

TABLE OF CONTENTS

Chapter 1: Project Purpose and Need.....	1-1
A. INTRODUCTION.....	1-1
B. IDENTIFICATION OF THE PROPOSED ACTION.....	1-1
C. PROJECT PURPOSE AND NEED	1-2
1. PURPOSE OF THE PROPOSED ACTION.....	1-2
2. THE NEED FOR COMMERCIAL AND RESIDENTIAL SPACE.....	1-3
3. NEEDS AND OPPORTUNITIES IN THE HUDSON YARDS AREA.....	1-5
a) Underutilization of Land in the Hudson Yards Area	1-6
b) Land Use and Zoning Constraints and the Opportunity to Capture Regional Growth	1-6
4. NEEDS AND OPPORTUNITIES FOR RAPID TRANSIT IMPROVEMENTS TO SUPPORT HUDSON YARDS AREA DEVELOPMENT.....	1-8
5. NEEDS AND OPPORTUNITIES FOR THE CONVENTION CENTER EXPANSION.....	1-9
6. NEEDS AND OPPORTUNITIES FOR A MULTI-USE FACILITY	1-11
7. NEEDS AND OPPORTUNITIES FOR TOW POUND AND SANITATION FACILITY RELOCATION.....	1-12
D. PROJECT GOALS AND OBJECTIVES.....	1-13
E. PLANNING CONTEXT	1-14
1. PLANNING INITIATIVES RELATED TO HUDSON YARDS AREA.....	1-14
a) Far West Midtown Study.....	1-14
b) Hudson River Park.....	1-14
c) NYC 2012.....	1-15
d) Special West Chelsea District Rezoning	1-15
e) Farley Post Office Conversion.....	1-16
f) West Midtown Intermodal Ferry Terminal.....	1-16
g) Third Water Tunnel	1-16
h) Eleventh Avenue Viaduct.....	1-16
i) Manhattan Greenway.....	1-17
2. OTHER IMPORTANT ZONING AND LAND USE CHANGES	1-17
a) Lower Manhattan Reconstruction.....	1-17
b) Expansion of Other CBDs.....	1-17
3. TRANSPORTATION PROJECTS.....	1-19
a) LIRR East Side Access.....	1-19
b) Metro-North Penn Station Access MIS/DEIS	1-19
c) Access to the Region’s Core (ARC).....	1-19
d) Second Avenue Subway	1-20
e) Cross Harbor Freight Movement Project.....	1-20
4. REGIONAL TRANSPORTATION PLANNING.....	1-20
a) Regional Transportation Plan: Mobility for the Millennium	1-20
b) MTA Long-Range Planning Framework.....	1-21
c) New York State Air Quality Implementation Plan (SIP) and Transportation Improvement Plan (TIP)	1-21

LIST OF TABLES

TABLE 1-1 MANHATTAN POPULATION AND EMPLOYMENT PROJECTIONS (2000 TO 2025)..... 1-4
TABLE 1-2 DISTRIBUTION OF EXISTING FLOOR AREA IN THE HUDSON YARDS AREA 1-6
TABLE 1-3 PROJECTED DEMAND (2005 TO 2035)..... 1-8

LIST OF FIGURES

FIGURE 1-1 LOCATION OF PROPOSED ACTION
FIGURE 1-2 KEY ELEMENTS OF THE PROPOSED ACTION
FIGURE 1-3 NEW YORK REGION NET ABSORPTION (1987-2000) VERSUS OCCUPIED SPACE (2000)
FIGURE 1-4 TRANSIT FACILITIES SERVING THE AREA OF THE PROPOSED ACTION
FIGURE 1-5 TOP 20 CONVENTION CENTERS: EXHIBIT SPACE

Chapter 1: Project Purpose and Need

A. INTRODUCTION

The Metropolitan Transportation Authority (MTA) and the City of New York City Planning Commission (CPC), as co-lead agencies under the State Environmental Quality Review Act (SEQRA) and City Environmental Quality Review (CEQR), have prepared this Final Generic Environmental Impact Statement (FGEIS) for the proposed No. 7 Subway Extension—Hudson Yards Rezoning and Development Program for the Far West Midtown area of Manhattan. The FGEIS also covers two other major public actions in the Hudson Yards area – the expansion and modernization of the Jacob K. Javits Convention Center (Convention Center) and the development of a new Multi-Use sports, entertainment, and exhibition facility (Multi-Use Facility) adjacent to the Convention Center between West 30th and West 33rd Streets. This chapter briefly describes the Proposed Action that is the subject of this FGEIS, defines its purpose and need, and sets forth the relevant background, planning, and public policy objectives for the Proposed Action.

B. IDENTIFICATION OF THE PROPOSED ACTION

The New York City Department of City Planning (DCP) and the MTA propose to promote the transit-oriented redevelopment of the Hudson Yards area. The Hudson Yards area is located on the far West Side of Manhattan (Figure 1-1), generally encompassing the area bounded by West 43rd Street on the north, Hudson River Park on the west, West 28th and 30th Streets on the south (southern boundary varies), and Seventh and Eighth Avenues on the east (eastern boundary varies). The Hudson Yards area is located between Manhattan’s Chelsea and Clinton neighborhoods and lies within Manhattan Community Districts 4 and 5.

As shown in Figure 1-2, the Proposed Action consists of:

- Adoption of zoning map and text amendments to the New York City Zoning Resolution and related land use actions (Zoning Amendments) to permit the development of Hudson Yards as a mixed-use community with new commercial and residential space, and a substantial amount of new open space;
- The construction and operation of an extension of the No. 7 Subway line (No. 7 Subway Extension) to serve Hudson Yards; and
- Other public actions intended to foster such development and serve the City as a whole, including:
 - Expansion and modernization of the Convention Center, including construction of approximately one million square feet of new exhibition space plus additional space for meeting rooms, banquet halls, and other facilities and development of a new hotel with up to approximately 1,500 rooms;
 - A new Multi-Use Facility with approximately 18,000 square feet of permanent meeting room space and the capability to convert into a number of different uses and configurations, including a stadium configuration with a seating capacity of approximately 75,000, an exposition configuration including 180,000 square feet of exhibition space, or a plenary hall configuration that provides a maximum seating capacity of approximately 40,000; and
 - Accommodations for other facilities, new or replacement transportation facilities for pedestrian movement, vehicle storage, and other public purposes.

This FGEIS also analyzes a broad range of alternatives to the Proposed Action. Among the alternatives considered, Alternative S, which is more fully described and analyzed in Chapter 26, “Alternatives,” was proposed by the Department of City Planning largely in response to public comments received in the early phases of the land use review process. Alternative S is, therefore, under particularly active consideration by the co-lead agencies. Upon completion of the environmental review process, it is possible that, in accordance with SEQRA and CEQR, the co-lead agencies will select an Alternative, rather than the Proposed Action.

It is anticipated that the proposed new transit facilities, open space, and municipal public facilities would, over time, be paid for by a borrowing, with the expectation that the borrowing will be repaid through the increased revenues to New York City (the City) generated by new development resulting from the rezoning and from increased economic activity associated with the Proposed Action. It is anticipated that payments in lieu of taxes on new developments, zoning based fees and contributions, increased property tax receipts and other actions will be used to repay the financing. The costs of the Convention Center Expansion are expected to be financed by the restructuring and extension of existing Triborough Bridge and Tunnel Authority (TBTA) bonds, a new borrowing backed by a fee charged on hotel rooms in the City, and a capital contribution from the City. The restructuring and extension of the TBTA bonds and the borrowing backed by the hotel fee, and the fee itself, will require authorization by the New York State Legislature. Financing for the deck over the western portion of the John D. Caemmerer West Side Yard (Caemmerer Yard) and for the roof of the Multi-Use Facility would come in whole or in part from the City and the State, with the possibility that the City and/or the MTA would serve as financing conduits for the State’s payment. Such financing could require action by the City, the State and/or MTA. It is expected that the public costs incurred in developing the deck and the roof the Multi-Use Facility will be repaid through increased economic activity and taxes. The New York Jets would finance the balance of the Multi-Use Facility, including costs of the deck and the roof in excess of the City and State’s contribution.

C. PROJECT PURPOSE AND NEED

1. Purpose of the Proposed Action

The DCP proposes to rezone the Hudson Yards area to permit medium- to high-density development and a broader range of land uses than currently allowed, including office, residential, open space, and other uses. Concurrently, the MTA proposes to extend the No. 7 Subway line from its current terminus at Times Square into the Hudson Yards area. These two elements of the Proposed Action—the No. 7 Subway Extension and the Zoning Amendments—are interdependent, in that the investment to construct, operate, and maintain the proposed No. 7 Subway Extension would not be made if not for the development accommodated by the proposed Zoning Amendments, while the level of redevelopment and mix of land uses that would be permitted by the proposed rezoning could not be supported unless the subway service were extended into Hudson Yards.

In addition, the Proposed Action would facilitate the enlargement of the Convention Center to the north, including the construction of a 1,500-room Convention Center hotel at West 42nd Street and Eleventh Avenue, and the construction of a multi-use sports, entertainment, and exhibition facility from West 30th Street to West 33rd Street, between Eleventh Avenue and Twelfth Avenue above the western portion of Caemmerer Yard. The Convention Center and Multi-Use Facility will provide economic anchors for the western portion of Hudson Yards, will allow the City to compete effectively with other cities for conventions and related activity, and will provide a home for the New York Jets within New York. The two facilities would also be among the first projects that would be developed in Hudson Yards, and would serve as a catalyst for future private development.

The Proposed Action is a comprehensive effort to realize the development potential of the Hudson Yards area, as well as to expand, maintain, and improve the competitiveness of existing resources such as the Convention Center. In summary, the purpose of the Proposed Action is to:

- Facilitate the redevelopment and revitalization of the Hudson Yards area;
- Accommodate economic growth over the long term;
- Greatly expand the limited amount of public open space in the Hudson Yards area; and
- Serve both the Hudson Yards area and the City as a whole through the construction and operation of new public facilities intended to contribute to the economic, cultural, and recreational life of the City and to sustain its role as the world's leading financial, commercial, and entertainment center.

The proposed No. 7 Subway Extension and Zoning Amendments have been designed to help realize this purpose. Expansion renovation and modernization of the Convention Center are needed to retain and increase the City's share of the convention and exposition market, meet the increasing demand for larger and higher quality space for trade shows, and increase patronage and visitor spending at City businesses, hotels, restaurants, and entertainment facilities. The Multi-Use Facility would provide a new venue for a broad range of sports, exhibition, and entertainment events, including a new home for the Jets football team, which currently plays in New Jersey due to the absence of a suitable facility in the City, further contributing to the economies and employment base of the City and the State.

The Hudson Yards area presents a unique opportunity to achieve these purposes: it has a large amount of underutilized land; it has the potential to support major transit improvements; and it is close to the Midtown Central Business District (CBD). With enhanced and efficient transit service connected to the MTA's existing transit system, approval of the proposed Zoning Amendments and implementation of the other elements of the Proposed Action, the Hudson Yards area would be transformed into a vital, 24-hour neighborhood containing a mix of commercial, residential, retail, open space, and recreational uses contributing significantly to the vitality of the City as a whole.

2. The Need for Commercial and Residential Space

Finding opportunities to allow for growth is critical to the City's future—to provide jobs and housing for its residents and to support needed City services. While the City seeks broad economic growth, the key to the City's and region's economic well-being has been and will continue to be sustaining Manhattan as the nation's center of commerce and business. Economic growth in the City and the region has been and will also continue to be predominantly driven by the growth in office-based economic sectors.

As shown on Figure 1-3, Manhattan is still the dominant office market in the metropolitan area, accounting for over 60 percent of the total occupied space in the year 2000 (with about 45 percent in Midtown and 16 percent in Lower Manhattan). However, these market statistics indicate that Manhattan is barely holding its own compared with competing markets, because it is currently absorbing less new growth than its current share of the market. Growing markets, most notably in New Jersey, are absorbing new office development at a faster pace than their historical share of the overall marketplace.

A critical concern for the City is that the basic constraint hindering new development in Manhattan is land availability. The Group of 35, a committee of City and State leaders in the fields of business, real estate planning, academia, government, and labor, was appointed by Senator Charles Schumer to consider the future of the City. Its report, *Preparing for the Future: A Commercial Development Strategy for New York City*, identified the lack of available land, coupled with inadequate zoning and incomplete assemblages, as the critical barrier for development.

Overcoming this barrier is the best way for the City to accommodate employment and population growth into the future. The New York Metropolitan Transportation Council (NYMTC) regularly prepares regional growth forecasts as part of its responsibility as the regional Metropolitan Planning Organization (MPO). As shown in Table 1-1, the NYMTC's December 2000 approved forecast for Manhattan through the year 2025 shows a steady growth of about 120,000 new residents (an increase of 7.8 percent over the year 2000) and about 327,400 new employees (an increase of 15.2 percent). The number of new office-related jobs is forecast to be approximately 340,000, but this number will be partially offset by a decline in manufacturing and wholesale trade employment. Therefore, the predominant need will be for new office and retail development. Using a commonly accepted standard of 250 square feet of office space per employee, the NYMTC employment forecasts project that 70-80 million square feet of commercial development would be needed to accommodate this demand. The New York City Economic Development Corporation (EDC) and DCP forecast a level of future demand for Manhattan similar to that of the NYMTC.

A small portion of the total demand may be absorbed by currently vacant space or subleases, but new building sites will be needed to absorb most of this demand. Vacancy rates in Manhattan are cyclical but have an equilibrium at about 8 percent, or about 31 million square feet of the current estimated inventory of 387.2 million square feet. At the peak of the economic growth in 2000, the Manhattan vacancy rates were considerably lower. In the downturn since the peak in 2000 (including both regional economic cycles and post-September 11, 2001 effects), vacancy rates have been closer to 12 percent (48 million square feet), and are now declining.

**TABLE 1-1
MANHATTAN POPULATION AND EMPLOYMENT PROJECTIONS
(2000 TO 2025)**

	2000	Projected 2025	Estimated Change	Percent Change
Population	1,537,195	1,657,795	120,600	7.8
Employment	2,160,366	2,487,766	327,400	15.2

Sources: U.S. Census, NYS Department of Labor, NYMTC, AKRF, Inc.

Note: Population based on Year 2000 U.S. Census; Employment estimates based on U.S. Census, DOL 2000 data, and NYMTC projections.

To meet and foster economic growth, the City has historically supported policies and public-private initiatives, including rezoning and transit improvements, which encourage office and related commercial development. During the past two decades such efforts have included support for major development activity in West Midtown (particularly west of Sixth Avenue), Lower Manhattan (particularly along Water Street, Tribeca, and Battery Park City), Downtown Brooklyn, and Long Island City. These policies, along with a steady long-term growth in employment and population, have supported growth in office construction of some 176.9 million square feet in Manhattan since 1960, of which 64.6 million square feet have been built since 1980.¹ The period between 1980 and 2000 also saw a strong increase in Manhattan-based employment of 325,000 workers, during a time that the economy was also experiencing a structural shift away from industrial employment to services which are mainly office-based.²

To foster economic growth, the City must also maintain and enhance existing facilities, such as the Convention Center. The Convention Center has operated at or close to its maximum practical capacity, and demand exists for an expanded, renovated, and modernized Convention Center. The Convention Center Expansion will foster economic growth by providing construction and permanent

¹ Real Estate Board of New York (REBNY), *Rebuilding New York: A Study of New Office Construction, 1947 to 1997*, and REBNY, *New Office Construction 1990 to Present (2002)*.

² U.S. Department of Commerce, Bureau of Economic Analysis.

jobs and by the Convention Center's patrons spending substantial sums of money at the City hotels, restaurants, theaters, businesses, and cultural institutions. The Multi-Use Facility will provide an additional venue for conventions and exhibitions that are not accommodated at the Convention Center, bringing additional jobs, economic activity, and visitors to New York.

There is a strong and growing demand for housing in the City. The City's housing vacancy rate, 3.8 percent in 1991, has declined to 2.94 percent in 2002. This is well below the City and State statutory benchmark of 5 percent, which defines a severe housing shortage.

A key issue for residential development in Manhattan is opportunity. Appropriately zoned space is hard to find for new residential development—and, given the amount of population increase predicted, new development will be required. In addition, planning experience in the past few decades has demonstrated the value of a mix of commercial and residential uses that creates a 24-hour community. Battery Park City is an example of a wholly new, successful mixed-use community; examples of other successful mixed-use neighborhoods include Tribeca, SoHo, Union Square, Chelsea, Clinton, and East Midtown. The purpose and need for residential development, then, has two components: provide enough space to accommodate anticipated population growth; and provide the space so that it supports commercial development in a lively, mixed-use, 24-hour community.

In summary, the anticipated level of regional development in the next 20 to 25 years is projected to be a continuation of both the trends and absorption rates evident during the past 20 to 25 years. Faced with this level of expected long-term demand for commercial and residential space, the City has recognized the importance of creating new development opportunities. Over the past 20 years, many of the available, choice commercial development locations in West Midtown—expanding to Seventh Avenue and Times Square—and East Midtown have been developed, filling up remaining opportunities along Third Avenue and in the vicinity of the United Nations. Most recently, large developments have been “shoe-horned” into this dense existing pattern, including “tear down” projects such as 383 and 300 Madison Avenue, each of which has replaced existing large office buildings with a considerably larger tower. As noted in the Group of 35 Report, this trend will drive up costs and could result in less than optimal floor configurations for current market standards.

3. Needs and Opportunities in the Hudson Yards Area

Although Hudson Yards offers a unique opportunity to realize the purpose of the Proposed Action, the area's historic development has resulted in a general land use pattern that no longer serves its original purpose (manufacturing and trade along the Hudson River) and, with the exception of the Convention Center, hinders its capability to be fully utilized in the growing and evolving economic base of Midtown Manhattan. In summary, the Hudson Yards area is underutilized, especially given its location near the Midtown CBD, and constrained by land use patterns, open transit and transportation uses, and out-of-date zoning regulations, despite the opportunity that it presents to accommodate regional growth, as described below.

With the No. 7 Subway line, an east-west route that connects with all of Manhattan's north- and southbound subway service, terminating on its eastern boundary, the Hudson Yards area is also well-placed to accommodate expanded rapid transit service. Finally, a redeveloped Hudson Yards area, well-served by rapid transit, would help support an expanded, modernized Convention Center and would be able to support a new Multi-Use Facility.

In addition, the Proposed Action could accommodate the potential relocation of the Department of Sanitation of the City of New York (DSNY) Gansevoort Facility and the New York City Police Department (NYPD) Tow Pound, to free these waterfront locations for their incorporation into Hudson River Park. These needs and opportunities are discussed separately, below.

a) Underutilization of Land in the Hudson Yards Area

Assessed by typical measures of urban land utilization—zoning, built densities, and vacant land—the Hudson Yards area, with the exception of the Convention Center, is fundamentally underutilized, particularly when compared to other areas of Midtown Manhattan. As further detailed in Chapter 4, “Land Use, Zoning, and Public Policy,” the Hudson Yards area has developed in a way that has hampered its ability to accommodate economic growth. Its early development, which included industry and shipping uses, resulted in low-density development patterns. Development in the Hudson Yards area was also constrained by large-scale transportation infrastructure created over the past century, including open rail yards, the Port Authority Bus Terminal (PABT), and the Lincoln Tunnel.

The Hudson Yards area is predominantly zoned with low- and medium- density manufacturing districts, with floor area ratios (FAR) between 2 and 5. Along West 42nd Street the FARs are at 10, which can be increased to 12, by a floor area “bonus” for provision of certain stipulated amenities; West 34th Street has a mix of mostly commercial districts with FARs ranging from 6 to 10, bonusable to 12. There is also a 15 FAR district at West 34th Street and Eighth Avenue. A study by the DCP, *Far West Midtown: A Framework for Development (“Framework”)*, December 2001, found the overall built FAR in the Hudson Yards area to be 3.86. For comparison purposes, the overall built FAR of the Special Garment Center District is approximately 13.8, and Midtown is approximately 13.6, with both located just east of the Hudson Yards area. As shown in Table 1-2, there are no buildings on 28 percent of the lots in the area. West of Ninth Avenue, 37 percent of the lots have no buildings on them. Overall, 68 percent of the Hudson Yards area is zoned with FARs of 5 or less, and west of Ninth Avenue, more than 80 percent of the area is zoned with FARs of 5 or less.

**TABLE 1-2
DISTRIBUTION OF EXISTING FLOOR AREA IN THE HUDSON YARDS AREA**

Floor Area Ratio	West of Ninth Ave.		East of Ninth Ave.		Total	
	Lot Area	Percent	Lot Area	Percent	Lot Area	Percent
No Building	3,012,773	37.1	160,330	4.8	3,173,103	27.6
0.1 to 3.0	1,732,143	21.3	588,536	17.5	2,320,679	20.2
3.1 to 5.0	1,844,970	22.7	479,263	14.2	2,324,233	20.2
5.1 to 10.0	1,263,524	15.6	1,315,784	39.0	2,579,308	22.5
10.1 to 15.0	267,047	3.3	547,825	16.2	814,872	7.1
15.0 +	0	0.0	280,215	8.3	280,215	2.4
Total	8,120,457	100.0	3,371,953	100.0	11,492,410	100.0

Source: NYCDP, *Far West Midtown: A Framework for Development, winter 2001.*

Note: The 2001 Framework study area is slightly different from the current Proposed Action Hudson Yards Project Area. The Framework includes several blocks south of West 28th Street along Twelfth Avenue, but does not include the West 42nd Street corridor between West 41st Street and West 43rd Streets.

According to the EDC, the Hudson Yards area is not contributing substantially to the overall economy of the City. Between 1990 and 2000, while the City was in the midst of a robust growth period, the Hudson Yards area experienced a decline in employment and a drop in property tax assessment. Overall employment in the area dropped by about 3 percent, with more severe drops in manufacturing jobs offset somewhat by an increase in retail and service jobs. The tax assessment for the area declined by 7 percent.

b) Land Use and Zoning Constraints and the Opportunity to Capture Regional Growth

Existing Constraints and Impediments

The Hudson Yards area is built below its permitted densities, and its permitted densities are less than what would be expected for real estate located so close to the Midtown CBD. As noted in the

Framework, zoning in the Hudson Yards area has changed little since the adoption of the 1961 Zoning Ordinance. Approximately 70 percent of the land is zoned for manufacturing use, 27 percent for commercial use, and 3 percent for residential use. The majority of the manufacturing uses are zoned with allowable FAR of 5.0. This is considerably lower than allowable densities in adjacent areas of the Midtown CBD. Moving eastward from the Hudson Yards area (i.e., into Times Square and West Midtown) the commercial zoning is consistently at densities well over 10, with many areas zoned with FAR densities of 15 to 18 (including bonuses).

As set forth in the *Framework* and other planning assessments of the area, additional physical characteristics of the Hudson Yards area also serve as impediments to new development, including:

- Limited access to the City’s mass transit system;
- Discontinuous tracts of land broken up by large superblocks and transportation infrastructure;
- Lack of open space;
- An industrial streetscape with little character; and
- Isolation from adjacent communities.

The Hudson Yards Area Opportunity

Manhattan’s CBDs are necessary to serve the market for prime office tenants and, because these areas are the only locations with the land and infrastructure to accommodate the anticipated long-term need for commercial office space, are necessary to sustain the City’s economic growth and prosperity. While development opportunities exist in other areas of the City, in particular Long Island City and Downtown Brooklyn, these other areas lack sufficient contiguous space to accommodate projected growth, and serve a different market from that of Manhattan’s CBDs. The former are primarily “back-office” locations, whereas Manhattan serves as the region’s prime office center. For the Proposed Action, need is focused on anticipated demand for prime office space in Midtown Manhattan.

The Hudson Yards area is ideally suited to accommodate this growth, in large measure because of its urban infrastructure, which is capable of supporting dense development, and the historic synergy that has been generated as new development joins existing uses in Manhattan. Within Manhattan, the Hudson Yards area has the greatest potential to accommodate this needed growth, in that it is:

- A large area—currently zoned primarily for moderate- to low-density manufacturing uses in a time when manufacturing in the City has long been on the wane—containing relatively few residences in locations best-suited to high-density commercial development, i.e., west of Tenth Avenue;
- An underutilized area, even under its current zoning;
- An area with a number of contiguous, appropriately sized development parcels; and
- An area near West Midtown, which is served by major regional rail and bus facilities.

Rezoning of the Hudson Yards area would also provide opportunities to accommodate a portion of the City’s current and future housing needs. Increasing the residential presence in the area would serve to strengthen the nearby residential neighborhoods. Integrating new residential and commercial uses with expanded public open space would result in a new, vital, 24-hour neighborhood with a broad range of opportunities for people to live, work, and visit.

The EDC and DCP have concluded that the Hudson Yards area can capture a large proportion of Manhattan’s projected population and employment growth. Based on projections of core residential and commercial demand, the EDC and DCP also identified a likely retail demand that could be captured in the Hudson Yards area. The need for additional hotel space primarily associated with the

needs of the Convention Center has also been examined. In total, as shown in Table 1-3, the EDC and DCP project a likely 30-year build-out of approximately 42.8 million square feet, comprising 28 million square feet of office space, 12.6 million square feet of residential development, 1.5 million square feet of hotel space, and 700,000 square feet of retail space.

**TABLE 1-3
PROJECTED DEMAND
(2005 TO 2035)**

Type of Development	Projected Development (sf)
Office	28,000,000
Residential	12,600,000
Hotel	1,500,000
Retail	700,000
Total	42,800,000

Sources: EDC and DCP, based upon work with Economic Research Associates/Cushman & Wakefield consultant team.

4. Needs and Opportunities for Rapid Transit Improvements to Support Hudson Yards Area Development

Transportation and urban development patterns are historically linked. Advances in transportation technology enabled the modern city and region to take shape, extending the spatial relationship of where people work, live, and shop. Access to transit has clearly shaped the development of the City and has been closely aligned with the private real estate market response that flourished along new transit routes during the first half of the past century. In fact, as noted in *Tunneling to the Future*,³ transit route development was specifically seen as a key ingredient and solution (along with housing reform and other social initiatives) to the increasing congestion of a burgeoning Manhattan at the turn of the 20th century.

As described in *Tunneling to the Future* and other historical studies, access to land in the outer boroughs as well as rail and streetcar suburban communities outside the City established a strong and direct link between transit and real estate development. Route development has been closely associated with new development opportunities and community planning. In contrast, the automobile became the template for a new form of the transportation and land use linkage in the latter half of the past century. New real estate concepts such as Transit-Oriented Development (TOD) seek to recapture the power of transit- and density-based solutions to chronic traffic congestion that resulted from auto-dependent development patterns. The New York region is a case in point. The work force traveling to Midtown Manhattan is overwhelmingly transit-oriented: in the morning peak hour, 64 percent use subways and buses, 17 percent use commuter rail, 6 percent walk to work, and only 13 percent take autos or taxis.⁴ In contrast, the journey to work in suburban locations (e.g., New Jersey, Westchester County, Nassau and Suffolk Counties) is strikingly different, in that workers are overwhelmingly dependent on auto trips, typically representing well over 90 percent of all trips made to and from suburban office buildings.

The proposed Hudson Yards area redevelopment and the No. 7 Subway Extension is the latest chapter in using transit to help create a new community and attract real estate development interest. Excellent rapid transit access is essential if the development potential of Hudson Yards is to be successfully realized. The West Side of Manhattan is well-served by public transportation, but this is concentrated at or east of Eighth Avenue (Figure 1-4). Services include a variety of subway lines, including: Eighth Avenue service (A, C, and E lines); Times Square/Seventh Avenue/Broadway service (1, 2, 3,

³ Derrick, 2001.

⁴ 1990 U.S. Census Journey-to-Work Data for workers in tracts between 23rd and 59th Streets, Third and Eighth Avenues.

7, 9, N, R, Q, S, and W lines), and Sixth Avenue service (B, D, F, and V lines); as well as PATH trains to 33rd Street; regional bus service to the Port Authority Bus Terminal at 42nd Street; and regional and interstate rail service to Penn Station. Within the Hudson Yards area, there are also several bus lines that serve both north-south routes and cross-town routes on 42nd and 34th Streets, as well as West Side ferry service.

However, these existing facilities and routes do not provide adequate transit service to support the medium- to high-density office and residential redevelopment of the Hudson Yards area. The entire area west of Tenth Avenue is too far to be well-served by the majority of existing transit services, i.e., it is beyond the 10-minute walk that residents and workers typically are prepared to walk on a daily basis (as opposed to special events, where patrons would be expected to walk from existing transit hubs, such as the one at Penn Station). The plan for redevelopment of the Hudson Yards area must include expanded transit service with sufficient capacity to accommodate the varying levels of demand generated by the new office and residential development.

As noted above, the vast majority of commuters who journey to work in Manhattan during peak commuter times use public transportation rather than cars or taxis, and Manhattan's CBDs are the most transit-dependent in the U.S. Similar patterns can be expected in the Hudson Yards area if transit is integrated into the development plan. Transit-oriented developments, such as that proposed for the Hudson Yards area, are at the cornerstone of sustainable development initiatives throughout the country, because they reduce urban sprawl and allow travel in a form that uses the least amount of energy per capita and reduces pollution from vehicular emissions.

Extension of the No. 7 Subway line offers the best opportunity to meet the transportation needs of the Proposed Action. In particular, the No. 7 Subway line:

- Has the potential to provide the capacity needed to support the anticipated new demand. Considering only office trips, and based on the *CEQR Technical Manual's* modal split assumptions for Zone 1 (Manhattan south of 60th Street), the vast majority of office workers would use public transportation. Peak hour demand for public transportation would be approximately 42,330 trips in the morning peak hour. (Trips by residents, visitors, and retail and hotel workers would add to this number.)
- Is the closest east-west subway to the Hudson Yards area.
- Could be extended from its current West 41st Street terminus without interfering with other subway lines.
- Already connects to major transportation hubs in Manhattan (Grand Central, Times Square, and Port Authority Bus Terminal).
- Provides connection to all of Midtown Manhattan's north-south subway lines.
- Would offer direct service between Hudson Yards and Queens.

5. Needs and Opportunities for the Convention Center Expansion

The Convention Center is the City's primary venue for major trade shows, exhibitions, and conventions. Trade shows, exhibitions, and conventions are key contributors to the City's and State's economies, providing direct and induced employment and strongly supporting the City's hotel, tourism, and entertainment industries. Although the Convention Center lacks sufficient amount of prime contiguous exhibition space, lacks a headquarters hotel, is not adjacent or immediately proximate to other hotels, lacks a sufficient number of meeting rooms, lacks an adequate ballroom, is in need of renovation, is isolated from the City's Midtown hotels and restaurants, and is in a largely industrial area, the Convention Center has operated at or near full capacity and has been forced to turn away business. Expanding, modernizing, and renovating the Convention Center, permit existing

business to expand and constructing a headquarters hotel, would enable the Convention Center to effectively compete for large-sized, recurring trade shows and conventions that the Convention Center cannot now accommodate, permit existing business to expand, and enable the Convention Center to be utilized for multiple events concurrently.

This economic sector has become quite competitive, as cities in other states have undertaken or are undertaking aggressive efforts to substantially expand the size and improve the quality of their convention centers and related facilities. The Convention Center is the 18th-largest facility of its kind in the United States (Figure 1-5) and faces strong competition from newer and larger convention centers, some of which are twice the size of the existing Convention Center, have much larger amounts of prime contiguous exhibition space, and contain more numerous and modern meeting rooms, amenities, and support facilities. Additionally, logistics are difficult in and around the Convention Center during move-in and move-out for major events, because there is currently inadequate space for marshalling trucks. As a result, City streets in the vicinity of the Convention Center are used for truck marshalling.

The foregoing both threatens the ability of the Convention Center to retain its current market share and has resulted in missed opportunities for present and future business, in part because it lacks a sufficient amount of prime contiguous exhibition space to accommodate many of the largest trade shows and conventions or accommodate multiple shows simultaneously. In addition, the Convention Center has a very small number of meeting rooms relative to its needs, and must very substantially increase its meeting capabilities in order to effectively compete for new business and retain existing business.

The Convention Center proposes to expand and provide modern conference, meeting, and banquet space to retain its market share, to meet the increased demands by trade shows for new high-quality space, and to maintain and enhance its position as a major contributor to the City and State economies. The proposed expansion would double the amount of contiguous exhibition space, provide 10 times the number of meeting rooms, and add critical components currently lacking in the existing Convention Center.

The Convention Center would be expanded in two phases: an initial expansion by 2010, Phase I, from West 34th Street north to West 40th Street, and a subsequent expansion by 2025, Phase II, further north to West 41st Street. The initial northward expansion would include the development of a new 1,500-room headquarters hotel at the southwest corner of West 42nd Street and Eleventh Avenue. The hotel would not only provide very convenient accommodations for exhibitors and people attending events at the Convention Center; it would provide additional facilities, including a 350-car parking facility, banquet rooms, food and beverage service, and meeting rooms that would enhance the ability of the hotel to generate business when the Convention Center is not being utilized. In order to enable the second phase of the Convention Center Expansion to be undertaken, the Quill Bus Depot would be relocated from its present site. This relocation is necessary to enable the Convention Center to fully expand and provide necessary prime contiguous exhibition space. The Quill Bus Depot would be relocated to a site at 30th Street between Tenth and Twelfth Avenues with a connection beneath Eleventh Avenue. As part of Phase I, the existing lot west of Eleventh Avenue between West 33rd and West 34th Streets that is now used for truck marshalling would be the site of a multi-level truck marshalling facility beneath a publicly accessible open space. In addition, other transportation functions could also be located within this block, including LIRR train storage. These uses would be implemented only upon consideration of the marshalling, parking, and other needs of the Convention Center and would be subject to additional environmental reviews, if necessary. The truck marshalling facilities would remove truck traffic from local streets where marshalling now occurs. In addition, the marshalling yard would be connected to the fully expanded Convention Center via an underground truck tunnel that would remove additional truck traffic from nearby streets.

By locating the proposed Multi-Use Facility adjacent to the expanded Convention Center, a nearby attractive and suitable alternative would be available to exhibitors or potential exhibitors of the Convention Center that could not be accommodated at the Convention Center. In addition, the Multi-Use Facility's plenary hall configuration is projected to be used approximately three times per year by conventions or other events that would otherwise not be held in the expanded Convention Center, because the expanded Convention Center will not have a plenary hall seating capacity of comparable size.

Trade shows and conventions bring a large number of exhibitors and participants who otherwise would not visit the City. These visitors take advantage of the wealth of attractions within the City. The goal of the proposed Convention Center Expansion is to increase patronage and visitor spending in the City's businesses, hotels, restaurants, and entertainment facilities. The Convention Center Operating Corporation (CCOC) estimates that the fully expanded Convention Center would generate approximately 1.1 billion dollars annually in direct spending in New York State and significantly contribute to the City's and State's economies.

6. Needs and Opportunities for a Multi-Use Facility

The western portion of Caemmerer Yard, approximately 13.5 acres located between Eleventh and Twelfth Avenues from West 30th to West 33rd Streets, offers a unique opportunity for the City to accommodate a Multi-Use Facility in Manhattan without displacing businesses, residents, or other existing uses. It is the only publicly owned site in Manhattan that could accommodate such a facility, and has the potential for excellent transit access.

The Multi-Use Facility would be capable of being reconfigured from a 75,000-seat stadium to a 40,000-seat plenary hall or a 180,000-square-foot exhibition space. It would also provide 18,000 square feet of meeting space. It would be equipped with additional operating capabilities such as expanded kitchen facilities, additional loading docks, and a utility grid in the floor. If the City were selected as the site for the 2012 (or subsequent) Olympic Games, the capacity of the Multi-Use Facility could be increased by 10,000 seats in order to accommodate the Games' opening and closing ceremonies and track and field events. After the Olympics, the additional seats would be removed and the facility reduced to its permanent size. However, approval of a summer Olympics is not part of the Proposed Action.

The 180,000 square feet of exhibition space will add to the inventory of space available in the City for certain trade shows, public shows, conventions, and special events that cannot be accommodated at the expanded Convention Center for scheduling or other reasons, or at other City venues. In its convention configuration, the Multi-Use Facility is projected to attract 30 to 40 such events per year, adding to the amount of business the City's facilities are capable of servicing, increasing revenues generated by exhibitors, delegates, and attendees, and further contributing to the City and State economies. This would include offering exhibition space in the Multi-Use Facility to a few large-scale events that might otherwise reduce their size or restrain their growth in order to fit into the expanded Center. It would also provide a nearby attractive and suitable alternative to suggest to clients or potential clients that could not be accommodated at the Convention Center or other City venues. In addition, the Multi-Use Facility's 18,000 square feet of meeting room space will enhance the marketability of its exhibition space to such clients and supplement the meeting space available at the expanded Convention Center and other City venues. Finally, the plenary hall configuration is projected to be used approximately three times per year by conventions or other events that would otherwise not be held in the expanded Convention Center, because the expanded Convention Center will not have a plenary hall seating capacity of comparable size.

Several U.S. cities have built large-capacity stadiums with a connection to existing convention facilities:

- Atlanta, Georgia (Georgia World Congress Center and Georgia Dome);
- Houston, Texas (Reliant and Astrodome);
- St. Louis, Missouri (America's Center and Edward Jones Dome); and
- Indianapolis, Indiana (Indianapolis Convention Center and RCA Dome).

In addition to providing a venue for a variety of convention, trade show, and assembly events, the Multi-Use Facility would provide a venue for the growing number of large-scale sports and entertainment events, which the City is presently unable to host because it lacks an appropriate large-scale facility. These events include the NCAA Final Four, stadium concerts, NFL regular season and Super Bowl games, and international soccer matches. The market for these events is highly competitive, as cities vie for their positive impacts on tourism and economic activity. Currently, the Super Bowl and Final Four cannot be held at any venue in the tri-state region, because these events require an enclosed facility capable of seating more than 40,000. Other events, like concerts and NFL games, are held at other venues in the tri-state region outside of the City, the closest of which is Giants Stadium, located in the Meadowlands Sports and Entertainment Complex in East Rutherford, New Jersey. The New York Jets currently play their home football games at Giants Stadium under a lease that expires in 2008. It is the desire and intention of the Jets to play their home games at a new stadium in the City. A new Multi-Use Facility could provide such a home and serve as a venue for other sports and entertainment uses.

Because construction of the Multi-Use Facility would commence in 2005, it would serve as a western anchor and catalyst for other development planned for Hudson Yards. It would also create more than 6,700 direct and indirect jobs and generate substantial tax revenues for the City and State.

7. Needs and Opportunities for Tow Pound and Sanitation Facility Relocation

The DSNY operates a vehicle maintenance and storage facility on the Gansevoort Peninsula located on the Hudson River just south of West 14th Street. The NYPD operates a vehicle tow pound facility at Pier 76 on the Hudson River. Pier 76 is at West 39th Street and is directly across Twelfth Avenue (Route 9A) from the Convention Center. Both of these facilities are located within Hudson River Park, currently being developed along the waterfront from Battery Place to West 59th Street. The Hudson River Park Act specifically mandates that the City apply its best effort to relocate these uses so the vacated locations can be integrated into the new park.

While relocation of the DSNY and NYPD Tow Pound operations remain independent City actions, a potential site for these relocations is within the Hudson Yards area—on Block 675, bounded by West 29th and West 30th Streets between Eleventh and Twelfth Avenues. This site offers a good relocation opportunity for both facilities, since it is large enough (156,000 square feet) to accommodate both together in one multi-story structure, is within their service areas, and has access to Twelfth Avenue/West Side Highway, a major traffic artery in Manhattan.

The motivation for relocating these facilities is based on the long-term planning effort culminating in the Hudson River Park plan and the creation of the Hudson River Park Trust in 1998 (as established in the Hudson River Park Act of 1998). As noted in the *Hudson River Park EIS* (May 1998), the purpose of the park “is to allow reuse of the deteriorated Hudson River waterfront for the public benefit and to once again make the waterfront an asset for the City and region. The need is for increased public access to the waterfront and for greater availability of publicly accessible recreational open space for residents, visitors, and workers in Manhattan.”

As set forth in the *Hudson River Park EIS*, the Gansevoort Peninsula is planned to have a ballfield and a sunning beach, as well as a boating center, children's play area, concessions, a dog run, and a

water taxi stop. Fire Department Company 1 would remain on the Peninsula at Pier 53. The *Hudson River Park EIS* indicates that the park plan is subject to finding a suitable relocation site for the DSNY facility. The decision would be based on an independent site analysis and review by the City. The subsequent Hudson River Park Act (June 1998) specifically identifies that the City “shall use its best efforts for the relocation of the sanitation garage.”

The *Hudson River Park EIS* and plan states that Pier 76 was to be the location of the relocated 30th Street heliport under a redevelopment plan established by EDC. The *Hudson River Park EIS* indicates that if the EDC plan were not implemented, the NYPD tow pound would remain on Pier 76, and that the heliport would be relocated to Pier 72 or eliminated altogether. This was modified in the subsequent Hudson River Park Act, which stated that the City “shall use best efforts to relocate the tow pound on Pier 76,” and that the pier would be transferred to the Hudson River Park Trust for use as open space.

Relocating these municipal facilities to a site within the Hudson Yards area would fulfill the need to remove these uses from the waterfront while keeping them strategically located on Manhattan’s West Side.

The City has historically had sanitation garages located on or near the working waterfront in Manhattan. For provision of sanitation services to Manhattan Community District 2, this facility was once located on Pier 32, and is now located on the Gansevoort Peninsula on the site of a former incinerator. As described in the *Hudson River Park EIS*, the facility includes the garage for District 2 trucks, a salt storage shed, and offices and lockers for the 72 employees based at the facility.

D. PROJECT GOALS AND OBJECTIVES

Three goals have been established that address the major development, transportation, and environmental purposes of the Proposed Action. Specific objectives have been identified in support of these goals, to guide project planning and to provide the basis for evaluating whether identified alternatives meet the overall purpose and need for the Proposed Action. These goals and objectives are listed below.

Goal 1: Ensure the Future Growth of the City through Redevelopment of the Hudson Yards Area

- Provide zoning to permit a mix of uses and densities, including opportunities for new commercial, residential, recreational, and open space uses.
- Provide new opportunities for significant new office development.
- Provide zoning to reinforce the existing residential neighborhood and encourage new housing opportunities.
- Expand and modernize the Convention Center and related tourism facilities to enable the Convention Center to retain and increase its market share and to ensure its continuation as a major contributor to the City’s economy.
- Develop a new Multi-Use Facility to provide a venue for a variety of large-scale sports, exhibition, and entertainment events and to serve as a home facility for the New York Jets to add to the City and State economic and tourist activity.
- Accommodate siting for public facilities needing relocation and/or consolidation.
- Provide a network of new open spaces.
- Improve the pedestrian environment and access to Hudson River Park from upland areas.

- Promote transit-oriented development.
- Foster high-quality architecture and urban design in conformance with sustainable design principles.

Goal 2: Provide Transit Services to Support Hudson Yards Redevelopment

- Provide transit services to Hudson Yards from the rest of the City and the metropolitan area to accommodate the anticipated level of development and types of uses that would occur as a result of the proposed rezoning.
- Minimize impacts associated with the construction and operation of the new service on overall transit system reliability, capacity, and performance.
- Maximize use of the existing transit infrastructure’s capacity and connectivity.
- Maximize operating and capital cost-effectiveness.

Goal 3: Maintain or Improve Environmental Conditions

- Protect significant cultural, community, park, and open space resources.
- Provide an opportunity for the relocation of incompatible uses from Hudson River Park.
- Minimize energy consumption, non-transit vehicle miles of travel and congestion on City streets by providing enhanced transit access to major regional facilities in the Hudson Yards area.
- Support sustainable design and development.
- Minimize community disruption and environmental impacts during construction, including impacts on existing businesses and residences, parklands and open space resources, noise levels, air quality, and traffic.
- Avoid, minimize, and mitigate significant adverse environmental impacts to the maximum extent feasible.

E. PLANNING CONTEXT

1. Planning Initiatives Related to Hudson Yards Area

a) Far West Midtown Study

DCP issued its study *Far West Midtown: A Framework for Development*, in December 2001. That study, which is the basis for the Proposed Action, establishes a plan for the revitalization, over the next two decades, of this critical but long-neglected area of Manhattan. This would be accomplished through areawide infrastructure investments and zoning changes that reflect the growth potential of the area, and through innovative strategies for financing and implementation. The study highlights that an extension of the No. 7 Subway line to Far West Midtown, the first subway construction since the 1930s intended specifically to open new areas to development, is the key to ensuring that the area’s infrastructure supports the projected new development.

b) Hudson River Park

The Hudson River Park project is currently under way along five miles of the West Side waterfront between Battery Place and West 59th Street. Created in 1998 by State legislation, the 550-acre park abuts the western edge of Route 9A (West Street/Twelfth Avenue) and encompasses over 37 piers as well as both upland property and water area. Uses within the park are closely governed by the Hudson River Park Act, which prohibits residences, commercial office buildings, and hotels, as well

as certain municipal uses, throughout the entire park area. To date, the Hudson River Park Trust (the joint City-State entity charged with building and operating the project) has completed three of an eventual 13 public recreation piers, along with some upland property in the area from Clarkson to Horatio Streets in the West Village. Construction of the rest of the project is currently under way, with the most recent phase of park construction (extending from West 46th Street to 59th Street) begun in late 2003. Overall, the project is expected to be substantially complete within five years. During this time, it is also expected that certain municipal and commercial operations currently located within the park's boundaries will either close or be relocated in order to comply with the Hudson River Park Act. As discussed above, the municipal operations include the DSNY facility at Gansevoort Street and the NYPD Tow Pound on Pier 76. The park's relationship with elements of the Proposed Action will be described and assessed as part of this document.

c) NYC 2012

New York City has been selected by the United States Olympic Committee as the nation's choice in bidding for the 2012 Summer Olympic Games. A comprehensive facility and programming plan has been established by the official bid committee, NYC 2012, a non-profit corporation, to develop the plan with input from both the public and private sectors. Elements of the Proposed Action would also accommodate the 2012 plan, including the extension of the No. 7 Subway and the creation of the Multi-Use Facility.

d) Special West Chelsea District Rezoning

The City is pursuing a rezoning initiative for portions of several manufacturing districts in the West Chelsea area, from approximately West 30th Street to West 17th Street between Tenth and Eleventh Avenues, with one portion of the rezoning area extending 400 feet east of Tenth Avenue, between West 18th and West 16th Streets in Manhattan Community District 4. The proposed rezoning is intended to provide opportunities for new residential and commercial development and a potential open space located along the High Line elevated rail line.

The proposed rezoning area is located within existing M1-5 and MX-3 (M1-5/R8A and M1-5/R9A) zoning districts.⁵ Under the proposed zoning map amendment, C6-2, C6-3, and C6-4 zoning districts would be mapped in a portion of the rezoning area. In addition, the proposal would rezone the MX-3 district and incorporate this area into the Special West Chelsea District. The M1-5/R9A district on West 23rd Street and the M1-5/R8A district on the south side of West 24th Street would be rezoned to C6-3A and C6-2A, respectively. DCP has identified 53 sites, of which 20 are projected development sites likely to be developed by 2013. In addition, there are 33 potential development sites which are considered less likely to be developed in the foreseeable future, but which are considered potential sites for future development. By 2013, with the rezoning in place, the West Chelsea area would contain approximately 4,700 dwelling units, 300,000 square feet of retail space, and 200,000 square feet of community facility space.

Under the proposed Special District regulations, portions of the Special District would have both a base and a maximum FAR. In these areas, the FAR could be increased to the maximum through the transfer of development rights from the High Line Corridor, or a High Line access floor area bonus. Special bulk controls would apply to new development and enlargements throughout the Special District to ensure that new development is compatible with the existing built character of the neighborhood and to allow for enhancement of the potential High Line open space.

⁵ M districts permit only manufacturing and commercial uses. MX3 was recently mapped in West Chelsea as a mixed-use district to permit limited residential use. C districts generally permit residential uses but do not permit most manufacturing uses. An A designation indicates special design controls to ensure compatibility with prevailing urban design context.

The City is concurrently pursuing a Certificate of Interim Trail Use (CITU) from the federal Surface Transportation Board to convert the High Line elevated rail line to public open space. The High Line begins in the Gansevoort Meat Market, travels along the west side of Tenth Avenue in West Chelsea, and terminates in the western portion of the Caemmerer Yard in Hudson Yards. The City and the Friends of the High Line are developing plans to restore the existing High Line below West 30th Street, and the proposed rezoning includes mechanisms to enhance and facilitate the High Line's reuse. The portion of the High Line above West 30th Street would be rebuilt between Tenth and Twelfth Avenues as part of the Proposed Action. If it is developed as a public park in the future, the High Line's conversion to trail use would require that an easement continue to connect it to the Amtrak Empire Line.

e) Farley Post Office Conversion

In the eastern portion of the Hudson Yards area, the Moynihan Station Redevelopment Corporation (MSRC), a subsidiary of the Empire State Development Corporation (ESDC), is overseeing the conversion of the Farley Post Office on Eighth Avenue across from Penn Station into a new rail gateway and mixed-use development. The existing passenger platforms would allow access to both the existing portion of Penn Station and the newly expanded station area in the Farley Building. The creation of a new Penn Station would separate Amtrak operations from the commuter operations, allowing the current station to be used solely by LIRR and NJ Transit. The project includes enhanced underground pedestrian circulation between the new and old facilities and to Eighth Avenue. The conversion would include the reuse of portions of the building for commercial offices and a substantial retail center.

f) West Midtown Intermodal Ferry Terminal

A new West Midtown Intermodal Ferry Terminal is planned on the Hudson River waterfront across from West 39th Street on Piers 78 and 79. The new structure would enhance ferry operations and intermodal transfers and add to passenger amenities by providing for concessions, a café, and potential other commercial use. Access to the ferries would be via moored barges located adjacent to the new terminal building. Permits were obtained for the project in mid-2003, with an estimated 18 months for construction. The new terminal is anticipated to be completed by 2005.

g) Third Water Tunnel

A portion of New York City's Water Tunnel No. 3 is planned for construction over the next decade under the Project Area. This decades-long infrastructure project is entering its second stage, during which the water tunnel will be constructed from its current terminus on the West Side of Manhattan, south to Lower Manhattan, where it will loop around near the Manhattan Bridge and come north on the East Side to 34th Street at Second Avenue. The water tunnel project includes a shaft site, which would be in operation in the Hudson Yards area by 2010. The site is in Caemmerer Yard at West 30th Street and Tenth Avenue. An easement provides a roughly 146,000-square-foot area to serve as a staging area for the excavation and construction project. On completion, scheduled for 2008, shaft access would be permanently secured by an easement for 8,250 square feet over the shaft site.

h) Eleventh Avenue Viaduct

The New York City Department of Transportation (NYCDOT), as part of a program to assure the seismic stability of structures under its jurisdiction, intends to either renovate or replace the Eleventh Avenue viaduct. The timing is uncertain, but the project would be scheduled for some time after 2011. The viaduct, constructed in the 1930s as part of the West Side Improvement Program, extends southward from West 37th Street to West 28th Street in the Project Area.

i) Manhattan Greenway

The Manhattan Waterfront Greenway is a 32-mile pathway around Manhattan that ultimately would provide cyclists, joggers, and pedestrians with a continuous route that would include over 23 miles of waterfront pathways and facilities access to over 1,500 acres of parkland throughout the borough. The greenway builds on recent efforts to transform a long-ignored waterfront into a green attraction for recreational and commuting uses. The first phase of the Manhattan Waterfront Greenway, completed in 2003, connected existing waterfront esplanades, created new waterfront pathways, and where necessary, established on-street routes that serve as interim links between the waterfront paths. From West 59th Street to Battery Park Place, the greenway runs between Route 9A and Hudson River Park. Along this area, the greenway is a 36-foot separated-use path with a planted raised buffer between greenway users and vehicles. A greenway path continues north to Dyckman Street in upper Manhattan.

2. Other Important Zoning and Land Use Changes

a) Lower Manhattan Reconstruction

In response to the destruction of the World Trade Center on September 11, 2001, agencies at all levels of government have been mobilized for the rebuilding of both the transportation infrastructure and the mixed-use community at and around the World Trade Center site. The Lower Manhattan Development Corporation (LMDC) was created as a subsidiary of ESDC to coordinate the rebuilding and revitalization of Lower Manhattan. As such, the agency is directing planning for a World Trade Center memorial and for other land uses on the World Trade Center site. It is anticipated that the commercial and retail components of the plan will be constructed and occupied by 2015. While independent of each other and focused upon development within different time-frames, both the Lower Manhattan effort and the Hudson Yards proposal are initiatives to provide growth opportunities within Manhattan, and both are needed to capture Manhattan's share of projected economic growth.

In addition to development planning, there are four major initiatives to restore and enhance the transportation infrastructure in Lower Manhattan: a permanent WTC-PATH Terminal, the Fulton Street Transit Center, Route 9A Alternatives Analysis, and a new terminus for the Nos. 1 and 9 subway lines at South Ferry.

b) Expansion of Other CBDs

In an effort to accommodate anticipated growth in population and employment citywide, the DCP has developed strategies for three CBDs outside of Manhattan: Long Island City, Downtown Brooklyn, and Jamaica Center. In general, all three areas can accommodate additional commercial and residential development, but the commercial development would differ from that of Manhattan CBDs. These CBDs would not compete with development in the Hudson Yards area. In Brooklyn and Queens, the focus would be on providing space for back-office functions or for more borough-centered commercial and institutional uses. The expansion of these CBDs would respond to the need to accommodate anticipated growth in Brooklyn and Queens. NYMTC has forecast that Brooklyn would see the addition of 59,700 jobs and 64,100 residents from 2000 to 2025; for Queens these figures would be 83,100 jobs and 108,000 residents. These projections are over and above those for Manhattan. The development strategy for each CBD is as follows:

Long Island City

In its 1993 study for Long Island City, *Long Island City, A Framework for Development*, the DCP identified central Long Island City as a growth area with strong potential for office, retail, and residential development. The study led to several zoning actions and, in 2001, a rezoning of 37 centrally located blocks in the area. Specifically, the Special Long Island City Mixed-Use District

was established, with three subdistricts: Hunters Point, Court Square, and Queens Plaza. The rezoning focused on the Queens Plaza area, which is Long Island City's core. The new zoning would facilitate commercial development at increased densities and allow new residences to mix with commercial and light industrial businesses, which are already allowed. The goal of the zoning is to foster reinvestment and redevelopment that takes advantage of Long Island City's excellent mass transit access and its supply of large, underdeveloped properties. The FEIS for the project predicted that, by 2010 with the rezoning, the projected development would generate approximately 300 new housing units and 5 million square feet of office space (in addition to the 1 million square feet anticipated to be built in the Court Square Subdistrict independent of the proposed actions), plus about 250,000 square feet of upgraded space, additional retail, including a destination store, and a new large institutional use, such as a school.

Working with other City agencies, the DCP is also developing several initiatives to improve Long Island City's infrastructure and physical appearance. These initiatives include: recommendations to improve vehicular flows and movements, enhance pedestrian safety, and improve the streetscape in Queens Plaza; identification of potential sites for public park land; and improvements to unused City-owned property, such as land adjacent to the Queensboro Bridge upper deck ramp and street ends along the Sunnyside Yard.

Downtown Brooklyn

The Downtown Brooklyn Development project will create opportunities for stimulating and integrating commercial, academic, cultural, and residential development in the Downtown Brooklyn area. The goal of the project is to reinforce Downtown Brooklyn's role as a regional central business district, build on the success of previous development efforts that have retained and attracted companies in New York, strengthen the linkages between the area's commercial core and surrounding residential neighborhoods, create a strong and diverse retail market, expand residential communities and existing academic and cultural facilities, create public amenities, and significantly add to the City's economic base.

The Downtown Brooklyn Development project includes a number of public actions, such as rezoning approximately 28 blocks in Downtown Brooklyn, modifying the Special Downtown Brooklyn District, modifying and extending the existing Urban Renewal Plans, and mapping and demapping streets in order to create a stronger downtown commercial district with transitional zones to neighboring residential communities. The rezoning would increase allowable commercial, residential, and community facility FARs in the downtown core and along its edges. The Downtown Brooklyn Development project seeks to integrate the various land uses found in the project area (i.e., commercial, retail, institutional, academic, residential, and public space) and introduce a unifying urban design vision for Downtown Brooklyn. The Downtown Brooklyn Development project is projected to stimulate approximately 6.7 million square feet of new development, including 4.5 million square feet of office space, 979,000 square feet of residential use (approximately 979 units), 939,000 square feet of retail, and 260,000 square feet of community facility/cultural space.

Jamaica

Downtown Jamaica is the historical CBD for the central portion of Queens and has long provided downtown shopping and employment opportunities. It is well served by NYCT and LIRR. Jamaica is the hub for LIRR service system-wide and is the administrative and operations headquarters for the railroad.

The Jamaica CBD languished in the 1950s and 1960s and lost its retail preeminence with the development of nearby Nassau County shopping centers. Extensive urban renewal and redevelopment initiatives have been focused on Jamaica since the late 1960s. This has included creation of the Greater Jamaica Development Corporation (one of the first such local development

corporations in New York City) and efforts to use its vital transportation links as a focal point to attract new public and private development opportunities. The combined efforts have most recently resulted in major new investments, such as the 1989 Federal Office Building, redevelopment of the York College campus, the Archer Avenue subway extension, a new civil court complex, the U.S. Food and Drug Administration's northeast headquarters, and most notably, the JFK AirTrain that connects the LIRR and NYCT with the nearby airport. Most recently, the DCP initiated a rezoning effort for some 415 blocks in and around Jamaica Center. The effort is aimed at modernizing the 40-year-old zoning that is in place and seeking to maximize private redevelopment opportunities along the key corridors of the Jamaica area.

3. Transportation Projects

A number of transportation projects have been identified to improve access to and from Manhattan and in the region in general. These projects offer significant improvements to connections within and around Manhattan. All of the current and planned transportation projects clearly demonstrate City, State, and regional efforts to strengthen the existing transportation system.

a) LIRR East Side Access

The LIRR East Side Access Project would provide a direct connection to Grand Central Terminal for LIRR commuters and thus would relieve congestion at Penn Station. It would link LIRR's Main Line and Port Washington Branches to the lower level of the existing 63rd Street Tunnel. A new tunnel in Manhattan would bring trains directly from 63rd Street to new tracks and platforms below the existing lower level of Grand Central Terminal. The project also includes construction of additional passenger circulation elements at Grand Central Terminal and its subway station as well as a new LIRR station in Sunnyside, Queens.

In March 2001, the Federal Transit Administration (FTA) and MTA issued a FEIS for the East Side Access Project. The FTA issued a Record of Decision for the project in May 2001, which signifies that all environmental work is complete and the project is eligible for continued federal funding and support. In February 2002, FTA approved the start of the project's final design. The first element under construction is Highbridge Yard in the Bronx, where work began in fall of 2001. The project's full completion is planned for 2012.

b) Metro-North Penn Station Access MIS/DEIS

Metro-North Railroad (MNR) is conducting the Penn Station Access Major Investment Study/DEIS to examine alternatives for improving access between the MNR service area east of the Hudson River and Penn Station. This study's conclusions and the parameters of any future project it might recommend are not known at this time.

c) Access to the Region's Core (ARC)

NJ Transit (NJT), in partnership with the Port Authority, is preparing a DEIS for a series of commuter rail improvements, called Access to the Region's Core (ARC), in the vicinity of Penn Station, New York. Construction of these improvements is scheduled to occur between 2006 and 2014. The improvements include early action improvements within Penn Station, which will be advanced first, plus larger projects that will take longer to build. These improvements will provide a one-seat ride for a large number of travelers from Bergen County in northern New Jersey and Orange and Rockland Counties in New York State to Penn Station. They will also provide capacity for further growth in the future, including the proposed development in Hudson Yards. The ARC project will also help the region meet the air quality standards under the Clean Air Act.

The ARC project includes track improvements in New Jersey, a new two-track tunnel under the Hudson River, and a new six to eight track station under West 34th Street between Sixth and Eighth Avenues. When funded, ARC's early action improvements would allow longer trains in Penn

Station, speedier access and egress to and from the station for passengers, and speedier movement of trains into and out of the station. These early action improvements will expand the station's capacity by about four trains during the peak hour by 2010. They will also enhance access between Penn Station and the proposed Moynihan Station for NJT riders. The other proposed improvements, including the new tunnel and station deep under West 34th Street, could allow NJT to handle twice the 23 trains being accommodated today during peak hours.

d) Second Avenue Subway

The MTA issued a Supplemental Draft Environmental Impact Statement (SDEIS) for the Second Avenue Subway in April 2003 and held a public hearing to solicit comments in May 2003. The FEIS was issued in April 2004. A Record of Decision for the project was issued in July 2004. This is a significant milestone in realizing the proposed subway—a full-length subway line extending 8.5 miles from 125th Street downtown to the Financial District. The project has been part of long-range planning in the City since it was first proposed in 1920. The goal of the Second Avenue Subway is to improve mobility on the East Side of Manhattan, including the reduction of overcrowding and delays on the Lexington Avenue subway. The MTA's 2000-2004 Capital Program included \$1.05 billion for the project. The MTA proposed 2005-2009 Capital Program includes the remaining funding needed for the first phase of the Second Avenue Subway.

e) Cross Harbor Freight Movement Project

The NYCEDC, as project sponsor, in coordination with the Federal Highway Administration (FHWA) and the Federal Railroad Administration (FRA) as joint lead agencies, has completed a DEIS to assess improvements to freight movement across the Hudson River between northern New Jersey and New York City. The DEIS contains findings of the refined engineering, environmental, and market analyses of the cross harbor rail freight service alternatives. The range of alternatives includes operating improvements for more efficient float operations, the potential construction of a new rail yard in Maspeth, Queens, improvements to rail infrastructure that would include increasing clearance heights along LIRR's Bay Ridge Branch and Montauk Branch, and construction of a rail freight tunnel under New York Harbor.

f) XBL-II Study

The Port Authority of New York and New Jersey (PANYNJ) is studying the potential development of a second contra-flow exclusive bus lane (XBL) between the New Jersey Turnpike and the Lincoln Tunnel. The existing XBL, which is currently operating at or near capacity during peak travel periods, carries over 1,600 buses and serves more than 60,000 passengers during the AM peak travel period and is a critical link in the region's transportation system. The study includes the evaluation of measures to more efficiently process the resultant increased number of buses through the Lincoln Tunnel and at the Port Authority Bus Terminal.

4. Regional Transportation Planning

a) Regional Transportation Plan: Mobility for the Millennium

The NYMTC, in cooperation with state and local transportation agencies, is responsible for the development of a Regional Transportation Plan (RTP) for the New York portion of the metropolitan region. The RTP, *Mobility for the Millennium, A Transportation Plan for the New York Region*, most recently updated in 1999, identifies issues and lays out long-range transportation goals and objectives for the region's transportation system to be achieved by 2020. The RTP is currently being updated to reflect a 2025 planning horizon.

b) MTA Long-Range Planning Framework

The MTA has developed the Long-Range Planning Framework to create a unified program of improvements to its subway and commuter rail systems. These improvements are aimed at alleviating overcrowding, reducing travel time, improving connectivity between the rail and subway lines, providing high-quality service, and extending service to underserved areas. This effort recognizes that although a current map of the region's subway and rail lines would show little difference from one produced a half-century ago, the areas and the passengers that they serve have seen tremendous change. In the expectation of continued changes in this century, the MTA has begun examining how its network can be expanded and adapted to meet long-term access and mobility needs of the region. Ease of transportation is essential to support economic growth and productivity and to keep the region as a good place to live and work. To this end, the MTA and its operating authorities, in coordination with the FTA and other agencies, as appropriate, are undertaking these coordinated but independent studies, including those described above.

All these initiatives are being coordinated through the MTA Long-Range Planning Framework Group, which consists of study managers and key staff from the MTA and its subsidiaries, LIRR, Metro-North, and NYCT, and additional input from the NYMTC, the Port Authority, and the DCP, as appropriate. In particular, the group has worked to ensure that the same assumptions for such items as regional forecasts, current and future levels of transit service evaluation, the future shape of the regional transit network, and common evaluation criteria are used. Although these projects currently in the planning phases would be part of the region's overall transportation system, they are independent actions. Each has its own purpose and need, each is subject to its own assessment and alternatives evaluations, and each can be built without affecting decisions to build any other proposed projects.

c) New York State Air Quality Implementation Plan (SIP) and Transportation Improvement Plan (TIP)

The Clean Air Act requires each state to prepare a State Implementation Plan (SIP) demonstrating attainment of the National Ambient Air Quality Standards (NAAQS). The Act also requires comprehensive plan revisions in areas that do not meet NAAQS for one or more pollutants. In the New York City region, pollutants that exceed standards or may exceed standards are ozone and particulate matter (PM₁₀ and PM_{2.5}). In addition, although the City now meets standards for carbon monoxide (CO), regulations require that a maintenance plan be established to ensure continued compliance. The SIP contains a CO maintenance plan and measures to reduce levels of other non-attainment pollutants.

The NYMTC has prepared a regional transportation plan (RTP) and a transportation improvement program (TIP) for the region. The NYMTC, the FHWA, and the FTA determined that the most recent Long Range Transportation Plan (LRTP) and TIP (1999) conformed to the SIP. However, the conformity requirements limit the conformity status of a TIP and LRTP to a maximum of three years for nonattainment and maintenance areas. Thus, the conformity determination for the LRTP, approved in September 1999, was set to lapse in October 2002. However, due to the World Trade Center destruction on September 11, 2001, and the resultant loss of the NYMTC's files containing regional transportation and air quality data, combined with the major changes to the downtown mass transit system, the conformity requirements for the New York City metropolitan area have been temporarily waived until September 30, 2005, pursuant to Public Law 107-230 enacted October 1, 2002.

Components of the current TIP that would affect the Project Area are described below.

NYCT Projects

NYCT's planned capital improvements in the current TIP continue to address the fundamental long-term need to restore and enhance infrastructure and facilities. A wide variety of improvements are planned, most of which are aimed at maintaining the system in a good state of repair. Such investments include subway and bus fleet replacement, station enhancements (including the second phase of the Times Square station reconstruction), track and equipment upgrades, and possible network expansions.

LIRR and Metro-North Projects

LIRR and Metro-North will continue to upgrade their vehicles and systems with the purchase of new rolling stock; track, structures, and signals upgrades; station rehabilitation; and power systems improvements. In addition, LIRR will proceed with construction of the LIRR East Side Access Project and will continue with upgrades to Penn Station. Metro-North will continue its study of direct access to Penn Station.

NYCDOT and NYSDOT Projects

The NYCDOT, the DCP, the NYSDOT, and other agencies regularly establish transportation improvement studies. As identified in the State's TIP, such projects include regional mobility improvements, such as pedestrian circulation and transit access enhancement, intersection improvements, ferry service enhancement, freight and delivery service options, truck route management, and congestion pricing options for reducing congestion in the Midtown CBD. ❖