



LOWER MANHATTAN DEVELOPMENT CORPORATION

Partial Action Plan No. 5 for Tourism and Communications

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 is also receiving funding from an additional \$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 \$2,421,052.63 out of the \$2 billion to fund the following items:

1. Chinatown Tourism and Marketing Program totaling up to \$1,000,000.00.
2. Lower Manhattan Information Program totaling up to \$1,300,000.00
3. Planning and administration activities totaling up to \$121,052.63.

To date, HUD has approved six Partial Action Plans allocating approximately \$1.62 billion to LMDC from the total \$2.78 billion allocation. 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. On June 14, 2003, HUD approved the Partial Action Plan calling for the expenditure of approximately \$24 million for Cultural and Community Development. On August 6, 2003, HUD approved the Partial Action Plan calling for the expenditure of approximately \$156 million for Short-Term Capital Projects, Long-Term Planning, and Supplemental Funds for Business Recovery. On September 15, 2003, HUD approved the Partial Action Plan calling for the expenditure of approximately \$33 million for a program to assist New York firms suffering disproportionate loss of workforce as a result of the attacks on September 11, 2001. On September 15, 2003, HUD also approved the Partial Action Plan calling for the expenditure of \$750 million to restore and rebuild utility infrastructure in Lower Manhattan. Versions of these Plans with public comments and responses thereto are

available on the LMDC web site: 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 \$2,421,052.63 out of the remaining \$1.16 billion for a Chinatown Tourism and Marketing Program, the Lower Manhattan Information Program, and Planning and Administration. The Chinatown Tourism and Marketing Program will stimulate regional, national, and international tourism to Chinatown. The Lower Manhattan Information Program will provide people who live in, work in, and visit Lower Manhattan with a single source for essential news and information about the area and its recovery.

Partial Action Plan Activities	Allocation from \$2 billion
Chinatown Tourism and Marketing Program	\$1,000,000.00
Lower Manhattan Information Program	\$1,300,000.00
Planning and Administration	\$121,052.63
Total	\$2,421,052.63

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.

National Objective

The Lower Manhattan Development Corporation is a subsidiary of the New York State Urban Development Corporation d/b/a Empire State Development created in December 2001 to oversee the rebuilding and revitalization of Lower Manhattan. The activities contained in this Partial Action Plan have been designed to meet community and development needs resulting from the September 11th World Trade Center disaster. These activities have particular urgency because LMDC has determined that existing conditions pose a serious and immediate threat to the health or welfare of the City of New York and the individual residents of the City and other financial resources are not available to meet such needs. These activities provide assistance for properties and businesses damaged by, and for economic revitalization related to, the September 11, 2001 terrorist attacks on New York City. The geographic areas of focus of this and future partial action plans are located in Manhattan, south of Houston Street. Programs included in this Partial Action Plan also meet 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 information, tourism, and marketing initiatives, and planning and administration.

This Partial Action Plan is open to public comment. HUD requires that the public comment period extend for fifteen calendar days from the date of publication of this plan. Public comment must be made in writing and may be delivered to LMDC either by posted mail or by electronic mail, addressed as follows:

By post to: Public Comment on LMDC Partial Action Plan No. 5
Lower Manhattan Development Corporation
1 Liberty Plaza, 20th Floor
New York, NY 10006

Electronically at LMDC's web site www.RenewNYC.com under Funding Initiatives - Partial Action Plans – Comments.

The deadline for receipt of public comment is October 3, 2003. Comments delivered by fax or telephone cannot be considered.

I. Chinatown Tourism and Marketing Program

LMDC proposes to allocate \$1 million to conduct a creative, effective, and cost efficient tourism and marketing initiative to both stimulate regional, national, and international tourism to Chinatown – a Lower Manhattan community in which tourism is a major economic driver, and to encourage changes in the Chinatown community as a whole that would promote tourism. The September 11th Fund, which has agreed to jointly and equally sponsor this initiative, will contribute up to \$1,000,000 of the total project cost of \$2,000,000.

The September 11th Fund was established the day of the terrorist attacks by The New York Community Trust and United Way of New York City to meet the immediate and long-term needs of victims, families and communities affected by the tragic events of September 11. The September 11th Fund makes grants to nonprofit organizations and agencies with the expertise to meet a wide range of needs. The Fund supports organizations and agencies that provide cash assistance, legal counseling, mental health services, job training and placement, and other services for victims, families, and others directly affected. It also makes grants to assist nonprofits and small businesses as they help communities rebuild.

The Chinatown Tourism and Marketing campaign results from LMDC's significant outreach within the Chinatown Community. Most recently, LMDC conducted seven Neighborhood Workshops, two of which focused on Chinatown. The first Chinatown specific workshop brought together recognized Chinatown business and civic organization leaders. After a joint New York City-LMDC presentation on the status and future of recovery efforts, which acknowledged the numerous studies made and reports published about the conditions in Chinatown resulting from the September 11th attacks, participants engaged in small group discussions focusing on what they saw as the key issues affecting Chinatown's recovery and their proposed solutions to perceived problems. Approximately three weeks later, the LMDC convened an additional workshop, focusing on Chinatown and the Lower East Side. The participants in both workshops emphasized the need to boost tourism and tourism associated spending in Chinatown. In fact, participants proposed over twenty tourism related projects.

The lack of a comprehensive tourism and marketing campaign threatens the economic recovery of Chinatown and its inhabitants. Tourism is a major economic driver and was severely impacted by the September 11th attacks. In a November 2002 comprehensive report, *Chinatown One Year After September 11th: An Economic Impact Study*, The Asian American Federation of New York noted that, "For nearly half of the restaurants and 60% of the jewelry stores surveyed, revenue generated from tourists was on average 40% lower this summer (summer of 2002) as compared with summer 2001." The outbreak of Severe Acute Respiratory Syndrome (SARS) in Asia further exacerbated Chinatown's economic downturn. To help revitalize all of Lower Manhattan, the Asian American Federation Report and the Rebuild Chinatown Initiative's November 2002 report, *The Community Speaks One Year After September 11, 2001*, call for initiatives to boost tourism – a call supported by Senator Clinton, area residents, civic leaders, and community organizations.

Building upon the plethora of post September 11th studies and reports on conditions in Chinatown, the joint LMDC and September 11th Fund tourism and marketing campaign offers a

unique opportunity to implement many of the proposed elements in a single, comprehensive, and cohesive initiative, which will enable the LMDC and the September 11th Fund to maximize the effectiveness and cost efficiency of the overall campaign - thus accelerating the revitalization of Lower Manhattan's Chinatown.

LMDC and the September 11th Fund have structured the campaign to capitalize on public participation and input at the community organization level. LMDC and the September 11th Fund will select one or more consultant teams that will each include at least one Chinatown based community organization and one or more firms with a proven record of experience and achievement in tourism development, as well as large scale outreach initiatives. The selected team(s) will assist LMDC and the September 11th Fund to develop the framework for, and then implement, a sustainable tourism and marketing campaign. The selection of the team(s) is the subject of a pending Request for Proposals (RFP), available on the LMDC website (www.RenewNYC.com), which seeks services to:

1. Identify existing short and long term factors impairing or impeding tourism in Chinatown,
2. Propose solutions to both real and perceived challenges to attracting more visitors to the Chinatown area,
3. Develop new, innovative, and effective ways to attract visitors to Chinatown, including New York City residents and workers, domestic and international tourists, and business travelers, and
4. Identify current tourism and marketing initiatives and methods to improve upon them.

The tourism and marketing campaign will commence in late fall 2003 after the selection of a team, through LMDC's RFP process, by LMDC and the September 11th Fund and the incorporation of public comment received in response to this draft partial action plan. Criteria for selecting the team(s) will include, but not be limited to:

1. Approaches in methodology with respect to the anticipated scope of services that demonstrate maximum comprehension of the community and the ability to provide such services to LMDC and the September 11th Fund.
2. Experience of teams and employees to be assigned to the project in general, and in particular, experience both with the Lower Manhattan Chinatown community, if any, and with providing large scale tourism and marketing initiatives to municipalities, economic development organizations, governmental entities, or other Chinatown communities.
3. Innovative or outstanding work by the team that demonstrates unique qualifications to provide tourism and marketing services for the Lower Manhattan Chinatown community.
4. Ability to establish rapport and confidence with the Chinatown community.
5. Projected cost of services.

LMDC and the September 11th Fund are not seeking approaches that are one-time event driven, but rather, comprehensive efforts that propose projects, programs, and community participation that will help to sustain a steady flow of tourists, NYC residents and workers, and the surrounding community to Chinatown. The implementation timeframe will depend upon a variety of factors including complexity of proposed solutions and duration of the project.

This project will benefit businesses, workers, residents, and visitors in Lower Manhattan, specifically the Chinatown area. As noted in the Asian American Federation Report, data from Census 2000 showed that in 1999, 31.4% of Asian families in Chinatown had an income below the official poverty level. Census 2000 data further shows that in Lower Manhattan's Chinatown, which includes the zip codes 10002 and 10038, over 60% of the households earn less than 80% of New York City's median income.

The estimated cost included in this partial action plan for this project is up to \$1,000,000.00.

The total project cost is approximately \$2,000,000.00. Other resources are expected to be available for this project to address the needs outlined in this plan. These other expected resources will include \$1,000,000.00 in funds from the September 11th Fund.

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.

The total estimated cost for the Chinatown Tourism & Marketing Program is up to \$1,000,000.00.

II. Lower Manhattan Information Program

LMDC proposes to allocate \$1.3 million to an existing public information campaign, the Lower Manhattan Public Information Campaign, currently in place at www.LowerManhattan.info. LowerManhattan.info provides people who live in, work in, and visit Lower Manhattan with a single source for essential news and information about the area and its recovery. It is led by the City of New York in partnership with LMDC, New York State, and the Federal Government in conjunction with partner agencies and organizations at the local, state, and federal level. The total estimated cost for the Lower Manhattan Information Program is up to \$1,300,000.00.

By funding an existing and effective information campaign, LMDC maximizes the use of its funds by avoiding substantial start-up costs.

The Lower Manhattan Public Information Campaign was created in response to a significant demand for a credible, “one-stop” source of information regarding Lower Manhattan’s recovery from the terrorist attacks of September 11, 2001. In the months following the attacks, information about the area’s recovery was widely available; however, many of Lower Manhattan’s residents and workers did not feel that it was reliable. Moreover, there was no one place to which people could turn for a comprehensive overview of the information that could be found. As efforts shifted from short-term emergency response to long-term recovery and redevelopment of Lower Manhattan, it became evident that the process ahead would be quite a challenge. In the months following September 11th, Lower Manhattan was reeling economically: Residents were moving away, commercial vacancies were high and rising, and though many visitors came to pay homage at the World Trade Center site, few stayed in the neighborhood to sightsee, shop, or eat. Restoring a sense of public confidence in the area and its future became imperative. One important first step was to create a coherent communications strategy to disseminate information about Lower Manhattan’s progress in a timely fashion, one that would complement the extensive revitalization efforts of the City and State. The area’s businesses, residents, and visitors needed access to information – on a regular basis and in a consistent manner – about the many aspects of Lower Manhattan’s recovery. The source of this information had to be credible, comprehensive, and customer-friendly.

The campaign aims to facilitate the area’s recovery by providing a single, trusted source of information that empowers and inspires individuals and businesses to build their futures in Lower Manhattan. The the campaign’s goal is the continuation of a clearinghouse for the distribution of current news and updates generated by city, state, and federal agencies and the private sector regarding Lower Manhattan to get the public what they need, when they need it. Communicating in a clear and consistent manner with the diverse constituencies affected by the events of September 11th is key to the efforts to rebuild the area. The goal is to keep the public updated on the latest breaking news regarding important issues like construction, including the rebuilding process; traffic and transit, including street closings and access to the area; health, safety & security; assistance and incentives; and community, including meetings, events, and opportunities for involvement.

Public it Serves

LowerManhattan.info is available in English, Chinese, and Spanish. It serves all those who live in, work in, and visit Lower Manhattan, below Houston Street. These communities are distinct and large, including neighborhoods stretching from Tribeca to Chinatown and Battery Park City

to SoHo as well as businesses ranging from Fortune 500 companies to small technology start ups to owner-run corner delis. Despite the diverse needs of these constituencies, there are common core areas and issues of concern, including transportation, safety, rebuilding, and assistance programs. During the summer of 2002, through a series of focus groups comprised of Lower Manhattan residents and workers, it was learned that nearly half believed they received too little information about the area and its recovery, and 88 percent believed a one-stop source of information would be beneficial (400 residents and 200 workers were interviewed in a series of 20-minute telephone interviews). To meet this need, the Lower Manhattan Public Information Campaign was designed to efficiently convey information to Lower Manhattan's 140,000 residents south of Houston, 400,000 employees and 8,000,000 yearly visitors.

Program Description/Activities

The Lower Manhattan Public Information Campaign coordinates and disseminates information from city, state, and federal agencies and non-governmental entities in an effort to create a comprehensive, one-stop source for news and information about Lower Manhattan and its redevelopment. The primary information vehicle is the website, www.LowerManhattan.info. The site features a host of static information and innovative tools to help visitors learn about Lower Manhattan. Stories humanize the area and emphasize what makes Lower Manhattan a good place to live, work, and visit. The site is divided into sections organized around the topics people are most interested in. For example, "Get There & Get Around" helps users make sense of the many transportation options, provides detailed street maps, and issues updates on continuing construction projects. The "Rebuilding" section demonstrates ongoing progress at the World Trade Center site and explains the complex redevelopment process. Lowermanhattan.info has received more than 100 million hits and more than 30 million page views. It is linked to 1,541 websites and has been accessed by visitors in 81 different countries.

On a quarterly basis, a four-page full-color LowerManhattan.info newsletter focused on a central theme, such as transportation downtown is created. 200,000 newsletters are distributed to retail locations, corporations, government agencies, non-profits, cultural institutions, and residential buildings across Lower Manhattan. The campaign uses traditional on- and off-line advertising, including emails, search engine placements, and outdoor advertisements on New York City's phone kiosks, buses, and bus shelters. In addition, direct person-to-person outreach is conducted at select locations of high pedestrian concentration. Through a grassroots campaign posters have been displayed in more than 300 businesses, and more than 600,000 palm-cards and 10,000 newsletters have been distributed on the street. All efforts aim to drive target audiences to the website and reinforce the central message that Lower Manhattan is open for business.

Public Participation/Benefits

This project will benefit business workers, residents, and visitors in Lower Manhattan. The website is a vehicle that encourages government to be transparent and open to the public.

The total project cost up to approximately \$1,300,000.00 for one year and two months. The first year of this project, including start-up costs, was approximately \$2,400,000 and was funded by the Federal Emergency Management Agency (FEMA).

The total estimated cost for the Lower Manhattan Public Information Program is up to \$1,300,000.00.

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 11th and its aftermath. Specifically, LMDC's planning activities include expansive analyses of Lower Manhattan's transportation, traffic, housing and related amenities, open space, retail development, and economic development capacity, needs, and potential. Based on these analyses, LMDC will develop and propose concept plans for specific areas and projects in Lower Manhattan.

LMDC's 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 the 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); extensive electronic communications; and other public outreach and participation efforts. In addition, LMDC continues to maintain its network of community contacts through its advisory councils.

HUD has authorized the use of up to 5% of the total grant to LMDC for costs associated with planning and administration activities, including costs for overhead, personnel, and consultants. This Partial Action Plan proposes the allocation of \$121,052.63 towards LMDC's planning and administration activities.