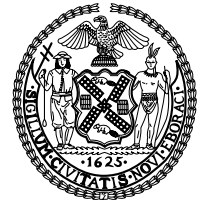


Far West Midtown

A Framework for Development



The City of New York
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EXECUTIVE SUMMARY

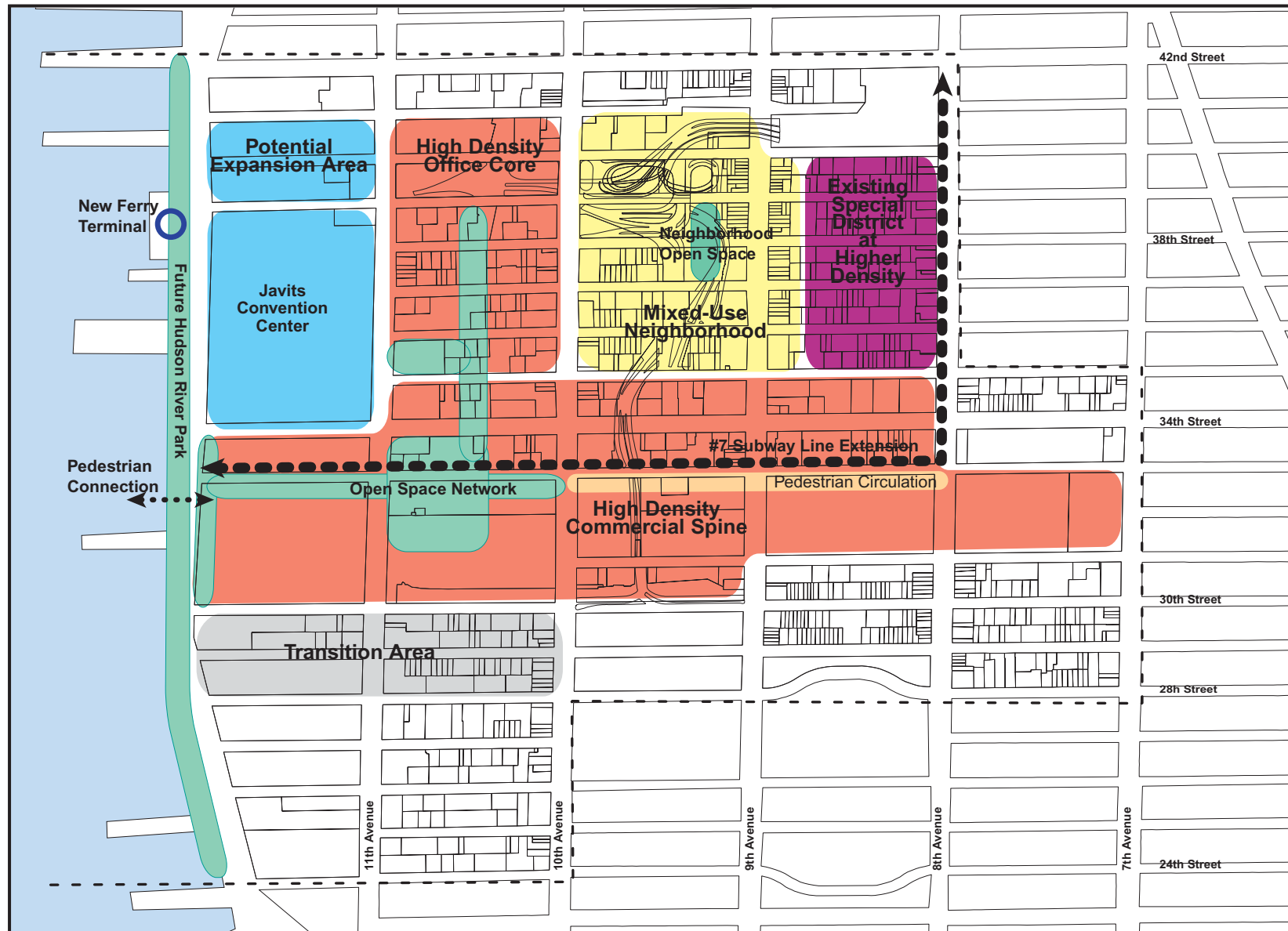
The redevelopment of Far West Midtown offers an extraordinary opportunity to meet the City's need for an expanded central business district. Together with the reconstruction of Lower Manhattan, the redevelopment of Far West Midtown would provide the expansion space the City's prime office users will need as the City's economy rebounds, spreading economic benefits throughout the City and region. With proper planning and investment, Far West Midtown would be a transit-oriented, pedestrian-friendly urban central business district, with office, hotel, entertainment, exhibition, and retail space that would be accessible to, and integrated with Midtown, while strengthening the City's tax base and providing new housing and public parks in an environmentally beneficial manner. Moreover, the value that would be created by the redevelopment of Far West Midtown, and the tax revenues it would generate, would permit the financing of the needed public investment without impinging on public funds needed elsewhere in the City.

This *Framework* establishes a plan for the revitalization, over the next two decades, of this critical but long-neglected area of Manhattan, through areawide infrastructure investments and zoning changes that reflect the growth potential of the area, and through innovative strategies for financing and implementation. An extension of the Number 7 Subway line to Far West Midtown, the first subway construction since the 1930's intended specifically to open new areas to development, is the key to ensuring that the area's infrastructure supports the projected new development.

Far West Midtown Today

Far West Midtown covers an area of 59 blocks. On its eastern edge are some of the City and region's best transportation infrastructure including Pennsylvania Station, the Port Authority Bus Terminal, and Eighth Avenue subway lines, as well as large commercial uses, including Madison Square Garden, the Penn Plaza office buildings, and major Post Office facilities. West of Ninth Avenue, the area exists today largely as a diverse collection of monumental structures, railway lines, the MTA Rail Yards, approaches for the Lincoln Tunnel, low-rise industrial buildings, and open lots used for parking and bus storage. The Javits Convention Center sits isolated at the extreme western edge. Apartment buildings are significant along West 42nd Street and the 34th Street corridor east of Tenth Avenue, and tenement buildings interspersed with parking lots predominate on Ninth Avenue and the midblocks to the west. Overall, though, the area has a relatively low residential density, with approximately 6,300 residences, only 150 of which are west of Tenth Avenue and south of West 41st Street.

Intended to reflect the area's historic role as a warehouse, supply and distribution center for moving goods from the west side waterfront to the rest of the City, the predominant low- and medium-density manufacturing zoning west of Ninth Avenue remains largely unchanged since it was first put in place over 40 years ago. This outdated zoning, coupled with poor mass transit and commuter rail access in the western portion of the area, has contributed to the area's economic stagnation.



Conceptual Development Framework

Issues and Opportunities

To remain competitive in the world marketplace, the City needs to provide for office growth and development. Even before the City lost over 13 million square feet of office space in the September 11 attack on Lower Manhattan, land was needed to add an estimated 60 million square feet of office space in Manhattan over the next 20 years. In addition, the City has an opportunity to accommodate new sports and entertainment facilities, create new housing and open space, and expand the Javits Convention Center facilities. Far West Midtown provides a unique opportunity to meet these future demands, making the world's greatest city even greater, and finally realizing the untapped potential envisioned in building the Javits Convention Center.

The area is contiguous with Midtown's western border and is the only large, underutilized area where Midtown can expand without encroaching on densely built-up residential communities. In addition to rebuilding Lower Manhattan, providing for the expansion of Midtown represents the best opportunity to meet the City's long-term need to develop office space to serve as headquarters for financial and advanced business services firms. The planned extension of the Number 7 Subway line will ensure that all of these opportunities connect with the City and region's transportation network, providing direct access to Pennsylvania Station, the Port Authority Bus Terminal, Grand Central Station and all of Midtown's north-south subway lines. With the appropriate infrastructure investments, the City can create a Central Business District (CBD) environment designed with 21st century sensibilities in mind: environmentally sustainable with convenient and seamless

transit access that would connect Midtown to a revitalized waterfront, and provide sorely needed neighborhood and regional open space. New housing can be integrated into the area and help alleviate the chronic housing shortage in Manhattan. Far West Midtown also presents an opportunity to transform what has been for decades a transitional area without a strongly defined urban character or open space of any significance.

The area also presents considerable planning challenges that must be addressed as part of a comprehensive plan. While the ability to provide additional public transit service is critical for creating and sustaining significant new development, future plans must also address traffic congestion around the approaches to the Lincoln Tunnel, ensure safe and easy pedestrian circulation throughout the area, and accommodate necessary parking and vehicle storage facilities as they are displaced by redevelopment.

Framework for Development

The *Framework* designates six distinct areas within Far West Midtown, each with its own unique characteristics, for redevelopment at different densities and mix of uses. These six areas would be knitted together through a combination of new open space, urban design controls, and streetscape improvements to create a strong definition for the area. Under today's zoning, only seven million square feet of new development is projected over the next 20 years. In conjunction with new transportation facilities, over the next 20 years the area would be transformed with up to 30 to 40 million square feet of new offices, hotels, housing, and expanded exhibition and sports facilities, as well as new and

improved neighborhood and regional open space with direct pedestrian connections to the Hudson River Park.

Superblock and 34th Street Corridor: High Density Commercial Spine

Extending from the existing Pennsylvania Station west to the Javits Convention Center and Route 9A, generally between West 30th and West 35th streets, this corridor presents one of the best opportunities for large scale development due to its central location, the presence of the large sites created by the superblocks and MTA Rail Yards, and the extension of the Number 7 Subway line.

This corridor would be the commercial spine of Far West Midtown, tying the area to Midtown Manhattan and a newly developed commercial center across from the Javits Convention Center. This commercial spine could accommodate about 25 million square feet of new development over the next 20 years. The superblock between Eleventh Avenue and Route 9A could be the location of a multi-use sports and exhibition facility, as proposed by the NYC 2012 Olympics organizing committee, providing a stadium for the Olympics, if the City's bid is successful, and potentially the New York Jets, as well as additional space for the Javits Convention Center. If no stadium is built, the superblock could accommodate additional commercial space.

New regional open space would be a precondition for development atop the MTA Rail Yards. This new park would be reached by a green pedestrian corridor extending from Midtown along West 33rd Street, which would continue across Route 9A to the new Hudson River Park.

Tenth to Eleventh Avenue Corridor: High Density Office Core

This area is envisioned as the second leg of a high-density commercial office core with new open space serving the Javits Convention Center and office workers. Together with the new commercial spine formed by the superblock corridor, these areas would help realize the potential envisioned for the area at the time the Javits Convention Center was built. The absence of significant residential uses between Tenth and Eleventh Avenues and the large amount of vacant and underutilized land would facilitate the assemblage of development parcels to accommodate large-scale development. Up to eight million square feet of office and hotel development at 15.0 FAR are projected to be built in this area over the next 20 years.

As the front door to the Javits Convention Center, the development of the Eleventh Avenue blockfronts would be a strong defining point of the area. A variety of building types with ground floor retail and other active uses would enliven a newly landscaped tree-lined corridor, and the Javits Plaza at West 35th Street across from the Javits Convention Center would be expanded and redesigned with greenery. A midblock promenade extending north from the new regional open space atop the MTA Rail Yards to West 39th Street would provide the relief of green spaces in a dense urban environment. This promenade would be enlivened through outdoor cafes, seating areas, wide pedestrian paths and landscaping.

Ninth to Tenth Avenue Corridor: Mixed-Use Neighborhood

This mixed-use area already contains 1,700 housing units along Ninth Avenue and on the midblocks to the west. The plan removes the prohibition on residential development west of Ninth Avenue and encourages new mixed-use development and neighborhood open space to strengthen the residential community and provide an appropriate transition to the proposed high density office uses to the west. This area would also be enhanced by decking over portions of the Lincoln Tunnel Expressway to create neighborhood parks with playgrounds and recreation facilities to serve local residents.

28th to 30th Street: Transition Area

This area contains low-intensity industrial, commercial, and arts-related uses. The plan proposes a modest increase in permitted density and a continued prohibition on new residential development, to accommodate CBD support uses and provide a transition between future high-density uses to the north on the MTA Rail Yards, and continued moderate intensity uses to the south in Chelsea.

Garment Center Area: Existing Special District at Higher Density

This portion of the Garment Center, the midblocks between Eighth and Ninth avenues from West 35th to West 41st streets, contains a mix of loft buildings with garment-related uses predominating, and parking lots. The plan retains the Special Garment Center District, while increasing the permitted density from 5.0 to 10.0 FAR to better reflect the built character of the existing industrial lofts and to encourage new

office development on infill lots.

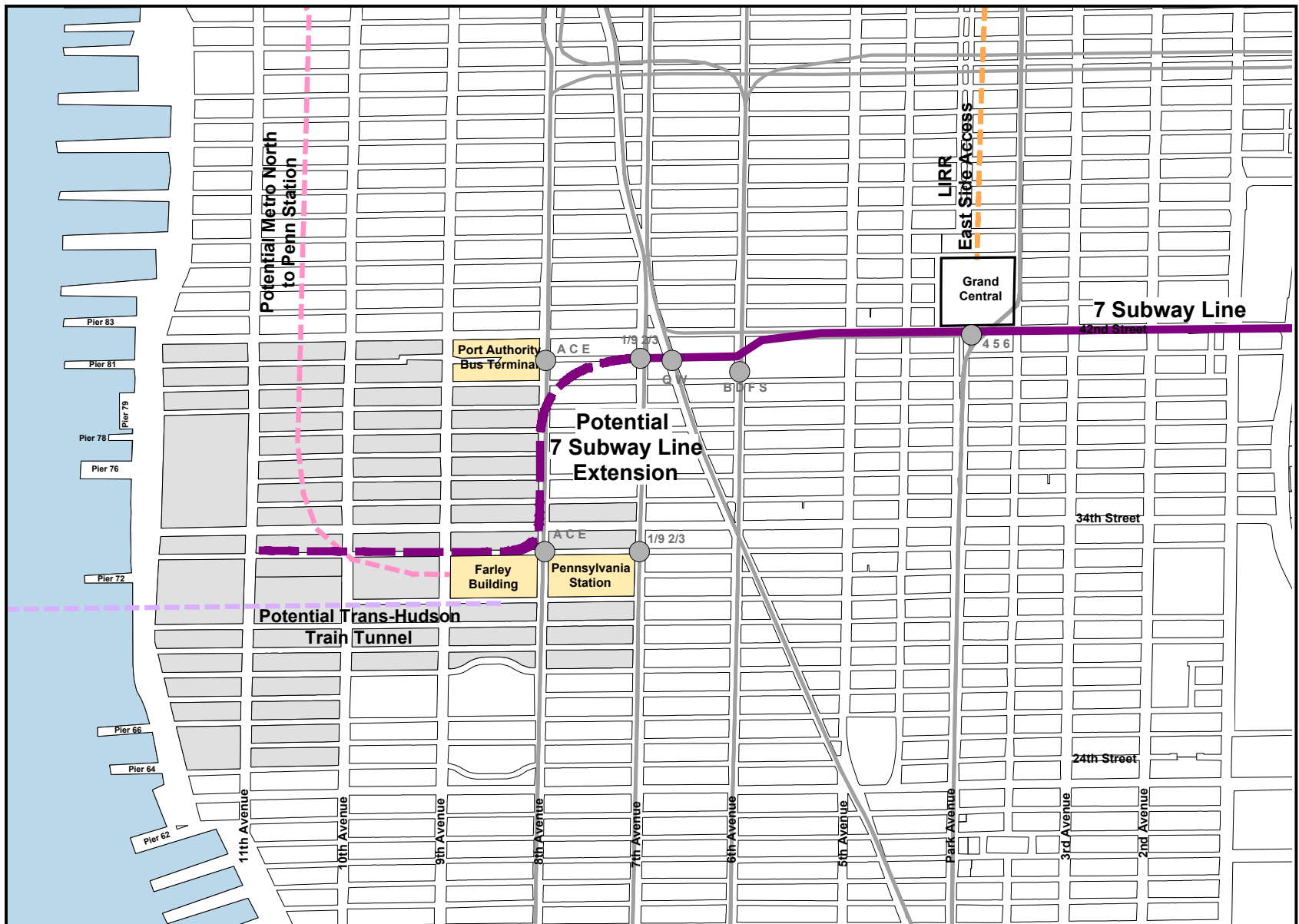
Convention Center Area: Potential Expansion Area

Extending north from the existing Javits Convention Center, the manufacturing zoning would be retained to allow for the expansion of the Javits Convention Center or for additional CBD support uses. The Javits Convention Center recently purchased the block to its immediate north in anticipation of expansion. Expansion as far north as West 41st Street, which would require the relocation of the MTA West Side Bus Depot, could remake the Javits Convention Center into a world class venue for exhibitions, and fulfill its role as an important draw in a revitalized Far West Midtown. As noted above, the Javits Convention Center could also expand to the south as part of a multi-use exhibition and entertainment facility.

Transportation Improvements

To help realize the vision for Far West Midtown, the *Framework* lays out a comprehensive program of transportation improvements. While the most critical component is the extension of the Number 7 Subway line, a number of physical improvements at existing subway stations, such as new entrances, stairway widenings and platform construction, are recommended to accommodate the expected increase in subway riders. More frequent bus service would also be required.

A number of physical improvements and traffic operation measures are also identified to ensure that congestion issues are addressed in a coherent and rational way. Traffic flow and pedestrian movement and safety would be improved through



Proposed Large Scale System Improvements

changes in signal timing, lane channelizations, signal phasing and re-stripping as part of a comprehensive program of traffic operational improvements. Regulatory changes would modify parking regulations to provide additional capacity for moving vehicles, and physical improvements such as the widening of certain streets and new pedestrian circulation spaces would also be provided.

One of the consequences of redevelopment is the potential loss of spaces in public parking lots that serve existing residents and businesses in the area and the CBD to the west. While mass transit improvements will be paramount in Far West Midtown, the plan would replace and supplement displaced spaces by requiring on-site parking as a component of new development. One or more off-street bus storage facilities are also proposed to replace the loss of bus storage resulting from redevelopment of bus storage lots and the elimination of on-street bus parking.

Implementing the Plan

Several steps are proposed to immediately move forward and make this plan a reality. Recognizing that the City, the MTA and the Port Authority face constraints on their capital budgets, which have been exacerbated by the events of September 11, the implementation program incorporates innovative financing strategies to ensure that infrastructure improvements are financed and made as redevelopment proceeds. Of the major infrastructure elements identified in the *Framework*, extension of the Number 7 Subway line is the most critical. The MTA and the Department of City Planning will undertake a joint environmental review that will examine both the subway extension and the rezoning plan. Other key

infrastructure improvements include new public open space and waterfront access, replacement parking and bus storage facilities, and street, subway, and pedestrian improvements. Potential financing strategies would ameliorate the burden of these improvements on existing public agency capital programs by creating a financial linkage between the proposed zoning density increases in Far West Midtown and the provision of needed infrastructure. A new special zoning district with zoning map changes would incorporate new density, use and urban design controls, as well as certain on-site amenities and a capital financing mechanism.

Special Purpose Zoning District

In conjunction with public discussions to refine the *Framework* for Far West Midtown, the Department would draft new special district regulations to achieve development and urban design objectives; mandatory on-site improvements such as pedestrian circulation space and publicly accessible open space; streetscape improvements; special regulations concerning parking and loading; and required elements to be included in the redevelopment over the rail yards, such as open space and pedestrian connections. Appropriate zoning map changes would be proposed in conjunction with new special district controls.

Financing and Infrastructure Strategies

Two potential financing strategies, which are not mutually exclusive, are summarized below:

Tax Increment Financing

The City would propose state legislation permitting it to dedicate a portion of the incremental property taxes resulting

from development in the area to reimburse the debt service on bonds for capital improvements serving the area. This strategy involves designating a Far West Midtown Improvement District and developing a District Improvement Plan specifying infrastructure improvements to be funded.

Zoning Bonus Strategy

The Far West Midtown Improvement District would also be designated and a District Improvement Plan developed. The special zoning district would permit the current base FAR as-of-right. Increased densities (zoning bonus) would be permitted only in conjunction with a monetary contribution to the district improvement fund, which would provide reimbursement for the plan's capital expenditures, support general obligation bonds, or fund capital expenditure directly.

Under both strategies, consideration should also be given to dedicating revenues from the sale of MTA and Port Authority development rights to capital expenditures supporting the District Plan.

Many of the steps for implementation can proceed simultaneously. Environmental work for the Number 7 Subway line extension, including route selection and preliminary engineering, and on proposed land use and density changes, can begin immediately and could be completed in approximately three to four years. Public discussion on the *Framework* would take place over the next year. At the same time work can start on drafting new special zoning district regulations and evaluating financing proposals. Zoning changes would be considered for adoption following completion of the EIS with completion of the Number 7 Subway line extension between 2009 and 2012.

INTRODUCTION

Far West Midtown, the area generally located west of Eighth Avenue between West 42nd and West 24th streets, is strategically located for expanding the Midtown Central Business District, thereby providing for the future growth needs of the City's office economy. It is located adjacent to Midtown and proximate to major transportation facilities, including the Port Authority Bus Terminal (PABT), Pennsylvania Station, the Lincoln Tunnel, and the Metropolitan Transportation Authority (MTA) John D. Caemmerer Rail Yards. This area also contains major destination uses that include the Javits Convention Center and Madison Square Garden. While the area is experiencing development pressures and is poised for significant land use

change, it suffers from antiquated zoning and a lack of adequate transportation infrastructure which prevent the realization of the area's full potential.

This study was undertaken to investigate the opportunities for land use change and future growth in conjunction with strategies to reinforce and expand mass transit and commuter rail access in the area. The study analyzes transportation, zoning, and infrastructure constraints, documents existing land use and economic activity, and identifies land use and economic trends. Based on an assessment of critical issues and opportunities, the study establishes both a framework for the future development of the area and an implementation strategy. The study, completed prior to the attack on the World Trade Center, assumes that the findings and conclusions of the study remain valid.



Study Area from West 28th Street

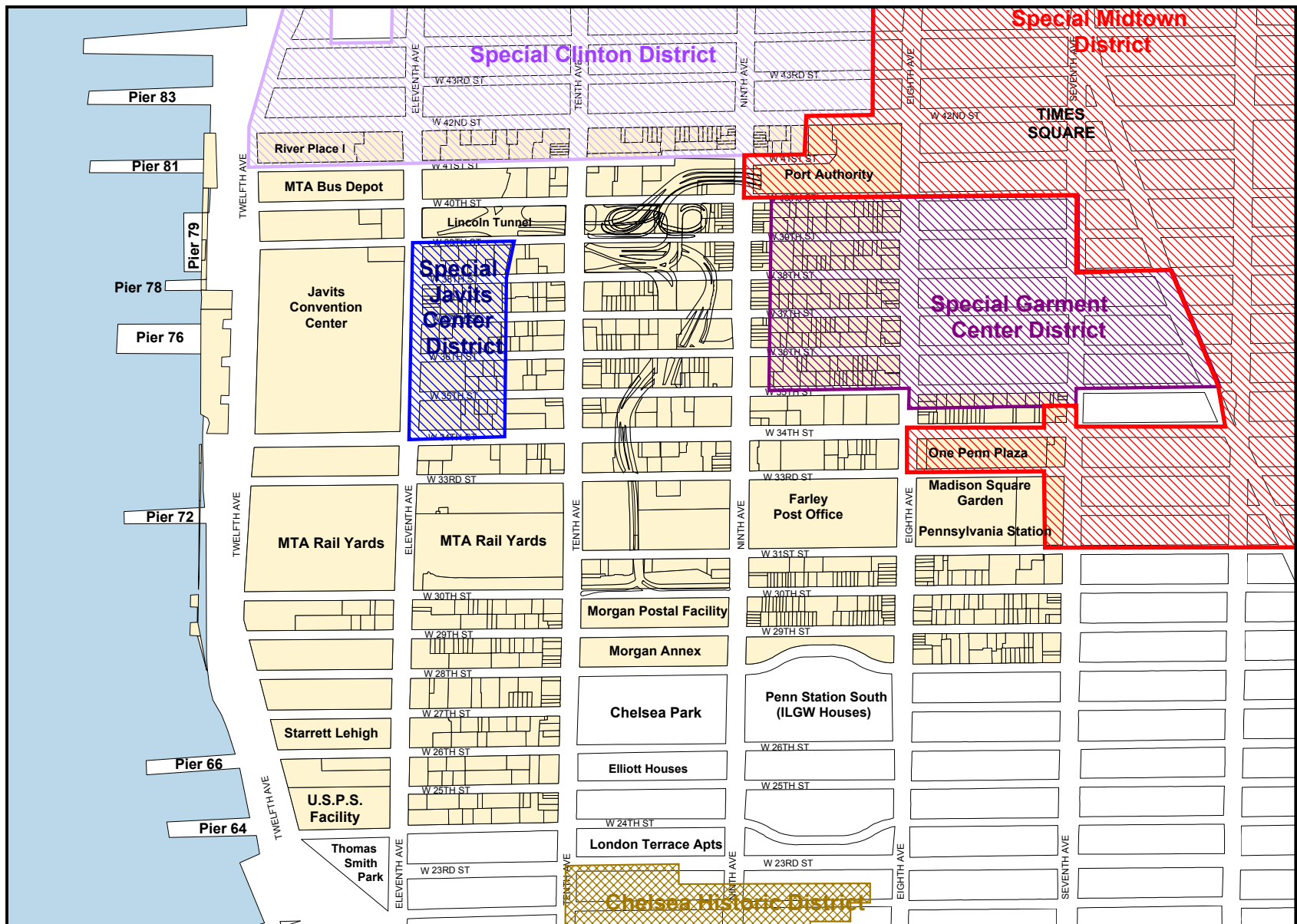


Figure 1: Areawide Context

This study focuses on a 59-block area bordered by West 24th and West 28th streets on the south, the Hudson River on the west, West 42nd Street on the north, and Seventh and Eighth avenues on the east. The study area lies almost entirely within Community District 4, except for the portion east of Eighth Avenue which is in Community District 5.

The eastern boundary incorporates the PABT, and Pennsylvania Station, Madison Square Garden (MSG) and the western portion of the Garment Center. To the west the boundary encompasses the Javits Convention Center and Hudson River Park which is under construction. The northern boundary overlaps the West 42nd Street Perimeter Area of the Special Clinton Preservation District, and the southern boundary at West 24th Street is coterminous with a Special Mixed Use District adopted in 1998 as part of the Chelsea Rezoning.

Funding for the study was provided by the New York Metropolitan Transportation Council. In addition to this document, a comprehensive transportation study, *Far West Midtown Transportation Study*, analyzed a larger study area. The findings of the *Transportation Study* are summarized within this report.



West of Tenth Avenue looking from West 26th Street



EXISTING CONDITIONS

The Department of City Planning produced a comprehensive existing conditions report for the New York Metropolitan Transportation Council (NYMTC) in April 2000. That report contained detailed information regarding zoning, land use, built character, employment, and transportation. The following is a summary of the report's key findings.

Physical Conditions

Beginning as part of the marshy river banks of the Hudson River, this area on the western edge of Manhattan has undergone a succession of distinct transformations over the last four hundred years. Developed into farm land in the eighteenth-century and subsequently transformed into a thriving freight yard in the mid-nineteenth-century, the study area exists today as a diverse collection of monumental structures, railway lines, storage yards, and approaches for the Lincoln Tunnel.

Zoning

New York City's first zoning regulations in 1916 delineated three use groups: business, residential, and unrestricted. The study area was zoned predominantly unrestricted with the majority of the area occupied by industrial uses, such as freight distribution, lumberyards, warehouses, and rail yards. Several blocks around Pennsylvania Station and directly to its north were designated as business districts. Below West 30th Street between Eighth and Ninth avenues was the only zoned residential district.

The zoning remained substantially unchanged until the adoption of the 1961 Zoning Resolution, which mapped manufacturing districts in much of the area which was unrestricted and the prior commercial and residential districts remained unchanged. There have been few zoning changes in the intervening 40 years, and the area – particularly west of Ninth Avenue – continues to remain predominantly low- and medium-density manufacturing districts. Several small areas have been rezoned to commercial districts, primarily along West 42nd Street, Ninth Avenue, and across from the Javits Convention Center on Eleventh Avenue.

Currently, 70 percent of the lot area within the study area is zoned for manufacturing, 27 percent is commercially zoned, and three percent is zoned residential. The major manufacturing designations, M1-5 and M2-3 with floor area ratios (FARs) of 5.0 and 2.0 respectively are located primarily west of Ninth Avenue. Commercial designations vary, but C6-2 and C6-4 with FARs of 6.0 and 10.0 respectively are the predominant commercial districts. The only residential district is R8B with a FAR of 4.0, which is located at the southern portion of the study area in Chelsea .

The allowable FARs within the study area generally increase from 2.0 FAR along the Hudson River to 5.0 FAR at Eleventh Avenue, and 10.0 FAR east of Ninth Avenue along West 34th Street. A portion of the Special Garment Center District, located between Eighth and Ninth avenues from West 35th to West 41th streets, is zoned M1-5 and does not conform to this general trend. Other exceptions to this trend are the West 42nd

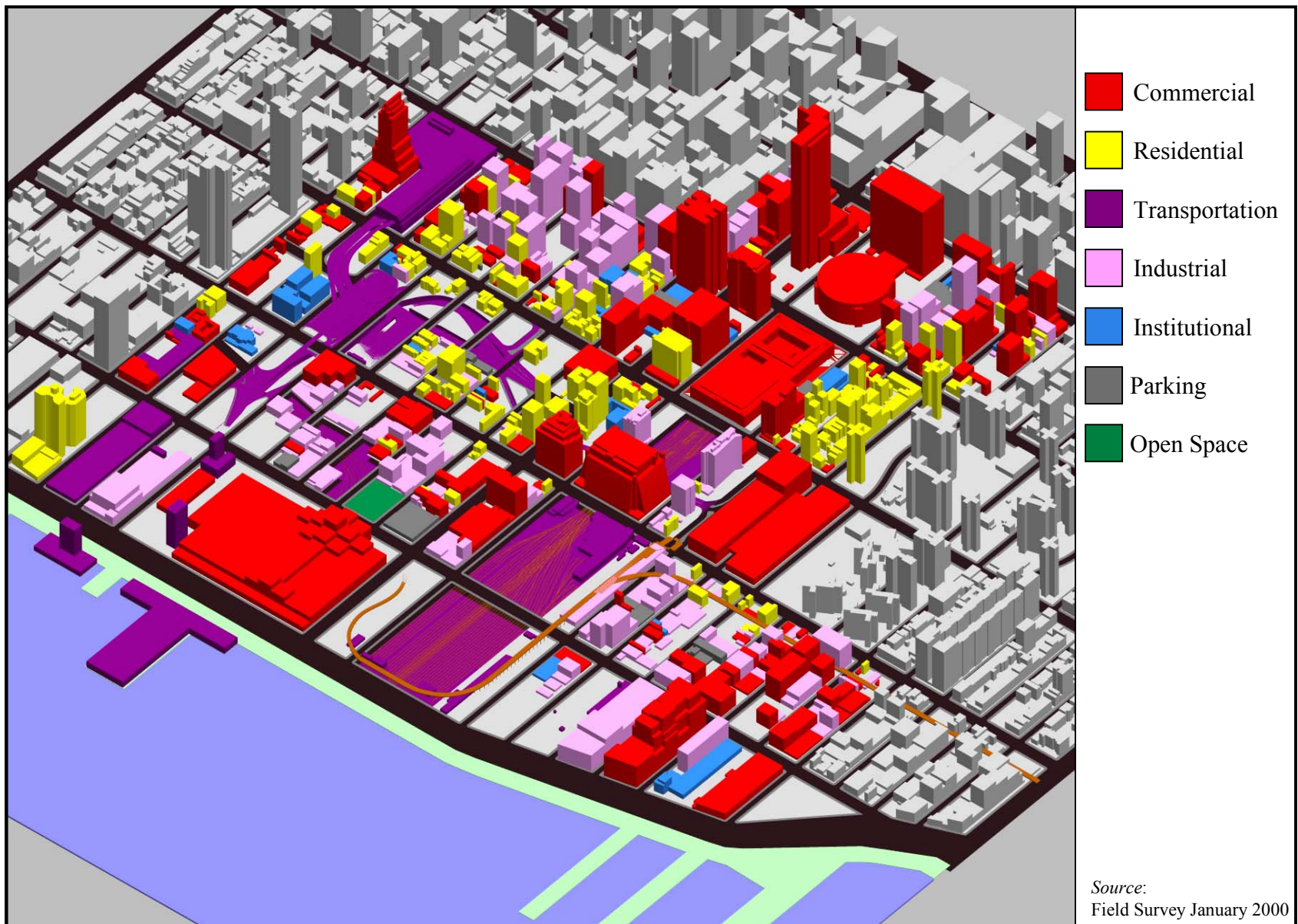


Figure 3: Primary Land Use

Street corridor, the Jacob K. Javits Special District along Eleventh Avenue, and the M1-6 areas adjacent to Route 9A at West 29th Street and on the superblock between Ninth and Tenth avenues and West 31st and West 33rd streets. These areas allow a base FAR of 10.

There are four special zoning districts that are wholly or partially within the study area:

The Special Jacob K. Javits District was adopted in 1986 to promote development across from the Javits Convention Center between West 34th and West 39th streets. It imposes specific urban design controls, including a mandatory through-block pedestrian way from West 34th to West 37th streets approximately 200 feet east of Eleventh Avenue.

The portion of the Special Garment Center District within the study area is located between Eighth and Ninth Avenues from West 35th to West 40th streets. The district includes midblock preservation areas for garment related manufacturing where conversions to office use are restricted.

The other two special districts, the Special Clinton District and the Special Midtown District, are located at the periphery of the study area.

Primary Land Use

The land uses in the study area are mainly commercial, transportation, industrial, parking and residential. Public facilities, open space, and vacant land in comparison comprise very few of the uses within this area.

Commercial uses are the most predominant both east and west of Ninth Avenue and occupy a total of 4.2 million square feet of lot area. Much of this lot area, though, can be attributed to large uses such as the Javits Convention Center, Post Office buildings, Madison Square Garden, and the Penn Plaza buildings. Besides some of these large uses, the major concentration of commercial uses are located east of Ninth Avenue and centered around Madison Square Garden and Pennsylvania Station. West of Ninth Avenue, there has been an influx of commercial and arts-related uses south of West 28th Street between Tenth and Twelfth avenues where there is a concentration of mid-rise loft buildings. The Starrett Lehigh building, which covers a full block and contains 1.8 million square feet of floor area, has been converted to predominantly commercial uses over the last few years, signifying the broader shift from industrial to commercial uses in the southern part of the study area.

Table 1: Land Uses

Land Use	West of Ninth*		East of Ninth	
	Lot Area	%	Lot Area	%
Commercial	2,592,167	32%	1,647,839	49%
Transportation/Utility	2,387,337	29%	301,422	9%
Industrial/Manufacturing	1,289,620	16%	393,629	12%
Parking/Vehicle Storage	1,102,950	14%	271,677	8%
Residential	450,592	6%	600,173	18%
Institutional/Public Facility	229,722	3%	144,771	4%
Open Space	49,375	1%	0	0%
Vacant Land	18,694	0%	12,442	0%
Total	8,120,457	100%	3,371,953	100%

Source: 1999 RPAD Data, 1999 Field Survey

*Does not include waterfront lots

Transportation and utility uses are significant west of Ninth Avenue, accounting for nearly 2.4 million square feet of lot area. The Lincoln Tunnel and its access ramps, as well as the MTA Rail Yards and other railroad cuts, account for the majority of the lot area within this land use category. The MTA Rail Yards extend both east and west of Eleventh Avenue between West 30th and West 33rd streets with each encompassing roughly 13 acres. In addition, an open rail cut leading to the yards between Ninth and Tenth avenues is just over 5 acres.

Other significant transportation and utility uses include the Consolidated Edison sites, on a full block site at Twelfth Avenue and West 29th Street and on West 41st Street between Tenth and Eleventh avenues, and the full-block MTA West Side Bus Depot located between Eleventh and Twelfth avenues and West 40th and West 41st streets. The major transportation uses east of Ninth Avenue are the Port Authority Bus Terminal at West 42nd Street and Eighth Avenue, and the below-grade Pennsylvania Station between Seventh and Eighth avenues, as well as under a portion of the Farley Building.

Industrial uses, accounting for approximately 1.7 million square feet of lot area, are concentrated in three general areas. A significant amount of apparel-related uses exist east of Ninth Avenue within the Special Garment Center District. Auto-related and storage uses are concentrated between Tenth and Eleventh avenues across from the Javits Convention Center and in the area south of West 30th Street.

Parking and vehicle storage uses account for 1.4 million square feet of lot area. These uses are primarily surface level parking lots located west of Ninth Avenue in the vicinity of the Javits Convention Center. Surface level parking lots east of Ninth Avenue are located primarily within the Garment Center.

There are approximately 6,300 residential units throughout the study area. Major concentrations of residences include the area south of West 30th Street between Eighth and Ninth avenues, the West 42nd Street corridor with recent high-rise construction, an area of tenement buildings from Ninth to Tenth avenues between West 35th and West 41st streets, and the West 34th Street corridor east of Tenth Avenue, which contains a number of large, pre-1961 apartment buildings. There is little housing – only 150 units in 19 buildings – west of Tenth Avenue from West 24th Street north to West 41st Street. A number of significant residential projects have been completed or are under construction along the West 42nd Street corridor, and on West 34th Street between Eighth and Ninth avenues. The River Place development, located on the south side of West 42nd Street between Eleventh and Twelfth avenues will contain approximately 1,800 units when completed.

There are few institutional or public facilities within the study area. These consist primarily of religious institutions, and fire and police stations. While there is almost no vacant land within the study area, there is a significant amount of land without major improvements used primarily for parking and storage.

The major open space in the area is the planned Hudson River Park that will extend from Battery Park to West 59th Street, where it will connect with Riverside South Park and Riverside Park. The portion of the park within the study area corresponds to Segment Six of the Hudson River Park Plan, which runs from West 25th Street to West 42nd Street. Through much of the study area, the new park will consist of bikeways, walkways, and linear lawns. An esplanade linking green passive sitting and recreation areas, would connect to the north and south of Segment Six. The southern portion of this segment will connect to the Park's largest open space area, Chelsea Waterside Park, located between West 22nd and West 24th streets. Under the plan, West 30th, West 34th, and West 42nd streets are designated as major park entrances and will include major plazas.

Pier 66, located at West 26th Street, is designated as a public pier with passive recreation space and a boat house. Pier 79, just south of West 42nd Street, is planned for a rebuilt and expanded ferry terminal with public access. Pier 76, located opposite the Javits Convention Center, is currently used as a tow pound and is also not part of Hudson River Park. If the tow pound vacates the pier, then half the pier would be incorporated into the park and dedicated to open space use. East of Route 9A, the only permanent public open space is the sitting plaza across from the Javits Center. Several small community parks have recently been created on Port Authority property, between Ninth and Tenth avenues, through an agreement with the community. In addition, privately owned public space is located at 1 and 2 Penn Plaza, and on the midblock between West 41st and West 42nd streets and Eleventh and Twelfth avenues.

Built Character

The study area is predominantly organized along Manhattan's grid of streets and avenues creating the typical 200-foot by 800-foot blocks. Although most of the blocks conform to the street grid, a series of superblocks extend from Seventh Avenue to the Hudson River along the south side of West 33rd Street. These superblocks are a consequence of the railroad network that links the MTA Rail Yards with Pennsylvania Station. The superblocks also extend from West 34th Street to West 39th Street between Eleventh and Twelfth avenues due to the Javits Convention Center. In addition to the superblocks, the other disruption to the regular street grid is caused by the Lincoln Tunnel access ramps. The Lincoln Tunnel and its access ramps disrupt the block pattern between Ninth and Tenth avenues from West 30th Street to West 42nd Street.

The character of the study area differs significantly from one area to another. Though the Garment Center area, Madison Square Garden area, Javits Convention Center area, and the area south of West 28th Street are distinct, the greatest

Table 2: Floor Area Ratios (FAR)

FAR	West of Ninth*		East of Ninth	
	Lot Area	%	Lot Area	%
No Building	3,012,773	37%	160,330	5%
0.1 - 3.0	1,732,143	21%	588,536	17%
3.1 – 5.0	1,844,970	23%	479,263	14%
5.1 – 10.0	1,263,524	16%	1,315,784	39%
10.1 – 15.0	267,047	3%	547,825	16%
15.1 +	0	0%	280,215	8%
Total	8,120,457	100%	3,371,953	100%

Source: 1999 RPAD Data

*Does not include waterfront lots

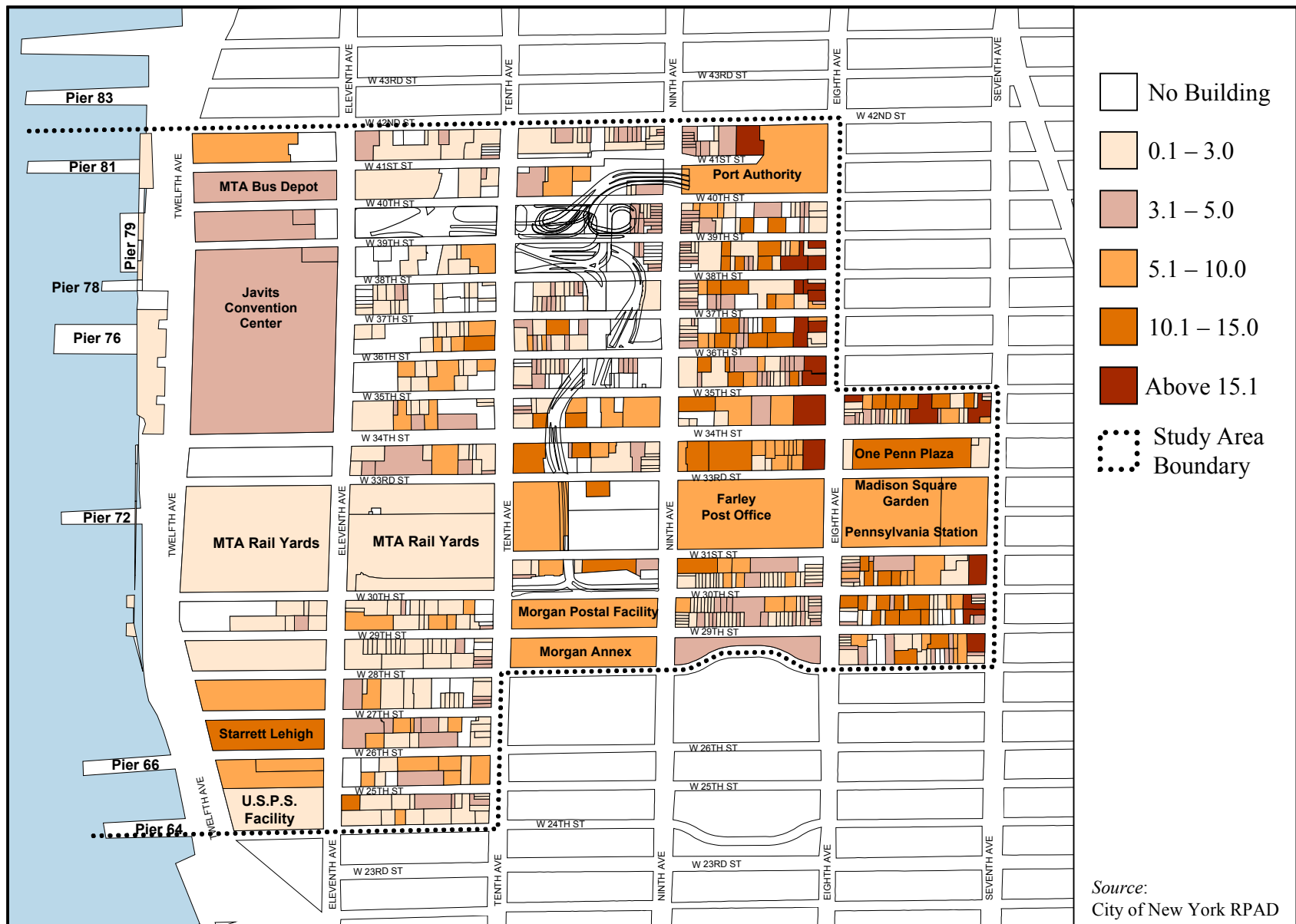


Figure 4: Existing Floor Area Ratio (FAR)

differences exist between the areas west and east of Ninth Avenue.

The area east of Ninth Avenue is characterized by relatively small lots, tall buildings, and continuous streetwalls. The FARs in this area typically exceed 5.0 while many buildings are built in excess of 10.0. The height of these buildings, as well as the concentration of buildings and active ground floor uses create a dense urban fabric. This area also conforms to the typical street grid, and is well integrated with Times Square and Midtown to the north and east.

In contrast, the built character west of Ninth Avenue, particularly north of West 33rd Street, is comprised primarily of one- to three-story structures and unbuilt lots. The FARs in this area are generally below 5.0. The lots west of Ninth Avenue are generally larger, the streetwalls are not continuous, and there are fewer ground floor retail uses. In addition, large portions of the lots are below-grade. The parking and vehicle storage lots, one- and two-story structures, and below-grade railways and ramps create a gritty area without a distinct built character. South of West 28th Street, some larger loft structures are interspersed with low-scale uses. Many of these buildings have been, or are in the process of, being converted from storage or industrial uses to art galleries or commercial space.

Ownership

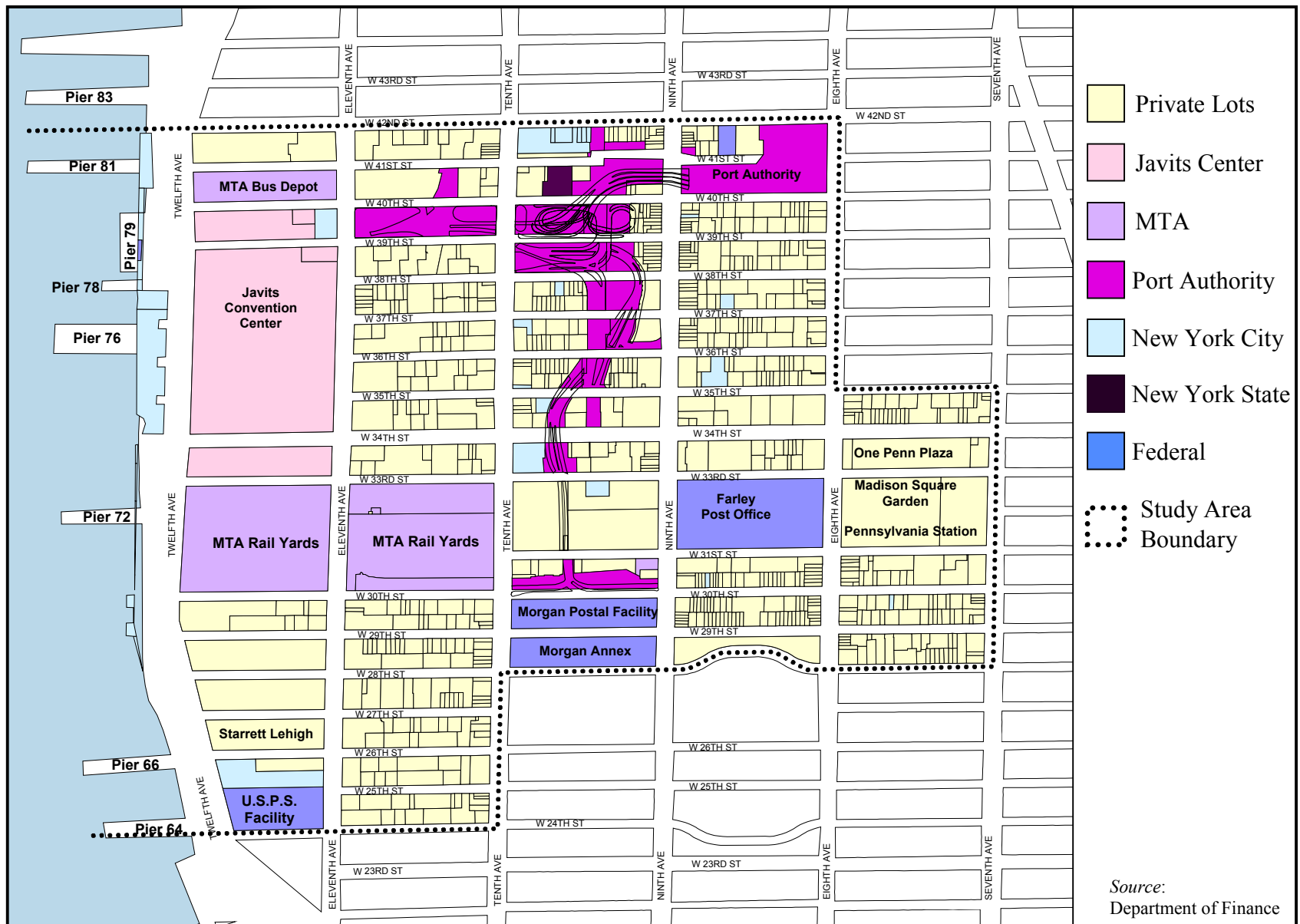
The vast majority of the land in the study area is privately owned. Most of the privately owned properties are held by individual owners who own one or two properties.

The largest of property owners, though, are public entities. Among these owners are the MTA, the Port Authority, the New York Convention Center Development Corporation, and the Federal Government. New York City, on the other hand, owns almost no land in the area.

The MTA owns 1.0 million square feet of property most of which is the MTA Rail Yards and the West Side Bus Depot. The Port Authority owns 23 lots comprising 900,000 square feet. The lots primarily consist of ramps to the Lincoln Tunnel, Dyer Avenue, and the PABT. The New York Convention Center Development Corporation owns the property upon which the Javits Convention Center sits as well as the full blocks immediately north and south of the facility. The Federal Government's ownership in the area exceeds 1.0 million square feet, but is limited to U.S. Postal facilities such as the Farley Building, the Morgan Building and Annex, and a maintenance and storage facility.

Economic Conditions

The economic analysis identified and examined trends in industrial and non-industrial business activity within the study area from 1991 through 2000. The analysis from 1991 to 1997 was based on third quarter ES-202 data from the U.S. Department of Employment and Labor and the 2000 data on surveys by the Department of City Planning. ES-202 data provides data on private companies, but not on government agencies. 1997 was the latest year for which ES-202 data was available. This analysis identified which industries grew, declined, or remained constant, leading to general conclusions about the area's industrial and non-industrial sectors.



Source:
Department of Finance

Figure 5: Ownership

1991 to 1997 Analysis

Traditionally, the study area possessed a strong industrial base; however, during this seven-year period it was evident that more than half of the jobs were non-industrial. In addition, the decline in industrial jobs, primarily manufacturing, was offset by a significant increase in non-industrial jobs, specifically commercial activities. Even with this increase, employment in the study area declined while it grew overall in Manhattan.

In 1991, there were 23,541 industrial-sector jobs in the study area. These jobs were primarily within the manufacturing sector, specifically fashion-related goods and printing and publishing. The non-industrial jobs in the study area totaled 37,244 during this same time. These jobs were concentrated in the services sector – business services, social services, amusement services – and financial sector.

The study area has followed Manhattan's overall trend shifting from manufacturing to a services-based economy. In 1997 the number of industrial-sector jobs decreased to 20,757 in the study area. As in 1991, these workers were concentrated in the manufacturing sector, specifically fashion-related goods and printing and publishing. The number of non-industrial jobs grew to a total of 38,247. These workers were primarily within the services sector such as business services and social services.

Between 1991 and 1997, job growth in the study area lagged behind Manhattan's. During this time period, the job concentration east and west of Ninth Avenue was significantly different. East of Ninth Avenue there was a concentration of

commercial jobs (services, FIRE, retail trade, wholesale trade) within the Penn Plaza buildings and along Eighth Avenue. Manufacturing jobs (apparel-related, printing and publishing) were located in the Garment District between Eighth and Ninth avenues from West 35th to West 40th streets. In addition, there were some manufacturing jobs within the commercial area east of Eighth Avenue between West 31th and West 35th streets.

West of Ninth Avenue there were low-intensity auto-related, construction, manufacturing, and transportation firms. The manufacturing and auto-related firms were between Tenth and Eleventh avenues from West 25th to West 41st streets. South of West 28th Street between Tenth and Twelfth avenues there

Table 3: 1991 & 1997 Jobs

	1991 Jobs	1997 Jobs	% Change
Manhattan	1,718,823	1,776,170	3.3%
Total Study Area	60,785	59,004	-2.9%
Industrial	23,541	20,757	-11.8%
Construction	3,521	2,996	-14.9%
Manufacturing	11,164	9,573	-14.3%
TCPU*	3,755	4,560	21.4%
Wholesale Trade	5,101	3,628	-28.9%
Nonindustrial	37,244	38,247	2.7%
Retail Trade	3,438	4,261	23.9%
FIRE**	8,958	6,673	-25.5%
Services	24,682	26,893	9.0%
Nonclassifiable	166	420	153%

Source: ES-202 Data as compiled by the Department of City Planning

*Transportation, Communication, and Public Utilities

**Finance, Insurance, and Real Estate

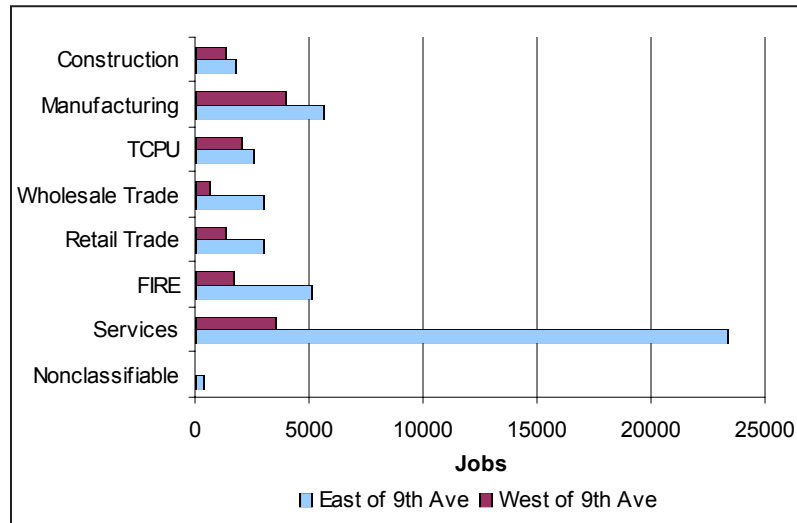


Figure 6: 1997 Jobs (per block)

was a concentration of services-related uses (art galleries, restaurants, taxi garages).

The services sector had the strongest growth within the study area reflecting the area's transition to arts-related and commercial businesses. The printing industry is amongst the last of the industrial uses within this area and these businesses have been in decline, in part due to changes in the industry and due to the competition for space from other users.

Figure 7: 1997 Jobs - East and West of Ninth Avenue



Source: ES-202 Data as compiled by the Department of City Planning

1997 to 2000 Analysis

Similar to the 1991 to 1997 analysis, this analysis indicated that the study area continued to grow as a services-based economy. Economic trends from the third quarter of 1997 to 2000 were analyzed qualitatively and supported by a

telephone survey of manufacturing firms, and secondary research materials. This analysis identified the trend of reusing large floor plate manufacturing buildings for new arts-related (studios, galleries) and computer businesses. For example, the Starrett-Lehigh building originally built for manufacturing uses was repositioned during the late 1990's into a high-technology commercial building.

The primary areas of economic change were east of Ninth Avenue, specifically growth in office uses along the Eighth Avenue corridor. The area south of West 28th Street between Tenth and Twelfth avenues also experienced growth as the employment sector shifted towards technology and arts-related uses. West of Ninth Avenue and north of West 28th Street there has been little change in the economic conditions since 1997 due in part to the general lack of a significant number of larger loft buildings compared to other parts of the study area.

Transportation

The study area contains a diverse network of transportation resources that serve Manhattan and the entire New York Metropolitan Region. Located in this area are three key pieces of transportation infrastructure: the Lincoln Tunnel, Pennsylvania Station, and Port Authority Bus Terminal. These facilities provide automobile, rail, and bus access to New York, New Jersey, and the entire Eastern Seaboard.

The transportation analysis examined a study area from West 23rd to West 54th streets from Sixth Avenue to Route 9A. While the numbers in the following section reflect the data for

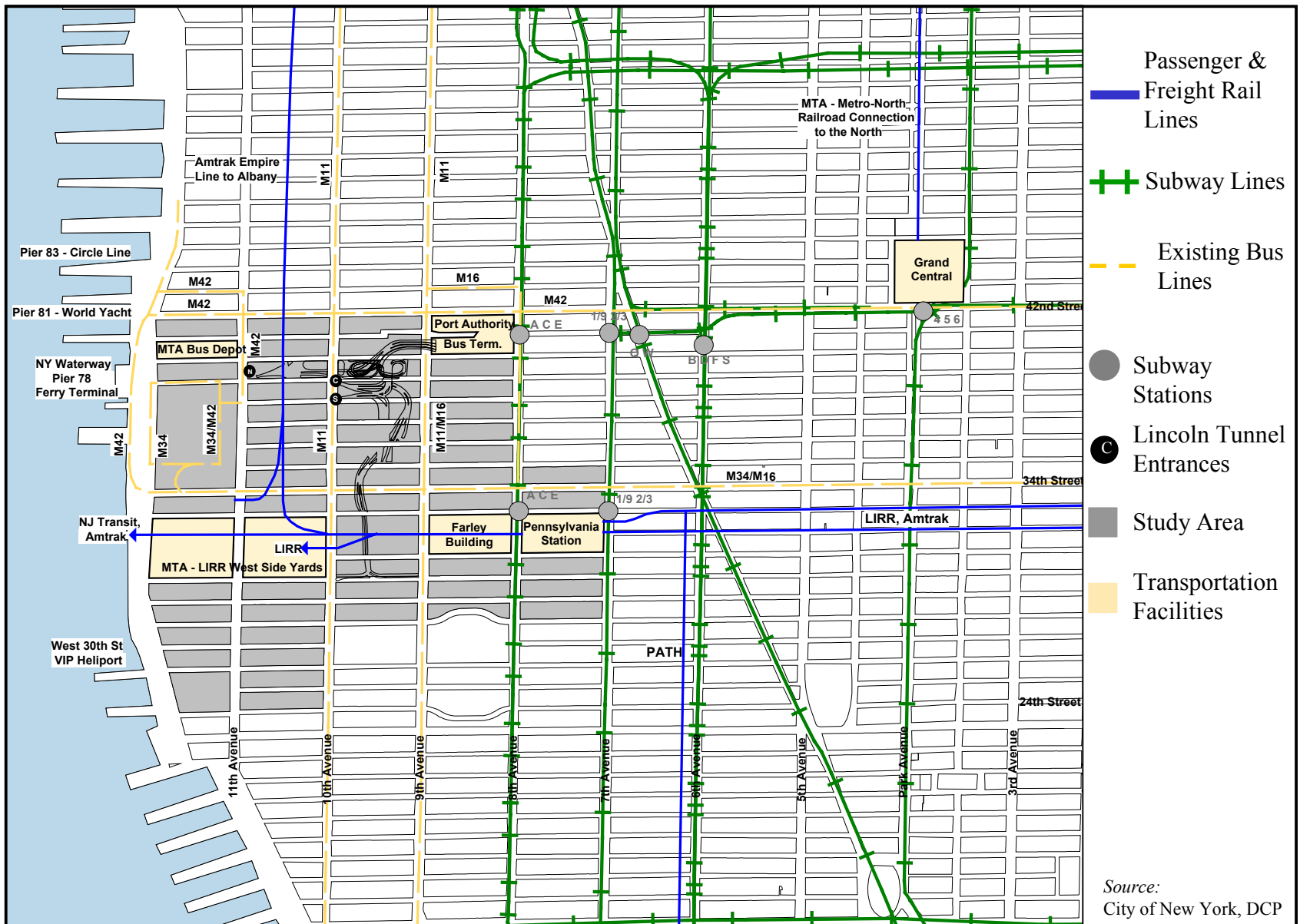


Figure 8: Existing Transportation Infrastructure

the larger study area, the figures present only the area included in this *Framework*.

Vehicular Infrastructure

The Lincoln Tunnel, its access ramps, and the Port Authority Bus ramps are in the midst of the study area. As the major gateway to Midtown Manhattan, the Lincoln Tunnel is plagued with traffic congestion which acutely impacts the study area in the weekday evening.

The Lincoln Tunnel consists of three two-lane tubes, the last of which was completed in 1957, connecting Manhattan with New Jersey. The northern tube located at West 39th Street and Eleventh Avenue always operates in a westbound direction. The southern tube at West 38th Street and Tenth Avenue operates in an eastbound direction only. The center tube, at West 39th Street and Tenth Avenue, is configured to allow each lane to operate in either a westbound or eastbound direction. During non-peak hours, the Tunnel operates with three lanes in each direction, while in peak hours, the tubes are configured with four lanes in the peak direction and two lanes in the non-peak direction. The Port Authority indicates that during peak periods all lanes of the Tunnel are at or above capacity. The capacity problem has caused the peak periods to start earlier and last longer. During the weekday morning peak period the Port Authority operates a 2 ½ mile exclusive bus lane (XBL) from the New Jersey Turnpike to the Lincoln Tunnel. Utilizing the XBL, commuter buses operate on a dedicated route to the Tunnel avoiding regular rush hour traffic and significantly reducing travel time.

Another regional element of transportation infrastructure in

the area is Route 9A. Currently under reconstruction, Route 9A will be an urban boulevard along the West Side of Manhattan connecting with Route 9 in Upstate New York. The reconstruction project has been divided into seven segments, with segment six generally corresponding to the study area boundaries. Segment six provides a 120-foot roadway with four northbound lanes, three southbound lanes, parking on the northbound side, and a 30-foot median. West 34th and 42nd streets will provide two way access/outlets and allow both north and southbound entry to Route 9A. In addition, West 24th, 27th, 29th, 33rd, and 41st streets provide access to Route 9A and West 26th, 28th, 30th, 39th, and 40th streets provide outlets from Route 9A.

The street network in the study area is a grid composed primarily of one-way streets and avenues. The curb to curb widths of the major east-west streets, 34th and 42nd, vary from 53 to 60 feet, while the widths of all other crosstown streets generally vary from 30 to 34 feet. In general, even-numbered streets serve eastbound traffic and odd-numbered streets serve westbound traffic, with 24th, 34th, and 42nd streets allowing two way traffic. Avenues run north-south and are typically 60 or 70 feet wide operating in one direction. Ninth and Eleventh avenue traffic flows are one-way southbound; whereas, Eighth and Tenth avenues are both one-way northbound.

Most intersections in the study area are controlled by traffic signals on a 90 second cycle. The allocation of green time is generally 60 percent to the avenues, 35 percent to the streets, and 5 percent for clearance. The Department's analysis found that of the approximate 585 intersection approaches,

only 32, 44, and 56 approaches during the AM, Midday, and PM peak hours respectively operate at mid-level LOS D or worse.

Transit Infrastructure

Although the area is dominated by the presence of vehicular infrastructure, it is also home to some of the busiest transit facilities in the United States. Nevertheless, most of the study area lacks convenient mass transit access as all of the rail and bus facilities are located in the eastern portion of the study area.

Pennsylvania Station, the busiest rail facility in the nation, with over 310,000 rail trips on an average weekday, provides regional and long distance train service, as well as subway access to New York City. New Jersey Transit and Long Island Rail Road (LIRR) trains provide regional service while Amtrak provides long distance service to Pennsylvania Station. Only one block away the Port Authority Trans-Hudson (PATH) trains terminate at Herald Square providing another regional link to the area. The Farley Post Office Building will be converted into a new Pennsylvania Station. The creation of East Side Access, providing LIRR trains access to Grand Central Terminal in 2011, will free up some space in Pennsylvania Station. However, the Trans-Hudson rail tunnel is nearing capacity and will soon limit the number of trains serving Pennsylvania Station.

The subway stations are located along Seventh and Eighth avenues providing only a small portion of the study area with service. The Times Square subway station at West 42nd Street and Eighth Avenue serves the A, C, and E trains with

connections to the N, R, S, 1, 2, 3, 7, and 9 trains at Seventh Avenue. Subway service for the A, C, and E continues along Eighth Avenue with stops at West 34th Street and West 23rd Street. Service for the 1, 2, 3, and 9 trains continues at the West 34th Street and Seventh Avenue station. There is one additional stop in the study area at West 28th and Seventh Avenue that provides service to the 1 and 9 trains.

The Port Authority Bus Terminal, built in 1950, replaced a number of independently operated bus terminals which were scattered throughout Midtown Manhattan. It has been expanded twice; once in 1963, when an additional level was added, and again in 1981, when the North Wing was completed. Its current location on the corner of Eighth Avenue and West 42nd Street is directly above the Eighth Avenue subway station and conveniently linked by underground passages to the Times Square subway station. Three bus operating levels can berth 223 buses simultaneously at both island and sawtooth loading bays. Based on Port Authority data approximately 6,600 buses and 176,500 passengers utilize the terminal on a typical weekday. New Jersey Transit buses are the major service provider accounting for 60 percent of these numbers.

Local bus service in the study area is provided by MTA-New York City Transit (NYCT) on 16 routes. The M-42 provides crosstown service along the 42nd Street corridor with alternate buses serving the Javits Convention Center during the day. Although portrayed for clarity as two distinct routes, the M-16/M-34 is a 34th Street crosstown operated as a single route with branches and a short-turn point. The M-16 route links Waterside with the PABT, while the M-34 serves the 34th

Street corridor exclusively, with a western terminus at the Javits Convention Center. The M-11 operates from Riverbank State Park to Bethune Street, chiefly via Ninth and Tenth avenues. The M-10 operates between Harlem and Battery Park City via Seventh and Eighth avenues. Along the periphery is the M-27/M-50 dual-route crosstown service on West 49th and West 50th streets. The M-50 provides base service between Pier 83 (West 42nd Street) and 1st Avenue, while the M-27 functions largely as a short-turn or branch service south to the PABT. The M-104, also on the periphery, links Harlem with the 42nd Street corridor, largely via Broadway.

New York Waterway currently operates two scheduled ferry routes from the Pier 78 Ferry Terminal, at West 38th Street, to Port Imperial and Lincoln Harbor, New Jersey. Ridership was about 9,000 persons per weekday but has increased subsequent to the events of September 11, 2001. New York Waterway anticipates ridership to increase to 21,000 daily patrons by the year 2003. Construction of a new six slip Ferry Terminal at Pier 79 to accommodate current and future ridership levels is expected to be completed by 2004.

Parking and Bus Storage

Based on the February 2001 Departments of Consumer Affairs and City Planning data, there are 244 off-street parking facilities with a total parking capacity of 30,212 spaces within the transportation study area, of which 9,000 spaces are located within the *Framework* study area. In 2001, the Department conducted a survey of parking resources in the transportation study area and found that 7,115 parking spaces were unoccupied at noontime on a weekday.

There is a significant amount of bus storage in the study area utilized by the 41 bus carriers that use the PABT. During the midday hours, many of these buses are inactive and waiting for the evening commute from the PABT. PABT destined buses are stored in the vicinity of the PABT and across the river in New Jersey. There are approximately 450 off-street bus parking spots and 50 on-street spaces in the vicinity of the PABT. Two of the off-street sites are privately owned and have a capacity of 180 buses. Approximately 65 spaces are located inside the PABT, but will be eliminated with the development of the proposed office tower above the terminal. The remaining spaces are located on various Port Authority owned properties and leased to carriers. The demand for space in Manhattan far exceeds the supply.

In addition to the buses using the PABT, there are also charter buses that heavily utilize the area. The charter buses seek layover space as well during their periods of inactivity. They primarily park at on-street locations within the study area or just north of West 42nd Street. There is a great demand among these charter operations for permanent off-street layover space on the West Side.

Pedestrian Circulation

East of Ninth Avenue pedestrian activity is high; however, west of Ninth Avenue the number of pedestrians decreases substantially. The Department conducted pedestrian counts at 35 intersections in the study area in December 2000. The analysis of these counts indicated that all sidewalks, corners, and crosswalks west of Eighth Avenue are operating at LOS C or better.

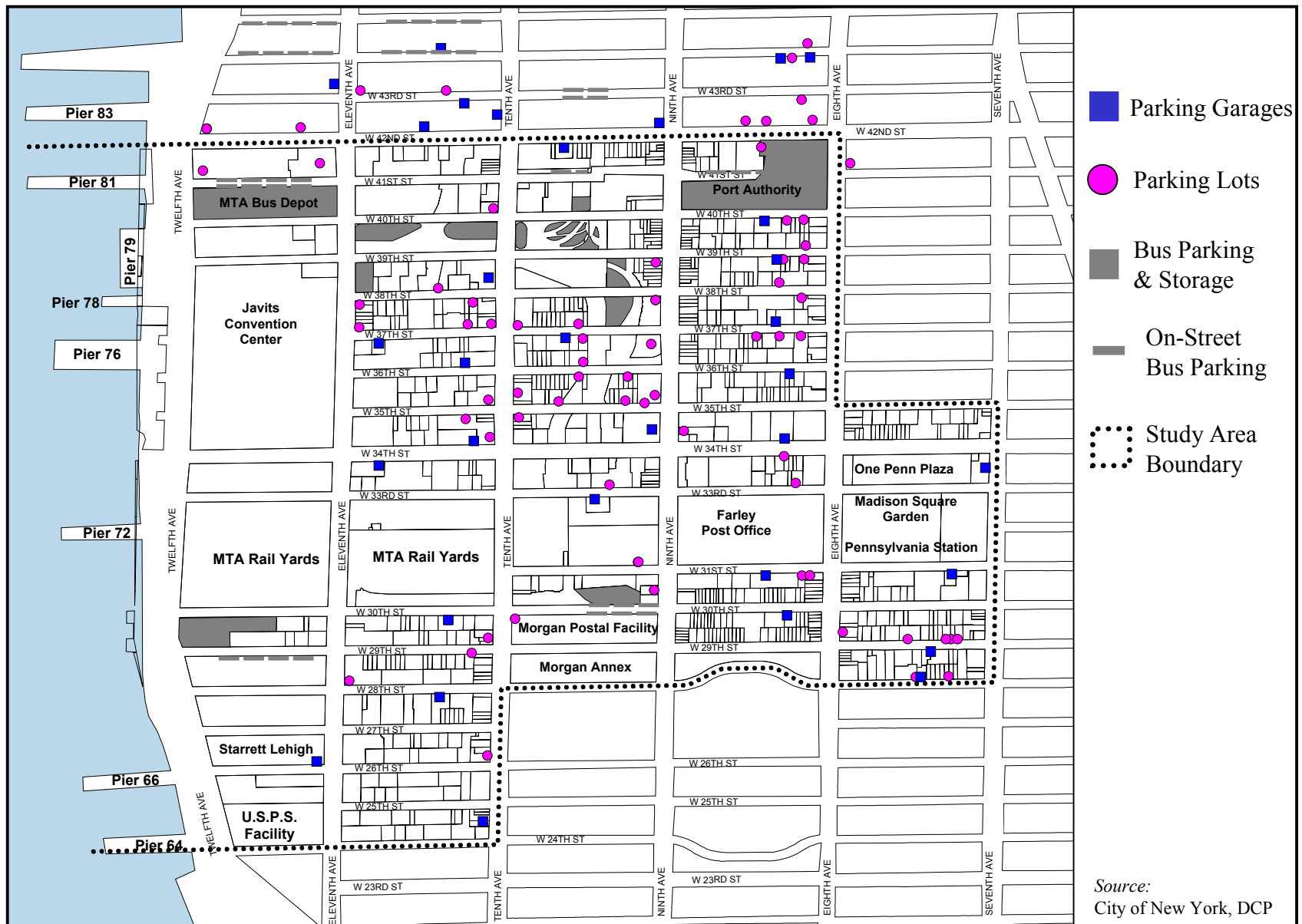


Figure 9: Parking and Bus Storage

Development Activity and Planning Initiatives

There are a number of projects that are under construction or planned for the area. These are shown on Figure 10, and they include primarily mixed-use and transportation related developments. The majority of the projects are on the West 42nd Street Corridor and include an approximately 1 million square foot office tower atop the northern portion of the PABT, theater row development of theaters and a residential tower at Dyer Avenue, and two residential towers at Tenth Avenue and Eleventh Avenue. In addition to those projects on West 42nd Street, there are numerous other residential projects on the northern side of the street as well. Transportation projects in the area include Route 9A reconstruction, transformation of the Farley Building into a world class train station, and a new ferry terminal at Pier 79.

New York City's Third Water Tunnel

New York City has been planning for years to improve its water delivery system from Upstate New York. Since 1966, the Department of Environmental Protection has been planning for the construction of a third water tunnel. Construction on several stages of this project has already been completed. The future stages require tunneling and creating several shaft sites throughout the City. One of these shaft locations is on the MTA Rail Yard site at Tenth Avenue and West 30th Street.

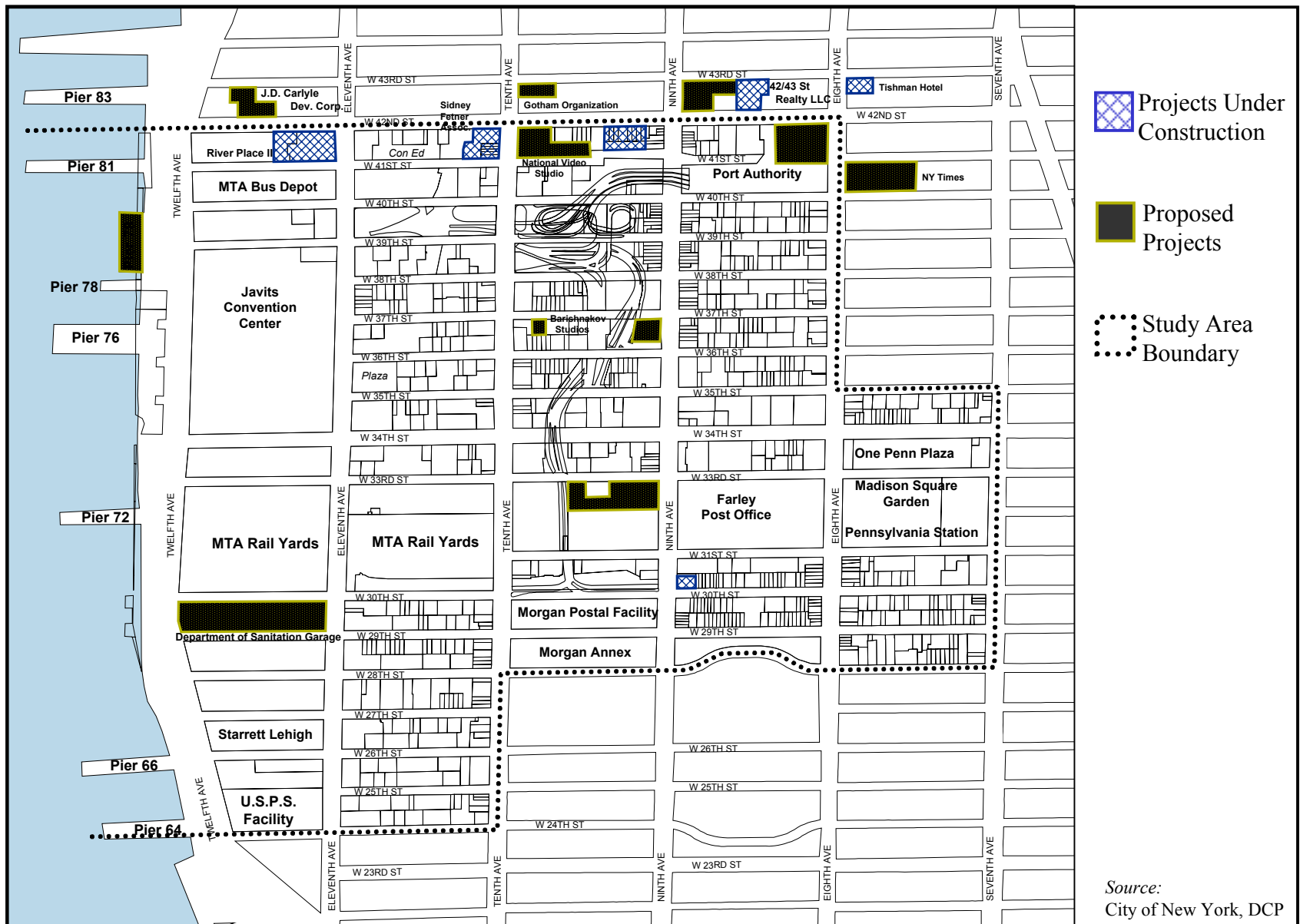
This location will be utilized as a staging area for the excavation and construction of the entire length of the water tunnel in Manhattan south of Central Park. Construction will begin in 2002 and it is expected to take roughly eight years until completion. During this construction period, a 146,000

square foot easement will be required to stage the operation. This construction will not interfere with the operation of the MTA Rail Yards. Upon completion of the water tunnel, a 8,250 square foot easement directly above the shaft site will remain in perpetuity. However, construction or development could occur above this easement so long as a vertical clearance of 25 to 30 feet is provided.

Planning Initiatives and Major Proposals

A number of planning initiatives and major proposals have been put forth for this area. Central to these proposals is the plan put forward by Mayor Giuliani which identifies this area for expansion of the CBD coupled with a major sports and exhibition facility over the MTA Rail Yards and generated this study.

The New York City 2012 Olympic Committee (NYC 2012) has developed a comprehensive proposal for bringing the Summer Olympics to New York City in 2012. The Olympic Stadium and park would be located atop the MTA Rail Yards. The Committee has proposed, on the western rail yard, an Olympic Stadium that would later be used for professional football and exhibition facilities to accommodate an expanded Javits Convention Center. A new Madison Square Garden, a media center, two hotels, and a regional open space of 6 acres would be located on the MTA Rail Yards between Tenth and Eleventh avenues. Transportation improvements are key elements of the proposal, including the Number 7 Subway line extension, extending LIRR service and providing Metro North service to the area. As part of the transportation plan, NYC 2012 suggested a new boulevard from West 34th to West 39th streets between Tenth and Eleventh avenues.



Source:
City of New York, DCP

Figure 10: Current Development Activity & Planning Initiatives

The New York Jets have also signaled their interest in a sports and exhibition facility over the MTA Rail Yards. The New York Jets recently released a plan for a multi-use sports and entertainment facility over the western portion of the MTA Rail Yards. This facility would accommodate football games roughly ten times a year, provide a venue for entertainment and sporting events, and meet the expansion needs of the Javits Convention Center by providing additional exhibition and meeting space. With the southern expansion, the floor space available for convention activities would be increased from 900,000 usable square feet to approximately 1.1 million square feet.

Madison Square Garden is currently evaluating relocation options. The study area provides opportunities for relocation that are not available elsewhere in mid-Manhattan. Relocating Madison Square Garden would allow for redevelopment of the superblock over Pennsylvania Station, where rail and subway lines converge at the country's busiest rail and transit hub.

In recognition of the importance of the study area and the potential it has in helping meet the City's future growth needs, a number of other planning studies for portions of this area have been completed or are underway. These include a study sponsored by a local community group and Community Board 4, and a study focusing on the MTA Rail Yards sponsored by the Manhattan Borough President. All of these efforts recognize the role played by transportation facilities, particularly the MTA Rail Yards and Lincoln Tunnel and its approaches, in defining the area west of Ninth Avenue.

OPPORTUNITIES AND ISSUES

This area presents significant opportunities for meeting a number of the City's future development needs, helping to promote the long term health of the City's Midtown Central Business District (CBD) while strengthening the City's tax base, and accommodating new sports and exhibition facilities and expanded opportunities for housing and open space. One of the area's key strengths is its strategic location adjacent to the Midtown CBD. Because of its location and proximity to major transportation facilities, the area provides an opportunity for the expansion of the central business district as well as to accommodate a range of new uses that are not easily located elsewhere in Manhattan and that require access to Midtown.

In addition to its location adjacent to Midtown, the area is proximate to two major transportation nodes – Pennsylvania Station and the Port Authority Bus Terminal – as well as the planned rail station at the Farley Building. While the western portions of the area are distant from these transit hubs (the distance from Pennsylvania Station to Tenth Avenue is similar to the distance between the Lexington Avenue subway and First Avenue), the eastern portion is one of the most accessible locations in the New York Metropolitan Region. No other location in the City or the Region can match this area's connectivity to other parts of the City, New Jersey and Long Island.

This area has the potential to become an extension of the Midtown CBD with convenient and seamless transit access, a

source of significant job growth, and a neighborhood with new housing, open space, and waterfront access. The following opportunities provide a basis for developing a framework for Far West Midtown. In order for the area to realize its immense potential, however, a number of significant issues, particularly those relating to transportation, must be addressed.

Opportunities

Central Business District and Office Growth

The Midtown CBD is the world's largest and most important business district. However, both Midtown and Downtown (the third largest business district in the country) have limited sites available for large floor plate office buildings. The tragic events of September 11, 2001 have altered the Downtown CBD and will lead to opportunities for modern, large floor plate office buildings in the Downtown area. To maintain its pre-eminence as a world city and to ensure the continued growth of the City's economy, suitable locations are also needed proximate to Midtown for large-scale office development. Except for this area, the growth and expansion of Midtown is constrained by Central Park to the north, the residential area of Clinton to the west, north of 42nd Street, and by residential neighborhoods to the east and south.

The robust economic growth that New York City experienced during the past six years was accompanied by only a two percent (four million square foot) increase in office space and hotels in Midtown. Even at this level of growth, the ability to retain firms and accommodate large scale office uses is

constrained by the limited availability of large assembled development sites and the high cost of land.

According to one forecast, prepared for the New York Metropolitan Transportation Council in December 2000, Manhattan will gain 328,000 and New York City 555,000 new jobs by 2025. Providing office space to accommodate the new workers projected for Manhattan will require roughly 80 million square feet of new office and other commercial space. While this projection of new jobs may be larger or smaller than the ultimate demand, it is essential for the well-being of the City's residents to provide opportunities to develop the physical infrastructure necessary for their future employment. While a portion of the future growth may be accommodated in Midtown, Downtown, and emerging CBDs in Brooklyn and Queens, a large share will need to find other locations within Manhattan. This location has the ability to accommodate a significant share of this projected need.

Sports and Entertainment Uses

Significant land area is needed for a relocated Madison Square Garden arena or a new sports/exhibition facility. Few sites large enough for this purpose with good transit access exist in New York City. The MTA Rail Yards provide the unique opportunity for New York City to accommodate such facilities in the heart of Manhattan without the displacement of businesses or residents. Recognizing this unique opportunity, Mayor Giuliani has proposed the development of a multi-use exhibition and sports facility on the westernmost MTA Rail Yard site. The planned extension of the Number 7 Subway line could provide transit access directly adjacent to new facilities.

Jacob K. Javits Convention Center Expansion

Almost since its completion, the New York Convention Center Development Corporation has expressed the need to expand the Javits Convention Center in order to remain competitive in the convention industry. The existing facility, which opened in 1986, was the last major development constructed in the area. At 900,000 square feet, it will drop to the 17th largest facility in the nation by December 2004 as other exhibit halls expand. Possibilities exist for the Javits Convention Center to expand as well, primarily to the north and south.

The Javits Convention Center has not released any plans indicating how it seeks to meet those objectives. Plans produced by NYC 2012 envision the Javits Convention Center expanding to the north with the northern most portion along West 42nd Street. The New York Jets proposal for the westernmost MTA Rail Yard, would accommodate a Javits Convention Center expansion to the south in the form of a multi-use complex, while also expanding north to West 42nd Street. In addition, the prospects for enhancing the Javits Convention Center as a world class facility would be further strengthened by the rejuvenation of the surrounding area.

New Housing Opportunities

The core of the existing residential uses is located between Ninth and Tenth avenues from West 34th to West 41st streets. This area also contains a number of underbuilt and vacant parcels, as well as subsurface streets over which platforms could be built to provide new opportunities for residential and mixed-use development. Unlike the MTA Rail Yards and the area between Tenth and Eleventh avenues, the potential

development sites in the area between Ninth and Tenth avenues do not provide significant opportunity for large-scale commercial uses. The potential development sites are small because of existing residential and commercial uses, as well as the transportation infrastructure in this corridor. New mixed-use development could strengthen the residential and mixed-use character of the area and help alleviate the chronic housing shortage in Manhattan.

Urban Design

This area presents an opportunity to establish a unique urban form in conjunction with planned growth. Unlike Midtown and Lower Manhattan, Far West Midtown has no strong historical built context. Apart from a few distinctive and idiosyncratic buildings, located mostly on the periphery, there is no characteristic building form in the area. The absence of an existing built context west of Ninth Avenue allows the opportunity to establish a prevailing character for the area.

Far West Midtown, with its potential for large site assemblages and large building floor plates, could have a strong new character in the future. The future context of this area can be directed to define the character of the streets and avenues as well as the massing and heights of buildings. At the same time, a new regulatory structure could encourage new and interesting bulk forms through a careful and flexible design program.

New Open Space and Waterfront Access

The potential development sites provide opportunities not only for construction of buildings, but also for the creation of a variety of open spaces. More open space is needed in the

area, especially as future development occurs. Creation of regional, commercial, and neighborhood open spaces would benefit current and future residents as well as future workers.

The redevelopment of this area provides an opportunity to increase and enhance visual and physical access to the Hudson River Park and waterfront. The MTA Rail Yards provide the greatest potential for a regional open space in this area. Pier 76, though currently used as a tow pound, provides an opportunity for a regional waterfront open space. The Hudson River Park Trust legislation mandates that 50 percent of this site be conveyed to the Trust for open space uses once the tow pound is relocated.

Issues

While this area provides significant opportunities for meeting the City's growing need for space, and for accommodating a wide mix of new uses, the development of Far West Midtown presents enormous planning challenges that must be addressed as part of an overall plan for the area.

Existing Zoning

The existing zoning has remained relatively unchanged since 1961 when this area served the industrial activities on the waterfront. Today, the zoning no longer reflects the existing uses in the area or the potential role the area can play in the future. The area's predominantly low density manufacturing districts present obstacles to its long term growth and development.

Limited Public Transit Access

Though the study area contains several of the nation's best transit facilities, most of the area is not adequately served by them. The existing transit facilities provide service primarily to the area east of Ninth Avenue. The PABT and Pennsylvania Station provide excellent transit service to the entire New York Metropolitan Region, but are not well connected to the blocks west of Ninth Avenue. Even with the creation of a new Pennsylvania Station in the Farley Building, accessibility to the area west of Ninth Avenue will be limited. Similarly, New York City subway service does not run west of Eighth Avenue and local bus service in the east-west direction is limited to West 34th and West 42nd streets. Due to this lack of access, the ferry service located at the periphery of the study area on West 42nd Street depends on its own system of shuttle buses to distribute its passengers throughout Manhattan.

The existing transit infrastructure west of Ninth Avenue, for the most part, cannot accommodate high-density development. The ability of the transportation infrastructure to provide additional service to the western edges of the study area is critical to determining the appropriate development in this area.

Vehicular Traffic Congestion

The Lincoln Tunnel is one of three vehicular connections between Manhattan and New Jersey. The tunnel is the most direct access point to Midtown Manhattan and as such it handles an enormous amount of automobile, bus, and truck traffic. The Lincoln Tunnel operates at or above capacity during both morning and evening rush hours. Future improvements are expected primarily through better traffic

management and new technology such as intelligent transportation systems (ITS) within the Lincoln Tunnel.

Traffic congestion in the study area is most severe during the evening exodus of vehicles from Manhattan. The problems are not limited to the Lincoln Tunnel and its access ramps, but they directly impact the Manhattan street grid which serve as entry points to the tunnel. Future plans for the area must address the congestion around the Lincoln Tunnel entrances through improved traffic patterns and the amelioration of congestion.

Pedestrian Circulation

With the potential for new, large-scale development, as well as the increased attractiveness of the waterfront, the ability to accommodate increased pedestrian movement and circulation must be addressed. Pedestrian circulation - particularly in the east-west direction – is impeded in part by the breaks in the street grid and conflicts with traffic movements. An improved pedestrian infrastructure and environment is integral to the transportation plan for the area.

Parking

The transportation study area contains over 244 surface level parking lots with over 30,200 parking spaces of which 9,000 are located in this area. The City has a two decade-old parking policy that seeks to discourage vehicles from entering Manhattan. High-density transit-oriented development in this area would have a favorable trip generation rate that is equal to or greater than the rate in the most transit-oriented locations in the country. Nevertheless, some additional vehicle trips can be expected. The loss of existing parking spaces due to

development of parking lots, coupled with the demand for new spaces resulting from the new development is a critical issue.

Bus and Truck Storage

The existing demand for bus layover parking currently exceeds the supply. The buses that layover include commuter buses using the PABT and charter buses that drop off passengers elsewhere in Midtown, particularly in the Theater District. A large portion of these charter buses currently use the streets to the north in both the Theater District and Clinton for layover. Future redevelopment is likely to decrease the availability of space for bus layover sites, even though some are under Port Authority ownership. Traffic planning for the area must address the issue of bus layovers and on-street parking in order to address street congestion and neighborhood issues. In addition, the potential expansion of the Javits Convention Center to the north could necessitate the relocation of the MTA West Side Bus Depot, which houses and provides maintenance for approximately 250 buses.

The truck marshaling yards, located between West 33rd and 34th streets, accommodate the storage of approximately 150 trucks that deliver to the Javits Convention Center. This space is currently insufficient for large events resulting in trucks lining the service road of Route 9A and local streets. Future expansion of the Javits Convention Center's exhibition space must be accompanied by expanded space for truck marshaling.