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Chapter 12: Neighborhood Character

A. INTRODUCTION

1. Issues

Neighborhood character is an amalgam of many components that give an area its distinctive personality. These components include land use; street layout; scale, type, and style of development; historic features; patterns and volumes of traffic; noise levels; and any other physical or social characteristics that help to distinguish the community. However, not all of these elements affect neighborhood character in all cases; a neighborhood usually draws its character from a few determining elements. This chapter of the FGEIS examines neighborhood character in the Project Area and primary study area, and the effects of the Proposed Action on that character.

2. Principal Conclusions

The Proposed Action would dramatically improve neighborhood character in the Project Area, replacing large areas of underutilized urban landscape with the dense, new, active and lively 24-hour mixed-use Hudson Yards community. The Proposed Action would also strongly enhance the distinct character of the Project Area's several neighborhoods. In areas where transportation infrastructure disrupts the street grid and prevents orderly development, the Proposed Action would build over that infrastructure, creating new developments, facilities, streets, and open space. In areas such as the Convention Center Corridor, Large Scale Plan and the Tenth Avenue Corridor, where the land is greatly underutilized and where there are few trees and almost no public open space, the Proposed Action would promote new, dense, mixed-use development with substantial open space, thus creating a strong new neighborhood character. In areas such as the 34th Street Corridor, Hell's Kitchen, Clinton District/42nd Street Corridor, and the Garment Center District, new development would close gaps in the streetscape and eliminate underutilization. The use and form of the new development in these areas would be compatible with the existing character and would support, rather than change or detract from, neighborhood character. More specifically, the Proposed Action would:

- Transform the Large Scale Plan and Farley Corridor Subdistricts into major, high-density Manhattan commercial districts with a mix of retail, entertainment, and residential uses, served by the No. 7 Subway Extension.
- Sustain and enhance the Hell's Kitchen neighborhood on Ninth Avenue by promoting moderate-density, primarily residential redevelopment on Ninth Avenue and in the adjacent portion of the Garment Center District area to the east, and in areas to the west of Ninth Avenue.
- Create a moderate- to high-density residential district in the Tenth Avenue Corridor with a supporting mix of commercial and retail uses, which would serve as a transition between the Large Scale Plan and the largely residential Clinton District/42nd Street Corridor to the north, and Hell's Kitchen to the east.
- Support the mixed-use and dense urban development in the 34th Street Corridor, building on its strong residential neighborhood with appropriate zoning and development and with lively uses directly to the north and south on Ninth and Tenth Avenues.
- Allow for strong commercial development adjacent to the Port Authority Bus Terminal (PABT) and the proposed No. 7 Subway Extension Intermediate Station at Tenth Avenue and West 41st Street.

- Strengthen the Clinton District/42nd Street Corridor as a high-density, primarily residential district with a strong entertainment and retail component.
- Change the Garment Center District’s land use pattern between Eighth and Ninth Avenues to a viable mix of commercial, manufacturing, and residential uses, by permitting a limited amount of new development that is consistent with surrounding densities.
- Create a convention, entertainment, and sports-related corridor at western edge of Hudson Yards, strengthening the existing convention center use and providing a strong economic contributor and land use resource to the area. Provide a vital, 24-hour community that would support the newly expanded Convention Center and its patrons, as well as the Multi-Use Facility, both of which would be completed by 2010.

B. METHODOLOGY

1. Study Areas

The analysis of neighborhood character is addressed in two geographical areas: the Project Area and the primary study area, as defined in Chapter 4, “Land Use, Zoning, and Public Policy” (see Figure 4-1). The Project Area contains the area of the proposed rezoning and No. 7 Subway Extension, the sites for the proposed Multi-Use Facility, the expanded Convention Center, and accommodation for the relocation of the Department of Sanitation, City of New York (DSNY) and the New York Police Department (NYPD) Tow Pound facilities. The primary study area is defined as that area generally one-quarter mile from the boundaries of the Project Area. A secondary study area, encompassing Midtown Manhattan, from 14th to 59th Streets, Hudson River to East River, was not considered necessary for the neighborhood character analysis, because the Project Area is generally not visible from even the closest portions of Midtown, and does not contribute to Midtown’s neighborhood character. Chapter 4, “Land Use, Zoning, and Public Policy,” concludes that the Proposed Action would have no adverse effect on land use patterns in this wider area, because even if the Project Area is more broadly visible in the future, it is too far from Midtown neighborhoods to exert much influence on them.

As part of the No. 7 Subway Extension, storage capacity at the Corona Yard and Maintenance Facility (Corona Yard) is proposed to increase. The study area for this project component generally extends approximately 400 feet from the site. Corona Yard is located in Corona, Queens, between Shea Stadium and the National Tennis Center, and is the current storage location for No. 7 Subway trains. The assessment of neighborhood character effects relating to Corona Yard is presented at the end of this chapter (Section H).

2. Screening for Neighborhood Character Components

According to the *City Environmental Quality Review (CEQR) Technical Manual*, an assessment of neighborhood character is generally needed when the action would exceed preliminary thresholds in any one of the following areas of technical analysis: land use, urban design, visual resources, historic resources, socioeconomic conditions, traffic, or noise. The Proposed Action, which contemplates major changes in land use and density throughout the Project Area, would substantially affect all of these components of neighborhood character, as follows:

- *Land Use.* According to the *CEQR Technical Manual*, when development resulting from a proposed action would “conflict with surrounding uses; conflict with land use policy or other public plans; change land use character; or result in a significant land use impact,” an assessment of neighborhood character would be appropriate. The Proposed Action would not conflict with land uses and policies; rather, it would greatly change and improve neighborhood character by introducing major new land uses in each subdistrict of the Project Area (see Chapter 4, “Land

Use, Zoning, and Public Policy”). Although the Proposed Action would strongly support public land use policy and would not have an adverse impact on land use, the change would be substantial. Therefore, land use is considered in the neighborhood character analysis.

- *Urban Design and Visual Resources.* The Proposed Action would alter neighborhood character by modifying urban design and visual resource characteristics in the Project Area. It would create new streets; cover transportation infrastructure; and would introduce substantially different building bulk, form, size, scale, and arrangement, as well as streetscape elements such as street walls, landscaping, curb cuts, and loading docks, all components of a neighborhood’s urban design characteristics. The major change in building size and form would also alter views and visual resources. All of these changes are noted in the *CEQR Technical Manual* as conditions suggesting that neighborhood character analysis would be appropriate. Therefore, urban design and visual resources are included in the neighborhood character assessment.
- *Historic Resources.* According to the *CEQR Technical Manual*, when a proposed action would result in substantial direct changes to an historic resource or substantial changes to public views of an historic resource, or when a significant impact on historic resources has been identified in that technical analysis, then a neighborhood character analysis would be appropriate. The Proposed Action would result in the removal of some historic resources and changes to the views of others. Therefore, historic resources are included in the neighborhood character assessment.
- *Socioeconomic Conditions.* Changes in socioeconomic conditions would have the potential to affect neighborhood character when they result in substantial direct or indirect displacement or addition of population, employment, or businesses; or substantial differences in population or employment density. As discussed in Chapter 5, “Socioeconomic Conditions,” the Proposed Action would not result in substantial direct or indirect displacement of population, employment or businesses, but would add a substantial residential and worker population to the Project Area, change densities, and alter the type of employment. Thus, socioeconomic conditions are included in the neighborhood character assessment.
- *Traffic and Pedestrians.* Changes in traffic and pedestrian conditions can affect neighborhood character in a number of ways. For traffic to have an effect on neighborhood character, it must be a contributing element to the character of the neighborhood (either by its absence or its presence), and it must change substantially as a result of the action. According to the *CEQR Technical Manual*, such substantial traffic changes can include: change in level of service (LOS) to C, D, E, or F; change in traffic patterns; change in roadway classifications; change in vehicle mixes; substantial increases in traffic volumes on residential streets; or significant traffic impacts, as identified in the *CEQR Technical Manual* technical analysis. When a proposed action results in substantially different pedestrian activity and circulation, it has the potential to affect neighborhood character. Since the Proposed Action would increase traffic throughout the Project Area, would result in a number of significant traffic impacts, and would introduce a new, large population of workers, residents, and visitors to the area—thus changing pedestrian activity and circulation—traffic and pedestrians are considered in the assessment of impacts on neighborhood character.
- *Noise.* According to the *CEQR Technical Manual*, if a proposed action would result in a significant adverse noise impact and a change in acceptability category, as defined by the New York City Department of Environmental Protection (DEP) external noise exposure standards, then an assessment of neighborhood character would be appropriate. Noise exposure is classified in four categories: Acceptable, Marginally Acceptable, Marginally Unacceptable, and Clearly Unacceptable. The classifications apply to the most noise-sensitive land use observed in the immediate vicinity of noise monitoring locations. The Proposed Action contains E Designations (see Chapter 22, “Noise and Vibration”) requiring noise attenuation on certain Projected and

Potential Development Sites. Thus, the Proposed Action would have no significant adverse noise impacts, and noise is not considered as a factor in determining impacts on neighborhood character.

In addition to consideration of major changes wrought by a proposed action, the *CEQR Technical Manual* recommends that several moderate changes, none of which rise to the level of significant impact, could combine to create a significant impact on neighborhood character. In the case of this Proposed Action, however, the alteration to neighborhood character resulting from the rezoning, No. 7 Subway Extension, Convention Center Expansion, and Multi-Use Facility would be widespread and substantial; major change in neighborhood character is indeed a key goal of the Proposed Action. Therefore, a search for moderate changes that could combine to change neighborhood character was not necessary.

C. EXISTING CONDITIONS

1. Project Area

a) Overview

The Project Area is quite large, and its character varies depending on particular locations. The overall area is unique in Midtown due to the dominance of transportation uses and the lack of cohesive urban development. This condition is most evident west of Ninth Avenue and south of West 41st Street, where major rail and highway infrastructure cross the landscape in open cuts, and where the availability of vacant land has created a large inventory of parking lots and areas for bus and truck storage. The character of this area is one of vast open, underutilized areas punctuated with nondescript structures and cracked and littered sidewalks. Penn Station and the entrance to the Lincoln Tunnel, which are in the Project Area, and the PABT, which borders the Project Area on its northeast boundary, all attract large flows of auto, truck, and bus traffic through the Project Area.

The Project Area is also unique in Midtown for its inventory of superblocks created by the current and former transportation network and the large structures built on these superblocks. These blocks extend from Seventh to Twelfth Avenues, between West 33rd and West 30th/31st Streets, and between Eleventh and Twelfth Avenues from West 30th to West 39th Streets. Significant sites located within the Project Area include Two Penn Plaza, Madison Square Garden (MSG), Penn Station, the Farley Building, the former Westyard Distribution building, which straddles the Amtrak tracks on Tenth Avenue, and the Jacob K. Javits Convention Center (Convention Center).

Despite the prevalence of underutilization, the Project Area contains a variety of conditions that support specific neighborhoods of distinctive character. The DCP has recognized this quality as an opportunity in planning for potential redevelopment in the Project Area. The Proposed Action builds on key characteristics of urban development in the Project Area by tailoring proposed zoning regulations to each of the Project Area's distinct subareas, either to support and enhance the subarea's character, or to change and improve it. As described in Chapter 2, "Description of the Proposed Action," and discussed below, these areas include: Large Scale Plan (Subdistrict A in proposed Special Hudson Yards District); Farley Corridor (Subdistrict B); 34th Street Corridor (Subdistrict C); Tenth Avenue Corridor (Subdistrict D); Other Areas (Subdistrict E—Subareas E1, E2, and E3); Hell's Kitchen (Subdistrict F); Clinton District/42nd Street Corridor; Garment Center District, Other Areas to be Rezoned; and Convention Center Corridor.

b) Large Scale Plan (Subdistrict A)

The Large Scale Plan (Subdistrict A) extends from West 30th to West 41st Streets along the east side of Eleventh Avenue. From West 30th to West 36th Streets it includes the full blocks to Tenth Avenue. North of West 36th Street, the subdistrict's eastern boundary is defined by the eastern edge

of the Amtrak Empire Line rail cut, which runs north-south through the Tenth to Eleventh Avenue midblocks on a slight diagonal. The area is generally characterized by major transportation infrastructure, much of which is located below grade in open cuts, emphasizing the underutilization and low scale that are characteristic of the subdistrict's overall neighborhood character. This subdistrict and Subdistrict D (Tenth Avenue Corridor) together account for much of the drabness and underutilization that characterize the Hudson Yards Project Area.

Transportation uses occupy the greatest amount of land use and development in the Large Scale Plan. There are a few commercial and entertainment uses, a small number of live-and-work lofts, and limited manufacturing and warehousing. However, transportation uses can be found on every block, ranging from major transportation infrastructure, to major and minor vehicle storage facilities, garages, parking lots, and auto-related uses. The buildings in the Large Scale Plan are predominantly low-rise (the lowest in the Project Area) and boxy, with full-lot coverage. There are also many open parking lots.

The largest single area of transportation use is the superblock from West 30th Street to West 33rd Street, between Tenth and Eleventh Avenues. In this location, the eastern portion of Caemmerer Yard and some Amtrak facilities occupy the area from West 31st to West 33rd Streets. Other Metropolitan Transportation Authority (MTA) structures and facilities are located in the southern portion of the superblock. The High Line—the unused elevated rail right-of-way that extends from the Amtrak Empire Line down to the Gansevoort Meat Market—runs east-west along the southern boundary of this block, but is not particularly visible west of Eleventh Avenue because of the changes in grade. Similarly, although Caemmerer Yard is not visible from the street—it is at a lower elevation than West 33rd Street and Tenth and Eleventh Avenues and surrounded by a wall—the site is clearly marked by an entryway and sign on Tenth Avenue, north of West 31st Street.

The main entrance plaza to the Lincoln Tunnel is located at the northern limit of the Large Scale Plan. The entrance plaza is an historic resource, built in an Art Deco style. However, this resource has little influence on neighborhood character, since the entrance plaza is not easily visible from the street. Occupying the block between West 39th and West 40th Streets, Tenth and Eleventh Avenues, this plaza and several of the ramps leading to it are grade-separated from local streets, yet the entrance's presence is evident from the substantial traffic activity leading to it from all directions. The open access ramps to the tunnel entrance, including exclusive bus ramps extending from the PABT both beneath and above the street grid, are visible because there are no structures or buildings built above them.

Between the tunnel entrance and West 36th Street, the Amtrak Empire Line right-of-way generally extends from north to south down the middle of every block between Tenth and Eleventh Avenues. South of West 36th Street, the rail cut runs beneath the Convention Center's plaza and then beneath Eleventh Avenue, into the eastern portion of Caemmerer Yard. The Empire Line right-of-way generally forms the eastern boundary of the Large Scale Plan Subdistrict. Similar to the two other major below-grade transportation uses, the rail cut makes its presence known by the walls surrounding it and the absence of urban development above.

The streetscape in the Large Scale Plan reflects its low-intensity, fractured land use pattern. There are virtually no attractive street-level retail uses (such as shops or restaurants), resulting in minimal activity and few pedestrians (except when a large show at the Convention Center brings people to Eleventh Avenue and West 35th Street). The one open space (Javits plaza) in the area is rarely used. The large open site of Caemmerer Yard is surrounded by a concrete wall, and the surrounding streets are lined with buses parked during the midday, waiting for rush hour service. Protective walls can be found in all the midblocks where the Amtrak Empire line cuts through the street grid and around the Lincoln Tunnel ramps and entrances.

The Large Scale Plan Subdistrict’s economic base reflects its underutilization and strong prevalence of transportation uses. As discussed in Chapter 5, “Socioeconomic Conditions,” employment in the area is low (amounting to some 7 percent of Project Area employment) and is dominated by TCPU (transportation, communications, and public utilities), wholesale trade, and industrial sectors.

There are three major traffic arteries in this subdistrict: Tenth Avenue, Eleventh Avenue, and West 34th Street. Tenth Avenue typically carries substantial traffic, including a relatively large proportion of trucks, traveling northward to and from tunnel entrances and exits along the avenue. By contrast, Eleventh Avenue carries less traffic, south of the entrance to the Lincoln Tunnel at West 40th Street. Occasionally taxis, buses, and cars dropping off/picking up at the Convention Center cause temporary congestion along the avenue between West 34th and West 39th Streets. West 34th Street, between Tenth and Eleventh Avenues, carries less traffic than it does east of Ninth Avenue. As noted above, there is very little pedestrian activity in the Large Scale Plan subdistrict.

c) Farley Corridor (Subdistrict B)

The Farley Corridor (Subdistrict B) extends from Tenth Avenue to a line approximately 250 feet west of Seventh Avenue, and includes the superblocks between West 31st and West 33rd Streets. Between Ninth and Tenth Avenues, the Subdistrict extends south to West 30th Street. This area was created when Penn Station was built between 1902 and 1911, as the superblocks were formed to house the station and the U.S. General Post Office, and to accommodate the train tracks and related rail facilities that extended west beneath the two grand buildings. All of the uses in the Farley Corridor (except the block south of West 31st Street) have been built above a substantial transportation infrastructure, which includes Penn Station and several subway lines to the east at Eighth and Seventh Avenues.

The corridor is characterized by three large, bulky buildings occupying all or part of the superblocks—MSG, the Farley Building, and the former Westyard Distribution building (“Westyard building”) on Tenth Avenue—and the Amtrak tracks, which lie in a large open cut on the west side of Ninth Avenue and are surrounded by masonry walls. Each building dominates its superblock site, is distinctly different from the others, and is visible for long distances on adjacent streets/avenues. MSG is a drum-shaped building, 150 feet tall, set back from the side streets and Eighth Avenue, creating a pedestrian plaza. MSG is connected by a skyway to the adjacent Two Penn Plaza, with a street-level vehicle drop-off for Penn Station beneath this overpass. Entrances to Penn Station are also located on the corners of West 31st and West 33rd Streets at Eighth Avenue.

Across Eighth Avenue, the 120-foot-tall Farley Building is a grand building in the form of a Corinthian temple, set upon a pedestal that creates its monumental steps and also allows for internal circulation of postal trucks, which access the building on Ninth Avenue and West 31st Street (see Figure 9-10). The building is listed on the State and National Registers of Historic Places, and is a New York City Landmark. The elegance of its execution offsets its great bulk and size, and it is a strong visual feature in this subdistrict.

The former Westyard building straddles the Amtrak tracks between Tenth Avenue and Dyer Avenues, West 31st and West 33rd Streets, and is visible across the low rail yards to its east and west. This bulky building, 15 stories tall and designed in the 1970s “Brutalist” style, sits high atop its platform, with corner buttresses on its north, west, and south façades. Its shape is unusual, in that the north, west, and south façades slope away from the street as they rise.

Two other rather large buildings are highly visible in the corridor because they also face the low rail yards: 424 West 33rd Street (FAR 12.0) and 406-426 West 31st Street. The latter is a 15-story building with a wide 250-foot frontage facing the rail yards across West 31st Street. It has a strong visual presence and is an historic resource in the subdistrict.

The Eighth Avenue façade of the Farley Building is a handsome landmark in the City, and decorative street lamps exist on West 31st Street, West 33rd Street, and Ninth Avenue. There is substantial pedestrian activity on the MSG block, with many people working at Two Penn Plaza, attending activities and events at MSG, and accessing/exiting Penn Station, which handles some 376,000 passengers each day. There is some pedestrian activity at the Farley Building, which functions as a post office. However, except at the entrances to these destination uses, the streetscape does little to invite pedestrian passage. The long sides of the Farley Building and its loading docks on Ninth Avenue detract from the pedestrian experience. The entrance to the Westyard building attracts pedestrian activity, but its other three sides are uninviting. Large illuminated signs on Seventh Avenue at West 33rd Street are visible from some vantage points within the Farley Corridor (see signage description in “Other Areas to be Rezoned”).

This Subdistrict contains a substantial amount of employment, given the presence of four major employers—MSG, Penn Station, the U.S. Postal Service, and the Daily News, which has headquarters in the Westyard building—and two relatively large commercial/loft buildings on West 31st and West 33rd Streets.

Eighth, Ninth, and Tenth Avenues are the major traffic routes in the Farley Corridor. Eighth Avenue, adjacent to Penn Station, carries substantial traffic. Although Ninth Avenue also carries heavy traffic, volumes are generally lower in this segment of the Avenue than in areas north of the Farley Corridor. Tenth Avenue typically carries substantial traffic, and serves as an access route to the Lincoln Tunnel; however, traffic volumes are less along Tenth Avenue in the Farley Corridor than in locations to the north. West 31st Street, not a through street in the Farley Corridor because it ends at Tenth Avenue, and West 33rd Street serve as local streets and provide entrances to the Lincoln Tunnel. Similar to all streets and avenues in Midtown, the traffic routes in the Farley Corridor experience heavy traffic during the peak hours, particularly along the routes that provide access to/from the Lincoln Tunnel.

d) 34th Street Corridor (Subdistrict C)

The 34th Street Corridor (Subdistrict C) extends from West 33rd to West 35th Streets, Eighth to Tenth Avenues, excluding the midblock on the south side of West 35th Street between Ninth and Tenth Avenues. This corridor exhibits urban development patterns more typical of Midtown Manhattan than those of Subdistricts A and B. It contains a more typical street grid, with no superblocks. Although the Lincoln Tunnel access ramps cut through this Subdistrict, the prevailing impression is one of a mix of urban development found throughout Midtown. The corridor contains the widest range of building types in the Project Area, including bulky apartment buildings, residential towers, large- and low-scale institutional uses, office towers, low-rise residential tenements with ground-floor retail, and low-rise former manufacturing buildings.

Compared to Subdistricts A and B, Subdistrict C has a strong sense of streetwall continuity, because it has seen regular development and redevelopment, and has few vacant lots. Its history as an important corridor is reflected in its seven historic resources, including three religious institutions, the former Manhattan Opera House (now the Manhattan Theater Center, see Figure 9-58), the YMCA building (see Figure 9-51), the New Yorker Hotel (see Figure 9-69), and the former J.C. Penney Company building (see Figure 9-70). The presence of these resources helps to support the distinct character of this district. In addition, the apartment buildings on West 34th Street between Ninth and Tenth Avenues create a pre-war style residential enclave that is reminiscent of West 57th Street or the Upper West Side—despite the presence of a Lincoln Tunnel ramp, which creates a gap in the middle of the block. The 34th Street Corridor is west of the Special Midtown District’s Penn Center Subdistrict. The regulations of the subdistrict allow substantial signage, and several large, brightly-lit signs on Seventh Avenue and West 34th Street are visible from within the 34th Street Corridor.

A number of the buildings in the 34th Street Corridor contain retail uses on the ground floor, including chain stores and a large new multiplex cinema. The location of this Subdistrict near Penn

Station creates substantial foot traffic to support the retail uses, particularly in the eastern part of the Subdistrict. The 34th Street Corridor also contains a large employment base for its relatively small area; the Subdistrict's four blocks account for nearly 20 percent of the Project Area's private employment. Most of this employment is service-based, led by the health and social services sector, the finance insurance and real estate (FIRE) sector, and business, legal, and professional services sector. The Subdistrict also contains a large number of public and non-profit sector jobs, primarily in the health sector.

West 34th Street serves as a major crosstown route with high traffic volumes. Eighth Avenue carries substantial traffic in the area near Penn Station; however, traffic volumes are not as heavy near West 34th Street, as compared to further north, near West 42nd Street. As previously described, Ninth and Tenth Avenues carry heavy vehicular traffic; however, volumes in the 34th Street Corridor are lower than in those areas north of West 34th Street.

e) Tenth Avenue Corridor (Subdistrict D)

The Tenth Avenue Corridor (Subdistrict D) lies between the Large Scale Plan (Subdistrict A) and Hell's Kitchen (Subdistrict F). The western portion of the Subdistrict (Subarea D1) extends from West 36th to West 41st Streets on the west side of Tenth Avenue. Its western boundary is generally the eastern edge of the Amtrak Empire Line rail cut. The eastern portion of the Subdistrict (Subarea D2) runs approximately 100 feet east of Tenth Avenue from West 35th to West 40th Streets. In general, land uses in this Subarea reflect its location on the periphery of two more distinctive subdistricts: the Large Scale Plan and Hell's Kitchen. The character of the subarea is generally similar to the Large Scale Plan Subdistrict, as it contains substantial Lincoln Tunnel ramps and infrastructure. However, it is less dominated by transportation use and contains a greater variety of uses, including residential and community facilities, reflecting its location near the residential/mixed-use neighborhood in Hell's Kitchen.

There is no particular building type pattern in the Tenth Avenue Corridor Subdistrict, and most buildings are intermingled with at-grade parking and gas stations. Buildings in the Subdistrict are predominantly low-rise, except for the terra cotta Hill Building at the southern end of the corridor on the west side of Tenth Avenue (see Figure 9-39). The Hill Building has an FAR of 13.0 and building façades that are articulated with large decorative arched windows. The Hill Building is also an historic resource. St. Raphael's RC Church and Rectory, at 502 West 41st Street, is another historic and visual resource in the Tenth Avenue Corridor. The French Gothic church's West 41st Street façade is faced in rough-cut stone and designed with a central peaked-roof nave, flanked by two corner towers capped with octagonal spires (see Figure 9-54). It was once surrounded by a portion of the Hell's Kitchen neighborhood, but is now abutted by a parking lot and Cardinal Stepinac Place (a Lincoln Tunnel approach road) on the east and west, creating full, 360-degree views of the church.

Employment levels in the Tenth Avenue Corridor are relatively low; most of the blocks contained less than 250 jobs in 2002. This small employment base is dominated by automotive services, including several public parking lots, repair shops, truck and car rental services, towing services, and one gas station. Office-based employment is concentrated on the western side of Tenth Avenue between West 36th and West 37th Streets, where two loft buildings have been converted to office use, including the offices of architect Richard Meier and the headquarters of Affinia Hospitality.

The Tenth Avenue Corridor contains several primary entrances to the Lincoln Tunnel, and traffic is therefore consistently heavy and subject to significant vehicular, bus, and truck volumes. Traffic operations along the Tenth Avenue and West 41st Street entrances to the Lincoln Tunnel have been assigned regular traffic enforcement assistance, to assist in maintaining vehicular flows. Heavy traffic volumes on the side streets in the Tenth Avenue Corridor are associated with the peak hours of traffic moving toward the tunnel.

f) Other Areas (Subdistrict E)

The Other Areas Subdistrict comprises three disparate subarea locations including Subarea E1, which covers most of the block from West 40th to West 41st Streets, Ninth to Tenth Avenues (the tenement buildings on the southeast corner of the block are excluded); Subarea E2, which covers almost all of the block from West 39th to West 40th Streets, Eighth to Ninth Avenues (the Ninth Avenue frontage, 100 feet deep, is excluded); and Subarea E3, which consists of the Seventh to Eighth Avenue midblocks south of Penn Station from West 28th to West 31st Streets. The three Subareas would exclude all new residential uses as part of the Proposed Action.

Subareas E1 and E2 are transitional areas between the PABT and neighboring districts. Subarea E1 includes elevated ramps from the PABT and two low-rise (FAR 6.5), large-footprint, community facility buildings. As a result of the major transportation structures on the eastern half of the block, the sidewalks are not well maintained and are uninviting to pedestrians. There is some pedestrian activity at entrances to Covenant House and Hunter College's Voorhees Campus. This subarea is small and contains relatively few jobs (340 in 2002). Most of these are in health and social services.

Subarea E2, south of the PABT, contains a wider range of building types and land uses, from low-rise residential buildings to mid-rise lofts. Its location on Eighth Avenue near the bus terminal and its mix of uses, which includes ground-floor retail, make this block considerably more active than Subarea E1. This activity also reflects its employment, which is more than twice that of Subarea E1 (760 in 2002). Most of this employment is service-based with a large proportion in the business, legal, and professional services sector.

Subarea E3, located south of Penn Station, includes a portion of what has traditionally been the Fur District, and has a built character similar to the Garment Center District. Development is consistent throughout the area, with a mix of commercial/industrial buildings, with FARs up to approximately 10.0. Lot coverage is full to the lot line, and a number of structures exhibit the "wedding cake" setbacks of buildings constructed after 1916, when zoning was instituted in New York City. Five of these loft buildings are considered to be historic resources, and they contribute to the area's neighborhood character (see Figures 9-33 through 9-38). Most of the buildings have been converted to office and other commercial uses. Other key historic resources in Subarea E3 include St. John the Baptist RC Church and Convent, sandstone and brick/bluestone buildings in the Gothic style (see Figure 9-6), and the five-story Penn Station Service Building, which is clad in the same type of granite that once clad the original Penn Station (see Figure 9-7).

This area is well-occupied and active, with relatively strong pedestrian activity. In fact, this three-block subarea contained 6,990 private-sector jobs in 2002—or 14 percent of the Project Area's private employment. The largest employment sector is business, legal, and professional services.

In Subarea E1, traffic is associated with the bus ramps into the PABT and approaches to the Lincoln Tunnel. Traffic along Eighth Avenue in Subarea E2 is heavy as it approaches West 42nd Street. Subarea E3 contains West 28th through West 31st Streets, which serve as local streets. Subarea E3 does not contain frontage along Seventh or Eighth Avenues.

g) Hell's Kitchen (Subdistrict F)

Hell's Kitchen (Subdistrict F) is a distinct neighborhood within the Project Area. It derives its cohesive character from the uses along Ninth Avenue. Tenement buildings, with housing above and a lively array of food shops and restaurants at street level, attract substantial foot traffic. Nine of the buildings, comprising a largely intact row of four- and five-story, late 19th-century apartment buildings, a remnant of Hell's Kitchen's tenement past, are considered to be historic resources. The streetscape is further improved by street trees along the east side of the Avenue. Subarea F2 encompasses the spine of the neighborhood: it straddles Ninth Avenue between West 35th and West 40th Streets, extending 100 feet east and 200 feet west of the Avenue.

Subarea F1 covers the midblocks between Ninth and Tenth Avenues from the south side of West 35th Street north to West 40th Street. While Subarea F2 is cohesive and distinctive, the land use and street pattern in Subarea F1 is broken up by the ramps to the Lincoln Tunnel. However, Subarea F1 contains the Underhill Building, a 12-story brick structure ornamented with colored terra cotta and Renaissance Revival-style details, which stands out from its low-rise surroundings like many of the other historic resources in the Project Area (see Figure 9-42). There are a few uses here that are attractive to pedestrian traffic, but this area is limited in its ability to attract pedestrians because of the intrusive expanses of grade-separated ramps to the Lincoln Tunnel. The exception is the Hell's Kitchen Flea Market, which closes to traffic for the event and operates on weekends in the bed of West 39th Street between Ninth and Tenth Avenues.

Given the residential nature of Hell's Kitchen, employment levels are relatively low. In 2002, the five blocks that make up the Hell's Kitchen subdistrict contained about 650 jobs, accounting for a mere one percent of the total private sector employment in the Project Area. While Ninth Avenue contains a number of retail businesses, most of the employment was generated by the industrial sectors, particularly the construction and manufacturing sectors.

Traffic along Ninth Avenue in Hell's Kitchen is heavy traveling southbound, especially as it approaches the Lincoln Tunnel. West 35th through West 38th Streets operate generally as local crosstown access; West 39th Street serves the Lincoln Tunnel and bus access to the PABT.

h) Clinton District/42nd Street Corridor

This section of the Project Area is centered on West 42nd Street, extending to West 43rd and West 41st Streets between Ninth and Twelfth Avenues, and covering the south half of the block between West 42nd and West 43rd Streets from Ninth Avenue to within 100 feet of Eighth Avenue. Between West 42nd and West 41st Streets, Eighth and Ninth Avenues, the Clinton District/42nd Street Corridor includes the portion of the block west of the PABT. This district is proposed for rezoning, but would not become part of the Special Hudson Yards District; it lies within the Perimeter Areas of the Special Clinton District, but contains one block (West 42nd to West 43rd Street, Ninth to Tenth Avenue) that would be excluded from the regulations of that Special District.

Land use patterns and development in the Clinton District/42nd Street Corridor are different from the subdistricts of the proposed Special Hudson Yards District in that the strong theater and entertainment uses reflect the corridor's proximity to Times Square and the tourist attractions on Twelfth Avenue. The higher density of new development also echoes the scale and density of Times Square and nearby Midtown development on Eighth Avenue. The residential use constitutes an expansion of the Clinton residential neighborhood south to include West 42nd Street.

The building form is distinct from the rest of the Project Area in that it is dominated by residential towers, mostly on bases, with retail at the ground level. Older buildings can still be found on the street, including the Holy Cross RC Church Complex (see Figure 9-8) and three "model" tenements with 100-foot street frontages (four times the typical frontage), which are historic resources (see Figure 9-47). There are also smaller commercial structures, including the National Video Center (vacant) and many theaters, but the new residential towers are most prominent. The presence of a residential and theater-going population, as well as the street-level stores and restaurants, wide sidewalks, and street trees, create an inviting environment for pedestrians throughout most of the area.

Employment in the Clinton/42nd Street Corridor is almost entirely devoted to services. In 2002, the corridor contained approximately 7,400 private sector jobs, or 15 percent of the total Project Area private employment base. Of this amount, 6,500 jobs were distributed among the service sectors, including the FIRE, entertainment service, and retail trade sectors. In the industrial sectors, TCPU employment is relatively high in this subdistrict, particularly toward the western end of the district where there are Verizon and FedEx facilities. In addition, this subdistrict contains some non-profit

employment associated with the American Red Cross Emergency Family Shelter and public-sector employment associated with the NYPD Mounted Police Headquarters.

The avenue intersections along West 42nd Street in the Clinton District are heavily traveled and consistently congested. Tenth Avenue in the area of West 43rd Street also contains heavy traffic, due to the narrow width of the roadway, parking permitted on both sides of the avenue, and truck deliveries, often double parked, associated with active retail.

i) Garment Center

The portion of the Garment Center District within the Project Area consists of the four midblocks between West 35th and West 39th Streets, between Eighth and Ninth Avenues. It is the most western portion of the City’s Garment District, which lies primarily within the area bounded by Fifth Avenue on the east, West 35th Street on the south, Ninth Avenue on the west, and West 40th/West 41st Street on the north. The characteristic land use patterns in the portion of the Garment Center District within the Project Area differ from the Garment Center District as a whole, in that it is not as densely developed. The Garment Center District contains some loft buildings typical of the Garment Center District, but also contains many low-rise buildings and a number of vacant lots. Many of the uses are certainly related to the garment industry, but a number of buildings are partially or completely in commercial use. The area also has a small inventory of residential uses, some of which are housed in pre-Garment Center District buildings. Christ Church Memorial at 334-344 West 36th Street (see Figure 9-55), together with the adjacent former Barbour Dormitory at 330 West 36th Street (see Figure 9-49) and the tenement at 346 West 36th Street (see Figure 9-50), are three historic resources that hark back to the turn-of-the-20th-century residential neighborhood of Hell’s Kitchen.

The streets in the Garment Center District are active, with shops, restaurants, and loft storefronts that display and advertise to the trade, and with workers, visitors, shoppers, and residents.

In the four blocks that make up the Garment Center District, total private sector employment amounted to about 8,300 jobs in 2002, representing 17 percent of the total employment in the Project Area. Nearly 60 percent of the employment in this area is service-based, with many jobs in the business, legal and professional services sector, followed by the health and social services and entertainment services sectors. Although this subdistrict is historically known for manufacturing employment, particularly related to the apparel industry, the employment distribution has shifted dramatically in recent years. Manufacturing employment has declined rapidly and employment growth has been driven by the service sector.

Traffic volumes along the side streets of West 36th to West 39th Streets in the Garment Center District are associated with local traffic serving the commercial and manufacturing uses and numerous parking facilities. Intersections operate fairly well, with a minimal number of existing congested intersections approach movements.

j) Other Areas to be Rezoned: Two Penn Plaza and C6-3X District

Two small areas on the edges of the Project Area would be subject to rezoning under the Proposed Action. Their characters are as follows:

Two Penn Plaza is located on Seventh Avenue between West 31st and West 33rd Streets. The building and its site has a character similar to One Penn Plaza across the street—tower-on-plaza office locations typical of much of the development that took place in the 1960s and 1970s, most exemplified by the buildings on Sixth Avenue in Midtown. Two Penn Plaza is a 1.56-million-square-foot, 30-story office building that was built in 1967. The broad east and west façades of this monolithic building consist of metal and glass, interrupted by regular light-colored masonry piers. The structure fronts upon a 0.42-acre plaza, which contains steps, planters, and lighting, and serves as an entry and gathering place for the building and for MSG and Penn Station, both of which have

entrances from Seventh Avenue at West 32nd Street. Land uses include commercial office, ground-floor retail, entertainment, transportation, and publicly accessible open space. Pedestrian and vehicular traffic are particularly heavy on Seventh Avenue here, since the site contains entrances/exits from the office building, Penn Station, and MSG. Noise levels are typical of Midtown Manhattan.

The Two Penn Plaza site is partially located in the Special Midtown District. Generally, the Special District extends 100 feet east and west of Seventh Avenue between West 31st and West 34th Streets, with the exception where it extends 200 feet west of Seventh Avenue between West 33rd and West 34th Streets. Large signs dominate both the east and west sides of Seventh Avenue, particularly at the corners of West 33rd and West 34th Streets above the subway entrances. The Madison Square Garden illuminated flashing sign advertising upcoming events is an identifiable central feature of the Two Penn Plaza site.

The area proposed to be zoned C6-3X lies on the south side of West 31st Street, and extends from a point 100 feet west of Eighth Avenue to Ninth Avenue; the area extends south to midway between West 30th and West 31st Streets. Land uses here include a large loft building on Ninth Avenue, primarily in office use, institutional and community facility, and parking lots. Building types are widely different, and the block has no prevailing character. The Proposed Action also includes extension of the C6-3X district on the east side of Eighth Avenue between West 29th and West 30th Streets from 100 feet to 150 feet. Along Eighth Avenue this segment of the zoning district has a mix of commercial, residential, and parking uses, all low-scale. The portion to be rezoned contains small residential buildings.

k) Convention Center Corridor

The Convention Center Corridor extends from West 29th to West 42nd Streets, between Eleventh and Twelfth Avenues. The land use and development pattern is characterized primarily by full-block (and superblock) uses, including the western portion of Caemmerer Yard from West 30th to West 33rd Streets; the Convention Center truck marshalling yard from West 33rd to West 34th Streets; the Convention Center itself, which extends from West 34th to West 39th Streets; a parking lot and two truck garages on the block between West 39th and West 40th Streets; and the MTA Michael J. Quill Bus Depot (“Quill Bus Depot”), which occupies the entire block from West 40th to West 41st Streets. The block between West 29th and West 30th Streets is an exception, in that it contains a number of smaller uses and low buildings. The High Line runs east-west along the south side of Caemmerer Yard and then north along the west side of Caemmerer Yard to West 33rd Street, where it turns eastward again, crossing through the block, while descending to meet the tracks beneath Eleventh Avenue. All the uses in the Convention Center Corridor are classified as transportation uses, except for the Convention Center and the Gary Snyder Gallery on West 29th Street and Eleventh Avenue. The Convention Center is a large exposition center that offers facilities for trade shows and events and public shows (e.g., the boat show, flower show, and auto show) and meets the criteria for commercial use. There are no residential, entertainment, or hotel uses, community facilities, or publicly accessible open spaces in the Convention Center Corridor. Because of the difference in grade between Eleventh Avenue and the Caemmerer Yard, the most visually prominent features of the southern portion of the Eleventh Avenue Corridor are the concrete walls lining either side of the Avenue.

Three Lincoln Tunnel ventilation buildings, all historic resources, stand on or near West 39th Street. The largest building, at the foot of the street, west of Twelfth Avenue, is a brick structure in the Art Deco style of two towers, connected by a bridge, on a one-story base (see Figures 9-15 and 9-16). Another brick vent tower with Art Deco detailing is at 491 Eleventh Avenue. These buildings are visible looking west on West 39th Street and from the Lincoln Tunnel entrance plaza, where they form a visually coherent Art Deco-style composition. The third tower, at the southeast corner of

Twelfth Avenue and West 39th Street, was built later and is largely unornamented. Although it is also visible, it is stylistically different from the other vent buildings.

Given the existence of very low buildings on the southern block and the open area of Caemmerer Yard, the Convention Center is the dominant visual presence in this part of the Project Area. Built on a former rail yard, with a footprint of approximately 780 by 1,000 feet plus a large tent structure between West 38th and West 39th Streets, it is the largest building in the Project Area and occupies the most extensive land area of any single occupied structure in Midtown Manhattan. This long, low building rises to its highest point, approximately 140 feet, at its main entrance, which is located opposite the Jacob K. Javits Convention Center Plaza on Eleventh Avenue between West 35th and West 36th Streets. Black metal nodes create the articulated skin of glass on the Eleventh Avenue and West 34th Street façades that constitute a signature element of the building. The Twelfth Avenue façade does not have setbacks at street level and presents an unvaried, largely concrete face to the avenue.

The streetscape throughout the Convention Center Corridor is generally without amenity. The large transportation uses and the most southern block are not intended to attract pedestrians, thereby creating a bleak streetscape. Buses are often parked along Eleventh Avenue and the side streets south of West 34th Street; tractor trailers wait along the Twelfth Avenue side of the Convention Center prior to loading in or out and are marshaled on nearby City streets. The Convention Center itself is a large public facility that generates significant pedestrian traffic when it houses events, particularly during large public shows like the auto or boat show. However, the facility was never intended to be a pedestrian or local destination; it is a regional, single-purpose attraction, and its considerable activity is primarily contained within the building.

The Convention Center Corridor contains a large number of jobs associated with the Convention Center itself and commercial tenants that lease space in the former Yale Truck Terminal Building from the Convention Center Operating Corporation. The Convention Center has an in-house staff of about 250 employees (administrative staff and in-house electricians, engineers, etc.). In addition, 1,200 or more workers are brought in for events on an as-needed basis. Furthermore, of the 3 million people who visit the Convention Center each year, about 15 percent (or 450,000) are employees who work at the exhibits. In the Truck Terminal building, there are approximately 100 workers employed by such businesses as United Rentals (a construction equipment rental service), Airborne Express, and the Board of Elections.

Twelfth Avenue/Route 9A serves as the major through traffic artery in the Convention Center Corridor. Heavy traffic is associated with the peak hours, particularly at West 34th and West 42nd Streets. As described in the Large Scale Plan, occasional taxis, buses, and cars dropping off/picking up at the Convention Center cause temporary congestion along Eleventh Avenue between West 34th and West 39th Streets. The ferry terminal at Pier 79/West 40th Street also constrains traffic flows when buses and taxis are picking up and dropping off passengers.

2. Primary Study Area

In striking contrast to the underutilization that characterizes much of the Project Area, the surrounding primary study area contains a dynamic mix of uses and densities. The Project Area is flanked by neighborhoods and districts with a wide variety of residential and commercial uses, and much less of the low-density manufacturing, industrial, and transportation uses that characterize the Project Area. The neighborhoods include portions of Clinton, Times Square/Theater District, the Garment Center District, Midtown/Herald Square, and Chelsea. These areas are home to several major activity nodes and landmarks located along the West 42nd and West 34th Street Corridors. The PABT, the Times Square/Theater District, and Midtown are located east of the Project Area along the 42nd Street Corridor, while Penn Station, the One Penn Plaza office tower, and the Herald Square

office and shopping district are situated on the West 34th Street Corridor. In contrast with the Project Area's fragmented urban form, the primary study area contains well-defined building types, streetscapes, neighborhoods, districts, activity nodes, and high pedestrian volumes, as described below.

a) Clinton

The portion of Clinton that falls within the primary study area comprises the blocks bounded by West 49th Street to the north, Eighth Avenue to the east, West 43rd to the south and Twelfth Avenue to the west. Here, the street grid is generally regular, following Manhattan's grid of streets and avenues, with blocks 200 feet by 800 feet in dimension. The western portions of the blocks between Eleventh and Twelfth Avenues are generally truncated, following the shifts in alignment of Twelfth Avenue, which runs parallel to the banks of the Hudson River. The below-grade Amtrak Empire Line rail cut, which connects Caemmerer Yard to facilities located to the north, operates midblock between Tenth and Eleventh Avenues down the entire length of the study area.

Ninth Avenue functions as Clinton's neighborhood spine, featuring low- and mid-rise buildings with apartments above ground floor retail use. The blocks flanking Ninth Avenue to the east and west are characterized by narrow lots, mostly supporting low-rise residential development (five- to six-story walk-up apartments), and commercial uses. From Tenth to Twelfth Avenues, the parcels are generally larger, with low-rise buildings accommodating auto-related repair shops and car dealers, warehouses, distribution centers and small manufacturing shops, and transportation uses (vehicle storage lots and garages). Buildings are generally attached to one another in a regular arrangement, except on the eastern portion of the Tenth to Eleventh Avenue block, from West 49th to West 43rd Streets, where transportation walls for the rail cut break up the streetwall.

The streetscape in the eastern portion of Clinton along Ninth Avenue and Restaurant Row (on West 46th Street between Eighth and Ninth Avenues) is enlivened by commercial uses servicing the neighborhood and supporting the entertainment uses of Times Square and the Theater District. Restaurant Row is an attractive destination, with street tree planting and decorative pavements, and façades garnished with awnings, signage, and well-selected finishes.

b) Midtown

Most buildings in Midtown are constructed in a rectilinear fashion to the street line, and are generally attached to create a continuous streetwall. The streets in Midtown draw pedestrians to activity nodes such as the Times Square/Theater District, the PABT, the Herald Square office and shopping district, Penn Station, and a vast subway complex (including the PATH terminal).

Times Square/Theater District

The portion of the Theater District that falls within the primary study area is bounded by West 49th Street to the north, Seventh Avenue to the east, West 40th Street to the south, and Eighth Avenue to the west. Blocks in this area contain mid-size and large lots supporting major office buildings, hotels, and theaters, and tourism-related commercial and entertainment uses. Buildings range from low- to high-rise, from two to 51 stories. Built form reflects zoning, with higher densities and streetwalls along the avenues. The PABT and its annex are significant buildings in this area. The main terminal occupies a full block between Eighth and Ninth Avenues, from West 41st to West 40th Streets. The terminal's lower-rise north annex occupies the eastern half of the block between Eighth and Ninth Avenues, from West 42nd to West 41st Streets, and is connected to the main terminal by an over-street connection covering half the block. Thus, the building footprint creates a form resembling a superblock, although West 41st Street is not obstructed by structure, and, until September 11, 2001, was a westbound through street. Except for glazed ground-floor retail frontages at street level on the building's West 42nd Street and Eighth Avenue façades, the building envelope is without

fenestration. The distinctive Brutalist exo-frame of the PABT makes it an easily recognizable structure.

Along Eighth Avenue, a few residential uses are housed in low- to medium-density buildings. However, high-rise apartments have recently been constructed or are currently under construction. The Biltmore Towers, a 53-story mixed-use building completed in 2003 on Eighth Avenue and West 47th Street, contains 460 residential units, office, and retail space.

Garment District

The Garment District lies just south of the Times Square/Theater District, from West 40th to West 35th Streets, between Sixth and Eighth Avenues. This is the heart of the garment industry, which is an important economic business sector in the City and currently employs 61,000 workers in Manhattan. The blocks in this portion of Midtown are primarily sub-divided into mid-size parcels occupied by mid-rise loft buildings, ranging from 12 to 22 stories. The narrow east-west streets, coupled with the relatively tall buildings without setbacks, create a darker environment with limited sunlight. In addition, the high, business-oriented vehicular and pedestrian traffic creates a bustling but congested feeling in the district. There is little room or opportunity for street furniture or planting.

Penn Station/Herald Square

South of the Garment District is the Herald Square office and shopping area, generally bounded by West 35th and West 30th Streets, from Sixth to Seventh/Eighth Avenues. The Herald Square area, a major commercial center of Midtown, contains Macy's and the Manhattan Mall, and high-rise office buildings, such as One Penn Plaza, and hotels. The blocks in this area generally contain mid-size and large lots, including through lots and full block parcels, which accommodate mid- to high-rise buildings (12 to 57 stories). The nine-story Macy's department store occupies a full block, between Broadway and Seventh Avenue, from West 35th to 34th Streets; its designation as a National Historic Landmark reflects its distinctive design and long history as the central building in the area (see Figure 9-3). One Penn Plaza, a 57-story high-rise office tower, occupies the center of the block bounded by Seventh and Eighth Avenues, from West 34th to West 33rd Streets. This building is set back from the street and is surrounded by multiple plaza areas. Its façade of steel and gray glass and strong verticality supplied by its columns, surmounted by the large red "1" high on all four façades, create an orienting feature for the area. The pedestrian volumes generated by Penn Station create a bustling atmosphere. Street furniture is perforce limited, and hanging plantings along West 34th Street provide some pleasant color.

Signage in this area is governed by the underlying C6 and C5 zoning districts sign requirements, as described above in the Farley Corridor discussion. The maximum size allowances for C5-2 and C5-3 districts are smaller than that of C6-2, C6-4, and C6-6 districts. Large signs that dominate this area include the Macy's signs on both the Broadway and Seventh Avenue frontages at West 34th Street.

c) Chelsea

In the primary study area, Chelsea comprises a large residential neighborhood, with an industrial/commercial area on its western edge (Tenth Avenue). On its eastern edge, the division between residential and industrial/commercial areas is not as clear, but Chelsea east of Seventh Avenue contains a mix of residential and industrial/commercial uses and markets that are distinct from the character in the heart of the neighborhood.

Residential uses prevail in Chelsea between Seventh and Tenth Avenues, but not all in one form. Many of Chelsea's side streets, particularly between Eighth and Tenth Avenues, are lined with row houses that date from the mid-19th century. In this area, the General Theological Seminary campus, which has occupied a full block from West 20th to West 21st Streets, Ninth to Tenth Avenues for

approximately 150 years, contributes strongly to the neighborhood's historic character. A portion of this older area, from West 20th to West 23rd Streets, generally Eighth to Tenth Avenues, is the Chelsea Historic District. The neighborhood also contains a number of larger buildings, built in the first decades of the 20th century, of which London Terrace, a designated historic resource built in 1929, is a major example.

North of West 23rd Street are the Penn South Houses and the Chelsea and Eliot Houses, which were built in the early 1960s and offer a different building form and street system. West 24th and West 28th Streets, between Eighth and Ninth Avenues, curve around the complex of tall buildings set on broad plazas; West 27th Street does not exist here. More recent residential buildings can be found on Eighth and Ninth Avenues, as well as Seventh Avenue. These are generally contextual buildings of no more than 18 stories.

By contrast, the new residential development on Sixth Avenue north of West 23rd Street has produced large buildings and taller towers, reflecting their location closer to Midtown. All of the avenues in the Chelsea neighborhood contain a lively mixture of ground floor retail and restaurants. Parks and schools here are typical of an established Manhattan residential neighborhood.

The influence of Chelsea's proximity to the Garment District is evident. Most striking is the Fashion Institute of Technology (FIT), which is located between Seventh and Eighth Avenues, from West 26th to West 28th Streets. The blocks between Sixth and Seventh Avenues in this area are fully developed to the lot line, with loft buildings of varying heights. These buildings contain a mixture of loft uses and wholesaling (including the flower market on West 28th Street), offices, and housing. Over the last two decades, residential use has become substantially more prevalent here.

The area between Tenth and Twelfth Avenues in Chelsea has historically been devoted to industrial and manufacturing uses. This portion of the primary study area is currently in transition, as there has been a shift toward commercial and arts-related uses. Here, blocks contain larger parcels primarily housing low- to mid-rise buildings typically associated with industrial uses such as warehousing, distribution, and storage, though more recently many structures have been converted to other uses, especially art galleries. The High Line runs parallel to and west of Tenth Avenue, from West 18th to West 30th Street. The High Line trestle is particularly visible as it crosses each side street, where it is often embellished with advertising signs.

Several large floorplate buildings built upon full-block parcels and superblocks define the built form of the area between Eleventh and Twelfth Avenues, from West 28th to West 24th Streets, and frame Chelsea's western boundary in this portion of the primary study area. The large landmark mid-rise (seven to nine stories) historic Chelsea Warehouses, situated between West 28th and West 27th Streets, is a full-block occupant. It is separated from the Project Area by a fully vacant block, used by Con Edison for parking and equipment storage.

To the south, the Starrett-Lehigh Building is an historic resource and a visual landmark in Chelsea. This former freight terminal and warehouse, now largely used for commercial offices, occupies a full block from West 27th to West 26th Streets. The large floorplate brick and glass structure, built in the international style, rises through a series of setbacks to a height of 22 stories. South of the Starrett Lehigh building are the U.S. Postal Facility Vehicle Maintenance Building and a DSNY vehicle maintenance facility, which occupy a superblock extending from West 26th to West 24th Streets. Chelsea Waterside Park, located between West 24th and West 22nd Streets, was recently completed as part of the reconstruction of Route 9A, and also occupies a superblock.

d) Waterfront

The Hudson River and Hudson River Park bound the primary study area to the west. The Park currently features a landscaped walkway and bicycle path that runs through the length of the primary

study area along the waterfront. This segment was built as part of the reconstruction of Route 9A, and the Park will eventually extend from Battery Park to West 59th Street.

Chelsea Piers, a sports and entertainment complex occupying Piers 59-61, is located at the southern end of the primary study area. The complex contains a golf driving range and related pro shop and other facilities, two ice rinks, a large health club and spa, facilities for basketball, gymnastics, roller blading, etc., and studios for television and movie production. North of Chelsea Piers, a number of piers of varying sizes support commercial uses associated with tourism and entertainment, such as World Yacht and the Circle Line; transportation uses, such as heliports, ferries, and the NYPD Tow Pound; and floating institutional uses, such as the Intrepid Sea-Air-Space Museum.

D. 2010 FUTURE WITHOUT THE PROPOSED ACTION

In the Future Without the Proposed Action, the long-term demand for office, retail and residential development, fueled by anticipated growth in Manhattan's employment and population, would remain strong. However, given the manufacturing zoning, relatively low maximum FARs, and unappealing character that prevail across much of the Project Area, most of the growth pressure would affect the primary study area and those portions of the Project Area closest to the primary study area. By 2010, a number of privately and publicly sponsored development projects that are now proposed or in construction would be completed (see Chapter 4, "Land Use, Zoning, and Public Policy") in these areas. In addition, the City is proposing certain zoning changes to support reasonable growth in the primary study area, as discussed below.

1. Project Area

a) Overview

The neighborhood character within the Project Area is not anticipated to significantly improve in the Future Without the Proposed Action by 2010. Some public initiatives and private development projects could be expected, but in general, these would be expected to support neighborhood character in the areas that have strong character already. For the most part, the vast areas of underutilization and lack of basic amenities would remain unchanged. The overall traffic characteristics would remain the same or worsen, as traffic conditions tend to worsen over time.

For the FGEIS, changes have been made to this section to include a description of new development projects that have become known since the publication of the DGEIS. This section also reflects changes in the status and development program of several projects originally described in the DGEIS. As shown in Chapter 3, several large residential projects are included in the Future Without the Proposed Action that were not identified in the DGEIS.

b) Large Scale Plan (Subdistrict A)

In keeping with current trends, no major changes in neighborhood character are anticipated in the Large Scale Plan in the Future Without the Proposed Action by the 2010 analysis year. Some changes in tenancy of existing buildings could be expected, with potential increases in popular commercial uses, such as galleries, studio space, clubs and restaurants, and mini-storage. These uses would occupy buildings currently in commercial, industrial, and/or transportation use (e.g., parking, truck storage), but would have no effect on the overall underutilization, lack of open space, and poor sidewalk conditions that characterize the area. The open-air Caemmerer Yard and the concrete walls lining Eleventh Avenue would remain, maintaining this significant existing break in the area's streetscape and continuing to detract from the pedestrian experience in the area.

c) Farley Corridor (Subdistrict B)

By 2010, one of the three major structures in the Farley Corridor would undergo a substantial change in use. The Moynihan Station Redevelopment Corporation, a subsidiary of the Empire State

Development Corporation (ESDC), plans a major redevelopment of the Farley Building (former General Post Office), which occupies the full block from West 31st to West 33rd Streets, Eighth to Ninth Avenues. The project would create a new intercity train station in the Farley Building by moving most of Amtrak's existing operations from Penn Station to the west, creating an atrium in the midblock between Eighth and Ninth Avenues for new passenger waiting and ticketing areas and two new midblock entrances on West 31st and West 33rd Streets. The Farley Building's strictly classical appearance would change with the construction of the glass ticketing hall atrium rising out of the structure. Approximately 105,000 square feet of shops and restaurants would be incorporated into this space. The U.S. Postal Service would retain operational and retail space in the building, as well. As a result of the redevelopment, more space would be available in Penn Station for improved passenger services.

The western half of the Farley Building would be renovated and converted into a mixed-use commercial development, with approximately 230,000 square feet of retail at the base and 305,000 square feet of office space above. On higher floors, the office space would extend east toward the Eighth Avenue side of the building, adding another 131,000 square feet.

The Farley Building project would increase the presence of passenger-oriented transportation use in the corridor, and would encourage major retail and high-profile commercial/office uses. New entrances on West 33rd and West 34th Streets would enliven the pedestrian environment around the building. The Fashion Institute of Technology (FIT) plans to renovate and convert an existing loft building at 406 West 31st Street into a 1,104-bed dormitory. Overall, the proposed changes would support current trends towards commercial office use in the area and would further reduce the presence of manufacturing/industrial land use. Specific changes in, or additions of, other uses are not anticipated in the Farley Corridor by 2010.

d) 34th Street Corridor (Subdistrict C)

There are no known land use developments proposed for the 34th Street Corridor by 2010. However, major changes to the Farley Building, especially as expressed on Ninth Avenue, would support and enhance the mix of office, retail, restaurant, and residential uses in this corridor.

e) Tenth Avenue Corridor (Subdistrict D)

There are no known developments proposed for the Tenth Avenue Corridor by 2010. However, current trends to reuse existing buildings for certain commercial uses—offices, mini-storage, studios, clubs, restaurants—could continue, similar to the Large Scale Plan. If so, the presence of manufacturing and industrial use would be diminished. Some transportation uses (e.g., garages, parking lots, small truck terminals) could also be converted to commercial use, but the major transportation infrastructure that dominates the northern blocks of the Tenth Avenue Corridor and contributes to its characteristic underutilization, fractured development pattern, and lack of neighborhood amenities would remain.

f) Other Areas (Subdistrict E)

There are no known developments proposed for Other Areas (Subdistrict E) by 2010. In the Future Without the Proposed Action, a continuation of current trends would be expected. This would especially apply in Subarea E2, which is part of the Special Garment Center District preservation area and is, therefore, similar to both the portion of the Garment Center District within the Project Area (see discussion below), and Subarea E3, which has been undergoing conversion from manufacturing to commercial uses.

g) Hell's Kitchen (Subdistrict F)

Hell's Kitchen, which is a cohesive residential/commercial neighborhood, would be expected to strengthen in the Future Without the Proposed Action. Two sites identified for residential

development as part of the Ninth Avenue Rezoning are located in Subarea F2, on the west side of Ninth Avenue between West 39th and West 37th Streets. These two sites (Projected Development Sites 22 and 24 on Figure 2-14) are projected for residential development with ground floor retail, similar to the recently constructed Hudson Crossing, which is located on the block south of Projected Development Site 24. The west side of Ninth Avenue, which is close to the Lincoln Tunnel ramps, has traditionally been less cohesive than the east side of the Avenue, with more vacant land (created by construction of the Lincoln Tunnel 70 years ago) and more obvious building deterioration. The two projects in this location would conform to the design regulations of the underlying zoning, which mandates streetwall heights to conform to existing development on the Avenue, and would strengthen the west side of the Avenue, greatly supporting Hell's Kitchen's "Main Street" and its neighborhood character.

To the west, the trend towards entertainment- and arts-related reuse of some buildings and land in M districts in the Project Area would be expected to continue. Along West 37th Street, between Ninth and Tenth Avenues in Subarea F1, the West 37th Street Arts, Baryshnikov Center for the Dance is currently under construction. The new seven-story building will comprise dance studios and performance space. However, for the most part the intrusion of Lincoln Tunnel ramps, which fragment the development pattern and streetscape in this subarea, would persist.

h) Clinton District/42nd Street Corridor

By 2010 in the Future Without the Proposed Action, West 42nd Street would continue to develop as a strong residential corridor in the Project Area. Several large high-rise residential developments are anticipated to be developed in the western portion of the Clinton District/42nd Street Corridor, similar to the recent residential development that has been constructed. As described in detail in Chapter 3, "Analytical Framework," Projected Development Sites 18 and 19 would be redeveloped with mixed-use residential buildings with office and ground floor retail pursuant to the existing C6-4 zoning. Theater Row II, a mixed-use development proposed for residential and theater space (and a companion to the recently completed Theater Row), is proposed for the south side of West 42nd Street, between Dyer and Tenth Avenues (Projected Development Site 19). It would provide approximately 267 housing units and theater space for 497 seats, supporting the residential and entertainment character of the district.

In the Future Without the Proposed Action, River Place II, a large residential development, would proceed under existing zoning. This development would occupy the site proposed for the Convention Center Hotel, on the south side of West 42nd Street at Eleventh Avenue. It would be the companion to River Place, which was recently completed along the western portion of the block, and would reinforce the emerging residential character of the western end of West 42nd Street.

One site identified for residential development as part of the recently approved Verizon West 43rd Street Rezoning is located along Eleventh Avenue, between West 43rd and West 42nd Streets on Projected Site 18. The residential and mixed-use projects and potential development anticipated for the Clinton District/42nd Street Corridor would reinforce current trends for high-rise residential uses and expansion of theater and entertainment uses.

i) Garment Center

There are no known developments proposed for the Garment Center District by 2010. However, similar to the other sections of the Project Area, it is likely that current trends would continue. These include an increase in land uses that can be classified as commercial, rather than manufacturing or industrial, and a tendency towards residential conversion of smaller loft buildings. Nonetheless, major changes in the character of the Garment Center District would not be anticipated in the Future Without the Proposed Action.

j) Other Areas to be Rezoned: Two Penn Plaza and C6-3X District

There are no known changes that would affect neighborhood character proposed for the other areas by 2010.

k) Convention Center Corridor

There are no known changes that would affect neighborhood character proposed for the Convention Center Corridor by 2010. Unless more galleries locate to the block between West 29th and West 30th Streets, neighborhood character in the Future Without the Proposed Action would remain essentially the same in the Convention Center Corridor, i.e., with the exception of the Convention Center, typically drab, underutilized, and dominated by transportation uses.

2. Primary Study Area

As discussed in Chapter 4, “Land Use, Zoning, and Public Policy,” a number of large residential development projects and commercial/office developments are proposed for the primary study area, reflecting strong development pressures. The largest active office proposals are located in the northern portion of the area, along the Eighth Avenue corridor. A significant amount of residential development is anticipated as a result of major rezoning to the south in the West Chelsea neighborhood, as discussed below.

a) Clinton

Studio City, a large office and studio development project, would be located east of the waterfront in the primary study area, on Eleventh Avenue, between West 44th and West 45th Streets.

b) Midtown

Times Square/Theater District

In the Times Square/Theater District area, two large office buildings are planned along Eighth Avenue between West 40th and West 42nd Streets as part of the 42nd Street Development Project (Sites 8S and 8N). The New York Times is building a new 1.3 million-square-foot headquarters at 8 Times Square, between West 40th and 41st Streets (Site 8S). Immediately north of the New York Times Building, at 11 Times Square (Site 8N), a new 800,000-square-foot office and retail building is also being developed. In the 42nd Street Development Project to the east, 10 Times Square (Site 1) is being developed as a 965,370-square-foot office building on the block between West 41st and West 42nd Streets, between Broadway and Seventh Avenue. The new buildings would be expected to conform to the project’s design guidelines, which call for strong street level activity and use of eclectic materials and signs to reflect the character of Times Square, while allowing substantial density on each development site. The development on Eighth Avenue would alter the character of that street across from the Project Area, potentially increasing the pressure for commercial conversion in Subarea E2 and the Garment Center District. A high-rise residential project to the north, at the corner of Eighth Avenue and West 44th Street, is also planned. In combination with the two office buildings, the residential building would also strengthen the Project Area’s Clinton District/42nd Street Corridor as a mixed-use neighborhood, with strong commercial and entertainment elements.

Garment Center District

No specific changes to neighborhood character are anticipated in the Garment Center District portion of the primary study area.

Penn Station/Herald Square

The character of Midtown/Herald Square is not expected to change in the 2010 Future Without the Proposed Action. In general, trends here have been to replace some of the manufacturing uses with commercial and residential uses, and this would be expected to continue. New residential

construction is expected on West 31st Street, between Broadway and Seventh Avenue, where a 50-story residential building on land owned by the Franciscan Friars, adjacent to the existing friary, is proposed. Along West 34th Street, a new commercial building at 435 Seventh Avenue, at the corner of West 34th Street, has been partially constructed, with two floors of retail space completed. However, construction of the office component of the project has not yet begun. Although both projects would introduce new building forms to the neighborhood, should they be constructed, these changes would not affect neighborhood character in Midtown/Herald Square, given the process of development and redevelopment that has characterized the area over time.

c) Chelsea

The foremost change in the primary study area would be concentrated in Chelsea as a result of the City's proposed Special West Chelsea District rezoning. The Special West Chelsea District would generally extend from West 30th to West 16th Streets between Tenth and Eleventh Avenues, including an area 400 feet east of Tenth Avenue between West 18th and West 16th Streets. Responding to the westward expansion of residential uses and the conversion of warehouse buildings to arts-related uses, the rezoning would permit residential uses along Tenth and Eleventh Avenues and on some of the midblocks, outside of the core of the neighborhood's art gallery district. Proposed building height and setback regulations would respond to the unique features of West Chelsea, including the neighborhood's many early 20th-century loft buildings, the adjacent Chelsea Historic District, and the Hudson River waterfront.

The proposed rezoning would also allow for the transfer of development rights from lots occupied by and adjacent to the High Line to designated receiving sites within the Special District. New development along Tenth Avenue, adjacent to the High Line, would also be subject to a series of building bulk and use controls to encourage connections to the proposed High Line park and the preservation of light, air, and views. Existing manufacturing zoning would be retained in the core of the art gallery district, along the midblocks north of West 20th Street and south of West 27th Street, to help ensure the continued vitality of the galleries.

Under the City's reasonable worst-case development scenario, a number of developments would be in place by 2010, consisting of conversions of existing buildings and construction of new structures. The rezoning has the potential to substantially alter neighborhood character in the western portion of Chelsea by allowing for new building types and uses. The Special West Chelsea District development sites, however, would have little impact on the neighborhood character of the Project Area, as Caemmerer Yard constitutes a major physical barrier between the Special West Chelsea District and the Project Area.

Future open space development is also anticipated in the Chelsea portion of the primary study area. The City recently applied to the Federal Surface Transportation Board for a Certificate of Interim Trail Use for the High Line, which recognizes the potential of the reused High Line as an elevated park for recreational use by West Chelsea residents and visitors. This change from an unused elevated freight line to a major linear park would also strongly contribute to a change in the character of West Chelsea.

d) Waterfront

The construction and completion of Hudson River Park would continue to change the existing landscape along the waterfront. Segment 6 of the Park, just north of West 26th Street and continuing to Pier 84, would include a large ecological habitat area, two boathouses, a rocky beach, and a major civic plaza with a fountain near West 42nd Street. This section of the park would also include a location where the public could step down from the esplanade to reach the water's edge, landscaped passive recreation areas between the bikeway (already completed in this section of the Park) and the esplanade, and an overlook at West 33rd Street. A major park entrance would be created at West

34th Street, and a concession structure is planned near this entrance. Most of the Pier 72 decks would be removed, with the pilings retained to support wildlife. The primary study area also contains a portion of Segment 5, which extends from Horatio Street to West 25th Street, and Segment 7, from West 42nd to West 59th Streets. Segment 5 would include four new piers for active and passive recreation and a “great lawn” at West 23rd Street. The portion of Segment 7 located in the primary study area (between West 42nd and West 49th Streets) currently contains a bikeway/walkway, and additional features could be added as construction of Segment 7 is planned for completion in 2005. Without the Proposed Action, the NYPD Tow Pound on Pier 76 near West 34th Street would remain until a suitable site for relocation is determined. The Hudson River Park Act requires the City to use best efforts to relocate the tow pound. Therefore, by the 2010 analysis period, the NYPD Tow Pound is expected to be relocated to another site in the City, and 50 percent of Pier 76 would be conveyed to Hudson River Park for passive and active public open space use, and would become part of the dedicated parkland. The other portion of Pier 76 would become the new West Side Heliport, which would replace the 30th Street Heliport.

In addition to the Hudson River Park, the West Midtown Intermodal Ferry Terminal is planned for the Hudson River waterfront located near West 39th Street on Piers 78 and 79. The proposed terminal building would be two stories, and most of the new building would be used for passenger operations. The remaining area in the terminal would be used for office space, café, concessions, and public open space. Access to the ferry boats would be made from three floating barges, located in the waters adjacent to the new terminal building.

E. 2010 FUTURE WITH THE PROPOSED ACTION

1. Project Area

a) Overview of Major Changes

The No. 7 Subway Extension and its Terminal Station at West 34th Street/Eleventh Avenue and Multi-Use Facility would be completed and in operation by 2010. In addition, both phases of the Convention Center Expansion are assumed to be completed, the Quill Bus Depot would be relocated to the south side of the Caemmerer Yard, between Tenth and Twelfth Avenues, and the relocation of the DSNY and NYPD facilities, if the agencies choose the West 29th Street site, would be complete. New parks would be open to the public on the deck over the eastern portion of the Caemmerer Yard, on the full block between West 33rd and West 34th Street/Eleventh to Twelfth Avenues, in the midblock between West 33rd and West 34th Streets from Tenth to Eleventh Avenues, and on the roof of the building housing the DSNY and NYPD facilities or at grade on the same block, if those agencies choose another site for their needs. These elements of the Proposed Action would greatly improve neighborhood character in the westerly portion of the Project Area, from a generally uninviting streetscape of long blocks and walls to an area with major activity centers generating considerable numbers of pedestrians and substantial open space to support them.

In contrast, the private redevelopment of the Project Area, expected to take place over a longer timeframe, would have just begun by 2010. The development scenario presented below discusses the neighborhood character changes in the area that would be expected with the Proposed Action and with or without the relocation of MSG to a site on Ninth Avenue, between West 31st and West 33rd Streets. The Project Area would be in the beginning stages of a major development transformation by 2010, and the template for the new Hudson Yards community would be well established.

b) Large Scale Plan (Subdistrict A)

By 2010, the Large Scale Plan (Subdistrict A) area would begin to change visibly. The deck over the eastern portion of Caemmerer Yard and the proposed open space atop the deck would be completed, and a portion of the Midblock Park and Boulevard System would also be completed between West

33rd and West 34th Streets. The No. 7 Subway Extension and its Terminal Station, with an entrance on West 34th Street in the new midblock park, would also be completed. Both the Convention Center and the Multi-Use Facility would have completed below-grade pedestrian connections to the Terminal Station. Ancillary facilities for the subway would be located below-grade from West 33rd to West 36th Streets, on the east side of Eleventh Avenue (Sites J, P, and K on Figure 2-27). The eastern half of the relocated Quill Bus Depot would be constructed along West 30th Street beneath the new deck over the eastern portion of the Caemmerer Yard. It would be largely below grade, but the portion on West 30th between Tenth and Eleventh Avenues would contain offices, retail, and entrances to the Quill Bus Depot and to the office building parking and loading. (See discussion of Convention Center Corridor, below, for a fuller description.)

If MSG does not relocate (its build date would be after 2010) to the proposed Ninth Avenue site, a large office building would be constructed on Projected Development Site 33 at the northwest corner of Ninth Avenue and West 31st Street in the Farley Corridor, and there would be no other developments in the Large Scale Plan by 2010. However, if MSG is relocated, no office building would be constructed on Projected Development Site 33, and the office space demand would instead be absorbed in the Large Scale Plan Subdistrict on Projected Development Site 4. The reasonable worst-case development scenario projects that the building on Projected Development Site 4 would contain 1.7 million square feet of office use, 14,550 square feet of retail use, and 194 residential units. Projected Development Site 4 is currently occupied by a Verizon truck garage.

The building on Projected Development Site 4 would introduce a new urban form to the neighborhood, and would change the street system and block formation. Specifically, the Midblock Park and Boulevard System would divide the block in two, leaving two smaller areas, each of which would be a suitable development site. Projected Development Site 4 would therefore have building frontage on all four sides. The building's main entrance would be on the midblock park, with retail uses and street trees mandated on the Midblock Park and Boulevard System and West 34th Street.

The building bulk, use, and type would be entirely different from the existing condition, in accordance with the intent of the rezoning action. The building tower controls are designed to allow for maximum flexibility in tower design to form the center of the new commercial district on this site. The building base would create an entirely common, even typical, skyscraper base found across Midtown and in other neighboring districts. However, the zoning controls for the Special Hudson Yards District would encourage innovation in tower design—it would not have to be rectilinear, so that the tower on the otherwise regular base could exhibit a more free or iconic form. At this early time in the redevelopment of the Rezoning Area, this building would differ substantially with respect to all these characteristics, when compared to other extant development in the Project Area, and would be visible from long distances in all directions. It would establish a bold departure and, with the adjacent uses across Eleventh Avenue (Convention Center Expansion and Multi-Use Facility), would clearly signal the beginnings of the redevelopment process in the Rezoning Area.

The change in land use in the Large Scale Plan would be readily apparent either with or without the relocation of MSG. Major transportation uses (i.e., Caemmerer Yard and the Amtrak Empire Line rail cut) would remain, but would be less visible and therefore less dominant than in the existing condition. The No. 7 Subway Extension would add to the inventory of transportation uses in the Large Scale Plan, although it would occupy some properties currently occupied by auto-related uses, including two public parking lots, a Federal Express distribution and garage facility, and a car-rental operation, along with various other uses, including retail and office space, two warehouse buildings, and the Copacabana Night Club.

In 2010, unmitigated significant traffic impacts would occur at two intersections within Subdistrict A during both the weeknight and Sunday Special Event peak hours. Unmitigated significant pedestrian impacts would occur at three intersections during the weeknight Special Event peak hour and five

intersections during the Sunday Special Event peak hour. These would occur on approximately 8 or 9 Sunday afternoons and 10 or 11 weekday nights throughout the year due to events at the Multi-Use Facility. No unmitigated traffic impacts would occur during the AM, Midday, or PM peak hours in Subdistrict A. Although additional traffic volumes would detract from the character of the area, this would not result in a significant adverse impact on neighborhood character. The traffic characteristics would be similar to other areas containing dense commercial development in Midtown.

c) Farley Corridor (Subdistrict B)

With the Proposed Action in 2010, the Farley Corridor would become more strongly commercial in land use. As discussed above, the Farley Building would be transformed into a major Amtrak station, with substantial retail and office uses throughout the structure and physical alterations to its mid-block portion. If MSG is not relocated, it is expected to expand on its existing site. This expansion would be under construction in 2010 with the Proposed Action. A large office building would be completed over the Amtrak rail tracks on Ninth Avenue between West 31st and West 32nd Streets (Projected Development Site 33). This development would contain approximately 2.2 million square feet of office use, with retail at the base. Its presence in the Corridor would diminish the visibility of transportation use, add density and height on Ninth Avenue, and greatly strengthen the commercial character of the corridor. It is possible that the Class A office development would prompt a change in the type of commercial use occupying some of the older buildings along West 31st Street towards stronger office tenants, services appropriate to support upgraded office use, and more upscale retail. This building would introduce a different urban form to the superblock and, like the building on Projected Development Site 4, would signal changes to come in the Farley Corridor.

If MSG is to be relocated, the entire site between West 31st and West 33rd Streets, from Ninth Avenue west to the Westyard building (Projected Development Site 34), would be under construction in 2010. The office building at 424 West 33rd Street would be demolished, and the Amtrak rail cut decked over. Some trend towards different commercial tenants on West 31st Street could ensue, but would be delayed until the major construction is completed.

For special arena signs, the proposed zoning regulations for the Special Hudson Yards District would require a new City Planning Commission (CPC) authorization for non-illuminated or illuminated signs on new or enlarged buildings, including flashing but not advertising signs, not otherwise permitted by the underlying district sign regulations. (See Appendix A.2, “Zoning Text and Map Amendments,” Section 93-172).

The Proposed Action is not anticipated to generate significant traffic impacts within the Farley Corridor. Significant unmitigated pedestrian impacts would occur at one intersection in the 2010 Weeknight Special Event peak period and at two intersections in the Sunday Special Event peak period.

d) 34th Street Corridor (Subdistrict C)

No development changes specific to the Proposed Action are anticipated in the 34th Street Corridor by 2010. However, the development of Projected Development Site 33 in the relocated MSG scenario would reinforce the influence of the redevelopment of the Farley Building on neighborhood character in Subdistrict C.

The 34th Street Corridor is anticipated to be subject to significant, unmitigable traffic impacts by 2010. Increased delays and poor intersection operations are anticipated along the corridor at West 34th Street at Eighth, Ninth, and Tenth Avenues in the Special Event peak periods. Unmitigated impacts would occur at Eighth Avenue at 34th Street in the AM and PM peak hours. Two unmitigated pedestrian impacts would occur during the Special Event peak periods, Weeknights at Eighth Avenue and West 34th Street, Ninth Avenue at West 33rd Street, and Sunday at Eighth and Ninth Avenues at West 34th Street. Although the traffic volumes would detract from the lively

commercial character of the corridor, it would not result in a significant adverse impact on neighborhood character.

e) Tenth Avenue Corridor (Subdistrict D)

Land use changes specific to the Proposed Action anticipated in the Tenth Avenue Corridor by 2010 are related to the No. 7 Subway Extension and, if MSG is not relocated, to development permitted by the new zoning. Specifically, the shell of the proposed Intermediate Station would be constructed beneath the northern edge of the Subdistrict, and a three-story building on the southwest corner of Tenth Avenue and West 41st Street in Subarea D1 (see Site M on Figure 2-27 in Chapter 2) would be constructed to service the No. 7 Subway Extension and the station. The building would be constructed to allow for future development on the site (Projected Development Site 14). Without the relocation of MSG, the transit building would be subsumed in a mixed-use residential and commercial structure. That building, which would contain approximately 51,100 square feet of office space, 44,400 square feet of retail space, 533 residential units, and a 44,400 square-foot community recreation center, would be the first of this mixed-use type in the Tenth Avenue Corridor, and would occupy the site of a car rental operation. The new development would block some views of St. Raphael's Church, an historic and prominent visual resource in the area.

With the relocation of MSG to Ninth Avenue, the location of new office development in the Project Area would be rearranged to be accommodated on Projected Development Site 4 in the Large Scale Plan. That building would absorb enough of the office and residential demand anticipated by 2010, so that there would be no need for the mixed-use building on Projected Development Site 14 in the Tenth Avenue Corridor. Therefore, except for the transit building, a new transportation use, there would be little change in land use in Subdistrict D with the Proposed Action in 2010, with relocation of MSG.

No significant traffic impacts are anticipated as a result of the Proposed Action in the Tenth Avenue Corridor.

f) Other Areas (Subdistrict E)

The Proposed Action would have little effect on Subareas E1, E2 and E3 in 2010 both with and without the potential relocation of MSG. The only project-specific change would occur in Subarea E2, where an ancillary subway facility is proposed for a small lot on the south side of West 40th Street between Eighth and Ninth Avenues (see Site N on Figure 2-27). While the Proposed Action is not anticipated to generate significant traffic impacts in Subdistrict E by 2010, one unmitigated pedestrian impact would occur at Eighth Avenue at West 34th Street in the Midday peak hour.

g) Hell's Kitchen (Subdistrict F)

It is anticipated that by 2010, some residential development would occur as a result of the Proposed Action. Without relocation of MSG, Projected Development Site 22 (between West 38th and West 39th Streets on the west side of Ninth Avenue) would be redeveloped with approximately 124 residential units and 8,300 square feet of retail. If MSG is to be relocated, an additional residential building would be constructed on the block just to the south (Projected Development Site 24), with approximately 387 residential units and 17,400 square feet of retail. However, Projected Development Sites 22 and 24 are also anticipated to be developed in the Future Without the Proposed Action.

The allowable floor area on Projected Development Site 22, which lies entirely within Subarea F2, would be the same without or with the Proposed Action; therefore, it can be anticipated that the resulting development would be similar. However, the development on Projected Development Site 24 under the Proposed Action would be substantially larger than that in the Future Without the Proposed Action, because under the rezoning, development on Projected Development Site 24 could

extend over the Lincoln Tunnel entrance ramps into Subarea F1, which would be rezoned from M1-5, a district that does not permit residential use, to C2-7A. Thus, the building would reduce the transportation presence in the midblocks, its footprint would be larger, and the resulting program and building size would be greater than that of the Projected Development Site 24 building in the Future Without the Proposed Action. In summary:

- If MSG is not relocated, the change in neighborhood character would be similar to that anticipated in the Future Without the Proposed Action. The building on Projected Development Site 22 would be similar to that developed in the Future Without the Proposed Action. Development on Projected Development Site 24 would not yet have occurred. The conclusion that the Hell's Kitchen neighborhood would benefit from the addition of new residential use with ground-floor retail on the west side of Ninth Avenue would hold in this scenario.
- If MSG is relocated, the change in land use would also be similar to that anticipated in the Future Without the Proposed Action, except that Projected Development Site 24 would be developed by 2010, with a larger building than that permitted in the Future Without the Proposed Action. The conclusion that the Hell's Kitchen neighborhood would benefit from the addition of new residential use with ground-floor retail on the west side of Ninth Avenue would also hold in this scenario.

Minimal increases in traffic volumes are anticipated throughout the Hell's Kitchen Subdistrict. For intersections projected to be subject to impacts from the additional traffic, measures have been proposed that would sufficiently mitigate all traffic impacts.

h) Clinton District/42nd Street Corridor

By 2010, the Proposed Action would result in development on three sites in the Clinton District/42nd Street Corridor. The development sites include the Convention Center Hotel on the eastern half of the block between Eleventh and Twelfth Avenues, West 41st and West 42nd Streets, and Projected Development Sites 18 (eastern half of the block between Eleventh and Twelfth Avenues, West 41st and West 42nd Streets) and 19 (entire block on the south side of West 42nd Street, between Dyer and Tenth Avenues). The programs for these buildings would not vary with the outcome of MSG's potential relocation. They are as follows:

- The Convention Center Hotel would contain 1,500 rooms and would be connected to a strong program of meeting, banquet, and ballroom space. The building would be 50 stories high, with a 45-story tower above a five-story base. The building would generally conform to the tower-on-base configurations common to newer buildings along West 42nd Street. The hotel would be connected directly to the Convention Center, and would thus provide an entrance for both itself and the Convention Center on West 42nd Street. The hotel site is currently in temporary use as a parking lot.
- Projected Development Site 18 would be developed with 912 units of housing and ground-floor retail. The building would conform to the existing design and streetscape regulations for the Perimeter Area of the Special Clinton District. Its density would also be the same as that under the current zoning in the corridor. The new building would replace the current Verizon facility and gas station on the site.
- Projected Development Site 19 would be developed as a mixed-use building, with 816 housing units and 445,740 square feet of office use, plus ground-floor retail, in the scenario without relocation of MSG. This building, with a maximum permitted mixed-use FAR of 18, would be larger than existing buildings in the Clinton District/42nd Street Corridor, but would be similar in shape and height. It would contain space for an eventual entrance to the Intermediate Station to be constructed beneath West 41st Street adjacent to this site.

The changes resulting from the Proposed Action in 2010 would solidify the Clinton District/42nd Street Corridor as a high-density residential and commercial neighborhood. The Convention Center Hotel would relate the Corridor more strongly to the tourist activities on the 42nd Street waterfront, to Times Square to the east, and to the newly expanded Convention Center to the south. These uses would also support the Theater Row entertainment uses on West 42nd Street.

Increased traffic volumes along West 42nd Street are anticipated to be most heavily congested at Eleventh Avenue. Impacts at this intersection cannot be fully mitigated during the AM, Midday, PM and Sunday Special Event peak periods. Smaller traffic increases further east are anticipated to be mitigated to avoid significant adverse impacts. Although the increase in traffic would detract from the residential and mixed-use character on the streets of the Clinton District/42nd Street Corridor, it would not result in a significant adverse impact on neighborhood character.

i) Garment Center

In both scenarios (without and with MSG relocation), the Proposed Action would result in development of a residential building on Projected Development Site 37 in the portion of the Garment Center District within the Project Area. Located between West 38th and West 39th Streets, the building would contain an estimated 289 housing units, in addition to ground-floor retail use. The development could achieve an FAR of 12.0, with bonuses for inclusionary housing and with utilization of the District Improvement Bonus. The building could not be higher than 250 feet, but since no tower coverage rules would apply, its bulk could be very much like the adjacent bulky, large-floorplate structures in the Garment Center District. It would displace a graphic arts business.

Because the uses to be displaced are commercial and include no fashion industry uses, the impact on manufacturing and industrial character in the Garment Center District portion of the Project Area from this change would be minimal. The building would also be adjacent to residential buildings on Ninth Avenue on a block with other residential uses, and would therefore be compatible with surrounding uses and support neighborhood character in Hell's Kitchen (Subdistrict F).

The Proposed Action is not anticipated to generate significant traffic impacts within the Garment Center District in 2010.

j) Other Areas to be Rezoned: Two Penn Plaza and C6-3X District

Without this part of the Proposed Action, the approval of the Special Hudson Yards District, which would be mapped on the MSG site, would create a site with C6-2 zoning, which would not permit a building the size of the one already built on it. The Proposed Action would extend the Special Midtown District to a depth of 250 feet west of Seventh Avenue between West 31st and West 33rd Streets. However, there would be no change in neighborhood character from this action; thus the Proposed Action would have no effect on neighborhood character here.

Under the Proposed Action, the existing C6-3X district (mapped along both sides of Eighth Avenue between West 29th and West 31st Streets) would be expanded. The new C6-3X district would include the half-block on the south side of West 31st Street between Eighth and Ninth Avenues (currently zoned C6-2), and its depth along the east side of Eighth Avenue between West 29th and West 30th Streets would be expanded from 100 to 150 feet. Along West 31st Street, the new C6-3X zoning would permit greater commercial and residential FAR—9.0 as opposed to the existing 6.0 FAR. Between West 29th and West 30th Streets, the expanded C6-3X district would essentially make two existing residential buildings comply with underlying zoning and allow a small site to be redeveloped as a residential infill site (see 2025 Potential Development discussion of Subarea E3). However, no redevelopment is anticipated for 2010, and there would be no change in neighborhood character from the Proposed Action.

The Proposed Action is not anticipated to generate significant traffic impacts within these areas in 2010.

k) Convention Center Corridor

By 2010, with completion of the Convention Center Expansion and the Multi-Use Facility, relocation of the Quill Bus Depot, and construction of the municipal facility for the DSNY and the NYPD Tow Pound operations, the entire corridor and its neighborhood character would be totally transformed. The overwhelming land use, which would cover most of the area from West 30th to West 41st Streets, would be commercial and entertainment, and the new development would help transform a barren and fragmented area into a cohesive pedestrian-friendly, whole. This area would contain a significant amount of new open space. The block from West 33rd to West 34th Streets would be transformed by a programmed and landscaped public open space. The expanded Convention Center would provide approximately five acres of public open space on its roof. In addition, a public park would be constructed atop the DSNY and NYPD Tow Pound facility. This park would include active recreational facilities, such as ball fields, and would be located on the roof level of the DSNY and NYPD Tow Pound facility. If the DSNY and NYPD choose to relocate to other sites, the park would be constructed at grade and would also be completed by 2010.

Transportation uses would for the most part be located below grade under platforms, minimizing the visual presence of these activities in the neighborhood and on the block designated to accommodate the DSNY and NYPD Tow Pound operations. Thus, transportation uses, although still present, would no longer dominate in the corridor.

Convention Center Expansion

The Convention Center, currently the most prominent structure in the Corridor, would be expanded to the full block between West 33rd and West 34th Streets, connecting to the main building across West 34th Street by an underground pedestrian walkway, and it would expand its existing building northward to connect to the proposed Convention Center Hotel at West 42nd Street. The maximum exterior dimensions of the contiguous building would be 1,965 feet from West 34th to West 42nd Streets (about 1,700 feet long on the Twelfth Avenue elevation) and 780 feet from Eleventh to Twelfth Avenues. The new building would rise to a height of approximately 96 feet. Although not particularly high-rise in character, the bulk of the building would be substantial, as it would be over eight City blocks (seven blocks on the Twelfth Avenue side), up to three more than in the Future Without the Proposed Action. The adjacent Convention Center Hotel (located in the Clinton District/42nd Street Corridor) would be approximately 565 feet high. This element would be significantly taller than the remainder of the Convention Center, but generally consistent with existing and projected development along the West 42nd Street corridor.

The blocks across which the Convention Center would expand are currently occupied by low-rise, full-block uses, including the Quill Bus Depot and another vehicle storage facility and building. This latter block is owned, in part, by the Convention Center Operating Corporation and is known as the Yale Trucking site. The site to be used for the hotel is currently a parking lot. The Yale Trucking site does not currently contribute positively to the urban design character of the neighborhood and, from that perspective, its redevelopment would not be significant. The continuous building volume of the expanded Convention Center, including the closing of West 33rd, West 39th, West 40th, and West 41st Streets, would not create building volumes that differ substantially from those of the existing condition. However, by connecting these volumes over three additional local street segments, the change in the size of the rectilinear building form would be substantial. The Convention Center plans to introduce ground-floor retail along Eleventh Avenue would help to create a more lively streetscape and would improve the character of the Convention Center Corridor and adjacent portions of the Large Scale Plan Subdistrict across Eleventh Avenue.

The expanded Convention Center would offer new public open space on the block between West 33rd and West 34th Streets and on its roof. The upper level of the full-block open space (West 33rd to West 34th Street, Eleventh to Twelfth Avenues) would contain two levels. The upper level would be at elevation +60 feet and would be accessible by stairs at the corner of West 34th Street and Eleventh Avenue. The upper level would contain landscaped pathways and waterfront viewing areas, and provide a principal access point to the Multi-Use Facility. From the corner of West 34th Street and Eleventh Avenue, pedestrians would also be able to follow the tree-lined sidewalk along West 34th Street down to Twelfth Avenue, a decline of approximately 25 feet. Instead of descending along with the street, pedestrians could also stay at the level of Eleventh Avenue (+32) and walk along the lower level of the open space at +32 out to a lookout above Twelfth Avenue. This level would include a landscaped path and seating and would be bordered by a glass-enclosed Multi-Use Facility and retail uses to the south, and a fully landscaped slope down to West 34th Street to the north.

The full-block public open space between West 33rd and West 34th Streets would provide a substantial public amenity as well as a visual counterpoint to the Multi-Use Facility and the Convention Center, and would open up vistas from the east to Hudson River Park and the Hudson River. This would constitute a major improvement in the character of the Convention Center Corridor and, in combination with the proposed open space on the deck over the eastern portion of Caemmerer Yard and the portion of the Midblock Park and Boulevard System, it would improve the character of the Large Scale Plan Subdistrict, across Eleventh Avenue, as well.

The public open space on the roof of the Convention Center would not be visible from the street, and would not contribute to the character of the area. However, views from the open space would be expansive, and for this reason it would be considered a visual amenity in the Corridor.

It is possible that the full expansion of the Convention Center would not be complete in 2010. If so, the building would be extended northward to West 40th Street; West 39th Street would be closed, but West 40th and West 41st Streets would remain open. The Convention Center hotel would be built and connected to the Convention Center by a walkway extending above West 41st Street, the Quill Bus Depot, which would not have been demolished, and West 40th Street. If this were the case, the effect on neighborhood character would be slightly different from that described above. The Convention Center Corridor would still contain two major full-block transportation/municipal uses—the Quill Bus Depot and the building that could accommodate the DSNY and NYPD Tow Pound facilities—and so the changes to neighborhood character would not be as complete. The Convention Center building would still be of rectilinear form, but it would not be as large as the fully extended building. In addition, with West 40th and West 41st Streets remaining open, physical and visual access between Eleventh and Twelfth Avenues to the waterfront would be maintained.

Multi-Use Facility

The Multi-Use Facility would be constructed on a deck over the western portion of the Caemmerer Yard. The Multi-Use Facility would have a multi-block floorplate extending from the north side of West 30th Street to the south side of West 33rd Street, as is required for this very specific type of use. The platform and the Multi-Use Facility structure would bring the site up to the grade of Eleventh Avenue, allowing the concrete retaining walls currently lining this stretch of Eleventh Avenue to be removed. The Multi-Use Facility would be consistent with the design and multi-block scales of the Convention Center, but would also have unique elements and would be without precedent in Manhattan, due to the specific nature of the building and its activities. The exterior dimensions of the Multi-Use Facility would be 800 feet from Eleventh to Twelfth Avenue, and 700 feet from West 30th Street to West 33rd Street. The Multi-Use Facility would also contain unusual spaces not well-measured or described by FAR. Nonetheless, its expected gross building area of 2.7 million square feet and its large footprint (though less than half the size of that of the Convention Center) clearly indicate that the building would be a visually prominent feature in the western portion of Hudson

Yards. The Eleventh Avenue frontage of the Multi-Use Facility would incorporate retail and pedestrian-oriented uses, contributing to a strong, pedestrian-oriented environment along Eleventh Avenue.

Though it would have a smaller footprint, the Multi-Use Facility would be taller than the Convention Center. The facility would feature a retractable roof, but would primarily serve as an enclosed building for the majority of events (other than football games, when the roof would be open). The top of the retractable roof would be 240 feet above Eleventh Avenue, and the top of the fixed roof would be 208 feet above Eleventh Avenue. Wind turbines located at the north and south face of the Multi-Use Facility would be its tallest elements, at approximately 311 feet above the elevation of Eleventh Avenue and the deck over Caemmerer Yard. This height would be significantly lower than the anticipated heights of development within the Large Scale Plan (Subdistrict A) on the eastern side of Eleventh Avenue.

The Multi-Use Facility would include a number of features on the streetscape to provide activity and a sidewalk presence along the building's edges. The north side of the building would open to the public plaza atop the Convention Center ballroom at +60 feet. The Multi-Use Facility would provide active retail uses facing Eleventh Avenue, between West 31st and West 33rd Streets. In this area, the glass wall of the building would step back to create a retail edge along the street, which could include the box office, cafes, restaurants, and shops.

Along West 30th Street, an elevated pedestrian pathway would serve the entry into the building in this location. If the High Line is rehabilitated for public open space, this pathway would connect directly to the High Line to the east and south. Underneath the pathway/ High Line, at the street level, a temporary market, such as a greenmarket or flea market, could enliven the streetscape and enhance the full block park to the south. The street edge along Twelfth Avenue would include a glass-enclosed Multi-Use Facility facing the open space, which would enhance the waterfront setting.

Overall, the Multi-Use Facility would replace the obstructive, blank concrete walls that surround Caemmerer Yard with a major, state-of-the-art sports, entertainment, and convention facility. Its presence would support and enhance the expanded Convention Center and contribute greatly to the dramatic improvement in neighborhood character in the Convention Center Corridor.

Relocation of Quill Bus Depot

The expansion of the Convention Center to West 42nd Street would require that the Quill Bus Depot be relocated to the Caemmerer Yard site. A two-story structure is planned, extending from Twelfth Avenue to Tenth Avenue from West 30th to West 31st Streets. The western half of the depot would be located beneath the southern portion of the Multi-Use Facility; the eastern half would be located beneath the site of future office development. The relocated depot would have one story above and one story below grade, with a gross area equivalent to that of the existing Quill Bus Depot between West 40th and West 41st Streets. The footprint and form would be as responsive to the surrounding neighborhood as can reasonably be provided, with the relocated Quill Bus Depot having the same array of MTA bus fleet services and storage currently provided at the West 41st Street site. There would be a connection beneath Eleventh Avenue between the two elements of the facility, which would be spread across the two blocks to provide for this storage and maintenance facility without making significant changes to the streetscape of the Project Area. In its western half, between Eleventh and Twelfth Avenues, the Quill Bus Depot street level would be at elevation +8 feet, the primary elevation of West 30th Street and Twelfth Avenue at this location, and the basement level would be at elevation -12 feet. The -12 foot level would continue eastward under Eleventh Avenue and would slope down to connect to the lower basement of the Quill Bus Depot eastern half. Street access for the western half would be from West 30th Street and Twelfth Avenue. The basement level of the western half of the relocated depot would continue east as it slopes down beneath Eleventh Avenue and connects with the lower basement level of the eastern half of the Quill Bus Depot. This

lower basement level would be at elevation -25. In the Convention Center Corridor, the bulk of the building would be apparent only on its West 30th Street frontage, where one level of approximately 15 feet in height would be visible. Its visible elevations would be expected to be utilitarian in nature.

Accommodation for DSNY and NYPD Tow Pound Facilities with Rooftop Park

A combined facility for the DSNY and the NYPD Tow Pound would be provided on the full block between West 29th and West 30th Streets, Eleventh and Twelfth Avenues (Block 675), directly south of the Multi-Use Facility. As currently contemplated, it would contain one level for each facility and one level that would be shared by both facilities. The lowest level would be below grade at elevation -12 feet and the two above-grade levels would be at elevation +8 feet and +28 feet. The topography varies such that from the street, it would appear to be one 20-foot building at the corner of Eleventh Avenue and West 30th Street, while appearing to be a two-story building along Twelfth Avenue and West 29th Street.

If this structure were constructed, a public park would be created on its roof at approximately the same elevation as the High Line right-of-way, located across the street on the north side of West 30th Street. Due to the rise in elevation at Eleventh Avenue and West 30th Street, the park would be approximately 40 feet above the lowest street level. Public ADA accessibility-compliant access to the park would be gained at West 30th Street and Eleventh Avenue, where the elevation of Eleventh Avenue (+19 feet) is at its highest point. As previously described, this park would be publicly accessible open space for active recreation.

If the DSNY and NYPD Tow Pound facilities were not constructed, the park would be developed at grade. In this location, it would be a visual amenity for the southern end of the Convention Center Corridor, would allow unimpeded views of Hudson River Park and the Hudson River from the High Line and Eleventh Avenue, and would strongly enhance neighborhood character.

Convention Center Corridor: Conclusions

With completion of the three major facilities and the public open spaces, land in the Convention Center Corridor would be completely developed. Neighborhood character would be unique, with a combination of large public buildings and substantial public open space. A major contrast between the Future Without and the Future With the Proposed Action in the Convention Center Corridor is that the expanded Convention Center and Multi-Use Facility would generate large numbers of patrons and create a lively pedestrian environment, as opposed to the barren, fragmented streetscape that would exist without the Proposed Action. The current uses, other than the current Convention Center do not serve the general public and are not pedestrian-oriented. With the proposed uses, this large area on the West Side of Manhattan would generate the life and activity commonly associated with the vitality of New York City. However, with the additional liveliness on the street and with the newly completed Hudson River Park, the closing of West 33rd, West 39th, West 40th, and West 41st Streets from Eleventh to Twelfth Avenues to accommodate the Convention Center Expansion would largely prevent public access between the west and east sides of the Convention Center for a total of seven blocks. A pedestrian passageway through the facility in the vicinity of West 39th Street would be provided, as would access from West 34th Street and the West 33rd/34th Street open space, but would not fully mitigate this adverse impact on neighborhood character.

As described in the Large Scale Plan Subdistrict discussion, the intersection of Eleventh Avenue and West 34th Street is anticipated to be significantly affected on occasion by increased vehicular and pedestrian volumes generated by the proposed Multi-Use Facility, activities associated with the expanded Convention Center and the beginnings of new commercial development in the area. Traffic impacts at this intersection could not be completely mitigated during the Special Event peak periods. Although the increase in traffic would detract from the commercial and entertainment character on

the streets of the Convention Center Corridor, it would not result in a significant adverse impact on neighborhood character.

If the Convention Center were not fully expanded by 2010 and the Quill Bus Depot not yet demolished, neighborhood character would be similar to that predicted with the fully expanded Convention Center. However, the presence of transportation use would be stronger and the Convention Center building would not be as large, nor would it close West 39th and West 40th Streets.

2. Primary Study Area

In 2010, the impact of the Proposed Action on neighborhood character in the surrounding primary study area would be minimal. The Convention Center Expansion, the Multi-Use Facility, and the potential DSNY and NYPD Tow Pound relocation site would all be located west of Eleventh Avenue and separated from the primary study area to the east by several intervening blocks. The major changes to the north would include construction of residential and mixed-use buildings in the Clinton District/42nd Street Corridor; these would be slightly denser, but would be compatible in use, form, and scale with current trends on West 42nd Street. The Clinton District/42nd Street Corridor is defined as the Perimeter Area of the Special Clinton District, with density and design regulations that differ markedly from the Preservation Area to the north. For this reason, the trends on West 42nd Street have not influenced development in the heart of Clinton. Likewise, the additional development resulting from the Proposed Action would not alter conditions in the heart of Clinton.

The extension of the Convention Center would include construction of a hotel at West 42nd Street and Eleventh Avenue, which would be compatible with existing types of development on West 42nd Street and the general tourism-related nature of the street and nearby waterfront. It is possible that the substantial increase in exhibition, sports, and entertainment use in the Project Area could support an existing trend in Clinton for the construction of new, and expansion of existing, entertainment uses. The effect of these changes would be beneficial for the neighborhood character in Clinton.

The modest development projected for Hell’s Kitchen and the Garment Center would be sufficient to help strengthen the Hell’s Kitchen neighborhood, but would not be likely to influence land use patterns outside the Project Area. In 2010, the first new residential-use construction would be completed in the Garment Center. However, as discussed in Section G below under “2025 Future With the Proposed Action,” the area west of Eighth Avenue is different from the heart of the Garment District, both in its land uses and scale, such that the changes would not adversely influence land use conditions and neighborhood character in the primary study area.

To the south, the buildings adjacent to the proposed DSNY facility and NYPD Tow Pound are similar in use and scale; the new building would therefore not contrast adversely with its neighbors. The accommodation for the two facilities would permit these agencies to remove the Tow Pound from Pier 76, to remove the DSNY facility from the Gansevoort Peninsula—thus allowing further connection of Hudson River Park—and to find an enclosed parking and maintenance area for District 6 trucks (they are now located at the southern end of the western portion of the Caemmerer Yard and are visible from areas to the south). All three relocations would have beneficial effects on neighborhood character in the primary study area. Further south, the Chelsea neighborhood is well established, and trends to increase residential development, where possible, have been under way for some time. The commercial and limited residential development proposed to be located along West 30th Street within Subdistrict B (Farley Corridor) would be compatible with mixed-use residential buildings (with ground floor retail) proposed as part of the West Chelsea rezoning and the existing residential buildings and publicly accessible open space between Eighth and Tenth Avenues in Chelsea. It is unlikely that the developments completed by 2010 in the Project Area would influence these trends or adversely affect neighborhood character.

F. 2025 FUTURE WITHOUT THE PROPOSED ACTION

Development of new residential and commercial uses is expected to continue between 2010 and 2025, and beyond. As noted in Chapter 2, “Description of the Proposed Action,” long-term population and employment projections indicate that Manhattan and the New York region would continue to grow through 2025 and beyond. Thus, while the projects identified as likely to be completed by 2010 represent the majority of known projects at this time, it is anticipated that growth would continue and that new projects would be developed over time. Traditional patterns of growth are most likely to continue to set development trends, although public policy may amend and shape the exact locations for new development in the future.

In particular, by the 2025 analysis year, it is anticipated that two significant regional transportation improvements in the secondary study area would be implemented to further strengthen Midtown’s role as the primary CBD in the nation. The LIRR East Side Access project and the Second Avenue Subway are both expected to ease current congestion and provide new opportunities for transit-based travel to, from, and within Manhattan. East Side Access would link the LIRR with Grand Central Terminal, providing a significant new opportunity for Long Island commuters to access the eastern and northern portions of Midtown. The Second Avenue Subway is the culmination of many decades of planning for a new transit line on Manhattan’s highest-density residential and employment corridor. The new line would extend from West 125th Street in Upper Manhattan to the Financial District at the southern end of the island. The new service would also provide East Harlem and the Upper East Side with a one-seat ride to the western portions of Midtown via 63rd Street, where the new service would join the existing Broadway line, providing additional service through Manhattan and into Brooklyn.

1. Project Area**a) Overview**

Similar to the 2010 Future Without the Proposed Action condition, several redevelopment sites associated with previous rezonings are anticipated to be redeveloped to their currently allowable FARs between the 2010 and 2025 analysis years. Under the Proposed Action, these sites could be developed to somewhat greater densities. The analysis below assumes that, in the absence of the Proposed Action, the sites would be developed to the maximum density available. The overall traffic characteristics would remain the same or worsen, as traffic conditions tend to worsen over time.

b) Large Scale Plan (Subdistrict A)

There are no known land use developments proposed for the Large Scale Plan (Subdistrict A) by the 2025 analysis year. Some changes in tenancy of existing buildings could be expected, with perhaps increases in currently popular commercial uses, such as galleries, studio space, clubs and restaurants, and mini-storage. These commercial uses would occupy buildings currently in industrial, transportation (e.g., parking, truck storage), or other commercial use. The overall underutilization, lack of open space, and poor sidewalk conditions that characterize the area would persist.

c) Farley Corridor (Subdistrict B)

Only one additional development, the Schulweis Railyards Development, has been identified for the Farley Corridor (Subdistrict B) by 2025—an office building of approximately one million square feet with ground-floor retail at West 33rd Street and Ninth Avenue. Beyond this specific proposal, it is likely that the completion of the Farley Building redevelopment in 2008 would lead to changes in Penn Station extending past 2010 (see Figure 4-12).

The land uses in the Farley Corridor would be significantly different by 2025 in the Future Without the Proposed Action from those under existing conditions. Instead of a large post office above a transportation use and an open rail cut, there would be an expanded transportation use on Eighth

Avenue and two major commercial uses facing one another across Ninth Avenue. The Schulweis development would cover some of the Amtrak rail cut, and both projects would have added ground-floor retail and the pedestrian traffic associated with office and retail uses. The Schulweis development would also change the corridor's urban character by constructing an approximately 70-story building over the open cut rail yard. Significantly taller than other buildings in the Farley Corridor, this building would be visible for long distances, and its presence would lessen the existing sense of openness on Ninth Avenue created by the rail right-of-way.

d) 34th Street Corridor (Subdistrict C)

One site identified as likely for development as part of the 34th Street Rezoning is located along Ninth Avenue between West 34th and West 35th Streets. This site is projected for moderate density office use and ground-floor retail. If this development is built, in combination with the anticipated major changes on Ninth Avenue just south of the 34th Street Corridor in the Farley Corridor, it would further enhance the mix of urban land uses—office, retail, residential, institutional, and transportation—in Subdistrict C. It would also increase the density of development along this portion of Ninth Avenue towards Hell's Kitchen, where there are several parking lots and low-rise buildings.

e) Tenth Avenue Corridor (Subdistrict D)

There are no known developments proposed for the Tenth Avenue Corridor (Subdistrict D) by 2025 in the Future Without the Proposed Action. However, like the Large Scale Plan, current trends to reuse existing buildings for certain types of commercial uses—offices, mini-storage, studios, clubs, restaurants—could continue. If so, the presence of manufacturing and industrial use would be further diminished. Some transportation uses (e.g., garages, parking lots, small truck terminals) could also be converted to commercial use, but the major transportation infrastructure that dominates the northern blocks of the Tenth Avenue Corridor and creates its uninviting character would remain.

f) Other Areas (Subdistrict E)

There are no known land use developments proposed for the Other Areas (Subdistrict E) by the 2025 analysis year. In the Future Without the Proposed Action, a continuation of current trends could be expected. This would be particularly true in Subarea E2, which is part of the Special Garment Center District preservation area and is quite similar to the Garment Center subarea of the Project Area, and Subarea E3, which has been undergoing conversion from manufacturing to commercial uses.

g) Hell's Kitchen (Subdistrict F)

Three sites in total are identified for residential development as part of the Ninth Avenue Rezoning. One, built on after 2010, would be located along the west side of Ninth Avenue between West 35th and West 36th Streets on Projected Development Site 28.

The other two, Projected Development Sites 22 and 24, as described above under 2010 Future Without the Project, would be redeveloped before or after 2010, depending on the status of Madison Square Garden. All would rise on the west side of Ninth Avenue, which is close to the Lincoln Tunnel ramps, and has traditionally been less cohesive than the east side of the Avenue, with several parking lots on the Avenue, higher building vacancies, and more obvious building deterioration. The three projects in this location would strengthen the west side of the Avenue and thus greatly support Hell's Kitchen's "Main Street." Further, development of these projects would improve the streetscape by partially filling the holes along the west side of the Avenue that were created by building demolition as part of the Lincoln Tunnel construction.

h) Clinton District/42nd Street Corridor

One additional residential development is projected to occur in the Clinton District/42nd Street Corridor by the 2025 analysis year. As part of the Block 1090 Rezoning, it is anticipated that a development of 377 residential units and 61,000 square feet of ground-floor retail, would occur at 627

West 42nd Street (Projected Development Site 17 on Figure 2-15). In total, approximately 750 residential units, 497 theater seats, and at least 61,000 square feet of ground-floor retail would be developed by the 2010 and 2025 analysis years in the Clinton District/42nd Street Corridor in the Future Without the Proposed Action. The residential and mixed-use projects and potential development anticipated for the Clinton District/42nd Street Corridor would reinforce current trends for high-rise, tower-on-base residential buildings and expansion of theater and entertainment uses.

i) Garment Center

There are no known developments proposed for the portion of the Garment Center District within the Project Area by the 2025 analysis year. However, as with the other sections of the Project Area, it is likely that current trends would continue. These include an increase in land uses that can be classified as commercial, rather than manufacturing or industrial, a concomitant proportional increase in non-manufacturing employment, and a tendency towards residential conversion of smaller loft buildings. Nonetheless, major land use changes are not anticipated for the Garment Center in the Future Without the Proposed Action.

j) Other Areas to be Rezoned: Two Penn Plaza and C6-3X District

There are no known land use developments proposed for Other Areas to be Rezoned by the 2025 analysis year.

k) Convention Center Corridor

There are no known land use developments proposed for the Convention Center Corridor by the 2025 analysis year. Unless another gallery locates on the block between West 29th and West 30th Streets, land uses in the Future Without the Proposed Action would remain essentially the same in the Convention Center Corridor. It would be dominated by full-block transportation uses—including the western portion of Caemmerer Yard—and the Convention Center.

2. Primary Study Area

As a result of the City’s proposed Special West Chelsea District Rezoning, commercial and residential development would be expected to continue in the Chelsea section of the primary study area between 2010 and 2025, as a continuation of trends foreseen for 2010. It is anticipated that between 2010 and 2025, additional development of 1,340 residential units and 138,182 square feet of retail space would be constructed in the portion of the Special West Chelsea District north of West 27th Street. The neighborhood character of West Chelsea would continue to change as a result of the construction of new buildings and the conversion of existing structures. As described above, development in West Chelsea would have little impact on the Project Area’s neighborhood character, due to the physical barrier of Caemmerer Yard between the two areas.

For 2025, there are no other known development projects, zoning changes, or significant public policy changes currently proposed for the other Subdistricts in the primary study area.

G. 2025 FUTURE WITH THE PROPOSED ACTION

1. Project Area

a) Overview of Major Changes

The new development that would define the Hudson Yards community is expected to be largely complete by 2025, adding substantial new development to the baseline of public facilities completed by 2010. As a result, the Proposed Action would dramatically improve neighborhood character in the Project Area, replacing large areas of underutilized urban landscape with the dense, new, active and lively 24-hour mixed-use Hudson Yards community offering a mix of commercial, residential, retail,

open space, and entertainment uses. The Proposed Action would also strongly enhance the distinct character of the Project Area's several neighborhoods and cover over the transportation infrastructure that has long fractured the area's land use patterns. As discussed below, the substantial new development would work well within each Subdistrict, altering or enhancing its neighborhood character.

b) Large Scale Plan (Subdistrict A)

Projected Development

With the Proposed Action, the character of the Large Scale Plan would be totally transformed compared to the Future Without the Proposed Action. The visual dominance of transportation infrastructure uses would be diminished (although transportation uses would remain active beneath most of the sites in the Subdistrict), and would be replaced by a primarily commercial office district with a mix of retail, residential, and open space uses.

The Midblock Park and Boulevard System would extend from West 33rd to West 39th Streets, and would connect to a pedestrian bridge over the Lincoln Tunnel entrance to and beyond the Large Scale Plan's northern boundary at West 41st Street. It would change the street grid and arrangement of blocks, creating twice as many smaller blocks, with each block appropriate for a full-block development. It would also effectively cover the Amtrak Empire Line rail cut, removing a strong disruptive element and allowing a more orderly layout of development in the subdistrict. This open space, in combination with the proposed open space atop the eastern Caemmerer Yard and the public open space on the block between the Multi-Use Facility, the rooftop active recreation park on Block 675, and the Convention Center, would greatly enhance neighborhood character and would also distinguish between the largely residential neighborhood of the Tenth Avenue Corridor and the strongly commercial quality of the Large Scale Plan Subdistrict, as well as the entertainment/ sports/ convention character of the Convention Center Corridor.

The deck over the eastern portion of Caemmerer Yard would support a mix of uses, including a major open space/plaza, a cultural facility, a hotel, and a mix of primarily commercial and some residential uses. Development on the block between West 33rd and West 34th Streets would consist entirely of commercial/office buildings with ground-floor retail. The remaining sites in the Large Scale Plan, south of the Lincoln Tunnel entrance plaza, would be developed with a mix of uses in which commercial/office use would be dominant, but ground-floor retail and residential uses would also be present. The main building entrances would face the Midblock Park and Boulevard System, with retail frontage required on Tenth Avenue and the Midblock Boulevard. A 950-space public parking garage would be constructed under the Midblock Park and Boulevard System, between West 34th and West 36th Streets. This garage would accommodate parking demand generated by development of the projected development sites.

The changes to neighborhood character would reflect the built form of new buildings and the open space corridor. The area's topography would be made consistent as proposed developments cover the rail yards and rail cut. Along Eleventh Avenue and the new Midblock Park and Boulevard System, development requirements would allow creativity in building design. Required sidewalk widening and street tree plantings would transform the area's streetscape, creating a pedestrian-friendly environment.

The changes described above would occur with or without the relocation of MSG to a site on Ninth Avenue. It is anticipated that north of the Lincoln Tunnel entrance, on the block between West 40th and West 41st Streets, a large office building with ground-floor retail would be developed in the scenario without relocation of MSG. In the scenario with relocation of MSG, this site would not be redeveloped as a result of the Proposed Action.

Based on the reasonable worst-case development scenario for projected development sites, the Proposed Action could succeed in transforming Subdistrict A into a dense and vital, 24-hour commercial and mixed-use community. This community would be served by the extension of the No. 7 Subway, and new, publicly accessible open space.

By 2025, the Large Scale Plan Subdistrict is projected to be subject to significant, unmitigatable traffic impacts at several intersections during peak traffic periods. West 34th Street at Tenth and Eleventh Avenues, as well as at the new Midblock Boulevard, and Eleventh Avenue at West 36th Street, West 38th Street, and West 40th Street, and Tenth Avenue at West 35th Street are each anticipated to be significantly and adversely affected. Impacts are expected during AM and PM weekday peak periods as a result of the residential and commercial development, and impacts are expected during Special Event periods (19 times a year) as a result of this development and activities at the Multi-Use Facility. Pedestrian impacts are projected along Tenth Avenue (especially during the Midday peak period) and at Eleventh Avenue at West 33rd and West 34th Streets in the Special Event peak hours.

Potential Development

If the potential sites on the block bounded by Tenth and Eleventh Avenues, West 39th and West 40th Streets were developed (as discussed in Chapter 4, “Land Use, Zoning, and Public Policy”), instead of the more southern sites in the Large Scale Plan, the effect would be to extend the commercial development to the north along Eleventh Avenue and to diminish the presence of the Lincoln Tunnel infrastructure in the Subdistrict. Were these sites to be developed, the conclusion that the Proposed Action would succeed in creating a dense and vital 24-hour community in Subdistrict A would still hold.

c) Farley Corridor (Subdistrict B)

The Farley Corridor is also expected to undergo substantial improvement as a result of the Proposed Action. Since MSG would potentially be relocated within this Subdistrict, the discussion below distinguishes between the two resulting land-use scenarios.

If MSG is not relocated, it is expected to expand on its existing site to increase capacity from 19,500 to 23,000 seats. Amenities, retail, and ancillary facilities would also be improved. On the next block west, the Farley Building would be redeveloped as a transportation terminal with substantial retail and office use in the Future Without the Proposed Action. Two commercial buildings are projected for development on Projected Development Sites 32 and 33 along Ninth Avenue, between West 31st and West 33rd Streets. On the western portion of the block, Projected Development Site 31 (the Westyard Building), which contains the headquarters for the Daily News, would be renovated to permit development of a large mixed-use building and new retail and residential uses. The three buildings would completely cover the Amtrak rail cut, greatly reducing the visible presence of transportation use in the corridor. In 2025, as a result of the Proposed Action, commercial uses would dominate Subdistrict B, in addition to new residential and retail uses and expanded entertainment use, providing the basis for a 24-hour community.

If MSG is relocated to the western side of Ninth Avenue above the Amtrak tracks, the two commercial buildings (Projected Development Sites 32 and 33) would not be constructed. Two large office buildings totaling 4.7 million square feet would be developed on Projected Development Site 45 (the existing MSG site), along with a one-million-square-foot hotel and 133,000 square feet of retail space. Development on Projected Development Site 31 would be the same in both scenarios. The difference between projected land uses with and without MSG relocation would be that the relocation would allow for dense commercial development, including the addition of a 1,000-room hotel, due to the size of the existing MSG site. The large sports/entertainment use (i.e., MSG) would also be located on Ninth Avenue, across from the Farley Building’s retail and office components, instead of on Eighth Avenue, across from the new Penn Station. Similarly, the major office use in the

Farley Corridor would be located on Eighth Avenue, instead of Ninth Avenue. Due to the large superblock sites, new development could take the form of either low- to mid-rise buildings with large floorplates, or tall towers with somewhat smaller floorplates. If recent trends in Midtown office development continue, the latter would be more likely. Under both scenarios, the street grid would be partially restored for pedestrians through construction of an east-west pedestrian passageway between Ninth and Tenth Avenues that would be set in line with the demapped West 32nd Street. With or without the relocation of MSG, the new commercial development would create a dense hub of commercial buildings at the southern end of the Project Area, the Amtrak rail cut would “disappear” as a major land use, and the Farley Corridor would become strongly commercial, with a vibrant mix of office, retail, entertainment, and some residential uses, supported by a new transportation hub.

The Proposed Action is not anticipated to generate significant traffic impacts within the Farley Corridor by 2025. Unmitigated pedestrian impacts would occur throughout this subdistrict during the Midday peak period and along West 33rd Street in the Special Event peak periods.

d) 34th Street Corridor (Subdistrict C)

Projected Development

Projected development under the Proposed Action would add three new residential buildings to the 34th Street Corridor: one on the northeast corner of West 34th Street and Tenth Avenue (Projected Development Site 29—currently a parking lot); one on the southwest corner of West 34th Street and Ninth Avenue (Projected Development Site 30—currently a three-unit tenement building); and one on the northeast corner of West 34th Street and Ninth Avenue (Projected Development Site 43).

The existing consistent development in this Corridor, with few vacant or greatly underutilized sites, accounts for the relatively small number and size of projected development sites. However, all three projected development sites would be in highly visible corner locations and would be similar in form and bulk to existing buildings in the corridor. The redevelopment of these sites for residential use would emphasize and strengthen the residential component of this Subdistrict. In addition, the simultaneous changes south of the 34th Street Corridor on Ninth Avenue in Subdistrict B would emphasize and support the retail and commercial components of this mixed-use Subdistrict.

Development of the three projected development sites would occupy land currently occupied by parking lots, a gas station, and low-rise buildings. The new medium-bulk structures would serve to transition the area from the high-density commercial corridors to the west and south to the lower-density, mixed-use Hell’s Kitchen neighborhood to the north.

The growth of traffic volumes along the 34th Street Corridor, as projected in the 2010 Future With the Proposed Action, is anticipated to continue and worsen in 2025. Significant, unmitigatable impacts are projected at West 34th Street at Ninth and Tenth Avenues during the peak periods, and at West 34th Street at Eighth Avenue during the Special Event peak periods. Although the additional traffic congestion would detract from the commercial character of the area, it is a common occurrence now, and thus an increase would not represent a significant adverse impact on neighborhood character. Unmitigated pedestrian impacts would occur along West 33rd and West 34th Streets between Eighth and Tenth Avenues in all peak periods.

Potential Development

It is possible that three small sites, all in the western half of the subdistrict, could potentially be developed. These Potential Development Sites, 59, 60, and 61, together could yield approximately 200 residential units and about 14,000 square feet of ground-floor retail use. However, they would not be as prominently placed or as large as Projected Development Sites 29, 30, and 43, and their development would not be as successful in influencing neighborhood character in the Subdistrict.

e) **Tenth Avenue Corridor (Subdistrict D)**

Projected Development

As a result of the Proposed Action, the character of the Tenth Avenue Corridor would improve radically. On the west side of Tenth Avenue (Subarea D1), from West 36th to West 39th Streets, transportation, manufacturing/industrial, and commercial uses would be replaced with mixed-use development containing a large residential component, and office and retail uses (Projected Development Sites 9, 11, and 13). Across Tenth Avenue between West 35th and West 38th Streets (Subarea D2), three residential buildings are projected (Projected Development Sites 23, 25, and 27). These buildings would be compatible with the residential uses in and enhance the character of the Hell's Kitchen Subdistrict.

Tenth Avenue would change considerably from an avenue primarily lined with parking lots and low-rise, non-descript buildings, to one of high-rise residential buildings with ground-floor retail. Some sidewalks in the area would be widened and plantings would be required. Additional greenery would be provided along the Midblock Park and Boulevard System. The boulevard's angled path would provide for unusual building configurations on the adjacent lots. The Amtrak rail cut would be platformed over for the Midblock Park and Boulevard System, which would allow new paths of pedestrian circulation through the area.

Together, development on the six sites would create a new, largely residential neighborhood on Tenth Avenue, with new retail uses at street level. The mixed-use building in the Large Scale Plan on the west side of Tenth Avenue just south of Subarea D1 and the projected residential building on Tenth Avenue and West 34th Street in the 34th Street Corridor just south of Subarea D2 would contribute to the sense of a residential neighborhood in this area. The improvements in neighborhood character in the Tenth Avenue Corridor would meet the goal of the Proposed Action to provide a new, dense 24-hour community with strong residential, office, and other urban uses.

As noted in Chapter 9, "Architectural Historic Resources," the Proposed Action would result in direct adverse impacts on two historic architectural resources. However, the current underutilization of the area, disruption to the streetscape caused by the grade-separated transportation infrastructure, and inconsistency of building form and development patterns are dominant in defining neighborhood character in the Tenth Avenue Corridor. The historic architectural resources do not influence neighborhood character in the subdistrict. The adverse impacts to these resources would not constitute adverse impacts to neighborhood character.

Slower traffic movements are anticipated as a result of individual intersection traffic approach movements along Tenth Avenue that are projected to have significant impacts in the PM peak hour. During this period, unmitigated significant traffic impacts are anticipated at Tenth Avenue and West 35th, West 37th, and West 41st Streets. Although the additional traffic congestion would detract from the character of the area, it is a common occurrence now, and thus an increase would not represent a significant adverse impact on neighborhood character.

Unmitigated pedestrian impacts in this subdistrict would occur in the Midday peak period at Tenth Avenue at West 35th, West 36th, and West 37th Streets.

Potential Development

Potential development sites in the Tenth Avenue Corridor include Potential Development Sites 48 and 52, in Subareas D1 and D2, respectively. Both sites would allow residential use, although the building on Potential Development Site 48 (southwest corner of Tenth Avenue and West 40th Street) would have an office component. Together, these buildings could provide 510 residential units and approximately 17,000 square feet of ground-floor retail. Both would have to be built over or next to major Lincoln Tunnel access infrastructure, and would succeed in further covering disruptive

transportation infrastructure. Therefore, these sites, if developed, would also contribute to the improvements in neighborhood character in the Tenth Avenue Corridor.

f) Other Areas (Subdistrict E)

Projected Development

Development projected for Subdistrict E includes one site each in Subareas E1 and E2. There is no new development projected for Subarea E3. Projected Development Site 20, in Subarea E1, currently occupied by Covenant House, Hunter College's MFA program building, and a former public library building, would be developed with a 1.2-million-square-foot office building with community facility ground-floor retail use. The existing 13-story residential building adjacent to Projected Development Site 20 would remain. Because most of the block that comprises Subarea E1 is occupied with ramps between the PABT and the Lincoln Tunnel, the new office building and existing residential building would constitute all non-transportation land uses in Subarea E1. The developer of the office building would be required to provide an easement for a future entrance to the Intermediate Station of the No. 7 Subway Extension, which would be located adjacent to the site, beneath West 41st Street. The change in land use and density would be substantial in Subarea E1. A high-rise, tower-on-base commercial use would rise where relatively low-rise community facility uses now stand.

In Subarea E2, development is projected for Projected Development Site 36, on Eighth Avenue between West 40th and West 41st Streets. This development, which would use air rights from adjacent tenements (which would remain under the Proposed Action), would include the residences in the tenements, approximately 589,000 square feet of office use, and ground-floor retail. This land use change would support current development trends along Eighth Avenue, where loft buildings have been upgraded to office use and a large office building across the street is anticipated in the new Times Tower, as well as in the remainder of the block.

Commercial development in Subareas E1 and E2 would transition among the Clinton District, Hell's Kitchen, and the Garment Center. Development would also serve to screen the PABT and ramps from the surrounding areas, thus supporting neighborhood character in adjacent sections of the Project Area. However, the development in Subarea E1 would remove the former New York Public Library branch building on West 40th Street, which is an historic architectural resource. While this would be an adverse effect on such resources, the currently vacant building does not offset the overpowering transportation uses that dominate neighborhood character on this block. Therefore, its loss would not constitute an adverse impact on neighborhood character.

An unmitigated pedestrian impact is projected at Eighth Avenue at West 39th Street in the Midday and PM peak periods. Subdistrict E is not projected to be subject to any unmitigable traffic impact.

Potential Development

Potential development could include three office buildings on the south side of West 40th Street in Subarea E2 and seven office buildings in Subarea E3. The buildings, if one or more were to be developed, would be constructed on lots that now contain smaller buildings, using air rights from neighboring lots. If the Fairmont Building at 239 West 30th Street were to be removed for development, however, this would result in an adverse effect on neighborhood character. This building is an historic architectural resource, along with six others, because together they typify the historic character of the area. However, because the five others would remain, the effect is not considered to be significant for neighborhood character.

g) Hell's Kitchen (Subdistrict F)

Projected Development

It is anticipated that by 2025, Projected Development Sites 22, 24, and 28 would be developed for residential use on the west side of Ninth Avenue in Subarea F2. Projected Development Site 22

would be in place by 2010, as would Projected Development Site 24 if MSG were relocated. In the scenario without relocation of MSG, Projected Development Site 24 would be developed after 2010. In addition, Projected Development Site 28 is projected to be developed for residential use on the west side of Ninth Avenue between West 35th and West 36th Streets by 2025.

These residential buildings would be similar in bulk, height, and configuration to existing buildings. Development on the Ninth Avenue sites would partially restore the physical damage to the neighborhood caused by construction of the Lincoln Tunnel. Gaps in the streetscape would be filled, and the pedestrian environment would be improved. The Proposed Action would have a beneficial effect on neighborhood character in Subarea F2.

Development projected for Subarea F1 of the Hell's Kitchen neighborhood includes the midblock portions of Projected Development Sites 22 and 24, which are avenue residential developments discussed above, and Projected Development Site 26, which would accommodate a 304-unit residential building with ground-floor retail in the midblock between Ninth and Tenth Avenues, West 36th and West 37th Streets. The residential uses anticipated for Subarea F1 would strengthen the entire Hell's Kitchen neighborhood, and the construction of the building over the Lincoln Tunnel ramps would help to reduce their disruptive influence on neighborhood character.

It is anticipated that by 2025, in addition to the construction of residential units in the Subdistrict by private developers, the Port Authority would have constructed a bus garage on Projected Development Site 21, which would cover most of the midblock between Ninth and Tenth Avenues, West 38th and West 39th Streets. This site currently contains below-grade approach ramps to the Lincoln Tunnel. The 450,000-square-foot bus garage would be used to store Port Authority buses providing service to and from the PABT. The garage would have the effect of organizing the bus storage in an enclosed building, allowing for direct access to the PABT and to the Lincoln Tunnel, and converting land currently used for bus storage for more productive use. It would also cover gaps in the streetscape caused by grade-separated transportation infrastructure. Although the use would be different from the surrounding residential uses, the construction of the facility would have a beneficial effect on the surrounding area by relocating buses now parked on City streets to an enclosed building.

Additional traffic volumes generated by the Proposed Action within the Hell's Kitchen Subdistrict would not be significant. All projected impacts on intersection operations within the Subdistrict could be mitigated.

Potential Development

Potential development sites in Subdistrict F would be limited to residential infill in the midblocks between West 35th and West 38th Streets (Potential Development Sites 53 to 58) and a small, mixed-use building on the northwest corner of West 39th Street and Ninth Avenue (Potential Development Site 51). Development of Potential Development Sites 53 to 58 would also strengthen the midblocks for residential use and, as a result, would support the entire Hell's Kitchen neighborhood. However, while development on Potential Development Site 51 would support the Hell's Kitchen neighborhood, it would require the removal of three 19th century tenements that now comprise the full blockfront at 523-529 Ninth Avenue. This would be an adverse impact on architectural historic resources and on neighborhood character.

h) Clinton District/42nd Street Corridor

Projected Development

With the Proposed Action, redevelopment in the Clinton District/42nd Street Corridor would continue to be strong. In addition to Projected Development Sites 18, 19, and the Convention Center Hotel, which would be completed before 2010, it is anticipated that Projected Development Sites 15 through 17 and Projected Development Site 35 would be redeveloped by 2025, as follows:

- Projected Development Sites 15 and 16, located on Eleventh Avenue frontage and a portion of the 42nd Street frontage of the block between Tenth and Eleventh Avenues, West 41st and West 42nd Streets, would be developed with 265 and 222 residential units, respectively. Both Projected Development Sites would include ground-floor retail uses and would contain commercial office uses. These developments would replace a Federal Express (FedEx) facility on Eleventh Avenue and surface parking for FedEx trucks on West 42nd Street.
- Projected Development Site 17 is the currently vacant lot adjacent to the Chinese Consulate and Projected Development Site 18 on West 42nd Street between Eleventh and Twelfth Avenues. It is expected to support a residential tower with ground-floor retail on West 42nd Street.
- Projected Development Site 35 encompasses the entire portion of the Eighth to Ninth Avenues, West 41st to West 42nd Streets block that is in the Project Area. It would be developed with a mixed-use building of approximately one million square feet, including 704 apartments, 335,000 square feet of office use, and approximately 30,000 square feet of ground floor retail.

The additional development projected for 2025 in the Clinton District/42nd Street Corridor would support and expand neighborhood character in the area. The three buildings would be similar in height, bulk, and massing to existing buildings, and streetwall and tower coverages would be similar to those currently required by existing zoning. Built on land currently occupied by a vacant lot, truck storage facilities, and a mix of small- to moderate-scale commercial uses, these substantial residential and mixed-use buildings could accommodate the long-term demands for housing and office use in the area and would enhance the currently emerging character of the 42nd Street Corridor.

The projected traffic impacts described along the western portion of the Clinton District/42nd Street Corridor in the 2010 Future With the Proposed Action condition are anticipated to increase and spread as far east as Tenth Avenue by 2025. The intersections of West 42nd Street with Ninth and Tenth Avenues are anticipated to be most affected by significant unmitigated traffic impacts during weekday peak periods. The intersection of West 42nd Street at Twelfth Avenue would be subject to additional volumes generated by events at the Convention Center and the proposed Multi-Use Facility. The additional traffic congestion would detract from the character of the area. However, West 42nd Street is one of Midtown's major crosstown arteries. It is subject to heavy traffic and substantial congestion now, and thus the increase would not represent a significant adverse impact on neighborhood character.

Potential Development

Potential development in the Clinton District/42nd Street Corridor could occur at two identified sites: Potential Development Site 49, which is the location of the Travel Inn Hotel, and Potential Development Site 50 on the Ninth Avenue frontage, between West 41st and West 42nd Streets. Development of either or both Potential Development Sites would contribute to the high-density residential and mixed-use land use pattern that characterizes the Clinton District/42nd Street Corridor.

i) Garment Center

Projected Development

In addition to Projected Development Site 37, which would be developed for residential use by 2010, Projected Development Sites 38 through 42 are projected for residential development in the portion of the Garment Center District within the Project Area by 2025. Projected Development Sites 38 and 39 are adjacent to Projected Development Site 37 on West 39th Street; Projected Development Sites 40 and 41 are located in the block just south of Projected Development Sites 37 through 39; and Projected Development Site 42 fronts on West 36th Street near Ninth Avenue. These developments, which would be located on properties currently used for parking (lots and one large, low garage) and two small loft buildings, would add housing and related ground-floor retail use to the Garment Center

District portion of the Project Area. Including Projected Development Site 37, the new residential uses would total 1,279 units. Existing manufacturing and office uses would be retained on two of the sites. Zoning requirements pertaining to maximum bulk, maximum building height, streetwall, setbacks, and tower coverage would result in the construction of new buildings similar in size and form to existing buildings in the Garment Center District.

Although the residential development would most likely occur on land not currently in use for manufacturing and would not displace apparel and other manufacturing uses, the six Projected Development Sites would create a strong new residential presence, particularly on West 36th, West 37th, and West 38th Streets. The residential development would also be expected to generate additional retail service development that would differ from the delicatessens and other retail businesses that support workday demands. In combination with the new residents anticipated on Ninth Avenue in the Hell's Kitchen Subdistrict, the demand may be strong enough to alter the type of retail and other commercial uses currently available in the Garment Center District. Overall, by filling in vacant and underutilized sites with active uses that bring a 24-hour population to the area, the Proposed Action would improve neighborhood character in the Garment Center District.

The Proposed Action is not anticipated to generate significant traffic impacts within the portion of the Garment Center District within the Project Area by 2025.

Potential Development

Potential Development Sites 72 to 89 in the Garment Center would be relatively small, and could each be described as residential infill. In the unlikely event that all of these sites were developed, land use patterns in the Garment Center would be very different from what they are today, or what they would be in the Future Without the Proposed Action, particularly along West 35th, West 36th, and West 37th Streets. Although building form and urban design would be maintained, the character of the area would change, reflecting a more residential mix of development. Development of some of the potential sites would eliminate three historic architectural resources: the former Christ Church Memorial and the former New York Edison Company building, both on West 36th Street, and a warehouse on West 39th Street. These structures contribute to neighborhood character in the Garment Center, and their elimination would alter neighborhood character.

j) Other Areas to be Rezoned: Two Penn Plaza and C6-3X District

Two Penn Plaza

The discussion of the neighborhood character implications of the zoning changes proposed for Two Penn Plaza can be found under Section E, 2010 Future With the Proposed Action.

C6-3X District

One residential development is projected to arise from the extension of the C6-3X district along the south side of West 31st Street, opposite the Farley Building. Projected Development Site 44 would lie entirely within the C6-3X district, but partially within the extended area on West 31st Street. This single development is not expected to affect neighborhood character.

In addition, two Potential Development Sites were identified as possibilities for residential development with ground-floor retail—Potential Development Sites 90 and 91. If either of these sites were developed, they would clearly change the land use patterns on West 31st Street by adding residential use, but the new mix of uses would not be considered a significant adverse impact on neighborhood character. In addition, Potential Development Site 93 could be developed for residential use in the expanded area of the C6-3X district east of Eighth Avenue on West 29th Street. This would be an expansion of an existing use in that location, and thus would not affect neighborhood character.

The Proposed Action is not anticipated to generate significant traffic impacts within these areas.

k) Convention Center Corridor

The discussion of neighborhood character in the Convention Center Corridor can be found in Section E, 2010 Future with the Proposed Action. With the Large Scale Plan and Farley Corridor transformed by new development and open space, and strong new development on West 42nd Street and in the Tenth Avenue Corridor, the expanded Convention Center with its West 34th Street open space and rooftop open space, and the Multi-Use Facility would become part of a great new urban community—Hudson Yards—in Far West Midtown Manhattan. The successful redevelopment of the Project Area would also succeed in making the Convention Center and Multi-Use Facility more attractive to potential patrons and more a part of the entire neighborhood.

However, in 2025, with the addition of a large worker, resident, and visitor population directly east of the Convention Center, the connectivity issues associated with the closing of West 33rd, West 39th, West 40th, and West 41st Streets would increase.

The traffic generated by additional commercial and residential development together with the continued traffic associated with the Multi-Use Facility and the expanded Convention Center are projected to result in significant impacts at most intersections along Eleventh Avenue between West 34th and West 40th Street (as discussed in the Large Scale Plan Subdistrict) at peak traffic periods. Except for one intersection (Eleventh Avenue at West 34th Street in the Sunday Special Event peak hour), all of these impacts could be mitigated. Unmitigated pedestrian impacts would also occur at Eleventh Avenue at West 34th and West 35th Streets in the AM and Special Event peak periods. Although the increase in traffic congestion would detract from the commercial and entertainment character on the streets of the Convention Center Corridor, these are major arteries already subject to substantial traffic, so the increase would not constitute a significant adverse impact on neighborhood character.

2. Primary Study Area

The 2025 scenarios for development (with and without the relocation of MSG) would be compatible with the character of the primary study area. The development is likely to occur on the north side of the Project Area along the West 42nd Street corridor, which is the southern perimeter of the Clinton District. The development would not intrude on the lower-density character to the north, in the heart of Clinton, because the character of the Clinton Preservation Area is protected by regulations of the Special Clinton District.

The new development in the Garment Center portion of the Project Area is of particular concern for the remainder of the Garment District, which is located in the primary study area. However, as discussed above and in Chapter 5, “Socioeconomic Conditions,” the majority of the development in the section of the Garment District west of Eighth Avenue within the Project Area is not now manufacturing- or apparel-related. The buildings are relatively small, and land is available on vacant lots used for parking and underutilized properties. This is in strong contrast to the heart of the Garment District, where land is densely developed and large buildings, particularly in the midblocks, are available for apparel industry operations. It is therefore unlikely that allowing a greater mix of uses or a change in land use character in the Garment Center portion of the Project Area would affect the mix of uses and the character in the heart of the Garment District to the east of Eighth Avenue.

Although the projected development in the residential core (Hell’s Kitchen Subdistrict) in the Project Area would be of moderate density, similar to West Chelsea, the primarily commercial development along the Project Area’s southern boundary would differ in use and density from the largely residential uses anticipated by 2025 in West Chelsea in the primary study area. West Chelsea in 2025 would continue to be subject to its own strong development trends and would see the results of the proposed West Chelsea rezoning and the potential refurbishment of the High Line as a linear park. The West Chelsea rezoning would allow high-density residential towers between West 28th Street

and West 30th Streets, creating an area of transition to the high density of the Farley Corridor. The commercial and limited residential development proposed to be located along West 30th Street within Subdistrict B (Farley Corridor) would be compatible with mixed-use residential buildings (with ground floor retail) proposed as part of the West Chelsea rezoning and the existing residential buildings and publicly accessible open space between Eighth and Tenth Avenues in Chelsea. Thus, the Proposed Action would be unlikely to introduce a new form of land use or otherwise influence neighborhood character in West Chelsea.

H. CORONA YARD

1. Existing Conditions

The No. 7 Subway cars are currently stored and maintained at Corona Yard, located in the Flushing section of Queens. The Corona Yard and Maintenance Facility is an industrial and transportation area, located in an area characterized by large-scale recreational resources (Shea Stadium and the National Tennis Center), as well as the transportation infrastructure for the Corona Yard itself and adjacent LIRR facilities. The portion of the MTA-owned property to be developed as support infrastructure for the Proposed Action is a largely vacant piece of land north of Roosevelt Avenue and west of the Flushing River, in the western portion of the yard. The northern portion of Corona Yard is adjacent to the Willets Point/Shea Stadium No. 7 Subway station and a Shea Stadium parking lot (the stadium is located to the north across the Roosevelt Avenue viaduct). The LIRR Port Washington Branch rail line abuts the site to the south, and Flushing Meadows-Corona Park and the National Tennis Center are located south of the LIRR rail line. The Flushing River and Van Wyck Expressway are located to the immediate east, and Grand Central Parkway and its access road are located to the west.

A pedestrian walkway bisects Corona Yard, connecting the No. 7 Line Willets Point Station with Shea Stadium, Flushing Meadow Corona Park, and the National Tennis Center. An adjacent MTA/NYCT property to the north includes the Casey Stengel Bus Depot and related bus maintenance facilities.

2. 2010 Future Without the Proposed Action

Independent of the Proposed Action, the MTA/NYCT has approved a reconfiguration and upgrading of Corona Yard to accommodate all existing No. 7 Subway trains. Currently, some maintenance functions must be performed off-line at Coney Island Yards. The project includes a new maintenance facility, new car wash facility, and a new loop track for required cleaning operations. The maintenance shop would be located in the back yard area and would accommodate a wheel-truing machine, available at the yard for the first time. The planned loop track would allow efficient cleaning and turnaround areas for trains. Future plans for Corona Yard also include the installation of the new maintenance facility's lead tracks, switches, and signals, and the partial installation of the new yard loop track, together with its attendant signaling. The Corona Yard project would be constructed in phases, with early work completed by 2006 and final completion of all phases by 2010. The transportation/industrial character of the Yard would remain unchanged.

3. 2010 Future With the Proposed Action

The Proposed Action would add rail yard activities on MTA-owned land north of the existing yard. The site has been largely underutilized and vacant for many years. The active rail use would be compatible with the existing industrial character of the surrounding area, which, to the extent that it is preserved over time, would buffer the rail yard from the activities associated with Shea Stadium and the National Tennis Center. However, if the current DCP and EDC feasibility study for Flushing and

Willets Point contemplates a different use in the area southeast of Willets Point Boulevard, the issue of compatibility with the character of the new development would need to be addressed.

4. 2025 Future Without the Proposed Action

From 2010 to 2025, no specific changes would be expected to occur in the Corona Yard study area. However, assuming that the DCP and EDC effort to support the growth of downtown Flushing and Willets Point and to connect these to Shea Stadium and Flushing Meadow-Corona Park is successful, the land uses in or near the Corona Yard study area could change.

5. 2025 Future With the Proposed Action

There would be no additional changes associated with the expanded rail yard between 2010 and 2025 and no new effect on neighborhood character. ❖