More than 600 concerned citizens, civic leaders and public officials from throughout the metropolitan region came together on February 7, 2002, for the first “Listening to the City” forum. This modern town hall meeting brought together participants from all walks of life—downtown residents and workers, families of victims and survivors, emergency and rescue workers, business and property owners, interested citizens and community leaders—all committed to charting a bold new vision for Lower Manhattan and honoring those who lost their lives on September 11.

This forum was organized by the Civic Alliance to Rebuild Downtown New York. Its goal was to provide people who live and work in the region and others whose lives have been irrevocably altered by the terrorist attacks with the opportunity to profoundly influence the rebuilding of Lower Manhattan and the creation of a fitting memorial. During the day-long event at the South Street Seaport, participants spoke, listened, bonded and learned. By the close of the forum, they had forged a common vision of the values and principles for rebuilding that represent the aspirations, memories and pride of New York and the metropolitan region.

Future forums—including a large “citizen summit” called “Listening to the City II,” with several thousand participants, planned for the summer of 2002—will evaluate specific rebuilding plans and proposals as they develop.

What emerged on February 7 was a remarkable consensus that in order to transform Lower Manhattan into the world’s first great 21st century urban space, a balance must be struck—between residential and office construction; between strengthening the financial sector and building a broader economic base; between restoring real estate and attending to social and cultural needs; and between the urgency to rebuild and the need for deliberative planning.

Participants expressed a common vision for a powerful memorial that is integrated into the very fabric of downtown. This memorial would honor the “everyday people” who were lost, as well as the heroism, sacrifice and resiliency that were—and continue to be—demonstrated throughout the city, region, nation and world.

The depth of the exchange among participants was strengthened by their considerable age, income, racial, geographic and gender diversity and the unique perspectives that informed the discussions at each ten-to-twelve person round table. Many participants represented communities whose voices often go unheard.

Guided by a trained facilitator, participants at each table group were able to hear, learn from and reach consensus.
with viewpoints that were both innovative and unfamiliar. One participant expressed appreciation for “the opportunity to brainstorm with people from different walks of life.”

Also joining the discussions were many key decision-makers who will ultimately lay the foundation for the redevelopment process. Charles Gargano, Chairman & CEO of the Empire State Development Corporation, emphasized that “our diverse communities [must] remain united...so we may act and achieve great things for this city, this state of New York, and this nation, together.”

Facilitated by AmericaSpeaks, a nationally-recognized non-profit organization, “Listening to the City” participants engaged in intimate round table discussions while using innovative decision-support technologies to instantly share their ideas and recommendations with all those present. Each participant was exposed to a host of diverse perspectives, both by engaging in rich small-group conversations and by viewing the results from the other 60 tables in real-time.

Overall, those who participated in “Listening to the City” were quite satisfied with both the significant work that was accomplished on February 7 and the usage of this model for gaining public input. “It was very informative and beneficial,” said one participant. “I now have a good overview of what must be accomplished after the needs of all concerned are evaluated and, hopefully, balanced.”

The rich public input that was generated during “Listening to the City” will be provided directly to decision-makers and organizations involved in the efforts to rebuild downtown New York. At this summer’s Listening to the City II, several thousand participants will rely upon the visions and principles agreed to on February 7 to evaluate specific rebuilding proposals.

“Listening to the City” is a project of the Civic Alliance to Rebuild Downtown New York, a coalition of over 85 civic, business, environmental, community, university and labor groups seeking consensus strategies for redeveloping Lower Manhattan. The Civic Alliance was convened by the Regional Plan Association in partnership with NYU/Wagner, New School University, the Pratt Institute and AmericaSpeaks.

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“WE HAVE A ONCE IN A CENTURY OPPORTUNITY, AND IT IS UP TO US TO TAKE ADVANTAGE OF IT.”

— Daniel Doctoroff
Deputy Mayor for Economic Development and Rebuilding, New York City

SUPPORTING DIALOGUE WITH TECHNOLOGY

One of the most innovative elements of “Listening to the City” was its usage of the AmericaSpeaks design for citizen engagement, which combines interactive technology with face-to-face dialogue. This unique model ensures that the full breadth of participants’ ideas are captured, shared and listened to—both by one’s immediate tablemates and the assemblage as a whole.

Participants engaged in intimate 10-to-12-person roundtable discussions, each led by a trained facilitator who was skilled in small-group dynamics. Networked wireless laptop computers served as “electronic flipcharts” to record ideas generated during the small group discussions. Each table’s input was instantaneously transmitted to a “theme team” (composed of Civic Alliance and AmericaSpeaks staff) that identified the strongest concepts and themes from the table discussions and reported them back to all participants.

Based on the content of the round-table discussions, the “theme team” quickly developed a set of priorities and questions that were then posed from the main stage. Each participant used a wireless polling keypad to vote on these questions and the results were instantly displayed on large screens, allowing participants to receive immediate feedback about where their perspectives fit within the thinking of the larger group. This design also allowed for modification of the agenda to correspond more closely to the tenor of the discussions.

Additional services that were available to participants included sign language translation, facilitators for Spanish and Chinese speakers, bilingual and large-print copies of the participant guide, Safe Horizon constituent services and grief counselors.
Forum participants were charged with developing a shared vision for the redevelopment of Lower Manhattan that would inspire the city to greatness and drive the rebuilding process. When asked for their vision of what downtown would look like in 2012, if it was rebuilt ideally, each table identified the most important values that emerged from their group discussions. Through the wireless computer network, these ideas were submitted to a “theme team” that identified the most prevalent themes and noted the ideas that participants felt strongly about but may not have been shared by tablemates.

**Land Use**
There was clear consensus that Lower Manhattan should be rebuilt as a vibrant, 24-hour mixed-use community with additional affordable housing. The area should be “a real New York neighborhood having diverse features—residential, small and big businesses, stores, parks,” said one participant.

Another theme was additional open and green space, as well as improved access to and usage of the waterfront. “There is an opportunity to...[use] river access for both transportation and leisure,” explained one participant.

There was much consensus that whatever is built on the WTC site should be of high aesthetic value—“beautiful,” “grand,” or “inspired”—and that architects should be consulted through a design competition.

Making Lower Manhattan “the most visited place on earth” received significant support. “If we do it right, people will come from everywhere,” a participant stressed. Many want to see restoration of the street grid and more attention paid to connecting Lower Manhattan with Chinatown.

Strikingly divergent opinions were expressed about the height of new construction on the WTC site. Many seek to make a “visual statement with a tall landmark,” while others disagree for aesthetic, safety and emotional reasons.

**Transportation**
Transportation discussions largely focused on the need for Lower Manhattan to be more accessible to the city and region. Some specific proposals included building a Second Avenue subway, improving access to Battery Park City and expanding bus service.

Many favored the creation of a transportation hub to allow easy connections between different types of transportation. Participants called for better connections across the region, namely between New Jersey, Queens, Brooklyn and downtown.

Additional themes included improving pedestrian access and closing more streets to vehicular traffic. Others endorsed the depression of West Street, in order to improve access between downtown, the waterfront, and Battery Park City.

**Business and Economic Development**
Business and economic development was at the forefront of many table discussions. About twice as many participants supported the preservation of Lower Manhattan’s financial dominance than those who stressed that the financial sector should—or, inevitably, would—become more dispersed throughout the city and region.

Many stressed the immediate needs of local small businesses. Participants called for job creation and retention, as well as incentives to keep businesses downtown.

The value of retail outlets—for residents and for attracting tourists—was widely agreed-upon. However, while some participants proposed the creation of a shopping center (possibly in conjunction with a transportation hub), others preferred traditional street-level shopping.

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**VOTING RESULTS FOR “MOST ESSENTIAL VISION ELEMENTS”**

<table>
<thead>
<tr>
<th>Element</th>
<th>Percentage of Votes</th>
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</thead>
<tbody>
<tr>
<td>Vibrant, 24 hr mixed-use community</td>
<td>25%</td>
</tr>
<tr>
<td>Seamless transportation hub</td>
<td>20%</td>
</tr>
<tr>
<td>Memorial should be total picture</td>
<td>15%</td>
</tr>
<tr>
<td>Open space; active waterfront</td>
<td>10%</td>
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<tr>
<td>Incorporate affordable housing</td>
<td>10%</td>
</tr>
<tr>
<td>Unique identity; classy and aesthetic; “inspirational”</td>
<td>5%</td>
</tr>
<tr>
<td>Restore street grid</td>
<td>0%</td>
</tr>
<tr>
<td>Most visited place on earth</td>
<td>0%</td>
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</tbody>
</table>
The Local Community

The replacement, improvement, or creation of services for downtown residents received much attention. Desired “basic” or “essential” services included post offices, libraries, garbage disposal, community centers, and parking facilities.

Incorporating affordable housing would make the downtown residential communities more diverse, participants stressed. Downtown children could be better served through more high-quality public schools, parks and a pedestrian-friendly environment.

Cultural Events and Institutions

Proposals for more cultural institutions included the creation of a “museum mile,” free outdoor concerts, and public arts projects in the downtown area. Many support the relocation of a major cultural institution (such as the NYC Opera or the U.N.) to Lower Manhattan.

Some also endorsed the creation of athletic and recreational facilities, and a stadium for professional sports or the 2012 Olympics.

Social and Economic Impacts

Widespread concern was expressed about the continuing impacts of the WTC disaster on individuals and socially disadvantaged groups. Specifically mentioned were immigrant communities—especially Chinatown—and undocumented aliens who have not had access to the same relief funds as other impacted workers and residents.

Aid to disabled and low-income New Yorkers—through such specific measures as job training and placement, language assistance and general economic assistance—was also stressed.

Health and Environmental Issues

Based largely on air quality concerns, many emphasized that government agencies should provide the public with more information about health issues resulting from the attacks and the clean-up efforts.

Participants called for the rebuilding of downtown to represent “a new beginning” in energy conservation and use of sustainable technologies. Others emphasized that environmental impacts must not be disproportionately felt by low-income or minority communities.

The Rebuilding Process

An open process where “the public [is] included in the decision-making, and everyone’s voice [is] heard and taken into account,” was deemed crucial to the rebuilding effort. Many stressed that while aid must come quickly, decisions made on rebuilding and the memorial should move slowly enough to allow appropriate reflection, grieving and consideration of input from many voices.

Safety and Security

Participants sought to return a sense of safety to Lower Manhattan. While some proposed additional police officers, others maintained that though we “must have actual safety and security…one cannot turn Manhattan into an armed camp to ensure that security doesn’t go too far.”

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BE INCLUSIVE OF ALL BUSINESSES FROM THE FINANCIAL COMMUNITY TO THE SHOE REPAIR PERSON.

VOTING RESULTS FOR “VISION ELEMENTS MOST LIKELY TO OCCUR”

- Memorial should be integrated into total picture
- Seamless transportation hub
- Vibrant, 24 hr mixed-use community
- Restore street grid
- Most visited place on earth
- Open space; active waterfront
- Unique identity; classy and aesthetic; “inspirational”
- Incorporate affordable housing

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Given the human toll of 9/11, it was not surprising that the most common response was to create a memorial for the victims and *every person who was lost on September 11th*. This need to create a memorial for the victims was a common thread that linked many discussions.

There was also agreement that the memorial should recognize that losses were felt throughout the *global community* and should speak to future generations. “If it’s a great space, it will be meaningful for all ages,” wrote one participant. Also discussed were constructing the memorial for children and for educational purposes.

Another prevalent theme was that the memorial should be created for *those of us who remain*. The more emotional connotation of the term “survivor” was evident in the responses that the memorial must be for the loved ones of the 9/11 victims. “Most of the bodies will never be found,” said one participant. “This is the only space that people will have to grieve.”

There were many heroes on September 11th and there has been an extraordinary amount of heroism and altruism in the weeks and months since then. Substantial support emerged for creating the memorial for *the heroes* – “for all the people who helped get people out; from rescue workers to everyday citizens.”

Numerous participants believed that we are creating the memorial for *all of us*, for everyone who needs to heal, remember and reflect on what happened. Many also stressed that the memorial should be created for the *nation, for New York and for New Yorkers*.

Also deemed important was creating the memorial for the American values and ideals that were attacked—and the innocence that was lost—at 8:46 a.m. on that bright September morning. Participants also discussed creating the memorial for “the WTC itself and what it stood for as a symbol of our global village.”

Discussion here shifted to the core values and concepts to be honored in the memorial. Once again, the most common response was a desire to memorialize the *essence of the individual victims*: the innocence, strength, diversity and courage of these “everyday people.” “The people that died here were civilians, not soldiers,” said one participant. The need to celebrate *courage, sacrifice, resiliency and altruism* was frequently cited, as was the value of human life and the strength of the human spirit.

Many sought to honor the *heroism, volunteerism and unity* that has flourished throughout the city, the nation and the world. There was specific support for honoring the bravery of the rescue workers and “the good that was brought out in people.”

Memorializing *lessons of this tragedy*—among them tolerance, peace and understanding of other cultures—was a common theme. Others sought to remember the unparalleled horror that we witnessed that day. “A memorial should capture the enormity [and] shock of the event, the fragility of our lives,” said one participant.
What should the memorial be?

When discussions turned to the details and design of a World Trade Center memorial, many participants sketched out intricate plans on sheets of paper or even napkins. Some of the proposed ideas correlate very closely with concepts already being discussed publicly, while others are quite innovative and new.

Not surprisingly, the most common response was that the memorial should be something that contains the names, characters and biographies of all those who were lost on September 11th, and must also acknowledge the victims whose names we do not know. Some specific proposals included a brick path, a wall with victims’ names, and flags of all the nations that lost people on 9/11.

There was a strong level of support for the memorial to function as an interactive, educational museum, with such purposes as telling the story of 9/11, teaching non-violence and encouraging tolerance. Thanks to the ever-changing nature of a museum and its exhibits, it could sustain its power for future generations.

Many proposed a living memorial that incorporates natural elements (such as water, grass, and light), that could “breathe life into the site,” as one participant explained. Proposed memorials included a reflection pond, a memorial park, gardens, and the planting of one tree for each person who was lost. Specifically, many sought to include light and illumination, particularly through the current temporary memorial of creating “two rays of light.”

A quiet space for prayer, reflection and remembrance that would “evoke an emotion and memory in people and allow people to pay respects” was widely supported.

Numerous participants consider the WTC area to be a sacred place or gravesite. Some proposed setting aside a private area within the memorial for families and mourners.

A common sentiment was that the memorial should include a section of the façade or some of the debris from the WTC site, potentially “with the names of the victims etched into the metal.” Many hope that the memorial is firmly situated on the footprint of the two towers. Proposals for a “golden globe that can be seen from very far away” concur with the reintroduction of the sphere from the original plaza.

Additional proposals included the creation of multiple memorials (namely, at Governor’s Island), a cultural/arts center and replicas of the twin towers. There was also a fair amount of debate on whether the memorial should be a “tall, iconic structure” or “simple, but profound.”

Honoring American ideals and values, including liberty, community and democracy, received widespread support, as did remembering our increasingly interdependent global community. Many stressed that although we are memorializing the past, we must continue to look towards the future. “This was truly the beginning of the millenium,” wrote one participant.

Some expressed a desire to memorialize the physical WTC structure, in order to “remember the endless promise the twin towers conveyed of American optimism,” as one participant explained. Other essential concepts to honor were hope, sacrifice, dialogue, compassion and the triumph of “goodness over evil.”
Many participants came to the forum with the traumatic events of September 11th still fresh in their minds and heavy on their hearts. Given the unprecedented impact that this tragedy has had on our region, our livelihoods and our emotional well-being, it is a testament to the power of the event that most participants found “Listening to the City” to be a productive, enriching, and, often, healing experience. At day’s end, fully 72% reported a high or very high level of satisfaction with what was accomplished during the course of the forum.

Those who attended found themselves at the South Street Seaport on that cloudy Thursday morning for a variety of reasons. Some came because of professional and/or personal interest in Lower Manhattan. One participant said simply “I work in the area. I miss it. I want to help rebuild it.” Others expressed their general desire “to hear opinions and issues around rebuilding downtown New York.” Participants valued the “constructive and meaningful dialogue” that they engaged in—both at their table and with the larger group.

The style and concept behind this innovative democratic process was attractive to one participant because of “how new and risky it was.” Others appreciated the “atmosphere of respect and warmth,” particularly the unique design that allowed them to develop a relationship with their tablemates that spanned far beyond the impersonal connections that are typically made between conference attendees. One facilitator explained that “a remarkable bonding took place at our table composed of [people from] many different backgrounds, cultures and ethnic identities—but all Americans.”

The technology utilized at “Listening to the City” was widely praised. Eighty-seven percent of participants had a high or very high level of satisfaction with how the technology supported the process. “This was the first meeting I have been involved in where advanced technology was such a valuable tool,” said one participant.

Many attended the event because of the value that was placed on community input and the diversity of those attending. One attendee expressed his “hope that listening to many diverse voices can have a real impact on the future of Lower Manhattan and New York City.”

Facilitator Jane Alpert, a downtown resident, wrote the following moving report:

As a general rule, New Yorkers don’t “share our feelings.” We get up and move on. Yet the impact of September 11th left many of us shattered and numb. As one of 60 facilitators, I came to hear others speak their minds about rebuilding Lower Manhattan. But as a lifelong New Yorker, I also came for a sense of community I hoped would be healing.

The nine of us at Table 29 started as strangers and ended our six-hour session as warm acquaintances. The computers and keypads linked us to the larger group, while the small-group format helped bring about closeness.

H.T., a choreographer, described how he fled his Chinatown office, then returned to find the lens of his videocamera moving in and out, seeking the vanished buildings. “Even the machine had lost its focus,” he said.

Gene, a Port Authority economist, said, “My office lost 75 staff and 9 contract employees. Since 9/11, I’ve been thrust into family issues. When you go into a roomful of children who lost a parent, you realize the impact of this event won’t go away.”

On rebuilding downtown, we had a free-flowing, creative discussion. Everyone wanted a neighborhood of “human scale,” with plenty of green space and easy waterfront access. We agreed on a mix of residential and commercial buildings, with space for art and performance. The neighborhood needed a thriving economy, but one that put human beings first. There must be a compelling memorial that is well-integrated into the overall design.

At the end came the hardest questions: Who was the memorial for? What should it express? “It has to be about the incredibleness of that day,” someone said. “For all who died, and for the families.” “For everyone who will live afterward.”

The questions plunged us back into grief, and the answers were unsatisfyingly vague. We were reminded how difficult these questions are for all New Yorkers, and how much more we will have to share to find the answers.
primary impetus for convening the Civic Alliance was to democratize the planning process for rebuilding downtown. “Listening to the City” was designed to reflect the region’s rich diversity while targeting those most profoundly affected by the terrorist attacks—people who live and/or work downtown and families of victims who died in the attacks.

At the start of the day, participants used their keypads to provide important demographic information about who was in attendance. The results indicate that our goals of bringing together a representative cross-section of the region were clearly accomplished on some key variables. Some important stakeholders, however, were underrepresented.

For example, the gender balance was similar to the region’s mix and the proportion of middle-income participants equaled their percentage in the region’s population. However, the room included fewer low-income participants than is representative of the region. The racial and ethnic makeup of participants was close to the regional figures for Caucasians and Asian-Americans but fell short of matching the region’s African-American, Hispanic and Mixed Race populations. The age strata of the attendees was roughly equivalent to that of the region (with the exception of children).

Greater outreach to underrepresented communities is an integral component in all future plans of the Civic Alliance, which is committed to ensuring that all voices of the region are in the room and are heard.

Manhattan residents also comprised over half of the participants on February 7, largely because of our focus on those who live and work downtown. Future events will cast a wider net, and include a greater proportion of residents from all five boroughs of the city, New Jersey, Connecticut and the rest of New York State.
After a full day of conversations, connections and, many times, consensus, participants were asked how much confidence they had that their input would have an impact on what ultimately happens downtown. Fifty-four percent expressed a very high, high or somewhat high level of confidence. Thirty-four percent had a somewhat low level, while 12% had a low or very low level of confidence that this forum would make a difference. These findings reinforce the Civic Alliance’s determination to continue working to ensure that voices of the public are heard—and listened to—as crucial decisions about rebuilding downtown are made in the coming months and years.

The Civic Alliance is closely coordinating its efforts with the planning process of the Lower Manhattan Development Corporation (LMDC) and other public, private and civic efforts. The Civic Alliance is also playing an integral role in the Municipal Art Society’s Imagine New York project, which will obtain input from communities throughout the region by holding visioning sessions in local firehouses, schools, churches and other community institutions.

Decision-makers have been very receptive to the work of the Civic Alliance. “I applaud what you’re doing,” said Deputy Mayor Daniel Doctoroff during his speech at the close of the forum. The shared vision articulated during “Listening to the City” will be communicated to decision-makers through various channels. On February 7, Louis Tomson, President and Executive Director of the LMDC indicated that “the report coming out of today’s work will be something that we will rely on very heavily as we go forward.”

The insights and ideas that emerge from “Listening to the City” will also guide the Civic Alliance’s eight working groups, which are addressing critical issues involved in rebuilding. The Alliance will submit a draft report to the LMDC to help them develop a master plan for downtown New York.

The Civic Alliance is planning “Listening to the City II” for the summer of 2002, at which several thousand people from all over the region will review draft proposals and plans for rebuilding downtown that have been generated by the LMDC, Civic Alliance and others. By that time, it is likely that participants will be asked to make choices and express opinions on specific alternatives regarding the future of Lower Manhattan.

Following “Listening to the City II,” the Civic Alliance will present a final report to the LMDC, as well as to other relevant agencies and organizations. As New York enters into this unprecedented stage of its development, the Civic Alliance will continue to play an active role in the planning process as decisions are made in the weeks, months and years to come.
The 600 “Listening to the City” participants brought a diversity of ideas, backgrounds, and expertise to their table discussions. Some participants identified themselves as unaffiliated individuals and classified themselves as “unemployed garment worker,” “community organizer,” or “mother of victim.” Many attendees described themselves as members or representatives of city-wide or national organizations, agencies, or businesses. Below is a list of the self-identified attendee affiliations. The breadth of purpose of these entities attests to the strength of the inclusive process that the Civic Alliance embraces. The Civic Alliance continues to reach out to individuals and entities who are not represented on this list, but who share an interest in adding their voice to the rebuilding process.

**COMING TOGETHER**

**The Civic Alliance to Rebuild Downtown New York**

*CONVENER: Regional Plan Association  UNIVERSITY PARTNERS: New School University  New York University  Pratt Institute*


**FORUM PARTICIPANTS:**

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