



## **LOWER MANHATTAN DEVELOPMENT CORPORATION**

### **Partial Action Plan No. 3 for New York City Cultural and Community Development**

#### **Overview**

The Lower Manhattan Development Corporation (LMDC) has prepared the following 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 anticipates additional funding by a more recent \$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. This plan details the proposed expenditure of \$24,047,048.42 out of the \$2 billion to fund the following items:

1. Renovation of the pavilion in Columbus Park totaling up to \$428,571.00.
2. Marketing initiative for History and Heritage in Downtown NYC totaling up to \$4,664,000.00.
3. Planning and administration activities totaling up to \$18,954,477.42.

To date, HUD has approved two Partial Action Plans allocating approximately \$656 million to LMDC. On June 7, 2002, HUD approved the Partial Action Plan calling for the expenditure of approximately \$306 million for the Residential Grant Program, the Employment Training Assistance Program, the Interim Memorial Program, and Administration and Planning. This Partial Action Plan was amended on September 25, 2002. On November 22, 2002, HUD approved the Partial Action Plan for Business Recovery and Economic Revitalization calling for the expenditure of an additional \$350 million for the WTC Business Recovery Grant Program, the Small Firm Attraction and Retention Grant Program, and the Job Creation and Retention Program. Versions of these Plans with public comments and responses thereto are available on the LMDC web site: [www.RenewNYC.com](http://www.RenewNYC.com)

Future partial action plans will detail the projected expenditure of the remainder of funds available from the \$2 billion appropriation and will be subject to a public comment period with later submission to HUD.

This Partial Action Plan proposes the allocation of \$24,047,048.42 out of the remaining \$1.344 billion for New York City Cultural and Community Development. This plan proposes the allocation of \$18,954,477.42 to LMDC's planning and administration activities and \$5,092,571.00 for the renovation of the pavilion in Columbus Park and for a marketing campaign for the History and Heritage of Downtown NYC initiative. These projects will enrich the cultural resources of Lower Manhattan as well as address community development needs, including the Chinatown-area residents' need for public space in the aftermath of September 11<sup>th</sup>.

<b>Partial Action Plan Activities</b>	<b>Allocation from \$2 billion</b>
Renovation of Columbus Park Pavilion	\$428,571.00
History and Heritage Downtown Marketing Initiative	\$4,664,000.00
Planning and Administration	\$18,954,477.42
<b>Total</b>	<b>\$24,047,048.42</b>

Any change greater than 5% in the funding committed to a certain activity, the addition or deletion of any activity, such as the projects detailed in this plan, 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.

### **National Objective**

The Lower Manhattan Development Corporation 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 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. The geographic areas of focus of this and future partial action plans are located in Manhattan, south of Houston Street. The renovation of Columbus Park Pavilion also meets the national objective of benefiting low and moderate income persons and communities.

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

This partial action plan allocates funds to two community development projects.

This Partial Action Plan was made available to the public for public comment from March 17, 2003 to March 31, 2003. Comments were accepted by posted mail and electronic mail. The Partial Action Plan Draft for Public Comment was translated into Chinese and Spanish. LMDC placed advertisements inviting public comment on the draft plan in all major New York City English, Spanish, and Chinese-language daily newspapers and weekly community newspapers serving lower Manhattan. In addition, the text of the draft plan was made available on LMDC's web site ([www.RenewNYC.com](http://www.RenewNYC.com)). Copies of the draft plan in English, Spanish, and Chinese were made available at over 35 locations throughout Lower Manhattan.

LMDC received comments from 19 organizations and individuals. The majority of the comments were in support of the Partial Action Plan, specifically the History and Heritage Initiative.

The responses to comments received during the comment period have been incorporated into this Partial Action Plan Submitted to HUD and are reviewed in section IV below.

## *I. The Renovation of the Pavilion in Columbus Park*

### **A. Project Description**

The City of New York Department of Parks and Recreation (Parks Department) requested \$428,571 for the renovation of Columbus Park's pavilion, a structure erected in 1897. The project includes rehabilitation to address the decay of the building's infrastructure. The project expands on recent renovation efforts by the Parks Department and proposes the creation of new community space in the lower level of the pavilion and the refurbishment of the upper loggia for recreational programming. In addition, the project will eliminate barriers and promote accessibility for people with disabilities.

The Parks Department has been conditionally awarded a grant of \$1 million from the National Park Service's Urban Park and Recreation Recovery Program (UPARR) contingent upon the receipt of an additional \$428,571 to meet their estimated costs. The total cost of the project is \$1,428,571.

Columbus Park is a heavily used neighborhood park bounded by Baxter, Bayard, Mulberry, and Worth Streets. Bayard and Mulberry Streets are characterized by low-rise residential buildings with small-scale ground floor retail. Baxter and Worth Streets are dominated by Chatham Towers, a high-rise middle-income apartment complex, and the large institutional buildings of the City's Civic Center. The park is the main place for outdoor recreation for adults and children in Chinatown. A wide variety of community-based organizations program recreational activity in the park, including volleyball, basketball, Asian table games, and tai chi. The pavilion was fenced off five years ago when decay of the building infrastructure created safety hazards.

Columbus Park predominantly serves low and moderate income households. The area immediately surrounding Columbus Park includes the zip codes 10002 and 10038. Per the U.S. Census Bureau, Census 2000, over 60% of the households in this area earn less than 80% of New York City's median income.

The Parks Department has already made a significant commitment to the renovation of Columbus Park. According to UPARR guidelines municipalities may apply annually to receive funds for the improvement of one park per municipality. The Parks Department selected Columbus Park to receive the UPARR grant.

The Columbus Park pavilion project has received support from an extensive list of local civic institutions, including the Asian American Youth Center, Chinatown YMCA, Chinese American Planning Council, Coalition for Asian American Children and Families, Indochina Sino-American Community Center, New York Asian Women's Center, United East Athletic Association, and the American Institute of Architects. Plans for the rehabilitation of the park have received the support of varied elected officials, including: State Assembly Speaker Sheldon Silver, Council Member Alan Gerson, Congressman Jerrold Nadler, State Senator Thomas Duane, and Manhattan Borough President C. Virginia Fields.

## **B. Considerations for Funding**

### Scarcity of Recreation Space

The renovation of the pavilion at Columbus Park has been deemed essential to maintain the overall quality of the park:

- Rehabilitation of the pavilion will open a structure that has been closed for five years, free up scarce outdoor space for other activities, and rehabilitate a community eyesore.
- There is a need for public space in Lower Manhattan to replace public space lost in the destruction of the World Trade Center complex.
- Community District 3, where the park is located, has a population of 164,407 as of the 2000 Census. This area has only .73 acres of parkland per 1,000 people compared with the average of 1.7 acres per 1,000 people for Manhattan overall and the minimum ratio of 1.5 acres per 1,000 people prescribed by the Environmental Quality Review.
- The only other Major Parks (defined by City Planning to be parks of 9 acres or more) on the east side of Lower Manhattan are City Hall Park and the East River Park. City Hall Park does not have community recreation space. The East River Park is difficult to access for residents in the Chinatown area.

### Community Development Impact

The renovation of Columbus Park can play a key role in the revitalization of Chinatown.

- The park serves as an important entrance point to Chinatown linking the civic center with the retail and residential areas.
- The park is located across the street from the main community building, which houses the only museum in Chinatown as well as one of the largest senior centers.
- The park is located one block away from Mott Street, the main restaurant district in Chinatown.
- The Parks Department estimates that the rehabilitation of the pavilion, the restoration of existing facilities for public use, and the establishment of new sheltered and indoor space will allow for an increase in park usage of 36,000 users, better serving the growing population of this neighborhood.

### Insufficient Funding

The renovation has received support from public officials and the UPARR program. However, projected renovation expenses exceed the funding they can provide. Constraints on the City's budget limit the ability of the Parks Department to otherwise obtain the matching funds required by the UPARR guidelines.

## ***II. History and Heritage in Downtown NYC***

### **A. Project Description**

History and Heritage in Downtown NYC (HHD) is a proposed joint initiative of museums whose mission is history and heritage and are located in Lower Manhattan including, but not limited to: the Eldridge Street Project, Inc.; Fraunces Tavern Museum; Museum of Chinese in the Americas; Museum of Financial History; Museum of Jewish Heritage- A Living Memorial to the Holocaust; Smithsonian National Museum of the American Indian; New York City Police Museum; South Street Seaport Museum; the Skyscraper Museum; and the Statue of Liberty National Monument and Ellis Island. The project involves a marketing initiative that will promote downtown as a cultural destination. This project will be coordinated with a broader marketing initiative for Lower Manhattan.

The objective for this initiative is to revitalize the member institutions and, in turn, the Lower Manhattan area by making the public aware that this neighborhood continues to be a destination with a unique cultural identity – one of rich historic significance with multiple venues where visitors can celebrate and learn about New York’s heritage and history.

This initiative may include, but is not limited to, the following components:

1. An advertising campaign that will focus on the New York metropolitan area and surrounding suburbs in New Jersey, Connecticut, Long Island, and Westchester County. This campaign will attract the “day trippers,” who are currently more motivated to visit this area because their close proximity allows them to visit by car or train. The HHD initiative will reach these constituents through print, transit, and radio advertising.
2. A brochure that will highlight the institutions and that will be distributed throughout New York City and in other tourist venues in the northeast. This brochure will provide general operating information and a map of the area noting where the institutions are located.
3. A twice-yearly calendar and bi-monthly event reminder postcards that will be sent to the consolidated mailing lists of all institutions. These communications pieces will establish a new effort for audience development. Return visitors are key to the continued success of the institutions involved. Joint event calendars and reminder postcards will notify constituents of the wide offering of programs in the area and will motivate visitors to plan frequent trips.
4. A web site that will support both the advertising campaign and the joint communications pieces. A single source for resources and information about the institutions will reinforce the advertising campaign message and the joint nature of this initiative and will be the most cost-effective way for the public to learn more about the museums. Recent findings have shown that most visitors plan their itineraries prior to arrival and many of these visitors use the Internet to research their travel.

5. A poster that will visually underscore the identity and message of this initiative and will be distributed to local restaurants and retail stores as well as being available in each institution's shop. This poster will highlight the rich diversity of Downtown institutions.
6. A research and evaluation component to assess the impact and value of various parts of the initiative.
7. Finally, the museums will develop joint program days. On such days, each of the institutions will offer programming that, combined, will provide a full day of activity. By joining together, HHD will encourage visitors to venture Downtown for these unique activities.

### **B. Funding Requirements and Duration of Project**

The institutions are estimating a launch in 2003. They expect this campaign to last at least nine months and have long range effects that will be sustained into successive years.

This program is eligible for HUD funding to be used to aid the travel and tourism industry in New York City as allowed and required by the Defense Appropriations Act of 2002, Public Law 107-117.

HHD may select a member organization or a third party to administer this initiative.

### ***III. 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, 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 planning activities over the next year will focus on the administration of the competition and planning for the memorial.

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 will continue 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 \$18,954,477.42 towards LMDC's planning and administration activities over the next one to two years.

#### *IV. Responses to Public Comments*

##### **Expressions of Support**

**1 Commenter expressed support for the Proposed Partial Action Plan**

**10 commenters expressed support for the History and Heritage initiative. Among these comments, support was expressed for the raising of public awareness of the rich array of museums in lower Manhattan as a means of increasing tourism to the area.**

No response needed.

##### **Request for Funding**

**2 commenters requested allocation of funds for the creation of or renovation of existing museums. Specifically the New York State Conference of N.A.A.C.P. Branches requested funding for the completion of The New York African Burial Ground and Museum. The Asian American Community Consultation Association requested funds to expand the existing Museum of the Chinese in the Americas in Chinatown.**

These requests are outside the scope of the current plan. History and Heritage in Downtown NYC is a marketing initiative designed to promote downtown as a cultural destination. Funds allocated for this initiative are principally for expenditures relating to the advertising and promotion of downtown Cultural institutions and are not for capital costs or operating costs.

##### **Renovation of Pavilion in Columbus Park**

**2 commenters voiced concerns that Columbus Park is in decay and that it be renovated and made available for community purposes.**

One of the goals of the LMDC plan is to supplement a grant conditionally awarded to the City of New York Department of Parks and Recreation for the express purpose of renovating Columbus Park's existing pavilion. The Parks Department estimates that the rehabilitation of Columbus Park's pavilion will allow for an increase in current park usage of 36,000 people.

##### **Other Comments**

**1 commenter voiced the need for a Youth/Community Center in the Chinatown area.**

**4 Organizations: Labor Community Advocacy Network; Rebuild with a Spotlight on the Poor Coalition; Pratt Institute Center for Community and Environmental Development; and Liberty Bond Housing Coalition expressed concern that the allocation of funds from the Community Development Block Grant would be better utilized for job creation in New York, establishing affordable housing, and addressing human services needs such as eviction prevention.**

LMDC has been considering the allocation of funds for a variety of areas. The importance of creating programs and a formal process by which to allocate these funds - which have been designated to revitalize Lower Manhattan for years to come - is a priority for the LMDC. As these programs are developed, LMDC will involve the public and civic organizations in the process of identifying needs in the various Lower Manhattan neighborhoods.

The rehabilitation of Columbus Park's pavilion and History and Heritage in Downtown NYC are part of an on-going effort to support businesses and cultural institutions as well as improve the quality of life in Lower Manhattan. The rehabilitation of Columbus Park's Pavilion, in addition to creating much needed recreational community space for low and moderate income households in the area, will help Chinatown area businesses by serving as an important entrance point to Chinatown linking the civic center with the retail and residential areas and increasing foot traffic in an area located one block from the main restaurant district in Chinatown.

The objective of History and Heritage in Downtown NYC is to increase tourism and consumer spending, which in turn should lead to the creation of more jobs in Lower Manhattan.

Additionally, two previously approved Partial Action Plans prepared by LMDC allocate \$360 million in funds for programs specifically designed to retain existing jobs, stimulate job growth, and provide employment training for businesses in Lower Manhattan.

**1 Organization, Rebuild with a Spotlight on the Poor Coalition, voiced concern on the allocation of funds from the Community Development Block Grant for LMDC Planning and Administration. Specifically they voiced concern on LMDC outreach to various community groups within Lower Manhattan.**

LMDC engages in broad planning and administrative activities relating to the recovery, remembrance, and rebuilding efforts in Lower Manhattan. HUD has authorized the use of up to 5% of the total grant to the LMDC for costs associated with these planning and administrative activities. LMDC activities include and will continue to include extensive public information and coordination activities relating to all LMDC planning work.

LMDC is committed to fulfilling its mission through an inclusive, open, and transparent process that takes into account the opinions of those affected by the September 11, 2001 tragedy and the other constituencies that have an interest in the future of Lower Manhattan. The Principles and Revised Blueprint for the Future of Lower Manhattan, an initial draft of which was revised based on public input, states that LMDC's first Principle is to "make decisions based on an inclusive and open public process."

Several Advisory Councils representing a broad spectrum of groups affected by the World Trade Center attacks – including victims' families, business owners, and downtown residents - regularly consult with the LMDC on issues of concern to their respective constituencies. The LMDC also conducts public hearings, participates in Community Board meetings, and meets frequently with community groups, civic organizations, and public officials to ensure that the opinions of those who were affected by the attacks are taken into account.