. They promote active living and are the heart and lungs of the metropolis for the millions that frequent these spaces. Regular evaluation is necessary in order to ensure the spaces continue to create value for people.

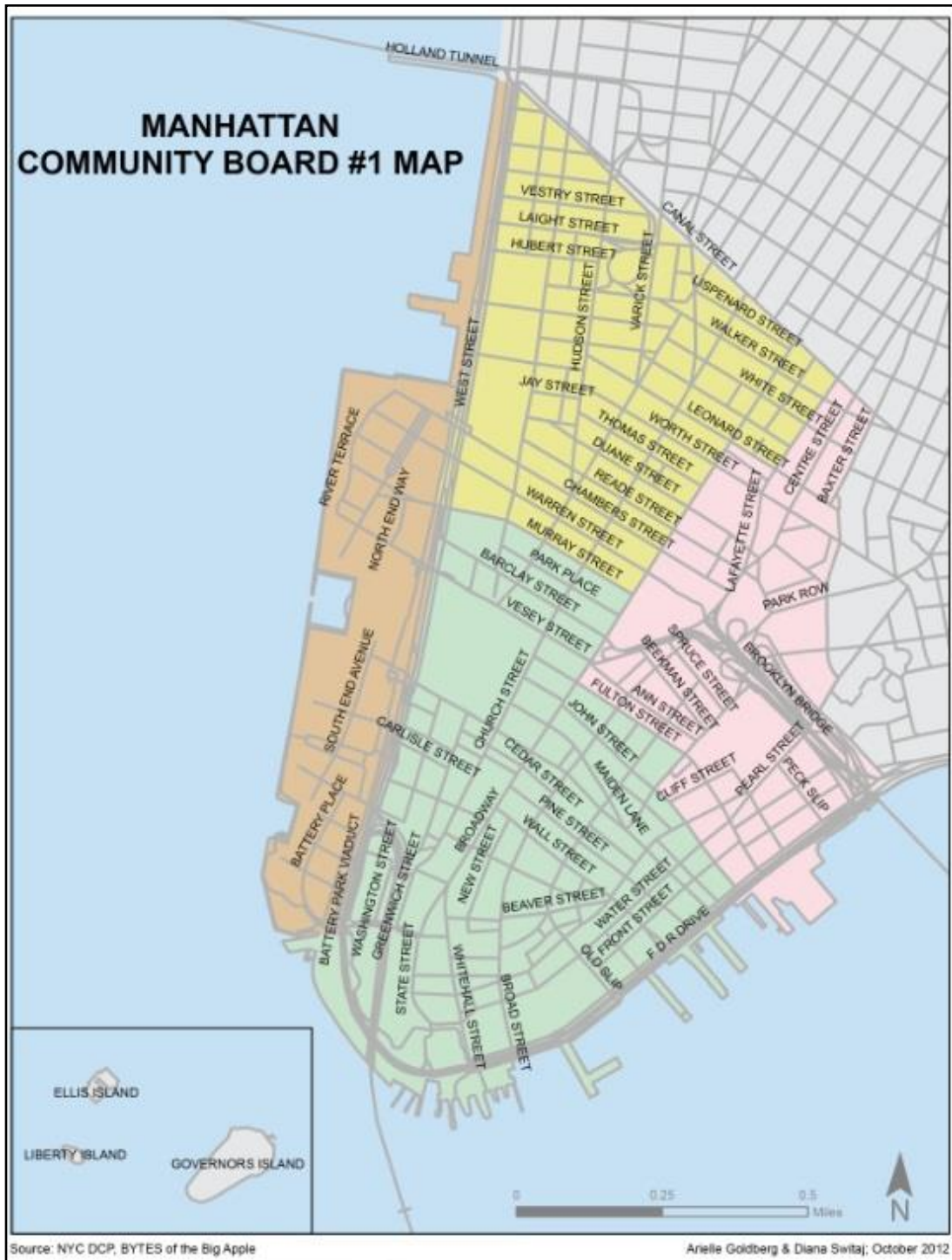
Manhattan Community District 1 is home to world-class public spaces, enjoyed by residents, employees and tourists alike. In light of the population growth and demographic changes that the district is experiencing, an assessment of existing spaces and related community needs was conducted. This report provides research findings and an updated inventory of open spaces in the study district.

The research was conducted over a period of several months, as part of the Fund for the City of New York fellowship program and was conducted on behalf Manhattan Community District 1. The report consists of four key sections: A review of the district and recent Manhattan Community Board 1 resolutions, an updated inventory of open spaces, an analysis of findings and recommendations to implement and utilize research findings.

The research considers the matter of open spaces from an infrastructure perspective. Information was collected in the form of publicly available material and interviews with several government and private bodies. The report is designed to be a reference tool for what the main community needs are and provide insight into how challenges can be tackled by industry and government.

Provided is a comprehensive list of open spaces, including new spaces and those that were not included in previous inventories. It also delineates the identified community needs as it pertains to these spaces. The results of the needs assessment identified a demand for more public open spaces and better maintenance of existing spaces. The main findings provide the basis for the strategies and recommendations set forth to address these needs, and continue to transform the district into a thriving live-work environment.

Introduction



Source: NYC Department of City Planning⁴

⁴ Maps & Geography. (n.d.). NYC Department of City Planning. <https://www1.nyc.gov/site/planning/data-maps/maps-geography.page>

Overview

Manhattan Community District 1 (hereafter referred to as CD 1) is undergoing a demographic transformation, as well as experiencing growth trends and residential population increase. However, the area's infrastructure has not been bolstered to deal with the additional demand. Much of the community infrastructure is degraded or in need of improvements and/or supplementation.

An up-to-date record of the existing infrastructure and understanding of community needs is needed in order to maintain a district that is livable, equitable and thriving. A placemaking approach will enable the creation of public spaces that are diverse, just and people-centered. In order to assess and prioritize community needs, Manhattan Community Board 1 is endeavoring to create an Infrastructure Index, starting with an Open Spaces Index.

In New York City, open space is “publicly or privately-owned land that is publicly accessible and available for leisure, play, or sport, or is set aside for the protection and/or enhancement of the natural environment”⁵. This includes, but is not limited to, parks operated or managed by the City, State, or Federal governments, playgrounds, recreation centers, vacant lots, public plazas, as well as other areas.

The report will primarily focus on areas designated through regulatory approvals (i.e. zoning), such as parks, plazas and esplanades, setting aside areas such as institutional campuses, housing complex grounds and church yards. These may be active and/or passive areas.

Manhattan Community Board 1 (CB1)

Manhattan Community Board 1 (CB1) is one of New York 's 59 community boards. It is an advisory body with a formal role designated by the City Charter in matters such as land use, determining local budget priorities, and monitoring City service delivery. The board Chairperson is Anthony Notaro, Jr. and Vice-Chairperson is Tammy Meltzer.

CB1 has 50 volunteer members who live or work in Lower Manhattan. Members are appointed by the Manhattan Borough President with half recommended by the City Council Member representing the 1st Council District. Members serve on various committees with focuses on specific issues relevant to Lower Manhattan.

Committees, sub-committees and task forces include: Battery Park City Committee, Environmental Protection Committee, Executive Committee, Health and Human Services Sub-Committee, Land Use, Zoning and Economic Development Committee, Landmarks and Preservation Committee, Licensing and Permits Committee, Personnel Committee, Quality of Life and Service Delivery Committee, Street Fair Task Force, Transportation and Street Activity Committee, Waterfront, Parks and Cultural Committee and Youth and Education Committee.

⁵ CEQR Technical Manual, 2014 Edition

Fund for the City of New York Community Planning Fellowship

The research is part of the Community Planning Fellowship, a program that provides graduate students with experience in community planning and the workings of local government and community boards. Fellows work on planning projects such as zoning, transportation, landmarks preservation, retail development and quality of life issues.

The program, a project of the Fund for the City of New York, has helped to focus attention on the role of community boards and elected officials in neighborhood-based planning. It also helps a new generation of professional urban planners achieve a better understanding of how residents, community boards, elected officials, City agencies and planners engage in discussions that shape neighborhoods and the city.

The Community Planning Fellowship Program is a creative approach both to strengthening community planning and promoting civic engagement among the city's future urban planners. Since its inception, the program has placed over 200 Fellows within community boards in Manhattan, The Bronx, Brooklyn, Queens and in the Office of the Brooklyn Borough President.

Manhattan Community District 1 (CD 1) and Open Space

Manhattan Community District 1 (CD 1) is comprised of four iconic neighborhoods: Battery Park City, Seaport/Civic Center, Financial District and Tribeca. The district also includes Governors Island, Ellis Island and Liberty Island. CD 1 contains many landmarked buildings and has six distinct historic districts.

Zoning is mainly comprised of special purpose districts and special purpose sub-districts. These factors contribute to a unique context for land use and planning issues. For the purpose of this report, focus will primarily be on open space in Battery Park City, Seaport/Civic Center, Financial District and Tribeca, due to the unique landmass and infrastructure of the three historic islands.

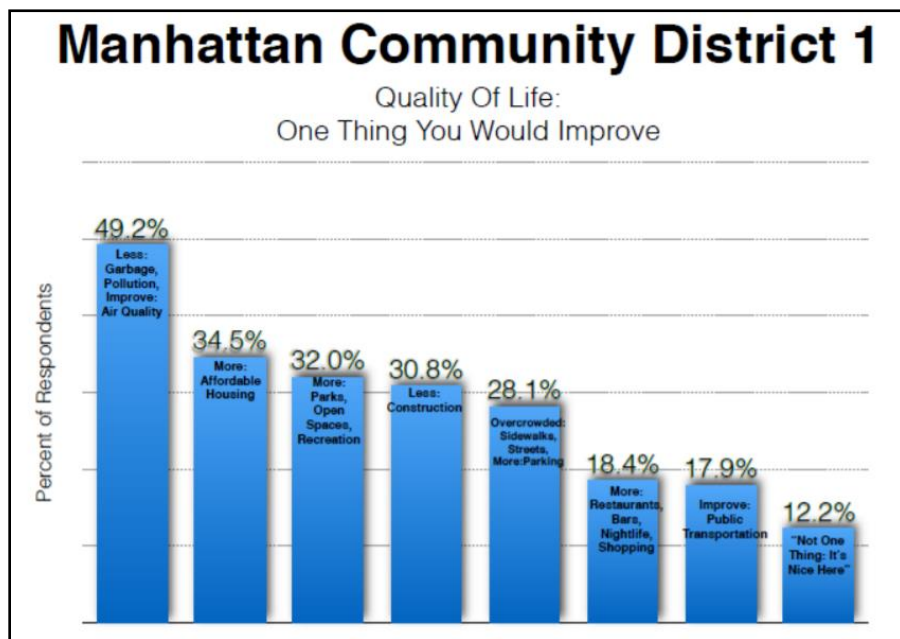
Since 2000, lower Manhattan has continued its transformation into a 24-7, mixed use community. There is an ongoing transition from the traditional "FIRE" economic sector of finance, insurance and real estate to the so-called "TAMI" sector of technology, advertising, media, and information-services firms.

Not only is CD 1 the United States' (U.S.) fourth largest business district, but demographic changes and population growth indicate that it is a desirable place to work, live and visit. However, higher density brought about by increases in the numbers of residents, office workers and tourists will require increased infrastructure capacity. Newly developed and planned megaprojects will also add to the pressure.

Infrastructure in CD 1 can be divided into two components: municipal infrastructure (subways, roads, sidewalks, lighting, etc.) and social infrastructure (schools, parks, sports and recreation, etc.). Currently, CD 1 does not have a methodology for compiling existing information

and acquiring new information on this infrastructure. The Open Spaces Index will address the specific physical and social infrastructure components of open spaces as a starting index for the larger, comprehensive Infrastructure Index. There will be both quantitative and qualitative components, enumerating open spaces in the district and assessing those spaces in light of community needs.

Open space is a community priority in CD 1. A pedestrian survey⁶ of approximately 2,000 residents, workers, tourists and students was conducted during the years 2014, 2015 and 2016. When asked “if you could immediately improve one thing that would raise the quality of life here, what would that be?”, responses varied by neighborhood. However, among the aggregate responses, ranked by percentage, “more parks, open spaces and recreation” was third, at 32 percent. It placed behind “less garbage, pollution, improve air quality” and “more affordable housing” which were at 49.2 percent and 34.5 percent respectively⁷.



Source: Community Needs 2015: A Pedestrian Survey⁸

The proven benefits of quality open spaces are known; they play a role in the city’s economy, social fabric, environment, and health. They are important to the mental and physical well-being of community residents. They are a critical part of a child's emotional education, where they engage in active, outdoor play. They are important sociable areas and allow people to engage in a wide range of activities. In addition, they strengthen resiliency to storms and extreme climate

⁶ Pedestrian and Streetscape Surveys

⁷Manhattan Community Board 1. (2017). *Statement of Community District Needs and Community Board Budget. Statement of Community District Needs and Community Board Budget.*
https://www1.nyc.gov/assets/planning/download/pdf/community/community-portal/statement_needs/mn01_statement_2018.pdf

⁸<http://home2.nyc.gov/html/mancb1/downloads/pdf/Studies%20and%20Reports/2015Manhattan%20Community%20District1%20Needs%20Assessment.pdf>

events. A look into the total cumulative active and recreational space and the overall condition is necessary in order to determine whether it is adequate for the district's growing needs.

Data and research on open spaces in CD 1 will empower CB1 to accurately determine related policies and priorities for the community. Interviews with community groups and experts will provide valuable insights into problems and approaches, in order to address the issues that challenge quality of life of residents, workers and visitors.

Project Goals

- Conduct a needs assessment in order to evaluate and prioritize the community's most pressing and timely issues.
- Develop an Open Space Inventory, which can be used as a reference tool to track the district infrastructure.
- Prepare a report communicating the results of the assessment and research, and outlining recommendations.
- Provide data to be used as an internal reference source and tool for proactive advocacy. This data can be referenced when mitigating civil or private projects or to lobby different city agencies and officials to improve service delivery on behalf of the district.

Methodology

A variety of methods were employed for this research, in order to understand the broader landscape of open space, assess the current landscape in CD 1 and conceive actionable recommendations for the district. An initial literature review of research studies and scholarly articles on open space considered various approaches and strategies from several metropolitan areas.

Within the City of New York, key informant interviews were conducted with officials in local government agencies, trade associations, and advocacy/community organizations. The valuable qualitative data captured from these interviews were bolstered by additional research and reports from both government and independent agencies. To capture data points about open space numbers and conditions, an inventory of all open spaces in the district was created.

Resolutions

Several resolutions from 2019-2020 were selected to serve as illustrations, after an extensive review. The overviews highlight recent and real-life community concerns and suggest strategies for solutions. A cross-reference of resolutions with research findings drew out parallels of the need for space provision, maintenance, resiliency, regulatory processes and amenities.

Key Informant Interviews

In order to further understand CD 1's needs, the research process incorporated information from a variety of New York City and CB1 community group members, urban experts, advocacy organizations and government agencies, as well as general members of the community.

It was also supplemented by recommendations from professionals in the fields of real estate, open space planning, environmental justice, community-based planning and environmental science. These informants can shed light on the open space opportunities and obstacles in the community. Additionally, contributed context and information to the research that may not otherwise have been available in print or other research forms.

Informal observations and interviews will be utilized to contribute to values assessment, which provides a sense of the structure of values involved in the different CD 1 community groups. Values are often related to factors such as family, religion and work, and vary depending on age, race, sex, income, education, and much more. Within spaces, community values constantly shift and change and are often conflict with one another.⁹ As such, it is crucial to capture community members' self-identified needs, individual impressions and top priorities.

Observation of various sites will provide information on how placemaking and social interaction affect the community and provide familiarity with the areas). Informal interviews with

⁹ Tropman, J. E. (1984). Value conflicts and policy decision making: Analysis and resolution. *Human Systems Management*, 4(3), 214–219.

are conversational and are usually characterized by a “total lack of structure of control” (Bernard, 2018, p.163).¹⁰ The primary objective is to obtain myriad perspectives from the everyday lives of those experiencing and frequenting open spaces.

Participants

Several NYC-based agencies, advocacy/ community organizations, experts, POPS organizations, and commercial representatives were approached to participate in the research. Special acknowledgement and thanks are due to those who agreed to participate and took the time to support the research. Without their invaluable insights, this report would not have been possible. Those that participated were:

- Agencies: NYC Department of Parks & Recreation; Alliance for Downtown New York
- Advocacy Groups: New Yorkers for Parks; Manhattan CB1, Manhattan CB1 Battery Park City Committee; CB1 Waterfront, Parks & Cultural Committee; former Manhattan Community Board 1 Chair/ Manhattan CB1 Resiliency Task Force
- POPS: The Municipal Art Society of New York
- Commercial/ Trade Association: Real Estate Board of New York

Government Agencies/ Advocacy and Community Organizations

An essential part of the research was to understand what current open space policy looks like according to a number of agencies and advocacy groups. Officials provided insight on the opportunities and obstacles of open space. This includes community needs, priorities and perspectives, as well as regulatory hurdles. Additionally, key informants spoke to the related issues of security and sustainability, contributing added context and information to the research. Key informants included organizations that cater to a large range of spaces throughout the city. As such, the interviews at times covered open space in the context of the broader landscape of NYC, going beyond the CD 1 area.

Privately-Owned Public Spaces (POPS) and Private Entities

In order to gain a perspective on private spaces that cater to the public, understanding open space strategies and practices employed by developers and the real estate industry is needed. The private industry often has distinct interests and priorities for open space that determine the role it plays in the provision and maintenance of public spaces. Identifying factors that drive incentives, collaboration and planning can help establish more sustainable, innovative open space practices within the privately-owned spaces.

¹⁰ Bernard, H. R. (2018). *Research methods in anthropology qualitative and quantitative approaches*. Lanham: Rowman & Littlefield.

Open Space Inventory

A key objective of the research was to count the open space in CD 1 and create a current inventory of the spaces. The method for conducting this count was, primarily through online research and information requests from agencies such as NYC Parks and Recreation Department and Battery Park City Authority. Details about the character, condition, and use of the spaces were excluded due to time constraints.

Apparent early in the process was the absence of a way to conduct a thorough and accurate count via a centralized method. This challenge is due in part to inconsistent or out-of-date information, the lack of relevant data, and the reality that NYC's city agencies often exist in silos. Suggestions on how a meaningful count could be structured are featured in the recommendations section of this report.

The taken steps for inventory creation and analysis were:

1. Identify the number, location and condition of parks and open spaces in CD 1, utilizing both existing information and acquiring new information where needed.
2. Deliver a set of inventory data sets and establish a minimum level of updated data.
3. Interpret research and inventory data to obtain information that will determine strengths and opportunities for open spaces in CD 1.

Research Process

The research process was devised to be carried out in phases, with an initial focus on quantitative data collection and research of existing data. This information was gathered into an inventory, or Open Space Index, as well as used to determine the research design. Subsequently, interviews and on-the-ground research was conducted. All data was analyzed to identify needs and conceive of recommendations. The phases are outlined below.

- Phase 1- Data Collection:
 - Research existing primary and secondary types of data, considering both qualitative and quantitative data.
 - Review and identify research methodology to be used. Evaluate stakeholders and data sources in order to identify community groups and experts (such as advocacy leaders, planning and development specialists).
 - Map out research process and create research design.
- Phase 2- Open Spaces Inventory:
 - Focus research efforts on collecting inventory and assessing information related to open spaces.
 - Create enumeration-driven index.
- Phase 3- Analysis and Findings
 - Code data and conduct analysis and interpretation.
 - Identify and prioritize the gaps in open spaces community infrastructure.

- Phase 4- Report:
 - Prepare a report outlining the open spaces assessment and communicating the results of the project.
 - Highlight opportunities for strengthening data tracking and processes implementation.

Research Instruments

Main Question:

- What are CB1's most pressing needs as it pertains to Open Spaces?

Research Steps:

1. Step One: Quantitative Research
 - a) Recommendations and creation of rudimentary cloud based system on Google Sheets
 - b) Research Focus: Open spaces (non- POPS)
 - Research Instrument:
 - CB1 Special Reports
 - Publicly available information and data from agencies such as Department of Parks & Recreation; New York City Department of Information Technology, NYC OpenData, etc.
 - c) Research Focus: Privately Owned Public Spaces (POPS)
 - Research Instrument:
 - CB1 Special Reports
 - Publicly available information and data from agencies and associations such as The Municipal Art Society of New York, Find A POPS, etc.
2. Step Two: Qualitative Research
 - a) Target population: CB1 general population
 - Research Instrument: Participant observation and informal interviews
 - b) Target population: Community groups, experts and government agencies; community members
 - a. Research Instrument: Semistructured interview
3. Step Three: Research Process and Analysis

Data Sources

Alliance for Downtown New York; American Community Survey (ACS) - Census Bureau; Battery Park City Authority; Community Board 1 Special Reports;; Fieldwork, site visits and on-ground surveying of CD 1; Geographic Information Systems (GIS); Interviews; Literature Review; Lower Manhattan Development Corporation; New Yorkers for Parks; NYC Department of City Planning; NYC Economic Development Corporation; NYC Department of Information Technology and Telecommunications; NYC OpenData; NYC Department of Parks & Recreation; The Municipal Art Society of New York, Find A POPS; U.S. Census Data; and others.





Demographics

The following overview primarily refers to U.S. Census Bureau figures from 2000 and 2010 for accuracy and consistency, unless otherwise stated. American Community Survey (ACS) data was not utilized as they are derived from a survey and are subject to sampling variability. They further cannot be reliably disaggregated for districts that share a Public Use Microdata Areas (PUMA).

The 55 Census designated PUMA subareas approximate New York City’s Community Districts and are not coterminous. As the Census Bureau sets a minimum PUMA population requirement at 100,000 persons, Manhattan CD 1, Manhattan CD2 and Manhattan CD3 share PUMA areas. These are: Battery Park City, Greenwich Village & Soho - 3810 (approx. Manhattan CD 1 & 2), Chinatown & Lower East Side - 3809 (approx. Manhattan CD 3)¹¹.

Manhattan, New York City, New York

The borough of Manhattan had an estimated population of approximately 1.6 million New Yorkers in July 2018.¹² In 2000, the population was 1,537,195 and increased to 1,585,873 in 2010.¹³ On a typical weekday, the number of people on the island swells to approximately 4 million¹⁴. The borough occupies approximately 23 square mile area, with a density of 69,467.5 persons per square mile.

 Population	 Density	 Land Area	 Open Space Median Ratio (NYC)
2000: 1,537,195 2010: 1,585,873	69,467.5 people	22.7 square miles	1.5 acres/1,000 residents

New York City has 59 community districts, each represented by a community board. Community districts range in size from less than 900 acres to almost 15,000 acres, and in population from a little more than 50,000 residents to more than 200,000.¹⁵ Manhattan has 12

¹¹ NYC Planning Population FactFinder. <https://popfactfinder.planning.nyc.gov/profile/185/demographic>.

¹² U.S. Census Bureau QuickFacts: New York County (Manhattan Borough), New York. <https://www.census.gov/quickfacts/fact/table/newyorkcountymanhattanboroughnewyork/PST045219>

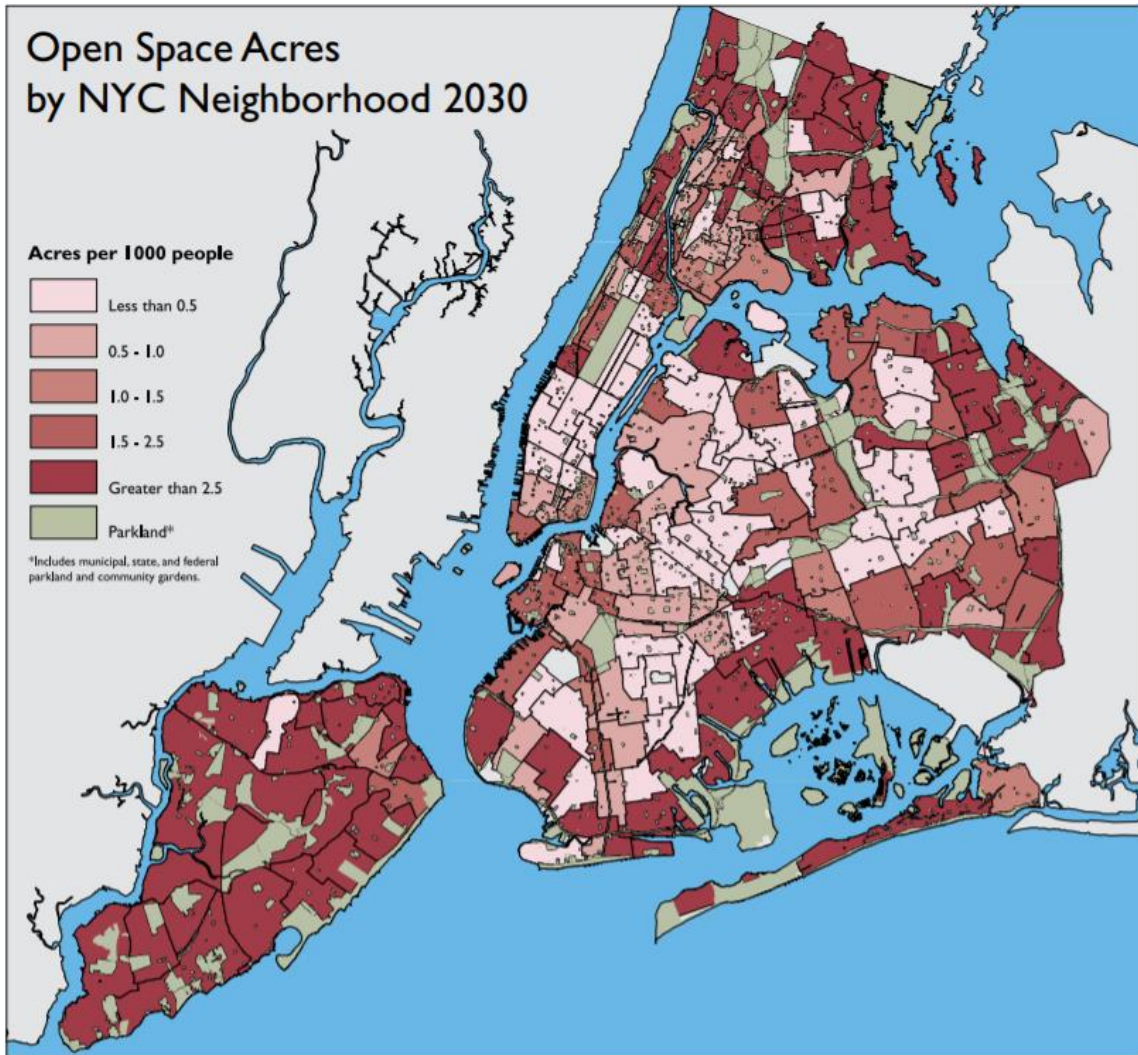
¹³ Data Access and Dissemination Systems (DADS). (2010, October 5). American FactFinder. https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml

¹⁴ Moss, M. L., & Qing, C. (2012). The dynamic population of Manhattan. New York, NY: Rudin Center for Transportation Policy and Management, Wagner School of Public Service, New York University.

¹⁵ NYC Department of Planning. NYC Community District Profiles. <https://communityprofiles.planning.nyc.gov/>

community districts, representing the borough’s diverse neighborhoods and populations. Local open space ratios vary widely, and the median ratio at the citywide community district level is 1.5 acres of open space per 1,000 residents¹⁶. In Manhattan, there are 587 people per acre of green space.¹⁷

NYC’s open space goal is 2.5 acres of open space per 1,000 residents, detailed in CEQR. However, this is characterized as a benchmark, rather than an “impact threshold” that must be achieved. Using the neighborhood boundaries set forth by PlaNYC and population projections provided by the DCP’s Population Division, New Yorkers for Parks (NY4P) calculated the projected open space provision for each NYC neighborhood in 2030. The estimated open space ratios (# acres/1,000 people) that can be expected are illustrated in the accompanying graph.



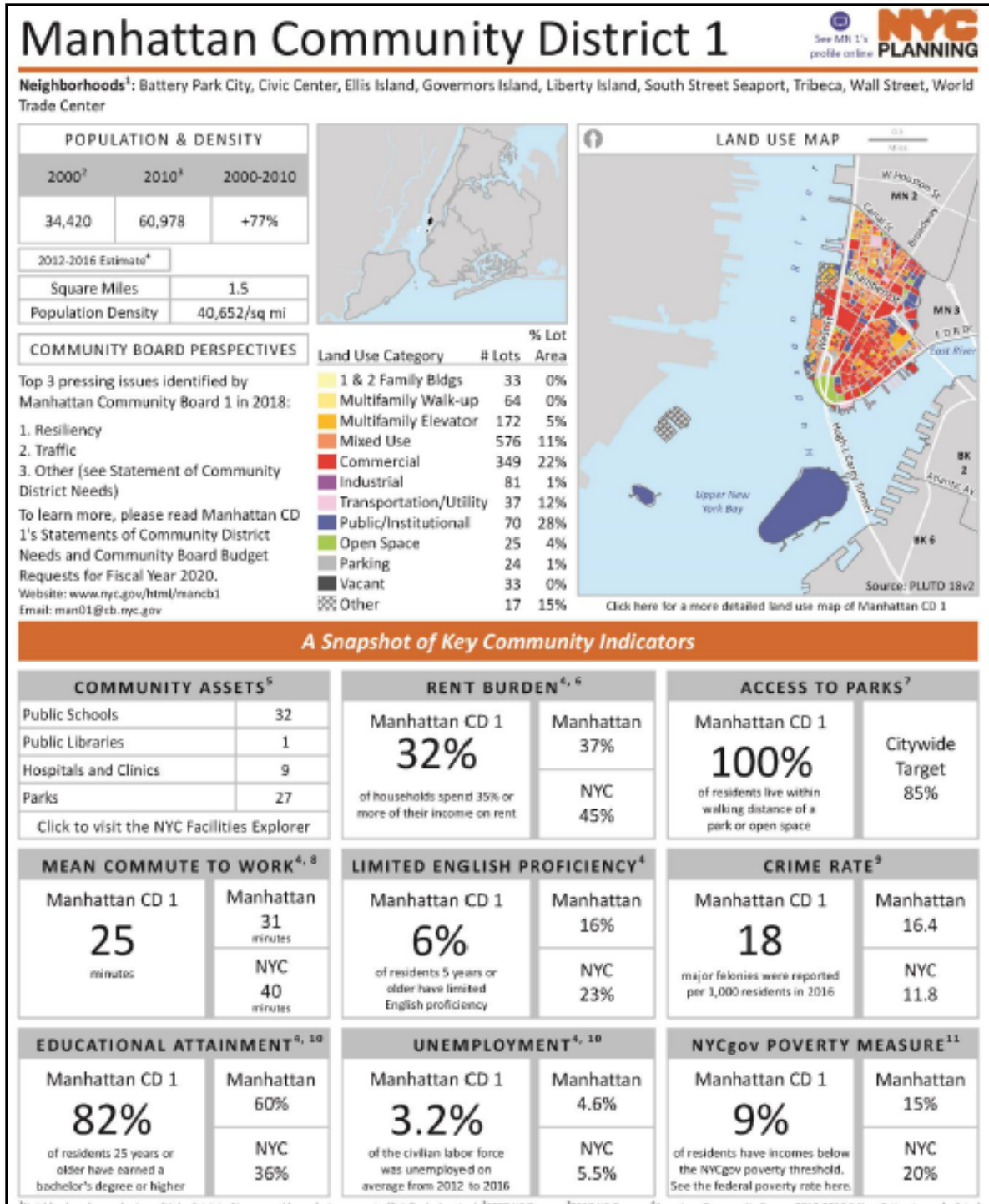
Source: The Open Space Index, New Yorkers for Parks¹⁸

¹⁶ CEQR Technical Manual, 2014 Edition

¹⁷ The Trust for Public Space. <https://www.tpl.org/city/new-york-new-york>

¹⁸ http://www.ny4p.org/client-uploads/pdf/OSI/NY4P_Open_Space_Index.pdf

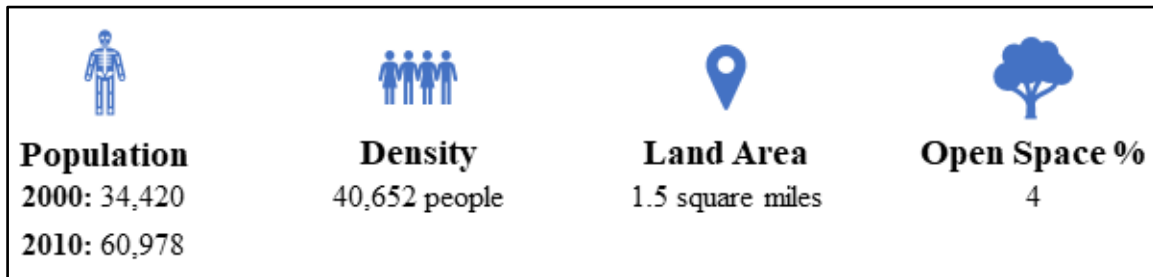
Manhattan Community District 1 (CD 1)



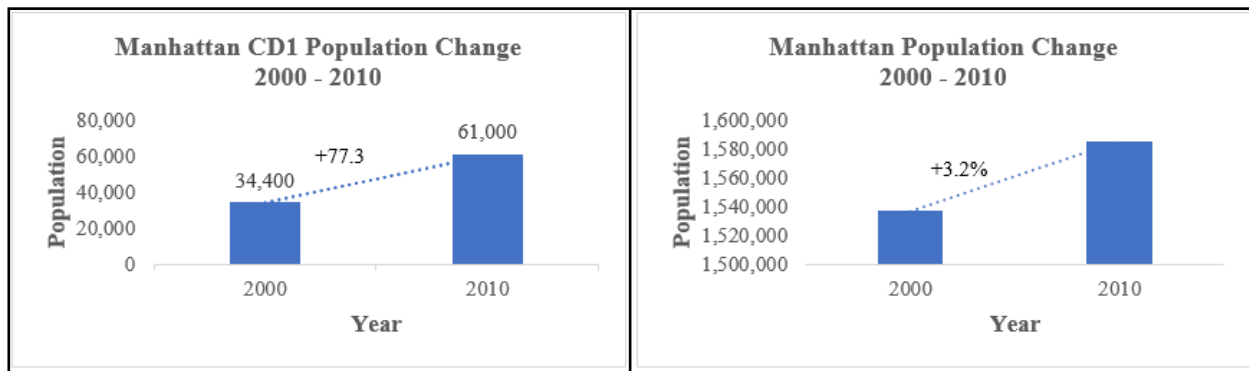
Source: NYC Department of City Planning ¹⁹

¹⁹ NYC Department of Planning. NYC Community District Profiles. <https://communityprofiles.planning.nyc.gov/manhattan/1#built-environment>

Overview



The total land area of CD 1 is roughly 1.5 square miles, which creates a population density of 45,179 people per sq. This number is almost double the average population density for NYC as a whole, at 26,403 people per sq. mi. A look at overall population growth rates shows that Manhattan CD 1 is experiencing an exponentially higher rate than Manhattan. While the population in CD 1 increased by 77 percent from 2000 to 2010 (growing from approximately 34,400 to approximately 61,000), the population in Manhattan increased by 3.2 percent. This growth is expected to continue, reflecting the changing landscape of CD 1 and the shift towards a more mixed-use, residential community.



Population

The district’s population is growing across several age groups, and children in particular saw a rise in numbers. A significant amount of the population of is of child-rearing age, 25-39 years of age. A demographic analysis focusing on the youth population revealed that every CD 1 neighborhoods had experienced considerable growth in youth numbers, especially in the 0-4 and 5-9 age groups²⁰.

Using block-level data from the 2000 and 2010 Census, the study found that the 0-4 population increased 149 percent in Battery Park City, 196 percent in Tribeca, 57 percent in the

²⁰ Switaj, D., & McVay Hughes, C. (2013). Manhattan Community Board 1 Child Population Update. Manhattan Community Board 1 Child Population Update. Manhattan Community Board 1. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/studies-and-reports/school-overcrowding-presentation-final.pdf>

Seaport/Civic Center, and 242 percent in the Financial District²¹. Figures for the day-time population, where tourists and people working in the area are considered, are not available.

Projected Births in CD 1 2000 – 2018*

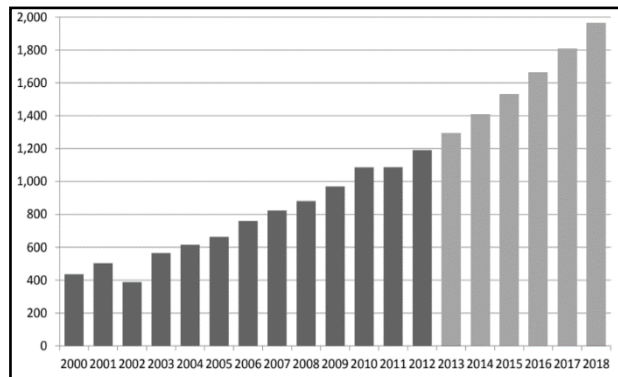


Chart 1: *Using 8.6% Compound Growth Rate

Population Change Analysis Estimated Population Increase

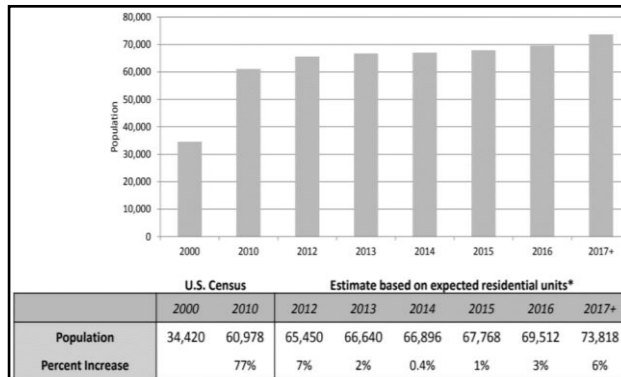
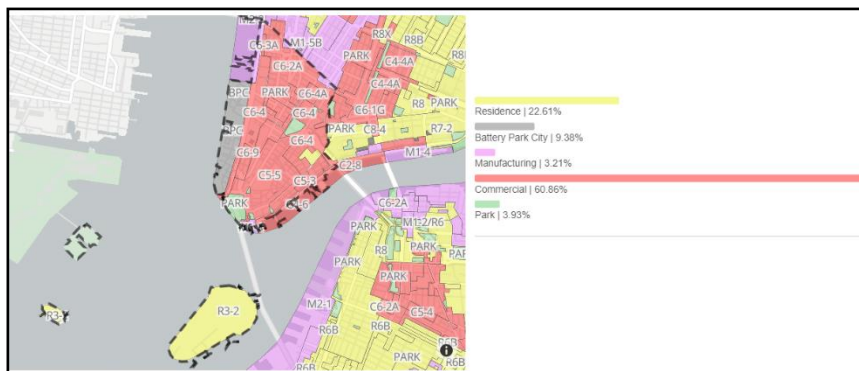


Chart 2

Source: Chart 1: Population Change Update report²²; Chart 2: NYC Health Department; Chart Source: Manhattan Community Board 1 Child Demographics Update²³

Land Use

Residence districts are the most common zoning districts in New York City, accounting for about 75 percent of the city’s zoned land area. However, CD 1 is primarily zoned commercial and Special Purpose districts. Residences are permitted in all commercial districts except C7 and C8, both of which are not included in CD 1 zoning. Certain higher-density commercial districts are, in fact, substantially residential in character. In applicable commercial districts, the size of a residential building or the residential portion of a mixed building is governed by the bulk provisions of a specified equivalent residential district. For example, R6 is the residential district equivalent of C4-2 and C4-3 districts.



²¹ Switaj, D., & McVay Hughes, C. (2013). Manhattan Community Board 1 Child Population Update. Manhattan Community Board 1 Child Population Update. Manhattan Community Board 1. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/studies-and-reports/school-overcrowding-presentation-final.pdf>

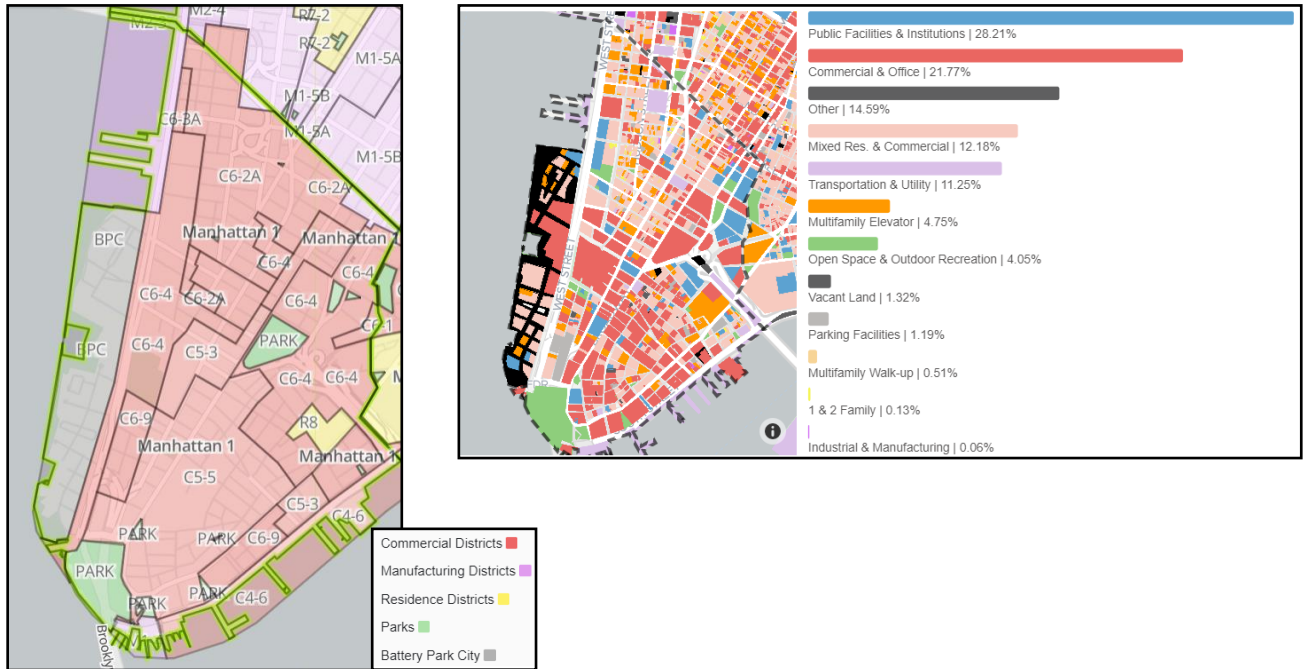
²² Manhattan Community Board 1 Child Population Update

²³ <http://home2.nyc.gov/html/mancb1/downloads/pdf/Studies%20and%20Reports/Pop%20Projection%20PRES%20-%202017%2016.pdf>

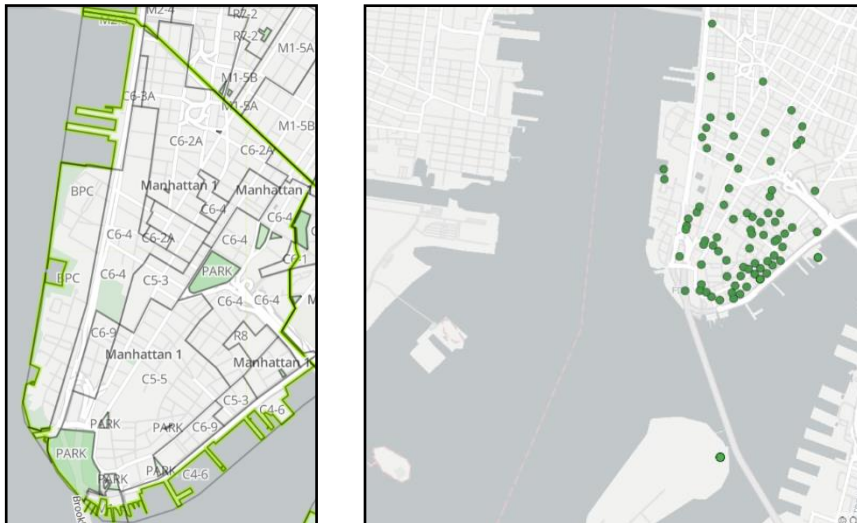
CD 1 includes parks, two types type of residential zones, two types type of manufacturing zones and several types of commercial zones and special purpose districts/ subdistricts. Battery Park City (BPC), Special Lower Manhattan District (Historic and Commercial Core Subdistrict, Arcades Modification Area, South Street Seaport Subdistrict) and Special Tribeca Mixed Use (TMU) are all considered Special Purpose Districts. Liberty Island and Governor’s Island contain both park and residential areas. A part of Ellis Island falls under the authority of the State of New Jersey, while New York retains authority over the island’s original 3.5 acres.

Zoning Overview

CD 1 Zoning Districts- All



CD 1 Zoning Districts- Parks



Resolutions Review

A review was conducted of recent CB1's resolutions from various committee meetings held during 2019-2020. Matters relevant to open space were selected to highlight recent issues and current approaches. The excerpts from select resolutions include illustrative statements on commercial development projects, POPS, resiliency, open space provision, among others. Resolutions have been abridged to underline open space elements.

The practice of drafting, submitting and voting on resolutions is a standard process in CB1 and beyond. The resolutions are used to outline matters of concern within the district and express consensus on these matters, delivering criticism or support on a broad range of social issues, legal rights, and commercial happenings. The resolutions are typically drafted and passed subsequent to a committee meeting. While the resolutions are not laws, they do determine how much support will be given to a matter through a general vote. Once passed, it becomes the official position of CB1.

Date: January 22, 2019

Committee: Waterfront, Parks & Resiliency

RE: Waterfront Edge Design Guidelines (WEDG)²⁴

Overview: The following resolution demonstrates the crucial role of open space in resiliency measures. Adherence to a set of standards streamlines resiliency design process review and approval. Whereas:

- The Waterfront Alliance has a tool, the Waterfront Edge Design Guidelines (WEDG®), which can equip Community Boards to make more informed decisions on smart design, coastal resiliency, and improved access to the waterfront; and
- As Community Boards are on the forefront of reviewing major projects and reshaping local waterfronts, Waterfront Edge Design Guidelines can help hold developers to a higher standard, improve land use decisions, and help citizens advocate for a more equitable development process; and
- Community Boards can make commitment to creating more resilient, equitable waterfront development in their districts by adopting a resolution encouraging the use of WEDG for all waterfront projects.

It was resolved that: CB1 supports the requirement that all waterfront projects in the Manhattan Community Board 1 district should refer to WEDG standards from the beginning of the design process and implement to the best of their ability design standards which maximize resilience, ecology, and access.

Date: February 5, 2019

Committee: Landmarks and Preservation

²⁴ Manhattan Community Board 1 (2019, January 22). Waterfront Edge Design Guidelines (WEDG) resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-01-22.pdf>

RE: South Street Seaport – Howard Hughes Corporation, Alterations To: (Proposal 3) Pier 17 Canopy and Mechanical; (Proposal 6) Construction of Pavilions Under FDR Drive; (Proposal 8) New Building on Pier 16

Overview: The following resolution demonstrates the importance of maintaining existing open space, considering community needs, and creating desirable conditions within open space. Whereas:

- The Third proposal to add a glass-like canopy to the already approved Pier 17 proposal is not considered appropriate as it will take away the open space that the Board, the community and the Seaport Working Group desire and most likely add inappropriate uses to the roof, which will further undermine the community’s access to the space through the year; and
- The Sixth proposal to construct pavilions and add lighting under the FDR is conceptually promising, but needs further integration with community interests. CB1 accepts that the present condition created by the FDR is unsafe, unappealing and unacceptable, and encourages the applicant to design and maintain a more integrated solution, working with the New York City Department of Transportation and the Design Trust for Public Space which has a program for creative uses of spaces under highways; and
- The Eighth proposal for a new building on Pier 16 is supportive of the South Street Seaport Museum’s need for a structure on Pier 16 to allow ADA compliant access to the ship Wavertree, as well as to provide ticketing and a gathering space for tour and school groups preparing to board the ship.

It was resolved that: The quantity and quality of public space that was specified by the City when Pier 17 was originally built in 1985 is maintained.²⁵

Date: February 26, 2019

Committee: Waterfront, Parks & Cultural

RE: Brooklyn Bridge Esplanade

Overview: The following resolution outlines the consideration of community needs and priorities in the process of reviewing commercial developments. Whereas:

- The New York City Economic Development Corporation (NYC EDC) has partnered with the landscape architecture and planning firm Starr Whitehouse to complete the Brooklyn Bridge Esplanade project (formerly the “Brooklyn Bridge Beach” project) in the area running from Peck Slip to Catherine Slip; and²⁶
- Results of both the in-person and online surveys indicate that most people currently use the esplanade for walking, enjoying the view and cycling; people’s favorite elements are the river views, bridge views and skyline views; top concerns are cleanliness/maintenance, poor lighting and poor drainage; preferred enhancements are more vegetation, improved

²⁵ Manhattan Community Board 1 (2019, February 5). South Street Seaport – Howard Hughes Corporation resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-04-23.pdf>

²⁶Manhattan Community Board 1 (2019, February 26). Brooklyn Bridge Esplanade resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-02.pdf>

lighting and pedestrian path improvements; and that most people responded that the redesign esplanade should be active, natural and easily accessible;

It was resolved that: The project should prioritize and incorporate elements from community needs and uses, ensure unfettered and un-managed access to open spaces and identify potential active recreation space. The project should be used as an opportunity to work with the City on the creation of a new local development corporation type entity with representation from CBs, as well as consider resiliency measures.

Date: February 26, 2019

Committee: Waterfront, Parks & Cultural

RE: Public Design Commission Modified Application by Howard Hughes Corporation for Parks Dept. Concession Under the FDR Drive

Overview: The following resolution demonstrates the utilization of revenues for concessions for maintenance purposes. Engagement between overseeing agencies, such as developers and the community board, facilitate approvals and needed amenities. Whereas:

- Howard Hughes Corporation (HHC) has won an RFP to take over a concession on behalf of the NYC Parks Department & Recreation (DPR) for the building under the FDR drive at the end of John Street and is in the process of obtaining the necessarily approvals, including an application to the Public Design Commission (PDC) for the modification and enlargement of this facility; and
- There will be counters, seating, lighting and planters outside of the structure itself, installed as part of the enlargement, which will be temporarily winterized during the colder months.

It was resolved that: Revenues generated by this and similar concessions should be specifically earmarked for the maintenance of this area particularly in light of current efforts by the City and community to upgrade the East River esplanade. Better notification and engagement from the various overseeing agencies are needed so the community representatives can participate in determining what goes on along the East River waterfront and under the FDR Drive.²⁷

Date: March 26, 2019

Committee: Waterfront, Parks & Cultural

RE: East River Esplanade Parking Under the FDR Drive Current and Future Use

Overview: The following resolution demonstrates the recapturing of areas for public open space. Whereas:

- The New York City Economic Development Corporation (EDC) has partnered with the landscape architecture and planning firm Starr Whitehouse to complete the Brooklyn Bridge Esplanade project (formerly the “Brooklyn Bridge Beach” project) in the area running from Peck Slip to Catherine Slip, and
- On the east side of Community District 1 there is a considerable amount of paid, public parking under the FDR drive, from around Peck Slip to the Brooklyn Bridge, which is a generator of income for the City, and

²⁷ Manhattan Community Board 1 (2019, February 26). Howard Hughes Corporation for Parks Dept. Concession Under the FDR Drive resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-02.pdf>

- The CB1 area is highly dense with a chronic lack of open recreation areas, particularly on the east side.

It was resolved that: CB1 urges that EDC and Starr Whitehouse make every effort to minimize the footprint of parking under the FDR drive from Peck Slip to the Brooklyn Bridge so that the space may be recaptured for public open space.²⁸

Date: May 28, 2019

Committee: Waterfront, Parks & Cultural

RE: Barnett Newman Triangle

Overview: The following resolution points to a lack of adherence to plans for open space creation and upgrades, in an area where open space is scarce. Additionally, it points to the need for stronger private-public partnerships. Whereas:

- Barnett Newman Triangle is in a portion of Tribeca that is particularly lacking in open spaces to serve local residents, workers and visitors and is a good central location for a park; and
- During their presentation to CB1, the developer discussed its submission of an application to the NYC Department of Transportation to sponsor and build an upgraded public plaza in front of 100 Franklin Street (Barnett Newman Triangle), and plans to work with the local community on the planning and implementation, and has reached out to and received support from most of the surrounding businesses; and²⁹
- There is no sign of any improvement to Barnett Newman Triangle nor has the CB seen any pending plans; and
- CB1 has repeatedly asked DDG to come before the CB for more than a year to update us on this promised plaza improvement but DDG has not been willing to attend any meeting thus far and we remain in the dark as to their plans for Barnett Newman Triangle;

It was resolved that: CB1 is eager to begin working with DDG on their promised proposal to upgrade Barnett Newman Triangle. CB1 strongly urges DDG to appear before the community as soon as possible to update us on their plans for that important space that could urgently use the type of upgrade promised by DDG in 2014.

Date: June 25, 2019

Committee: Executive

RE: Proposed Privately Owned Public Spaces (POPS) Signage & Amenities Text Amendment (N 190408 ZRY)

Overview: The following resolution demonstrates the importance of required provisions in POPS, and their role in enhancing usability of public spaces. Whereas:

²⁸ Manhattan Community Board 1 (2019, March 26). East River Esplanade Parking Under the FDR Drive resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-03-26.pdf>

²⁹ Manhattan Community Board 1 (2019, March 28). Barnett Newman Triangle resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-05-28.pdf>

- The New York City Department of City Planning (DCP) proposes an amendment to update certain provisions of the Zoning Resolution related to signage and amenities in privately owned public spaces (POPS). This action would 1) facilitate the updating of the existing public space symbol; 2) require public space signage for various types of POPS; and 3) permit publicly accessible moveable tables and chairs to be placed in plazas and arcades where they are currently prohibited; and
- The stated intention of the proposed zoning text amendment is to help create a new and unified identification of POPS across the city and allow public amenities in underutilized POPS that would make these spaces more inviting and usable to the public; and
- Some spaces are not currently subject to signage requirements, and in some cases, the Local Law requirements are inconsistent with existing signage regulations. DCP proposes to add signage requirements where there currently are none, and to update any existing signage regulations to ensure signage will be consistent across all POPS; and
- Basic plaza amenities such as trees, seating, and lighting are not currently permitted within POPS built according to the 1961 zoning resolution (except for within the Special Water Street Subdistrict of the Special Lower Manhattan District, which allows publicly accessible movable furniture in them and specifies locational and design requirements). DCP believes seating is an important amenity in inviting the public to enter and use public spaces, and thus proposes new provisions to permit owners to place publicly accessible movable tables and chairs in arcades and the plazas that are still governed by the 1961 plaza regulations;

It was resolved that: CB1 approves the proposed POPS signage & amenities zoning text amendment, only under the condition that the existing logo is maintained.³⁰

Date: December 19, 2019

Committee: Land Use, Zoning & Economic Development

RE: 100 Pearl St (7 Hanover) Application to The Department of City Planning for Arcade Infill

Overview: The following resolution outlines the provision of amenities as part of an arcade infill plan. Whereas:

- The building features an approximately 7,500 square foot (sf) through-block arcade connecting Water St and Pearl St, and an adjacent approximately 5,300 sf arcade with frontage on Hanover Square and Water St; and
- The through-block arcade would remain but would be reconfigured and enclosed as the indoor public space. The indoor public space would continue to comply with the height, width, and other features required of a through-block arcade and continue to provide a public passageway between Water and Pearl Streets; and
- Transparent materials will be used for the street walls of the indoor public space (facing Water and Pearl Streets) intended to increase visibility from the street and make the indoor public space porous and welcoming to the public. This visibility from the street, combined

³⁰ Manhattan Community Board 1 (2019, June 25). (POPS) Signage & Amenities Text Amendment resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-06-25.pdf>

with signage to direct pedestrians and an 18-ft high lattice canopy extending the length of the through-block arcade, are intended to assist in wayfinding and ensure the space will be well utilized; and

- The indoor public space will be enclosed to allow for year-round public use; and
- Greenery would be provided in planters, which would be integrated with benches, as well as vertical planting walls.; and
- Additional public seating and tables required as a condition of cafe seating would be available to the public without restriction; and
- Public restrooms within the building would be accessible from the indoor public space; and
- To improve the building’s resiliency, mechanicals will be relocated from the basement to the second floor of the building in formerly rentable office space (i.e., not within any public space). Additionally, the ground floor will be dry flood-proofed using a combination of marine glass, poured concrete and temporary flood control devices; and³¹

It was resolved that: Certification and authorization are required to establish that the 7,003-sf proposed enlargement meets zoning requirements, including the provision of the indoor public space.

Date: February 25, 2020

Committee: Environmental Protection

RE: South Battery Park City Resiliency Plan (Pier A Plaza, Wagner Park, Museum of Jewish Heritage and The North Battery)

Overview: The following considers the important role of parks in resiliency, prioritization of certain areas and the importance of collaborating with the community . Whereas:

- Lower Manhattan is underserved with green space. Parks are critically valuable resources that provide respite, biodiversity, shade and contribute to our cultural heritage; and
- The Battery Park City Authority (BPCA) describes the proposed project as follows: “The South Battery Park City Resiliency Project contemplates creation of a continuous flood barrier from the Museum of Jewish Heritage, through Wagner Park, across Pier A Plaza, and along the northern border of Historic Battery Park. With construction scheduled to begin in 2020 and end in 2022, Battery Park City is committed to constructing a perimeter storm and flood protection system on its southern boundary. This structure will decrease vulnerability from storm inundation and flooding;” and
- CB1 has adopted three resolutions on Wagner Park (5/23/17) (9/26/17) (2/19/18). Some items have been addressed, others not. The outstanding issues include: 1) disregard of CB1’s urging to leave the pavilion and park intact; 2) need to make Pier A Plaza and the esplanade at Chambers Street and the West Side Highway a priority before Wagner Park; and 3) review of other alternatives that could allow for money, parks and natural habitats to be saved; and

³¹ Manhattan Community Board 1 (2020, February 25). 100 Pearl St (7 Hanover) Arcade Infill resolution. <https://www1.nyc.gov/assets/manhattancb1/downloads/pdf/resolutions/19-12-19.pdf>

It was resolved that: BPCA has agreed to respond to CB1's requests for detailed cost-benefit analyses of this proposal as early as March 2020; and to provide calendars and scheduling for all environmental reviews, and detailed information on the approvals processes and any discretionary actions that may be needed for this project (including opportunities for CB1 review and comment).

Data Collection

Open space is “publicly or privately-owned land that is publicly accessible and available for leisure, play, or sport, or is set aside for the protection and/or enhancement of the natural environment”

Definition of Open Space

Consistent with the City of New York and the NYC Mayor’s Office for Environmental Coordination’s guidance for city agencies, open space is “publicly or privately-owned land that is publicly accessible and available for leisure, play, or sport, or is set aside for the protection and/or enhancement of the natural environment”³². This includes, but is not limited to, parks operated or managed by the City, State, or Federal governments, playgrounds, recreation centers, vacant lots, public plazas, as well as other areas. This report focuses on parks, plazas, esplanades and playgrounds.

Open space areas can be active, passive, or both:

- Active open space: is used for sports, exercise, or active play.
 - Examples include: playgrounds, playing fields and courts (baseball, soccer, football, track, basketball, handball, tennis), beach areas, pools, ice skating rinks, greenways and esplanades (running, biking, rollerblading, or other active play), multi-purpose play areas and golf courses.
- Passive open space: used for relaxation, such as sitting or strolling
 - Examples include: plazas or medians with seating, a portion of beach areas, picnicking areas, greenways and esplanades (sitting, strolling), paths, accessible restricted use lawns, gardens, church yards or cemeteries with seating, and publicly accessible natural areas.
- Active and passive open space
 - Examples include: lawns and beaches.

Pedestrian plazas are areas for public use and enjoyment, and can be permitted for charitable, civic or commercial purposes. Each pedestrian plaza falls under a particular level (A, B, C, or D), determined by their size and location, as follows³³:

- Level A: The total size is greater than 100,000 square feet, occupies more than two consecutive blocks and the area is located near a transit hub, civic center or commercial center.
- Level B: The total size is between 100,000 and 30,000 square feet, occupies one or more blocks and is located near a transit hub, civic center or commercial center.

³² City Environmental Quality Review. (2014). *City Environmental Quality Review (CEQR) Technical Manual* (pp. 1–833). https://www1.nyc.gov/assets/oec/technical-manual/2014_ceqr_technical_manual_rev_04_27_2016.pdf

³³ NYC Mayor’s Office of Citywide Event Coordination and Management. Plaza Levels. <https://www1.nyc.gov/site/cecm/permitting/plaza-levels.page>

- Level C: The total size is between 30,000 and 10,000 square feet, occupies one or more blocks and the area is located near a transit hub, civic center or commercial center.
- Level D: The total size is less than or equal to 10,000 square feet, occupies one or more blocks, and the area is located near a transit hub, a civic center or a commercial center

Open Spaces (non-POPS) Inventory

Past Inventories

July 2011

Data Source: Community Board 1 Special Reports

[Parks: A Community Needs Assessment through Inventory and Analysis](#)³⁴

Overview of CB1 Parks/ Open Spaces Inventory in 2011:

- Total number of spaces: 32
- Area zoned for parks per resident in CB1 (square feet): 21.0
- Approximately 3.5 million square feet of space.
 - Only 27% (938,250 square feet) is active and accessible park space.
- Active park space ranking by area: Battery Park City (612,409 sq. ft), followed by the Financial District (150,500 sq. ft), Tribeca (147,028 sq. ft), and Seaport/Civic Center with (28,313 sq. ft). Total active park space within the Seaport/Civic Center area is comprised of two playgrounds and a dog run, with no active park space for adult residents.
- Accessibility:
 - Some parks serve as a destination for non-residents, such as South Street Seaport and Battery Park.
 - Several small parks throughout the district are mainly utilized by people employed in the area vicinity.
 - Spaces that actually provide green space are not automatically accessible or active; several parks' green space is for landscape purposes, and not for active use.

[Open spaces listed in July 2011 report:](#)

Name	Sub-Area	Area (sq. ft)
Battery Park City Parks	Battery Park City	1,524,600
Battery Park	Financial District	949,608
Bowling Green	Financial District	44,431
Coenties Park	Financial District	4,687
Hanover Square Park	Financial District	2,613
Mannahatta Park	Financial District	15,890
Old Slip Park	Financial District	8,000
Peter Minuit Plaza	Financial District	56,628
Pier 11/Wall Street Ferry	Financial District	1,178
Vietnam Veterans Plaza	Financial District	31,799
African Burial Ground	Seaport/Civic Center	14,810
City Hall Park	Seaport/Civic Center	382,328
City Hall Triangle Park	Seaport/Civic Center	5,000

³⁴ Anderson, Heather. Parks: A Community Needs Assessment through Inventory and Analysis

Name	Sub-Area	Area (sq. ft)
Collect Pond Park	Seaport/Civic Center	43,560
Drumgoole Plaza	Seaport/Civic Center	10,000
Fishbridge Garden	Seaport/Civic Center	4,356
Foley Square/Thomas Paine Park	Seaport/Civic Center	108,900
Imagination Playground	Seaport/Civic Center	16,988
John J DeLury Plaza	Seaport/Civic Center	8,712
Pearl Street Playground	Seaport/Civic Center	6,969
Peck Slip Park	Seaport/Civic Center	8,276
South Street Seaport	Seaport/Civic Center	2,159
South Street Seaport Esplanade	Seaport/Civic Center	7,006
Titanic Memorial Park	Seaport/Civic Center	
Albert Capsouto Park	Tribeca	30,056
Bogardus Square	Tribeca	4,875
Canal Park	Tribeca	29,185
Duane Street Park	Tribeca	5,227
Finn Square	Tribeca	4,356
Hudson River Park	Tribeca	110,000
Tribeca Dog Run	Tribeca	4,356
Tribeca Park	Tribeca	1,742
Washington Market Park	Tribeca	70,132
		Total: 3,518,427

May 2014

Data Source: Community Board 1 Special Reports

[Open Space Inventory Update](#)³⁵

Overview of CB1 Parks/ Open Spaces Inventory in 2013:

- Total number of spaces: 21
- According to the report, total known area of all spaces combined decreased by 851,412 sq. ft from 2011 to 2013.
- While the total number of spaces and the total area is thought to have decreased, many of the individual parks increased in total area size. For example, Bowling Green went from 44,431 sq. ft
- The following spaces were no longer listed: Financial District: Coenties Park; Mannahatta Park, Old Slip Park, Peter Minuit Plaza, Pier 11/Wall Street Ferry; Seaport/Civic Center: African Burial Ground; City Hall Triangle Park; South Street Seaport; South Street Seaport Esplanade. One space was added: East River Waterfront Esplanade.
 - Drumgoole Plaza closed for Brooklyn Bridge rehabilitation project and Peck Slip Park closed for reconstruction.

[Open spaces listed in May 2014 report:](#)

Name	Sub-Area	Area (sq. ft)
Battery Park City	Battery Park City	67,756
Battery Park City	Battery Park City	995,528
East River Waterfront Esplanade	East River	
Battery Park	Financial District	931,182
Bowling Green	Financial District	50,649
British Garden at Hanover Square Park	Financial District	5,122
Vietnam Veterans Plaza	Financial District	36,257
City Hall Park	Seaport/Civic Center	410,763
Collect Pond Park	Seaport/Civic Center	42,837
DeLury Square	Seaport/Civic Center	9,143
Fishbridge Garden	Seaport/Civic Center	4,142
Imagination Playground	Seaport/Civic Center	16,765
Jerry Driscoll Walk	Seaport/Civic Center	
Pearl Street Playground	Seaport/Civic Center	6,894
Peck Slip Park	Seaport/Civic Center	8,438
Thomas Paine Park (Foley Square)	Seaport/Civic Center	81,539

³⁵ Open Space Inventory Update

Name	Sub-Area	Area (sq. ft)
Albert Capsouto Park	Tribeca	15,713
Canal Park	Tribeca	29,211
Duane Park	Tribeca	5,010
Tribeca Dog Run	Tribeca	4,219
Tribeca Park	Tribeca	13,968
Washington Market Park	Tribeca	93,850
		Total: 2,667,015

Current Inventory

Overview of CB1 Parks/ Open Spaces Inventory in 2020:

- NYC Parks and Recreation broke ground in August 2019 to enlarge Elizabeth Berger Park by permanently closing the Hugh L Carey Slip and combining Edgar and Trinity Plazas on Greenwich St/Trinity Place
- Total number of spaces: 51
 - Battery Park City: 14
 - East River: 1
 - Financial District: 12
 - Governor’s Island: 2
 - Seaport/Civic Center: 12
 - Tribeca: 10
- Total known area of all spaces combined: 2,841,653 sq. ft

Name	Sub-Area	Authority	Area (sq. ft)
Pier A Plaza	Battery Park City	Battery Park City Authority	28,000
Battery Park City Ball Fields	Battery Park City	Battery Park City Authority	146,370
Esplanade Plaza	Battery Park City	Battery Park City Authority	138,444
Irish Hunger Memorial	Battery Park City	Battery Park City Authority	13,819
Kowsky Plaza	Battery Park City	Battery Park City Authority	48,720
North Cove	Battery Park City	Battery Park City Authority	30,333
Rector Park	Battery Park City	Battery Park City Authority	29,175
Oval Lawn	Battery Park City	Battery Park City Authority	31,236
Wagner Park	Battery Park City	Battery Park City Authority	151,408
Rockefeller Park	Battery Park City	Battery Park City Authority	270,261
South Cove	Battery Park City	Battery Park City Authority	92,461
Teardrop Park	Battery Park City	Battery Park City Authority	80,970
Teardrop Park South	Battery Park City	Battery Park City Authority	18,150
West Thames Park	Battery Park City	Battery Park City Authority	45,861
			1,097,208

Name	Sub-Area	Authority	Area (sq. ft)
East River Waterfront Esplanade	East River	NYC Department of Parks & Recreation	17,4240
Albany Plaza	Financial District	Alliance for Downtown New York	Information unavailable
Battery Park/ The Battery	Financial District	NYC Department of Parks & Recreation/ NYC Department of Information Technology and Telecommunica tions (DoITT)	953,093/ 968,875 ³⁶
Bowling Green	Financial District	NYC Department of Parks & Recreation/ Alliance for Downtown New York	44,431
Coenties Slip Plaza	Financial District	Alliance for Downtown New York/NYC Citywide Event Coordination and Management (CECM)	14,300 ³⁷
Elizabeth H. Berger Plaza	Financial District	NYC Department of Parks & Recreation/ Alliance for	29,000

³⁶ NYC Department of Information Technology and Telecommunications (DoITT)

³⁷ NYC Mayor's Office of Citywide Event Coordination and Management (CECM). (n.d.). Manhattan Plazas. <https://www1.nyc.gov/site/cecm/permitting/manhattan.page>

Name	Sub-Area	Authority	Area (sq. ft)
		Downtown New York. Note: Under construction; projected completion date- August 2020	
Louise Nevelson Plaza	Financial District	NYC Citywide Event Coordination and Management	8,100 ³⁸
Mannahatta Park	Financial District	NYC Department of Parks & Recreation/ Alliance for Downtown New York Note: Under construction; projected completion date- August 2020	20,473
Peter Minuit Plaza	Financial District	The Battery Conservancy	56,628 ³⁹
Pier 15	Financial District	NYC Department of Parks & Recreation	52,272
Queen Elizabeth II September 11th Garden/ British Garden (previously Hanover Square)	Financial District	NYC Department of Parks & Recreation	5,227
Water/Whitehall Plaza	Financial District	Alliance for Downtown New York	16,200 ⁴⁰

³⁸ CECM. Manhattan Plazas.

³⁹ The Battery Conservancy. (n.d.). Peter Minuit Plaza. <http://thebattery.org/about-us/peter-minuit-plaza/>.

⁴⁰ NYC Mayor's Office of Citywide Event Coordination and Management (CECM). (n.d.). Manhattan Plazas. <https://www1.nyc.gov/site/cecm/permitting/manhattan.page>

Name	Sub-Area	Authority	Area (sq. ft)
Vietnam Veterans Plaza (previously Old Slip Park)	Financial District	NYC Department of Parks & Recreation	31,799
Governors Island (NPS)	Governors Island		997,960 ⁴¹
Governors Island (TGI))	Governors Island		6,534,000 ⁴²
African Burial Ground	Seaport/Civic Center	NYC Department of Parks & Recreation	15,246 ⁴³
City Hall Park	Seaport/Civic Center	NYC Department of Parks & Recreation	383,328/ 396,638 ⁴⁴
Collect Pond Park	Seaport/Civic Center	NYC Department of Parks & Recreation	43,124/
DeLury Square (previously John DeLury Sr. Plaza)	Seaport/Civic Center	NYC Department of Parks & Recreation	9,148/
Drumgoole Plaza	Seaport/Civic Center	NYC Department of Parks & Recreation	7,841
Fishbridge Garden	Seaport/Civic Center	NYC Department of Parks & Recreation	4,356
Thomas Paine Park (Foley Square)	Seaport/Civic Center	NYC Department of Parks & Recreation	81,893
Imagination Playground	Seaport/Civic Center	NYC Department of	16,553

⁴¹ Governors Island. (n.d.). The Park. <https://govisland.com/the-park>

⁴² Governors Island. The Park.

⁴³ National Park Service. (2019). National Park Service Acreage Reports. <https://www.nps.gov/subjects/lwcf/acreagereports.htm>

⁴⁴ NYC Department of Information Technology and Telecommunications (DoITT). (2016, March 10). NYC Planimetrics: NYC Open Data. <https://data.cityofnewyork.us/Transportation/NYC-Planimetrics/wt4d-p43d>

Name	Sub-Area	Authority	Area (sq. ft)
		Parks & Recreation	
Pearl Street Playground	Seaport/Civic Center	NYC Department of Parks & Recreation	14,810
Peck Slip	Seaport/Civic Center	NYC Department of Parks & Recreation. Under construction; projected completion date- Early 2021	8,276
South Street Seaport	Seaport/Civic Center		
South Street Seaport Esplanade	Seaport/Civic Center		
Albert Capsouto Park (previously CaVaLa Park)	Tribeca	NYC Department of Parks & Recreation/	16,117
Bogardus Plaza	Tribeca		15,800 ⁴⁵
Canal Park	Tribeca	NYC Department of Parks & Recreation/	29,185/
Duane Park	Tribeca	NYC Department of Parks & Recreation/	5,227/
Finn Square	Tribeca	NYC Department of Parks & Recreation/	6,403/
Forsyth St Plaza	Tribeca		30,000 ⁴⁶
Hudson River Park	Tribeca		
Tribeca Dog Run	Tribeca	NYC Department of	4,356

⁴⁵ CECM. Manhattan Plazas.

⁴⁶ CECM. Manhattan Plazas.

Name	Sub-Area	Authority	Area (sq. ft)
		Parks & Recreation/	
Tribeca Park	Tribeca	NYC Department of Parks & Recreation/	13,939
Washington Market Park	Tribeca	NYC Department of Parks & Recreation	93,654

Privately Owned Public Spaces (POPS) Inventory

POPS are “spaces dedicated to public use and enjoyment and which are owned and maintained by private property owners”

Definition of Privately Owned Public Space (POPS)

As defined by the NYC Department of City Planning, POPS are “spaces dedicated to public use and enjoyment and which are owned and maintained by private property owners, in exchange for bonus floor area or waivers. More than 590 POPS provide a myriad of opportunities to...partake and enjoy in urban life in one of the world’s greatest cities. POPS come in many shapes and sizes, both outdoor and indoor, and offer a variety of amenities. POPS are the result of City zoning regulations aimed at ensuring the densest areas of our city offer a measure of open public space and greenery. While they are important amenities for New Yorkers and visitors, 41 percent of the 503 POPS that were in inventory in the year 2000, were of “marginal” quality, or otherwise unusable by the public (Kayden, 2000)⁴⁷

History⁴⁸

In the United States, the history of POPS starts in 1961 with the adoption of a new zoning resolution in New York City. A zoning trade of private space for public space was introduced, under what came to be known as incentive zoning.

As per APOPS|MASNYC, “private office and residential developers between 1961 and 2000 built an extra 16 million square feet of private space above what they otherwise would have been allowed to build under applicable zoning rules in return for their provision of over 500 plazas, arcades, and other outdoor and indoor POPS constituting 80 acres of space”.⁴⁹ While the zoning rules regulating POPS have changed and improved since 1961, they must be open for use by the public, often for 24 hours a day, seven days a week- even though they are privately owned and managed.



Description: 8 Spruce St, urban plaza
Source: NYC Department of City Planning

⁴⁷ Kayden, J. S. (2000). *Privately owned public space: the New York City experience*. New York: Wiley.

⁴⁸ New York City's Privately Owned Public Spaces- History.
<https://www1.nyc.gov/site/planning/plans/pops/pops.page>

⁴⁹ History of POPS. (n.d.). APOPS|MASNYC. <https://apops.mas.org/about/history/>.

It is worth noting that in 2016, the Water Street Upgrades Zoning Text Amendment created new mechanisms to allow enlargements within existing arcades in the Water Street Subdistrict. By Chairperson certification and City Planning Commission authorization the infill of existing arcades is allowed for retail use and the improvement of existing plazas. It also allows public events, programs and the placement of publicly accessible tables and chairs within plazas and arcades as-of-right.⁵⁰ This amendment is meant to assist in improving the pedestrian experience and better activating the uses space.

CD 1 POPS Inventory

A total of **57 POPS** are located in the CD 1 district, with a total known space of 792,663 sq. ft. Many of the spaces are clustered in the lower east side of the Financial district. A majority of the newer POPS are located in the Tribeca area.

Since the compilation of 2015 POPS report [Manhattan Community District 1 Privately Owned Public Spaces \(POPS\)](#)⁵¹, nine additional spaces have been added to the CD 1 district. These spaces are listed below and are denoted as “added” in the below chart in the “Location” column. These spaces were cross-referenced with a number of sources including NYC Planning’s Capital Planning Platform, APOPS|MASNYC’s Find a POPS⁵².

Additional POPS:

1. 33 Beekman Street
2. 99 Church Street
3. 130 Liberty Street
4. 111 Murray Street
5. 43-51 Park Place
6. 375 Pearl Street
7. 95 South St
8. 50 West Street
9. 130 William Street

⁵⁰ NYC Department of City Planning. Water Street Updates Text Amendment. <https://www1.nyc.gov/site/planning/plans/water-street-pops/water-street-pops.page#:~:text=Activating%20Plazas,events%20as%2Dof%2Dright.&text=The%20proposed%20zoning%20text%20would%20also%20allow%20movable%20public%20seating,arcades%20as%2Dof%2Dright.>

⁵¹ Manhattan Community District 1 Privately Owned Public Spaces (POPS)

⁵² Find a POPS. APOPS|MASNYC. <https://apops.mas.org/find-a-pops/>.

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
101 Barclay Street	Public Lobby, Pedestrian Easement	Public Lobby 0 sf; Pedestrian Easement 0 sf	1983	Full/Partial	24 hours Outdoor Public Space; Mon - Fri, 8:30am - 5:30pm Enclosed Public Space	Trees on street, trees within space
1 Battery Park Plaza	Plaza	Plaza 16,337 sf	1969	Full/Partial	24 hours	No legally required amenities
17 Battery Place	Plaza, Arcade	Plaza 11,292 sf; Arcade 7,280 sf	1972	Full/Partial	24 hours	No legally required amenities
33 Beekman Street (added)	Public Plaza	3,012 total sf	2016	Full/Partial	24 hours	Bicycle parking, drinking fountain, lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, tables, trees within spaces, trees on street
40 Broad Street	Urban Plaza, Arcade	Urban Plaza 1,584 sf; Arcade 745 sf	1983	Full/Partial	24 hours	Lighting, litter receptacle, planting, plaque/sign, seating, trees on street, trees within space
55 Broad Street	Arcade	4,089 sf	1966	Full/Partial	24 hours	No legally required amenities

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
85 Broad Street	Urban Plaza, Sidewalk Widening, Arcade, Publicly Accessible Lobby	Urban Plaza 9,630 sf; Sidewalk Widening 3,600 sf; Arcade 12,930 sf; Publicly Accessible Lobby 0 sf	1983	Full/Partial	N/A	Lighting, litter receptacles, plaque/sign, retail frontage, seating, trees on street, trees within space, other: signage and display methods used to identify the historical significance of the site
115 Broad Street 4 New York Plaza	Plaza, Arcade	Plaza 7,573 sf; Arcade 3,124 sf	1968	Full/Partial	24 hours	No legally required amenities
125 Broad Street 2 New York Plaza	Plaza, Arcade	Plaza 21,009 sf; Arcade 3,656 sf	1970	Full/Partial	24 hours Arcade, Sidewalk Widening, Urban Plaza, Restricted hours Public Exhibit Space 12:00 Noon to 6:00 PM, Monday through Friday	No legally required amenities
45 Broadway	Arcade, Shopping Arcade	Arcade 1,983 sf; Shopping Arcade 81.68 sf	1983	Full/Partial	24 hours	Escalator/elevator, subway
52 Broadway	Through Block Arcade Equivalent	4,841 sf	1983	Full/Partial	24 hours Arcade; 7am - 10pm Covered Pedestrian Space	Artwork, escalator/elevator, lighting, planting, retail frontage

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
55 Broadway	Urban Plaza, Arcade, Shopping Arcade, Loggia	Urban Plaza 1,715 sf; Arcade 3,113 sf; Shopping Arcade 79 sf; Loggia 29 sf	1983	Full/Partial	24 hours	Escalator/elevator, litter receptacles, planting, plaque/sign, seating, trees within space
140 Broadway	Plaza	15,924 sf	1965	Full/Partial	24 hours	No legally required amenities
376 Broadway	Plaza	N/A	1990	Full/Partial	24 hours	N/A
55 Church Street	Urban Plaza, Sidewalk Widening	Urban Plaza 5,407 sf	1991	Full/Partial	24 hours	Lighting, litter receptacles, planting, plaque/sign, seating, trees on street, trees within space
99 Church Street (added)	Public Plaza	8,403 total sf	2017	Full/Partial	24 hours	Lighting, litter receptacles, planting, retain frontage, plaque/sign, seating, tables, trees on street, trees within space, water feature
15 Cliff Street	Urban Plaza	Urban Plaza 3,565 sf	2001	Full/Partial	24 hours	Lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, trees on street, trees within space

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
105 Duane Street	Residential Plaza	11,587 sf	1989	Full/Partial	24 hours	Bicycle parking, drinking fountain, litter receptacles, planting, plaque/sign, seating, trees on street, trees within space
2 Gold Street	Urban Plaza	6,512 sf	2003	Full/Partial	N/A	Artwork, lighting, litter receptacles, plaque/sign, seating, trees on street, trees within space
388 Greenwich Street	Public Plaza, Plaza	Public Plaza 23,383 sf, Plaza 28,253 sf	1986	Full/Partial	7:00 AM to 10:00 PM from May 1st to Sept 30th and 8:00 AM to 8:00 PM from October 1st to April 30th; 6 closings per year after 3:00 PM for local community and not for profit events and 6 closings for private use	Lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, tables, trees on street, trees within space
7 Hanover Square	Arcade, Through Block Arcade	Arcade 5,349 sf; Through Block Arcade 7,467 sf	1983	Full/Partial	24 hours	Lighting, planting, plaque/sign, retail frontage
1 Liberty Plaza Zuccotti Park	Plaza, Special Permit Plaza	Plaza 30,362 sf; Special Permit Plaza 25,919 sf	1972	Full/Partial	24 hours	Lighting, planting, plaque/sign, seating, subway, trees within space

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
10 Liberty Street	Urban Plaza	4,856 sf	N/A	Full/Partial	24 hours	Bicycle parking, drinking fountain, lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, tables, trees on street, trees within space, water feature
130 Liberty Street (added)	Elevated Plaza, Elevated Shopping Way, Pedestrian Bridge, Pedestrian Connection, Shopping Arcade, Arcade, Plaza	28,098 total sf	1973	Full/Partial	24 hours	Planting, climate control, retail frontage, seating, escalator, water feature, other required: kiosks, pedestrian underpass between One Liberty Plaza and World Trade Center extending from the northwest corner of Church and Cortlandt Streets westward under Church Street
33 Maiden Lane	Covered Pedestrian Space, Public Pedestrian Circulation Area	Covered Pedestrian Space 4,441 sf; Public Pedestrian Circulation Area 935 sf	1984	Full/Partial	24 hours	Escalator/elevator, lighting, retail frontage, seating, subway, trees within space
59 Maiden Lane	Plaza, Arcade	Plaza 27,701 sf; Arcade 4,904 sf	1965	Full/Partial	24 hours	No legally required amenities

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
180 Maiden Lane	Outdoor Public Space, Enclosed Public Space	Outdoor Public Space 6,678 sf; Enclosed Public Space 16,364 sf	1982	Full/Partial	24 hours	Artwork, climate control, food service, lighting, litter receptacles, plaque/sign, programs, restrooms, retail frontage, seating, tables, trees within space, water feature, other: (enclosed public space) 4,839 sf open exhibit area 858 sf enclosed exhibit area, 365 sf platform, feature video wall with 16 television monitors, public telephones
111 Murray Street (added)	Public Plaza	10,599 total sf	N/A	Full/Partial	24 hours	Artwork, lighting, bicycle parking, litter receptacles, plaque/sign, seating, tables, trees within space, trees on street, water feature, drinking fountain, planting, retail frontage
1 New York Plaza	Plaza, Arcade	Plaza 40,839 sf; Arcade 11,180 sf	1967	Full/Partial	24 hours	No legally required amenities

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
32 Old Slip Financial Square	Arcade, Urban Plaza, Sidewalk Widening	Urban Plaza 5,887 sf; Sidewalk Widening 1,406 sf; Arcade 12,004 sf	1987	Full/Partial	24 hours Outdoor Public Space; Mon - Fri, 8:30am - 5:30pm Enclosed Public Space	Lighting, litter receptacles, plaque/sign, seating, subway, trees on street, trees within space, other: improvements to city-owned property on Old Slip to create a Piazza with 30 World's Fair style benches
43-51 Park Place (added)	Public Access Area, Public Plaza	3,497 total sf	N/A	Full/Partial	24 hours	No legally required amenities
375 Pearl Street (added)	Arcade, Plaza	19,500 total sf	1971	N/A	24 hours	No legally required amenities
88 Pine Street	Special Permit Plaza	9,907 sf	1971	Full/Partial	24 hours	Artwork, planting, seating, subway, trees within space, water feature
40 Rector Street	Plaza	1,420 sf	1971	N/A	24 hours	No legally required amenities
95 South St Pier 17 (added)	Outdoor venue, Roof, Public Access Area	48,000 sf	2018	N/A	N/A	N/A

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
8 Spruce St Beekman Plaza	N/A	N/A	N/A	Full/Partial	24 hours	N/A
1 State Street	Plaza, Arcade	Plaza 8,977 sf; Arcade 731 sf	1970	Full/Partial	24 hours	No legally required amenities
17 State Street	Urban Plaza, Sidewalk Widening, Arcade, Public Exhibit Space	Urban Plaza 6,272 sf; Sidewalk Widening 1,715 sf; Arcade 6,198 sf; Public Exhibit Space 0 sf	1987	Full/Partial	N/A	Lighting, litter receptacles, planting, plaque/sign, seating, tables, trees on street, trees within space, other: public exhibit space (archaeological exhibit space designed by Milton Glaser)
1 Wall Street	Plaza	4,619 sf	1964	Full/Partial	24 hours	No legally required amenities
60 Wall Street	Arcade, Covered Pedestrian Space	Arcade 5,346 sf; Covered Pedestrian Space 11,150 sf	1987	Full/Partial	24 hours Arcade, Sidewalk Widening, Urban Plaza, Restricted hours Public Exhibit Space 12:00 Noon to 6:00 PM, Monday through Friday	Artwork, climate control, escalator/elevator, food service, lighting, litter receptacles, planting, plaque/sign, restrooms, retail frontage, seating, subway, tables, trees within space, water feature

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
75 Wall Street	Urban Plaza, Arcade, Non-Bonused Public Open Space	Urban Plaza 7,018 sf; Arcade 5,179 sf; Non-Bonused Public Open Space 0 sf	1969	Full/Partial	24 hours	Bicycle parking, planting, plaque/sign, seating, trees on street, trees within space, water feature
95 Wall Street	Plaza, Arcade	Plaza 1,963 sf; Arcade 2,446 sf	1969	Full/Partial	24 hours Arcade; 7am - 10pm Covered Pedestrian Space	No legally required amenities
100 Wall Street	Plaza, Arcade	Plaza 5,933 sf; Arcade 2,518 sf	1969	Full/Partial	24 hours	No legally required amenities
110 Wall Street	Arcade	3,163 sf	1964	Full/Partial	24 hours	No legally required amenities
111 Wall Street	Plaza, Arcade	Plaza 10,883 sf; Arcade 4,589 sf	1967	Full/Partial	24 hours	No legally required amenities
90 Washington Street	Plaza	8,789 sf	1968	N/A	24 hours	Bicycle parking, lighting, planting, plaque/sign, seating, trees within space
123 Washington Street	Urban Plaza	5,978 sf	N/A	Full/Partial	24 hours	Seating, trees

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
55 Water Street	Plaza, Arcade, Elevated Plaza	Plaza 33,307 sf; Arcade 10,254 sf; Elevated Plaza 42,590 sf	1970	Full/Partial	24 hours	Escalator/elevator, planting, plaque/sign, retail frontage, seating, subway, water feature, other: (Elevated Plaza) events platform, support space, stair balconies, viewing platform, 12 public events per year at no charge, stairs connecting to street level on Water Street and South Street
77 Water Street	Plaza, Arcade	Plaza 4,956 sf; Arcade 10,335 sf	1970	Full/Partial	N/A	No legally required amenities
86 Water Street 10 Hanover Square	Plaza	3,416 sf	1971	Full/Partial	7:00 AM to 10:00 PM from May 1st to Sept 30th and 8:00 AM to 8:00 PM from October 1st to April 30th. 6 closings per year after 3:00 PM for local community and not for profit events and 6 closings for private use	No legally required amenities

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
160 Water Street	Plaza, Arcade	Plaza 2,962 sf; Arcade 2,575 sf	1970	Full/Partial	24 hours	No legally required amenities
175 Water Street	Special Permit Arcade, Open Pedestrian Area	Special Permit Arcade 0 sf; Open Pedestrian Area 0 sf	1984	Full/Partial	24 hours	Planting, retail frontage, trees within space, other: paving Front and Fletcher Street in a manner consistent with South Street Seaport area
180 Water Street	Plaza, Arcade	Plaza 3,949 sf; Arcade 2,404 sf	1969	Full/Partial	24 hours	No legally required amenities
200 Water Street	Plaza, Arcade	Plaza 4,010 sf; Arcade 3,222 sf	1971	Full/Partial, None	24 hours	No legally required amenities
50 West Street (added)	Public Open Space	6,821 total sf	2014	Full/Partial	24 hours	Lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, trees within space
100 William Street	Covered Pedestrian Space	5,028 sf	1973	Full/Partial	24 hours	Escalator/elevator, retail frontage, subway

Location	Space Type	Size	Year Completed	Disabled Access	Hours of Access	Amenities (Required)
130 William Street (added)	Public Plaza	5,317 total sf	N/A	Full/Partial	24 hours	Bicycle parking, drinking fountain, lighting, litter receptacles, planting, plaque/sign, retail frontage, seating, tables, trees within space

Analysis and Findings

Summary

Summary of the main CD 1 open spaces findings:

- There are 108 open spaces within the City: including 51 parks, plazas and esplanades; 57 POPS. This totals approximately 3,634,316 sq. ft of public open space.
- The 2010 residential population of approximately 61,000 means that there is approximately 15.7 acres (684,892) of open space per 1,000 people. For the projected 2017 population of 74,000 it means there is approximately 13 acres (566,000 sq. ft) of open space per 1,000 people.
 - The change in open space ratio is a 17% decrease
 - As the existing day-time population is unknown, this does not paint a full picture
- Approximately 77% of the non-POPS sites are less than 100,000 sq. ft in size
- There are a variety of public space types; however, the nomenclature, categorization and distinction between parks, plazas and gardens is not always clear or defined
- There is no central inventory of all spaces. Area sizes often vary to some degree from source to source

Summary of the main open space needs assessment findings:

- The population is growing and has diverse needs, while there is no increase in space, resulting in less open space ratio in the area
- The fastest growing population is children. The population is mainly female, relatively young and largely white
- The district's communities are generally satisfied with the spaces, but want more accessible public space, improved maintenance and to recapture/preserve existing open spaces.
- They also want space that considers various age demographics' needs, such as more play space for children of different age groups, activities for young people and accessibility for senior citizens.
- The district is particularly vulnerable to a range of climate change risks. Spaces need to factor reliance measures into design. Open space has an important function in resilience efforts and preservation of open spaces is key.

Needs Assessment

The research findings relied on a combination of research, interviews and fieldwork. Primary themes were identified based on patterns of commonality and prioritization.

Maintenance and Repairs

Across all key demographics, space maintenance was identified as a top need. While some spaces are better maintained than others, the need for improved and reliable maintenance for parks and other spaces is universal. This includes factors of cleanliness, up-keep and safety. While

specific features were not evaluated in depth, common issues include poor lighting, dangerous conditions, litter and broken amenities such as benches and playground equipment. An increase in day-to-day and long-term maintenance is required for the spaces to be useful, inviting, clean and safe.

considered reflection on the contemporary maintenance crisis of the city’s infrastructure. As these projects reveal, even if maintenance is unglamorous, and at times “just picking up the trash”, these services are nonetheless essential to city life. From these crises, we are forced to confront fundamental questions about why there is widespread neglect of maintenance; why decisions are often made for short-term expedient gains instead of long-term goals; and, why the question of maintenance is essentially a question about our societal values.

Other maintenance conditions identified by key informants focused on the condition of trees, amount of shading provided, age of infrastructure (such as water pipes), water availability, canopy and frequency of renovation. A lack of sufficient funds is cited as the primary factor for the dearth in maintenance resources. However, there are also systemic issues that need to be addressed.

An integrated approach to maintenance and operation of open spaces is needed, starting from the design and construction process. Maintenance planning is not common practice or routine process, and transparency about conditions is missing from the public realm. This often results in spaces that are built and then deteriorate over time. Better understanding and prioritization of the costs and skills required to maintain spaces can lead to better stewardship of open spaces.

Space Preservation/ More Space

Another primary need is for additional open space. This poses a significant challenge as there is very little land available for the creation of new space in the district. The already limited space is being minimized further by new developments and commercial uses. Areas designated for or allowing recreational use by pedestrians, skaters and cyclists, including children’s bicycling, are both in demand and in decline.

Many of the open spaces in CD 1 have historic interest and amenity value, having long been part of the city’s history and character. The community would like to see these areas continue to serve as public space.

The Trust for Public Land has identified an area near West St., on the west side of the district, as having a very high need for a park. The assessment is based on the estimated increase of residents served within a 10-minute walk of a park. The trust has also highlighted, via its



Source: The Trust for Public Land

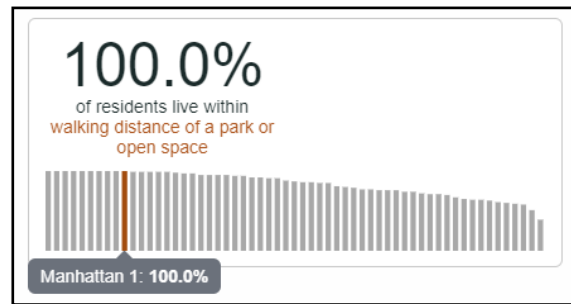
ParkServe tool, urban heat islands. These areas are prime locations for new parks, ranked based on the 10-minute walk of a park criteria and proximity to urban heat islands.

Accessibility

According to CEQR⁵³, open space assessment can vary based on whether an area is considered underserved or well-served.

- **Underserved areas:** are areas of high population density in the City that are generally the greatest distance from parkland where the amount of open space per 1000 residents is currently less than 2.5 acres.
- **Well-served areas:**
 - Have an open space ratio above 2.5 acres per 1000 residents accounting for existing parks that contain developed recreational resources; or
 - Are located within 0.25 mile (approximately a 10-minute walk) from developed and publicly accessible portions of regional parks.

Several organizations and agencies, such as NYC Department of City Planning, the Trust for Public Land and New Yorkers for Parks, give CD 1 a high score when it comes to park and open space access. This is measured by the percentage of residents that live within a 10 minute walk of a park or other public open space.



Source: NYC Department of City Planning

There is debate about whether this is a reliable standard for access. How close is close enough is relative and a matter of convenience.

Other factors to be considered are demographics, transport and the pathway one must take to get to the space. What is convenient for seniors or parents with children can be different to convenience for a single young adult. Spaces should be easy to get to and accessible to all.

Usability

The presence of open space does not necessarily mean that it is useable by the community. There are a multitude of aspects to consider for a space that contributes to civic life and community vibrancy. Is the space green, welcoming, provide signage, and as one informant questioned: “useable for whom?” Beyond landscaping, there is a matter of creating user equity, economic viability, and desirable conditions. The matter of social equity should drive equitable investment in spaces. It should consider users and communities of all backgrounds, and the scale of social, environmental, and economic benefits to beneficiaries. Ideally, these should consider the long term usability of the space and ensure it can remain for decades to come.

Further to the need for quality spaces is the need for spaces that are varied and relevant to the myriad and disparate needs of various community factions. While access to play is needed for

⁵³ CEQR Technical Manual. 2014.

children, dog-owners require animal friendly spaces and workers want a day-time respite. As children of different age groups engage in different forms of play, their spatial needs are distinct. Dog parks continue to see demand and people are asking that communities provide recreational opportunities for them. Spaces should have well- rounded appeal for many different types of people.

Utilization of existing space in various ways through programming can engage and cater to different populations. It can also tap into the varying cadence demands on spaces, as populations shift from day to evening and from weekdays to weekends.

Security

Security has become a greater concern in CD 1 and the Financial District, particularly post-9/11. This has not had a significant effect on the area of spaces such as POPS, plazas and parks. A majority of security checkpoints have been set up on pedestrian streets. However, some parts of spaces, such as City Hall Park, have been allocated for security or parking purposes. This takes away from the amount of space available for public use and affects accessibility. As such, it is important that public open space strike a balance of use and safety.

There is a need to keep people safe in public spaces while ensuring they remain active and inviting, while fostering civic engagement. An approach to design that considers security and builds it into the various aspects of spaces can create protected areas. Through recognition of both place-making and defensive design principles, public spaces can serve several purposes. Plans and solutions for public open space should consider security interventions that do not detract from the aesthetic quality and usability of the space, to achieve security objectives and well-designed public spaces

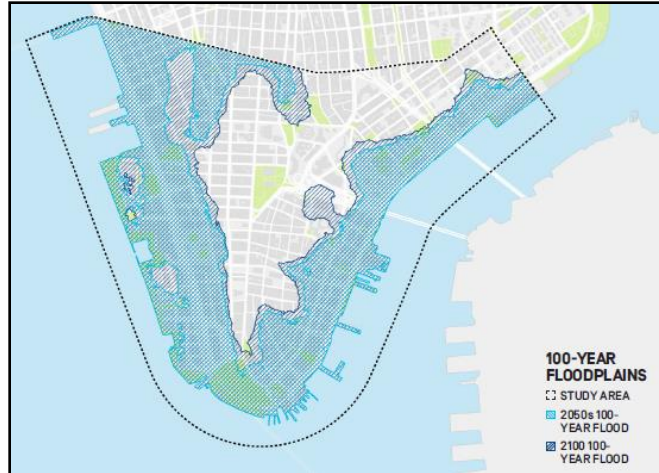
Climate Resilience

New York City, like many other cities around the world, is facing the complex reality of climate change and its severe impacts on the urban environment.

- Lower Manhattan Climate Resiliency Study

NYC's average temperature is expected to rise, and annual precipitation is expected to increase, which could exacerbate sea-level rise and flooding. These risks come with significant costs. Dangerous waves are also now much more likely to overwhelm the Manhattan seawall than they were in the past. Despite these rapidly increasing risks and costs, new waterfront development is occurring at a rapid pace. Increasing density in neighborhoods across Manhattan calls for smart choices about storm preparation through design and management of spaces and developments in the floodplain.

CD 1 is particularly vulnerable to a wide range of climate hazards. The district is expected to contend with multifaceted impacts of climate change, which can be isolated climate events or chronic conditions. Beyond coastal storm surge events, the district can expect sea level rise, groundwater table rise, tidal inundation, extreme precipitation and heat waves. Studies have confirmed the need to protect the district comprehensively from both the low frequency, extreme events, and the high frequency, lower intensity events.



Source: Lower Manhattan Climate Resilience Study

Open and green spaces in the city have been found to provide significant ecological functions and values in the response to climate change. Open space is limited in the CD 1 neighborhoods, which makes the preservation of existing spaces particularly critical. Resilience efforts and design must consider flood protection at the city's edges, while also preserving access to active waterfront uses, view corridors and public open space. A key consideration in the implementation of climate change protection measures is the opportunity for flexible integration, in order to preserve the historic character and waterfront access for tourists and residents while adapting parks and open spaces.

Resiliency plans and measures, such as those developed and in place for North, West and South Battery Park City, Lower Manhattan Coastal Resiliency and others, are critical and an immediate priority. Policies implemented in New York City are often used as a model and gold-standard across the world. Fast and innovative action in lower Manhattan will help define solutions to this worldwide problem. There is no single approach to adapting the district for climate change. As such, responsibility and resources for implementing solutions should be shared between the public sector at the City, State, and Federal levels, and the private sector.

Privately Owned Public Spaces (POPS) Needs Assessment

Further to the general open spaces needs identified above, the primary nature of POPS as owned and maintained solely by private property owners creates additional needs that can be specific to these spaces. The appeal and access of

Despite their purpose to be used by the public, many POPS are lacking in appeal or access. Some tend to discourage or limit the usage of spaces. While some POPS go beyond the minimum requirements, others are barren and uninviting. A report issued in 2017 by Comptroller Scott Stringer's office that more than half of NYC's POPS did not offer required amenities or comply with official hours-of-operation. Adhering to and increasing open hours of POPS is needed to increase usage.

Many POPS lack required signage, which often serves to inform the public of its status as a public space. Signs that are present within the spaces often tend to be of the “keep off” or “no sitting/ laying/ skateboarding here” type. As a result, they can deter people looking for a civic spaces with a wide range of uses. There is a need for amenities that meet, and even go beyond, those required of the owners. Maintenance and repairs were also identified as needing improvement.

There is strong awareness from some POPS owners that a well-maintained and appealing space adds to the property’s value and improves perception, while others are more focused on revenue-driven elements or cost cutting. For those POPS found to be in violation of agreements, more stringent oversight and enforcement is needed.

An appealing POPS can distinguish a developer, provide a competitive advantage and even can even generate new sources of revenue streams. Educating owners on the benefits of quality POPS and return on investment can help encourage the creation, maintenance and operation of these spaces. Supporting and allowing programming within POPS can help activate the spaces and foster a sense of community. Associated developments will be looked upon favorably by the community and enjoy increased buy-in from stakeholders.

Stakeholders need to work together, supporting early and sustained community engagement on open-space components. Developments should consider their contribution to the public realm from conception and build them into their design, ensuring required POPS provisions and considering their role in enhancing usability of public spaces.

Management and Coordination and Distribution of Resources

The open space system in CD 1, and in the wider city, is based on a diverse public-private partnership models that maintains parks, plazas and other public spaces. This hodgepodge of managing authorities can be fragmented, lacking a central managing authority and system of communication.

This affects the ability to prioritize and determine needs, such as renovation, programming, and park activation. It also affects funding distribution, whereby some spaces enjoy increased private sector support. Other spaces that have unmet capital needs can be left behind. The preeminent priority should be the public realm, i.e. the spaces themselves and the communities they serve.

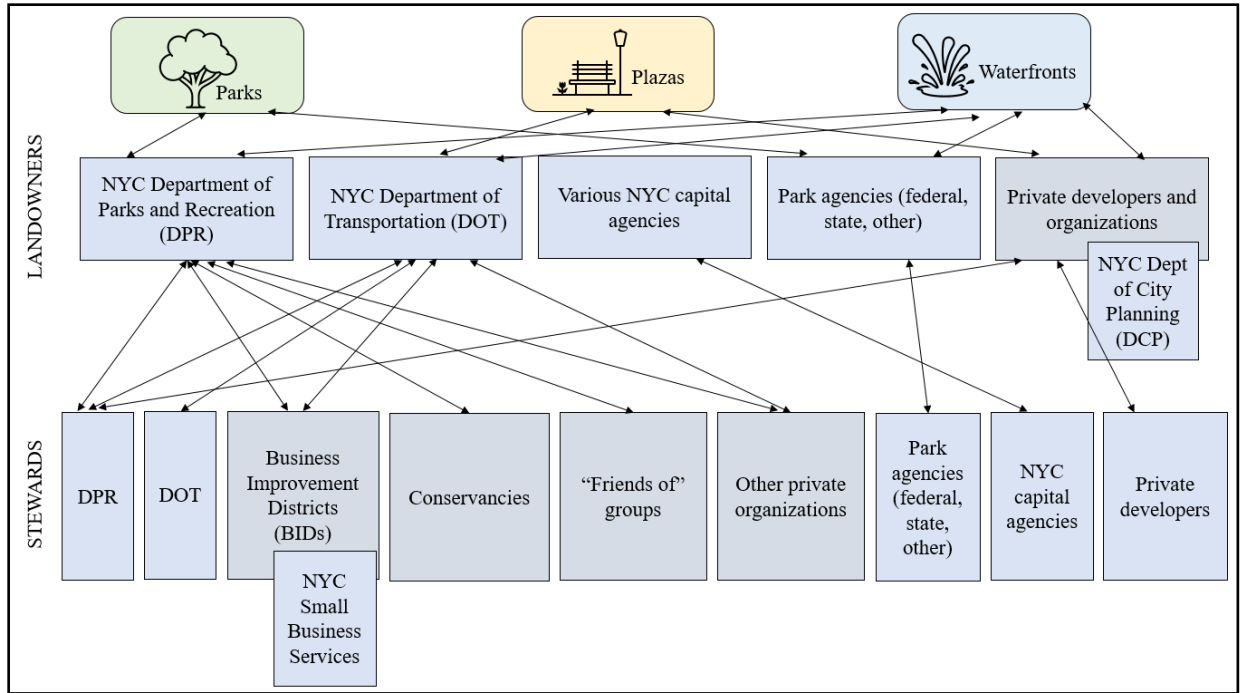


Chart 1: Connections between stewards and landowners

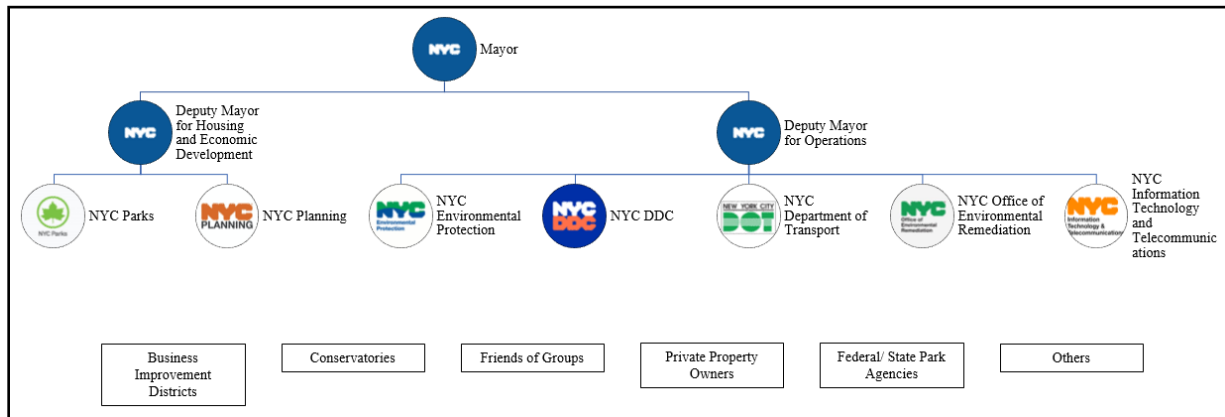


Chart 2: Managing agencies and authorities

Recommendations

Open Space Strategy

To address main community needs and priorities, the below strategies are recommended:

1. Prioritize existing public open space. Maintain, preserve and increase public access to these spaces, while improving the quality through maintenance, design and upgrades.
2. Facilitate the provision and addition of quality open space. Focus efforts on increasing public open space that is diversified and equitable.
3. Treat open space as critical infrastructure, and encourage investment of reliable and equitable resources for building and maintain spaces
4. Safeguard the design and management of open spaces, so as to ensure that they are secure and accessible to all.
5. Increase oversight of public spaces and their management.
6. Ensure that existing and new spaces adhere to sustainability and resiliency standards, and consider climate change and its effect on the city.
7. Promote the benefits of open spaces, and their contribution to the well-being of the community and potential for mutually beneficial development opportunities
8. Encourage private-public partnerships that match commercial aspirations with public policies, and support these efforts with appropriate resources.

Implementation

Implementation of the strategies can take various forms and can be achieved through many avenues. Several suggestions are presented below:

- Reclaim open space: The lot under the Manhattan side of the Brooklyn Bridge, informally known as “Brooklyn Banks” has been identified as a prime location for public space
- Create temporary public open spaces: These can be especially useful in mitigating the effect of lost space during construction, or responding to the increased demand/use of open spaces during the warmer months
- Activate and mobilize the community: Harness citizen stewardship and engage the public in a community-driven approach to maintenance
- Create a dedicated Advisory Board or Committee: Devise long-term strategies for the protection of open space and a create processes and guidelines for the on-going evaluation of spaces
- Conceive of creative ways to create space and creative uses for existing space: Building upwards and creating tiered spaces or using rooftops
- Encourage opportunities for different activities at different times of the day and year
- Increase public awareness and understanding of the different types of open space in CD 1 and the benefits of maintaining and improving them.

Inventory Process and Structure

The current process of tracking and updating open spaces is primarily driven by manual research and compiling/recording the inventory in offline MS Office formats such as MS PowerPoint or MS Word. Access to information is scattered and sometimes unavailable. While the POPS inventory is relatively well maintained via sources such as APOPS and MASNYC, other spaces are not as comprehensive.

The process can be updated to drive optimization, consistency and accessibility. A transition to a cloud-based system would modernize and optimize the data tracking system. This archiving solution could also keep the data more up-to-date and streamlined. As an initial shift, the inventory data was compiled in a Google Drive [document](#). At a later date, this can be moved to CBI's CRM system if applicable. Else, migration to a robotic automation platform can remove the gaps that require manual or repetitive work.

The inventory can also be integrated into the NYC Open Data portal. City agencies, public benefit groups, associations and private organizations can directly update the inventory. The information will be publicly available and accessible to all, in a centralized easily accessible location. BetaNYC can be approached to support in the initial creation and tracking of the data.

Conclusion

"First life, then spaces, then buildings - the other way around never works."

- Jan Gehl

CD 1 is committed to safeguarding and maintaining its open public spaces. These spaces are critical infrastructure that benefit communities beyond those located within the district. The value of these spaces in a dense area that is evolving and increasing in population cannot be understated. Quality public spaces are essential to city life. They are at the core of creating an urban environment that promotes social and economic well-being. CD 1 is endeavoring to preserve and improve its open spaces, while also ensuring that open space policy better reflects the value these spaces bring to the community.

The findings presented in the preceding pages provide a snapshot of the current open space realities in CD 1, reveal the sense of current thought and offer a praxis for managing the spaces. An assessment of the needs of a cross-section of the community demonstrated that open space is a top consideration in CD 1. As such, the provision and maintenance of open space should be prioritized and understood as an issue of equity. A cornerstone of this report is a call for the ongoing participation of private-sector stakeholders. The effort to preserve and progress the public realm and its open spaces will require all of us to continue to work together.

Appendix

Interview Consent Form

**Fund for the City of New York
NYC Community Planning Fellows**

**Interview Informed Consent Letter
Manhattan Community Board 1
Open Space Index**

You are being asked to participate in a research study. Before you give your consent to volunteer, it is important that you read the following information to be sure you understand what you will be asked to do.

Background

The research is part of the NYC Community Planning Fellowship program, which provides graduate students with experience in community planning and the workings of local government and community boards.

The program, a project of the Fund for the City of New York (FCNY), tasks the Fellows with a planning project in a field such as zoning, transportation, landmarks preservation, retail development or quality of life.

Researcher

Nisreen Sarryeh (“the researcher”), is a final semester Master of Science student in Urban Policy and Leadership at Hunter College in New York City. Her extensive experience is in advocacy, communications, project management and quantitative/ qualitative data analysis. She is trained in analysis, planning, research and community engagement.

Project supervisor: Diana Switaj, Director of Planning and Land Use, Manhattan Community Board 1

Purpose of the Research

In order to assess and prioritize community needs, Manhattan Community Board 1 (CB1) is endeavoring to create an Open Spaces Index, which will be used as a tool to evaluate infrastructure performance.

It will enable prioritization of the community’s most pressing and timely issues, and efficient and equitable distribution of resources. Findings will be recorded in a report that will serve as an archive, guiding framework for future assessments and internal reference for proactive advocacy.

Procedures

If you volunteer to participate in this study, you will be asked to:

- Respond to questions (Note: You may choose to refrain from responding any questions)
- Share your thoughts and opinions
- Share data (numbers, facts and figures)

Your participation will take approximately 30 to 60 minutes, depending on your availability.

Confidentiality and Data Storage

Precautions taken to preserve your confidentiality/privacy. Information shared during the interview will be kept confidential and your name will not be used in the report

- The interview will be recorded, and a transcript will be produced. This is to allow the researcher to concentrate on the interview and ensure accuracy of information.
- The transcript of the interview will be analyzed by the researcher. Access to the interview transcript will be limited to the researcher.
- Any summary interview content, or direct quotations from the interview, will be anonymized.
- Interview materials will be stored on the researcher's personal storage devices. It will not be stored on any CB1 or FCNY data storage medium nor will any persons except the researcher have access to the data.

Participation and Withdrawal

Your participation in this study is voluntary. This means that you do not have to participate in this study unless you want to. You may also choose to stop participation at any time by informing the researcher. You will not receive any benefit or payment for your participation.

Questions about the Research

Do you have any questions?

If you have any further questions about the research, you may contact the researcher, Manhattan Community Board 1 or Fund for the City of New York.

I have read the information provided above. I understand that by signing below, I am agreeing to participate in this research study.

Name _____ Date _____ Signature _____

Questions for Key Informant Interviews

Questions for Agencies

- What would you say are the best aspects of living/ working/ visiting CD 1?
- What are your thoughts on the conditions of open space in CD 1?
- What open space facilities and services are currently provided in CD 1 and what need expansion or improvement?
- In your opinion, what are the community's biggest priorities when it comes to open space in the CD 1 neighborhoods? Do you agree with these?
- Could you tell me about some obstacles to the maintenance of existing spaces and fulfillment of plans for future spaces?
- In your opinion, what is one of the greatest challenges to the parks and open spaces system- particularly in the CD 1 area?
- What would you say are some barriers that keep people from using spaces and services already available? What are some examples?
- CD 1 is experiencing demographic changes and rapid population growth (77 percent increase over a decade; across several age groups-children in particular; higher density and increases in residents, office workers and tourists). What can be done to ensure that open space is adequately serving community needs?
- Could you tell me about the resiliency policies and plans for CD 1 open spaces? What is your evaluation of these? What other strategies need to be put in place?
- Do you think open space provision should be a priority? Why or why not?
- What does the provision of open space for CD 1 look like to you in the year 2030?

Questions for Advocacy & Community Organizations

- What would you say are the best aspects of living in/ working in/ visiting CD 1?
- What are your thoughts on the conditions of open space in CD 1?
- In your opinion, what are the community's biggest priorities when it comes to open space in the CD 1 neighborhoods? Do you agree with these?
- To what extent is community input is sought out/ considered with CD 1 open space?
- What would you say are some barriers that keep people from using spaces and services already available? What are some examples?
- In your opinion, what is one of the greatest challenges to the parks and open spaces system- particularly in the CD 1 area?
- CD 1 is experiencing demographic changes and rapid population growth (77 percent increase over a decade; across several age groups-children in particular; higher density and increases in residents, office workers and tourists). What can be done to ensure that open space is adequately serving community needs?
- Do you think open space provision should be a priority? Why or why not?
- Are there any areas in CD 1 that can be recaptured for public open space?
- What are some key factors that you think should be included in a usability and availability assessment of open space?
- Could you tell me about the climate resiliency policies and plans for CD 1 open spaces? What is your evaluation of these? What other strategies need to be put in place?

Questions for POPS

- To what extent is there interest from developers to incorporate POPS into buildings?
- In your opinion, what would incentivize developers to build, maintain, upgrade POPS- Outside of the bonus floor area and City regulations?
- To what extent the existing network of POPS serving the needs of the CD 1 community for open space?
- To what extent is community input is sought out/ considered CD 1 POPS?
- Of the amenities currently provided in CD 1 POPs, what do think are done well and what could be expanded on or improved? OR strengthens/ opportunities?
- Do you think there are gaps or barriers that keep people from using amenities already available?
- How can the community benefit from POPS programming? What kind of programming can be introduced?
- How can some of the CD 1 POPS be reimagined to better meet community needs or improve functional use?
- Could you tell me about the climate resilience policies and plans for CB1 open spaces? What is your evaluation of these? What other strategies need to be put in place?

Questions for Private Entities

- Do you believe that there is a community need for open space in CD 1?
- In your opinion, what are the community's biggest priorities when it comes to open space in the CB1 neighborhoods? Do you agree with these?
- Do you think the 1960s incentive zoning program was successful?
- In your opinion, what would incentivize developers to build, maintain and upgrade open spaces?
- Has the state of POPS improved since the NYC comptroller's 2017 much publicized audits?
- What role should the private sector play in providing publicly accessible open spaces?
- How can public-private partnerships be strengthened to improve and better utilize open spaces?
- How do you anticipate future open space needs being different to those of past needs?
- Climate resiliency studies have shown a need to protect the district comprehensively from a wide range of climate hazards. What part does open space play in adaptation approaches?
- How are developers incorporating resiliency thinking into upcoming new or redevelopment projects?

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