



RECLAIMING **CULTURAL** HERITAGE

A PLAN FOR THE HARLEM AFRICAN BURIAL GROUND

HUNTER COLLEGE | DEPARTMENT OF URBAN AFFAIRS & PLANNING
FALL 2011

Created for the Harlem African Burial Ground Task Force





East Harlem
HABG/126th Street
Bus Depot

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“The development of a memorial district will not only enhance community recognition of their rich history, but those who know of the village of Harlem, and come from afar, will become familiar with this portion of the village and its first church, which happens to be the genesis of Harlem.”

*-Reverend Patricia A. Singletary
Elmendorf Reformed Church*

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[cover photos]

Photos: Harlem African Burial Ground Task Force.

<http://harlemafricanburialground.wordpress.com/>; Jonathan Joseph

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Elmendorf Reformed Church.

Photo: <http://www.flickr.com/photos/59816658@N00/4005164712/>

Context Map. Map: Jonathan Joseph and Erin Congdon

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The corner of 1st Avenue and 126th Street

Photo: Jillian Puszykowski



A NOTE FROM THE FALL 2011 HUNTER COLLEGE URBAN PLANNING STUDIO

The Fall 2011 Hunter College Urban Planning Studio developed **RECLAIMING CULTURAL HERITAGE: A PLAN FOR THE HARLEM AFRICAN BURIAL GROUND** for the purpose of establishing a conceptual vision for the commemoration of the Harlem African Burial Ground. The plan outlines design guidelines, recommendations, strategies and future policies that will assist the studio’s client, the Harlem African Burial Ground Task Force, with memorializing the burial ground and educating the public about its historical and cultural significance.

The Task Force has already done considerable work toward educating the public and creating strategic initiatives around the memorialization of the burial ground. The studio was asked to create a plan to assist the Task Force in furthering these objectives. The studio, accordingly, engaged in a four-month-long planning process aimed at providing the Task Force with a cohesive plan for the memorialization of the Harlem African Burial Ground. This document details the planning and design recommendations that developed from our findings. Therefore, it is with great pleasure that we present the following report.

Sincerely,
Members of the Fall 2011 Hunter College Urban Planning Studio

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EXECUTIVE SUMMARY

This report has been developed by students in the Fall 2011 Hunter College Urban Planning Studio for the Harlem African Burial Ground Task Force. The studio is comprised of 15 candidates for a Master of Urban Planning Degree, under the direction of Hunter Urban Affairs and Planning faculty member Pablo Vengoechea and teaching assistant Matthew Bissen. The studio is a semester-long project lasting from late August through December. The Task Force asked the studio to develop a plan and recommendations for a memorial and district for the Harlem African Burial Ground, located between East 126th and 127th Streets at 1st Avenue in East Harlem.

The Harlem African Burial Ground (HABG) site is currently occupied by a Metropolitan Transportation Authority (MTA) bus depot. In addition, the Department of Transportation (DOT) is engaged in a project on the Willis Avenue Bridge in an area that may also have been used as part of the burial ground. The current use of the site does not provide any acknowledgement of its significance to East Harlem’s cultural history. In addition to memorializing the site, the Task Force also recognizes the need to increase community awareness about the burial ground and the history of the Village of Harlem. In light of these requests, the studio created recommendations for both a site specific memorial and a memorial district.

Over the course of four months, the studio conducted extensive research, engaged in multiple site visits, met with the Task Force members, and

conducted a community visioning workshop to inform the studio’s final recommendations. Six main themes emerged from these investigations: memorialization; visibility; connectivity; economic development; urban design; and quality of life. These themes served as guiding principals as studio members developed the final recommendations.

The recommendations contained in this plan offer methods for creating a defined historic, memorial and cultural district, celebrating the cultural history of East Harlem, enhancing the visibility and awareness of the burial ground site, developing connections to community assets, implementing measures to improve the quality of life, and generating economic investment that will benefit the East Harlem community. These recommendations incorporate both planning and design principles in order to assist the Task Force in developing a vision for the memorialization of the Harlem African Burial Ground. The recommendations are divided into four areas: community; political; economic; and physical.

Community
Task Force Capacity Development: The Task Force should engage in a strategic planning process to develop consensus regarding short, medium, and long term goals and the best strategy for achieving these goals. This includes determining the future structure of the Task Force itself.

Community Education Campaign: The studio recommends that the Task Force continue to raise the profile of the HABG and educate community



EXECUTIVE SUMMARY

Community (continued)

stakeholders about the burial ground's importance by organizing ongoing events, developing a educational network of local churches, and collaborating with local schools and institutions of higher education.

Public Art Program: East Harlem has a vibrant arts community that can contribute to the memorialization of the Harlem African Burial Ground. The Task Force should work with community stakeholders to develop a community-based arts program to engage local artists and youth in the creation of public art commemorating the HABG and East Harlem's history.

In addition to creating new works of public art, the program will reinforce and integrate existing public art projects and artists in the neighborhood into the public art plans for the district.

Commemorative Program Activities: Commemorative program activities offer the opportunity for the Task Force to creatively showcase the significance of the Harlem African Burial Ground and aid the memorialization of those buried there. Commemorative program activity collaboration opportunities include the "Pinkster" Celebration, Harlem Week, Black History Month, and the African-American Day Parade

Community Safety and Security: In order to address safety and quality of life issues within the East Harlem community, the studio recommends

that the Task Force engage with the CB11 Public Safety and Transportation Committee, community-based organizations, and local service providers to enhance safety and security in the neighborhood.

Political

Political Action: The Task Force should develop and execute a coordinated political action campaign focused on creating a level of public and political support for the memorialization of the burial ground such that it becomes untenable for the MTA to continue operations on the site without regard to its history as an African burial ground.

Historic District Designation: A new Preservation Committee within the Task Force responsible for coordinating research, community outreach and advocacy could lead to the identification of proposed district boundaries. This committee would also be responsible for pursuing the various historic designations and funding opportunities outlined in this section of the plan.

Subway and Street Co-naming: The studio recommends that the subway station at East 125th Street and Lexington Avenue and East 126th Street, between 1st and 2nd Avenues be co-named to represent the presence of the burial ground. The co-names could be selected through a public participation process that includes the East Harlem community, the Task Force, and Community Board 11.

[opposite page]

Buses idling in front of the 126th Street Bus Depot

Photo: Jillian Puszykowski

EXECUTIVE SUMMARY

Political (continued)

Legal Support: The studio recommends that the Task Force procure legal representation to explore the question of ownership and land rights.

Synergy with East Harlem Plans: In developing any future plans or memorialization actions, the Task Force should consult existing East Harlem plans, including the 1999 197-A Plan for Community Board 11, A High Line For Harlem - A Plan for La Marqueta Mile, and the Harlem River Park Plan.

Economic

Economic Development: The studio proposes that the Harlem African Burial Ground memorial district be designated a special purpose zoning district with a cost-ratio incentive zoning system that connects with the Task Force. A cost-ratio incentive would allow new developments to build larger buildings in exchange for payments into a special district fund, which could be administered by the Task Force, to raise money for the implementation of the district and site plan.

Market Network: An informal market network could be created along the footprint of the Lenape Trail in conjunction with the memorial tour, mentioned later in this plan, to enhance economic development in the area and offer local residents the opportunities to foster new business ventures. Over time, the market network would grow to connect to the proposed revitalization of La Marqueta Mile and to the burial ground site and will play an important role in the community development.

Physical

Bus Depot Relocation: To provide space for the proper memorialization of the burial ground, the studio identified three potential alternative sites within Community Board 11 for the bus depot relocation. They are: 1) Randall's Island; 2) Louis Cuvillier Park, between East 124th Street/East 125th Street and 1st Avenue/Harlem River Drive; and 3) Future Site of MEC Development East 126th Street between 2nd Avenue/3rd Avenue.

Archaeological exploration: The studio recommends the organization of an archaeological dig. The focus of the dig will be research oriented in an effort to accurately determine the extents of the burial ground and to definitively corroborate the presence of human and physical remains.

Pedestrian Safety: The Task Force should advocate to the Department of Transportation (DOT) for safety improvements to pedestrian crossings and lighting, with particular focus on the immediate area of the bus depot.

Waterfront Access: The studio recommends that the Task Force work with the Harlem River Park Task Force to ensure the southern extension of the Harlem River Park development links with the memorial site and district walking tour. This will enlighten visitors about the history of East Harlem's waterfront and function as an interactive recreational space within the neighborhood.

Physical (continued)

Walking Tour: The Task Force should design and implement a walking tour to highlight the historically and culturally significant buildings and spaces throughout the proposed memorial district. The Harlem African Burial Ground memorial district walking tour will be a central and defining component of the memorial district. Furthermore, the studio recommends that the Task Force partner with the recommended public art program and other local artists in the district to populate the walking tour with public art depicting East Harlem's rich history.

District Design Recommendations: To develop a distinctive identity that reflects and complements the historic presence of the Harlem African Burial Ground, the studio recommends that a number of design elements be integrated in and around the site to create a distinct, visually cohesive district. These design recommendations include cohesive signage, lighting, and street beautification.

Memorial Design Recommendations: The studio endeavored to tangibly memorialize those buried at the Harlem African Burial Ground. Each of three teams developed a distinct design concept to support the creation of a memorial.

Design Alternative 1: A Shared Use alternative, which provides the opportunity for the MTA bus depot and the Harlem African Burial Ground memorial to coexist on the burial ground site.

EXECUTIVE SUMMARY

Design Alternative 2: An Adaptive Reuse alternative that removes the use as a bus depot and provides a memorial of the burial ground in the existing building after the MTA has transferred its operations

Design Alternative 3: An Open Use alternative, in which a memorial is conceived in a future situation that provides full access to the site following removal of the MTA bus depot and its building.

CLIENT VISION

The Harlem African Burial Ground Task Force is a group of concerned citizens who have united with the Elmendorf Reformed Church to help restore and memorialize its historically and culturally significant colonial African burial ground at 1st Avenue between East 126th and East 127th Streets in New York City.¹

The Task Force is dedicated to memorializing the presence, contributions and enormous sacrifice of the Africans whose remains currently lay beneath landfill, concrete, pipes and other elements of urbanization. Bringing their memory into the contemporary consciousness of East Harlem will enable residents and visitors alike to understand and appreciate their contribution in the broader context of American history and life in colonial New York. The ultimate goal of the Task Force is to achieve the removal of the MTA bus depot, which would release the site for the exclusive memorialization of those buried there.

PROCESS

The work of the studio team began with an introduction to the site. Individually, each member of the studio visited the location of the burial ground and the surrounding area. First impressions, perceptions and initial findings were recorded by studio members. In addition, the studio met with Task Force members to learn about their goals and priorities for the memorialization and their requests of the studio.

The studio then conducted background research in four major categories: context; environment; planning; and urban design. The research in these areas covered the history of the site and district; demographics of the area; existing political and physical boundaries; environment; existing property ownership; and other relevant topics. This research provided the studio with a framework to integrate the HABG site into the surrounding context of Harlem. This information was then synthesized into graphic and text format for this report, as well as for the public visioning workshop.

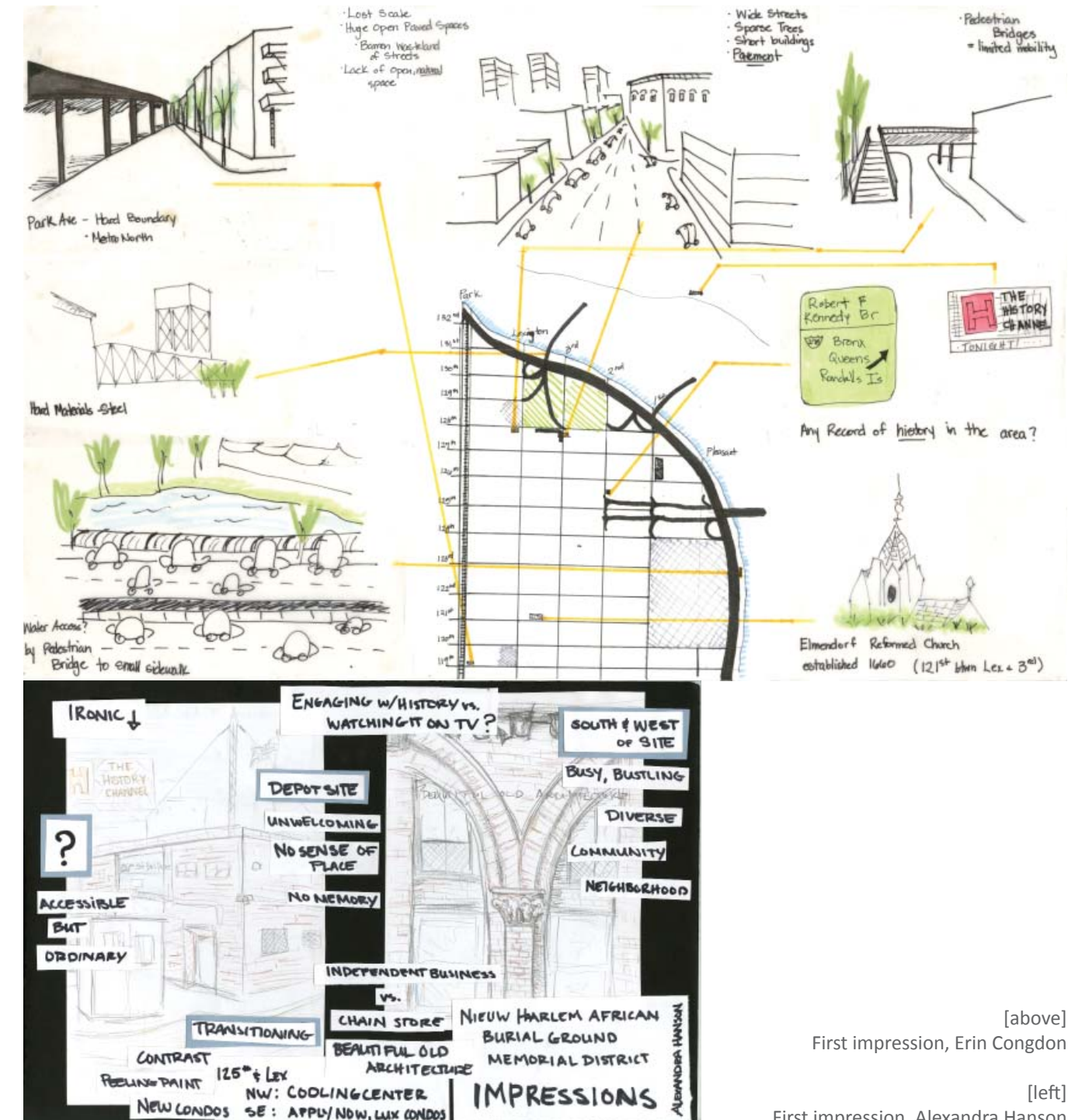
On October 20, 2011 the studio hosted a public visioning workshop at the Elmendorf Reformed Church located on East 121st Street. Over fifty community members attended. The studio presented its research findings and conducted several exercises to identify residents' priorities and ideas for the Harlem African Burial Ground memorial and district.

The public visioning workshop was an integral part of the planning process. The workshop helped to increase awareness and educate the public

and studio about the HABG planning initiative. Furthermore, the information and ideas collected were critical to guiding the development of the plan. The studio identified six elements that are central to the plan: 1) memorialization; 2) visibility; 3) connectivity; 4) economic development; 5) urban design; and 6) quality of life. The studio produced general planning recommendations related to each of the six elements.

The studio also developed guiding principles for the memorial design phase by analyzing the proposals generated by each workshop team. Participant recommendations for the memorial included bringing visibility to the site to encourage visitors to the memorial; creating contemplative green spaces and artwork that reflects the history; attracting new commercial activity in the vicinity to generate economic growth; and connecting the site to more active portions of the neighborhood, specifically along East 125th Street and Lexington Avenue.

Following the workshop, the studio then worked to produce three distinct design alternatives for a Harlem African Burial Ground Memorial District.



[above]
First impression, Erin Congdon

[left]
First impression, Alexandra Hanson



[above] Community members participating in the October 20 visioning workshop, Photo: Jonathan Joseph

These designs consider the following three scenarios for the future of the MTA Bus Depot:

- 1) Shared Use: Creates a memorial while maintaining the site's existing use.
- 2) Adaptive Reuse: Preserves the building to use for a memorial.
- 3) Open Use: Removes the existing building and creating a memorial in its place.

The studio planning groups cultivated both design and schematic plans for the area. All three alternatives provide recommendations to guide revitalization and development in the neighborhood. A specific action plan containing succinct strategies for implementation is also outlined for each of the planning recommendations and design alternatives.

The studio presented the final design recommendations to the Task Force at a public forum on December 13, 2011, held at the Hunter College Silberman School of Social Work Located on East 119th Street.



[top] Reverend Patricia Singletary provides opening remarks at the October 20 visioning workshop

[bottom] Attendants of the Final Presentation given by the studio December 13, 2011

Photos: Jonathan Joseph

HISTORY

Before European settlement, native tribes named an area between Hellgate and Highbridge Muscoota.² There is evidence that an Indian trail ran through the area along what is presently St. Nicholas Avenue. The Indian trail skirted the Harlem River near modern day 125th Street and ran west through the intersection of East 124th Street and First Avenue. The trail passed through the intersection of East 119th Street and Third Avenue and finally met the other path (known as Church Lane in the Dutch street system) at East 117th Street and Lexington Avenue.³

The Lenape first encountered foreigners when explorer Giovanni da Verrazano sailed into the New York Harbor in 1524, shortly followed by Portuguese explorer Esteban Gomez.⁴ In 1609 Henry Hudson sailed into New York Harbor for the Dutch West India Company and claimed the land for the Dutch. The Europeans built a settlement in Lower Manhattan and began trading fur with the Lenape by 1625. The first Dutch pioneer to settle the Nieuw Haarlem area was Dr. Montagne. He lived on a stretch of land from East 109th to East 124th Streets. Many names in the area such as Montagne's Point and Montagne's Creek derive from Montagne's travels.⁵

The first settlers of Nieuw Haarlem used barns and lofts for religious services until the first church was built at the present day location of East 126th Street and 1st Avenue. Historically in Dutch towns, the

town center was located where the incorporated church stood. The Harlem town center has been relocated three times, coinciding with the three sites of the church over the last 350 years.

One religious celebration that occurred in Nieuw Haarlem was the Pinkster Celebration. This historic celebration is the celebration of the Pentecost, a Christian feast falling on the seventh Sunday after Easter, remembering the descent of the Holy Spirit. Free and enslaved African Americans were permitted to travel and visit family members on this day, which has caused the Pinkster celebration to symbolize freedom.⁶

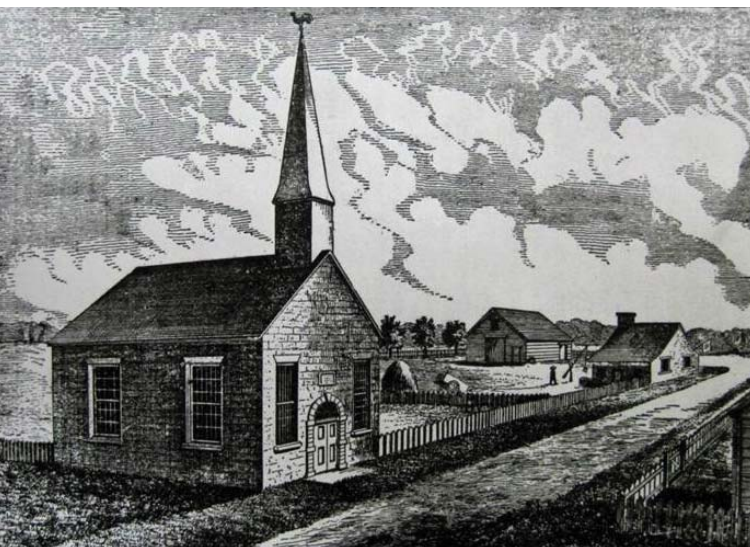
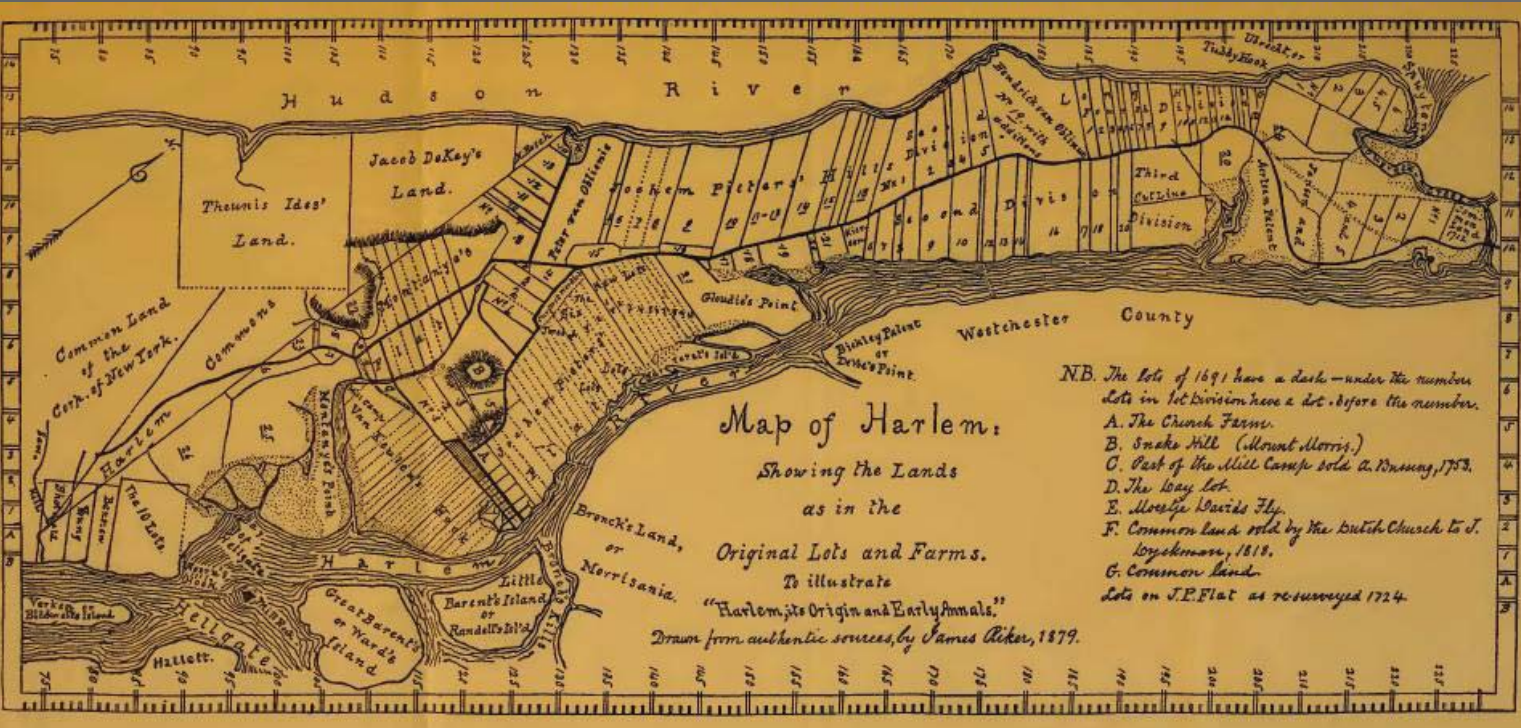
Adjacent to the Harlem Courthouse, the last town center was located as a market square resembling a park at the corner of East 121st Street and Third Avenue. The New York grid plan in 1811 transformed Manhattan into the cityscape we recognize today. The existing street grid of the Village of Harlem, which had been oriented to true north, was replaced. The new grid obscured the physical connection between the church, early town buildings, and the burial ground.

[opposite page]
Historical Map

Map: Zachary Campbell, Dan Compitello and Erin Congdon



CHRONOLOGY



[top] 1879 Village Map. Source: Riker, James. Harlem and its Origins and Early Annals. (New York: New Harlem Publishing Company, 1904).

[bottom left] First Reformed Low Dutch Church of Harlem. Source: Drawings in the British Museum

[bottom right] Cosmopolitan Studios (building on the site of the burial ground in the 1920s)

Source: Koszarski, Richard. Hollywood on the Hudson: Film and Television in New York from Griffith to Sarnoff. (New Brunswick, NJ: Rutgers University Press, 2008), 161.

Chronology⁷

1626: European settlers purchase Island of Manhattan

1637: The De Forests (Dutch Immigrants) establish first European settlement

1658: Dutch Governor Peter Stuyvesant establishes Nieuw Haarlem

1658: Governor Stuyvesant drafts an order to have African slaves build the approximately nine-mile road from Lower Manhattan (New Amsterdam) to Nieuw Haarlem over the Wickquasgeck Lenape Indian Trail

1660: The Town of Nieuw Haarlem formally incorporated and the First Reformed Low Dutch Church of Harlem is chartered

1665: The Congregation of the First Reformed Church of Harlem begins erection of its first church building at what is now the corner of East 127th Street and 1st Avenue. An adjacent quarter acre of land connected with the church is set aside for a "Negro Burying Ground"

1674: The British gain control of New Netherland or Nieuw Nederland colony. New Netherland is a combination of Dutch settlements in North America that Nieuw Haarlem is a part of.

1686: The second Low Dutch Church is erected at East 125th Street and 1st Avenue

c1775: The second church building is destroyed during the Revolutionary War

1810: Low Dutch Church becomes Elmendorf Reformed Church

1811: The Commissioners' Plan adopted by the New York State Legislature establishes a gridiron system of streets. The new plan alters Harlem's appearance from an idyllic valley of farmland into a dense residential area

1853: Elmendorf Reformed Church sells the property known as the Negro Burying Ground to the highest bidder for \$3,000. The land was used as a park through most of the 19th Century.

1865: The 13th Amendment to the United States Constitution is adopted, outlawing slavery in the United States.

1869: According to Elmendorf Church records, the burial ground was last used in 1869. The First Church of Harlem purchased 6,000 square feet of burial space in Woodlawn Cemetery and transferred non-African remains from a cemetery at East 125 Street at 1st Avenue and the churchyard on East 121 Street.

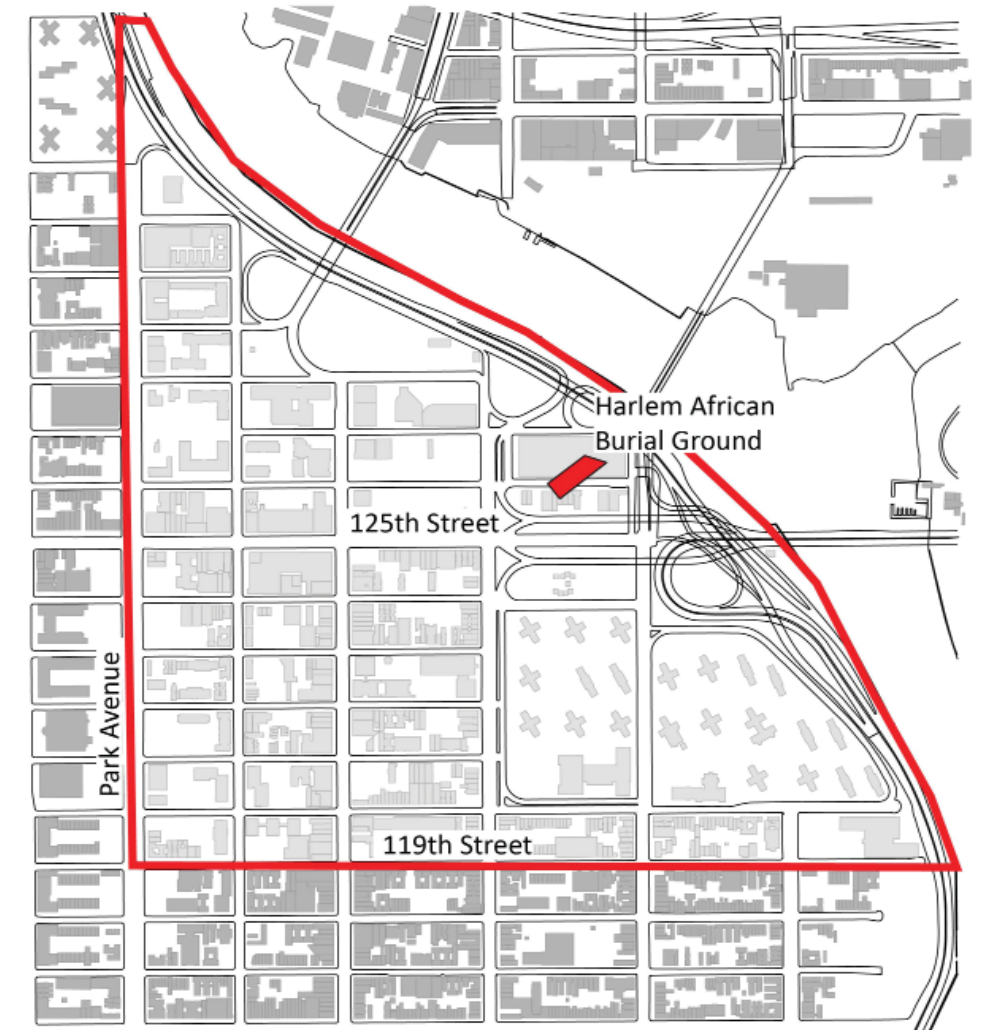
CHRONOLOGY

- 1878: Herman Sulzer is given the land by his father to manage as a park
- 1880: The Second Avenue El is extended to the Harlem River and the station at East 127th Street is completed
- 1901: Herman Sulzer mysteriously dies in the residence portion of Sulzer's Harlem River Park and Casino
- 1907: Fire destroys the original casino building, a larger building replaces it
- 1910: Willis Avenue Bridge is dedicated and opened for public use
- 1920: William Randolph Hearst purchases Sulzer's Harlem River Park and Casino to turn into Cosmopolitan Studios for the International Film Corporation
- 1923: Fire destroys the Hearst's International Film Service studio
- 1923: Hearst hires Joseph Urban to rebuild the studio in a lavish fashion, to be advertised as the "largest and best equipped motion picture plant in the East." The new Cosmopolitan had four immense stages covering between 10,400 and 15,600 square feet each, handling 38,000 amps of current with another 12,000 in reserve. The complex boasted a thirty-by-seventy-foot pool, 32 dressing rooms, and "executive offices suitable for four companies"
- 1924: Hearst formally abandons the East 127th Street studio in December. Robert T. Kane Productions is established at the studio
- 1926: Hearst sells the studio to the Shuberts for an estimated \$1 million
- 1928: MGM moves into the studio on a two-year lease
- 1929: The Movietone unit of MGM abandons production at Cosmopolitan. The building was never used as a motion picture studio again due to acoustical problems in the building
- 1940: The Second Avenue El service north of 57th Street is deconstructed.
- 1943: The existing bus depot building is built as a trolley yard.
- 1946: First Dutch Reformed Church of Harlem is renamed "Elmendorf Reformed Church"
- 1967: Ownership of the existing building transfers to the Metropolitan Transit Authority for use as a bus depot

DEFINING COMMUNITY

Project Area

The area studied by the studio extended from the Harlem River on the eastern and northern borders to Park Avenue on the western border and East 119th Street on the southern border. Hereafter, it is referred to as the "project area."



[above] District Map
Map: Erin Congdon

DEFINING COMMUNITY

Demographics^{8,9}
The project area is part of Manhattan Community Board 11 and consists of four census tracts: 192, 194, 196, and 242. In 2010 the total population in the project area was 17,469 according to the United States Census Bureau. More than one-third of the population lives in census tract 194. This area is bordered by East 124th Street to the north, 1st Avenue to the east, East 119th Street to the south, and 3rd Avenue to the west. Less than one-fifth of the population lives in census tract 242, the largest census tract by area in the project area.

The population of the project area is primarily made of Hispanic (51.5%) and Black/African-American (40.7%) residents with fewer Whites (4.3%), Asians (1.9%), and American Indians (1.5%). The only part of project area where Black/African-Americans outnumber Hispanics is the area north of East 126th Street.

The majority of residents in the project area are between the ages of 25 and 44 and under 18 years old. Also, a large portion of the project area is between the ages of 45 and 64. The smallest age groups within the project area are between the age of 18 and 25 and over 65 years old.

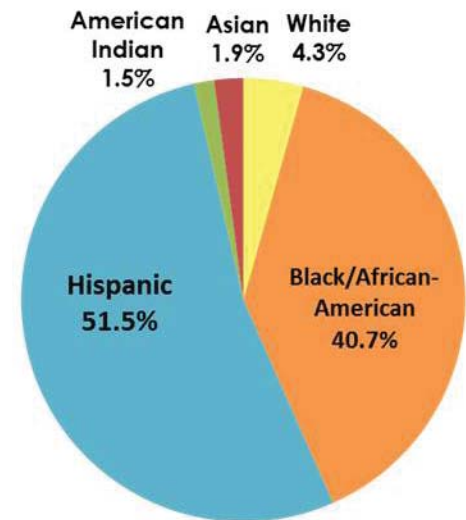
Within the project area, a majority (97.3%) of all housing units are renter-occupied, while 2.7% of all housing units are owner-occupied. The average household size of 2.58 persons per household

(PPH) in the project area is just over the average household size of 2.57 PPH in New York City and larger than the 1.99 PPH average in Manhattan. Likewise, the residential vacancy rate in the Project Area is two times lower than for all of Manhattan and 1.5 times lower than for all of New York City.

The median household income in the project area is less than \$20,000 annually. This is more than three times less than the median household income for all of New York City. Further, the project area has a poverty rate two-and-a-half times higher than New York City as whole. Of the nearly 6,500 households in the project area, 1,659 receive Social Security Income, 1,095 receive Supplemental Security Income, 670 receive public assistance, and 574 receive retirement income.

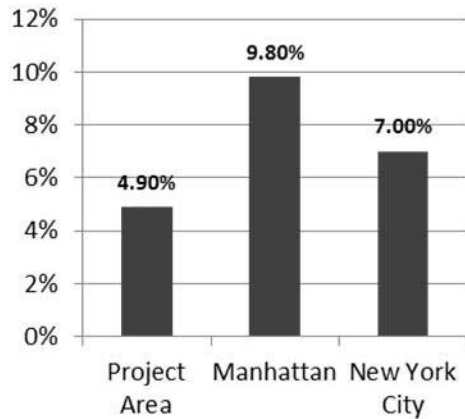
Nearly 4,000 residents, the majority of people living in the project area, use public transportation to commute. The next most common means of transportation to work is via car, truck, or van. This is followed by those who walk, work at home, bicycle, or take a taxicab. In addition, almost three-quarters of residents commute more than thirty minutes to work daily. Based on the data, it can be inferred that most commute outside the project area for work.

% Population by Race

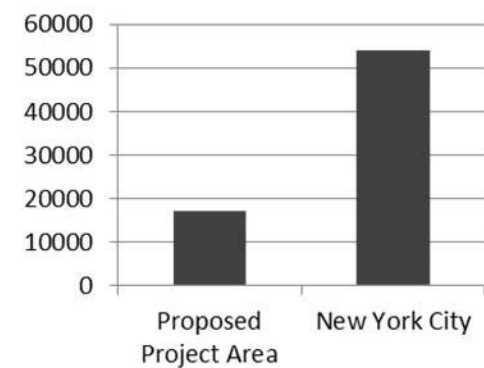


Total Population (2010): 17,469

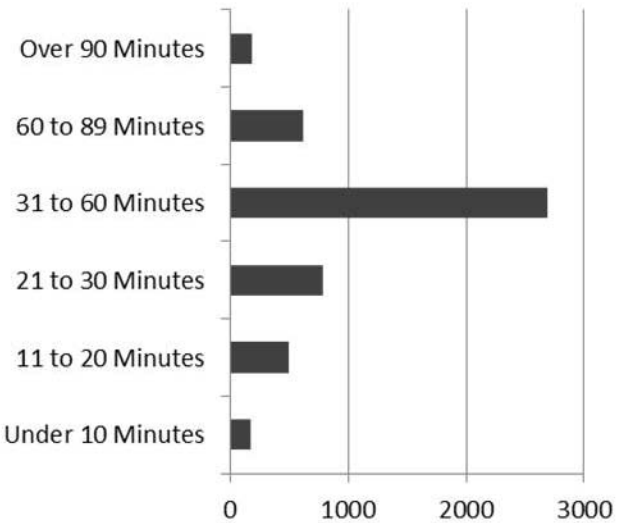
Vacancy Rate



Household Income



Travel to Work



[above]
Demographic Information
Charts and graphs: Steven Belkin



DEFINING COMMUNITY

Land Use¹⁰

The district contains a diverse mixture of land uses. The eastern section of the district has a high concentration of multi-unit housing in the Taino Towers and the Wagner Houses, both of which serve low-income populations. Throughout the rest of the district there is a mixture of one- to four-story residential buildings, as well as mixed-use commercial/residential buildings. These mixed uses are found predominantly on the high density corridors of East 125th Street and 3rd Avenue as well as interspersed in other area (for example, at Lexington Avenue and 2nd Avenue). New residential and mixed-use commercial/residential developments can also be seen in places throughout the district, such as the southeast corner of East 125th Street and 3rd Avenue. There are also a notable number of vacant lots throughout the area. While they are generally dispersed, some are concentrated in the northeastern portion of the district directly around the burial ground site.

Harlem River Drive abuts the northern and eastern border of the district. In addition, the district connects directly to the Willis Avenue Bridge and Robert F. Kennedy Bridge, resulting in heavy vehicular traffic in areas around these connecting points. Waterfront access is interrupted along large portions of the river due to the highway and bridge ramps. The district also contains multiple parks and green spaces ranging in size from sports fields to the north to pocket parks along district streets. However, many of these spaces have challenges to access due to obstructions such as roadways, inadequate pedestrian infrastructure, and locked gates.

[opposite page] Land Use Map
Map: Marc Pearce

DEFINING COMMUNITY

Land Use (continued)

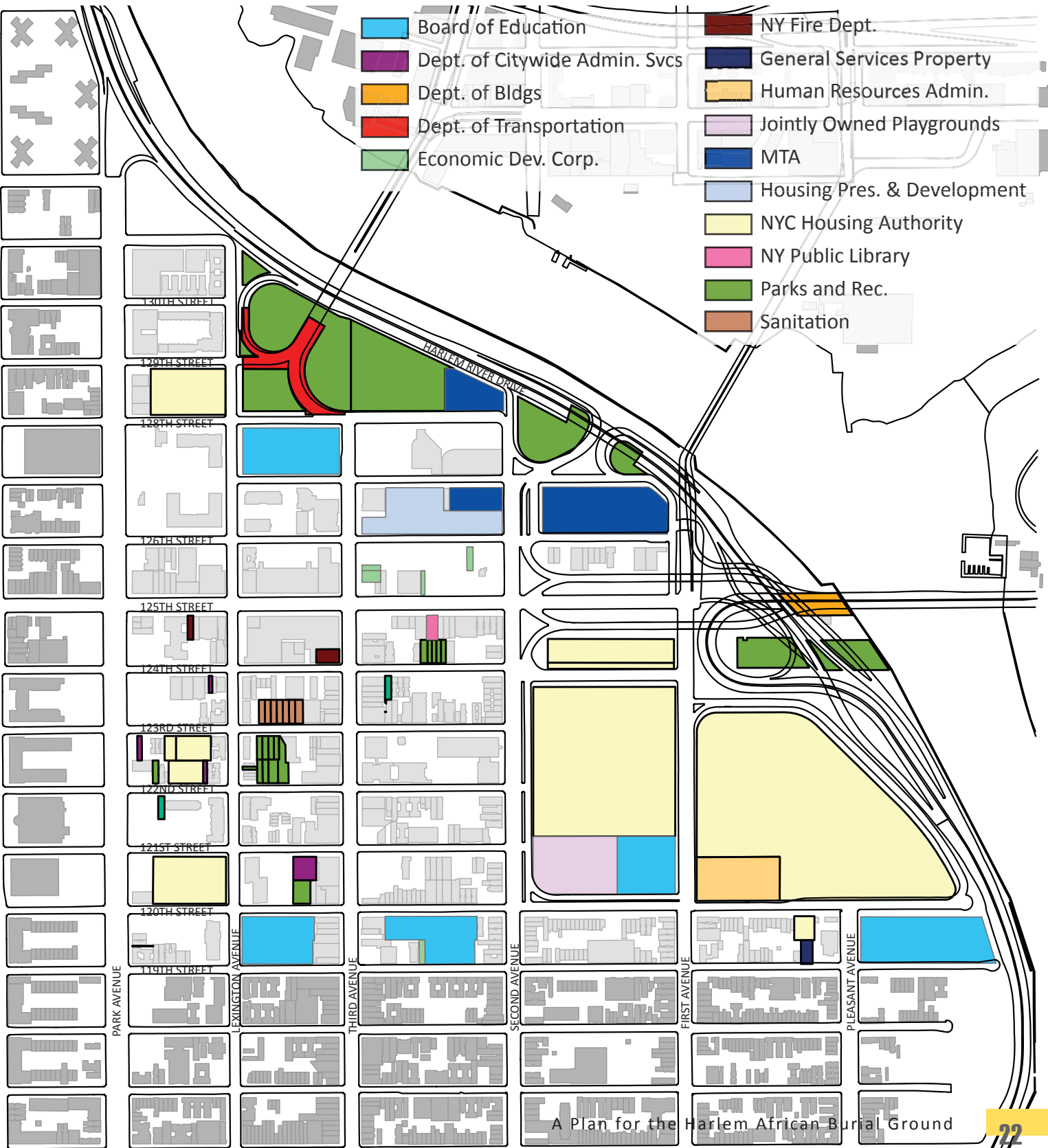
The district contains a variety of community institutions and services. It also includes several individual landmarks and other notably historic buildings, such as the Court House. There are also multiple churches located throughout the area. The district contains several educational facilities ranging from pre-kindergarten to post-secondary schools. Multiple social service institutions serving homeless populations are located in the area, as well as several drug treatment and clean needle facilities.¹¹

The burial ground site is surrounded by a high concentration of parking and vacant lots, reflecting the area’s peripheral position in the neighborhood. The site is bordered by the Harlem River Drive and the Harlem River on its northern and eastern boundaries. The area directly to the west and south is made up largely of transportation uses, such as parking areas, auto related uses (auto shops and a underused car dealership), and vacant lots. A handful of residential and mixed-use commercial/residential buildings are located on East 126th Street between 1st and 2nd Avenues, on the southern edge of the bus depot. There are also a series of small green spaces directly north of the bus depot and larger parks to the northwest.

Ownership¹²

Fifteen public agencies own property within the district. The project site itself is currently owned by the Metropolitan Transportation Authority; however, the Elmendorf Reformed Church has descendant rights to the burial ground itself. The New York City Housing Authority is the largest land owner in the area, largely due to the Wagner Houses and other small housing developments in the district. The New York City Department of Parks and Recreation and Board of Education also own large sections of land in the area in the form of parks/open space and public schools respectively.

[opposite page] Public Ownership Map
Map: Zachary Campbell



DEFINING COMMUNITY

Environment

A major environmental issue for the bus depot site and surrounding area is its status as a brownfield due to contamination from the bus depot and a nearby gas station.¹³ Brownfield cleanup is essential to the safe redevelopment of the site.

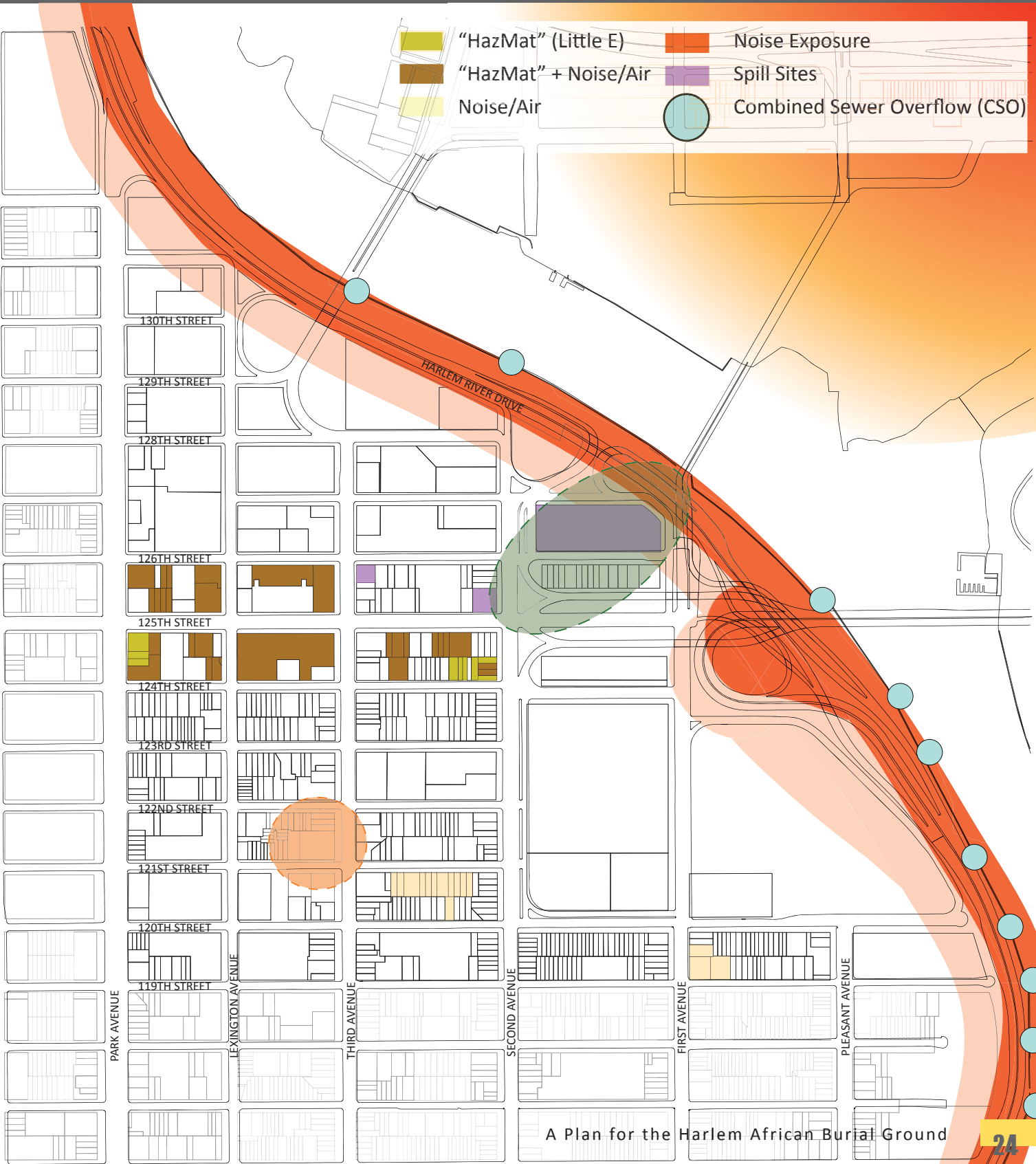
Air Quality¹⁴

The air quality of New York City has improved in recent years, though the city still fails to meet federal standards for ozone and fine particles (PM2.5). PM2.5 particles are air pollutants with a diameter of 2.5 micrometers or less, small enough to invade even the smallest airways. These particles generally come from activities that burn fossil fuels, such as traffic, smelting, and metal processing.¹⁵ Harlem regularly experiences pollution levels significantly higher than the citywide average. The heavy concentration of bus facilities and traffic thruways contribute to diminished air quality in the area.

Noise¹⁶

The area is exposed to various sources of noise including vehicular traffic, airplanes, schoolyards, and various street activities. The largest source of noise comes from local vehicular traffic. In particular, traffic all along East 125th Street and specifically the intersection of East 125th Street and 2nd Avenue contribute to the highest concentration of noise in the area. Idling buses contribute to heavy congestion at the corner of East 125th Street and 2nd Avenue during peak hours. Flights departing and arriving from nearby LaGuardia Airport are also a large contributor to existing noise exposure. Finally, the vibrant street culture of Harlem adds to an already loud noise environment.

[opposite page] Environmental Map
Map: Marc Pearce



DEFINING COMMUNITY

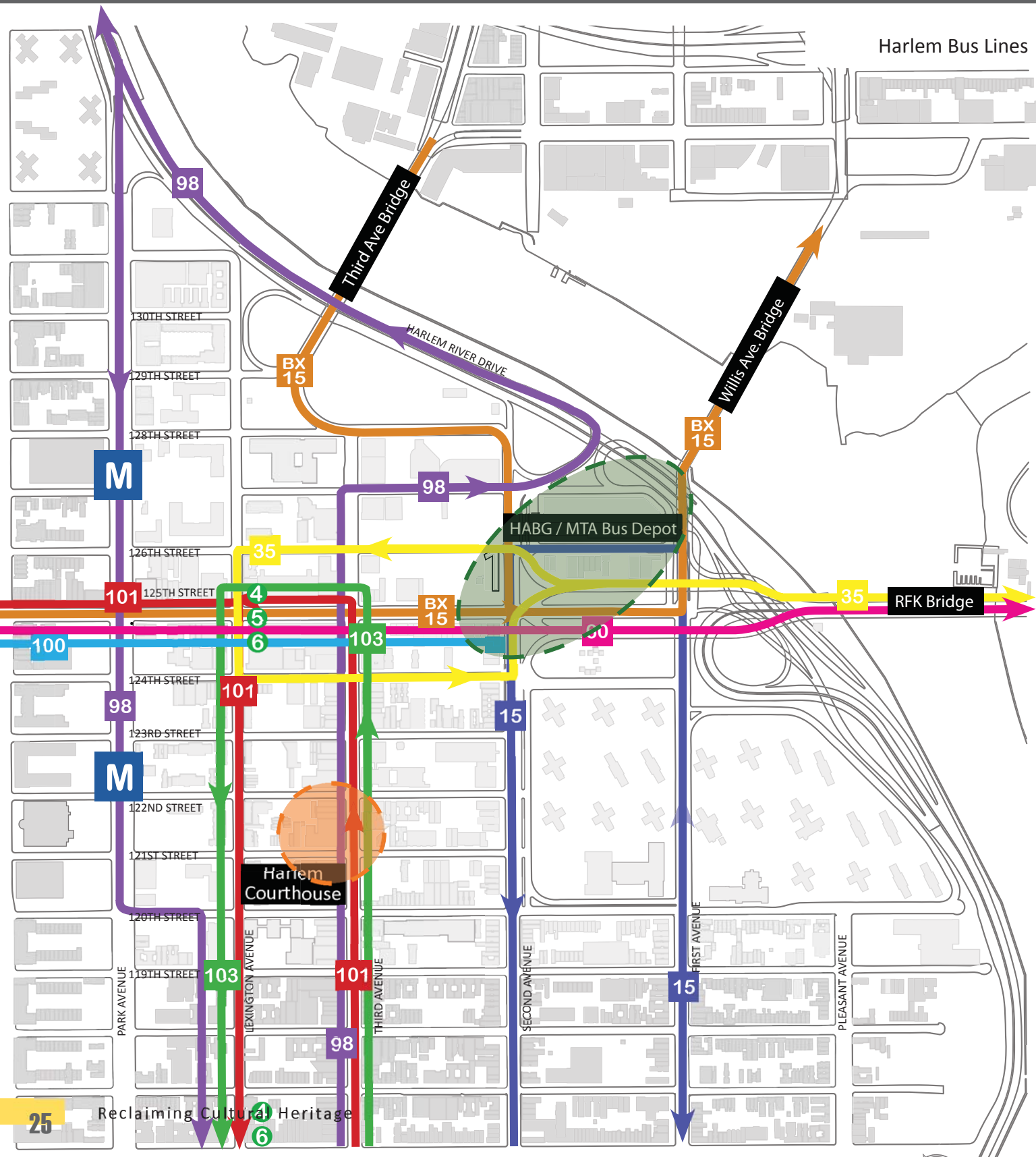
Transportation

East Harlem plays a prominent role in New York City’s transportation networks. There are eight bus routes that service the project area as well as the 4-5-6 subway lines. These transit services connect East Harlem to West Harlem, the Bronx, Queens, Brooklyn, and other Manhattan neighborhoods.^{17, 18} Terminals for five of the bus lines are located in the area, four of which are along 125th street. The express 4 and 5 subway lines stop at East 125th Street and Lexington Avenue while the 6 local train stops at East 119th and East 125th Streets at Lexington Avenue.

While surveying pedestrian activity in the neighborhood, the studio observed pedestrian traffic concentrations mostly on Lexington Avenue between East 121st and East 126th Streets. The area above East 127th Street and east of 2nd Avenue has a much lighter pedestrian flow than the rest of the neighborhood.¹⁹

The local transportation networks also include heavy transportation infrastructures. The Harlem River Drive borders the district and connects to the Bronx and Randall’s Island through the Willis Avenue Bridge, the Third Avenue Bridge, the Robert F. Kennedy Bridge as well as the elevated on and off ramps at the end of East 125th street. Significant levels of traffic at East 125th Street and 2nd Avenue is a barrier to pedestrian access and safety with up to five moving lanes on the avenue.

[opposite page] Transportation Map
Map: Jillian Puszykowski



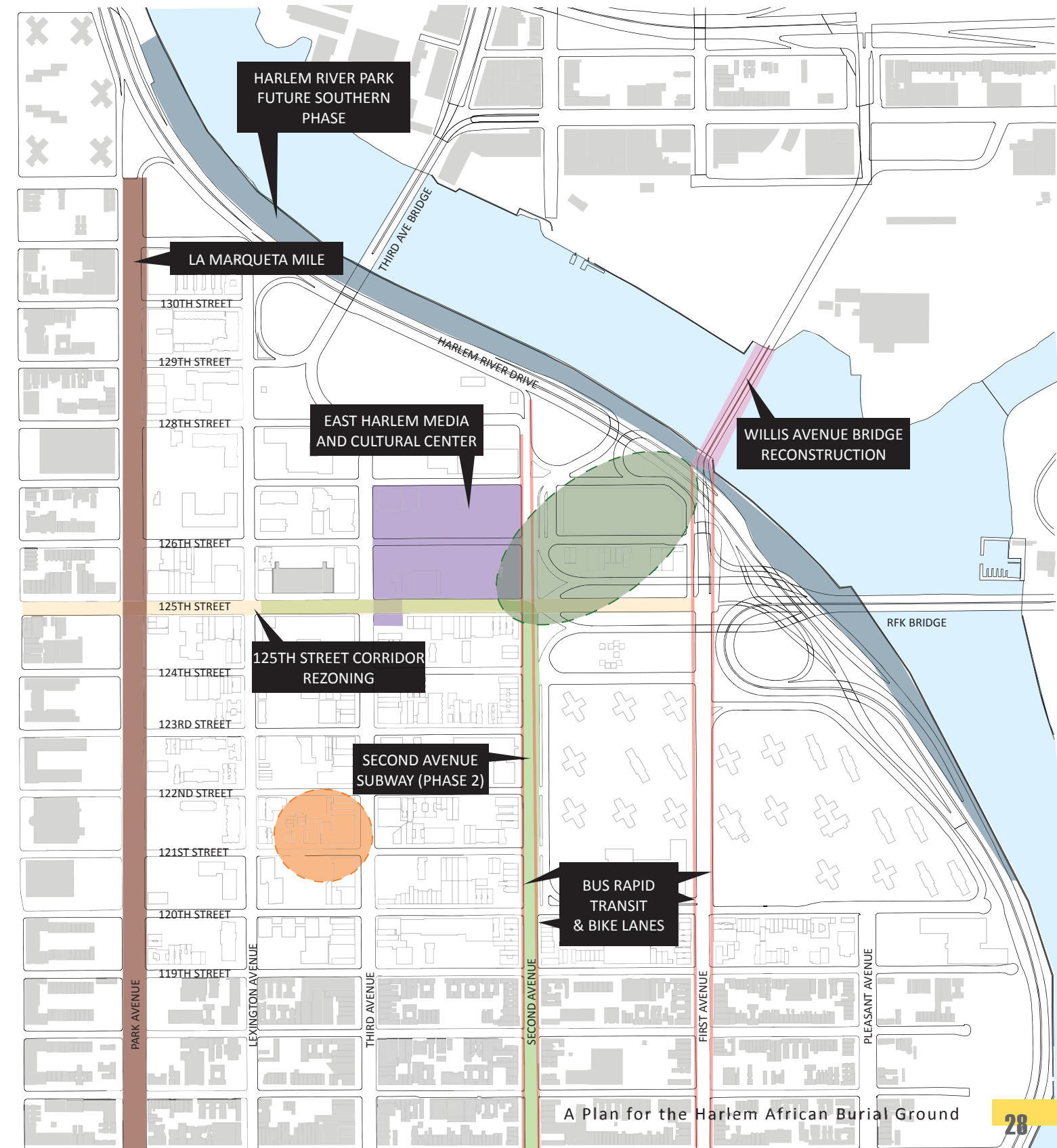
DEFINING COMMUNITY

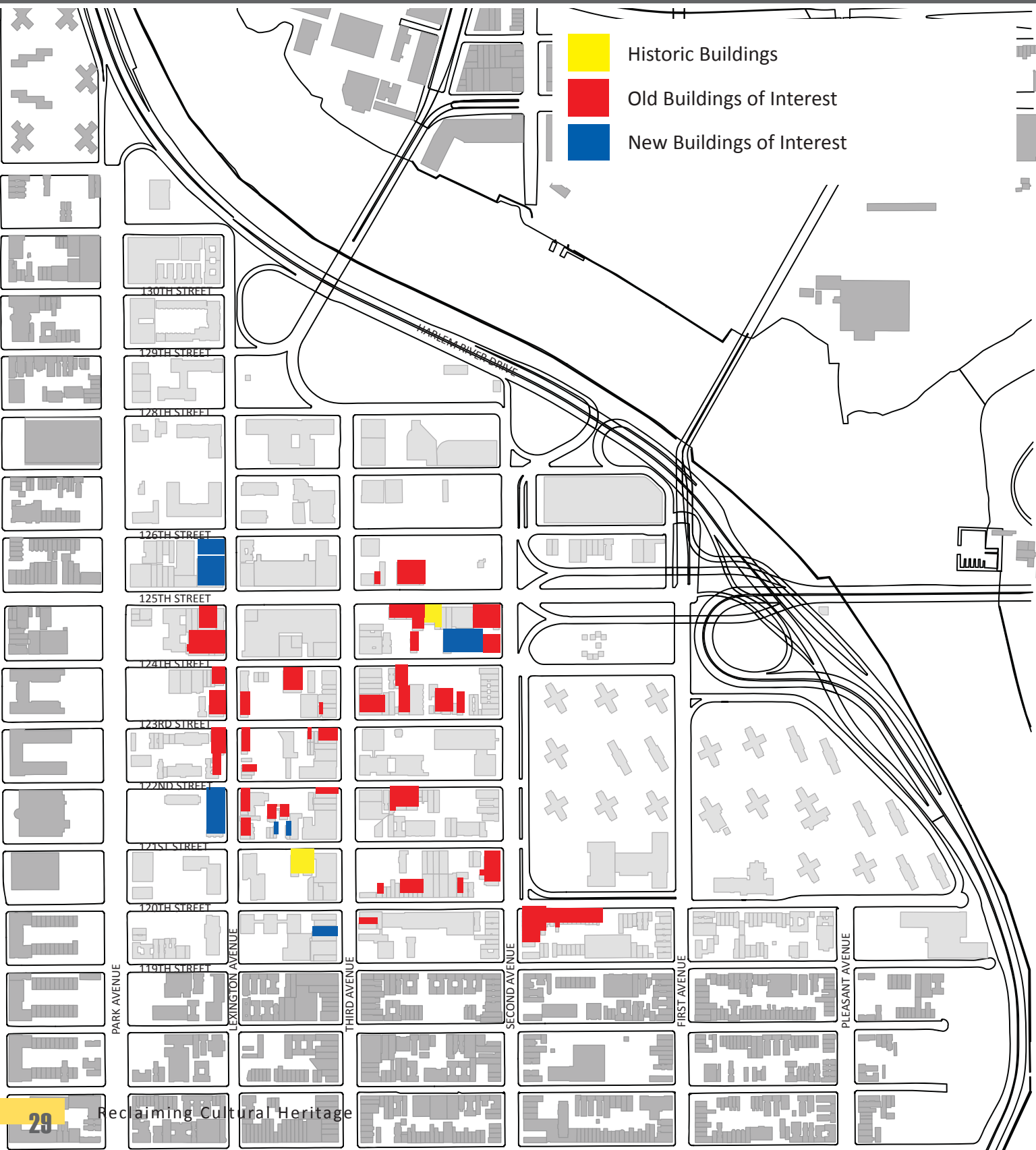
Urban Design

Urban design informs the character and feel of a neighborhood. The height, density, visual effects and details of building design are examples of design choices that contribute to an area's urban fabric. Both current and future developments will affect the future of urban design in East Harlem.

Six projects including a waterfront park, mass transit access, commerce, and affordable housing developments are planned or underway in the project area. The Harlem River Park will continue development south to East 120th Street.²⁰ The Willis Avenue reconstruction is ongoing.²¹ Both of these projects connect East Harlem to the waterfront. The Bus Rapid Transit development along 2nd Avenue and the 2nd Avenue Subway will create better transit access to the area in the future.²² The rezoning of 125th Street offers new development opportunities along this major corridor.²³ Though currently in the preliminary stages, both the Media/Entertainment/Cultural Center (MEC) and the La Marqueta Mile projects will enhance economic development. The MEC will provide affordable housing units while La Marqueta Mile will offer affordable kiosks and incubator space to entrepreneurs.²⁴

[opposite page] Proposed Projects
and Future Developments Map
Map: Jim Diego





DEFINING COMMUNITY

Urban Design (continued)
 East Harlem’s built environment possesses a mixture of old and new developments that reflect diverse styles and architecture. While there are only a few buildings in the area designated as historic landmarks, many other buildings have noteworthy architecture that feature brick facades, stone cornices, and wrought iron details. The façades of many of the older buildings in the area are well kept. These architectural details should be further maintained and noted as part of the overall character of the urban design and enduring quality of the neighborhood. Some of these buildings are seen on the “Noteworthy Buildings” map, which shows those that are historic landmarks, older buildings with architectural details of note, and well designed new buildings.²⁵

[opposite page] Noteworthy Buildings Map
 Map: Rachel Levin and Jillian Puszykowski

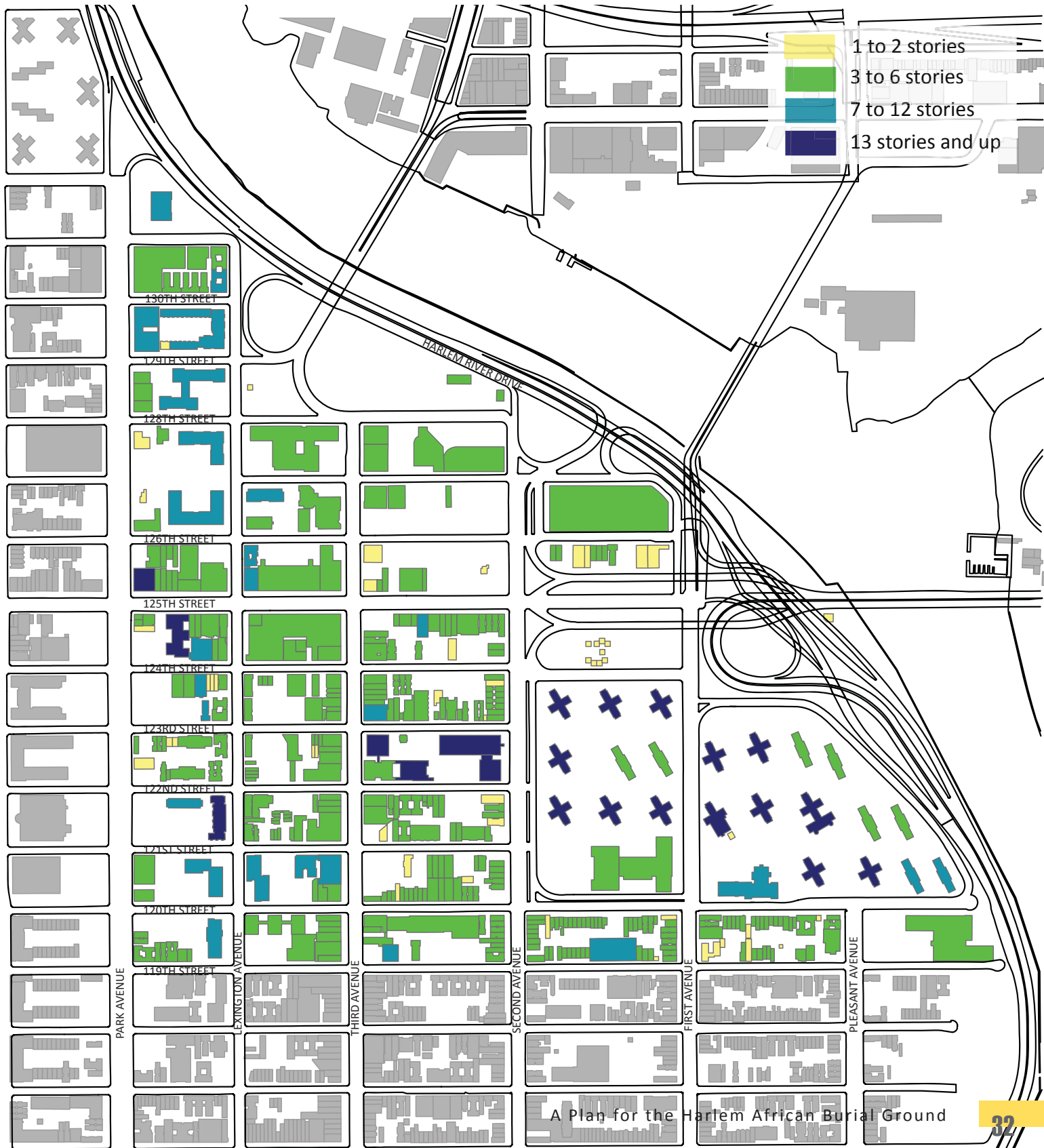
DEFINING COMMUNITY

Urban Design (continued)

As indicated by the building heights map, it is clear that the majority of the area is populated with mid-range buildings between three and six stories in height. The mostly uniform typology brings about a consistent height and mass to the built environment. The two exceptions to this are the Wagner Houses and the Taino Towers residential developments which rise higher than six stories.²⁶

Wide avenues and low-rise buildings produce minimal building shadows and naturally well-lit streets. Views of taller buildings in the distance, the on and off ramps for the highways, and some taller features in the Bronx are visible from many points in the neighborhood. The Taino Towers create a focal point and are visible from many locations as are the smokestack on top of the bus depot, the History Channel billboard in the Bronx, the Willis Avenue Bridge, the Robert F. Kennedy Bridge, and the access ramps.²⁷

[opposite page] Building Heights Map
Map: Erin Congdon



HUNTER COLLEGE URBAN PLANNING STUDIO & THE HARLEM AFRICAN BURIAL GROUND TASK FORCE

EXTENDS AN INVITATION TO THE

HARLEM AFRICAN BURIAL GROUND COMMUNITY VISIONING CHARRETTE

DID YOU KNOW THE 126TH ST BUS DEPOT
IS SITTING ON TOP A BURIAL GROUND?...

CALLING ON ALL MEMBERS OF THE COMMUNITY TO
SHARE IDEAS ON HOW WE CAN COMMEMORATE
THE HISTORY OF THE HARLEM AFRICAN BURIAL GROUND
IN EAST HARLEM

LOCATION: ELMENDORF REFORMED CHURCH
171 EAST 121ST STREET (B/W LEX & 3RD AVE)

DATE: THURSDAY OCTOBER 20TH, 2011

TIME: 6:00PM - 8:30PM

For More Information email - habyg@hunterguapa.org
web - harlemafricanburialground.wordpress.com



PUBLIC VISIONING WORKSHOP

On October 20 the Fall 2011 Hunter College Urban Planning Studio produced a visioning workshop at the Elmendorf Reform Church located at 171 East 121st Street in Manhattan. Engaging the East Harlem community in a visioning workshop was essential to the process of developing a plan for the memorialization of the Harlem African Burial Ground.

The studio first completed a community profile composed of several key components defining the study area including history, demographics, land use, environment, transportation, ownership, and urban design. The findings were presented to participants at the visioning workshop. The studio organized the visioning workshop and facilitated outreach to Community Board 11, the Task Force, the Elmendorf Reformed Church and the Harlem Community Development Corporation (HCDC).

"Important are the legacies of East Harlem: The Dutch, Lenape Indians, African Americans, Puerto Ricans, this list goes on. [We need to incorporate] true multiculturalism to memorialize everything that's made Harlem what it is today."

-Marion Bell, Teacher at P.S. 108 and Visioning Workshop Participant

[opposite page] Community Visioning Workshop/"Charrette" Flier.
Credit: Jonathan Joseph

PUBLIC VISIONING WORKSHOP

Workshop Facilitation

Members of the studio were assigned various responsibilities necessary to facilitate the workshop. Collectively, the coordinator, moderator, presenters, and facilitators worked to ensure an effective and efficient workshop representing each participant’s ideas. Students held the following roles:

Visioning Workshop Facilitators:

- Group 1: Erin Congdon, Kay Hart
- Group 2: Jillian Puszykowski, Jim Diego
- Group 3: Steven Belkin, William Long
- Group 4: Dan Compitello, Samuel Poisson
- Group 5: Eric Herman, Marc Pearce

Event Coordinator: Sara Romanoski
Moderator: Alex Hanson
Mental map coordinator (for all groups): Rachel Levin
Overview presenter: Zac Campbell
Registration: Kay Hart, Marc Pearce
Photographer: Jonathan Joseph
Videographer: Zac Campbell/ Rachel Levin

PUBLIC VISIONING WORKSHOP

Workshop Facilitation (continued)

More than thirty community members attended on behalf of several community organizations. The Chambers Memorial Baptist Church, HCDC, Harlem River Park Task Force, Metropolitan Waterfront Alliance, Trees NY, Community Board 11, Hope Community Inc, New York State Senator Serrano’s Office and the Task Force were each represented.

The workshop began with an introduction of the Task Force, the Fall 2011 Hunter College Urban Planning Studio, and the project. The studio then presented the community profile composed of key components defining the study area including history, demographics, land use, environment, transportation, ownership, and urban design. This was followed by an explanation of the visioning workshop process and goals. The first exercise was a guided mental map that engaged participants in free-drawing their neighborhood, its key elements, and how it relates to the project site. At the end of the exercise, participants had the opportunity to share a summary of their mental maps with the members of their group.

The mental map exercise was follow by a more extensive visioning exercise that asked participants the four following questions:

- How do/can you connect to the site?
- How do you create a presence for the burial site?
- What elements in the community would you incorporate into the memorial?
- What are the constraints and opportunities you see in memorializing the burial ground?

Throughout the visioning discussions, facilitators encouraged participants to locate their answers spatially on large district maps that were provided or a create a visual representation of their proposed ideas. Upon conclusion of the visioning exercise, each group presented the main concepts developed during the session to the all those present.

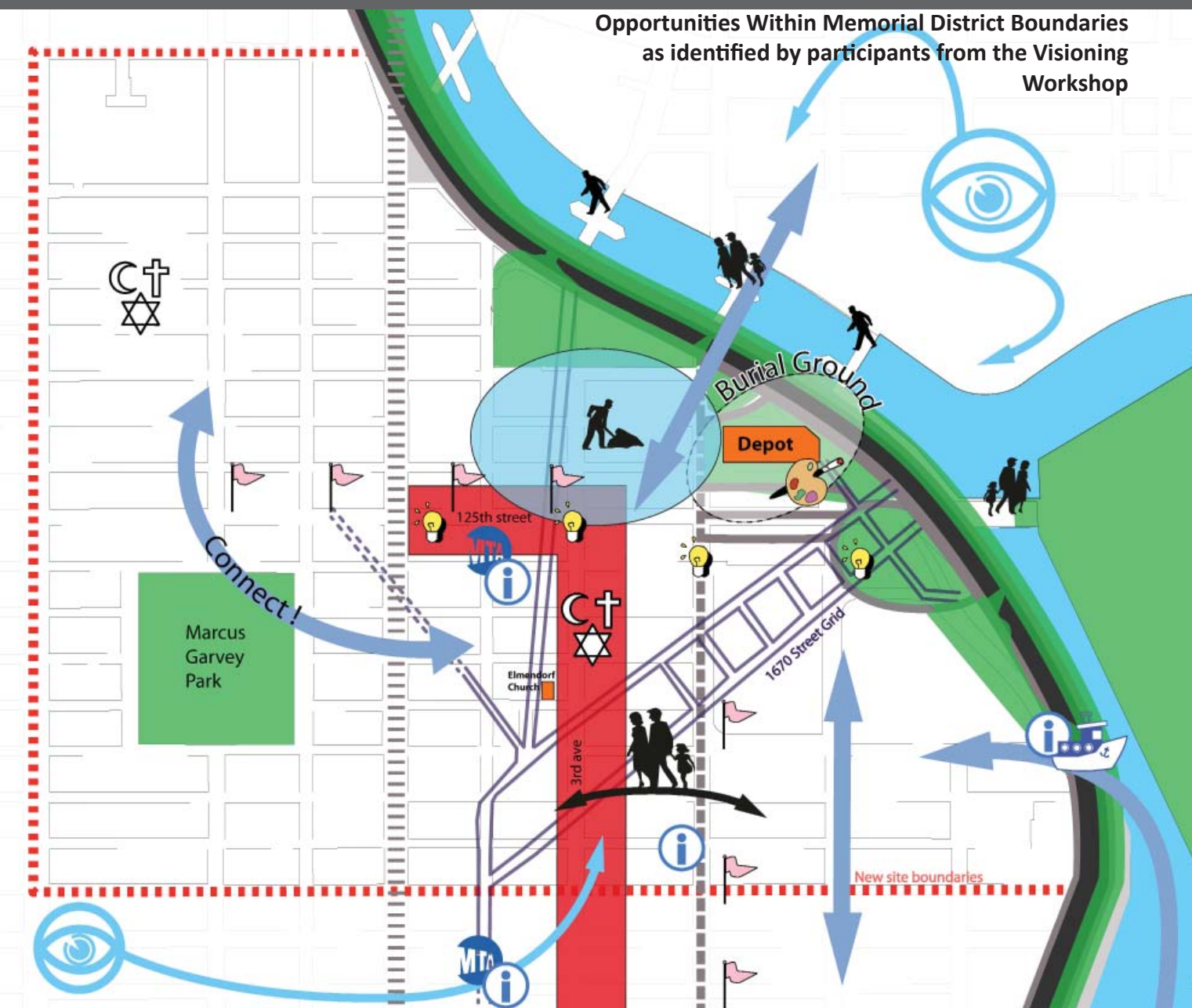
PUBLIC VISIONING WORKSHOP

Workshop Brainstorming and Summary

Upon completion of the workshop, the studio condensed the ideas, concerns, issues and opportunities generated. Students further consolidated the list into the “Issues and Opportunity Summary Chart”. This tool helped the studio begin brainstorming, designing and developing next steps for the creation of a HABG memorial and memorial district.

Memorial	Visibility	Important Locations	Economic Opportunities	Issues
Museum building	Historical signs and pavement markings	Corner of 125th/Lex.	New developments incorporate reference to the memorial site	Isolation/ inaccessibility of site
Prominent structure	Harlem Churches - a strong network	125th Street Corridor	126th St. as a commercial corridor	Dangers of traffic
Public space	Bus medallions	Harlem River Park	Job creation to benefit the Harlem	Lack of pedestrian infrastructure
Green space	Connection with community	Crack is Whack Park	Need for revitalization	Lack of knowledge about burial ground
Sustainability	Street and MTA station renaming	LaGuardia Airport	Vacant lots and underutilized buildings	Drug rehab drop off site at 125th/Lex Ave.
Mural/artwork	Wayfinding for pedestrians	Elevated highway		Poor lighting
Connection to historical and cultural	Info kiosks at 125th /Lex and LaGuardia	Apollo Theater		Shadows from infrastructure
Connection to the waterfront	Announcements at 125th/Lex	Marcus Garvey Park		Not enough police presence
Information about the history of site	Tours of area	Corn Exchange Building		Barrenness
Recreational facilities	Artwork	Powell State office building		No parking
Arch or gateway	Connection with schools	119th/3rd Ave - New Hunter School of Social Work building		Financial limitations
Incorporation of water feature into site	Festival celebrating burial ground history	Riverton Houses		Political involvement
Flags	Technology and social media to promote memorial	Ferry Dock to Randall’s Island at 126th/2nd Ave.		Activity around 125th is a social and economic constraint





“Whenever I go anywhere in a city, I want to know, wherever I’m standing, what’s been the historical biography of that place?” -Jean Terepka, Community Member and Visioning Workshop Participant

[preceding pages] Issues and opportunities within the boundaries provide a platform for the studio to develop new ideas to remedy defined issues and capitalize on the proposed ideas that address identified opportunities.

Maps: Marc Pearce

[above] Community members listen to remarks from Tom Lunke at the Visioning Workshop
Photo: Jonathan Joseph

MEMORIAL STATEMENT

The primary task of the planning recommendations in this report are to memorialize the presence, contributions, and sacrifice of the Africans whose remains currently lay beneath the MTA 126th Street Bus Depot on 2nd Avenue between East 126th and East 127th Streets. The memorialization plan pays homage to the Africans of the Nieuw Haarlem settlement interred at the burial ground site, as well as myriad layers of East Harlem’s rich history.

The memorial for the burial ground will reflect the sacred nature of the site. It will stand as a symbol of the site’s significance, integrating its presence into the existing urban fabric and cultural narrative of East Harlem. Three design alternatives that follow in the final section of the plan depict how the memorial could allow for a variety of points of access to the site, where visitors can engage in contemplative reflection as well as learn about the history of those buried, Nieuw Haarlem, and early roots of New York City.

The burial ground site memorial will be accompanied by a walking tour that connects into the larger district surrounding the memorial. Community members and visitors alike will be able to walk the path of East Harlem’s history from the old Lenape Trail to the colonial Dutch street grid, both now largely covered by the current Manhattan street grid. Through interaction with these historic spaces, participants will join in constructing the living history of East Harlem, linking the areas many historic layers through their direct engagement with the tour.

Precedents exist for the planning elements of the memorial site and district proposed in this plan. The African Burial Ground National Monument, located at the corner of Duane and Elk Streets in lower Manhattan, is an example of a memorial dedicated to preserving the history of early African settlers, both free and enslaved. The park commemorates a 6.6-acre burial ground at the southern tip of Manhattan active during the 17th and 18th centuries. The memorial, designed by Rodney Leon of AARRIS Architects, serves as a cultural, spiritual, and educational reminder of the site as an African burial ground preceding the foundation of contemporary New York City.

The walking tour proposed in this plan references the Freedom Trail in Boston, Massachusetts and the Petition Line for the African Burying Ground in Portsmouth, New Hampshire. The Freedom Trail is a red line, indicated by either paint or brick, that runs through the streets of Boston, leading visitors to significant sites in the city’s American Revolutionary history. The Portsmouth New Hampshire Petition Line is a design element that is planned as part of a memorial for an African Burying Ground discovered beneath the streets of Portsmouth in 2003.

With guidance from the Harlem African Burial Ground Task Force, this plan serves as a call to action for all those who value preserving East Harlem’s rich history and honoring the lives, memory, and contributions of those buried at the site. The following recommendations identify how the cultural history of the Harlem African Burial Ground and East Harlem overall may be integrated into the memorial.

SIX PLANNING ELEMENTS

Six plan elements were derived from conversations with the Task Force and ideas generated at the visioning workshop. These plan elements framed the development of the planning recommendations. The goals associated with each element address the challenges of existing conditions and ambitions for a memorial district plan. The elements are: Memorialization, Visibility, Connectivity, Economic Development, Urban Design, and Quality of Life. This section defines the six elements as they are referenced in the remaining portions of the document.

Memorialization

Create a memorial space in or around the bus depot dedicated to the remembrance of the burial ground. Develop a memorial district within East Harlem and define the components that will express the identity of the district stemming from the burial ground site.

Visibility

Establish the burial ground site as an educational asset to increase awareness of East Harlem’s historic identity. Attract locals and visitors to this cultural hub. Intervene in the physical environment to indicate the presence of the memorial and district.

Connectivity

Increase regular pedestrian traffic to the site. Design efficient routes for safe access to the site across high-volume roadways. Identify connections to future developments like Harlem River Park and La Marqueta Mile. Strengthen connections to places of interest within the memorial district to expand the cultural network invested in the project.

Economic Development

Ensure that new development projects complement the burial ground site and resources in neighborhood. Develop means for funding the redevelopment of the site into a memorial. Use the memorial district as an economic multiplier to the neighborhood. Create a supported business community for small and locally-owned businesses to bolster local employment.

Urban Design

Illuminate the significance of African cultural heritage in the historical development of East Harlem along with other cultural groups through urban design interventions. Enhance East Harlem’s streetscapes.

Quality of Life

Increase safety along corridors defined by the community to be unsafe or unwelcoming. Promote social and environmental equity through sustainability standards and access to additional open space. Develop an alternative for social service drop-off at the intersection of East 125th Street and Lexington Avenue.

PLANNING RECOMENDATION PHASES

The urban planning recommendation in this report each propose means to achieve goals defined by one or more of the six planning elements.

To simplify the plan making process, the urban planning and design recommendations have been categorized into four types of environmental interventions. These categories are: Community, Political, Economic, and Physical.

There are eighteen total planning recommendations that were derived from the six plan elements. Each planning recommendation is broken into three phases in tables on the following pages using the following time frames:

- Phase 1:** Immediate actions and up to 1 year
- Phase 2:** 1 to 5 years
- Phase 3:** 5+ years

The following pages include a phasing table of all the Planning Recommendations made in this report.

PLANNING RECOMMENDATION PHASES

	PHASE ONE - IMMEDIATE ACTIONS: LESS THAN ONE YEAR
Community	
1 Task Force Development	Create strategic committee to identify organizational goals and actions to achieve those goals.
2 Community Education Campaign	Collaborate with local schools; Investigate and plan programs for local youth; Collaborate with higher education institutions.
3 Public Art Program	Conduct outreach; identify partners; Host stakeholder meetings; Apply to DOT Urban Art Program.
4 Commemoration Program Activities	Plan events to commemorate the HABG
5 Community Safety / Security	Hold focus groups and design surveys for residents, workers and visitors to identify safety issues, and their solutions.
Political	
6 Political Action	Design a political action plan to forward other elements of the Plan.
7 Historic District Designation	Create a preservation committee to coordinate research; Build a comprehensive record of artifacts, historic events, symbolic meaning around the burial ground; Collaborate with the State Historic Preservation Office.
8 Co-Naming Subway and Street	Decide on renaming process; Apply to City Council to re-name streets; Contact MTA Government & Community Relations Dpt. concerning subway re-naming.
9 Legal Support	Reach out to Lawyers Alliance for New York to get legal representation for clarity on descendent rights.
10 Synergy with 197-a Plan, Harlem River Park Plan and La Marqueta Mile	Develop an understanding of related plans and where they overlap with plan to preserve the HABG.

*Please read Recommendations in the Phasing Tables from left to right, across both pages.

PLANNING RECOMMENDATION PHASES

PHASE TWO - ONE TO FIVE YEARS	PHASE THREE - FIVE YEARS OR MORE
Secure Funding; Build partnerships; Execute strategy	Continue execution; Conduct evaluation
Expand community education campaign	
Implement art installations; Build connections with local artists; Advocate for Percent of Art Program	
Plan annual events to commemorate the HABG	
Identify safety and security goals; identify target agencies and organization to lobby for improved safety measures.	
Implement aspects of plan	
Work with SHPO through the state and national registration process; submit a Request for Evaluation to the NYC Landmarks Preservation Commission	Interface with government in the event of a Section 106 review; Coordinate with Archeology department at the LPC during excavation.
Continue with street naming process; Increase awareness of new names with use in local advertisements and public literature.	
Continue with legal actions or strategy as needed and advised.	
Continue to respond to local plans; Lobby for incorporation of planning initiatives made by the HABGTF into area plans.	

PLANNING RECOMMENDATION PHASES

PHASE ONE - IMMEDIATE ACTIONS: LESS THAN ONE YEAR		
Economic		
11	Economic Development	Reach out to other local stakeholders; Begin advocating to NYC Economic Development Corporation.
12	Develop system of markets around HABG, Lenape Trail, and Memorial Tour	Engage the community; Inform participants on the legalities of vending; Market the local project throughout the community and the City.
Physical		
13	DOT Pedestrian Safety / Connectivity / Lighting	Advocate to NYCDOT and MTA on pedestrian safety issues
14	Bus Depot Relocation	Reach consensus on relocating the depot; Continue advocacy for relocation at the community level.
15	Archeological Exploration and Environmental Remediation	Initiate physical surveys likely to result in conclusive findings; Hire archeological consultants; Organize dig with MTA.
16	Waterfront Access	Coordinate with Halrem River Park Task Force and CB11 Parks Committee; Integrate the HABG plans into the HRP plans (leverage their close proximity)
17	Walking Tour	Assess the cost of creating the walking tour; Begin or plan fund-raiser and create plans for the walking tour.
18	District and Site Design Recommendations	Define desired design elements; Understand what entities would control redesign of HABG and District;

*Please read Recommendations in the Phasing Tables from left to right, across both pages.

PLANNING RECOMMENDATION PHASES

PHASE TWO - ONE TO FIVE YEARS	PHASE THREE - FIVE YEARS OR MORE
Continue advocacy towards passage of Special District zoning for the Memorial District.	Capture and utilize funds through the Special District Fund and use them to implement other pieces of the Plan.
Develop locations for the market system along the walking tour and connections with La Marqueta Mile.	Implement and oversee the system of markets.
Continue advocacy and monitoring of safety conditions	Continue advocacy and monitoring of safety conditions
Continue advocating for relocation of Bus Depot; Should depot be relocated - celebrate with public.	Continue advocating for relocation of Bus Depot; Should depot be relocated - celebrate with public.
Create timeline for excavation of site; Finalize relocation of the bus depot; Communicate with the organizers of the GSA's ABG archeological survey; Commence dig.	Continue dig; Address environmental concerns as they are discovered; begin remediation as needed.
Continue presence on CB11 Parks Committee; Design and propose entrances from the memorial district into the Southern Phase of HRP.	Lobby HRP Task Force to incorporate HABG access points into HRP Southern Extension of park.
Compile written and recorded materials to support the walking tour; Advertise walking tour; Create website and Pod-Cast for public use; Begin painting tour line. Offer tour guides.	Implement public art into tour; Expand tour scope and materials; continue maintenance of tour; collect revenue from special tour groups with a tour guide.
Begin implementation of design elements; Continue public involvement in all urban design matters.	Continue or finalize implementation of design elements.

PLANNING RECOMMENDATIONS

Each planning recommendation is designed to support the planning elements the community identified. The phasing table before this section is meant as a quick reference and summary of the Planning Recommendations. It provides a road map to implementing each recommendation by laying out the action steps required. The details of each recommendation are written in the following section of the report. As you read this section, please refer back to the phasing table.



[above] Hunter Urban Planning Studio Members with Reverend Singletary, Tom Lunke and Eric Tait at the Elmendorf Reformed Church.
Photo: Eric Herman

PLANNING RECOMMENDATIONS [COMMUNITY]

Harlem African Burial Ground Task Force Development

The Harlem African Burial Ground Task Force is currently made up of over thirty members of the East Harlem community, dedicated to the memorialization of the Harlem African Burial Ground site. These members serve on a volunteer basis, and the Task Force currently has no dedicated staff. While the service of the Task Force members is a testament to the significance of the burial ground and the community’s commitment to properly honoring those buried, the all-volunteer basis and lack of official incorporation creates some barriers to the Task Force’s capacity to progress the memorialization in respects to both time and access to funds.

The Task Force should engage in a strategic planning process to determine short, medium, and long term goals and the best strategy for achieving these goals. This includes determining the future structure of the Task Force itself. The strategic planning process is designed to help facilitate consensus around goals and objectives in order to identify the best strategies for achieving those goals and objectives. Consideration should be given to forming a nonprofit entity. Alternatively, the Task Force may consider procuring resources to support the coalition without pursuing nonprofit status. However, nonprofit status offers the Task Force benefits that would not otherwise be available, such as the ability to apply for foundation grants and, most importantly, the ability to capture development rights and administer funds from the special zoning district discussed later in the Economic Development section of the plan.

The Task Force should begin by creating a committee of three to five Task Force members to organize and lead the strategic planning process. This committee should be composed of individuals who have experience in the nonprofit sector, have engaged in a strategic planning process and can make a time commitment to the planning process. This committee will be charged with developing guidelines for the process. Resources about the strategic planning process are available online in multiple locations, such as the Free Management Library All About Strategic Planning guide, and can offer assistance in designing this process.²⁸ Some of the steps that could be included are creating a scope of work for any paid administrators that the Task Force might decide to employ, establishing budgeting priorities and defining relationships to existing and potential partners with agencies and local organizations throughout the process. The implementation of the planning process is to be reviewed periodically by Task Force.

Phase 1 includes creating the Task Force Strategic Planning Committee, organizing and engaging in strategic planning process, identifying goals and the steps that should be taken to achieve those goals, and developing metrics to measure whether those goals are being met. Phases 2 and 3 includes securing funding, if this is identified as a priority by the Task Force, building partnerships, and executing the organizational strategy developed through the strategic planning process. During these later phases, the Task Force should also emphasize evaluating the success of the strategy, which will include assessing strengths, weaknesses, and opportunities for growth. Ongoing evaluation and

PLANNING RECOMMENDATIONS

[COMMUNITY]

adaptation will be essential to the overall success of the Task Force in achieving its objectives.

Harlem African Burial Ground Task Force Development (continued)

One of the main challenges to enhancing the capacity of the Task Force is the current lack of funding. There are several resources available to the Task Force to address this challenge. The first, and most important, is to continue drawing on existing community resources and volunteer services to move the project forward. The Task Force could also continue to expand its scope and bring new partners into the process. In addition, as part of the strategic planning process, the Task Force could incorporate brainstorming and identifying resources, either monetary or in kind, within the community that will move the project forward. Should the Task Force choose to incorporate as a nonprofit, it will be eligible to apply for private foundation grants. Foundations such as the Surdna Foundation and the Mertz Gilmore Foundation provide awards to community organizations for a variety of activities that respond to community needs.

Should the Task Force choose to not incorporate as a nonprofit, or postpone incorporating until a later date, there are several strategies that it could employ in order to access funding and develop a more formal structure. In one scenario, staff may be subsumed under an organizational member of the Task Force that would provide in kind services that include lending the use of existing infrastructure, receiving payments, disbursing expenses, and reporting. Alternatively, the Task

Force could pursue an incubator model, in which it is subsumed under a larger organization, the function of which is to provide support for start-up organizations. For example, the Fund for the City of New York Incubator/ Partner Project Program provides incubator services to start-ups.²⁹ However, the structure that will provide the Task Force with the most autonomy and access to resources is a model in which it incorporates as a nonprofit. The Task Force may choose to create a separate entity registered as a 501(c)(3) or 501(c)(4) nonprofit organization. The intended function and operations of the entity resulting from the strategic planning exercise will determine which type of organization is most appropriate. While registering as a nonprofit may require a higher cost and dedicated time than the other options initially, it will provide additional benefits in the long term.

Clarifying the mission, goals, objectives, and logistics of the Task Force and developing a clear, shared vision among its members are critical to the success of all concurrent and subsequent efforts in the implementation of design and planning elements.



[above] Members of the Harlem African Burial Ground Task Force. Photo: Harlem African Burial Ground Task Force, <http://harlemafricanburialground.wordpress.com/>
[below] Public School 30 on East 128th Street. Photo: Jonathan Joseph

PLANNING RECOMMENDATIONS

[COMMUNITY]

Community Education Campaign
This section of the report outlines short- and long-term strategies the Task Force can implement to create more awareness of the burial ground. The visibility of the Task Force has grown into an effective network of localized perspectives that advocate for the memorialization of the burial ground. Due to this growing network, the Task Force is in a position to further the awareness and meaning of the cultural history of the Harlem African Burial Ground and East Harlem.

The Youth and Community Education committee of the Task Force would spearhead these recommendations and, where applicable, connect these recommendations to other plan areas. Organizing and implementing a community educational campaign can both strengthen the Task Force’s current network and create opportunities for growth.

During Phase 1, the Task Force may continue to organize community events that recognize and honor the burial ground, and the cultural history of East Harlem. Connections the Task Force has made to church networks across the country have already begun spreading awareness of the presence of the burial ground. Through this network, commemorative trips made by decedent churches across the country to visit the burial ground could be made more regularly, helping to increase the historic importance of the burial ground at a national level.

In addition, the Task Force could coordinate a more formal network of all Harlem and northern Manhattan churches. This network of churches would serve as

a platform to educate the public about the Harlem African Burial Ground as well as a critical support system for the proposed political action campaign intended to move the memorialization forward. It will also help further the ongoing research of burial records that each Church is mandated to collect and hold as public record.³⁰ To date, only partial burial records have been studied at each church, uncovering over forty names of those buried. With a complete review of the burial records, a more complete list of those buried could be uncovered. Genealogical research could be facilitated through the Harlem Church Network, allowing decedents of those buried to connect to their heritage, and more research to be done on those buried. This would also highlight the importance of memorializing the burial ground for decedents, which would create stronger political leverage to represent the Task Force and families of those buried.

After school and other educational programs could be developed to engage East Harlem residents of all ages in learning about the heritage of cultures that made Harlem what it is today. Presentations at public schools by the Task Force could be made to share the knowledge of the burial ground. Curriculum and special projects could be written by the Youth and Community Education committee with local teachers of elementary, middle and high school classes, that would engage students in envisioning the memorial, researching cultural heritage, or developing projects related to the HABG. In addition, the Task Force could work with institutions of higher education to identify opportunities for college and graduate school students to further contribute to the mission and goals of the HABG memorialization. The Task Force

PLANNING RECOMMENDATIONS

[COMMUNITY]

Community Education Campaign (continued)
Youth and Community Education committee would be the lead in this effort, and has already begun working towards similar goals. A representative from the Department of Education, as well as local teachers, should be contacted and asked to join the Task Force.

Efforts with local schools could lead to collaborations with local community-based organizations. The list of cultural and community organizations below includes some CBOs whose missions involve providing community education outreach programs in local schools. A larger list can be developed by contacting and creating relationships with community-based organization officers at local schools who can help connect the mission and vision of the Task Force to area CBOs. While not complete, the list below of relevant cultural institutions and community organizations could be connected to create an effective network:

Sample of Relevant Cultural Institutions

- Creative Arts Workshops for Kids - caretaker of Peace Place Park on 124th Street³¹
- Scan El Faro Beacon Community Center³²
- Project Harmony³³
- Palladia HomeBase Services³⁴
- New York Public Library, 125th Street Branch³⁵
- El Barrio Today³⁶
- Museum of the City of New York³⁷

Phases 2 and 3 are planned to be a continuation and expansion of Phase 1. The Youth and Community Education committee should continue to grow educational programs in East Harlem, connecting these programs to other relevant aspects of the plan. As the Harlem Church Network builds a more extensive list of those buried at the burial ground, the information can be used to create a more intricate narrative of the history of Nieuw Haarlem. At this stage, the research identifying those buried at the burial ground should near completion and more intact and updated records should be made available to the public. Ongoing public outreach and network building would continue to raise the profile of the HABG.

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[COMMUNITY]

Public Arts Program

The Harlem African Burial Ground Task Force should work with community stakeholders to develop a community-based arts program to engage local artists and youth in the creation of public art commemorating the Harlem African Burial Ground and East Harlem's history. In addition to creating new works of public art, the program will reinforce and integrate existing public art projects and artists in the neighborhood into the public art plans for the district.

During Phase 1, the Task Force should begin by conducting outreach to East Harlem artists and arts organizations as well as building a public arts coalition. The coalition should then engage in a series of meetings with East Harlem art stakeholders to develop a vision of a public arts program. This vision should identify assets and obstacles to launching a public arts program for the memorial district, points of overlap with the Task Force strategic planning process, and leadership for the program. Additionally, the coalition could survey the district and identify sites, in addition to those proposed for the walking tour, which are strong candidates for public murals or temporary/permanent art installations.

The public arts coalition may also apply to the New York City Department of Transportation Urban Art Program. Through this program, DOT works with community-based organizations to install temporary public art such as murals, sculptures, and light installations in public areas throughout New York City. While only temporary, this program can begin to populate the streets in the district

with culturally and historically significant public art. In addition, these installations can serve as a bridge to the permanent public art installations connected to the walking tour that will be developed in Phases 2 and 3.

Phases 2 and 3 should be comprised largely of the implementation of public art installations throughout the district, such as those installed in the Harlem River Park. Local artists will be commissioned to create public works of art for points along the walking tour, as well as other areas within the district that have been identified by the coalition as optimal sites for installations. In addition, the program could incorporate local youth into the creation of the art. For instance, this youth involvement could be designed in the form of an after-school or summer job program. Youth would be employed by the coalition to work on public art projects in the district, exercising their creativity and learning valuable skills such as teamwork and time management in the process. In addition, Phases 2 and 3 should also include an evaluation component in which the coalition will identify program successes, areas for improvement, and new goals that arise as the program evolves.

Finally, the coalition should advocate to the New York City Department of Cultural Affairs to use Percent for Art program funds to commission works of art commemorating the history of East Harlem at public facilities throughout the memorial district.

[opposite page] The Groundswell mural at 2026 Lexington Avenue, "DEJA VU: What Path Will You Choose."
Photo: Jillian Puszykowski



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Through this program, 1% of the budget for any eligible City-funded construction projects is allocated to artwork for New York City facilities.³⁸

Public Arts Program (continued)

Potential partners for the public art program include the following organizations:

Groundswell Mural Arts Project: Groundswell is a nonprofit organization that focuses on engaging and empowering youth in underserved communities through work with local artists and the creation of murals. The organization receives funding from both public and private sources. Two Groundswell murals already exist in the memorial district area:

- “What We Want, What We Believe” at 2253 Third Ave
- “DEJA VU: What Path Will You Choose?” at 2026 Lexington Ave.

Website: <http://www.groundswellmural.org/>

Harlem River Park Task Force: Harlem River Park has a strong public art component. Art within the park is being created by local artists and school children. The memorial district walking tour ties in directly with the planned revitalization of the Harlem River waterfront. The coalition should work with the Harlem River Park Task Force to identify opportunities to incorporate art that directly addresses the early history of East Harlem, with particular emphasis on the Harlem African Burial Ground.

Website: <http://www.harlemriverpark.com/>

NYCDOT Urban Art Program: As previously mentioned, DOT runs an Urban Art Program through which it partners with community-based organizations to install a range of public art projects in communities throughout the city.

Website: http://www.nyc.gov/html/dot/html/sidewalks/urbanart_prgrm.shtml

In pursuing structures for funding and implementation of the public art program, the coalition should consult existing public and private programs that contribute to the creation of public art in urban areas throughout the program. The largest and one of the most successful public art programs in the United State is the City of Philadelphia Mural Arts Program, which has produced over 3,000 murals since its founding in 1984 and provides a variety of arts programming to the Philadelphia community. In addition to public support, the Mural Arts Program receives financial support from the Philadelphia Mural Arts Advocates, a 501(c)(3) nonprofit corporation founded to raise funds and enhance the profile of Philadelphia’s Mural Arts Program.

The public art program connects directly with the plan elements of memorialization, visibility, economic development and urban design. The public art is a central element to the walking tour, visually translating the rich history of East Harlem to neighborhood residents and visitors. The strong presence of historically significant and celebratory public art throughout the streets of East Harlem will be a constant, visible reminder of the HABG and the many layers of East Harlem’s rich history. It will also enhance economic development in the

area, as neighborhood artists are commissioned and youth are employed to produce these works of public art. In addition, this wealth of public art and the attraction of the memorial district and Harlem African Burial Ground Memorial will draw more people to East Harlem and, in return, generate increased business for local merchants. Finally, the public art will enliven East Harlem’s streetscape, enhancing urban design in the area in a way that is both aesthetically pleasing and commemorative of the area’s history.

Commemorative Program Activities

Programming activities are an essential tool for creating public awareness, security and recognition for the site and district. These activities will be integral to the commemoration of the site. Implementing these activities will enhance the visibility of the site by attracting individuals to the area. The studio has identified the following programs and actions to help commemorate the Harlem African Burial Ground and increase its visibility.

Advertising for All Program Activities and Events: The Task Force should consider advertising mechanisms informing the public about the various events and program activities centered around the burial ground and district. Advertising in the Amsterdam News and other local papers will help inform stakeholders and visitors of this historic monument.

“Pinkster” Celebration: To acknowledge the fact that the people buried in the site participated in the Pinkster Celebration, the studio recommends

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that the Task Force coordinate with the Hamilton Heights-West Harlem Community Preservation Organization. This organization holds an annual “Pinkster” Street Fair and Marketplace as a part of the Hamilton Heights-Sugar Hill Cultural Festival. The current “Pinkster” Street Fair and Marketplace occurs in West Harlem along Hamilton Place between West 142nd Street and West 143rd Street. Although the current festival does not extend into East Harlem, the Task Force could request for an extension of the “Pinkster” Celebration into East Harlem near the site or create a separate “Pinkster” Celebration that is unique to East Harlem.

East Harlem Board of Tourism: The Task Force should coordinate with the East Harlem Board of Tourism to ensure that they include the site as a major destination. This organization provides tours and seeks to increase tourism throughout East Harlem. This organization may be able to include the burial ground as a tourist destination while assisting with the overall long-term preservation of the site.

East Harlem Preservation Inc.: The Task Force should coordinate with East Harlem Preservation, Inc. This organization seeks to promote and preserve the culture, architecture and environmental history of East Harlem. The organization provides news and updates on large-scale development, displacement and other issues of public concern to residents and business owners in East Harlem/El Barrio and surrounding areas.³⁹

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Commemorative Program Activities (continued)
Harlem Week: Harlem Week is an annual celebration during August commemorating and showcasing Harlem's unique and rich cultural, economic and political history. The Task Force should coordinate with the Greater Harlem Chamber of Commerce to organize a commemoration event during Harlem Week that would take place at the burial ground site. The event could feature talks about the history of the Africans buried there and their contributions to the construction of East Harlem.

Black History Month: An annual commemorative activity could occur on the site during Black History Month.

African-American Day Parade: The Task Force should consider participating in the African-American Day Parade to bring visibility to the site and raise awareness of its location. The parade is an opportunity for volunteers to distribute information in fliers or brochures about the burial ground and related activities widely.

Memorial Unveiling Ceremony: A ceremony properly unveiling the memorial, once built, could be hosted by the Task Force. The ceremony could include a procession starting at the Elmendorf Reformed Church traveling north to the current burial ground site. The memorial unveiling ceremony will bring attention to the site and could include appearances by notable members from the community and the political establishment. The ceremony could be sponsored by various Harlem churches and any organization that is strongly in

support of preserving the history of East Harlem and the burial ground.

Re-internment Ceremony: After an archaeological study is conducted on site and, in the event remains are removed, a re-internment ceremony would be appropriate to commemorate the people that were buried at the site. A re-internment ceremony could be similar to the procession ceremony.

[below] Pinkster Celebration at Phillipsburg Manor
Photo: Bryan Haefele, New York Times



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[COMMUNITY]

Community Safety and Security

Public safety is a critical issue when planning for the memorialization of the Harlem African Burial Ground. During the visioning workshop, several of the groups discussed the need for stronger community safety initiatives to deter crime and unwanted loitering. Participants recognized this as a way to enhance the quality of life for residents and workers and as a tool for attracting new local businesses while preserving existing establishments.

In order to address safety and quality of life issues within the East Harlem community, the studio recommends that the Task Force identify what issues, if mitigated, will have the greatest affect on the overall safety and comfort of community members within the memorial district (and broader Community Board 11). To identify these issues, the Task Force should work with the CB11 Public Safety and Transportation Committee to design a survey for identifying residents', workers' and visitors' perception of safety issues within the memorial district boundaries. The survey must ask non-leading questions regarding how safe community members feel while navigating within the district.

The Task Force should determine the most ideal places to distribute the survey as well as which public organizations and facilities can help distribute these surveys. To ensure surveys reach a diverse population, the Task Force should allow for a one-month window of time to distribute and collect surveys. The survey should be distributed to pedestrians and to public facilities as well as community and cultural institutions.

With the survey results, the Task Force should determine which community-based organizations, health/human service providers and community board committees are already working towards the safety concerns identified. To determine which issues the Task Force finds most important, we recommend the initiation of a dialogue with community-based organizations and related service providers in order to collaborate and guide efforts toward mitigating those safety concerns.

Coordinating efforts is an important first step for the Task Force, however, the studio believes sustaining these efforts is also critical. Maintaining the Task Force's presence and goals in the efforts of spearheading community safety issues will ensure the work put forth towards mitigating safety and crime concerns are sustained.

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[COMMUNITY] / [POLITICAL]

Community Safety and Security (continued)

If the Task Force finds myriad issues that they would like to pursue, the studio believes a focus group could represent the Task Force in addressing these issues. This focus group could bring volunteers on board and collaborate with relevant community-based organizations and related service providers. Nominated Task Force members can work specifically with participating community-based organizations and volunteers to design a local safety survey for residents, workers, and visitors to East Harlem.

For ideas on how to address safety issues, the Task Force should consult the East Harlem⁴⁰ 197-a plan, the East Side Action Plan⁴¹, and Guardian Angels⁴², a community-based security group focused on designing community safety plans for NYC neighborhoods in need. The 197-a plan integrates safety recommendations into each of the community revitalizing components of its plan. The East Side Action Plan, funded by New York State's Traffic Safety Committee, proposes an abundance of recommendations for providing safer pedestrian and vehicular environments. The Guardian Angels provide peaceful solutions for establishing safe schools and neighborhoods from gangs and violence.

We also refer the Task Force to the The Harlem River Park Task Force to create a partnership. The Harlem River Task Force has already built relationships with several local and citywide health and social service providers as well as nonprofits combating homelessness, drug abuse, and community health issues. Partnering with the Harlem River Park Task Force is a sensible way to begin combating the safety and security concerns in the neighborhood.

Political Action

The Task Force should develop and execute a coordinated political action campaign to raise public and political support for the memorialization of the Harlem African Burial Ground. The campaign should focus on creating a level of public and political support for the memorialization of the burial ground such that it becomes untenable for the MTA to continue operations on the site without regard to its history as an African burial ground.

The Task Force should continue existing efforts to lobby the MTA for the memorialization of the burial ground. It should develop a targeted strategy for advocacy and outreach for the memorialization. This strategy should include existing community and political supporters of the HABG memorialization, including the local U.S. Representatives, the New York State Assembly Member, New York State Senator, and City Council Member. It should also actively work to build the public and political base supporting the Task Force's efforts for memorialization.

In developing a strategy, the Task Force has a number of tools upon which it can draw. Task Force members who have experience in community organizing or political action should be identified. Their knowledge and expertise should help guide the creation of the strategy. In 2010, New York City Public Advocate Bill de Blasio launched a New Community Organizing and Constituent

Political Action (continued)

Services Department aimed at empowering community groups to gain more influence in New York City government.⁴³ This Office provides a range of services, including community organizing toolkits and workshops. The Guide to Community Organizing, available on the Public Advocate's website, provides detailed information about the community organizing process, including how to get started, how to develop and execute campaigns, and the tools communities can use to conduct outreach.⁴⁴ In addition to engaging with the MTA and other stakeholders over the memorialization of the African burial ground, the Task Force can also use these tools to advocate to other agencies, such as the New York City Department of Transportation for lighting and streetscape improvements or the Department of City Planning for recommended zoning changes, both of which are discussed later in the plan.

Ultimately, there is no magic formula for political action. Some campaigns are successful after only a year or two, while others, such as Civil Rights or Women's Suffrage, take decades. At its core, successful political action involves a sustained effort by dedicated individuals working towards a common goal. It requires being undeterred by inevitable setbacks and roadblocks, creativity when faced with challenges, and sensitivity to the existing political landscape and climate. It also requires a flexibility to critically examine the organization's political strategy and adapt based on changing circumstances and an analysis of what

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[POLITICAL]

tactics are working and what are not. In addition, the Task Force can develop political actions that speak directly to its mission and goals of memorialization. One such example is the regular prayer services held by the Elmendorf Reformed Church at the site, which raise awareness about the Harlem African Burial Ground and call attention to the lack of memorialization of this sacred space.

There are immediate steps that the Task Force can take to begin its political action campaign in Phase 1. These include the creation of a Political Action Committee that will be charged with educating and organizing other Task Force members to develop a political action plan. The plan would identify community and political stakeholders, as well as target agencies and individuals that are in a position to move the memorialization forward, with a focus on the MTA. It should also include both low-, medium-, and high-intensity actions that can be taken as part of the political action campaign.

Low-intensity actions include activities such as organizing petition drives, passing out leaflets, hanging posters, or setting up educational tables to inform the community about the burial ground to increase awareness and support. Medium-intensity actions involve activities that begin to pressure the MTA and other important stakeholders to drive the memorialization forward. These include organizing letter-writing drives, call-in days, lobby days, and delegation visits. High-intensity actions include major media events, protest marches, walkouts,

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[POLITICAL]

Political Action (continued)
sit-ins, hosting district-wide hearings and outreach. Traditionally, campaigns begin with the lowest intensity actions and move towards higher intensity actions until the demands are met.

It is also important that the Task Force engage the media every step of the way. Opportunities to engage the media include writing letters to editors of local publications, hosting press conferences, inviting media to Task Force meetings and events, staging specific planned media events, and meeting with editorial boards to advocate that they come out in support of the memorialization. Developing relationships with reporters and inviting them to attend Task Force events and campaign activities is also an important part of a successful media campaign. Finally, the political action plan should include a method for evaluating and adapting tactics as the campaign moves forward.

Once a plan is in place, the remainder of Phase 1 may be spent executing the first stages of that plan. However, subsequent Phases 2 and 3 will be largely informed by the successes and setbacks of the campaign. Emphasis in these later phases should be on implementation, evaluation and adaptation. Ultimately, the success of the political action campaign will be essential to driving forward the memorialization of the HABG.

[below] Logos from New York City and New York State government websites and Community Board 11 website



PLANNING RECOMMENDATIONS

[POLITICAL]

Historic District Designation
Historic preservation regulates the maintenance of historic sites and can help raise awareness of significant places. Designation is just one strategy identified in this report for creating a recognizable memorial district. Urban design interventions, the walking tour, and special zoning programs can support the argument for an historic district but are not reliant on the existence of one. The cultural history of the site and its importance to the city and development of the northeast make the project area a compelling candidate for an historic district.

Organization: Historic designation at any level of government requires broad community support and a coalition of political allies to champion a proposed district. A new Preservation Committee within the Task Force will have the responsibility to coordinate research, community outreach and advocacy. The leaders of this committee will be the center of the preservation campaign working to gather information on behalf of the state or local regulators, promote a coherent narrative that demonstrates the value of the place, and utilize opportunities as they become available to expedite the review process. Marina Ortiz from East Harlem Preservation and representatives from Civitas and the Museum of the City of New York would be ideal contributors to this team.

The Preservation Committee should coordinate the research effort that will build a comprehensive account of the project area over four centuries. The History chapter may be a helpful place to begin organizing the material the church and Task Force members have already collected. The research team should collect sources with information about the burial ground site from Lenape use to present and document extant artifacts, important historic events, symbolic meaning on and around the burial ground, and development phases over time. Based on the original sources, the research team should organize findings into a narrative that details each cultural and historically significant event and place.

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Historic District Designation (continued)

The committee would benefit from developing a short, marketable description of up to 100 words that identifies unique aspects and meaning of the proposed historic district. This description will be central to explaining the campaign for historic designation and can keep advocates focused on the essence of the proposal. An excerpt from the designation report for the African Burial Ground in Lower Manhattan is a good model for summarizing the major arguments for that historic district:

The long history of public and civic uses — reflected in the rediscovered African Burial Ground, which gives concrete evidence of the importance of Africans in colonial history, the many governmental buildings in the historic district, and City Hall Park, which still functions as an important gathering place of the city's population - defines the historic district and reveals its role as the nucleus of New York City's public life.⁴⁵

The Harlem African Burial Ground can benefit from the parallels to the downtown site but evidence that establishes Nieuw Haarlem's history as unique or emblematic of other sites in the city or state will be most effective.

District Boundaries: Potential district boundaries and/or individual sites of importance will emerge as the committee amasses information from original documents, maps, and surveys. Local and

state preservation departments require applicants to identify a specific proposal of boundaries to assess in the review process. While consensus is an important goal, boundaries are unlikely to be ultimately implemented without any adjustments. The committee should be inclusive when debating the extents of the district, so long as the addition supports the central narrative.

The Historic Districts Council is a citywide organization that advocates for historic preservation.⁴⁶ The staff advises hundreds of community groups in all phases of historic district designation. HDC has expertise in grassroots advocacy and city and state designation processes. The committee may coordinate with HDC to help finalize a set of proposed boundaries of the district or even later in the designation process.

Outreach: Community support from citizens and political representatives will be necessary to cultivate as soon as the committee has finalized the short objective statement. In Phase 1, the committee should begin coordinating with Community Board 11 to align preservation objectives and outreach to community members and property owners who may be affected by designation. Responding to their concerns about regulation of historic sites can broaden support for the proposal and will prevent any unexpected objections later in the process. Property owners in a proposed district must approve of historic

PLANNING RECOMMENDATIONS [POLITICAL]

Historic District Designation (continued)

designation from the state; in contrast, the city is not required to obtain permissions before declaring new landmarks. During Phase 2, the committee should develop a printed brochure and create web resources to display historical findings, explain the benefits of designation, the rationale for designation, and ways supporters can contribute time to the campaign.

New York State Register: Official historic designation from the New York State Historic Preservation Office (SHPO) — working in the New York State Office of Parks, Recreation & Historic Preservation — would achieve the primary objectives of a district: support memorialization by ensuring oversight of the work performed around the burial ground and enhance visibility through the creation of an articulated place of cultural value. The State Register is the official New York State list of structures or sites considered by SHPO to be significant in history and culture, among other categories, to New York. Registered places can access funds available only to historically significant sites. For example, owners may receive tax credits for rehabilitating historic property and nonprofit and municipal owners may be eligible to receive matching grants from state preservation grants.

SHPO makes recommendations to the Department of the Interior for listings on the National Register of Historic Places. The National Register also

grants designated historic-property owners with certain tax breaks to help with the expenses of maintaining or restoring the building. Although the federal government generally complies with state nominations of historic places, the Department has published specific guidelines that may be useful to refer to when preparing material for the state application.⁴⁷

Sites on the National Register receive some protection from projects that receive federal or state funding.⁴⁸ Section 106 of the National Historic Preservation Act initiates a review process for federally funded projects on sites listed or eligible for listing on the National Register. The federal government is required to perform an assessment of the effects the project will have on historic sites. If adverse impacts are projected, the agency must minimize or eliminate the damaging elements of the plan. The process involves negotiation with SHPO to reach a final agreement.⁴⁹ At the burial ground, the MTA could receive state funds to relocate or upgrade the facility. The agency could receive some federal support for improvements as well. In either of these cases, the state and national landmark laws would trigger review processes that slowly work on the site to assess any adverse effects on the burial ground. The committee should act quickly to capitalize if and when an MTA proposal is under review by the Department of Interior or SHPO. These moments are opportunities for environmental remediation, archaeological exploration, and memorial development.

PLANNING RECOMMENDATIONS [POLITICAL]

Historic District Designation (continued)

In Phase 1, the committee should engage the New York City representative Kathy Howe at SHPO to schedule a walk-through of the area and to clarify which state programs the Harlem African Burial Ground should pursue. One program to consider is the New York State Heritage Area program, a state-local partnership established to preserve and develop areas that have special significance to New York State.⁵⁰

Sacred Sites Program: The New York Landmarks Conservancy is a private organization working to preserve historically and culturally significant buildings and neighborhoods.⁵¹ The Task Force may be eligible to receive grants, loans, or technical assistance from the Conservancy. The Sacred Sites Program offers these services to landmark religious institutions. While support primarily helps restore religious structures, the program assisted the historic cemetery at Shearith Israel after neighboring construction damaged the grounds.⁵² The coordinating preservation committee should develop a relationship with the Sacred Sites program managers during Phase 1; however, the site may not be eligible for support until the site achieves an official designation.

New York City Landmarks Process: New York City Landmarks Preservation Commission designates local historic districts. Sites or areas designated locally are protected under the LPC. Additions,

restorations, new construction – virtually all exterior work – in an historic district must be approved and buildings of any quality listed within an historic district cannot be demolished without permission.⁵³ LPC has greater power than the SHPO to ensure the continued existence of the important buildings and spaces. The process for obtaining designation is distinct from the state process. Historic districts are created by recommendation from the LPC to the City Council, where the official vote occurs.

Designating a city landmark at a site that is not visible will require thoughtful strategy. Urban artifacts from the burial ground are rare prior to archaeological exploration (archaeological findings would nullify this statement. Contact the LPC archaeology division immediately when any excavation begins.) The results of the research from SHPO will be useful in convincing LPC to pursue an unconventional designation. The designation report for the African Burial Ground in Lower Manhattan will provide examples of compelling arguments beyond the physical remnants.⁵⁴

PLANNING RECOMMENDATIONS [POLITICAL]

Historic District Designation (continued)

The first step to local designation can begin during Phase 2 with a Request for Evaluation filed with the New York City Landmarks Preservation Commission containing proposed district boundaries.⁵⁵ The committee should include a supplementary report with research findings from the state designation process. Advocates should emphasize the importance of establishing oversight for the burial ground in the event a city or state agency conducts street work or environmental remediation. The remainder of Phase 2 and Phase 3 will depend on the response of the Commission to the request. State and, by extension, national registration are the primary goals to achieve recognition and protection of the burial ground. The results of the state campaign will help strengthen the foundation for the local campaign, should the committee determine LPC designation a priority.

Other Factors: The East Harlem 197-a plan identifies a community desire for the churches in the East Harlem triangle to seek designation for their architectural features. The mews at Sylvan Court are included in the recommendations of that plan as well.⁵⁶ These components could be incorporated into a district that extends from the burial ground to the Nieuw Haarlem town center featuring the Harlem Courthouse, an individual landmark. The existing Elmendorf Reformed Church sits in a converted parish house adjacent to the site of the former main church building that was on the corner of East 121st Street and 3rd Avenue. Further research into the architectural and historic merits of Elmendorf Reformed Church and nearby churches could help make the claim for designation.

PLANNING RECOMMENDATIONS [POLITICAL]

Subway and Street Co-naming

The studio recommends that the subway station at East 125th Street and Lexington Avenue and East 126th Street between 1st and 2nd Avenues be co-named to represent the presence of the Harlem African Burial Ground. The process of selecting a name for the street and the train station should be a public process that includes the East Harlem Community, the Task Force and Community Board 11. Meetings should be held to discuss and vote on names that would be appropriate for both the street and the subway station.

The process of getting a street co-named in New York City involves a proposal from the City Council. The City Council and the Mayor have to sign off on this change. The Task Force should propose to the City Council that the block on East 126th Street between 1st and 2nd Avenues be co-named to represent the Harlem African Burial Ground. The studio suggests that this should happen during Phase 1 of the planning process because it will immediately bring visibility to the site and recognition.

In order to co-name a subway station, the Task Force must make a proposal to the MTA's Government and Community Relations Department. The studio recommends that the Task Force begin discussing this action with the Government and Community Relations Department at the MTA. It should be consulted when deciding a distinct name for the

station commemorating the Harlem African Burial Ground and East Harlem's rich cultural history. The studio simultaneously suggests that the subway station at East 125th Street and Lexington Avenue be outfit with wayfinding that points straphangers to the nearby burial ground and memorial. In this fashion, signage indicating the direction of the 9/11 Memorial and Museum was recently added to Fulton Street station. This process would also go through the Government and Community Relations Department at the MTA.⁵⁷ The studio suggests that this begin during Phase 2 while the physical memorial is being developed.

Legal Support

The Elmendorf Reformed Church is the descendant owner of the Harlem African Burial Ground. There are legal intricacies concerning the Elmendorf Reformed Church's rights to the land at the burial ground site. The studio recommends that the Task Force procure legal representation to explore the question of ownership and land rights.

Legal representation can be found by contacting The Lawyers Alliance for New York. The Lawyers Alliance works to improve the quality of life in low-income communities and connects lawyers with nonprofits and communities in need of business or transactional legal services. Nonprofit organizations can receive counsel on numerous issues including real estate. This legal advice should clarify any questions of ownership the Elmendorf Reformed Church has about the Harlem African Burial Ground. The Lawyers Alliance of New York information is listed below:

Lawyers Alliance for New York
171 Madison Avenue, 6th Floor
(corner of 33rd Street)
New York, New York 10016
phone: (212) 219-1800
fax: (212) 941-7458
email: info@lawyersalliance.org

PLANNING RECOMMENDATIONS [POLITICAL]

Synergy with Existing Area Plans

Several existing plans have been adopted within East Harlem in recent years which should be consulted as elements in this plan are considered and carried out and new plans are developed by the Task Force. Synergies with these plans have been cited where applicable in planning recommendations. This section lists a description of each plan for reference as well as some relevant planning studies.

Manhattan Community District 11 Planning Assessment: This in-depth planning assessment of various social, physical and economic conditions in Harlem was conducted by Community Board 11.⁵⁸ This assessment is a detailed resource of demographic, physical, educational, social and health services and commercial uses in Community Board 11, which includes East Harlem. The assessment also contains an analysis of issues and opportunities within CB11.

A 197-A Plan For Community Board 11, Revised September 1999 - Not Adopted: Specific goals of the Community Board 11 197-a Plan that relate overall to the work of the Task Force are to "strengthen educational and employment opportunities" and "strengthen cultural resources and recreational space."⁵⁹ This 197-a Plan is over ten years old, and while still reflective of the community's vision of East Harlem some parts of the plan are either outdated, have been executed, or have changed focus.

PLANNING RECOMMENDATIONS [POLITICAL]

Synergy with Existing Area Plans (continued)

A High Line For Harlem - A Plan for La Marqueta Mile: A report was issued in July 2010 by the Center for an Urban Future, as a part of its “Off the CUF” periodic publications of regional studies and plans, on Harlem Community Development Corporation’s La Marqueta Mile plan.⁶⁰ The CUF report includes a history of La Marqueta and highlights the plans by HCDC to reprogram and expand the once thriving public market in order to regenerate the local economy. A retail and commercial analysis conducted by Community Board 11 urban planning fellow, Paul Costa, shows a lack of retail stores in East Harlem compared with other areas of Manhattan. It is clear from this analysis that a redevelopment of La Marqueta into La Marqueta Mile could revive local commerce in a major way. The plan, along with other information, can be found here:

http://www.harlemcdc.com/Planning/planning_market.htm

East Harlem CB11 Retail Analysis: Community Board 11 Planning Fellow, Paul Costa, conducted a retail study of East Harlem.⁶¹

Harlem River Park Plan: The Harlem River Park is a 20 acre section of waterfront open space being planned and developed in stages between 125th and 145th Streets. “Once completed, the park will connect to an existing esplanade south of 125th Street, and eventually to the planned greenway

around Manhattan.”⁶² The proximity of the park to the burial ground is of great importance, as some of the extents of the burial ground may rest beneath the park. Each of the three design proposals in this plan make connections to the proposed section of the park which has yet to be built, and each can be considered an extension of the park. The park planning process is headed by the Harlem River Park Task Force and the Harlem Community Development Corporation (CDC). The Harlem CDC is also a Task Force member, which creates a natural connection between these two efforts. For more information, please see these websites:

http://harlemcdc.com/Planning/planning_hr_park.htm

<http://www.harlemriverpark.com/>

http://www.harlemriverpark.com/edge_news.pdf

PLANNING RECOMMENDATIONS [ECONOMIC]

Economic Development and Zoning

The studio recommends that the Task Force lobby the New York City Department of City Planning to implement several zoning actions in the area. Zoning is a planning tool that plays an important role in shaping the city by designating where specific uses can be placed, as well as development features such as floor area, height, bulk, and setback. When community members develop zoning for their neighborhood, they can use this powerful tool to shape the future of their community, reflecting the needs, desires, and priorities of residents and stakeholders. This section includes two zoning proposals that will simultaneously help shape the urban fabric of East Harlem and provide the Task Force with necessary resources to implement their vision of memorializing the Harlem African Burial Ground.

First, the studio proposes that the Harlem African Burial Ground Memorial District be designated a special purpose zoning district. Special purpose districts are “designed to supplement and modify the underlying zoning in order to respond to distinctive neighborhoods with particular issues and goals.”⁶³ This type of zoning control would directly support and highlight a memorial district that is imbedded within a vibrant neighborhood with varying other uses.

Second, the studio proposes that a cost-ratio incentive zoning system be instituted in the special district and that the proceeds from this district go to benefit the Task Force. In order for the Task Force to receive funds from this special district, the Task Force would need to be incorporated as a nonprofit entity, as discussed in the previous section on Task Force development. A cost-ratio incentive would allow new developments to build slightly larger buildings in exchange for payments into a special district fund, which could be administered by the Task Force to fund and implement recommendations in this plan.

The economic intent of these recommendations is to raise money for the implementation of the district and site plan. These recommendations are not specifically intended to create jobs for the community. The job creation and employment opportunity portion of the plan is addressed by the expansion of a system of markets through the walking tour, discussed in the following section.

PLANNING RECOMMENDATIONS

[ECONOMIC]

Economic Development and Zoning (Continued)

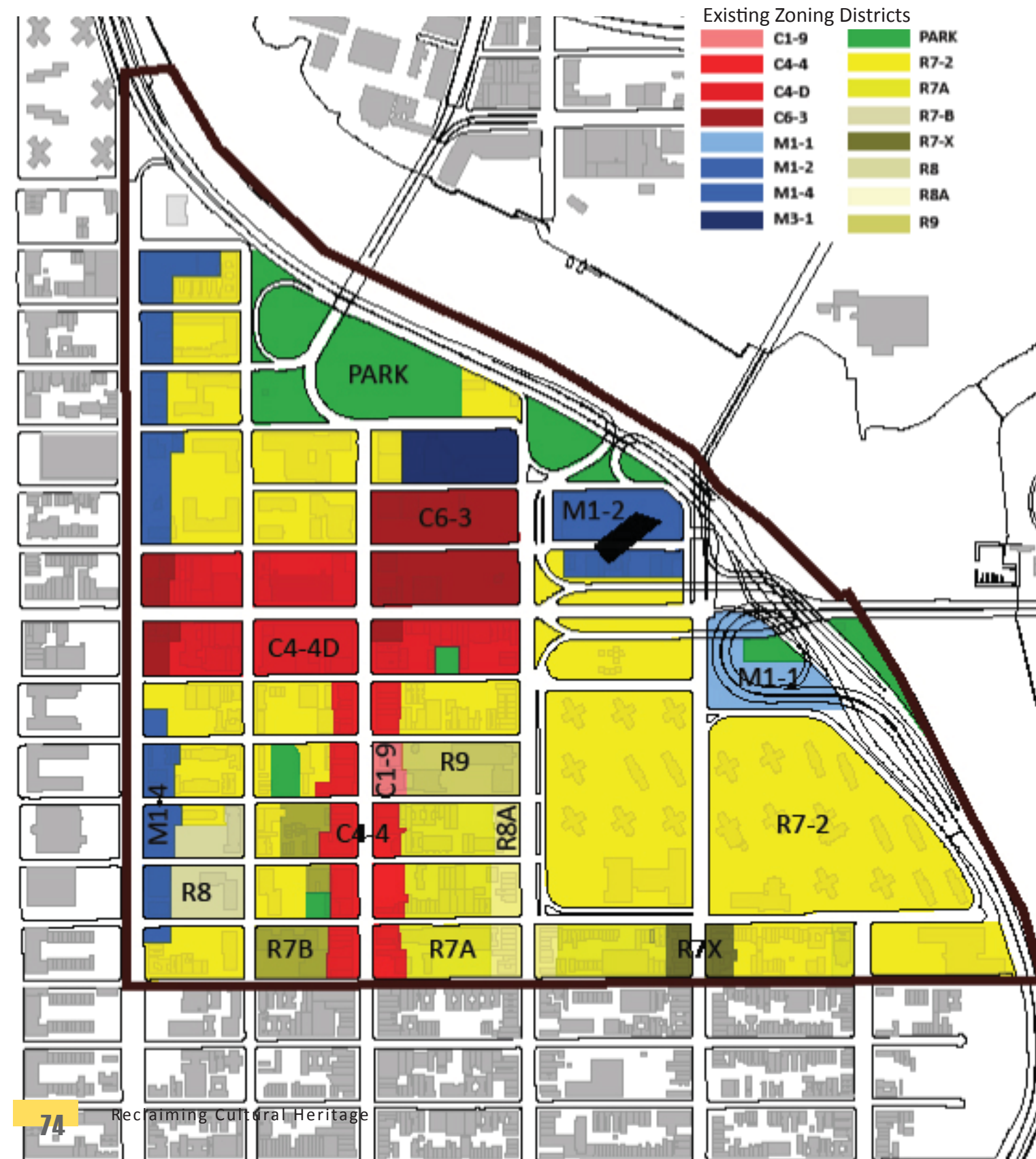
In Phase 1, the Task Force should initiate outreach to other stakeholders and begin lobbying the New York City Department of City Planning (DCP). For political strategy, please reference the planning recommendation section entitled “Political Action.” Often this political process can take several years, as with the 125th Street special district rezoning where three years of community engagement preceded a proposal put forth on October 1, 2007 and approved with modifications on April 30, 2008 by the City Council. Once passed, a special district goes into effect immediately. The money captured from the Memorial District special purpose district will be dependent upon transfer payments made by private developers, which cannot be predicted on a specific timeline. Once the funds are transferred, they can be utilized to implement the other priorities and elements of this plan.

Special District Designation: The studio recommends a special district to memorialize the Harlem African Burial Ground and the layered history of the district. The special district should extend from East 119th street to Park Avenue to the Harlem River. The Department of City Planning is the only agency that has jurisdiction to designate special districts. Therefore, the studio recommends that the Task Force lobby DCP in Phase 1. A special district fund could be instituted as soon as the special district zoning is passed. Payments to that fund would be made by developers within the district to fund the planning recommendations.

Understanding the definition of a “special district,” the associated zoning regulations, and the relevant zoning precedents will help the Task Force influence and communicate with DCP through the zoning process. The planning abilities of the Harlem CDC should be used to advise on the special district designation, and ensure the zoning text is written with the proper language to realize and enforce the district fund.

The nearest precedent of a special district is the Special 125th Street District, adopted on April 30, 2008. The goal of this district is to promote new mixed-use developments, preserve the historic scale and architectural features of the area, and provide economic development tools that strengthen and retain the historic entertainment uses of Harlem. This district also includes provisions to increase retail activity and provide development bonuses for including arts related uses – the first ever bonus of this type made in the City.⁶⁴ To manage the art related bonus, the zoning text established an Arts Advisory Council of local stakeholders, which is responsible for “reviewing and making recommendations concerning the Community Engagement Plans of proposed operators of visual or performing arts uses.”⁶⁵

[opposite page] Existing Zoning Districts
Map: Jonathan Joseph;
Source: NYC Department of City Planning



PLANNING RECOMMENDATIONS

[ECONOMIC]

Economic Development and Zoning (Continued)

A similar advisory function could be managed by the Task Force and appropriate stakeholders in reviewing bonuses granted within the Memorial Special District. Portions of this existing special district may overlap with the Memorial Special District, and a proper planning study of the potential interactions would be necessary.

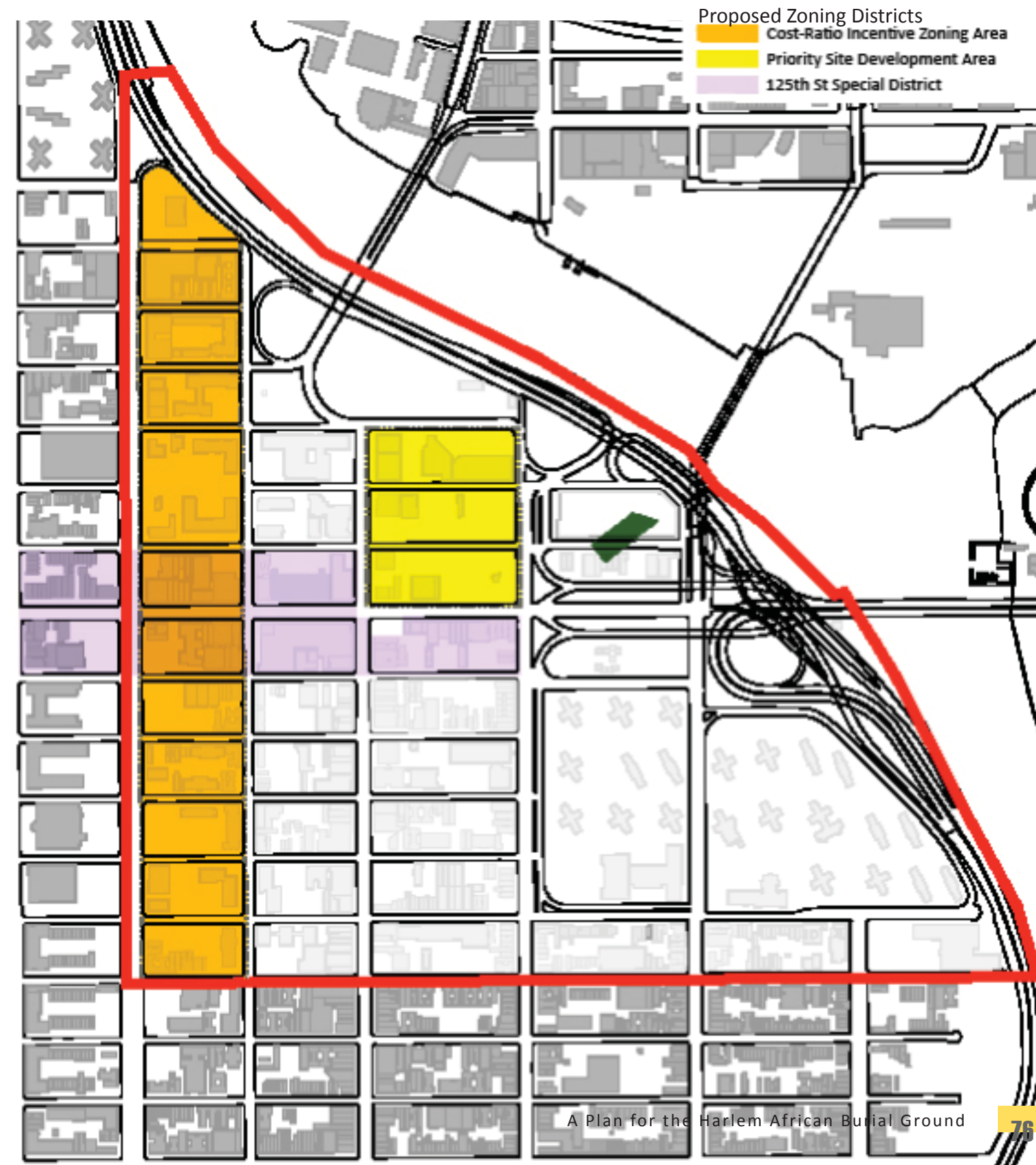
The Memorial Special District could also enforce contextual design guidelines in new developments or modifications of existing buildings or spaces. These urban design guidelines could be made to highlight historic elements and features included in the walking tour to preserve and reinstate the historic nature of the Village of Harlem.

Cost Ratio Incentive Zoning: The studio proposes that the Task Force lobby the DCP for a different type of incentive zoning within the special district.

“Incentive Zoning allows a developer to build a larger, higher-density project than would be permitted under existing zoning. In exchange, the developer provides something that is in the community’s interest that would not otherwise be required (e.g., open space, plazas, arcades, etc.). The common types of community benefits or amenities for which state and local governments have devised incentive programs are urban design, human services (including affordable housing), and transit access.”⁶⁶

This type of zoning allows additional development bonuses (floor area ratio or FAR bonuses) for developers that provide a certain number of affordable housing units or develop public and shared spaces. There are also geographically-specific incentive zoning projects in New York City, such as the Food Retail Expansion to Support Health (FRESH) program. FRESH allows developers to build additional square footage if they attract a grocery store to a neighborhood that is lacking in access to fresh and healthy foods.

[opposite page]: Proposed Zoning Districts
Map: Jonathan Joseph



PLANNING RECOMMENDATIONS

[ECONOMIC]

Economic Development and Zoning (Continued)

The studio proposes a cost-ratio incentive zoning for the district. A cost-ratio system provides development bonuses in exchange for a contribution that is relative to the bonus given. An example of a cost-ratio incentive zoning in New York City is the Hudson Yards Special District. Section 93-31 of the Zoning Resolution of the City of New York, describes the required contribution amount per square foot of additional floor area available through the District Improvement Fund Bonus in the Special Hudson Yards District. The studio proposes that a similar bonus be given in East Harlem.

The studio proposes that a developer should receive a capped, flat FAR bonus of 3.0 in exchange for \$10 per square foot. The studio believes that the \$100 per square foot bonus included in the Hudson Yards rezoning is unrealistic in East Harlem and would unequally favor large-scale development. The studio believes a \$10 per square foot bonus is something that small- and large-scale developers can both utilize. In New York City the average construction cost per square foot is approximately \$300 and the value for undeveloped land in East Harlem, based on the lot across the street from the depot (East 126th to East 127th Streets bounded by 2nd to 3rd Avenues; BBL: 1791/25) is approximately \$50 per square foot. An additional \$10 per bonus square foot is not expected to be a significant additional cost to developers. Despite increased costs, the additional FAR bonus may encourage development of underdeveloped and vacant lots.

The studio believes that the bonus FAR from the cost-ratio incentive program should permit development beyond the sky exposure plane. This means that the bonus square footage of development can exceed existing height regulations. However, the building would need to maintain setback requirements for the existing bulk regulations. Even in a mega-block development, this would only result in a maximum of four additional stories of development.

Cost-ratio incentive zoning would also change the environmental impact and potential build out of the MEC center. For this reason, a portion of the MEC site was analyzed as an example. An illustration of the what the building could look like is demonstrated on the next page, showing the maximum bulk allowable under the incentive zoning. The cost-ratio for this build out is also calculated to demonstrate the maximum capital captured with the incentive mechanism in place.

The studio proposes the cost-ratio incentive only apply to existing commercial and manufacturing zones. This will protect existing residential zoning from displacement. Targeting commercial and manufacturing zoning exclusively will help maintain the neighborhood's character.

[opposite page] Potential Development Site Example at 126th to 127th Streets/2nd to 3rd Avenues
Rendering: Zachary Campbell; Source: Google Earth



PLANNING RECOMMENDATIONS

[ECONOMIC]

Economic Development and Zoning (Continued)

The studio also recommends a special district fund be established to capture revenue from the cost-ratio incentive zoning. The fund should be managed by a nonprofit entity that would be responsible for affording budget priorities to develop the district plan. Budgetary priorities should reflect the goals expressed in this plan. The nonprofit entity should prioritize expenditures on the site and district. It would also be in charge of funding operations and overseeing the development projects.

For instance, if the Task Force decides to purchase the bus depot, the special district fund would need to capture enough money to meet the estimated value of the depot. The depot is currently valued at \$7,145,000. This would mean that the FAR bonus would have to generate 714,500 extra square feet of development to transfer enough money into the special district fund to buy the property. This amount of space equates to about two and a half city blocks.

While the studio proposes a 3.0 capped FAR bonus with the ability to break bulk regulations, which can be changed as the Task Force and DCP see fit. Payment for the incentive should also be flexible, as seen in the Hudson Yards Special District Fund bonus, which adjusts annually.

The illustration shows a potential development that allows the United Methodist Church to remain and shows the value capture if all of the other lots were

consolidated and utilized the maximum bonus for a new commercial development. A total of \$3,266,880 can be captured by this illustrative development (nearly half the required funds to purchase the bus depot which is valued at \$7,145,000). The blue shows two ground floors of mixed commercial/community facility, and the silver shows 5 floors of commercial use. This can be built as of right. The orange shows the three bonus floors, and the penthouse bonus floor, which can only be built by opting into the cost-ratio incentive.

Additional Resources Regarding Special District Zonings and Cost-Ratio Incentives:

Hudson Yards Precedent:

www.nyc.gov/html/dcp/pdf/hyards/zoning_text_011905.pdf

Seattle Planning Commission Description of Incentive Zonings:

http://www.seattle.gov/planningcommission/docs/SPC_IncZon.pdf

NY Times Bulk For Benefits Summary Article:

<http://www.nytimes.com/1989/07/23/realestate/the-bulk-for-benefits-deal-in-zoning.html?pagewanted=all&src=pm>

Market Network

As discussed later in the plan, the studio proposes an informal East Harlem market be created along the old footprint of the Lenape Trail, in conjunction with the memorial district and the memorial tour. The market would eventually connect to the proposed revitalization of La Marqueta Mile and to the African Burial Ground site. The informal market plays an important community development role that the plan seeks to achieve without the confines of formal permitting processes. The informal market would serve the East Harlem community; the vendors the market can attract could come from the surrounding community. Precedents for this new network of markets include the Union Square Art Vendors in Manhattan and Flatbush Caton Market in Brooklyn.^{67, 68}

The studio recommends the Task Force engage the community to encourage an informal network of markets as an initiative that can be enacted without the overbearing city laws that formal markets adhere to. La Marqueta Mile is an example of a formal market. The proposed informal market is based on 1st amendment vendor rights allowing the sale of newspapers, magazines, CD's, books and art and other goods on the street without a vending license.⁶⁹

The Task Force should create an educational campaign to engage the community and educate them of the project. This campaign should inform

PLANNING RECOMMENDATIONS

[ECONOMIC]

participants on the legalities of vending and of marketing the local project throughout the community and greater New York City. The location of the informal market is along the old Lenape trail. A potential starting point may be the intersection of Art Park, Sylvan Place and the Elmendorf Reformed Church.

The development of a successful market network would become a community asset and contribute to the revitalization of the new East Harlem. The informal market network will educate the community of grassroots initiatives they can work on immediately, it can offer economic opportunities for local artists, and it will provide more eyes on the street to address the safety concerns the community has expressed. Additional economic benefits from installing an informal market network is its potential contribution to a vibrant neighborhood and empowerment of the local community.

In the future, participating vendors should consider the creation of an independent organization managed by members of the market.

Suggested Partners include:

- Urban Justice Center Street Vendor Project.
Website: <http://www.streetvendor.org>
- Columbia University Spaces of Migration Class.
Website: http://www.spacesofmigration.org/?page_id=1128

PLANNING RECOMMENDATIONS

[PHYSICAL]

Bus Depot Relocation

Relocating the existing bus depot is ideal to enable the site to be restored and memorialized as sacred ground, reinforcing its significant historical and cultural context in the overall district plan. It will also allow for thorough archaeological exploration of the site. The removal of the existing bus depot will enhance physical access to and visibility of the Harlem African Burial Ground from within and outside of the East Harlem community. It also opens the site up and enhances connectivity of the memorial site to the future Harlem River Park and to the overall surrounding community.

Relocating the bus depot outside of the community and away from the Harlem African Burial Ground significantly increases the quality of life for residents of East Harlem. Reducing the amount of buses in the area will result in improved traffic calming and increased pedestrian safety. Currently, five out of the six MTA bus depots in the Borough of Manhattan are located across Harlem. Further, the New York State Department of Environmental Conservation identifies the community as a potential environmental justice area. Relocating the bus depot to a non-residential site outside of the community minimizes the social and environmental inequities currently present around the memorial site. As well, the removal of the bus depot will significantly reduce carbon dioxide emissions in the immediate area.

PLANNING RECOMMENDATIONS

[PHYSICAL]

Bus Depot Relocation (continued)

Three alternative sites were identified within Community Board 11 where the 126th Street Bus Depot can be relocated. The three sites have been evaluated and ranked:

Site	Location	Zoning	Approximate Square Footage	Rank
1) Randall’s Island	Under the RFK Toll Pass near the FDNY Training Academy - currently a bus loop/parking lot	N/A	Ample	1
2) Louis Cuvillier Park	Underneath on/off ramp for RFK Bridge between East 124th/125th Street and 1st Avenue/Harlem River Drive	Park/ Open Space	165,000 sf	2
3) Future Site of MEC Development	East 126th Street between 2nd Avenue/3rd Avenue	C6-3	95,000 sf	3

The studio promotes the space beneath the Robert F. Kennedy Bridge toll pass on Randall’s Island as most desirable among the three alternative sites. However, a feasibility and cost-benefit analysis would be required before moving the operations. The site is located in a non-residential area and is large enough to service citywide bus routes. It also allows the M15 select bus to be rerouted in order to terminate on Randall’s Island. This would permit increased access to Randall’s Island from other parts of the City.

As the MTA owns and operates the bus depot, the Harlem African Burial Ground Task Force needs to work directly with the MTA to address the relocation of the 126th Street Bus Depot. Specifically, the preferred relocation site on Randall’s Island lies underneath the MTA operated RFK Bridge. It is believed that the proposed site relocation on Randall’s Island is also owned by the MTA.

During Phase 1, the Harlem African Burial Ground Task Force should come to a final consensus with the MTA regarding a definitive bus depot relocation site. During Phase 2, the bus depot should be removed and thorough archaeological exploration

PLANNING RECOMMENDATIONS

[PHYSICAL]

Bus Depot Relocation (continued)

should be undertaken as promised by the MTA. By Phase 3, the site will be environmentally remediated and proper memorialization of the site can occur. Nevertheless, feasibility studies to be completed by transportation engineers will be needed to help facilitate this process.

The Harlem African Burial Ground Task Force may encounter some challenges and barriers pertaining to the relocation of the bus depot from its current location atop the Harlem African Burial Ground. They include opposition by the MTA and DOT, financial feasibility, physical feasibility and the longevity of the project.

Archaeological Exploration

The studio recommends the organization of an archaeological dig. The focus of the dig will be research oriented in an effort to accurately determine the extents of the burial ground and to definitively corroborate the presence of human and physical remains. The Task Force should continue to work with the MTA regarding its agreement to institute archaeological tests to be conducted prior to its proposed overhaul of the depot in 2015. The studio advises that the Task Force coordinate with the African Burial Ground in Lower Manhattan in an effort to pursue the same operations as it pertains to archaeological exploration of the Harlem African Burial Ground.

PLANNING RECOMMENDATIONS

[PHYSICAL]

Pedestrian Safety

Issues of pedestrian safety became apparent in the studio's initial district visits and subsequent discussions with the Task Force and community members. In particular, the area surrounding the bus depot is a safety concern. The need for increased pedestrian safety is evident. Many of the recommendations in the plan will lead to increased pedestrian traffic in the district, which will make pedestrian safety measures that much more important.

The primary recommendation for improving pedestrian safety is to advocate to the Department of Transportation (DOT) to ensure this happens. The DOT is responsible for improving the crosswalks at 2nd Avenue and other unsafe crossing near the depot. Additionally, accessing the future Harlem River Park and the Willis Avenue Bridge pedestrian walkway is extremely difficult due to the width of 2nd Avenue and the amount of traffic that pours out onto it from the bridges and highway. The Harlem African Burial Ground Task Force should work with other agencies in the city such as the Harlem Community Development Corporation (HCDC) to lobby the DOT to establish safer crossings near the 126th Street Bus Depot. The survey should also consider the implementation of curb cuts, sidewalk repairs, and other improvements wherever necessary. Pedestrian studies should also be coordinated with any other connectivity plans that are in process by the city, such as bike lanes and transit developments.

Advocacy for these activities should begin during Phase 1 of the process. Establishing a voice with both the MTA and the DOT could take time, thus the advocacy should start as soon as possible.

Waterfront Access

Linking the Harlem African Burial Ground Memorial District with the surrounding waterfront is a unique opportunity to integrate cohesive urban design and memorialization elements into the waterfront. This link will physically create access points into the future extension of Harlem River Park and strengthen the presence of the memorial by helping visitors identify their location within the memorial district. The studio recommends that the Task Force work with the Harlem River Park Task

PLANNING RECOMMENDATIONS

[PHYSICAL]

Waterfront Access (Continued)

Force to ensure the southern extension of the Harlem River Park development links with the memorial district walking tour. This will enlighten visitors about the history of East Harlem's waterfront and function as an interactive recreational space within the neighborhood.

Within the boundaries of the prospective memorial district, the waterfront development phase will undergo construction following the first three phases of the Harlem River Park construction. Before the development of this phase begins, the Task Force should partner with Harlem River Park (HRP) Task Force and begin familiarizing itself with the CB11 Parks and Recreation Committee. The Task Force members should learn what CB11 is currently working on and how the Task Force can earn support in making this connection. The earlier the HABG Task Force becomes affiliated with the HRP Task Force, the more time they have to work together to coordinate design elements and strengthen memorial district connections with the Southern Phase of HRP Development.

This relationship will also allow the Task Force to learn more about the timeline of the Southern Phase of Development which physically runs parallel to the boundaries of the memorial district. The Task Force should identify the key member groups and individuals within the HRP Task Force working to develop this phase of the project.

The studio recommends the HABG Task Force nominates a representative that is able to attend CB11 Parks and Recreation Committee meetings to ensure the presence and the voice of the HABG Task Force at committee meetings. As partnerships between the Task Force, HRP Task Force, and the CB11 committees strengthen, the Task Force should design an internship program for local urban planning and design students to begin shaping designs for entrances and connections from the memorial district into the Southern Phase of HRP. Providing a visual solution for the Task Force's interests will aid the Task Force in communicating ideas for physical connectivity, as well as aesthetically linking the burial ground and memorial district's cohesive signage and design themes with new waterfront development.

Natural connections linking the memorial district and the waterfront occur at Second Avenue North of East 127th Street and East 120th Street at Paladino Avenue. North of East 127th Street following the completion of the construction of the First Avenue off-ramp, pedestrians will be able to walk safely to the waterfront. An existing, elevated pedestrian crosswalk connects the intersection of East 120th Street and Paladino Avenue with the waterfront immediately east of FDR Drive. The Task Force should emphasize these points by bringing urban design elements from the memorial district into access points along the waterfront and the Southern Phase of development of HRP.

PLANNING RECOMMENDATIONS

[PHYSICAL]

Waterfront Access (continued)

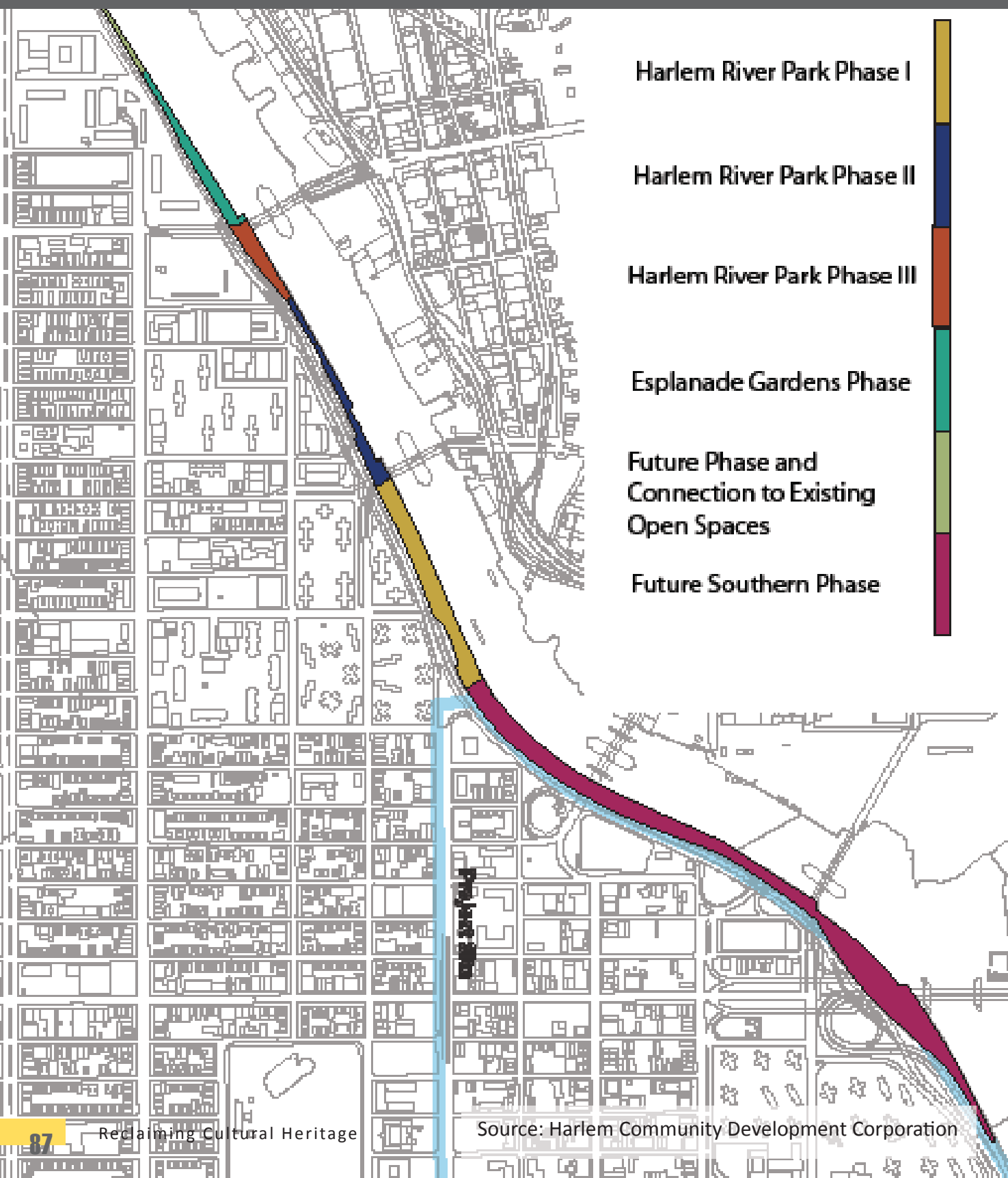
A challenge for connecting the waterfront with the memorial district and walking tour is the limited amount of space HRP's Southern Phase is able to work with since Harlem River Drive defines the western park boundary. Space limitations may decrease the opportunity for integrating design elements that signify the HABG memorial and memorial district and the East Harlem waterfront.

In addition, without proper development of the memorial and memorial district, there may not be sufficient justification for integrating memorial elements and the walking tour before HRP's Southern Phase plans have been made. Timely development of the memorial and memorial district is imperative; monitoring development of HRP is also important in understanding what work needs to be done and in time constraints.

The burial ground memorial, the memorial district, and the waterfront have the ability to bring great visibility to each other, linking a visual, physical, and functional connection from one destination to the other. Together, they provide East Harlem with an identifiable and interactive historic and cultural identity. Last, the studio believes this link will work to improve the aesthetic, security, and overall quality of life for those living, working and visiting the neighborhood. With more visitors coming in and out of the memorial district, there is the potential to stimulate new economic development and opportunities within the neighborhood. This will help open up the community to visitors traveling North or South along HRP. Users of the memorial district can learn about the same access points to the waterfront, while promoting both community assets simultaneously.

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Harlem River Park Phase I

Harlem River Park Phase II

Harlem River Park Phase III

Esplanade Gardens Phase

Future Phase and
Connection to Existing
Open Spaces

Future Southern Phase

Memorial District Walking Tour

The Task Force should design and implement a walking tour to highlight the historically and culturally significant buildings and spaces throughout the proposed memorial district. The Harlem African Burial Ground memorial district walking tour will be a central and defining component of the memorial district. Task Force members and community stakeholders should identify sites of cultural and historic significance throughout the district in addition to those that have already been identified by the studio and are discussed below. Engaged parties should then determine how each of those sites will be incorporated into the walking tour and what type of intervention is required at each site.

The studio recommends that the Task Force partner with the recommended public art program (discussed in the Community section of the plan), and other local artists in the district for the design and production of required art pieces. Drawing on the wealth of historical knowledge that already exists within the Task Force, as well as partnering with local historians, will allow the Task Force to develop a concise narrative. It will help area residents and visitors garner a deeper understanding of the important historic and cultural sites in the district. This narrative should then be developed into a cultural narrative podcast for each site and for the tour as a whole. Hard copies of the narrative should also be available at the East Harlem Public Library on East 125th Street for community

PLANNING RECOMMENDATIONS [PHYSICAL]

members who do not have access to the digital media required for the podcast. Both Safari 7⁷⁰ and the New York Times New York City Audio Walking Tour⁷¹ represent precedents that the Task Force can reference when constructing the walking tour podcast. The Safari 7, a self-guided tour of the urban ecology along the 7 train, was created by students at the Barnard and Columbia Colleges Architecture Program participating in an urban ecology seminar. The creation of the memorial district walking tour podcast and any additional further development of the walking tour recommendation itself represents an opportunity for the Task Force to again partner with a local university.

The inspiration for the memorial district walking tour came from the Boston Freedom Trail. The Freedom Trail is a trail that runs throughout the City of Boston, represented by either a red painted or inlaid brick line, and takes participants to important sites from the American Revolution and founding of the United States of America.⁷² The memorial district walking tour would provide a historic path for East Harlem, celebrating the area's cultural heritage from the Lenape to the present.

Phase 1 requires little to no physical intervention to develop the walking tour. Sites identified for Phase 1 already have cultural and historic significance in East Harlem. During Phase 1, the Task Force should

[opposite page] Map of Harlem River Park
Planned Waterfront Development.
Map: Marc Pearce

PLANNING RECOMMENDATIONS

[PHYSICAL]

Memorial District Walking Tour (Continued)

compile written and recorded materials to support that trail, possibly in partnership with another local university. In addition, the Task Force should advertise the walking tour and disseminate the tour podcast and written materials for public use.

Phase 2 of the walking tour will begin incorporating sites that are currently in the development stages or require physical intervention to signify and highlight the importance of that site. In addition, Phase 2 should include the creation of public art through the public art program, discussed in the Community section of the plan. This program will implement the design and installation of artistic pieces along the trail. Significant buildings should receive a mural or plaque. Sites that are significant to the history of Harlem but do not currently have a historical marker, such as the Lenape Trail along Second Avenue and the Wagner Houses should receive a 3-dimensional public art installation. As the walking tour expands, the Task Force should ensure that the written and recorded materials are updated to reflect the new route and added histories.

Phase 3 of the walking tour should continue expanding the promotion of the walking tour and incorporate partnerships with new developments in the area, such as the Harlem River Park and La Marqueta Mile.

The Task Force should partner with La Marqueta Mile, which can provide written and printed materials to

supplement the trail, a kiosk to rent materials to listen to the podcast, as well as a location for local artists to sell art related to the walking tour. The Harlem River Park should also be incorporated into the tour as a location to highlight the importance of the Harlem River in Manhattan's history. There are some points that fall directly on the water, such as the Dutch Boat Launch. The Harlem River Park also provides the opportunity to install additional pieces of public art that will commemorate and memorialize the district and the Harlem African Burial Ground.



[above, top to bottom]
African Burying Ground, Portsmouth, NH- Trail Marker;
Petition Line. Source: City of Portsmouth, NH

[opposite page]
Art Park, Sylvan Place. Photo: Jillian Puszykowski



PLANNING RECOMMENDATIONS

[PHYSICAL]

Walking Tour Guidelines

Priorities of the walking tour:

- Connecting the Harlem African Burial Ground with the rest of East Harlem and the old village center
- Incorporating local artists to create public art for each site throughout the district
- Partnering with community stakeholders to grow visibility and awareness of East Harlem's history
- Articulating a cohesive memorial district

Components of the walking tour:

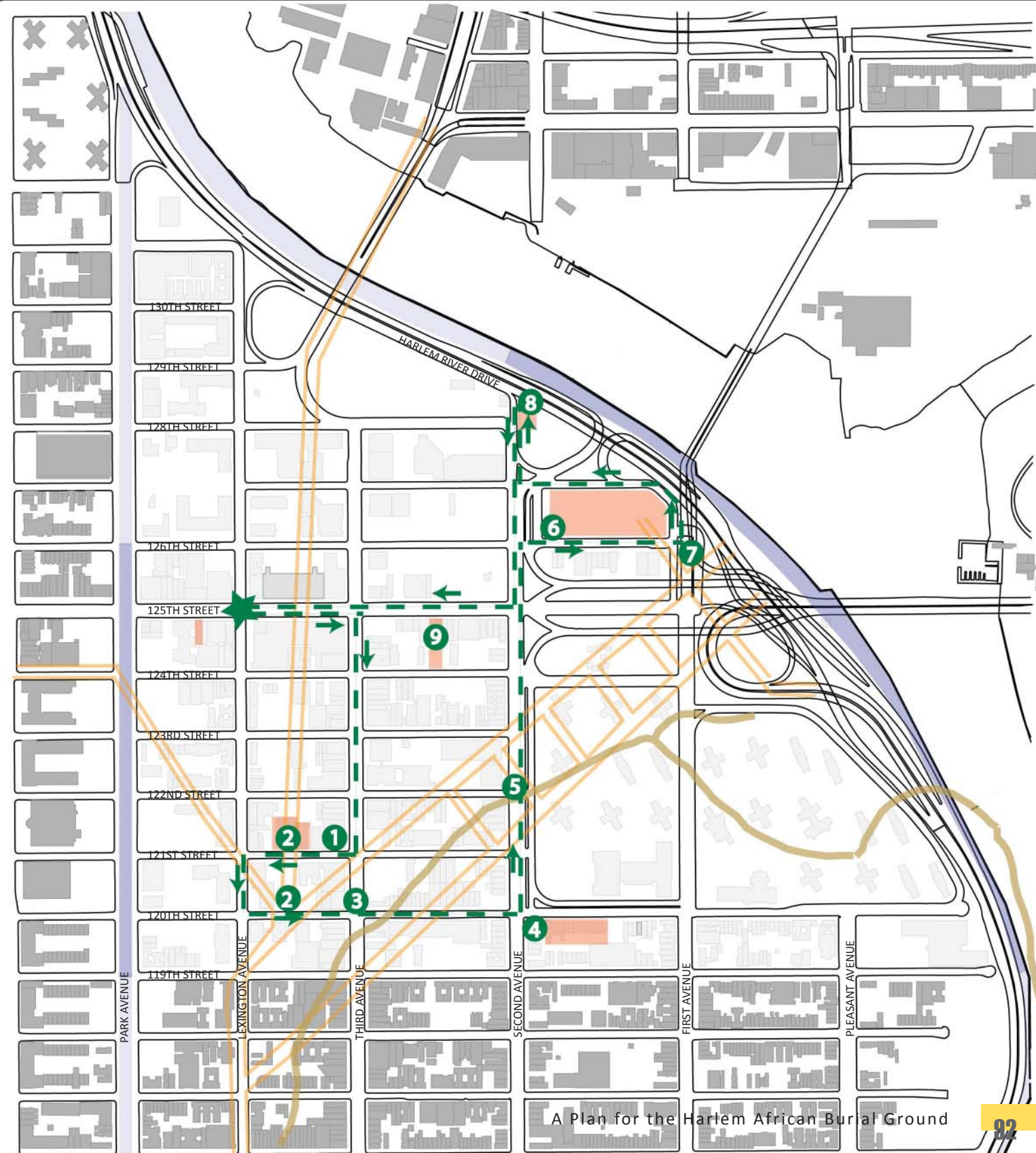
- Walking tour line:
 - Phase 1: No line or painted line
 - Phase 2: Painted line permanent brick line
 - Phase 3: Permanent brick path
 - Design of the line can be color coded to indicate different "chapters" in the tour, coordinated with the chapters of the podcast, or traditional African patterns or symbols
- Physical components:
 - Stylized street lamps throughout the length of the walking tour, in keeping with the urban design recommendations
 - Maintained sidewalks, with particular attention to issues of accessibility
 - Street furniture at regular intervals along the route for participants to rest
 - Healthier, fuller street trees and sidewalk greenery
 - Wayfinding signage throughout the tour that provides information both on the walking tour route and direct access to the memorial site

[right]

Freedom Trail, Boston

Source: TravelPod, <http://blog.travelpod.com/travel-photo/anniel/1/1246463872/freedom-trail.jpg/tpod.html>

[opposite page] Map of Phase 1 Walking Tour
Map: Erin Congdon



PLANNING RECOMMENDATIONS

[PHYSICAL]

Walking Tour Guidelines (continued)

Points along the walking Tour (Phase 1)

1. Old Haarlem Town Square, Elmendorf Reformed Church
2. Sylvan Place
3. Old Trolley Line on 3rd Avenue
4. 19th Century Brownstones
5. Lenape Trail*
6. Bus Depot
7. First and Second Locations of Low Dutch Reformed Church
8. Crack is Wack Park
9. 125th St. Library

Points along the walking Tour (Phase 2)

1. Fire House
2. La Marqueta Mile
3. Sylvan Place
4. Old Haarlem Town Square, Elmendorf Reformed Church
5. Old Trolley Line on 3rd Avenue
6. Intersection of New and Old Street Grid
7. 19th Century Brownstones
8. Lenape Trail*
9. Access to Waterfront and the River**
10. Boat Launch
11. Access Directly from Harlem River Park
12. First and Second Locations of Low Dutch Reformed Church
13. Bus Depot
14. Crack is Wack Park
15. 125th St. Library

* The Lenape Trail will be represented as the trail itself, with a physical path built into the ground. This new path will follow the old Lenape Trail as closely as it can through the Wagner Houses property. This trail will be represented by native plantings, reminiscent of the original Mannahatta ecosystem. The construction of this trail will be in partnership with other educational programs recommended as part of this plan, and will work with local schools to plant and maintain the trail.

** Access to the waterfront is currently possible by a footbridge at 120th Street. Access at 127th street is expected to be opened again in the future, when the construction of the Willis Ave Bridge and the RFK onramps are complete. Future development of the Harlem River Park may provide other access points to the waterfront. This map uses 120th and 127th streets as the main access points, as they are currently the only access points known of. The part of the trail that follows the river will partner with the Harlem River Park in the future, and will hopefully direct all HRP art in that section to be in support of the walking tour and the Harlem Cultural District.



[above] Brownstone buildings along Sylvan Place
Photo: Jillian Puszykowski

[page 95] Map of Phase 2 Walking Tour
Map: Erin Congdon

PLANNING RECOMMENDATIONS

[PHYSICAL]

Walking Tour Guidelines (Continued)

Other sites that are not visited here, but could be a part of the tour are:

- Langston Hughes' House (127th between Madison and 5th Ave)
- Jazz Museum (126th between Park and Lex)

The 2nd and 3rd Phases of the tour will incorporate markers for each site to indicate their cultural and historic significance, their inclusion in the walking tour, and wayfinding to direct visitors straight to the burial ground memorial, if they so choose. Those installations would apply to one of the following:

- On a site where there is an existing building, such as the 125th Street library or the 19th century brownstones along 120th Street, a mural could be painted or a plaque could be affixed to the building.
- On a site where there is nothing currently marking the significance of the location, such as the Lenape Trail, or the old location of the 3rd Avenue Trolley Line, a mural or three-dimensional intervention, such as benches, lighting, bike racks, or sculptures could be implemented.

The East Harlem Walking Tour will define a Memorial District and create connections between the East Harlem area and the historic village center of Nieuw Haarlem. It will also illuminate the full breadth of the neighborhood's history. This will be accomplished by commissioning local artists to create public art celebrating the history of each site along the tour. Physical connections will also be created with the waterfront and the future Harlem River Park and La Marqueta Mile developments.

The walking tour offers the opportunity for the Task Force to design the district, pulling together the many strands of East Harlem's rich cultural history into a single, visible narrative. It also addresses the elements of memorialization, visibility, economic development and urban design, by celebrating East Harlem's history in a manner that raises the profile of the neighborhood, educates residents and tourists, enlivens area streets, and provides new employment and business opportunities to local residents.

PLANNING RECOMMENDATIONS [PHYSICAL]

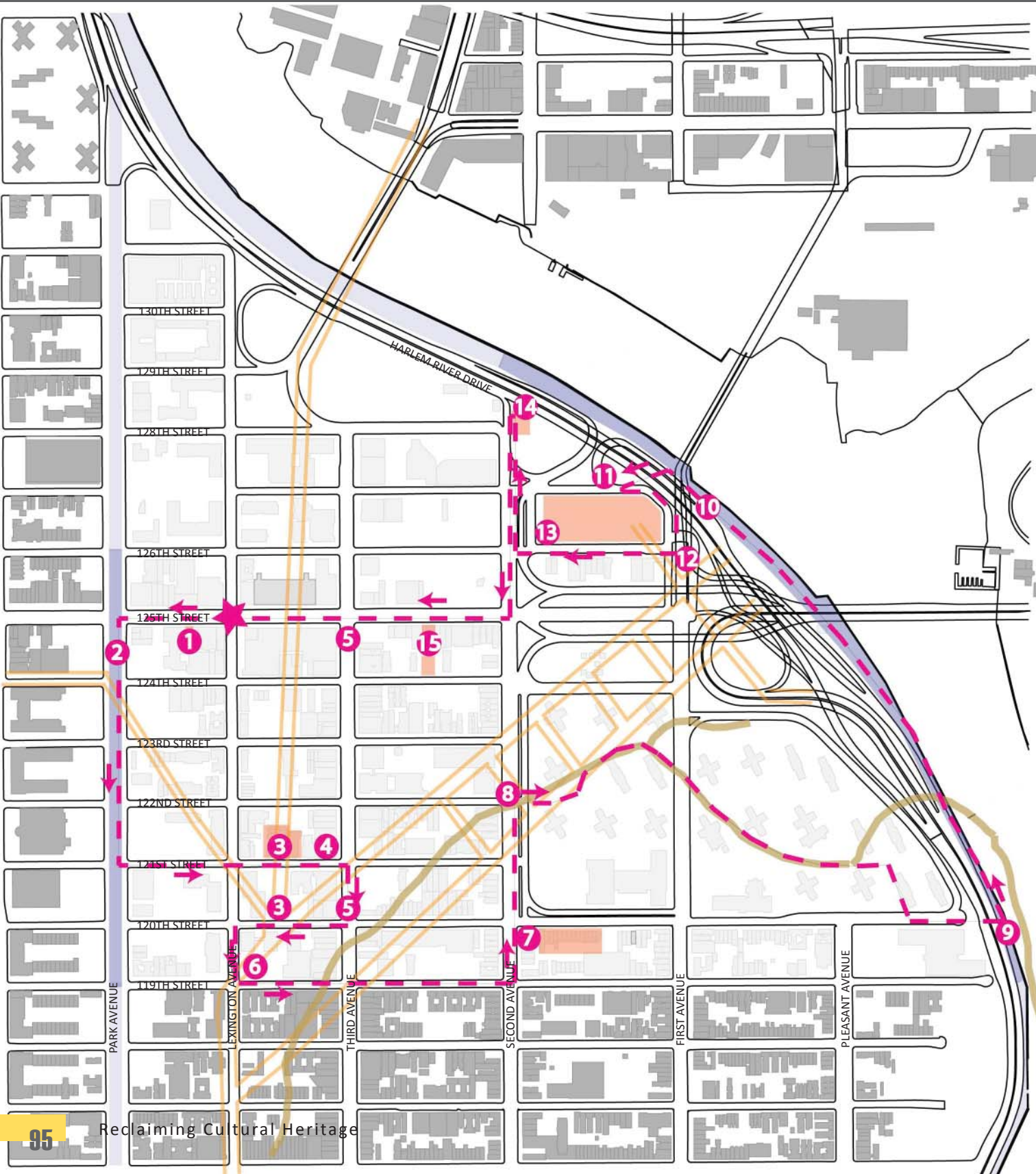
District Design Recommendations

To develop a distinctive identity that reflects and complements the historic presence of the Harlem African Burial Ground (HABG), the studio recommends that a number of design elements be integrated in and around the site. The HABG's present location can serve as a critical cultural hub by creating both a physical and visual connection to the waterfront, 125th Street and the Harlem community.

The studio recommends that a cohesive design standard be defined. This includes the implementation of distinct street signage, street beautification programs, and the incorporation of sustainability principles. These elements are significant in elevating the burial ground's presence and history while enhancing the surrounding community. It can also serve to strengthen the identity and sense of place of the site within the broader context of the memorial district.

Cohesive Signage and Lighting

The use of distinctive street signage and street co-naming would be most relevant on East 126th and East 127th Streets at 1st and 2nd Avenues. (For more details on how to propose co-naming street names, please refer to the Political Recommendations of this plan.) The Task Force should work with Community Board 11's Culture and Art Committee to produce street sign design concepts for the memorial district. In addition, the Task Force should present a referendum proposal to change street signs in the memorial district boundaries in partnership with Community Board 11 to a District 8 City Council Member. Cohesive signage for the memorial district, like in the Carnegie Hill Historic District and Ditmas Park Historic District will further emphasize the memorial district's significance and identity. With political



PLANNING RECOMMENDATIONS

[PHYSICAL]

Cohesive Signage and Lighting (continued)

support, the referendum can be used to lobby other city council members. The City Council's Committee on Transportation should be lobbied to support the referendum and present it to the floor for a final vote.

Lighting Recommendations

During the community visioning workshop, many people living in the neighborhood expressed that the lighting around the site is insufficient. The area around the bus depot is also considered unattractive and unsafe. The general lack of everyday activity within the site area intensifies a sense of abandonment and isolation. This damages the general image and visibility of the site.

The lack of lighting around the project site, from East 125th Street to East 128th Street between Lexington Avenue and 1st Avenue must be addressed, particularly in the first phase of development. The studio's general recommendation is to multiply the sources of public lighting by introducing a second type of lighting, closer to the ground and concentrated on the sidewalk, using a spectrum of

more pedestrian-friendly light at closer intervals. This additional lighting can be integrated in existing lamp posts by adding a second light source closer to the ground and directed inward toward pedestrians. Another option would be to add light sources along building facades.

Proper lighting in pedestrian corridors is a critical element to the design and safety of the overall neighborhood, and new lamp posts should have a distinct design reflecting the historical presence of the burial ground. As a way to introduce desirability and visibility to the site area in the early phases of development, a play on lighting through color and shape could be considered. The Task Force could host a competition for design ideas for the signage and light features that would indicate the designated boundaries of the memorial district. Criteria for the design competition could include historical relevance and green design standards.

[below] Streetscape panorama of
127th Street and 2nd Avenue
Photo: Jillian Puszykowski



PLANNING RECOMMENDATIONS

[PHYSICAL]

Street Beautification

The studio recommends beautifying main pedestrian and vehicular corridors like East 125th Street, East 126th Street, 2nd Avenue and 3rd Avenue. Street beautification can occur in phases and should focus on improving the condition of eroding sidewalks, bringing more street trees into the community, fixing broken street lights, and installing new light fixtures. Through these measures, the studio anticipates a profound effect on the safety and quality of life for residents and workers. Street beautification can also raise the value and visibility of community assets like the burial ground and Harlem Jazz Museum, attracting more visitors and enhancing their public profiles.

To incorporate more elements that may enhance street beautification, Community Board 11's 421-a plan proposes a sustained effort to have the City expand the tree planting program in East Harlem. The Task Force should combine efforts with CB11 and the 125th Street BID to increase tree planting in the neighborhood. The Parks and Recreation Committee, Public Outreach Taskforce, Health and Human Services Committee and the Board of Directors of the BID could also be approached in order to pledge support for this initiative.

In addition, Million Trees NYC is coordinated by the NYC Department of Parks and New York Restoration Project. Million Trees NYC⁷³ is a citywide, public-private program striving to plant one million trees throughout New York City. Combining community outreach plans from each of these programs will strengthen efforts towards bringing more street trees into the community.

After street trees are installed in public spaces, the Task Force should work with CB11's Parks and Recreation Committee and Million Trees NYC to devise a long-term maintenance plan. In collaboration with citywide programs and Community Board 11, the Task Force should identify existing community-based groups that can help outline logistics and assist in coordinating this effort.

Sidewalk improvements should also be a goal when considering street beautification. Improvements to sidewalks require coordination with DOT. The studio recommends that the Task Force partner with, and support outreach efforts made by the 125th Street BID and CB11 Public Safety Committee. This will expedite the restoration of faulty sidewalks and aid in improving the physical and aesthetic value of the streets within the community.



PLANNING RECOMMENDATIONS [PHYSICAL]

Sustainability

In keeping with the goals of PlaNYC, Mayor Bloomberg's plan for 2030, the studio recommends that sustainable urban design principals guide new development in East Harlem. The implementation of sustainable design principals would be a critical response to the community's environmental needs, while providing another opportunity for the HABG memorial district to improve the health and safety of its natural and built environment.

One local precedent for how to integrate sustainability principles into new development is the new Zone Green Text Amendment proposed by the City of New York. As of December 12, 2011 the Zone Green Text Amendment is undergoing a 60-day public review process. However, the way the plan addresses the incorporation of green building and sustainability-driven zoning laws is an example for how East Harlem could encourage this type of development. The Zone Green Text Amendment removes zoning restrictions for the future construction or retrofitting of green buildings. The studio recommends that the Task Force supports this amendment to strengthen sustainability measures in the community.⁷⁴

The studio encourages all design elements being sought by the Task Force complement the goals of the 125th Street Business Improvement District's (BID) Strategic Planning⁷⁵ document for physical and economic enhancement of the corridor. The studio recommends a partnership with the 125th Street BID. The Task Force should learn of initiatives existing in the immediate community and potentially develop new strategies for integrating or incentivizing sustainable development and design.

The Task Force should also facilitate a conversation with Community Board 11's Parks and Recreation Committee to learn of current efforts addressing sustainable design guidelines or to begin brainstorming ways to integrate sustainable urban design guidelines into new development within the memorial district. To develop recommendations, nonprofit organizations such as Project for Public Spaces⁷⁶ or the Design Trust for Public Space⁷⁷ should be involved in this process as consultants. These organizations work to bring parks and sustainability initiatives into New York's neighborhoods. Their consultation will be valuable in crafting proposals for integrating proper design guidelines.

[opposite] Triboro Plaza on East 125th Street between 1st and 2nd Avenues.
Photo: Jillian Puszykowski

PLANNING RECOMMENDATIONS

[PHYSICAL]

Design Concept Statement

The studio endeavored to tangibly memorialize those buried at the Harlem African Burial Ground. Three teams of students developed a distinct design concept for the memorial. Informed by the feedback from the participants of the October visioning workshop, the three alternatives are:

- A **Shared Use alternative**, which provides the opportunity for the MTA bus depot and the HABG memorial to coexist on the burial ground site
- An **Adaptive Reuse alternative** that removes the use as a bus depot and provides a memorial of the burial ground in the existing building after the MTA has transferred its operations
- An **Open Use alternative**, in which a memorial is conceived in a future situation that provides full access to the site following removal of the building.

The design descriptions on the following pages are meant to provide conceptual solutions that address the memorialization of the burial ground and ways to represent the rich culture and history of East Harlem. Ultimately, the creation of the memorial will require the involvement of professional designers, architects, engineers, and other parties to create a specific design for the memorial, as well as determine the cost and feasibility. These design alternatives are presented as concepts to help stakeholders envision a memorial that honors those buried at the Harlem African Burial Ground and activates the layered culture of East Harlem.

MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 1]

The Shared Use design, represented in Design Alternative 1 is based on a scenario in which the bus depot and memorial coexist on the burial ground site. In that case, there needs to be a way to memorialize the burial ground underneath the bus depot, without having access to the inside of the building, without removing any of the building, and without affecting the operations of the bus depot. This includes maintaining bus access to the depot, which in return means a greater risk to pedestrians than if the bus depot were moved. The main feature of this design is a rooftop garden on the bus depot. The Area Plan describes the memorial as the primary feature and defines its connectivity to other elements in the nearby area. The Area Plan also suggests potential locations for the placement of new art features in the immediate area, new housing for artists, increased green space, and a museum.

The roof of the depot itself will serve as the site for the memorial. It is shown in green to announce the garden aspect of the memorial. The memorial will also connect with other green spaces in the nearby area, such as the Harlem River Park and a secondary greenspace located on 125th Street between 1st and 2nd Avenues. The memorial green roof will be covered in greater detail in the Roof Plan. In this design the exterior of the depot, as shown in the bottom left, will

“I would not want to tear down the bus depot; the fact you have a burial ground site, and an industrial building on top, and what its used for.. and now that temple that once housed trolleys and now buses... leave it as a marker of what was there, and what industrially what was put there. It was built there for a reason.”

-Richard Toussaint, community member



[top to bottom] Street view at 126th Street and 2nd Avenue; Rendering of same corner.
Photo: Jonathan Joseph; Rendering: Alex Hanson and Erin Congdon.

MEMORIAL DESIGN RECOMMENDATIONS [DESIGN ALTERNATIVE 1]

also be a part of the memorial. The exterior will receive a mural of historic and cultural significance depicting the early settlement of Nieuw Haarlem or another design that the Task Force deems appropriate to commemorate the site. The area surrounding the bus depot will also receive other beautifications, including native tree plantings and old-time street lamps to commemorate the historic value of the site. The exterior of the bus depot will also be decorated with Kente symbols along the cornice of the building. African symbols will also wrap around the chimney and markings will be placed in the sidewalk crossings approaching the memorial.

The Area Plan also defines other green and open space improvements surrounding the depot. The triangular patch of land to the North of the depot along 127th Street between 1st and 2nd Avenues will be turned into a green contemplative space and will provide direct access to and from the Harlem River Park. To improve this connection, Design Team 1 recommends protected at-grade crossing from the bus depot to this space and the Harlem River Park. This connection is a major point in which this design connects with the walking tour discussed earlier in the plan. Harlem River Park provides a section of the tour dedicated to the history of the waterfront and local artwork representing Manhattan's early culture. The tour connects directly back to 127th Street between 1st and 2nd Avenue, where access to the roof garden is located.

Another site to receive green space improvements is the stretch of 125th Street between 1st and 2nd Avenues. This area will be planted with native species and also receive sculptures and public works of art that are connected to Harlem's history. These sculptures will include sculptures of native fauna such as coyotes and wolves, to give a clear depiction of the past ecology of Harlem.

The creation of this garden will require the demapping of 125th Street between 1st and 2nd Avenues. Based on the studio's observations, this block is not heavily utilized for street traffic, though a traffic study would need to be conducted to confirm this prior to the demapping. Additional traffic and transit adjustments would need to be made to accommodate this recommendation, including rerouting the BX15 bus over the Willis Ave Bridge from 1st Avenue by way of 124th Street

MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 1]

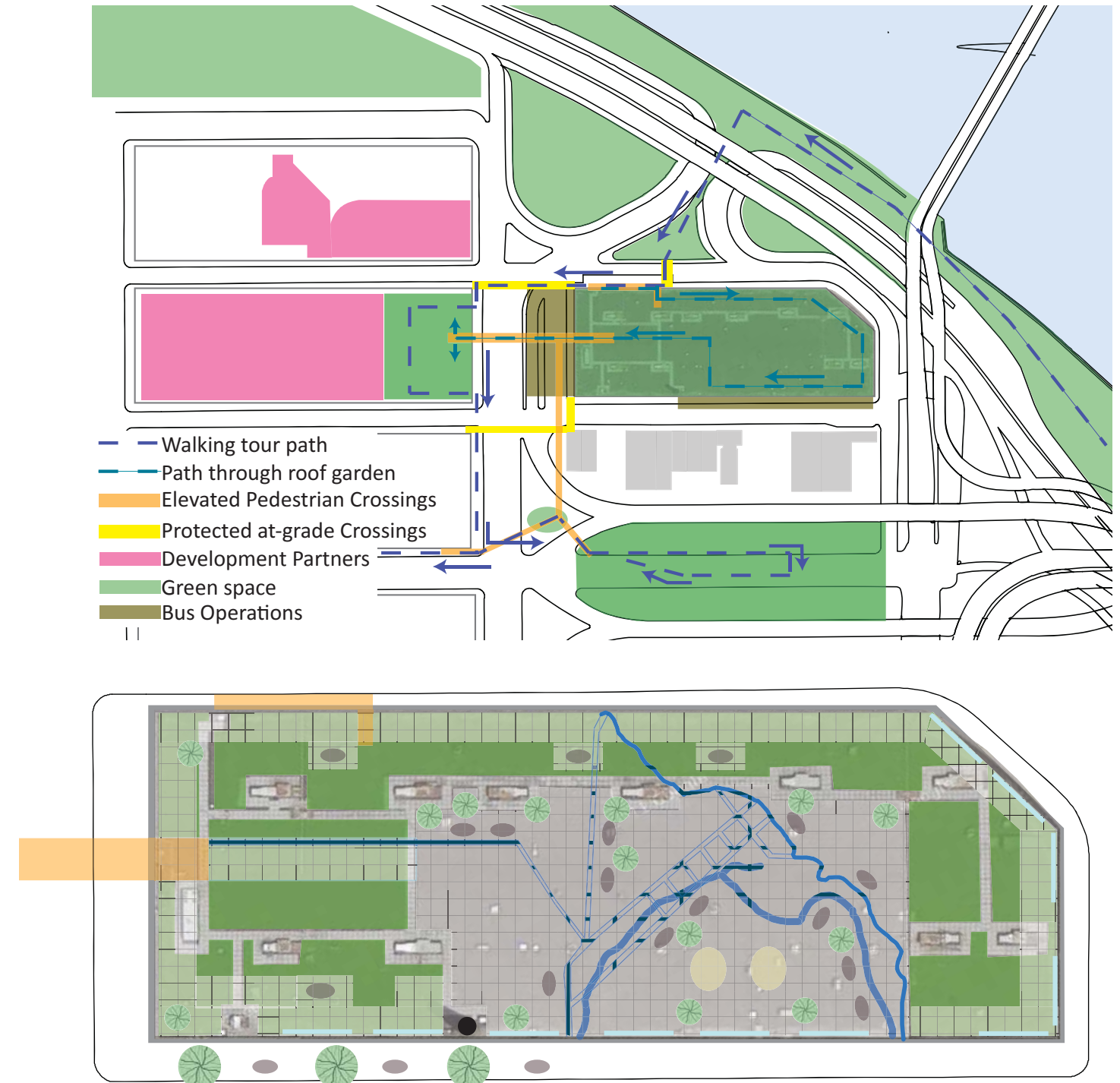
and changing 124th Street to West to East traffic. This alteration would bring 124th Street, between 1st and 2nd Avenues, in line with the rest of 124th Street, which presently changes directions at 2nd Avenue. Any other vehicular traffic that uses 125th Street between 1st and 2nd Avenues could use that same path to access both the Willis Ave Bridge and the Harlem River Drive, which can now be accessed from 125th Street and 1st Avenue. There are no other outlets to the eastern end of 125th Street.

The areas surrounding the bus depot are also a part of the site design. The car dealership facility between 127th and 128th Streets and 2nd and 3rd Avenues shall be rezoned and repurposed to make live/work spaces for artists. As art is a central concept to the memorialization and the district, we believe it is important to create a space for artists to work locally. Art is not only significant to the memorial and district concepts, but is a significant piece of the history of Harlem. By maintaining space for artists in the area, that living history can be preserved. The artists spaces will support many of the recommendations made earlier regarding the public art program, economic development, and visibility of the district. With this development, local artists will be able to stay local, and continue to create art to commemorate Harlem's history and memorialize its culture.

The block across the street from the depot, between 126th and 127th streets and 2nd and 3rd Avenues is a space that is prime for development

The development should maintain the existence of the Metropolitan Community United Methodists Church on the block. This development could be commercial, residential, or a mixed-use development. If residential, it should take into consideration the need for affordable housing in the area, and take advantage of bonuses and tax incentives for low-income housing developments. Furthermore, we propose that the development take advantage of FAR bonuses for community facilities by placing an approximately 60,000 square foot museum on the eastern end of the site. The museum will serve as a place to commemorate the history of the burial site and East Harlem as well as a place to cultivate knowledge and understanding of the many cultural histories in the area. In addition to the burial ground site itself, the museum will be a second major point at which this memorial will connect with the walking tour. The exterior should be made of glass so the walking tour path can continue through the museum, and be seen from the exterior. The roof garden on the bus depot will tie directly into the path, as will the museum. Included in the design will be a footbridge connecting the museum to the roof garden. This would allow access control to the roof, as well as a safe crossing over 2nd Avenue. The bridge could have multiple outlet points along 2nd Avenue as well as to the Bus Depot rooftop. On top of establishing this footbridge over 2nd avenue, Design Team 1 also recommends protected at-grade crossings on 2nd Avenue at 126th Street and 127th Street.

[opposite page, top to bottom]
Area Plan; Roof Garden Plan
Plans: Erin Congdon



MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 1]

HABG Memorial Garden Design Concept

The HABG Memorial Garden Design Concept depicts the layout of the proposed roof garden on the bus depot. This layout elaborates upon the proposed roof garden, as shown in the Area Plan. It illustrates how specific features should be built into the rooftop of the existing bus depot to create a rooftop garden that serves as a memorial to the African Burial Ground below.

Access to the roof garden can occur from two locations. A bridge to the West should extend across 2nd Avenue to the proposed museum across the street. The design also includes an access point from 127th Street, designed to include an elevator or other ADA compliant lift. The importance of these two access points is that they do not interfere or compete with the access and operations of the depot, and therefore should not be seen as a hindrance to the MTA. Both of these access points tie the rooftop memorial into the walking tour as well.

One of the main features of the memorial garden is the miniaturized map of the 1670 street grid, Lenape trail and Harlem River line. These features are represented by a shallow, narrow reflecting pool that follows the streets, the trail, and the river line. Each of these three features will be its own path of water, and will have a different material or color treatment to differentiate each. The current street grid will be represented by a thin stripe of plantings. This allows the current street grid to be seen in the garden, giving visitors a sense of the relations between the Dutch and contemporary street grids. The memorial garden will also feature miniature shell mounds, representing the historic Lenape burial practices which may have occurred in the area. These various features of the memorial garden offer an opportunity for shared use of the site that still enables to memorialization of those buried, while also commemorating the many layers of East Harlem's rich history.

MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 2]

In the Adaptive Reuse Design Alternative, the existing building remains on the site but its function as a bus depot is removed. The building can be used to memorialize the Harlem African Burial Ground. The adaptive reuse design concept creates a living memorial to educate visitors about the layered history of East Harlem and engage the community in existing cultures and the production of living history. The design team proposes the Harlem Cultural Exchange (HCE) in the shell of the building, a center that offers space for memorialization, cultural engagement, and community and nonprofit development. Harlem has a vibrant history with roots in multiple cultures. This design represents a living memorial to the slaves who built the neighborhood's foundations through memory and active community services that will enrich the future of Harlem.

The primary component of HCE is an underground memorial developed to pay tribute to colonial Africans and to educate visitors about the many cultural groups associated with East Harlem over four centuries. The building is the central node and place of reflection dedicated to the burial ground beneath. The memorial is planned to be located underground, beneath the building. The design team intends to bring visitors below the ground plane to an in-between space where the present and the past can be brought closer together. The underground memorial is a place for visitors to reflect in the solitude and serenity of this sacred

space. Structurally, the memorial eastern edge would parallel the documented boundaries of the burial ground.

Upon arrival, visitors descend a ramp lined with a permanent exhibition featuring information about East Harlem's cultural history. Names of those buried will be on display along the diagonal wall. If appropriate after further exploration, a portion of the archaeological excavation may be visible through this wall. The memorial is planned to occupy approximately 30,000 square feet of subterranean space to host school groups, special installations (either permanent or rotating), and prayer services within the facility. Staging space, at least half the size allotted for the public area, will be necessary for maintaining the memorial and the exhibition.

The existing bus depot smokestack is the central visual element for HCE and the memorial. An arrow wrapping around the smokestack will point to the original founding area of Nieuw Haarlem. Information about the founding and the distance from the arrow will be labeled at the base of the smokestack on the roof and on signs inside the building that align with that iconic building feature.

MEMORIAL DESIGN RECOMMENDATIONS

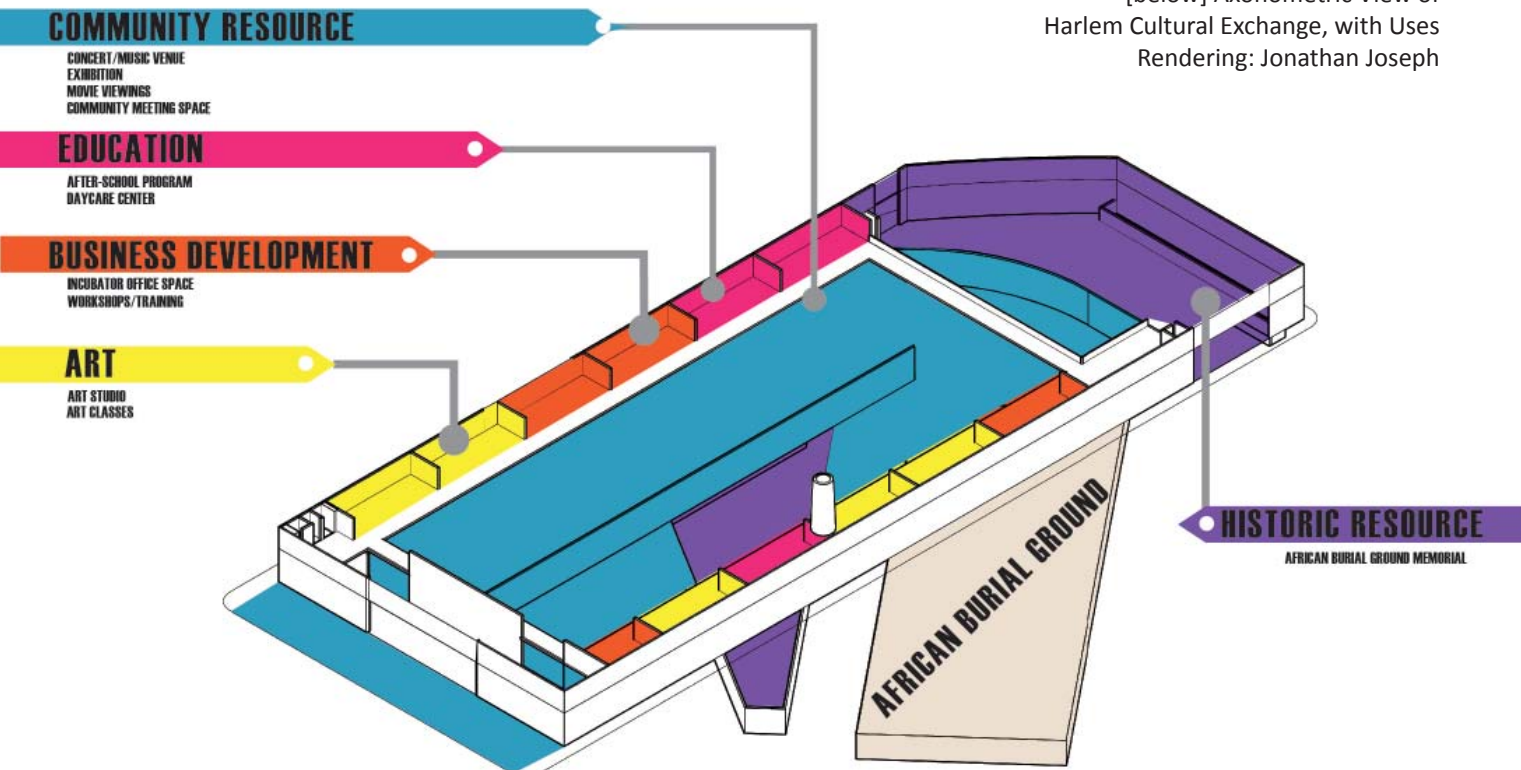
[DESIGN ALTERNATIVE 2]

The memorial is conceived to function separately from the rest of the above ground space in the building. The premises for HCE program are flexibility and cultural engagement. An interior wall dividing the memorial lobby from the Exchange Center will serve as the Living Culture Wall, a place where resident artists can organize projects or ongoing activities that engage visitors with HCE and enable them to leave their mark on the wall. Exhibits of this grand 15-foot-tall and 150-foot-long canvas will continuously cycle according to the vision of the artists, visitors, students, and community members who participate in the projects for the wall.

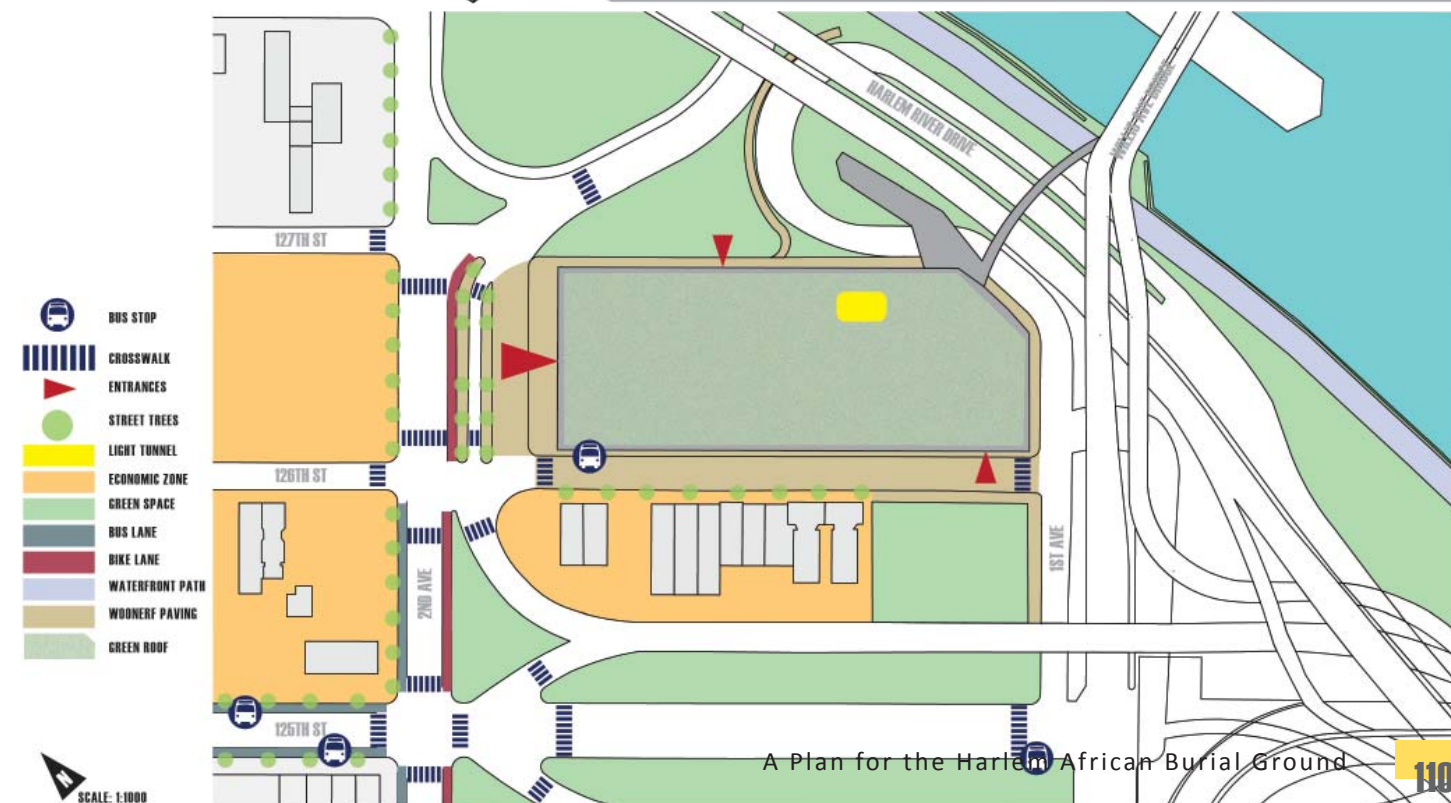
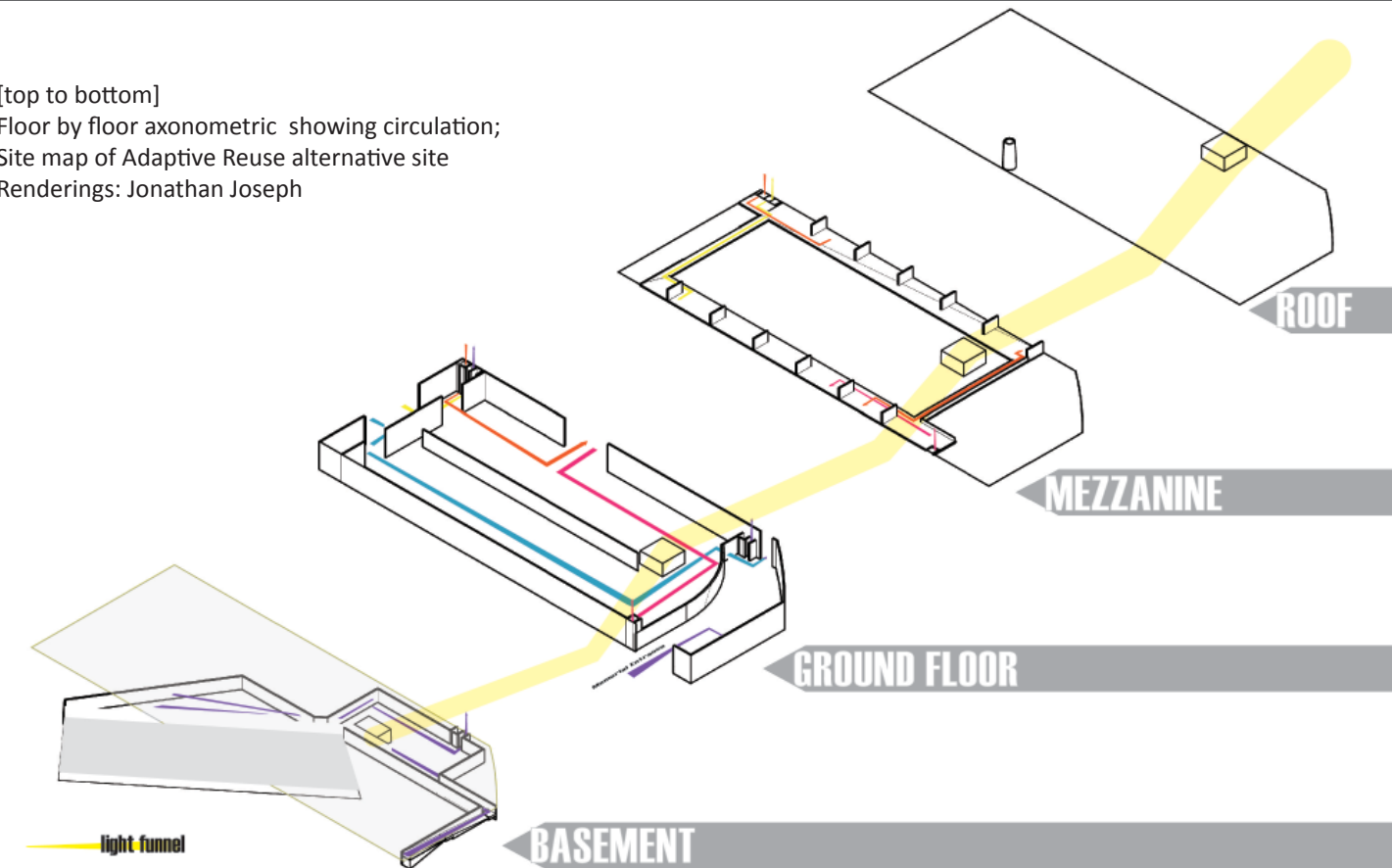
Beyond the Living Culture Wall, the ground floor contains flexible cultural, performance, and art production spaces. These uses are separated by flexible walls on tracks that can be reconfigured according to each space, use, and audience.

Nonprofit incubator space will be incorporated on a newly constructed mezzanine, open to the ground floor. Residents of the incubator will receive technical support, training opportunities, and the benefit of sharing resources that reduce the upfront costs of running an organization. The future managing entity of the Exchange can set the criteria for admission to the incubator and

[below] Axonometric View of Harlem Cultural Exchange, with Uses
Rendering: Jonathan Joseph



[top to bottom]
Floor by floor axonometric showing circulation;
Site map of Adaptive Reuse alternative site
Renderings: Jonathan Joseph



MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 2]

may consider giving preference to organizations dedicated to local education, preservation, the arts, or colonial Africans.

While the memorial lies beneath the active spaces of HCE, its function and the history it commemorates are the focus of the internal organization of the space. A light funnel created by removing a piece of opaque roofing material will point directly from the sun in the east to the location of the burial ground. This line of light will run through the building on an angle from the northwest corner of the roof. The beam will illuminate the Living Culture Wall, other interior spaces, and part of the memorial where light is permitted to pass from the floor above. As visitors to the HCE and burial ground memorial experience varying times of day and seasons, so will the memorial be exposed to the variations of each hour and day as energy, literally from the sun, is ushered into the underground space. An installation that can respond to changing sun angles could give the memorial a dynamism that encourages future visits.

The cultural exchange is conceived to extend beyond the walls of the depot building to symbolize the western corner of the burial ground beneath East 126th Street. These interventions have the benefit of memorializing the hidden history at all hours. Green space to the north will be programmed as main outdoor space for events and sculptural installations. The memorial park on

the southeast corner of East 126th Street and 1st Avenue is meant to provide a passive space for visitors to reflect upon the presence of the burial ground.

East 127th Street between 1st and 2nd Avenues has been converted to pedestrian-oriented green space. Safer crosswalks and changes to the landscaping will improve the approach to the waterfront at East 127th Street from the north entrance to HCE. The garden will be available for exclusive events organized by residents of HCE and rental clients. The space will be open to the public at all other times. Activity in the northern garden differs from the contemplative environment orchestrated in the south garden, yet both commemorate and celebrate cultural legacies in East Harlem.

“I am what you see, because of what came before me.”

*- Frances Mastrotta,
community member*



[above] Perspective view of the farmers' market along 2nd Avenue entrance of Adaptively Reused bus depot
Rendering: Jonathan Joseph

MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 2]

Changes to the facade of the building will highlight the three major points of egress into the cultural exchange building:

1. Second Avenue between East 126th and 127th Streets
2. Memorial gate at East 126th Street west of 1st Avenue
3. East 127th Street between 1st and 2nd Avenues

Entrances are placed at locations of existing garages to reduce unnecessary construction needed to convert the building for new uses. Selection of these doors was based on anticipated circulation flows between programs within the space.

A market is proposed along 2nd Avenue, to draw regular activity to the new cultural exchange building. Garage bays on either side of the building entrance can support vendor stands and supply storage within the building. The unusually wide sidewalk on 2nd Avenue can support a market function as is or could be widened by reclaiming one lane from the 2nd Avenue side lanes now used to access the Harlem River Drive and for storing buses. The market is central to a network of markets developed along the historic path proposed in the Economic Development chapter. Potential links to the market and nonprofit incubator with La Marqueta Mile are plentiful.

Access to the site will need to be improved for the space to be activated daily and to attract new visitors from outside the neighborhood. At each of the three entrances, approaches to the building will be made safer and more direct. Pedestrian safety would be improved by limiting vehicular access immediately around the site. East 126th and East 127th Streets between 1st and 2nd Avenues would primarily be pedestrian thoroughfares, though a bus drop-off would allow partial access on East 126th Street.

An interactive green roof providing flexible space for programming will sit on top of HCE. Major elements include interactive green roof and community garden space in a space designed to reflect East Harlem’s layered history.

The green roof will feature a public connection to the Willis Avenue Bridge and a pedestrian ramp linking the ground level and the roof of the building. The pedestrian ramp ascending from the park area will create an acoustic barrier for the contemplative park space, physically separating heavy street noise coming from the Harlem River Drive and the Willis Avenue Bridge. This design also includes a physical connection between the roof of the bus depot to the currently under-construction pedestrian walkway on the Willis Avenue Bridge. This path would build a direct linkage from the waterfront in the South Bronx to HCE and its proposed park space in Harlem.

MEMORIAL DESIGN RECOMMENDATIONS

[DESIGN ALTERNATIVE 2]

The waterfront is an important natural feature connected to HCE. Converting East 127th Street to a pedestrian-oriented green space will create a safe pathway beneath Harlem Drive from HCE to the waterfront. This access point will be critical to revitalizing the waterfront once the Harlem River Park Extension is complete.

The HCE will enhance visibility of the burial ground from the Bronx, Randall’s Island, and along the waterfront. Promoting a wide-range of building programs and uses, the HCE is an important space for local and citywide community-based organizations, nonprofits, and start-ups. Encasing a mix of building uses, the HCE will enliven this corner of the memorial district, developing a new focal point for East Harlem and greater New York City.

Each facet of HCE will bring its history to life, highlighting myriad layers of East Harlem’s history that comprise a cultural identity community members can take pride in. The Harlem Cultural Exchange will be an invaluable community asset that brings an assortment of users into the neighborhood, activates and enlivens a typically underutilized corner of Harlem, and commemorates those interned in the Harlem African Burial Ground to ensure that they and their contributions to East Harlem are never forgotten.

MEMORIAL DESIGN RECOMMENDATIONS [DESIGN ALTERNATIVE 2]



[above] Perspective view of the greenway rising from street
to roof of bus depot
Rendering: Jim Diego

MEMORIAL DESIGN RECOMMENDATIONS [DESIGN ALTERNATIVE 3]

Fawohodie: Reclaiming Sacred Ground

The primary goal of this design alternative is meant to memorialize and pay respect to those buried under the 126th Street Bus Depot. The design name – FAWOHODIE – is a West African symbol meaning independence, freedom, and emancipation. It comes from the parable, with freedom comes responsibility.⁷⁸ The purpose of this design is to reinstate our moral responsibility to free those who are not free, and to honor those whose freedoms in life were never secure.

This alternative supports a vision of the Task Force to remove the bus depot to reclaim the area as a memorial site. The design concepts expand from the site to create a historic district that celebrates the cultural heritages of East Harlem, dating back to pre-colonial times when the Lenape named this island Mannahatta. Current social issues in East Harlem are then addressed through economic, political, and educational interventions that are offered where this design connects to planning recommendations elsewhere in the plan.

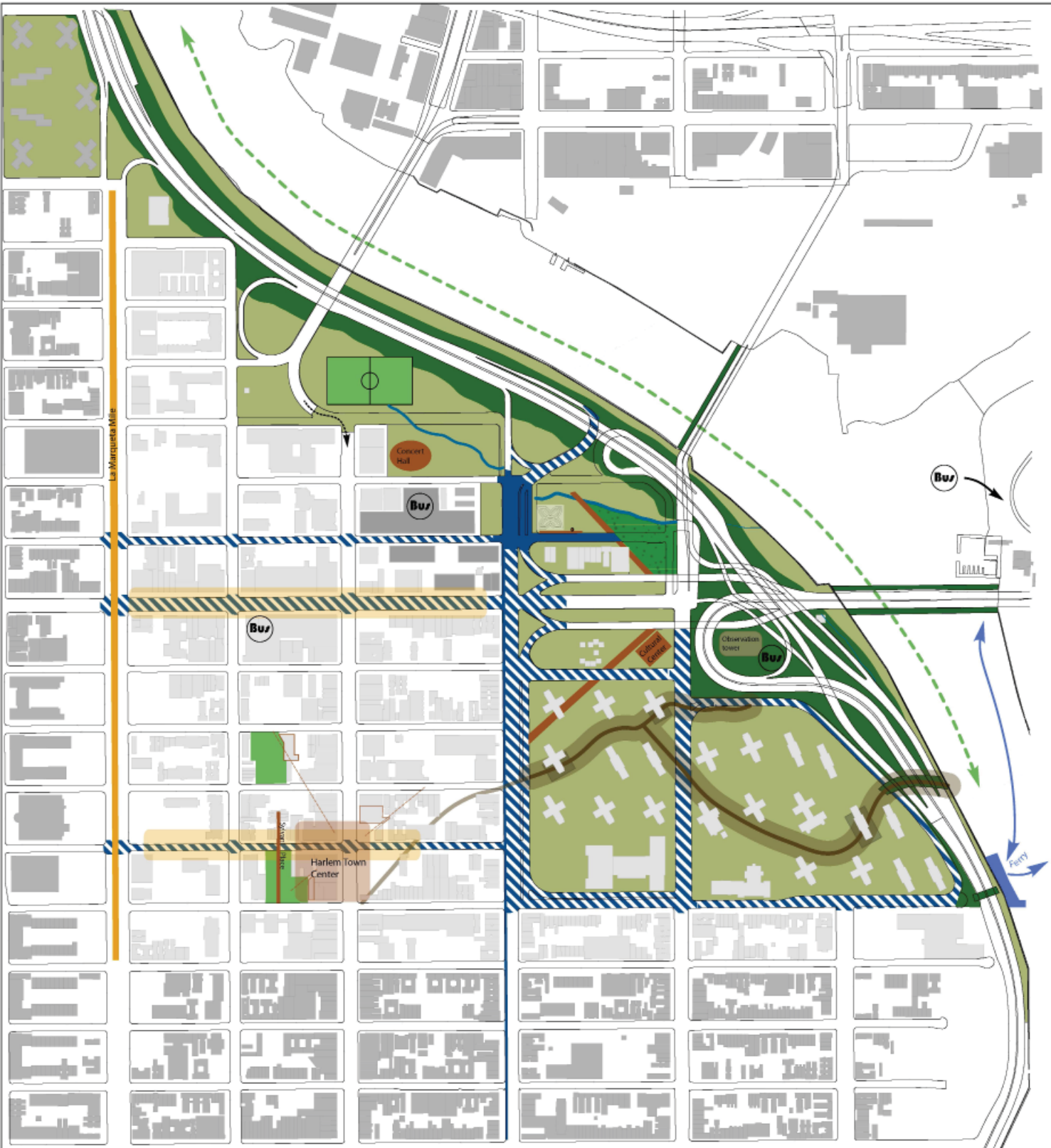
Design Elements

The physical process of reclaiming the burial ground creates opportunities that will reveal each historic layer of East Harlem dating back to Mannahatta. The burial ground rests in one of a few areas of Manhattan where each layer can be accessed without disturbing substantial amounts of the built environment. Many of the parcels recovered in the design are city owned and of similar uses. Exposing each historic layer will allow them to be studied and woven back into our cultural heritage as a city of great diversity.

The new memorial site will serve as an educational asset to the village of Harlem and will support design elements the community deemed necessary throughout the planning process. The three new buildings highlighted in white in the renderings on the preceding page, represent a Memorial Center, an Educational and Cultural Center, and a Performing Arts and Concert Hall. The specific uses of these new structures will be programmed by the Task Force through future community outreach and visioning exercises to keep the community engaged in this important effort.

Before any structures are built, the layers under the bus depot will be carefully studied during a phase of archaeological exploration. This process will identify those buried, as well as reveal a historical narrative that can be expressed in the programming of each building. The rendered image on the preceding page – Site Plan 1 - depicts a memorial building at the western end of the site, adjacent to the presumed extents of the burial ground. The memorial building is built in the shape of the symbol FAWOHODIE. The memorial site and burial ground would be rebuilt to depict a recreation of how the Mannahatta ecosystem may have looked at the site as the Dutch built their first streets through this area of Manhattan.

On the site, the southern wall and smokestack of the bus depot will remain in a state of preserved deconstruction. They are meant as a symbol of the struggle to remember those buried below this once massive structure, and of the moments in history where the responsibility to honor our ancestors was not met.



MEMORIAL DESIGN RECOMMENDATIONS

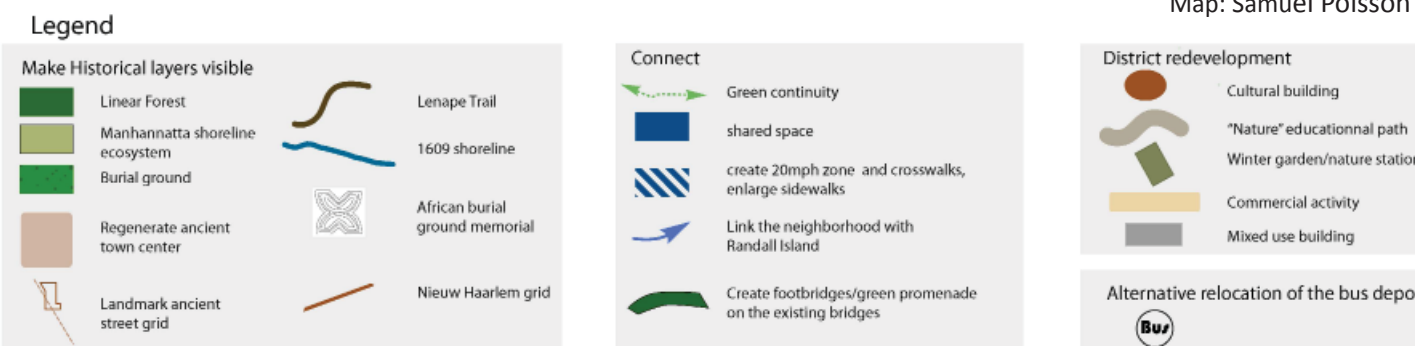
[DESIGN ALTERNATIVE 3]

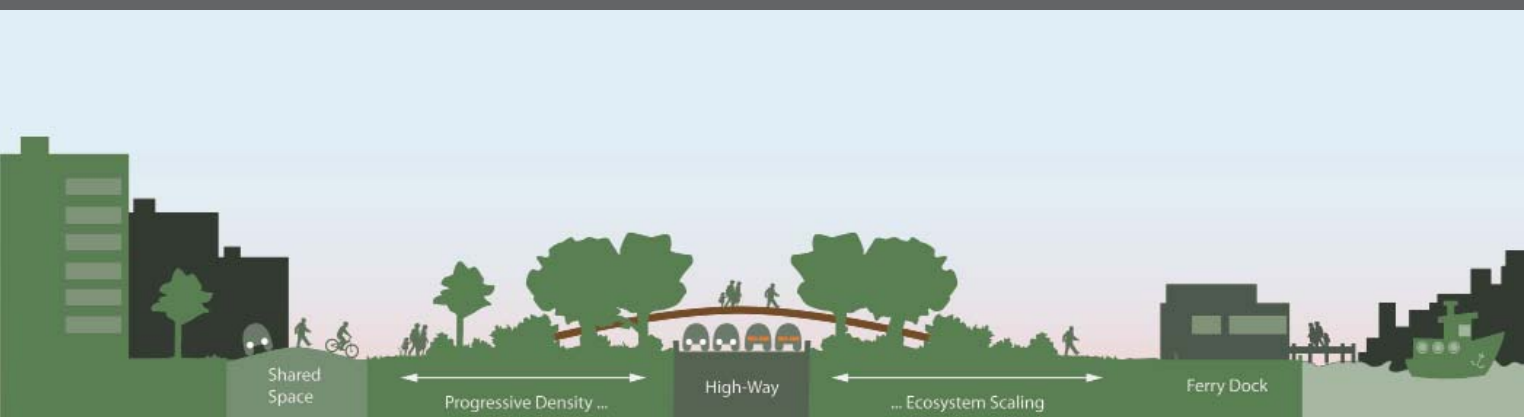
The district plan map on the preceding page depicts elements of the memorial site as it extends into the district and merges with other layers of East Harlem. Three alternative bus depot sites are offered to the MTA – three within East Harlem on nearby sites, and a preferred location under the RFK Bridge toll pass on Randall’s Island. Further analysis of these alternatives is located in the planning recommendations section. A fourth site is offered in this plan – a mixed use intermodal transit center at the Pathmark site that would connect subways, buses, shoppers and residents at East 125th Street and Lexington Avenue.

The pedestrian scale of the site design covers a large portion of the district including 16 city blocks that provide diverse and ample spaces to celebrate the cultural heritage that the city was built on. The original Nieuw Haarlem street grid is rebuilt and extends from the memorial site, connecting the Lenape Trail and historic growth of Harlem through its modern layers. The Mannahatta forest and ecosystem is recreated through a major expansion of parkland in the area. The park system extends from the Harlem River Park through the Wagner Houses and to the East River Esplanade. Cutting through this forest is the recreated 1609 East River bank, which the Nieuw Haarlem and Village of Harlem street grids were built against.

“One’s heart is nearer to God in a garden.”
-Frances Mastrota, community member

[opposite page and below]
 District Map and Legend for Design Alternative 3
 Map: Samuël Poisson



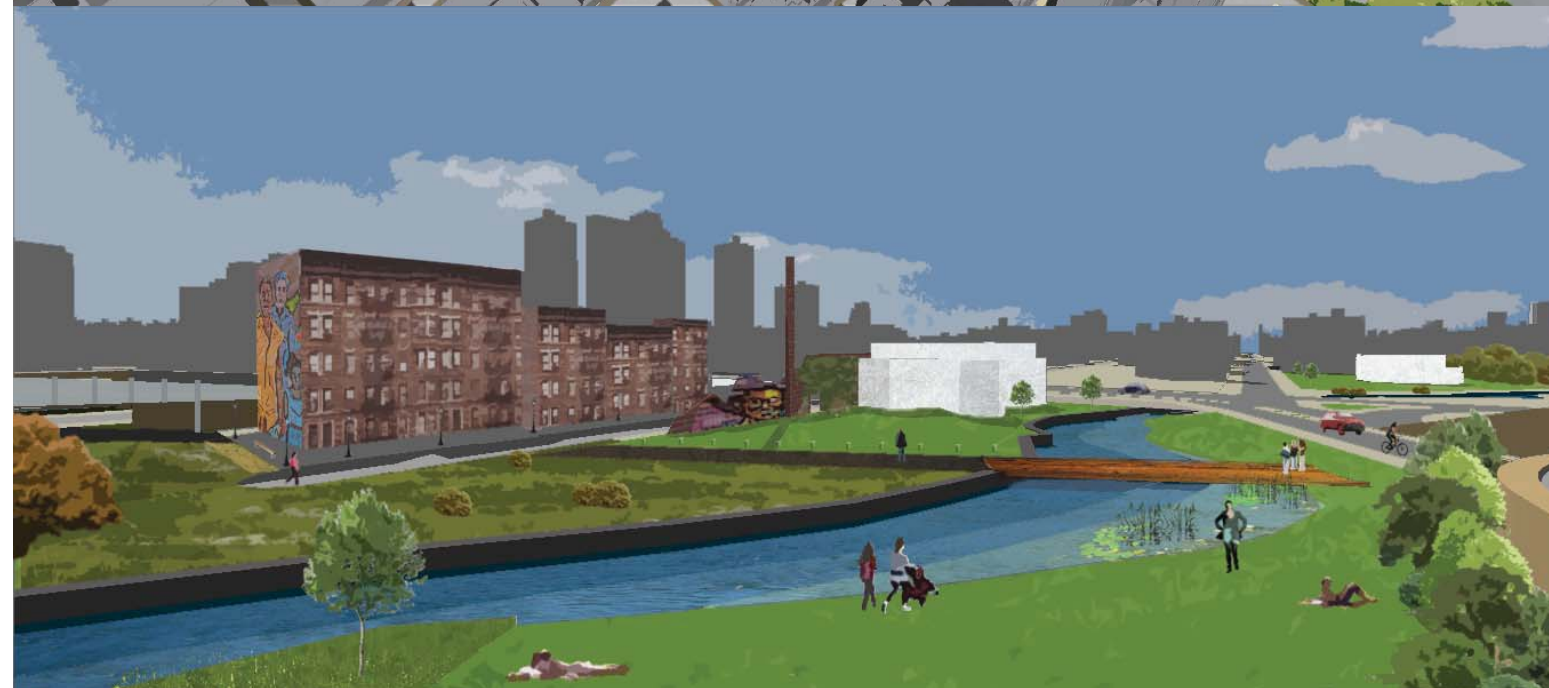
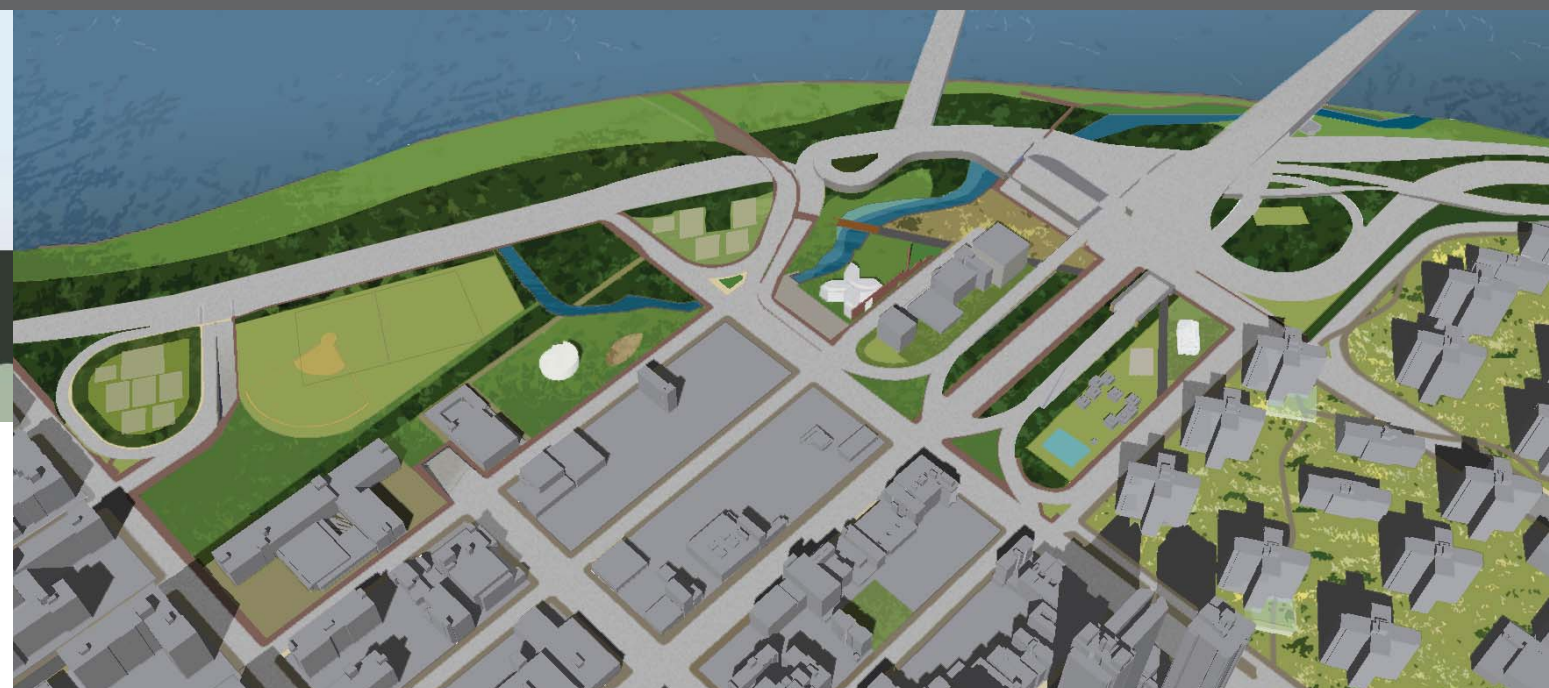


Several physical features of Harlem dating back to Mannahatta remain today. Each of these features will be landmarked in the design proposal and integrated into the walking tour plan to show the movement of the center of the Village of Harlem as the Elmendorf church was relocated. Several lot lines of buildings built along the former Dutch grid still appear as building or lot edges in some parcels. The only remaining street from the Nieuw Haarlem grid is Sylvan Place, adjacent to the Elmendorf Reformed Church today. The Harlem Courthouse and the adjacent Harlem Art Park, which was once the Harlem Town Center, both carry significant historical value. Other components of the design include:

- Demapping 126th, 127th streets and 1st Avenue to link to and expand parkland and pedestrian access to the burial ground and connecting parks
- Improved pedestrian and bicycle access to Randall's Island, and way-finders and markers pointing to the location of the burial ground across the East River
- Implement traffic calming and shared streets measures throughout the district
- Landmark replicas of the Nieuw Haarlem street grid and Lenape Trail, extending through the Wagner Houses
- Extend a small retail strip for vendors from La Marqueta Mile to the Lenape Trail
- Build an observation tower from the FDR/Harlem River Drive off ramp loop of the RFK Bridge, so visitors can see the historic overlays recreated throughout the district
- Create a ferry terminal for citywide ferry service where the Lenape Trail meets the East River Esplanade.



[above and right]
"Linear Forest" Section; South wall with smoke stack
Renderings: Marc Pearce and Dan Compitello



[above, top to bottom] Aerial view of site; Perspective view of site
Renderings: Marc Pearce and Dan Compitello

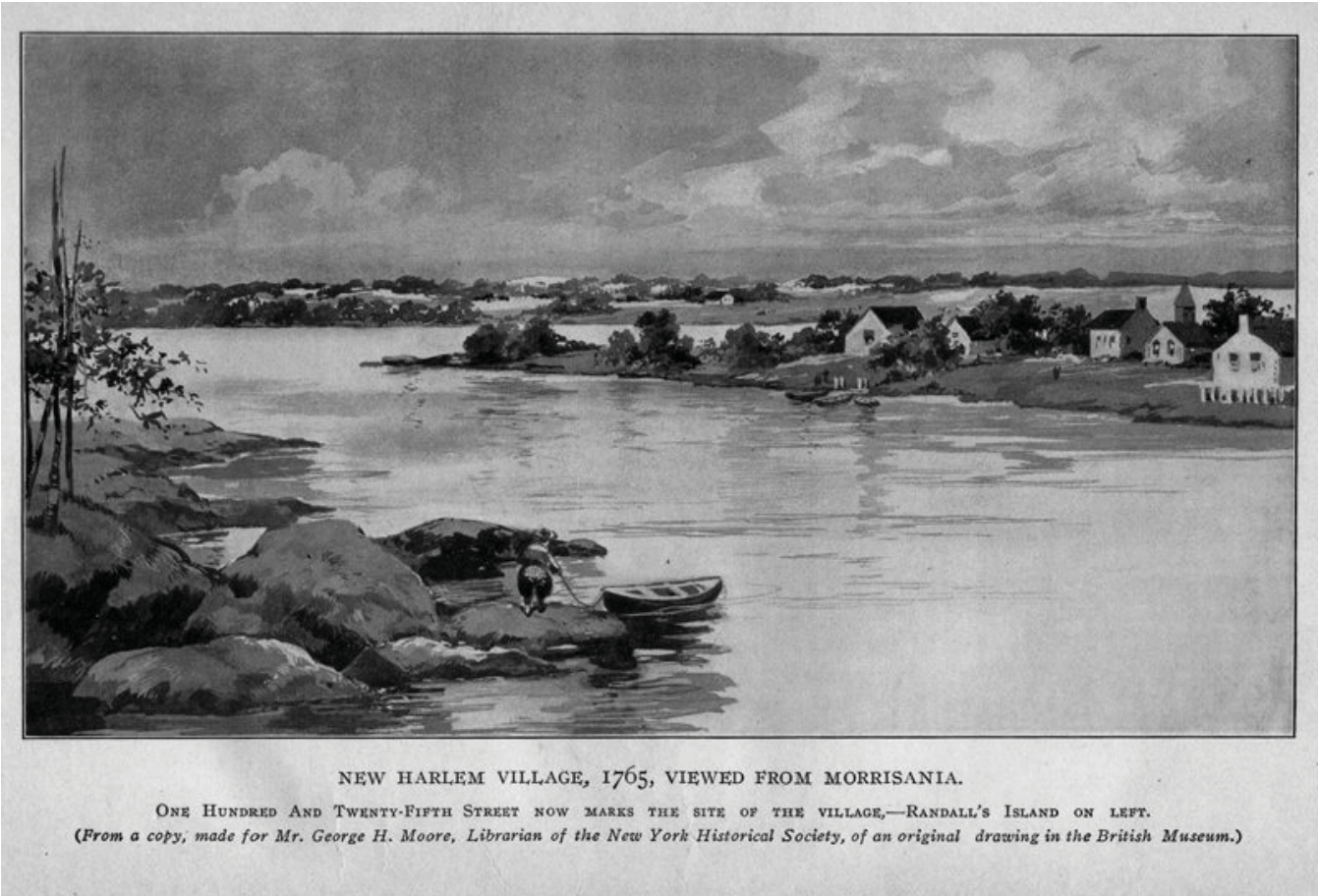
CONCLUSION

This document represents some of the hopes and visions for the future of the Harlem African Burial Ground. With the guidance of the Harlem African Burial Ground Task Force, and many other members of the community, the future of the burial ground can surely be honored. The work of the community stands as a lasting affirmation to honor the past. In the process, the community strengthens those who share in its development, and creates opportunity for others to join.

The studio believes that the design and planning recommendations in this report respect the layered history of East Harlem and the history that is yet to occur. There is much work to be done to realize the vision of the Task Force and the Harlem community. This document is a blueprint and a starting point among other initiatives currently underway in Harlem, and others in planning stages. The road ahead will likely take years and unmeasurable effort, hope and enthusiasm. The vision of the Task Force cannot be realized without a resounding of voices representing a desire for change, as well as preservation.

The studio hopes that the recommendations in this plan will continue to be useful to the Task Force and the Harlem community as a whole. We look forward with awe and excited anticipation to see what the Task Force, the community, and all others working to revitalize the district and burial ground will produce in the coming years. We hope to continue to be a part of those efforts. We are grateful to have had the opportunity to work with the Task Force. This work has had profound affects on our development as urban planners, and the experience we have gained will last a lifetime.

In conclusion, the studio would like to thank and acknowledge all who helped to develop this plan. We also recognize those known to rest at the burial ground - a list that is made more complete with each survey of historic burial records maintained by the Harlem and Northern Manhattan churches.



THOSE BURIED - At the time of publication, the list below includes all current names available to the Task Force of those buried in the Harlem African Burial Ground:

Jane Anthony	Henry B. Edwards	Jacob Jepain
Francis Armstrong	Mary Elizabeth Ferguson	Julia Ann Johnson
(no name) Armstrong	Elizabeth Francisco	William Laight
Joseph Attinelli	Wion Francisco	George Nichols
Benjamin Pearsall Benedict	Henrietta Fraser	Roseanne Nichols
Henry Blake	Aretas Hagerman	Daniel W. Parker
(child) Blake	Catherine	Jane Pearsall
Franklin Butler	Amelia Hagerman	Christine Robinson
Herman Canon	George Washington Hagerman	Susan Sayers
Jane Canon	Phoebe Tamar Canon Blake Hagerman	Emily Scoles
Robert Church	Lydia Eliza Hagerman	William Scoley Shaw
Sarah Louisa Cole	Isabella Irvine	Mary Stewart
Charles B. Conner	Margaret Japan	Margaret Walker
		Israel Williams

[above] image from 'New Harlem Past and Present' by Carl Horton Pierce, New Harlem Publishing Company, 1903
List of those buried from the Harlem African Burial Ground Task Force website

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We would like to thank the Harlem African Burial Ground Task Force and each of its individual members:

HARLEM AFRICAN BURIAL GROUND TASK FORCE MEMBERS:

- Rev. Patricia A. Singletary *

Rev. Earl Kooperkamp

Rev. Jon Norton

Rev. Robert Royal

Rev. James Seawood

Honorable Charles B. Rangel, U.S. Representative

Honorable José M. Serrano, NY State Senator

Honorable Bill Perkins, NY State Senator

Honorable Robert J. Rodriguez, NY State Assembly Member

Honorable Scott M. Stringer, Manhattan Borough President

Honorable Melissa Mark-Viverito, NY City Council Member *

Marion L. Bell

Inez Branch

Elder Mary Brown

Lois Brown

Christine Campbell

Melvin P. Christian

Janet Dorman

Deborah I. Gibson
- E. Joyce Jordan

Ken Kurihara

Thomas Lunke

Elder Margaret McCants

Betsy McCully

Elder Warren McKenzie

Christopher P. Moore

Elder Dorothea Sadler

Elder Earl Sessoms

Gary Sharp

Marsha Stokes

Eric V. Tait, Jr.

Jean Ballard Terepka

Juanita Thomas

George H. Weldon Jr.

Sharon Wilkins

Arthur Williams

Melinda Velez

* Co-Chair

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We would also like to thank and recognize all the community members that participated in our October 20th Visioning Charrette:
[in no specific order]

Attendee:

- Deacon Melvin Calmese
- Willie L. Streety
- Elder Debbie Gibson*
- Deacon Lisa Streety
- Sister Walker
- Mary Connor
- Terri Bolden
- Prophet Princess Coggin
- Megan Calimese
- Precious Dallas
- Kelli Calimese
- Marion Bell*
- Andrea Katz
- Stefano Trevisan
- Tom Lunke*
- George H. Weldon Jr.*
- Jeannie Terepka*
- Joyce M. James
- Ingrid Sotelo*
- Jim Greene
- Lisa Clinton
- Richard Toussaint
- Frances Mastrota
- Sharon Wilkins*
- Lawrence Nurse
- Migdalia Rodriguez
- Louis Kleinman
- Reverend Shon Adkins
- Cynthia Vail
- Lois Brown*

Affiliation:

- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Elmendorf Reformed Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- N.Y. Judicial Delegate/ Teacher
- Harlem Community Development Corportation
- Harlem Community Development Corportation
- Harlem Community Development Corportation
- George H. Weldon Funeral Home
- St. Michael’s Church
- RTA-HRTF
- Manhattan Borough President’s Office
- New York Association of Black Journalists
- Chambers Memorial Baptist Church
- Harlem River Park Task Force
- Community Board 11 - Parks and Recreation Chair
- HABGTF
- Chambers Memorial Baptist Church
- Chambers Memorial Baptist Church
- Metropolitan Waterfront Alliance
- Antioch Baptist Church
- Antioch Baptist Church
- Elmendorf Reformed Church

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Visioning Charrette participants continued:

Attendee:	Affiliation:
Lucian Reynolds	Trees New York
Melody Davis	Chambers Memorial Baptist Church
Eric V. Tait Jr.	HABGTF
Walter Roberts	Hope Community Inc
Eric Rivera*	NYS Senator Serrano’s Office
Quincy Calinese	Chambers Memorial Baptist Church
Reverend Patricia A. Singletary*	Elmendorf Reformed Church

* Member of the Harlem African Burial Ground Task Force



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- Eric Rivera
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- Lucian Reynolds
- Mary Rocco
- Andrea Katz
- John Chin
- Joseph Viteritti
- Juan Garcia
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- Hunter College Silberman School of Social Work
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- The Office of Manhattan Borough President Scott Stringer
- Community Board 11
- NYC Department of Transportation, Division of Bridges
- Chambers Memorial Baptist Church
- Antioch Baptist Church

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