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PRINCIPLES AND *REVISED* PRELIMINARY BLUEPRINT FOR THE FUTURE OF LOWER MANHATTAN

When New York City was attacked on September 11, 2001, the United States and the democratic ideals upon which it was founded were also attacked. The physical damage New York City sustained was devastating and the human toll was immeasurable. But New York does not bear the loss alone. In the aftermath of September 11, the entire nation has embraced New York, and we have responded by vowing to rebuild our City – not as it was, but better than it was before. Although we can never replace what was lost, we must remember those who perished, rebuild what was destroyed, and renew Lower Manhattan as a symbol of our nation’s resilience. This is the mission of the Lower Manhattan Development Corporation.

The LMDC, a subsidiary of Empire State Development, was formed by the Governor and Mayor as a joint State-City Corporation to oversee the revitalization of Lower Manhattan south of Houston Street. LMDC works in cooperation with the Port Authority and all stakeholders to coordinate long-term planning for Lower Manhattan while concurrently pursuing initiatives to improve the quality of life.

The task before us is immense. Our most important priority is to create a permanent memorial on the World Trade Center site that appropriately honors those who were lost, while reaffirming the democratic ideals that came under attack on September 11. Millions of people will journey to Lower Manhattan each year to visit what will be a world-class memorial in an area steeped in historical significance and filled with cultural treasures – including the Statute of Liberty and Ellis Island. Just steps from the World Trade Center site is St. Paul’s Chapel, where George Washington prayed for the wisdom to lead a fragile nation. To accommodate the anticipated influx of visitors, new roads and new modes of transportation will have to be developed.

Sixteen acres of Lower Manhattan were leveled in the attack, tens of thousands of jobs were lost and miles of electrical, communications and transportation infrastructure were destroyed. But the collateral damage inflicted on September 11 extended far beyond the World Trade Center site. As the financial capital of the world, New York City is an engine that fuels the national economy. The attack reverberated throughout the United States and affected almost every industry. It is vital to the long-term prosperity of the nation that Lower Manhattan retains its place as the financial capital of the world.

In fulfilling its mission, the LMDC is committed to an inclusive and open public process. Over the last several months, the LMDC has consulted a broad spectrum of individuals and groups affected by the World Trade Center attacks – including families of victims, business owners, and downtown residents – all of whom share a commitment to the revitalization of Lower Manhattan. The LMDC has established eight Advisory Councils including Families; Residents; Restaurants, Retailers and Small Business; Arts, Education and Tourism; Financial and Professional Firms; Commuters and Transportation; and Development. These Advisory Councils have provided and will continue to provide valuable public input to the LMDC. In addition to the Advisory Councils, the LMDC has met with Community Boards, civic groups, planning and not-for-profit organizations, federal, state and local elected officials and government agencies.

The outgrowth of this ongoing consultation process is the following Revised Principles for Action and Preliminary Blueprint for the Future of Lower Manhattan.

- The Principles will help guide the LMDC in developing, coordinating, and evaluating plans for a memorial and the creation of a vibrant, mixed-use community in Lower Manhattan.
- The Blueprint for the Future of Lower Manhattan articulates the goals and objectives of revitalization, around which consensus has begun to emerge, and outlines initial proposals for meeting those goals.

For more information on the planning process and to learn about continuing opportunities for public review and comment, go to the LMDC website, www.renewnyc.com.

LMDC Principles for Action

- **Make decisions based on an inclusive and open public process.**
- **Create a memorial honoring those who were lost while reaffirming the democratic ideals that came under attack on September 11**
- **Assist the rapid revitalization of Lower Manhattan, in a manner that does not preclude desirable future development plans**
- **Coordinate and encourage the infrastructure improvements that will trigger the private investment needed to sustain and enhance Lower Manhattan**
- **Support the economic vitality of Lower Manhattan as the financial capital of the world with new office space**
- **Develop Lower Manhattan as a diverse, mixed-use magnet for the arts, culture, tourism, education, and recreation, complemented with residential, commercial, retail and neighborhood amenities**
- **Develop a comprehensive, coherent plan for transit access to Lower Manhattan that expands regional and local connections and improves transit facilities**
- **Connect the neighborhoods of Lower Manhattan and improve the pedestrian experience of its streets**
- **Expand and enhance public and open spaces**
- **Preserve the historic character of Lower Manhattan and the existing civic and cultural value of its cityscape**
- **Promote sustainability and excellence in design, for environmentally sensitive development**

Revised Preliminary Blueprint for Renewal

The preliminary components of a blueprint for Lower Manhattan include the following:

1. **Respect the site of the World Trade Center as a place of remembrance, and reserve an area of the site for one or more permanent memorials.** The attack on the World Trade Center has permanently changed the lives of the family members and friends of those who died, as well as the many people who survived or were touched by this tragedy. The need to heal and remember must not be lost amid the need to rebuild. A sacred, respectful memorial must be erected to honor the thousands who perished and the emergency responders who gave their lives in the line of duty. The memorial and its surroundings must be well integrated.

Proposals under review that emerged during the listening process:

- a. **Create an important permanent memorial on the World Trade Center site.**
- b. **Create a museum of freedom and remembrance.**
- c. **Establish an international design process to produce the most moving and appropriate memorial possible.**

LMDC will work closely with the victims' families, survivors and the general public in developing a memorial process, as well as the Port Authority, the leaseholders, and all of the groups and agencies involved.

Impact: The memorial will become a symbol known around the world. It will stand as an eternal tribute to the victims, the enduring strength of democracy, a celebration of freedom, and a testament to the resurgent power of the city and the nation. As did *The Sphere* that once stood in the plaza, the memorial will reaffirm respect for the free exchange of ideas, goods, and services among diverse peoples that the World Trade Center embodied.

2. **Facilitate the continued revitalization of Lower Manhattan to ensure its long-term viability.** Immediate interim actions are needed to restore essential services to Lower Manhattan, allowing residents, workers and businesses to continue to return and function with confidence. Residential neighborhoods in Lower Manhattan, including Battery Park City, the Financial District, the South Street Seaport, Chinatown, the Lower East Side, and TriBeCa & SoHo have experienced disruption since the attacks. A balance must be struck between construction efforts and the need for residents, workers and businesses to resume their daily lives. All projects must be carried out with sensitivity and respect for those who were lost and their families.

Ongoing Interim Projects:

- a. **Create and administer a program of financial assistance for residents and businesses, and non-profit organizations.**
- b. **Restore service on the 1 & 9 lines below Chambers Street.**

- c. **Restore PATH service from New Jersey at a temporary station.**
- d. **Replace utility and telecom lines as quickly as possible in order to clear temporary cables from the sidewalks and streets.**
- e. **Improve streets and sidewalks.**
- f. **Coordinate infrastructure repair and construction work to minimize disruptions to residents, workers and businesses.**
- g. **Develop underutilized and alternative modes of transportation, such as ferry service.**
- h. **Develop interim recreational space.**

LMDC is working with the Port Authority, the Metropolitan Transportation Authority, State DOT, City DOT, the Mayor’s Office of Emergency Management, Con Edison, Verizon, local Community Boards, the Downtown Alliance, local businesses, community based organizations and other involved groups and agencies to identify and complete interim actions to clean up and restore essential services in Lower Manhattan.

Impact: Immediate restoration of services in Lower Manhattan will ensure its future viability by demonstrating tangible progress toward revitalization and allowing workers, residents and businesses to pursue daily activities with confidence.

- 3. **Restore all or a portion of the street grid and reintegrate the former World Trade Center site to the rest of downtown.** The former plaza and towers created a world apart from local street life and neighboring buildings. Much of the historic core of Lower Manhattan is dense and complex, with narrow winding streets that must be made more understandable to newcomers and visitors. Pedestrian connections must be improved between the Financial District, Chinatown, the Lower East Side and TriBeCa, the civic center and the historic South Street Seaport. Improved connections will create better integration among residential neighborhoods, while also facilitating access for emergency, security and medical services.

Proposals under review that emerged during the listening process:

- a. **Extend Greenwich Street from Barclay Street south to Liberty Street.**
- b. **Extend Fulton Street from river to river as an east-west artery.**
- c. **Extend Morris Street and Exchange Place over the Brooklyn-Battery Tunnel ramps to reconnect lower Broadway with West Street.**

Impact: Human scale will be re-established and the diverse existing neighborhoods will be reconnected.

LMDC will work with the Port Authority, the Metropolitan Transportation Authority, the Department of City Planning, State DOT, City DOT, and all the other involved groups and agencies to come to agreement on a final plan.

- 4. **Eliminate West Street as a barrier between the Financial District and Battery Park City.** The at-grade, 260-foot wide Route 9A is a critical transportation artery for Lower Manhattan. However, it presents a formidable barrier to pedestrians and local traffic

traveling between the heart of downtown and the offices, residences, and waterfront parks along the Hudson River.

Proposals under review that emerged during the listening process:

- a. **Depress West Street below ground for all or a portion of its length from Chambers Street to the Battery Park Underpass.**
- b. **Create a new at-grade boulevard that incorporates attractive buildings and parks.**
- c. **Construct a platform over all or some of a partially depressed West Street to connect at either the ground or mezzanine levels of Battery Park City.**

Impact: The vitality of downtown will be enhanced by improved interaction among the districts that form Lower Manhattan.

LMDC will work with State DOT, City DOT, the Port Authority, the Metropolitan Transportation Authority, the Battery Park City Authority, the Hudson River Park Trust, and all other involved groups and agencies to come to agreement on a final plan.

5. **Coordinate mass transit services to provide a coherent integration between Lower Manhattan and the rest of the city and region.** Lower Manhattan is the third largest business district in the United States. Local and regional mass transit is the lifeblood of Lower Manhattan, transporting hundreds of thousands of people each day by subway, train, ferry, bus, bridges and tunnels. Tens of thousands of people use regional MTA rail service to travel each day from Long Island, Westchester County and Connecticut via midtown rail stations, and tens of thousands more arrive directly from New Jersey by PATH train, New Jersey Transit, charter bus service and ferries. There have been no new mass transit lines constructed in Lower Manhattan since 1932. With a massive influx of tourists and other visitors to Lower Manhattan, the existing mass transit infrastructure will be inadequate to meet the demand. Lower Manhattan's direct connections to regional transit must be expanded – either through the creation of new service or by building upon existing service. “Two seat rides” to Lower Manhattan for regional commuters will make Lower Manhattan more accessible. “One seat ride” opportunities will also be explored. Access must be better coordinated for local transit services.

Proposals under review that emerged during the listening process:

- a. **Provide ferry service for LIRR riders from Long Island City to Lower Manhattan.**
- b. **Reduce the travel time for commuters coming from Penn Station by rebuilding the South Ferry subway station on the 1 & 9 lines so that it can accommodate all ten cars to platform instead of five as in the current configuration.**
- c. **Connect the N & R lines with the 1 & 9 lines at Rector Street.**
- d. **Provide suburban rail access to Lower Manhattan. Options include -- Extend Metro-North rail service to Lower Manhattan; Extend LIRR rail service to Lower Manhattan from Brooklyn and/or Midtown Manhattan; Create a**

- “Super Shuttle” service between Jamaica Station and Lower Manhattan using a combination of existing LIRR tracks and subway tunnels.
- e. Incorporate existing plans for major transit improvements, such as the Second Avenue subway and LIRR East Side access, into an overall transportation system for Lower Manhattan.
 - f. Improve the conditions at subway stations serving the Lower East Side, Chinatown, Battery Park City, the South Street Seaport, Little Italy, SoHo, TriBeCa and the Financial District.
 - g. Provide increased capacity in PATH service to Lower Manhattan.
 - h. Create a neighborhood transportation circulator linking the east and west sides of Lower Manhattan.

Impact: Facilitating connections will bring disparate communities together and enhance the attractiveness and diversity of downtown.

LMDC will work with the Metropolitan Transportation Authority, the Port Authority, and all other involved groups and agencies to come to agreement on a final plan.

- 6. **Create a distinctive transit hub linking PATH, subway, and future regional rail service as a gateway to Lower Manhattan.** This major new station should serve as a landmark for visitors, commuters and residents, and should include substantial retail shops, restaurants, and services, possibly incorporating residential and commercial space. Decreasing the walking distance at intermodal transfer points – from ferry to subway, subway to bus, bus to destination, etc. – will make getting into and around Lower Manhattan faster, more convenient, and more appealing. The hub should be located as close as possible to the center of Lower Manhattan, ideally within 0.5 miles walking distance of all of downtown.

Proposals under review that emerged during the listening process:

- a. **Rebuild the PATH station in its present location with an underground concourse linking to the 1 & 9 and N & R lines at Church Street.**
- b. **Extend PATH service one block east and build a new station at Church Street, with direct connections to the 1 & 9 and N & R lines.**
- c. **Extend PATH service two blocks east to a new terminal at Broadway and Fulton Streets, with direct connections to the 4 & 5, the A & C, the J M Z, and the 2 & 3 lines.**
- d. **Rebuild the Broadway/Nassau subway station as part of a modern transit center that provides clear and simple access to the many subway lines and offers future capability for a new LIRR station.**

Impact: Improved accessibility for people visiting, living and working in Lower Manhattan.

LMDC will work with the Port Authority, the Metropolitan Transportation Authority, and all other involved groups and agencies to come to agreement on a final plan.

7. **Create downtown facilities to accommodate the anticipated surge in charter, tour, and public buses, and explore opportunities for off-street vehicular and service access.** The World Trade Center memorial will be a major downtown destination, adding to the crowds already coming to the area for the Statue of Liberty, Ellis Island, Chinatown, the New York Stock Exchange and other attractions. Idling tour, charter and transit buses, as well as livery cars, already crowd the streets of Lower Manhattan near Battery Park, Whitehall Ferry Terminal, the South Street Seaport, Chinatown, and many other locations because they have no place to wait between scheduled arrival and departure times. Idling buses and livery cars cause traffic congestion, create pollution, and degrade the appearance of the historic streetscape. A facility that prevents buses, trucks and livery cars from clogging streets will improve bus travel and make Lower Manhattan more pleasant, improving the health and environment of downtown. By relieving congestion, the facility will also improve access around downtown for emergency, security and medical services.

Proposals under review that emerged during the listening process:

- a. **Redevelop a portion of the underground levels of the former World Trade Center site as a major bus and livery car terminal.**
- b. **Identify sites for constructing aboveground and belowground bus storage.**
- c. **Create a freight/truck handling facility to reduce the cost of shipping goods downtown and easing traffic congestion.**

Impact: Universal accessibility for people attracted to Lower Manhattan as a destination, and a better environment once they arrive.

LMDC will work with the Metropolitan Transportation Authority, New Jersey Transit, the Port Authority, State DOT, City DOT, the Department of City Planning, major bus charter companies, and all other involved groups and agencies to come to agreement on a final plan.

8. **Expand the residential population and enhance residential life to create a strong sense of community throughout Lower Manhattan.** Despite sustained growth in the last twenty years, the residential population of Lower Manhattan is dispersed in different pockets, none of which on its own has proven large enough to sustain the kinds of services and high quality retail enjoyed by residents of areas like East Midtown, the Upper West Side, or Greenwich Village. Creating a critical mass of permanent residents will require that a significant amount of land area be devoted to housing. This housing must be for a wide variety of income levels. It must be designed to be safe and include accessible design features. New educational institutions will be needed to make Lower Manhattan more attractive for families with children. To augment the capacity of NYU Downtown Hospital and to serve the growth in the residential population, new medical facilities should be considered for downtown.

Proposals under review that emerged during the listening process:

- a. **Develop the World Trade Center area with a residential component.**
- b. **Designate potential development sites in the Financial District for housing rather than commercial space.**
- c. **Identify other opportunities, including additional conversion incentives, alternative development sites, or creation of new sites for residential development.**
- d. **Consider combination buildings with both office and residential space.**
- e. **Utilize incentives to develop housing for a wide variety of income levels.**
- f. **Explore options for new elementary, secondary and higher education facilities.**
- g. **Foster the development of amenities and community institutions that support residential life.**

Impact: A critical mass of residents to support high quality retail and other amenities, which will foster a vibrant downtown day and night. Contributes to health of downtown business community.

LMDC will work with the Port Authority, Battery Park City Authority, State Division of Housing, City Department of Housing Preservation and Development, the Housing Development Corporation, Housing Finance Administration, the Economic Development Corporation, the Department of City Planning, and all other involved groups and agencies to identify a program of action.

9. **Promote retail and commercial opportunities that support Lower Manhattan as a vibrant place with daytime and nighttime activity.** Future development should support Lower Manhattan as a mixed-use community, with retail and commercial amenities to service a critical mass of businesses, residents, workers and visitors. Premier retail and commercial offerings will enhance Lower Manhattan as a destination for the city and the region. Retail should serve both local residents and the needs of the business community.

Proposals under review that emerged during the listening process:

- a. **Develop underground and street level retail spaces to serve commuters, residents and visitors.**
- b. **Create a galleria of premier retail offerings that will be a magnet for the city and the region.**
- c. **Improve the quality of retail and commercial ancillary services to attract and retain businesses and financial and professional firms.**
- d. **Ensure the creation of sufficient commercial space to attract and support a thriving economy.**

Impact: A critical mass of quality retail and commercial offerings to serve Lower Manhattan day and night.

LMDC will work with the Port Authority, Battery Park City Authority, Office of the Deputy Mayor for Economic Development and Rebuilding and all other involved groups and agencies to identify a program of action.

- 10. Provide for new or expanded cultural and civic institutions in Lower Manhattan.** Lower Manhattan should be conceived as a Freedom Park, linking the Statue of Liberty, Ellis Island, Federal Hall, the New York Stock Exchange, and the World Trade Center memorial. A critical mass of dynamic, enticing and diverse cultural venues must be developed and sustained to make Lower Manhattan a vibrant center for culture and the arts. Initiatives must include strengthening existing cultural institutions and supporting the development of new institutions. Adequate infrastructure and amenities must be put in place to support the surge in tourism that will accompany the area's development as a major cultural center.

Proposals under review that emerged during the listening process:

- a. **Make the Freedom Park a centerpiece of Lower Manhattan.**
- b. **Create a new museum dedicated to American freedom, tolerance and the values that the World Trade Center represented.**
- c. **Build a home for the City Opera within a new performing arts center to include facilities for other musical and theater groups.**
- d. **Build a downtown Guggenheim Museum.**
- e. **Expand the programs and facilities of the South Street Seaport Museum, the Museum of the American Indian, the Museum of Jewish Heritage, the Skyscraper Museum, the Museum of Financial History and other cultural institutions in Lower Manhattan.**
- f. **Create a museum building in connection with the permanent memorial structure that will house a World Trade Center museum and other smaller museums lacking adequate facilities.**
- g. **Build a "world university" that would be a center for international education.**

Impact: Position Lower Manhattan as a global tourist and visitor destination.

LMDC will work with cultural institutions currently in Lower Manhattan, those expressing an interest in relocating here, and all other involved groups and agencies to find suitable locations and financial assistance for expansion or relocation to Lower Manhattan.

- 11. Create an accessible, attractive, and comprehensive park and open space system for Lower Manhattan.** Open space is critical to all parts of the city, but its need is particularly acute downtown among the "canyons" of Lower Manhattan. While plazas, arcades, city parks, and public atriums have had a significant impact in easing pedestrian

congestion and providing outdoor places to sit, these disparate open spaces must be augmented to provide a substantial outdoor public realm in Lower Manhattan. Open spaces are essential to the quality of life downtown, providing alternatives to steel and glass skyscrapers and perhaps most importantly, a physical and psychological center around which the city can grow.

Proposals under review that emerged during the listening process:

- a. **Implement a consistent streetscape treatment on public sidewalks, along parks, and in new or renovated plazas.**
- b. **Tie together existing public spaces on the waterfront into a continuous park wrapping Lower Manhattan from the Brooklyn Bridge to Battery Park City.**
- c. **Identify opportunities to create new parkland that expand or link existing parcels.**
- d. **Create new public spaces that will spur private development.**

Impact: Improved quality of life for residents and workers, and future economic development. New opportunities for recreation, particularly for children and families.

LMDC will work with the Hudson River Park Trust, the Conservancy for Historic Battery Park, Department of Parks & Recreation, the Battery Park City Authority, local Community Boards, the Downtown Alliance, the Department of City Planning, National Park Service, building owners, and all other involved groups and agencies to come to agreement on a final plan.

12. **Support sustainable design, “green building” technology, state-of-the-art safety and security in design and engineering, and accessible design features.** Concerns about air quality in the wake of September 11 have made environmental issues more important than ever in Lower Manhattan. Future development must strive for the highest performance and sustainable design standards. Lower Manhattan must continue to be a showplace for world-class architecture, in part by exemplifying environmentally friendly design. Design must be sustainable, combining ecological concern with continued growth and human development. Facilitating construction that incorporates renewable resources, environmentally friendly materials, water conservation and energy-efficient systems will benefit not only the residents and workers in Lower Manhattan, but will also lower energy consumption and reduce operating costs for owners. Future development must incorporate accessible design features. It must meet the highest standards for engineering strength, rapid evacuation processes and accessibility for emergency, security and medical personnel. Mechanical systems must be designed for maximum security and resistance to potential threats.

Proposals under review that emerged during the listening process:

- a. **Work with regulatory agencies to ensure that sustainable design guidelines and “green technology” are incorporated into building codes and environmental laws.**

- b. Provide funding incentives to support incremental costs of development of environmentally sound buildings.
- c. Amend building codes and/or zoning restrictions to make “green buildings” easier and cheaper to build.
- d. Ensure that buildings incorporate accessible design features.
- e. Ensure that buildings can be rapidly evacuated, are accessible to emergency personnel, and that their mechanical systems are protected from potential threats.
- f. Ensure that all buildings utilize 21st Century technological infrastructure including reliable and redundant telecommunications and energy systems.

Impact: A downtown that is secure, ecologically friendly, accessible and technologically advanced.

LMDC will work with civic organizations including New York New Visions, environmental groups, the Battery Park City Authority, the Department of Environmental Protection, the Department of Environmental Conservation, the NYC Department of City Planning, the Real Estate Board of New York, and all other involved groups and agencies to come to agreement on a final plan.

13. Support excellence in design to ensure the creation of a location that is a symbol of New York City recognized around the world.

Proposals under review that emerged during the listening process:

- a. Ensure that design quality is a requisite criterion for what is built on the site.
- b. Design a distinctive and consistent treatment for public space and streetscapes that identifies the site as a special place.
- c. Develop guidelines for building design that ensure a distinctive and linked place is created, while encouraging the best architecture and design on the site.
- d. Create a new skyline for Lower Manhattan that serves as a powerful symbol of our nation’s strength and determination.

Impact: Architecture that exemplifies the finest in design.

LMDC will work with agencies and organizations such as the NYC Department of City Planning, New York New Visions, Civic Alliance/Regional Plan Association, Municipal Arts Society, American Institute of Architects, American Planning Association, and American Society of Landscape Architects.

14. Encourage preservation of outstanding historic structures and the cultural value of the cityscape. Lower Manhattan is where New York City began, and its streets and squares resound with American history. Today’s financial district is still defined by the Dutch colonial street grid, giving it a character unlike anywhere else in the city. Many historic structures survive amid the towers of steel and glass, and future development

must preserve, protect and enhance this historic legacy. The distinctive character of Chinatown, the Lower East Side, TriBeCa & SoHo, the South Street Seaport, Battery Park City and the Financial District should be preserved and supported.

Proposals under review that emerged during the listening process:

- a. **Restore 90 West Street as a commercial or residential building.**
- b. **Provide incentives for the restoration of threatened Lower Manhattan landmarks.**
- c. **Encourage the preservation and support of Lower Manhattan's residential and cultural assets.**

Impact: An enriched cityscape and quality of life. Increased tourism.

LMDC will work with the Landmarks Preservation Commission, the State Office of Parks Recreation and Historic Preservation, the Department of City Planning, the Real Estate Board of New York, and all other involved groups and agencies to come to agreement on a final plan.

15. **Develop Lower Manhattan, not only with a revived and strengthened financial services/Wall Street economy, but with new centers of economic activity.** Lower Manhattan must retain its position as the financial capital of the world. At the same time, a diversified economy is desirable so that Lower Manhattan is not dependent upon any one sector or industry. Such an economy provides employment opportunities for workers from a diverse range of incomes.

Proposals under review that emerged during the listening process:

- a. **Encourage the development of emerging growth industries in Lower Manhattan, such as biotechnology. Draw upon the City's many academic institutions and medical research centers.**
- b. **Develop Lower Manhattan as a magnet for tourism, education, culture and the arts that celebrates New York and America's heritage and leverages the historic institutions of American freedom.**

Impact: A diversified and thriving Lower Manhattan economy that leverages downtown's unique assets and secures its position as the financial capital of the world.

LMDC will work with Empire State Development, the Economic Development Corporation, the New York City Partnership and Chamber of Commerce, the business community, medical institutions, educational institutions, and other key partners to craft an effective strategy.