

**Lower Manhattan Development Corporation**  
**Amended Final Action Plan**  
**For**  
**Lower Manhattan Disaster Recovery and Rebuilding Efforts**

**Overview**

The Lower Manhattan Development Corporation (LMDC) has prepared this Final 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 (WTC). Partial action plans detailing the expenditure of the other funds from the \$2.783 billion appropriation and are viewable on the LMDC website at <http://www.renewnyc.com/FundingInitiatives/PartialActionPlans>.

<b>Final Action Plan Activities</b>	<b>(\$) Original Allocation 12/2006</b>	<b>(\$) As Amended 07/2007</b>	<b>(\$) As Amended 12/2007</b>	<b>(\$) As Amended 01/2009</b>	<b>(\$) As Amended 08/2010</b>	<b>(\$) As Amended 02/2013</b>
<b>I. WTC Memorial and Cultural</b>						
A. Reserve Fund	45,000,000	45,000,000	44,000,000	44,000,000	44,000,000	44,000,000
B. WTC Construction Coordination			1,000,000	1,000,000	1,000,000	1,000,000
C. WTC Memorial Tribute in Light						810,000
<b>Subtotal</b>	<b>45,000,000</b>	<b>45,000,000</b>	<b>45,000,000</b>	<b>45,000,000</b>	<b>45,000,000</b>	<b>45,810,000</b>
<b>II. Affordable Housing</b>						
	<b>12,000,000</b>	<b>12,000,000</b>	<b>12,000,000</b>	<b>12,000,000</b>	<b>12,000,000</b>	<b>12,000,000</b>
<b>III. Community &amp; Cultural Enhancement</b>						
A. Community & Cultural Enhancement Fund	60,950,849	60,950,849	60,950,849	57,950,849	57,621,330	56,726,330
B. Cultural & Community Events & Installations				3,000,000	3,150,000	4,045,000
<b>Subtotal</b>	<b>60,950,849</b>	<b>60,950,849</b>	<b>60,950,849</b>	<b>60,950,849</b>	<b>60,771,330</b>	<b>60,771,330</b>
<b>IV. Economic Development</b>						
	<b>30,000,000</b>	<b>7,000,000</b>	<b>7,000,000</b>	<b>7,000,000</b>	<b>6,775,000</b>	<b>6,775,000</b>
<b>V. Education</b>						
A. East Side K-8	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000
B. Educational Needs	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000
<b>Subtotal</b>	<b>6,000,000</b>	<b>6,000,000</b>	<b>6,000,000</b>	<b>6,000,000</b>	<b>6,000,000</b>	<b>6,000,000</b>
<b>VI. Transportation</b>						
	<b>31,000,000</b>	<b>31,000,000</b>	<b>31,000,000</b>	<b>31,000,000</b>	<b>31,000,000</b>	<b>15,835,000</b>
<b>Total</b>	<b>184,950,849</b>	<b>161,950,849</b>	<b>161,950,849</b>	<b>161,950,849</b>	<b>161,546,330</b>	<b>147,191,330</b>

The Final Action Plan was initially approved by HUD on December 6, 2006 with a total allocation of \$184,950,849 for the activities shown above. The sources of the allocations in that Final Action Plan were previously unallocated funds as well as funds reallocated through amended Partial Action Plans 1, 2, 4, 6, 8, 9, and 11. An initial amendment that reduced funding for Economic Development by \$23,000,000 allocating these funds to the WTC Memorial and Cultural Program for 130 Liberty Street and reduced the total

allocation to \$161,950,849 was approved by HUD on July 11, 2007. A second amendment that altered the activities to add WTC Construction Coordination and to reallocate \$1,000,000 to such activities from the Reserve Fund was made on December 21, 2007. A third amendment that updated descriptions of certain programs and allocated funds to a new Cultural and Community Events and Installations category of projects within Community and Cultural Enhancement Program was made on January 15, 2009. A fourth amendment that altered the allocations for Community and Cultural Enhancement Program, identified additional Cultural and Community Events and Installations projects, reduced funding for Economic Development, and reduced the total allocation for the Final Action Plan to \$161,546,330 was made on August 12, 2010. A fifth amendment that increased funding for Cultural and Community Events and Installations and the WTC Memorial, provided funding for an East River Waterfront Pier 42 project, identified the WTC memorial as a recipient of Transportation funds, reduced funding for Transportation projects, and reduced the total allocation for the Final Action Plan to \$147,191,330 was made on February 27, 2013.

Approved, amended, and proposed amended Partial Action Plans are available on LMDC's website, [www.renewyc.com](http://www.renewyc.com), at [http://www.renewyc.com/FundingInitiatives/partialact\\_plans.asp](http://www.renewyc.com/FundingInitiatives/partialact_plans.asp).

Any change greater than 5% in the funding committed to a certain program, the addition or deletion of any program, or change in the designated beneficiaries of a program constitutes a substantial amendment and such amendment will be available for public review and approval by HUD.

### **National Objective**

LMDC is a subsidiary of the New York State Urban Development Corporation d/b/a Empire State Development that was created in December 2001 to oversee the rebuilding and revitalization of Lower Manhattan. The activities contained in this Final Action Plan have been designed to meet the particularly urgent community development needs resulting from the September 11th WTC disaster. These activities also have particular urgency because LMDC has determined that existing conditions resulting from the disaster pose a serious and immediate threat to the health or welfare of New York City and the individual residents of the City and other financial resources are not available to meet such needs. Funds allocated in this Final Action Plan are for the prevention of blight that could result absent intervention to address the existing conditions resulting from the events of September 11th. Funds allocated in this Final Action Plan will also benefit low-and-moderate-income people. The geographic focus of this Final Action Plan is the entire area of Manhattan south of Houston Street.

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

The initial Final Action Plan was made available to the public for comment from September 29, 2006 through October 30, 2006. LMDC did not receive any comments on the initial Final Action Plan. The first amendment was made available to the public for comment from March 26 through April 25, 2007. LMDC received no comments on this first amendment. The second and third amendments and portions of the fourth amendment were non-substantial amendments that were not released for public comment. The portion of the fourth amendment relating to a reduction in funding for Community and Cultural Enhancements was made available to the public for comment from March 22, 2010 through April 20, 2010. LMDC received no comments on this amendment. The portion of the fifth amendment relating to the increase in Cultural and Community Events and Installations and the portion relating to the funding of the new East River Waterfront Pier 42 project activity were made available to the public for comment from March 31, 2012 to April 30, 2012. LMDC received one relevant public comment on this amendment from Community Board 3 strongly supporting the allocation of funds to the new East River Waterfront Pier 42 project.

Public 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.renewyc.com](http://www.renewyc.com)).

LMDC delivered and mailed copies of this Final Action Plan and the first amendment 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.

### **Public Participation to Date**

As described in earlier PAPs, LMDC has solicited and received an unprecedented amount of public comment from around the world regarding the rebuilding of the WTC Site, the creation of a permanent memorial, and the revitalization of Lower Manhattan. LMDC also established 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 that have consulted with LMDC on issues of concern to their respective constituencies. Additionally, LMDC's special Advisory Committees such as the Memorial Mission Statement and Program Committees, the Memorial Center Advisory Committee, the 130 Liberty Street Advisory Committee, and the Section 106 Historic Resources Consulting Parties provide guidance on specific projects and issues.

LMDC has sponsored and participated in over 100 public meetings and workshops to provide the public with forums to express their views on redevelopment of Lower Manhattan, in the aftermath of September 11th. In addition to large-scale public meetings, LMDC, in conjunction with The City of New York, conducted a series of outreach workshops on overall funding priorities for each of Lower Manhattan's neighborhoods in 2003. At the workshops, participating members of the community described priorities for their communities and proposed projects to address those priorities. The report on these workshops is available on the LMDC website at [www.renewnyc.com](http://www.renewnyc.com). Public meetings have also focused on a variety of specific topics, including the environmental review process, WTC site planning, the creation of a permanent memorial, neighborhood funding priorities, content for the Memorial Museum, and cultural, recreational, and other public spaces.

LMDC conducts additional outreach initiatives, participates in Community Board meetings, and meets regularly with community groups, civic organizations, and public officials. LMDC has sponsored several public exhibits that have provided visitors with information and the opportunity to submit written comments on the revitalization efforts. LMDC has received over 10,000 comments at these exhibits and through the LMDC website. LMDC also receives additional input on potential Lower Manhattan projects and programs in the form of unsolicited proposals and funding applications.

Based on public input, LMDC produced numerous program documents that have guided the redevelopment and revitalization process, beginning with *The Principles and Preliminary Blueprint for the Future of Lower Manhattan* in 2002. This document established the groundwork for the rebuilding and revitalization efforts by outlining the goals and objectives for the revitalization, along with the necessary actions to realize them. This and other information regarding public participation in the redevelopment and revitalization process are available on the LMDC website at [www.renewnyc.com](http://www.renewnyc.com).

On April 13, 2005, the LMDC released a report titled *The Public Dialogue and Lower Manhattan Revitalization Initiatives* that outlined the principles, objectives, priorities, and allocation options for LMDC's remaining CDBG funds. LMDC solicited, received, and reviewed hundreds of public comments through May 1, 2005, and released a revised Funding Allocation Framework on May 25, 2005.

On June 16, 2005, the LMDC Board of Directors adopted a Funding Allocation Plan, consistent with the Funding Allocation Framework, for the remaining federal CDBG funds. The Funding Allocation Plan outlined the allocation of funds for specific projects at the WTC Site and throughout Lower Manhattan. The Funding Allocation Framework and the Funding Allocation Plan are available on the LMDC's website at [www.renewnyc.com](http://www.renewnyc.com).

In July 2006, the LMDC Board of Directors authorized the issuance of this Final Action Plan to allocate the remaining funds in the \$2 billion grant to projects that LMDC has determined, through its extensive public process, are priorities for the rebuilding and revitalization of Lower Manhattan.

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

### **Needs and Objective**

On September 11, 2001, terrorist attacks killed 2,749 people and destroyed every structure on the WTC site, including all five office towers, commercial and governmental low-rise buildings, the hotel, the central outdoor plaza, the underground concourse, PATH terminal and subway stations. Nearby structures immediately to the south of the WTC site were also destroyed or damaged; the Deutsche Bank office tower at 130 Liberty Street was severely damaged and St. Nicholas Church at 155 Cedar Street was destroyed. Together, these devastated sites totaled over 20 acres and the aftermath rippled throughout Lower Manhattan. The significant loss of life, jobs, and commercial and open space has affected the vitality of Lower Manhattan and continues to pose a threat to the financial, emotional, and cultural vitality of the neighborhood. As outlined in Partial Action Plans 7, 8 and 11, the WTC Memorial and Cultural Program is intended to counter the blighting effect of the events of September 11, 2001, and to provide a permanent memorial that will allow future generations to remember and honor the nearly 3,000 people who died on that day in New York City, in Shanksville, Pennsylvania, and at the Pentagon, as well as those who died in the terrorist bombing at the WTC on February 26, 1993. The project will remember and restore the WTC Site, repair the underlying fabric of Lower Manhattan, and foster the growth of Lower Manhattan as a vibrant cultural and financial district.

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

The culmination of LMDC's planning efforts for the redevelopment of the WTC area is the World Trade Center Memorial and Redevelopment Plan (WTC Plan), developed in cooperation with The Port Authority of New York and New Jersey (Port Authority), the owner of the WTC Site. LMDC employed an extensive public process for over two years to develop the WTC Plan and related initiatives. As part of the Plan, LMDC proposed to implement new memorial and cultural uses, including the Memorial, Memorial Museum, and a Visitor Orientation and Education Center (VOEC), as outlined in LMDC's World Trade Center Memorial and Cultural Program General Project Plan (GPP), as amended. Port Authority is responsible for the commercial, retail, conference center and hotel facilities, open space areas, and infrastructure components of the WTC Plan. LMDC conducted a coordinated environmental review of the combined WTC Plan. Detailed information regarding the components of this process may be found on LMDC's website at [www.renewnyc.com](http://www.renewnyc.com) under the links in the section entitled "The Plan."

### **World Trade Center Memorial Foundation, Inc.**

The National September 11 Memorial & Museum at the World Trade Center Foundation, Inc. (Foundation), formerly known as the World Trade Center Memorial Foundation, Inc., is a not-for-profit corporation established to (i) honor the innocent men, women and children murdered in the horrific terrorist attacks of September 11, 2001 and February 26, 1993 through the creation of a permanent memorial at the WTC Site and (ii) promote the economic and cultural vitality of Lower Manhattan through the development of cultural facilities at the WTC site. The Foundation Board of Directors is composed of civic and business leaders, leading philanthropists, statesmen, and victims' family members from around the world. In addition, Presidents Jimmy Carter, George H.W. Bush, and William J. Clinton serve as Honorary Members, and have pledged their support for the Foundation. For more information regarding the Foundation please visit their website at: <http://www.national911memorial.org>

The Memorial, Memorial Museum, and cultural institutions will be funded with a combination of public resources, private funds donated by individuals and groups, and investments that will be made by the cultural institutions that are located on the WTC site, including more than \$300 million from LMDC.

### **World Trade Center Memorial and Cultural Program – Project Area**

The project area is located in Lower Manhattan on two sites (1) the WTC site, bounded generally by West, Vesey, Church, and Liberty Streets; and (2) several parcels immediately to the south of the WTC Site (collectively, Southern Site) comprising (a) two city blocks, one bounded by Liberty, Washington, Albany and Greenwich Streets, and one bounded by Liberty, West, Cedar and Washington Streets, (b) subsurface portions of Liberty Street between the eastern side of West Street to the western side of Greenwich Street, (c) Washington Street from the northern side of Cedar Street and to the southern side of Liberty Streets, and (d) subsurface portions of Cedar Street from the eastern side of West Street to the eastern side of Washington Street. The Southern Site includes those properties commonly known as 130 Liberty Street, 140 Liberty Street, and 155 Cedar Street.

### **World Trade Center Memorial and Cultural Program – Project Objectives**

As outlined in Partial Action Plan 8, the WTC Memorial and Memorial Museum (Memorial/Museum) are at the heart of the WTC Memorial and Cultural Program and will serve to both remember and honor the victims of the September 11, 2001 and February 26, 1993 terrorist attacks and revitalize Lower Manhattan, preventing blight, and addressing existing conditions at the WTC site resulting from the events of September 11th. LMDC has partnered with the Foundation on a broad spectrum of activities related to the planning, design, and implementation of the WTC Memorial and Cultural Program.

In the initial Final Action Plan, LMDC provided \$45,000,000 of funding for a reserve fund for the Memorial/Museum. Funds will be available to address unforeseen events or unavoidable costs related to the construction of the Memorial/Museum, including possible excess infrastructure costs. These funds would be available to supplement LMDC's allocations to the Memorial/Museum project to date, which include \$250,000,000 to the Foundation for design and construction as well as \$12,875,000 for planning.

The Port Authority has committed to fund any additional costs incurred beyond the anticipated budget for the Memorial/Museum up to \$45,000,000, including the first \$25,000,000.

The December 2007 amendment to the Final Action Plan reallocated funds from the reserve for the Memorial/Museum to construction coordination activities at the WTC site. LMDC will provide \$1,000,000 for construction coordination activities to assist in the implementation of the WTC Memorial and Cultural Program. The object of this coordination is to improve the construction process and identify efficiency improvements and cost savings.

The February 2013 amendment to the Final Action Plan allocated \$810,000 of additional funding for the Memorial/Museum to provide for three annual productions of Tribute in Light in 2012, 2013, and 2014. In this production two beams of light rise from a site near the WTC site into the night sky to honor those lost on September 11th and to celebrate the spirit of all the New Yorkers who have worked to rebuild and renew New York City. Conceived in the aftermath of September 11th, Tribute in Light is an artistic gesture bringing together the vision and talent of numerous individuals who, shortly after the attacks, independently envisioned two beams of light rising from downtown New York. Support of this installation is consistent with the Memorial/Museum's mission to create a permanent memorial honoring those lost. It will provide a valuable public service in that its continuation will ensure that on each anniversary of September 11, 2001, the thousands of people who were killed that day and the loss of the WTC and its impact on New York City and beyond will be commemorated.

## **Beneficiaries**

The beneficiaries of the Memorial/Museum are the thousands of relatives and friends of the nearly 3,000 victims of September 11, 2001, and February 26, 1993 and the thousands of visitors projected annually. The Memorial/Museum will provide a place to remember and honor those killed and to foster greater public awareness of the events of February 26, 1993, and September 11, 2001, and the impact on the victims' families, survivors, area residents, New York City, and beyond. This project will also benefit businesses, workers, and residents throughout Lower Manhattan and will contribute to the overall economic recovery of Lower Manhattan and New York City, including low and moderate income persons.

## **Schedule**

LMDC has carried out activities relating to the development and implementation of the WTC Plan since early 2002. The full implementation of the WTC Plan, including the Memorial/Museum, was begun by the LMDC and the Foundation in 2004 and will extend through 2015. Construction coordination activities began in 2007 and will continue through 2009.

## **Federal and other resources**

The initial Final Action Plan provided \$45,000,000 as a reserve fund for the Memorial/Museum. The 12/2007 amendment to the Final Action Plan reallocated \$1,000,000 from this reserve fund for the Memorial/Museum to construction coordination activities at the WTC Site. This amendment reduced the allocation for the reserve fund for the Memorial/Museum from \$45,000,000 to \$44,000,000. The February 2013 amendment to the Final Action Plan increased the allocation to the Memorial/Museum by \$810,000 to provide for annual productions of Tribute in Light in 2012, 2013, and 2014.

Prior to the \$810,000 allocation for Memorial/Museum productions of Tribute in Light in 2012, 2013, and 2014, LMDC provided \$3,840,000 for annual productions by the Municipal Arts Society from 2004 through 2011.

As amended, the Final Action Plan allocates \$44,810,000 for the Memorial/Museum. Through Partial Action Plans 8, 11, 12, and S-2, LMDC has allocated \$287,597,603 to the project. The Memorial/Museum and its Pavilion entrance are budgeted to cost \$718,000,000. Additional funds will come from private contributions and other government entities, including the Port Authority.

## **II. Affordable Housing**

### **Background**

In the aftermath of September 11th, many members of the Lower Manhattan residential and business communities experienced significant challenges, including financial challenges. Among the challenges is the need for affordable housing. LMDC has received specific public comments on the need for affordable housing in Lower Manhattan. In July and August 2003, LMDC and The City of New York (the City) held seven community workshops in Lower Manhattan to determine the needs of residents, businesses, and other members of Lower Manhattan communities, and to discuss ways in which to address these needs. At the community workshops, residents, and community-based organizations voiced concerns about a lack of affordable housing in Lower Manhattan. The need to build and preserve affordable housing was widely discussed. LMDC has also received comments relating to affordable housing via its funding application processes. Elected officials, community-based organizations, and planning groups have recommended the creation and preservation of affordable housing in Lower Manhattan. In *New York City's Vision for Lower Manhattan*, Mayor Bloomberg set forth a plan to create new units of housing over the next ten years.

The creation of affordable housing also corresponds with LMDC's early *Principles and Revised Preliminary Blueprint for the Future of Lower Manhattan*, which recommends, "expanding the residential population to create a strong sense of community throughout Lower Manhattan." It also recommends that, "housing must be for a wide variety of income levels."

On November 8, 2005, HUD approved Partial Action Plan 6 which provided an allocation of \$50 million for Affordable Housing. The projects included within Partial Action Plan 6 were:

- Tribeca Site 5B
- Chinatown/Lower East Side Acquisition Program
- Masaryk Towers Preservation
- Knickerbocker Village
- Fulton Corridor Residential Rehabilitation and Conversion Program

While Affordable Housing remains a priority of the LMDC and the City, LMDC and the New York City Department of Housing Preservation and Development (HPD) have determined that the Fulton Corridor Residential Rehabilitation and Conversion Program will not be effective as initially envisioned. Through this Final Action Plan, LMDC is reallocating the \$8 million from the Fulton Corridor Program and adding another \$4 million, for a combined total of \$12 million to be allocated to an affordable housing program in Lower Manhattan to be developed and administered by the City through HPD.

### **Project Description**

HPD will administer and allocate funds to projects that (1) provide affordable housing for low, moderate and middle income residents through the preservation of Mitchell Lama or other affordable housing complexes, acquisition of new land or properties for affordable housing or the creation of incentives for the private sector to develop affordable housing;<sup>1</sup> (2) are located in Lower Manhattan; (3) spend no more than \$125,000 per dwelling unit preserved or created; and (4) are consistent with the goals and principles outlined in HPD's "The New Housing Marketplace: Creating Housing for the Next Generation."<sup>2</sup> Up to 10% of the Affordable Housing Program allocation may be used for project administration.

### **Schedule**

Projects to be funded by the Affordable Housing Program are expected to be identified by December 31, 2010 and completed by December 31, 2012.

### **Program Objective**

The creation of affordable housing is as a key component of a strong and vibrant Lower Manhattan community. As stated in LMDC's *Principles and Revised Preliminary Blueprint for the Future of Lower Manhattan* "expanding the residential population [would] create a strong sense of community throughout Lower Manhattan," and "housing must be for a wide variety of income levels." The Affordable Housing Program would help achieve that outcome.

### **Beneficiaries**

This Affordable Housing Program will benefit moderate and low income residents of Lower Manhattan.

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<sup>1</sup> Low income households are defined as those with income less than 50% of AMI, moderate income households are defined as those with income from 50% to 80% of AMI, and middle income households are defined as those with income less than 175% of AMI.

<sup>2</sup> HPD developed *The New Housing Marketplace* with an extensive advisory board and input from community boards and elected officials. It can be found at <http://www.nyc.gov/html/hpd/downloads/pdf/10yearHMplan.pdf>.

## **Project Area**

The project area for the Affordable Housing Program is defined as Manhattan, south of Houston Street.

## **Total Estimated Cost**

This Final Action Plan allocates \$12,000,000 of federal funds for affordable housing, bringing the total LMDC allocation for affordable housing to \$54,000,000. Other government and/or private resources may supplement these funds.

### **III. Community and Cultural Enhancement**

#### **Project Description**

The initial Final Action Plan allocated up to \$60,950,489 for the Lower Manhattan Community Enhancement Fund and the Lower Manhattan Cultural Enhancement Fund as well as the Drawing Center (collectively, Community and Cultural Enhancement Program). The Community and Cultural Enhancement Program will address a range of community and cultural needs by providing grants, through a competitive selection process, to not-for-profit and government organizations for projects and programs that demonstrate the ability to spur long-term Lower Manhattan revitalization, benefiting area residents, workers, businesses, and visitors.

The January 2009 amendment created an additional category within the Community and Cultural Enhancement Program to provide for Lower Manhattan Cultural and Community Events and Installations. These projects provide a unique cultural or community event or installation to take place after 2008 that would not exist without LMDC funding. This amendment allocated \$3,000,000 to this category.

The August 2010 amendment reduced the total allocation for the Community and Cultural Enhancement Program by \$171,519 to \$60,771,330. This was the combined result of two separate reallocations of funding. Funding was reduced by \$1,095,000 to provide funding for two cultural activities in Partial Action Plan 8 which are directly related to the WTC tragedy; Tribute in Light and the WTC StoryBooth. Funding was increased by \$915,481 as a result of a reallocation of unused Cultural Enhancement funds remaining in PAP 11. This amendment also increased the allocation for Cultural and Community Events and Installations by \$150,000 and identified Project Rebirth filming and the annual September 11 ceremonies as recipients of these funds.

The February 2013 amendment allocated an additional \$895,000 of funds within Community and Cultural Enhancements to Cultural and Community Events and Installations increasing the amount from \$3,150,000 to \$4,045,000. The additional funds will be used to increase the \$605,000 allocation for the 2010 and 2011 September 11th commemorative ceremonies by \$895,000 to \$1,500,000 enabling the LMDC to reimburse the National September 11 Memorial and Museum for the full production costs associated with the annual September 11 ceremonies in 2010 and 2011.

#### *Community Enhancement Fund*

The Community Enhancement Fund will be allocated by LMDC to not-for-profit and government organizations whose projects support community facilities or programs that (a) provide education, employment, and health care services, and/or (b) recreational or community gathering needs. Also eligible are capital projects to acquire, enhance access to, improve, or rehabilitate existing community facilities.

Funding application forms and guidelines, including criteria for selection, for the Community Enhancement Fund were made available on LMDC's website, [www.renewync.com](http://www.renewync.com) on October 13, 2006. Applications



were due on November 10, 2006. LMDC reviewed applications and convened an Advisory Panel comprised of representatives from New York City and State agencies and others knowledgeable about the needs of Lower Manhattan that made funding recommendations to LMDC based on the published guidelines. The recommendations and an adjunct process that followed resulted in the approval of a slate of 35 grants for Lower Manhattan community enhancement projects.

#### *Cultural Enhancement Fund*

The Cultural Enhancement Fund will be allocated by LMDC to not-for-profit *and government* organizations whose projects and programs provide cultural facilities or programming in Lower Manhattan and demonstrate the ability to spur long-term Lower Manhattan revitalization, and benefit area residents, workers, businesses and visitors. Grants will be provided to not-for-profit organizations that, through proposed or existing facilities and activities, demonstrate excellence, animate the neighborhood and support cultural life in Lower Manhattan. Emphasis will be placed on projects that received planning grants in the first round of cultural funding (as approved in Partial Action Plan 11) as well as new proposals that have the potential to contribute to the development of clusters or corridors of cultural activity in revitalization zones, including the WTC area, Fulton and Greenwich Streets and the waterfronts.

Funding applications for additional grants from the Cultural Enhancement Fund will be submitted to LMDC in accordance with the application forms and guidelines, including the criteria for selection, that were used in the first round of grants, which are available on LMDC's website, [www.renewnyc.com](http://www.renewnyc.com). LMDC will review applications and convene an Advisory Panel comprised of representatives from New York City and State agencies and others knowledgeable about the needs of Lower Manhattan, which will make funding recommendations to LMDC based on the guidelines. Any funding not awarded through the Cultural Enhancement Fund process will be allocated using the same application and guidelines for the Community Enhancement Fund described above.

#### *Cultural and Community Events and Installations*

Up to \$4,045,000 will be allocated as critical funding for Lower Manhattan Cultural and Community Events and Installations. These funds will be allocated by LMDC to not-for-profit organizations that have developed projects for cultural or community events or installations in Lower Manhattan that would benefit area residents, workers, businesses, and visitors in the near term and have significant funding in place, but demonstrate a need for limited additional funding for the project to be realized after 2008. Allocations for these projects will be at the discretion of LMDC.

##### The New York City Waterfalls

LMDC will allocate up to \$2 million of the approximately \$16 million total project budget to the Public Art Fund for the administration and presentation in 2008 of The New York City Waterfalls. The Waterfalls is comprised of four 90 to 120-foot tall man-made waterfalls designed by Olafur Eliasson for display from late June 2008 through mid-October 2008 at sites along the shores of Brooklyn, Manhattan and Governor's Island, with each location viewable from Lower Manhattan buildings and public spaces, including the East River Esplanade or Battery Park. This event is expected to bring thousands of people to the Lower Manhattan viewing locations.

##### Tribute in Light

LMDC will allocate up to an additional \$145,000 toward the \$400,000 total project budget to the Municipal Arts Society for the administration and presentation in 2009 of Tribute in Light. Earlier presentations of this project were funded through Partial Action Plan 8. The allocation of additional funds through this Final Action Plan, when combined with funds allocated in Partial Action Plan 8, will allow its presentation once more on September 11, 2009 as an interim memorial. Conceived in the aftermath of the September 11th tragedies, Tribute in Light is an artistic gesture bringing together the vision and talent of numerous individuals who, shortly after the attacks, independently

envisioned two beams of light rising from downtown. Illuminating the night sky, Tribute in Light can be seen from up to 25 miles away in all directions.

#### Tribeca Film Festival Family Festival

LMDC will allocate up to \$100,000 of the approximate \$465,000 total project budget to the Tribeca Film Institute for the administration and presentation in 2008 of Tribeca Film Festival's Family Festival. The Tribeca Film Institute has been funded in the past by LMDC through Partial Action Plans 7 and 11. Since 2002, Tribeca Film Festival has been a major event drawing hundreds of thousands of visitors to Lower Manhattan. The Family Festival is a street fair and family celebration for visitors and area residents alike, in which an array of activities and performances unfold over a seven-block stretch of Greenwich Street from Duane to Hubert Streets. Local schools, merchants, restaurants, and civic organizations participate in this all day, family-friendly celebration. Special performances are held all day long on boulevard stages and in the streets, along with surprise appearances by favorite characters from movies, books, and television.

#### Project Rebirth

LMDC will allocate up to \$300,000 of the approximate \$970,000 needed to complete filming and post-production work on the Project Rebirth film. Project Rebirth has been funded in the past by LMDC through a \$1,000,000 Cultural Enhancement Fund grant as described in Partial Action Plan 11. Project Rebirth's mission is to document the reconstruction of the WTC site and the experiences of individuals directly affected by the events of September 11<sup>th</sup>. Through this project, Project Rebirth aims to ensure that people today and in future generations experience the rebuilding process, and learn from our nation's ability to recover.

#### September 11 Commemoration

LMDC will allocate up to \$1,500,000 to The National September 11 Memorial & Museum at the World Trade Center Foundation, Inc. to provide for costs related to the 2010 September 11 Commemoration. LMDC funding is necessary due to the fact that private support for the annual ceremony through in-kind and cash donations has significantly diminished in recent years and is not sufficient to cover the costs through 2011. At the same time, the ongoing need for the ceremony remains as we approach the ten-year anniversary of the attacks. LMDC funds would cover the out-of-pocket costs of production, including engineering, equipment, labor, lighting, power, site security, services, and supplies.

#### *Drawing Center*

Up to \$8 million could be allocated to the Drawing Center for capital expenditures related to a new location in Lower Manhattan. The Drawing Center's new location would allow the institution to reach larger and more diverse audiences through a variety of exhibitions and programs, as well as expand and broaden its educational programming. The selected site for the Drawing Center must be located in Lower Manhattan. The lease and any related transaction, including the amount of LMDC funding, would be subject to evaluation and approval by the City. Any funding not approved will be allocated using the same application and guidelines for the Community Enhancement Fund process as described above.

Up to 10% of the Community and Cultural Enhancement Funds may be used for project administration.

#### **Schedule**

The application and review processes for each of the Cultural Enhancement Fund and the Community Enhancement Fund were completed in 2007 and 2008. The Events and Installations will take place in 2008 and 2009. The Drawing Center planned to identify a location by December 31, 2007, but a new location has not been identified to date.

## **Program Objectives**

Following an extensive public outreach and planning process, providing amenities and services necessary to support the residential and business community has emerged as an important Lower Manhattan redevelopment objective. Providing necessary, amenities, including but not limited to, infrastructure, services, and recreational activities, would serve as a catalyst for increased residential, commercial, retail, and other neighborhood activities. In realizing this objective, the Community and Cultural Enhancement Funds are intended for projects in Lower Manhattan that would meet the needs resulting from the events of September 11, 2001, address or prevent blight, and benefit low-and-moderate-income communities. Funded projects would have the capacity to spur the revitalization of Lower Manhattan and successfully benefit area businesses, residents, and/or visitors.

## **Beneficiaries**

The Community and Cultural Enhancement Program would benefit Lower Manhattan residents, workers, businesses, and not-for-profit organizations. The program is intended to benefit low-and-moderate-income people, address or prevent blight, and meet needs resulting from September 11, 2001.

## **Project area**

The project area for the Community and Cultural Enhancement Program is Manhattan, south of Houston Street, including portions of the East River.

## **Federal and other resources**

This Final Action Plan proposes allocating up to \$60,771,330 for the Community and Cultural Enhancement Program. Other government and/or private resources may supplement these funds.

# **IV. Economic Development**

## **Background**

For Lower Manhattan to continue to recover from the attacks of September 11th, new opportunities to increase economic activity must be developed. Creating new residential neighborhoods, attracting new commercial and retail tenants to Lower Manhattan, and spurring construction that will generate new jobs are important goals that are consistent with LMDC's *Principles and Revised Preliminary Blueprint for the Future of Lower Manhattan*. One project that explored to reconnect Lower Manhattan's neighborhoods, create a new residential neighborhood, and generate new jobs is the Greenwich Street South Plan, which would revitalize the area between Liberty Street and Battery Place, from Broadway to West Street. The 8-acre Brooklyn Battery Tunnel Plaza, which runs along Greenwich Street, represents the single-largest development opportunity downtown after the WTC site. An LMDC study of Greenwich Street South looked at ways to unlock the full potential of the Brooklyn Battery Tunnel Plaza, examining ways to add housing and neighborhood amenities to the area as well as ways to create new connections between neighborhoods. A bus garage for commuter buses is also under consideration. This funding could support the regulatory review and implementation of the revitalization of Greenwich Street South.

## **Description**

The initial Final Action Plan allocates \$30 million for economic development initiatives in Lower Manhattan. The July 2007 amendment to the Final Action Plan reduced this allocation to \$7 million and the August 2010 amendment reduced the allocation to \$6,775,000. The New York City Economic Development Corporation (EDC) will allocate these funds to projects that EDC identifies and determines will (1) increase economic activity in Lower Manhattan by spurring and promoting additional commercial and residential

development; (2) attracting businesses and residents to locate in Lower Manhattan; and/or (3) providing short-term and/or long-term jobs in Lower Manhattan. Prior to allocating funding to any project, EDC will engage public participation in the review of the project's ability to promote one or more of the above three goals and solicit and consider public input by:

- Making available a detailed project description on the EDC website and at public libraries in Lower Manhattan,
- Distributing the detailed project description to the area Community Board(s) and the relevant City, State and Federal elected officials,
- Meeting with the relevant elected officials and Community Board, and
- Accepting written comments about the proposed project via mail and electronically (e.g., e-mail or via website).

Up to 10% of the Economic Development allocation may be used for project administration.

### **Schedule**

One project to be supported by the Economic Development Program was launched in 2007 and additional projects are expected to be identified by December 2009 and completed by December 2010. The current project assists small firms affected by street construction and closures in Lower Manhattan and information is available on LMDC's website at [http://www.renewnyc.com/ProjectsAndPrograms/small\\_firms.asp](http://www.renewnyc.com/ProjectsAndPrograms/small_firms.asp)

### **Project objectives**

Funds allocated in this Final Action Plan are intended to spur activity that will help the prevention of blight that could result absent intervention to address the existing conditions resulting from the events of September 11. Funds allocated in this Final Action Plan will also benefit low-and-moderate-income people.

### **Beneficiaries**

The economic development projects to be funded would benefit Lower Manhattan residents, workers, businesses, and not-for-profit organizations, including low and moderate income persons and families.

### **Project area**

The project area for the economic development program is Lower Manhattan.

### **Federal and other resources**

The initial Final Action Plan allocated \$30,000,000 for economic development projects. The July 2007 amendment to the Final Action plan reallocated \$23,000,000 of these funds to the WTC Memorial and Cultural Program for 130 Liberty Street. The August 2010 amendment reallocated \$225,000 of these funds to Long-Term Planning as described in Partial Action Plan 4. As amended, the Final Action Plan now allocates \$6,775,000 of federal funds for economic development projects. Other government and/or private resources may supplement these funds.

This allocation will be increased by up to \$23,000,000 if the \$239,617,180 currently allocated in Partial Action Plan 7 to the WTC Memorial and Cultural Program for 130 Liberty Street is not ultimately required for that purpose.

## V. Education

### Background

Lower Manhattan has been one of the fastest growing residential neighborhoods in New York City. As a result, the area has a pressing need for educational resources, including additional classroom space. Providing adequate educational resources has been identified as a key to retaining families in Lower Manhattan and has been a priority of LMDC. In Partial Action Plan 10, LMDC allocated \$20,000,000 toward the creation of a new K-8 school serving the residents of Lower Manhattan. Construction of that school is underway. In Partial Action Plan 4, LMDC allocated \$3,000,000 to support construction of Millennium High School, the first public high school to be built in Lower Manhattan in many years. However, the School Construction Authority was able to complete that project without using LMDC funds.

### Description

#### *East Side K-8 School*

LMDC proposes allocating an additional \$3,000,000 to the East Side K-8 School, in addition to the \$20,000,000 allocated in Partial Action Plan 10. As outlined in Partial Action Plan 10, the construction of an east side K-8 public school has long been advocated by the downtown community. This project would create a K-8 public school consisting of approximately 97,000 gross square feet. The K-8 public school would be constructed in portions of the ground through fifth floors of a mixed-use development project, which would include residential condominium, rental apartments, an ambulatory care facility for New York Downtown Hospital, and retail space, on Beekman Street adjacent to New York Downtown Hospital and Pace University. The site is bounded by Spruce Street to the north, Beekman Street to the south, and William Street to the east.

LMDC proposes to allocate up to \$3,000,000 for costs associated with the school, including planning, design, and construction costs, as well as costs associated with any environmental review necessary.

#### *Lower Manhattan Educational Needs*

This Final Action Plan allocates \$3,000,000 for educational purposes in Lower Manhattan. Funds will be used to upgrade existing and/or create additional public school facilities, including classrooms, labs, theaters and recreation space. The New York City Department of Education and/or the New York City School Construction Authority will allocate funds to projects that are consistent with the projects, goals and principles outlined in the New York City Department of Education "Children First 2005-2009 Five Year Capital Plan" (<http://source.nycsca.org/pdf/may06plan-amendment.pdf>) or any amended version of the Plan. The Capital Plan was issued as a draft, was the subject of subsequent discussion with Community Education Councils, elected officials and other members of the public, and was approved in final form by the New York City Council. The funded projects will also be located in Lower Manhattan and serve low and moderate income students who live in Lower Manhattan.

Up to 10% of the Education allocation may be used for project administration.

### Schedule

Construction of the East Side school began in 2007 and is expected to be completed for the opening of the 2011-12 school year. The additional education projects are scheduled to be identified by December 31, 2010 and completed by December 31, 2011.

### Project Objectives

Ensuring the stability and continued growth of the residential population has been identified as key to Lower Manhattan's economic recovery from September 11th. Quality local schools with sufficient seating capacity will help retain families in Lower Manhattan, as well as attract new families with school-age children. Funds allocated in this Final Action Plan are intended to help attract and retain families to Lower Manhattan, helping to prevent blight that could result absent intervention to address the existing conditions resulting from the events of September 11th. Funds allocated in this Final Action Plan will also benefit low-and-moderate-income people.

### **Beneficiaries**

The projects to be funded will benefit Lower Manhattan residents, children, and businesses, including low and moderate income persons and families.

### **Federal and Other Resources**

This Final Action Plan allocates a total of \$6,000,000 of federal funds for education projects. Other government and/or private resources may supplement these funds.

## **VI. Transportation Improvements**

### **Background**

Access to transportation has been identified as a competitive advantage for Lower Manhattan. Access to subways, the PATH station, ferries, bridges and tunnels make Lower Manhattan an attractive place to live and work. As Lower Manhattan continues to grow, ensuring sufficient transportation will be a key to its continued success.

The initial Final Action Plan allocated \$31,000,000 to Transportation Improvements. The February 2013 amendment reduced the allocation to \$15,835,000 to allow for funding of Memorial/Museum Tribute in Light productions described above, the East River Waterfront Pier 42 project described in Partial Action Plan 10, and additional New York City Planning efforts described in Partial Action Plan 4. The February 2013 amendment also allowed the National September 11 Memorial & Museum at the World Trade Center Foundation, Inc. to allocate and implement Transportation Improvements.

### **Description**

This Final Action Plan allocates up to \$15,835,000 to address a range of transportation improvements that will benefit commuters, businesses, residents and pedestrians in Lower Manhattan. The City of New York and the National September 11 Memorial & Museum will allocate these funds to projects within Lower Manhattan that accomplish one or more of the following:

- improve mobility
- improve connectivity between Lower Manhattan, the rest of New York City and the region
- promote the livability of Lower Manhattan; and/or encourage business development
- improve conditions for pedestrians and bicyclists;
- promote use of public transportation
- provide access to the streets for those vehicles that need it
- reduce congestion on the streets
- support traffic management and emergency response
- ease the impact of construction on residents, businesses and tourists

Prior to allocating funding to any project, The City of New York and the National September 11 Memorial & Museum will engage public participation in the review of the project's ability to promote one or more of the above goals and solicit and consider public input by:

- Making available a detailed project description on their websites and at public libraries in Lower Manhattan,
- Distributing the detailed project description to the area Community Board(s) and the relevant City, State and Federal elected officials,
- Meeting with the relevant elected officials and Community Board, and
- Accepting written comments about the proposed project via mail and electronically (e.g., e-mail or via website).

Up to 10% of the Transportation Improvements allocation may be used for project administration.

### **Schedule**

The Transportation Improvements projects are expected to be identified by June 30, 2013 and completed by December 31, 2015.

### **Project Objectives**

Funds allocated in this Final Action Plan are for the prevention of blight that could result absent intervention to address the existing conditions resulting from the events of September 11th. Funds allocated in this Final Action Plan will also benefit low-and-moderate-income people.

### **Beneficiaries**

The transportation improvements to be funded will benefit Lower Manhattan residents, workers, businesses, and not-for-profit organizations, including low and moderate income persons and families.

### **Federal and Other Resources**

This Final Action Plan allocates a total of \$15,835,000 of federal funds for transportation projects. Other government and/or private resources may supplement these funds.