



## LOWER MANHATTAN DEVELOPMENT CORPORATION

### Partial Action Plan 12

For

### World Trade Center Memorial and Cultural Program, Fulton Corridor Revitalization Program, Lower Manhattan Neighborhood Parks & Open Spaces, and Hire + Expand in Lower Manhattan Program

#### Overview

Lower Manhattan Development Corporation (LMDC) has prepared the following amended Partial Action Plan with regard to the \$2 billion federal appropriation administered by the United States Department of Housing and Urban Development (HUD) for the World Trade Center (WTC) disaster recovery and rebuilding efforts in the aftermath of the terrorist attacks at the WTC on September 11, 2001. LMDC is also the recipient of another \$783 million federal grant from HUD for damaged properties and businesses (including the restoration of utility infrastructure) as well as for economic revitalization related to the terrorist attacks at the WTC. Other partial action plans detail the expenditure of the remainder of funds from the \$2.783 billion appropriation and are viewable on the LMDC website at: <http://www.renewnyc.com/FundingInitiatives/PartialActionPlans>.

This amended Partial Action Plan details the expenditure of up to \$139,012,328 to fund the following items:

Partial Action Plan Activities		Original Allocation 07/14/2006	Amended Allocation 09/24/2010	Amended Allocation 05/31/2012	October 2016 Amendments	Amended Allocation 10/16/16
I.	WTC Memorial and Cultural Program: Memorial and Memorial Museum	\$100,000,000	\$100,000,000	\$100,100,000		\$100,100,000
II.	Fulton Corridor Revitalization Program	\$38,000,000				
	Open Spaces		\$16,500,000	\$16,500,000	(\$1,321,488)	\$15,178,512
	Grant Program		\$15,000,000	\$11,000,000	(\$2,055,079)	\$8,944,921
	Streetscape and Street Wall Improvements		\$7,500,000	\$7,500,000	(\$2,281,105)	\$5,218,895
	Subtotal Fulton Corridor Revitalization	\$38,000,000	\$39,000,000	\$35,000,000	(\$5,657,672)	\$29,342,328
III.	Lower Manhattan Neighborhood Parks & Open Spaces	\$19,500,000	\$19,500,000	\$19,500,000	(\$12,600,000)	\$6,900,000
IV.	Hire + Expand in Lower Manhattan (H.E.L.M.) Business Expansion Competition			\$4,000,000	(\$1,330,000)	\$2,670,000
	<b>PARTIAL ACTION PLAN TOTAL</b>	<b>\$157,500,000</b>	<b>\$158,500,000</b>	<b>\$158,600,000</b>	<b>(\$19,587,672)</b>	<b>\$139,012,328</b>

The first amendment to this Partial Action Plan, as approved by HUD on September 24, 2010, reallocated \$1,000,000 of the \$10,420,000 allocated to East River Access portion of the East River Waterfront Project in PAP 10 to the Fulton Corridor Open Spaces portion of the Fulton Corridor Revitalization Project in this Partial Action Plan. In addition, the first amendment established maximum allocations for the specific components of the Fulton Corridor Revitalization Program.

A second Partial Action Plan amendment published on March 12, 2012 added the additional three blocks of Spruce Street between Park Row and Gold Street to the Fulton Corridor Streetscape and Streetwall Improvements portion of the Fulton Corridor Revitalization Program.

A third Partial Action Plan amendment approved by HUD on May 31, 2012 reallocated funding from the Fulton Corridor Grant Program to a new Hire + Expand in Lower Manhattan Program and increased funding for the WTC Memorial and Museum.

A fourth Partial Action Plan (PAP) amendment published August 11, 2016 and approved by HUD on October 14, 2016, reallocated unexpended funds from each of the completed Fulton Corridor Revitalization, Lower Manhattan Neighborhood Parks & Open Spaces, and the Hire + Expand in Lower Manhattan Programs to ongoing activities in other action plans. Available funds from the completed programs within this action plan were reallocated to the Pier 42 activity in PAP 10, and the West Thames Street Pedestrian Bridge and Administration activities in the Final Action Plan.

Any change greater than 5% in the funding committed to a certain activity, the addition or deletion of any activity, or change in the designated beneficiaries of an activity constitutes a substantial amendment and such amendment will be available for public review and approval by HUD. Any change greater than 15% in the funding committed to activities identified as part of the Fulton Corridor Revitalization Program constitutes a substantial amendment.

### **National Objective**

LMDC is a subsidiary of the ESD created in December 2001 to oversee the rebuilding and revitalization of Lower Manhattan. The activities contained in this Partial Action Plan have been designed to meet community and development needs resulting from the September 11th attacks at the World Trade Center (WTC Site). These activities have particular urgency because LMDC has determined that existing conditions pose a serious and immediate threat to the health or welfare of the City and its residents and other financial resources are not available to meet such needs. Funds allocated in this Partial Action Plan are for the prevention of blight that could result absent intervention to address the existing conditions resulting from the events of September 11. Funds allocated in this Partial Action Plan have and will continue to benefit low-and-moderate-income people.

### **Public Comment to the Partial Action Plan**

#### ***Initial Partial Action Plan***

This Partial Action Plan was made available for public comment from March 23, 2006 through April 21, 2006. LMDC received three public comments relating to the initial Partial Action Plan 12. The responses to comments received during the comment period have been incorporated into this Partial Action Plan as Submitted to HUD and are reviewed in **section V** below.

#### ***First Partial Action Plan Amendment***

This amendment was open to public comment from March 22, 2010 through April 21, 2010. LMDC did not receive any relevant comments on the proposed amendment.

***Second Partial Action Plan Amendment***

The second amendment was not a substantial amendment and was not made available for public comment.

***Third Partial Action Plan Amendment***

This amendment was open to public comment from March 31, 2012 through April 30, 2012. LMDC did not receive any relevant comments on the proposed amendment.

***Fourth Partial Action Plan Amendment***

This amendment was open to public comment from August 11, 2016 through September 13, 2016. LMDC received four comments that were incorporated into this Partial Action Plan as Submitted to HUD and may be viewed in **Section V below**.

Public comments were accepted by posted and electronic mail. LMDC placed Invitations to Public Comment for Partial Action Plan in English, Spanish and Chinese daily newspapers and in weekly community newspapers serving Lower Manhattan. In addition, the text of the draft plans were made available on LMDC's website ([www.renewnyc.com](http://www.renewnyc.com)).

LMDC delivered and mailed copies of the initial Partial Action Plan, the first, third and fourth amendments in English, Spanish, and Chinese to more than 40 community, residential, civic and cultural organizations throughout Lower Manhattan, including Community Board 1, 2 and 3, several tenants' associations and public libraries. In addition, LMDC sent notices of the initial and subsequent Partial Action Plans in three languages to elected officials, LMDC's Advisory Council members, and dozens of Lower Manhattan civic, community and cultural organizations.

**I. World Trade Center Memorial and Cultural Program: Memorial and Memorial Museum**

**A. Background**

**Needs and objectives**

On September 11, 2001, terrorist attacks killed 2,749 people and destroyed every structure on the WTC Site, including the World Trade Center office towers, commercial and governmental low-rise buildings, the hotel, the underground concourse, PATH terminal and subway stations. The structures on the Southern Site, adjacent to the WTC site, were also destroyed or damaged by the events of September 11, 2001; the Deutsche Bank office tower at 130 Liberty Street was severely damaged and uninhabitable and the small St. Nicholas Church at 155 Cedar Street was destroyed. While the WTC Site remained closed to the public, a wide sidewalk and viewing area with a commemorative viewing wall had been created along the east side of the site on Church Street and the portion of Liberty Street between the WTC Site, and the Southern Site which was open to pedestrians from Church Street to the temporary bridge over West Street to Battery Park City. The significant loss of life, jobs, and commercial space affected the vitality of Lower Manhattan and posed a threat to the financial, emotional, and cultural vitality of the neighborhood.

The Memorial and Cultural Program was intended to counter the blighting effect of the events of September 11, 2001, and to provide a permanent memorial that will allow future generations to remember and honor the nearly 3,000 people who died on that day in New York City, in Shanksville, Pennsylvania, and at the Pentagon, as well as those who died in the terrorist bombing

at the WTC on February 26, 1993. Both the Memorial and the Memorial Museum have opened to the public. The project has restored the WTC Site, repairing the underlying fabric of Lower Manhattan, and fostering the growth of Lower Manhattan as a vibrant cultural and financial district. Millions of visitors have benefitted from the rebuilding efforts.

### **World Trade Center Memorial and Redevelopment Plan**

The culmination of LMDC's planning efforts for the redevelopment of the World Trade Center area is the World Trade Center Memorial and Redevelopment Plan (WTC Plan), developed in cooperation with The Port Authority of New York and New Jersey (Port Authority). LMDC employed an extensive public process for over two years to develop the WTC Plan and related initiatives. As part of the Plan, LMDC proposed the implementation of the new memorial and cultural uses, embodied in LMDC's Amended General Project Plan (GPP), as amended February 14, 2007. The Port Authority is responsible for the commercial, retail, conference center and hotel facilities, open space areas, and infrastructure components of the WTC Plan to be located at the WTC site. LMDC and the Port Authority have cooperated in developing a plan for implementation of the components of the WTC Plan to be located outside the WTC site. LMDC conducted a coordinated environmental review of the combined WTC Plan. Detailed information regarding the components of this process may be found on LMDC's website at [www.renewnyc.com](http://www.renewnyc.com) under the links titled "Memorial" and "Planning, Design & Development."

### **Project area**

The project area is located in Lower Manhattan on two sites (i) the WTC site, bounded by West, Vesey, Church, and Liberty Streets; and (ii) the adjacent two city blocks immediately to the south of the WTC site, comprising (a) two city blocks, one bounded by Liberty, Washington, Albany and Greenwich Streets, and the other bounded by Liberty, West, Cedar and Washington Streets, and (b) subsurface portions of two streets: Liberty Street between those blocks and the WTC site and from the eastern side of West Street to the western side of Greenwich Street, (c) Washington Street from the northern side of Cedar Street and to the southern side of Liberty Streets, and (d) subsurface portions of Cedar Street from the eastern side of West Street to the eastern side of Washington Street (collectively, the "Southern Site"). The Southern Site includes the properties commonly known as 130 Liberty Street, 140 Liberty Street, and 155 Cedar Street.

### **Project objectives**

The rebuilding of the Project Area as a mixed-use center of commerce, public spaces, and culture, with the Memorial at its heart, advance the goals of the UDC Act, the objectives developed by LMDC, and the goals articulated by the Governor of the State of New York and the Mayor of the City of New York—to remember and honor the victims of the September 11, 2001 and February 26, 1993 terrorist attacks while revitalizing Lower Manhattan. The activities outlined below were also intended to prevent blight and address the conditions resulting from the events of September 11, 2001, at the WTC Site.

- *Remembering the Victims of the Terrorist Attacks*

The Memorial has and will continue to ensure that future generations never forget the thousands of people who died on September 11, 2001, in New York City, Shanksville, Pennsylvania, and at the

Pentagon in Virginia, as well as those who died in the terrorist bombing of the World Trade Center on February 26, 1993. The Memorial has and will continue to provide a respectful setting for remembrance and contemplation. Family members of victims and visitors from around the world have and will continue to come to the site to learn about the events of September 11, 2001, and February 26, 1993, and to remember those who died and those whose lives were changed forever.

- *Revitalizing Lower Manhattan*

The conditions of the Project Area were “substandard and insanitary” under the New York State Urban Development Corporation Act (UDC Act) and impaired the sound growth and development of Lower Manhattan. In addition, there was a need for the development of cultural, recreational, community and other civic facilities in Lower Manhattan.

Restoring the Project Area as a functioning part of Lower Manhattan was a priority objective for this project. This project was intended to eliminate the blighting effects resulting from the events of September 11, 2001, and to re-establish the Project Area as a locus of commerce, cultural and civic space, and amenities, including appropriate commercial and retail uses, as well as supporting facilities, utilities, and infrastructure for the downtown area. While Lower Manhattan has been a center of world finance and a major economic engine for the entire region, it has also become the fastest growing residential neighborhood in New York City and a major destination of regional, national and international travelers. For these reasons, revitalization of Lower Manhattan had to include cultural and other amenities that help make the area a lively environment all day, every day.

The long-term presence of an essentially empty, excavated space in the heart of New York’s financial district would have become a blight that made the area less attractive for businesses, residents, and visitors. It was important to New York City’s economy that, as business leases in Lower Manhattan come up for renewal, businesses had confidence that the Project Area would be redeveloped as quickly as possible to reduce its blighting effect on the immediate area. Similarly, it was important to the stability of the residential community in Lower Manhattan that residents gained confidence in the rebuilding and thus continued to live there.

### **World Trade Center Memorial and Cultural Program**

LMDC undertook, pursuant to the UDC Act and in cooperation with HUD and the Port Authority, the World Trade Center Memorial and Cultural Program (Memorial and Cultural Program) as part of the implementation of the WTC Plan. As set forth in the GPP for the WTC Plan, LMDC implemented the Memorial and Cultural Program which included the planning, selection, coordination and construction of a Memorial and Memorial Museum, the planning and construction of memorial-related infrastructure, and the construction of cultural uses on the WTC site and adjacent areas to complement the redevelopment of commercial office space, retail space, conference center and hotel facilities, open space areas, and certain infrastructure improvements by the Port Authority, the owner of the WTC site. The planning process also included other appropriate public and private entities.

### **National September 11 Memorial & Museum (the “Foundation”)**

The National September 11 Memorial & Museum at the World Trade Center Foundation Inc. (formally known as The World Trade Center Memorial Foundation, Inc. or WTC Memorial Foundation) is a not-for-profit corporation established to (i) honor the innocent men, women and children murdered in the horrific terrorist attacks of September 11, 2001 and February 26, 1993

through the creation of a permanent memorial at the World Trade Center site and (ii) promote the economic and cultural vitality of lower Manhattan through the development of cultural facilities at the WTC Site. For more information regarding *the Foundation* please visit the website at: [www.911memorial.org](http://www.911memorial.org).

The Memorial, Memorial Museum, and cultural uses will be funded with a combination of public resources, private funds donated by individuals and groups, and investments that will be made by the cultural institutions that are selected to locate on the site. The advancement of Partial Action Plans 11,12, S-2, and the Final Action Plan, along with funds committed for latter phases of design in Partial Action Plan 8, brought the total LMDC commitment to and for the WTC Memorial Foundation to an amount over \$324 million for the Memorial and Memorial Museum activities.

### **B. World Trade Center Memorial and Memorial Museum**

LMDC conducted an international competition for the selection of the Memorial design, and partnered with the *Foundation* in a broad spectrum of activities related to the planning, design, and implementation of the Memorial and Cultural Program for the Memorial and Memorial Museum. The *Foundation* has worked with the LMDC to ensure a coordinated approach to the implementation of Memorial and Cultural Program.

In this Partial Action Plan, LMDC allocated \$100,100,000 for the WTC Memorial and Memorial Museum for design, construction and program planning.

#### **Beneficiaries**

The thousands of relatives and friends of the nearly 3,000 victims of September 11, 2001, and February 26, 1993, have and will continue to benefit from the memorial to their loved ones. This project has also benefit the thousands of visitors to the Memorial and Memorial Museum, providing them with an opportunity to honor those who were killed in the attacks. The Memorial and Memorial Museum has, and will continue to, foster greater public awareness of the horrific events of February 26, 1993 and September 11, 2001, the impact on the victims' families, survivors, area residents, New York City, and beyond. This project has and will continue to also benefit businesses, workers, and residents throughout Lower Manhattan and will continue to contribute to the overall economic recovery of Lower Manhattan and New York City, including low and moderate income persons.

#### **Schedule**

LMDC has carried out activities relating to the development and implementation of the WTC Plan since early 2002. The full implementation of the WTC Plan, including the Memorial and Memorial Museum, was begun by the LMDC and the *Foundation* in 2004 and will extend through 2016.

#### **Federal and other resources**

The Memorial and Cultural Program has been funded with a combination of public investment, private funds donated by individuals and groups primarily to the *Foundation*, and investment that will be made by the cultural institutions that locate on the site. The initial Partial Action Plan provided an allocation of up to \$100,000,000 to and for the *Foundation*. The third amendment to

the Partial Action Plan provided an additional \$100,000 for these same purposes. The *Foundation* has used its own resources to engage in fundraising for both public sector and private sector funds and individual donations to accomplish its mission. No funds proposed in this Partial Action Plan will be used for fundraising efforts.

**Total estimated cost**

The estimated cost for ongoing design, construction, and program planning as described in this Partial Action Plan for the Memorial and Memorial Museum was up to \$100,100,000.

In addition, Partial Action Plan 8 allocated \$64,525,972, Partial Action Plan 11 allocated \$75,000,000, Partial Action Plan S-2 allocated \$39,594,000 and the Final Action Plan allocated \$45,810,000 for implementation of the WTC Memorial and Memorial Museum.

<b>World Trade Center Memorial and Memorial Museum</b>	
Partial Action Plan 8 as amended	\$64,525,972
Partial Action Plan 11	\$75,000,000
Partial Action Plan S-2	\$39,594,000
Final Action Plan	\$45,810,000
<b>This Partial Action Plan</b>	<b>\$100,100,000</b>
Total for this Activity	\$325,029,972

**II. The Fulton Corridor Revitalization Program**

**Background**

The Fulton Corridor (described below under Project Area) has served as an important commercial and retail corridor since 1814 when the Fulton Ferry began to run between Manhattan and Brooklyn. Fulton Street itself is Manhattan’s first paved river to river street. It has been home to a mix of retail stores, service providers, small manufacturers, wholesalers, corporate headquarters, and a variety of restaurants and saloons. Many of the buildings that housed these businesses still line the historic core of the Fulton Corridor (Fulton Street between Broadway and Gold Streets), although in many cases they have been subdivided and significantly altered. Additionally, the Fulton Corridor is home to a significant residential population and is a major transportation hub.

An opportunity arose for the Fulton Corridor to become Lower Manhattan’s vibrant 24/7 “Main Street” area with the rebuilding of the WTC Site and the reintroduction of Fulton Street through it, as well as other developments in the area that include the Metropolitan Transit Authority’s new Fulton Street Transit Center, and the continued growth of the Lower Manhattan residential community.

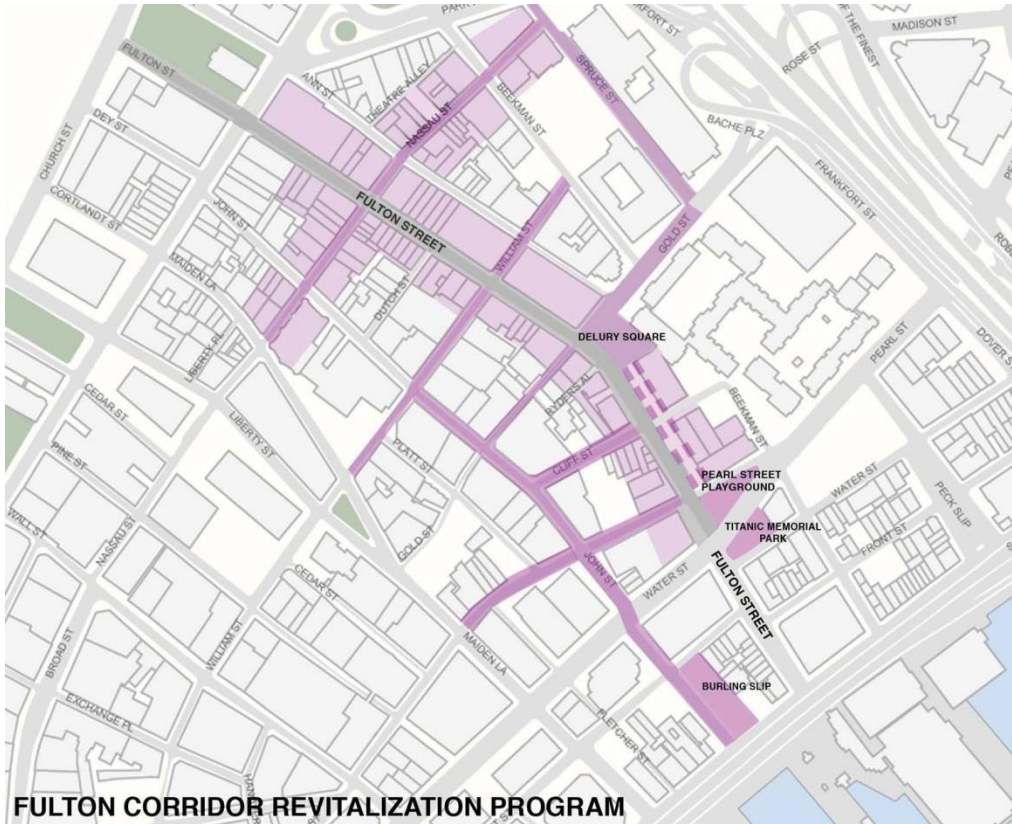
**Project area**

The Fulton Corridor includes Fulton Street bounded by Church Street to the west and Water Street to the east; streets intersecting Fulton up to a three block area north and south, including John Street from William Street to South Street; Burling Slip, located one block south of Fulton Street on John Street east of Water Street; and Spruce Street between Park Row and Gold Street.



**Description**

The Fulton Corridor Revitalization Program was aimed at redeveloping Fulton Street and its environs into a vibrant mixed-use retail corridor serving the surrounding commercial and residential sectors and the burgeoning visitor market. The initial Partial Action Plan allocated \$38,000,000 for this program. The first amendment to the plan increased the allocation to \$39,000,000. The third amendment to the plan reduced the allocation to \$35,000,000. The fourth amendment reduced the allocation to \$29,342,328 and reallocated unused and available project funds to ongoing projects in other action plans. LMDC funds provided needed public investments in streetscape improvements, public open spaces, as well as incentives to spur private rehabilitation and renovation of retail components. The Project built on other improvements already planned by The City of New York for the roadbed, sidewalk, and streetscape of Fulton Street itself that would be funded by the Federal Highway Administration.



The core components of the Fulton Corridor Revitalization Program for which the LMDC allocation was used included, but were not limited to:

**A. Fulton Corridor Open Spaces**

- *Enhancement of Existing Open Spaces:* The 3,500 square foot Titanic Memorial Park at the corner of Fulton and Water Streets was refurbished to become an improved gateway to the Seaport, through restoration of the lighthouse and improved seating.



Additionally, the 5,200 square foot Pearl Street Tot Lot bound by Fulton, Pearl and Water Street, was renovated to become a more welcoming area for children and families, and a more compelling space along the Fulton corridor.

- *Creation of New Open Spaces:* A new 10,000 square foot park, DeLury Square Park, was created at the corner of Fulton and Gold Streets that includes such items as furnishings for sitting areas, fencing, new plantings, and other improvements. This new park is a focal point for neighborhood activity. The City acquired a small piece of privately owned land to create the proposed configuration for the park. In addition, a new children's playground was created at Burling Slip, which was a roadway with temporary parking for City vehicles. At 22,000 square feet, this new park is an inviting complement to the South Street Seaport Museum and provides needed recreation area for Lower Manhattan's growing residential population. Of the total LMDC allocation, up to \$16.5 million had been provided for Fulton Corridor Open Spaces component of this project with the fourth amendment reducing the allocation to the expected actual costs incurred by reallocating unused funds to the Final Action Plan.

## **B. Fulton Corridor Grant Programs**

- *Retail and Façade Improvement Programs:* In order to help improve the overall look and retail viability of Fulton Street, the Project also established a grant program to assist property owners and retailers to 1) restore building facades and improve commercial storefronts; and 2) enhance and modernize outmoded interior retail spaces.

Design Guidelines had been created to ensure that the grants meet the overall vision for the corridor (including the regulation of new building construction, façade restoration, and storefront appearance) while respecting its historic character. LMDC worked in coordination with the City of New York on the overall grant program guidelines that complemented the Fulton Corridor Design Guidelines and ensured the appropriate use of funds. The Project also provided technical assistance to property and business owners implementing individual projects.

The first amendment to the Partial Action Plan established an allocation of \$15 million for these Fulton Corridor Grant Programs. The third amendment to the plan reduced this allocation to \$11 million with the fourth amendment reducing the allocation to the expected actual costs incurred by reallocating unused funds to the Final Action Plan.

## **C. Fulton Corridor Streetscape and Street Wall Improvements**

- *Streetscape Improvements:* Funds were provided for comprehensive streetscape improvements to enhance the pedestrian and vehicular experience in the portals leading to Fulton Street, including John Street from William Street to South Street to enhance the connection to Burling Slip and Spruce Street between Park Row and Gold Street. Upgrades included new sidewalks and curbs, roadway resurfacing, street furniture, way finding signs (as well as removing extraneous signage), and plantings.

- *Targeted Improvements to Street Wall:* The project explored and supported focused improvements to the street wall at the north side of Fulton Street between Gold and Pearl Streets. The sidewalk on this block was inconsistent in width and grade, creating a psychological and physical barrier between pedestrians and storefronts. Improvements in this area included reducing sidewalk widths by enhancing the pedestrian walkway with landscaping and seating.

\$7.5 million was provided for the Street Wall and Streetscape Improvement component of this project with the fourth amendment reducing the allocation to the expected actual costs incurred by reallocating unused funds to the Final Action Plan.

LMDC funds were also used for project-specific planning, design, and administration, including all necessary environmental and regulatory reviews conducted by LMDC.

LMDC, in coordination with the New York City Economic Development Corporation and other agencies, including New York City's Department of City Planning, department of design and Construction, Department of Parks and Recreation, Department of Transportation and the Department of Small Business Services worked collaboratively to implement the project following the completion of all reviews. LMDC and The City of New York also worked in consultation with the New York State Historic Preservation Office as the various components of the Fulton Corridor Revitalization Program were implemented.

### **Program objectives**

The objective of the Fulton Corridor Revitalization Program was to revitalize the Fulton Corridor, benefiting area workers, businesses, visitors, and to improve the quality of life for the area's growing residential population.

### **Beneficiaries**

The Fulton Corridor Revitalization Program provided needed public investment in the Fulton Corridor, benefiting the growing residential population, businesses and retailers, and area office workers and visitors to the WTC Site and the South Street Seaport. The Program also prevented blight that could have resulted absent intervention to address the conditions.

### **Schedule**

Activities related to Fulton Corridor Revitalization Program were scheduled to begin in 2006 and were completed in 2016.

### **Total estimated cost**

The total estimated cost of the Fulton Corridor Revitalization Program outlined in the initial Partial Action Plan was to \$38,000,000. The first amendment to the plan increased the allocation to \$39,000,000. The third amendment to the plan reduced the allocation to \$35,000,000. The fourth amendment further reduced the allocation to \$29,342,328.

### **III. Lower Manhattan Neighborhood Parks & Open Spaces: Phase Two**

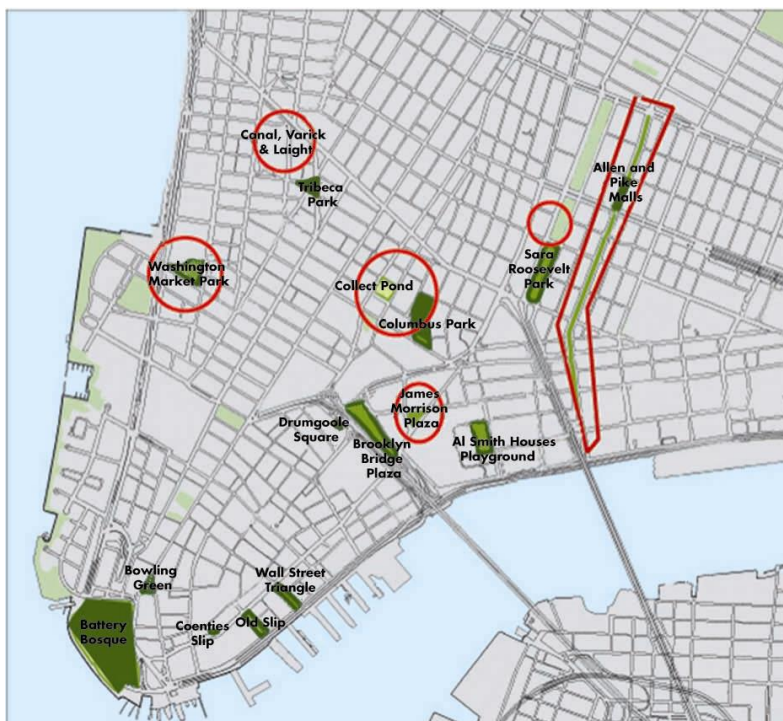
#### **Description**

The enhancement of neighborhood parks and open spaces throughout Lower Manhattan's diverse communities continues to serve as an important catalyst for the area's revitalization. Improvement to parks and open spaces benefits Lower Manhattan workers, businesses, visitors and improves the quality of life for downtown's growing residential population. LMDC initially proposed the allocation of up to \$19,500,000 for a second phase of enhancements to Lower Manhattan neighborhood parks and open spaces.

In Partial Action Plan 4, LMDC allocated funds for target parks and open space sites throughout Lower Manhattan that were best suited to provide initial and dramatic improvements for Lower Manhattan residents and workers. As part of the second phase, LMDC and the New York City Department of Parks & Recreation (Parks Department) have formulated a comprehensive plan for creating parks and revitalizing existing open spaces throughout Lower Manhattan, including the Financial District, Two Bridges, Chinatown, Lower East Side and Tribeca. The proposed enhancements focused on reconstructing sitting areas, public plazas and playgrounds on or south of Houston Street. In coordination with the New York City Department of Transportation (DOT), the plan would also take advantage of opportunities within the downtown street network to create new public spaces such as "Greenstreets" and enhanced pedestrian corridors. At each of the sites identified below, the Parks Department provided enhancements that included horticultural elements (canopy and flowering trees, ornamental shrubs and planting beds); new benches, lighting and decorative paving; and other improvements.

The following sites had been identified as part of phase two of Lower Manhattan parks and open spaces given their conformity to community priorities and enhanced recreational facilities:

- Washington Market Park- bounded by Chambers, Greenwich, and West Streets
- Sara D. Roosevelt Park- bounded Hester Street, Chrystie, Forsyth, and Grand Streets
- James Madison Plaza- bounded by St. James Place, Madison and Pearl Streets
- Canal/Varick/Laight Park- Triangle bounded by Canal, Varick, and Laight Streets. (This site was initially identified for partial funding in Partial Action Plan 4, but was not ultimately funded.)
- Collect Pond Park- bounded by Hogan Place, Centre, Lafayette, and White Streets.
- Allen and Pike Street Malls- center plots extending along Allen Street and Pike Street, between Houston and South Streets.



Enhancements at these locations would also improve public open spaces for the growing worker and residential populations; and for some, would provide enhanced commercial corridors and improved linkages to the water front.

Work planned for these Lower Manhattan parks and open spaces projects included, but were not limited to:

- *Enhancement and improvement of existing open spaces:* Included the installation of such items as furnishings for sitting areas, fencing, lighting, new plantings of trees and shrubs, and other improvements at the sites listed above. Additionally, improvements at Sara D. Roosevelt Park and James Madison Plaza also included the installation of new children’s play equipment and spray fountains. Washington Market Park was to receive upgrades to existing sports courts.
- *Rehabilitation and reconstruction of existing open spaces:* Included the installation and replacement of pavement at all the sites listed above. Additionally, Collect Pond, Sara D. Roosevelt Park and James Madison Park were to receive new and improved drainage and irrigation systems.
- *New public facilities:* Included the construction of a new comfort house building containing restroom facilities at Washington Market Park. New restroom facilities were also to be constructed within an existing building at Sara D. Roosevelt Park.

LMDC, in coordination with the Parks Department, identified the selected parks in a manner consistent with HUD Eligibility Criteria and then Mayor Michael R. Bloomberg’s *New York City’s Vision for Lower Manhattan*. LMDC funds were also used for related planning, design, and administration of the Parks & Open Spaces projects, including any necessary environmental and regulatory reviews conducted by LMDC.

### **Project objectives**

The objective of this activity was to enhance parks and open spaces at selected sites throughout Lower Manhattan as a catalyst for the area's revitalization, benefiting area workers, businesses, visitors and improving the quality of life for downtown's growing residential population.

### **Beneficiaries**

This activity has and will continue to benefit Lower Manhattan area workers, businesses, visitors, and the growing residential population, as well as provide low and moderate income benefits. The sites identified as part of this activity are located in Community Board's 1 and 3. Community Board 1 has experienced New York City's highest population growth rate over the past the decades. Community Board 3 is one of New York City's most densely populated areas, it consists predominantly of low and moderate-income households, and had the third lowest median income in Manhattan. It also has a long tradition of ethnic, economic and cultural diversity. These residents are the target beneficiaries of this activity. The Lower Manhattan Neighborhood Parks and Open Spaces provides low and moderate income benefit and for the prevention of blight that could have resulted absent intervention to address the existing conditions.

### **Project area**

The project area for the sites identified as part of this activity is in Lower Manhattan, bounded by West Street to the west, the East River to the east, and generally between the Brooklyn and Manhattan Bridges. The Allen and Pike Street Malls extend from the East River, up along Pike Street to Canal Street, where they become the Allen Street Malls and extend northward to Houston Street.

### **Schedule**

Activities related to the second phase of Lower Manhattan Parks & Open Spaces began in 2006, and were completed in 2016.

### **Federal and other resources**

LMDC allocated up to \$19,500,000 to support the second phase of enhancements at the sites identified above as part of Lower Manhattan parks and open spaces on top of the \$27.5 million allocated for parks and open spaces in Partial Action Plan 4. An additional \$2,000,000 was expected from other public and private sources. The fourth amendment reduced the allocation to \$6,900,000 with \$5 million reallocated to the Pier 42 park project in PAP 10 and \$7,600,000 to the West Thames Street Pedestrian Bridge and Administration in the Final Action Plan.

### **Total estimated cost**

The total estimated cost for the second phase of enhancements to Lower Manhattan parks and open spaces was initially estimated to be up to \$21,500,000, with \$19,500,000 to be funded by LMDC. The planned projects were completed leaving over \$12 million unexpended and available for reallocation to Partial Action Plan 10 for Pier 42 and the Final Action Plan for the West Thames Street Pedestrian Bridge. The fourth amendment thus reduces this allocation to \$6,900,000.

#### **IV. Hire + Expand in Lower Manhattan (H.E.L.M.) Business Expansion Competition**

##### **Description and Objectives**

The Hire + Expand in Lower Manhattan (H.E.L.M.) Business Expansion Competition was a grant program intended to entice start-up businesses to Lower Manhattan and support the expansion of established companies in Lower Manhattan with office space and funding opportunities. The \$4 million allocation was to provide grants ranging from \$20,000 to \$750,000 over three years, resulting in support for approximately 18 start-up companies and the estimated creation or preservation of 320 jobs. This economic development program was needed for the economic revitalization of Lower Manhattan which continues to be impacted by the loss of over 10 million square feet of commercial office space at the World Trade Center in the 9/11 terrorist attacks. Technology, advertising, media and information firms were targeted as potential lower Manhattan tenants.

##### **Beneficiaries**

This program benefits businesses, workers, and residents throughout Lower Manhattan and has contributed to the revitalization and overall economic recovery of Lower Manhattan and New York City.

##### **Project area**

The project area for the grant eligibility as part of this activity was Lower Manhattan, bounded by West Street to the west, the East River to the east, and Houston Street to the North.

##### **Schedule**

The application process for the initial round of the competition began in the fall of 2012 and continued into 2013. It was expected that there would be two additional competition rounds in 2014 and 2015. Disbursements of grant funds and monitoring activities were expected to continue through 2019. After two competition rounds of funding, it was determined that the program objectives were met and incentives to entice targeted firms to move to or expand in lower Manhattan were no longer needed. Market conditions had changed; office rents asks had increased nearly 50% since the program started rendering the incentives offered less than enticing. As a result, the program ended in 2015.

##### **Total estimated cost**

The total cost for this activity was initially planned to be up to \$4,000,000. These funds were allocated in the third amendment to this Partial Action Plan, approved by HUD on May 31, 2012. The actual amount spent prior to the program terminating was \$2,670,000. The fourth amendment reduced the allocation to the actual costs incurred and reallocated the unused funds (\$1,330,000) to the Final Action Plan.



V. **Public Comments and Responses**

A. **Comments received following the release of the initial Partial Action Plan.**

The following section details the comments and responses relating to the draft Partial Action Plan, after it was released for public comment from March 23, 2006 through April 21, 2006.

LMDC received three public comment submissions listed below relating to Partial Action Plan 12.

The comments are summarized in bold, with responses following.

**WTC Memorial and Cultural Program**

**LMDC received two comments from victims' family members regarding the WTC Memorial and Memorial Museum. These comments emphasized that LMDC should build a safe, respectful memorial that is at the center of the WTC area reconstruction. One of the comments urged that the design of the memorial should be simple. Another comment stated that (1) the Family Room should be private and not open to the public; (2) the names of the victims should be displayed above ground; and (3) victims' family members should be contacted to provide individual stories.**

As a result of the Memorial Competition, in January 2004, Michael Arad and Peter Walker's *Reflecting Absence* was selected. *Reflecting Absence* features enormous graceful twin voids that will ensure that future generations will know where the Towers stood, and the names of each hero lost surrounding the cascading pools will ensure that we never forget each individual life taken. The Memorial Museum offers an historic and authentic experience focused on the events of September 11, 2001, and February 26, 1993. The initial programming concepts for the museum have been developed by family members, residents, preservationists, and museum experts. It will contain information about the lives of the loved ones lost, and will convey the events of the day and the breathtaking, worldwide outpouring of support in the rescue and recovery efforts. The current plans also call for a Family Room that is accessible only to family members.

**General Comments**

**LMDC received one general comment regarding possible cultural uses within the planned Freedom Tower.**

As discussed in Section I on background, LMDC will be responsible for implementation of memorial and cultural uses that comprise the Memorial and Cultural Program at the World Trade Center Site whereas Port Authority is responsible for commercial and other components of the Redevelopment Program at the Site. Freedom Tower is a commercial office building that has been designed by a net lessee of the Port Authority consistent with the overall World Trade Center Memorial and Redevelopment Plan.

**B. Comments received following the release of the fourth Partial Action Plan Amendment.**

This section addresses the comments received from the public following the release of the proposed amendment to Partial Action Plan 12 (along with Partial Action Plans 3 and 10 and the Final Action Plan) on August 11, 2016 through September 13, 2016. LMDC received *four* comments, three of which related to the actions proposed to be taken. One other comment requested additional funding for Chinatown projects.

**Expressions of Support**

**Three of the four commenters expressed strong support for the reallocation of available funds in Partial Action Plan 12 (and Partial Action Plan 3) to the Pier 42 project within Partial Action Plan 10. One of these commenters also expressed support for the funding of the West Thames Street Pedestrian Bridge.**

No response is needed.

**Request for Funding**

**One of the above commenters identified other projects in need of financial support: Sara Delano Roosevelt Park and the Allen/Pike Street Mall.**

Other LMDC funds have already been allocated and spent on these projects. Neither of these projects is at Pier 42 nor are they related to the West Thames Street Pedestrian Bridge project.

**One commenter requested funding for various Chinatown projects including additional tourist parking, rent subsidies for new businesses, etc.**

These requests are outside the scope of this action plan.