

A. INTRODUCTION

This Final Environmental Impact Statement (FEIS) considers the series of proposed discretionary actions proposed by the New York City Department of City Planning (DCP) and a private applicant—Green 317 Madison LLC (317 Madison)—that would facilitate commercial development between Madison and Vanderbilt Avenues in East Midtown Manhattan, improve pedestrian circulation within Grand Central Terminal and its vicinity, and allow greater opportunity for area landmarks to transfer their unused development rights.

DCP is proposing the following actions:

- Zoning text amendment to: (1) create the Vanderbilt Corridor and a new special permit under which the City Planning Commission (CPC) may approve bonus floor area up to a maximum floor area ratio (FAR) of 30.0 (the “Grand Central Public Realm Improvement Bonus”) in connection with public space and transit improvements related to development within the Vanderbilt Corridor; (2) increase the maximum FAR of 21.6 to 30.0 for sites in the Vanderbilt Corridor utilizing the existing Landmark transfer special permit available in the Grand Central Subdistrict; and (3) modify the uses permitted in the Vanderbilt Corridor to allow the development, conversion, or enlargement of hotels only by a new special permit established by the proposed text amendment.¹ The proposed Vanderbilt Corridor consists of the five blocks along the west side of Vanderbilt Avenue between East 42nd and East 47th Streets (see **Figure 1-1**).
- A City Map amendment to designate the portion of Vanderbilt Avenue between East 42nd and East 43rd Streets as a “public place” dedicated to pedestrian uses, to remain under the ownership of the City under the jurisdiction of the New York City Department of Transportation (DOT).

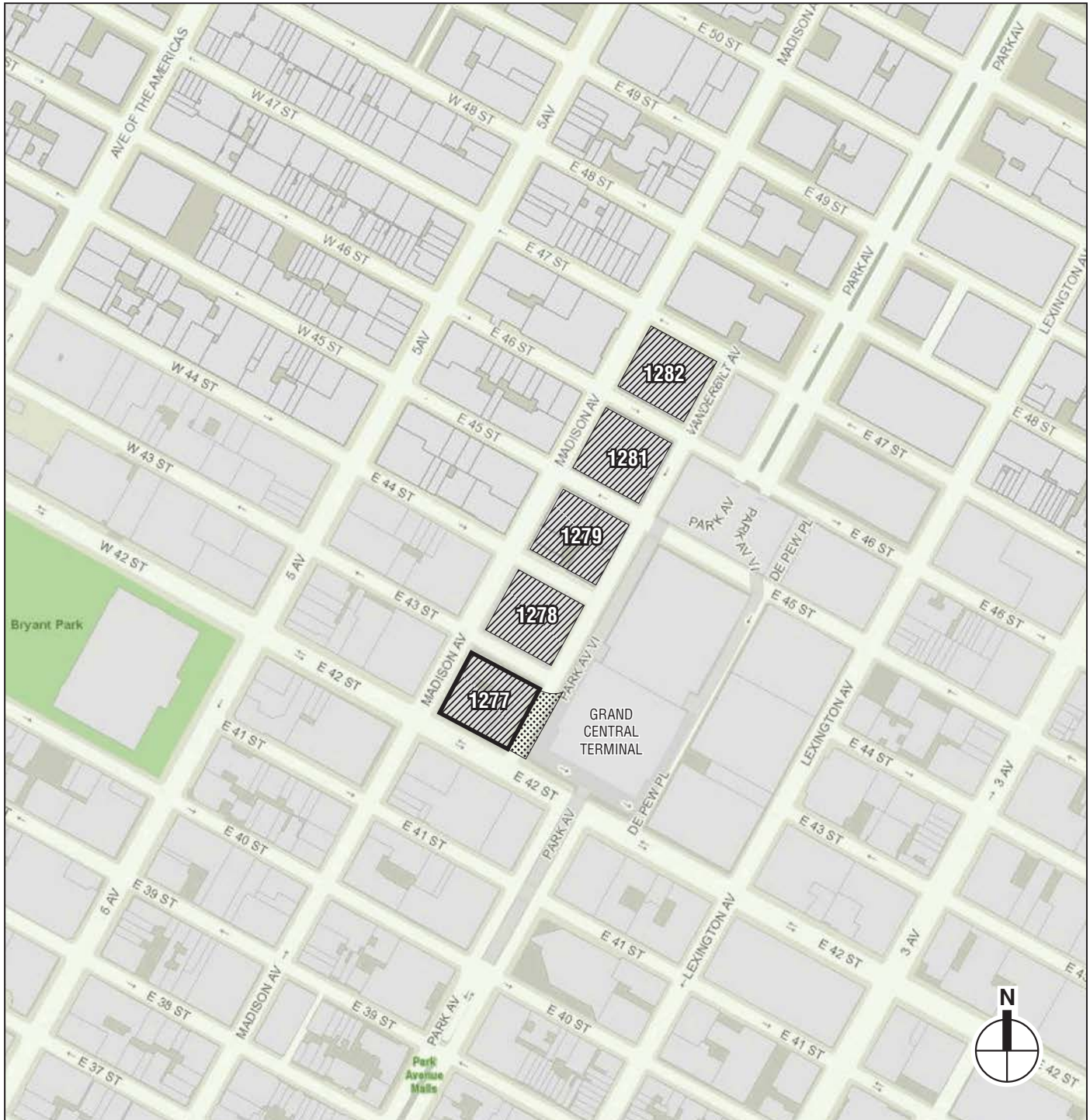
The area subject to these actions includes the five blocks of the Vanderbilt Corridor and the 12,820-square-foot portion of Vanderbilt Avenue between East 42nd and East 43rd Streets.

317 Madison owns the portion of Block 1277 (Lots 20, 27, 46, and 52) in the proposed Vanderbilt Corridor bounded by East 42nd and East 43rd Streets and Madison and Vanderbilt Avenues (One Vanderbilt site). 317 Madison is applying for the following:

- Special permit pursuant to Section 81-635 of the New York City Zoning Resolution (ZR) (Grand Central Subdistrict Landmark Transfer Special Permit) as modified by the above-referenced zoning text amendment to allow for the transfer of development rights from the landmarked Bowery Savings Bank building.
- Special permit pursuant to the new ZR Section 81-641 created under the above-referenced zoning text amendment to grant a floor area bonus in connection with on-site and off-site

¹ See **Appendix A** for the proposed Zoning Text Amendment.

7.17.14
SOURCE: Zola



-  Proposed Vanderbilt Corridor
-  One Vanderbilt Development Site
-  Proposed Public Place



Vanderbilt Corridor and One Vanderbilt

**Project Location
Figure 1-1**

Vanderbilt Corridor and One Vanderbilt

above and below-grade improvements to the pedestrian and mass-transit network in the Grand Central Subdistrict.

- Special permit pursuant to the new ZR Section 81-642 created under the above-referenced zoning text amendment to modify streetwall regulations, height and setback regulations, and mandatory district plan elements, with respect to the following:
 - A. Retail Continuity
 - Storefronts of ground floor uses along the eastern portion of East 42nd Street are more than 10 feet from the street line (ZR Section 81-42);
 - Ground floor uses along East 42nd Street include entrances to retail/amenity spaces at Level B1 and Level 2 that may not contain permitted uses (ZR Section 81-42); and
 - More than 40 feet of the street frontage along East 42nd Street is occupied by entrance space, and more than 40 feet of the street frontage along Madison Avenue is occupied by lobby space, entrance space, and a building entrance recess (ZR Section 81-42).
 - B. Street Wall Continuity
 - Less than 80 percent of the length of the streetwall along East 42nd Street is at the street line (ZR Section 81-621);
 - Less than 80 percent of the length of the streetwall along Vanderbilt Avenue is within 10 feet of the street line (ZR Section 81-621); and
 - Streetwall heights and recesses along each frontage of the building are non-compliant (ZR Sections 81-43 and 81-621).
 - C. Pedestrian Circulation
 - Less than 50 percent of the required pedestrian circulation space is provided along Madison Avenue (ZR Section 81-45);
 - Portions of the sidewalk widening area over East 42nd Street have a width of less than 5 feet (ZR Section 37-53(f)(1));
 - A sidewalk widening area is provided along East 42nd Street (ZR Section 81-45); and
 - Portions of the building are located above the sidewalk widening areas on East 42nd Street and Madison Avenue (ZR Section 81-62).
 - D. Height and Setback
 - Building does not comply with the Height and Setback Regulations (Daylight Compensation) or Alternative Height and Setback Regulations (Daylight Evaluation), as modified by the Special Height and Setback Requirements of the Grand Central Subdistrict (ZR Sections 81-26, 81-27 and 81-622).
 - E. Building Entrance Requirements
 - Building entrance recess areas have depths of less than 10 feet along Madison Avenue and Vanderbilt Avenue (ZR Section 81-623);
 - Building entrances on Vanderbilt Avenue and Madison Avenue are not connected to the building lobby by a through-block connection (ZR Section 81-623);
 - A major building entrance located on Madison Avenue, which is a wide street with less than a 10-foot sidewalk widening area (ZR Section 81-47(b)(2)).
 - F. Curb Cuts
 - The curb cut on East 43rd Street, including splays, has a width of up to 51 feet (ZR Section 81-624).

The proposed actions would allow 317 Madison to construct an approximately 1.8 million-gross-square-foot (gsf) (or 1,299,390-zoning-square-foot [zsf]), 30.0 FAR building containing a mix of uses including office, trading floors, retail, restaurant, transit access, an enclosed public space at ground level, and rooftop amenity space.

The proposed actions by DCP and 317 Madison are subject to the Uniform Land Use Review Procedure (ULURP) and City Environmental Quality Review (CEQR).

Since the issuance of the Draft Environmental Impact Statement (DEIS), 317 Madison submitted a modified special permit application, ULURP No. 150130(A) ZSM, for the One Vanderbilt development to reflect updates to the requested modifications to retail continuity regulations. The modified application is described in detail below; the potential environmental effects of the modified application are considered under the Modified Ground Floor Alternative in Chapter 17, “Alternatives to the Proposed Actions.”

B. AREA AFFECTED BY THE PROPOSED ACTIONS

The area affected by the proposed actions—the Vanderbilt Corridor, including the One Vanderbilt site, and the section of Vanderbilt Avenue that would be mapped as a public place—is located in the East Midtown area of Manhattan in Community District 5. East Midtown is one of the highest-density commercial districts in New York City and is centered on Grand Central Terminal, one of the City’s primary transportation hubs serving the Metro-North commuter rail system and several subway lines.

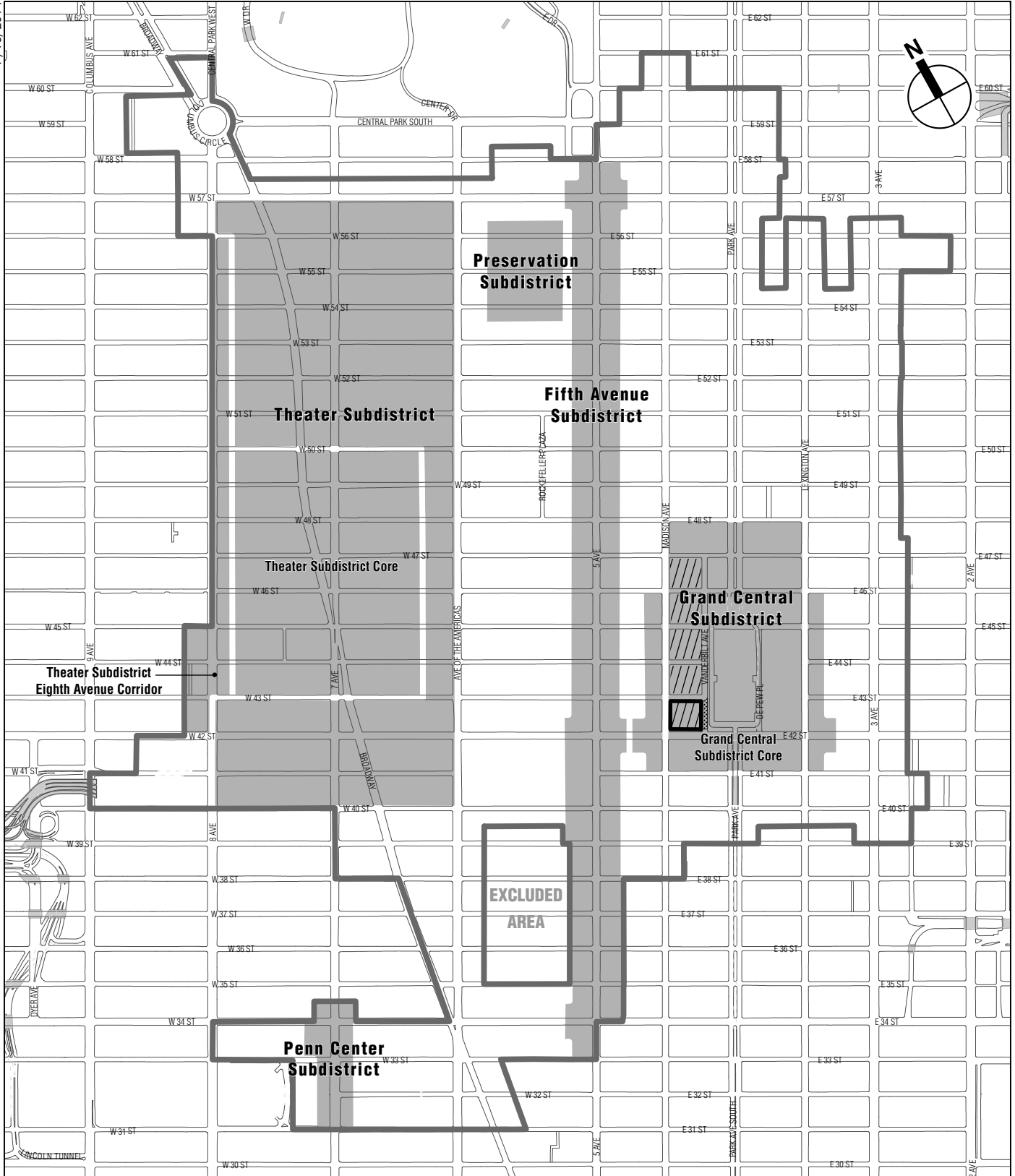
The blocks surrounding this area primarily contain commercial uses (office, retail, and hotel) and include several large office towers, such as the 59-story MetLife Building (200 Park Avenue), the 53-story Lincoln Building (60 East 42nd Street), and the 77-story Chrysler Building (405 Lexington Avenue).

The proposed Vanderbilt Corridor consists of portions of five blocks between Madison and Vanderbilt Avenues and East 42nd and East 47th Streets—Block 1277 (Lots 20, 27, 46, and 52), Block 1278 (Lot 20), Block 1279 (Lots 23, 24, 25, 28, 45, and 48), Block 1281 (Lot 21), and Block 1282 (Lot 21).¹ The corridor is well served by public transportation, with underground connections linking all five blocks to the Grand Central Terminal complex. In addition, the Metropolitan Transportation Authority’s (MTA) East Side Access project, which will bring Long Island Rail Road (LIRR) customers to East Midtown with a one-seat ride, is currently being constructed below the corridor.

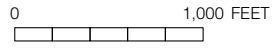
ONE VANDERBILT SITE

The One Vanderbilt site is the portion of Block 1277 that is bounded by Madison and Vanderbilt Avenues and East 42nd and East 43rd Streets, the southernmost block of the Vanderbilt Corridor. It is located immediately west of Grand Central Terminal within the Grand Central Subdistrict of the Special Midtown District (see **Figure 1-2**). It is zoned C5-3, has a lot area of 43,313 square feet, and is occupied by four low- to mid-rise buildings (between 7 and 22 stories) that are each more than 80 years old. In total, the four existing buildings on the development site contain 772,162 gsf of commercial space. The buildings all contain retail space on the ground

¹ Madison Avenue bisects Blocks 1277, 1278, 1279, 1281, and 128. The western portions of these blocks located between Madison and Fifth Avenues are not part of the Vanderbilt Corridor.



- ////// Proposed Vanderbilt Corridor
- ▭ One Vanderbilt Development Site
- ▨ Proposed Public Place
- ▭ Special Midtown District Boundary
- ▭ Special Purpose Sub-Districts



Vanderbilt Corridor and One Vanderbilt

Special Midtown District and Subdistricts
Figure 1-2

Vanderbilt Corridor and One Vanderbilt

floor and office space on the upper floors. In addition, within the footprint of the building on Lot 27 (51 East 42nd Street), there is a stairway connection between the street and the mezzanine level of the 42nd Street Shuttle station, subject to an easement benefitting New York City Transit (NYCT); this stairway is accessed on East 42nd Street through the main entrance to the building.

OTHER VANDERBILT CORRIDOR SITES

Like the One Vanderbilt site, the other Vanderbilt Corridor blocks are zoned C5-3 and located within the Grand Central Subdistrict of the Special Midtown District.

The portion of Block 1278 within the Vanderbilt Corridor is located between East 43rd and East 44th Streets and has a site area of 43,313 square feet. The block is developed with one building, the Bank of America Plaza at 335 Madison Avenue. Originally built in 1913 as a hotel, the building was thoroughly renovated, reclad, and converted into an office building in 1981–1983. The building is 28 stories and 874,734 gsf. The Bank of America Plaza contains ground-floor retail on Madison Avenue.

The portion of Block 1279 within the Vanderbilt Corridor is located between East 44th and East 45th Streets and has a site area of 43,261 square feet. The block contains five commercial buildings and a ventilation building for MTA’s under-construction East Side Access project. The five commercial buildings were constructed between 1916 and 1926 and range in height from 13 to 22 stories. The Yale Club occupies the building at 50 Vanderbilt Avenue, and MTA has offices in the building at 347 Madison Avenue. In total, the five commercial buildings and the vent building contain 700,346 gsf. The five commercial buildings each contain ground-floor retail.

The portion of Block 1281 within the Vanderbilt Corridor is located between East 45th and East 46th Streets and has a site area of 43,313 square feet. The Roosevelt Hotel, which was built in 1922–1924, occupies this block. This 19-story, 598,248 gsf hotel contains 1,015 rooms and ground-floor retail along each street frontage.

The portion of Block 1282 within the Vanderbilt Corridor is located between East 46th and East 47th Streets and has a site area of 43,313 square feet. The block is developed with the 383 Madison Avenue building, which opened in 2002. Occupied by offices of J.P. Morgan Chase & Company, this 47-story building contains approximately 1,174,988 gsf of commercial space. There is ground-floor retail along the Madison Avenue frontage.

PROPOSED PUBLIC PLACE

The section of Vanderbilt Avenue that would be mapped as a public place is currently a one-way, 12,820-square-foot portion of the avenue between East 42nd and East 43rd Streets. It is 60 feet wide and carries one lane of northbound traffic. As a public place, it would be public space owned by the City, under the jurisdiction of DOT, and dedicated to pedestrian uses. Following such mapping action, this section of Vanderbilt Avenue would no longer be open to vehicular traffic except for emergency vehicles, and Vanderbilt Avenue between East 43rd and East 44th Streets would be converted from two-way to one-way southbound. This new public space would be located between the proposed One Vanderbilt building and Grand Central Terminal, and would be improved with public amenities such as seating and lighting.

C. BACKGROUND AND EXISTING CONDITIONS

CURRENT ZONING

As noted above, the blocks of the Vanderbilt Corridor are mapped in a C5-3 (maximum commercial FAR of 15.0) district and are located in the Grand Central Subdistrict of the Special Midtown District. The Subdistrict was created in 1992 to allow the transfer of development rights from Grand Central and other City-designated landmarks to development sites in the vicinity of the Terminal, and to facilitate the creation of an improved pedestrian realm in the area. The borders of the Grand Central Subdistrict were generally drawn around the area where Grand Central Terminal's below-grade pedestrian network then existed.

In the existing Grand Central Subdistrict Core as set forth in the Special District maps (between Madison and Lexington Avenues from East 41st to East 48th Streets, including the Vanderbilt Corridor (see **Figure 1-2**) the maximum permitted site FAR can be increased to 21.6 through a transfer from a landmark building under a CPC special permit applicable in the Subdistrict (Zoning Resolution [ZR] Section 81-635). The permit requires that a pedestrian improvement be provided as part of the project. Since its adoption in 1992, only one building (383 Madison Avenue—the portion of Block 1282 in the proposed Vanderbilt Corridor) has used this special permit.

Additionally, 1.0 FAR transfers are permitted through a certification process in the Core and a larger area, which includes the western side of Madison Avenue and eastern side of Lexington Avenue. This provision has been used three times but because of the small size of the transfer, has not resulted in significant utilization of unused landmark development rights. Significant amounts of unused floor area remain on the zoning lots of landmark buildings in the Subdistrict.

Beyond these transfer mechanisms, two methods exist to obtain higher floor area ratios. First, subway station improvement bonuses of up to 20 percent of the permitted base FAR are permitted for sites directly adjacent to subway entrances and along Vanderbilt Avenue. Second, existing landmarks can transfer their remaining development rights to sites that are adjacent or across streets, with no FAR limits on the receiving site. Both of these bonuses are only permitted through special permits granted by CPC (ZR Sections 74-634 and 74-79, respectively). The 1.0 FAR bonus applicable in Midtown for the provision of public plazas does not apply in the Grand Central Subdistrict.

THE 2013 EAST MIDTOWN PROPOSAL

The area affected by the currently proposed text amendment was previously the subject of the proposed East Midtown Rezoning (CEQR No. 13DCP011M). That proposal, for which the City was the applicant, was intended to encourage new, predominantly office development in East Midtown in order to protect and strengthen the area's role as a premier business district. To do so, it included modified zoning regulations for a 70-block area of the Special Midtown District to be known as the East Midtown Subdistrict which would have superseded the Grand Central Subdistrict. The East Midtown Subdistrict's primary features included the following:

- *Focused new development around Grand Central Terminal and its concentration of transit access.* To do this, new developments that met specific criteria (defined in the proposal as Qualifying Sites) in the area directly around the Terminal were permitted the highest as-of-right densities in the proposed East Midtown Subdistrict. Specifically, sites around the Terminal (including the Vanderbilt Corridor) would be permitted to achieve a maximum as-

Vanderbilt Corridor and One Vanderbilt

of-right density of 24.0 FAR. In addition, sites around the Terminal (including the Vanderbilt Corridor) would also have the ability to utilize a special permit for Superior Development in order to achieve a maximum density of 30.0 FAR. Proposals for the 30.0 FAR special permit would have needed to demonstrate superior qualities in terms of (among numerous features) overall design relationship to the street and skyline.

- *Provided a mechanism to fund infrastructure improvements through new development.* To achieve the densities permitted under the proposal, developers would have been required to make a monetary contribution into a new District Improvement Fund for each square foot above the existing as-of-right densities. This District Improvement Bonus mechanism was modeled after similar provisions in the Hudson Yards and West Chelsea special districts and would similarly be permitted as-of-right for density up to 24 FAR. Money in the East Midtown fund would be devoted to making transit and other public realm improvements in the rezoning area.
- *Created broader process for landmark transfers.* In addition to the District Improvement Bonus, the proposal included provisions that permitted greater opportunities for Landmark buildings to transfer their unused floor area. Two separate transfer districts were created (Grand Central Subarea, Northern Subarea) that permitted transfers from landmarks in those subareas to Qualifying Sites through an as-of-right process. These two subareas expanded on existing zoning provisions which normally permit transfers via a special permit and only to adjacent sites or, in the case of the existing Grand Central Subdistrict, within a designated broader geography.

The proposal was approved by CPC in September 2013, but was withdrawn by the City of New York in November of that year before reaching an expected vote by the City Council. Some of the concerns raised during the project's public review process included:

- While there was overall agreement that infrastructure improvements were critically needed in the area (with particular emphasis on the Grand Central subway station), there were concerns raised about the effectiveness of the District Improvement Bonus in delivering area improvements.
- The extensive area of the Subdistrict and the permitted densities, with particular emphasis on the as-of-right nature of the zoning mechanisms.
- The need to balance new development with preservation of the area's existing buildings.
- The specific uses that should be allowed in new development in the area, with particular concern about as-of-right hotel development.

Shortly after taking office in January 2014, Mayor Bill de Blasio committed the City to taking a fresh look at the overall area and developing a new plan to ensure the area's long-term success as a business district. In May, the City announced a multi-part approach to developing a new plan for East Midtown. This included a longer-term stakeholder-driven process to determine a new framework for the overall area, as well as a more focused proposal for the Vanderbilt Corridor, which is the subject of this analysis.

D. PURPOSE AND NEED

DCP is proposing the Vanderbilt Corridor text amendment in order to address the number of development sites along Vanderbilt Avenue that offer the opportunity to provide modern commercial space in the immediate vicinity of Grand Central Terminal in the near term, to

create a mechanism for linking new commercial development to significant infrastructure improvements in the overall Grand Central Terminal area, and to provide greater options for the transfer of unused landmark development rights. The proposal builds on the more extensive 2013 East Midtown proposal, but addresses specific concerns raised during the public review process for that proposal.

THE VANDERBILT CORRIDOR

The City has identified potential development sites along the Vanderbilt Corridor. These include the One Vanderbilt site, which is described separately below, Block 1279 and Block 1281. The MTA headquarters site along Madison Avenue between East 44th and East 45th Streets (portion of Block 1279) was the subject of a 2013 Request for Proposals (RFP) to transfer the site to a developer as a private redevelopment opportunity. Plans call for MTA to vacate the buildings in 2015 and, when chosen, a developer is expected to construct a new building on the site. The full-block Roosevelt Hotel (Block 1281), located between East 45th and East 46th Streets, has long been considered a possible development site. While no plans for the site have been announced, the owner's representatives gave testimony in favor of the earlier East Midtown proposal last year. Blocks 1278 and 1282 are not considered to be potential development sites because they contain large, recently built or renovated office buildings. By focusing on the Vanderbilt Corridor, the proposed zoning allows many of the issues raised about the broader East Midtown area in the 2013 public review process to be explored in the broader planning process to be conducted in the coming months. At the same time, this proposal allows the development, in the short term, of key sites adjacent to Grand Central Terminal at appropriate densities.

INFRASTRUCTURE CHALLENGES

For the previous East Midtown proposal, the City identified a number of infrastructure issues in the area that continue to remain unaddressed, including the following:

- *Grand Central subway station pedestrian circulation.* The Grand Central subway station, a transfer point for regional rail and the Nos. 4, 5, 6, 7 and 42nd Street Shuttle subway lines, is one of the busiest in the entire subway system with nearly half a million daily users. However, this station experiences pedestrian circulation constraints, including platform crowding and long dwell times for the Lexington Avenue line (Nos. 4, 5, and 6), which limits train through-put, creating a subway system bottleneck. Substantial improvements are needed to improve passenger flows in the station. These particularly include providing additional connections between the Lexington Avenue line platform and the station's mezzanine level, as well as additional and improved connections between the mezzanine and street level.
- *Sidewalk Widths.* The sidewalks of Madison and Lexington Avenues are narrow, approximately 12 to 13 feet wide, given the scale of pedestrian use they handle. The effective widths of these sidewalks are even narrower when subway grates and other sidewalk furniture are included. Side street sidewalks in the area are narrow as well.
- *Publicly controlled open space.* While East Midtown includes a number of privately owned public spaces, it contains no significant publicly controlled open spaces even given the particular need for such spaces in the heavily populated area around Grand Central Terminal.
- *Vanderbilt Avenue pedestrian experience.* Vanderbilt Avenue, once the major taxi access point to Grand Central Terminal, has seen its use drop as taxis have been moved away from

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the building due to security concerns. In addition, the portion of Vanderbilt Avenue adjacent to the Terminal does not offer a welcoming environment for commuters, residents, and visitors of the iconic landmark structure and the surrounding area.

As described above, existing zoning regulations applicable in the Vanderbilt Corridor permit additional density through the provision of infrastructure improvements. However, the City believes these provisions are limited in applicability and do not offer adequate opportunity to address the scope and scale of these infrastructure challenges.

Today, sites in the Vanderbilt Corridor are permitted to utilize the existing special permit for subway station improvements (ZR Section 74-634) which permits up to a 20 percent floor area bonus for the provision of station improvements. This mechanism only allows improvements to subway stations to count toward achieving the bonus, and does not allow for improvements to access to the Terminal. Improvements to the above-grade public realm—such as through the provision of new open space or an improved pedestrian network—also are not applicable.

Further, the existing bonus mechanism is limited to a maximum floor area increase of 20 percent which, given the scale of needed improvements in the area, does not adequately provide the opportunity for improvements on the scale necessary to make substantial improvements. Nor does it reflect an appropriate maximum density given the City's goal of maximizing commercial development in East Midtown and the area's near-unparalleled transit access through Grand Central Terminal, the subway station, and the new East Side Access project, and the unique Vanderbilt Corridor block configuration with streets on four sides of a roughly square block.

Finally, while the existing Grand Central Subdistrict landmark transfer special permit (described below) requires the design of a proposed development to include a major improvement of the surface and/or subsurface pedestrian circulation network in the Subdistrict, and the existing citywide landmark transfer special permit allows CPC to require the design of the development to include provisions for public amenities as a condition of the transfer, these mechanisms have not resulted in significant improvements to pedestrian circulation in the area.

LIMITED ABILITY FOR LANDMARKS TO TRANSFER UNUSED FLOOR AREA

New York City landmarks in the Grand Central Subdistrict are permitted to transfer their unused floor area to non-adjacent sites in the Core area up to a maximum on-site FAR of 21.6 through a special permit process. Grand Central Terminal and the Bowery Savings Bank building include unused floor area on their zoning lots and thus have this ability. Approximately 1.5 million square feet of development rights remain on these zoning lots. Only one building—383 Madison Avenue—has used the development rights transfer provision since it was enacted in 1992.

While the 21.6 FAR maximum through the special permit was considered appropriate at the time of the 1992 approval, the City believes this limit does not adequately reflect the Vanderbilt Corridor's potential for high-density development. In addition, this existing FAR limit is lower than what is permitted through the existing citywide landmark transfer special permit in high density districts in the Special Midtown District. Transfers in these areas under this provision have no maximum limit, subject to the public review process of the special permit.

Permitting higher densities through the Grand Central Subdistrict's landmark transfer mechanism in the Vanderbilt Corridor would therefore permit greater opportunities for landmarks in the Subdistrict to transfer their unused floor area. In addition, the special permit currently requires developments in the Vanderbilt Corridor to provide transit improvements as a condition for the floor area transfer. Under the proposed text amendment, to encourage the

transfer of development rights to the Vanderbilt Corridor, improvements would no longer be required but rather would be at the discretion of CPC.

PERMITTED USES

During the public review process for the 2013 East Midtown proposal, numerous stakeholders raised concerns about the effect that the development of new limited-service hotels would have over time on the area's status as a premier business district. Given the concentration of offices in the area, it was believed that full-service hotels that provide amenities and services to the area's businesses would provide a more appropriate hotel type in the East Midtown area.

VANDERBILT AVENUE PUBLIC PLACE

The mapping of Vanderbilt Avenue between East 42nd and East 43rd Streets as a public place would provide additional pedestrian space at-grade and would further the City's goal to create public open space resources within the right-of-way. DOT has created open spaces in similar areas of high pedestrian activity such as Times Square and Herald Square and nearby at Pershing Square (the east side of Park Avenue between East 41st and East 42nd Streets). Creation of the protected public place on Vanderbilt Avenue would also support the City's "Vision Zero" policy for reducing pedestrian injuries and deaths.

PROPOSED ONE VANDERBILT DEVELOPMENT

The proposed One Vanderbilt development would enhance East Midtown's status as a traditional commercial center and would serve a citywide goal of maximizing commercial development in areas that are well-served by mass transit.

Further, the proposed One Vanderbilt development would include substantial connections to the pedestrian circulation network serving Grand Central Terminal, the subway, and East Side Access; these connections would relieve pedestrian congestion within Grand Central Terminal. Off-site improvements to the Grand Central subway station proposed by 317 Madison, including new stairs leading to street level and narrowing of stairs and columns in the IRT Lexington Avenue subway mezzanine paid area, would enhance the user experience of the nearly half a million daily transit riders. The improvements under consideration would reduce pedestrian circulation constraints, reconfigure the mezzanine, and provide additional, relocated or reconstructed stair connections to the platforms of the Lexington Avenue line from the mezzanine. The new Grand Central Public Realm Improvement Bonus special permit would require other developments in the Vanderbilt Corridor to provide the same sort of improvements and complementary amenities.

317 Madison's plans for the proposed One Vanderbilt development include rooftop amenity space that would provide unique views of the City's skyline and Midtown's architectural landmarks, including the Chrysler Building, Grand Central Terminal, the New York Public Library, and the Empire State Building, which would support the East Midtown area's status as a center for tourism.

The proposed One Vanderbilt development would also support the maintenance of nearby historic resources. The special permit allowing the transfer of development rights from the Bowery Savings Bank to the development site requires commitment to a continuing maintenance program for the Bowery Savings Bank that is approved by the Landmarks Preservation Commission (LPC).

E. DISCUSSION OF THE PROPOSED ACTIONS

The proposed actions are identified in the Introduction to this chapter. Their purpose and use is discussed in more detail below.

PROPOSED TEXT AMENDMENT

To address the issues described above, DCP is proposing a zoning text amendment to the Grand Central Subdistrict affecting sites along the five-block Vanderbilt Corridor. The amendment would consist of, predominantly, a new special permit for a Grand Central Public Realm Improvement Bonus, along with changes to the existing Grand Central Subdistrict landmark transfer special permit and the uses permitted in the corridor. They are each described separately below.

SPECIAL PERMIT FOR GRAND CENTRAL PUBLIC REALM IMPROVEMENT BONUS

The new special permit (ZR Section 81-64) would be applicable to any development site located in the Vanderbilt Corridor. The permit would allow density increases, up to a maximum on-site density of 30.0 FAR, through the provision of improvements in the Grand Central Subdistrict that support public circulation. These improvements could be located both on- and off-site and could also be located at or below grade. The public review process afforded by the special permit will determine the maximum floor area permitted on the site based on the public benefit derived from the improvements proposed as part of the project. Similar to the existing subway improvement special permit, the proposal would require the construction of these improvements by the developer. This proven mechanism provides that the improvements will be implemented either in accordance with a schedule established for their construction or by a certain date.

In addition, applicants for the new special permit would also be required to meet findings regarding the proposed building's ground-floor level (including mandatory sidewalk widenings), proposed massing and other design features (such as building articulation), and energy performance. These provisions are intended to ensure that the overall building plan and distribution of bulk and density is appropriate to the surrounding area and contributes to the pedestrian circulation network in the Grand Central Subdistrict, especially in the vicinity of Grand Central Terminal, and that the building design contributes to the character of the area. Finally, through the special permit, bulk and urban design requirements (such as streetwalls) can be modified by CPC, subject to further findings, in order to develop the proposed building. The special permit would be available to new developments, as well as to enlargements of existing buildings.

Given the comparably small sizes of the blocks in the Vanderbilt Corridor (around 43,000 square feet each), buildings at the maximum permitted density would contain less floor area than most recent major office buildings constructed in New York City. This includes three of the towers on the World Trade Center Site, One Bryant Park, 200 West Street, Hudson Yards, and many of the office towers constructed around Times Square.

MODIFICATION OF THE EXISTING GRAND CENTRAL SUBDISTRICT LANDMARK TRANSFER SPECIAL PERMIT

The existing special permit in the Grand Central Subdistrict (ZR Section 81-635) would be modified to increase the maximum permitted FAR on any development site located in the Vanderbilt Corridor from 21.6 FAR to 30.0 FAR through the transfer of excess development

rights from a designated landmark. Sites surpassing the current 21.6 limit would be required to meet the findings in the Grand Central Public Realm Improvement Bonus special permit described above regarding the proposed building's ground-floor level, massing, and energy performance to also ensure that developments at these densities provide an overall building plan and distribution of bulk that is appropriate to the surrounding area. In addition, the text amendment would modify the requirement for development sites utilizing the landmark special permit to provide transit improvements; with the modification, the provision of transit improvements as a condition for the special permit would be a discretionary consideration by CPC rather than a requirement.

PERMITTED USES

In order to ensure the development of full-service hotels that would support the overall East Midtown business district, development, conversion, or enlargement of hotels in the Vanderbilt Corridor would be restricted and only permitted via a new special permit (ZR Section 81-65). The findings for the special permit are focused on ensuring the proposed hotel incorporates services and facilities, like meeting facilities, which would be complementary to office uses in the surrounding area.

PROPOSED CITY MAP CHANGE

DCP is also proposing an amendment to the City Map to change the designation of the block of Vanderbilt Avenue between East 42nd and East 43rd Streets from street to "public place." This designation would allow for the permanent improvement of this approximately 12,820-square-foot area into a public space that would provide circulation and recreational space for workers, commuters, and visitors to the surrounding area. The developer of the One Vanderbilt building (317 Madison) would develop the permanent improvement of this space and would make arrangements for long-term maintenance of the public place with the Grand Central Partnership.

PROPOSED SPECIAL PERMITS FOR ONE VANDERBILT

317 Madison is seeking special permits related to (1) the transfer of development rights from a landmark (ZR Section 81-635); and (2) bonus floor area provided by the proposed Grand Central Public Realm Improvement Bonus (ZR Section 81-64) to facilitate the redevelopment of the One Vanderbilt site. The special permits would involve public realm improvements to circulation for the East Side Access project in Grand Central, to access to the 42nd Street Shuttle station, to the Grand Central (Lexington Avenue line) subway station, and to create and enhance a new public place on Vanderbilt Avenue. These are all described below in detail under "Proposed Public Realm Improvements."

TRANSFER OF DEVELOPMENT RIGHTS FROM THE LANDMARK BOWERY SAVINGS BANK

317 Madison is applying for a special permit to allow the transfer of development rights from the Bowery Savings Bank building. Pursuant to ZR Section 81-635, CPC would be able to permit the transfer of development rights to a receiving lot within the Vanderbilt Corridor, provided that the resulting FAR on the receiving lot does not exceed 30.0. The base FAR permitted in this area without a special permit is 15, which would allow 649,695 square feet of zoning floor area (ZFA) on the One Vanderbilt development site. 317 Madison is seeking a special permit that would increase the permitted density by approximately 2.63 FAR or

Vanderbilt Corridor and One Vanderbilt

114,050.25 ZFA. Although modifications of additional bulk regulations may be permitted pursuant to ZR Section 81-635(c), no such modifications are requested as part of this special permit.

GRAND CENTRAL PUBLIC REALM IMPROVEMENT BONUS

317 Madison is applying for a special permit to increase the maximum permitted floor area and to modify regulations with respect to streetwall, height, and setback, and the mandatory district plan elements, per ZR Section 81-64. Pursuant to Section 81-64(a), CPC may permit the basic maximum FAR of 15 to be increased by up to 15 additional FAR provided that the development or enlargement includes: (1) improvements to the pedestrian circulation network in accordance with ZR Section 81-641; and (2) enhancements to the building's ground-floor level, proposed bulk, and energy performance, in accordance with ZR Section 81-642. In conjunction with such additional floor area, CPC may permit modifications to the streetwall, height and setback regulations, and the mandatory district plan elements, in accordance with ZR Section 81-643. The special permit sought by 317 Madison would increase the permitted density by approximately 12.37 FAR or 114,050.25 ZFA. In conjunction with the transfer of development rights from the Bowery Savings Bank building, the resulting building would be permitted a maximum density of 1,299,390 ZFA or 30 FAR.

In response to recommendations made during the public review process with respect to the planning of the One Vanderbilt development's ground floor along East 42nd Street, 317 Madison submitted a modified special permit application (ULURP No. 150130(A) ZSM) that would allow for relocation of a proposed entrance space to the rooftop observation deck and provide a revolving door on the interior of the building between the transit hall and the office lobby on the east side of the building. The modified application requires a waiver of mandatory district plan elements (i.e., Section 81-42 of the Zoning Resolution, Retail Continuity along Designated Streets).

RESTRICTIVE DECLARATION

A Restrictive Declaration would be recorded at the time of approval of all land use-related actions required to authorize the proposed One Vanderbilt development. The Restrictive Declaration would:

- Require development in substantial accordance with the approved plans, which establish an envelope within which the building must be constructed, including limitations on streetwall, height and setback, bulk, and floor area;
- Require that the proposed project's development program be within the scope of the reasonable worst case development scenarios (RWCDS) analyzed in the EIS;
- Ensure that the enhancements to the building's ground-floor level and energy performance are as analyzed in the EIS;
- Ensure the provision of improvements in the Grand Central Subdistrict that support public circulation as analyzed in the EIS; and,
- Provide for the implementation of "Project Components Related to the Environment" (i.e., certain project components which were material to the analysis of environmental impacts in the EIS) and mitigation measures, substantially consistent with the EIS.

Further, subsequent to completion of the DEIS, 317 Madison made several commitments to Manhattan Borough President Gale A. Brewer in a letter dated January 28, 2015 that will also be

included in the Restrictive Declaration (see **Appendix G** for the applicant letter to the Manhattan Borough President). These commitments include:

- An entrance from the retail space at the corner of East 42nd Street and Vanderbilt Avenue will be provided onto the new public place. In addition, a direct connection from the transit hall into the lobby of the One Vanderbilt development will be provided.
- Modify the design of the ground floor of the One Vanderbilt development to reduce the retail/amenity space linear frontage east of the MTA entrance on East 42nd Street by 24 feet. (This change would only be made if CPC adopts the modified application.)

F. PROPOSED ONE VANDERBILT DEVELOPMENT

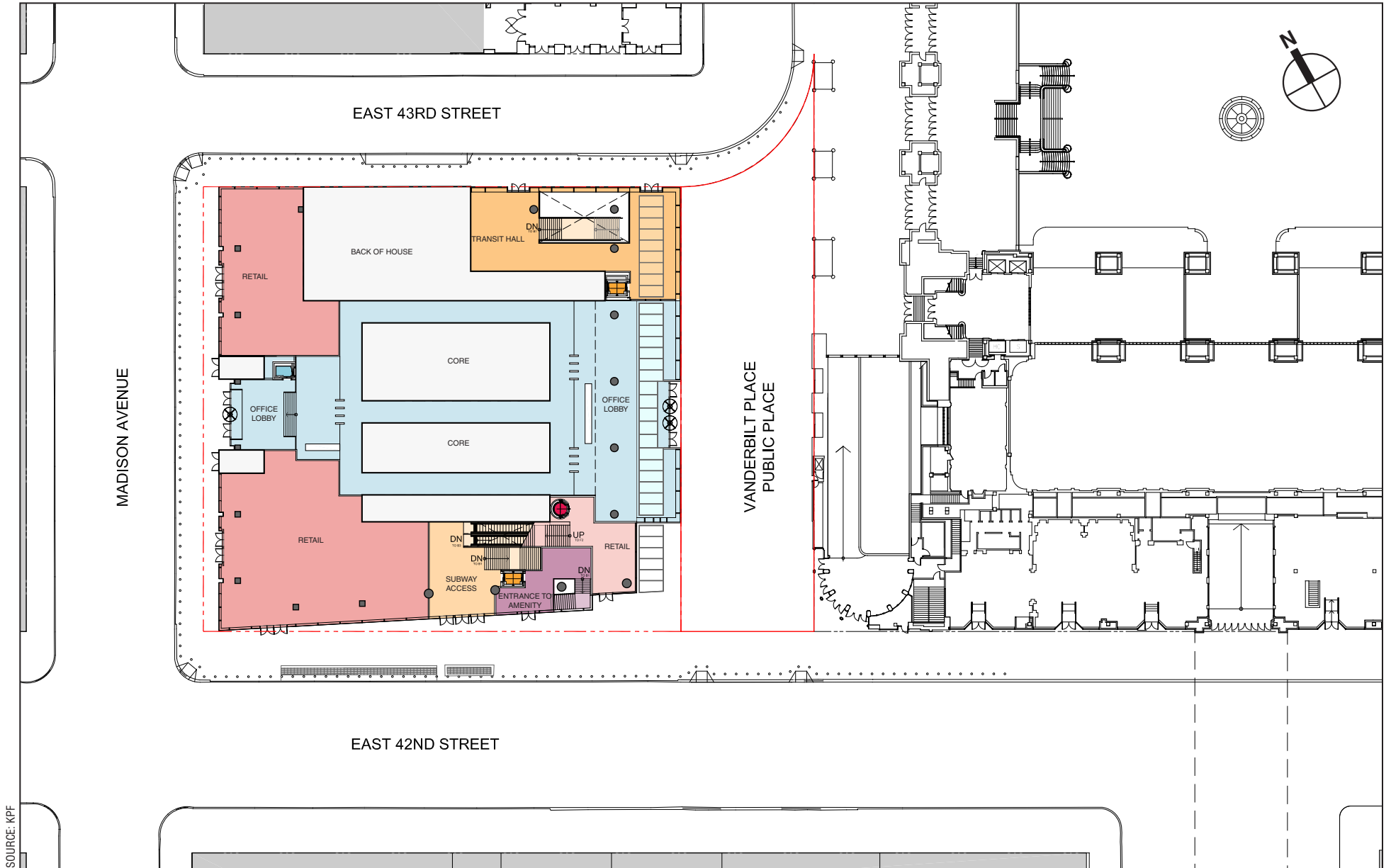
PROPOSED DEVELOPMENT

With the proposed actions, the proposed One Vanderbilt development would be constructed as a 30 FAR approximately 65-story commercial tower containing approximately 1.8 million gsf of space. The commercial program in the proposed One Vanderbilt development according to 317 Madison is expected to include the following components: approximately 1,079,000 gsf of office space, approximately 246,000 gsf of trading floors, approximately 53,000 gsf of retail, approximately 27,000 gsf of restaurant space, and approximately 55,000 gsf of rooftop amenity space, which may include tenant amenity space, restaurant space, and a public observation deck.¹ This expected program would also include approximately 343,500 square feet of space for circulation, mechanical, core, back-of-house, and loading uses. It is proposed that most of the new retail space would be located along Madison Avenue at grade, with possible additional retail space on the second floor and on the first below-grade level (see **Figures 1-3 and 1-4**). The first below-grade level would also connect to the pedestrian circulation network serving Grand Central Terminal. The second below-grade level would contain a loading dock accessible from East 43rd Street via a new curb cut and two truck elevators (see **Figure 1-5**).

The development's site plan, height, envelope, and floor area are set forth in drawings submitted to CPC as part of the application for the Grand Central Public Realm Improvement Bonus. The proposed building described in this **FEIS** reflects the submitted drawings. As described above, the Grand Central Public Realm Improvement Bonus special permit includes requirements relating to massing and other design features (such as building articulation) in addition to required pedestrian and transit access improvements. The proposed One Vanderbilt development would feature a design that is intended to match the architecturally significant buildings in the surrounding area, in particular Grand Central Terminal. These elements are described below. To account for further design development, the EIS and the drawings submitted to CPC assume a maximum building envelope that is approximately 10 feet beyond the horizontal dimensions and approximately 10 feet beyond the vertical dimensions of the current building design. The heights given below represent those maximum heights.

The building design, which is currently being finalized, would create a tapered form that reaches an approximate height of up to 1,414 feet to the top of the structure and an approximate height of up to 1,514 feet to the top of the spire (see **Figures 1-6 through 1-8**). The proposed height of 1,414 feet reflects floor-to-floor heights on the office floors averaging 14.5 feet (resulting in a

¹ This program analyzed in the EIS represents maximum amounts per uses as set by the ULURP application. The square footages of individual program elements may be less as built.



SOURCE: KPF

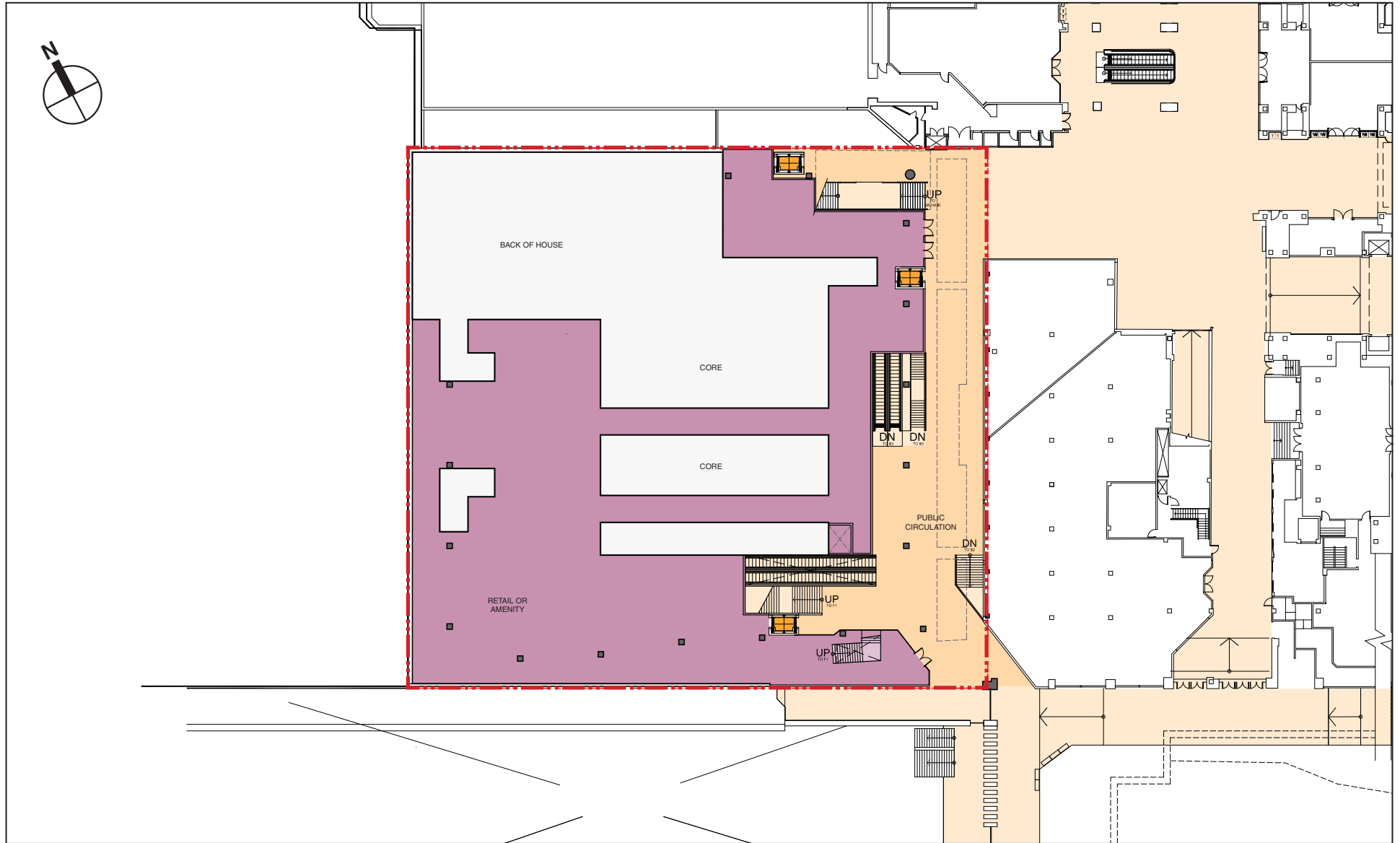
NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

--- One Vanderbilt Development Site

— Proposed Public Place

Vanderbilt Corridor and One Vanderbilt

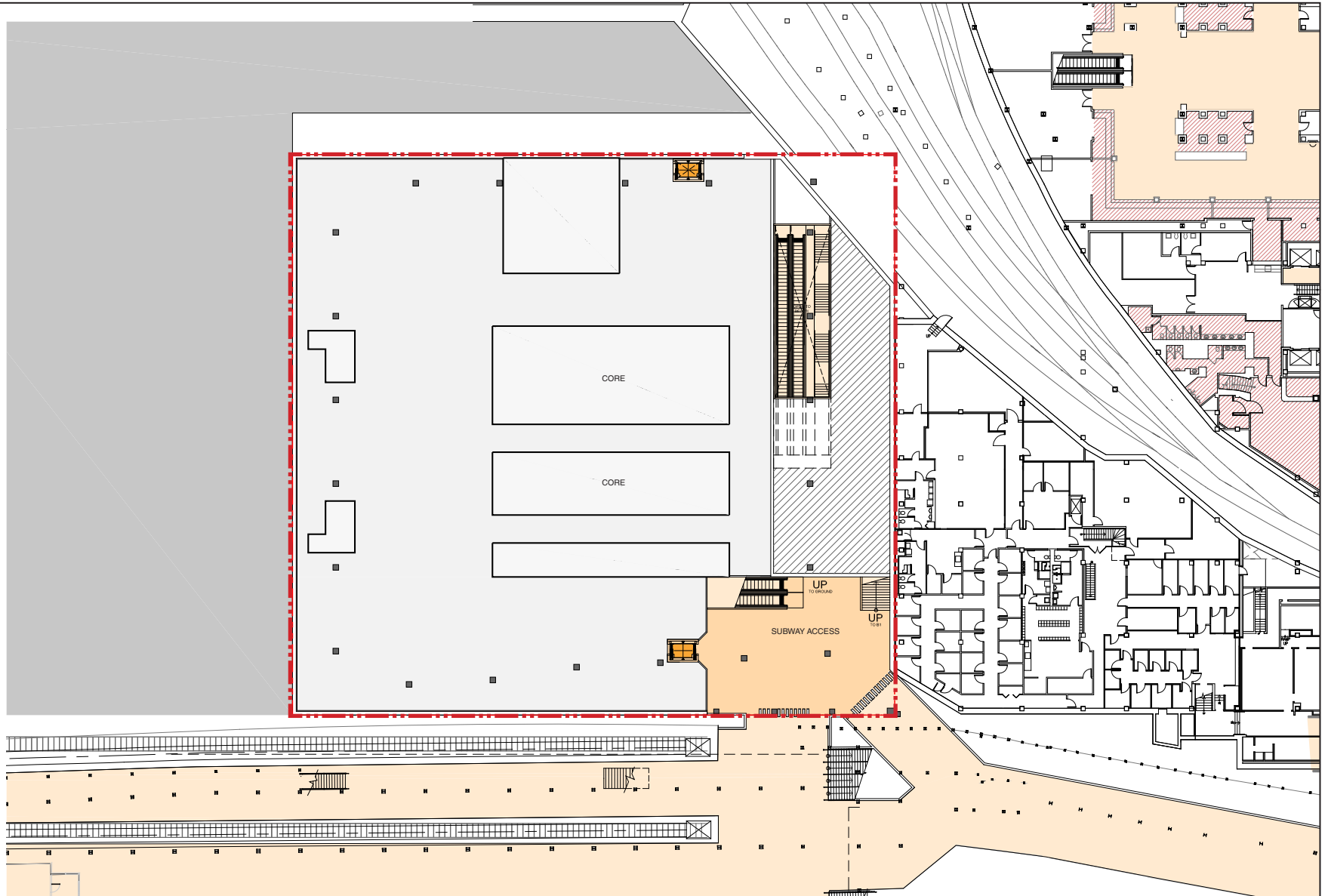
Proposed One Vanderbilt
Ground Floor Plan and Public Place
Figure 1-3



SOURCE: KPF

----- One Vanderbilt Development Site

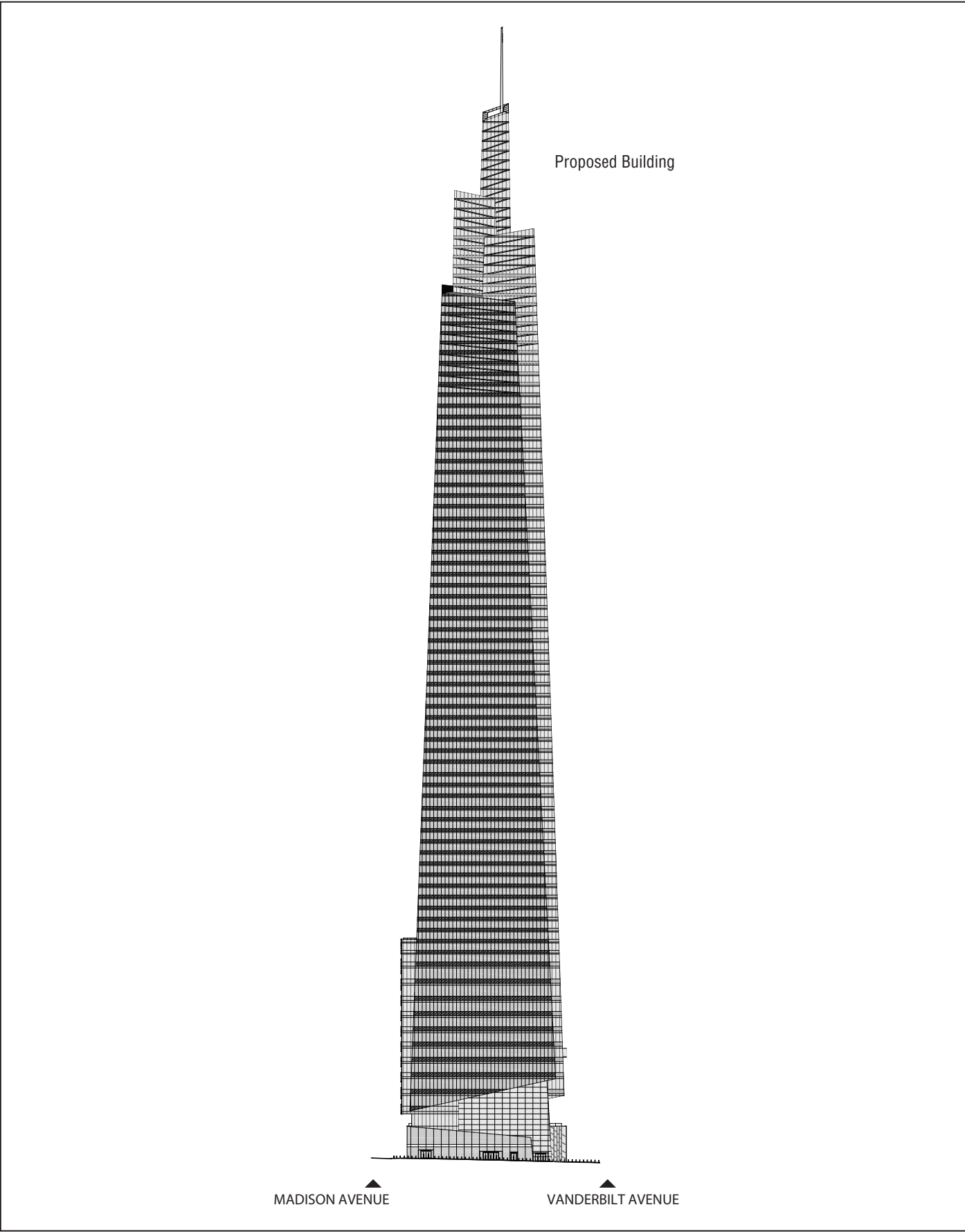
NOTE: FOR ILLUSTRATIVE PURPOSES ONLY



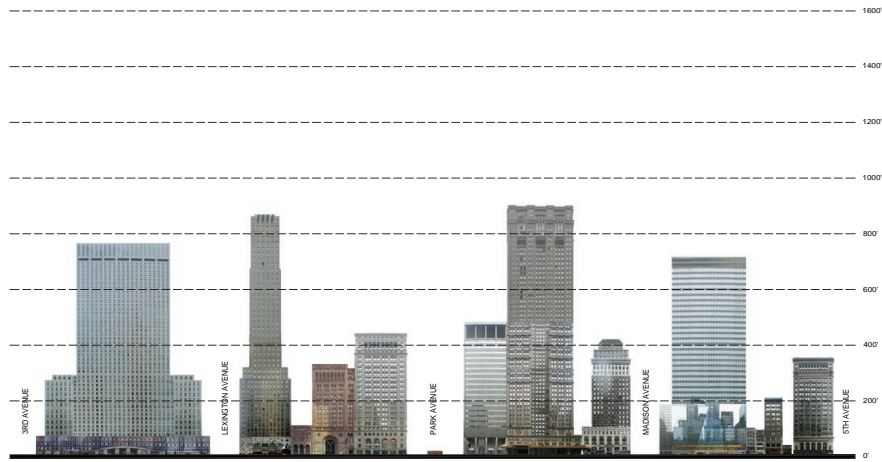
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----- One Vanderbilt Development Site

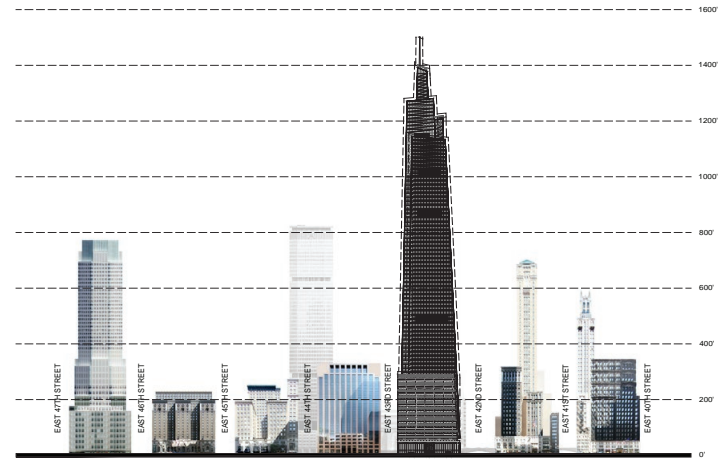
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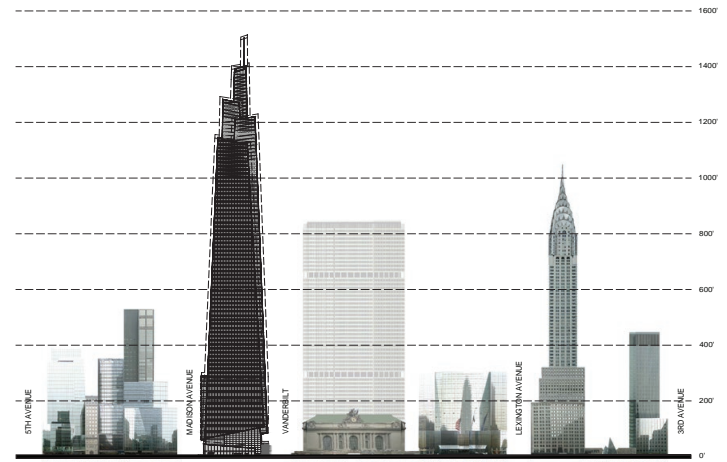
NOTE: FOR ILLUSTRATIVE PURPOSES ONLY



3 SOUTH ELEVATION OF EAST 42ND STREET
SCALE: 1"=200'-0"



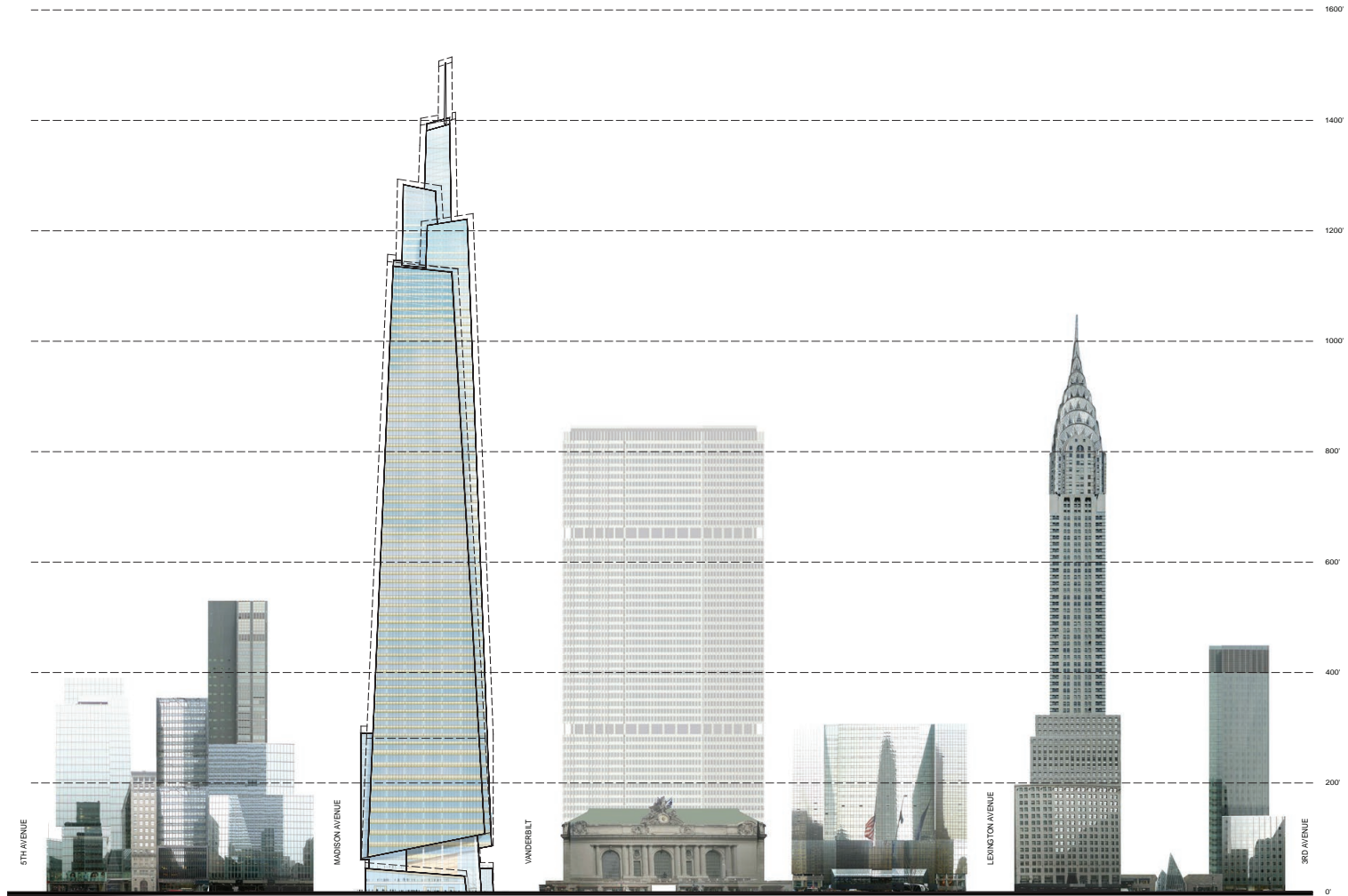
2 EAST ELEVATION OF MADISON AVENUE
SCALE: 1"=200'-0"



1 NORTH ELEVATION OF EAST 42ND STREET
SCALE: 1"=200'-0"

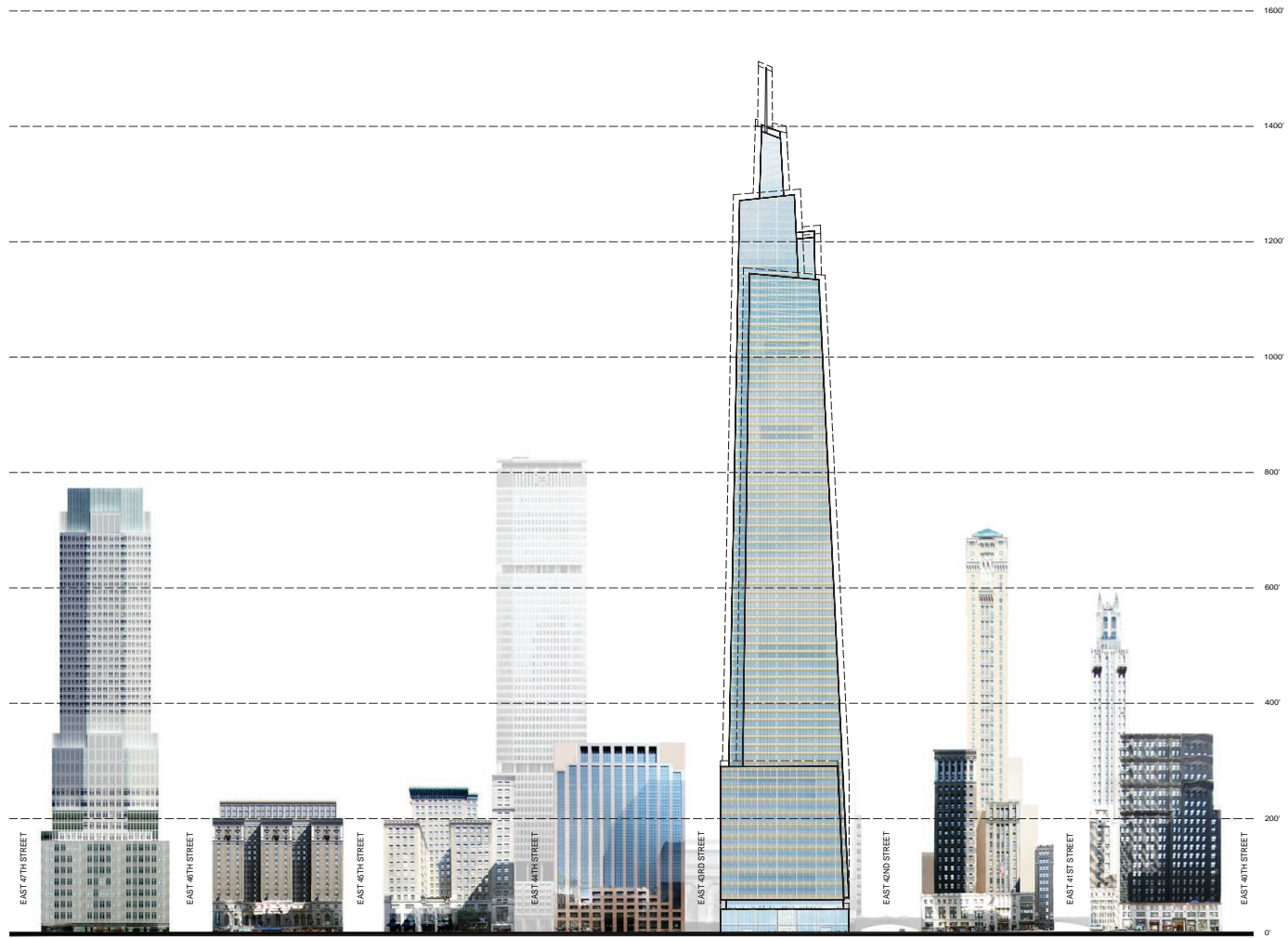
NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

SOURCE: KPF

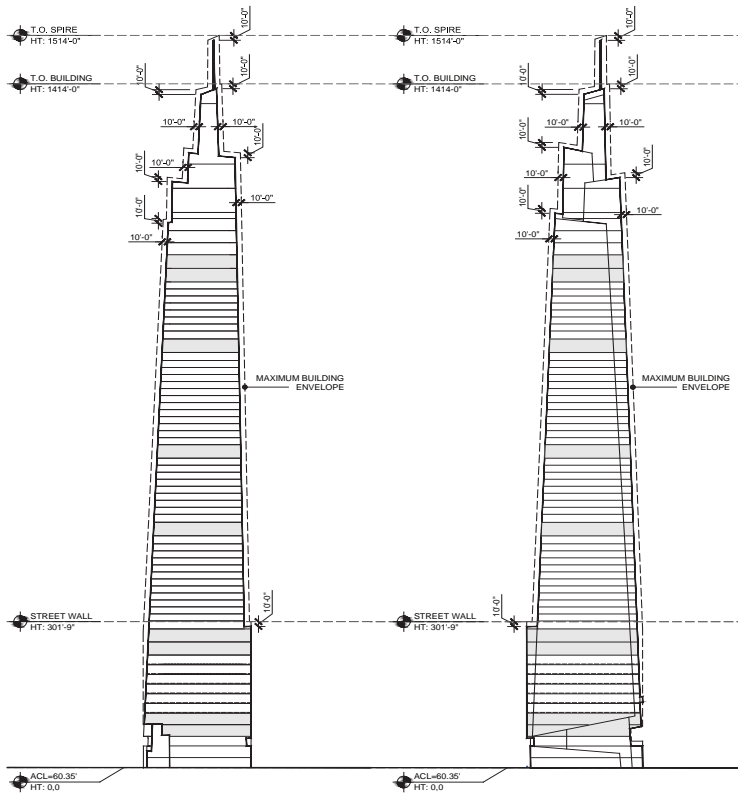


NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

SOURCE: KPF

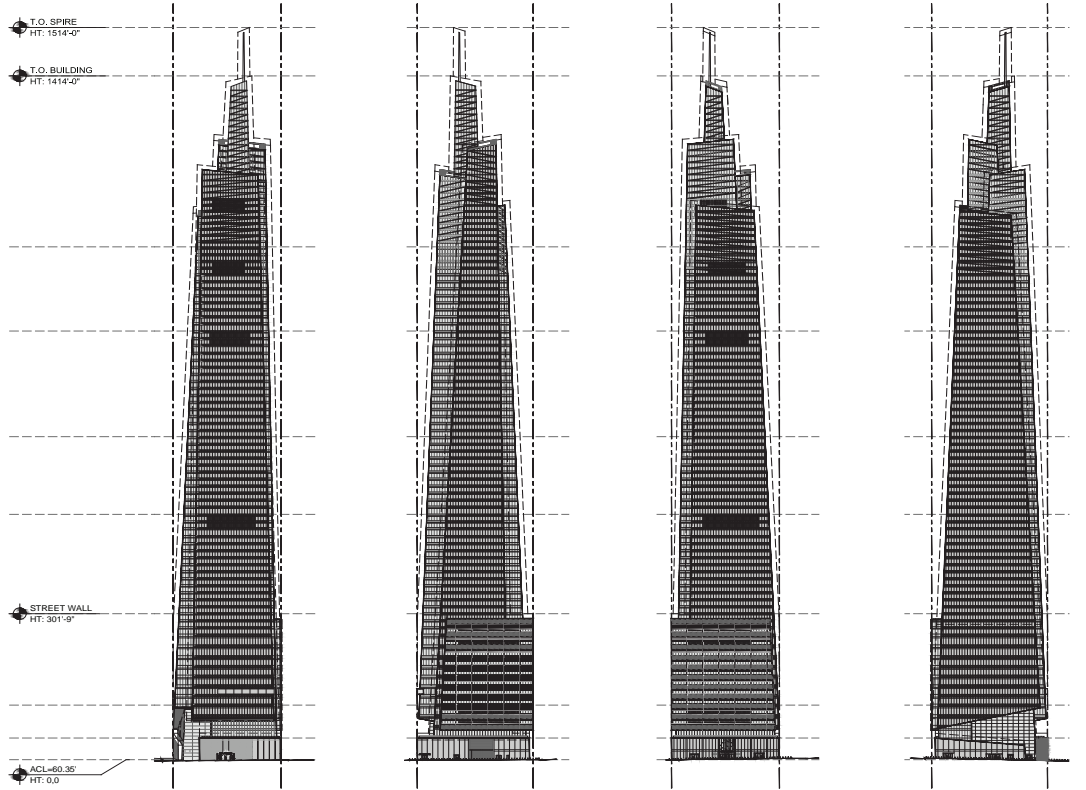


NOTE: FOR ILLUSTRATIVE PURPOSES ONLY



6 NORTH-SOUTH SECTION
SCALE: 1/128" = 1'-0"

5 EAST-WEST SECTION
SCALE: 1/128" = 1'-0"



4 EAST ELEVATION
SCALE: 1/128" = 1'-0"

3 NORTH ELEVATION
SCALE: 1/128" = 1'-0"

2 WEST ELEVATION
SCALE: 1/128" = 1'-0"

1 SOUTH ELEVATION
SCALE: 1/128" = 1'-0"

SOURCE: KPF

standard height from floor to finished ceiling of 10 feet) and the floor-to-floor heights of the trading floors averaging 20 feet combined with average mechanical floor heights of 30 feet and a building crown to accommodate the intended program.¹ 317 Madison's intended building design consists of glass curtain walls with diagonal lines across each story in glazed terracotta tiles or similar materials, intended to recall the ramps that are characteristic of the Grand Central interiors, as well as the Guastavino tiles that line its ceilings and walls (see **Figures 1-9 and 1-10**). On Madison Avenue, the building would be set back 7 feet from the property line up to approximately the third floor, allowing for a 20-foot-wide sidewalk. On the northeast corner of the building, an approximately 4,000-square-foot enclosed transit hall fronting on East 43rd Street and Vanderbilt Avenue would expand views of the upper and lower west façades of Grand Central Terminal as well as the proposed public space on Vanderbilt Avenue. The transit hall could serve as a waiting area for East Side Access, provide a connection leading to those trains several levels below, and include an interior feature wall. On East 42nd Street, the building would angle back from the property line up to 10 feet toward Vanderbilt Avenue, and the southeast corner of the building would be further set back from East 42nd Street and from the public place; these design features would create more pedestrian space at the southeast corner of the development and open up views of the west side of Grand Central Terminal (see **Figure 1-3**). The setbacks at grade on Madison Avenue and East 42nd Street and the streetwalls and recesses up to the approximate level of the third floor (the top of the podium) reflect the ULURP plans and drawings. As part of the on-going design, security bollards may be installed surrounding the One Vanderbilt site. Although the specific design of these bollards has not been developed, they are typically approximately one foot in diameter and placed five to six feet apart. The bollards would require a revocable consent from DOT and would also be subject to approval by the New York City Public Design Commission (PDC).

In order to achieve a superior design that accommodates the proposed mix of commercial uses and public realm improvements, the proposed One Vanderbilt development would include design features that do not conform with the existing zoning regulations, including the mandatory district plan elements included in the Special Midtown District. In particular, the proposed development would not conform to regulations relating to streetwall heights and distance from the street line, sidewalk widenings², retail continuity, building entrance recess areas and entrances, required pedestrian circulation space, and curb cut widths (see **Figures 1-11 through 1-13**). The massing of the proposed development's tower would also not conform with the Special Midtown District's height and setback regulations. The zoning requirements related to these elements would be waived pursuant to the bulk and urban design modification provisions of the Grand Central Public Realm Improvement Bonus special permit.

PROPOSED PUBLIC REALM IMPROVEMENTS

Pursuant to the proposed zoning text amendment and special permit, as currently proposed the One Vanderbilt development would include on-site, transit-related improvements as follows:

¹ Floor-to-floor heights of 14.5 feet are standard for modern Class A office space. Higher floor-to-floor heights (minimum of 20 feet) are required for column-free trading floors and to accommodate the underfloor air and cabling requirements to support a high-density trading environment.

² Portions of the proposed widened sidewalks would not meet the design standards of the existing district plan, which require that sidewalk widening areas be open to the sky and have a minimum width of 5 feet, and also require that corner circulation spaces be unobstructed by door swings.



SOURCE: KPF

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

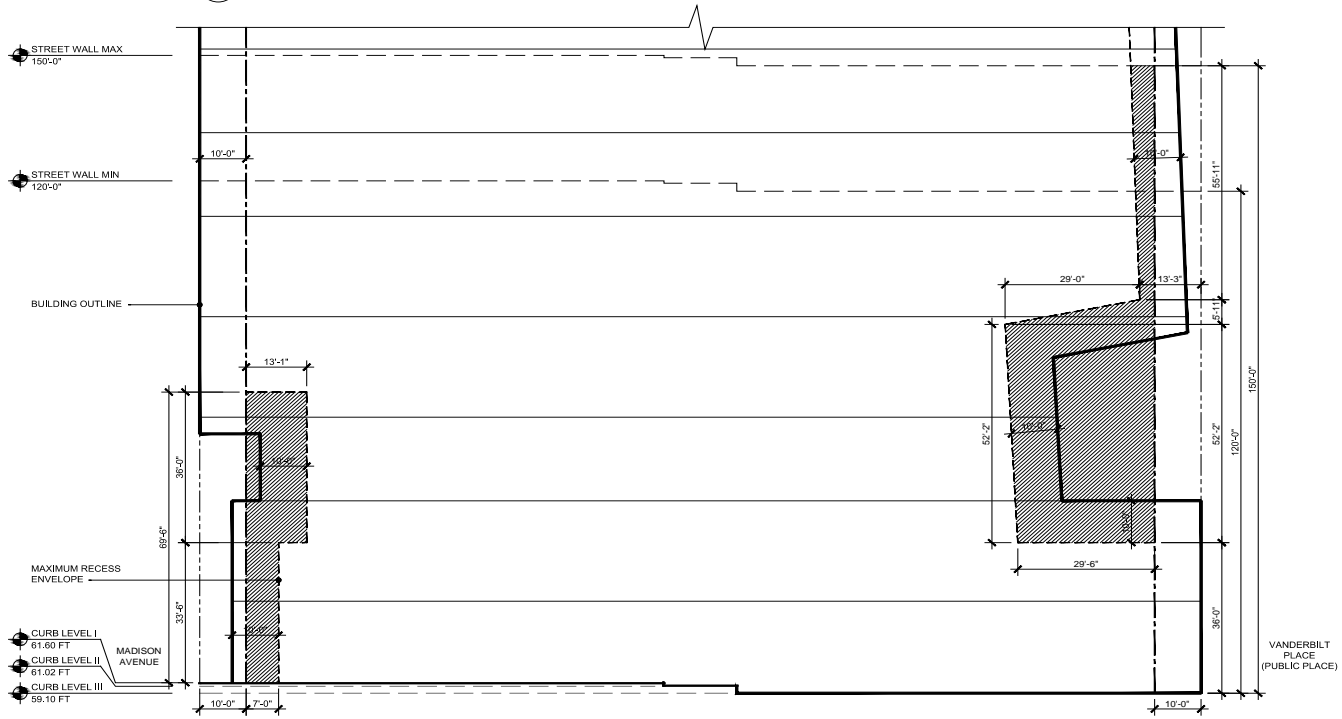
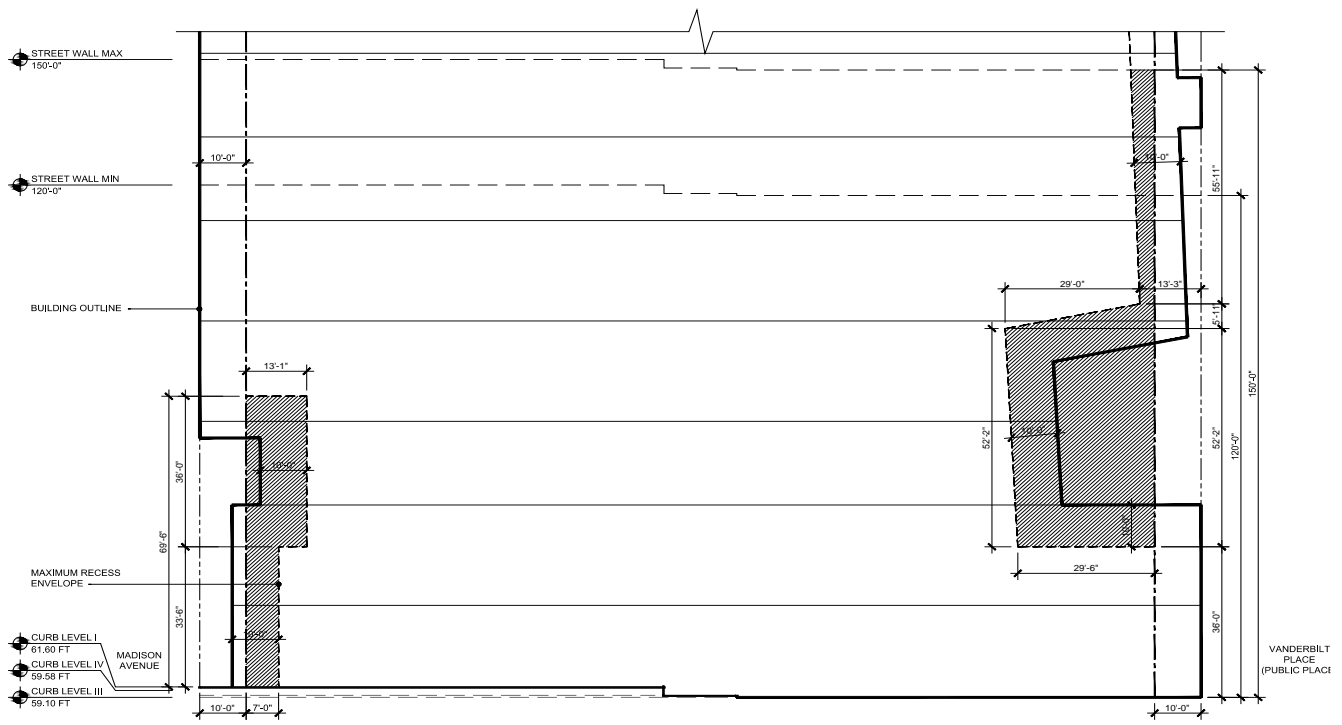
Vanderbilt Corridor and One Vanderbilt

Proposed One Vanderbilt
View Looking East on East 42nd Street
Figure 1-9

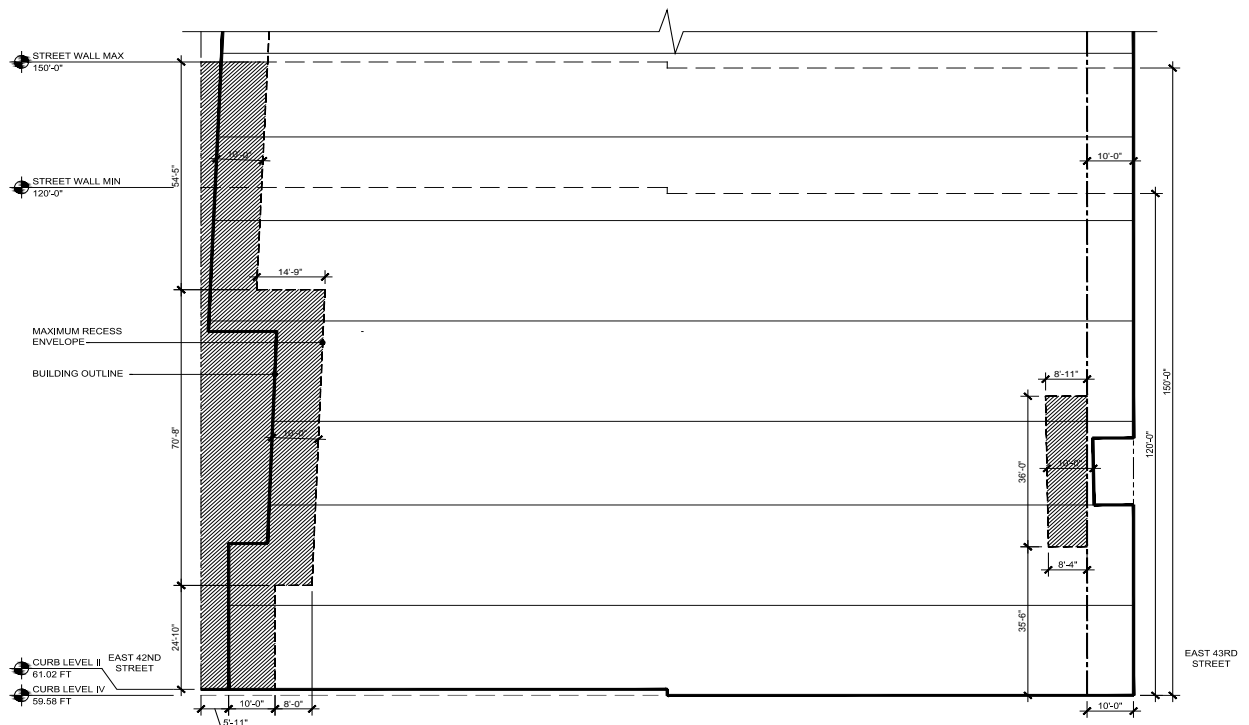


SOURCE: KPF

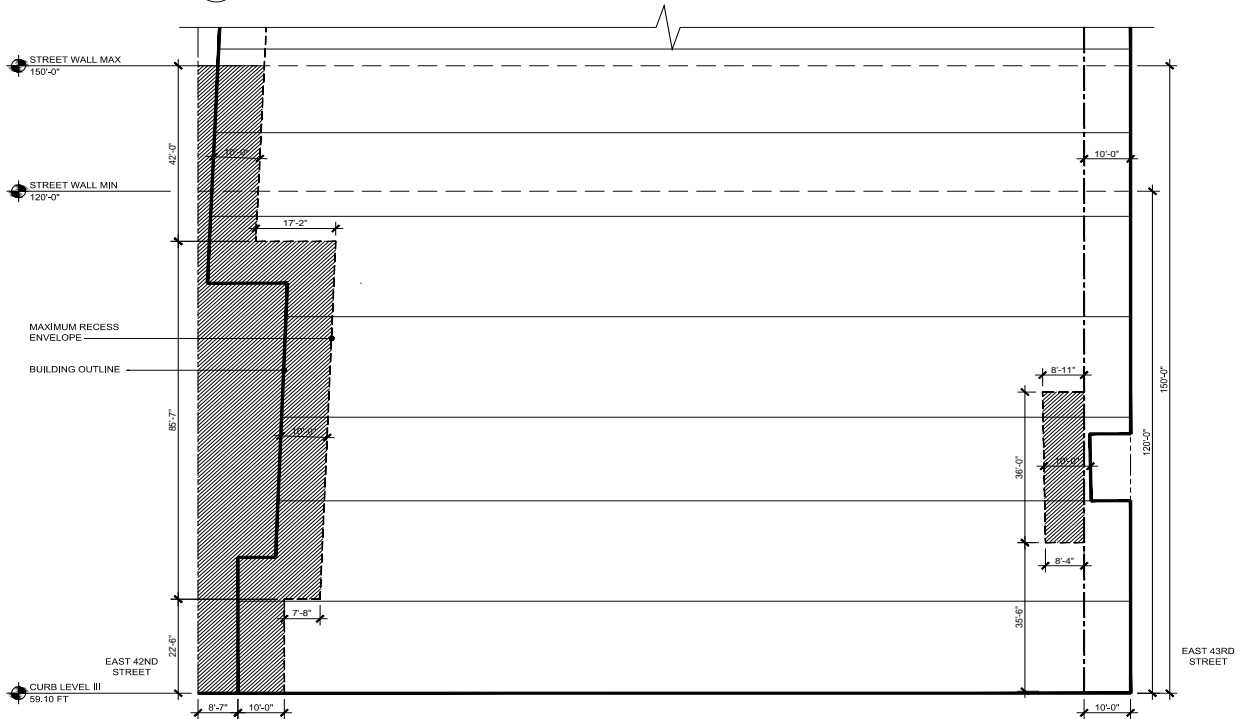
NOTE: FOR ILLUSTRATIVE PURPOSES ONLY



- MAXIMUM RECESS ENVELOPE
- AS-OF-RIGHT SETBACK
- BUILDING OUTLINE
- PROPERTY LINE
- ▨ MAXIMUM WAIVER AREA



2 SECTION
SCALE: 1/16" = 1'-0"

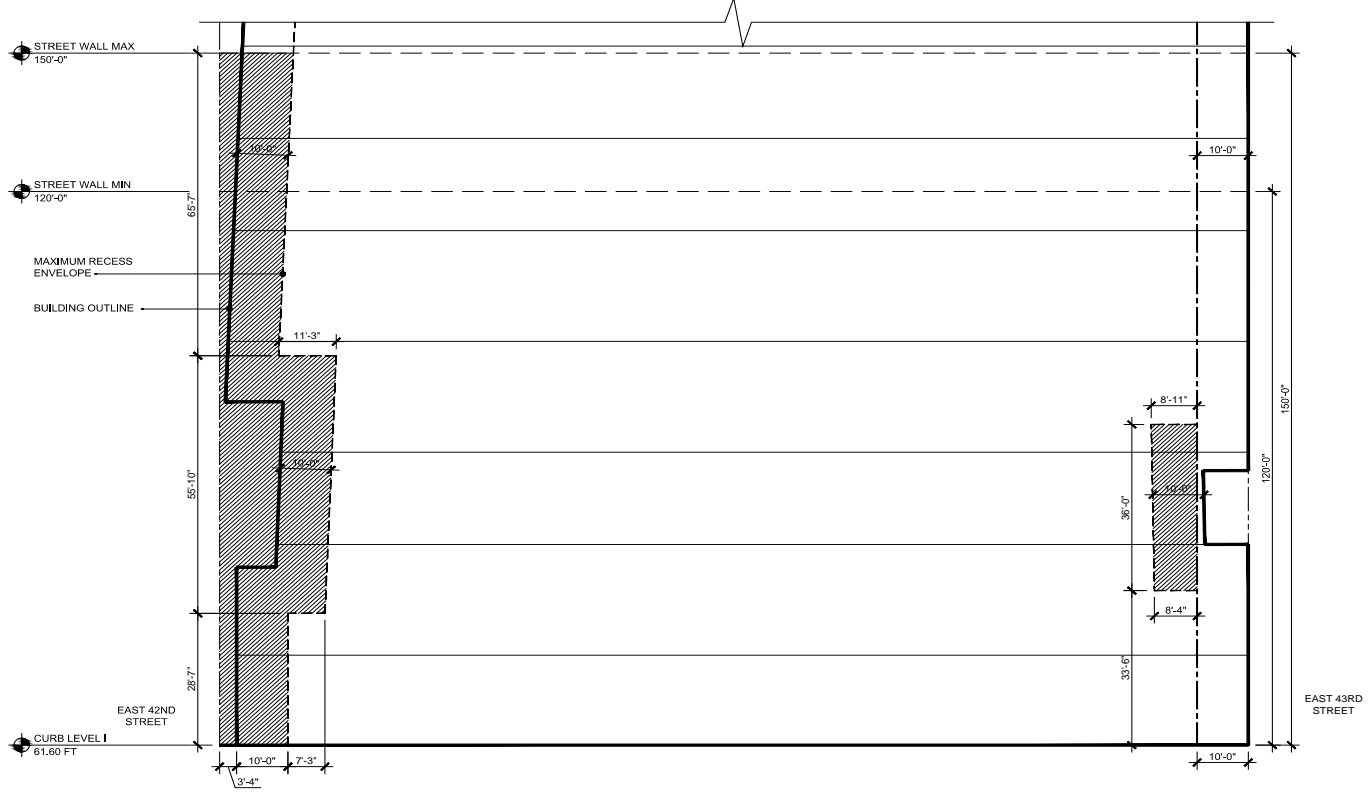


1 SECTION
SCALE: 1/16" = 1'-0"

SOURCE: KPF

- MAXIMUM RECESS ENVELOPE
- AS-OF-RIGHT SETBACK
- BUILDING OUTLINE
- PROPERTY LINE
- ▨ MAXIMUM WAIVER AREA

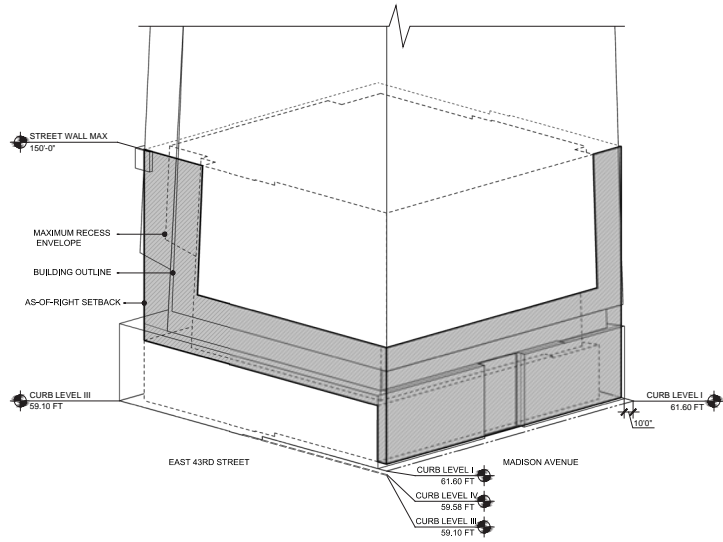
Proposed One Vanderbilt
Street Wall - Sections
Figure 1-11b



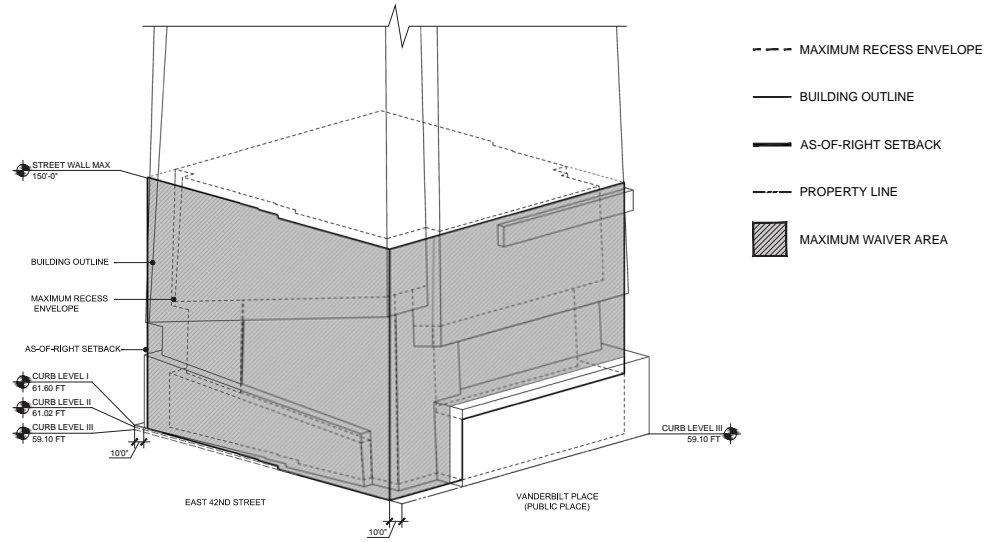
1 SECTION
SCALE: 1/16" = 1'-0"

- MAXIMUM RECESS ENVELOPE
- AS-OF-RIGHT SETBACK
- BUILDING OUTLINE
- PROPERTY LINE
- ▨ MAXIMUM WAIVER AREA

Proposed One Vanderbilt
Street Wall - Sections
Figure 1-11c

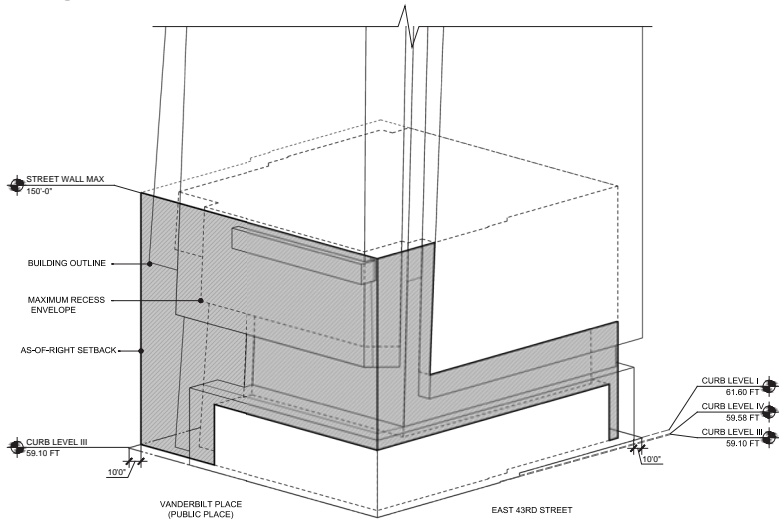


4 NORTH-WEST CORNER AXON
SCALE: N.T.S.

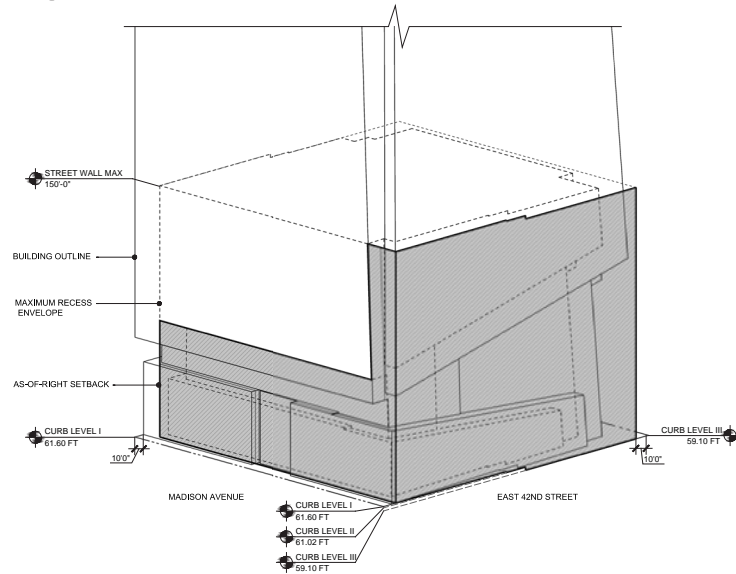


2 SOUTH-EAST CORNER AXON
SCALE: N.T.S.

- MAXIMUM RECESS ENVELOPE
- BUILDING OUTLINE
- AS-OF-RIGHT SETBACK
- PROPERTY LINE
- ▨ MAXIMUM WAIVER AREA

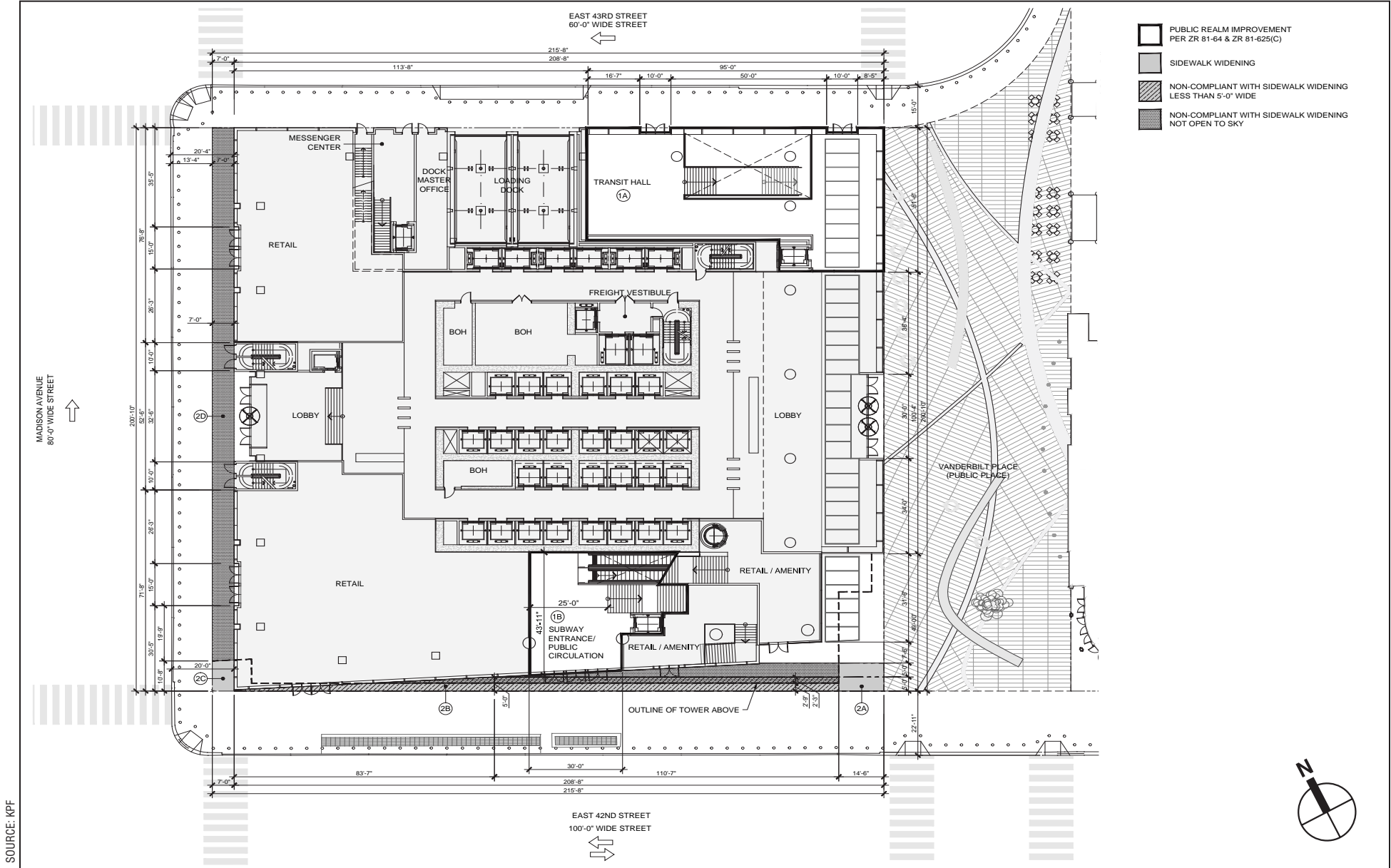


3 NORTH-EAST CORNER AXON
SCALE: N.T.S.



1 SOUTH-WEST CORNER AXON
SCALE: N.T.S.

SOURCE: KPF



SOURCE: KPF

- A new ground-level entrance with stairs, escalators, and an elevator on East 42nd Street, providing direct access to the 42nd Street Shuttle with access to the Nos. 4, 5, 6, and 7 Subway lines, the Metro-North commuter lines, and the LIRR commuter lines.
- A new below-grade corridor and escalators connecting to the LIRR East Side Access concourse level currently under construction, providing access to the 42nd Street Shuttle, the Metro-North trains at Grand Central Terminal, the Nos. 4, 5, 6, and 7 subway lines, and street level.
- A new ground-level indoor public space and waiting area (the transit hall described above) with entrances at East 43rd Street, providing stairway connections to the new below-grade corridor, with connections to LIRR East Side Access, the 42nd Street Shuttle, Metro-North trains at Grand Central Terminal, and the Nos. 4, 5, 6, and 7 subway lines (see **Figures 1-14 and 1-15**).

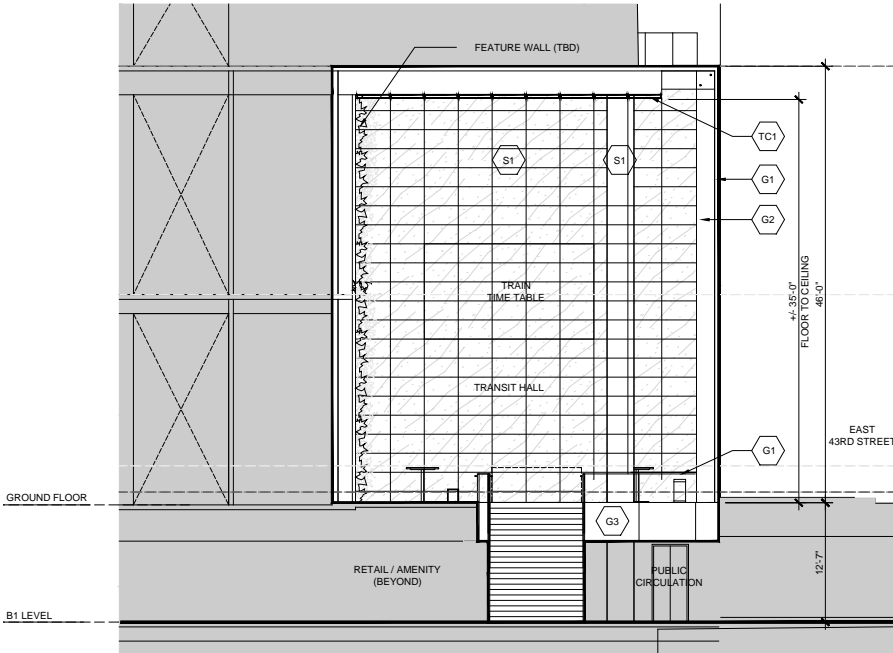
See **Figures 1-3, 1-4, and 1-5**, above, for ground-floor and below-grade plans of the proposed One Vanderbilt development. On-site, transit-related improvements are shown in **Figures 1-16 through 1-19**. Any public realm improvements that would necessitate work within DOT rights-of-way would require DOT's review and approval.

In consultation with MTA-New York City Transit (NYCT) 317 Madison has agreed to provide off-site pedestrian circulation improvements specific to the IRT Lexington Avenue subway station. The list below includes the proposed off-site improvements:

- A new stair in the basement of the Pershing Building (located at the southeast corner of East 42nd Street and Park Avenue) that would connect the IRT Lexington Avenue subway mezzanine to the platform;
- A new street-level subway entrance, with two flanked stairs, in the sidewalk at the southeast corner of East 42nd Street and Lexington Avenue that would connect to an existing below-grade passageway;
- Narrowing of stairs and columns between the IRT Lexington Avenue subway mezzanine paid area and platform level to provide more platform area and improved pedestrian flow;
- Replacement of an existing street-level subway entrance at the northwest corner of East 42nd Street and Lexington Avenue with new stairs and an elevator;
- Creation of a new IRT Lexington Avenue subway mezzanine paid area in the basement of the Grand Hyatt Hotel with two new stairs to the subway platform; and
- Conversion of existing enclosed spaces into new circulation areas on the mezzanine level of the IRT Lexington Avenue station.

Plans for on-site and off-site transit improvements are included in **Appendix B**. As discussed in 317 Madison's Statement of Findings included as part of the ULURP application, these transit improvements and off-site pedestrian circulation improvements will provide a range of benefits to the transit system and will address the area's infrastructure challenges described above related to Grand Central subway station pedestrian circulation and sidewalk widths.

In addition to the transit-oriented improvements, 317 Madison is undertaking ongoing consultation with DOT and DCP regarding design and implementation of improvements and public amenities within the portion of Vanderbilt Avenue that would be designated as a public place as part of the proposed actions (see **Figure 1-20 and 1-21**). Creation of the public place would address the area's infrastructure challenges related to the lack of publicly controlled open

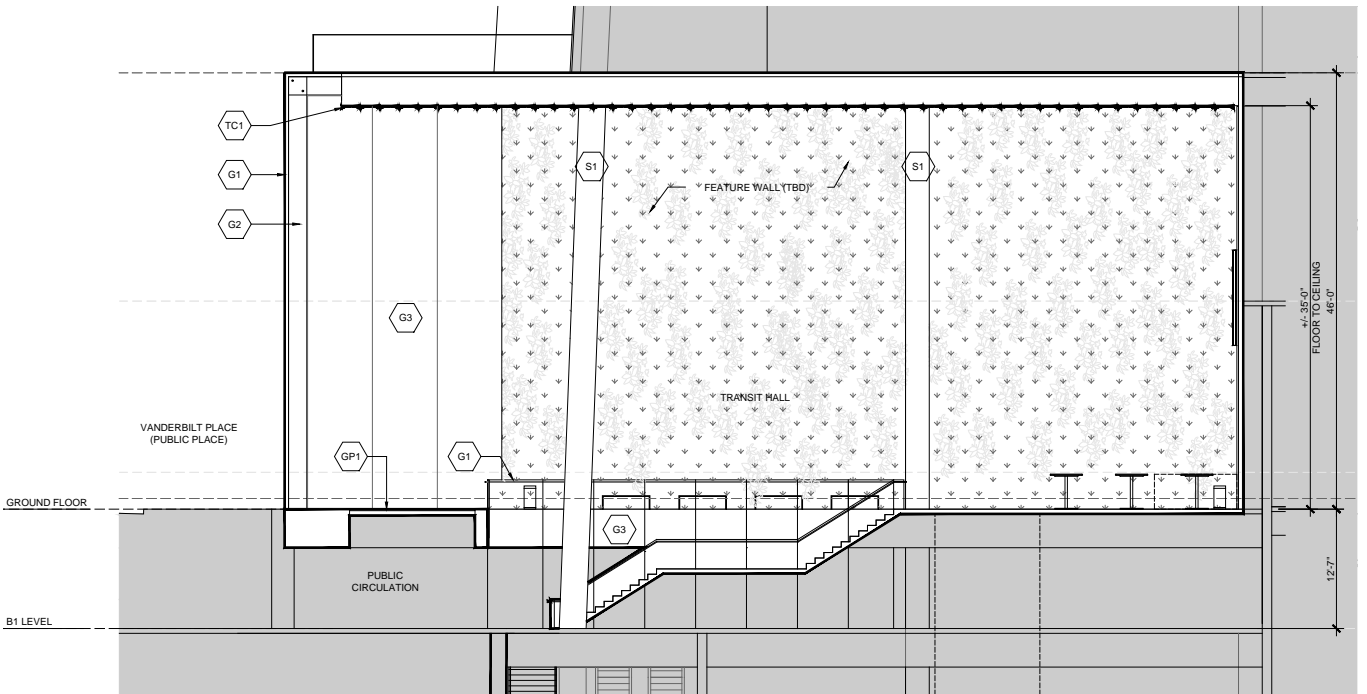


2 TRANSIT HALL ELEVATION
SCALE: 1/8" = 1'-0"

MATERIAL LEGEND

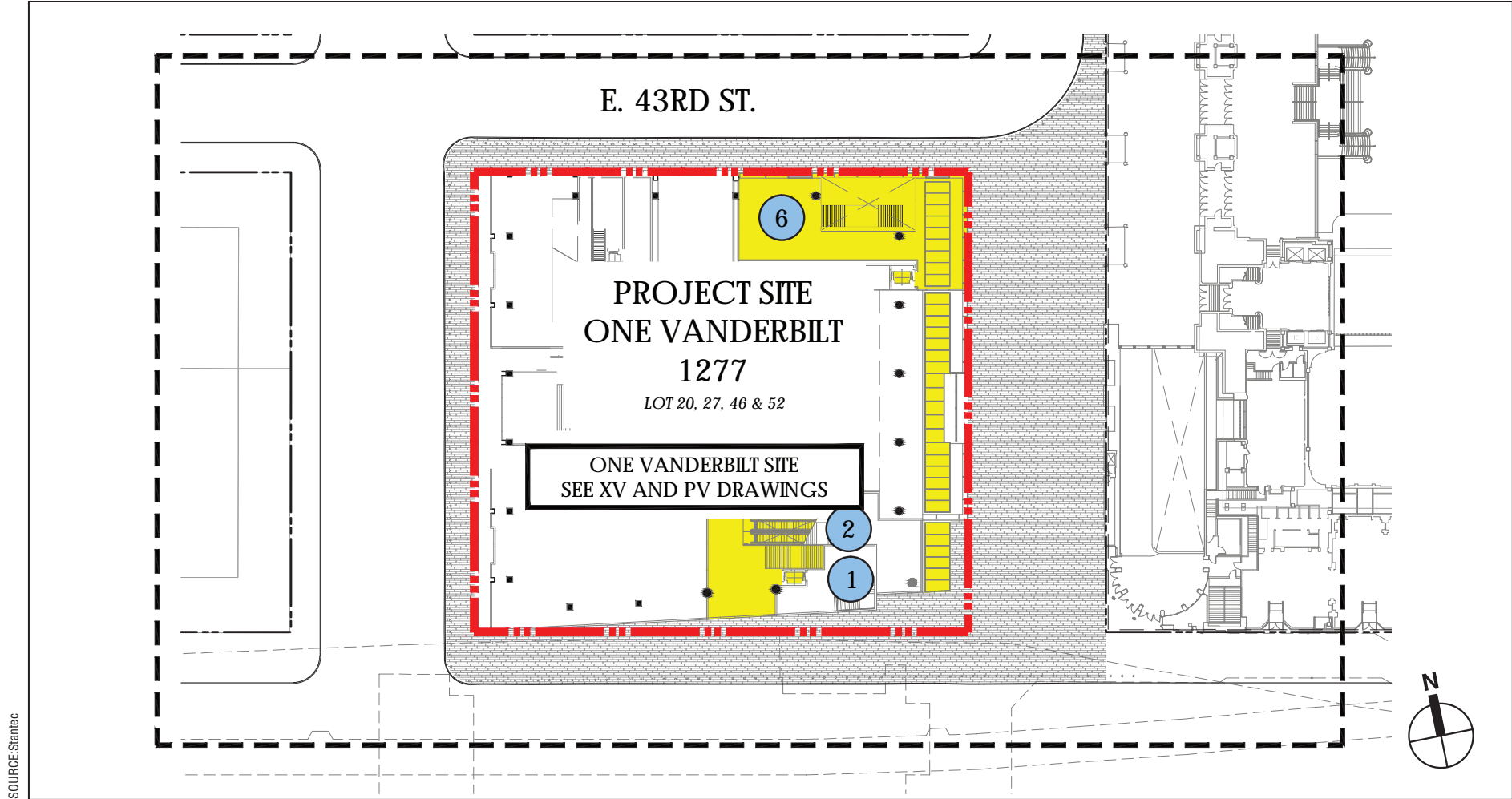
- TC1 GLAZED TERRACOTTA TILE
DESCRIPTION: 8" WIDE CONCAVE GLAZED TERRACOTTA TILE
COLOR: WARM BROWN
- W1 HARDWOOD FLOORING
DESCRIPTION: 2 1/4" X 3/4" SELECT WOOD FLOORING
COLOR: TRADITIONAL FINISH/LOW GLOSS
- S1 STONE
DESCRIPTION: 1 1/4" STATUARIO VENATO MARBLE
COLOR: WHITE
- GP1 GLASS PLANK FLOORING
DESCRIPTION: LAMINATED LOW-IRON SAFETY GLASS FLOOR WITH PATTERNED WHITE FRIT INTERLAYER
COLOR: CLEAR/WHITE
- G1 GLASS
DESCRIPTION: LAMINATED CLEAR LOW IRON GLASS
COLOR: CLEAR
- G2 GLASS
DESCRIPTION: 5-PLY SGP LAMINATED CLEAR LOW IRON GLASS
COLOR: CLEAR
- G3 GLASS
DESCRIPTION: LAMINATED CLEAR LOW IRON GLASS WITH PATTERNED WHITE FRIT INTERLAYER
COLOR: CLEAR /WHITE

LEGEND



1 TRANSIT HALL ELEVATION
SCALE: 1/8" = 1'-0"

Proposed One Vanderbilt
Transit Hall - Section
Figure 1-15

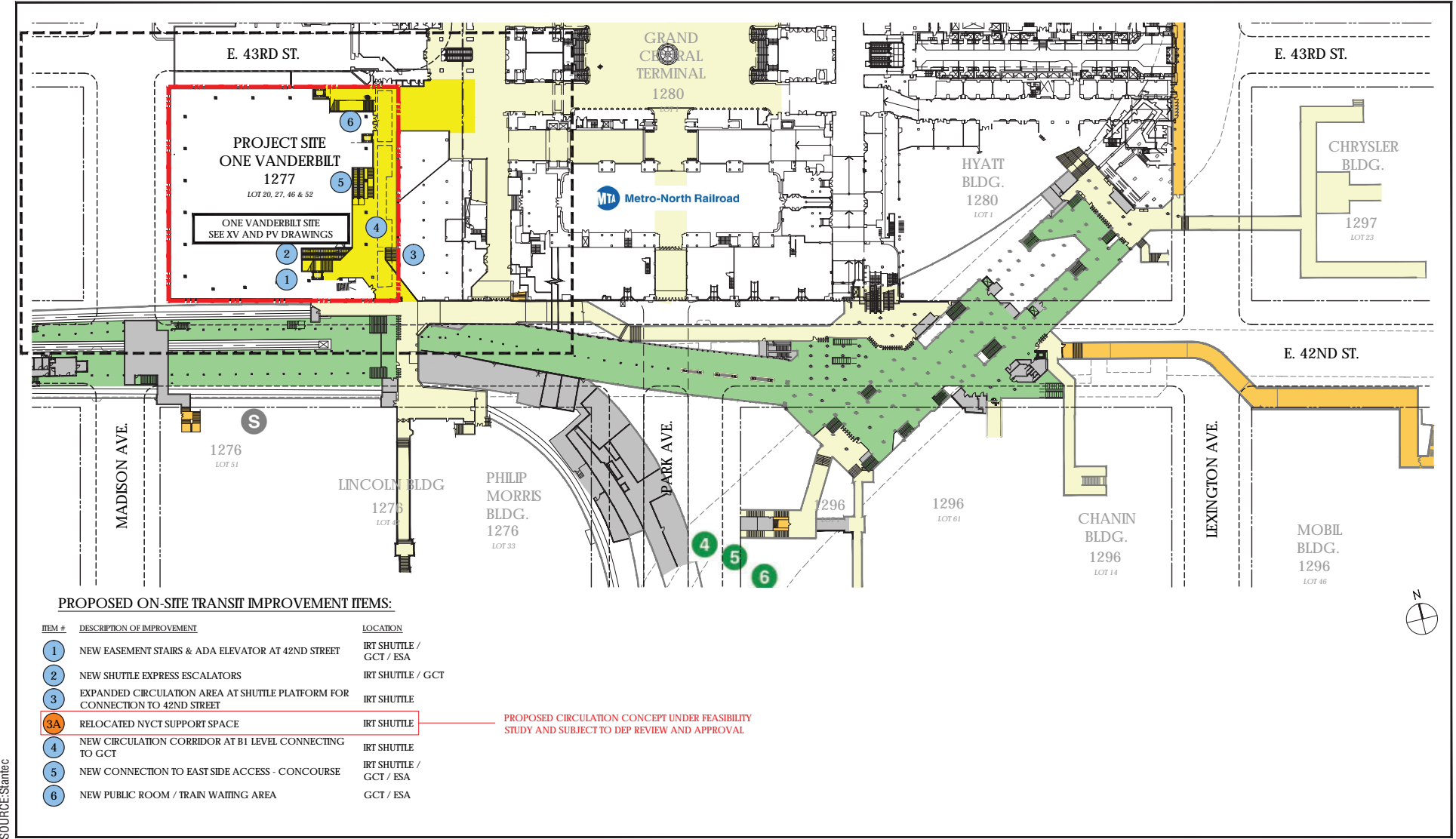


SOURCE: Stantec

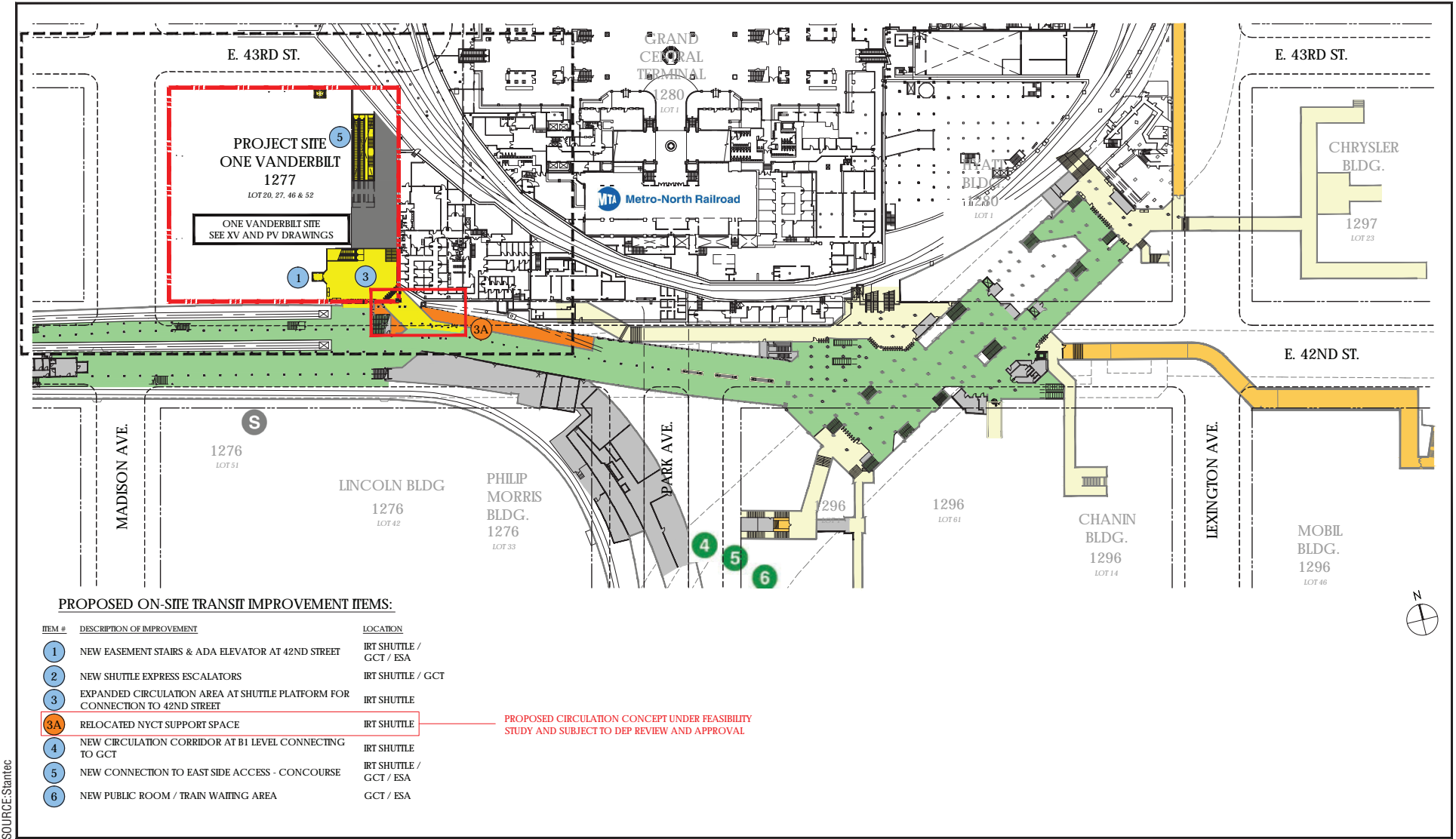
PROPOSED ON-SITE TRANSIT IMPROVEMENT ITEMS:

ITEM #	DESCRIPTION OF IMPROVEMENT	LOCATION
1	NEW EASEMENT STAIRS & ADA ELEVATOR AT 42ND STREET	IRT SHUTTLE / GCT / ESA
2	NEW SHUTTLE EXPRESS ESCALATORS	IRT SHUTTLE / GCT
3	EXPANDED CIRCULATION AREA AT SHUTTLE PLATFORM FOR CONNECTION TO 42ND STREET	IRT SHUTTLE
3A	RELOCATED NYCT SUPPORT SPACE	IRT SHUTTLE
4	NEW CIRCULATION CORRIDOR AT B1 LEVEL CONNECTING TO GCT	IRT SHUTTLE
5	NEW CONNECTION TO EAST SIDE ACCESS - CONCOURSE	IRT SHUTTLE / GCT / ESA
6	NEW PUBLIC ROOM / TRAIN WAITING AREA	GCT / ESA

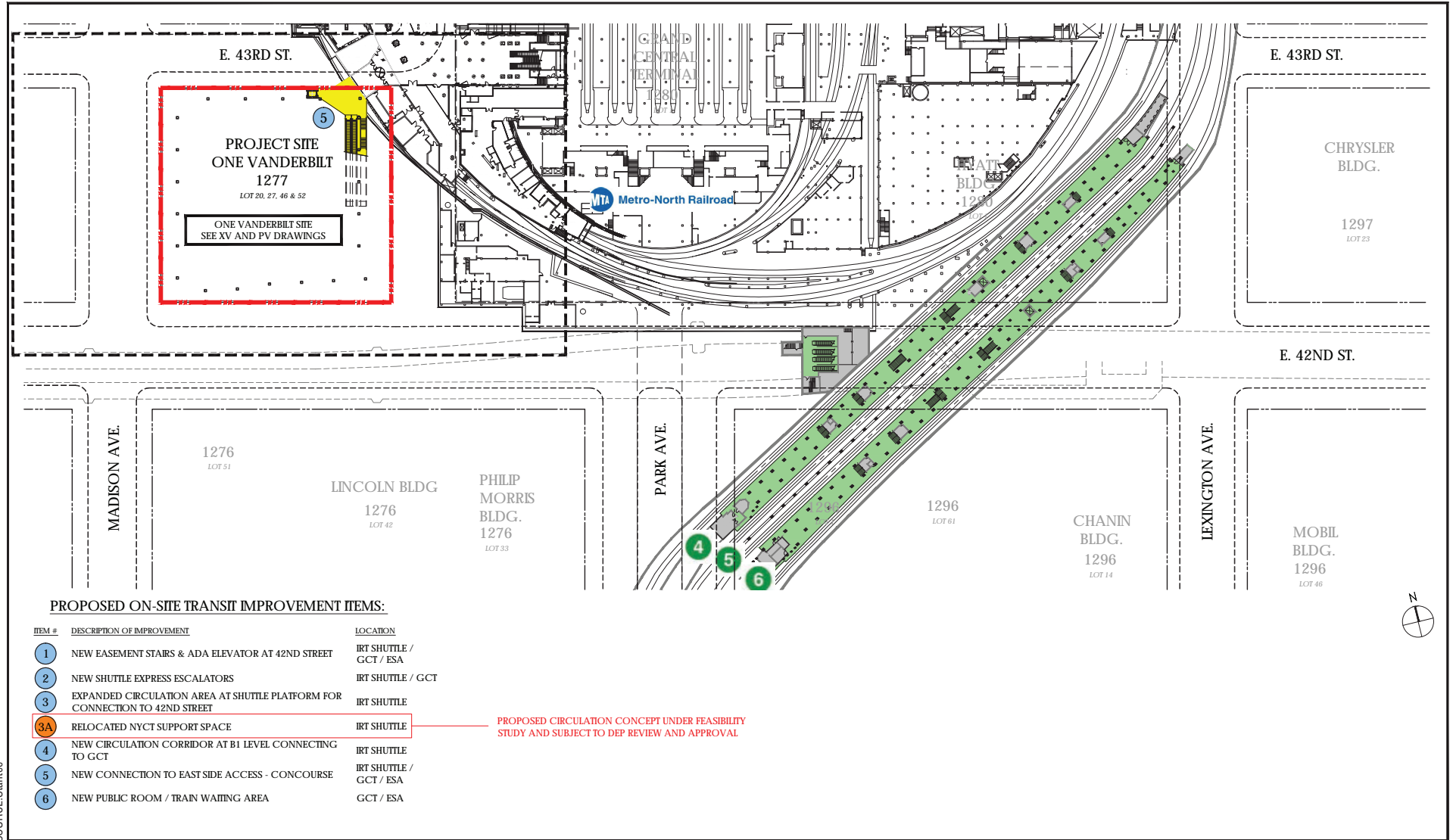
PROPOSED CIRCULATION CONCEPT UNDER FEASIBILITY STUDY AND SUBJECT TO DEP REVIEW AND APPROVAL



SOURCE: Stantec

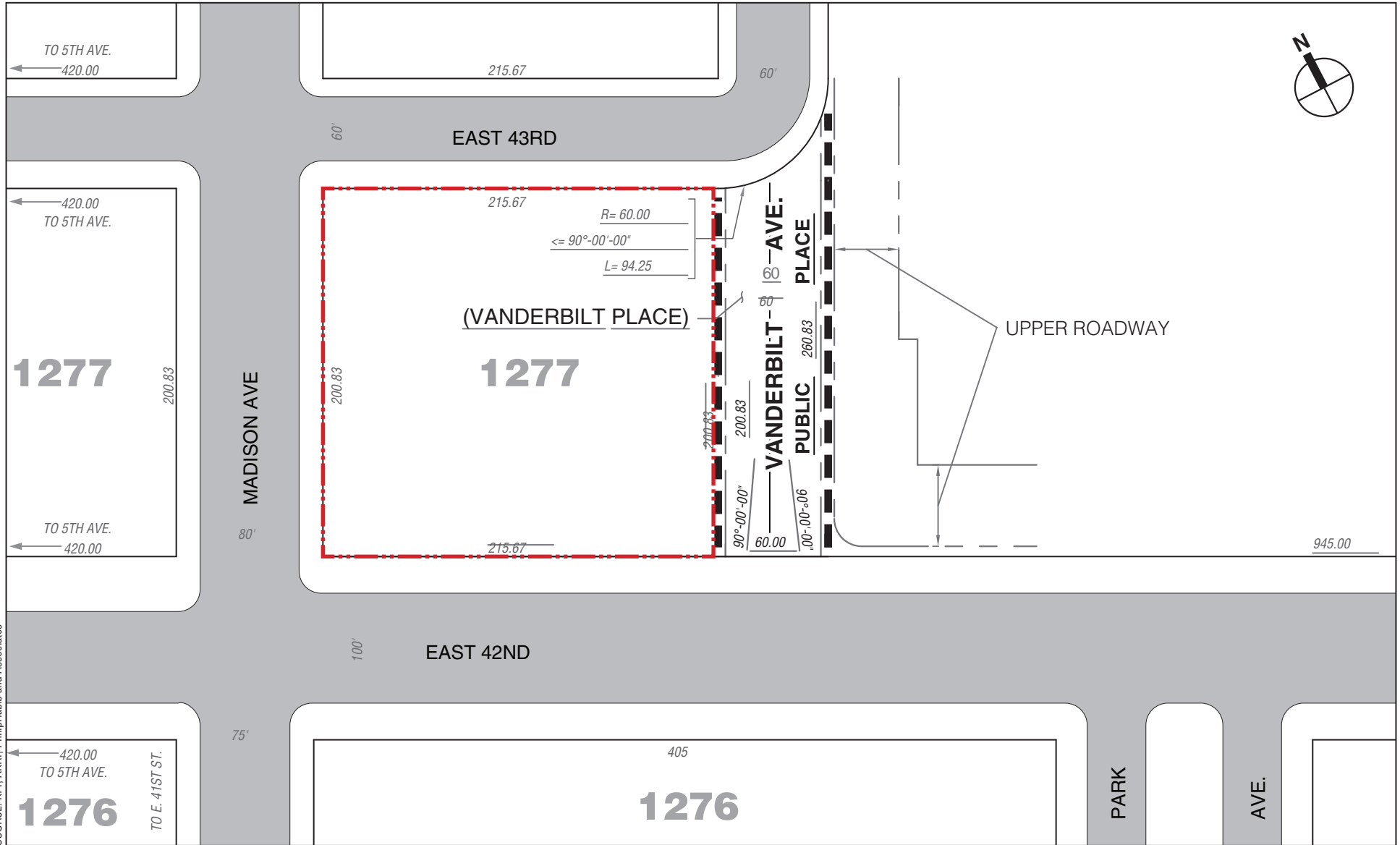


SOURCE:Starline



SOURCE: Stantec

10.13.14



SOURCE: KPF, AKRF, PhilipHabib and Associates

----- One Vanderbilt Development Site

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Vanderbilt Corridor and One Vanderbilt

Proposed One Vanderbilt
Public Place
Figure 1-20



SOURCE: KPF, JCFD

NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Vanderbilt Corridor and One Vanderbilt

Proposed One Vanderbilt
View of Proposed Public Place
Figure 1-21

Vanderbilt Corridor and One Vanderbilt

space and the Vanderbilt Avenue pedestrian experience. For purposes of the CEQR analysis, the potential off-site improvements will be considered as part of the One Vanderbilt development. The full list of improvements was finalized for certification of the ULURP application and the beginning of the public review process.

MODIFIED APPLICATION

As described above, 317 Madison has submitted a modified special permit application (ULURP No. 150130(A) ZSM) that would allow for relocation of a proposed entrance space to a rooftop observation deck. In the original application that was assessed in the DEIS and in this FEIS, directly adjacent to the proposed new subway entrance on East 42nd Street is the street-level entrance to below-grade space at the B1 level that is expected to be used as the lobby for the observation deck. In the modified application, the B1 level would still be accessible at approximately the same location via the proposed subway entrance on East 42nd Street, but the dedicated street-level entrance to the observation deck would instead be accessed at the building's northwest corner with entrances on both Madison Avenue and East 43rd Street. The modified application requires a waiver of mandatory district plan elements (i.e., Section 81-42 of the Zoning Resolution, Retail Continuity along Designated Streets), as the new entrance area would exceed the permitted 40-foot maximum width of entrance space along Madison Avenue and the anticipated observation deck use (which is not a use defined by zoning) is not among the required retail uses along Madison Avenue. See Figures 1-22 through 1-24 for the ground-floor plans from the modified application. The modified ground-floor plan on Figure 1-22 also shows an internal project modification—a revolving door that provides access between the transit hall and the building's office lobby that fronts on the Vanderbilt Avenue public place. The potential environmental effects of the modified application are considered in this FEIS in Chapter 17, "Alternatives to the Proposed Actions."

G. ANALYSIS FRAMEWORK

The analyses contained in this FEIS has been developed in conformance with CEQR regulations and the guidance of the 2014 *CEQR Technical Review Manual*. Because construction of the proposed One Vanderbilt building is expected to be complete in February of 2021 with full occupancy to follow that year, the analysis year is 2021.

There are no specific proposals to redevelop the four blocks of the proposed Vanderbilt Corridor north of the development site (portions of Blocks 1278, 1279, 1281, and 1282), but it is conceivable that one or more of these sites would be redeveloped in the foreseeable future using the new Grand Central Public Realm Improvement Bonus, the modified Landmark Transfer special permit, or the special permit to allow hotel uses. Additional development on these four blocks will be considered at a conceptual level only (see Chapter 19, "Conceptual Analysis").

In 2013 MTA issued an RFP for the redevelopment of the MTA's property at 341-347 Madison Avenue (Block 1279, Lots 23, 24, and 48), including the excess development rights from an MTA vent building on East 44th Street (Block 1279, Lot 25). For the conceptual analysis, it is assumed that only Block 1279 (containing the MTA parcels and the building at 52 Vanderbilt Avenue) and Block 1281 (containing the Roosevelt Hotel) in the Vanderbilt Corridor would be redeveloped in the foreseeable future. These two blocks were also analyzed as projected development sites in the *East Midtown Rezoning and Related Actions Final EIS (FEIS)* (2013). For analysis purposes, it is assumed that the redevelopment of Blocks 1279 and 1281 may be complete by 2033, which is the same analysis year analyzed in the 2013 *East Midtown Rezoning*



NOTES

APPLICANT'S STAMP AND SEAL CORRESPOND TO THE INFORMATION REGARDING THE ZONING LOT AND RELATED CURB CUTS. INFORMATION REGARDING THE SURROUNDING PROPERTIES IS FOR ILLUSTRATIVE PURPOSES ONLY.

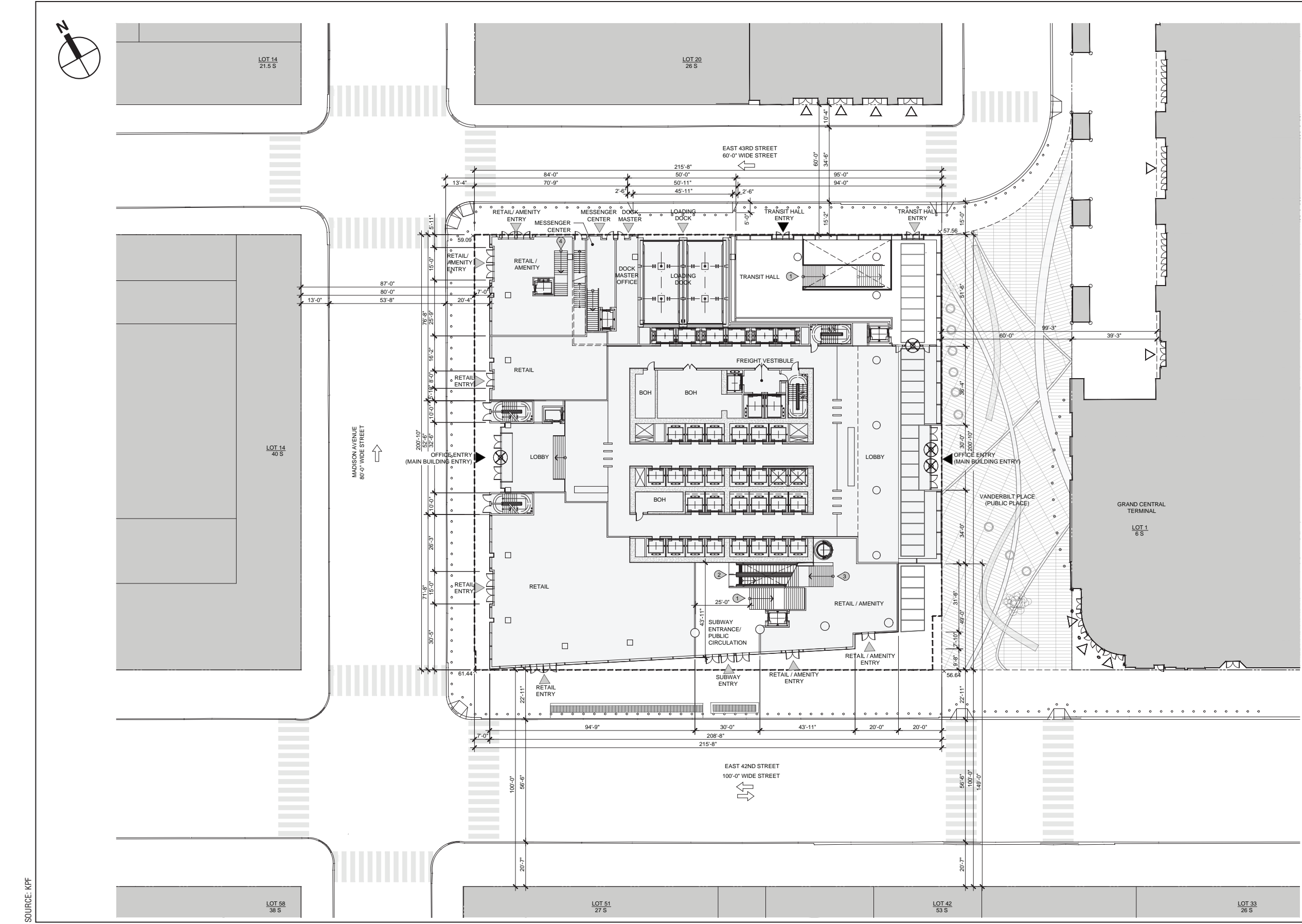
DOOR LOCATIONS, QUANTITIES AND CONFIGURATIONS SUBJECT TO CHANGE.

THE PUBLIC PLACE DESIGN SHOWN HERE IS FOR ILLUSTRATIVE PURPOSES IN CONNECTION WITH CONCEPT APPROVAL BY THE DEPARTMENT OF TRANSPORTATION, AND REMAINS SUBJECT TO FURTHER DESIGN DEVELOPMENT AND REVIEW BY THE DEPARTMENT OF TRANSPORTATION AND THE PUBLIC DESIGN COMMISSION.

INTERIOR LAYOUTS FOR ILLUSTRATIVE PURPOSES ONLY AND SUBJECT TO CHANGE.

AMENITY SPACE MAY INCLUDE OBSERVATION DECK. OTHER USES PERMITTED BY THE ZONING RESOLUTION OR USES ACCESSORY THERETO.

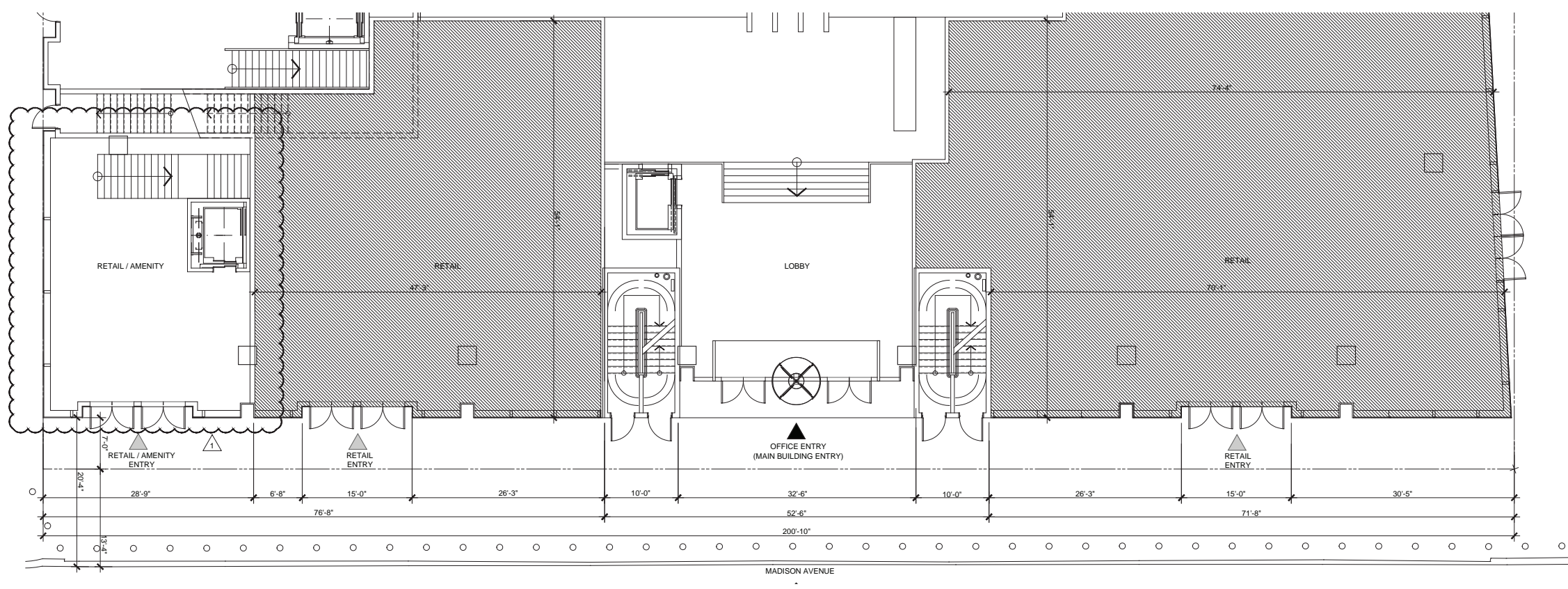
- LEGEND**
- ZONING LOT LINE / PROPERTY LINE
 - ▶ PRIMARY ENTRY
 - ◀ SECONDARY ENTRY
 - ◁ OFFSITE ENTRY
 - ▭ ILLUSTRATIVE BUILDING
 - ▭ CONTEXT BUILDING
 - ▭ PROPOSED CURB CUTS
 - ▭ EXISTING GRATING
 - PROPOSED BOLLARD LOCATION
 - MAXIMUM BUILDING ENVELOPE ABOVE
 - ① CONNECTION TO GRAND CENTRAL CONCOURSE
 - ② CONNECTION TO SHUTTLE PLATFORM
 - ③ STAIR ACCESS TO LEVEL 2
 - ④ STAIR ACCESS TO LEVEL B1



SOURCE: KPF



2 WEST ELEVATION
SCALE: 1/8" = 1'-0"



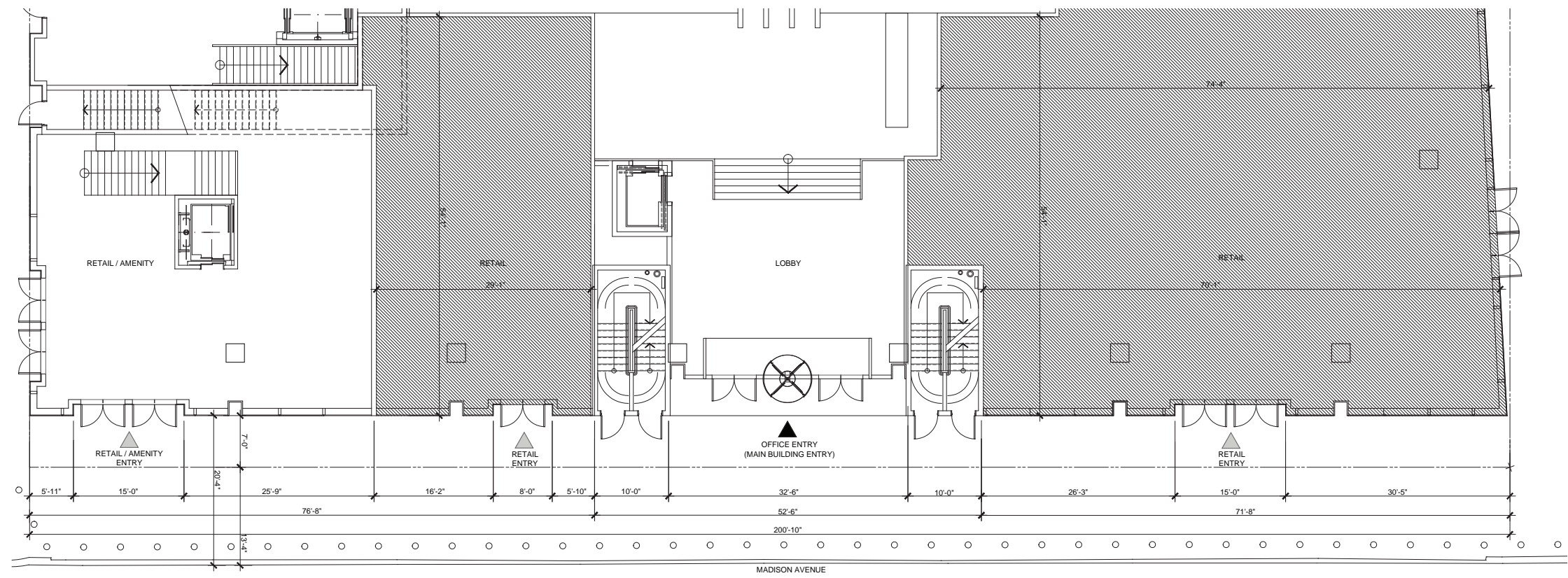
SOURCE: KPF



2 WEST ELEVATION
SCALE: 1/8" = 1'-0"

NOTES

- INTERIOR LAYOUTS FOR ILLUSTRATIVE PURPOSES ONLY AND SUBJECT TO CHANGE.
- DOOR LOCATIONS, QUANTITIES AND CONFIGURATIONS SUBJECT TO CHANGE.
- EXTERIOR WALL DESIGN IS FOR ILLUSTRATIVE PURPOSES ONLY AND SUBJECT TO CHANGE.
- AMENITY SPACE MAY INCLUDE OBSERVATION DECK, OTHER USES PERMITTED BY THE ZONING RESOLUTION OR USES ACCESSORY THERETO.
- RETAIL SHOWN IS ILLUSTRATIVE. RETAIL USES TO BE PROVIDED IN ACCORDANCE WITH Z-207



LEGEND

- ZONING LOT LINE / PROPERTY LINE
- ▶ PRIMARY ENTRY
- ◀ SECONDARY ENTRY
- ▨ RETAIL
- RETAIL STREET WALL
- TRANSPARENT GLASS

SOURCE: KPF

and Related Actions FEIS. The analysis year for that FEIS was based on long-term projections of the East Midtown area's potential to capture a proportionate share of the City's new office development. Chapter 19, "Conceptual Analysis" also considers the potential that the MTA-owned portion of Block 1279 could be developed by 2021, which is earlier than 2033 as was assumed for development of the other likely development sites in the Vanderbilt Corridor. Blocks 1278 and 1282 would not be assumed to be redeveloped in the foreseeable future, as those two blocks contain recently renovated/constructed commercial buildings. Block 1278 contains the Bank of America Plaza that dates to 1983 and is currently developed at approximately 20 FAR. Block 1282 contains the J.P. Morgan Chase & Company building at 383 Madison Avenue from 2002, which is already developed at approximately 21.6 FAR.

EXISTING CONDITIONS

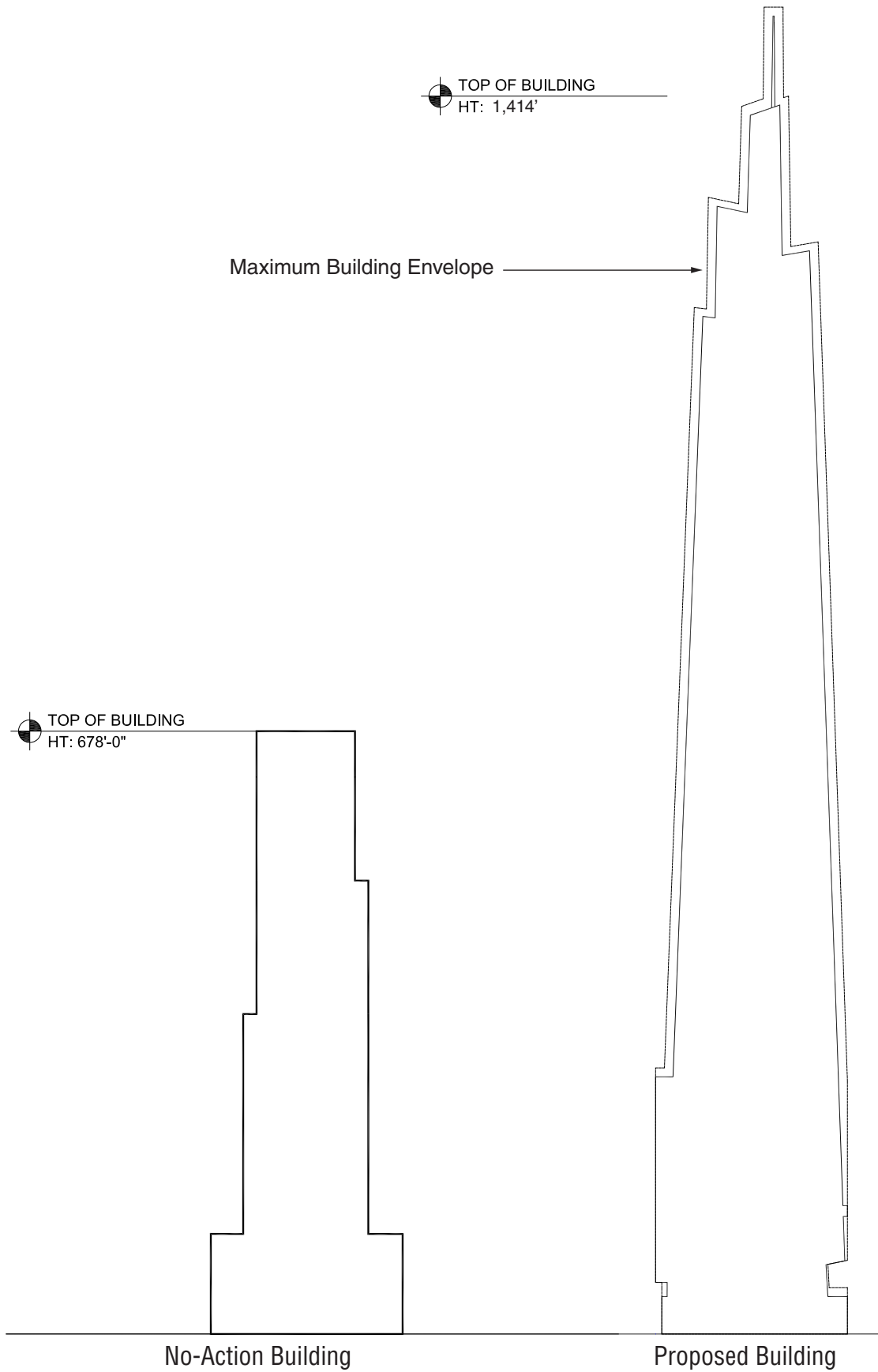
For each technical area to be assessed in the EIS, including the conceptual analysis chapter that evaluates additional redevelopment in the Vanderbilt Corridor, the existing conditions on the development site and in the relevant study areas will be described. The analysis framework begins with an assessment of existing conditions because these can be most directly measured and observed. The assessment of existing conditions does not represent the condition against which the proposed actions is measured, but serves as a starting point for the projection of future conditions with and without the proposed actions and the analysis of potential impacts.

THE FUTURE WITHOUT THE PROPOSED ACTIONS (NO-ACTION CONDITION)

ONE VANDERBILT SITE

Absent the proposed actions, 317 Madison would redevelop the 43,313-square-foot One Vanderbilt site with a commercial building under the existing C5-3 and Special Midtown District regulations, which permit commercial development up to a maximum FAR of 15.0. The No-Action building would be approximately 678 feet tall and total approximately 811,034 gsf of space (approximately 649,695 zsf) including 636,312 gsf of office space, 83,648 gsf of retail space, and 91,074 gsf of mechanical space. Unlike the proposed One Vanderbilt development, the No-Action building would not contain trading floors, the rooftop amenity space, or the enclosed public space. Existing height and setback controls would not permit floorplates in the No-Action building that would be of a size and configuration sufficient to accommodate modern trading floors.¹ At approximately 678 feet tall, the No-Action building would not be tall enough to provide panoramic views over surrounding buildings. Since it would not be requesting a special permit, 317 Madison would not provide an enclosed public space amenity or transit-related improvements. However, the No-Action building will provide a replacement stairway connecting to the mezzanine level of the 42nd Street Shuttle station in accordance with the existing NYCT easement in order to maintain the access provided by the existing subway stair on the site. **Figure 1-25** compares a section through the No-Action building to a section through the proposed One Vanderbilt development.

¹ Floorplates of a minimum of 40,000 gsf are considered necessary for efficient and modern trading floors as well as other high-density office uses. Above its base, the No-Action building would have floors of approximately 20,000 gsf.



NOTE: FOR ILLUSTRATIVE PURPOSES ONLY

Comparison of No-Action Building to Proposed One Vanderbilt
Figure 1-25

Vanderbilt Corridor and One Vanderbilt

Like the proposed One Vanderbilt development, the No-Action building will have typical security bollards at the outer edge of the sidewalk surrounding the site. The bollards will require a revocable consent from DOT and would also be subject to PDC approval.

PROPOSED PUBLIC PLACE

The No-Action condition would not include an amendment to the City Map to map Vanderbilt Avenue between East 42nd and East 43rd Streets as a public place. That section of Vanderbilt Avenue would, therefore, remain in its current condition and open to vehicles.

OTHER VANDERBILT CORRIDOR SITES

The conceptual analysis will assume that Block 1281 in the Vanderbilt Corridor could be redeveloped with a commercial building under the existing C5-3 and Special Midtown District regulations, which permit commercial development up to a maximum FAR of 15.0. Therefore, the 43,313-square-foot Block 1281 could be redeveloped with 649,695 zsf of commercial space (812,119 gsf, assuming a standard gross factor of 1.25 to account for mechanical space). This potential development could occur by 2033, as noted above.

Based on new development projections made available by the MTA since completion of the DEIS, the conceptual analysis will assume that in 2021 the 25,051-square-foot MTA-owned portion of Block 1279 would remain as in existing conditions.

THE FUTURE WITH THE PROPOSED ACTIONS (WITH-ACTION CONDITION)

ONE VANDERBILT SITE

With the proposed actions, a 30 FAR building would be constructed on the development site. The proposed 1.8 million-gsf building would be approximately 996,966 gsf larger than the No-Action building. 317 Madison intends for the proposed One Vanderbilt development to contain approximately 1,079,000 gsf of office space, approximately 246,000 gsf of trading floors, approximately 53,000 gsf of retail, approximately 27,000 gsf of restaurant space, an approximately 55,000-square-foot rooftop amenity at the top of the building, a 4,000-square-foot enclosed public space (the transit hall), and approximately 343,500 square feet of space for circulation, mechanical, core, back-of-house, and loading uses. 317 Madison intends to provide up to six trading floors due to expressed interest from potential tenants. The height of the proposed 30 FAR building provides the opportunity for a rooftop amenity at the upper levels. The enclosed public amenity at the base of the building would be provided to meet in part the requirements of the special permit for pedestrian circulation and transit access improvements.

In addition, development of the proposed One Vanderbilt building would also include the Public Realm Improvements on the One Vanderbilt site and off-site to the IRT Lexington Avenue subway station. These improvements are considered part of the proposed project for the purposes of the CEQR analyses.

PROPOSED PUBLIC PLACE

With the proposed actions, the portion of Vanderbilt Avenue between East 42nd and East 43rd Streets would be closed to vehicular traffic and mapped as a public place, and Vanderbilt Avenue between East 43rd and East 44th Streets would be converted from two-way to one-way southbound. The improvements to this area would be provided to meet, in part, the requirements

for pedestrian circulation and transit access improvements under the proposed Grand Central Public Realm Improvement Bonus special permit and would provide amenities to enliven the public place. Since the improvements to the public place would be provided by the developer of the One Vanderbilt building as a requirement of the special permit, the proposed public place will be considered as part of the proposed One Vanderbilt development for purposes of the CEQR analyses.

OTHER VANDERBILT CORRIDOR SITES

The conceptual analysis assumes that the MTA-owned portion of Block 1279 and the Roosevelt Hotel site on Block 1281 in the Vanderbilt Corridor could each be redeveloped with a commercial building of 30 FAR by 2033. The 25,051-square-foot MTA-owned portion of Block 1279 could be redeveloped with 751,530 zsf of commercial space (939,412 gsf, assuming a standard gross factor of 1.25), and the 43,313-square-foot Block 1281 could be redeveloped with 1,299,390 zsf of commercial space (1,624,237 gsf, assuming a standard gross factor of 1.25). In addition, it is assumed that the 162,330-square-foot building at 52 Vanderbilt Avenue on Block 1279 (Lot 45) would remain at its current built form but would utilize the proposed special permit for hotel use to allow the conversion of the structure from predominately office use. Chapter 19, “Conceptual Analysis” also considers the potential that the MTA-owned portion of Block 1279 could be developed by 2021, which is earlier than 2033 as was assumed for development of the other likely development sites in the Vanderbilt Corridor.

H. PUBLIC REVIEW PROCESS

The City Map change proposed by DCP, and the above-described actions proposed by 317 Madison are subject to the City’s ULURP procedure. All of the above-described actions proposed by both DCP and 317 Madison are subject to the City’s CEQR procedures. These review processes are described below.

UNIFORM LAND USE REVIEW PROCEDURE (ULURP)

ULURP, mandated by Sections 197-c and 197-d of the City Charter, is a process especially designed to allow public review of a proposed project at four levels: the Community Board, the Borough President and (if applicable) Borough Board, the CPC, and the City Council. The procedure sets time limits for review at each stage to ensure a maximum total review period of approximately seven months.

The ULURP process begins with a certification by CPC that the ULURP application is complete, which includes satisfying CEQR requirements (see the discussion below). If the particular application is subject to environmental review (see below), a negative declaration, conditional negative declaration, or a notice of completion of a DEIS must be issued before an application can be certified.

The application is then forwarded to the Community Board (in this case, Manhattan Community Board 5 [CB5]), which has 60 days to review and discuss the proposal, hold public hearings, and adopt recommendations regarding the application. Once this step is complete, the Borough President reviews the application for up to 30 days. CPC then has 60 days to review the application, during which time a ULURP/CEQR public hearing is held. Comments made at the DEIS public hearing (the record for commenting remains open for 10 days after the hearing to receive written comments) are incorporated into a Final Environmental Impact Statement

Vanderbilt Corridor and One Vanderbilt

(FEIS); the FEIS must be completed at least 10 days before CPC makes its decision on the application. CPC may approve, approve with modifications, or deny the application.

If the ULURP application is approved, or approved with modifications, it moves to the City Council for review. The City Council does not automatically review all ULURP actions that are approved by CPC. Zoning map changes and zoning text changes (not subject to ULURP) nevertheless must be reviewed by the City Council; the Council may elect to review certain other actions. The City Council, through the Land Use Committee, has 50 days to review the application and, during this time, will hold a public hearing on the proposed project. The Council may approve, approve with modifications, or deny the application. If the Council proposes a modification to the proposed project, the ULURP review process stops for 15 days, providing time for a CPC determination on whether the modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if it is not, then the Council may only vote on the project as approved by CPC. Following the Council's vote, the Mayor has 5 days in which to veto the Council's actions. The City Council may override a Mayoral veto within 10 days.

NEW YORK CITY ENVIRONMENTAL QUALITY REVIEW (CEQR)

Pursuant to the State Environmental Quality Review Act (SEQRA) and its implementing regulations, New York City has established rules for its own environmental quality review, abbreviated as CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, to identify, and when practicable mitigate, significant adverse environmental effects. CEQR rules guide environmental review through the following steps:

- **Establish a Lead Agency.** Under CEQR, the “lead agency” is the public entity responsible for conducting the environmental review. The lead agency is typically the entity principally responsible for carrying out, funding, or approving the proposed action. For the Vanderbilt Corridor and One Vanderbilt, the lead agency is DCP.
- **Determine Significance.** The lead agency's first charge is to determine whether the proposed action may have a significant impact on the environment. To make this determination, the lead agency prepared an Environmental Assessment Statement (EAS). Based on the information contained in the EAS, the lead agency determined that the proposed development plan could have the potential to result in significant adverse environmental impacts and issued a Positive Declaration, initiating the preparation of an EIS. In this instance CPC as lead agency determined that the proposed actions and project have the potential to result in significant environmental impacts and, therefore, pursuant to CEQR procedures, issued a positive declaration requiring that an EIS be prepared in conformance with all applicable laws and regulations, including the State Environmental Quality Review Act (SEQRA), the City's Executive Order No. 91 (August 24, 1977), and CEQR regulations, as well as the relevant guidelines of the *CEQR Technical Manual*.
- **Scoping.** Once the lead agency issues a Positive Declaration, it must then issue a draft scope of work for the EIS. “Scoping,” or creating the scope of work, is the process of establishing the type and extent of the environmental impact analyses to be studied in the EIS. The Draft Scope of Work was prepared in accordance with SEQRA, CEQR, and the *CEQR Technical Manual*; and, along with a Positive Declaration, the Draft Scope of Work was issued on June 16, 2014. CEQR requires a public scoping meeting as part of the process. A public scoping meeting was held on July 16, 2014 in Spector Hall, 22 Reade Street, New York, NY, 10007.

The period for submitting written comments remained open until July 28, 2014. A Final Scope of Work was prepared, taking into consideration comments received during the public comment period, to direct the content and preparation of a DEIS. DCP issued the Final Scope of Work on October 6, 2014.

- **DEIS.** In accordance with the final scope of work, a DEIS is prepared. The lead agency reviews all aspects of the document, calling on other City agencies to participate as appropriate. Once the lead agency is satisfied that the DEIS is complete, it issues a Notice of Completion and circulates the DEIS for public review. When a DEIS is required, it must be deemed complete before the ULURP application can also be found complete. The DEIS was deemed complete and the Notice of Completion was issued on October 17, 2014.
- **Public Review.** Publication of the DEIS and issuance of the Notice of Completion signals the start of the public review period. During this period, which must extend for a minimum of 30 days, the public may review and comment on the DEIS either in writing or at a public hearing convened for the purpose of receiving such comments. As noted above, when the CEQR process is coordinated with another City process that requires a public hearing, such as ULURP, the hearings may be held jointly. The lead agency must publish a notice of the hearing at least 14 days before it takes place and must accept written comments for at least 10 days following the close of the hearing. All substantive comments become part of the CEQR record and are summarized and responded to in the FEIS. The DEIS public hearing was held on February 4, 2015 at 9:00 AM at the George Gustav Heye Center, National Museum of the American Indian, Alexander Hamilton U.S. Custom House, One Bowling Green, New York, NY 10004. The period for submitting written comments remained open until February 17, 2015.
- **FEIS.** After the close of the public comment period for the DEIS, the lead agency prepared this FEIS. The FEIS incorporates relevant comments on the DEIS, in a separate chapter and in changes to the body of the text, graphics, and tables. Once the lead agency determines that the FEIS is complete, it will issue a Notice of Completion and circulate the FEIS.
- **Findings.** The lead agency and each involved agency will each adopt a formal set of written findings, reflecting its conclusions about the potential for significant adverse environmental impacts of the proposed action, potential alternatives, and mitigation measures. No findings may be adopted until 10 days after the Notice of Completion has been issued for the FEIS. Once each agency's findings are adopted, it may take its actions (or take "no action"). *