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Chapter 4: Land Use, Zoning, and Public Policy

A. INTRODUCTION

1. Issues

This chapter examines the Proposed Action's effects on existing land use and development trends, compatibility with surrounding land use, and consistency with zoning and public policy. As described in Chapter 1, "Purpose and Need," the Proposed Action would ensure the future growth of the City through redevelopment of Hudson Yards and provide transit services to support such development. As described in Chapter 2, "Description of the Proposed Action," the Proposed Action includes rezoning and related land use actions to permit new land uses and a broader range of uses than currently allowed, extension of the No. 7 Subway, Convention Center Expansion, and construction of a Multi-Use Facility.

Because the Proposed Action is anticipated to have a considerable effect on land use in Hudson Yards, and may be expected to influence land use and development trends outside this area, this FGEIS provides an assessment of existing and future conditions with and without the Proposed Action for three separate study areas: 1) the Project Area (including the rezoning area and the sites of the No. 7 Subway Extension, the Convention Center Expansion, Multi-Use Facility, and the relocated DSNY and NYPD Tow Pound facilities); 2) the primary study area; and 3) the secondary study area. These three study areas are described in further detail below.

B. PRINCIPAL CONCLUSIONS

The Proposed Action would greatly improve conditions in the Project Area, would not result in significant adverse impacts to land use and zoning, and would be consistent with public policies affecting the Project Area, primary study area, and secondary study area. The Proposed Action is anticipated to result in beneficial effects that would eliminate much of the obsolete manufacturing zoning in areas south of West 42nd Street and west of Dyer Avenue and the Lincoln Tunnel access roads and ramps, reinforce and protect the existing character of established residential land uses in Hell's Kitchen, introduce a new range of uses to create a more vibrant neighborhood in the westernmost midblocks of the Garment Center District, and strengthen the existing mixed-use character of West 34th Street and the Clinton District along West 42nd Street. The rezoning and related land use actions would add more than 20 acres of parkland and public open space, creating a vibrant, mixed-use commercial and residential neighborhood in an area virtually devoid of open spaces and generally characterized by open rail cuts, transportation infrastructure, auto-repair facilities, parking lots, and underutilized sites containing buildings in marginal commercial or manufacturing use.

As described in detail in Chapter 2, "Description of the Proposed Action," and Chapter 3, "Analytical Framework," by 2010 the development contemplated by the Proposed Action would be well under way, and the No. 7 Subway extension and its Terminal Station would be complete, as would the Multi-Use Facility to be built over the western portion of Caemmerer Yard. This analysis assumes that the full Convention Center Expansion would also be complete, extending that facility from West 33rd Street to a new Convention Center hotel on West 42nd Street and including a full-block open space between West 33rd and West 34th Streets plus public access to open space on the Convention Center roof. The Quill Bus Depot would be relocated to West 30th Street. It is possible that only the first phase of the expansion would be complete by 2010, however; in that case, the expansion would extend from West 33rd to West 40th Streets, with a bridge connection over the Quill Bus Depot to the Convention Center Hotel.

Elsewhere in the Project Area, other key components of the Proposed Action would be partially or substantially complete. Approximately five million square feet of office, retail, and residential development would have been constructed in response to the rezoning. The eastern portion of Caemmerer Rail Yard, between West 30th and West 33rd Streets would be decked over, and contain approximately 7.5 acres of open space. To the north, almost an acre of the Midblock Park would be constructed between West 33rd and West 34th Streets. The block south of the Multi-Use Facility (Block 675) would be constructed to accommodate a two-story DSNY and NYPD Tow Pound facility with a full-block, rooftop park containing 3.6 acres of active open space. (If the facility is not built, the park would be at grade.) In total, the Proposed Action would generate almost 18 acres of open space by 2010.

By 2025, the FGEIS assumes that the full program anticipated in the reasonable worst-case development scenario would be built, including approximately 29.5 million square feet of office space, and approximately 12,800 residential units, plus substantial retail and hotel use (see Chapter 3, “Analytical Framework”). The No. 7 Subway Intermediate Station at Tenth Avenue and West 41st Street would also have been constructed. The remaining portion of the Midblock Park and Boulevard System would be complete, along with a pedestrian bridge spanning West 39th through West 42nd Streets, linking the open space to West 42nd Street and the Intermediate Station. In all, the Midblock Park and Boulevard System would add 4.3 acres of open space to the Project Area.

The Proposed Action would create new open space and entertainment uses and permit high-density commercial office and retail development and limited density residential development, in an area currently occupied by manufacturing and industrial uses, rail cuts, auto-related uses and vehicle storage. Along Tenth Avenue (including lots with frontage along the east side of the avenue) and west to the Amtrak rail cut, between West 35th Street and West 41st Street, the Proposed Action would permit new, high-density residential and community facility uses with limited commercial floor area. This new residential corridor would provide a transition between the high-density, commercial uses to the west and the lower-density residential uses to the east. Like most of the Project Area, these sites are currently occupied by marginal manufacturing, commercial, and auto-related uses. Within the Special Hudson Yards District, development on lots greater than 15,000 square feet would require parking to be located below-grade. Currently, vehicle storage occupies almost 800,000 square feet in the rezoning area.

The proposed Midblock Park and Boulevard System would serve to distinguish between the large scale commercial development and entertainment uses along Eleventh Avenue in the Large Scale Plan Subdistrict and the Convention Center Corridor and the new residential corridor along Tenth Avenue. The System, extending essentially from West 30th to West 42nd Street, would link Hudson Yards to the Clinton and Chelsea neighborhoods to the north and south and, in concert with the full-block open space between West 33rd and West 34th Street/Eleventh and Twelfth Avenues, would also link to Hudson River Park to the west.

Along portions of Ninth Avenue, in Hell’s Kitchen, the Proposed Action would protect the existing residential character by retaining existing residential densities and decreasing commercial densities. The residential character of Ninth Avenue would be further enhanced by allowing residential uses in the midblocks between Ninth and Tenth Avenues and in the portion of the Garment Center District, between Eighth and Ninth Avenues, from West 35th Street to West 39th Street. Within this portion of the Garment Center District, a modified version of the existing preservation requirements would continue to apply to large buildings (70,000 square feet and greater), while allowing for the development of new residential, commercial, and community facility construction on vacant lots, and conversion to residential, commercial, or community facility uses in smaller buildings (less than 70,000 square feet) would be allowed as-of-right.

West 34th Street, characterized by mixed-use commercial and residential buildings, built to densities more typical of Midtown, would be rezoned to reflect its existing built character and allow higher densities and as-of-right conversions to residential use. In Clinton, the Proposed Action would modify the zoning in a portion of the Special Clinton District's "Perimeter Area," but this area would remain within the Special Clinton District. As a result, density would be increased on the blocks between West 41st and West 42nd Streets and Ninth and Eleventh Avenues (and the western portion of the block bounded by Eighth and Ninth Avenues), allowing for additional commercial and residential development. A portion of the block bounded by West 42nd and West 43rd Streets and Eleventh and Twelfth Avenues, currently zoned for manufacturing use, would be rezoned to allow commercial and residential development, consistent with zoning on the remainder of the block. As discussed in Chapter 2, "Description of the Proposed Action," the existing design controls would remain within the portion of the Special Clinton District in the Project Area.

The block located west of the Port Authority Bus Terminal (PABT), bounded by West 40th and West 41st Streets and Ninth and Tenth Avenues, would be rezoned to permit high-density commercial development. Residential uses are currently permitted on portions of this block. Under the proposed rezoning, residential uses would not be allowed. The block south of the PABT, between West 39th and West 40th Streets and Eighth and Ninth Avenues, would be rezoned to permit high-density commercial office development. As a result of the Proposed Action, it would be removed from the Special Garment Center District and incorporated into the Special Hudson Yards District. Like the block west of the PABT, residential uses would not be permitted, given the close proximity to the PABT.

Further south, the Proposed Action would increase the commercial and manufacturing density for the midblocks located south of Madison Square Garden between West 28th and West 31st Streets and Seventh and Eighth Avenues. These densities would be increased, consistent with the densities and zoning designations east of Seventh Avenue. The existing commercial zoning along Eighth Avenue would be extended to the area located along the south side of West 31st Street between Eighth and Ninth Avenues and for a distance of 150 feet east of Eighth Avenue between West 29th and West 30th Streets. In these areas, the Proposed Action would permit residential uses and increase commercial densities.

As summarized above, and described in greater detail below, development generated as a result of the Proposed Action would substantially change land uses in some portions of the Project Area, while strengthening the existing residential and commercial character of other established neighborhoods like Hell's Kitchen. Anticipated changes in land use would be most evident west of Tenth Avenue between West 30th and West 42nd Streets, in an area characterized by unsightly uses such as the rail yards and an abundance of auto-related uses. Much of the parking, currently visible and accommodated in surface parking lots, would be located below-grade and hidden from view. With the Proposed Action, a new, vibrant neighborhood would be created, with substantial amounts of new open space. Caemmerer Yard would be decked over to facilitate construction of the Multi-Use Facility, and new buildings and open space would link neighborhoods to the north and south. These changes would add excitement and vitality to an otherwise drab and characterless area. Overall, the Proposed Action would result in beneficial effects that would be compatible with zoning and consistent with public policy throughout the Project Area, primary study area and secondary study area.

C. METHODOLOGY

1. Study Areas

Land use, zoning, and public policy are addressed and analyzed for three geographical areas in Manhattan: the Project Area, the primary study area, and the secondary study area. The Project Area contains the area of the proposed rezoning and the sites of the proposed Multi-Use Facility and expansion of the Convention Center (Figure 4-1). The primary study area is defined as that area generally one-quarter mile from the boundaries of the Project Area; the secondary study area encompasses all of Midtown Manhattan, from 14th to 60th Streets, from the Hudson River to the East River.

As part of the No. 7 Subway Extension, storage capacity at the Corona Rail Yard and Maintenance Facility (Corona Yard) is proposed to be increased. 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. Given the separate location and minimal nature of the modification, land use, zoning, and public policy relating to Corona Yard are separately described at the end of this chapter (Section H).

D. EXISTING CONDITIONS

1. Project Area

a) Development and Zoning History

Land use and development patterns in the Project Area have been greatly influenced by the development history of Manhattan's West Side and the zoning history that has controlled development in the Project Area since the onset of zoning in 1916.

Development History

Through the late 19th century, development of Manhattan generally west of Eighth Avenue between West 14th and West 72nd Streets was centered on the port. Here the land stepped down from the bluffs to the north, the river offered opportunities for deep-water berths, and most of the City's vital commerce thrived. Some freight arrived to be shipped elsewhere up the Erie Canal, but a large portion fed the City and its industries. West Street/Twelfth Avenue was a broad right-of-way, filled with traffic of all kinds. Rail lines transferred goods by water across the Hudson River and carried freight to and from upstate to the Hudson River docks, to the rail yards that lined West Street. Development in and around the rail yards, close to the port, was a mix of small industries, breweries, metal works, lumber yards, saw mills, piano factories, hay and freight depots, stock yards, beef companies, and gas tanks, interspersed among row houses and old-law tenements (an "old-law" tenement is one built under the Tenement House Act of 1879, before the "new law" Act of 1901). The area east of Tenth Avenue was more solidly residential than locations closer to the port, and the tenements and row houses were mostly occupied by people who worked at the port and in local industries. Although some new-law tenements and new schools were constructed in the early 20th century, those years saw an increase in industrial and storage facilities in the area. Garages and auto repair shops began to appear in the West 50s and 60s as early as 1911. By 1925, almost all available space below West 71st Street and west of Tenth Avenue was being filled with these automobile-related industries: garages, service shops, and dealers. Although the area contained several distinct neighborhoods (Hell's Kitchen and San Juan Hill, for example) the land use patterns were similar throughout. They can still be found in the Clinton neighborhood, north of the Project Area.

However, several events changed the patterns in the Project Area and distinguished its land use patterns from those of its neighbors to the north (Clinton) and south (Chelsea). The first came in the early years of the 20th century, when the Pennsylvania Railroad constructed a passenger tunnel under the Hudson River to a new, grand station at West 33rd Street and Seventh Avenue. In so doing, the railroad created a swath of superblocks from Twelfth to Seventh Avenues between West 31st and West 33rd Streets, which contained very little neighborhood development. Pennsylvania Station (Penn Station) stood on the most easterly block, the General Post Office (now known as the Farley Building) was its companion between Eighth and Ninth Avenues, and the remainder of the land had been excavated during construction of the Lincoln Tunnel and its approaches.

Next, the City instituted the West Side Improvement Project in 1927 (completed in 1939), which resulted in construction of the elevated Miller Highway and a number of changes to railroad operations. A large portion of the freight movement by rail was centered on new rail yards between West 60th and West 72nd Streets. From these yards, one freight line continued southward in a rail cut, generally between Tenth and Eleventh Avenues to the 30th Street freight yards, which extended from West 30th to West 39th Streets. At approximately West 35th Street, this line crossed beneath Eleventh Avenue, which had been built as a viaduct above, to the yards. The line continued through the yards and became elevated moving westward to Twelfth Avenue, and then continuing along the right-of-way known as the High Line today, down to approximately Spring Street. The third action was construction of the Lincoln Tunnel, which removed many homes and businesses and carved access roads and ramps through the neighborhood, and shortly afterward, construction of the PABT, with its own set of ramps, at West 40th to West 42nd Street, from Eighth to Ninth Avenues.

At approximately the same time, garment-related uses were moving northward up Broadway and Seventh Avenue, and their influence extended west of Eighth Avenue into the Rezoning Area. Row houses and tenements were demolished for construction of apparel-manufacturing loft buildings.

In the 1920s, when the West Side Improvement Project was conceived, the rapid decline of Manhattan's port activities was not anticipated. The Lincoln Tunnel and the George Washington Bridge, both built at about the same time as the Miller Highway and the railroad improvements, heralded the change by allowing easy truck access to the City. Changes in technology, which favored locations with large areas of land next to the port for container storage, also led to the decline. By the 1970s, when the State was considering options for creating a new convention center in the Project Area, the Manhattan freight piers and yards were nearly all moribund.

The Convention Center was approved in 1980 and completed in 1986 on what had been the 30th Street yards. At that time, the High Line was moved from its West 35th Street alignment to its current east-west alignment between West 34th and West 33rd Streets; it appears that the "new" High Line only carried one or two shipments down to the Gansevoort Meat Market before it, too, ceased operations. The Long Island Rail Road (LIRR) John D. Caemmerer West Side Yard (Caemmerer Yard) was built at approximately the same time as the Convention Center, as were the concrete walls that encircle the yard.

Today, the Project Area no longer resembles the two neighborhoods of which it was once a part (Clinton and Chelsea). Some remnant row houses and tenements can be found along Ninth Avenue, with restaurants and markets at street level, echoing Clinton's Ninth Avenue "Main Street," and West 34th Street between Ninth and Tenth Avenues contains 1920s-30s apartment buildings reminiscent of those along West 57th Street. But the impression (with some exceptions) is one of large public buildings and facilities on super blocks and large open cuts for train tracks/yards and the ramps and entrances to the Lincoln Tunnel, which dominate the smaller buildings and parking lots that occupy much of the remaining land.

Zoning History

In 1916, when the City's first Zoning Resolution was enacted, most of the Project Area was clearly industrial, and so such uses were permitted there. The area became more uniformly industrial, as large residential areas were removed for infrastructure projects and the expansion of the Garment Center District. In 1961, a large part of the Project Area plus the primary and secondary study areas west of Tenth Avenue were duly mapped with manufacturing districts, most of which remain to this day. Residential zoning east of Tenth Avenue reflected the land uses in Clinton and Chelsea, as did commercial zoning in West Midtown. Although the zoning did not change much in the heart of the Project Area itself, several major mapping actions have taken place over the last three decades that have helped shape conditions in the Project Area and neighboring primary study area.

In 1974, a special purpose district was created in Clinton. The Special Clinton District's purpose was to preserve the low-scale, working-class character of the neighborhood's core from intense, speculative development pressures. The Special District maintains a moderate density for most residential and neighborhood retail uses in the core and also contains anti-harassment provisions.

In 1982, the City enacted the Special Midtown District, which covered virtually all of Midtown Manhattan north of 42nd Street from Third Avenue to Eighth Avenue. The multi-faceted Special District employs underlying zoning, bulk regulations, specific subdistricts, incentive bonuses and mandatory urban design elements to rationalize commercial development in East Midtown, preserve unique, lower-scale or historic areas (e.g., theaters, Times Square, Grand Central Terminal), and promote strong growth in the then relatively untapped area between Sixth and Eighth Avenues.

In 1987, the City created the Special Garment Center District, in response to concerns that the 42nd Street Development Project would destabilize the Garment Center District. Its purpose was to retain manufacturing jobs and preserve production and showroom space by conditioning the conversion of manufacturing space to office use in certain areas of the Garment Center District on the preservation of a comparable amount of manufacturing, wholesale, or showroom space.

In 1990, a few years after the Convention Center opened, the City established the Special Jacob K. Javits Convention Center District on Eleventh Avenue across from the Convention Center. Its purpose was to promote compatible development around the Convention Center and improve pedestrian movement and access to the Convention Center. The M1-5 zoning district was replaced with C6-2 and C6-4 districts, which permit higher maximum densities, a wider range of uses, and more design flexibility. This Special District did not achieve its purpose—development supportive of the Convention Center has not gravitated to the district—and the Proposed Action is partially a response to this failure.

In 1993 and 1994 zoning changes were enacted to support the residential and retail district on Ninth Avenue south of the PABT; M1-5 was replaced with C1-7A and C6-2A contextual districts permitting residential use.

These zoning changes were largely intended to promote, support, or protect basic existing land use patterns. With the exception of the Special Jacob K. Javits Convention Center District, the changes occurred on the periphery of the Project Area. Nearly all of the manufacturing/industrial zoning in the area remained untouched.

b) Land Use

Overview

The Project Area is quite large, and its land use patterns vary depending on particular locations, but some generalizations can be made. Overall, as shown on Figure 4-2, the area is unique in Midtown for the dominance of its transportation uses. This prevalence is most dramatic 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 (refer to Chapter 19, “Traffic and Parking,” for a detailed description of the existing parking areas), and where the presence of the Lincoln Tunnel has attracted a number of freight-forwarding operations. The Project Area contains Penn Station and the entrance to the Lincoln Tunnel; the PABT borders the Project Area on its northeast boundary.

Although the Project Area is one of Midtown’s larger manufacturing districts, a detailed look at land use patterns found very little non-transportation manufacturing and industrial uses. Most of these uses are concentrated in the portion of the Garment Center District within the Project Area. Throughout the area, former industrial structures have been reused for commercial offices, theaters, studios and other entertainment support, art galleries, etc. Some loft buildings have been converted to residential use and certain community facilities have also taken advantage of vacant industrial buildings.

The Project Area, nevertheless, contains a variety of land uses that support specific areas of distinctive character. This was recognized in the planning for redevelopment of the Project Area. As discussed in Section E below, the zoning proposal builds on key characteristics of urban development in the Project Area by addressing each subarea individually with consideration of its distinctive character. As described in Chapter 2, “Description of the Proposed Action,” shown on Figure 4-2, and discussed below, these areas are: Large Scale Plan (Subdistrict A), Farley Corridor (Subdistrict B), 34th Street Corridor (Subdistrict C), Tenth Avenue Corridor (Subdistrict D), Other Areas (Subdistrict E), Hell’s Kitchen (Subdistrict F), Clinton District/42nd Street Corridor, Garment Center, Convention Center Corridor, and Other Areas to be Rezoned.

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 Avenue 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, which reflects the underutilization that is characteristic of the subdistrict’s overall land use pattern, as discussed below.

(a) Residential Uses

This subdistrict is overwhelmingly non-residential in its land use pattern. It contains Infinity Court, a live/work loft building on West 34th Street, and a small residential building on the corner of West 35th Street and Tenth Avenue.

(b) Commercial and Entertainment Uses

Commercial and entertainment uses in the Large Scale Plan are also limited. There are some loft buildings converted to office use (primarily found near West 34th Street). West 35th Street contains a photography studio, Splashlight Studios, which also rents space for a variety of commercial uses, including catered events. A McDonald’s is located on Tenth Avenue, between West 33rd and West 34th Streets (a one-story structure with a large parking lot). A few restaurants and ground-floor retail establishments, as well as a nightclub, the Copacabana, contained within a one- to three-story former garage, are located on Eleventh Avenue between West 33rd and West 34th Streets. A Mercedes-Benz automobile dealership is located on Eleventh Avenue, between West 40th and West 41st Streets.

(c) Manufacturing and Industrial Uses

Manufacturing and industrial uses that are not transportation-related (see transportation discussion below) are also relatively scarce in the Large Scale Plan. They include some garment warehousing,

production studios supporting entertainment and Convention Center uses, and a few other small operations.

(d) Transportation Uses

Transportation uses occupy by far the greatest amount of land in the Large Scale Plan. These uses can be found on most blocks, and range from major transportation infrastructure to major and minor vehicle storage facilities, garages, parking lots, and auto-related uses. The largest single area of transportation use is the superblock from West 30th to West 33rd Streets, Tenth to Eleventh Avenues. Here the eastern portion of Caemmerer Yard (LIRR storage yards and maintenance facility) 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 southerly portion of the superblock. The High Line—the elevated and unused single-track rail line that extends from the Amtrak Empire Line down to the Gansevoort Meat Market—runs east-west along the southern boundary of this block. Although the yards are not visible from the street—they are at a lower elevation than West 33rd Street and Tenth and Eleventh Avenues and are surrounded by a wall on three sides—the site is clearly marked by an entryway and sign on Tenth Avenue just north of West 31st Street.

At the northern end of the Large Scale Plan is the main entrance plaza to the Lincoln Tunnel. Occupying the block between West 39th and West 40th Streets and Tenth and Eleventh Avenues, this plaza and the ramps leading to it are also grade-separated from surrounding 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 entrance, including exclusive bus ramps extending from the PABT, cut beneath and above the street, and are clearly the most visible structures in the area.

Between the Lincoln Tunnel entrance and West 36th Street, the Amtrak Empire Line right-of-way cuts a generally north-south swath down the middle of every block. (South of West 36th Street, the rail cut runs beneath the Convention Center's plaza and then beneath Eleventh Avenue and into the eastern portion of Caemmerer Yard.) This right-of-way is included in the Large Scale Plan; its eastern boundary forms the eastern boundary of the Large Scale Plan (Subdistrict A). As with the two other major below-grade transportation uses, the presence of the rail cut is visible because of the walls surrounding it and the absence of urban development above.

Other transportation uses include the Federal Express (FedEx) garage on the south side of West 34th Street, storage for Verizon's service vehicles in a garage on Eleventh Avenue between West 34th and West 35th Streets, storage for Ryder rental trucks on West 35th Street, and Penske rental trucks on Tenth Avenue. In addition, the Large Scale Plan contains a large number of open lots for automobile, truck, and bus parking, gas stations, several auto repair facilities, taxi dispatch, and small auto parts stores. Given the numerous transportation uses, parking lots, and underutilized commercial sites in the subdistrict, the area contains significant potential for redevelopment.

(e) Community Facilities and Open Space

There are no community facilities and one open space in the Large Scale Plan: the Convention Center plaza across from that building's main entrance between West 35th and West 36th Streets on the east side of Eleventh Avenue. The ¾-acre plaza contains benches, platforms, sculptural seating, and other sculptural elements. It is in relatively good condition, but is not well-used. It was originally intended as an entryway and gathering place for the Convention Center, but never functioned as intended. The plaza had direct access to the Convention Center beneath Eleventh Avenue. That access is now closed and used by the Convention Center for storage.

Farley Corridor (Subdistrict B)

The Farley Corridor 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 down to West 30th Street. This area was created when Penn Station was built between 1902-1911; 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 westward beneath the two grand buildings. The corridor is characterized by three large buildings occupying all or part of the superblocks: Madison Square Garden, the Farley Building, and the former Westyard Distribution building, on Tenth Avenue. All of the uses in the Farley Corridor (except the one block south of West 31st Street) have been built above a substantial transportation infrastructure, which on the east includes Penn Station and several subway lines.

(a) Residential Uses

Like the Large Scale Plan, the Farley Corridor contains almost no residential use. Residential use is limited to two small walk-ups in the block on the south side of West 31st Street.

(b) Commercial and Entertainment Uses

Commercial uses in the Farley Corridor include the large office building at 450 West 33rd Street (former Westyard Distribution building), office buildings on West 33rd and West 31st Streets between Ninth and Tenth Avenues, and Madison Square Garden. The former Westyard Distribution building, built in 1970, originally housed warehouse, manufacturing, and office space on alternating floors; it is now almost entirely in office use and is home to the New York Daily News. The building at 424 West 33rd Street has been newly renovated for all-office use. The commercial building at 406-426 West 31st Street is currently in office and manufacturing use.

Madison Square Garden and its related theater occupy a large site extending from West 31st to West 33rd Streets on the east side of Eighth Avenue, extending approximately 455 feet eastward towards Seventh Avenue. However, its main entrance is on Seventh Avenue opposite West 32nd Street. With a total of 19,500 seats, Madison Square Garden is home to the NY Knicks and Liberty basketball teams and the NY Rangers hockey team, and is the venue for a variety of sports events, ranging from local high school and college tournaments to championship boxing matches. Madison Square Garden also hosts major concerts and was the venue for the 1980 and 1992 Democratic Party National Conventions.

The Farley Building, which has traditionally served as Manhattan's General Post Office, contains offices for the United States Postal Service (USPS). Currently, the USPS use of the building is greatly diminished, since many of the functions that used to take place there have been eliminated by automation or moved to the Morgan Annex, between West 28th and West 30th Streets and Ninth and Tenth Avenues. However, it continues to provide retail postal services at this location. The building covers the entire block between West 31st and West 33rd Streets, Eighth and Ninth Avenues.

(c) Manufacturing and Industrial Uses

Except for some businesses that might still occupy space in the large loft buildings that are now predominantly converted to office use, there are minimal non-transportation manufacturing or industrial uses in the Farley Corridor.

(d) Transportation Uses

Like the Large Scale Plan (Subdistrict A), transportation uses are dominant in the Farley Corridor. Penn Station, which lies beneath Madison Square Garden on the superblock between West 31st and West 33rd Streets, Seventh and Eighth Avenues, is the busiest rail facility in the nation, with more than 310,000 rail trips on an average weekday. It provides regional commuter and long-distance train services, as well as subway access to the A, C, E, 1, 2, 3 and 9 trains. New Jersey Transit and LIRR

trains provide regional commuter rail service, while Amtrak provides long-distance services along the Eastern Seaboard and beyond. Just west of the station, between Eighth and Ninth Avenues, is the full-block Farley Building, which is located above some platforms and tracks for Amtrak and New Jersey Transit and contains rail-oriented mail facilities. The Farley Building is slated to be redeveloped as a major gateway station for Amtrak service. To its west, from Ninth Avenue to Tenth Avenue, are active rail facilities, primarily for Amtrak, which lie in an open cut, surrounded by walls and fencing. Except for 424 West 33rd Street, the small remaining areas of land are occupied by parking. The Lincoln Tunnel approach roads (Dyer Avenue and the Lincoln Tunnel Expressway) extend north-south above the rail tracks, but below the street, in this area; access to the approach roads is from West 30th and West 31st Streets on the southern edge of the corridor.

In addition, the five-story building on the southwest corner of West 31st Street and Ninth Avenue, which was constructed in 1993, serves as a joint Amtrak/LIRR control center for train operations in Penn Station. It also provides office and support space. Other transportation uses in the corridor include parking lots and garages.

(e) Community Facilities and Open Space

There are no community facility uses within Subdistrict B. Except for some unimproved plaza spaces around Madison Square Garden and the steps of the Farley Building's main entrance, there are no publicly accessible open spaces in the Farley Corridor.

34th Street Corridor (Subdistrict C)

Compared to Subdistricts A and B, Subdistrict C, the 34th Street Corridor, which runs from West 33rd to West 35th Streets, Eighth to Tenth Avenues, excluding the midblock on the south side of West 35 Street, exhibits more typical Midtown Manhattan land use patterns. It contains no superblocks, and although the Lincoln Tunnel access roads cut through, the prevailing impression is one of mixed urban development found throughout Midtown, as described below.

(a) Residential Uses

In contrast to Subdistricts A and B, Subdistrict C, the 34th Street Corridor, contains substantial residential use. It is located primarily on West 34th Street between Ninth and Tenth Avenues, where there are five apartment buildings ranging in height from 13 to 20 stories. Four of the buildings are pre-War (built primarily in the 1920s) and one was built in 1963. Together, they create a distinct residential district, despite the presence of the Lincoln Tunnel approach roads, which splits the block, and the non-residential uses at both ends of the blocks. In addition, there are walkup apartments above stores on the west side of Ninth Avenue south of West 34th Street, and the YMCA's Sloan House on West 34th Street just east of Ninth Avenue was recently converted to residential use. This 14-story building is similar to the older apartment buildings in the block to the west. Another recent addition to the residential inventory is the Penmark, a 35-story apartment building constructed in 2002, which rises above a cinema complex on West 34th Street, west of Eighth Avenue. The residential entrance is at 315 West 33rd Street.

(b) Commercial and Entertainment Uses

Major commercial office uses in this corridor consist of four large (10 to 18 stories) loft and warehouse buildings that were upgraded for specific office users, such as Smith Barney and NYNEX (now Verizon), in the 1980s. Three are in the blocks between Eighth and Ninth Avenues, and the fourth is the old Master Printers Building on Tenth Avenue, which is now headquarters to YAI, a not-for-profit health and human services organization. On Ninth Avenue between West 34th and West 35th Streets, GHI, a major health-care company, occupies an eight-story building, constructed on the site in 1960. Other major commercial uses include: B&H Photo, a large discount photography, electronics, and related technology store on the entire Ninth Avenue east side blockfront (West 34th

to West 33rd Streets), occupying what once was the New York City administrative headquarters for the YMCA; the New Yorker Hotel, the Manhattan Theater Center (north side of West 34th Street); and the Loews Cinemas (south side of West 34th Street).

(c) Manufacturing and Industrial Uses

Although the West 34th Street Corridor was originally home to a number of warehouses and manufacturers, primarily related to the garment and printing industries, this is no longer so. The remaining non-transportation manufacturing/industrial uses here are minimal and are generally limited to a few small, one- or two-story buildings.

(d) Transportation Uses

Primarily because this Subdistrict is substantially developed with a variety of uses common to Midtown Manhattan, transportation uses are not as dominant as in other subdistricts. Such uses are limited to Dyer Avenue and the Lincoln Tunnel Expressway, which cut through and beneath the blocks between Ninth and Tenth Avenues, several parking lots, and a large garage on the north side of West 34th Street, just west of Eighth Avenue.

(e) Community Facilities and Open Space

This Subdistrict contains three community facilities. The largest is St. Michael's RC Church and Convent on the south side of West 34th Street in the residential enclave and St. Michael Academy, which is part of the same complex, but with its entrance on West 33rd Street. Other community facilities include the Glad Tidings Tabernacle on West 33rd Street and Congregation Beth Israel on West 34th Street, both between Eighth and Ninth Avenues. No publicly accessible open spaces are located in this Subdistrict.

Tenth Avenue Corridor (Subdistrict D)

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 the eastern edge of the Amtrak Empire Line rail cut. The eastern portion of the Subdistrict, Subarea D2, runs along the east side of Tenth Avenue from West 35th to West 40th Streets and extends 100 feet eastward from the Avenue. In general, land uses in this Subdistrict reflect its location on the periphery of two more distinctive Subdistricts: the Large Scale Plan and Hell's Kitchen. The Subdistrict shows land use patterns similar to the Large Scale Plan, but 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.

(a) Residential Uses

Residential uses in this Subdistrict are primarily limited to the blocks between West 35th and West 37th Streets on the east side of Tenth Avenue in Subarea D2. This location is near Hell's Kitchen residential uses that can be found in many of the Ninth-to-Tenth Avenue midblocks between West 33rd and West 38th Streets. The Tenth Avenue Corridor residential uses are housed in tenements and other small buildings typical of the adjacent neighborhood. Another small residential building can be found on the north side of West 36th Street, adjacent to the Amtrak Empire Line rail cut in Subarea D1.

(b) Commercial and Entertainment Uses

Major commercial uses in this Subdistrict comprise three large buildings in Subarea D1, two of which were recently upgraded for office use (Tenth Avenue between West 36th and West 37th Streets) and one that has been renovated for mini-storage usage (the former Metropolitan Distributors Garage on Tenth Avenue between West 38th and West 39th Streets). Other commercial and entertainment uses

include ground-floor retail/restaurants, the Best Western Hotel on West 38th Street and the Right Track Recording Studios on West 38th Street in Subarea D1.

(c) Manufacturing and Industrial Uses

Non-transportation manufacturing and industrial uses are limited to two locations in Subdistrict D. The building on the south side of West 37th Street between Tenth and Eleventh Avenues is a large warehouse building and contains another smaller business called Target Advertising. Manufacturing uses on the south side of West 36th Street includes several businesses such as Kitts & Expendables, Manhattan Neon (sign shop), Feature System (lighting & grip), Midtown Glass, Aviv Construction Corp., Twin Supply Corp. (heating, ventilation, and air conditioning, and motor starters), and Panel Design Fabrication.

(d) Transportation Uses

Transportation uses in Subdistrict D consist of the Lincoln Tunnel entrance plaza (between West 39th and West 40th Streets) and the ramps leading to it, as well as a variety of garages and lots for parking, truck and bus storage. These uses dominate the landscape in the northern blocks of Subdistrict D.

(e) Community Facilities and Open Space

Subdistrict D contains two community facilities: St. Raphael's RC Church between West 40th and West 41st Streets, just west of Tenth Avenue in Subarea D1, and the Clinton Community Center on West 37th Street in Subarea D2. The Subdistrict contains one small publicly accessible open space, the Community Dog Run, which is located at the northwest corner of West 39th Street and Tenth Avenue adjacent to the bus ramps connecting the Lincoln Tunnel and the PABT. This open space is approximately 0.11-acres and was created through a collaborative working relationship between Community Board 4 and the Port Authority.

Other Areas (Subdistrict E)

The Other Areas Subdistrict comprises three disparate 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 have in common their proposed use under the Proposed Action, which would exclude all new residential uses.

(a) Residential Uses

All three Subareas contain residential uses. Subarea E1 contains a 13-story residential building facing West 41st Street in the middle of the block. There are several residential buildings in Subarea E2, including a renovated loft building on the north side of West 39th Street in the midblock, and six four- and five-story walkups. Residential uses are scattered in the midblocks that comprise Subarea E3. The largest grouping of residential buildings is between West 29th and West 30th Street on the western edge of the Subarea.

(b) Commercial and Entertainment Uses

Subarea E1 contains one small building that is in commercial office use. Commercial uses in Subareas E2 and E3 are primarily offices located in upgraded loft buildings and ground-floor retail and restaurants. In Subarea E2, three of the ground-floor retail uses along West 40th Street are adult entertainment uses. Adult uses are located in Subarea E2, along the south side of West 40th Street and west of Eighth Avenue.

(c) Manufacturing and Industrial Uses

Subarea E1 contains no non-transportation manufacturing or industrial uses. In Subarea E2, such uses are housed in loft buildings that have not been converted to office or residential use. In Subarea E3, many of the loft buildings are now primarily in commercial and office, rather than manufacturing or industrial use.

(d) Transportation Uses

Subarea E1 lies directly west of the PABT, and so a large portion of its eastern half is occupied by ramps leading to and from the terminal. Transportation uses in both Subareas E2 and E3 are limited to parking lots and garages.

(e) Community Facilities and Open Space

There are no open spaces in Subdistrict E and there are no community facilities in Subarea E2. However, approximately a third of the land in Subarea E1 is devoted to two community facilities: Covenant House, a shelter for teenage runaways, and the MFA program/Voorhees Campus of Hunter College. Community facilities in Subarea E3 include the Church of St. John the Baptist, FDNY Fire Patrol 1, Antonio G. Olivieri Center for Homeless Women, and Subud Chelsea Center.

Hell's Kitchen (Subdistrict F)

Hell's Kitchen is a distinct neighborhood within the Project Area. It derives its cohesive character from the uses along Ninth Avenue. These are largely tenements with housing above and a lively array of neighborhood retail uses such as food shops and restaurants at street level. 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. However, while Subarea F2 is cohesive and distinctive, the land use pattern in Subarea F1 is broken up by the ramps to the Lincoln Tunnel.

(a) Residential Uses

The area along Ninth Avenue in Subarea F2 is a remnant of the Chelsea-Clinton-Hell's Kitchen neighborhood that extended from West 14th to West 57th Streets before the neighborhood was fragmented by construction; first of Penn Station and its supporting infrastructure, and then the Lincoln Tunnel. The Subdistrict land uses still resemble those of the Clinton neighborhood to the north: they consist of housing, primarily in tenements and other walk-up structures; on the Avenue the apartments occupy the floors above ground-floor retail uses (see below). The buildings are generally all in use, with few vacancies, particularly on the east side of Ninth Avenue. On the west side, half of the Avenue frontage between West 38th and West 37th Streets is vacant. To the south, on the southwest corner of West 37th Street and Ninth Avenue, is Hudson Crossing, a new 13-story, 259-unit apartment building at 475 Ninth Avenue. The building, which opened in 2003, was the first project to be financed under the AFL-CIO Investment Program's New York City Community Investment Initiative. Residential uses in Subarea F2 can be found on either side of the Lincoln Tunnel approach roads as far north as West 38th Street. Most of the apartments are in small buildings, some of which, like 454 West 35th Street, have been recently rehabilitated. The one exception is 444 West 35th Street, an 18-story apartment building constructed in 1989.

(b) Commercial and Entertainment Uses

Commercial uses in this Subdistrict consist primarily of ground floor retail and small commercial buildings with ground floor retail and offices above. The numerous food shops and restaurants along Ninth Avenue in Subarea F2 attract New Yorkers from all locations and serve the local neighborhood. Other commercial and entertainment uses include the Comfort Inn Hotel on West 36th Street and the

Baryshnikov Center for Dance with a theater and studios, under construction on West 37th Street, both in Subarea F1.

(c) Manufacturing and Industrial Uses

There are no non-transportation manufacturing and industrial uses in Subarea F2 and very few in Subarea F1. A land use survey found two small vacant industrial buildings and two businesses, both in Subarea F2: Anker Victory, a manufacturer of steel products on West 38th Street, and Excellent Product Corp., a paper products wholesaler on West 36th Street.

(d) Transportation Uses

Transportation uses in Subarea F1 consist of the Lincoln Tunnel approach roads, which disrupt the land use pattern, getting progressively more dominant on the northern blocks. Other transportation uses in both Subareas are primarily parking lots. These are a substantially greater presence on the west side of Ninth Avenue and in the midblocks than along the east side of the Avenue.

(e) Community Facilities and Open Space

The Hell's Kitchen Subdistrict contains a few community facilities, including FDNY Engine 34/Ladder 21 on West 38th Street, Metropolitan Community Church, the Franciscan Ministry, and St. Clare Friary on West 36th Street; all of these are in Subarea F1. The Metro Baptist Church and School is located on West 40th in Subarea F2. The Subdistrict contains several small publicly accessible open spaces, including Bob's Park and the Hell's Kitchen Community Garden, which were created through a collaborative working relationship between Community Board 4 and the Port Authority. Bob's Park, an approximately 0.05-acre open space at 456 West 35th Street, contains a small playground, seating, and landscaping. The Hell's Kitchen Community Garden on West 37th Street contains seating and landscaping. Additionally, there is a small landscaped area with seating on West 39th Street.

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 that portion of the block other than 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 is excluded from the regulations of that Special District.

Strong theater and entertainment uses in the Clinton District/42nd Street Corridor 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. Residential use constitutes an expansion of the Clinton residential neighborhood southward to include West 42nd Street.

(a) Residential Uses

West 42nd Street, the spine of the Clinton District, has emerged as a strong residential corridor in the Project Area. The relatively recent residential developments on West 42nd Street distinguishes them from the rest of the area. This cluster of large residential buildings (most of which are over 20 stories tall) have largely been constructed within the past 15 years (Table 4-1). The first high-rise residential development along West 42nd Street was the Manhattan Plaza Apartments I and II, constructed in 1977. This residential complex is located on the block bounded by West 42nd and West 43rd Streets, and Ninth and Tenth Avenues. Manhattan Plaza Apartments, which has a total of 1,689 units, stretches the length and width of the block and is anchored on the east and west by two 46-story

towers. Riverbank West and the Strand were built approximately 10 years later, and the remaining buildings were all completed in 1998 or later.

The Armory and Holland House are the only two older residential buildings along West 42nd Street. The Armory, located at 529 West 43rd Street, was built for the U.S. Army in 1929; it was more recently converted into a residential co-op containing 159 units. Holland House, located at 351 West 42nd Street, was completed in 1918 as a hotel, but the 21-story building was converted into a supportive housing complex in 1995.

**TABLE 4-1
HIGH-DENSITY RESIDENTIAL DEVELOPMENT IN REZONING AREA: CLINTON DISTRICT**

Name/Location of Building	Year Built	No. of Stories	No. of Units
Manhattan Plaza Apartments I and II, 400 West 43rd Street and 484 West 43rd Street	1977	46	1,689
Riverbank West, 560 West 43rd Street	1987	44	418
Strand, southwest corner of West 43rd Street and Tenth Avenue	1989	42	311
New Gotham, 520 West 43rd Street	1998	35	375
River Place, West 42nd Street and Twelfth Avenue	2000	41	921
Theater Row (The Zebra), 420 West 42nd Street	2001	41	263
Victory Apartments, 561 Tenth Avenue (at 41st Street)	2002	45	420
360 West 43rd Street	2003	23	256
Ivy Tower, 343 West 42nd Street	2003	43	320

Source: AKRF, Inc.

(b) Commercial and Entertainment Uses

Commercial and entertainment uses in the Clinton District/42nd Street Corridor reflect the area’s location just west of Times Square. On the south side of West 42nd Street, between Ninth and Dyer Avenues, is Theater Row. Renovated and rebuilt recently (2002), there are now seven theaters along the block, five in the Theater Row complex at 410-412 West 42nd Street plus the Little Schubert at 422 West 42nd Street, and Playwrights Horizons in the Edith K. Ehrman Building at 416 West 42nd Street. Land uses on the west side of Dyer Avenue consist of the John Houseman and Douglas Fairbanks theaters, several small commercial buildings, and the former West Side Airline Terminal which, until recently, had operated as the National Video Center and is currently vacant.

Across West 42nd Street is a supermarket. West of Tenth Avenue, on West 42nd Street, is a small office building and a health club with a ground floor restaurant. Throughout the area, particularly along the avenues and West 42nd Street, can be found ground-floor shops and restaurants, which serve workers, residents, tourists, and theatergoers in the area.

The Clinton District/42nd Street Corridor contains one hotel, a Travelers Inn, on West 42nd Street west of Tenth Avenue.

(c) Manufacturing and Industrial Uses

There are few non-transportation manufacturing and industrial uses in the Clinton District/42nd Street Corridor. City Lumber is located at 517 West 42nd Street, and Con Edison operates a substation at 521 West 41st Street.

(d) Transportation Uses

Transportation uses are found primarily in the western half of the corridor. These include parking lots, a gas station at West 43rd Street and Eleventh Avenue, Verizon vehicle storage, and FedEx. East of Ninth Avenue transportation uses include a few small parking lots and the northerly terminus

of Dyer Avenue, which carries traffic exiting from the Lincoln Tunnel, but acts as a City street, as well.

(e) Community Facilities and Open Space

The Clinton District/42nd Street Corridor contains a variety of community facilities: the consulate of the People's Republic of China, housed in the former Sheraton Hotel at Twelfth Avenue; the NYPD Mounted Police Headquarters between Eleventh and Twelfth Avenues; FDNY Rescue Co. 1 on West 43rd Street between Tenth and Eleventh Avenues; the American Red Cross Emergency Family Shelter on West 42nd Street between Tenth and Eleventh Avenues; Holy Cross RC Church on West 42nd Street between Eighth and Ninth Avenues; and a U.S. Post Office adjacent to the PABT.

The area contains two open spaces: one at River Place, consisting of an approximately 0.75-acre plaza, with landscaped hills, seating, paved paths, and lighting; and Gregory J.M. Portley Plaza on West 43rd Street at Manhattan Plaza, a 0.33-acre facility with paved walkways, benches, trees, planters, and lighting.

Garment Center

The portion of the Garment Center District within the Project Area consists of the midblocks between West 35th and West 40th Streets, between Eighth and Ninth Avenues. It is the most westerly 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 due to many low-rise buildings and a number of vacant lots. While some of the uses, primarily contained in buildings of 70,000 square feet or more, are still related to the garment industry, this area also contains a moderate concentration of residential uses, and a number of buildings in partial or complete commercial use.

(a) Residential Uses

As shown on Figure 4-2, residential use can be found on all four blocks that comprise the portion of the Garment Center District within the Project Area. A 2002 study by the Fashion Center (the designated Business Improvement District for the Garment Center District), which also included Subarea E2, found 405 units in 24 buildings. Most of these units are housed in small- to moderate-sized residential buildings. However, there has been conversion activity (e.g., 335 West 38th Street and 315 West 36th Street).

(b) Commercial and Entertainment Uses

Commercial uses primarily include ground-floor retail shops and restaurants and office uses, which generally occupy space in upgraded loft buildings. Office uses include the full range of business sectors, such as financial/legal/insurance/real estate, advertising/marketing/graphic design, internet, architecture and interior design, publishing, and non-profit/government/union groups. In addition, the New York International Beauty School is located here, as are several entertainment uses in the district, including six theaters on West 36th and West 37th Streets, with seating ranging from 35 to 199, rehearsal space, and recording studios.

(c) Manufacturing and Industrial Uses

The portion of the Garment Center District within the Project Area contains more (non-transportation) manufacturing uses than any other part of the Project Area. The majority of these uses are apparel-related, including manufacturing and wholesaling, textiles and fabrics, accessories and jewelry, and buttons and trimming. Garment-related uses in the Project Area are predominantly contained in larger buildings. By and large, the Garment Center District buildings in the Project Area are smaller than garment-related buildings east of Eighth Avenue. Nonetheless, the apparel industry occupies

space in many of the loft buildings in the area. Other manufacturing/industrial uses located in this area include printing and construction firms.

(d) Transportation Uses

There are surface parking lots throughout the Garment Center District; there is also a large, low garage on West 38th Street. This land use pattern is not unusual for the portion of the Garment Center within the Project Area, which is characterized by parking lots and garages. However, when compared to the dense development pattern to the east of the Project Area, the Garment Center in the Project Area appears considerably less developed.

(e) Community Facilities and Open Space

Community facilities in the portion of the Garment Center District within the Project Area include Fountain House, an outpatient facility for the mentally ill, Post-Graduate Rehabilitation Center, NYPD's Midtown South Precinct, and the Barbour Hotel AIDS residence. This district contains no publicly accessible open space.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

Three other areas would be subject to zoning changes under the Proposed Action. Their land uses are as follows:

- 2 Penn Plaza is located on Seventh Avenue between West 31st and West 33rd Streets. It is a 1.56-million-square-foot, 30-story office building built in 1967. The building fronts on a 0.42-acre plaza, which contains steps, planters, and lighting, and serves as an entry and gathering place for the building and for Madison Square Garden 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.
- The area 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 southward to midway between West 31st and West 30th Streets. Commercial land uses include a large loft building, now primarily in office use, the Technical Career Institute, a trade school, and vehicle parking.
- The area proposed to be rezoned C6-3X, located between West 29th and West 30th Streets, approximately 150 feet east of Eighth Avenue, currently contains residential uses and commercial uses and parking.

Convention Center Corridor

The Convention Center Corridor extends from West 29th to West 41st Streets, between Eleventh and Twelfth Avenues. The land use pattern is characterized primarily by full-block 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 the yard to West 33rd Street, where it turns eastward again, crossing diagonally 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—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)—which meets the criteria for commercial use, and the Mark Snyder Gallery on West 29th Street and Eleventh Avenue. There are no residential uses,

entertainment or hotel uses, community facilities, or publicly accessible open spaces in the Convention Center Corridor.

c) Zoning Districts

Zoning is a tool for implementing the City’s planning and development objectives by regulating land use, density, and building bulk. To date, the Project Area has mostly been zoned to match its historical industrial and manufacturing character, along with a variety of other uses present in specific locations. Thus, as shown in Table 4-2 and on Figure 4-3, the Project Area contains a wide range of zoning districts. Most of the Project Area is mapped with manufacturing districts, particularly in and around the Garment Center District, in the midblock regions between the avenues, and along the waterfront.

As shown in Figure 4-3, there are no general residence districts mapped within the Project Area. The Project Area is generally zoned for commercial uses along West 34th Street between Seventh and Eleventh Avenues and West 42nd Street between Eighth and Twelfth Avenues. The remainder of the Project Area is zoned for manufacturing and light industrial uses (some 67 percent of lots in the Project Area are in manufacturing zones). In addition, a number of special purpose zoning districts are mapped over specific portions of the Project Area. Special purpose districts are established for areas with unique characteristics in order to achieve specific planning and urban design objectives. Areas designated as special purpose districts require distinct requirements, because standard zoning requirements are not appropriate to promote the special urban qualities of such areas.

Existing zoning and its relationship to land use character are described below for each Subdistrict in the Project Area. Figure 4-3 and Table 4-2 provide an overview and reference point for the zoning discussion (the proposed Special Hudson Yards District Subdistricts are indicated on Figure 2-2). Use and density regulations are summarized in Table 4-2 for the zoning districts located within the Project Area. Several zoning districts also permit a bonus for extra floor area to encourage projects to include open space plazas, a mix of uses, and/or inclusionary housing. The New York City Zoning Resolution includes an Inclusionary Housing bonus intended to preserve and to promote a mixture of low- to upper-income housing within neighborhoods experiencing a shift from mixed to upper-income housing. These bonuses are included for the applicable zoning districts in Table 4-2.

**TABLE 4-2
ZONING DISTRICTS LOCATED IN PROJECT AREA**

Zoning District	Maximum FAR¹	Uses/Zone Type
C1-7A	2.0 commercial, 6.02 residential, 2.0 community facility	Local shopping and services, R8-A contextual medium-density residential equivalent
C6-2	6.0 (7.2 with bonus ²) commercial, 6.02 residential, 6.5 community facility	General commercial district outside CBD
C6-2A	6.0 commercial, 6.02 residential, 6.5 (7.8 with bonus) community facility (7.8 with bonus)	Contextual commercial district outside CBD
C6-2M	6.0 (7.2 with bonus) commercial, 6.02 residential, 6.5 (7.8 with bonus) community facility (7.8 with bonus)	General commercial district outside CBD, loft district designation
C6-3	6.0 (7.2 with bonus) commercial, 7.52 residential, 10.0 community facility (12 with bonus)	General commercial district outside CBD
C6-4	10.0 (12.0 with bonus) commercial, 10.0 (12.0 with bonus) residential, 10.0 community facility (12 with bonus)	High bulk office district with wide range of uses for CBD

**TABLE 4-2 (CONTINUED)
ZONING DISTRICTS LOCATED IN PROJECT AREA**

Zoning District	Maximum FAR ¹	Uses/Zone Type
M1-5	5.0 commercial or manufacturing, 6.5 community facility (use group 4 only)	High performance, medium bulk, light manufacturing for loft area located mainly in Manhattan CBD (Special Garment Center District)
M1-6	10.0 commercial, community facility (Use Group 4 only) or manufacturing (12 with bonus)	High performance, high bulk, light manufacturing loft areas in Mid-Manhattan (Special Garment Center District)
M2-3	2.0 commercial or manufacturing	Medium manufacturing medium performance, low bulk

Sources: *New York City Zoning Resolution*

- 1 Floor Area Ratio (FAR) is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a lot of 10,000 square feet with an FAR of 1 has an allowable building area of 10,000 square feet. The same lot with an FAR of 10 has an allowable building area of 100,000 square feet.
- 2 Certain projects qualify for density bonuses based on specific zoning criteria, such as amenities provided, mix of uses provided, and design standards achieved.

Large Scale Plan (Subdistrict A)

The most prevalent zoning district in the Large Scale Plan is M1-5, which supports light manufacturing of up to 5.0 FAR. M1-5 districts permit manufacturing uses, within completely enclosed buildings that conform to strict performance standards for noise, vibration, smoke, and odors, which limits their impact on adjacent residential areas. Light industries typically found in M1-5 districts include printing, production of apparel or textiles, electrical supplies, automotive parts, paper products, and machinery. Transportation uses, such as railroad rights-of-way, freight terminals, yards, and other facilities or services used or required in railroad services, are also permitted in M1-5 districts. Other transportation uses include vehicle storage for motor vehicles or open storage for commercial or public utilities, parking lots and garages, automotive service stations, automotive storage, and automotive manufacturing and repairs. Retail and office uses are also permitted in M1-5 districts. Adult uses are permitted in M1-5 zoning districts, as long as they are located 500 feet from the boundary of a zoning district which permits residential uses, loft dwellings, or joint living work quarters for artists or 500 feet from another adult use, a school, day care facility, or house of worship. Given these requirements, the principal area in which these uses can currently locate is on the eastern portion of Caemmerer Yard, in Subarea A1 of the Large Scale Plan.

The M1-5 district allows for low- to moderate-density commercial development up to 5.0 FAR. New residential uses and residential conversions are not permitted in M1-5 districts. Although there are no community facilities in the Large Scale Plan, such uses are permitted—Use Group 4A and Use Group 3A museums non-commercial art galleries—by City Planning Commission (CPC) special permit, and Use Group 3A schools by Board of Standards and Appeals special permit, not more than 400 feet from the boundary where such uses are permitted as-of-right; however, open-air community facility uses (Use Group 4B), such as public parks and playgrounds and outdoor tennis or ice skating, are permitted as-of-right. Museums that are ancillary to existing motion picture production studios or radio or television studios are also permitted as-of-right in M1-5 districts. Height and setback controls for M1-5 districts include a maximum street wall height of 85 feet, and there is no street wall requirement. Buildings in M1-5 districts must setback 20 feet along a narrow street and 15 feet along an avenue. Beyond this initial setback distance, building height cannot penetrate the sky exposure plane. Tower coverage cannot exceed 40 percent of the lot area. Parking is not required in M1-5 districts. It is permitted at a rate of 1 space per 4,000 square feet of floor area (not to exceed 100 spaces). The Large Scale Plan also contains the entirety of the Special Jacob K. Javits Convention Center District. Detailed descriptions of the Special Jacob K. Javits Convention Center District

regulations are included in Chapter 2, “Description of the Proposed Action” and section d), Special Districts, below. The Special Jacob K. Javits Convention Center District is mapped over the underlying M1-5 district and four small areas containing commercial districts. C6-4 and C6-2 districts are mapped alternating between West 34th and West 38th Streets along Eleventh Avenue; one small area mapped C6-2 is located on the midblock between West 36th and West 38th Streets.

C6-2 and C6-4 districts allow for a variety of commercial uses, including large retail stores and related activities, and the districts also permit residential use. Adult uses are allowed in C6-4 districts; however, they must be located a minimum of 500 feet from the boundary of a zoning district that permits a residential use, loft dwellings, or joint living work quarters for artists. Given the close proximity of C6-2 districts, adult uses are not permitted to locate within the existing C6-4 districts mapped in Subarea A3. Although C6-2 and C6-4 districts generally permit similar uses, the two districts have different maximum FAR requirements. C6-2 districts have a maximum commercial FAR of 6.0 (7.2 with bonus for an urban plaza) and residential FAR of 6.02. C6-4 districts have a maximum commercial FAR of 10.0 (12.0 with bonus for an urban plaza); high-density residential development is permitted in the C6-4 districts up to a 10.0 FAR (12.0 with bonus). Plaza bonuses do not apply in the Special Jacob K. Javits Convention Center District. Both C6-2 and C6-4 districts permit the development of institutions and community facilities. As shown in Table 4-2, a maximum FAR of 6.5 for a community facility use (7.8 with bonus) is permitted in C6-2 districts. The maximum FAR for a community facility use in the C6-4 district is equal to that of the commercial use (10 FAR). The commercial districts mapped in the Large Scale Plan were mapped in anticipation of commercial development to support the Convention Center that has mostly not occurred.

Both the C6-2 and C6-4 zoning districts have no street wall requirements, but street walls, where they exist, cannot exceed 85 feet in height. Buildings in both districts must setback 20 feet along narrow streets and 15 feet along wide streets. Beyond this initial setback distance, building height cannot penetrate the sky exposure plane, except for towers. Within C6-4 districts, the maximum tower coverage cannot exceed 40 percent of the lot area. Special street wall and setback regulations apply within the Special Jacob K. Javits Convention Center District. There are no parking requirements in C6-2 and C6-4 districts. Accessory parking for residential developments is not to exceed 20 percent of the dwelling units in the development (or 200 spaces), whichever is less. Accessory commercial parking is permitted at a rate of 1 space per 4,000 square feet of commercial floor area (not to exceed 100 spaces).

Farley Corridor (Subdistrict B)

The block south of West 31st Street between Ninth and Tenth Avenues in the Farley Corridor is mapped as a continuation of the M1-5 district in the Large Scale Plan. The block containing the Amtrak rail facilities, between West 31st and West 33rd Streets from Ninth Avenue to Tenth Avenues, is zoned M1-6. The remainder of the Farley Corridor located east of Ninth Avenue—which contains the Farley Building and Madison Square Garden—is zoned C6-2, which is described above under the Large Scale Plan (Subdistrict A).

M1-6 districts generally permit the same uses found in M1-5 districts, (see M1-5 description above for the Large Scale Plan), but to a higher density. Commercial and manufacturing uses are permitted to a maximum 10 FAR (12 with bonus). The former Westyard building on Tenth Avenue reflects the higher M1-6 zoning density. Residential uses are not permitted in M1-6 districts. Like the M1-5 district, adult uses are permitted, as long as the use is located 500 feet from the boundary of a zoning district which permits residential uses, loft dwellings, or joint living work quarters for artists. Given these restrictions to locate within the M1-6 district, these uses are permitted in Subarea B1. Height, setback, and parking requirements for the M1-6 district are the same as the M1-5 regulations described above under the Large Scale Plan (Subdistrict A).

34th Street Corridor (Subdistrict C)

The eastern portion of the 34th Street Corridor, from Eighth Avenue to 100-feet east of Ninth Avenue, is zoned C6-4. For a detailed discussion of C6-4 zoning regulations, see the description above under the Large Scale Plan (Subdistrict A). Adult uses are not permitted in the 34th Street Corridor. The remainder of the 34th Street Corridor is zoned C6-2M. C6-2M districts allow the same uses and maximum densities as C6-2 districts (see C6-2 description for the Large Scale Plan), but contain a special loft district designation. Special commercial loft district designations allow for the conversion of non-residential floor area to residential use if a specified amount of floor area is preserved for commercial or manufacturing uses, either in the same building or elsewhere within the district. The amount of floor area to be preserved depends upon the size of the floors in the building being converted. Height, setback, and parking requirements in C6-2M zoning districts are the same as the C6-2 regulations described above under the Large Scale Plan (Subdistrict A). This zoning was mapped in recognition of the strong presence of residential use on these mixed-use blocks.

Tenth Avenue Corridor (Subdistrict D)

Most of the Tenth Avenue Corridor is zoned M1-5. M1-5 regulations are discussed above under the Large Scale Plan (Subdistrict A). Adult uses are not permitted in the Tenth Avenue Corridor. The northwest corner of the block between West 40th and West 41st Streets, west of Tenth Avenue is zoned C6-3 (D1). The maximum commercial FAR allowed in C6-3 districts is 6.0 (7.2 with bonus for urban plaza). Residential development is also permitted to a maximum 7.52 FAR in the C6-3 district; however, currently there are no residential land uses in the C6-3 district in the Tenth Avenue Corridor that reflect this permitted residential zoning. Community facility uses are permitted in C6-3 district to a maximum 10 FAR. Height, setback, and parking requirements are the same as the C6-2 zoning regulations described above under the Large Scale Plan (Subdistrict A).

Other Areas (Subdistrict E)

Subarea E1 is zoned M1-5 and C6-3. Subarea E2 is zoned M1-5 and located in the Special Garment Center District, which is described in further detail in Chapter 2, “Description of the Proposed Action,” and under section d), Special Districts. Subarea E3 is also zoned M1-5. M1-5 and C6-3 zoning regulations are discussed above under the Large Scale Plan (Subdistrict A) and Tenth Avenue Corridor (Subdistrict D). Adult uses are currently permitted to locate within Subarea E2 along the west side of Eighth Avenue, between West 39th and West 40th Streets.

Hell’s Kitchen (Subdistrict F)

Subarea F1 is zoned M1-5, and Subarea F2 is zoned C1-7A and C6-2A. Any zoning districts with an “A” suffix are contextual zoning districts that were created to modify the bulk regulations so that new construction would be compatible with the prevailing built environment. C1-7A is essentially a residential district permitting medium-density residential development and local neighborhood commercial uses. Adult uses are not permitted. C1-7A zoning districts allow commercial development built to an FAR of 2.0, and residential development to 6.02 FAR. The C1-7A district is intended to accommodate the retail and service shops needed in residential neighborhoods. Since the district is a contextual one, height and setback regulations are intended to be compatible with adjacent buildings. The C1-7A district requires a base height of 60 to 85 feet and a maximum height of 120 feet. On wide streets, buildings must setback 10 feet above the base height, and on narrow streets, buildings must setback 15 feet above the base height. There are no parking requirements in this district.

C6-2A districts permit higher density commercial development built to a 6.0 FAR, residential development to 6.02 FAR. Both districts reflect the characteristic mix of uses—retail with housing above—in Subarea F2. The C6-2A district requires a base height of 60 to 85 feet and a maximum height of 120 feet. On narrow streets, buildings must setback 15 feet above the base height, while on

wide streets, buildings must setback 10 feet above the base height. Parking requirements are the same as the C6-2 district, described above under the Large Scale Plan (Subdistrict A).

Clinton District/42nd Street Corridor

For a detailed description of existing zoning in the Special Clinton District, see section d) Special Districts. The Clinton District/42nd Street Corridor is located in the Special Clinton District. Most of the Clinton District/42nd Street Corridor is zoned C6-4. High-density residential development is permitted in C6-4 districts at 10.0 FAR (12.0 with bonus), which has facilitated the recent development of residential towers in the Clinton District/42nd Street Corridor. A detailed description of C6-4 zoning regulations is included above under the Large Scale Plan (Subdistrict A).

The northeast portion of the block between West 42nd and West 43rd Streets, Eleventh to Twelfth Avenues, extending along the northern midblock approximately 450 feet west of Eleventh Avenue, is zoned M2-3. It is actually the southern portion of a larger M2-3 district that extends northward in Clinton west of Eleventh Avenue to West 48th Street. An M2-3 zoning district permits medium-density manufacturing uses at medium performance and allows a maximum of 2.0 FAR for manufacturing and commercial development. M2 districts are typically located between light and heavy industrial areas. M2 performance standards are lower than those of M1 districts, in that more noise and vibration are allowed, smoke is permitted, and industrial activities need not be entirely enclosed, except where M2 districts border on a residential district. Residential and community facilities are not permitted in M2 districts. The maximum height of the front wall of a building cannot exceed four stories or 60 feet, whichever is less. On narrow streets, buildings must setback 20 feet, while on wide streets, buildings must setback 15 feet. Beyond this initial setback distance, buildings cannot penetrate the sky exposure plane. There are no parking requirements in M2-3 zoning districts.

Garment Center

For a detailed description of existing zoning in the Special Garment Center District, see section d) Special Districts, below. The portion of the Garment Center District within the Project Area is zoned M1-5. However, an M1-6 district extends from 100 to 150 feet west from Eighth Avenue. As M1-6 permits twice the density of M1-5, this zoning distinction is reflected in the denser and more active apparel-related land uses found in the portion of the Garment Center District located east of Eighth Avenue. M1-5 districts do not allow new residential development or conversions to residential use. A variance from the Board of Standards and Appeals is required for residential development or conversions in the Garment Center District. The maximum street wall height is 85 feet and buildings and towers must setback 15 feet. Currently, there are no height limits.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

The 2 Penn Plaza development lies in two zoning districts: its eastern frontage to a depth of 100 feet is within an underlying C6-4 district of the Special Midtown District (see section d) Special Districts, below), while the western portion is within a C6-2 district (6.0 FAR).

The area proposed to be zoned to a C6-3X district 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 southward, midway between West 31st and West 30th Streets. This area, from street line to midblock (approximately 100 feet), is currently zoned C6-2 (6.0 FAR, 7.2 FAR with bonus). In addition, the area located between 100 to 150 feet east of Eighth Avenue, between West 29th and West 30th Streets is zoned M1-5.

Convention Center Corridor

All of the Convention Center Corridor is zoned for manufacturing uses. The two most northern blocks, between West 39th and West 41st Streets, are zoned M1-5. The Convention Center site, the

western portion of Caemmerer Yard, and the eastern portion of the southernmost block (between West 29th and West 30th Streets) are zoned M2-3. An L-shaped M1-6 district is located in the western portion of the southernmost block of the Convention Center Corridor. The land uses in this M1-6 district do not reflect the higher-density zoning permitted (maximum 10 FAR for commercial or manufacturing uses). A detailed description of M1-5 and M1-6 zoning regulations is included above under the Large Scale Plan (Subdistrict A) and Farley Corridor (Subdistrict B), respectively.

d) Special Districts

The Project Area (as well as the adjoining primary study area) contains all or part of four special use districts and one distinct subdistrict mapped by the City to promote specific development and urban design objectives oriented to the character and planning goals of a particular area. The four districts are the Special Jacob K. Javits Convention Center District, the Special Garment Center District, the Special Clinton District, and the Special Midtown District. Within the Special Midtown District is the Penn Center Subdistrict.

Special Jacob K. Javits Convention Center District

(a) Overview

The Special Jacob K. Javits Convention Center District is located entirely in the Project Area, on the eastern side of Eleventh Avenue between West 34th and West 39th Streets. Following construction and opening of the Convention Center in 1986, the City adopted this special use district in 1990, along with changes to the underlying zoning configuration in the area across from the Convention Center's Eleventh Avenue entry façade between West 34th and West 39th Streets. The Special District was intended to promote development opportunities in the area adjacent to the Convention Center compatible with the Convention Center and Convention Center Plaza through modifications to use and density regulations, as well as by mandating street walls, open space, and landscape improvements. However, the permitted uses, densities, and other regulations, described below, have not been successful in attracting a different type of development to the area across from the Convention Center.

(b) Use and Density Regulations

This Special District is mapped along the east side of Eleventh Avenue between West 34th and West 39th Streets, and it extends eastward to include the Amtrak Empire Line rail cut in the blocks towards Tenth Avenue. On Eleventh Avenue between West 34th and West 37th Streets, zoning districts include C6-4 and C6-2; over the rail cut between West 36th and West 38th Streets is a C6-2 district; the zoning in the remaining area is M1-5. As noted above, C6-4 permits commercial, residential, and community facility use to an FAR of 10, with additional FAR available through bonus mechanisms. C6-2 permits the same uses at a somewhat lower density (6.0, 6.02, and 6.5 for commercial, residential, and community facility use, respectively). Within the Special District, the only bonus available is the Inclusionary Housing bonus for residential buildings in C6-4 districts. This is the only area west of Tenth Avenue and south of West 41st Street to permit such uses and to allow such development densities.

(c) Mandatory District Elements and Other Design and Development Controls

The Special Jacob K. Javits Convention Center District requires that at least 50 percent of a building's ground floor, or any story within five feet of curb level on Eleventh Avenue, be allocated exclusively to retail uses. Where residential uses are permitted in the underlying zoning district, within 50 feet of Eleventh Avenue, the residential development must be located at least 85 feet above curb level. A widened sidewalk area with a width of 15 feet is required along Eleventh Avenue. Street trees are required in the widened sidewalk area as one tree for every 25 feet of frontage.

A through-block pedestrian way, at least 50 feet wide, must be provided on through lots located approximately 200 feet east of Eleventh Avenue, between West 34th and West 37th Streets. Tree planting, seating, lighting, paving, signage, and circulation design requirements for the pedestrian way are set forth in Section 93-22 of the New York City Zoning Resolution. Where any street wall adjoins a sidewalk, widened sidewalk area, or pedestrian way, at least 50 percent of the surface area of the wall, up to 12 feet or to the ceiling of the first story from the curb level, must be transparent. No curb cuts are permitted on Eleventh Avenue in the Special District.

The Special District identifies required street wall heights and setbacks at various locations. Along Eleventh Avenue, street wall heights of between 85 and 150 feet with a 10-foot setback are required. Along the pedestrian way and street frontages west of the pedestrian way, street wall heights of between 23 and 85 feet with a 25-foot setback are required. The only FAR bonus permitted in the Special District is a 2.0 FAR Inclusionary Housing bonus, which would increase the FAR from 10.0 to 12.0. This bonus is available only where residential development is permitted in the underlying zoning district.

Special Garment Center District

(a) Overview

The Special Garment Center District, mapped between Broadway and 100 feet east of Ninth Avenue, generally between West 35th and West 40th Streets, was instituted in 1987 to provide adequate space for the future needs of the interrelated network of manufacturers, suppliers, wholesalers, and showrooms that service the fashion industry. The Special Garment Center District's underlying manufacturing zoning is augmented by additional regulations for a "Preservation Area" mapped on the midblocks starting from 100 feet in from the avenues, and excluding buildings fronting on the avenues. The portion of the Special Garment Center District Preservation Area in the Project Area covers the midblocks between West 35th and West 40th Streets and Eighth and Ninth Avenues. Within the Preservation Area, as-of-right uses are restricted to a list of industrial and apparel-related activities. Conversion to office use is permitted only if an equal amount of space is preserved for manufacturing, wholesale, or showroom uses elsewhere in the Special District. In this way, the Preservation Area is intended to provide a relocation area for fashion-related firms as buildings are converted to conventional office space.

(b) Use and Density Regulations

The western portion of the Special District, generally located within the midblocks between West 40th and West 35th Streets and Eighth and Ninth Avenues, is zoned M1-5, and the remainder of the Special District is zoned M1-6. As described above, M1-5 and M1-6 districts are moderate- and high-density manufacturing districts that permit commercial and manufacturing uses to an FAR of 5.0 and 10.0, respectively. M1-5 and M1-6 districts also permit, by special permit, a selective number of community facility uses (Use Group 4A) to an FAR of 6.5 and 10.0, respectively. Bonuses are available to increase the FAR to 12.0 in the M1-6 district.

The uses generally permitted in the M1-5 and M1-6 districts are further limited within the Preservation Area of the Special Garment Center District. Specifically, community facility uses are not permitted in the Preservation Area of the Special District. Residential uses are not permitted. The Preservation Area of the Special Garment Center District permits convenience, retail, or service establishments, public service establishments, manufacturing, heavy services, wholesale, or storage establishments (those listed in Section 121-111 and 121-112 of the New York City Zoning Resolution).

Conversions to office uses (Use Group 6B) in the Preservation Area of the Special Garment Center District are permitted, provided that the equivalent amount of floor area is preserved within the Special Garment Center District for specific permitted manufacturing, wholesale, or showroom uses.

Conversions to those uses that are permitted as-of-right in the Preservation Area are permitted without the floor area preservation requirements.

Special Clinton District

The Special Clinton District generally covers the area bounded by West 41st and West 59th Streets west of Eighth Avenue. The northern portion of the Project Area, between West 41st and West 43rd Streets, and the northern sections of the primary and secondary study areas are also located in the Special District. This Special District was established in 1974 in part to protect the scale of the core of the Clinton neighborhood in response to concerns that development pressures stimulated by a convention center then proposed for the West 40s would displace lower-income residents. The goals of this Special District are to restrict demolition of buildings suitable for rehabilitation, ensure that Clinton is not adversely affected by new development, and improve the physical environment by providing such amenities as street trees in connection with development.

The Special Clinton District is composed of three subareas: the Preservation Area, the Perimeter Area, and Other areas. The Preservation Area, which comprises most of the District, limits residential and commercial development to moderate densities; the Perimeter Area falls on the southern, eastern, and northeastern peripheries of the Special District; and the western and northern portions are designated “Other.” The portion of the Special Clinton District that lies within the Project Area is in the 42nd Street Perimeter Area, with an underlying zoning of C6-4, which permits high-density commercial (10 FAR) and residential (12 FAR with inclusionary housing) development, with the exception of the block between West 42nd and West 43rd Streets and Ninth to Tenth Avenues. This area is an “Excluded Area” of the Special Clinton District, in that it is excluded from the requirements of the Special District and governed by the underlying zoning.

Within the Preservation Area, development is restricted; the maximum FAR is limited, and special lot coverage, yard, and height regulations apply. The regulations also include special protections for existing residential buildings, strictly limiting demolition or alteration. Within the Perimeter Area, zoning districts permit higher maximum FARs, but special urban design regulations apply. In areas designated “Other,” the regulations of the underlying zoning district apply without additional limitations or controls. In all areas, there are mandatory tree planting provisions.

Special Midtown District

The boundaries of the Special Midtown District primarily lie within the primary and secondary study areas. The district is irregularly shaped and generally extends from 31st to 61st Streets and from Third to Eighth Avenues. Adopted in May 1982, the Special District was created to strengthen the Midtown business core by guiding growth toward the areas most able to accommodate new development (primarily the West Side); preserving historic areas, landmarks, and the Theater District; protecting the Fifth Avenue shopping district; and fostering a substantially better pedestrian environment. To that end, special subdistricts were established within the Special Midtown District, including the Penn Center Subdistrict, Grand Central Subdistrict, Theater Subdistrict, Fifth Avenue Subdistrict, and Preservation Subdistrict. Portions of the Penn Center Subdistrict are located within the Project Area.

The Penn Center Subdistrict was most recently established in October 2001, and entailed a geographic expansion of the previously adopted Special Midtown District. This subdistrict generally extends to a depth of 100 feet along both sides of the Seventh Avenue frontage between West 31st and West 34th Streets, with the exception of extending to a depth of 200 feet along the east side frontage between West 33rd and West 34th Streets. In order to establish the Penn Center Subdistrict as a destination, enhance its retail, entertainment, and commercial character, and expand accessibility to its transportation network, special provisions were established in the Subdistrict for signs, retail frontage, and street walls. The Penn Center Subdistrict also contains special FAR bonus provisions

for subway station and rail mass transit facility improvements. The eastern portion of the superblock between West 31st and West 33rd Streets and Seventh and Eighth Avenues is currently occupied by the 2 Penn Plaza development. The development lies in two zoning districts: its eastern frontage to a depth of 100 feet is within a C6-4 Special Midtown District (10 FAR), while the western portion is within a C6-2 district (6.0 FAR).

e) Public Policy

A number of other City policies can affect land use in the study areas. Four of these relate to the Project Area, as discussed below.

Chelsea 197-a Plan

Section 197-a of the New York City Charter authorizes Community Boards and Borough Boards, as well as the Mayor, the CPC, the Department of City Planning (DCP), and any Borough President to sponsor plans for the development, growth, and improvement of the City, its Boroughs, and communities. The Chelsea 197-a Plan was developed by Community Board 4 and adopted by the City Council in 1999. The plan set forth recommendations for zoning changes intended to balance the need for new development with the need to preserve the neighborhood context within a 64-block area generally between West 14th and West 34th Streets west of Sixth Avenue in Manhattan. The portion within the Project Area generally includes the area between West 30th and West 34th Streets and Eighth and Tenth Avenues.

The Chelsea Rezoning approved in 1999 for the area bounded by West 14th Street, Sixth Avenue, West 31st Street, and Eleventh Avenue was a significant action taken in response to the Chelsea 197-a Plan. In order to achieve the aims of the 197-a Plan, the Chelsea rezoning mapped contextual districts, reduced permitted density in areas generally west of Eighth Avenue (including the Chelsea Historic District), and maintained existing density in other areas, including the Ladies Mile Historic District. The rezoning increased permitted density in appropriate locations and rezoned certain manufacturing areas to allow new residential development. The Chelsea 197-a Plan also recommended further studies of the M1-5 districts located west of Eleventh Avenue. This area is currently proposed for rezoning as the Special West Chelsea District, which is further described below in Section D, “2010 Future Without the Proposed Action.”

Local Waterfront Revitalization Program (LWRP)

A portion of the Project Area, the area generally west of Eleventh Avenue, lies within the designated coastal zone. Pursuant to federal legislation, New York State and the City have adopted policies aimed at protecting resources in the coastal zone. The City’s Waterfront Revitalization Program contains 10 major policies, each with several objectives focused on improving public access to the waterfront, reducing damage from flooding and other water-related disasters, protecting water quality, sensitive habitats, such as wetlands, and the aquatic ecosystem, reusing abandoned waterfront structures, and promoting development with appropriate land uses. The principles of the Waterfront Revitalization Program formed the basis for a DCP study and the resulting adoption of new waterfront zoning. The CPC certifies whether a proposed action is in compliance with the City’s Waterfront Revitalization Program. The NY State Department of State has this responsibility on the State level. The LWRP is discussed in greater detail in Chapter 15, “Waterfront Revitalization Program.”

Fashion Center Business Improvement District

The Fashion Center Business Improvement District (BID), a not-for-profit corporation, was established in 1993 to promote New York City’s apparel industry and to improve the quality of life and economic vitality of the Garment Center District. As also discussed below, the boundaries of the BID lie within both the Project Area and primary study area. The portion of the BID located within

the Project Area generally includes the midblocks between West 35th and West 40th Streets and Eighth and Ninth Avenues. Through programs in the areas of streetscape improvements, sanitation and security services, marketing and promotions, economic development, and community service, efforts are aimed at promoting the BID as a strategic Midtown business location.

34th Street Partnership

Founded in 1992, the 34th Street Partnership, a not-for-profit corporation, is a coalition of property owners, tenants, and City officials working to revitalize a 31-block district in the heart of Midtown Manhattan. The portion of the Partnership located within the Project Area generally includes the Madison Square Garden and 2 Penn Plaza block, as well as the blocks between West 31st and West 35th Streets and Eighth and Tenth Avenues. Through programs in the areas of sanitation and streetscape and security improvements, as well as public events, tourist assistance, and free retail services efforts, the 34th Street Partnership is aimed at promoting the district as a strategic Midtown business location.

2. Primary Study Area

a) Land Use

In striking contrast to the underutilization of land uses that characterizes 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. As shown on Figure 4-4, land uses vary by the neighborhoods that comprise the primary study area, with a wider mix of uses to the south, north, and east of the Project Area.

Residential Uses

Within the primary study area, residential uses can be found primarily in the two adjacent residential neighborhoods: the southern portion of Clinton (West 43rd to West 49th Streets) and Chelsea north of West 18th Street (Figure 4-4). In both communities, the housing is located primarily in the blocks between Eighth and Tenth Avenues. In Clinton, the residential buildings tend to be small-scale, five- to six-story tenements and walk-up apartments. Along Eighth Avenue a few residential uses are housed in low- to medium-density buildings, but high-rise apartments have recently been constructed or are under construction there. 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. The Midtown portion of the primary study area has very few residential uses.

There is significant residential development in the Chelsea section of the primary study area. The residential uses are particularly prominent between Seventh and Tenth Avenues. Apartment buildings and brownstones are the most prevalent type of residential uses in the area. Specifically, the area along Sixth and Seventh Avenues, between approximately West 20th and West 28th Streets, has recently undergone significant growth in new residential development, primarily resulting from several zoning actions approved in the 1990s. There have been approximately 3,000 new residential dwelling units created as a result of the Sixth Avenue and Chelsea rezonings. Many of these units are rental, and a significant number have been developed as affordable units using the New York State Housing Finance Agency's 80-20 Taxable Bond Financing Program. Under this program, 20 percent of the residential units constructed are set aside for affordable-income tenants. Several new high-rise towers have been constructed on Sixth Avenue between West 24th and West 29th Streets (including the Vanguard, The Capitol at Chelsea, The Caroline, and 777 Sixth Avenue). Other new apartment buildings are also found west of Tenth Avenue, including the Tate and the Marais.

London Terrace is a particularly prominent residential building in this area. This large apartment complex, West 23rd to West 24th Streets, Ninth to Tenth Avenues, was completed in 1930 and

contains approximately 1,670 units. The building has four 18-story towers at the corners of the block, with 16-story sections fronting the blocks. The center of the block contains the London Terrace Gardens. Three residential buildings have been recently constructed along Seventh Avenue at West 17th, West 20th, and West 26th Streets. A new residential development fronts Seventh Avenue and extends the entire block from West 24th to West 25th Streets. Along the avenues are residential buildings with ground-floor retail, typically dry cleaners, delicatessen, or other uses that support the local area.

Commercial Uses

Local retail uses catering to Clinton and Chelsea can be found throughout the neighborhoods. In Clinton, commercial uses also support the entertainment uses of Times Square and the Theater District. A stretch of West 46th Street between Eighth and Ninth Avenues, known as Restaurant Row, contains a high concentration of restaurants frequented by theatergoers. The neighborhood also contains the Martin Beck Theater on West 45th Street and a variety of off-Broadway venues. In addition, there are some office buildings occupied primarily by fashion design firms, architecture firms, and other design-related businesses.

In addition to local retail, the Chelsea portion of the primary study area contains a variety of commercial uses catering to a broader customer base. These uses are especially prevalent between Sixth and Seventh Avenues. There are clusters of similar enterprises creating “mini-districts.” Wholesale and retail nurseries, flower stores, and garden centers make up a flower district between Sixth and Seventh Avenues and from West 26th Street to West 30th Streets. Another mini-district is the fur district, which consists of retail fur stores and showrooms from Sixth to Seventh Avenues from West 30th to West 34th Streets. Although not part of a mini-district, the Starrett-Lehigh Building is a historic landmark that was recently converted to office space. This building, located on West 26th Street and Twelfth Avenue, is a former freight terminal and warehouse. The emerging arts-related uses and gallery district is bringing many visitors to the area. These new galleries have attracted additional arts-related uses clustered between West 18th and West 29th Streets, west of Tenth Avenue.

The Midtown portion of the primary study area contains major offices uses, entertainment uses, local and regional retail, and hotels. The Theater District and portions of Times Square in the northern section of this portion of the primary study area are characterized by large office buildings and major entertainment and retail uses that attract tourism. The portion of the Theater District that falls within the primary study area is roughly 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. The Theater District contains approximately 46 theaters, 26 of which are in the primary study area. In addition, Times Square is home to many sizable hotels, including two new hotels in the 42nd Street Development Project, across Eighth Avenue from the Project Area.

The Garment Center District lies to the south of Times Square between West 35th to West 40th Streets, and commercial uses prevail here as well. Unlike the loft buildings in the midblocks between Fifth and Eighth Avenues, which contain a mix of commercial and light manufacturing uses, many of the loft buildings along Seventh and Eighth Avenues in the Garment Center District have been entirely converted to office uses. This office space is typically occupied by fashion design companies, publishing houses, and design firms unrelated to the apparel industry, such as architects, engineers, and graphic designers.

Herald Square and its shopping district is another major commercial center of Midtown. Located south of the Garment Center District, this area is roughly bounded by West 35th Street to the north, Fifth Avenue to the east, West 30th Street to the south, and Seventh and Eighth Avenues to the west. Herald Square is a major shopping area in the City and includes R.H. Macy’s flagship store and the

Manhattan Mall. Herald Square also contains large office buildings, such as One Penn Plaza, and several large hotels.

The waterfront portion of the primary study area contains a number of commercial uses. These include sports complexes and tourist attractions, which make up the majority of the waterfront's commercial uses. Chelsea Piers Sports & Entertainment Complex is a major feature along the Hudson River piers. Spanning Piers 59 to 62 (roughly West 18th to West 22nd Streets), Chelsea Piers is a privately financed project that transformed four piers into a 30-acre waterfront sports and entertainment complex that provides public recreation, waterfront access, and sports venues dedicated to a variety of activities including golf, horseback riding, ice skating, bowling, and basketball. Pier 63, located at West 23rd Street, is currently home to Basketball City. Other commercial uses along the waterfront are generally associated with tourism and include World Yacht and Circle Line cruises, on Piers 81 and 83, respectively, which offer sightseeing and dining cruise packages in the New York Harbor. Entertainment venues include the Chelsea Lighthouse, Pier Sixty, and the Studios at Chelsea Piers.

Manufacturing and Industrial Uses

Industrial uses in both Chelsea and Clinton are largely confined to the area west of Tenth Avenue. Clinton contains many auto-related establishments, such as repair shops and car dealers. Clinton has more industrial uses than Chelsea in general, including warehouse and distribution centers and small manufacturing shops. Industrial types of uses in Chelsea include warehouse and distribution centers, storage, and small auto-related repair shops and gas stations. Although the USPS and DSNY garages/maintenance facilities (West 24th to West 26th Street, Twelfth Avenue) are publicly owned and could be classified as "institutional" uses, the nature of their activities and their size make them prominent industrial uses in the Chelsea area.

Although industrial uses are not prominent in the Midtown section of the primary study area, the loft buildings of the Garment Center District on the midblocks between Seventh and Eighth Avenues have retained some of the light industrial uses associated with the apparel industry. In addition, many of these buildings contain showrooms for the apparel industry. Verizon also occupies a large facility on West 36th Street between Seventh and Eighth Avenues.

Transportation Uses

Transportation uses in the primary study area support the dense activity there. In Midtown, the most notable transportation uses are Penn Station, the PABT and the Times Square and Herald Square subway stations, as well as the PATH terminal at West 32nd Street and Sixth Avenue. The Penn Station complex serves MTA LIRR, Amtrak, and NJ Transit. The PABT, which occupies nearly one and a half blocks fronting on the west side of Eighth Avenue from West 40th to West 42nd Street, is a critical hub for regional and long distance bus service, most notably serving the extensive New Jersey bus routes that directly access the PABT through the Lincoln Tunnel. The Times Square subway station is a major transit hub with interconnections of multiple north-south routes on the Seventh Avenue and the Eighth Avenue lines (1, 2, 3, and 9 and A, C, and E, respectively) and east-west service provided by both the No. 7 Subway and the Times Square Shuttle. Transportation uses in the primary study area support the dense activity there. The High Line, an unused elevated rail freight line, threads its way through Chelsea on a right-of-way approximately 150 feet west of Tenth Avenue.

Some transportation uses have a strong presence along the waterfront in the primary study area. A heliport operated by Air Pegasus is located between West 29th and West 30th Streets. The New York City Tow Pound, which operates on Pier 76 near West 34th Street, is a vehicle violations storage facility for the NYPD. The tow pound currently accommodates approximately 300 vehicles. NY Waterway operates its ferry service and free shuttle buses from Pier 78. New York Water Taxi also has a ferry terminal between Piers 83 and 84.

Community Facilities and Open Space

Like the Project Area, the primary study area is served by fire, police, and emergency services. In the residential portions of the primary study area, community facilities primarily support the local neighborhood; e.g., religious facilities and schools. Key institutional uses include the Salvation Army in Clinton, and the Fashion Institute of Technology (FIT) and the YMCA in Chelsea. The Intrepid Sea-Air-Space Museum, including the aircraft carrier of the same name, is located at Pier 86 in the waterfront portion of the primary study area.

In the residential neighborhoods, passive and active open space resources that serve residents include the Clinton Community Garden on West 48th between Ninth and Tenth Avenues and Hell’s Kitchen Park on Tenth Avenue between West 47th and West 48th Streets. In Chelsea, the inventory of open spaces includes, in addition to neighborhood parks and playgrounds, open areas or plazas associated with large apartment buildings or institutions. FIT has a small plaza open to the public. There are six associated open spaces at the Elliot Chelsea Houses, a large housing project between Ninth and Tenth Avenues from West 25th to West 28th Streets, consisting of playgrounds, picnic areas, and parks. In addition, the Chelsea Waterside Park, located between West 22nd and West 24th Streets, from Eleventh to Twelfth Avenues, with seating areas, a fountain, a dog run, and outdoor soccer fields, was recently completed as part of the Route 9A Reconstruction Project. Also completed as part of Route 9A reconstruction is a landscaped bikeway/walkway that runs through the length of the study area along the waterfront. This area is in transition and awaits construction of Hudson River Park (see Section D, “2010 Future Without the Proposed Action”).

There are very few public open spaces within the Midtown section of the primary study area. Herald Square, a triangle-shaped park bounded by West 34th and West 35th Streets and Sixth Avenue and Broadway, provides seating and plantings for visitors. In addition, there are public plazas on three sides of One Penn Plaza.

b) Zoning

The primary study area is predominantly zoned for residential and commercial uses, with manufacturing districts concentrated between Tenth and Twelfth Avenues and in the Garment Center District. Figure 4-5 and Table 4-3 provide an overview and reference point for the zoning discussion.

**TABLE 4-3
ZONING DISTRICTS LOCATED IN THE PRIMARY STUDY AREA**

Zoning District	Maximum FAR¹	Uses/Zone Type
R7B	3.0 residential, 3.0 community facility	General residence district, contextual district medium-density residential
R8	6.02 residential, 6.5 community facility	General residence district
R8A	6.02 residential, 6.5 community facility	General residence district, contextual
R8B	4.0 residential, 4.0 community facility	Medium-density apartment house district
R9A	7.52 residential, 7.5 community facility	General residence district, contextual
C1-5	2.0 commercial overlay ² (in R6-R10 districts)	Local shopping and services
C1-6A	2.0 commercial, 4.0 residential, 4.0 community facility	Local shopping and services, R7-A contextual medium-density residential equivalent
C2-5	2.0 commercial overlay ² in (R6-R10 districts)	Local shopping and services
C2-6	2.0 commercial, 3.44 residential, 6.5 community facility	Local shopping and services R7 contextual medium-density residential equivalent
C2-6A	2.0 commercial, 4.0 residential, 4.0 community facility	Local shopping and services R7-A contextual medium-density residential equivalent

TABLE 4-3 (CONTINUED)
ZONING DISTRICTS LOCATED IN THE PRIMARY STUDY AREA

Zoning District	Maximum FAR ¹	Uses/Zone Type
C2-7A	2.0 commercial, 7.52 residential, 7.5 community facility	Local shopping and services R9-A contextual residential equivalent
C4-5	3.4 commercial, 3.44 residential, 6.5 community facility	Shopping centers and offices in more densely built areas
C5-2	10.0 (12.0 with bonus ³) commercial, 10.0 (12.0 with bonus) residential, 10.0 community facility also has a bonus	Restricted Central Commercial District intended primarily for retail uses that serve the metropolitan region
C5-3	15.0 (18.0 with bonus) commercial; 10.0 (12.0 with bonus) residential and community facility	High bulk commercial district
C6-2	6.0 (7.2 with bonus) commercial, 6.02 residential, 6.5 community facility (7.8 with bonus)	General commercial district outside CBD
C6-2A	6.0 commercial, 6.02 residential, 6.5 (7.8 with bonus) community facility	Contextual commercial district outside CBD
C6-3X	6.0 commercial, 9.0 residential, 9.0 community facility	General commercial district outside CBD, contextual district
C6-4	10.0 (12.0 with bonus) commercial, 10.0 (12.0 with bonus) residential, 10.0 community facility (12 with bonus)	Medium bulk office district with wide range of uses for CBD
C6-4.5	12.0 (14.4 with bonus)	Special Midtown District
C6-5	10.0 (12.0 with bonus) commercial, 10.0 (12.0 with bonus) residential, 10.0 community facility (12 with bonus)	Medium bulk office district with wide range of uses for CBD
C6-6	15.0 (18.0 with bonus) commercial, 10.0 (12.0 with bonus) residential, 15.0 community facility (18 with bonus)	High bulk office district, wide range of high bulk commercial uses requiring a central location
C6-6.5	12.0 (14.0 with bonus) commercial	Special Midtown District
C6-7	15.0 (18.0 with bonus) commercial and community facility, 10.0 (12.0 with bonus) residential,	High bulk office districts
M1-5	5.0 commercial or manufacturing, 6.5 community facility (limited uses by special permit)	High performance light manufacturing for loft area
M1-6	10.0 commercial, manufacturing or community facility (limited uses by special permit) (12 with bonus)	High performance light manufacturing loft areas
M2-3	2.0 commercial or manufacturing	Medium manufacturing medium performance
M3-2	2.0 commercial or manufacturing	Low performance heavy manufacturing
MX-3 (M1-5/R8A)	5.0 commercial, 5.0 manufacturing, 6.02 residential	Special Mixed Use District, West Chelsea
MX-3	5.0 commercial, 5.0 manufacturing, 7.52 residential	Special Mixed Use District, West Chelsea

Sources: *New York City Zoning Resolution*

- 1 Floor Area Ratio (FAR) is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a lot of 10,000 square feet with an FAR of 1 has an allowable building area of 10,000 square feet. The same lot with an FAR of 10 has an allowable building area of 100,000 square feet.
- 2 Overlay districts are specific zoning regulations that supplement or supersede underlying zoning district regulations.
- 3 Certain projects qualify for density bonuses based on specific zoning criteria such as amenities provided, mix of uses provided, and design standards achieved.

Residential Uses

Within the primary study area residential uses are supported primarily by residential and commercial districts. R8 is the dominant residential zoning designation in Clinton and Chelsea, and is concentrated on the blocks between Eighth and Tenth Avenues. R8 is a general residence district that allows residential FARs of between 0.94 and 6.02. In Clinton, special FAR limitations apply in the

Preservation Area of the Special Clinton District. The midblocks of many of the rowhouse streets in the Chelsea Historic District are zoned R7B, a contextual residential district that encourages shorter buildings with higher lot coverage and an FAR of 3.0.

Residential development is also allowed in the primary study area's commercial districts. Residential development constructed to 4.0 FAR is supported in the Preservation Area of the Special Clinton District. In C1-6A and C2-6A districts, medium-density development is supported in the C6-2, C6-2A, and C2-7A districts, and high-density development is permitted in the C6-4 district as 10.0 FAR (to 12.0 with bonus). An FAR of 12.0 is permitted in many of these Midtown C5 and C6 districts.

Residential use is also permitted in an MX-3 district, mapped on 23rd Street between Tenth and Eleventh Avenues, with FAR and design controls of a contextual R8A district. R8A districts differ from R8 districts in that they promote greater lot coverage and apply modified height and setback regulations designed to be compatible with existing older neighborhoods. The maximum FAR for R8 and R8A districts is 6.02. There is also an R9A district in the mixed-use district with a maximum FAR of 7.52. R9A districts differ from R9 districts in that they promote greater lot coverage and apply modified height and setback regulations designed to be compatible with existing buildings.

Commercial Uses

Most of the commercial zoning in the primary study area lies in the area closest to Midtown. Except for the portion of the primary study area that falls within the Garment Center District, this entire area is zoned for commercial uses under C5 and C6 zoning categories. As mentioned above, C5-2 zoning, which is mapped along West 34th Street between Seventh and Eighth Avenues, permits regional retail uses and allows for 10.0 FAR for commercial development (12.0 with bonus). C5-3 is intended for high-bulk commercial development, allowing an FAR of 15.0 for commercial development (18.0 with bonus).

The other commercial zoning districts in the area support high-bulk office development and high-density residential development and include C6-3, C6-4, C6-4.5, C6-5, C6-6, and C6-7. C6-4.5 is a special zoning designation for the Special Midtown District and allows for a commercial FAR of 12.0 (14.4 with bonus). C6-5 is intended for medium-bulk office development within the CBD and allows for commercial FARs of 10.0 (12.0 with bonus). C6-6 and C6-7 allow for a commercial FAR of 15.0 (18.0 with bonus).

The commercial districts in residential Clinton and Chelsea are generally small and lie closest to Midtown or the Garment Center (i.e., C6-4 in Clinton, C6-2 in Chelsea). Most commercial zoning in these neighborhoods is typical of the overlays and districts that support retail uses in residential areas. These are C1 and C2; the difference between the two designations is that C2 overlays and districts permit a broader range of commercial uses. In the primary study area, all of the C1 and C2 overlays and districts permit an FAR of up to 2.0 for commercial use. C1-5 and C2-5 are mapped as overlays along Ninth and Tenth Avenues in Clinton, while Chelsea contains mapped districts C1-6A, C2-6, C2-6A, C2-7 and C2-7A, in addition to C1-5 and C2-5 overlays.

The M1-5 and M2-3 manufacturing districts mapped in the area also allow for low- to moderate-density commercial development of up to 5.0 FAR in the M1-5 district and 2.0 in the M2-3 district. In addition, the area bounded by West 35th and West 40th Streets between Seventh and Eighth Avenues and West 35th and West 38th Streets between Sixth and Seventh Avenues is subject to the M1-6 zoning regulations (Figure 4-5). The M1-6 manufacturing districts mapped in this area allow for high-density commercial development of up to 10.0 FAR, 12.0 FAR with plaza bonus.

Manufacturing and Industrial Uses

The western portion of the primary study area is predominantly industrial and is zoned M1-5, M1-6, M2-3, and M3-2. The M1-5 zoning district is mapped between Tenth and Eleventh Avenues, and West 43rd and West 49th Streets (Figure 4-5). As mentioned above, M1-5 districts support high-performance, light manufacturing uses and are generally mapped in areas with a large number of loft buildings (such as the Garment Center District). The maximum FAR allowed under M1-5 is 5.0 for manufacturing buildings. The M1-6 designation is the zoning for the loft areas of Midtown Manhattan, which supports light manufacturing development and permits 10 FAR manufacturing developments (12 with urban plaza bonus). The M2-3 and M3-2 zoning designations allow for a maximum FAR of 2.0 for manufacturing development. The waterfront west of Twelfth Avenue is subject to the M2-3 zoning, which supports medium-performance, heavy manufacturing uses. The blocks bounded by Eleventh and Twelfth Avenues between West 43rd and West 49th Streets are generally zoned M1-5.

A small area between West 45th and West 46th Streets is zoned M3-2 and contains a Con Edison heavy equipment storage site. M3 districts are designed to accommodate the essential heavy industrial uses that often involve more objectionable influences and hazards, and which, therefore, cannot reasonably be expected to conform to those performance standards which are appropriate for most other types of industrial development. No new residences or community facilities are permitted in M3 districts. Several manufacturing uses permitted in M3 districts include production or processing of asphalt, wood, cement, chemicals, metal, heavy machinery, petroleum, and plastics. Incinerators, sewage disposal plants, electric generating plants, gas storage, and junk/salvage yards are also uses permitted in M3 districts.

Community Facilities

With the exception of the M2-3 and M3-2 districts, all of the zoning districts within the primary study area permit the development of institutions and community facilities. Community facility uses (Use Group 4A) are permitted by special permit in M1-5 and M1-6 districts, subject to geographic limitations. Open air community facility uses (Use Group 4B), such as public parks and playgrounds and outdoor tennis or ice skating, are permitted as of right in M1-5 and M1-6 districts. Museums that are ancillary to existing motion picture production studios or radio or television studios are also permitted as of right in M1-5 and M1-6 districts. As shown in Table 4-3, in commercial districts the maximum FAR for a community facility is usually equal to that of the commercial use, and it may exceed 10.0. The manufacturing districts that also allow for community facility developments are M1-5 and M1-6 districts with 6.5 FAR under M1-5 and 10.0 FAR under M1-6.

c) Special Districts

The special districts described above and presented on Figure 4-5 are also mapped over portions of the primary study area.

d) Public Policy

Public policies affecting land use in the primary study area include Hudson River Park policies, the Chelsea 197-a Plan, Fashion Center BID, and the 34th Street Partnership. These policies, except for Hudson River Park, are described in greater detail in the Public Policy section under Project Area above.

Chelsea 197-a Plan

The portion of the Chelsea 197-a Plan located south of West 30th Street is located within the primary study area. As previously described under the description of the Project Area, the Chelsea 197-a Plan sets forth recommendations for zoning changes intended to balance the need for new development with the need to preserve the neighborhood context within a 64-block area generally between 14th

and 34th Streets west of Sixth Avenue. The majority of the Chelsea 197-a plan is located in the primary study area.

Local Waterfront Revitalization Program

Portions of the primary study area, the area west of Eleventh Avenue, are subject to the LWRP. The CPC certifies whether a proposed action is in compliance with the City's Waterfront Revitalization Program.

Hudson River Park

Hudson River Park is a component of a long-term City and State planning effort to create a landscaped urban boulevard and park. The goal of the plan was to relieve transportation problems on the West Side, while providing amenities to reclaim the waterfront for public use.

Hudson River Park extends from Battery Park to West 59th Street, where it connects with Riverside Park. The portions of the park adjacent to the study areas correspond to Segments 5 through 7 of the Hudson River Park Plan, which run from West 14th to West 59th Street, west of New York State Route 9A. Throughout this area, the new park will consist of bikeways, walkways, and linear parks. Along West 30th to West 34th Streets, the park is to be home to ecological walkways and plantings, and will be geared for nature walks, research, and sanctuary management. A shoreline beach is to be constructed between Piers 72 and 76. According to the Hudson River Park plan, major entrances are to be marked with large public plazas to be located at West 30th, West 34th, and West 42nd Streets.

Fashion Center Business Improvement District

Within the primary study area, the Fashion Center BID extends from Eighth Avenue to Fifth Avenue, between West 41st and West 35th Streets. The BID also contains the PABT. As described under the description of the Project Area above, the BID is a not-for-profit corporation, established in 1993 to promote the City's apparel industry and to improve the quality of life and economic vitality of the Garment Center District.

The 34th Street Partnership

The portion of the 34th Street Partnership located within the primary study area generally extends from Park Avenue to Seventh and Eighth Avenues, primarily between West 33rd and West 35th Streets. The district boundaries are irregular and, in some instances around Sixth, Seventh, and Eighth Avenues, extend up to 36th Street. The southern boundary from Sixth to Tenth Avenues generally runs along West 31st Street. As described above in the public policy description of the Project Area, through programs in the areas of sanitation, streetscape, and security improvements, as well as public events, tourist assistance, and free retail services efforts, the 34th Street Partnership is aimed at promoting the district as a strategic Midtown business location.

3. Secondary Study Area

a) Land Use

The surrounding secondary study area contains a dynamic mix of uses and densities that typify Manhattan's urban core. The secondary study area encompasses neighborhoods and districts that define the vitality and prominence of Midtown with a wide variety of residential and commercial uses, and considerably fewer of the low-density manufacturing, industrial, and transportation uses that dominate the Project Area and portions of the primary study area. As shown on Figure 4-6, land uses vary by the neighborhoods that comprise the secondary study area, with a wider mix of uses to the west, east, and south of Midtown, which is largely commercial. These neighborhoods include Clinton; Central Park South; West Midtown CBD; Fifth Avenue; East Midtown CBD; the East Side neighborhoods of Sutton Place, Beekman Place, and the United Nations; Murray Hill; the East Side

neighborhoods of Kips Bay, Gramercy Park, and the hospitals along First Avenue; Midtown South; and Chelsea.

Residential Uses

Residential uses are found throughout the secondary study area, but in a widely divergent pattern. Smaller scale and less dense residential uses are found throughout the Clinton area (largely between Eighth and Tenth Avenues), as well as in Chelsea between Seventh and Tenth Avenues, and midblock areas in the east side areas of Murray Hill, Kips Bay, and Gramercy Park. Higher-density apartment buildings are found along the avenues in these areas and are the predominant form of residential use in the upscale and high-density areas of Central Park South, East Midtown, and the Sutton Place and Beekman neighborhoods. Larger apartment complexes are also present in the secondary study area, including Stuyvesant Town and Waterside on the Far East Side and Tudor City straddling East 42nd Street between First and Second Avenues. South of Bryant Park, the midblocks between Fifth and Sixth Avenues also contain a mix of residential uses, which represent the transition from the Midtown core to the more mixed-use communities to the east and south.

Commercial Uses

The secondary study area encompasses the full range of commercial uses and densities that would be expected to exist in the core of the Midtown Central Business District (i.e., high rise and signature office buildings, restaurants, department stores and ground floor retail, and the numerous commercial businesses that support central business district functions). In addition, commercial uses include the extensive areas devoted to the entertainment and tourism-driven economies in and around Times Square, the Theater District, Fifth Avenue, and other regional and national cultural resources. As noted above, the vast majority of land uses in the Midtown area (East, West, and South Midtown districts) are devoted to this commercial base. With 295 million square feet of office development in the general CBD area, Midtown Manhattan is by far the largest CBD in the country.

There are also extended areas of commercial uses that serve the residential neighborhoods in the secondary study area, generally found along the avenues and major cross streets within the more residential areas on the West Side (Clinton and Chelsea) along Eighth, Ninth, and to a lesser degree Tenth Avenue, and on the East Side most notably along Third, Second, and First Avenues.

Major retail corridors and hubs are located in the secondary study area, including the upscale shopping districts of 57th Street (Tiffany's, Bendels, etc.), the traditional Fifth Avenue regional and tourism retail base (Rockefeller Center, Saks Fifth Avenue, Lord and Taylor, etc.) the eastern portion of Herald Square, and the traditional value retailing found along 14th Street on the southern edge of the secondary study area and the newly emerging retail, gallery, and restaurant hub in the Gansevoort Meat Market. Specialty retail and wholesale districts are also found in the secondary study area.

Manufacturing and Industrial Uses

The industrial and manufacturing presence in the secondary study area is noticeably less pronounced moving eastward from the Project Area. The area that has some common characteristics with the Project Area is to the north along the West Side in the northern portions of Clinton. Similar to the Project Area and primary study area, the commercial and manufacturing uses include many auto-oriented businesses, such as gas stations, dealerships, storage, and services. Along West 57th Street, there are large-scale commercial uses, including the CBS Broadcast Center and related businesses. Along the Hudson River, the secondary study area portions of Clinton include the Passenger Ship Terminal and other public use piers (e.g., the DSNY facility at West 59th Street).

Along the East Side there are very few manufacturing or industrial uses, and those are associated with large utility infrastructure, including Con Edison's Waterside steam plant, which is bounded by East

41st Street to the north, the FDR Drive to the east, East 38th Street to the south, and First Avenue to the west.

Transportation Uses

The primary transportation hub at Grand Central Terminal is the most notable and most important transportation use in the secondary study area. The Terminal at East 42nd Street and Park Avenue not only serves as a critical regional rail and subway transportation facility and a defining element of the Midtown East CBD, but also contains extensive retail (including the newly completed food court, restaurants, and traditional retail stores) and cultural facilities (i.e., a branch of the Transit Museum, and the historic structure itself) that attract tourists, rail passengers, Midtown office users, and visitors throughout the day.

Another significant transportation use in the secondary study area is seen in the entrances and exits to and from the Queens-Midtown Tunnel, which are noticeable changes in the land use pattern.

Community Facilities and Open Space

The secondary study area contains a variety of community facilities, cultural resources, and open space. Community facilities include numerous public and private schools, colleges, religious facilities, neighborhood libraries, and other facilities. There are several hospitals in the secondary study area, including St. Vincent’s Midtown/St. Clare’s Hospital and Health Center and St. Luke’s-Roosevelt Hospital in Clinton, New York University Hospital, Bellevue, New York Hospital, and the Veterans Administration on the East Side.

The secondary study area also contains numerous cultural facilities, including many of the City’s most important resources, such as Carnegie Hall on 57th Street, the New York Public Library at 42nd Street and Fifth Avenue, the Museum of Modern Art on West 53rd Street between Fifth and Sixth Avenues, the Theater District, the United Nations on First Avenue and 45th Street, and the Morgan Library in Murray Hill.

Open spaces are composed of a few larger parks and a wide mix of small pockets of publicly accessible plazas and open spaces. The larger parks include: DeWitt Clinton Park in Clinton; Bryant Park in West Midtown; Gramercy Park (which is not publicly accessible); and Union Square Park. Central Park is located just to the north of the secondary study area. Hudson River Park extends along the Hudson River waterfront from the southern tip of Manhattan to West 59th Street. On the East Side, there are sections of public-accessible esplanades along the East River, including a new small section south of East 23rd Street known as Stuyvesant Cove, which is being reclaimed as public open space between the FDR Drive and the East River.

b) Zoning

The secondary study area differs from the Project Area and primary study area in that much of the secondary study area is zoned to permit high-density commercial office and residential development, and contains the highest bulk commercial and residential zoning permitted in New York City. In general, with the exception of heavy manufacturing zoning M3-2 and the limitations on community facilities in M1-5 and M1-6 districts (described under “Project Area”), community facilities are allowed in all zoning districts located in the secondary study area.

Residential Uses

Zoning that allows for residential uses is mapped in the secondary study area consistent with the land use patterns described above, with lower-density districts north and south of the Project Area. The section of the secondary study area that falls within the Clinton neighborhood, from West 49th to West 59th Streets and Eighth Avenue to the Hudson River, contains zoning designations similar to other sections of Clinton, including a range of residential, commercial, and manufacturing districts. R8 and R9 medium-density residential districts cover a large portion of the Clinton neighborhood that

falls within the secondary study area, primarily between Eighth and Tenth Avenues. Commercial zoning in this area primarily consists of C6-2 and C6-4 districts, located east of Tenth Avenue between West 53rd and 54th Streets and west of Ninth Avenue between West 56th and 58th Streets, respectively, which permit medium- to high-density residential and commercial development (Figure 4-7).

The City recently approved a rezoning initiative for a portion of the Ladies' Mile Historic District, generally bounded by West 22nd and West 17th Streets between Fifth and Sixth (Avenue of the Americas) Avenues. The Ladies' Mile rezoning changed an approximately 5½ block area from an M1-6M zoning district to a C6-4A zoning district. The Ladies' Mile rezoning is generally bounded by West 22nd Street and West 17th Street, between Fifth and Sixth (Avenue of the Americas) Avenues. The 5½ block rezoning area does not include frontage on Fifth and Sixth Avenues. Previously, residential uses were generally not permitted in M-districts; however, in M1-6M districts, conversion of non-residential floor area to residential use is permitted, provided that a specified amount of FAR has been preserved for commercial or manufacturing uses.

Within Midtown, residential zoning districts, such as R7B, R7-2, R8, R8B, and R9A, are predominantly mapped east of Third Avenue, between East 40th and East 59th Streets, and east of Madison Avenue between East 14th and East 40th Streets (Figure 4-7). These districts are generally located along the midblocks of the east side and permit low- to medium-density residential development. R10-equivalent districts (C6-4 and C5-2) are generally mapped along the avenues and major commercial streets, such as East 23rd and East 34th Streets. The southern portion of the secondary study area encompasses Midtown South, the Flatiron District, and Chelsea. Within this area, residential zoning districts are concentrated in the Chelsea neighborhood. These areas of Chelsea are zoned R8 and R8B, generally between Sixth and Tenth Avenues (Figure 4-7). R8 is a general residential district and is widely mapped throughout Manhattan. The R8B district encourages high-coverage buildings that are compatible with low-rise buildings already existing on a block.

Commercial Uses

Midtown, between 40th and 59th Streets, Third and Eighth Avenues, which encompasses a large portion of the secondary study area, is mapped predominantly for moderate- to high-bulk commercial office buildings under C5 and C6 zoning categories to support the dense Midtown CBD. South of 40th Street and east of Third Avenue, zoning to support commercial uses scales down to local retail and services under C1 and C2 zoning categories. To the south and east (Midtown South, Flatiron, and Union Square areas), the secondary study area is mapped with C6-2, C6-4, and C6-7 districts. These commercial districts are generally located along the avenues between First and Tenth Avenues. C6 districts are zoned for a wide range of high-bulk commercial uses requiring a central location. Most C6 districts provide for corporate headquarters, large hotels, entertainment facilities, retail stores, and some residential development in mixed-use buildings.

Manufacturing and Industrial Uses

Similar to the area of Clinton located within the Project Area and primary study area, zoning to the north in Clinton also contains manufacturing zones. M1-5 zoning districts are located on the midblock between Tenth and Eleventh Avenues for light manufacturing uses, M3-2 on the midblock between Eleventh and Twelfth Avenues for the heavier manufacturing uses, and M2-3 along the waterfront.

For the Midtown area, the secondary study area differs from the Project Area and primary study area in that it contains very little manufacturing zoning. Only a small portion of its East River waterfront between East 38th and East 41st Streets—the site of Con Edison's Waterside generating station—contains zoning to support industrial uses. This area is zoned M3-2 and M1-5 to support both light and heavy manufacturing uses.

For portions of the secondary study area to the south and east of the Project Area (Midtown South, Flatiron, and Chelsea), zoning to allow industrial uses consists primarily of light industrial areas. Mapped districts include M1-5, M1-5M, M1-6, M1-6M, and M2-3 districts. M1 districts are located along the midblocks between Park and Sixth Avenues and East 16th and 22nd Streets (Figure 4-7). Retail and office uses are also permitted in M1 districts. The entire Hudson River waterfront within the secondary study area is within the M2-3 district.

c) Special Districts

In addition to the Special Midtown District mapped over large areas of the secondary study area (described above where it overlaps with the Project Area), there are smaller special districts that have been created for specific locales within the secondary study area (Figure 4-7). These districts are summarized below.

Special Union Square District

The Special Union Square District was established with the purpose of revitalizing the area around Union Square (14th Street at Park Avenue and Broadway) through mixed-use development and urban design requirements. The district also includes, by special permit, a floor area bonus for subway improvements. Since its inception, the area has been transformed with new development and a restored park, and a renewed role as a dynamic commercial and residential hub.

Special Transit Land Use District

In anticipation of the Second Avenue Subway, Special Transit District regulations were mapped over blocks likely to be station areas for the long-planned subway line. Where practical, easements established as part of the Special Transit Land Use District would be used for station entrances. However, station entrances are not limited to the Special Transit Land Use District; they could also be located outside of the district, which is shaded in gray on the zoning maps for each neighborhood. Easements exist only where properties have been developed since the 1970s when the Special Transit Land Use District zoning was put in place, and have not been acquired in buildings existing before that time. NYCT has obtained several easements through existing buildings in the Special Transit Land Use District.

Special United Nations Development District

Portions of East Midtown adjacent to the United Nations (U.N.) building on First Avenue are within the Special United Nations Development District, which was established to promote the development of office space, housing, and a hotel to serve the needs of the U.N. and the diplomatic community, as well as public amenities in the area, through an FAR incentive increase from 10.0 to 15.0, transfer of development rights and unified design regulations.

d) Public Policy

Hudson River Park

As discussed above, Hudson River Park extends north to West 59th Street and south to Battery Park.

Clinton Urban Renewal Plan

Located in the northern section of the secondary study area and occupying six blocks to the east of De Witt Clinton Park is the Clinton Urban Renewal Area. Specifically, the Clinton Urban Renewal Area, federally established in 1969, is bounded by West 56th Street to the north, West 50th Street to the south, Tenth Avenue to the east, and Eleventh Avenue to the west. Clinton Towers, Hudsonview Terrace, Harborview Terrace, and Clinton Manor are within the urban renewal area. The objectives for the urban renewal area are to:

- Create low- and moderate-income housing;
- Allow a mix of uses, including commercial, light manufacturing, cultural, and retail uses, and retain existing tenants;
- Retain and rehabilitate all viable existing buildings in conjunction with new construction;
- Provide a comprehensive plan for the distribution and quantity of new construction throughout the area;
- Provide and concentrate the normally dispersed open space requirements to maximize their effect in a single urban public square;
- Recognize and support the De Witt Clinton Park area as a potential focus for higher-density residential development; and
- Provide urban design guidelines for the bulk and distribution of new construction which will reconcile the community's needs for more building with the preservation tradition and limits of the Special Clinton District.

Specifically, the plan proposes to:

- Develop only low-rise structures on the frontage of Tenth Avenue to match the character of the Special Clinton District;
- Encourage higher-density development on Eleventh Avenue; and
- Complete infill construction on the remaining available residential and retail sites.

The New York City Department of Housing and Preservation and Development (HPD) has sponsored a number of new and rehabilitated residential projects in the Clinton Urban Renewal Area (CURA), with over 183 units currently under construction. In total, HPD constructed over 1,600 units in the CURA since 1976.

E. 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 Project Area's manufacturing zoning and relatively low maximum FARs, most of the growth pressure would be felt in the primary and secondary study areas, and in those portions of the Project Area closest to the primary study area. By 2010, the first future analysis year for this FGEIS, a number of privately and publicly sponsored development projects that are now proposed or in construction would be completed (see Table 3-3 in Chapter 3, "Analytical Framework"). In addition, the City is proposing certain zoning changes to support reasonable growth in the study areas, as discussed below.

1. Project Area

a) Land Use

Overview

It is anticipated that absent the Proposed Action, development would proceed according to the underlying commercial and manufacturing zoning in the Project Area. No significant changes are anticipated. However, by 2010, several specific development projects would likely be completed (see Table 3-3).

Several area-wide rezonings were previously approved for portions of the Project Area, including: the Chelsea Rezoning, 34th Street Rezoning, Ninth Avenue Rezoning, and Block 1090 Rezoning (located between West 42nd and West 43rd Streets and Eleventh and Twelfth Avenues). The environmental reviews associated with these zoning changes identified development sites within the Project Area that were anticipated to be redeveloped as a result of the rezoning. Over time, some of these sites have been fully redeveloped and constructed, and some have not. The Future Without the Proposed Action assumes the development anticipated in these earlier reviews (see Table 3-3). Although development is projected on these sites under the reasonable worst-case development scenario for the Proposed Action (refer to Chapter 3, “Analytical Framework,” for a summary of the RWCDs), it is assumed that absent the Proposed Action, they would be developed to the maximum allowed under current zoning. A total of between 2,433 and 2,650 dwelling units (2,371 and 2,505 new units, respectively) are anticipated on Projected Development Sites in 2010 absent the Proposed Action. The River Place II residential development site in the Future Without the Proposed Action is the proposed location for the Convention Center Hotel in the Future With the Proposed Action.

Large Scale Plan (Subdistrict A)

In keeping with current trends, no major changes in land use are anticipated in the Large Scale Plan (Subdistrict A) in the 2010 Future Without the Proposed Action. Some changes in tenancy of existing buildings could be expected, with potential increases in uses such as galleries, studio space, clubs and restaurants, and mini-storage. These commercial uses would occupy buildings currently in commercial, industrial, transportation use (e.g., parking, truck storage), or other commercial use. It is anticipated that current uses on Projected Development Site 4 would remain, as described in detail in Chapter 3, “Analytical Framework.”

Farley Corridor (Subdistrict B)

By 2010, one of the three major structures in the Farley Corridor would have undergone a substantial change in use. Specifically, the Moynihan Station Development 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 westward and creating a monumental entry space and atrium for new passenger waiting and ticketing areas. 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 eastward into the Eighth Avenue side of the building to add another 131,000 square feet.

The Farley project would increase the presence of transportation use in the corridor, and bring major retail and high-profile commercial office uses to the corridor for the first time. As shown on Figure 4-8, the Corridor would be more strongly commercial in this scenario. The Fashion Institute of Technology (FIT) plans to renovate and convert an existing building at West 31st Street into a 1,104-bed dormitory. Overall, the changes would support current trends towards commercial office use in the area and further reduce the presence of manufacturing/industrial land use. It is expected that current uses on Projected Development Site 33 would remain, as described in detail in Chapter 3, “Analytical Framework.” No other changes are anticipated by 2010 in the Farley Corridor.

34th Street Corridor (Subdistrict C)

There are no known land use developments proposed for the 34th Street Corridor (Subdistrict C) by the 2010 analysis year. However, major changes to the Farley Building would support and enhance the existing mix of office, retail, restaurant, and residential uses in this corridor.

Tenth Avenue Corridor (Subdistrict D)

There are no known land use developments proposed for the Tenth Avenue Corridor (Subdistrict D) by the 2010 analysis year. 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 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 would remain. It is anticipated that current land uses on Projected Development Site 14 would remain as described in detail in Chapter 3, “Analytical Framework.”

Other Areas (Subdistrict E)

There are no known land use developments proposed for Other Areas (Subdistrict E) by the 2010 analysis year. In the Future Without the Proposed Action, a continuation of current trends would be expected.

Hell’s Kitchen (Subdistrict F)

Hell’s Kitchen would experience some development in the Future Without the Proposed Action. Two sites identified for residential development as part of the Ninth Avenue Rezoning are located on the west side of Ninth Avenue between West 39th and West 37th Streets in Subarea F2. As described in Chapter 3, “Analytical Framework,” Projected Development Sites 22 and 24 would be redeveloped with mixed-use residential and commercial buildings pursuant to the existing C1-7A and C6-2A zoning. These buildings would include residential development with ground floor retail, similar to the recently constructed Hudson Crossing on the block south of West 37th Street. In total, approximately 366 units and 30,500 square feet of ground floor retail would be developed on these two sites in Subarea F2. The west side of Ninth Avenue, which is close to the Lincoln Tunnel ramps, has higher vacancies and more obvious building deterioration (Figure 4-8).

To the west, the trend towards reuse of buildings and land in M-zoned districts in the Project Area is 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 would comprise dance studios and performance space.

Clinton District/42nd Street Corridor

By 2010 in the Future Without the Proposed Action, West 42nd Street would continue to develop as a residential corridor in the Project Area. Several large high-rise residential developments are anticipated to be developed in 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.

If the Convention Center Expansion component of the Proposed Action does not go forward, River Place II, a large residential development would proceed under the existing C6-4 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, recently completed along the western portion of the block. This development would contain approximately 532 dwelling units and a 350-space parking garage. Other significant residential developments include Ivy Tower

and 360 West 42nd Street, anticipated to contain a combined total of 576 dwelling units, and expected to be fully occupied before 2010.

In total, approximately 2,262 residential units and 43,050 square feet of ground floor retail would be developed by the 2010 analysis year in the Clinton District/42nd Street Corridor in the Future Without the Proposed Action. These mixed-use developments would reinforce existing trends for high-rise residential and commercial uses (Figure 4-8).

Garment Center

There are no known land use developments proposed for the Garment Center by the 2010 analysis year. However, like the other portions 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. It is expected that current land uses on Projected Development Site 37 would remain, as described in detail in Chapter 3, “Analytical Framework,” and that there would be no major changes in land use in this area in the Future Without the Proposed Action.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

There are no known land use developments proposed for Other Areas to be Rezoned by the 2010 analysis year.

Convention Center Corridor

There are no known land use developments proposed for the Convention Center Corridor by the 2010 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.

b) Zoning

There are no significant zoning changes proposed for the Project Area by the 2010 analysis year. However, two zoning amendments are proposed:

- A portion of the 42nd Street Perimeter Area, between West 42nd and West 43rd Streets and Eleventh and Twelfth Avenues, is currently zoned M2-3. The property owner, under separate application, is proposing to change the M2-3 zoning district to a C6-4 district.
- A zoning text amendment to allow signs on zoning lots with two or more theaters to project across the street line four feet six inches within ½ mile of the Theater Subdistrict of the Special Midtown District.

c) Public Policy

There are no known significant public policy changes proposed for the Project Area. Public policies, as described under Existing Conditions, are expected to remain.

2. Primary Study Area

a) Land Use

As shown in Table 3-3, a number of large residential development projects and commercial office developments are proposed for the primary study area, reflecting the strong development pressures in Midtown Manhattan. The largest active office proposals would apply to locations in the northern portion of the area, along the Eighth Avenue corridor, and a significant amount of residential development is anticipated to the south in the West Chelsea neighborhood.

Residential Uses

The southern portion of the primary study area is expected to experience new residential development by the 2010 analysis year, as a continuation of the trend of residential growth in Chelsea. The City is also pursuing a rezoning initiative for portions of several manufacturing districts in the West Chelsea area, described in more detail in the zoning description below. As a result of the City's proposed rezoning, redevelopment of West Chelsea, from approximately West 30th to West 16th Streets between Tenth and Eleventh Avenues, would generate new residential, retail, and community facility space by 2010. The southern portion of West Chelsea located in the primary study area, south of West 27th Street and north of West 18th Street, is anticipated to be redeveloped by the 2010 analysis year. Additional redevelopment of West Chelsea would occur after the 2010 analysis year, described in Section F, 2025 Future Without the Proposed Action.

Additional residential development projects located in the primary study area are located on West 31st Street, between Broadway and Seventh Avenue, where a 50-story residential building is proposed for construction on land owned by the Franciscan Friars, adjacent to the existing friary. A residential project is also planned farther north at the corner of Eighth Avenue and West 44th Street.

Commercial Uses

Two large office buildings are being developed 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. Farther east in the 42nd Street Development Project, 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.

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. Located east of the waterfront in the primary study area, Studio City, a large office and studio development project, is being planned for construction on Eleventh Avenue between West 44th and West 45th Streets. As discussed above, the redevelopment of West Chelsea would generate new commercial uses south of West 27th Street.

Transportation Uses

The West Midtown Intermodal Ferry Terminal is planned for construction on the Hudson River waterfront located across from 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, a café, and concessions. Access to the ferry boats would be made from three floating barges, located in the waters adjacent to the new terminal building.

Community Facilities and Open Space

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 can 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 for construction near this entrance. Most of the

decks of Pier 72 are planned to be removed, with the pilings retained to support wildlife. The primary study area also contains portions of Segment 5, which extends from Horatio Street to West 25th Street, and Segment 7, which runs 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 the entirety of Segment 7 is planned for completion in 2005. Without the Proposed Action, the New York City 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 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.

Future open space development is also anticipated in the western portion of the primary study area. The City is concurrently pursuing a Certificate of Interim Trail Use (CITU) from the federal Surface Transportation Board to convert the High Line elevated rail line to public open space. The High Line begins in the Gansevoort Meat Market, travels along the west side of Tenth Avenue in West Chelsea, and terminates in the western portion of the Caemmerer Rail Yards in Hudson Yards. Plans are being developed to restore the existing High Line below West 30th Street, and the proposed West Chelsea rezoning includes mechanisms to enhance and facilitate the High Line’s reuse.

b) Zoning

In the Future Without the Proposed Action, it is probable that some relatively small zoning applications would be made and approved in the primary study area, although they are not known at the present time. However, New York City is pursuing a rezoning initiative for portions of several manufacturing districts in the West Chelsea area, from approximately West 30th to West 17th Streets between Tenth and Eleventh Avenues, with one portion of the rezoning area extending 400 feet east of Tenth Avenue, between West 18th and West 16th Streets in Manhattan Community District 4. The proposed rezoning would create the Special West Chelsea District, and is intended to provide opportunities for new residential and commercial development and enhancement of a potential open space located along the High Line elevated rail line.

The proposed Special West Chelsea District is located within existing M1-5 and MX-3 (M1-5/R8A and M1-5/R9A) zoning districts. With the proposed zoning map amendment, C6-2, C6-3, and C6-4 zoning districts would be mapped in a portion of the proposed Special West Chelsea District. In addition, the proposal would rezone the MX-3 district and incorporate this area into the Special West Chelsea District. The M1-5/R9A district on West 23rd Street and the M1-5/R8A district on the south side of West 24th Street would be rezoned to C6-3A and C6-2A, respectively.

Under the proposed Special West Chelsea District regulations, portions of the Special District would have both a base and a maximum FAR. In these areas, the FAR could be increased to the maximum through the purchase of development rights from the High Line access/improvement floor area bonus. Special bulk controls would apply to new development and enlargements throughout the Special District to ensure that new development is compatible with the existing built character of the neighborhood and to allow for enhancement of the potential High Line open space. Approval of the Special West Chelsea District is anticipated in 2004.

The City is also pursuing zoning changes in the northern portion of the Primary Study Area. The proposed Clinton Bulk Regulations is a zoning text amendment intended to limit the height of new developments along Ninth and Tenth Avenues within the Preservation Area of the Special Clinton District in order to better reflect the existing built character along the avenues and the adjacent midblocks. The Preservation Area generally extends between Eighth and Eleventh Avenues and

West 43rd and West 56th Streets. The text amendment would affect the street wall, setback, and overall height of buildings located within 100 feet of a wide street (i.e., Ninth and Tenth Avenues) within all 34 blocks of the Preservation Area. Existing regulations within the Preservation Area of the Special Clinton District limit the height of development within the midblocks (more than 100 feet from a wide street) to 66 feet or 7 stories, whichever is less. The text amendment would require a street wall between 50 and 66 feet, setbacks above the street wall of 10 feet along wide streets and 15 feet along narrow streets, and an overall height limit of 85 feet for developments within 100 feet of Ninth and Tenth Avenues. A special permit would allow development to exceed the 85 foot height limit, up to a maximum height of 115 feet. The text amendment would help ensure that new development along Ninth and Tenth Avenues is consistent with the scale and character of the surrounding neighborhood.

c) Public Policy

There are no known significant public policies proposed for the primary study area by 2010. Public policies, as described under Existing Conditions, are expected to remain.

3. Secondary Study Area

a) Land Use

The secondary study area, which contains the core of the Midtown Manhattan CBD, the Midtown South, Flatiron, and Union Square commercial areas, and several extremely desirable residential neighborhoods, would see continuing pressure for moderate- to high-density development of a mix of uses. Recently, the trend has taken the form of redevelopment, as large but older office buildings are razed to make way for new ones. Major development projects are discussed below.

At Columbus Circle, a new 2.1 million-square-foot mixed-use development serves as headquarters for Time Warner and includes a hotel, retail, and residential space. In addition, the development contains a 1,100-seat concert theater, 600-seat performance atrium, 140-seat jazz café, recording studios, and a classroom space as part of Jazz at Lincoln Center. The Alvin Ailey Dance Foundation would develop a new six-story building containing studios, a small theater, and office space on Ninth Avenue and West 55th Street. The full-block between West 58th and West 59th Streets and Tenth and Eleventh Avenues is planned for a mixed-use development containing residential, office, retail, studio, and auto showroom space.

To the south, in the Clinton Urban Renewal Area, Clinton Green is proposed between West 51st and West 53rd Streets and Tenth and Eleventh Avenues. This project would contain approximately 650 residential units, 23,000 square feet of commercial use, 60,000 square feet of not-for-profit theater use, and 13,500 square feet of publicly accessible open space.

Several large office and residential construction projects are currently under construction or planned in the Midtown CBD. The Hearst Corporation is currently constructing a new corporate headquarters as a 36-story tower above its existing six-story headquarters building (the Hearst Magazine Building) at Eighth Avenue between West 56th and West 57th Streets. A high-rise residential building is also proposed on West 57th Street, east of Sixth Avenue. The Museum of Modern Art (MOMA) is currently in the process of expanding and renovating the museum on its West 53rd to West 54th Street site. Just outside the primary study area in the 42nd Street Development Project, 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. A new building, One Bryant Park, would occupy approximately the eastern two-thirds of the block bounded by West 43rd Street, Sixth Avenue, West 42nd Street West, and Broadway. The building is expected to house offices of Bank of America, as well as other office and commercial tenants, in an approximately

1.7 million gross-square-foot building. The One Bryant Park project would also rebuild Henry Miller's Theater, located on the block.

The demonstrated strength of the CBD as an office district would likely lead developers to continue to search aggressively for development sites in the future. At the north end of Midtown, the full-block formerly occupied by the Alexander's department store on Lexington Avenue at East 59th Street is currently being developed as the new office headquarters for Bloomberg, L.P. The proposed building would contain approximately 900,000 square feet of office space, two floors of retail shops, and approximately 100 luxury condominiums on the top floors.

Also reflecting the trend towards midtown office development, the United Nations Development Corporation (UNDC) announced a preliminary proposal to build a major new office building east of First Avenue at East 42nd Street. The building is anticipated to contain 990,000 square feet of new office and conference space and would function as interim "swing space," housing existing employees from the U.N.'s main campus while the current U.N. buildings undergo large-scale renovations. In this initial phase, to be completed by the 2010 analysis year, approximately half of the proposed building would comprise conference facilities plus space for the relocated U.N. functions, while the other half of the building would be office space. Con Edison properties located along First Avenue, directly south of the UNDC project site, are being proposed for redevelopment of up to five million square feet of a mix of residential and commercial office uses. Redevelopments of the Con Edison properties would occur over several years, but the majority are anticipated to be completed by the 2010 analysis year.

To the south and east of Midtown, the intensification of residential and retail uses throughout the area would likely continue into the future. A number of sizable apartment buildings have recently been completed between East 20th and East 39th Streets, ranging in size from 100 to 400 units each, as have smaller residential and retail projects in the Union Square area. New York University (NYU) Medical Center and the NYU School of Medicine Bellevue Hospital are planning substantial expansions of their campuses, which would increase the presence of these institutional facilities on the East Side and the need for associated supporting uses in the area, such as offices, labs, and residences. NYU School of Medicine has been approved to build the East River Science Park, a 1.2 million-square-foot campus with biotechnology space as well as medical office space and hospital housing on the northern portion of the Bellevue Hospital campus. Bellevue Hospital is developing a new ambulatory care facility and DNA lab on its existing campus.

As previously described, the City is also proposing to create the Special West Chelsea District in the area generally bounded by West 30th and West 16th Streets between Tenth and Eleventh Avenues, with one portion of the rezoning area extending 400 feet east of Tenth Avenue, between West 18th and West 16th Streets. Although most of the Special West Chelsea District would be located in the primary study area, the two southernmost blocks of the proposed Special District would be located in the secondary study area (between West 16th and West 18th Streets). The portion of the Special West Chelsea District that would be located in the secondary study area is anticipated to generate 1,417 residential units and 22,905 square feet of retail uses.

The City also recently approved a rezoning initiative for a portion of the Ladies' Mile Historic District, generally bounded by West 22nd Street and West 17th Street between Fifth and Sixth (Avenue of the Americas) Avenues. The Ladies' Mile rezoning is anticipated to generate 931 residential units (both new construction and conversions) and 34,715 square feet of retail uses.

b) Zoning

Anticipated Zoning Changes

As described above under the primary study area, the proposed Special West Chelsea District would extend from approximately West 30th Street to West 17th Street between Tenth and Eleventh

Avenues, with one portion of the rezoning area extending 400 feet east of Tenth Avenue, between West 18th and West 16th Streets in Manhattan Community District 4. Therefore, the portion of the proposed Special West Chelsea District between West 18th and West 16th Streets would be located in the secondary study area. These two blocks are currently zoned M1-5, and would be rezoned to C6-2 for the block between West 17th and West 18th Streets and rezoned to C6-3 for the block between West 16th and West 17th Streets.

Con Edison is currently seeking approvals to sell four parcels of property located along First Avenue between East 35th Street to East 41st Street. Three of the four parcels are currently zoned as manufacturing districts as M3-2 and M1-5 districts. These M3 heavy manufacturing districts are the few remaining waterfront industrial uses east of First Avenue. Once the disposition of the parcels is approved, any redevelopment of the Con Edison sites is anticipated to require rezoning approvals to allow for higher-density development and additional uses.

c) Public Policy

There are no significant public policies proposed for the secondary study area by 2010. Public policies, described under Existing Conditions, are expected to remain.

F. 2010 FUTURE WITH THE PROPOSED ACTION

1. Project Area

a) Land Use

The Proposed Action is not expected to result in significant adverse impacts to land use. Rather, it would result in beneficial effects, anticipated to strengthen the established residential neighborhoods of Hell's Kitchen and Clinton. By 2010, the transformation of the Project Area from a drab, characterless place with no subway access, to a vibrant mixed-use neighborhood with subway service, substantial new open space and new residential, commercial, and entertainment uses, would be under way, as described below.

Overview of Major Land Use Changes

The No. 7 Subway Extension, Convention Center Expansion and Multi-Use Facility would all be complete and in operation by 2010. In contrast, the private redevelopment of the Project Area, which is expected to take place over a much longer term, would have just begun by 2010. Thus, the land use impacts of the Proposed Action in 2010 would arise primarily from completion of the three major capital projects.

The most prominent land use change would be evident along the western portions of the Project Area with the construction and completion of the Convention Center Expansion, the Multi-Use Facility, and the new open-space system (and, possibly, the NYPD Tow Pound and DSNY facility). As described in Chapter 2, "Description of the Proposed Action," although the Convention Center Expansion would occur in two phases, this FGEIS conservatively assumes, for analytical purposes, full completion of both phases by 2010, since such an assumption is generally a more conservative worst-case scenario. This chapter considers the full completion of both phases of the Convention Center Expansion by 2010. The Convention Center Expansion would create a singular building and land use that would extend from West 34th to West 41st Streets, between Eleventh and Twelfth Avenues, connecting to a hotel built on West 42nd Street. The expansion of the Convention Center from West 34th Street south to West 33rd Street and northward from West 39th Street to West 42nd Streets would close West 39th, West 40th, and West 41st Streets to pedestrian and vehicular traffic. The Convention Center Expansion would also create about five acres of public open space on the roof of the facility. This open space could provide connections to the proposed open spaces to the south and east, as well as to Hudson River Park to the west.

Similarly, the Multi-Use Facility would transform the land use on the blocks south of the Convention Center by building the multi-block structure on a platform over the currently open Caemmerer Yard. Active uses and entrances would line all four sides of the Multi-Use Facility, so that there would be no “back” to the structure. Open spaces and pedestrian circulation would be provided around the structure, and it is anticipated that the High Line connection would be preserved as a rebuilt pedestrian connection to the platform level of the Multi-Use Facility. These new open spaces would directly connect to the proposed High Line linear open space.

The block south of the Multi-Use Facility would be rebuilt, and the current land uses of vehicle storage and small commercial buildings would be replaced with a two-story NYPD Tow Pound and DSNY garage facility with a rooftop park. To the east of the Multi-Use Facility, the completion of the deck preparatory to the redevelopment of the eastern portion of Caemmerer Yard and the block bounded by West 31st to West 33rd Streets between Ninth and Tenth Avenues would create additional superblocks covering the remaining portions of the rail yards.

By 2010, between 2 and 2.5 million square feet of office space, 50,929 to 116,476 square feet of retail space, and 1,957 to 2,126 dwelling units are expected on Projected Development Sites as a result of the proposed rezoning. The projected development discussed below describes the land use changes in the area expected as a result of the Proposed Action and considers two likely scenarios should Madison Square Garden relocate from its present site to a new site on the east side of Ninth Avenue, between West 31st and West 33rd Streets. Figures 4-9 and 4-10 present future land uses under two scenarios: one scenario assumes Madison Square Garden remains at its present location on Eighth Avenue above Penn Station, while the other assumes Madison Square Garden relocates to a new site on Ninth Avenue.

Large Scale Plan (Subdistrict A)

By 2010, land uses in the Large Scale Plan would have begun to change visibly. The new parks and publicly accessible open spaces would have been completed on the deck over the eastern portion of Caemmerer Yard, the portion of the Midblock Park and Boulevard System between West 33rd and West 34th Streets, the full-block between West 33rd and West 34th Streets from Eleventh to Twelfth Avenues, and on Block 675 (West 29th to 30th Streets, Eleventh to Twelfth Avenues). Also completed would be the extension of the No. 7 Subway and its Terminal Station, the entrance to which would be on West 34th Street in the new open space. 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). A secondary entrance to the Intermediate Station would still be in construction as part of the midblock pedestrian bridge at the northern end of the Large Scale Plan.

The deck over the eastern portion of Caemmerer Yard would support a mix of uses, including a major public plaza, a cultural facility, a hotel, and a mix of primarily commercial and some residential uses. The six-acre public plaza would be located at the center of the Project Area’s open space network, adjacent to the full-block park to the west, the Midblock Park and Boulevard System to the north and near the full-block park on Block 675. This open space would provide a connection to the High Line to the south. The public square would be surrounded by high-density office buildings with active ground floor retail uses and a cultural facility.

If Madison Square Garden were to relocate to Ninth Avenue, Projected Development Site 4, located on the east side of Eleventh Avenue, between West 34th and West 35th Streets, would contain 1.7 million square feet of office use, 14,550 square feet of retail use, and 194 residential units. No development is projected to occur in the Large Scale Plan by 2010 if Madison Square Garden were to remain at its present location.

Other substantial changes in land use in the Large Scale Plan would be readily apparent. Major transportation uses (e.g., the eastern portion of Caemmerer Yard and the Amtrak Empire Line rail cut) would remain, but be less visible and therefore less dominant than in the Future Without the Proposed Action. The No. 7 Subway Extension would add to the inventory of transportation uses in the Large Scale Plan, replacing a number of auto-related uses, including two public parking lots, a FedEx garage, and a car-rental operation, along with various other uses, including retail and office space, two warehouse buildings, and a nightclub.

Farley Corridor (Subdistrict B)

With the Proposed Action in 2010, commercial land uses would become more dominant in the Farley Corridor. As discussed above, the Farley Building would have been transformed into a major Amtrak station with substantial retail and office uses throughout the structure. If Madison Square Garden were to remain at its present location, it would expand its seating capacity. This expansion would be under construction in 2010 with the Proposed Action. Projected Development Site 33, a large office building containing approximately 2.2 million square feet of office use with ground floor retail, would be completed over the Amtrak rail tracks on Ninth Avenue between West 31st and West 32nd Streets. Its presence in the Corridor would diminish the visibility of transportation use, and greatly strengthen the commercial character of the corridor.

If Madison Square Garden were to relocate to the Ninth Avenue site, the entire site including the space over the rail tracks as well as available land between West 31st and West 33rd Streets from Ninth Avenue west to the former Westyard Distribution building (450 West 33rd Street) would be under construction in 2010. In the Future Without the Proposed Action, this site would be occupied by the open rail tracks and a converted loft building, containing office uses.

34th Street Corridor (Subdistrict C)

No land use changes specific to the Proposed Action are anticipated in the 34th Street Corridor by 2010, with or without the relocation of Madison Square Garden.

Tenth Avenue Corridor (Subdistrict D)

Land use changes anticipated in the Tenth Avenue Corridor by 2010 would be related to development generated by the Proposed Action. Should Madison Square Garden remain at its present location, Projected Development Site 14, located at the northwest corner of Tenth Avenue and West 40th Street, currently containing a parking lot, auto-related, and community facility uses, would be redeveloped with approximately 533 residential units, 51,100 square feet of office space, 44,400 square feet of retail space, a 44,400 square-foot community recreation center, and 176 parking spaces. If Madison Square Garden were to relocate to Ninth Avenue, no projected development would occur in the Tenth Avenue Corridor.

Other Areas (Subdistrict E)

No projected development is anticipated to occur in Subdistrict E by 2010, with or without the relocation of Madison Square Garden. In 2010, the only anticipated 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 in Chapter 2).

Hell's Kitchen (Subdistrict F)

It is anticipated that by 2010, some residential development would have occurred in Hell's Kitchen as a result of the Proposed Action. As shown on Figure 4-9, without relocation of Madison Square Garden, Projected Development Site 22 (between West 38th and West 39th Street on the west side of Ninth Avenue) would be redeveloped with approximately 124 dwelling units, 8,300 square feet of retail, and 27 parking spaces. Projected development on Site 22 would be comparable to anticipated development absent the Proposed Action.

If Madison Square Garden were to relocate to Ninth Avenue (Figure 4-10), not only would Projected Development Site 22 be redeveloped as described above, but an additional residential building would be constructed on the block just to the south. Projected Development Site 24, located on the west side of Ninth Avenue, between West 37th and West 38th Streets, would contain approximately 387 residential units, 17,400 square feet of retail floor area, and 128 parking spaces. The site is currently occupied by approximately 58 dwelling units, 15,200 square feet of retail space, and 37,000 square feet of transportation/utility square footage. No other land uses changes are anticipated as a result of the Proposed Action.

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 Convention Center Hotel; Projected Development Site 18; and Projected Development Site 19. The 1,500-room Convention Center Hotel would include banquet and ballroom space and a 350-space parking garage, and would be connected directly to the Convention Center. It would be located on the eastern half of the block between Eleventh and Twelfth Avenues and West 41st and West 42nd Streets, and would provide an entrance for both itself and the Convention Center on West 42nd Street.

Projected Development Site 18, located west of Eleventh Avenue, between West 42nd and West 43rd Streets, would be developed with 912 dwelling units, 23,376 square feet of retail, and parking for 301 cars. Projected Development Site 19, located on the south side of West 42nd Street, between Dyer and Tenth Avenues, would be redeveloped as a mixed-use building, with 816 dwelling units and 445,740 square feet of office use, plus 20,400 square feet of ground-floor retail, and 425 parking spaces. The additional commercial floor area would be generated through utilization of the District Improvement Bonus (DIB). Refer to Chapter 2, “Description of the Proposed Action,” for a complete description of the DIB.

Overall, projected development in 2010 would be similar to existing conditions and development expected in the Future Without the Proposed Action. However, on Projected Development Site 19, the large office component and additional density would occur only with the Proposed Action and would not be expected in the Future Without the Proposed Action. The Proposed Action would promote the Clinton District/42nd Street Corridor as a high-density residential and commercial neighborhood. The projected development and the Convention Center hotel would relate the Corridor more strongly to the tourist activities on the 42nd Street waterfront, Times Square, nearby theaters, and the newly expanded Convention Center to the south. No significant land use impacts are anticipated as a result of the Proposed Action.

Garment Center

In both scenarios (without and with Madison Square Garden relocation), the Proposed Action would result in development of a residential building on Projected Site 37 in the Garment Center District. Located between West 38th and West 39th Streets, the building would contain an estimated 289 dwelling units, 7,406 square feet of ground floor retail, and 95 parking spaces. The projected mixed-use building would be adjacent to residential buildings on Ninth Avenue, in a block with other residential uses, and so would be compatible with and supportive of surrounding uses.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

The Proposed Action is not expected to result in any land use changes on the 2 Penn Plaza site, the south side of West 31st Street, between Eighth and Ninth Avenues, or the portion east of Eighth Avenue between West 29th and West 30th Streets; therefore, significant adverse land use impacts are not anticipated.

Convention Center Corridor

By 2010, with completion of the Convention Center Expansion and the Multi-Use Facility, demolition and relocation of the Quill Bus Depot, and construction of the relocated DSNY and NYPD Tow Pound facility, the entire corridor would be transformed. The predominant land use would be commercial and entertainment. This area would contain approximately 12 acres of new open space. The block from West 33rd to West 34th Street would be transformed by a 3.6-acre, 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 also be constructed atop the DSNY and Tow Pound facility. This roughly 3.6-acre facility would include active recreational facilities such as ballfields. If the DSNY and NYPD Tow Pound choose to relocate to other sites, the park would be constructed at-grade.

Transportation uses would remain generally below grade from West 30th to West 34th Streets, and on the block designated to accommodate the DSNY and NYPD Tow Pound facility. However, this use would no longer predominate in the corridor.

With the Proposed Action, by 2010, the rail yards and parking uses that dominate the corridor would be replaced by an expanded Convention Center, the Multi-Use Facility and substantial new open space. The Convention Center would expand four blocks north to West 42nd Street, and one block south to West 33rd Street, the Multi-Use Facility would be constructed and in operation between West 30th and West 33rd Streets, and 3.6 acres of new open space would be created on the full-block bounded by West 33rd and West 34th Streets, with truck marshalling associated with the Convention Center located below-grade. In addition, other transportation functions could also be located within this block, including LIRR train storage. These uses would be implemented only upon consideration of the marshalling, parking, and other needs of the Convention Center and would be subject to additional environmental reviews, if necessary.

If only phase one of the Convention Center Expansion is complete by 2010, the building would extend from the south side of West 33rd Street to West 40th Street. The functions proposed for the southerly block would be constructed, as would the proposed open space. The rooftop open space would comprise two acres. The Quill Bus Depot would not yet be relocated. A temporary bridge between the Convention Center Hotel and the Convention Center would be constructed above the Quill Bus Depot and West 40th and West 41st Streets. With this arrangement, a major transportation use, the Quill Bus Depot, would remain. However, the rest of the transportation uses, i.e., Caemmerer Yard and the block due north of the existing Convention Center, would be transformed to commercial entertainment, exhibition, and convention uses, with largely the same land use effect as the full build-out of the Convention Center.

b) Zoning

Overview

By 2010, With the Proposed Action, the proposed zoning district designations and Special District modifications would be in effect. The analysis presented below summarizes and compares the existing and proposed zoning regulations. For a detailed description of the existing zoning districts, see the Existing Conditions section above. For a detailed description of the proposed zoning districts, see Chapter 2, "Description of the Proposed Action."

Large Scale Plan (Subdistrict A)

The Proposed Action would change the underlying zoning in the Large Scale Plan from M1-5 and C6-2 zoning districts to a C6-4 zoning district.

As depicted in Figure 2-5, the proposed rezoning would change the existing zoning to allow a broad range of uses and densities in the Special Hudson Yards District. The Large Scale Plan (Subdistrict

A) would be substantially commercial in use, with limited permitted residential and community facility uses. The eastern portion of Caemmerer Yard (Subarea A1) would be zoned to permit a maximum FAR of 19 including 18 FAR of commercial floor area and 6 FAR of residential floor area. In addition, since the eastern portion of Caemmerer Yard is intended to have significant open space, and the site would generate more floor area than may be accommodated on site in a well-planned manner, 10 FAR would be permitted to be distributed northward to the sites along Eleventh Avenue to West 41st Street and along Tenth Avenue to West 36th Street. Of this 10 FAR of distributed floor area, up to 5 FAR could be residential, or all the floor area could be commercial.

Sites in Subarea A2 would be permitted a commercial base FAR of 10 above which an additional 8 FAR could be obtained through utilization of the DIB. Additional floor area, without limit, could be distributed from the eastern portion of Caemmerer Yard under the regulations of the Large Scale Development. Above an FAR of 20, including distributed floor area, up to 4 FAR could be used for residential floor area.

Sites in Subarea A3 would be permitted a commercial base FAR of 10, above which an additional 8 FAR could be obtained through utilization of the DIB. Additional floor area, up to a maximum of 24, could be distributed from the eastern portion of Caemmerer Yard under the regulations of the Large Scale Development. Above an FAR of 20, including distributed floor area, up to 4 FAR could be used for residential floor area. Within all of Subdistrict A, community facility use would be limited to 2 FAR.

The Proposed Action would substantially increase densities in the Large Scale Plan and permit residential and community facility uses, which are not allowed under the existing zoning. For commercial uses currently within in the M1-5 district, the base FAR would be increased from 5 to 10. In areas currently zoned C6-2, the base FAR would increase from 6 to 10. These FARs could be further increased through utilization of the DIB and the redistribution of floor area from the eastern portion of Caemmerer Yard. Development generated as a result of the proposed rezoning would transform the Large Scale Plan into a high-density, mixed-use neighborhood, with office, retail, and residential uses.

Farley Corridor (Subdistrict B)

The Proposed Action would change the existing M1-5, M1-6, and C6-2 zoning districts to a C6-4 zoning district.

The Proposed Action would rezone Subdistrict B to a C6-4 zoning district. Allowable uses would be similar to those of Subdistrict A, but at slightly lower FARs. The maximum commercial FAR would be 18 west of Dyer Avenue (Subarea B1) and 15 between Dyer and Eighth Avenues (Subarea B2). The 8 and 5 FAR above the base of 10 FAR for Subareas B1 and B2, respectively, could be achieved through utilization of the DIB. Subarea B1 would permit up to 6 FAR for residential use; the remaining floor area would be required to be commercial, except that up to 2 FAR would be permitted for community facilities. Residential uses would not be permitted in Subareas B2 or B3. In Subarea B3, east of Eighth Avenue, the floor area regulations would be similar to those for Subarea B2. Additionally, a floor area bonus of 4.5 FAR up to a maximum of 19.5 would be available, by special permit, for enhancing the pedestrian environment and providing improvements for public access to transit facilities in the vicinity of Penn Station. Furthermore, by allowing development above the railroad right-of-way, the proposed zoning would encourage high-density office development at densities consistent with the adjacent planned redevelopment of the Farley Building.

Under the Proposed Action, the redevelopment of Projected Development Site 33 would be required to provide a publicly accessible, covered pedestrian space in line with West 32nd Street connecting the Lincoln Tunnel approach bridge with the former Westyard Distribution building (Projected Development Site 31). The covered pedestrian space would be enclosed, have a roof of transparent

material, provide direct access to any adjacent buildings, and have retail uses fronting upon at least 50 percent of its northern and southern walls. Projected Development Site 33 would also be required to provide a publicly accessible, through-block connection, open to the sky, along its western boundary. This connection would have a minimum width of 20 feet and would provide a direct connection with the covered pedestrian space.

34th Street Corridor (Subdistrict C)

The Proposed Action would change the existing underlying C6-2M zoning district to a C6-4 zoning district.

The proposed C6-4 zoning district would allow a mix of uses, as described above for the Large Scale Plan, with base FARs of 10 for commercial uses and 7.5 for residential uses. An additional 3 FAR over the base commercial FAR of 10 could be achieved through utilization of the DIB, for a maximum commercial FAR of 13. A 2.5 FAR increase over the base residential FAR of 7.5 could be achieved through use of the DIB. An additional 2 FAR could be attained through use of the Inclusionary Housing bonus, for a maximum residential FAR of 12.0.

As discussed above, the Proposed Action would eliminate the preservation requirements of the C6-2M district, allow the same commercial and residential uses as those permitted under the C6-4 zoning district, and increase the maximum commercial FAR from a base of 10 to a maximum of 13, achieved through utilization of the DIB. Overall, the Proposed Action would increase the allowable commercial and residential floor area, consistent with creating a more dense, mixed-use neighborhood.

Tenth Avenue Corridor (Subdistrict D)

The Proposed Action would change the underlying zoning in the Tenth Avenue Corridor from C6-3 and M1-5 zoning districts to a C2-8 zoning district.

The proposed C2-8 zoning district would limit commercial FAR and promote residential development. In Subarea D1, west of Tenth Avenue, the 2 FAR commercial base available in the underlying C2-8 district could be increased to a maximum of 3 FAR through utilization of the DIB. The 7.5 FAR residential base available under the C2-8 district could be increased to 10 FAR through utilization of the DIB and from 10 to 12 FAR through utilization of the Inclusionary Housing bonus. The base community facility FAR of 7.5 could be increased to 12 through utilization of the DIB. The FAR of all permitted uses combined would be limited to 15.

In Subarea D2, along the east side of Tenth Avenue, the 2 FAR commercial base available in the underlying C2-8 district could be also increased to 3 FAR through utilization of the DIB. The 7.5 FAR residential base available under the C2-8 district could be increased to 10 FAR through utilization of the DIB and from 10 to 12 FAR with the Inclusionary Housing bonus. The base community facility FAR of 7.5 could be increased to 12 through utilization of the DIB. The FAR of all permitted uses combined would be limited to 13.

Subdistrict D would provide a transition between Hell's Kitchen (Subdistrict F) to the east and the Large Scale Plan (Subdistrict A) to the west by providing appropriate density requirements compatible with the density requirements of the adjacent subdistricts. Higher densities would be allowed west of Tenth Avenue.

The Proposed Action would permit substantial amounts of new residential and community facility development along both sides of Tenth Avenue, constructed to a base FAR of 7.5, with an additional 4.5 FAR achieved through utilization of the DIB and use of the Inclusionary Housing bonus, for a maximum residential and community facility FAR of 12. It would decrease the allowable commercial densities from 5 FAR under the existing M1-5 district to 3 FAR under the proposed C2-8, consistent with creating a residential corridor along Tenth Avenue.

Other Areas (Subdistrict E)

The Proposed Action would change the underlying zoning in Other Areas (Subdistrict E) from C6-3 and M1-5 zoning districts to C6-4 and M1-6 zoning districts.

The Proposed Action would rezone Subareas E1 and E2 from C6-3, M1-5, and M1-6 zoning districts to a C6-4 zoning district. Given the close proximity of the PABT, residential uses would not be allowed in Subareas E1 and E2. The base commercial FAR in both Subareas E1 and E2 would be 10. The maximum commercial FAR would be 18, achieved by adding 8 FAR through utilization of the DIB. The base community facility FAR would be 2.

Subarea E3, located south of Penn Station, in the midblocks between Seventh and Eighth Avenues, would be rezoned from an M1-5 zoning district to an M1-6 zoning district and would permit manufacturing, commercial, and certain community facility uses to a maximum FAR of 12. The 2 FAR above the M1-6 base of 10 FAR could be achieved through utilization of the DIB.

The proposed zoning changes would preserve the existing uses and encourage commercial development, consistent with the existing commercial development and transportation uses surrounding these areas.

Hell's Kitchen (Subdistrict F)

The Proposed Action would rezone Hell's Kitchen from M1-5 and C6-2A zoning districts to C2-7A and C1-7A zoning districts. The existing C1-7A would be retained along portions of Ninth Avenue.

The C1-7A district, as described above, would be expanded to include the west side of Ninth Avenue, between West 35th and West 37th Streets. The remaining portion of Subarea F2, located on either side of Ninth Avenue, would retain the existing C1-7A zoning district. The proposed C2-7A district would be mapped over Subarea F1 (midblock between Ninth and Tenth Avenues) and would limit commercial development to an FAR of 2.0 and residential development to an FAR of 7.52 (R9 equivalent). Both subareas would have height and sign regulations, as described under Site Planning, Bulk, and Massing, and in Appendix A. The sign for the West 37th Street Arts Baryshnikov Center for the Dance would be conforming due to the provisions of the Proposed Action that would allow zoning lots with two or more theaters to project across the street line 4 feet 6 inches within ½ mile of the Theater Subdistrict of the Special Midtown District.

The proposed zoning in Hell's Kitchen would preserve and strengthen the existing low-scale residential built character of the neighborhood, while encouraging neighborhood retail uses. Ninth Avenue, in Hell's Kitchen, is characterized by walk-up tenement apartment buildings with active ground floor retail uses. The proposed zoning would decrease the commercial FAR for a portion of Subarea F2, encouraging development that would be more compatible with the existing character of the neighborhood. The proposed zoning would also encourage new residential infill development that would be permitted at medium densities and regulated by contextual envelopes.

Clinton District/42nd Street Corridor

The Proposed Action would not change the underlying C6-4 zoning district, which is mapped over much of the Clinton District/42nd Street Corridor. However, it would modify the C6-4 rules in this area and change a small area, currently zoned M2-3, to a C6-4 zoning district. For a detailed description of existing and proposed zoning regulations in the Clinton District/42nd Street Corridor, including parking regulations and design controls, see Chapter 2, "Description of the Proposed Action."

The Proposed Action would retain the existing C6-4 zoning district and would change the M2-3 district to a C6-4. The Special Clinton District would be divided into three subareas within the rezoning area, which collectively would be designated the 42nd Street Perimeter Area. The three subareas would allow maximum FARs of 12, 15, and 18, respectively. As described above, currently

this area permits a maximum FAR of 10 for commercial uses and FAR of 12 through utilization of the Inclusionary Housing bonus. The highest FAR would be available between West 41st and West 42nd Streets east of Tenth Avenue. Here an FAR of 18 could be achieved for commercial use through utilization of the DIB. The subdistrict between Tenth and Eleventh Avenues south of West 42nd Street would permit a maximum commercial FAR of 15, which would be achieved through utilization of the DIB.

The proposed zoning changes to the Clinton District/42nd Street Corridor would encourage dense development, consistent with existing development and with anticipated development in the Special Hudson Yards District just south of this area. Although the current C6-4 district would be retained and expanded, the maximum FARs that could be achieved would vary depending on location. In the area of the Clinton District/42nd Street Corridor closest to the Clinton neighborhood and to River Place, a typical C6-4 development, the maximum FAR would remain at 12, achieved through certain bonusing mechanisms. On the south side of West 42nd Street, east of Eleventh Avenue, however, the maximum FAR would be increased. In the block between Ninth and Tenth Avenue, and in the block on the east side of Ninth Avenue, the allowable maximum FAR with bonusing mechanisms would be 18. This location is just north of Subarea E1, which would have good access to the subway station and is slated for similarly dense commercial use, and just west of the 42nd Street Development Project, where the effective FARs are greater than 18. Between Tenth and Eleventh Avenues, also on the south side of West 42nd Street, the maximum FAR would be 15; this density would allow for a transition from the high-density Large Scale Plan Subdistrict to the medium- to high-density blocks to the north and west.

The Proposed Action would change the existing zoning by increasing the allowable commercial FAR in certain areas of the Clinton District/42nd Street Corridor; however, the changes would not be significant.

Garment Center

The Proposed Action would change the underlying zoning in the Preservation Area of the Special Garment Center District, bounded by Eighth and Ninth Avenues and West 35th and West 39th Streets, from M1-5 and M1-6 zoning districts to a C6-4M zoning district. For a detailed discussion of existing and proposed zoning regulations, including bulk and parking regulations, see Chapter 2, “Description of the Proposed Action.”

The Proposed Action would rezone the Preservation Area between Eighth and Ninth Avenues to a C6-4M zoning district, which would permit construction of new residential, commercial, or community facility uses. The proposed zoning would allow a base FAR of 10 for new commercial uses, with a maximum of 12 FAR with utilization of the DIB. The base FAR for new residential development would be 7.5 FAR, bonusable to 10 FAR through the DIB, with a maximum of 12 FAR achieved through utilization of the Inclusionary Housing bonus. Conversions to residential, commercial, or community facility uses, as per the underlying zoning district, would be permitted in buildings with less than 70,000 square feet of floor area. For larger existing buildings (70,000 square feet and above), the existing preservation requirements would apply to conversions to any use permitted by the underlying district.

The proposed zoning changes would permit residential uses and would increase the allowable FAR for commercial uses. As discussed above and in Chapter 2, “Description of the Proposed Action,” a modified version of the existing preservation requirements would still apply to buildings over 70,000 square feet. The Proposed Action would not result in a significant change in the land use characteristics of these larger buildings, some of which are occupied in these midblock areas by non-industrial and non-apparel-related uses, a trend expected to continue in the Future Without the Proposed Action. The potential effects of the Proposed Action on the garment industry are discussed in Chapter 5, “Socioeconomic Conditions.” The proposed rezoning would also include a 250-foot

height restriction, as described in Chapter 2, “Description of the Proposed Action.” Envelope controls for the new development would ensure consistency with the Garment Center District’s distinctive built form of high street wall loft buildings.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

The eastern portion of the superblock between West 31st and West 33rd Streets and Seventh and Eighth Avenues is currently occupied by the 2 Penn Plaza development. The development is within two zoning districts: its eastern frontage to a depth of 100 feet is within a C6-4 district of the Special Midtown District (10 FAR), while the western portion is within a C6-2 district (6.0 FAR).

The Proposed Action would change the underlying zoning on the Madison Square Garden site from a C6-2 zoning district to a C6-4 zoning district and place it within the Special Hudson Yards District. The west side of Seventh Avenue, between West 33rd and West 34th Streets, is currently zoned C6-6 and located within the Special Midtown District. The Proposed Action would extend the Special Midtown District, and the C6-6 zoning (15 FAR) between West 31st and West 33rd Streets to a depth of 250 feet, changing the zoning from C6-2 and C6-4 zoning districts to a C6-6 zoning district, consistent with the zoning on the block to the north (see Figure 2-5).

Convention Center Corridor

The Proposed Action would not modify the zoning in the Convention Center Corridor. The proposed Convention Center Expansion and Multi-Use Facility would be subject to State actions that would override local zoning requirements.

Special Districts

As described in Chapter 2, “Description of the Proposed Action,” the proposed rezoning would create a new special use district (Special Hudson Yards District), eliminate another (Special Javits Convention Center District), and make changes in three more (Special Clinton District, Special Garment Center District, and Special Midtown District). For a detailed description of existing and proposed zoning regulations, see Chapter 2, “Description of the Proposed Action.”

(a) Special Hudson Yards District

The new Special Hudson Yards District would be the key to permitting development to move forward at the densities required to accommodate anticipated new development demand. In creating this district, the proposed rezoning would institute two zoning tools for achieving appropriate development densities and desired amenities. The district would also contain parking requirements that herald a change in policy towards parking in periphery areas of Midtown Manhattan, as discussed below.

- ***Large Scale Development District.*** The rezoning would create within the Special Hudson Yards District a provision for the redistribution of floor area over the entire Large Scale Plan (Subdistrict A). This provision would allow floor area on the platform over the eastern portion of Caemmerer Yard to be distributed to predominately commercial development sites to the north, along Eleventh and Tenth Avenues. This floor area redistribution would facilitate the provision of public open space on the platform over the eastern portion of Caemmerer Yard.
- ***District Improvement Bonus (DIB).*** The DIB would be created as a bonus providing additional floor area to developments that contribute towards funding important improvements intended to serve new development in the Project Area, in particular the No. 7 Subway Extension and the Midblock Park and Boulevard System. Developers would be able to utilize the DIB to attain additional floor area. This mechanism would be available in all subdistricts of the Special Hudson Yards District, except the Hell’s Kitchen Subdistrict F. It would also be available to

increase commercial floor area in the Clinton District/42nd Street Corridor and to increase commercial floor area in the portion of the Garment Center District within the Project Area.

While individual lots may have FARs greater than those usually permitted by underlying zoning and, in the Large Scale Plan, greater than 21.6 (the City's traditional maximum), the overall effect districtwide is that densities within Hudson Yards would be generally consistent with the surrounding Midtown CBD, but the amount of public open space would be much greater. Other than the blocks along West 34th Street, between Tenth and Eleventh Avenues, blockwide densities would be at or below those generally found in the Midtown CBD.

- *New Parking Regulations.* The proposed Special Hudson Yards District would incorporate minimum parking requirements and a more flexible approach to enabling commercial parking within the district. Given the historic presence of parking as part of the land use mix in the Project Area, integrating the continued availability of parking as part of the rezoning is an appropriate element of the zoning actions. No adverse impacts from these specific parking provisions are anticipated.

(b) Special Clinton District

The Proposed Action would be consistent with the objectives of the Special Clinton District. Changes to the district would be made in the Perimeter Area only, and would involve actions to remove a small area of M2-3 zoning and to permit an increase in density on certain sites on the south side of West 42nd Street to FARs above the maximum 12 FAR currently allowed. Design controls would remain the same. New parking requirements would be the same as those of the Special Hudson Yards District.

(c) Special Garment Center District

The Proposed Action would be consistent with the objectives of the Special Garment Center District. As noted above, the rezoning proposal for the Special Garment Center District would affect the portion of the Preservation Area in the westerly portion of the district. The changes would recognize the continued land use evolution of the area, while continuing to provide for the preservation of adequate space in the midblocks of the Garment Center District for the future needs of apparel manufacturers, wholesalers, and showrooms.

(d) Other Areas to be Rezoned

As described above, the Proposed Action would change the underlying zoning on the Madison Square Garden site from a C6-2 zoning district to a C6-4 zoning district and place it within the Special Hudson Yards District. The east side of Seventh Avenue, between West 33rd and West 34th Streets, is currently zoned C6-6 and located within the Special Midtown District. The Proposed Action would extend the Special Midtown District, and the C6-6 zoning (15 FAR) between West 31st and West 33rd Streets to a depth of 250 feet, changing the zoning from C6-2 and C6-4 to a C6-6 zoning district, consistent with the zoning on the blocks to the north and east (see Figure 2-5).

c) Public Policy

There are no known significant public policies proposed for the Project Area by 2010. For a detailed description of public policy, see the discussion under Existing Conditions and 2010 Future Without the Proposed Action. Public policy within the Project Area is not expected to change. Land use changes anticipated as a result of the Proposed Action are anticipated to be consistent with known public policies, as described below.

Chelsea 197-a Plan

The Project Area overlaps the location of relevant areas covered under the Chelsea 197-a Plan in the area west of Eighth Avenue, south of West 31st Street. The plan is particularly concerned that the

row houses and Single Room Occupancy (SRO) housing available in the area north of the Penn South Houses be protected (West 29th to West 31st Streets, Eighth to Ninth Avenues). The Proposed Action proposes only one change in that sensitive area—along the south side of West 31st Street, between Eighth and Ninth Avenues. At this location, the existing C6-3X district on Eighth Avenue would be mapped, increasing the allowable FAR from 6.0 to 9.0 and adding contextual design requirements. This proposed change would provide a continuous C6-3X zoning district south of West 31st Street and west of Eighth Avenue. The Chelsea 197-a Plan recommended that the area south of West 31st Street and the areas east of Ninth Avenue be mapped as contextual zoning to maintain the community character, commercial uses, and higher built environment south of West 31st Street. The Chelsea Rezoning mapped the area east of Ninth Avenue for contextual zoning, but not the area south of West 31st Street. Therefore, the Proposed Action would be consistent with the Chelsea 197-a Plan.

Local Waterfront Revitalization Program

As discussed in Chapter 15, “Waterfront Revitalization Program,” the Proposed Action would be consistent with all policies of New York City’s Waterfront Revitalization Program in the 2010 analysis year.

Fashion Center Business Improvement District

As discussed in Chapter 5, “Socioeconomic Conditions,” the Proposed Action is consistent with recommendations by the BID for more flexible zoning regulations that create a more vital business district in the area.

34th Street Partnership

As described above, the 34th Street Partnership, a not-for-profit corporation, is a coalition of property owners, tenants, and city officials, working to revitalize a 31-block district in the heart of Midtown Manhattan. The Proposed Action would be compatible with the goals of the BID.

2. Primary Study Area

a) Land Use

In 2010, the impact of the Proposed Action in the surrounding primary study area would be minimal. The Convention Center Expansion, the Multi-Use Facility, and the DSNY/NYPD Tow Pound relocation site would all be west of Eleventh Avenue and separated from the primary study area to the east by several intervening blocks. To the north, the major changes would be 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 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 addition of 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, a use 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 would support and impel an existing trend in Clinton for the construction of new, and expansion of existing, entertainment uses.

The modest development projected for Hell’s Kitchen and the portion of the Garment Center District within the Project Area would 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 construction of

residential use would be complete in the portion of the Garment Center District within the Project Area.

To the south, the buildings adjacent to the DSNY/NYPD Tow Pound facility are similar in use and scale, so that the new facility would not contrast adversely with its neighbors. To the south, the Chelsea neighborhood is well established, and trends to increase residential development where possible have been under way for some time. It is unlikely that the developments completed by 2010 in the Project Area would influence these trends.

b) Zoning

While greatly increasing the overall development potential of Hudson Yards, the proposed zoning districts would be consistent with the adjacent core of the Midtown CBD, the Special Clinton District to the north, and the proposed Special West Chelsea District to the south. A key beneficial impact of the Proposed Action would be to ensure that there is sufficient land available to allow Manhattan to capture its share of future regional demand for commercial and residential development. Within the primary study area, the proposed Special West Chelsea District, located immediately to the south of the Project Area, would be the only significant zoning change anticipated by 2010 in the primary study area. For a detailed description, see the Zoning discussion under the 2010 Future Without the Proposed Action. As discussed above, land uses generated as a result of the Proposed Action would be compatible with the high-density commercial character of Midtown, the residential character of Clinton and Chelsea, and the mixed-use residential and commercial character of West Chelsea. Therefore, the Proposed Action would be consistent with zoning in the primary study area and is not expected to influence conditions in other areas of the City.

c) Public Policy

There are no known significant public policies proposed for the primary study area by 2010. For a detailed description of public policy, see the discussion under Existing Conditions and the 2010 Future Without the Proposed Action. Public policy within the primary study area is not expected to change. Land use changes anticipated as a result of the Proposed Action are anticipated to be consistent with known public policies, as described below.

Hudson River Park

The proposed open space on the full-block west of Eleventh Avenue, between West 33rd and West 34th Streets, the proposed active park on the full-block west of Eleventh Avenue, between West 29th and West 30th Streets, and the open space on the expanded Convention Center roof would be consistent with Hudson River Park policies. These new open spaces would thus support and enhance the Park and could potentially connect to it. Therefore, the provision of additional publicly accessible open space in the area by the 2010 analysis year would be compatible with Hudson River Park.

Fashion Center Business Improvement District

The Proposed Action would be consistent with the portion of the Fashion Center BID located within the primary study area, as described under the 2010 Future With the Proposed Action. As discussed in Chapter 5, "Socioeconomic Conditions," the Proposed Action would be consistent with recommendations by the BID for more flexible zoning regulations that create a more vital business district in the area.

34th Street Partnership

The portion of the 34th Street Partnership located within the primary study area extends from Park Avenue to Eighth Avenue, primarily between 33rd and 35th Streets. The district boundaries are irregular, and in some instances extend up to 36th Street in the vicinity of Sixth, Seventh, and Eighth Avenues. The southern boundary generally extends from Sixth to Seventh Avenues, roughly along

31st Street. As described under the Project Area, the Proposed Action would be compatible with the goals of the 34th Street Partnership.

3. Secondary Study Area

a) Land Use

In 2010, with the major exhibition, sports, and entertainment facilities open and operating, but with relatively little new commercial and residential development as yet complete, the impact of the Proposed Action on land use patterns in the secondary study area would be minimal. Visitors from out of town to these facilities could frequent hotels, restaurants, shops, and cultural facilities in the secondary study area, thus increasing activity associated with these uses, but this would be unlikely to influence the well-established land use patterns in the secondary study area. As noted, the presence of strong exhibition, sports, and entertainment uses in the Project Area could support and help promote an existing trend in Clinton towards new construction and expansion of entertainment uses.

b) Zoning

Overview

By 2010, the Proposed Action would be consistent with zoning in the secondary study area. For a description of zoning in the secondary study area, see the discussion under Existing Conditions and the 2010 Future Without the Proposed Action.

c) Public Policy

There are no known significant public policies proposed for the secondary study area by 2010. For a detailed description of public policy, see the discussion under Existing Conditions and 2010 Future Without the Proposed Action. Public policy within the secondary study area is not expected to change. Land use changes anticipated as a result of the Proposed Action are anticipated to be consistent with known public policies, as described below.

Hudson River Park

As discussed above, Hudson River Park extends from West 59th Street to Battery Park. The proposed open spaces would support and enhance Hudson River Park with additional publicly accessible open space by the 2010 analysis year, increasing accessibility to Hudson River Park. Therefore, the Proposed Action would be compatible with Hudson River Park policies in the Secondary Project Area.

Clinton Urban Renewal Plan

As described above under Existing Conditions in the secondary study area, the Clinton Urban Renewal Area is bounded by West 56th Street to the north, West 50th Street to the south, Tenth Avenue to the east, and Eleventh Avenue to the west. The Proposed Action would have no influence on the regulations or development in the Clinton Urban Renewal Area. Therefore, the Proposed Action would be compatible with the policies of the Clinton Urban Renewal Area.

G. 2025 FUTURE WITHOUT THE PROPOSED ACTION

Development of new residential and commercial uses is expected to continue between 2010 and 2025, and thereafter. As noted in Chapter 2, long-term population and employment projections indicate that New York City and the region will continue to grow through 2025 and beyond. Thus, while the projects identified as likely to be completed by 2010 (see Table 3-3 in Chapter 3, “Analytical Framework”) represent the majority of known projects at this time, it is anticipated that growth will continue and that new projects will be developed over time. Traditional patterns of growth are most

likely to continue to set development patterns, although public policy may amend and shape the specific locations of new development in the future.

In particular, it is anticipated that by the 2025 analysis year, two significant regional transportation improvements in the secondary study area would be implemented to further strengthen Manhattan's role as the primary CBD in the region. 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) Land Use

Overview

Similar to the 2010 Future Without the Proposed Action, several development sites associated with previous rezonings are anticipated to be redeveloped to their currently allowable FARs between the 2010 and 2025 analysis years (see Table 3-3 and Figure 4-11). 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 allowable. In all, by 2025 in the Future Without the Proposed Action, existing and future land uses on the Projected Development Sites would include approximately 4.2 million square feet of commercial uses (including office, retail, and hotel uses), 2,528 dwelling units, 563,526 square feet of parking, and between 137,402 and 299,709 square feet of auto-related uses.

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. It is anticipated that current land uses on Projected Development Sites 1, 2, 3, 4, 5, 6, 7, 8, 10, 12, and 46 would remain, as described in Chapter 3, "Analytical Framework."

Farley Corridor (Subdistrict B)

Projected Development Site 32 is anticipated to develop with a commercial building containing approximately 968,748 square feet of office space and 24,219 square feet of retail space. It is anticipated that existing uses would remain on Projected Development Sites 31 and 33, as described in Chapter 3, "Analytical Framework." Projected Development Site 45 would be occupied by an expanded Madison Square Garden, remaining at its present location. Beyond this development, it is likely that the completion of the Farley Building redevelopment in 2008 would lead to changes in Penn Station extending past 2010 (Figures 4-8 and 4-11).

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 commercial post office use 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 office development on Projected Development Site 32 would cover over a large portion of the Amtrak rail cut, and both it and the Farley Building redevelopment would add ground-floor retail and the pedestrian traffic associated with office and retail uses.

34th Street Corridor (Subdistrict C)

It is anticipated that Projected Development Site 43, located along Ninth Avenue between West 34th and West 35th Streets, would be redeveloped with a commercial office building with ground floor retail, pursuant to the existing C6-2M and C6-4 zoning (Figure 4-11). It is expected that current uses, as described in Chapter 3, “Analytical Framework,” would remain on Projected Development Sites 29, 30, and 43.

Tenth Avenue Corridor (Subdistrict D)

There are no known land use developments proposed for the Tenth Avenue Corridor (Subdistrict D), by 2025 in the Future Without the Proposed Action. It is anticipated that current uses, as described in Chapter 3, “Analytical Framework,” would remain on Projected Development Sites 9, 11, 13, 14, 23, 25 and 27. However, as under 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 would remain.

Other Areas (Subdistrict E)

There are no known land use developments proposed for the Other Areas Subdistrict (Subdistrict E) by the 2025 analysis year. It is anticipated that current uses, as described in Chapter 3, “Analytical Framework,” would remain on Projected Development Sites 20 and 36. In the Future Without the Proposed Action, a continuation of current trends can be expected. This is particularly true in Subarea E2, which is part of the Special Garment Center District preservation area and so is quite similar to the Garment Center subarea of the Project Area (see Garment Center, below), and Subarea E3, which has been undergoing conversion from manufacturing to commercial uses.

Hell’s Kitchen (Subdistrict F)

As described in the Future Without the Proposed Action in 2010, Projected Development Sites 22 and 24 would be redeveloped as mixed-use residential and commercial buildings, pursuant to existing zoning. Projected Development Site 28, located along the west side of Ninth Avenue between West 35th and West 36th Street, would also be redeveloped as a mixed-use residential and commercial building pursuant to the existing C6-2A zoning, comprising 171 residential units, 16,849 square feet of ground-floor retail, and 5,616 square feet of office space. It is anticipated that current uses on Projected Development Sites 21 and 26 would remain, as described in Chapter 3, “Analytical Framework.” In total, approximately 537 residential units, 47,347 square feet of ground floor retail, and 5,616 square feet of new office space would be developed on three sites by the 2025 analysis year (Figure 4-11).

Clinton District/42nd Street Corridor

One additional residential development is anticipated to occur in the Clinton District/42nd Street Corridor by the 2025 analysis year. As described in Chapter 3, “Analytical Framework,” Projected Development Site 17 would be redeveloped with a mixed-use residential building with ground floor retail, pursuant to the existing C6-4 zoning. It is anticipated that existing land uses would remain on Projected Development Sites 15, 16, and 35, as described in detail in Chapter 3. The projected

development anticipated for the Clinton District/42nd Street Corridor would reinforce current trends for high-rise residential uses with commercial and retail uses (Figure 4-11).

Garment Center

There are no known land use developments proposed for the portion of the Garment Center District within the Project Area by the 2025 analysis year. It is anticipated that existing land uses on Projected Development Sites 38, 39, 40, 41, and 42 would remain, as described in Chapter 3. However, like the other sections of the Project Area, it is likely that current trends would continue. These would include an increase in land uses that can be classified as commercial, rather than manufacturing or industrial, and a tendency towards residential conversion of loft buildings. Nonetheless, major land use changes are not anticipated in the Future Without the Proposed Action.

Other Areas to be Rezoned: 2 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. It is anticipated that existing uses, as described in Chapter 3, “Analytical Framework,” would remain on Projected Development Site 44.

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 are expected to remain essentially the same in the Convention Center Corridor. The corridor would continue to be dominated by the Convention Center and a superblock transportation use—the western portion of Caemmerer Yard.

b) Zoning

No significant zoning changes are proposed for the Project Area for the 2025 analysis year.

c) Public Policy

For 2025, there are no known significant public policy changes proposed for the Project Area.

2. Primary Study Area

a) Land Use

Commercial and residential development are expected to continue in the primary study area between 2010 and 2025 as a continuation of trends foreseen for 2010. As previously described, development south of West 27th Street associated with the proposed Special West Chelsea District is anticipated by the 2010 analysis year. Additional development in West Chelsea would also occur between 2010 and 2025 in the area north of West 27th Street. Specifically, an additional 1,340 residential units and 138,182 square feet of retail are anticipated to be developed between 2010 and 2025.

In total, approximately 3,291 residential units, 22,905 square feet of retail, and 198,726 square feet of community facility space would be developed in the portion of West Chelsea located in the primary study area (south of West 27th Street and north of West 18th Street) by the 2025 analysis year.

b) Zoning

It is assumed that without the Proposed Action, the primary study area would reflect existing zoning, special district designations, and zoning proposals approved by 2010. Zoning variances are expected to continue to be sought for individual parcels, but no specific proposals have been identified at this time. Additionally, zoning changes could also occur in association with future development projects that have not been planned at this time.

c) Public Policy

For 2025 there are no known significant public policy changes proposed for the primary study area.

3. Secondary Study Area

a) Land Use

Commercial and residential development is expected to continue in the secondary study area between 2010 and 2025 as a continuation of trends foreseen for 2010.

As previously mentioned, UNDC and Con Edison redevelopment programs in Midtown East are anticipated to have a majority of development projects completed by the 2010 analysis year. However, both programs are anticipated to have further development occur after 2010. Once the renovation of existing U.N. buildings is completed, employees would likely move back and the U.N. would be able to consolidate its UNDC office space in the new building. Redevelopment of some of the Con Edison properties is also expected to occur after 2010.

The MTA LIRR East Side Access project would provide LIRR service to Grand Central Terminal, and the proposed Second Avenue Subway project is expected to be completed by 2025. As discussed above, these projects are expected to improve service to Midtown East and thus add to the area's attraction for new development.

b) Zoning

It is assumed that without the Proposed Action, zoning in the secondary study area would reflect existing zoning, special district designations, and zoning proposals approved by 2010. Additionally, zoning changes could also occur in association with future development projects that have not been planned at this time.

c) Public Policy

For 2025 there are no known significant public policy changes proposed for the secondary study area.

H. 2025 FUTURE WITH THE PROPOSED ACTION

1. Project Area

a) Land Use

Overview of Major Land Use Changes

The new development that would define the new Hudson Yards community is expected to be largely complete by 2025, adding many new commercial, residential, and mixed-use projects to the baseline of public facilities completed by 2010. As a result, the low-scale and underutilized Project Area would be transformed into a mixed-density, mixed-use, 24-hour community.

As shown on Figures 4-12 and 4-13, the entire Project Area would be transformed with a mix of commercial, residential, retail, open space, and entertainment uses that would replace sites that are largely vacant or underutilized, support and enhance the area's distinctive subdistricts, and cover over most of the transportation infrastructure that has fractured the area's land use patterns. Substantial below-grade parking would be provided on many of the projected development sites.

As represented in Figures 4-12 and 4-13, this change in land use pattern is based on a major increase in the overall floor area in the Project Area, including roughly 42 million square feet anticipated in the reasonable worst-case development scenario.

As discussed below, the substantial new development would:

- Transform the Large Scale Plan and the Farley Corridor into major, dense Manhattan commercial districts with predominantly commercial uses and a mix of retail, entertainment, and residential uses, served by the No. 7 Subway Extension;
- Strengthen and enhance the Hell’s Kitchen neighborhood on Ninth Avenue by promoting moderate-density, primarily residential redevelopment on Ninth Avenue and in the adjacent Garment Center area to the east and in areas to the west of Ninth Avenue;
- Create a moderate-to-dense 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, denser 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 PABT and the proposed No. 7 Subway Extension Intermediate Station;
- Strengthen the Clinton District/42nd Street Corridor as a dense, primarily residential district with a strong entertainment and retail component;
- Change the Project Area portion of the Garment Center District’s land use pattern to a viable mix of commercial, manufacturing, and residential uses, by permitting a limited amount of new development at a density more in keeping with surrounding densities;
- 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 have been completed by 2010 (see discussion above);
- Include approximately 23.83 acres of new open space, which would provide connectivity to neighborhoods north and south of the Project Area.

In the descriptions of projected development below, the Existing and Future Without the Proposed Action conditions are the same unless otherwise noted.

Large Scale Plan (Subdistrict A)

With the Proposed Action, land use in the Large Scale Plan would be greatly changed compared to the Future Without the Proposed Action. The dominance of transportation use would be gone (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. As shown on Figures 4-12 and 4-13, the Midblock Park and Boulevard System would extend from West 33rd to West 39th Street, and from there would cross over the Lincoln Tunnel entrance on a pedestrian bridge, to reach to and beyond the Large Scale Plan’s northern boundary at West 41st Street. The proposed Midblock Park and Boulevard System would also serve to distinguish between the large scale commercial and entertainment uses along Eleventh Avenue and in the Convention Center Corridor and the new residential uses in the Tenth Avenue Corridor.

The deck over the eastern portion of Caemmerer Yard would support a mix of uses, including a major open space/plaza, a hotel, and a mix of primarily commercial uses, with some residential uses, as well. 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 would be dominant, but ground-floor retail and residential uses would be present as well. An approximately 950-space public parking garage would be constructed beneath the Midblock Park and Boulevard System between West 34th and West 36th Streets. This, along with below-grade parking on most of the projected development sites, would accommodate the parking demand generated throughout the Rezoning Area.

These uses would occur regardless of whether Madison Square Garden were to relocate 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 Street, a large office building, with ground-floor retail, would be developed in the scenario without relocation of Madison Square Garden. In the scenario with relocation of Madison Square Garden, that site would not be redeveloped as a result of the Proposed Action. Projected Development Sites 1, 2, 3, 4, 5, 6, 7, 8, 10, and 12 would be redeveloped with or without Madison Square Garden relocation. Projected Development Site 46 is anticipated to be developed only in the scenario in which Madison Square Garden remains at its present location, as described below.

- Projected Development Site 1, located on the eastern rail yard, would include approximately 4.3 million square feet of office space, 170,000 square feet of retail, 500,000 square feet of hotel space, 100,000 square feet of community facility space, 570 dwelling units, and 450 parking spaces. Projected development would visibly replace the eastern portion of Caemmerer Yard.
- Projected Development Site 2, located on the east side of Eleventh Avenue, between West 33rd and West 34th Streets, would include approximately 1.3 million square feet of office space and 12,450 square feet of retail. Projected Development Site 2 would replace 73,895 square feet of manufacturing floor area and approximately 209,578 square feet of other commercial floor area.
- Projected Development Site 3, located on the west side of Tenth Avenue, between West 33rd and West 34th Streets, would include approximately 2.9 million square feet of office floor area, 16,020 square feet of retail use, and 1,000 parking spaces. This development would replace approximately 275,138 square feet of other commercial space, 5,490 square feet of retail, 61,625 square feet of industrial/manufacturing space, 2,000 square feet of vacant land, and six dwelling units.
- Projected Development Site 4, located on the east side of Eleventh Avenue, between West 34th and West 35th Streets, would contain approximately 1.7 million square feet of office space, 14,550 square feet of retail space, and 194 dwelling units. Projected Development Site 4 would replace a parking lot, approximately 7,736 square feet of vacant land, 14,000 square feet of other commercial space, and 25 dwelling units.
- Projected Development Site 5, located on the west side of Tenth Avenue, between West 34th and West 35th Streets, would include approximately 2.1 million square feet of office space, 20,250 square feet of retail space, 270 dwelling units, and 830 parking spaces. This development would replace an approximately 132,000-square-foot parking lot, 2,180 square feet of auto-related uses, 81,000 square feet of other commercial floor area, and thirteen dwelling units.
- Projected Development Site 6, located on the east side of Eleventh Avenue, between West 35th Street and West 36th Street, would contain approximately 1.4 million square feet of office space, 18,240 square feet of retail space, and 243 dwelling units. Projected development would replace approximately 58,274 square feet of industrial/manufacturing space and 49,475 square feet of open space. The open space is the existing Javits Plaza, a rarely used passive open space with sparse greenery.
- Projected Development Site 7, located on the west side of Tenth Avenue, between West 35th and West 36th Streets, would contain approximately 1.4 million square feet of office space, 15,000 square feet of retail space, 255 dwelling units, and 590 parking spaces. This development site

would replace a 17,275-square-foot parking lot, approximately 251,139 square feet of industrial/manufacturing space, and 4,186 square feet of retail.

- Projected Development Site 8, located on the east side of Eleventh Avenue, between West 36th and West 37th Streets, would contain approximately 1.4 million square feet of office space, 17,000 square feet of retail space, 243 dwelling units, and 450 parking spaces. It would replace a 9,281-square-foot parking lot, approximately 10,100 square feet of auto-related uses, 64,175 square feet of transportation/utility uses, and 1,250 square feet of retail space.
- Projected Development Site 10, located on the east side of Eleventh Avenue, between West 37th and West 38th Streets, would contain approximately 1.5 million square feet of office space, 10,130 square feet of retail space, 268 dwelling units, and 620 parking spaces. Development Site 10 would replace a 14,742-square-foot parking lot, approximately 20,471 square feet of industrial/manufacturing uses, 35,218 square feet of auto-related uses, 62,414 square feet of transportation/utility space, and 10,000 square feet of retail space.
- Projected Development Site 12, located on the east side of Eleventh Avenue, between West 38th and West 39th Streets, would contain approximately 1.7 million square feet of office space, 21,870 square feet of retail space, 292 dwelling units, and 674 parking spaces. Projected development would replace a 55,000-square-foot parking lot, 52,000 square feet of auto-related uses, and 7,400 square feet of retail space.
- Projected Development Site 46 is anticipated to develop in the scenario in which Madison Square Garden remains at its present location. In this scenario, Site 46, located on the east side of Eleventh Avenue, between West 40th and West 41st Streets, would contain approximately 1.9 million square feet of office space and 25,500 square feet of retail space. Currently, the site contains a 162,307-square-foot automobile dealership.

As described above, these uses would transform the Large Scale Plan (Subdistrict A) into a vibrant, mixed-use community served by the extension of the No. 7 Subway, and a chain of new, publicly accessible open spaces. No significant land use impacts are anticipated.

If the potential development sites on the block bounded by Tenth and Eleventh Avenues and West 39th and West 40th Streets were developed instead of the more southerly 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. Development on potential development sites would result in the same overall effects as the projected development sites, and no significant adverse impacts are anticipated.

Farley Corridor (Subdistrict B)

The Farley Corridor is also expected to undergo substantial change as a result of the Proposed Action. Because it is in this Subdistrict that the relocation of Madison Square Garden would potentially take place, the discussion below distinguishes between the two resulting land use scenarios, as appropriate.

Regardless of the Madison Square Garden relocation, Projected Development Site 31, which contains the former Westyard Distribution building, located on the east side of Tenth Avenue, between West 31st and West 33rd Streets and the Lincoln Tunnel approach road, would contain approximately 377,708 square feet of office space, 828 dwelling units, and 405 parking spaces, all generated as a result of the Proposed Action. If Madison Square Garden were to remain at its present location, Projected Development Sites 32 and 33 (projected to be developed in 2010) would occupy the west side of Ninth Avenue, between West 31st and West 33rd Streets, and Projected Development Site 45 would contain an expanded Madison Square Garden, with 23,000 seats. On Projected Development Site 32, the Proposed Action would generate approximately 1.3 million square feet of office space

and 24,219 square feet of retail space. Projected Development Site 33 would be constructed by 2010 and is described above.

If Madison Square Garden were to relocate to Ninth Avenue, it would occupy Projected Development Site 34 (a combination of Projected Development Sites 32 and 33), and would contain 23,000 seats, approximately 316,710 square feet of office space, and 62,790 square feet of retail space. Projected Development Site 45, located on the site of the existing Madison Square Garden, would be occupied by a commercial office development, containing approximately 4.6 million square feet of office space, 1 million square feet of hotel floor area, and 133,000 square feet of retail space.

In either scenario, the Amtrak rail cut would no longer be visible as a major land use, and the Farley Corridor (Subdistrict B) would become strongly commercial, with a mix of office, retail, and entertainment uses, supported by a new transportation hub and some residential uses, as well. As described above, these new land uses would transform the existing rail yards and underutilized sites into a high-density, commercial corridor. No significant adverse impacts to land use are anticipated.

Potential development sites in the Farley Corridor would be located along the south side of West 31st Street. These sites would be substantially smaller than other sites in the Corridor, and so would most likely be potential substitutes for projected development elsewhere in the Project Area. As shown on Figures 2-12 and 2-13, these sites, which would be the same with and without the relocation of Madison Square Garden, could include office uses on the block between Ninth and Tenth Avenues. No significant adverse impacts are anticipated from development on these potential development sites.

34th Street Corridor (Subdistrict C)

In both scenarios, with and without the relocation of Madison Square Garden, Projected Development Sites 29, 30, and 43 would be redeveloped. On Projected Development Site 29, located on the east side of Tenth Avenue, between West 34th and West 35th Streets, the Proposed Action is expected to generate approximately 12,753 square feet of retail space, 135 dwelling units, and 45 parking spaces above those of the Future Without the Proposed Action—currently, the site contains 18 dwelling units and 6,700 square feet of parking and auto-related uses. On Projected Development Site 30, located on the west side of Ninth Avenue between West 33rd and West 34th Streets, the Proposed Action would generate approximately 2,683 square feet of retail space, 191 dwelling units, and 64 parking spaces, above the anticipated 15,000 square feet of retail space and 22 dwelling units, which would occupy the site absent the Proposed Action. On Projected Development Site 43, located on the east side of Ninth Avenue, between West 34th and West 35th Streets, the Proposed Action would generate approximately 308 dwelling units with 102 parking spaces. Absent the Proposed Action, this site would be occupied by approximately 295,000 square feet of office space, 23,000 square feet of retail space and 11,400 square feet of community facility space (which includes the West Side Jewish Center, expected to remain with the Proposed Action). This site is currently occupied by 14,175 square feet of vehicle parking, 11,430 square feet of retail space, and the West Side Jewish Center, which contains approximately 11,400 square feet of community facility space.

The dense development in this Corridor accounts for the relatively small number and size of projected development sites. However, all three sites are in highly visible corner locations, and their redevelopment for residential use would emphasize and strengthen the residential component of this subdistrict, particularly in its western half. At the same time, the changes in Subdistrict B on Ninth Avenue just to the south of the 34th Street Corridor would promote and support the retail and commercial components of this mixed-use Subdistrict C. Therefore, no significant land use impacts are anticipated as a result of the Proposed Action.

It is possible that three small sites, all in the western half of the subdistrict, could potentially be developed. 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. Should some development occur on the Potential Development Sites, rather than the Projected Development Sites, no significant adverse land use impacts are anticipated.

Tenth Avenue Corridor (Subdistrict D)

Land uses in the Tenth Avenue Corridor would become more strongly residential as a result of the Proposed Action. Although the 10 to 12 FAR buildings would contain a mix of uses, the predominant use would be residential, as follows:

- Projected Development Site 9, located on the west of Tenth Avenue, between West 36th and West 37th Streets, would contain approximately 508 dwelling units, 50,000 square feet of office space, 33,110 square feet of retail space, 43,000 square feet of community facility use, and 170 parking spaces. The projected development would replace approximately 85,442 square feet of vacant land, 62,742 square feet of industrial/manufacturing space, 9,890 square feet of retail space, and 8 dwelling units.
- Projected Development Site 11, located on the west side of Tenth Avenue, between West 37th and West 38th Streets, would contain approximately 682 dwelling units, 65,320 square feet of office space, 52,300 square feet of retail space, and 225 parking spaces. Development Site 11 would replace an approximately 47,000-square-foot parking lot and 2,647 square feet of auto-related uses, 10,000 square feet of industrial/manufacturing space, 4,500 square feet of retail space, and 600 square feet of other commercial uses.
- Projected Development Site 13, located on the west side of Tenth Avenue, between West 38th and West 39th Streets, would contain approximately 624 dwelling units, 60,000 square feet of office space, 52,000 square feet of retail space, 52,000 square feet of community facility space, and 206 parking spaces. Projected Development Site 13 would replace approximately 14,200 square feet of auto-related uses, 40,000 square feet of industrial/manufacturing space, and 209,578 square feet of other commercial uses.
- Projected Development Site 14, located on the west side of Tenth Avenue, between West 40th and West 41st Streets, would contain approximately 333 dwelling units, 51,111 square feet of office space, 44,444 square feet of retail space, 44,444 square feet of community facility space, and 176 parking spaces. Absent the Proposed Action, the site would be occupied by a parking lot, 1,125 square feet of auto-related uses, and 48,842 square feet of community facility uses (which include St. Raphael's RC Church, assumed to remain with the Proposed Action).
- Projected Development Site 23, located on the east side of Tenth Avenue, between West 40th and West 41st Streets, would contain approximately 311 dwelling units, 37,020 square feet of retail space, and 103 parking spaces. Development on this site would replace an approximately 18,850-square-foot parking lot, 12,000 square feet of auto-related uses, 2,700 square feet of industrial/manufacturing uses, and 41 dwelling units.
- Projected Development Site 25, located on the east side of Tenth Avenue, between West 36th and West 37th Streets, would contain approximately 190 dwelling units, 14,715 square feet of retail space, and 63 parking spaces. Projected development would replace approximately 1,488 square feet of auto-related uses, 4,734 square feet of retail space, and 43 dwelling units.
- Projected Development Site 27, located on the east side of Tenth Avenue, between West 35th and West 36th Streets, would contain approximately 224 dwelling units, 18,301 square feet of retail space, and 74 parking spaces. Projected development would replace approximately 17,724 square feet of parking, 1,449 square feet of retail space, and 13 dwelling units.

The changes in development in the Tenth Avenue Corridor would meet the goal of the Proposed Action to provide a new 24-hour community with strong residential, office, and community facility uses, and would result only in beneficial effects. Therefore, no significant adverse land uses impacts are anticipated as a result of the Proposed Action.

Potential development in the Tenth Avenue Corridor could occur on 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) could include some commercial office space. Together, these buildings could provide approximately 500 dwelling units and 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 result in beneficial effects. No significant adverse impacts are expected should development occur on a subset of these Potential Development Sites.

Other Areas (Subdistrict E)

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, located on the east side of Tenth Avenue, between West 40th and West 41st Streets, would contain approximately 1.2 million square feet of office space, 17,640 square feet of retail space, and 419 parking spaces. The site currently contains approximately 301,069 square feet of community facility/institutional space and 2,800 square feet of industrial/manufacturing space. The 13-story residential building adjacent to Projected 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. It is anticipated that the developer of the office building would provide an entrance to the Intermediate Station, which would be constructed beneath West 41st Street adjacent to the site.

The change in land use and density would be substantial for Subarea E1. Relatively low-rise community facility uses would be replaced with high-rise commercial uses, resulting in beneficial effects which would contribute to the growing mixed-use character of neighboring 42nd Street.

In Subarea E2, development is projected on Development Site 36, on Eighth Avenue between West 40th and West 41st Streets. The Proposed Action would generate approximately 578,590 square feet of office space, 9,000 square feet of retail space, and 203 parking spaces. This development would use air rights from adjacent tenements, and therefore assumes the residences in the tenements. Absent the Proposed Action, this site would be occupied by approximately 47,252 square feet of retail space, 2,469 square feet of vacant space, and 38 dwelling units. The effect of this land use change would be to support current trends along Eighth Avenue—which have included the upgrading of loft buildings to office use. No significant land use impacts are anticipated as a result of the Proposed Action.

Potential development in Subdistrict E 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 smaller than buildings on Projected Development Sites and would be constructed utilizing air rights from adjacent lots. Development on the Potential Development Sites would not result in significant adverse land use impacts.

Hell's Kitchen (Subdistrict F)

It is anticipated that by 2025 the Proposed Action would generate residential development west of Ninth Avenue. Projected Development Sites 22, 24, 26, and 28 would be developed for residential use in Subarea F2. As discussed above under the 2010 Future With the Proposed Action, Projected Development Site 22 would be redeveloped by 2010, as would Site 24 if Madison Square Garden were to relocate. In the scenario in which Madison Square Garden would remain at its existing

location, Projected Development Site 24, located on the west side of Ninth Avenue, between West 37th and West 39th Streets, would be constructed by 2025, and would contain approximately 387 residential units, 17,445 square feet of retail floor area, and 126 parking spaces.

On Projected Development Site 26, located between West 36th and West 37th Streets and Ninth and Tenth Avenues, the Proposed Action would generate approximately 304 dwelling units, 12,678 square feet of retail space, and 100 parking spaces. Projected Development Site 26 would replace a 33,529-square-foot parking lot and 22,510 square feet of transportation/utility use. This development would transfer air rights from the Lincoln Tunnel approach road. The residential uses anticipated for Subarea F1 would strengthen the entire Hell's Kitchen neighborhood and help to lessen the disruptive influence of the ramps and roadways to the Lincoln Tunnel.

On Projected Development Site 28, the Proposed Action would generate 34 dwelling units (above the 171 dwelling units anticipated in the future absent the Proposed Action) and 68 parking spaces; however, it would result in a decrease in commercial office floor area of approximately 5,616 square feet and retail floor area of approximately 6,481 square feet, consistent with reinforcing the residential character of Hell's Kitchen. Absent the Proposed Action, it is anticipated that the site would be occupied by approximately 5,616 square feet of office space, 16,849 square feet of retail space, and 171 dwelling units, as described above. Currently, the site is occupied by 34,561 square feet of vehicle parking.

As described above, the Proposed Action would expand residential uses on Ninth Avenue, while limiting commercial uses to ground-floor neighborhood retail, reinforcing the residential character of Hell's Kitchen. No significant adverse land use impacts are anticipated as a result of the Proposed Action.

In addition to the projected residential and commercial development described above, it is anticipated that the Port Authority would construct a 450,000-square-foot bus garage on Development Site 21, which covers most of the midblock between Ninth and Tenth Avenues and West 38th and West 39th Streets. Currently, this site contains approach ramps to the Lincoln Tunnel. This would have the effect of organizing bus storage in one place, allowing for direct bus access to the PABT and to the Lincoln Tunnel, and freeing land elsewhere in the Project Area, currently used for bus storage, for more productive use.

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 occurring on any subset of these Potential Development Sites would, like the projected development described above, reinforce the residential character of Hell's Kitchen. No significant adverse land use impacts are anticipated.

Clinton District/42nd Street Corridor

By 2025, the Proposed Action would generate additional residential and commercial development in the Clinton District/42nd Street Corridor on Projected Development Sites 15, 16, 17, and 35. Development on Projected Development Sites 18 and 19 is described in the Future With the Proposed Action in 2010.

- Projected Development Site 15, located on the east side of Eleventh Avenue, between West 41st and West 42nd Streets, would contain approximately 265 dwelling units, 25,415 square feet of office space, 22,100 square feet of retail space, 22,100 square feet of community facility space, and 88 parking spaces. Development would replace approximately 92,486 square feet of other commercial use, an existing FedEx distribution facility.

- Projected Development Site 16, located on the south side of West 42nd Street, between Tenth and Eleventh Avenues, would contain approximately 222 dwelling units, 21,275 square feet of office space, 18,500 square feet of retail space, 18,500 square feet of community facility space, and 73 parking spaces. Absent the Proposed Action, this site would contain 5,376 square feet of other commercial uses.
- Projected Development Site 17 is located on the block between West 42nd and West 43rd Streets, and Eleventh and Twelfth Avenues, and would contain approximately 93 dwelling units (above the Future Without the Proposed Action condition of 377 dwelling units), approximately 12,000 square feet of retail space, and 155 parking spaces. The site is currently occupied by approximately 1,000 square feet of retail space, three dwelling units, and 38,000 square feet of vacant land adjacent to the Chinese Consulate building.
- On Projected Development Site 35, located on the east side of Ninth Avenue, between West 41st and West 42nd Streets, the Proposed Action would generate approximately 610 dwelling units, 332,613 square feet of office space, 10,183 square feet of retail, and 318 parking spaces. Absent the Proposed Action, this site would contain a parking lot and approximately 72,317 square feet of institutional/community facility use, 14,000 square feet of transportation/utility square footage, 19,328 square feet of retail space, 2,469 square feet of office space, 94 dwelling units, and 27,827 square feet of other commercial uses.

The projected development described above would support and expand existing trends in the Clinton District/42nd Street Corridor. Therefore, no significant adverse land use impacts are anticipated as a result of the Proposed Action.

Potential mixed-use residential and retail development in the Clinton District/42nd Street Corridor could occur at two 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 sites would contribute to the high-density residential and mixed-use land use pattern that characterizes the Clinton District/42nd Street Corridor. No significant adverse land use impacts are expected.

Garment Center

In addition to Projected Development Site 37, anticipated to be developed by 2010, development in the portion of the Garment Center District within the Project Area by 2025 is anticipated to occur on Projected Development Sites 38, 39, 40, 41, and 42 as described below.

- Projected Development Site 38, located on the south side of West 39th Street, between Eighth and Ninth Avenues, would contain 58 dwelling units, approximately 5,000 square feet of retail space, and 19 parking spaces. Projected development would replace approximately 55,473 square feet of industrial/manufacturing floor area.
- On Projected Development Site 39, adjacent to Projected Development Site 38, the Proposed Action would generate approximately 224 dwelling units (above the existing 43 dwelling units), 5,460 square feet of retail space, and 82 parking spaces. Projected development would replace approximately 11,000 square feet of office space, 1,950 square feet of retail space, 3,119 square feet of industrial/manufacturing space, 4,938 square feet of transportation/utility space, and 43 dwelling units.
- Projected Development Site 40, located on the south side of West 38th Street between Eighth and Ninth Avenues, would contain approximately 5,000 square feet of retail space, 84 dwelling units, and 21 parking spaces. Projected development would replace approximately 29,628 square feet of manufacturing/industrial space.

- Projected Development Site 41 is a through-block site, located between West 37th and West 38th Streets and Eighth and Ninth Avenues. The Proposed Action would generate approximately 581 dwelling units, 16,281 square feet of retail space and 192 parking spaces, and would result in a decrease of 30,000 square feet of industrial/manufacturing space. Absent the Proposed Action, the site would be occupied by approximately 83,300 square feet of manufacturing/industrial space and 76,531 square feet of parking.
- Projected Development Site 42, located on the north side of West 36th Street between Eighth and Ninth Avenues, would contain approximately 5,760 square feet of retail space, 76 dwelling units (including 18 dwelling units expected to remain), and 25 parking spaces. Absent the Proposed Action, the site would be occupied by approximately 7,125 square feet of manufacturing/industrial space and 18 dwelling units.

Projected development generated as a result of the Proposed Action would reinforce existing trends in the midblock area between Eighth and Ninth Avenues, in which buildings have been changing to a greater proportion of non-apparel-related commercial uses. By allowing new residential construction, the Proposed Action would increase the activity in the area and reinforce its attractiveness as a location for businesses that are generally compatible with residential uses. Therefore, no significant adverse land use impacts are anticipated as a result of the Proposed Action.

Potential Development Sites 72 to 89, in the portion of the Garment Center District within the Project Area, would be relatively small and could each be described as residential infill. In the unlikely event that all of these sites were redeveloped, land use patterns in the portion of the Garment Center within the Project Area would be residential. Like the projected development described above, no significant adverse land use impacts are anticipated should any subset of the Potential Development Sites be redeveloped.

Other Areas to be Rezoned: 2 Penn Plaza and C6-3X District

(a) 2 Penn Plaza

The discussion of the land use implications of the zoning changes proposed for the 2 Penn Plaza site can be found under 2010 Future With the Proposed Action.

(b) C6-3X District

By 2025, it is anticipated that Projected Development Site 44, located on the northeast corner of the block bounded by Eighth and Ninth Avenues and West 30th and West 31st Streets in the newly mapped C6-3X district, would be developed. It is expected to contain approximately 8,666 square feet of retail space, 69 dwelling units, and 23 parking spaces. The site is currently occupied by an 8,666-square-foot parking lot. Projected development on Site 44 would be compatible with adjacent land uses. Therefore, no significant land use impacts are anticipated as a result of the Proposed Action.

Along the south side of West 31st Street, Potential Development Sites 90 and 91 could contain mixed-use residential buildings with ground floor retail. If either of these sites were redeveloped, they would contain residential uses, compatible with nearby residential uses along Eighth Avenue. No significant adverse land use impacts are anticipated from development on Potential Development Sites 90 and 91. Potential 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. Residential development on this site would be an expansion of an existing use and would be consistent with adjacent residential uses along Eighth Avenue. Therefore, no significant adverse land use impacts are expected.

Convention Center Corridor

The discussion of land use changes in the Convention Center Corridor can be found under 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 rooftop open space and the Multi-Use Facility with its West 34th Street open space 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.

b) Zoning

As described in 2010 Future With the Proposed Action, the zoning districts would be in place by the 2010 analysis year. Therefore, zoning assessments for each of the proposed subdistricts were conducted for the 2010 analysis year only.

c) Public Policy

Chelsea 197-a Plan

By 2025, one Projected Development Site (Site 44) is anticipated to be developed in the proposed C6-3X district that lies within the Chelsea 197-a Plan area. The existing surface parking lot on this site would be redeveloped for medium-density residential use. This projected development would be compatible with and preserve the surrounding existing residential character. The Proposed Action would therefore be compatible with the Chelsea 197-a Plan in the 2025 analysis year.

Local Waterfront Revitalization Program

As noted in Chapter 15, “Waterfront Revitalization Program,” the Proposed Action would be compatible with all policies of the City’s Waterfront Revitalization Program in the 2025 analysis year.

2. Primary Study Area

a) Land Use

The Proposed Action would be compatible with land uses in the surrounding primary study area, and no significant adverse impacts are anticipated. The commercial and residential floor area generated as a result of the Proposed Action would relieve residential redevelopment pressure elsewhere in the primary study area, particularly in older, established neighborhoods such as Clinton, Chelsea, and portions of West Chelsea. Furthermore, it would relieve commercial and residential redevelopment pressure in the Garment Center blocks east of Eighth Avenue, an area containing a substantial number of apparel-related manufacturing and commercial land uses.

The development likely to occur on the north side of the Project Area, along the West 42nd Street corridor, would be compatible with the existing residential character of the Clinton neighborhood to the north. Development between Eighth and Ninth Avenues, in the portion of the Garment Center located within the Project Area, would be consistent with adjacent land uses. As discussed above, preservation requirements as they relate to apparel-related uses would continue to remain in place for buildings greater than 70,000 square feet. The projected residential and commercial retail development would occur on vacant lots or in smaller buildings, and would not affect adjacent land uses along Eighth Avenue and in the Garment Center blocks located east of Eighth Avenue. Land uses south of Madison Square Garden would be compatible with the higher-density development located in Midtown, east of Seventh Avenue. The projected development expected to occur in the Farley Corridor and the eastern portion of Caemmerer Yard, including substantial amounts of new

open space, would be compatible with the mixed-use residential development and open space south of West 30th Street in West Chelsea and Chelsea, between Ninth and Tenth Avenues.

b) Zoning

Zoning implications of the Proposed Action are described in Section E, 2010 Future With the Proposed Action.

c) Public Policy

Hudson River Park

By 2025, the proposed 7.5-acre open space area over the eastern portion of Caemmerer Yard and the approximately 4.6-acre Midblock Park and Boulevard System could provide opportunities for additional connection to Hudson River Park in addition to the open spaces that would be available in the 2010 analysis year. These new open spaces would thus support and enhance Hudson River Park with additional publicly accessible open space by the 2025 analysis year. Therefore, the Proposed Action would be compatible with Hudson River Park policies.

Chelsea Historic District

The Chelsea Historic District established by the LPC extends from Eighth to Tenth Avenues and West 19th to West 23rd Streets, within the primary study area. The Proposed Action would not influence development in the Historic District either directly (the rezoning does not go south of West 29th Street) or indirectly (the Proposed Action would not alter land use patterns in Chelsea) by the 2025 analysis year. Therefore, the Proposed Action would be compatible with the Chelsea Historic District.

The Fashion Center Business Improvement District

As described under 2010 Future With the Proposed Action and in Chapter 5, “Socioeconomic Conditions,” the Proposed Action is consistent with recommendations of the Fashion Center BID.

34th Street Partnership

As described under 2010 Future With the Proposed Action, the Proposed Action would be compatible with the goals of the BID.

3. Secondary Study Area

a) Land Use

The Proposed Action would not result in significant adverse impacts in the secondary study area. The additional commercial and residential floor area generated as a result of the Proposed Action would relieve pressure for redevelopment in other established neighborhoods within the secondary study area, accommodate substantially more office and retail space adjacent to Midtown Manhattan, and generally allow for the orderly redevelopment of land uses in the secondary study area.

b) Zoning

Zoning implications of the Proposed Action are described in Section E, 2010 Future With the Proposed Action.

c) Public Policy

There are no known significant public policies proposed for the secondary study area by 2010. For a detailed description of public policy, see the discussion under Existing Conditions and the 2010 Future Without the Proposed Action. Public policy within the secondary study area is not expected to change. Land use changes anticipated as a result of the Proposed Action are anticipated to be consistent with known public policies, as described below.

Hudson River Park

As discussed above, Hudson River Park extends from West 59th Street to Battery Park. The proposed open spaces would support and enhance Hudson River Park with additional, publicly accessible open space by the 2010 analysis year, increasing accessibility to Hudson River Park. Therefore, the Proposed Action would be compatible with Hudson River Park policies in the secondary study area.

Clinton Urban Renewal Plan

As described under Existing Conditions in the secondary study area, the Clinton Urban Renewal Area is bounded by West 56th Street to the north, West 50th Street to the south, Tenth Avenue to the east, and Eleventh Avenue to the west. The Proposed Action would have no influence on the regulations or development in the Clinton Urban Renewal Area. Therefore, the Proposed Action would be compatible with the policies of the Clinton Urban Renewal Area.

I. CORONA YARD

1. Existing Conditions

a) Land Use

No. 7 Subway cars are currently stored and maintained at the Corona Yard and Maintenance Facility (Corona Yard), located in the Flushing section of Queens. As shown in Figure 4-14, Corona Yard is located in an area characterized by large-scale recreational resources (Shea Stadium and the National Tennis Center), as well as the transportation infrastructure of the Corona Yard itself and adjacent LIRR facilities. The northern portion of the existing 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.

The Corona Yard site contains an existing maintenance building, tracks, and a refuse collection platform where work trains deposit trash from No. 7 Subway stations. The rail complex contains two sets of layup tracks used for storage, with 15 layup tracks to the east and 12 layup tracks to the west. The existing maintenance building is located west of the pedestrian walkway and south of the front yard layup tracks. Subway cars are washed in a separate enclosure at the maintenance facility on two-way tracks.

Approximately six new layup tracks would be added to Corona Yard for the storage of the trains required for the No. 7 Subway Extension. The new layup tracks would be located in the area northeast of the existing storage tracks, on a largely vacant portion of the MTA-owned yard north of Roosevelt Avenue and west of the Flushing River.

Within the 400-foot study area, residential uses are located west of Corona Yard, on the other side of the Grand Central Parkway. Single-family dwellings are found on the north and south sides of 41st Avenue, and several two-story apartment buildings are located on the north side of 40th Avenue, at the intersection of 114th Street. However, these residential uses are considerably distant from the proposed Corona Yard improvement that is part of the Proposed Action. Immediately adjacent to this parcel are automotive repair and auto part storage yards located along and on the side streets of

Willets Point Boulevard. A linear green space with lawn, trees, and benches traversing the western boundary of the study area is located along the eastern and western sides of Meridian Road and Roosevelt Avenue.

b) Zoning

Corona Yard is located within a light manufacturing zoning district (M1-1), which allows a wide range of manufacturing and related uses. M1 districts serve as industrial buffers to commercial or residential districts and must meet performance standards, such as those addressing noise, vibration, and odors, required by the Zoning Resolution. Public transit, railroad, or electric utility substations can be developed within an M1 zone, and such structures can be open or enclosed. Specifically, railroad rights-of-way, freight terminals, yards or appurtenances, and facilities or services used or required in railroad operations are permitted in M1 zones. However, railroad passenger stations are not allowed within this zone.

Additional manufacturing zones located in the 400-foot study area include an M3-1 district to the northwest (Figure 4-15). M3 districts are for heavy industries and are usually located near the waterfront and buffered from residential areas. Residential zones—R6B, R6, and R4—abut the site to the north, south, and west. R6B districts encourage low-rise buildings, typical of four-story row houses or apartment buildings found throughout Queens. R6 districts allow for medium-density housing, typically producing developments between three and 12 stories, and R4 districts are low-density zones in which detached, semi-detached, or single or two-family dwellings are allowed. R4 districts are widely mapped in all boroughs except Manhattan.

c) Public Policy

Downtown Flushing, located east of Corona Yard and on the opposite side of the Flushing Creek, is one of the City's fastest growing retail hubs. According to the Queens office of the DCP, during the 1980s, one million square feet of commercial space and 1.4 million square feet of residential development were constructed, yet the need for more commercial and residential development has continued. The DCP and EDC are conducting a feasibility study to promote continued economic growth in Downtown Flushing, the Flushing River waterfront, and the Willets Point peninsula. The study is being undertaken in response to the uncontrolled, haphazard commercial growth in the area.

The Downtown Flushing study will coordinate continued development of the CBD and mixed-use community. It will seek to create a more predictable process for the development of existing sites and promote sound future growth. New retail, office, and residential development of specific sites, and supporting transportation and open space will be promoted. The study will also attempt to identify opportunities to connect regional destinations, such as Shea Stadium and Flushing Meadows-Corona Park, to Downtown Flushing and its waterfront along the Flushing Creek.

2. 2010 Future Without the Proposed Action

a) Land Use

Independent of the Proposed Action, the MTA/NYCT has approved a reconfiguration and upgrading of Corona Yard to accommodate existing No. 7 Subway trains. Currently, some maintenance functions must be performed, off-line, at Coney Island Yards, which involves transporting the trains to that facility over 25 miles of track. The project includes a new Corona maintenance shop, a new Corona 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 a turnaround area for trains. Future plans at Corona Yard also include the installation of the new maintenance shop'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.

b) Zoning

No zoning initiatives are proposed that would affect Corona Yard or its immediate environs by the 2010 analysis year. Zoning initiatives may be proposed as a result of the current DCP and EDC feasibility study.

c) Public Policy

It is assumed that by 2010, the DCP and EDC feasibility study would be completed and its recommendations would start to be implemented.

3. 2010 Future With the Proposed Action

a) Land Use

The proposed improvement of Corona Yard associated with the Proposed Action would reintroduce rail yard activities to MTA-owned land northeast of the existing yard, which is currently vacant. 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, should the current DCP and EDC feasibility study for Flushing and Willets Point contemplate a different use in the area southeast of Willets Point Boulevard, the issue of compatibility with land use and with the plan would need to be addressed.

b) Zoning

There are no zoning changes at Corona Yard with the Proposed Action, which would conform to the M 1-1 underlying zoning.

c) Public Policy

The proposed improvement of Corona Yard is located on MTA-owned underutilized land and is adjacent to a historically active industrial district. While the outcome of the DCP and EDC planning study may result in new planning initiatives, it is assumed that the expansion of the yard would not have a material effect on public land use policy.

4. 2025 Future Without the Proposed Action

a) Land Use

From 2010 to 2025, no specific changes are 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.

b) Zoning

Without the Proposed Action, zoning in the Corona Yard study area is assumed to reflect existing zoning, special district designations, and zoning proposals approved by 2010.

c) Public Policy

Beyond the current DCP and EDC feasibility study, there are no known public policy changes proposed for the Corona Yard study area by 2025.

5. 2025 Future With the Proposed Action

a) Land Use

There would be no additional land use changes associated with the expanded rail yard between 2010 and 2025.

b) Zoning

With the expansion in place, there would be no zoning changes by 2025.

c) Public Policy

Between 2010 and 2025, there would be no new changes in the relationship of the Proposed Action with existing public policies in effect within the Corona Yard area. ❖