

In 2011, the Center for Urban Pedagogy (CUP) worked with students from the College Now program at New Design High School to figure out how transportation planning in New York City *really* works.

In 2013, construction will be finished on an extension of the western end of the 7 line subway as part of the Hudson Yards Redevelopment project. Who decided this was the place for a new subway stop?

What's the connection between subways and redevelopment? Which comes first—the subway or the people? And why doesn't the bus get any love? We talked to a lot of people to find answers. This is the result.

As part of the Hudson Yards Redevelopment project, the 7 line is being extended westward, from its existing final stop at Times Square to 41st Street and 11th Avenue, where it turns south and continues along 11th Avenue to 34th Street.

One new subway station is being built at 34th Street and 11th Avenue, to serve what will be a new residential and commercial development built partly on top of the MTA's existing rail yard on the west side of Manhattan. The \$2.1 billion subway extension will be ready for service around December 2013.

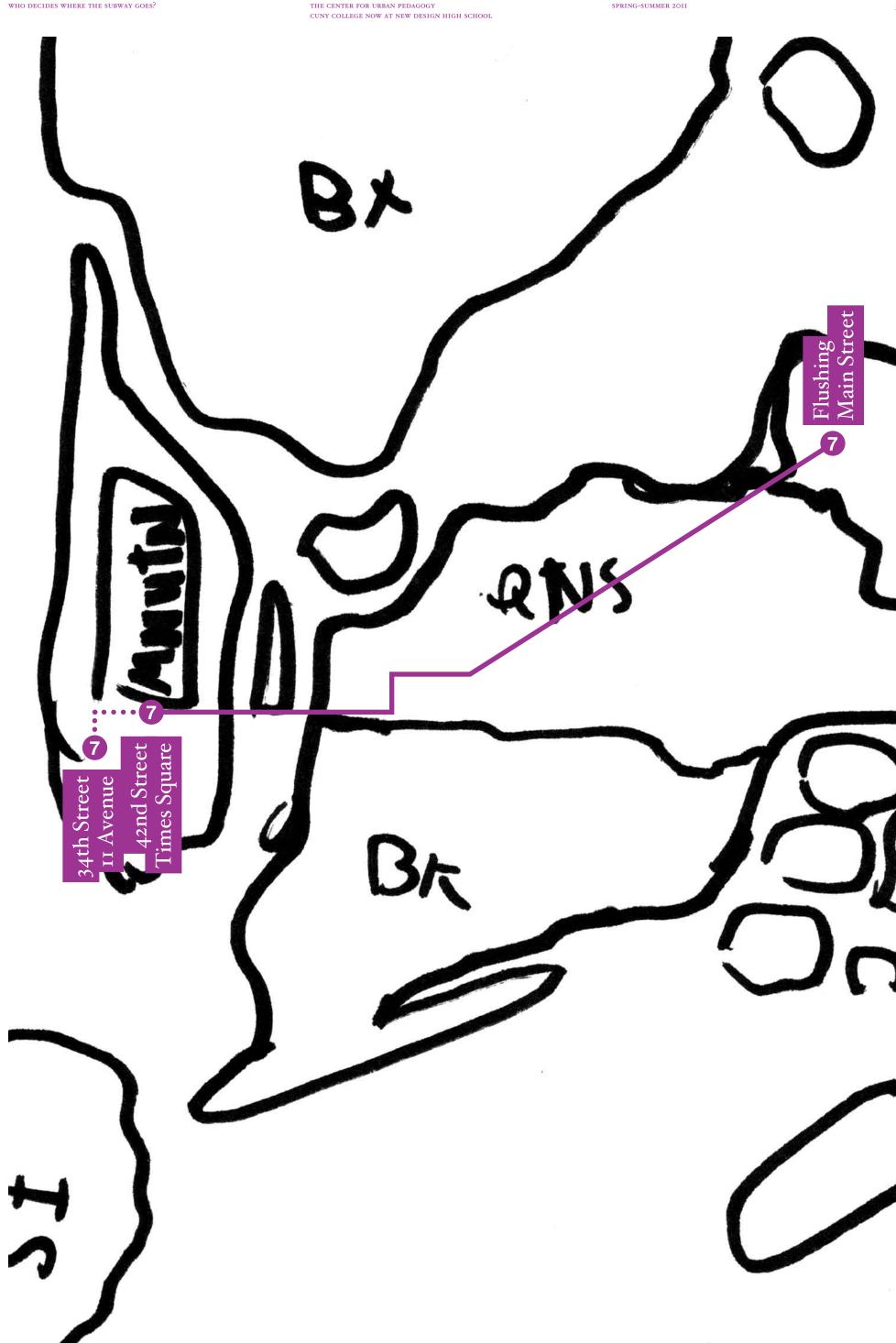
WHAT'S YOUR COMMUTE?

"I get on a train, New Jersey Transit at Metro Park, and take it into Penn Station. And when I come down here, at Penn Station, I get on a subway."

—Mark Schiffman MTA Capital Construction "I walk a couple of minutes to the subway, I take usually two trains to get here. It takes anywhere between 20 and 30 minutes to get here depending on how the subway is performing on any given day."

"I leave my apartment on Berkeley Place near 8th Ave in Park Slope—a pretty handy place to live—and ride my bike from there to here and that takes 20 minutes."

—Sandy Hornick Department of City Planning —Joan Byron Pratt Center for Community Development



If you walk through the area around the MTA's west side rail yard—located along the Hudson River, between Chelsea and Hell's Kitchen—you will see the Jacob Javits Convention Center and the Lincoln Tunnel, along with car repair shops, parking lots, and horse stables.

"And this is the middle of nowhere"

—Shadiq Williams at 35th Street and 11th Avenue

The city has given the area around the rail yard a name–Hudson Yards–and there are big expectations for it over the next 15 to 20 years.

"Even though it adjoins midtown Manhattan and it has some of the most valuable real estate right next to it, you have one-story buildings actually being used to store horses. That's not the only thing that goes on there, but some of those horses and carriages that you see in Central Park are stored there."

"We're working with developers

building a facility that is maybe a

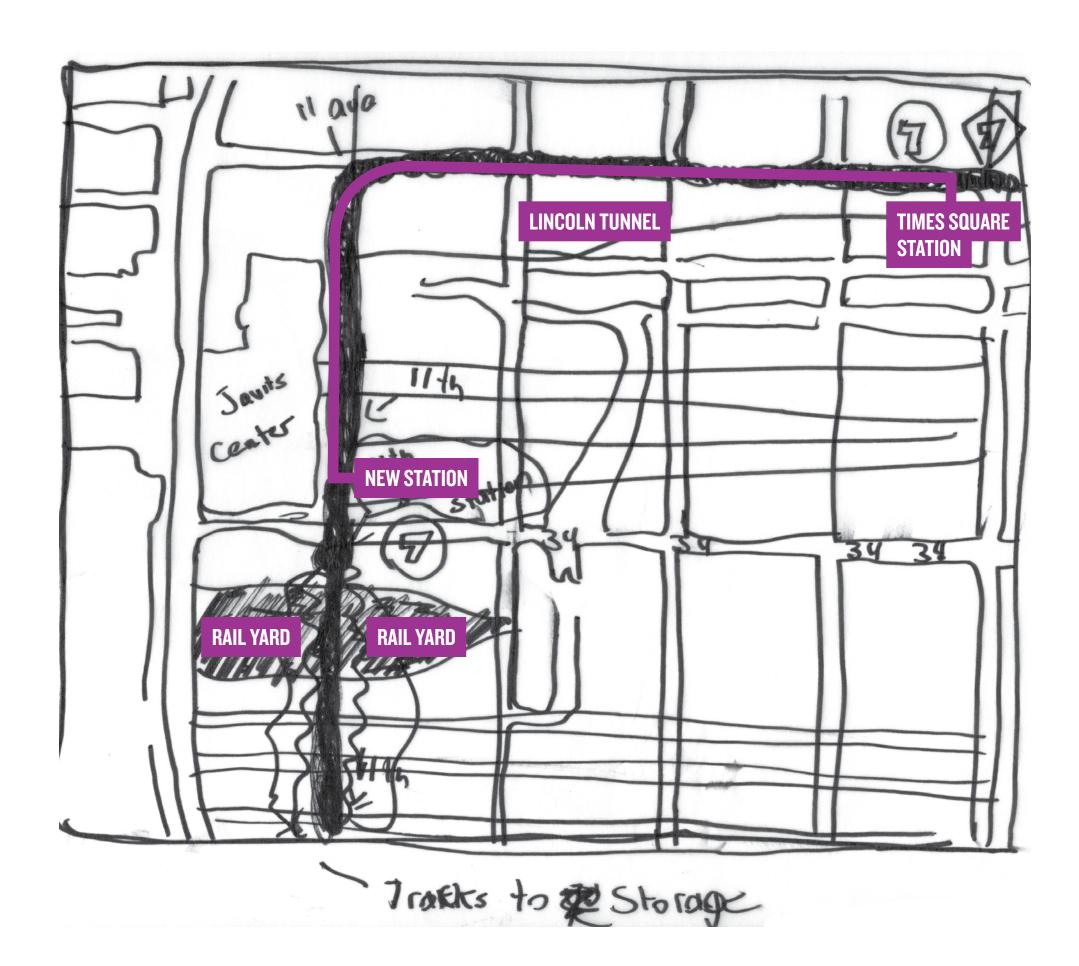
thousand feet tall—the size of what

now who are talking about

"So first Javits Center was a barren wasteland of dust and mist and everything like that. Then I came up with the idea, or those lobbyists came up with the idea, and said 'Hey, you should put the 7 line there.' So the 7 line was extended. So they started buying the land. And there's big skyscrapers, buildings, dragons falling from the sky and a fairy."

had been the World Trade Center Towers. So huge buildings are being conceived of here."

[—]Mark Schiffman MTA Capital Construction















So, who decides where the subway goes?

From the 1930s to the 1960s, this question was pretty easy to answer:

"It used to be that one individual—such as Robert Moses—would determine in large measure where a public works project would go."

-Mark Schiffman, MTA Capital Construction

Although he didn't have a driver's license, he did make sure that lots of highways, bridges, and parks were built—but not a lot of public transit.

Today, it's hard to figure out exactly who decides. What was previously decided by one person has been replaced by a "process."

Even people involved in the process will have a different answer to the question 'Who decides where the subway goes?'



"The short answer is that the MTA decides. But the bigger answer is, who wields the most influence over the MTA? Who has power over legislators? Those folks have the most input."

Joan Byron, Director of Policy
 Pratt Center for Community Development

"Activists are like, 'I'm fighting for what I believe in.' Lobbyists are more like, 'I'm fighting for what money believes in.' Lobbyists are paid more than activists."

—Lawrence Daise College Now at New Design High School "So, first people think of what they want—what they want their neighborhood to be like. And the Pratt Center fairies help them put it in writing. And that's it."

–Kharee Boyd College Now at New Design High School "They represent normal people, I guess you could say—working class people. They had charts and graphs, and they could see what kind of people go to certain areas for work, how long is their commute, how much money they make, all that stuff on maps."



"I don't think there is one person who decides. I mean, we're in a democracy. Today we go through an Environmental Impact Statement process, where an agency is responsible for generating the EIS and for formulating where the line should go. Where the line is proposed to go, let me say that."

—Mark Schiffman, Vice President MTA Capital Construction

"We spoke to Capital Construction, which is MTA. They're the ones doing all of this drilling stuff—all of that madness."

—Shadiq Williams College Now at New Design High School



"In the end, it's who's paying for that subway line that's deciding it, and in this case, the 7 line was decided by the city."

Steven Spinola, PresidentReal Estate Board of New York

"So, he's a lobbyist, right? He's trying to say 'Listen to me, we should have an asteroid shooter on the top of city hall.' That's what his job is. He has to argue to the mayor as to why or why not we should have an asteroid shooter."

movies. Exactly like the movies."

-Lawrence Daise
College Now at New Design High School

"What makes a good lobbyist is

conference room with a large table,

with a conference calling device in

the middle. Just like you see in the

having a nice office. He has a

"Basically they get businesses over here. You know, make this place make money."

—Shadiq Williams College Now at New Design High School

—Lawrence Daise College Now at New Design High School



—Sandy Hornick Consultant, Department of City Planning

"City planners—they make plans for the city. They negotiate with people—like, they say they want this in this area, and they try and get it done. Sandy Hornick is one of the city planners, quote unquote. He's also the guy who came up with the idea of having the 7 line."

-Lawrence Daise College Now at New Design High School "Their job is to tell whether it's safe for the environment; asking people if they don't mind it, and if they want this here; for example, if you're putting up a store—or housing—and there's a butcher there, people aren't going to want to live there. So they had to do all kinds of research. That's what they had to do for the 7 line".



Advocates and Lobbyists are people who work to persuade policymakers to take a specific action.

The *Department of City Planning* (DCP) is responsible for establishing zoning regulations and initiating zoning changes in the city.

Michael Bloomberg is the Mayor of the *City of* New York.

The *Metropolitan Transportation Authority* (MTA) is responsible for public transportation like subways and buses in the state of New York and *Capital Construction* is responsible for "mega projects" including the 7 line extension.

Hudson Yards Development Corporation (HYDC) manages and coordinates the organizations, like the MTA, involved in the project.

Hudson Yards Infrastructure Corporation (HYIC) manages and coordinates the financing involved in the project (like issuing bonds).



Advocates such as Joan Byron at Pratt Center for Community Development



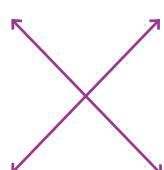
Lobbvists such as Steven Spinola for Real Estate Board of New York



Department of City Planning Sandy Hornick, Consultant

I'M THE HOLDER OF THE STAKES, SON— SO GIVE ME MY TRAIN STA-TION!

The City of New York Michael Bloomberg, Mayor



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Jay Walder, Chairman, CEO



Alan Anders, President



Ann Weisbrod, President



MTA Capital Construction Mark Schiffman, VP

PROCESS

The 7 line extension is an important part of the Hudson Yards Redevelopment project, so here is a story of both—including a detailed time line.

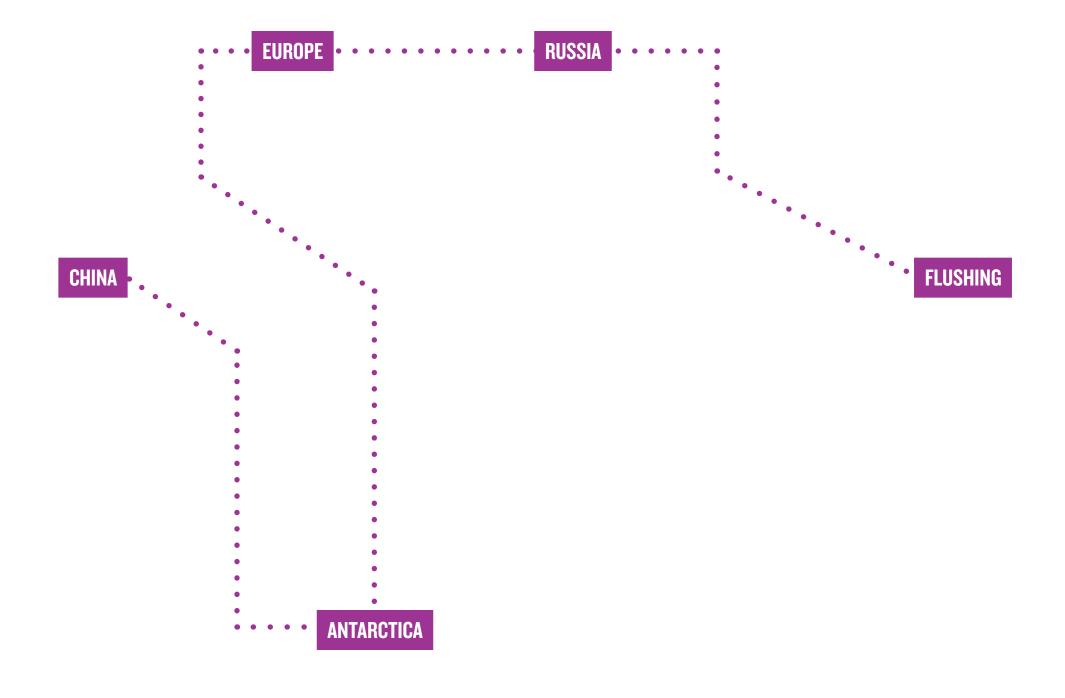
Here we go...

"Related is the company that is going to be putting up all of the stuff around Hudson Yards.
They have this vision for what this area is supposed to look like.
They're going to put up the malls, everything that is not here now.
It's their vision, basically."

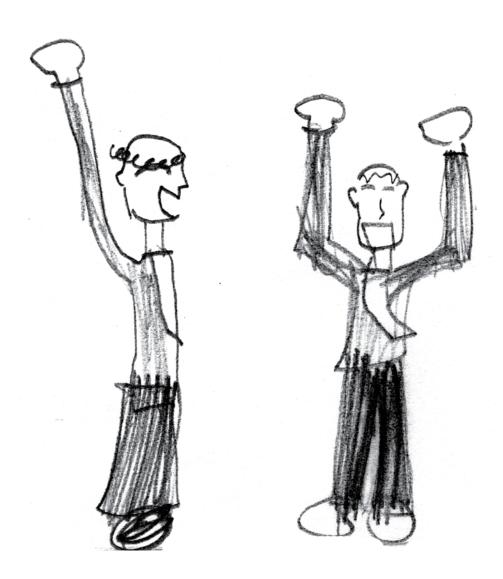
"I took the 7 train once. No—like six times. I went to Times Square to transfer to the bus. So that I could go to New Jersey."

–Aldo Sorcia College Now at New Design High School "The last time I rode the train was this morning. It was boring—I'm underground, and there's nobody else that I know. The train could be more exciting if it went to where I wanted to go faster."

—Shadiq Williams College Now at New Design High School



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1. Planning

At the planning stage, the city put together a proposal—called a master plan—for the development of the area now known as Hudson Yards. A master plan may include ideas from the public, advocates, and lobbyists. The goal is to build excitement about a future for the area. Part of the master plan for Hudson Yards included extending the 7 line.

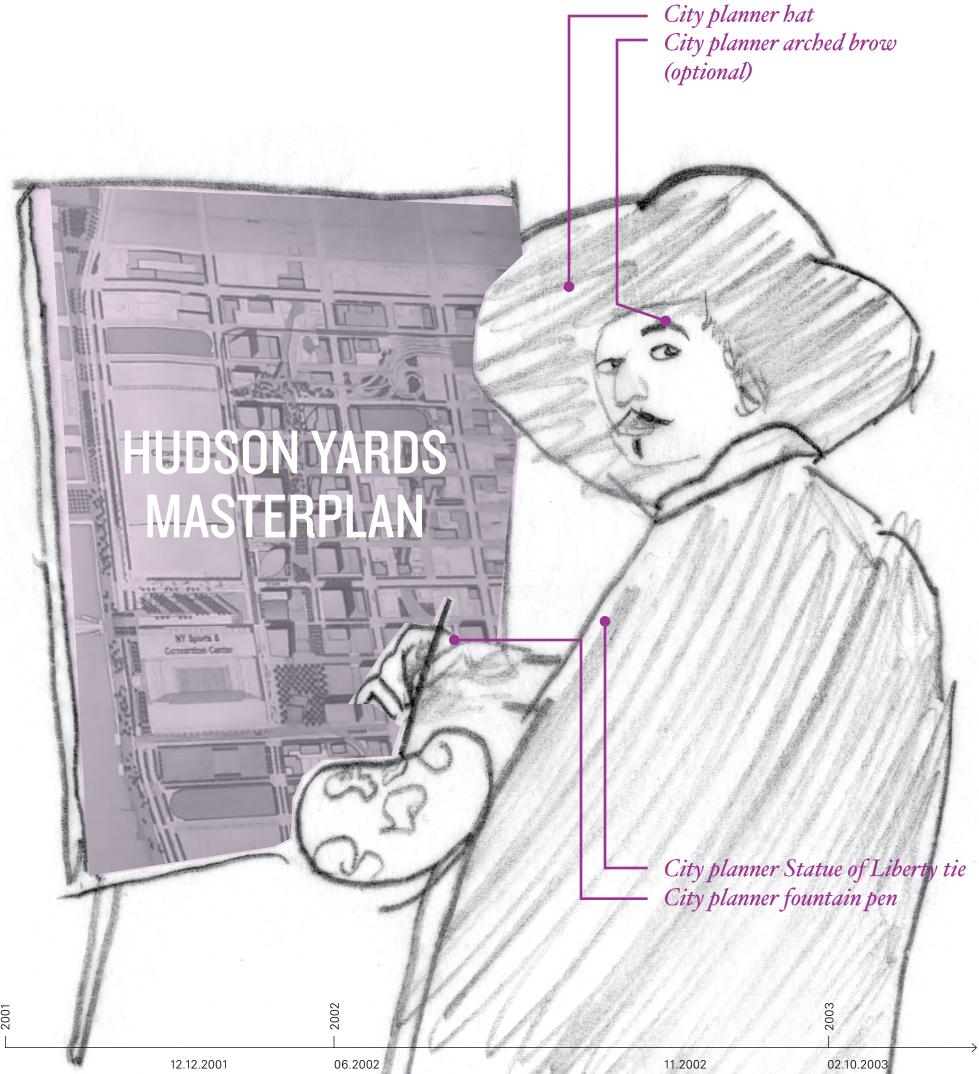
Early economic and engineering analysis was also part of the planning stage.

"People will ask us to work with them to develop a plan. They know what they want, but the act of putting it down on paper or in visual form—so they can have that and hold that up and say that is our vision—gives them some power that they wouldn't have if they just sat in a room with politicians and just talked about those things."

"Senator Schumer talked about the 7 line because we had shared information with him. So we had that extra push. And when those initial studies were done, we began an environmental review process, a legally mandated process, together with the MTA for both the development and the subway because these things were inextricably linked."

"First off, it's about the person who has the most money—I guess that's the government; the MTA; the people setting up these buildings, the retails; city planning."

—Lawrence Daise College Now at New Design High School



12.12.2001
PLANNING
The Department of
City Planning released
a framework for the
redevelopment of the Far
West Side.

PLANNING
The City hired a consultant team to assess the development potential of the area and whether it would make enough money to pay for the infrastructure necessary for

the Hudson Yards project.

06.2002
PLANNING
The Department of City
Planning, in partnership
with the New York City
Economic Development
Corporation, hired urban
design consultants to
create a master plan for
the transformation of the
Hudson Yards area.

11.2002
PLANNING
The Department of
City Planning and the
consultants presented
the site analysis at a
public forum, providing an
overview of the Hudson
Yards area today and a
vision and roadmap
for change.

02.10.2003
PLANNING
The Department of City
Planning held a second
public forum where they
presented their preferred
direction for the planning of
the Hudson Yards area.

2. Analysis & Scoping (EIS)

Part of the Environmental Impact Statement (EIS) process includes *scoping* to list all potential environmental impacts of the project.

For Hudson Yards, this included proposed zoning changes, "reasonable alternatives" (including cancelling the project), and even "shadow studies." All impacts included in the scoping document are required to be analyzed in the EIS. A draft list of impacts (the scope) is presented to the public for comment.

When the final scope of the project is approved, analysis begins.

"You look at alternatives, you look "Even though there are no federal at the effects; both good and bad on monies involved, we did go the natural environment and the built environment, you look at the effects on people and on the economy, sociological effects, a whole spectrum of almost everything you can think of."

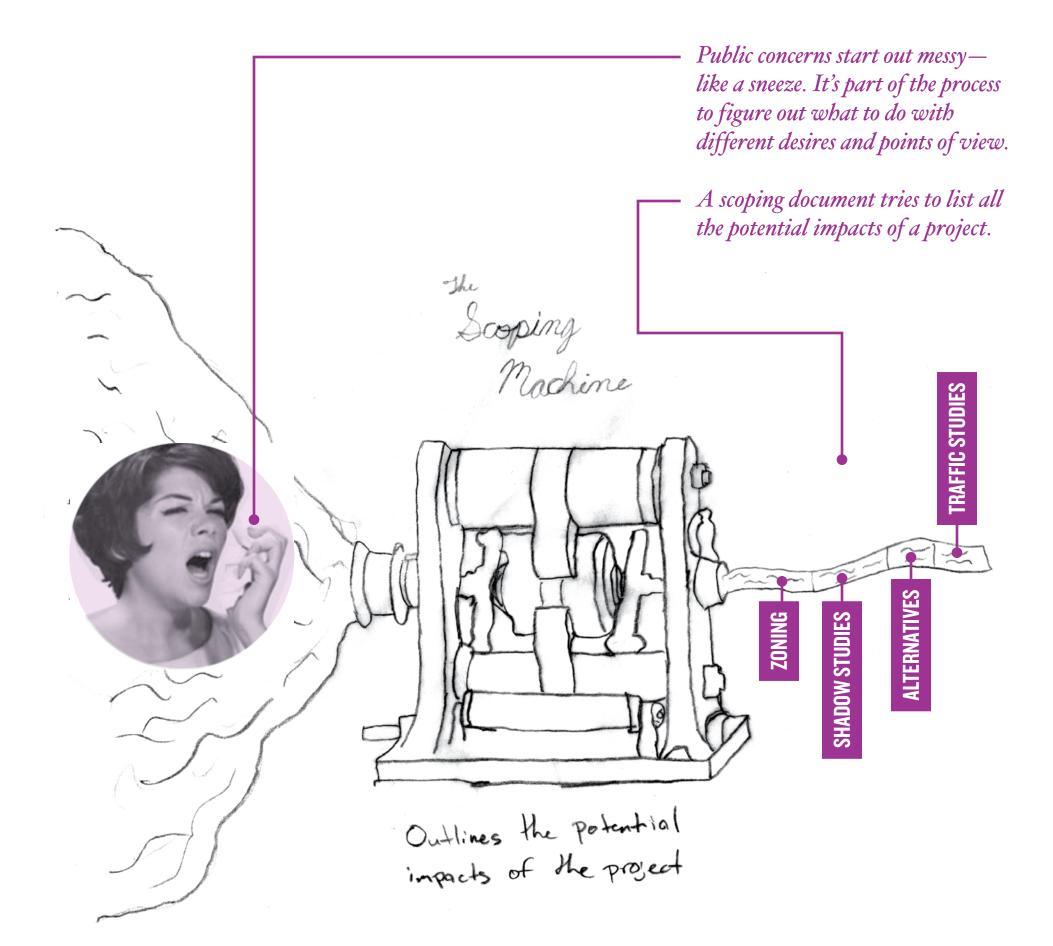
through an EIS process on this project... to prevent one individual from playing king and saying, 'This is where it's going!'"

—Mark Schiffman MTA Capital Construction

to us in the first official meeting was, Do you know we never build a subway in advance of development?' Of course that is not how the original subways were built, but it has been so long since the subway system has been extended, there was no familiarity with that issue."

"One of the things the MTA said

⁻Mark Schiffman MTA Capital Construction



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02.10.2003 ANALYSIS/SCOPING The Metropolitan Transportation Authority and the City Planning Commission filled out forms to begin the EIS process.

04.30.2003 ANALYSIS/SCOPING The Metropolitan Transportation Authority and the City Planning Commission issued a Draft Scoping Document which details the topics to be addressed in the EIS.

06.05.2003 ANALYSIS/SCOPING The Metropolitan Iransportation Authority held a public hearing on the Draft Scoping Document to solicit public comments.

02.2004 FINANCING The City of New York announced an outline for a finance plan for the Hudson Yards infrastructure improvements including the 7 line extension and new parks and streets.

05.28.2004 ANALYSIS/SCOPING The Metropolitan Transportation Authority and City Planning Commission released the Final Scoping Document.

06.21.2004 ANALYSIS/SCOPING The Metropolitan Transportation Authority and the City of New York City Planning Commission released the Draft Generic **Environmental Impact** Statement (DGEIS).

06.21.2004 **ULURP** The City Planning Commission certified the zoning text for Hudson Yards.

3. Finance

The \$2.1 billion cost of the 7 line extension is being paid with New York City bonds. A bond is essentially a loan to the city, and bonds for the 7 line extension are issued by the Hudson Yards Infrastructure Corporation (HYIC).

Financing the project with bonds eliminated the need for federal funds, "fast-tracking" the entire 7 line extension project.

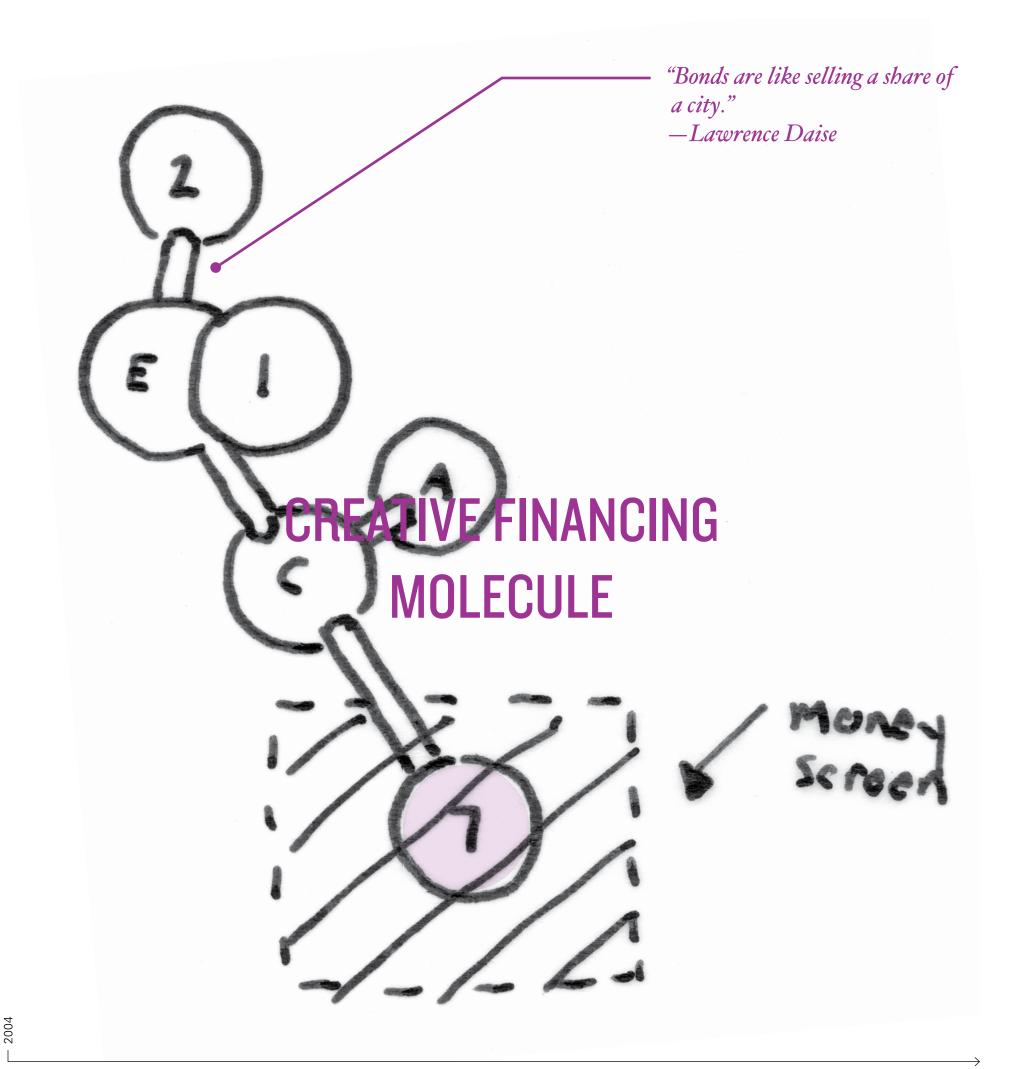
"Other transit projects are funded by the federal or state government, and only in chunks of time—they get dollars over a few years, and then we have to hope that they will be funded some more to continue the construction. This project is different. The money is in the bank, so we've got certainty that we'll be able to build."

"The revelation which came out of this department was, if we are going to do all of this development, it would generate a lot of revenue. And we could borrow against this future revenue, and use those bonds to pay for the subway."

"It's going to cost a billion per mile to extend the 7. Where is the money coming from? Bonds."

—Shadiq Williams College Now at New Design High School

[—]Sandy Hornick Department of City Planning



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07.01.2004
UNIFORM LAND USE
REVIEW PROCEDURE
(ULURP)
Community Board 5
Land Use Committee
had 60 days to review
the DGEIS.

07.08.2004 ULURP Community Board 5 held a public hearing on the DGEIS. 07.12.2004
FINANCING
The City Office of
Management and Budget
presented an overview
of the financing plan for
Hudson Yards to the City
Planning Commission.

07.13.2004 ULURP Community Board 4 Land Use Committee had 60 days to review the DGEIS.

4. Re-zoning (ULURP)

ULURP stands for *Uniform Land Use Review Procedure*. ULURP is a process to decide how the limited supply of land in New York City is used.

The ULURP process begins when the Department of City Planning (DCP) proposes zoning changes outlined in the draft EIS. These changes are reviewed and voted upon by the community board, after public comment. DCP submits the changes to the official zoning map, to be approved by the borough president and the City Planning Commission. City Council also needs to approve the changes.

"Ten years ago, there was preliminary design work done. Then an Environmental Impact Statement was prepared and eventually this area was rezoned to permit high-rise developments."

—Mark Schiffman MTA Capital Construction "Once upon a time, if you wanted a chicken farm, you could build a chicken farm. But as cities became more dense, how one person used his property had a great effect on how the next person used their property. If you have seen a slaughterhouse, it's not really a pleasant place. As a general rule people don't really want to live next to a slaughterhouse."

"Zoning is 'you can put this here and here.' If you want to build a school, you can't have certain things next to it. You can't have houses next to factories or meat stuff. Slaughterhouses, bad."

Lawrence DaiseCollege Now at New Design High School



HOT DOG VENDOR ZONE



LAND USE REVIEW? CHALLENGE ACCEPTED!





SKYSCRAPER ZONE

Ö

08.03.2004 ULURP Community Board 4 held a public hearing on the DGEIS attended by an estimated 700 people. The MTA did not send

a representative.

08.05.2004
ULURP
A public forum sponsored by State Senator Tom
Duane included Deputy
Mayor Dan Doctoroff,
Manhattan City Planning
director Vishaan
Chakrabarti, Regional Plan
Association president
Robert Yaro and Gerald
Schoenfeld, president of
the Schubert Organization.
The MTA did not send a
representative.

08.30.2004
ULURP
The Department of City
Planning filed an application
for the Zoning Map
Change and the Zoning
Text Amendment.

09.13.2004 ULURP The Borough President held a public hearing on the DGEIS.

09.15.2004 ULURP The Borough Board held a public hearing on the DGEIS. 09.23.2004
ULURP
City Planning Commission
held its first public hearing
on the Hudson Yards
Redevelopment project;
an estimated 700 people
attended and 150 people
gave testimony.

11.18.2004 ULURP The MTA issued State Environmental Quality Review Act findings.

11.23.2004 ULURP The City Planning Commission approved the ten ULURP actions for Hudson Yards. 01.19.2005 ULURP The City Council voted to adopt the ULURP applications for the Hudson Yards proposal with several modifications to the zoning map change and the zoning text amendment. 06.16.2005
LAND ACQUISITION
The City and State held a public hearing on the process of acquiring land necessary for the 7 line extension and the creation of new parks, streets, and municipal facilities.

07.08.2005
LAND ACQUISITION
The comment period of the
Eminent Domain Procedure
Law public hearing closed.

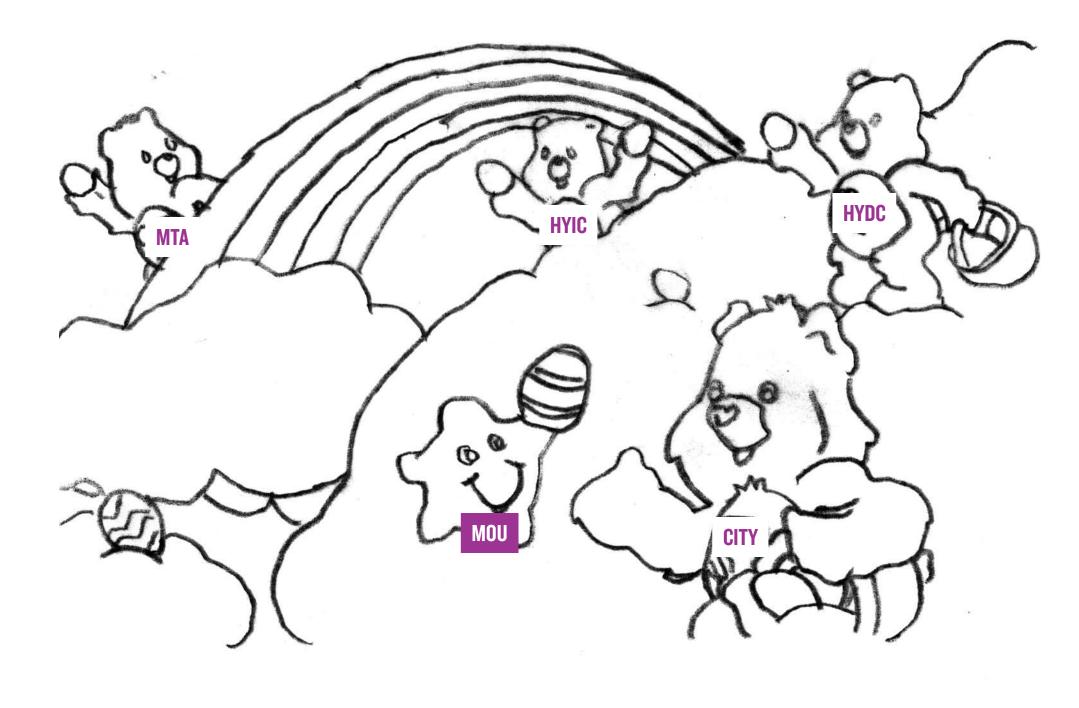
5. Memo of Understanding (MOU)

The City, the MTA, HYDC, and HYIC all signed a *Memorandum of Understanding* (MOU), committing each organization to extending the 7 line. An MOU can be thought of as a contract.

The MOU represents the "coming together" of the four organizations to work towards one goal. Once the MOU is signed, construction begins.

"Once the MOU was put in place and MTA Capital Construction was going to be responsible for the design and construction, a project committee was formed to oversee what MTA Capital Construction is doing. The project committee is comprised of representatives of New York City Transit, the MTA, HYDC, and HYIC. They oversee what we do." "In truth, if the governor was not supportive, the MTA would not likely be supportive either. But what we have here is a proposal that was very much to the advantage of the city, we believe. The state is putting in nothing, and is getting back \$30 billion."

—Sandy Hornick Department of City Planning



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09.28.2006 MOU The City and the MTA entered into a Memorandum of Understanding (MOU) for the extension of the 7 line.

12.2006 FINANCING HYIC issued \$2 billion in bonds to finance the project. The issue was extremely successful, oversubscribing in hours. 07.2007 CONSTRUCTION The MTA issued a Request for Proposals for the development of the Rail Yards, and received five proposals for each yard.

2007

10.2007 CONSTRUCTION The MTA awarded a \$1.145 billion contract to build 7,000 feet of twin-tube tunnel from the current 7 line terminus at Times Square, and the shell of the 34th Street station.

12.03.2007 CONSTRUCTION The MTA held a ceremony at the Times Square subway station marking the launch of construction of the 7 line extension.

06.2008 CONSTRUCTION Construction on the tunnels began along 11th

Avenue in Manhattan.

02.2009 CONSTRUCTION The MTA lowered the first of two tunnel-boring machines into a giant shaft at the corner of 25th Street and 11th Avenue.

07.15.2010 CONSTRUCTION Tunneling completed.

04.2011 CONSTRUCTION The MTA announced that the contract covering the tunnels, the 34th Street station mezzanine and passenger platform was 85% complete, and that the systems contract, and that the covering mechanical and electrical systems, electric power, lighting and train tracks would be awarded by July 2011.

12.2013 SERVICE Construction scheduled to be complete; service scheduled to begin.

6. Construction

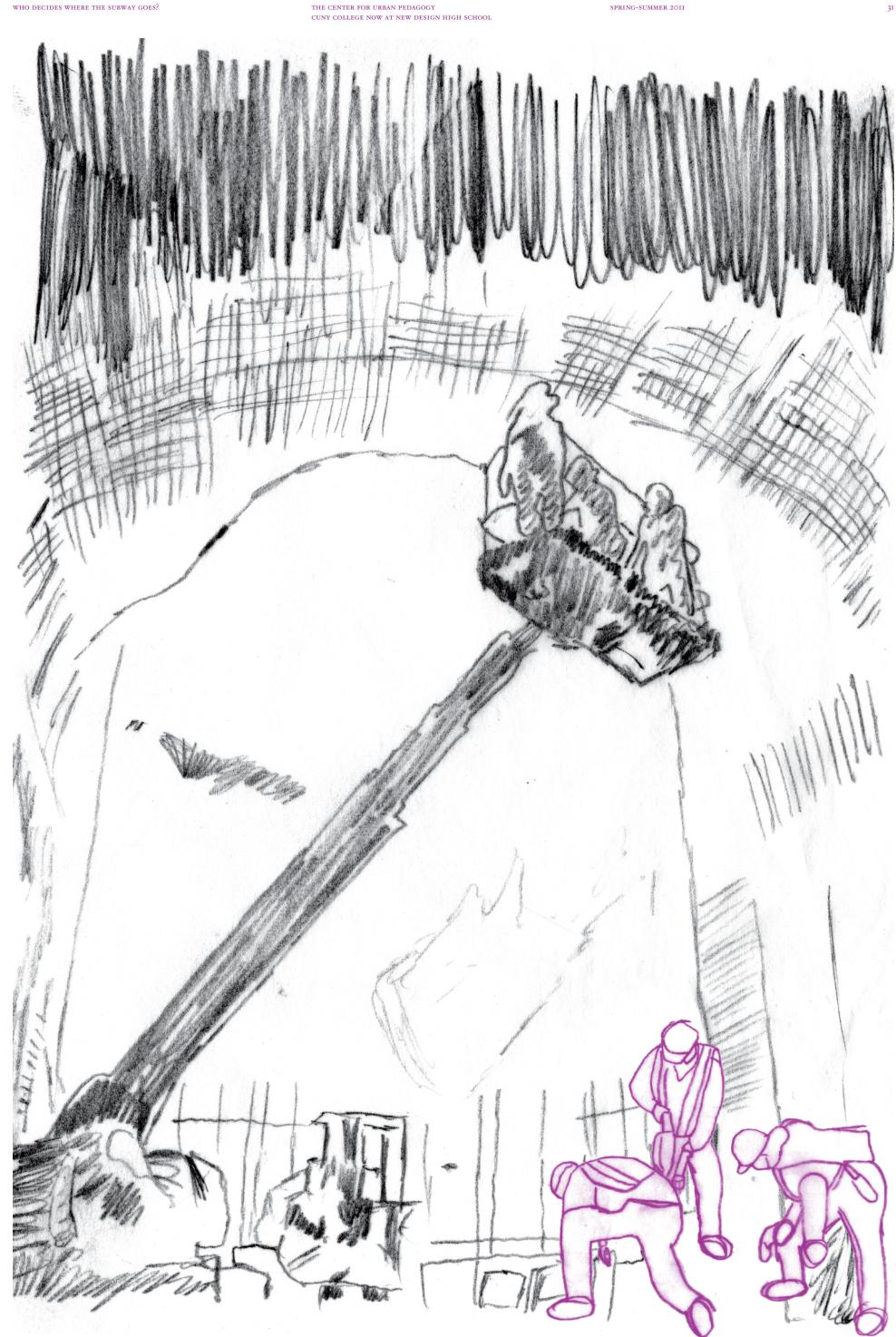
The MTA signs a 99-year lease with Related (a real estate developer) to build a platform over the rail yard. Related will bring in other developers to build buildings on and around the platform, in accordance with the master plan.

The final EIS report is issued, clearing the last hurdle before development and ending the public review process.

"The MTA is selling the air rights above the rail yards to a developer, years is because the MTA owns so that some day a developer can build high rise buildings of some sort. Right now we are building two station entrances to the east of 11th Avenue to what will be the heart of new developments."

"The reason the lease is for 99 the site. A 99 year lease is, for financing purposes, the equivalent of ownership. Related will be able to go to financial institutions to seek out money to build a platform to create the kind of development that they envision."

⁻Mark Schiffman MTA Capital Construction



The 7 line extension and the Hudson Yards Redevelopment Project are examples of what planners call *Transit Oriented Development*.

Transit Oriented Development can be summarized as *build it and they will come*—building a subway in an "under utilized" area encourages developers to come and build tall buildings. Ideally, these buildings create jobs, new tax revenue for the city, and bring (fare-paying) transit riders to the area.

But does development follow the subway, or does the subway follow development?

Who really benefits?

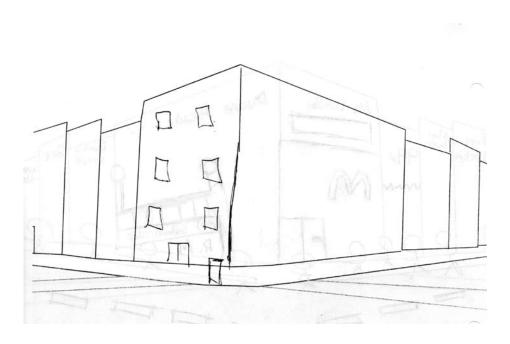
"The only reason the extension is being built is because it's going to add value to real estate and the developers are going to benefit the most: that land is going to become many, many times more valuable once the number 7 train is extended there. The folks who ride the 7 train now are actually going to lose because their ride is going to be more crowded."

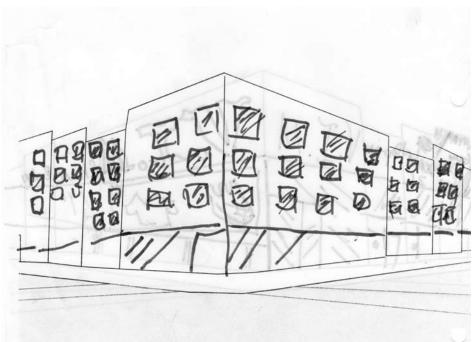
"I represent the interests of people who own real estate, and that is where I come from. I will go and urge the City Council to encourage higher density zoning, so that projects can be built higher, taller, or bigger. My argument, my justification for that is that we'll generate more taxes for the City of New York, it will generate jobs, it will generate construction jobs."

"In order to make transit work that is to say frequent service that you can afford—you actually need to concentrate development in what some people call 'clumpiness.' It's not just density. It's having density clumped together in a variety of places so that they cluster and support transit."

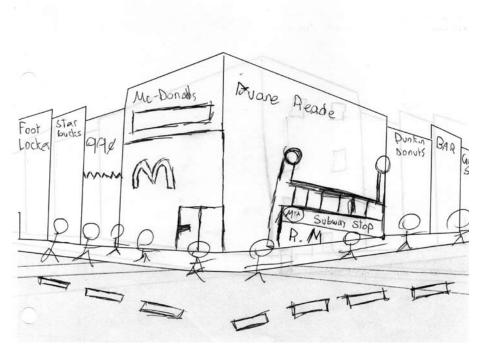
—Sandy Hornick Department of City Planning

STREET CORNERS WITHOUT SUBWAY STATION:





STREET CORNERS WITH SUBWAY STATION:





Transit Oriented Development relies on permanent, high-capacity (and expensive) subway service to attract developers to dense places like Manhattan. But what about less dense areas like the outer boroughs that might not attract the same developers?

Bus Rapid Transit (BRT), is bus service that is similar to a subway. BRT fixes the slow parts of riding a bus—paying as you board and car traffic—with pre-payment and dedicated lanes. So why does the bus get no love?

"BRT is kind of like a subway on a bus."
—Lawrence Daise

"Subways cost something like \$1 billion per mile to build. In other parts of the world they have accomplished comparable schemes to what subways can do through a bus system that goes by 'Bus Rapid Transit.' If you were to build something like that here in New York City, it would cost \$1 million per mile, which is many factors less than a new subway."

"There is a limited amount of space, all of the street space is being used. Every time you want to take space from one user and give it to another user it is a complicated thing to do. BRT is much cheaper than digging a subway mile, but it's not cheap. All of that technology costs money."

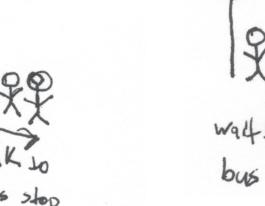
—Sandy Hornick Department of City Planning "You have a group of people over here in Brooklyn, the undervalued people, and then you have people in Manhattan, the overvalued or valued people. I like to believe that with BRT, we will have everybody being valued, not undervalued. Or overvalued. It's like a giant spaceship that just comes out of nowhere."

—Lawrence Daise College Now at New Design High School











3:55

4:10



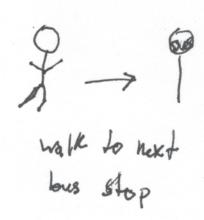
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4:32



get off bus

4:33



4:37



4:39

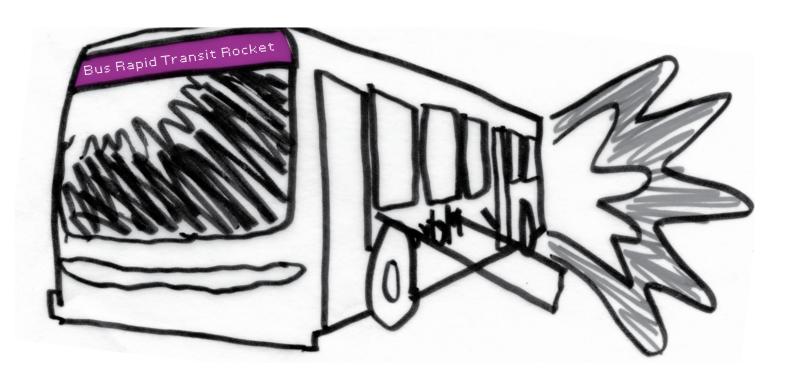


4:52



5:07

VS.



Deciding where the subway goes is basically a bunch of meetings and paperwork. How could the process be made more exciting for the public? We came up with some alternative ways to decide where the subway goes:

"The state governors of New York and New Jersey hold a jump rope contest with Bloomberg—if he wins, he gets to decide where the 7 line goes."

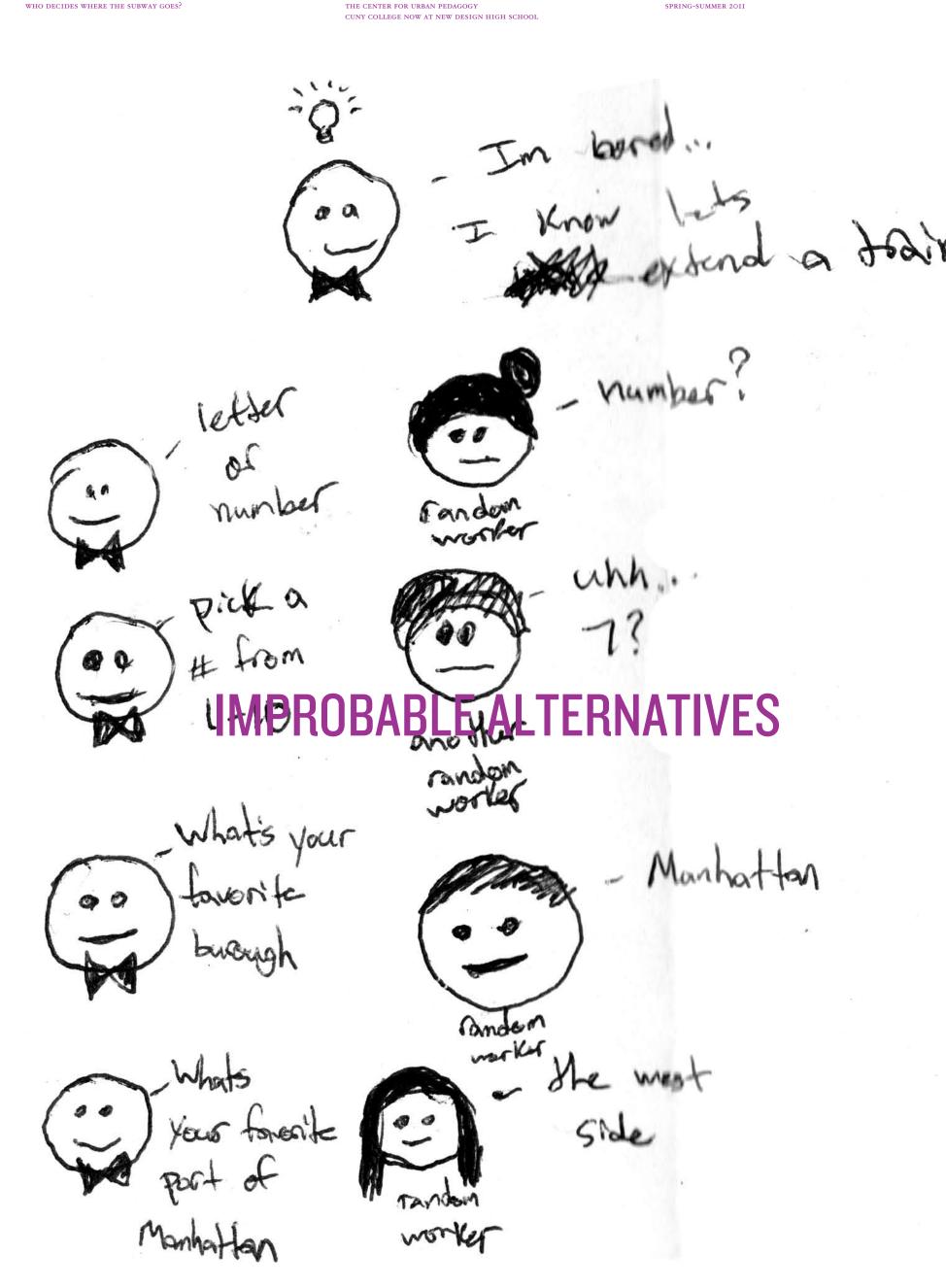
—Sarai Arroyo

"There's a game show where the host asks questions to determine where a new subway should be built. *Number or letter? Favorite number or letter? Favorite borough?* The result gets a new train there."

—Kharee Boyd

"Players with a power level of 9000 or more in the game of 'Politics' get to decide where the train goes."

—Shadiq Williams



Your neighborhood is represented by a Community Board in the land use and transit planning decision making process.

During the Hudson Yards Redevelopment Project, community members expressed disapproval of plans to locate a new Jets stadium in their neighborhood. Eventually, the plan was changed and no stadium was included.

Find out which Community Board represents your neighborhood and attend monthly meetings—your voice makes a difference! Find your community board by calling 311, or at: www.nyc.gov/html/cau/html/cb/directory.shtml

"People were very concerned about affordable housing. In the end, we used an inclusion zoning mechanism that gives a zoning bonus of more floor area in exchange for providing affordable housing, as well as making a couple of sites available for public housing."

—Sandy Hornick Department of City Planning "Added to the challenge of regular people having any input—all this stuff is esoteric and technocratic. It gets deep. The chances of a regular person standing out in the rain at the bus stop being able to trace back who made the decision that their bus route would be cut is small. Therefore the legislators, who have a lot of responsibility, are never held accountable."

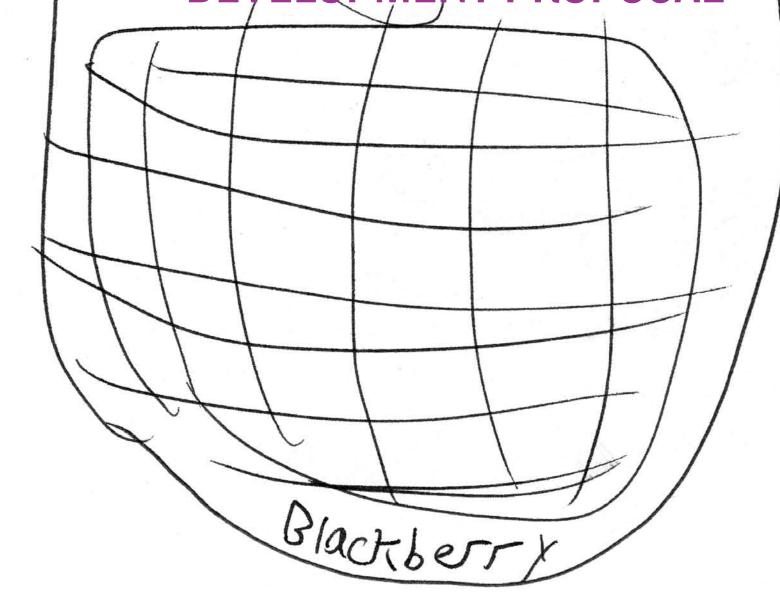
"Government's main job is to decide how to spend the limited resources we have. Do we spend it on police? On education? On infrastructure? And the answer is you spend it on all of them, but in what proportion? There's no black and white answer. It's a judgment call, but that's what government people are elected to do."

– Steven Spinola Real Estate Board of New York



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So that's how it works!

























Project team

The Center for Urban Pedagogy (CUP)

Teaching Artists Jeff Maki, Alexandra Woolsey Puffer Project Lead Valeria Mogilevich Project Support Christine Gaspar, Sam Holleran

More special thanks

Special thanks to interviewees

Joan Byron and Elena Conte (Pratt Center for Neighborhood

York); Mark Schiffman (MTA Capital Construction); Sandy

Development); Steven Spinola (Real Estate Board of New

Hornick (Department of City Planning).

Sean Ansanelli, Friends of the High Line, Kristen Chin, Sam Contis, Jeannie Kwon, Carolyn Lambert, Kate Larsen, Janine Soper, Brindalyn Webster.

Major support for this project was provided by the CUNY College Now Program. Additional funding was provided by the Bay and Paul Foundations, public funds from the New York City Department of Cultural Affairs in partnership with the City Council, and the Henry Luce Foundation.

Who we are

The Center for Urban Pedagogy (CUP) uses the power of design and art to increase public participation in shaping the places where we all live.

Urban Investigations are CUP's project-based after school programs in which high school students explore fundamental questions about how the city works. Students collaborate with CUP and teaching artists to create multimedia teaching tools that reach audiences in the arts and social justice.

To learn more about CUP, visit welcometocup.org

College Now is a free City University of New York program, designed to prepare New York City's public high school students for success in college. By taking part in College Now, students get acquainted with the demands of college life and work before they get there. Research shows that this preparation does help. CUNY students who participated in College Now tend to do better than their peers.

Learn more about College Now at collegenow.cuny.edu

CUNY College Now at New Design High School

Now, BMCC

Students

Sarai Arroyo, Kharee Boyd, Lawrence Daise, Juan Garcia, Isaiah Ortiz, Dayhana Santos, Aldo Sorcia, Chun Fung (Ronex) Tse, Shadiq Williams, Steven Mejas Scott Conti, Principal, New Design High School; Pete Williams, CUNY College

Coordinators