

LOWER MANHATTAN DEVELOPMENT CORPORATION

**Amended Partial Action Plan No. 4  
for  
Short-Term Capital Projects, Long-Term Planning, and Supplemental Funds for Business  
Recovery**

**Overview**

The Lower Manhattan Development Corporation (LMDC) has prepared the following amended Partial Action Plan with regards to the \$2 billion federal appropriation for the World Trade Center disaster recovery and rebuilding efforts administered by the United States Department of Housing and Urban Development (HUD). LMDC has received additional funding through a \$783 million federal appropriation to HUD for damaged properties and businesses (including the restoration of utility infrastructure) as well as economic revitalization related to the terrorist attacks at the World Trade Center. Partial Action Plan No. 4 detailed the expenditure of \$156,105,103 of the \$2.78 billion for the activities outlined below. This amendment to the Partial Action Plan proposes reductions of \$3,007,500 from Short-Term Capital Projects, \$2,738,000 from Long Term Planning, and \$5,554,000 from the WTC Business Recovery Grant Program as outlined below. The reduction of Employment Training Assistance Program funds is being removed from this Partial Action Plan and is included in an amendment to Partial Action Plan 1, where the program was originally introduced.

<b>Partial Action Plan Activities</b>	<b>Previous Allocation from \$2 billion</b>	<b>Proposed Amendment</b>	<b>Amended Allocation</b>
Short-Term Capital Projects	\$71,205,000		\$68,197,500
Short-Term Capital Projects (proposed elimination and reallocation of Millennium High School funds)		(\$3,007,500)	
Long-Term Planning	\$12,094,848		\$9,356,848
Long Term Planning ( proposed reduction and reallocation of Airport and Commuter planning funds)		(\$2,738,000)	
WTC Business Recovery Grant Program	\$74,500,000	(\$5,554,000)	\$68,945,914
Reallocation of Employment Training Assistance Program	(\$9,500,000)	\$9,500,000	0
Planning and Administration	\$7,805,255		\$7,805,255
<b>Total</b>	<b>\$156,105,103</b>	<b>(\$1,799,500)</b>	<b>\$154,305,603</b>

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. Except that with respect to the individual short-term capital projects, any increase greater than 20% in the funding committed to a specific short-term capital project, the addition or deletion of any project, or change in the designated beneficiaries of a project constitutes a substantial amendment and such amendment will be available for public review and approval by HUD.

To date, HUD has approved 14 Partial Action Plans totaling nearly \$2.6 billion out of the \$2.78 billion allocation. LMDC has issued a total of 14 Partial Action Plans for public comment. The approved, amended, revised and pending Partial Action Plans are listed in the table below:

<b>PAP No.</b>	<b>Purpose of Partial Action Plan</b>	<b>Date Approved or Amended</b>	<b>Total PAP Expenditure</b>
1	Residential Grant Program, Employment Training Assistance Program, Interim Memorial, and Planning and Administration	09/27/2006	\$253,203,500
2	Business Recovery and Economic Revitalization	09/27/2006	\$329,000,000
3	Cultural and Community Development	06/14/2003	\$24,047,048.42
	Amendment Community Development	2/28/2006	\$570,000.00
4	Short Term Capital Projects, Long Term Planning, Supplemental Funds for Business Recovery Grant Program	08/06/2003	\$154,305,603.00
	Amendment to Short Term Capital Projects, Long Term Planning, and Business Recovery Program	Draft for Public Comment Released 9/29/2006	
S-1	New York Firms Suffering Disproportionate Loss of Life	09/15/2003	\$33,000,000.00
S-2	Utility Restoration and Infrastructure Rebuilding	09/15/2003	\$750,000,000.00
	Amendment to Utility Restoration and Infrastructure Rebuilding	Draft for Public Comment Released 09/29/2006	
5	Tourism and Communications	01/28/2004	\$2,421,052.63
6	Revised Affordable Housing Program	11/18/2005	\$44,631,578.95
	Amendment to Affordable Housing Program	Draft for Public Comment Released 09/29/2006	
7	WTC Memorial and Cultural Program and Lower Manhattan Tourism	07/06/2004	\$176,134,105.26
	Amendment to WTC Memorial and Cultural Program	06/08/2005	\$45,305,031.58
8	WTC Memorial and Cultural Program, Related Initiatives, and Lower Manhattan Tourism as amended	10/06/2005	\$93,391,473.69
	Amendments to WTC Memorial and Cultural Program, Tribute in Light, and Living Memorial	Draft for Public Comment Released 09/29/2006	
	Memorial Foundation (Funds generated from program income and not 2.78 billion allocation)	11/23/2004	\$1,000,000.00
9	WTC Memorial and Cultural Program, Tribute Visitors' Center, Lower Manhattan.info, Pace Green Roof	9/27/2006	\$70,994,736.84
	Amendment to WTC Memorial and Cultural Program and Planning and Administration		
10	Lower Manhattan Revitalization Programs, Lower Manhattan Tourism, Planning and Administration	2/28/2006	\$301,458,947.00

11	WTC Memorial and Cultural Program, Cultural Enhancement Initiatives, and the Drawing Center	Draft for Public Comment Released 9/29/2006	\$162,086,073.63
	Amendments to Cultural Enhancement Initiatives and the Drawing Center		
12	WTC Memorial and Cultural Program, Fulton Corridor Revitalization Program, and Lower Manhattan Neighborhood Parks and Open Spaces	7/14/2006	\$157,500,000.00
<b>Total Funding Allocated To Date from \$2.78 billion allocation</b>			<b>\$2,598,049,151</b>

Versions of these plans are viewable on the LMDC website at [http://www.renewnyc.com/FundingInitiatives/partialact\\_plans.shtml.htm](http://www.renewnyc.com/FundingInitiatives/partialact_plans.shtml.htm)

**LMDC Funding Allocation Plan**

On June 16, 2005, the LMDC Board of Directors approved a Funding Allocation Plan for the remaining CDBG funds, consistent with Governor George E. Pataki and Mayor Michael R. Bloomberg’s proposed Allocation Plan, announced on May 25, 2005. The Funding Allocation Plan outlines categories of funding and specific projects, and is available for viewing on the LMDC website at [www.renewnyc.com](http://www.renewnyc.com). Future Partial Action Plans will detail the projected expenditure of the remaining CDBG funds that are available from the \$2.78 billion grant, consistent with the Funding Allocation Plan referenced above, and will be subject to a public comment period with later submission to HUD.

Partial Action Plan 4 proposed the allocation of \$156,105,103 for Short-Term Capital Projects, Long-Term Planning, and Supplemental Funds for Business Recovery. The Short-Term Capital Projects will provide immediate relief to Lower Manhattan residents, businesses, workers, and visitors by improving accessibility in and around Lower Manhattan and enhancing the quality-of-life in Lower Manhattan, making it a more attractive place to live, work, and visit. The Long-Term Planning program is the first step towards realizing the Governor’s and the Mayor’s vision for Lower Manhattan focusing on airport access, links to Long Island, major boulevards such as West Street and Water Street, and underutilized resources such as the East River Waterfront. The World Trade Center (WTC) Business Recovery Grant program provides much needed additional funding for the Business Recovery Grant program, while reallocating underutilized funding in the Employment Training Assistance Program.

**National Objective**

The Lower Manhattan Development Corporation is a subsidiary of the New York State Urban Development Corporation d/b/a Empire State Development 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 11<sup>th</sup> World Trade Center disaster. 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 of New York and the individual residents of the City and other financial resources are not available to meet such needs. These activities provide assistance for properties and businesses damaged by, and for economic revitalization related to, the September 11, 2001 terrorist attacks on New York City. The geographic areas of focus of this and future partial action plans are located in Manhattan, south of Houston Street. Projects included in this Partial Action Plan also meet the national objective of benefiting low and moderate income persons and communities.

**Public Comment to Amended Partial Action Plan No. 4**

The amendments to Partial Action Plan 4 propose reductions of \$3,007,500 from Short-Term Capital Projects, \$2,738,000 from Long Term Planning, and \$5,554,000 from the WTC Business Recovery Grant Program as outlined below. The reduction of Employment Training Assistance Program funds is being removed from this Partial Action Plan and is included in an amendment to Partial Action Plan 1, where the program was originally introduced. The proposed amendments to Partial Action Plan 4 were approved by the LMDC Board of Directors at the September 2006 board meeting.

This Amendment to Partial Action Plan No. 4 was made available to the public for comment from September 29, 2006 through October 30, 2006. Comments were accepted by posted mail 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 plan was made available on LMDC's website ([www.renewnyc.com](http://www.renewnyc.com)).

LMDC delivered and mailed copies of this Final Action Plan in English, Spanish, and Chinese to more than 90 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 electronic notices of Final Action Plan in three languages to elected officials, LMDC's Advisory Council members, and over 140 Lower Manhattan civic, community and cultural organizations.

LMDC did not receive any comments on the Amendment to Partial Action Plan 4.

**Previous Public Comment to the Partial Action Plan and Amendments**

Partial Action Plan 4 allocates funds to Short-Term Capital Projects, Long-Term Planning, and Supplemental Funds for Business Recovery. The Partial Action Plan was first made available to the public for public comment from May 28, 2003 to June 12, 2003. Partial Action Plan 4 was approved by HUD on August 26, 2003. On June 2, 2004, the LMDC Board of Directors authorized amendments to Partial Action Plan 4 for the inclusion of Louise Nevelson Plaza as part of the Neighborhood Parks and Open Spaces projects. Public comments were accepted from July 12, 2004 to July 26, 2004. Comments received on the Partial Action Plan are outlined below in **Section V. Responses to Public Comment**.

On June 16, 2005, the LMDC Board of Directors authorized additional amendments to Partial Action Plan 4 that proposed the reallocation of funds from Long-Term Planning for West Street planning to Short-Term Capital Projects for West Street Pedestrian Connections. The amendments to Partial Action Plan 4 were made available to the public for comment from September 27, 2005 through October 26, 2005. Comments were accepted by posted mail and electronic mail. LMDC placed Invitations to Public Comment for Partial Action Plan 4 in English, Spanish, and Chinese daily newspapers and in weekly community newspapers serving Lower Manhattan. In addition, the text of the draft plan was made available on LMDC's website ([www.renewnyc.com](http://www.renewnyc.com)).

LMDC delivered and mailed copies of Partial Action Plan 4 with the proposed amendments in English, Spanish, and Chinese to more than 90 community, residential, civic and cultural organizations throughout Lower Manhattan, including Community Boards 1, 2, and 3, several tenants' associations and public libraries. In addition, LMDC sent electronic copies in three languages to 15 elected officials, LMDC's Advisory Council members, and over 140 Lower Manhattan civic, community and cultural organizations.

LMDC received no comments on the proposed amendments to Partial Action Plan 4 during the comment period, which ran from September 27, 2005 through October 26, 2005.

### **Public Participation to Date**

Since its inception, LMDC has solicited and received an unprecedented amount of public comment from all over the world regarding the rebuilding of the WTC Site, the creation of a permanent memorial, and the revitalization of Lower Manhattan. Several Advisory Councils representing a broad spectrum of groups affected by the WTC attacks – including victims’ families, business owners, arts and cultural institutions, and downtown residents – have consulted with LMDC throughout the process on issues of concern to their respective constituencies.

LMDC conducts public meetings that provide an avenue for the public to express their thoughts and concerns about the rebuilding efforts and the revitalization of Lower Manhattan. Public meetings as well as meetings with the Advisory Councils have focused on the redevelopment of the WTC Site, the creation of a permanent memorial, and broader issues such as transportation, cultural and civic issues, and economic development in the aftermath of September 11<sup>th</sup>.

LMDC conducts additional outreach initiatives, such as mailings to city, state, and federal elected officials and civic and community organizations, participates in Community Board meetings, and meets regularly with community groups, civic organizations, and public officials to ensure that the opinions of those impacted are taken into account. In the summer of 2003, LMDC conducted a series of outreach workshops in the communities of Lower Manhattan. At the workshops, participating members of the community described priorities for their communities and proposed projects to address those priorities.

LMDC has also sponsored several public exhibits that provided visitors with information and the opportunity to submit written comments on the revitalization efforts. LMDC has received nearly 10,000 comments at the exhibits.

On April 13, 2005, the LMDC issued a Draft Funding Allocation Framework, which articulated draft priorities, objectives, and principles with respect to the allocation of the remaining CDBG funds. The LMDC accepted public comment on this draft Framework through May 1, 2005, and held a public forum on the draft Framework on April 27, 2005 in Lower Manhattan. On May 25, 2005, the LMDC released a revised Funding Allocation Framework, which will serve as the basis for allocating remaining CDBG funds. The Funding Allocation Framework can be viewed at the LMDC website at [www.renenwyc.com](http://www.renenwyc.com) in the Funding Initiatives section.

The LMDC website remains available for the public to provide feedback on a variety of topics related to the redevelopment of WTC Site, the revitalization of Lower Manhattan’s neighborhoods, and LMDC Partial Action Plans. To date, LMDC has received thousands of comments through its website.

LMDC also gathers public input through its Funding Application Process. The Funding Application Process provides an opportunity for members of the public, through their funding proposals and subsequent meetings with LMDC staff, to articulate their perceptions of, and solutions to, the diverse needs of Lower Manhattan.

### **I. Short-Term Capital Projects**

The short-term capital projects were selected through a consultation process involving participants from community groups, local businesses, and city and state government to revitalize the Lower Manhattan

community, as well as facilitate economic development after the attacks of September 11<sup>th</sup>. Manhattan Community Board 1 contributed insight into residents' needs for the area at meetings and through written correspondence. Input was solicited and received from organizations such as the Alliance for Downtown New York, the Real Estate Board of New York, the Association for a Better New York, the Partnership for New York City, Wall Street Rising, and the American Institute of Architects. Major area firms and property owners were also consulted to determine specific needs and ways to facilitate and sustain economic growth. The City of New York Mayor's Office compiled input from a number of sources and a range of constituencies, determining areas of overlap and greatest need. The Short-Term Capital Projects were first announced by Governor George Pataki on April 24, 2003.

As LMDC selects projects for funding to revitalize Lower Manhattan, support from the public is considered. Public support for many of the proposed short-term capital projects is summarized here.

The proposed short-term capital project, Millennium High School, will provide increased educational opportunities for the children of Lower Manhattan and the unique quality of the school will help retain residents in the area. The school has received resounding support from many elected officials and civic organizations, including Community Board 1, Councilman Alan Gerson, Senator Charles Schumer, and Senator Hillary Clinton. Community Board 1 stated that, "Excellent public schools were a significant factor leading to the popularity of Lower Manhattan as a place for the families to live and raise their children...finding a suitable public high school for one's child is a more difficult challenge. The Millennium High School would fill that void here in our district and would give families yet another good reason to live in this community."

Many have asked for and voiced support for the construction of various parks in Lower Manhattan, including Senator Schumer, Community Board 1 and Community Board 2, the Friends of Hudson River Park, the Historic District Council, and others from the public and private sectors. The creation of open spaces and neighborhood parks will provide public facilities that add to the quality of life for all communities in lower Manhattan and draw residents and visitors to the area, which will also contribute to the rehabilitation of Lower Manhattan.

The LMDC has heard from numerous groups supporting the Hudson River Park improvements. The Friends of Hudson River Park state that the section between Houston and Chambers Streets will be an extraordinary recreational resource for Downtown residents. Improvements to the park will enhance the quality of this public facility by adding recreational opportunities and the park will serve as a major attraction in Lower Manhattan. Other comments expressing support have been received from Community Board 1, Senator Schumer, Friends of Hudson River Park, Brooklyn Bridge Park Coalition, Historic Districts Council, New York City, Audubon Society, State Senator Thomas K. Duane, Hudson Park Trust Council, the New York Building Congress, Congressman Jerrold Nadler, and others from the public and private sector.

Representing many businesses in New York City, the Partnership for New York City has commented on the need to improve pedestrian and vehicular access, the need for transformation of areas with the "appearance of a 'war zone' into a secure but pleasant place," and the provision of amenities to improve street life and the neighborhood for workers, residents, and visitors.

The short-term capital projects will provide immediate relief to Lower Manhattan residents, businesses, workers, students, and visitors by improving accessibility in and around Lower Manhattan and enhancing the quality-of-life in Lower Manhattan, making this a more attractive place to live, work, and visit. These projects can be completed in the short-term, many within six months to one year, providing tangible improvements to life in Lower Manhattan and helping to retain and attract businesses and residents while work to realize the long-term vision moves forward.

The short-term capital projects selected must meet some or all of the following criteria:

- Consistent with HUD eligibility criteria
- Enhance the quality-of-life in Lower Manhattan in the near-term for residents, businesses, workers, students, and/ or visitors;
- Provide or enhance open space in Lower Manhattan;
- Leverage additional private or public funds for completion of the full scope of the capital project; and
- Funds will be used for capital or core costs, not operational costs.

All projects must be short-term in that they must be able to be completed within one year. Exceptions will be allowed for projects that show substantial and significant progress and meet some or all of the criteria above within one year.

#### **Amendments to Short Term Capital Projects (amended June 9, 2004)**

In the amendments to Partial Action Plan 4 (dated June 9, 2004), some of the costs for specific short term projects were reallocated to and from various projects. Costs associated with environmental review for specific projects have been added as detailed below:

- Stock Exchange Area Security and Aesthetic Improvements - \$160,000
- Neighborhood and Open Spaces - \$70,000
- Millennium High School - \$7,500

The total allocation for all short-term capital projects remains up to \$69,405,000.00, as outlined in the Partial Action Plan as on 6/9/2004.

#### **Amendments to Short-Term Capital Projects (approved by HUD 2/28/2006)**

This amendment to Partial Action Plan 4 reallocated of \$1,800,000 from funds allocated for West Street Planning (part of Long Term Planning) to West Street Pedestrian Connections. A description the proposed reallocation is located in section F below.

The total allocation for the Short-Term Capital Projects has increased as a result of the reallocation of \$1,800,000 from West Street Planning (part Long-Term Planning) up to \$71,205,000.

#### **Amendment to Short Term Capital Projects (released September 29, 2006)**

The proposed amendment eliminates all funding for Millennium High School (\$3,007,500). The New York City School Construction Authority was able to secure alternative funding to cover these expenses.

The short-term capital projects include the following:

#### **A. Downtown Alliance Streetscape Program**

Following the recovery efforts and round-the-clock clean-up at the World Trade Center site since September 11, 2001, there has been a need to enhance the streetscape neighboring the World Trade Center Site. The Alliance for Downtown New York has developed a short term action plan, based on its

previously completed Streetscape Study to improve safety, add signage, and increase navigability along lower Broadway.

The project area consists of both sides of Broadway, from Battery Park to City Hall Park. The project area is divided into three segments: Battery Place to Exchange Place, Exchange Place to Liberty Street, and Liberty Street to Barclay Street.

This project anticipates the completion of the Downtown Alliance Streetscape Plan. Elements of the Streetscape Plan include sidewalk inserts, sidewalks with specially tinted concrete, and 12" granite curbs with street names and markers of historic Broadway events; new custom lighting designed to improve overall illumination; new benches, bollards, and waste receptacles; and specially-designed signage to facilitate way-finding and identification of significant sites. The enhancement of the safety and user-friendliness of Broadway will make Lower Manhattan a more attractive and welcoming place for businesses and visitors alike, and will assist the revitalization efforts of the area.

This project will benefit businesses, workers, residents, and visitors in Lower Manhattan.

The estimated cost included in this partial action plan for this project is up to \$4,000,000. The total project cost is approximately \$19,500,000. Other resources are expected to be available for this project to address the needs outlined in this plan. These other expected resources from private and non-Federal public sources may include, but are not limited to, \$15,500,000 in funds from the Alliance for Downtown New York and other sources.

## **B. New York Stock Exchange Area Security and Aesthetic Improvements**

Heightened safety concerns since September 11, 2001 have intensified existing efforts to secure the area surrounding the New York Stock Exchange located in the heart of the financial district. Unsightly and temporary barricades, checkpoints, and security vehicles have decreased the quality-of-life and ease of access for local residents, businesses, workers, and visitors. A security and aesthetic plan, based in part on a pre-September 11 plan for the New York Stock Exchange area, will address these issues in the area roughly bounded by Broadway to the west, Pine Street to the north, William Street to the east, and Beaver Street to the south.

Current plans include installing security barriers and guard facilities on critical streets, developing a more effective street treatment, and providing more attractive street furniture, such as bollards, barriers, and fences, to facilitate secure pedestrian and vehicular circulation within the historic core of Lower Manhattan.

This project will benefit businesses, workers, residents, and visitors in Lower Manhattan.

The estimated cost included in this partial action plan for programmatic expenses for this project is up to \$10,000,000. Additional funding for environmental review for the project, as discussed above, is up to \$160,000, bringing the amended total estimated project amount to \$10,160,000.

### C. Neighborhood Parks & Open Spaces

Many Lower Manhattan parks and open spaces were closed or damaged after September 11, 2001. Enhancing and rehabilitating these open spaces, as well as creating new parks, is critical to meet the needs for public space that serves workers in Lower Manhattan, tourists, and the existing and growing residential populations of Lower Manhattan. To address these needs, the New York City Department of Parks and Recreation has recently prepared a Lower Manhattan Open Space Vision Plan.

Community Board 1 and 3 comprise the proposed Lower Manhattan project area. Community Board 1 has the highest population growth rate of the city's 59 community boards, with increases of 100%, 59%, and 35%, over the last three decades respectively. According to the 2000 Census, the population is 34,420 residents, with over 6,791 families. A dire need for additional parks has repeatedly been identified by Community Board 1 in its annual Statement of Needs, particularly on the district's east side where virtually no park space is available. In addition to its growing residential population, the area hosts hundreds of thousands of tourists annually, making improved public spaces essential to the sustainability of the area.

In contrast, further east, Community Board 3 consists of predominantly low- and moderate-income households and has the third lowest median income in Manhattan. Community Board 3 has a long tradition of ethnic, economic, and cultural diversity and with a population of 164,407 according to the 2000 Census is one of the City's most densely populated areas. The need for additional parkland and the rehabilitation of existing parks has been identified as a high priority of the Community Board.

Enhanced parks and new green spaces across the residential communities throughout Lower Manhattan will serve as a catalyst for the redevelopment of Lower Manhattan by providing public facilities for local workers, a draw for businesses, and an improvement in the quality of life for downtown's growing residential population. They will also provide a significant destination for visitors by capitalizing on downtown's magnificent waterfront setting, unique architectural character, and important historical context.

The initiative involves at least 13 sites. Projects may include, but are not limited to:

East River Waterfront Spaces – Coenties Slip; Old Slip; Wall Street Triangle;  
Neighborhood Parks – Al Smith Playground; Brooklyn Bridge/Drumgoole Plaza; TriBeca Park; Washington Market Park; and  
Gateway Parks – Battery Bosque; Bowling Green; Columbus Park; East River Park Ball fields; and Sara D. Roosevelt Park.

The scopes of work planned for these projects may include, but are not limited to:

- New Parks and Significant Enhancements - The Battery Bosque is a newly designed portion of an existing park with plans to include an ornamental garden, evening lighting, and a fountain. The Bosque will complement other improvements in Battery Park such as the renovation of historic Castle Clinton, a project being coordinated and partially funded by the Battery Conservancy, a not-for-profit organization which raises money and implements improvements in the park. The Coenties Slip project is planned to create a permanent public space from existing temporary space in unused roadbed. Wall Street Triangle is planned to be significantly greened with planting beds, flowering trees, and an expanded sidewalk. The Brooklyn Bridge Plaza and Drumgoole Plaza projects are planned to remove parking spaces and replace traffic barriers to expand and improve the public space.
- Major Rehabilitations - The Central Lawn of Washington Market Park, a major destination in a heavily residential neighborhood, is planned to be reconstructed with new turf and an irrigation system. Bowling Green, America's first park, is planned to be completely

refurbished. Portions of Columbus Park are planned to be reconstructed; new amenities in this heavily used Chinatown park are planned to include benches, game and picnic tables, drinking fountains, and lighting.

- Athletic Facilities - A number of the projects will enhance athletic facilities: the East River Park project is planned to reconstruct natural ball fields to address the needs of downtown's schools and sports leagues; the Al Smith Playground project is planned to improve upon existing athletic facilities; and the Sarah D. Roosevelt project is planned to include reconstructed fields.

LMDC and the Parks Department will select parks based on the following criteria:

- Consistent with HUD Eligibility Criteria;
- Consistent with New York City Department of Parks and Recreation Lower Manhattan Open Space Vision Plan;
- Consistent with Mayor Michael Bloomberg's *New York City's Vision for Lower Manhattan*;
- Consistent with LMDC Public Realm Study, where applicable;
- Time frame for completion within one year or show substantial and significant progress within one year;
- Location and community served ensures coverage of complete area of Lower Manhattan below Houston Street; and
- All projects combined provide a mix of active and passive uses throughout Lower Manhattan.

This project will benefit workers, residents, and visitors in Lower Manhattan.

Partial Action Plan 4, as approved by HUD, outlined the first 13 Neighborhood Parks and Open Space projects that were identified as part of this initiative. One additional project, the Louise Nevelson Plaza Redesign project ("the Plaza") has been identified since the Partial Action Plan was approved.

The Plaza project is an outgrowth of the Public Realm Enhancements Study that the LMDC conducted in 2003 to explore opportunities for improving the public open spaces located in the Financial District. The Plaza is one of the largest publicly-owned open spaces in the Financial District, which now also includes a growing residential population interested in seeing more amenities and additional enhancements to Lower Manhattan's open spaces. The results of the 2003 study and the Plaza's current state of disrepair present an opportunity to improve upon the current design in response to specific needs and changes that have arisen since the plaza's creation in 1978. In addition to proposed planning for enhanced lighting, increased seating, general aesthetic improvements, and other amenities, these funds will help seek solutions to separating the existing Federal Reserve security function in the Plaza from the public realm, from both a safety and aesthetic standpoint.

Costs associated with this project include planning and design for the reconstruction of the Plaza in the financial district of Lower Manhattan. The estimated cost of planning for this additional project through the start of construction is up to \$300,000.

The remainder of the amended allocation will be used for activities including, but not limited to, planning, design, renovation, and environmental review associated with additional Neighborhood and Open Space projects, ~~potentially~~ including the construction of Louise Nevelson Park, as identified by LMDC.

The estimated cost included in this Partial Action Plan for this project is up to \$27,481,689.

#### **D. Hudson River Park Improvements**

The Hudson River Park Trust was created in 1998 to design, build, and operate a five-mile stretch of self-sufficient waterfront public park along the Hudson River. Hudson River Park has over 5 million users annually. The Park consists of seven segments. Segments 1, 2, and 3 include the Lower Manhattan communities of Battery Park City and TriBeCa, both of which were severely impacted by the September 11th attacks on the World Trade Center. To advance the revitalization of these areas and support the stabilization and expansion of the collective residential community, the Hudson River Park Trust has proposed the creation of a set of new tennis courts and the conversion of the courtyard – formerly a parking lot – of the Pier 40 complex at Houston Street into recreational field space for use primarily as baseball and soccer fields. The tennis courts will effectively replace a set of courts that previously existed in Battery Park City. The new Pier 40 fields will provide a much-desired community amenity and allow two games of either soccer or baseball simultaneously. These recreational spaces will serve thousands of residents and attract thousands more to the downtown area. The waterfront location offers a majestic setting for both the tennis courts and playing fields. The original Partial Action Plan 4, as approved by HUD, proposed the creation of an ice skating rink between West Houston and Spring Streets. However, members of the Lower Manhattan community, in particular Community Board 2, did not support the creation of the proposed rink, but expressed a desire for more recreational open space. Community Board 1, Community Board 2, and the Hudson River Park Advisory Council all issued unanimous resolutions in support of the Pier 40 recreational improvements.

The Park is also easily accessible to the other substantial residential communities along the west side of Lower Manhattan. Those communities are served extensively by facilities at the Hudson River Park. The LMDC's assistance to the Hudson River Park Trust will help make possible the construction of public recreational facilities that will improve the quality of life in Lower Manhattan, making it a more desirable place to live, which will not only help retain existing residents, but attract more residents and visitors to the area.

This project will benefit workers, residents, and visitors in Lower Manhattan.

The estimated cost included in this Partial Action Plan for this project is up to \$2,600,000.00.

#### **E. Millennium High School**

The Millennium High School, an academically rigorous school, will be the first open admission high school specifically serving Lower Manhattan students. The area served will be all of Lower Manhattan south of Houston Street. The high schools currently located below Houston Street serve students from all over the city; many are selective and require a test for entry or have specialized fields of study. Ensuring the stability and encouraging the growth of the residential population has been identified as key in Lower Manhattan's economic recovery from September 11<sup>th</sup>. ~~A new, academically rigorous neighborhood high school will be a public facility that will help retain families in Lower Manhattan, as well as attract new families with school-age children. Currently, students need to commute to school in other parts of Manhattan and New York City. The creation of the Millennium High School has broad community support. Community Board 1 has created a not-for-profit corporation to accept donations for the school. While the New York City Department of Education (DOE) supports the creation of the school, DOE does not have sufficient capital funds to create a new high school; therefore DOE is relying almost exclusively on funding sources outside DOE to open the school.~~

The Millennium High School will be located at 75 Broad Street at the intersection of Broad and South William Street. LMDC funds will be used to renovate the space at 75 Broad Street. The renovations

entail converting three floors of what is currently commercial office space into classrooms, administrative offices, and other school facilities. The top floor of the building will be converted into a gymnasium.

This project will benefit residents in Lower Manhattan. The Millennium High School will have 500 students at full enrollment. The Millennium High School is adding a new class each year. In Fall 2003, there will be a 9<sup>th</sup> grade and a 10<sup>th</sup> grade class for a total of 250 students.

~~The estimated cost included in this partial action plan for this project for programmatic expenses is up to \$3,000,000. The additional cost associated with environmental review, as discussed above, is up to \$7,500, bringing the total estimated project cost to \$3,007,500.~~ While the LMDC played an integral role in ensuring the planning and implementation of this project, other resources ~~are expected to be~~ have been made available for this project to address the needs outlined in this plan. These other expected resources from private and non-Federal public sources may include, but are not limited to, capital and operating costs from the City of New York, the City Council, the State Assembly, and private funders.

#### **F. West Street Pedestrian Connections**

This project proposes to construct a temporary pedestrian bridge near the intersection of Vesey and West Streets and provide enhancements to the current bridge and walkway at Liberty Street. This improvement is intended to foster safe pedestrian flows across West Street, as well as appropriately handle the expected high volumes of pedestrians that will use this crossing daily once PATH service is restored by December of 2003.

The former North Bridge, which connected the World Trade Center site to the World Financial Center, was entirely destroyed by the terrorist attacks on September 11, 2001. This bridge was a major connection between the World Trade Center PATH Terminal (which served an estimated 67,000 in-bound PATH riders daily before it was destroyed on September 11, 2001) and the heavily utilized offices at the World Financial Center. During peak hours, 6,000 people per hour utilized the pedestrian bridge prior to September 11<sup>th</sup>. Since the attacks, the number of pedestrians crossing West Street at the Vesey Street intersection has steadily recovered from levels immediately after the attacks, and it is expected that as the area around the World Trade Center recovers, these numbers will continue to rise. Further, the temporary PATH service to the PATH Terminal at the World Trade Center site is scheduled to be complete by the end of 2003. As PATH riders arrive at the World Trade Center and cross West Street to reach the World Financial Center, a replacement for the destroyed bridge will be needed in order to safely and efficiently serve the estimated 6,500 pedestrians that would utilize the West Street-Vesey Street intersection hourly.

This Partial Action Plan will provide funding for both construction of the Vesey Street Bridge and for improvements to the Liberty Street connection.

This project will benefit businesses, workers, residents, and visitors in Lower Manhattan.

The estimated cost included in this Partial Action Plan for this project is up to \$21,155,811. Other resources are expected to be available for this project to address the needs outlined in this plan. These other expected resources from private and non-Federal public sources may include, but are not limited to, on-going maintenance costs for the Liberty Street and Vesey Street connections.

#### **Amendment to West Street Pedestrian Connections**

Construction of the Vesey Bridge was completed in stages, with the opening in time for the temporary PATH station in November 2003. This was followed by the completion of the Bridge Extension in June 2004, and final delivery of the elevators in November 2004. The original estimated cost for this work in

the approved Partial Action Plan 4 for the West Street Pedestrian Connections program was up to \$21,155,811. However, it is estimated that an additional \$1,800,000 is needed for additional costs related to design changes, schedule expenses to meet the opening of PATH, as well as unforeseen conditions, including the escalation in steel prices and unexpected sub-surface conditions. LMDC proposes to reallocate \$1,800,000 from funds allocated for West Street Planning, part of Long-Term Planning (Section IIIB), to the West Street Pedestrian Connections program, increasing the total allocation to \$22,955,811.

### **G. Damaged Buildings Beautification**

The original Partial Action Plan 4, as approved by HUD, proposed spending up to \$1,500,000.00 toward Damaged Building Beautification for the building at 130 Liberty Street. Due to the timing of this project, and the mediation of the insurance dispute regarding the fate of the building, that led to a settlement through which the LMDC will proceed to purchase the property and clean and deconstruct the building, the amount allocated for this project was reallocated to Neighborhood Parks and Open Spaces projects, as indicated in the amendments to the Partial Action Plan dated June 9, 2004.

### **H. Lower Manhattan Communications Outreach Campaign**

The timely and regular dissemination of information regarding the revitalization of Lower Manhattan is critical to LMDC's mission. Lower Manhattan residents, business owners, visitors, and others interested in and affected by the attacks must be kept apprised of developments on the World Trade Center site and the broader off-site revitalization effort. Such information enables Lower Manhattan stakeholders to track key milestones and hold government accountable, make long-term decisions based on projected target dates for achievement of those milestones, and anticipate any disruptions to their routine and plan accordingly. This campaign complements LMDC's web site content and capabilities. The primary target area for dissemination of information is Lower Manhattan south of Houston Street.

LMDC will launch the Lower Manhattan Communications Outreach Campaign (the Campaign) in June 2003. The Campaign will be created and directed by in-house staff of LMDC, minimizing the use of outside contractors in order to maximize resources. LMDC is consulting with businesses, community groups, and trade organizations to formulate the elements of the Campaign and to leverage their collective ability to reach thousands of Lower Manhattan residents, workers, and visitors. Elements of the Campaign include:

- Development and widespread distribution of monthly updates on the rebuilding effort;
- Weekly electronic updates on the rebuilding effort;
- Maintenance and promotion of centralized source for information on the Internet;
- Identification of fixed locations to disseminate information on a recurring basis (e.g., World Trade Center site, World Financial Center, kiosk); and
- Outreach to corporate HR departments, building owners, and property managers to communicate directly with Lower Manhattan residents and employees.

This project will benefit businesses, workers, residents, and visitors in Lower Manhattan. The estimated cost included in this partial action plan for this project is up to \$1,000,000.00. Other resources are expected to be available for this project to address the needs outlined in this plan. These other expected resources from private and non-federal public sources may include, but are not limited to, free distribution of materials by local community groups, businesses, and elected officials.

## II. Long-Term Planning

Long-term planning provides funding to plan for public investments including a transportation plan that positions Lower Manhattan as the gateway to the region and the world, a plan that transforms public boulevards into grand public promenades, and one that capitalizes on the underutilized resources of Lower Manhattan. By providing funding for these important long-term projects now, LMDC will ensure the ability to move forward on the critical components of the revitalization of Lower Manhattan as quickly as possible.

The projects that will be funded in long-term planning must meet some or all of the following criteria:

- Consistent with HUD eligibility criteria;
- Consistent with the Lower Manhattan Development Corporation's *Principles and Preliminary Blueprint for the Future of Lower Manhattan*;
- Consistent with the Lower Manhattan Development Corporation's *A Vision for Lower Manhattan: Context and Program for the Innovative Design Study*;
- Consistent with Mayor Michael Bloomberg's *New York City's Vision for Lower Manhattan*; and
- Enhancement of Lower Manhattan transportation services, connecting Lower Manhattan to the world.

The long-term planning projects may include, but are not limited to, the following:

### A. Lower Manhattan Transportation Planning: Commuter and Airport Access Alternatives Analyses

LMDC is coordinating a transportation study to identify and evaluate long-range opportunities to provide enhanced rail access to the Lower Manhattan Central Business District from John F. Kennedy International Airport (JFK) Airport in Queens and from the Long Island Railroad (LIRR) Station in Jamaica, Queens. The study will be jointly conducted by LMDC, the Port Authority of New York and New Jersey (PA), the Metropolitan Transit Authority (MTA) and the City of New York (the City). Holding a dialogue with a broad range of constituents, LMDC, the MTA, the PA, and the City have identified improvements in access from Lower Manhattan to JFK and Jamaica Station as a key element in the area's economic recovery, and, in the case of JFK access, in Lower Manhattan's ability to compete with other global economic centers such as London, Berlin, and Tokyo that have direct access to their international airports. LMDC will be hiring a Director of Transportation Policy to act as a coordinator of this study, as well as to act as an adviser on Lower Manhattan-related transportation policy.

This study will evaluate a range of options with particular focus on constructability and operational feasibility. The study will document existing baseline conditions and services, examine the cost of each alternative, and explore environmental, organizational, and community impacts. Rigorous demand analyses based on ridership forecasts and population growth data will be conducted. Alternatives will be identified that will provide a significant improvement compared to existing service in categories such as travel time, frequency, number of transfers, and passenger utilization. Ultimately, a single recommended alternative will be chosen for implementation. Short-term solutions may also be identified for implementation while the development and construction of the long-term approach progresses.

### B. West Street Planning

New York State Department of Transportation (NYS DOT) is responsible for post-September 11<sup>th</sup> repair of Route 9A, also known as West Street in Manhattan, as well as the planning for future enhancements.

West Street is a multi-lane, 260-foot wide highway serving both regional and local traffic in Lower Manhattan. The street acts as the western boundary for the World Trade Center site. West Street's traffic conditions and width -- more than twice as wide as a typical Manhattan avenue -- make it a barrier for pedestrians by separating Battery Park City, the World Financial Center, and the Hudson River waterfront from the rest of Lower Manhattan. Significantly, West Street acts as a divide between the World Trade Center site, the emerging residential community south of Liberty Street, and the existing Battery Park City community. Residents complain about the potential safety hazards of crossing West Street and retailers in the World Financial Center suffer from difficult access.

Since September 11<sup>th</sup>, there has been extensive discussion of the best ways in which to accommodate the large traffic volumes that flow along West Street, while also improving the pedestrian experience and making the areas adjacent to West Street more amenable to residential and commercial development. The portion that runs along the length of the World Trade Center site is of special concern since it must provide an appropriately dignified and aesthetically graceful setting next to the future World Trade Center memorial.

NYS DOT has considered numerous design concepts to consider all significant factors. Goals for the design of West Street include creating better east-west pedestrian connections, improving the pedestrian environment, easing surface congestion, and accommodating the need to create a quiet, respectful site for the memorial.

NYS DOT's work on West Street to be funded in this Partial Action Plan includes necessary technical services related to the repair and restoration of essential transportation facilities and planning for future enhancements to West Street.

### **C. Lower Manhattan Planning Studies and Improvements**

LMDC is coordinating with various agencies of the City of New York in order to pursue planning studies and targeted improvement projects that will address ongoing complications resulting from the damage on September 11<sup>th</sup> and assist in Lower Manhattan's recovery by improving the physical environment of Lower Manhattan.

Ongoing construction, enhanced security measures, and the loss of public open space are among the many factors that necessitate the planning studies proposed. The planning studies aim to provide more public open space, improve the public realm through aesthetic enhancements and practical measures such as traffic management, and facilitate the construction that will occur in Lower Manhattan in the coming years. As contemplated in *New York City's Vision for Lower Manhattan*, public investments in these types of projects can trigger private market reactions that will strengthen Lower Manhattan's role as a global financial center, major commercial office market, residential neighborhood, and host to visitors from around the world.

To make these investments successful, they must be carefully planned, taking into account what exists in Lower Manhattan today and what the potential is for the future. Lower Manhattan has significant physical assets, including waterfront on three sides, landmarks from throughout American history, and a street grid and urban experience unique to North America. However, in addition to the tragic loss of life on September 11, 2001, the physical destruction and disruption that occurred in Lower Manhattan made clear that the future growth and success of the district depends on how well its buildings, infrastructure, and public spaces work together to accommodate its existing uses and assets with future development opportunities. A comprehensive effort is required to coordinate work toward improving the quality of Lower Manhattan's infrastructure, public spaces, waterfront, and streets.

The planning studies are focused on the area south of Houston Street in Manhattan with an emphasis on areas beyond the boundaries of the World Trade Center site.

The East River waterfront design study will explore improved alternative uses for the waterfront between the Battery Maritime Building and Pier 42 to the north, including the development of open spaces and development sites for a wide variety of uses. The street management plan will enable the most efficient use of street and sidewalks in Lower Manhattan through traffic data collection, traffic and parking management, and distribution of traffic information. A comprehensive urban design study of the spaces and services along Water Street will provide options to improve the experience along the length of the boulevard. The infrastructure management plan will survey and analyze Lower Manhattan's infrastructure, in particular conditions underground, and develop a strategy for improved future provision of infrastructure.

These planning activities will evaluate existing conditions and analyze, design, and develop options to improve uses, public space, and access. These activities may include the following activities: architecture and landscape architecture; urban design and planning; marine, structural, civil, mechanical, environmental, and traffic engineering; intelligent traffic systems design; surveying; infrastructure analysis and design; construction management; financial and cost accounting; economic impact analysis; commercial real estate, residential property, and retail analysis; environmental consultation; legal advice and consultation; graphic design; and other related disciplines.

The total allocated amount for Long-Term Planning, in PAP 4 as approved by HUD on 8/6/2003, is up to \$13,894,848.00.

**Amendments to Long-Term Planning (approved by HUD 2/28/2006)**

As outlined above, Partial Action Plan 4 allocated \$13,894,848 to Long Term Planning, of which a portion was allocated to West Street Planning. Funds are no longer need for work related to West Street planning. As a result, LMDC proposes to reallocate \$1,800,000 for the construction related cost of the pedestrian bridge as described above (Section IIF), reducing the allocation for this activity to \$12,094,848.

The total allocated amount for Long-Term Planning as result of the reallocation of \$1,800,000 to Short-Term Capital Projects has decreased to \$12,094,848.

**Amendments to Long-Term Planning (released September 29, 2006)**

As outlined Partial Action Plan 4 allocated \$13,894,848 to Long Term Planning, including funds to identify and evaluate long-range opportunities to provide enhanced rail access to the Lower Manhattan Central Business District from John F. Kennedy Airport and from the Long Island Railroad Station in Jamaica, Queens. The actual cost of the transportation studies that led to the current environmental review of the Rail Link was \$2,738,000 less than originally estimated. Funds allocated to Long Term Planning are there being reduced by this amount to a revised total of \$9,356,848

### **III. WTC Business Recovery Grant Program**

#### **Business Recovery Programs Established by ESD**

Congress appropriated an initial \$700 million to New York State for economic recovery and revitalization efforts through HUD's Community Development Block Grant Program. This fund is managed by Empire State Development (ESD) in cooperation with New York City's Economic Development Corporation (EDC) in accordance with a Final Action Plan and an Amended Action Plan accepted and approved by HUD. The Final Action Plan describes all of the business recovery and revitalization programs. After extensive public comment and the development of new estimates based on the programs' operating history, the benefits available for economic compensation were increased and businesses with fewer than 10 employees (already eligible for economic compensation) were included in the program providing incentives for new leasing activity. The largest increase was provided to businesses located closest to Ground Zero. The Amended Action Plan modified three programs: (1) the Small Firm Attraction & Retention Grant Program, (2) the WTC Business Recovery Loan Fund, and (3) the Infrastructure Rebuilding Program. Both ESD's Final Action Plan and Amended Action Plan are available on the ESD web site: [www.empire.state.ny.us](http://www.empire.state.ny.us).

#### **Additional Business Recovery Funding from LMDC in Partial Action Plan 2**

Both ESD's Final Action Plan and Amended Action Plan recognized that more than \$700 million would be needed to fully fund the business recovery and revitalization programs as described. When an initial \$2 billion was appropriated to LMDC, Congress intended that some portion would be directed to the business recovery and revitalization effort administered by ESD. LMDC's Partial Action Plan 2 provided an additional \$350,000,000 to ESD with \$150,000,000 in funding allocated to the WTC Business Recovery Grant (BRG) Program bringing the total program fund to \$481 million. The BRG program provides economic loss compensation for small businesses and not-for-profits (less than 500 employees) located on or below 14<sup>th</sup> Street, based on a percentage of gross revenue and the business' location within the eligible area.

#### **Additional Business Recovery Funding Required**

The BRG program accepted applications from January 25, 2002 through December 31, 2002. The last two days of the program brought in over 19% of all small business applications. By September 1, 2002, when the program allowed for increased grant amounts, only 52% of the BRG allocation had been approved. By December 1, 2002, 88% had been approved and the BRG program was on target with program estimates. The volume of applications received during the final days of the program resulted in a need for 110% of the BRG allocation.

By Dec 1, 2002, ESD had received applications from 11,859 businesses, equaling \$449 million, on track with the initial allocation of \$481 million. By the program deadline, December 31, 2002, ESD had received applications from 15,306 businesses. Eventually, 14,248 of these businesses were approved for a total of \$558 million. 3,447, or 22% of the entire applicant population applied in the last month of the program and over half of those (1,842) came in on the last two days. This large percentage was a result of an extensive door-to-door outreach campaign and an advertising campaign conducted by ESD. This resulted in demand in excess of the original allocation.

ESD reallocated unused funds (\$8.86 million from the Business Recovery Loan Program and \$8.24 million from the Bridge Loan Program) to the BRG Program to fulfill the demand for program funds and 2,166 eligible businesses are awaiting disbursement. Of these, 1,714 businesses have not received any

previous grant awards from the BRG program, whereas the others are waiting for a supplemental or appeal award. The businesses awaiting funds have an average of 6 employees in NYC.

More than 144,000 jobs will have been directly affected by the BRG program.

As contemplated in each of the Action Plans, ESD and EDC are seeking \$10 million in reimbursement of funds for the Retail Recovery Grant and Lower Manhattan Plan programs, respectively. These programs provided economic compensation to Lower Manhattan small businesses in the fall of 2001, while federal funding was being secured. The Retail Recovery Grant disbursed \$13.7M to 3,054 companies.

ESD estimates that a gap of \$74,500,000 exists for the BRG program including \$54,500,000 for BRG grants to nearly 2,100 small businesses and \$20,000,000 for repayment to the City and the State for the Retail Recovery Grant and Lower Manhattan Non-Retail Recovery Program.

The total allocated amount for the WTC Business Recovery Grant Program in PAP 4 as approved by HUD on 8/06/2003 is up to \$74,500,000.

#### **Amendment to Business Recovery Grant Program (released September 29, 2006)**

Partial Action Plan 4 allocates \$74,500,000 to the Business Recovery Grant Program established by ESDC in cooperation with the City EDC. The program eligibility period has ended, and the total amount disbursed is \$68,945,914. The allocation will be reduced by \$5,554,086 to reflect the actual amount disbursed.

#### **~~Reallocate Employment Training Assistance Program~~**

~~LMDC's Partial Action Plan 1, approved by HUD on June 7, 2002 and amended on September 25, 2002, included a \$10,000,000.00 allocation for Employment Training Assistance Program (ETAP) to be administered by ESD. This program was expected to provide grants to train current and prospective employees of businesses and not for profit organizations in the area south of 14<sup>th</sup> Street.~~

~~ETAP was introduced in July 2002. ESD and related groups have done marketing and workshops to educate small businesses in Lower Manhattan about this program. To date 24 applications have been received totaling a maximum amount of obligated payments of approximately \$500,000.~~

~~This program is similar to programs offered by the Federal, State, and City governments and by not for profit organizations. These programs include:~~

- ~~• Federal:
  - ~~H 1B Technical Skills Training Grants—\$200 million in grant funds for skill training programs for unemployed and employed workers.~~~~
- ~~• State:
  - ~~BUSINYS—funds for businesses to provide training to workers in specific skills needed for that industry for career growth and increased wages.~~
  - ~~Layoff Aversion Training Activities—funding to support training needs as part of a businesses layoff aversion strategy.~~
  - ~~Management E-learning pilot program funded by Labor Dept. with State Workforce Investment Board—assists in upgrading managers' skills—offers 450 courses in various management topics.~~~~
- ~~• City:~~

- ~~NYC Training Grant—The NYC Training Grant program has attracted many positive responses and applications from companies interested in training new and current employees, including businesses in Lower Manhattan. As a result, the City has obligated all funds currently available to the program. Additional funding may be available in the next year.~~
- ~~On The Job Training—This program provides reimbursement of up to 50 percent of a targeted new employee's salary during the employee's training period.~~
- ~~Worker Career Centers Training Vouchers—Individual training vouchers for up to \$2000 awarded to individuals based on needs and assessment.~~
- ~~Customized Training Contracts—NYC Workforce Investment Act (WIA) system through the One Stop can allocate training funding through a contract training that is customized to businesses' specific needs.~~
- ~~Not for profits:~~
  - ~~Consortium for Worker Education (CWE) has the capacity to design industry specific training initiatives to meet the needs of its union partners. CWE is currently preparing participants for careers in the baking, construction, health care, and child care industries.~~
  - ~~September 11<sup>th</sup> Fund—Employment Assistance: Surviving family members and the severely injured (regardless of pre 9/11 employment), and all displaced workers (regardless of immigration status) who lost jobs or experienced severe loss of income between September 11, 2001 and January 11, 2002, and worked South of Canal (or in portions of Chinatown and Little Italy) can receive career counseling, job readiness training, job referrals, English classes, and skills training and income support while in job training.~~

~~Businesses in the area have oversubscribed to programs such as the BRG program and undersubscribed to ETAP. Therefore, LMDC is reallocating all remaining funds for ETAP to the BRG program through this Partial Action Plan. This will allow alternative sources of funding to be used for employment training assistance and allow HUD funds to be targeted where there is an immediate demand for funding and limited alternative sources of funding.~~

~~The total estimated savings for the reallocation of ETAP is up to \$9,500,000.00.~~

#### **IV. Planning and Administration**

LMDC engages in broad planning and administration activities relating to the recovery, remembrance, and rebuilding efforts in Lower Manhattan, defined by LMDC as the entire area of Manhattan south of Houston Street.

LMDC's planning activities began with the site planning for the World Trade Center site and the areas immediately surrounding the site. This planning will continue over the next year and include planning, design guidelines, and environmental review.

The agency's planning activities also include the other neighborhoods in Lower Manhattan that have been affected by September 11<sup>th</sup> and its aftermath. Specifically, LMDC's planning activities include expansive analyses of Lower Manhattan's transportation, traffic, housing and related amenities, open space, retail development, and economic development capacity, needs, and potential. Based on these analyses, LMDC will develop and propose concept plans for specific areas and projects in Lower Manhattan.

LMDC's administration activities include and will continue to include extensive public information and coordination activities relating to its LMDC planning work. As part of its coordination activities, LMDC serves as a facilitator of outreach and discussions between affected communities as well as the public at large and government agencies and officials. LMDC's public information work will continue to include: large scale public meetings and hearings; periodic printed newsletters and reports; an up-to-date, comprehensive, and interactive web site ([www.RenewNYC.com](http://www.RenewNYC.com)); extensive electronic communications; and other public outreach and participation efforts. In addition, LMDC continues to maintain its network of community contacts through its advisory councils.

HUD has authorized the use of up to 5% of the total grant to LMDC for costs associated with planning and administration activities, including costs for overhead, personnel, and consultants. This Partial Action Plan proposes the allocation of \$7,805,255.00 towards LMDC's planning and administration activities.

## V. Responses to Public Comment

This section describes the comments received from the public following the release of this proposed Partial Action Plan.

An Amended Partial Action Plan 4 for was released on September 27, 2005, and public comment was solicited for the proposed reallocation of funds from Long Term Planning for West Street to Short Term Capital Projects for West Street Pedestrian Connections. **No** comments were received on the on the proposed reallocation of funds during the comment period, which ran from September 27, 2005 through October 26, 2005.

An Amended Partial Action Plan 4 was released on June 9, 2004, and public comment was solicited on one specific amendment, the addition of the Louise Nevelson project as part of the Neighborhood Parks and Open Spaces projects. No comments were received on the addition of the Louise Nevelson project during the comment period, which ran from July 12, 2004 through July 26, 2004.

The following section details the comments and responses relating to the draft of the original Partial Action Plan, after it was released for public comment from May 26, 2003 through June 12, 2003. LMDC received five public comments relating to Partial Action Plan 4. These comments came from one elected official, two civic groups, and two owners of small businesses in Lower Manhattan.

### I. Lower Manhattan Community Outreach

**Congressman Jerrold Nadler supported the additional funding for Lower Manhattan Community Outreach and stated that his office had received complaints that the LMDC was not properly communicating with residents and small business owners in Lower Manhattan.**

**From the Ground Up stated that outreach could be performed faster, more efficiently, more thoroughly and at a lower cost by the non-profit Lower Manhattan service organizations that are actually in the trenches and on the streets downtown every day and recommended that LMDC form formal partnerships with organizations such as From the Ground Up, the TriBeca Organization, Asian Americans for Equality, etc., for purposes of community outreach, solicitation of public comments, etc.**

From its inception, LMDC has communicated extensively with area residents, businesses, institutions, and representatives. LMDC's web site provides a standing source of up to date public information and a means to provide public input. LMDC considers input gathered through all means in the context of its mission and existing projects as well as those of other governmental entities when developing and implementing its plans.

LMDC regularly solicits and relies on the active involvement of numerous civic and neighborhood-based organizations and elected officials to assist in its outreach efforts. These organizations are vital to LMDC's efforts, and they actively participate so that their constituents can be kept informed of LMDC initiatives on an ongoing basis. During each major outreach campaign and release of Partial Action Plans, LMDC disseminates important information for the public to dozens of community organizations. LMDC maintains a list of community distribution centers throughout Lower Manhattan that receive all of our public outreach documents, Partial Action Plans, and newsletters, and in turn distribute these materials to the public. LMDC also disseminates this information electronically to numerous organizations, which then forward the information and relevant documents electronically to their members and constituents.

During major outreach campaigns, such as the recent Public Perspectives campaign to solicit input on the World Trade Center Site Memorial, LMDC utilized these community organizations and elected officials' offices to solicit public comment by disseminating by hand thousands of flyers throughout Lower Manhattan, including additional neighborhood organizations, community centers, and major housing complexes. These flyers provided a description of the outreach campaign and encouraged people to participate by attending the public forum, or submitting comments via mail, fax, or through LMDC's web site. On many occasions over the past year - including the Plans in Progress outreach campaign to solicit input on the nine design concepts for the World Trade Center site, the most recent Public Perspectives campaign on the memorial, and on It Pays to Live Downtown Day, which provided information about the Residential Grant Program - LMDC employees have gone out into the neighborhoods throughout Lower Manhattan to distribute flyers and important information by hand.

Recently, LMDC initiated a communications outreach campaign to inform Lower Manhattan residents, employees, and visitors of upcoming short-term, quality of life improvements that are being implemented over the next six to 12 months. On June 19, 2003, LMDC staff and volunteers fanned out across Lower Manhattan from 7-9 am to distribute 10,000 palm cards and place 100 posters in local businesses and restaurants.

As part of the campaign, LMDC is continuing to reach out to businesses and residents downtown in order to distribute newsletters and e-updates. Last week, 50,000 LMDC newsletters were distributed to strategic locations in the area and inserted in local publications. The campaign has four main components: the development of branded marketing materials including posters and palm cards; the creation of informational kiosks at strategic locations downtown that will double as visitor centers; increased distribution of LMDC newsletters, e-updates and messages from the President; and, continued support of LowerManhattan.info as a central online source of information about the rebuilding effort.

Through LMDC's Residential Grant Program, LMDC has established direct contact with the residents of Lower Manhattan. LMDC contracted with Asian Americans for Equality to conduct outreach for the Residential Grant Program, open a community office in Chinatown, and operate a hotline. LMDC opened a second community office in TriBeCa.

As part of the outreach campaign for the LMDC Residential Grant Program, LMDC staff and volunteers visited every residential building in Lower Manhattan. Asian Americans for Equality organized and participated in hundreds of events with residents including: neighborhood block parties and festivals; community board meetings; meetings organized by elected officials; informational sessions at various housing complexes; and outreach sessions at local social service organizations, senior centers, libraries, and other community facilities.

Empire State Development (ESD) and the Economic Development Corporation (EDC) have established direct contact with the business community. The primary purpose of ESD and EDC is to create and foster a business friendly environment in New York State and City. In recent years, ESD and EDC have established productive working relationships with the business and related communities by assisting thousands of large and small businesses and fostering the conditions in which the private sector can retain and create jobs for New Yorkers.

With respect to Lower Manhattan, both agencies have provided extensive outreach to the Lower Manhattan business community keeping it apprised of the numerous business assistance programs.

On September 13, 2001, ESD transformed its Tourism Call Center into a Business Assistance Hotline and opened the first Walk-In-Center for impacted business owners. Both of these resources provided valuable information regarding financial and other assistance to the Lower Manhattan business

community. To date more than 71,000 calls have been made to ESD's Business Assistance Hotline and over 15,000 businesses have visited our Walk-In-Centers. Both ESD and EDC established Business Assistance Walk-In Centers in Lower Manhattan, staffed with multi-lingual personnel.

The outreach by both organizations to the Lower Manhattan business community has continued since September 2001. The programs were promoted through extensive multi-lingual print, radio, and internet advertisement campaigns. ESD published periodic newsletters and funded several informational web sites including LowerManhattan.info. ESD and EDC conducted numerous workshops and seminars with community groups, not-for-profit and grass roots organizations formed by members of the Lower Manhattan business community, and government partners including Congresswoman Velazquez and Manhattan Borough President Fields.

ESD contracted with 23 separate organizations, through a competitive selection process, to provide outreach services and technical assistance to small business owners south of 14 Street. Many of the service providers are community based organizations including the TriBeca Organization.

## **II. Business Recovery Grants**

**Two comments were received from business owners located near Ground Zero. They each requested additional grants be provided to compensate them for losses suffered directly from nearby construction and street repair.**

The Business Recovery Grant (BRG) program provides compensation to Lower Manhattan business and not-for-profit organizations that suffered economic losses as a result of the attacks on the World Trade Center. BRG applicants were able to calculate their economic losses suffered during a time period of up to 11 months following the attacks. The loss calculation included decreased revenues and other economic injuries suffered from related construction and street repair. In August of 2002, BRG compensation was increased for all applicants, including a 150% increase in grant compensation for the entities located closest to Ground Zero.

**Comments received from Congressman Jerrold Nadler and From the Ground Up (a member organization concerned with the renewal of Lower Manhattan) proposed LMDC dedicate additional funds to former WTC tenants.**

Congress allocated \$33 million under a separate allocation specifically to provide compensation for firms that suffered a disproportionate loss of life. This allocation was separate and in addition to the original funds allocated to provide business recovery assistance. It is anticipated that most firms receiving funds from this program were former WTC tenants.

Economic loss compensation was provided to former WTC tenants and other Lower Manhattan businesses through separate congressional appropriations that mandated that at least \$500 million in economic compensation be allocated to impacted small businesses, not-for-profit organizations, and individuals. The Business Recovery Grant (BRG) program was created to provide compensation to those firms. Through this program more than 14,000 separate small businesses and not-for-profit organizations will receive more than \$540 million in economic compensation grants. During the program, the level of compensation for entities in the Restricted Zone, (the area that includes the former WTC) was increased by 150% to compensate these businesses for the economic losses suffered.

At this time nearly \$925 million (of the original \$2.7 billion provided) has been dedicated to provide direct assistance to businesses south of 14<sup>th</sup> Street.

**Congressman Nadler's comment also called for the pending Business Recovery Grant (BRG) applications to be paid as soon as possible.**

More than 2,800 applications were received during the last two days of the time period in which BRG applications were accepted in December 2002. These applications have been reviewed and only await disbursement of funds. Eligible applications exceeded the \$481 million allocated to the BRG program. The federal grant program requires this public comment process to increase the funds allocated to the BRG program in order to fulfill all eligible applications. Once federal approval makes this additional allocation available, the BRG grant payments will be wired to the eligible applicants' accounts within days.

### **III. Hudson River Park and Neighborhood Parks and Open Spaces**

**Two commenters, Congressman Nadler and the Friends of Hudson River Park, wrote to support the allocation of recovery funds towards the completion of the Hudson River Park between Chambers and Houston Streets.**

**Congressman Nadler stated that many civic groups and community organizations have expressed the healing role an accessible public space can provide for the neighborhoods.**

Partial Action Plan 4 includes short-term capital projects. The criteria for the short-term capital projects include projects that provide or enhance open space in Lower Manhattan.

One of the projects listed that meets the criteria for short-term capital projects is Hudson River Park Improvements. LMDC is currently working with the Hudson River Park Trust to determine what parts of their plan could be completed as a possible short-term capital project.

LMDC has also included Neighborhood Parks and Open Spaces as a project that meets the criteria for short-term capital projects. LMDC is working with the City on plans to allocate up to \$25 million in funding from this Partial Action Plan for the immediate implementation of over a dozen high-impact projects to rejuvenate parks and create new green spaces throughout Lower Manhattan, many of which will be completed by April 2004.

These projects are an integral part of LMDC's efforts to restore the quality of life downtown for residents, employees, and visitors. These projects build upon the work and vision of a number of different community and civic groups. These partnering organizations include Community Boards 1 and 3, the Downtown Alliance, and the Battery Conservancy.

### **IV. Support for the Damaged Buildings Beautification Project**

**Congressman Nadler wrote in support of the Damaged Buildings Beautification Project stating that "the damaged buildings of Lower Manhattan do cast a pall on the area, discouraging pedestrian activity and commerce." Congressman Nadler provided an example of a building that should be considered eligible for funding.**

Several buildings were severely damaged on September 11, 2001 and are still uninhabitable. The owners of these buildings and local officials are working together to determine the fate of these buildings. The visibility of these damaged buildings results in a blighting effect on the community, negatively affecting area businesses, residents, workers, and visitors. While the work proceeds to determine the fate of damaged buildings around the World Trade Center site, LMDC will assist building owners by providing funding to improve and beautify these structures and their protective installations. LMDC is providing

funds through this Partial Action Plan for 130 Liberty Street. Building owners of other buildings in the area may apply for funding to LMDC through LMDC's funding application process. Information on LMDC's funding application process is found at LMDC's web site, [www.RenewNYC.com](http://www.RenewNYC.com), under Funding Initiatives.

#### **V. Opposition to the Damaged Buildings Beautification Project and the Downtown Alliance Streetscape Program**

**From the Ground Up expressed opposition to these projects. From the Ground Up stated there is no demonstrated connection between street beautification (tinted concrete for sidewalks, new street signs, etc.) and increased foot traffic, increased retail business, or a decrease in building vacancy rates. From the Ground Up expressed concern that LMDC should focus on the side streets and surrounding neighborhoods that desperately need to be restored and cleaned up.**

The Downtown Alliance Streetscape Program was created to improve the condition of downtown's infrastructure, making it safer and easier for pedestrian and vehicle traffic to traverse. New and improved street lighting will add to the safety of Downtown while new trash receptacles, bollards and street furniture will not only help make Downtown a safer place but adds to its cleanliness and beauty. The project was also designed to celebrate Lower Manhattan's history and heritage. Broadway's historic "Canyon of Heroes" will be recreated to commemorate all the ticker-tape parades that have marched up Broadway from the 1886 dedication of the Statue of Liberty to the celebration of John Glenn and the crew of the Shuttle Discovery. The project will also add a new signage system to Downtown, reorganizing and simplifying the existing traffic signs of Downtown, and reducing clutter. Maps will be mounted on poles at Downtown intersections, providing direction way finding assistance that will increase the navigability of the sometimes confusing streets of Downtown New York.

The goals detailed by the Downtown Alliance's Streetscape Program have received laudatory comments from the public and private sectors. The Downtown Alliance's Streetscape Program, has owner support from 95% of all property owners along Broadway. The program received an award from the Art Commission of the City of New York. Senator Schumer applauded the plan's devotion to upgrading the lighting condition of Downtown. He stated that, "This new lighting scheme will convey that downtown is a '24/7' community, and will provide a sense of safety." Another supporter of the Streetscape Program, Manhattan Borough President C. Virginia Fields added that, "Interim recovery also means taking measures to assure the public – visitors, residents, and workers – that there will be predictable and continuous improvement to the public environment...Interim streetscape improvements that could signal recovery and hope for Downtown."

Reconstruction of the streets in Lower Manhattan, including the side streets, is being funded through a separate allocation from the federal government to the City of New York. After the events of September 11<sup>th</sup>, the federal government agreed to provide the City of New York with over \$130 million in emergency aid to rebuild streets and sidewalks damaged directly and indirectly. Working with various federal, state and local partners, the City is developing a plan to implement a Lower Manhattan Streetscape Standard, based on the Downtown Alliance program, on all the streets which are being reconstructed. As part of the reconstruction program, nearly 2/3 of the streets south of Chambers Street will have the new Lower Manhattan Streetscape Standard installed as they are rebuilt. In addition, the City will pursue additional funding to implement that standard throughout the remaining third.

Information about the City's street reconstruction program can be found in an article on [LowerManhattan.info](http://LowerManhattan.info) at [http://www.lowermanhattan.info/news/reconstruction\\_paves\\_the\\_way\\_42972.asp](http://www.lowermanhattan.info/news/reconstruction_paves_the_way_42972.asp)

## **VI. Long-Term Planning and Planning and Administration**

**From the Ground Up stated that to date there has been an overabundance of planning and studying regarding Lower Manhattan, but little concrete action. They state that while there is no doubt that Lower Manhattan would most benefit from well-designed, thoughtful, community-directed redevelopment activities, spending an additional \$13 million on more plans and studies at this juncture seems questionable. The Lower Manhattan community would benefit more from this funding going directly into the community itself.**

**From the Ground Up also questions the allocation of \$7.6 million in this Partial Action Plan for LMDC's activities for planning and administration. From the Ground Up questions LMDC's concern about moving the HUD CDBG funding out to its intended beneficiaries in a timely fashion.**

Since its inception, LMDC has been committed to the long-term planning for Lower Manhattan and the creation of a permanent memorial honoring those lost. LMDC has worked in cooperation with its partners in the public and private sectors to coordinate long-term planning for the World Trade Center site and surrounding communities, while addressing the immediate and short-term needs of the community through funding initiatives. The subject funds are also intended to conduct ongoing community information and participation activities and to administer and facilitate other public and private projects benefiting the communities.

In its initial funding commitment, LMDC provided immediate financial assistance to the communities that are in closest proximity to the World Trade Center site. Prior Partial Action Plans included the allocation of \$280.5 million for residents in Lower Manhattan and \$350 million for businesses.

In this Partial Action Plan, LMDC focuses on the additional short-term needs of the Lower Manhattan community and continues its commitment to immediate financial assistance.

In this Partial Action Plan, the short-term capital projects funded by a \$69,405,000.00 allocation will provide immediate relief to Lower Manhattan residents, businesses, workers, students, and visitors by improving accessibility in and around Lower Manhattan and enhancing the quality-of-life in Lower Manhattan, making this a more attractive place to live, work, and visit. These projects can be completed in the short-term, many within six months to one year, providing tangible improvements to life in Lower Manhattan and helping to retain and attract businesses and residents while work to realize the long-term vision moves forward.

In this Partial Action Plan, business and not-for-profit organizations impacted by the World Trade Center disaster will receive up to \$74,500,000.00 in funds through the WTC Business Recovery Grant Program.

## **VII. Millennium High School Funding**

**Congressman Nadler wrote in support of devoting funds to the Millennium High School.**

This Partial Action Plan 4 includes short-term capital projects. The criteria for the short-term capital projects include projects that enhance the quality-of-life in Lower Manhattan in the near-term for residents and students.

One of the projects listed that meets the criteria for short-term capital projects is Millennium High School. The Millennium High School will be the first open admission high school specifically serving Lower Manhattan students. Currently, students need to commute to school in other parts of Manhattan and New

York City. A new, academically rigorous neighborhood high school will help retain families in Lower Manhattan, as well as attract new families with school-age children.