

LOWER MANHATTAN DEVELOPMENT CORPORATION

**Partial Action Plan No. 12
For**

**World Trade Center Memorial and Cultural Program, Fulton Corridor Revitalization Program, and
Lower Manhattan Neighborhood Parks & Open Spaces**

Overview

The Lower Manhattan Development Corporation (LMDC) has prepared the following Partial Action Plan with regard to the \$2 billion federal grant for the World Trade Center (WTC) disaster recovery and rebuilding efforts administered by the United States Department of Housing and Urban Development (HUD). LMDC received additional funding through a \$783 million grant from 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 Partial Action Plan details the proposed expenditure of up to \$157,500,000 of the remaining funds from the \$2.783 billion allocation to fund the following items:

Partial Action Plan 12 Activities	Allocation
I. WTC Memorial and Cultural Program: Memorial and Memorial Museum	\$ 100,000,000
II. Fulton Corridor Revitalization Program	38,000,000
III. Lower Manhattan Neighborhood Parks & Open Spaces	19,500,000
Total	\$ 157,500,000

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

To date, HUD has approved 13 Partial Action Plans totaling nearly \$2.378 billion out of the \$2.783 billion allocation. LMDC has issued a total of 14 Partial Action Plans for public comment, and has amended or revised 6 Partial Action Plans. The approved, amended, revised and pending Partial Action Plans are listed below:

PAP No.	Purpose of Partial Action Plan	Date Approved	Total PAP Expenditure
1	Residential Grant Program, Employment Training Assistance Program, Interim Memorial, and Planning and Administration	09/25/2002	\$305,892,500.00
2	Business Recovery and Economic Revitalization	11/22/2002	\$350,000,000.00
3	Cultural and Community Development	06/14/2003	\$24,047,048.42
	Amendment Community Development	2/28/2006	\$570,000.00
4	Short Term Capital Projects, Long Term Planning, Supplemental Funds for Business Recovery Grant Program	08/06/2003	\$156,105,103.00
	Amendment Short Term Capital Projects and Long Term Planning	2/28/2006	

S-1	New York Firms Suffering Disproportionate Loss of Life	09/15/2003	\$33,000,000.00
S-2	Utility Restoration and Infrastructure Rebuilding	09/15/2003	\$750,000,000.00
5	Tourism and Communications	01/28/2004	\$2,421,052.63
6	Revised Affordable Housing Program	11/18/2005	\$52,631,578.95
7	WTC Memorial and Cultural Program and Lower Manhattan Tourism	07/06/2004	\$176,134,105.26
	Amendment to WTC Memorial and Cultural Program	06/08/2005	\$45,305,031.58
8	The WTC Memorial and Cultural Program, Related Initiatives, and Lower Manhattan Tourism	11/23/2004	\$64,259,894.74
	Memorial Foundation (Funds generated from program income and not 2.78 billion allocation)		\$1,000,000.00
	Amendment to WTC Memorial and Cultural Program, and Lower Manhattan Tourism	10/06/2005	\$44,631,578.95
9	WTC Memorial and Cultural Program, Tribute Visitors' Center, Lower Manhattan.info, Pace Green Roof	03/08/2005	\$51,442,105.26
	Amendment to WTC Memorial and Cultural Program	10/06/2005	\$21,052,631.58
10	Lower Manhattan Revitalization Programs, Lower Manhattan Tourism, Planning and Administration	2/28/2006	\$301,458,947.37
11	WTC Memorial and Cultural Program and Cultural Enhancement Initiatives	3/27/2006	\$177,894,736.84
Total Funding Allocated through approved, amended, revised, and pending Partial Action Plans from \$2.78 billion allocation			\$2,556,846,314.59
Total Funding Allocated to Date			\$2,557,846,314.59

Versions of these plans are viewable on the LMDC website at http://www.renewnyc.com/FundingInitiatives/partialact_plans.asp

Future Partial Action Plans will detail the projected expenditure of the remainder of funds that are available from the \$2.783 billion grant, consistent with the Funding Allocation Plan discussed in the Public Participation Section below, and will be subject to a public comment period with later submission to HUD.

National Objective

The 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 Partial 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 September 11th WTC disaster 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. Funds allocated for the WTC Memorial and Cultural Program are for the prevention of blight that could result absent intervention to address the existing conditions resulting from the events of September 11th.

Additionally, funds allocated for the Fulton Corridor Revitalization Program and Lower Manhattan Neighborhood Parks & Open Space projects are for low and moderate income benefit and for the prevention of blight that could result absent intervention to address the existing conditions.

Public Comment to the Partial Action Plan

This Partial Action Plan proposes to allocate funds for the WTC Memorial and Cultural Program, the Fulton Corridor Revitalization Program, and Lower Manhattan Neighborhood Parks and Open Spaces Phase Two.

This Partial Action Plan was made available to the public for comment from March 23, 2006 through April 21, 2006. Comments were accepted by posted mail and electronic mail. LMDC placed Invitations to Public Comment for Partial Action Plan in English, Spanish, and Chinese daily newspapers and in weekly community newspapers serving Lower Manhattan. In addition, the text of the draft plan was made available on LMDC's website (www.renewnyc.com).

LMDC delivered and mailed copies of this Partial Action Plan in English, Spanish, and Chinese to more than 90 community, residential, civic and cultural organizations throughout Lower Manhattan, including Community Boards 1, 2, and 3, several tenants' associations and public libraries. In addition, LMDC sent electronic notices of Partial Action Plan 12 in three languages to elected officials, LMDC's Advisory Council members, and over 140 Lower Manhattan civic, community and cultural organizations.

LMDC received *three* comments victims' family members and a Lower Manhattan resident and workers regarding Partial Action Plan 12. The comments and the responses to these comments have been incorporated into this Partial Action Plan as submitted to HUD and may be viewed in **Section IV Responses to Public Comments**.

Public Participation to Date

Since its inception, 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. One of LMDC's first acts to ensure a transparent and inclusive process was the establishment of 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. The LMDC Advisory Councils have consulted with LMDC throughout the process on issues of concern to their respective constituencies. Additionally, 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 have been convened to provide guidance on specific projects and issues.

To date, LMDC has sponsored and participated in over seventy-five public meetings and workshops to provide the public with forums to express their views on the future redevelopment of Lower Manhattan, and to solicit input from communities on their priorities. Public meetings as well as meetings with the Advisory Councils have focused on the redevelopment of the WTC Site, the creation of a permanent memorial, and broader issues of revitalization such as transportation, cultural and civic issues, and economic development in the aftermath of September 11, 2001. 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.

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 others.

LMDC conducts additional outreach initiatives, such as mailings to city, state, and federal elected officials and civic and community organizations; participates in Community Board meetings; and meets regularly with community groups, civic organizations, and public officials to ensure that the opinions of those impacted are taken into account. LMDC has also sponsored several public exhibits that have provided visitors with information and the opportunity to submit written comments on the revitalization efforts. LMDC has received nearly 10,000 comments at the exhibits. Additionally, LMDC's Funding Application process and related meetings with LMDC staff provide a public opportunity to submit proposals that provide input on public perceptions of and solutions to the diverse needs of Lower Manhattan's neighborhoods. The LMDC website has also served as an avenue available for public feedback on a variety of topics related to the redevelopment of the WTC Site and the revitalization of Lower Manhattan.

LMDC's outreach efforts have resulted in numerous program documents that have guided the redevelopment and revitalization process, beginning with *The Principles and Preliminary Blueprint for the Future of Lower Manhattan*. 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. It was created in consultation with LMDC Advisory Councils and public comments received at LMDC's first large-scale public meeting on May 23, 2002. This and other information regarding public participation in the redevelopment and revitalization process are available on the LMDC website at www.renewnyc.com.

On April 13, 2005, the LMDC released a report titled *The Public Dialogue and Lower Manhattan Revitalization Initiatives*. The report included a draft Funding Allocation Framework 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.

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

A. Background

Needs and objectives

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

The significant loss of life, jobs, and commercial space has affected the vitality of Lower Manhattan and continues to pose a threat to the financial, emotional, and cultural vitality of the neighborhood. The 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 World Trade Center area is the World Trade Center Memorial and Redevelopment Plan (WTC Plan), developed in cooperation with The Port Authority of New York and New Jersey (Port Authority). LMDC employed an extensive public process for over two years to develop the WTC Plan and related initiatives. As part of the Plan, LMDC proposes to implement the new memorial and cultural uses, embodied in LMDC's Amended General Project Plan (GPP), dated May 19, 2005. The Port Authority will be responsible for the commercial, retail, conference center and hotel facilities, open space areas, and infrastructure components of the WTC Plan to be located at the WTC site. LMDC and the Port Authority will cooperate in developing a plan for implementation of the components of the WTC Plan to be located outside the WTC site. LMDC conducted a coordinated environmental review of the combined WTC Plan. Detailed information regarding the components of this process may be found on LMDC's website at www.renewnyc.com under the links titled "Memorial" and "Planning, Design & Development."

Project area

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

Project objectives

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

- *Remembering the Victims of the Terrorist Attacks*

The Memorial will ensure that future generations never forget the thousands of people who died on September 11, 2001, in New York City, Shanksville, Pennsylvania, and at the Pentagon in Virginia, as well as those who died in the terrorist bombing of the World Trade Center on February 26, 1993. The Memorial will provide a respectful setting for remembrance and contemplation. Family members of victims and

visitors from around the world will come to the site to learn about the events of September 11, 2001, and February 26, 1993, and to remember those who died and those whose lives were changed forever.

- *Revitalizing Lower Manhattan*

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

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

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

World Trade Center Memorial and Cultural Program

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

World Trade Center Memorial Foundation, Inc.

The World Trade Center Memorial Foundation, Inc. (WTC Memorial Foundation) is a not-for-profit corporation established to (i) honor the innocent men, women and children murdered in the horrific terrorist attacks of September 11, 2001 and February 26, 1993 through the creation of a permanent memorial at the World Trade Center site and (ii) promote the economic and cultural vitality of lower Manhattan through the development of cultural facilities at the WTC Site. For more information regarding the WTC Memorial Foundation, Inc. please visit the website at: <http://www.wtcmemorialfoundation.org/>

The Memorial, Memorial Museum, and cultural uses will be funded with a combination of public resources, private funds donated by individuals and groups, and investments that will be made by the cultural institutions that are selected to locate on the site. The advancement of proposed Partial Action Plans 11 and

12, and funds committed for latter phases of design in Partial Action Plan 8, brings the total LMDC commitment to and for the WTC Memorial Foundation to an amount well over \$200 million for the Memorial and Memorial Museum.

B. World Trade Center Memorial and Memorial Museum

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

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

Beneficiaries

The thousands of relatives and friends of the nearly 3,000 victims of September 11, 2001, and February 26, 1993, will benefit from the memorial to their loved ones. This project will also benefit the thousands of visitors to the Memorial and Memorial Museum, providing them with an opportunity to honor those who were killed in the attacks. The Memorial and Memorial Museum will 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 and Memorial Museum, was begun by the LMDC and the WTC Memorial Foundation in 2004 and will extend through 2015.

Federal and other resources

The Memorial and Cultural Program will be funded with a combination of public investment, private funds donated by individuals and groups primarily to the World Trade Center Memorial Foundation, Inc., and investment that will be made by the cultural institutions that are selected to locate on the site. This Partial Action Plan proposes the allocation of up to \$100,000,000 to and for the WTC Memorial Foundation. The Foundation will use its own resources to engage in fundraising for both public sector and private sector funds and individual donations to accomplish its mission. No funds proposed in this Partial Action Plan will be used for fundraising efforts.

Total estimated cost

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

Previously, Partial Action Plan 8 as amended, allocated \$48,580,000 for planning, development, and preliminary implementation of the WTC Memorial and Memorial Museum. Partial Action Plan 11 as submitted to HUD 01/13/2005, proposed an additional \$75,000,000 for the WTC Memorial and Memorial Museum.

World Trade Center Memorial and Memorial Museum	
Partial Action Plan 8 as amended	\$48,580,000
Partial Action Plan 11	\$75,000,000
This Partial Action Plan	\$100,000,000
Total for this Activity	\$223,580,000

II. The Fulton Corridor Revitalization Program

Background

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

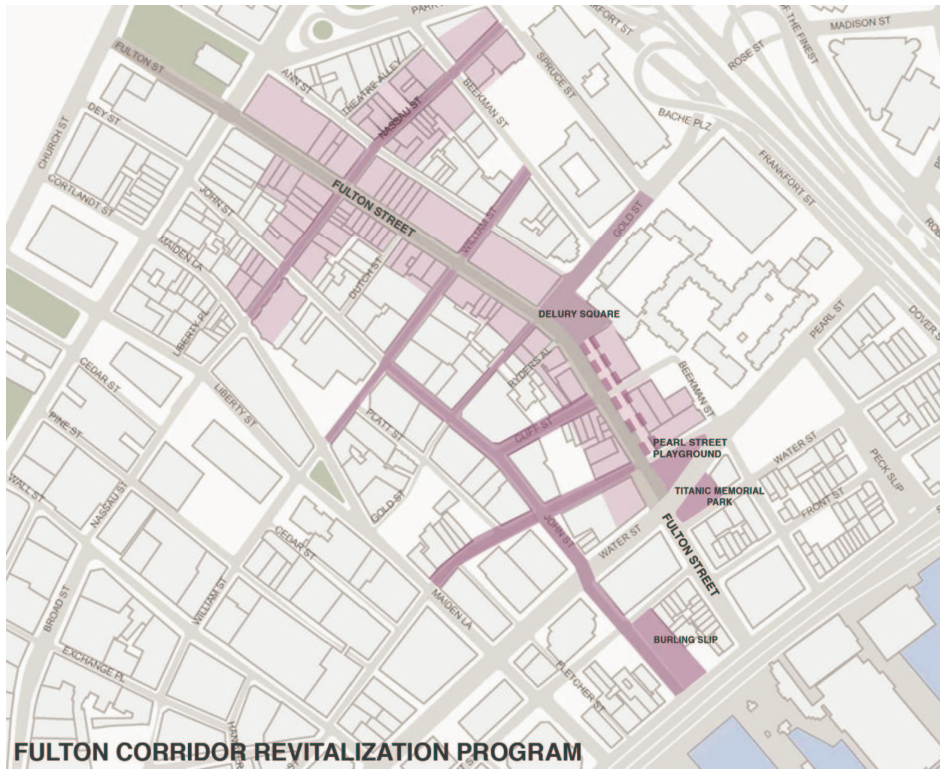
An opportunity now exists for the Fulton Corridor to become Lower Manhattan’s vibrant 24/7 “Main Street” area with the rebuilding of the WTC Site and the reintroduction of Fulton Street through it, as well as other developments in the area that include the Metropolitan Transit Authority’s new Fulton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

Project area

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

Description

LMDC proposes the allocation of up to \$38,000,000 for the Fulton Corridor Revitalization Program aimed at redeveloping Fulton Street and its environs into a vibrant mixed-use retail corridor serving the surrounding commercial and residential sectors and the burgeoning visitor market. LMDC funds would provide needed public investments in streetscape improvements, public open spaces, as well as incentives to spur private rehabilitation and renovation of retail components. The Project would build on other improvements already planned by The City of New York for the roadbed, sidewalk, and streetscape of Fulton Street itself that will be funded by the Federal Highway Administration.



The core components of the Fulton Corridor Revitalization Program for which the proposed LMDC allocation would be used include, but are not limited to:

A. Fulton Corridor Open Spaces

- *Enhancement of Existing Open Spaces:* The 3,500 square foot Titanic Memorial Park at the corner of Fulton and Water Streets would be refurbished to become an improved gateway to the Seaport, through restoration of the lighthouse and improved seating. Additionally, the 5,200 square foot Pearl Street Tot Lot bound by Fulton, Pearl and Water Street, would be renovated to become a more welcoming area for children and families, and a more compelling space along the Fulton corridor.
- *Creation of New Open Spaces:* A new 10,000 square foot park will be created at the corner of Fulton and Gold Streets that will include such items as furnishings for sitting areas, fencing, lighting, new plantings, and other improvements. This new park would be a focal point for neighborhood activity. The City may need to acquire a small piece of privately owned land to create the proposed configuration for the park. In addition, a new children’s playground would be created at Burling Slip, which is currently a roadway with temporary parking for City vehicles. At 22,000 square feet, this new park would be an inviting complement to the South Street Seaport Museum and provide needed recreation area for Lower Manhattan’s growing residential population.

Of the total LMDC proposed allocation, between \$11.0 million and \$12.5 million would be provided for Fulton Corridor Open Spaces component of this project.

B. Fulton Corridor Grant Programs

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

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

Of the total LMDC proposed allocation, between \$12.5 million and \$19.0 million would be provided for the Fulton Corridor Grant Component of this project.

C. Fulton Corridor Streetscape and Street Wall Improvements

- *Streetscape Improvements:* Funds would be provided for comprehensive streetscape improvements to enhance the pedestrian and vehicular experience in the portals leading to Fulton Street, including John Street from William Street to South Street to enhance the connection to Burling Slip. Potential upgrades would include new sidewalks and curbs, roadway resurfacing, street furniture, street lighting fixtures, way finding signs (as well as removing extraneous signage), and plantings.
- *Targeted Improvements to Street Wall:* The project would explore and support focused improvements to the street wall at the north side of Fulton Street between Gold and Pearl Streets. The sidewalk on this block is inconsistent in width and grade, creating a psychological and physical barrier between pedestrians and storefronts. Options for improvements in this area could include reducing sidewalk widths by enhancing the pedestrian walkway with landscaping and seating and encouraging at-grade retail development.

Of the LMDC proposed allocation, between \$7.0 million and \$13.0 million would be provided for the Street Wall and Streetscape Improvement component of this project.

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

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

Program objectives

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

Beneficiaries

The Fulton Corridor Revitalization Program will provide needed public investment in the Fulton Corridor, benefiting the growing residential population, businesses and retailers, and area office workers and visitors to the WTC Site and the South Street Seaport. The Program would also prevent blight that could result absent intervention to address the existing conditions.

Schedule

Activities related to Fulton Corridor Revitalization Program are scheduled to begin in 2006 and are anticipated for completion in 2010.

Federal and other resources

LMDC proposes to allocate up to \$38,000,000 for the components identified above as part of the Fulton Corridor Revitalization Program.

Total estimated cost

The total estimated cost of the Fulton Corridor Revitalization Program outlined in this Partial Action Plan is up to \$38,000,000.

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

Description

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

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

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

- Washington Market Park- bounded by Chambers, Greenwich, and West Streets
- Sara D. Roosevelt Park- bounded Hester Street, Chrystie, Forsyth, and Grand Streets

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



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

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

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

LMDC, in coordination with the Parks Department, has identified the selected parks in manner consistent with HUD Eligibility Criteria and Mayor Michael R. Bloomberg's *New York City's Vision for Lower*

Manhattan. LMDC funds may also be used for related planning, design, and administration of the Parks & Open Spaces projects, including any necessary environmental and regulatory reviews conducted by LMDC.

Project objectives

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

Beneficiaries

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

Project area

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

Schedule

Activities related to the second phase of Lower Manhattan Parks & Open Spaces are scheduled to begin in 2006, and are anticipated for completion in 2009.

Federal and other resources

LMDC proposes to allocate up to \$19,500,000 to support the second phase of enhancements at the sites identified above as part of Lower Manhattan parks and open spaces. An additional \$2,000,000 is expected from other public and private sources.

Total estimated cost

The total estimated cost for the second phase of enhancements to Lower Manhattan parks and open spaces is up to \$21,500,000.

IV. Responses to Public Comment

WTC Memorial and Cultural Program

LMDC received two comments from victims' family members regarding the WTC Memorial and Memorial Museum. These comments emphasized that LMDC should build a safe, respectful memorial that is at the center of the WTC area reconstruction. One of the comments urged that the design of the

memorial should be simple. Another comment stated that (1) the Family Room should be private and not open to the public; (2) the names of the victims should be displayed above ground; and (3) victims' family members should be contacted to provide individual stories.

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

General Comments

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

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