

**HK** HELL'S  
KITCHEN  
**SC** SOUTH  
COALITION

# Neighborhood Plan

**5/31/2019**



## Table of Contents

Executive Summary .....	4
Hell’s Kitchen South Coalition Background.....	7
History and Current Zoning .....	11
Air Quality .....	17
Transportation .....	21
Parks and Public Green Spaces .....	33
Residential Development with Affordable Housing.....	44
Commercial and Local Retail Uses .....	52
Infrastructure and Services .....	58
Implementation .....	60
Conclusion .....	65
Next Steps .....	65
Glossary of Abbreviations .....	66
Acknowledgments .....	67
Appendices.....	68

## Table of Figures

Figure 1: Proposed land uses .....	6
Figure 2: Town Hall meeting, April 18, 2016, photo: Yannic Rack, Chelsea Now .....	7
Figure 3: Existing land use and PA-owned property.....	9
Figure 4: Plan area, imagery ©2019 Google, map data ©2019 Google .....	10
Figure 5: Plan area census tracts, image ©OpenMapTiles ©OpenStreetMap contributors .....	11
Figure 6: 1920 Sanborn Map of current Port Authority Bus Terminal .....	12
Figure 7: Bus terminal site, 1929 – West 41 <sup>st</sup> St & 8 <sup>th</sup> Ave.....	13
Figure 8: Dyer Avenue and West 37 <sup>th</sup> St bridge in foreground.....	13
Figure 9: Dixie Bus Terminal, 241 West 42 <sup>nd</sup> St, 1930, image from scoutingny.com .....	13
Figure 10: Historical 9 <sup>th</sup> Ave retail .....	14
Figure 11: Paddy's Market on 9 <sup>th</sup> Ave .....	14
Figure 12: Special Hudson Yards District, Subdistricts & Subareas .....	15
Figure 13: Hudson Yards, photo by Related-Oxford / Xinhua / Redux.....	16
Figure 14: Outdoor Air Pollutants.....	18
Figure 15: Traffic Density .....	18
Figure 16: Bus congestion, unsafe pedestrian conditions, photo Brian Weber.....	19
Figure 17: Buses headed to Port Authority Bus Terminal, photo: Brian Weber .....	19
Figure 18: View of West 37 <sup>th</sup> St bridge over Dyer Ave from West 38 <sup>th</sup> St, photo: Brian Weber.....	21
Figure 19: Access to PABT and Lincoln Tunnel in Plan area.....	23
Figure 20: PABT ramps to the Lincoln Tunnel, photo: Brian Weber .....	24
Figure 22: Traffic on West 37 <sup>th</sup> St and 9 <sup>th</sup> Ave en route to the Lincoln Tunnel.....	24
Figure 21: Tunnel-bound traffic on 9 <sup>th</sup> Ave, photo: Brian Weber .....	24
Figure 23: Commuter bus parking, photo ©Google .....	25
Figure 24: Curbside bus terminal on West 34 <sup>th</sup> St, photo: Brian Weber .....	26
Figure 25: Tour bus unloading passengers on matinee day, photo: Brian Weber .....	26
Figure 26: Commuter buses crossing 9 <sup>th</sup> Ave, photo: Brian Weber .....	27
Figure 27: Bus infrastructure.....	28
Figure 28: Enclosed bus station, Helsinki, Finland.....	30
Figure 29: Enclosed bus access, Lyon, France, photo ©CC BY-SA 4.0.....	30

Figure 30: Dyer Avenue North Improvement Plan, source: Hudson Yards / Hell’s Kitchen Alliance, 2017.....32

Figure 31: Parks deficit in HKS, nycgovparks.org, ©The City of New York .....34

Figure 32: Hudson Boulevard Park, photo: Brian Weber .....35

Figure 33: Canoe Plaza, photo: Brian Weber .....36

Figure 34: Hell's Kitchen South open spaces .....37

Figure 35: HYHK Streetscape Plan .....38

Figure 36: HKS community feedback word cloud.....39

Figure 37: Existing and proposed open space .....40

Figure 38: Existing mid-block pedestrian connection on West 37th St (9/10), photo: Brian Weber .....42

Figure 39: 9th Ave, ground floor stores with apartments above, photo: Brian Weber .....44

Figure 40: Older housing, W 40th St, between 9th & Dyer Ave, photo: Brian Weber.....44

Figure 41: HKS affordable housing.....46

Figure 42: Proposed residential uses .....48

Figure 43: Proposed residential & commercial building heights.....49

Figure 44: International Foods on 9th Ave, photo: Brian Weber .....52

Figure 45: Sea Breeze Fish Market on 9th Ave, photo: Brian Weber .....52

Figure 46: Existing retail businesses in Hell's Kitchen South .....53

Figure 47: West 40th St. exterior of PABT, photo: Brian Weber .....55

Figure 48: Sculpture at Canoe Plaza, photo: Brian Weber.....57

Figure 49: HYHK Alliance neighborhood beautification project on West 37th St, photo: Brian Weber .....57

Figure 50: ChaShaMa collaboration with the Port Authority, photo: Brian Weber .....57

Figure 51: Illustration of Transfer of Development Rights (TDR) .....60

Figure 52: TDR sending and receiving sites .....61

Figure 53: Platforms.....63

## Executive Summary

The Hell's Kitchen South Coalition (HKSC) is an alliance of diverse community stakeholders, composed of residents, community service providers, business owners and elected officials, aiming to preserve, protect and strengthen the community of Hell's Kitchen South (HKS). The primary goal of the Hell's Kitchen South Coalition Neighborhood Plan (the Plan) is to ensure that the Hell's Kitchen South (HKS) neighborhood is a healthy and safe place to live and work. It covers the area from West 30<sup>th</sup> Street to West 42<sup>nd</sup> Street, 8<sup>th</sup> Avenue to 11<sup>th</sup> Avenue, located in Manhattan Community District 4 (MCD4).

The Plan, which focuses on nine Port Authority owned properties, is a companion to the Port Authority Bus Terminal (PABT) replacement project. Both the bus terminal project and the redevelopment of the Port Authority properties west of the existing bus terminal, will profoundly affect the community for generations to come.

- Hell's Kitchen South is a vibrant, diverse community with a mixed income population, but it faces very serious challenges: third worst air quality of the City's 59 Community Districts due to harmful emissions from intense vehicular activity
- Unsafe pedestrian conditions related to high traffic volumes and complex infrastructure
- Lack of public green space; open space ratio (acres per residents) is below the City's goal
- A residential core fractured by transportation infrastructure with a great need for affordable housing
- Local retail stores struggling with unaffordable rents.

The Plan recommends land uses consistent with current zoning for nine Port Authority-owned sites (identified as A through I, Fig. 1). Appendix A has a description of each site and Plan recommendations. Appendix B provides detailed analyses for each site (zoning, floor area, etc.).

The Plan goals are to:

- Significantly reduce air pollution, aiming for the highest possible air quality standards
- Accommodate all buses in enclosed buildings and ramps with air filtration to reduce air pollution
- Improve pedestrian safety by modifying bus infrastructure and operations
- Add a substantial amount of new public green space, reconnecting the neighborhood
- Strengthen the traditional residential core with new, permanently affordable housing
- Promote new small local retail stores with affordable rents that serve a mixed-income population
- Generate funding for the PABT replacement, new open spaces and other community improvements using a Transfer of Development Rights (TDR) mechanism.

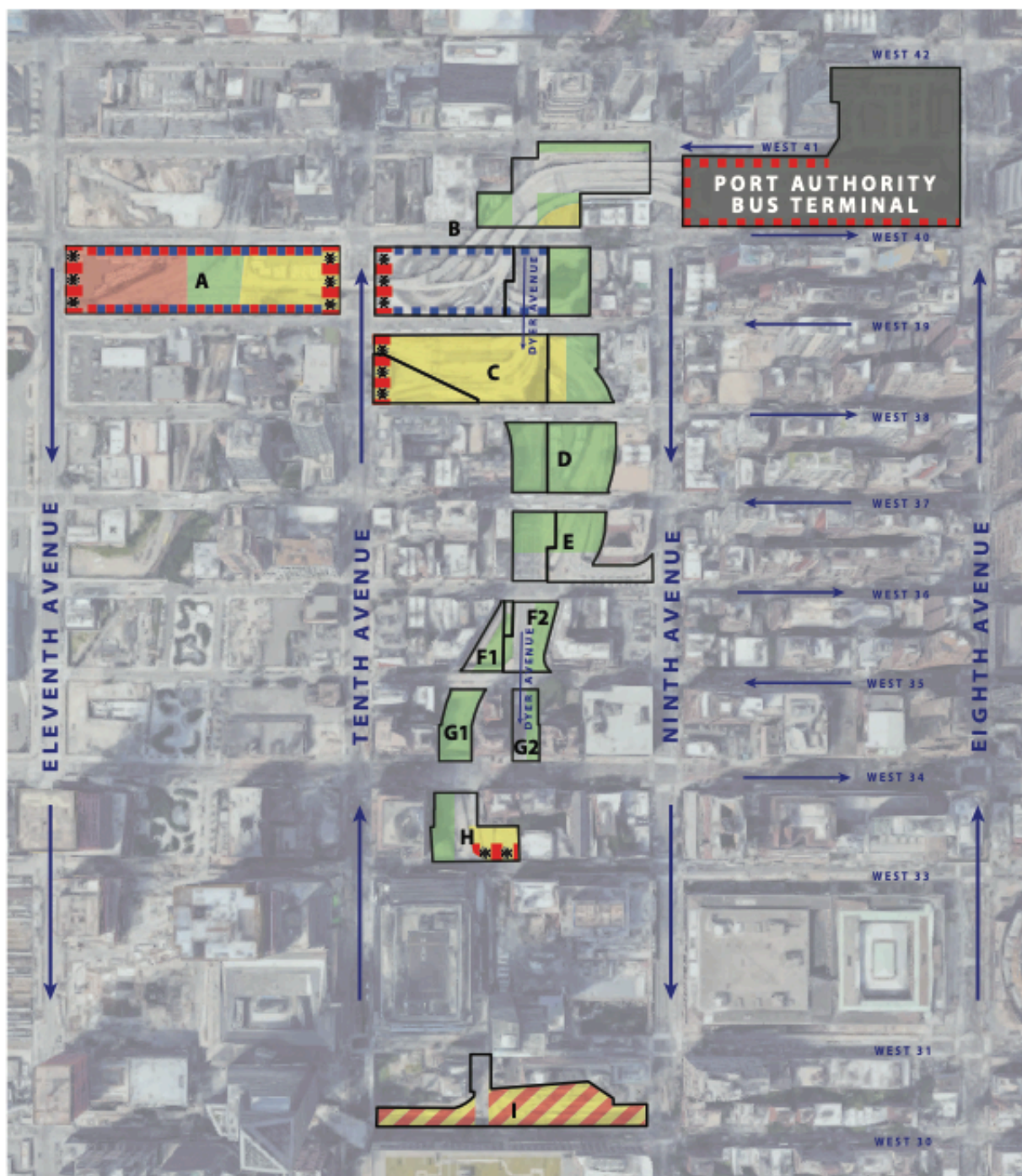
The Plan assumes that the PABT will be enlarged on-site. New development on most of the PA-owned sites will require platforming to be constructed over the cuts that were created for below-ground access streets to the Lincoln Tunnel and the Port Authority Bus Terminal. The Plan proposes the creation of a TDR District where the floor area generated from the new public open spaces would be transferred to receiving sites that could accommodate greater density and allow Port Authority to maximize revenues and capture value to fund the PABT replacement project and other neighborhood improvements.

If implemented, the Plan will result in:

- An improvement to air quality with a very significant reduction in buses idling on streets and parking lots
- Less congested and safer streets, free of bus traffic
- A significant amount of public green space (approximately 5.4 acres with one large active park)
- A substantial number of residential units (approximately 1,986) with 30% affordable apartments (630)
- Ground level retail (32,000 sf), including approximately 25 affordable stores
- Commercial office space (approximately 2.8 million square feet, before TDR)

The Plan primarily complies with existing zoning but would require text amendments to the Special Hudson Yards District to include affordable housing requirements, the establishment of a transfer of development rights sub-district, and a requirement for small-scale affordable retail.

The Plan reflects extensive input from community residents and businesses and has greatly benefited from suggestions from MCB4, the Port Authority, City Council Land Use staff, the Department of City Planning (DCP) and the Department of Transportation (DOT). HKSC requests that the Port Authority consider this Plan's recommendations as a companion to the Bus Terminal Replacement Project as it advances. HKSC has developed this Plan to inform the Port Authority on how to monetize its assets in a community-friendly manner.



**Proposed Uses**

- Commercial
- Residential
- Commercial/Residential
- Public Open Space

- Ground Floor Retail
- Community Facility
- Affordable Ground Floor Local Retail

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0 50 100 200  
Yards

Sources: NYC DCP, HKSC

Figure 1: Proposed land uses

## Hell’s Kitchen South Coalition Background

In May 2015, the Port Authority presented a series of concepts for the replacement of the PABT. Located between West 40<sup>th</sup> and West 42<sup>nd</sup> Streets and 8<sup>th</sup> and 9<sup>th</sup> Avenues, the PABT has been operating beyond its capacity for years. The facility was initially constructed in 1950 and renovated and expanded in 1960 and 1979 – a reflection of the continued rise in both daily commuters and intercity travelers arriving from other cities. The overcapacity bus terminal has aggravated traffic congestion and air quality issues in HKS. In 2016, the Port Authority launched a design competition to develop new ideas for its new terminal. Five proposals were selected to be judged by the public with comments given to a jury and the Port Authority’s Board of Commissioners.

This process did not include meaningful community participation and none of the concepts or design proposals were in line with Hell’s Kitchen’s longstanding goals of preserving the community fabric and ensuring neighborhood stability or with all of the City’s goals. The May 2015 concepts proposed using eminent domain and would have destroyed the core of the neighborhood, including important community facilities and low and moderate-income housing. New towers would have replaced historic tenements and neighborhood institutions.

In response, a group of community stakeholders organized a Town Hall to allow local residents, business owners, and neighborhood groups to voice their concerns. The Town Hall was held at Metro Baptist Church at West 40<sup>th</sup> Street in April 2016 and attended by over 250 people. Neighborhood residents, business owners, Manhattan Community Board 4 (MCB4) members, and elected officials vehemently opposed the use of eminent domain to build a new terminal. Stakeholders urged the PA to work closely with the community and identify a solution that would ‘Do No Harm’ by preserving the neighborhood fabric, long-term housing and small businesses.

MCB4 wrote detailed letters to the Port Authority and elected officials to express its opposition to the early plan. MCB4’s May 4, 2016 letter stated that “...speakers made it amply clear that the properties the Port Authority may consider acquiring for a new bus terminal are not just ‘real estate’ but are the homes and businesses of real people”<sup>1</sup>.



*Figure 2: Town Hall meeting, April 18, 2016, photo: Yannic Rack, Chelsea Now*

MCB4’s April 14th, 2017 letter<sup>2</sup> provided Community Guidelines on Replacing the Port Authority Bus Terminal which included:

- Avoid eminent domain
- Improve air quality
- Comply with existing zoning and prior planning studies
- Integrate with regional and NYC transportation network

<sup>1</sup> Appendix E

<sup>2</sup> Appendix F



The Hell’s Kitchen South Coalition (“HKSC”) was formed in 2017, after more well-attended Town Hall meetings in 2016 to ensure robust community participation. Concurrently with a focus on the PABT replacement, the Coalition turned its attention to the many blocks of Port Authority-owned land in Hell’s Kitchen South. The HKSC decided to be proactive and prepare a Neighborhood Plan.

HKSC has held numerous community and committee meetings in 2017 and 2018 to provide input for the HKSC Neighborhood Plan. Community feedback came from charrettes, poster workshops and on-line surveys. More than 300 people expressed their thoughts on the future of the neighborhood.

The community stated the following priorities:

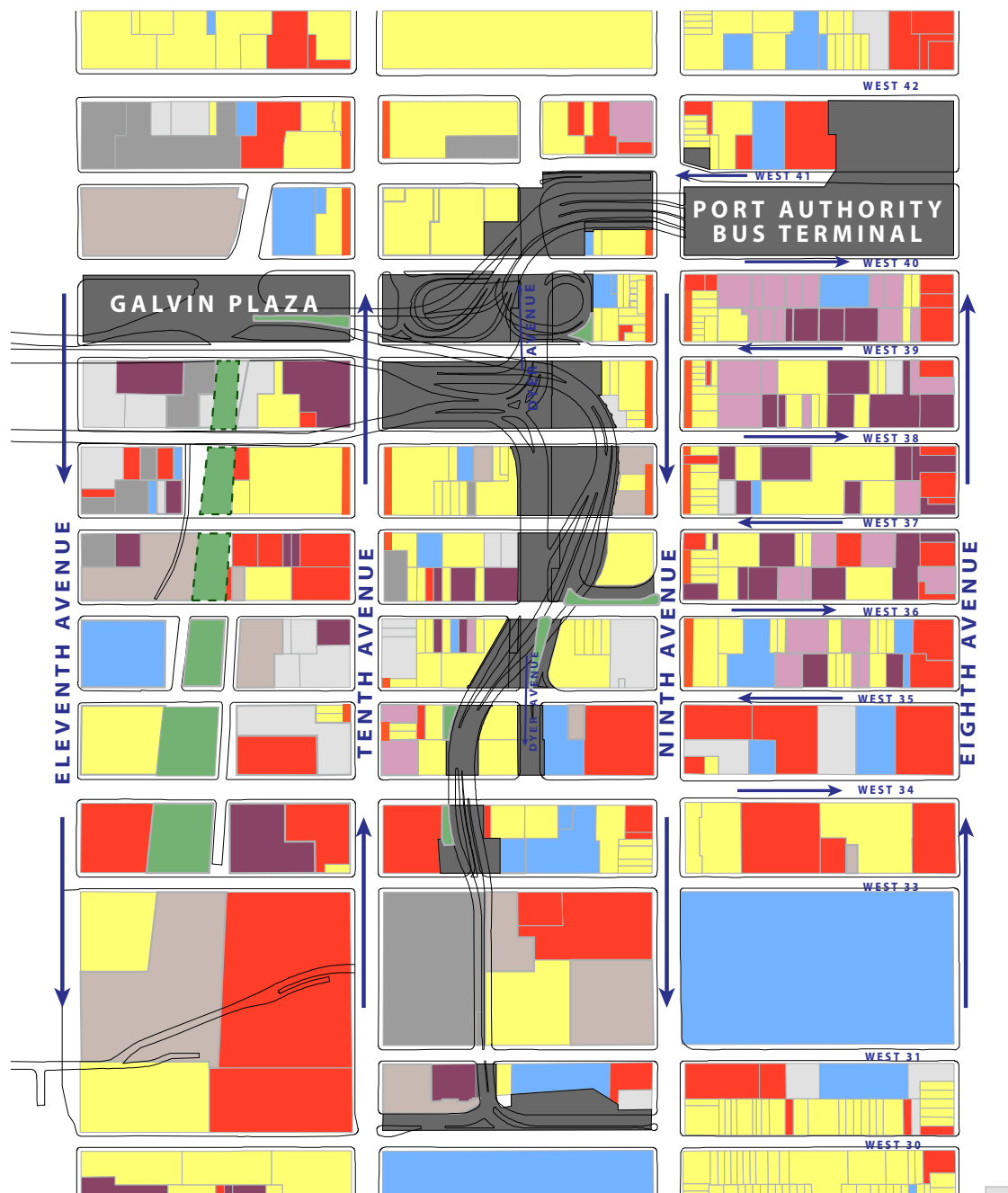
- Eminent domain should not be used to build the new bus terminal and its approaches; the bus terminal project should be built on existing Port Authority properties only
  - New buildings on Port Authority properties must comply with the existing zoning
  - Measures to improve air quality in the area must be integrated into the new bus terminal and included in the rest of Hell’s Kitchen South
  - Green spaces must be provided in tandem with construction of buildings on Port Authority land
  - Residential buildings must include permanently affordable units
- Local business establishments should be preserved; the creation of small affordable stores offering diverse merchandise and services should be encouraged

In 2017, the Port Authority changed its approach to planning a new bus terminal and committed to meaningful community participation. The team that led the rebuilding of the World Trade Center site was assigned to the development of the new bus terminal and endeavored to work with the community.

The Port Authority established regular meetings with a working group of MCB4 committee chairs and adopted new goals; eminent domain was taken off the table. The Port Authority is currently preparing an Environmental Impact Statement (“EIS”) for the PABT replacement project. The EIS will identify several alternative locations for the PABT, one of which is a “build-in-place” approach to construct a terminal with additional floors on top of the current site.

## Neighborhood Plan Area

The Plan area, from West 30<sup>th</sup> Street to West 42<sup>nd</sup> Street, 8<sup>th</sup> Avenue to 11<sup>th</sup> Avenue, includes a mix of old and new neighborhoods interspersed with Port Authority infrastructure. The Port Authority is by far the largest landowner in the area (see Figure 4).



### Land Use in Hell's Kitchen South

- |                           |                           |
|---------------------------|---------------------------|
| Port Authority Owned Lots | Transportation & Utility  |
| Residential               | Institutions & Facilities |
| Residential & Commercial  | Open Space                |
| Commercial & Office       | Planned Open Space        |
| Industrial                | Parking Facilities        |
| Hotels                    | Vacant                    |

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0 90 180 Yards

Sources: NYC DCP, HKSC  
Last Modified 12/10/2018

Figure 3: Existing land use and PA-owned property

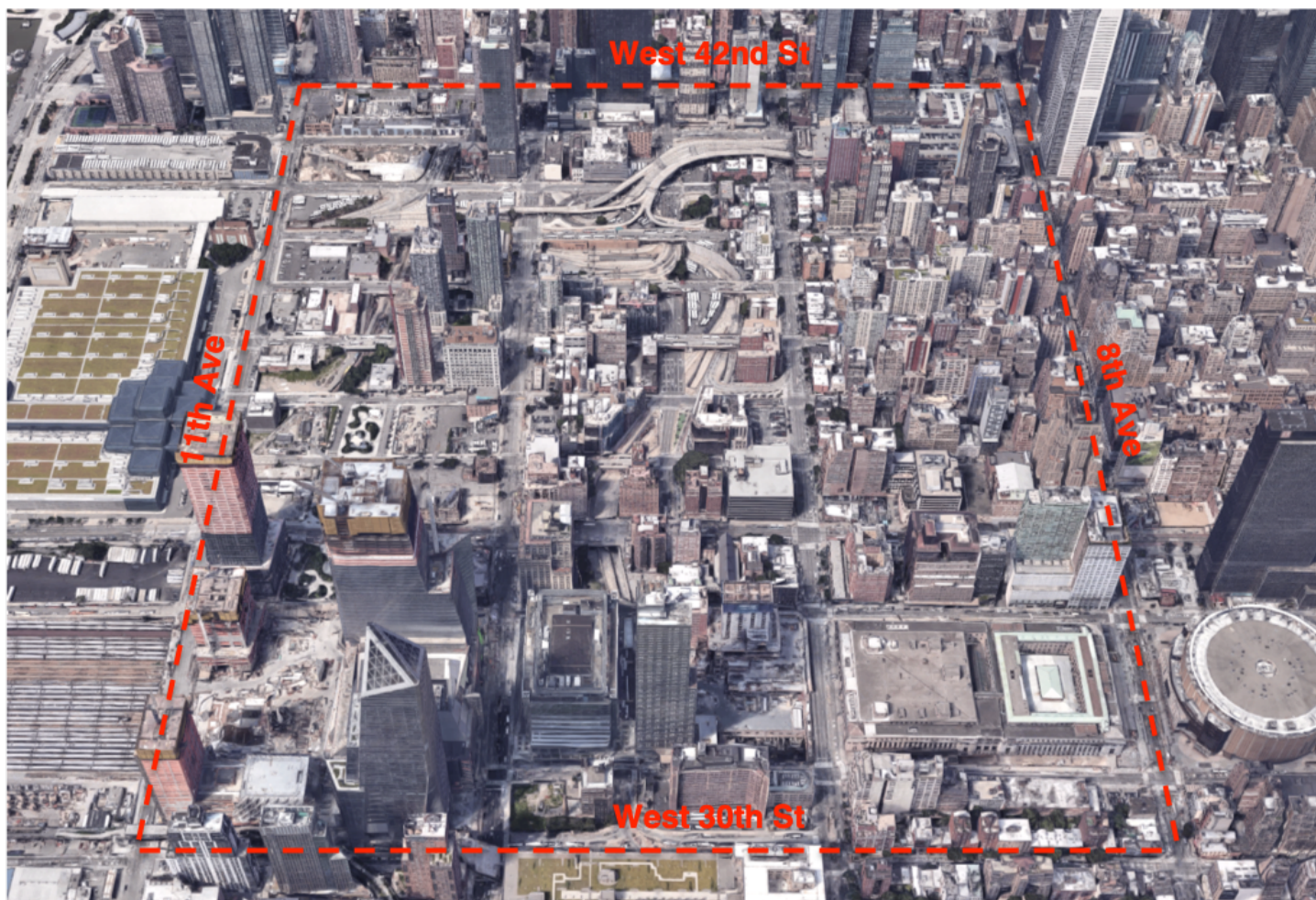


Figure 4: Plan area, imagery ©2019 Google, map data ©2019 Google

The Plan area, from West 30<sup>th</sup> Street to West 42<sup>nd</sup> Street, 8<sup>th</sup> Avenue to 11<sup>th</sup> Avenue, includes a mix of old and new neighborhoods interspersed with Port Authority infrastructure. The Port Authority is by far the largest landowner in the area (see Figure 4).

The Plan area includes:

- The original Hell’s Kitchen South community, between 8<sup>th</sup> and 10<sup>th</sup> Avenues, West 33<sup>rd</sup> and West 41<sup>st</sup> Streets, with low scale residential buildings and local ground floor retail uses
- The Port Authority Bus Terminal, its access ramps and the Lincoln Tunnel access roads
- The high-density Hudson Yards Eastern Rail Yards area with newly built tall residential and commercial buildings between 10<sup>th</sup> and 11<sup>th</sup> Avenues
- Hudson Boulevard Park from West 33<sup>rd</sup> Street to West 36<sup>th</sup> Street west of 10<sup>th</sup> Avenue
- The high-density Manhattan West development with newly-built tall residential and commercial buildings between 9<sup>th</sup> and 10<sup>th</sup> Avenues, West 31<sup>st</sup> to West 33<sup>rd</sup> Streets
- Moynihan Post Office, on the east side of 9<sup>th</sup> Avenue between 31<sup>st</sup> and 33<sup>rd</sup> Streets being redeveloped as a train station and a retail mall

Immediately adjacent to the Plan area are other major developments and destinations:

- The Western Rail Yards between West 30<sup>th</sup> and West 33<sup>rd</sup> Streets from 11<sup>th</sup> to 12<sup>th</sup> Avenues, with high-density residential and commercial development in planning stages
- Javits Convention Center between West 34<sup>th</sup> and West 39<sup>th</sup> Streets between 11<sup>th</sup> and 12<sup>th</sup> Avenues, which includes the Marshaling Yards, a site that will be available for redevelopment when the current construction of an enclosed yard is completed on the north side of the Javits Center
- A city owned site to be developed between West 39<sup>th</sup> and West 40<sup>th</sup> Streets on the west side of 11<sup>th</sup> Avenue with affordable housing (known as the Slaughterhouse site).

## Population

The population in the Plan area is growing. The 2010 census showed 8,705<sup>3</sup> residents in the area, an increase of 36 percent from 2000. The number of families grew by 38 percent. Since the 2010 census, 4,673 additional residents have moved into 2,939 new apartments built in the Plan area in the last eight years (based on the census ratio of 1.59 per household).

If fully implemented the proposed Plan could add another 3,157 residents. This increase would not be immediate and would most likely occur over many years.

120,000 additional office workers are expected once the build out of the Hudson Yards district is complete. On the eastern portion of the Plan area, hotel developments with approximately 6,780<sup>4</sup> new rooms will attract more tourists. The newly open Hudson Yards plaza with its vessel sculpture is already attracting 90,000 visitors each weekend<sup>5</sup>.



Figure 5: Plan area census tracts, image ©OpenMapTiles ©OpenStreetMap contributors

## History and Current Zoning

Between 1840 and 1906, a dense network of tenements occupied the Plan area. In 1938, through eminent domain by the PA as part of the Lincoln Tunnel Project, blocks in Hell's Kitchen South (HKS) between 9<sup>th</sup> and 10<sup>th</sup> Avenues were cut in half to accommodate Dyer Avenue from West 33<sup>rd</sup> Street to West 42<sup>nd</sup> Street. This new street, at grade and below grade, was intended to funnel traffic to and from the Lincoln Tunnel. Block after block of tenement buildings, churches, and community institutions were demolished. In the 1950s and 1970s, more buildings were demolished to accommodate access to a third tube of the Lincoln Tunnel. The PABT and its ramps required the demolition of over 300 tenement buildings. Ramps and new roads to the Lincoln Tunnel entrances, constructed in 1938, 1957, and in the mid-1970s, displaced a vibrant low-income community and left a deep tear – both physical and social – in the HKS neighborhood. The jarring disruption of the neighborhood fabric caused by these

<sup>3</sup> NYC Planning Population Fact finder, <https://popfactfinder.planning.nyc.gov/profile/10082/census#15.33/40.755247/-73.996807>

<sup>4</sup> CHDC Hotel & Residential Development in and around the Special Garment Center District Report

<sup>5</sup> HYHK Alliance BID

infrastructure projects is evident today. Ramps, overpasses and underpasses are a dominant characteristic of the area.

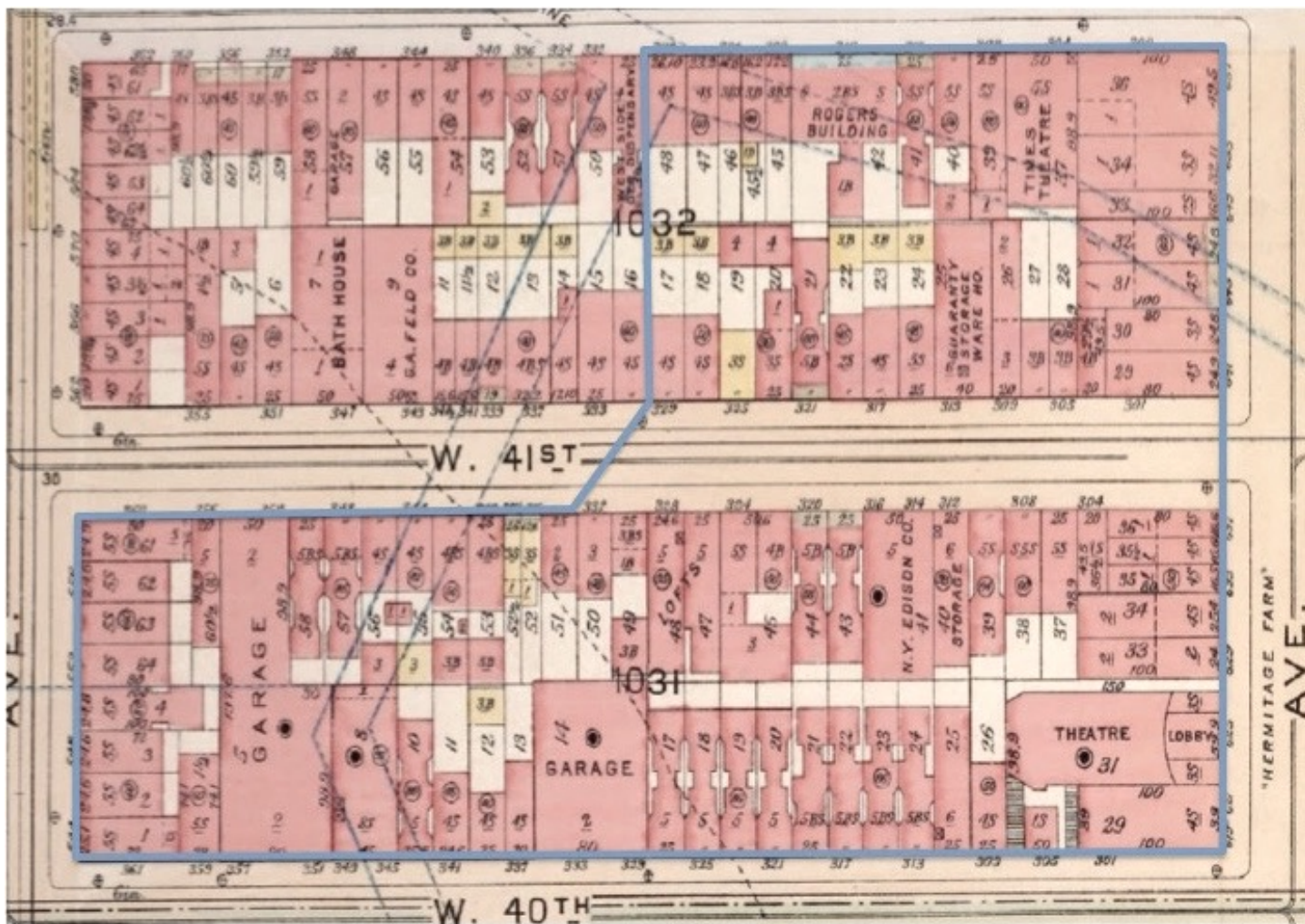


Figure 6: 1920 Sanborn Map of current Port Authority Bus Terminal site (boundaries shown in blue)



Figure 7: Bus terminal site, 1929 – West 41<sup>st</sup> St & 8<sup>th</sup> Ave



Figure 8: Dyer Avenue and West 37<sup>th</sup> St bridge in foreground



Figure 9: Dixie Bus Terminal, 241 West 42<sup>nd</sup> St, 1930, image from [scoutingny.com](http://scoutingny.com)

Hell’s Kitchen South has long been a destination for quality foods at affordable prices. The 9<sup>th</sup> Avenue corridor from West 34<sup>th</sup> Street to West 42<sup>nd</sup> Street has functioned as the “main street” of the neighborhood. The original Paddy’s Market sold its world of products under the elevated subway from the 1870s to the late 1930s when it was closed by the City to make way for the new Lincoln Tunnel traffic. Manganaro’s, a purveyor of imported Italian delicacies, still thrives. Esposito’s Meat Market is a third-generation family-run store and continues to be a New York destination for meat and homemade sausages. The Sea Breeze Fish Market is known as one of the best fish markets in Manhattan and has been in the community for over 100 years. Ninth Avenue International Foods, a Greek-owned establishment offering many imported spices and cheeses, is widely known for their store-made dishes. Empire Coffee & Tea has offered a vast selection of reasonably-priced, quality beverages long before national chains became fashionable. These anchors and other small storefront businesses are key to the identity of the neighborhood.



Figure 10: Historical 9<sup>th</sup> Ave retail

Figure 11: Paddy's Market on 9<sup>th</sup> Ave

In 1961 the area was rezoned for manufacturing and warehousing due to its adjacency to the Lincoln Tunnel, becoming the location of choice for many industries which needed pick-up and delivery spaces to service Manhattan customers efficiently. Despite this rezoning, long term residential use persisted in the community. Rezoning actions in 2005 and 2009 were a catalyst for dramatic changes in land use. These actions allowed areas that had been zoned for manufacturing spaces to be redeveloped for residential use, mixed use, and commercial use.

The 2005 Hudson Yards rezoning of the Eastern Rail Yard area, a 13-acre site located between West 30<sup>th</sup> and West 33<sup>rd</sup> Streets from 10<sup>th</sup> to 11<sup>th</sup> Avenues, projected to result in 6.6 million square feet of development. In 2009, the Western Rail Yards, about 13 acres between West 30<sup>th</sup> and West 33<sup>rd</sup> Streets from 11<sup>th</sup> to 12<sup>th</sup> Avenues, was rezoned to accommodate approximately six million square feet of predominantly residential and commercial development. A total of 923 permanently affordable units were required in these developments (431 in the rezoned area and 492 off-site in MCD4).

These zoning actions have become a reality on the ground, with the HKS population growing rapidly and a large number of buildings either completed or in construction.

The SHYD (Fig. 12), approved in 2005, governs almost all the Plan area. It allows a very high-density commercial corridor on the rail yards and along 11<sup>th</sup> Avenue (Subdistricts A, B, and C) while maintaining a lower density residential area in the mid-block between 9<sup>th</sup> and 10<sup>th</sup> Avenues (Subdistrict D, the Hell’s Kitchen Subdistrict) and reinforcing the historically residential character of Hell’s Kitchen South.

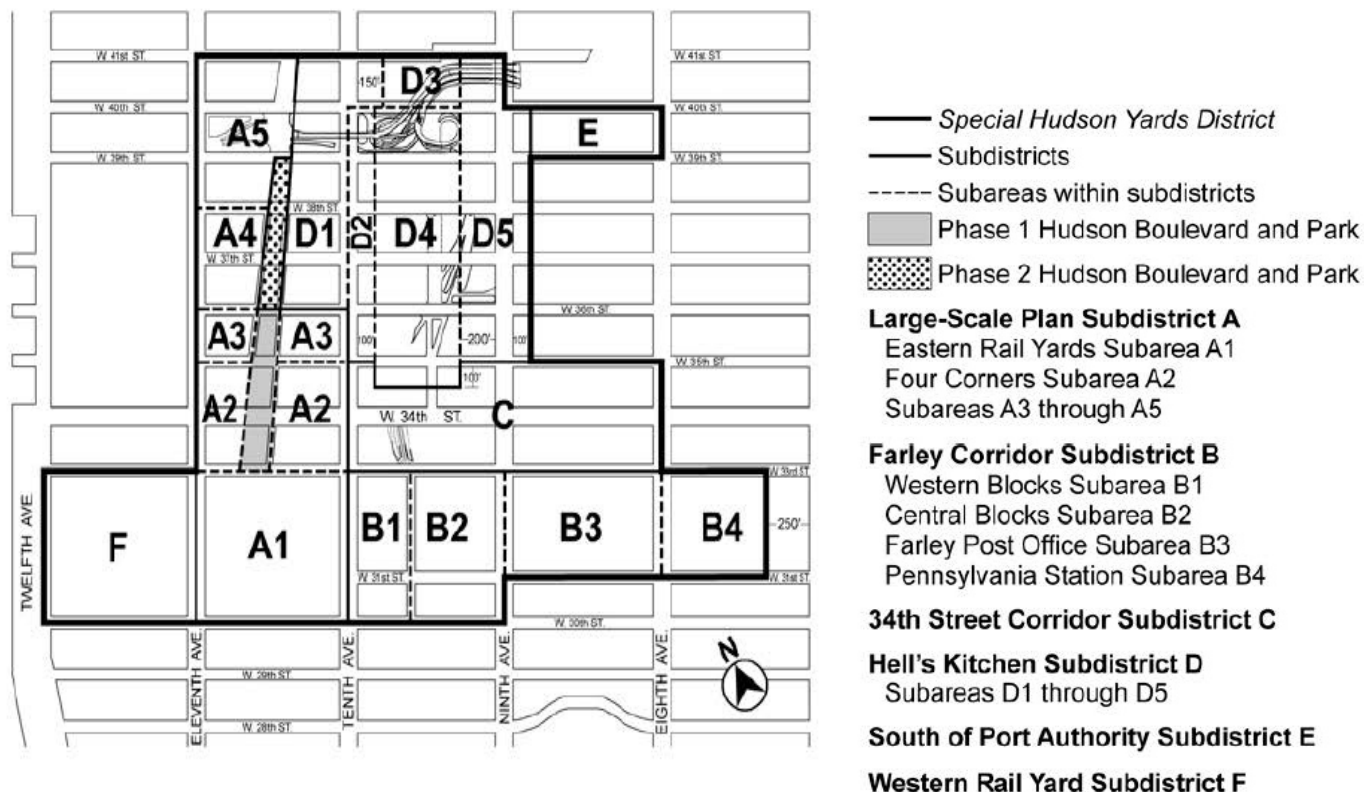


Figure 12: Special Hudson Yards District, Subdistricts & Subareas

The 2005 Hudson Yards Plan Overview<sup>6</sup> stated:

“The proposed zoning would permit medium density residential development with ground floor retail with contextual envelopes. Additional zoning mechanisms would encourage the development of neighborhood open space on new platforms above the Lincoln Tunnel ramps, thereby covering below-grade transportation infrastructure and helping to knit back the neighborhood fabric.”

As part of the 2005 rezoning, MCB4 and the City Council speaker Christine Quinn, representing MCD4, negotiated with the City of New York Office of the Mayor terms of the rezoning. As a result, the City Council and the Mayor’s Office executed the Hudson Yards Points of Agreement<sup>7</sup> (HYPOA), a document which outlines a series of green space and affordable housing commitments from the City.

In the 2005 Western Rail Yards rezoning, some of the Port Authority parcels were envisioned as areas where green space could be created above platforms<sup>8</sup>. Special provisions (over some community objections) were included in the zoning to encourage this process such as bonus height from 120’ to 180’, without additional floor area. Hudson Commons, from West 37th Street to West 38th Street, was approved to utilize this provision but was never built.

<sup>6</sup> 2005 Hudson Yards Plan Overview

<sup>7</sup> See Appendix G

<sup>8</sup> City Planning report – Hudson Yards rezoning - 2005



The Final Environment Impact Study (FEIS) for Hudson Yards<sup>9</sup> also called for a bus garage (between West 38<sup>th</sup> and 39<sup>th</sup> Streets, 9<sup>th</sup> and 10<sup>th</sup> Avenues) to be built by 2025. This garage was intended to remove buses from the streets, as a pre-requisite to meeting the air quality targets for the EIS.



Figure 13: Hudson Yards, photo by Related-Oxford / Xinhua / Redux

## Air Quality

### Goal

Significantly reduce the current air pollution, aiming for the highest possible air quality standards, i.e. complying with the city sustainability benchmarks.

### Recommendations

- Enclose all bus facilities
- Install air filtration and ventilation systems for bus facilities and Dyer Avenue platforms;
- Reduce vehicular idling by using electric and low emission buses and changing Lincoln Tunnel traffic patterns
- Install additional air sampling devices for monitoring

### Existing Conditions

MCD4 is ranked as the third worst community district in New York City for fine particulate matter and nitrogen dioxide, two components that are predominantly associated with vehicular activity. This poor ranking is primarily due to intense vehicular activities in the district. While the air quality is rapidly improving in all other areas of New York City, the air in MCD4 remains stubbornly noxious and detrimental to the health of its residents and workers, as shown in the outdoor air pollutants charts below.

NYC Health Department Report: Neighborhood Air Quality 2008- 2015<sup>10</sup>

Hell’s Kitchen / Chelsea has the 3rd worst air quality in New York City

Outdoor Air Pollutants Estimated annual average concentrations calculated from a model that used NYC Community Air Survey measurements, 2008-2013.	Chelsea - Clinton			Compared with other NYC neighborhoods*	Trend over time
	Chelsea - Clinton	Manhattan	NYC		
Nitrogen Dioxide (NO2)(Mean ppb) Annual Average 2014	31.9	26.7	18.9	69% Worse	 Annual Average 2009-Annual Average 2014
Fine Particulate Matter (PM2.5)(Mean mcg per cubic meter) Annual Average 2014	12.5	10.8	8.9	40% Worse	 Annual Average 2009-Annual Average 2014
Ozone (O3)(Mean ppb) Summer 2014	24.6	27.0	31.4	Better	Not Available
Sulfur Dioxide (SO2)(Mean ppb) Winter 2013 -14	2.7	2.9	1.4	92% Worse	 Winter 2008-09-Winter 2013-14

Figure 14: Outdoor Air Pollutants

NYC Clean Air Survey data have consistently shown that areas of the city with higher traffic density suffer from higher levels of air pollutants.

Traffic Density Estimated millions of annual vehicle miles traveled per km2 in 2005. Vehicle miles traveled is an indicator of emissions from automobile exhaust, brake wear and tire wear.	Chelsea - Clinton			Compared with other NYC neighborhoods*	Trend over time
	Chelsea - Clinton	Manhattan	NYC		
All vehicles 2005	46.1	24.9	24.0	92% Worse	Not Available
Cars 2005	42.0	23.5	22.6	86% Worse	Not Available
Trucks 2005	3.4	1.2	1.3	162% Worse Manhattan vs NYC	Not Available

Figure 15: Traffic Density

<sup>10</sup> Source: NYC Health Department, New York City Community Air Survey, April 2018, NYC Health Department, Environment & Health Data Portal  
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Over the last few years New York City has significantly improved its air quality, although the city has not achieved federal guidelines for clean air. Unfortunately, the air quality in the Plan area has not improved much at all during the last ten years.

*The health impacts from air pollution are now well documented and are very serious. It has been demonstrated that air pollution has negative impacts on adults' health and child development when they live within 500 feet of a major arterial.<sup>11</sup>*

Approximately 8,000<sup>12</sup> buses cross the Plan area twice a day, queuing and idling on the streets. The terminal building uses the street for ventilation of bus fumes while the buses are at the gates. In addition, twice a day cars and trucks access the Lincoln Tunnel, idling and gridlocking cross-streets. All of Dyer Avenue and large swaths of tunnel access are open to the sky with vehicles idling.



Figure 16: Bus congestion, unsafe pedestrian conditions, photo Brian Weber

Figure 17: Buses headed to Port Authority Bus Terminal, photo: Brian Weber

## Goal

**Significantly reduce the current air pollution, aiming for the highest possible air quality standards, i.e. complying with the city sustainability benchmarks.**

## Recommendations

To achieve this goal, the following measures are recommended:

- Reduce the effects of bus idling by storing and operating all buses inside an appropriate facility
- Reduce future pollution by ensuring that the design of the Port Authority facilities (buildings, ramps and cut

<sup>11</sup> American Lung Association – State of the Air 2019

<sup>12</sup> NYMTC – Hub bound travel 2017

covers) will result in an air quality that complies with the NYC sustainability benchmarks

- Enclose all facilities (parking, ramps, terminal) with nonporous envelopes and equip them with air filtration and ventilation systems
- Ensure that all buses are housed in bus garages, and not on surface lots or city streets, in New York City and/or in New Jersey
- Cover Dyer Avenue cuts as much as technically feasible with platforms equipped with air filtration and ventilation,
- Incentivize or mandate that bus companies exclusively use electric and low emission buses. It should be noted that the Port Authority does not control any of the bus companies using the terminal
- Install air sampling devices in multiple locations to frequently monitor air quality in bus facilities, ramps, streets and outdoor locations in the Plan area

In addition: Limit Lincoln Tunnel vehicular idling and gridlock by:

- Reducing the number of access routes to the Lincoln tunnel (eliminate West 34th and West 35th Street entrances)
- Installing way-finding signage to balance the vehicular load between 9th and 11th Avenues
- Deploying officers as needed seven days a week, at all high impact gridlock locations (9th Avenue at West 37th, West 36th, West 38th, West 39th, West 40th, and West 41st Streets)
- Extending the hours when additional tube capacity is dedicated to outflows from New York to New Jersey in the Plan area seven days a week
- Adding cameras to monitor tunnel back-ups on New York streets from the New Jersey control center

# Transportation

## Goals

- Improve pedestrian safety
- Reduce vehicular gridlock caused by buses
- Restore the residential character of the streets in the district

## Recommendations

- Store and operate all buses in enclosed facilities in New York and/or New Jersey
- Ensure that all accesses to the terminal and other facilities use off-street ramps
- Restore the traditional street grid, pedestrian connectivity, and delivery space

## Existing Conditions

Transportation infrastructure is the dominant feature in the Plan area, covering approximately 15 acres. Port Authority properties include the Lincoln Tunnel and its access ramps, Dyer Avenue, and the bus terminal with its ramps and bus storage facilities between 9<sup>th</sup> and 11<sup>th</sup> Avenues (Fig. 4).

There are 14 access points to the Lincoln Tunnel in the Plan area in addition to seven entrances/exits for the PABT at street level (Fig. 19). The Lincoln Tunnel and to a certain extent Dyer Avenue, were built as highways using Federal Highway standards for highways, which required wide travelling lanes and wide turning radii. Sidewalks or pedestrian ramps were not required. The manufacturing character of the area did not warrant street lighting. Ordinarily sidewalks can be illuminated by store windows or other uses, but these cannot be found on the bridges. The combination of these factors resulted in dangerous streets for pedestrians: too wide to be easily crossed, with few sidewalks and no ramps for ADA compliance. The road design encourages speeding. Poor lighting makes it very difficult for drivers to see pedestrians at night.



Figure 18: View of West 37th St bridge over Dyer Ave from West 38th St, photo: Brian Weber

A large portion of Dyer Avenue is a complex system of below grade roadways that connect the adjacent street grid and the Lincoln Tunnel vehicular tubes, generally resulting in open-air cuts. Three large aboveground ramps bring buses to the PABT from the Lincoln Tunnel; the ramps obscure the avenues and West 41st Street, making them inhospitable or unsafe to pedestrians.

Similar to the Cross Bronx expressway, this infrastructure bifurcated the area through the disruption of the street grid and the movement of people. Pedestrian travel from east to west is characterized by dark, desolate sidewalks with walls along the street edges. Many street crossings are nearly impassable. The highway design was extended to 9<sup>th</sup> Avenue, with the installation of highway-type signs designed to be read at 50 mph, and wide-angle turning corners to facilitate high speed.

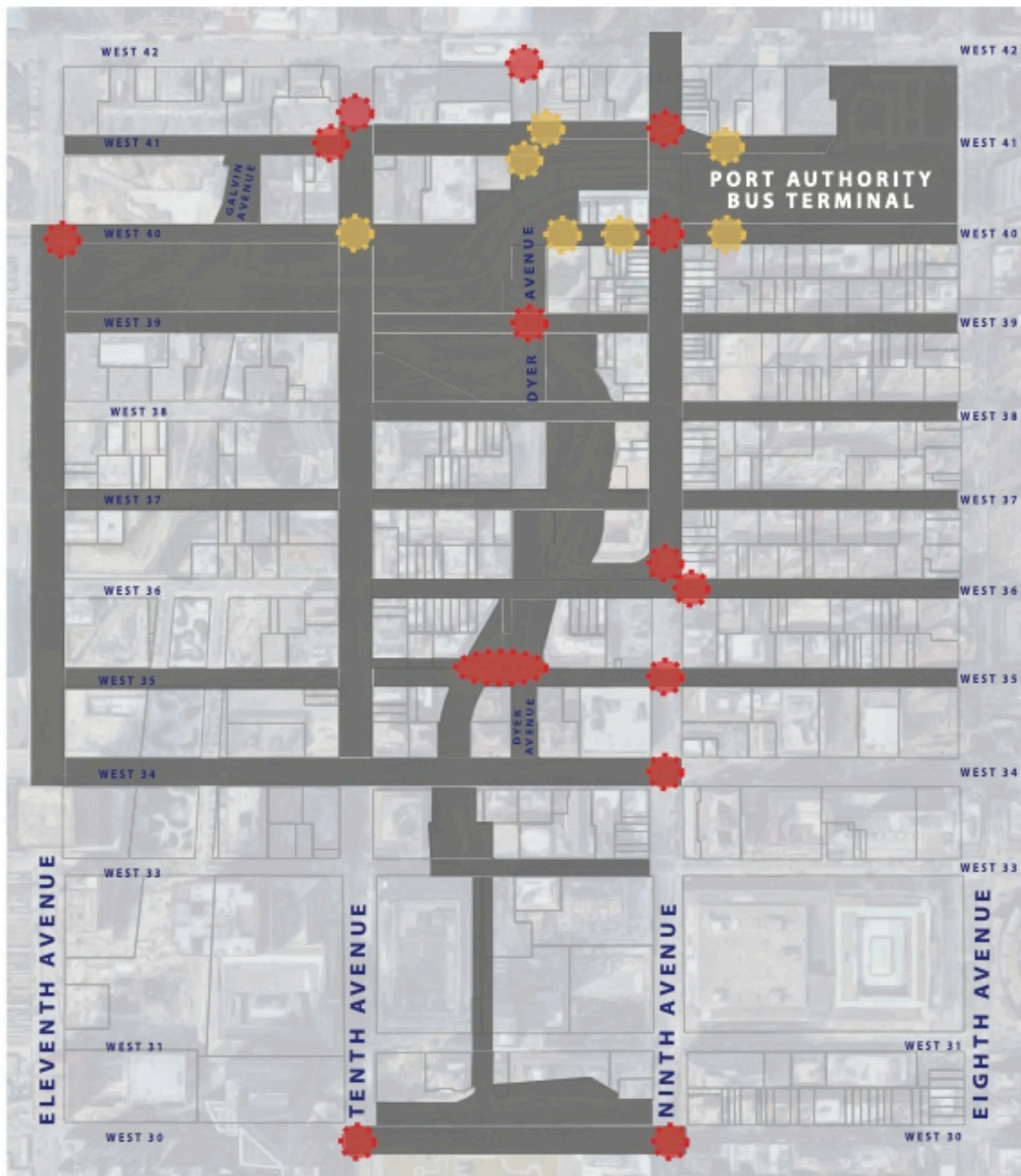
The Lincoln Tunnel lacks sufficient capacity to accommodate the increasing number of vehicles that compete to enter Manhattan. Vehicles traveling through the tunnel experience long delays every day at peak hours. This congestion is the main cause of bus delays and unreliable bus service.

The PABT is the largest bus terminal in the country and has the second highest traffic volume in the world with its 220 departure gates.<sup>13</sup> While commuter buses account for the greatest number of bus arrivals and departures (6,873 per day), Greyhound and a number of other large long-distance companies also operate from the PABT. On an average weekday the terminal serves over 225,000 people and accommodates over 8,000 buses. The PABT opened in 1950 and despite several additions since then; it is operating at over-capacity and needs expansion to accommodate the anticipated increases in bus ridership of 35% to 51% in 2040<sup>14</sup>.

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<sup>13</sup> Preventing Mass Transit Crime. Crime Prevention Studies, Monsey, NY: Criminal Justice Press, 6, archived (PDF) from the original on September 27, 2011, retrieved July 24, 2011

<sup>14</sup> Cross Hudson capacity study – Port Authority 2016



**Access to PABT and Lincoln Tunnel**

- Port Authority System Infrastructure
- PABT Access Points
- Lincoln Tunnel Access Points

**HKSC** HELL'S KITCHEN SOUTH COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC  
Last Modified 11/09/2018

Figure 19: Access to PABT and Lincoln Tunnel in Plan area





Figure 20: PABT ramps to the Lincoln Tunnel, photo: Brian Weber

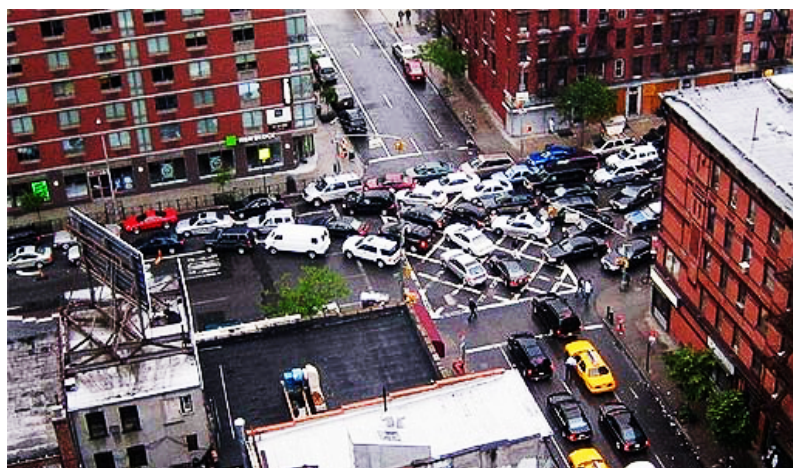


Figure 21: Traffic on West 37th St and 9th Ave en route to the Lincoln Tunnel



Figure 22: Tunnel-bound traffic on 9th Ave, photo: Brian Weber

In addition to commuter buses, the Plan area is also overwhelmed with large numbers of other kinds of buses, all operating at curbside because of the insufficient capacity or technical limitations of the PABT:

- Tour and charter buses (580 trips per day)
- Long-distance low-cost buses (350 trips per day)
- Commuter jitneys (640 trips per day).

Commuter buses use the PABT; the long-distance buses use the terminal and curbsides; the tour and charter buses use designated curbside locations; and the commuter jitneys use the West 42nd Street curbside, between 8<sup>th</sup> and 9<sup>th</sup> Avenues.

Appendix C describes these various categories of buses in greater detail, including growth projections, parking requirements and storage capacity needs.

### *Commuter Buses*

Over the years, as the demand grew, the PABT used up all of its bus gates. The Plan area became de-facto back of the house space for the PABT operation. Many properties that were once used for manufacturing have been converted over time to storage or parking for buses. Lots and curbsides are used extensively to accommodate parking or operation of various types of buses, which do not fit in the terminal. The multi-story Quill Bus Depot at West 41<sup>st</sup> Street and 11<sup>th</sup> Avenue, a very large MTA depot, also attracts a large number of MTA buses that crisscross the neighborhood to reach their layover areas.

The vast majority of commuter buses, after the morning commute, return to New Jersey to park until they come back to the PABT to pick up commuters and bring them back to New Jersey in the evening. Some remain in parking lots in New York. While there still are bus parking lots in the Plan area, a number of these lots have been used after the 2005 rezoning to develop residential and commercial buildings. The Port Authority owns most of the remaining active parking lots. Commuter buses use the street to go back and forth to the PABT; bus drivers turn on their engines at 4 pm and idle them for 30 to 60 minutes while waiting for their turn to enter the terminal

### *Tour and Charter Buses*

Tour and charter buses are an integral part of the city's tourism sector, which is a major generator of jobs and income for the state, the city, and for Hell's Kitchen in particular since many artists and people who work in theaters reside in the area. The growth of tour and charter bus use is related to Broadway shows which were visited by 13.8 million patrons a year. The explosion of visitors to New York City (from 50 million in 2000 to 61 million today)<sup>15</sup> has caused the peak demand to spread from April to December to every single month. Tour and charter buses do not require a Department of Transportation (DOT) permit but must layover in designated parking spots at curbside with the proper DOT approved regulation.



*Figure 23: Commuter bus parking, photo ©Google*

Bus drivers typically leave visitors at their destination, layover at the parking area, and return three or eight hours later to pick up their passengers and leave the city. Companies are very sensitive to their customers' needs; being

<sup>15</sup> NYC and company annual report - 2018  
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close to the pickup point is a prerequisite.



Figure 24: Curbside bus terminal on West 34th St, photo: Brian Weber



Figure 25: Tour bus unloading passengers on matinee day, photo: Brian Weber

## Intercity Buses and Jitneys

Intercity buses and jitneys are required by state and city legislation to obtain a DOT permit for a stop in the city. Airport buses are local buses that also require a permit from the city for a stop. These buses have experienced very significant growth in the last 10 years. All indicators point to continued growth.<sup>16</sup>

The buses operate at curbside because (1) there is no more capacity available inside the PABT, which is mostly dedicated to commuter buses, and (2) in some cases (such as Megabus) the terminal's ramp and ceiling heights prevent the accommodation of double decker buses. Other long-distance buses (which currently use 40 gates inside the terminal such as Greyhound) also operate at a curbside location.

Curbside bus use is disruptive and incompatible with residential and retail uses; and has created a host of problems for the community and for bus passengers.

- Blocked sidewalks, due to queues of passengers with luggage and food vendors, force pedestrians to walk in the street and block access to retail stores:
- Bus customers line up on the sidewalk with no shelter and no bathroom facilities.
- Taxis deliver passengers in the middle of the street and block traffic
- Dangerous conditions are created for bicyclists (two were killed last year in Chelsea by buses)<sup>17</sup>
- Obstruction of MTA bus stops, due to storage/parking of more buses than permitted at stop, inconveniences MTA riders

<sup>16</sup> Appendix C

<sup>17</sup> NYC – Open data- NYPD traffic collisions data set

- Increased traffic congestion, particularly on 8th Avenue and West 42nd Street
- Air pollution from idling engines occurs as operators keep motors constantly running.

In addition to these issues, queues of buses waiting to enter the terminal line up on streets, preventing residents from boarding local MTA buses or crossing the streets for hours during the day.<sup>18</sup> In addition to these issues, queues of buses waiting to enter the PABT line up on streets, preventing residents from boarding local MTA buses or crossing the streets during the whole day.

This situation has been partially resolved, but buses that arrive early for their pick-up, continue to idle on neighborhood streets. Most commuter buses access their level at the PABT through ramps, but ingress and egress from the ground and underground levels are at the street level. This bus entrance causes constant gridlock at the intersections of West 40<sup>th</sup> and West 41<sup>st</sup> Streets with 9<sup>th</sup> Avenue, as buses are queuing to enter or leave the terminal. This gridlock affects 20 blocks to the north of West 42<sup>nd</sup> Street on 9<sup>th</sup> Avenue. As bus drivers block the pedestrian crossings, pedestrians must step way out in the middle of the traffic to pass behind the buses. While pedestrians wait to cross, turning buses often drive up on the sidewalk, putting pedestrians at risk.



*Figure 26: Commuter buses crossing 9th Ave, photo: Brian Weber*

At the same time the number of pedestrians has grown including students using the sidewalks due to the addition of a school in the neighborhood. In the coming years, with both the expansion of the terminal capacity and the addition of thousands of workers from Hudson Yards and new residents, the sidewalk congestion on 9<sup>th</sup> Avenue is bound to become a larger problem than it is today.

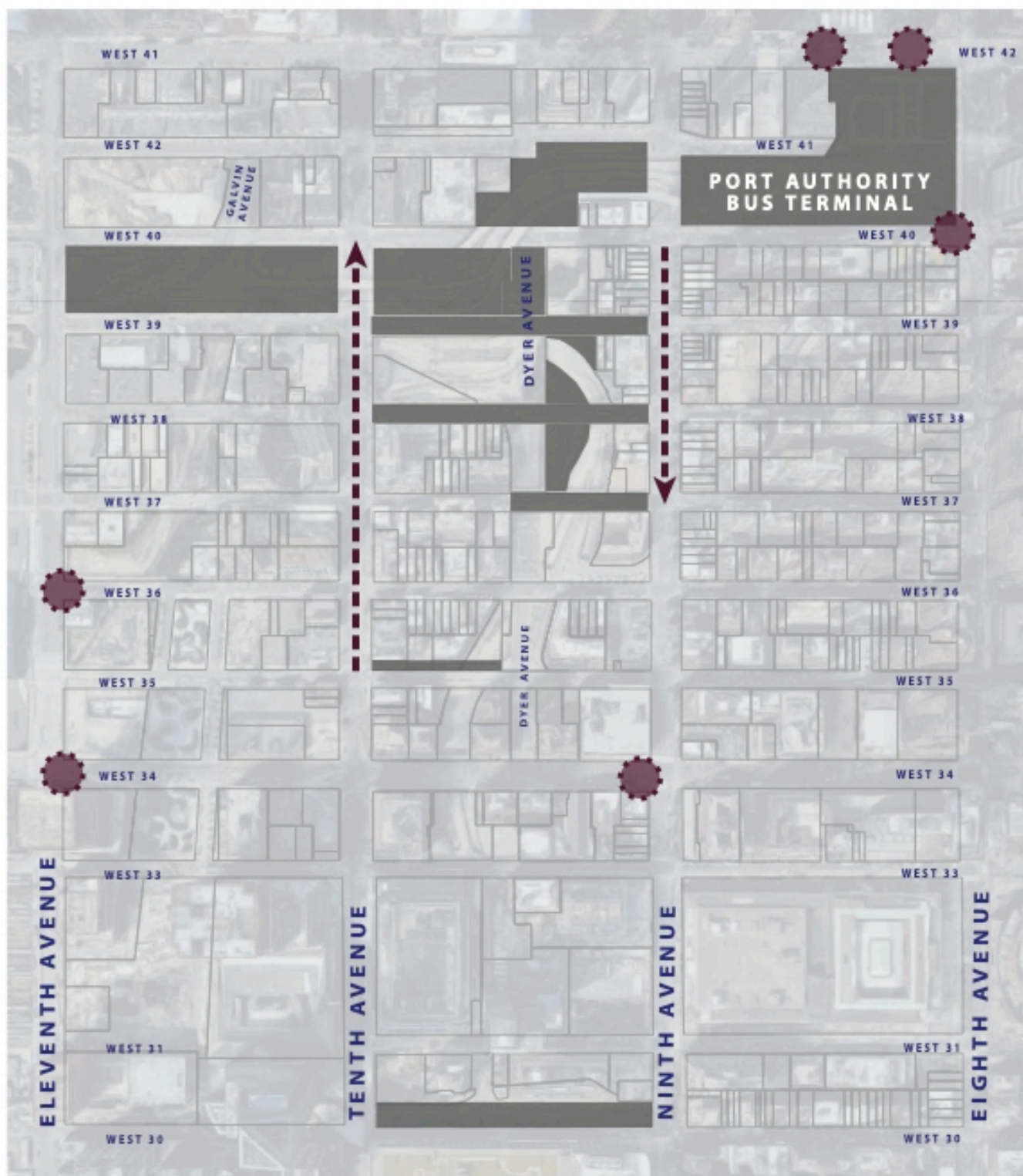
### ***New Bus Garage***

During the 2005 Hudson Yards rezoning, the Department of City Planning and engineers correctly anticipated that bus operations would not be compatible with luxury commercial or residential buildings and would be in conflict with curb access for deliveries and pedestrians. Although the FGEIS<sup>19</sup> assumed that a bus garage would be built by 2025 to offer parking to the multitude of buses displaced by the development in the district, the City and the Port Authority have not pursued this any further.

Since 2005, MCB4 has asked and advocated for such a facility in its annual Statement of District Needs.

<sup>18</sup> This situation has been partially resolved but buses that are early for their pick up continue to idle on local neighborhood streets.

<sup>19</sup> Hudson Yards rezoning 2005 FGEIS, comment A-18 [https://www1.nyc.gov/assets/planning/download/pdf/plans/hudson-yards/hy\\_chap29\\_t\\_fgeis\\_final.pdf](https://www1.nyc.gov/assets/planning/download/pdf/plans/hudson-yards/hy_chap29_t_fgeis_final.pdf)



**Bus Infrastructure**

- Bus Infrastructure
- Long Distance Curb Side Terminals
- Long Distance Route

**HKSC** HELLS KITCHEN SOUTH COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC  
 Last Modified 11/09/2018

Figure 27: Bus infrastructure

## Goals

- **Improve pedestrian safety**
- **Reduce vehicular gridlock caused by buses**
- **Restore the residential character of the streets in the district**

## Recommendations

- 1) Store and operate all buses in enclosed non-porous facilities with air filtration systems in New York and/or New Jersey

The Metropolitan Transportation Sustainability Advisory Workgroup Report 22, specifically recommends measures to “Relieve Congestion Caused by Tour & Sightseeing Bus Activity Tour Buses”, The report recommends that these buses, which obstruct public buses and clog streets in the most congested parts of Manhattan, should be severely limited. The report contends that there are plenty of transit options for tourists, and Manhattan simply cannot accommodate tour bus activity without creating hardship for businesses and residents. With respect to private commuter buses, it recommends that there must be an effort to find adequate off-street parking to reduce their contribution to congestion. They should not be assigned curb space needed for commercial deliveries and other purposes.<sup>20</sup> The city is already in a position to limit bus parking to specifically assigned areas at curbside. It is the general understanding that rules should be changed or legislation should be enacted enabling the City to disincentivize intercity bus operations to the new terminal. However, other cities have successfully taken a different approach.

- Commuter buses and long-distance buses/jitneys should be accommodated within the future terminal and/or in a facility in proximity to a subway station.
- All surface parking should be allocated for residential use and/or public open space development. Facilities to house all bus types should be studied so that these buses no longer utilize curbside locations and vacant lots for parking and/or passenger loading/unloading. Recommendations for an enlarged PABT and a new Galvin Plaza garage are as follows.

### *Enlarged PABT*

The new enlarged PABT with increased capacity should accommodate:

- The projected increase of commuter buses and some long-distance buses already hosted at the terminal
- The vehicles that currently operate at curbside terminals, outside the PABT terminal (tour and charter buses, commuter jitneys and long-distance buses) and their projected growths, due to the PABT lack of capacity and antiquated infrastructure.
- An enclosed facility equipped with a state of the art air-filtration and ventilation.

<sup>20</sup> <https://pfnyc.org/wp-content/uploads/2018/12/2018-12-Metropolitan-Transportation-Sustainability-Advisory-Workgroup-Report.pdf>

Enclosed ramp systems equipped with an air-filtration system. The ramp systems combined with underpass tunnels under 9<sup>th</sup> Avenue must provide access to all levels of the terminal without using the street. The ramps should connect to the Lincoln Tunnel by way of Site B.



Figure 28: Enclosed bus station, Helsinki, Finland



Figure 29: Enclosed bus access, Lyon, France, photo ©CC BY-SA 4.0

## 2) Explore other locations in the region for staging/parking and operations

The PABT operations team has expressed the need for staging areas for commuter buses to ensure reliable service and to compensate for the lack of capacity in the Lincoln Tunnel. Currently surface parking lots serve that function. To fund the new bus terminal, the Plan envisions these lots to be used for new developments or transfer of development rights from new open spaces.

The West Side should only carry a reasonable burden and the beneficiaries of the bus staging should also contribute to their fair share: a New Jersey based storage facility should be fully explored as the vast majority of commuter buses serve New Jersey residents.

### *Galvin Plaza*

A new multi-use building should be built on the vacant block known as Galvin Plaza (West 39<sup>th</sup> to West 40<sup>th</sup> Streets, 10<sup>th</sup> to 11<sup>th</sup> Avenues - Site A). This building should include up to four floors of bus parking, above the ground floor for tour and charter buses and commuter bus staging (see Appendix A for the balance of the recommended uses).

This facility would be with enclosed with non-porous materials and equipped with a state-of-the-art air filtration and ventilation system. It is anticipated that tour and charter buses would pay for the parking like they do in Washington, DC and Boston. MCB4 has repeatedly requested in letters and in its annual Statement of District Needs that a facility be built as soon as possible at Galvin Plaza.

Some staging should be included in the terminal itself on each level, and/or some could be integrated in the Galvin Plaza facility. However, it is imperative that priority be given to charter bus parking as suggested by the

“Fix NY City and the Metropolitan Sustainability Report”<sup>21</sup>.

### *Javits Marshaling Yards (adjacent to the Plan area)*

MCB4 has long been on record asking for a bus storage/parking facility and has suggested that the Javits Convention Center Marshaling Yards between West 33<sup>rd</sup> and 34th Streets, 11<sup>th</sup> and 12<sup>th</sup> Avenues, near the Plan area, be considered. This space is currently used for truck parking. The expansion of the Javits Center, once completed, will include a truck parking area at the north end of the center, enabling the Marshaling Yards for other uses. This site is conveniently located near the new #7 subway station, a line that crosses Manhattan from west to east.

This facility should also be enclosed and equipped with a state-of-the-art air filtration system and accommodate high-rise development above the facility. To reinforce bus use of planned facilities, State and City coordination and possibly legislation will be needed to disincentivize curbside activity and parking.

NY City and NY State should look to how other cities - such as Boston, Philadelphia and Washington - have successfully shepherded the curbside companies to a bus terminal and virtually eliminated curbside activity – without the need to enact new legislation.

### 3) Isolate terminal traffic from pedestrian and bicycle routes

Improve pedestrian safety and reduce vehicular gridlock by ensuring that all access to the terminal and other facilities are off-street and use ramps. Access to the terminal and other bus facilities via overhead ramps or underground tunnels would decrease conflicts with pedestrians, bicyclists and other vehicles. This would help improve air quality by reducing bus activity on the streets.

### 4) Signal to vehicles that they are in a residential district

Restore the Manhattan street grid so residents can circulate freely and safely and in a way that indicates to vehicles that the area is a residential district. The Manhattan street grid provides for sharp corners that slow down vehicles and for shorter crossing distances for pedestrians.

- **Reduce crossing widths**, in particular from West 30th to West 41st Streets by eliminating excess lanes and install neck-downs at Dyer Avenue in the same area, and at 10th Avenue and West 30th Street. Correct traffic signal timing to allow for sufficient crossing time.
- **Prevent conflicts with pedestrians**: install split phases on all crossings at Dyer Avenue from West 30th to West 42nd Streets where the tunnel traffic enters the city grid. Install split phase signals on streets from West 35th Streets to West 47th Streets and 8th Avenue. Install Barnes dances at 40th, 41st and 42nd Streets and 8th Avenue.
- **Slow down vehicles**: reduce turning radii at 9th Avenue/ Ramp C and Dyer Avenue/ 35th Street; remove all highway signage and add residential scale way-finding signage to rebalance the load.
- **Increase pedestrian visibility**: install pedestrian lighting on all bridges and under all ramps.

<sup>21</sup> The Metropolitan Transportation Sustainability Advisory Workgroup Report 22, published on December 2018



- **Increase sidewalk capacity** on the western sidewalk of 8th Avenue and the eastern sidewalk of 9th Avenue: extend sidewalks from West 47th to 34th Streets. Remove a parking lane.

In 2015, the Hudson Yards/Hell’s Kitchen Alliance Business District (HYHK Alliance) initiated an extensive streetscape study. An expert team led by MNLA included consultant Sam Schwartz who recommended solutions to address many of these issues. The streetscape graphic below illustrates some of the study’s recommendations.

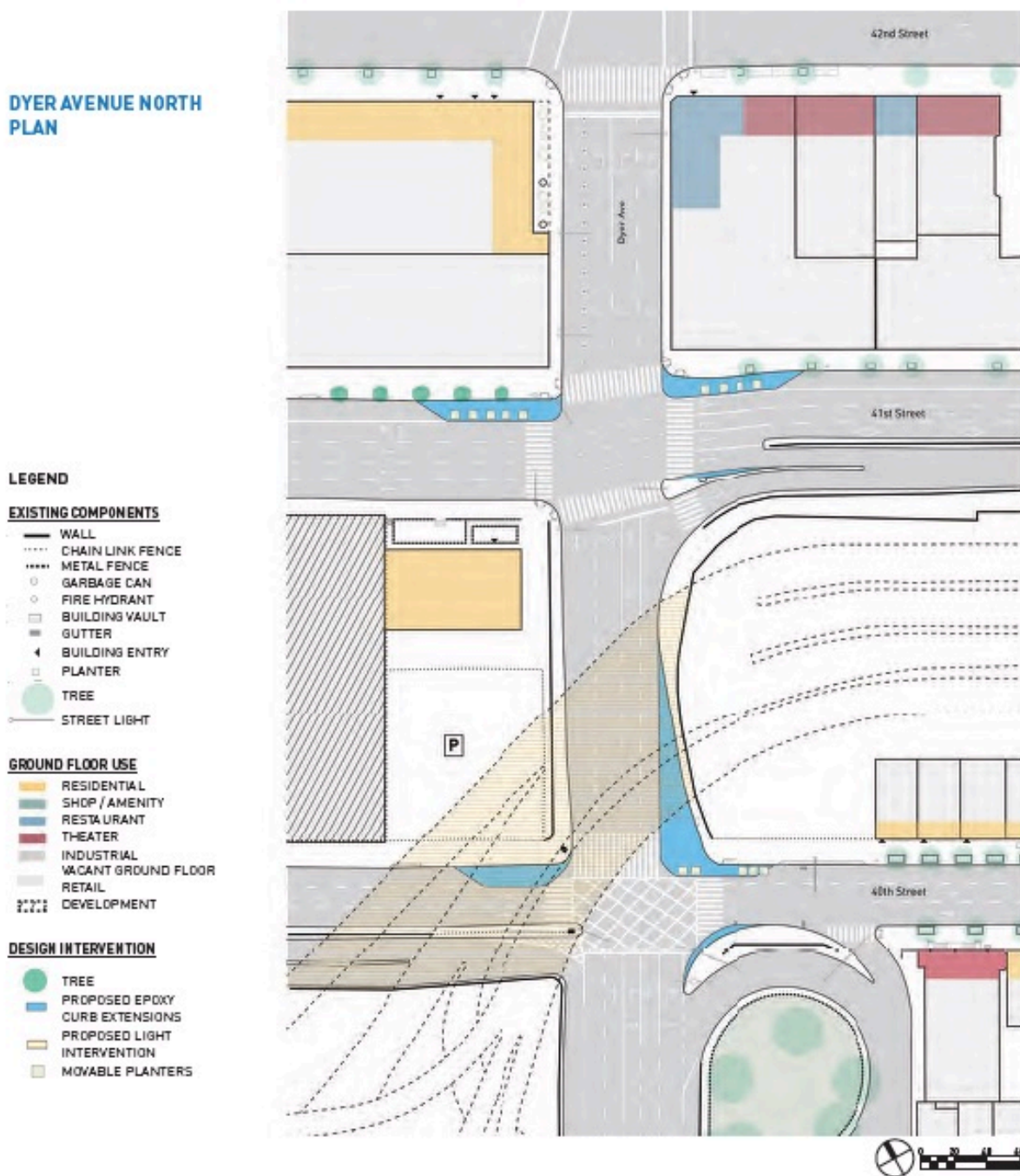


Figure 30: Dyer Avenue North Improvement Plan, source: Hudson Yards / Hell’s Kitchen Alliance, 2017

## Parks and Public Green Spaces

### Goals

- Improve public health by building a substantial amount of green space to meet the City's desired open space ratio
- Re-unify the bifurcated halves of the neighborhood with inter-connected parks

### Recommendations

- Provide approximately 5.7 acres of new public open space with a variety of green spaces .
- Include a large, multi-functional park for active recreation.
- Develop a public /private partnership under Port Authority' s leadership .

### Existing Conditions

MCD4 suffers from a serious deficit of parks and public green space. Only two percent of MCD4's land area is used for public parks, open space or recreation; only three other community districts have a lower percent of land area for these uses<sup>22</sup>.

As part of the Hudson Yards rezoning in 2004, MCB4 noted the lack of commitment for a park in HKS<sup>23</sup>.

More recently, the 2018 Block 675 Final Environmental Impact Statement (FEIS)<sup>24</sup>, which covered West 42<sup>nd</sup> Street to West 20<sup>th</sup> Street, between 8<sup>th</sup> Avenue and the Hudson River, (a larger area than the Plan area) found that with a residential population of 27,272 the FEIS study area had an open space ratio of 1.415 acres per 1,000 residents. The City's goal is 2.5 acres of open space per 1,000 residents.

<sup>22</sup> Data2GoNYC

<sup>23</sup> Appendix F

<sup>24</sup> Final Environmental Impact Statement (FEIS) for Block 675 East, April 2018, CEQR No. 17DCP159M; Chapter 6, Open Space, Existing Conditions, pages 6-5 to 6-11)



Figure 31: Parks deficit in HKS, nycgovparks.org, ©The City of New York

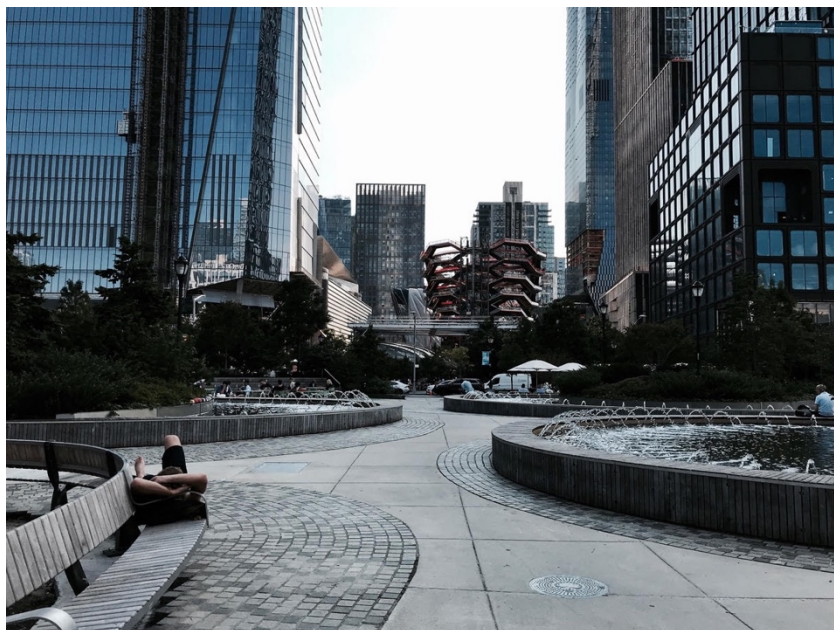
The Hudson River Park’s active green spaces are not easily accessible to HKS residents since the Javits Convention Center blocks access to the river from West 34<sup>th</sup> to West 41<sup>st</sup> Street. A large portion of the Hudson River Park between West 37<sup>th</sup> and West 42<sup>nd</sup> Streets is dedicated to ferries, buses, the Manhattan tow-pound and other transportation uses, leaving little space for park and recreation.

Unless new parks and open spaces are built, the ratio of open space to residents will continue to decrease in MCD4. Since the 2005 Hudson Yards Rezoning, over 3,000<sup>25</sup> new residential apartments have been developed. Additional apartments are expected to come online with the completion of Hudson Yards, and the 1,986 apartments generated in this Plan.

Within MCD4, the Hell’s Kitchen South area has the least amount of land devoted to parks and public green spaces. Hell’s Kitchen South has a total of 2.9 acres of public parks and public open space:

Hudson Boulevard Park (Phase I) opened in 2015 and is on three blocks from West 33<sup>rd</sup> Street to West 36<sup>th</sup> Street, between 10<sup>th</sup> and 11<sup>th</sup> Avenues. The completed sections encompass two acres. When the entire park is finished it will cover four acres, running north to south.

This 30-foot wide park includes a small lawn, three fountains, a café, tables, seating, planting beds, restrooms, and a playground. The park, funded by bonds through the Hudson Yards Development Corporation, is a Parks Department park maintained by the Hudson Yards /Hell's Kitchen Alliance (HYHK Alliance).



*Figure 32: Hudson Boulevard Park, photo: Brian Weber*

The second phase of the park, between West 36<sup>th</sup> and West 39<sup>th</sup> Streets (Blocks 4, 5 and 6), has funding in place with design underway.

The park will be heavily used by the 120,000 people working in the towers being built on each side of the boulevard. Once the commercial towers are fully occupied, the amount of green space the fully built out park provides will fall short by 36% from the ratios recommended in the CEQR guidelines for commercial environment<sup>26</sup>.

### ***Small Public Open Spaces***

Two spaces between traffic lanes were created through community efforts, spearheaded by the Hell's Kitchen Neighborhood Association, and are maintained by the Hudson Yards/Hell's Kitchen Alliance (BID):

**Triangle Plaza**, on the east side of Dyer Avenue between West 35<sup>th</sup> and 36<sup>th</sup> Streets, is leased by the PA to a local non-profit. It includes potted trees and scrubs and is located on a platform above a tunnel.

**Canoe Plaza**, owned jointly by the City and the Port Authority, is on the north side of West 36<sup>th</sup> Street between 9<sup>th</sup> and Dyer Avenues. The southern half was developed by the city as part of the Western Rail Yards rezoning. The northern half is leased by the Port Authority to a local non-profit, the Hell's Kitchen Neighborhood Association. It has 20 trees and tree guards, a continuous tree bed on the north half, a sculpture, seating, tables with umbrellas and potted shrubs on 0.2 acres. It is constantly used during good weather.

<sup>26</sup> CEQR manual [https://www1.nyc.gov/assets/oec/technical-manual/07\\_Open\\_Space\\_2014.pdf](https://www1.nyc.gov/assets/oec/technical-manual/07_Open_Space_2014.pdf)  
 © 2019 Hell's Kitchen South Coalition



Figure 33: Canoe Plaza, photo: Brian Weber

Because no public open space was developed for years in HKS, the community came together to reclaim marginal Port Authority and city-owned land. From 1995 to 2004, the Hell's Kitchen Neighborhood Association (HKNA) and Clinton Housing Development Company (CHDC) collaborated to develop key parks.

### **Key Parks**

Four small key parks provide limited public access. These parks are mostly owned by the Port Authority and leased to local organizations that maintain them. They can all be accessed with one key for a one-time \$2 purchase fee at the MCB4 Office. The same key opens them all except for the dog run.

- **Bob's Park**, on West 35<sup>th</sup> Street, between Dyer and 10<sup>th</sup> Avenues, is owned by CHDC. The park is 0.05 acres, and provides seating, garden, and a playground.
- **Astro's Dog Run and Community Garden**, located at West 39<sup>th</sup> Street and 10<sup>th</sup> Avenue, is a long, narrow space with a gravel surface and some trees.
- **Teresa's Park**, on West 39<sup>th</sup> Street, between Dyer and 9<sup>th</sup> Avenues, has landscaping and seating.
- **Alice's Garden**, on West 34<sup>th</sup> Street between Dyer and 10<sup>th</sup> Avenues is 0.18 acres, and has a garden and a sculpture.



### Open Space in Hell's Kitchen South

- Existing Open Space
- Existing Key Parks
- Planned Parks

**HKSC** HELLS  
 KITCHEN  
 SOUTH  
 COALITION

0 50 100 200  
 Yards

Sources: NYC DCP, HKSC



Figure 34: Hell's Kitchen South open spaces

## Tree Planting

During 1995 - 2004, HKNA, CHDC, and community residents worked together to plant street trees. As a result of the 2009 Western Rail Yards re-zoning Points of Agreement, the Parks Department worked with the community to plant 250<sup>27</sup> trees on the sidewalks from West 34<sup>th</sup> to West 42<sup>nd</sup> Streets, between 8<sup>th</sup> and 10<sup>th</sup> Avenues. Unfortunately, large portions of certain streets are bridges over Dyer Avenue and trees could not be planted in those locations.

## HYHK Alliance Streetscape Improvement Plan

The 2015 Streetscape Improvement Plan envisioned significantly expanding the north-south green areas from West 34<sup>th</sup> to West 37<sup>th</sup> Streets, by reclaiming unused portions of Dyer Avenue on Port Authority land and applying extensive new landscaping treatments.

Between 34<sup>th</sup> and 35<sup>th</sup> Streets, one lane of traffic would be eliminated, and three traffic lanes would be regrouped on the western side of Dyer Avenue, with two southbound lanes and one northbound. This would free a 30-foot wide by 200 feet long space on the eastern side of this section of Dyer to create a park. Trees could be planted since there is no tunnel under that section of Dyer Avenue. The traffic lane removal had been recommended by DOT when one moving lane was removed from West 34<sup>th</sup> Street to accommodate the SBS 34 bus service.

This configuration would be continued on the block between West 35<sup>th</sup> and West 36<sup>th</sup> Streets, except that starting midblock, the northbound lane would veer eastward to merge with the entrance to the Lincoln Tunnel, north of 36<sup>th</sup> Street. A large green space would be created on the east side of Dyer Avenue and a small green triangle would replace the large triangle that exists today on this section as shown on Figure 35.

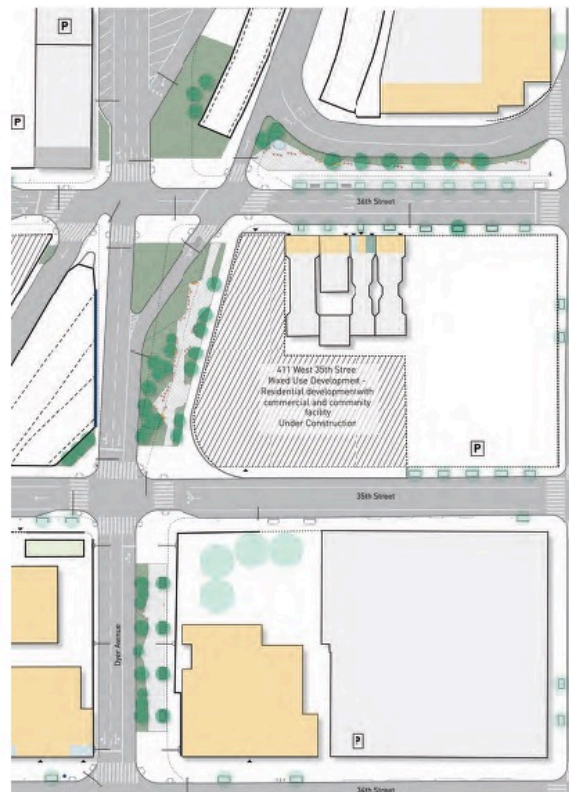


Figure 35: HYHK Streetscape Plan

This plan will be implemented in phases over the next few years as funding becomes available.

## Community Priorities

The most frequent land use request made by respondents at an April 2018 planning session<sup>28</sup> organized by the Coalition was for more public green space as this Word Cloud indicates:

<sup>27</sup> CHEKPEDS inventory 2013

<sup>28</sup> Hell's Kitchen South presentation to Manhattan Community Board 4







### Existing and Proposed Open Space

- Existing Open Space
- Proposed Open Space on Port Authority Properties
- Existing Key Parks
- Planned Parks

**HKSC** HELL'S KITCHEN SOUTH COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC

Figure 37: Existing and proposed open space

## Goals

- **Improve public health by building a substantial amount of green space to meet the City’s desired open space ratio**
- **Re-unify the bifurcated halves of the neighborhood with inter-connected parks**

## Recommendations

The Plan responds to the overwhelming community request for more park space and addresses the documented deficit of public open space in MCD4, particularly in Hell’s Kitchen South. Public open space must be developed while providing sites for residential development. The Plan would provide approximately 5.4 acres of new public open space including a large park for active recreation, an elevated park on the bus garage roof, and ten smaller sites for passive use. The green sites have a variety of topologies: at grade, under bus ramps, or on platforms over Dyer Avenue. All the parks will require some form of public /private partnership to be developed with the Port Authority leading this effort. Appendix A details site by site descriptions and recommendations.

### *Large Active Park*

This 1.3-acre park will be created on Site D in the heart of the district, with minimal shadows. It will require some platforming. A large portion of it will be located on terra firma, allowing the planting of large trees.

### *Elevated Park*

On Site A, a park will be located 120 ft up on the roof of the proposed bus garage between two towers. Accessibility and visibility from the street will be a challenge. This park will have good sun exposure at midday and a sweeping view of Hudson Park and Boulevard.

### *Green Corridor*

Ten green spaces are sited to give the perception of a continuous green space corridor and to preserve an important asset: expansive views of the midtown skyline and unobstructed southern exposures which will provide significant sunlight. This linear north/south green “necklace” would reconnect the fractured fabric of the community. Most of these sites would be located on platforms in the residential HKS core.

### *Connectivity*

Special street treatments are needed to help connect proposed open spaces that are separated by streets at grade. Not only are such treatments important for pedestrian safety but by adding greenery and trees, they reinforce the sense of continuity for this green corridor. The following are recommended:

- Bulb outs (widened sidewalks)
- Raised pedestrian crossings with pavers or stripes
- Trees and planters.

An example of these features has already been successfully piloted in the Plan area at West 37<sup>th</sup> Street between 9<sup>th</sup> and 10<sup>th</sup> Avenues where there are planters with greenery, bulb-outs, and safety barriers for a delineated mid-block pedestrian crossing. See Figure 38.



*Figure 38: Existing mid-block pedestrian connection on West 37th St (9/10), photo: Brian Weber*

For connections that are not at grade (Site A and Site E), it will be necessary to build ramps and possibly add elevators on the outside, to comply with accessibility rules and truly realize the vision of a continuous park.

### **Construction and Maintenance**

Options for construction should be explored and include public and private sector participation, with input from the Port Authority, the Parks Department, the HYHK Alliance and MCB4. The design of these spaces should be governed by an inclusive public process with community participation. The open spaces could be maintained by the HYHK Alliance with adequate funding from the public and private sector.

### **Street Trees**

In addition to green open spaces, street trees contribute to improving air quality and providing a softened landscape. Current zoning requires that for all new developments, a new tree must be planted every 25 feet along the curb.

- Trees should be planted on the sidewalks adjacent to all PA facilities
- Developments should work with ConEd to design utility vaults to accommodate street tree plantings. .
- Trees should be planted in front of new public open spaces.

- If it is not feasible to plant trees directly in the ground because of underground infrastructure, then they should be planted in large containers, in the parking lane, especially along the bridges over Dyer Avenue.
- The trees should be 7 to 10 years old and consistent with the recommended species for the neighborhood, so they grow tall and produce substantial shade.
- Tree guards must be included to protect this investment.

## Residential Development with Affordable Housing

### Goals

- Strengthen the traditional residential core with new housing
- Ensure that building heights reflect the existing neighborhood scale
- Provide permanently affordable units in new buildings

### Recommendations

- Add approximately 2,178 residences on five sites
- Conform to current height limits and eliminate height bonuses in the core
- Provide 30% of units as affordable
- Encourage environmentally-sound buildings

MCB4 has been an affordable housing advocate for decades, from the 1970s when the City was plagued by disinvestment and abandonment, and through gentrification and tenant displacement in the 1980s and 1990s. Rezoning actions in 2005 and 2009 have also resulted in neighborhood changes. MCB4 continues to support affordable housing as major rezoning actions have resulted in luxury rental and condo development. The community has always sought flexibility and creativity from the City government and the private sector to develop and preserve affordable housing. The community strongly believes that socioeconomic diversity and integration are essential to keeping the district's neighborhoods diverse and thriving.

### Existing Conditions



Figure 39: 9th Ave, ground floor stores with apartments above, photo: Brian Weber



Figure 40: Older housing, W 40th St, between 9th & Dyer Ave, photo: Brian Weber

Hell's Kitchen South is a mix of older, low scale residential buildings between 8<sup>th</sup> and 10<sup>th</sup> Avenues, with newer, taller commercial buildings west of 10<sup>th</sup> Avenue.

Existing building heights in the traditional residential neighborhood (SHYD subdistrict D4, approximately bounded by 9<sup>th</sup> and 10<sup>th</sup> Avenues, between West 35<sup>th</sup> to West 40<sup>th</sup> Streets - see Figure 12) are predominantly between four and six stories. Between 8<sup>th</sup> and 9<sup>th</sup> Avenues, there is a mix of building heights, ranging from five to 25 stories. Highrise buildings from 22 to 78 stories high are planned or in construction of the west part of the Plan area between 10<sup>th</sup> and 11<sup>th</sup> Avenue. The Eastern and Western Rail Yards area, between West 30<sup>th</sup> and West 33<sup>rd</sup> Streets have buildings between 45 to 75 stories.

Currently, there are 165 residential buildings in the Plan area with a total of 9,581 residential apartments, with 1,188 affordable apartments in HKS.



### Affordable Housing

- |   |  |
|---|--|
|  Port Authority Properties |  Affordable Housing |
|  All Other Lots            |  Planned            |
|  80/20 Non-Inclusionary    |  80/20 Inclusionary |

**HKSC** HELL'S  
KITCHEN  
SOUTH  
COALITION

0 50 100 200  
Yards

Sources: NYC DCP, HKSC



Figure 41: HKS affordable housing

## Goals

- Strengthen the traditional residential core with new housing
- Ensure that building heights reflect the existing neighborhood scale
- Provide permanently affordable units in new buildings

## Recommendations

### *Housing Production*

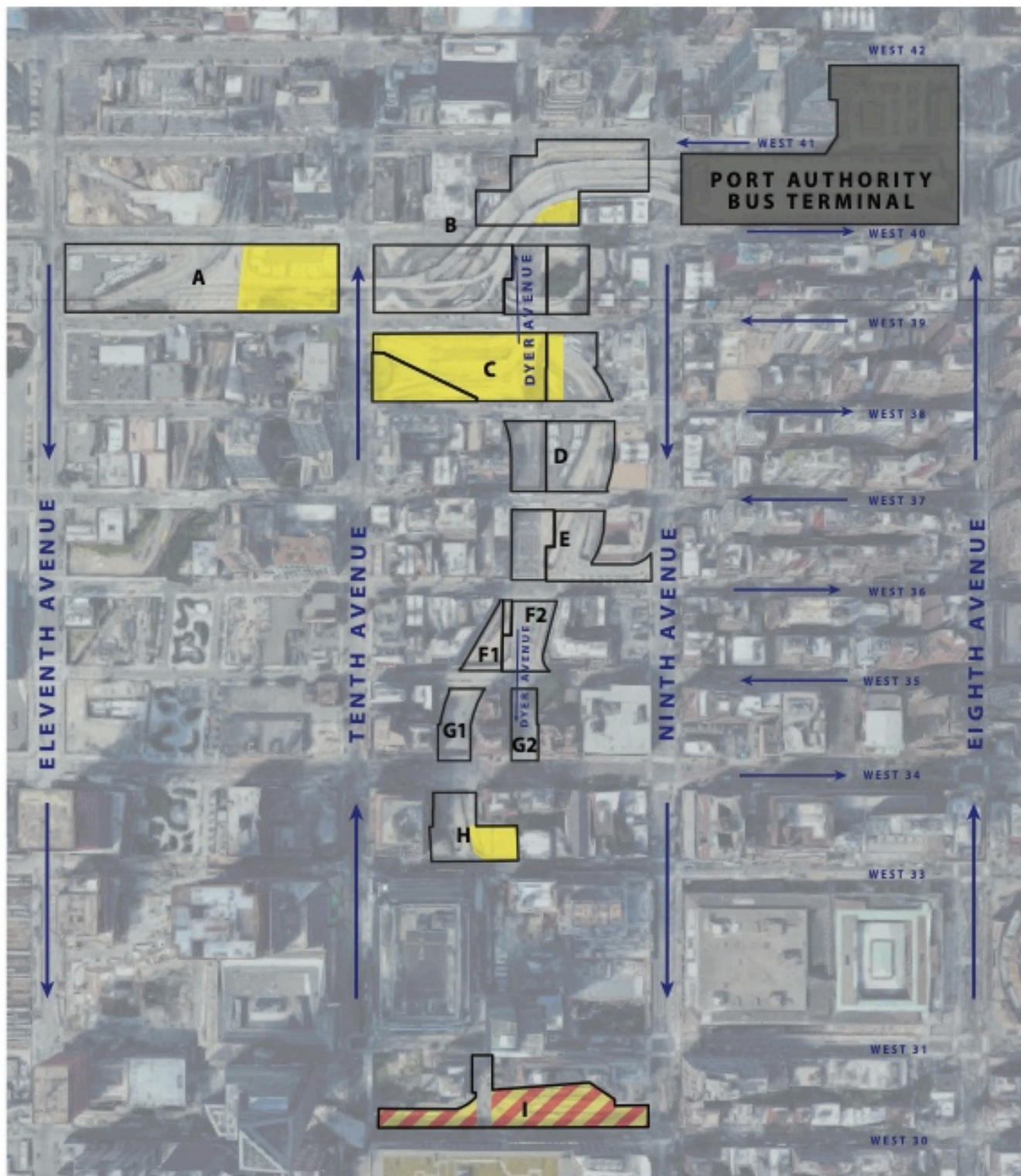
If fully implemented, the Plan would add approximately 2,178 apartments<sup>29</sup>. New housing will reinforce the existing residential character of the traditional core of the Hell’s Kitchen South neighborhood. Residential development is recommended on five PA-owned sites (Fig. 42). These sites, all zoned residential, were selected because they offer sizable lots needed to accommodate housing. All but one site would require the construction of a platform to bridge over below grade Dyer Avenue. Refer to Appendix A for site by site descriptions and recommendations.

- On Site A (Galvin Plaza) residential development is recommended to be built over a bus-parking garage at the east side of the block at 10<sup>th</sup> Avenue. This tower would generate 770 apartments.
- Site B North is the smallest site with 49 units and is located on West 40<sup>th</sup> Street between Dyer and 9<sup>th</sup> Avenues. It had previously been identified for 100% affordable housing in the 1980s but remains undeveloped. The site is at grade and would not require a platform.
- Site C has the largest footprint and is on the block between 9<sup>th</sup> and 10<sup>th</sup> Avenues, from West 38<sup>th</sup> to West 39<sup>th</sup> Streets, utilizing almost the entire block. This site would accommodate 758 apartments.
- Site H on Dyer Avenue corridor at West 33<sup>th</sup> St adjacent to a group of existing residential buildings would generate 137 units.
- Site I, is located at the southern-most boundary of the HKS Plan area. It is bounded by West 30<sup>th</sup> and West 31<sup>st</sup> Streets, 9<sup>th</sup> and 10<sup>th</sup> Avenues. The zoning requires that commercial development be committed to before residential development can proceed. The housing would be above the new commercial uses. If Site I is fully built out, there could be a total of 272 apartments, assuming commercial development is first in place.

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<sup>29</sup> Hudson Yards’ estimated number of units on lot computation: Total Residential Floor Area (Lot Area x Residential FAR) minus common area deduction (Total Unit Area= Total Residential Floor Area x 0.85) divided by average apartment square footage (Total Unit Area / 850 average apartment square footage)





**Proposed Residential Uses**

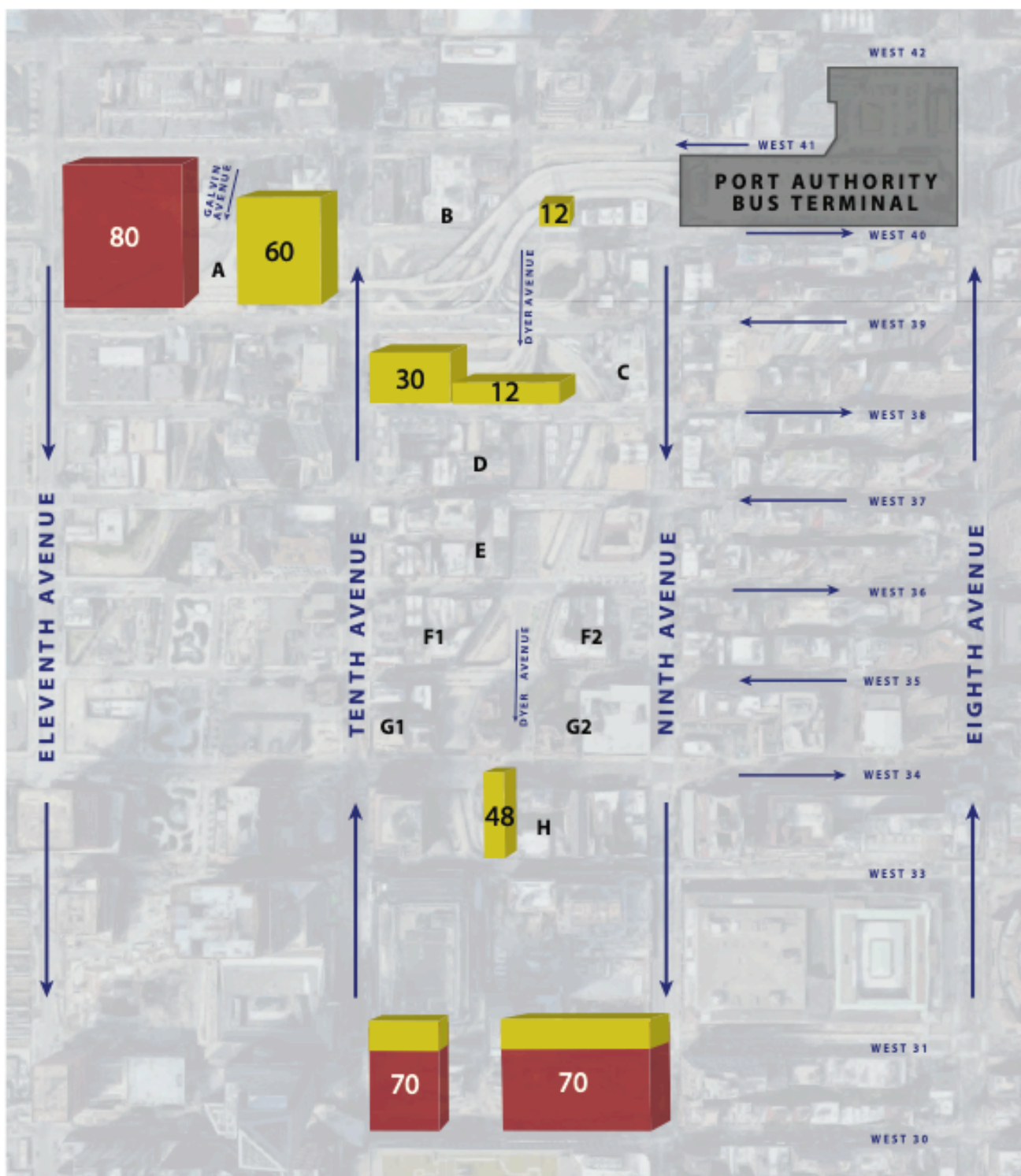
- Port Authority Properties
- All Other Lots
- Residential Uses
- Commercial/Residential

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 SOUTH  
 COALITION




0 50 100 200  
 Yards

Sources: NYC DCP, HKSC

Figure 42: Proposed residential uses



**Permitted Building Heights for Proposed Uses**

-  Commercial building with height
-  Residential buildings with height
-  Commercial/Residential buildings with height

**HKSC** HELLS KITCHEN SOUTH COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC




Figure 43: Proposed residential & commercial building heights

## *Building Heights*

Existing zoning regulates the heights of proposed residential buildings. The tallest building could be 60 stories on Site A (Galvin Plaza) on 10th Avenue, between West 39th and West 40th Streets. The building on Site H at West 33rd and Dyer Avenue could be 48 stories. Buildings on Site C (10th Avenue and West 38th Street) and on Site G1 (between West 34th and West 35th Streets, 9th and 10th Avenues) could be 30 stories. Buildings midblock between West 37th and West 39th Streets, in the residential core area, (Sites C and D) are limited to twelve stories. Site I on West 30th street could rise to approximately 70 stories.

## *Affordable Housing*

All new residential development would be required to provide 30 percent of its floor area as permanently affordable. This requirement would generate 630 apartments with the majority of them located on Site A, Site C and Site I. The existing SHYD (Subdistrict B1, B2, C, D4, D5) text would need to be amended to include this provision.

Consistent with the community 's long-standing policy of full socio-economic integration for mixed income buildings, developers of all new residential buildings would be required to follow the current MCB4's guidelines for affordable apartments:

**Apartment Distribution:** The affordable apartments should be distributed throughout the entire building. Distribution should exceed the 65 percent requirement of the Inclusionary Housing (MIH) program. Developers should aim to distribute affordable apartments on 80 percent of the floors. Since 2007, the Board has worked with developers on 16 sites to obtain a more equitable distribution of affordable units. The average distribution on those sites is 83 percent.

**Apartment Finishing:** All apartment finishes, flooring, tile, plumbing and light fixtures, kitchen cabinets, countertops and appliances should be the same for affordable and market-rate apartments.

**Building Amenities:** Building amenities such as courtyards, roof decks, playrooms etc. should be equally available to all building residents regardless of income. Amenities with fees for residents' use such as fitness facilities should be available to affordable housing tenants at a reduced fee by using a sliding scale amenity fee.

## *Environmentally Sound Buildings*

**Emissions:** Recently passed legislation requires buildings to comply with the Climate Mobilization Act of 2019 which establishes emissions caps for buildings over 25,000 square feet and requires that roofs of certain smaller new residential buildings and non-residential buildings be equipped with a solar photovoltaic system or a green roof.<sup>30</sup>

Consistent with the Administration's goal to achieve a reduction in greenhouse gas emissions (GHG) of 80% by 2050, both residential and commercial buildings should comply with best practices in building technology: high-performance structures powered by low-carbon energy sources. Walls and windows must be insulated, building equipment must become more efficient and intelligent, and building systems must be made ready for renewable

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<sup>30</sup> Climate Mobilization Act: <https://council.nyc.gov/data/green/#green-bills>

energy sources to eventually replace fossil fuels for heating, hot water, and cooking<sup>31</sup>.

**Waste management:** It is critical that the building design provides internal space to store garbage before pick-up. If this space is not provided, enormous piles of garbage are placed on the sidewalk before pick-up time, creating unsanitary conditions for residents and pedestrians and obstructing the right of way.

**Electric Vaults:** Similarly, integrating Con Edison vaults inside the buildings is a prerequisite to planting as many trees as possible on the sidewalk to absorb emissions and lower the temperature thus saving electricity for adjacent stores.

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<sup>31</sup> One City Build to Last Report - <https://www1.nyc.gov/assets/builttolast/downloads/OneCity.pdf>  
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## Commercial and Local Retail Uses

### Goals

- Promote new small independent businesses that sell affordable products or services
- in the PABT encourage retail uses that serve the community and improve access to them
- Enhance the exterior of the PABT for pedestrians and potential shoppers

### Recommendations

- Provide small scale retail with 30% of the stores affordable, and community facilities on side streets along selected sites
- Add street-side windows and doors for new stores in the PABT
- Form a Community Advisory Committee to steer the affordable retail program and promote diversity

## Existing Conditions



Figure 44: International Foods on 9th Ave, photo: Brian Weber



Figure 45: Sea Breeze Fish Market on 9th Ave, photo: Brian Weber

There are over 200 ground floor retail businesses in the Plan area. Most older buildings have 25-foot frontages, with some storefronts at a 12-foot width, lending themselves to smaller businesses. About half of these are independent businesses that provide neighborhood retail goods and services. New buildings in the western portion of the Plan area include hotels, and ground floor banks and chain retailers.

About half the businesses on 9th Avenue, between 35th and 42nd Streets, are restaurants offering ethnic cuisines from around the world and attracting people from all over the city. Restaurants significantly add to the buzz and attraction of the neighborhood and are vital to the local economy. However, there is a lack of essential goods and

affordable food, merchandise and services on 9th Avenue for a mixed income population.

## Vacancies

On-line shopping and high rents have deeply impacted small businesses in New York City. Hell’s Kitchen South is no exception with an additional handicap; the heavy bus and vehicular traffic generated by the bus terminal and the Lincoln Tunnel continue to be a challenge for retailers on the avenues.

City agencies and elected officials are concerned about the loss of neighborhood businesses across the city. Overall vacancy rates have increased from 2.1% to 4.2% between 2012 and 2017 according to a 2017 City Council report “Planning for Retail Diversity: Supporting NYC’s Neighborhood Businesses”<sup>32</sup>. The report identified the top 10 zip codes that lost small retailers and restaurants; included were Midtown East, Times Square/Hell’s Kitchen, and Chelsea. The north part of Hell’s Kitchen, the third highest, lost 344 small retail stores and restaurants between 2002 to 2012, accounting for a 21% loss.

Based on 2017 and 2018 field surveys, the Plan area currently has 22 vacant store fronts, about nine percent of the total 250 storefronts.

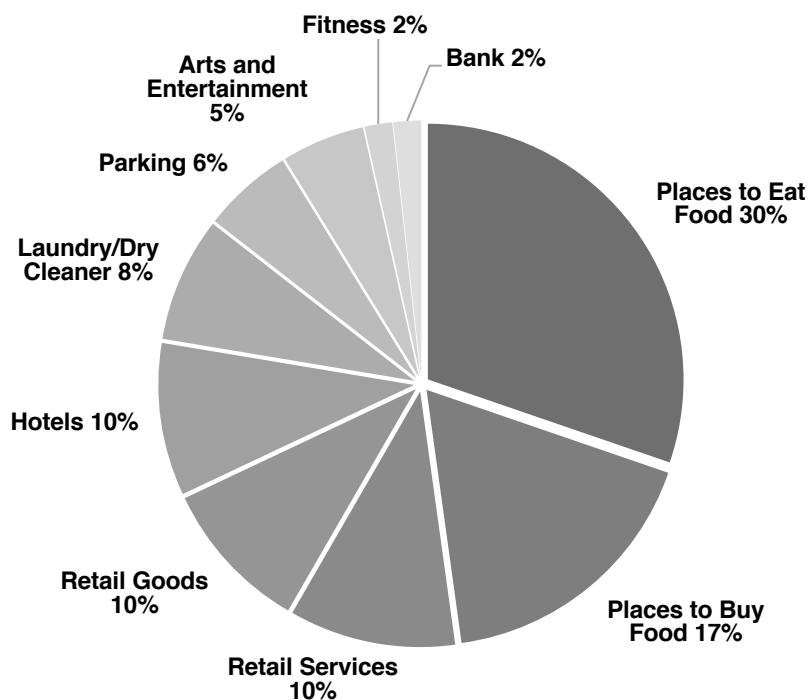


Figure 46: Existing retail businesses in Hell's Kitchen South

## Port Authority Bus Terminal Retail Businesses

The Port Authority has made efforts to upgrade its roster of retail stores within the terminal. The interior space is noticeably cleaner and brighter since 2019. Of the 44 businesses listed on the Port Authority Bus Terminal Directory in January 2019, there are ten newsstands, several Lotto kiosks, and food options, largely take-out fast food understandably geared to bus and subway riders. Half the businesses are local but (virtually) none of them are targeted to serve or enhance the local community.

Access to stores in the terminal by the community is also challenging. Exterior windows don’t advertise the presence of stores inside and interior circulation is confusing and lacks proper signage. This enclosed facility deadens the

<sup>32</sup> NYC Council Planning for Retail Diversity  
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outdoor pedestrian experience with long blank walls on West 40<sup>th</sup>, and West 41<sup>st</sup> Streets and along 9<sup>th</sup> Avenue.

With the exception of 8<sup>th</sup> Avenue, where stores have windows and entrances on the sidewalk, the facades of the current bus terminal are a deterrent to community and pedestrian life. Along 9<sup>th</sup> Avenue, there are no stores on either side of the entrance, a lost opportunity for revenue as well as street activation. On West 40<sup>th</sup> Street, a major entrance for buses, presents a dangerous obstacle for pedestrians, and conversely pedestrians slow down buses entering the terminal. Subsequently, walking east, a pedestrian is confronted with 700 feet of dead wall space. There is no pedestrian illumination or trees for shading, since the existing mature trees were cut during the construction of the earthquake trusses. The same situation applies on West 41<sup>st</sup> Street, where the massive bridge, between the north and south buildings of the terminal, negatively impacts the pedestrian experience. As a result, this area is very dark and unfriendly for pedestrians.

## Goals

- **Promote new small independent businesses that sell affordable products or services**
- **in the PABT encourage retail uses that serve the community and improve access to them**
- **Enhance the exterior of the PABT for pedestrians and potential shoppers**

## Recommendations

At a 2017 HKSC Planning Meeting, the community indicated that retaining and enhancing business diversity as an important goal of the Plan. Neighbors expressed concern about the displacement of small businesses, called for rent control for small businesses and requested zoning to limit large chain businesses. One participant stated: “One of the main reasons I moved to the neighborhood in 1998 was the charm, convenience and diversity of small businesses in Hell’s Kitchen. We are losing that fast.”

Recommendations focus on both the neighborhood and the PABT and are designed to encourage a diversity of retail uses. Recommendations include measures to promote and retain affordable businesses on Port Authority owned sites in locations not appropriate for prime retail, as well as for the inside and outside of the PABT.

1. Ground floor retail uses are proposed, consistent with current zoning
  - Site A (Galvin Plaza), between 10<sup>th</sup> and 11<sup>th</sup> Avenues, which would be at the base of the proposed bus parking garage.
  - Site B South, on 10<sup>th</sup> Avenue between West 39<sup>th</sup> and West 40<sup>th</sup> Streets, at the base of the PABT ramp structure.
  - Site C, on 10<sup>th</sup> Avenue between West 38<sup>th</sup> and West 39<sup>th</sup> Streets, as part of a large residential development
  - Site H, on West 33<sup>rd</sup> Street, between 9<sup>th</sup> and 10<sup>th</sup> Avenue, as part of residential development.



Figure 47: West 40th St. exterior of PABT, photo: Brian Weber

1. Small scale retail with affordable space is recommended for spaces that may not conform to market expectations for prime retail space:

- The side streets of Site A (Galvin Plaza): West 39th and West 40th Streets between 10th and 11th Avenues.
- Three sides of the PABT, along West 40th Street, 9th Avenue and West 41st Street.
- Developers of buildings on these streets would be required to provide 30% of the ground floor space for affordable (below market) retail space with basic outfitting. Typical stores might be dry cleaners, hardware stores, shoe repair shops, produce stands, bakeries, small movie theaters, Basic outfitting includes cement floors, HVAC system, plumbing and electrical connections.

2. Community facilities are recommended for the following side streets:

- On Site A: community facilities would be intermingled with small retail uses.



- Site B South would allow community facilities only and no retail, to conform to the community preference that side streets not be encumbered by uses that are not compatible with low rise residential side streets. These community facilities might include a small library, a senior center, community meeting rooms, indoor or outdoor sports or play spaces, art exhibition area, doctors and dentists' offices

3. The nature of the retail uses within the PABT should be changed to serve in part neighborhood residents and workers, and provide a local market flavor.

Stores should not be administered only from the perspective revenue for the PABT. These spaces should help serve the surrounding community with affordable offerings supported by below market rents.

4. Community access to the stores located inside the terminal should be improved.

The PABT should provide for stores with lighted windows with entrances that open to the street as well as the inside of the PABT. This approach will further integrate the PABT within the fabric of the neighborhood. It will also increase the value of its commercial space by attracting additional customers during the non-peak hours of the day.

5. A Community Advisory Committee for Affordable Retail should be created to consult with developers and storeowners to promote retail diversity.

This committee, composed of MCB4 members, other community representatives, elected officials, local business representatives and Port Authority personnel, would review which businesses obtain spaces to ensure that there is a balanced mix of relevant offerings that are complementary to existing retail stores on the avenues and are appropriate for a mixed-income population. This committee should also monitor the required 30% affordable retail store program.

A number of proposals to address the problems small storeowners face have been advanced by local elected officials. If any of these proposals are enacted, they may result in fewer vacancies in Hell's Kitchen South. They might also be helpful to owners of the new proposed ground floor retail uses. However, the consensus is that an appropriate rent is the single most important factor in promoting affordable and diverse stores.

## Art in the District

Hell’s Kitchen South has historically been home to a large and diverse artistic community. The most visible example is Theatre Row on the south of West 42<sup>nd</sup> Street between 9<sup>th</sup> and 10<sup>th</sup> Avenues. Baryshnikov Art Center and a number of rehearsal studios are located in Hell’s Kitchen South as well as long time galleries.

In that spirit the HKHY Alliance has taken the lead to include art at various locations, the most notable being the sculpture *Ascension* in the Canoe (West 36<sup>th</sup> Street and 9<sup>th</sup> Avenue). This 6-foot tall sculpture was created by Jordan Baker-Caldwell, a local artist and sculptor who was inspired by construction in the district.



Figure 48: Sculpture at Canoe Plaza, photo: Brian Weber

The Port Authority has also partnered with the organization ChaShaMa to convert an unused space under the triple bridges (9<sup>th</sup> Avenue between 40<sup>th</sup> and 41<sup>st</sup> Streets) in an exhibition space for emerging artists. We anticipate that the HYHK Alliance will continue to install more art works in the new parks and that some of the community facilities on Site A and B will be devoted to the arts.



Figure 49: HYHK Alliance neighborhood beautification project on West 37<sup>th</sup> St, photo: Brian Weber



Figure 50: ChaShaMa collaboration with the Port Authority, photo: Brian Weber

## Infrastructure and Services

The HKS community is concerned with the lack of city services in the Plan area. The Hudson Yards development has presented a unique challenge. The creation of a new district to eventually hold 120,000 workers and over 20,000 residents in such a short period of time is without precedent. This projected increase of residents in HKS cannot be accommodated by the existing city services.

In response to the Hudson Yards Plan Uniform Land Use Review Procedure Application in 2004, MCB4 noted the lack of infrastructure in its Comments and Recommendations<sup>33</sup>. Within the response, MCB4 requested a fire station, library, police station, bus garage, school, and EMS station. As part of the Hudson Yards Points of Agreements commitment, a new school in the Western Rail Yards area at West 31<sup>st</sup> Street and 11<sup>th</sup> Avenue is planned to be built along with the Western Rail Yards Development. As part of the Block 675 East Rezoning<sup>34</sup>, an agreement was reached for an Emergency Medical Service (EMS) facility at West 29<sup>th</sup> Street between 11<sup>th</sup> and 12<sup>th</sup> Avenues, just south of the Plan area, to be constructed in the near future. All other areas of concern were agreed to be further studied.

Other concerns of the community were the need for a senior center, additional day care seats, and health services. Development on PANYNJ owned properties present an opportunity to establish the required city services.

Evidence of overstressed services in the Plan area is abundant:

### Police Services

The Hudson Yards development will more than triple the demands on the 10<sup>th</sup> Police Precinct that covers the Hudson Yards area and Chelsea<sup>35</sup>. In the Plan area, MCD4 is bifurcated between two precincts, with a small area serviced by the Midtown south precinct which stretches to Madison Avenue. The Plan area should be under a single enlarged precinct as is required by the City Charter.

### Fire Services

The Fire House on West 38<sup>th</sup> Street between 9<sup>th</sup> and 10<sup>th</sup> Avenues is under stress due to the Lincoln Tunnel traffic which blocks intersections and prevents it from responding in a speedy manner. In 2018 the Uniformed Firefighters Association sent the Mayor expressing concerns about increased traffic and safety emergencies and stating that the department is “stretched thin” trying to serve Hell’s Kitchen. Nearby firehouses have seen an increase in activity. Traffic congestion is cited as a serious problem. FDNY agrees and has called for additional fire resources<sup>36</sup>.

### Health Services

According to a 2019 MCB4 report, “Surveying and Mapping Health Services in the Hudson Yards Area”<sup>37</sup> there is no hospital servicing this area, and the number of healthcare facilities are shrinking.

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<sup>33</sup> See Appendix F

<sup>34</sup> Block 675 East FEIS

<sup>35</sup> Census 2010

<sup>36</sup> Daily News 12/7/18 Thomas Tracey

<sup>37</sup> Survey and Map of Health Services in MCB4

## Libraries

The West 40<sup>th</sup> Street Carnegie Library was closed after the Lincoln Tunnel construction reduced the population. There is no branch library in HKS south; by contrast, there are five libraries from East 34<sup>th</sup> Street to East 42<sup>nd</sup> Street in East Midtown. A New branch library is needed for this district.

## Childcare & Senior Services

The demand for publicly-funded child care exceeds the supply. Hudson Guild, located in Chelsea with a child care center at Metro Baptist Church on West 40<sup>th</sup> Street, has a long waiting list for under three-year-old children and is looking for suitable space

Seniors over 62 year sold represented 8.3% of the Plan area's population in 2010, however there is no senior center conveniently located in the Plan area.

## Sanitation

New technology may hold a key to improving waste collection. At a minimum, garbage storage should have a dedicated space within each new development that can accommodate garbage compressors and large containers to store garbage and recyclables until pick-up time.

The need for improved and increased infrastructure to adequately serve the need of the present and increasing population in the Plan area is compelling; police, fire stations and health services deal with basic safety and life and death situations. The projected 630 households in affordable housing will urgently need day care slots and a local library in the HKS area. While this Plan by itself cannot address all these needs, it identifies locations for small community facilities in ground floor spaces on side streets within the PANJNY owned properties. There needs to be collaboration and commitment by the City, the Port Authority and private developers to address these issues.

# Implementation

## Funding

In order to execute this Plan, the Port Authority will need a mechanism to monetize development rights on the maximum number of lots it owns, including those designated to receive green spaces. Platforms will need to be built incorporating appropriate ventilation/ filtration systems compliant with Federal Highway standards. A zoning text amendment is necessary to permit the creation of a Transfer Development Rights district.

### *Transfer of Development rights*

“Development rights” refer to the maximum amount of floor area permissible on a zoning lot. A “transfer of development rights” (“TDR”) allows for the transfer of unused development rights from one zoning lot to another in specific circumstances.

The TDR from almost all of the proposed open spaces is recommended to provide funding for the replacement bus terminal, publicly accessible open spaces and other neighborhood improvements. This process does not require up-zoning; the total floor area does not increase; it is redistributed.

### *Sending Sites*

In this Plan, TDR floor area is determined by calculating what the permitted floor area would be on an open space site if it were to be developed with a residential or commercial building. A site that generates TDR’s is called a “Sending Site.”

Figure 52 shows eight separate “Sending Sites” in red. A total of approximately 1,223,000 square feet of TDR would be generated from all the eligible open space sites.

### *Receiving Sites*

The proposed receiving sites would have the capacity to absorb the 1.25 million sf. of floor area generated by the sending sites. Sites designated to “receive” TDR floor area are recommended for locations that would not negatively impact the HKS community. Recommended “Receiving Sites” would be to the west or east of the traditional community, close to commercial districts. None of the “Receiving Sites” are between 9th and 10th Avenues where the low scale residential neighborhood is. Three receiving sites are recommended:

One site to receive TDRs is the commercial tower is on Site A (Galvin Plaza). This site is on 11<sup>th</sup> Avenue and is consistent with higher density development in this western area. There might be an increase in FAR from 20 to 21.6 for this commercial tower.

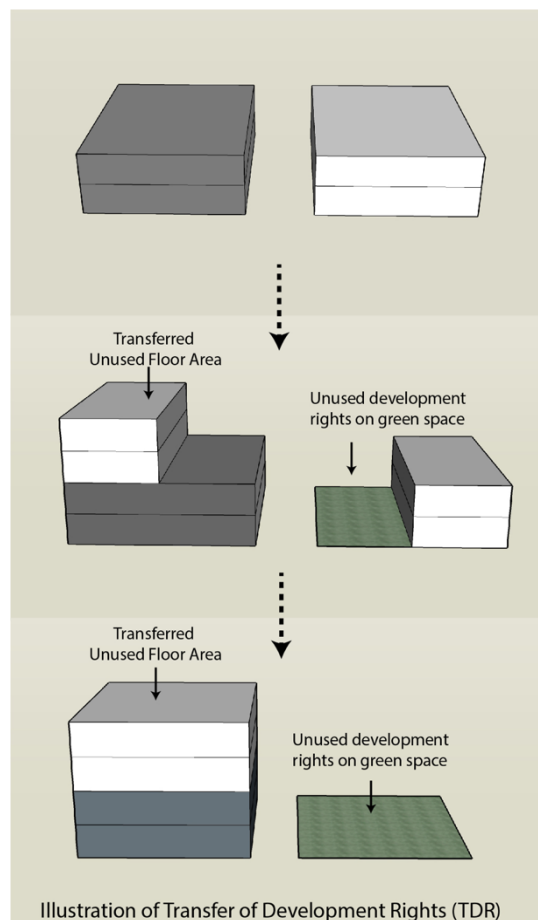
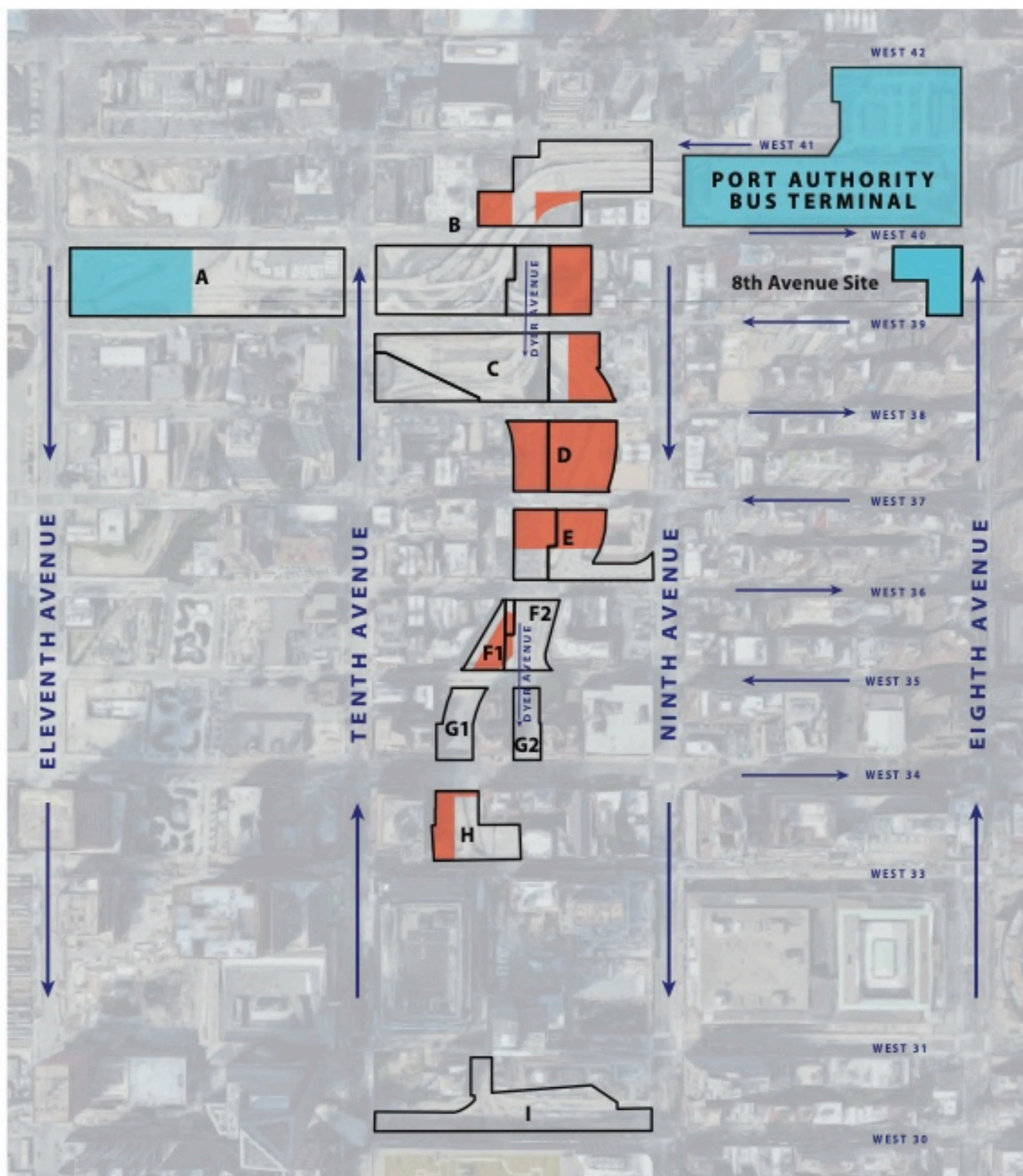


Figure 51: Illustration of Transfer of Development Rights (TDR)



**Transferable Development Right Sites**

- Sending Sites
- Receiving Sites

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 SOUTH  
 COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC  
 Last Modified 04/30/2019

Figure 52: TDR sending and receiving sites

Another site is the entire footprint of the Port Authority Bus Terminal, between West 40<sup>th</sup> and West 42<sup>nd</sup> Streets, 8<sup>th</sup> and 9<sup>th</sup> Avenues. This site is ideally located for high density development. It is in a commercial hub and served by multiple subway lines and bus connections that can support higher commercial density. The PABT site FAR would increase from 15 to 19. If the new replacement bus terminal is in-place on the existing site, the new building infrastructure should support additional TDR floors beyond the new terminal's additional floors for the replacement facility.

The third site, on the eastern portion of the block bounded by West 39<sup>th</sup> and West 40<sup>th</sup>, between 8<sup>th</sup> and 9<sup>th</sup> Avenues, is not owned by the Port Authority. It has all the same location advantages of the PABT site. Occupied with low-scale commercial uses, this site is under-utilized. Development would require acquisition by the PA or sale to a developer and would increase the FAR from 18 currently to 20.

These receiving sites would absorb the entirety of the transfer rights generated by the Plan.

In order to achieve this transfer, the Special Hudson Yards District would need to be amended to create a TDR sub-district which would encompass sending and receiving sites.

### ***Zoning Text Amendment***

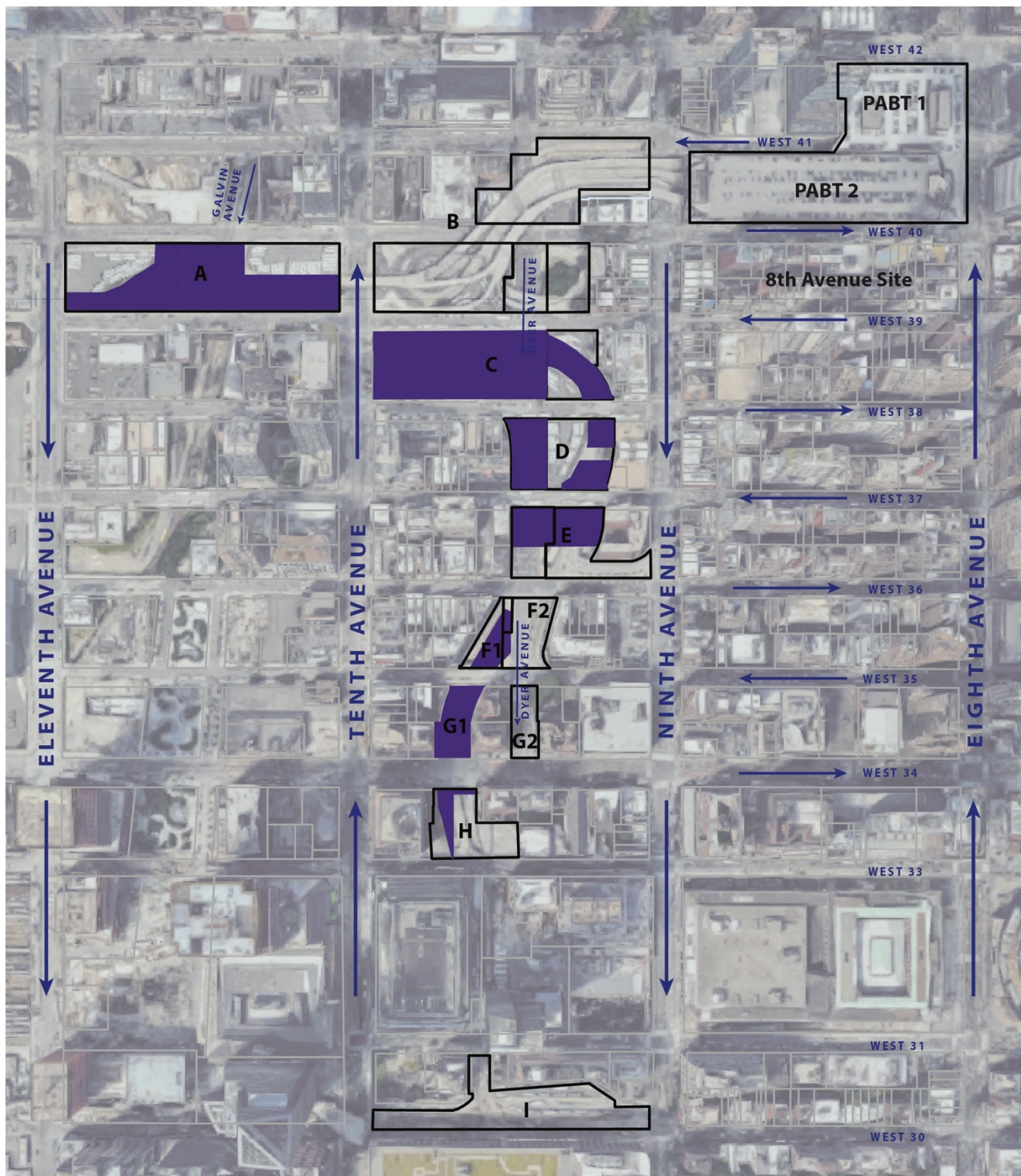
To implement this Plan five zoning text amendments to the Special Hudson Yards District are necessary as follows:

- As indicated in the Transfer Development Rights section above, it is necessary to create a TDR district that allows sites to send and receive development rights generated in the Plan.
- The floor area for a community facility located on a development site would not be counted toward the total floor area of the development
- A 30% affordable housing requirement must be included the appropriate subdistricts, in order to create the number of proposed affordable units in the Plan area.
- An affordable retail store requirement is necessary to create a mechanism to ensure the production of affordable stores.
- The existing height bonus should be eliminated as most proposed greens paces in the Plan are not adjacent to proposed buildings and the mechanism is replaced by the TDR district. In addition, the bonus has not succeeded at incentivizing developers to fund green spaces on platforms.

## **Design and Construction**

### ***Platforms***

As shown in Figure 53, platforms are required on seven sites to cover Dyer Avenue cuts as well as the entrances to the Lincoln Tunnel on Sites A and C. Because these platforms will form a tunnel, they must include a ventilation system at regular intervals as required by Federal guidelines. An air filtration should also be included to address the acute air pollution in HKS. In the past, attempts at requiring individual developers to build a platform for specific sites have failed, as the complexity of complying with Federal Standards exceeded developers' capacities. Thus, the opportunity to develop and monetize the sites was lost.



### Platforms Required For Development

Platform Development Needed

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0 50 100 200 Yards

Sources: NYC DCP, HKSC  
Last Modified 10/29/2018



Figure 53: Platforms



It will be important that the Port Authority should rank “expertise in platforms and ventilation” and “capacity to work with Federal standards” very high on their criteria for selection of developers/partners.

The Port Authority may consider various approaches:

- Developing platforms and seeking developers to build on them
- Contracting one company to develop all the sites including the platforms
- Creating a detailed blueprint of the platform and ventilation system and selecting developers to build on specific sites while complying with the blueprint

### ***Construction Coordination***

We strongly recommend that the Port Authority be responsible for overseeing the implementation of the HKS Plan and the construction coordination for the build out of the Plan’s proposed platforms, buildings and open spaces.

Implementation would include managing developer selection and interfacing with other City agencies. The proposed nine sites are located in the middle of a populated area which includes the Port Authority bus terminal and enormous traffic. The challenges include traffic coordination, preservation of the right of way for the Lincoln Tunnel traffic and bus service, bus parking displacement, and interim relocation of commuter buses. The construction of platforms will most likely require night construction, generate noise and involve construction trucks idling as we have seen on other projects recently built over the railyards.

These problems have severely affected residents who live in buildings adjacent to Hudson Yards and Brookfield construction sites. Even though these projects were difficult to manage, the coordination by a single entity in one case made a big difference in the efficacy of the solution. Construction staging as well as traffic and noise mitigation strategies to implement the Plan are essential to minimize the negative impacts on the whole community for the next 20 years.

## Conclusion

The Plan provides a roadmap for implementation in a challenging environment. It will result in a healthier, low-scale residential neighborhood with substantial green spaces at the core and with commercial developments at its periphery:

- Improved air quality with a very significant reduction in buses idling on streets and parking lots
- Less congested and safer streets, free of bus traffic
- A significant amount of public green space with one large active park
- A substantial number of residential units with 30% affordable apartments
- Ground level retail including affordable stores
- Commercial office space.

### *Plan in Numbers*

Type	Total SF <sup>38</sup>	
Open Green Space	233,059	5.67 Total Acres
		1.3 Acres of Active Park
Residential	1,890,151	1,986 Total Units
		630 Affordable Units
Commercial	2,036,896	35,000 of retail on Avenues
		~25 Affordable Retail Stores

## Next Steps

HKSC looks forward to working with the local community and elected officials, CB4, the Port Authority, and other city agencies on implementing this Plan. We particularly hope that the Port Authority considers the Plan as a companion to its Bus Terminal Replacement Project. It is likely that as that project progresses and other changes occur in the HKS neighborhood, that the Plan would be shaped further, refined and/or modified. We welcome everyone's input.

<sup>38</sup> Before TDRs

## Glossary of Abbreviations

ADA	Americans with Disabilities Act
BID	Business Improvement District
CB4	Manhattan Community Board 4
CEQR	City Environmental Quality Review
CHDC	Clinton Housing Development Company
DCP	Department of City Planning
DOT	Department of Transportation
EIS	Environmental Impact Statement
FAR	Floor Area Ratio
FEIS	Final Environmental Impact Statement
FGEIS	Final Generic Environmental Impact Statement (NYS Department of Environmental Conservation)
HKS	Hell's Kitchen South
HKSC	Hell's Kitchen South Coalition
HYHK	Hudson Yards/ Hell's Kitchen Alliance BID
HYPOA	Hudson Yards Point of Agreement
CB4	Manhattan Community Board 4
CD4	Manhattan Community District 4
MPH	Miles Per Hour
MIH	Mandatory Inclusionary Housing (Program)
MTA	Metropolitan Transit Authority
PA	Port Authority (of New York & New Jersey)
PABT	Port Authority Bus Terminal
SBS	Select Bus Service is a brand used for a variety of bus rapid transit service in New York City.
SHYD	Special Hudson Yards District
TDR	Transfer of Development Rights

## Acknowledgments

### HKSC Steering Committee

Tiffany Triplett Henkel, Chair  
Christine Berthet  
Dru Dempsey  
Lucy Lieberman  
Betty Mackintosh  
Miguel Pedraza  
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### HKSC Logo and Style Guide

Grace Nuttall

### Elected Officials and Representatives

Congressman Jerry Nadler; Robert Atterbury  
NY Senator Brad Hoylman: Taysha Clark  
NY Assembly Member Dick Gottfried: Mathew Tighe  
NY Assembly Member Linda Rosenthal: Erica Overton  
NYC Council Speaker Corey Johnson: Erik Bottcher, Matthew Green, Carl Wilson  
Manhattan Borough President Gale Brewer: Lizette Chaparro, Brian Lewis

### Manhattan Community Board 4

Burt Lazarin, Chair  
Jean-Daniel Noland, Clinton Hell's Kitchen Land Use Committee Chair  
Jesse Bodine, District Manager  
Janine Pretente, Community Associate

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Hudson Guild  
Hudson Yards / Hell's Kitchen Alliance BID  
Metro Baptist Church  
Port Authority of New York & New Jersey  
New York City Council, Land Use staff  
New York City Department of City Planning  
New York City Department of Transportation

## Appendices

Appendix A: Site by Site Description

Appendix B: Detailed Analysis of Proposed Land Uses

<https://www.dropbox.com/s/6vgi48dg7pwua7y/Analysis%20of%20Recommended%20Uses%20for%20OPA%20Properties%2004.29.19%20-%20FI.xlsx?dl=0>

Appendix C: Bus Volumes by Type

Appendix D: Manhattan Community Board 4 Letters, Letter of Support, June 2019

Appendix E: Manhattan Community Board 4 Letters, Re: PABT Community Town Hall, May 2016

Appendix F: Manhattan Community Board 4 Letter, Re: Port Authority Bus Terminal Replacement, Community Guidelines, April 2017

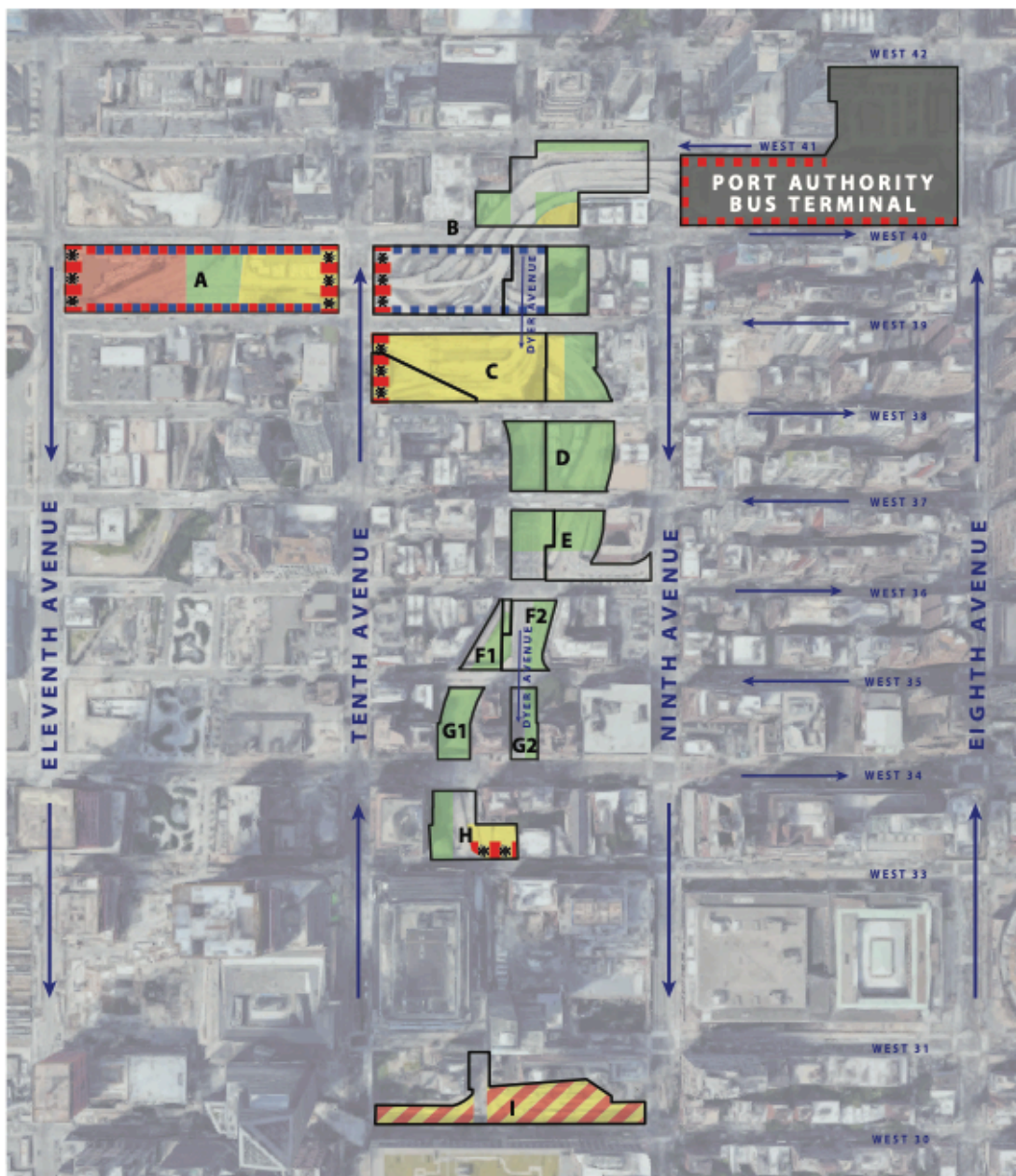
Appendix G: Manhattan Community Board 4 Letter, Re: Comments on Hudson Yards Rezoning

Appendix H: Hudson Yards Rezoning - Points of Agreement, 2005

Appendix I: Western Rail Yards Rezoning - Points of Agreement, 2009

# Appendix A: Site by Site Description

## Proposed Land Use Summary



### Proposed Uses

- Commercial
- Residential
- Commercial/Residential
- Public Open Space
- Ground Floor Retail
- Community Facility
- Affordable Ground Floor Local Retail

**HKSC** HELL'S KITCHEN SOUTH COALITION

0 50 100 200 Yards

Sources: NYC DCP, HKSC

## Site A

*10th - 11th Avenue, West 39th - West 40th Street*

*Lot area: 158,000 SF*

### Existing Condition



Most of Site A is occupied by Lincoln Tunnel infrastructure which is at grade and below grade. Platforming would be needed on most of the site for new development to preserve this infrastructure.

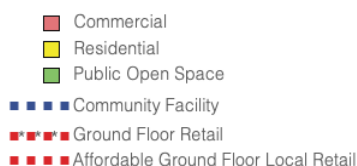
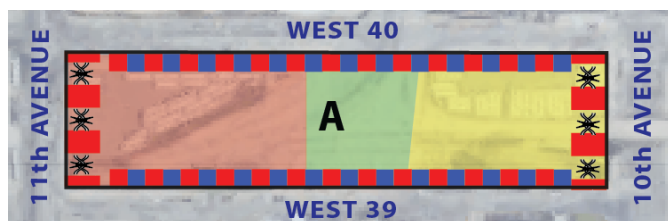
This site has long been the community's preferred option for the location of a bus garage. The permitted density of development makes it an ideal site to absorb the costs of the platforms.

Several uses are proposed for Site A (Galvin Plaza), the block bounded by West 39<sup>th</sup> and West 40<sup>th</sup> Streets between 10<sup>th</sup> and 11<sup>th</sup> Avenues.

- The first four stories (equivalent to 120 feet) would house a bus garage; two towers would be built over the bus garage:
- The west portion of this block is zoned for high density commercial use. An office tower is proposed to be built over a new bus parking/storage garage with ground floor retail. Per current zoning this building could rise to 80

## Site A continued

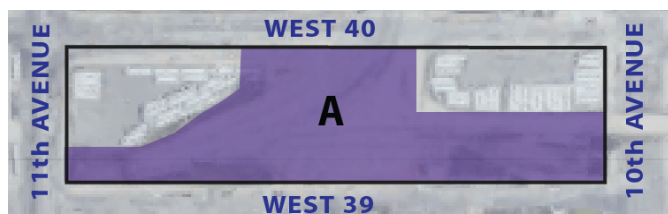
### Location



### Proposed Development

Type	SF
Green Space	24.9K
Residential	770K
Commercial	1.8M
Platform	100K

### Platform



The design of this green space must ensure that it does not become a “private park”. It will be important that the access for all users – including people with disabilities - ADA be visible and accessible from the street, rather than being inside a building. Signage and other markers will help link it to West 39<sup>th</sup> Street and the north exit of Hudson Boulevard Park.

Because the garage is a large infrastructure project, it would make sense for the Port Authority to build the access to the proposed park. It is important to note that unless an elevator or a ramp is provided, there would be no ADA compliant access.

Per zoning, the site may have large retail stores on the avenues. On the side streets, ground floor spaces not taken up with bus garage entrances could be used for affordable retail sites as well as community facilities.

stories, and consist of 1.9 million square feet, making it the largest commercial building proposed in the Plan.

- A 60-story residential tower on the east side at 10<sup>th</sup> Avenue which would result in 1,133 residential units with 340 affordable
- Between these two towers would be a public open space as required by zoning
- Ground floor retail is proposed on the two avenues; a mix of community facilities and affordable ground floor local retail would be located on the side streets. This building could host large retail spaces on its 10<sup>th</sup> and 11<sup>th</sup> Avenues frontage.

Existing zoning (in Hudson Yards Special District Subdistrict A) permits these towers at a FAR of 20 (commercial) and 12 (residential). Higher density in this location is appropriate because this site is consistent with the scale of the envisioned high-density commercial development along the east side of 11<sup>th</sup> Avenue from West 33<sup>rd</sup> Street, to the west and away from the lower scale traditional residential area. The proposed park would be roughly in alignment with Hudson Boulevard Park. This park will offer a sweeping view of the Hudson Yards and the boulevard once that park is completed to West 39<sup>th</sup> Street. With no obstructions from the south it will benefit from sun at midday. It has the potential of becoming an interesting destination.

Public access to the proposed park space on Site A is particularly challenging. The difference in elevation (120 ft.) between the new park and West 39<sup>th</sup> Street where the Hudson Boulevard and Park terminates will need to be addressed.



## Site B

*9th - 10th Avenue, West 39th - West 41st Street*

*Lot area: 56,588 SF*

### Existing Condition

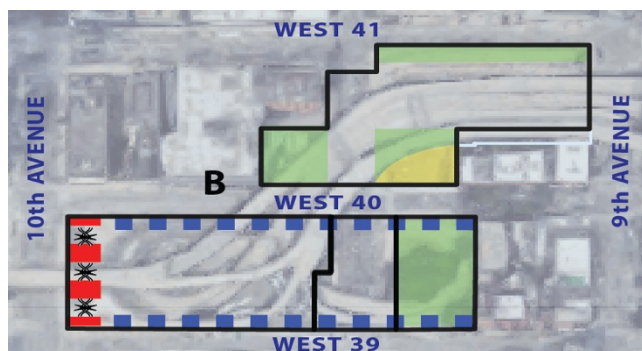


Site B is at the north side of the “green corridor” and is composed of two parts, both at grade:

A north area between West 40<sup>th</sup> and 41<sup>st</sup> Streets, west of 9<sup>th</sup> Avenue: a group of three very small open spaces (counted as one) is proposed. These spaces are slivers at grade, on either side of the elevated bus ramps leading to the entrance of the PABT. They are not appropriate for development. The space proposed on the south side of the ramps is adjacent to a proposed small residential site.

## Site B continued

### Location



Located on West 40<sup>th</sup> Street between Dyer and 9<sup>th</sup> Avenues, is the smallest proposed residential site. It had previously been identified for 100 percent affordable housing by the Clinton Housing Development Company in the 1980's but remains undeveloped. It is recommended for housing because plans have already been prepared and the site is at ground level and would not require a platform. The building could rise to up to 12 stories.

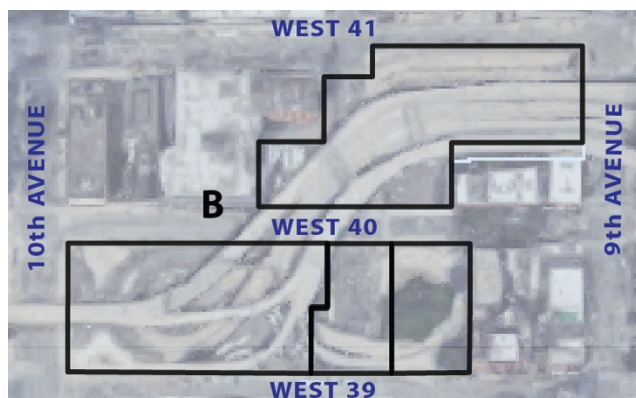
Funding for a 100 percent affordable project would need to be obtained. With a FAR of 7.5, the site would yield 72 units all affordable.

### Proposed Development

Type	SF
Green Space	50K
Residential	49K
Commercial	none
Platform	none

On the south area between West 39<sup>th</sup> and 40<sup>th</sup> Streets, west of 9<sup>th</sup> Avenue, a green buffer area between bus ramps and an existing church to the east is recommended for the eastern portion of Site B; today there is a pocket park “Theresa Park” at this location as well as a patch of greenery with mature trees. Maintaining and expanding this buffer is important because the pre-school program at the adjacent church operates in a space with large windows facing the bus ramps. A green space would provide an important separation from bus traffic noise and pollution as well supply light and air to church users.

### Platform



The bus terminal ramps will occupy most of the block on the south side. These will create odd shaped sites below the ramps that could be used to provide community facilities.

## Site C

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 38<sup>th</sup> - West 39<sup>th</sup> Street*

Lot area: 129,955 SF

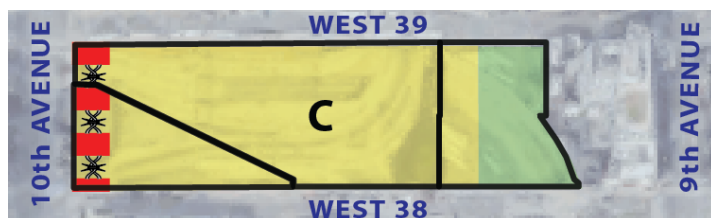
### Existing Condition



Bounded by West 38<sup>th</sup> and West 39<sup>th</sup> Streets, 9<sup>th</sup> and 10<sup>th</sup> Avenues, the proposed residential development has the largest footprint of all the proposed housing sites, utilizing almost the entire block. Because the site is the below-grade entrance to the Lincoln Tunnel, platforming (122,500 square feet) is needed for the whole site. Site C residential development, if fully-built out would have a total 1,114 units, with 334 affordable. On the west side of the site the 10<sup>th</sup> Avenue residential tower can reach 30 stories while the midblock section is limited to 12 stories. Ground floor retail is proposed for the west side of the site on 10<sup>th</sup> Avenue.

## Site C continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

This site was selected for residential use because of its significant size which will allow for economies of scale and would generate sufficient revenues to absorb the cost of the platform construction. Its residents will benefit from the retail and green spaces planned on the surrounding blocks. The occupants of affordable units will benefit from the community facilities which may be located on Site B just north across West 39th Street.

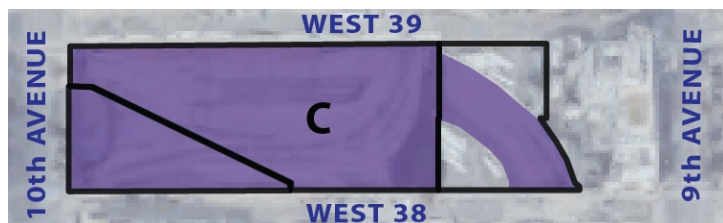
Per zoning, a commercial overlay is permitted on 10th Avenue, providing retail space.

### Proposed Development

Type	SF
Green Space	24K
Residential	758K
Commercial	18K
Platform	122.5K

A 23,705-square foot public green space is proposed for the east end of the site. This park would be built on the same platform as the adjacent residential development and on a small portion of terra firma. It will be a good complement to the residential uses and geared toward family activities like a playground to be shared with the community facilities located on West 39th and W 40th streets like daycare. The developer of the new building could be required to pay for the construction of the park. The new residential building could be designed to provide facilities (bathroom, storage) and contribute to services (security and maintenance) for the whole park. With the Site D park across the street to the south, this site will not be obstructed on the south, and shadows will be minimized.

### Platform

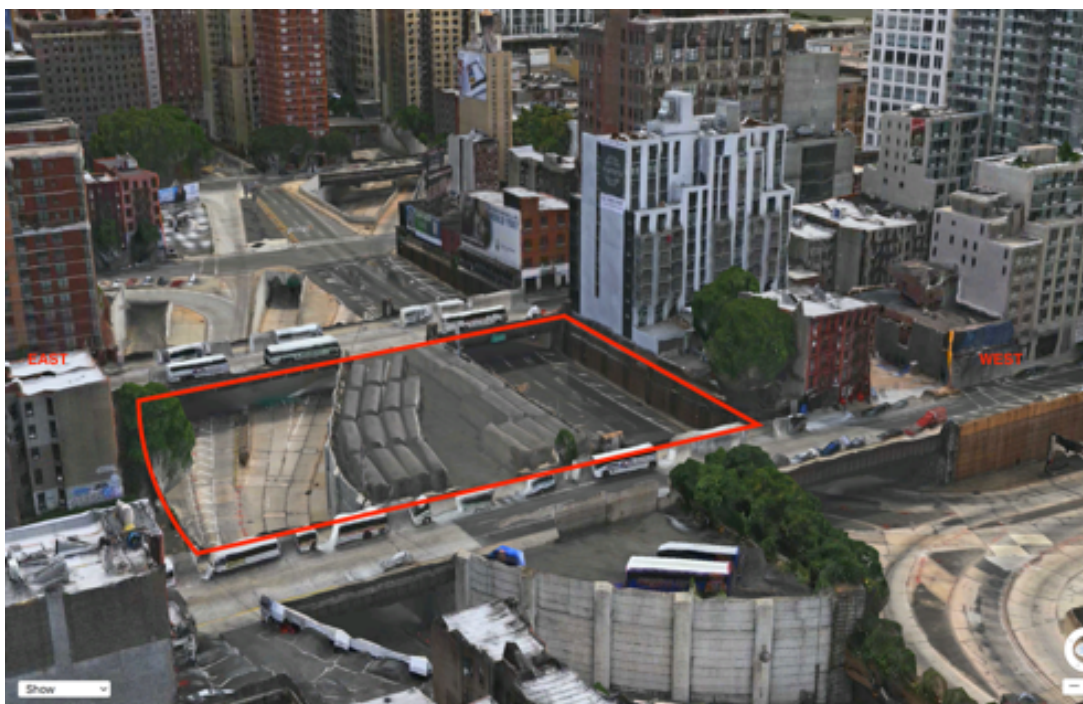


## Site D

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 37<sup>th</sup> - West 38<sup>th</sup> Street*

*Lot area: 57,520 SF*

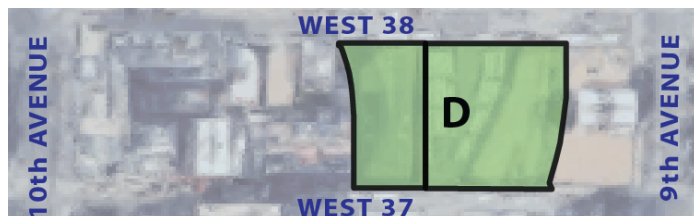
### Existing Condition



Site D was identified as the most desirable location for a large park by the community. Including a large active park in this plan is critical the health and well-being of the neighborhood residents. As previously discussed, the City has identified HKS as an area underserved with active green spaces.

## Site D continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

### Proposed Development

Type	SF
Green Space	57.2K
Residential	none
Commercial	none
Platform	none

### Platform



Located between West 37<sup>th</sup> and 38<sup>th</sup> Streets, the 1.3-acre (57,250 square feet) Site D park is the largest open space proposed in the Plan. It is conveniently located in the center of the traditional residential area and is open to the sky. Shadows will be minimized because there will be no buildings on Site E to the south.

The HY/HK Alliance (BID) has identified West 37<sup>th</sup> Street as a major east/west pedestrian corridor and has been adding pedestrian amenities and safety measures along that route. The Site D park is envisioned to be covered with grass and multi-functional so that people could enjoy picnics, and play ball/frisbee, etc. This proposed park will be the third largest in Community District 4. The site is two and half times the size of Block 1 of Hudson Boulevard Park (between West 33<sup>rd</sup> and West 34<sup>th</sup> Streets) and comparable in size to the Harlem River Park.

A third of the Site D area, in the center, is at grade and will allow for large trees to be planted. Platforming (37,150 sf) will be required on the west and east portions of this park site.

## Site E

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 36<sup>th</sup> - West 37<sup>th</sup> Street*

*Lot area: 27,500 SF*

### Existing Condition



The open space at Site E, located along the south side of West 37<sup>th</sup> Street, would expand on the West 37<sup>th</sup> Street east/west pedestrian corridor amenities and ensure that no obstructions bring shadows to Site D.

## Site E continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

The park would be on the north side of Site E on a platform that covers only a third of the site. No other use is proposed for the south part of Site E since a complex roadway system of Lincoln tunnel entrances and exits emerges to the street level at this location. This site would not be desirable for a development due to the shallow dimensions of the platform.

This challenging configuration causes the proposed park on Site E to be at a different grade than the smaller existing Canoe Park and Site F.

### Proposed Development

Type	SF
Green Space	27.5K
Residential	none
Commercial	none
Platform	29K

The entire 27,500 square foot open space site would require platforming. Site E platform must include an ADA accessible bridge/ramp from the level of West 36<sup>th</sup> Street (where Canoe Park and Site F are located to the level of West 37<sup>th</sup> Street where site E and Site D parks will be located).

### Platform





## Site F1-F2

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 35<sup>th</sup> - West 36<sup>th</sup> Street*

*Lot area: 19,260 SF*

### Existing Condition



Site F straddles Dyer Avenue between West 35<sup>th</sup> and West 36<sup>th</sup> Streets. The lots are odd shaped and small, making residential development expensive and difficult to build. These are adjacent and/or surrounded by four large residential buildings, two of them recently completed

## Site F1-F2 continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

### Proposed Development

Type	SF
Green Space	19.2K
Residential	none
Commercial	none
Platform	8.9K

### Platform



Site F straddles Dyer Avenue between West 35<sup>th</sup> and West 36<sup>th</sup> Streets. The lots are odd shaped and small, making residential development expensive and difficult to build. These are adjacent and/or surrounded by four large residential buildings, two of them recently completed.

Two small open spaces are proposed. Part of the west portion (F1) would require a platform. (8,900 square feet). The proposed new open space on the east side (F2) is at ground level and would be created by relocating a traffic lane of Dyer Avenue to the west and shifting the existing landscaped “triangle” to the east, adjacent to an existing residential building.

These two proposed spaces would total 19,260 square feet and be adjacent to two branches of Dyer Avenue. They will require special landscaping designed to isolate the users from the noise and views of lanes with heavy truck traffic.

The HYHK 2015 streetscape study had identified this lot and the Site G for improvements consistent with the Plan recommendation.

## Site G

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 34<sup>th</sup> - West 35<sup>th</sup> Street*

*Lot area: 26,856 SF*

## Existing Condition



There are two open spaces proposed for Site G which is between West 34<sup>th</sup> and West 35<sup>th</sup> Streets.

## Site G continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

### Proposed Development

Type	SF
Green Space	26.8K
Residential	none
Commercial	none
Platform	20K

### Platform



A park on the west portion (G1) would be a curving rectangular space of 19,351 square feet (.44 acres) requiring a platform over a deep Dyer Avenue cut. This park would be adjacent to two existing 20 story residential buildings with approximately 500 residents. It would dramatically improve the quality of life providing greenery and landscaping for these residents who live literally between and on the top of two branches of Dyer Avenue and suffer the brunt of extreme traffic and emissions.

The proposed eastern 7,505 square foot-open space (G2) would be at ground level, created by relocating a northbound Dyer Avenue traffic lane to the west and combining the vacated space with unused striped areas to form a park/plaza space, similar in size to the Canoe. It would be difficult to build a building on this narrow space and discussions have already started with the Port Authority (when the M34 SBS was installed) to create a green space at this location.

The HYHK 2015 streetscape study had identified this lot for improvements consistent with the Plan recommendation.

## Site H

*9<sup>th</sup> - 10<sup>th</sup> Avenue, West 33<sup>rd</sup> - West 34<sup>th</sup> Street*

Lot area: 18,906 SF

### Existing Condition



The Dyer Avenue entrance that emerges to the street level splits Site H which is located between West 33<sup>rd</sup> and West 34<sup>th</sup> Streets, creating two parts: the west portion is proposed for open space; the east portion is recommended for residential use

## Site H continued

### Location



- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

The open space would require partial platforming (5,000 square feet) and would stretch over the Dyer Avenue cut along West 34<sup>th</sup> Street so that the Site H park could be linked to Site G1 visually and with a specially protected pedestrian crossing. An advantage to this Site H park would be that an existing “key” park, Alice’s Park, could be expanded and incorporated into the new 7,500 square foot- public space.

### Proposed Development

Type	SF
Green Space	18.9K
Residential	137K
Commercial	11K
Platform	5K

The east portion is ideal for residential development because it was partially cleared for a residential building (which never was constructed) and requires minimal platforming. A cantilevered platform over part of Dyer Avenue would expand the size of the site. Zoning which is 13 FAR would permit a 48- eight story building with 201 residential units, 60 affordable. It will join the existing residential strip. A commercial zoning overlay on Site H permits ground floor retail use.

### Platform



## Site I

*9th - 10th Avenue, West 30th - West 31st Street*

*Lot area: 60,830 SF*

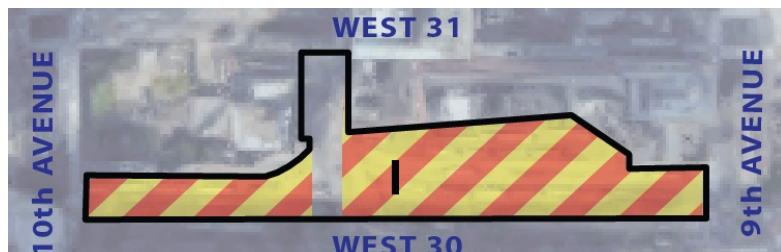
### Existing Condition



The next largest housing site is Site I with 272,120 square feet, located at the southern-most boundary of the HKS Plan area. It is bounded by West 30<sup>th</sup> and West 31<sup>st</sup> Streets, 9<sup>th</sup> and 10<sup>th</sup> Avenues. Dyer Avenue cuts through the site at street level. The Farley Post Office annex is across the street on the south. On the northern boundary of the site (eastern portion) is a large FIT (Fashion Institute of Technology) dormitory, an Amtrak control center and a commercial site. The Hudson Yards complex and the spur of the High line are to the west side at 10<sup>th</sup> Avenue. No platforming would be needed for new development. Most of the site is currently used for Port Authority bus parking.

## Site I continued

### Location

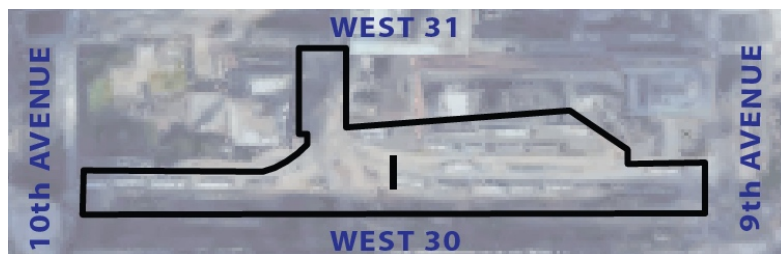


- Commercial
- Residential
- Public Open Space
- Community Facility
- Ground Floor Retail
- Affordable Ground Floor Local Retail

### Proposed Development

Type	SF
Green Space	none
Residential	272K
Commercial	921K
Platform	none

### Platform



Site I is located in the Farley Corridor Subdistrict B of the Special Hudson Yards District. The zoning requires that commercial development be committed to before residential development can proceed. The housing would be above the new commercial uses. Most likely two buildings would be constructed, one west of Dyer Avenue, the other east of Dyer Avenue. If Site I is fully built out, there could be a total of 400 residential units, with 120 affordable, assuming commercial development is first in place.

This site was selected for development because this use is consistent with the east – west commercial corridor. It is adjacent to the Hudson Yards, a block south from the Brookfield commercial complex and well serviced by transportation: one block away from the New Amtrak terminal and Penn Station. The residential section will take advantage of the large Chelsea park two blocks to the South.

If Site I is fully built out (with two buildings), it would have 921,000 square feet of commercial space. If housing is constructed over the commercial building, the building would rise to 700 feet. This higher density site is on the southern edge of the Plan area and would not impact the traditional low scale residential community.



# Appendix B: Detailed Analysis of Proposed Land Uses

## Base Floor Area

<https://www.dropbox.com/s/6vgi48dg7pwua7y/Analysis%20of%20Recommended%20Uses%20for%20PA%20Properties%2004.29.19%20-%20F1.xlsx?dl=0>

Site	Block	Lot	Zoning District	SHVD Sub Area	Lot Area	Total Lot Area	Base Floor Area				HMSC Plan Proposed Use Footprint				Proposed Uses with Available Bonuses				Site	
							Commercial		Residential		Maximum Floor Area	Commercial	Residential	Public Green/Open Space	Commercial		Residential			
FAR	SQFT	FAR	SQFT	Max FAR	Commercial	Residential	Commercial	Residential	Open Space	FAR					SQFT	FAR	SQFT	FAR	SQFT	
A	711	1	C6-4	A5	93,812	158,000	10.00	938,120	na	10.00	938,120	77,400	0	16,412	20.00	1,876,240	0.00	0	0	A
			C2-8	D1	64,188		2.00	128,376	6.50	417,222	417,222	0	55,700	8,488	3.00	0	12.00	770,256	0	
B	1050	13	C6-3	D3	10,000	31,900	6.00	60,000	7.50	75,000	75,000	0	0	10,000	4.50	0	7.50	0	0	B
			C6-3	D3	3,900		6.00	23,400	7.50	29,250	29,250	0	0	3,900	0.00	0	7.50	0	0	
			C6-3	D3	12,000		6.00	72,000	7.50	90,000	90,000	0	6,500	5,500	0.00	0	7.50	48,750	0	
			CL-7A	D5	6,000		2.00	12,000	6.02	36,120	36,120	0	0	6,000	2.00	0	6.02	0	0	
			R8A	D4	20,738	24,688	2.00	41,475	6.02	124,840	124,840	0	0	20,738	2.00	0	6.02	0	0	
			R8A	D5	3,950		2.00	7,900	6.02	23,779	23,779	0	3,950	3,950	2.00	0	6.02	0	0	
C	736	1	C2-8	D2	12,767	25,138	na	0	6.50	82,986	82,986	0	12,767	0	1.00	12,767	12.00	153,204	0	C
			R8A	D4	12,371		2.00	24,742	6.02	74,473	74,473	0	12,371	0	2.00	0	6.02	74,473	0	
			C2-8	D2	7,000	73,612	na	0	6.50	45,500	45,500	0	7,000	0	1.00	7,000	12.00	84,000	0	
			R8A	D4	66,612		2.00	133,224	6.02	401,004	401,004	0	66,612	0	2.00	0	6.02	401,004	0	
			R8A	D4	21,094	31,205	2.00	42,188	6.02	126,986	126,986	0	7,500	13,594	2.00	0	6.02	45,150	0	
			CL-7A	D5	10,111		2.00	20,222	6.02	60,868	60,868	0	0	10,111	2.00	0	6.02	0	0	
D	735	18	R8A	D4	19,750	19,750	2.00	39,500	6.02	118,895	118,895	0	0	19,750	2.00	0	6.02	0	0	D
			R8A	D4	21,000	37,500	2.00	42,000	6.02	126,420	126,420	0	0	21,000	2.00	0	6.02	0	0	
			CL-7A	D5	16,500		2.00	33,000	6.02	99,330	99,330	0	0	16,500	2.00	0	6.02	0	0	
E	734	18	R8A	D4	13,500	13,500	2.00	27,000	6.02	81,270	81,270	0	0	13,500	2.00	0	6.02	0	0	E
			R8A	D4	8,000	14,000	2.00	16,000	6.02	48,160	48,160	0	0	8,000	2.00	0	6.02	0	0	
			R8A	D5	6,000		2.00	12,000	6.02	36,120	36,120	0	0	6,000	2.00	0	6.02	0	0	
F1	733	56	R8A	D4	6,580	8,060	2.00	13,160	6.02	39,612	39,612	0	0	6,580	2.00	0	6.02	0	0	F1
			R8A	D4	1,480		2.00	2,960	6.02	8,910	8,910	0	0	1,480	2.00	0	6.02	0	0	
F2	733	17	R8A	D4	11,200	11,200	2.00	22,400	6.02	67,424	67,424	0	0	11,200	2.00	0	6.02	0	0	F2
G1	732	11	R8A	D4	9,888	19,351	2.00	19,776	6.02	59,526	59,526	0	0	9,888	2.00	0	6.02	0	0	G1
			C6-4	C	9,463		6.50	61,511	6.50	61,511	61,511	0	0	9,463	1.00	0	12.00	0	0	
G2	732	21	C6-4	C	3,950	7,505	6.50	25,675	6.50	25,675	25,675	0	0	3,950	1.00	0	12.00	0	0	G2
			R8A	D4	3,555		2.00	7,110	6.02	21,401	21,401	0	0	3,555	2.00	0	6.02	0	0	
H	731	22	C6-4	C	7,406	7,406	6.50	48,139	6.50	48,139	48,139	0	7,406	0	1.00	7,406	12.00	88,872	0	H
			C6-4	C	11,500	11,500	6.50	74,750	6.50	74,750	74,750	0	4,000	7,500	1.00	4,000	12.00	48,000	0	
I	728	1	C6-4	B1	14,400	59,553	10.00	144,000	na	10,000	144,000	14,400	0	0	15.60	224,640	6.00	86,400	0	I
			C6-4	B2	45,153		12.00	541,836	na	12.00	541,836	45,153	0	0	15.00	677,295	4.00	180,612	0	
			C6-4	B2	1,277	1,277	12.00	15,324	na	12.00	15,324	1,277	0	0	15.00	19,155	4.00	5,108	0	
<b>Total square footage</b>					555,145	555,145		2,641,888		2,505,170	4,144,450	138,230	179,856	237,059		2,828,503		1,985,830		

Ground Floor Retail

Maximum Floor Area with Available Bonuses

<https://www.dropbox.com/s/6vgj48dg7pwua7y/Analysis%20of%20Recommended%20Uses%20for%20PA%20Properties%2004.29.19%20-%20F1.xlsx?dl=0>

Site	Block	Lot	Zoning District	SHWD Sub Area	Lot Area	Total Lot Area	Maximum Floor Area with Available Bonuses						HKSC Plan Proposed Use Footprint				Site		
							Commercial			Residential			Max FAR	Maximum Floor Area	Commercial	Residential		Public Green/Open Space	Proposed Uses with Available Bonuses
					FAR	SQFT	FAR	SQFT	FAR	Area					FAR	SQFT	FAR	SQFT	
A	711	1	C6-4	A5	93,812	158,000	20.00	1,876,240	6.00	562,872	20.00	1,876,240	77,400	0	16,412	20.00	1,876,240	0.00	0
			C2-8	D1	64,188		3.00	192,564	12.00	770,256	15.00	962,820	0	55,700	8,488	3.00	0	12.00	770,256
B	1050	13	C6-3	D3	10,000	31,900	7.20	72,000	7.50	75,000	7.50	75,000	0	0	10,000	4.50	0	7.50	0
			C6-3	D3	3,900		7.20	28,080	7.50	29,250	7.50	29,250	0	0	3,900	0.00	0	7.50	0
			C6-3	D3	12,000		7.20	86,400	7.50	90,000	7.50	90,000	0	6,500	5,500	0.00	0	7.50	48,750
			CL-7A	D5	6,000		2.00	36,120	6.02	36,120	6.02	36,120	0	0	6,000	2.00	0	6.02	0
	737	22	R8A	D4	20,738	24,688	2.00	124,840	6.02	124,840	6.02	124,840	0	0	20,738	2.00	0	6.02	0
			R8A	D5	3,950		2.00	23,779	6.02	23,779	6.02	23,779	0	0	3,950	2.00	0	6.02	0
C	736	1	C2-8	D2	12,767	25,138	3.00	38,301	12.00	153,204	13.00	165,971	0	12,767	0	1.00	12,767	12.00	153,204
			R8A	D4	12,371		2.00	0	6.02	74,473	6.02	74,473	0	12,371	0	2.00	0	6.02	74,473
		73	C2-8	D2	7,000	73,612	3.00	21,000	12.00	84,000	13.00	91,000	0	7,000	0	1.00	7,000	12.00	84,000
			R8A	D4	66,612		2.00	0	6.02	401,004	6.02	401,004	0	66,612	0	2.00	0	6.02	401,004
		22	R8A	D4	21,094	31,205	2.00	0	6.02	126,986	6.02	126,986	0	7,500	13,594	2.00	0	6.02	45,150
			CL-7A	D5	10,111		2.00	0	6.02	60,868	6.02	60,868	0	10,111	0	2.00	0	6.02	0
D	735	18	R8A	D4	19,750	19,750	2.00	0	6.02	118,895	6.02	118,895	0	0	19,750	2.00	0	6.02	0
		22	R8A	D4	21,000	37,500	2.00	0	6.02	126,420	6.02	126,420	0	0	21,000	2.00	0	6.02	0
			CL-7A	D5	16,500		2.00	0	6.02	99,330	6.02	99,330	0	16,500	0	2.00	0	6.02	0
E	734	18	R8A	D4	13,500	13,500	2.00	0	6.02	81,270	6.02	81,270	0	0	13,500	2.00	0	6.02	0
		30	R8A	D4	8,000	14,000	2.00	0	6.02	48,160	6.02	48,160	0	0	8,000	2.00	0	6.02	0
			R8A	D5	6,000		2.00	0	6.02	36,120	6.02	36,120	0	0	6,000	2.00	0	6.02	0
F1	733	56	R8A	D4	6,580	8,060	2.00	0	6.02	39,612	6.02	39,612	0	0	6,580	2.00	0	6.02	0
		55	R8A	D4	1,480		2.00	0	6.02	8,910	6.02	8,910	0	0	1,480	2.00	0	6.02	0
F2	733	17	R8A	D4	11,200	11,200	2.00	0	6.02	67,424	6.02	67,424	0	0	11,200	2.00	0	6.02	0
G1	732	11	R8A	D4	9,888	19,351	2.00	0	6.02	59,526	6.02	59,526	0	0	9,888	2.00	0	6.02	0
G2	732	21	C6-4	C	9,463		13.00	123,022	12.00	113,559	13.00	123,022	0	0	9,463	1.00	0	12.00	0
			C6-4	C	3,950	7,505	13.00	51,350	12.00	47,400	13.00	51,350	0	0	3,950	1.00	0	12.00	0
			R8A	D4	3,555		2.00	0	6.02	21,401	6.02	21,401	0	0	3,555	2.00	0	6.02	0
H	731	22	C6-4	C	7,406	7,406	13.00	96,278	12.00	88,872	13.00	96,278	0	7,406	0	1.00	7,406	12.00	88,872
		72	C6-4	C	11,500	11,500	13.00	149,500	12.00	138,000	13.00	149,500	0	4,000	7,500	1.00	4,000	12.00	48,000
I	728	1	C6-4	BL	14,400	59,553	21.60	311,040	6.00	86,400	21.60	311,040	14,400	0	0	15.60	224,640	6.00	86,400
			C6-4	B2	45,153		15.00	677,295	4.00	180,612	19.00	857,907	45,153	0	0	15.00	677,295	4.00	180,612
		50	C6-4	B2	1,277	1,277	15.00	19,155	4.00	5,108	19.00	24,263	1,277	0	0	15.00	19,155	4.00	5,108
<b>Total square footage</b>					555,145	555,145		3,742,225		3,979,670		6,458,778	138,230	179,856	237,059		2,828,503		1,985,830

Ground Floor Retail

Sending Sites

<https://www.dropbox.com/s/6vgi48dg7pwua7y/Analysis%20of%20Recommended%20Uses%20for%20PA%20Properties%2004.29.19%20-%20FI.xlsx?dl=0>

Site	Block	Lot	Zoning Overlay	Zoning District	SHVD Sub Area	Lot Area	Total Lot Area	Maximum Floor Area with Available Bonuses						Proposed Uses with Available Bonuses						Available TDR		Site
								Commercial FAR	Commercial SQFT	Residential FAR	Residential SQFT	Max FAR	Max Area	Commercial FAR	Commercial SQFT	Residential FAR	Residential SQFT	Commercial FAR	Commercial SQFT	Residential FAR	Residential SQFT	
<b>Sending Sites</b>																						
B	1050	13	C6-3	C6-3	D3	10,000	31,900	7.20	72,000	7.50	75,000	7.50	75,000	4.50	0	7.50	0	75,000	75,000	B		
			C6-3	C6-3	D3	3,900		7.20	28,080	7.50	29,250	7.50	29,250	0.00	0	7.50	0	41,250	41,250			
			C6-3	C6-3	D3	12,000		7.20	86,400	7.50	90,000	7.50	90,000	0.00	0	7.50	0	48,750	48,750			
			C1-7A	C1-7A	D5	6,000		2.00	36,120	6.02	36,120	6.02	36,120	2.00	0	6.02	0	124,840	124,840			
	737	22	C2-5	C1-7A	R8A	20,738	24,688	2.00	0	6.02	124,840	6.02	124,840	2.00	0	6.02	0	23,779	23,779			
			C1-7A	R8A	D5	3,950		2.00	0	6.02	23,779	6.02	23,779	2.00	0	6.02	0	153,204	153,204			
			C2-5	C2-8	D2	12,767	25,138	3.00	38,301	12.00	153,204	13.00	165,971	1.00	12,767	12.00	0	0	0	C		
	736	1	n/a	R8A	D4	12,371		2.00	0	6.02	74,473	6.02	74,473	2.00	0	6.02	0	0	0			
			C2-5	C2-8	D2	7,000	75,612	3.00	21,000	12.00	84,000	13.00	91,000	1.00	7,000	12.00	0	0	0			
		73	n/a	R8A	D4	6,612		2.00	0	6.02	401,004	6.02	401,004	2.00	0	6.02	0	0	0			
			C2-5	R8A	D4	21,094	31,205	2.00	0	6.02	126,986	6.02	126,986	2.00	0	6.02	0	81,836	81,836			
		22	C2-5	C1-7A	D5	10,111		2.00	0	6.02	60,868	6.02	60,868	2.00	0	6.02	0	60,868	60,868			
	735	18	C2-5	R8A	D4	19,750	19,750	2.00	0	6.02	118,895	6.02	118,895	2.00	0	6.02	0	118,895	118,895			
		22	C2-5	R8A	D4	21,000	37,500	2.00	0	6.02	126,420	6.02	126,420	2.00	0	6.02	0	126,420	126,420			
			C2-5	C1-7A	D5	16,500		2.00	0	6.02	99,330	6.02	99,330	2.00	0	6.02	0	99,330	99,330			
	734	18	C2-5	R8A	D4	13,500	13,500	2.00	0	6.02	81,270	6.02	81,270	2.00	0	6.02	0	81,270	81,270			
		30	C2-5	R8A	D4	8,000	14,000	2.00	0	6.02	48,160	6.02	48,160	2.00	0	6.02	0	48,160	48,160			
			C1-7A	R8A	D5	6,000		2.00	0	6.02	36,120	6.02	36,120	2.00	0	6.02	0	36,120	36,120			
	733	56	C2-5	R8A	D4	6,580	8,060	2.00	0	6.02	39,612	6.02	39,612	2.00	0	6.02	0	39,612	39,612			
		55	C2-5	R8A	D4	1,480		2.00	0	6.02	8,910	6.02	8,910	2.00	0	6.02	0	8,910	8,910			
		17	C2-5	R8A	D4	11,200	11,200	2.00	0	6.02	67,424	6.02	67,424	2.00	0	6.02	0	67,424	67,424			
	732	11	C2-5	R8A	D4	9,888	19,351	2.00	0	6.02	59,526	6.02	59,526	2.00	0	6.02	0	59,526	59,526			
			C6-4	C6-4	C	9,463		13.00	123,022	12.00	113,559	13.00	123,022	1.00	0	12.00	0	61,511	61,511			
	732	21	C6-4	C6-4	C	3,950	7,505	13.00	51,350	12.00	47,400	13.00	51,350	1.00	0	12.00	0	12,302	12,302			
			C2-5	R8A	D4	3,555		2.00	0	6.02	21,401	6.02	21,401	2.00	0	6.02	0	0	0			
	731	22	C6-4	C6-4	C	7,406	7,406	13.00	96,278	12.00	88,872	13.00	96,278	1.00	7,406	12.00	0	88,872	88,872			
		72	C6-4	C6-4	C	11,500	11,500	13.00	149,500	12.00	138,000	13.00	149,500	1.00	4,000	12.00	0	48,750	48,750			
	728	1	C6-4	C6-4	B1	14,400	59,553	21.60	311,040	6.00	86,400	21.60	311,040	15.60	224,640	6.00	0	86,400	86,400			
			C6-4	C6-4	B2	45,153		15.00	677,295	4.00	180,612	19.00	857,907	15.00	677,295	4.00	0	180,612	180,612			
	728	50	C6-4	C6-4	B2	1,277	1,277	15.00	19,155	4.00	5,108	19.00	24,263	15.00	19,155	4.00	0	5,108	5,108			
<b>Total Square Footage</b>																						
																	<b>1,136,076</b>	<b>1,246,337</b>				
<b>Ground Floor Retail</b>																						
<b>At Grade Non Mapped Streets (connecting 2 mapped streets) – Does not generate TDR</b>																						

Receiving Sites

<https://www.dropbox.com/s/6vgj48dg7pwua7y/Analysis%20of%20Recommended%20Uses%20for%20PA%20Properties%2004.29.19%20-%20FI.xlsx?dl=0>

Site	Block	Lot	Zoning District	SHVD Sub Area	Total Lot Area	Base Floor Area						Maximum Floor Area with Available Bonuses						HSC Plan Proposed Use Bldg Footprint			Public Green/Open Space
						Commercial		Residential		Max FAR	Maximum Floor Area	Commercial		Residential		Max FAR	Maximum Floor Area	Commercial	Residential	Public Green/Open Space	
						FAR	SQFT	FAR	SQFT			FAR	SQFT	FAR	SQFT						
A	711	1	OS-4	A5	93,812	158,000	10.00	938,120	na	0	10.00	938,120	20.00	1,876,240	6.00	562,872	20.00	1,876,240	77,400	0	16,412
			C2-8	D1	64,188	2,000	2.00	128,376	6.50	417,222	6.50	417,222	3.00	192,564	12.00	770,256	15.00	962,820	0	55,700	8,488
PABT	1032	29	OS-7		255,000	255,000	15.00	3,825,000	10.00	2,550,000	15.00	3,825,000	15.00	3,825,000	12.00	3,060,000	15.00	3,825,000	0	0	0
8th Ave	763	Various	OS-4	E	32,095	32,095	10.00	320,950	na	0	10.00	320,950	18.00	577,710	3.00	96,285	18.00	577,710	0	0	0
<b>Total square footage</b>					445,095			5,212,446		2,967,222		5,501,292		6,471,514		4,489,413		7,241,770	77,400	55,700	24,900

Site	Block	Lot	Zoning District	SHVD Sub Area	Total Lot Area	Proposed Uses with Base Floor Area						Proposed Uses with Maximum Floor Area and Available Bonuses									
						Commercial		Residential		Max FAR	Maximum Floor Area	Commercial		Residential		Max FAR	Maximum Floor Area	Commercial	Residential		
						FAR	SQFT	FAR	SQFT			FAR	SQFT	FAR	SQFT						
A	711	1	OS-4	A5	93,812	158,000	10.00	938,120	0.00	0	20.00	1,876,240	0.00	0	150,000	2,026,240	21.6				
			C2-8	D1	64,188	2,000	2.00	128,376	6.50	417,222	3.00	417,222	12.00	668,400	n/a	962,820	n/a				
PABT	1032	29	OS-7		255,000	255,000	15.00	3,825,000	0.00	0	0.00	0	0.00	0	1,031,337	4,856,337	19.0				
8th Ave	763	Various	OS-4	E	32,095	32,095	10.00	320,950	na	0	18.00	na	na	na	65,000	642,710	20.0				
<b>Total square footage</b>					413,000			938,120		417,222		1,876,240		668,400		8,488,107					

Site	Block	Lot	Zoning District	SHVD Sub Area	Total Lot Area	Proposed Uses with Base Floor Area						Proposed Uses with Maximum Floor Area and Available Bonuses								
						Commercial		Residential		Max FAR	Maximum Floor Area	Commercial		Residential		Max FAR	Maximum Floor Area	Commercial	Residential	
						FAR	SQFT	FAR	SQFT			FAR	SQFT	FAR	SQFT					
Various 8th Avenue Sites	763	32	OS-4	E	2,469	2,469	10.00	24,690	na	0	10.00	24,690	18.00	44,442	3.00	7,407	18.00	44,442		
		34	OS-4	E	9,875	9,875	10.00	98,750	na	0	10.00	98,750	18.00	177,750	3.00	29,625	18.00	177,750		
		38	OS-4	E	3,950	3,950	10.00	39,500	na	0	10.00	39,500	18.00	71,100	3.00	11,850	18.00	71,100		
		42	OS-4	E	5,925	5,925	10.00	59,250	na	0	10.00	59,250	18.00	106,650	3.00	17,775	18.00	106,650		
		43	OS-4	E	2,469	2,469	10.00	24,690	na	0	10.00	24,690	18.00	44,442	3.00	7,407	18.00	44,442		
		44	OS-4	E	2,469	2,469	10.00	24,690	na	0	10.00	24,690	18.00	44,442	3.00	7,407	18.00	44,442		
		45	OS-4	E	2,469	2,469	10.00	24,690	na	0	10.00	24,690	18.00	44,442	3.00	7,407	18.00	44,442		
		46	OS-4	E	2,469	2,469	10.00	24,690	na	0	10.00	24,690	18.00	44,442	3.00	7,407	18.00	44,442		
<b>Total square footage</b>					24,669			246,690		0		246,690		962,885		962,885		5,777,710		

## Appendix C: Bus Volumes by Type

### Buses on Manhattan West Side

	Tour and Charter Buses	Long Distance Low Cost Buses	Commuter Buses	Commuter Jitneys
<b>Arrivals-Departures/day</b>	580	350	6873	640+
<b>Terminal Location</b>	No Terminal	Bus terminal +Curbside 33/ 34 St, 11/12 Av.	Port Authority	Curbside 42 St.
<b>Past 10 Year growth</b>	+12%	+57%	+4.6 %	n/a
<b>Next 30 Year growth</b>	??	+ 40%?	+40%	+40%

5/9/18

Manhattan Community Baord 4

1

### Bus Parking Requirements

	Tour and Charter Buses	Long Distance Low Cost Buses	Commuter Buses	Commuter Jitneys
<b>Arrivals-Departures/day</b>	580	350	6873	640
<b>Layover Duration</b>	9 hours	2 hours	8 hours	2 hours
<b>On-street Layover Location</b>	curbside 30/50 Streets	30-50 <sup>th</sup> 8/11-33/34 11/12 Av.	few parking lots, mostly New Jersey	illegal 38/45 Streets
<b>Peak Hour</b>	3 - 7 pm	3 - 5 pm	4 - 8 pm	4 - 8 pm
<b>Storage capacity required today</b>	290	85	3000+	50 ?

5/9/18

Manhattan Community Baord 4

2

## **Appendix D: Manhattan Community Board 4 Letters**

### **Letter of Support, June 2019**

## Appendix E: Manhattan Community Board 4 Letters

Re: PABT Community Town Hall, May 2016



CITY OF NEW YORK

**MANHATTAN COMMUNITY BOARD FOUR**

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**DELORES RUBIN**  
Chair

**Jesse Bodine**  
District Manager

May 4, 2016

Chairman John Degnan  
The Port Authority of New York and New Jersey  
4 World Trade Center  
150 Greenwich Street – 22nd Floor  
New York, NY 10006

**Re PABT Community Town Hall  
Metro Baptist Church  
Hell's Kitchen South, April 18th, 2016**

Dear Chair Degnan,

Manhattan Community Board 4 (MCB4) would like to thank the Port Authority of New York and New Jersey (PANYNJ) for its presentation at the Community Town Hall on April 18th about the current state of the Port Authority Bus Terminal (PABT) and the Port Authority's plan to build a new bus terminal.

The Community Town Hall at the Metro Baptist Church on West 40th Street in Manhattan was sponsored by MCB4, Congressman Jerold Nadler, New York State Senator Brad Hoylman, New York State Senator Adriano Espaillat, New York Assembly Member Linda Rosenthal, New York State Assembly Member Richard Gottfried, New York City Public Advocate Letitia James, Manhattan Borough President Gale Brewer, and New York City Council Member Corey Johnson.

At the Town Hall representatives from the Port Authority reported on recent improvements of "customer experience" in the concourse of the terminal; improvements to circulation in the terminal and wait time within the vicinity of the terminal; and the Port Authority's International Design + Deliverability Competition ("Competition") to select a "conceptual design" for a new bus terminal.

As the district's elected representatives, Senator Hoylman, Assembly Member Rosenthal, Assembly Member Gottfried, Borough President Brewer, and Council Member Johnson all

expressed dismay on any PANYNJ preliminary concept plan for a new bus terminal that would expropriate private properties west of Ninth Avenue in Hell's Kitchen South.

### **A NEW TERMINAL IN THE HEART OF HELL'S KITCHEN**

The 65-year old Port Authority Bus Terminal faces, according to the Port Authority, "structural limitations that complicate its day-to-day operations." Moreover, the Port Authority estimates that by 2040, peak-hour passenger traffic will increase by 35% to 51% and peak-hour bus traffic by 25% to 39%. In order to meet this estimated increase in bus traffic, the Board of PANYNJ launched an international competition seeking conceptual designs for a new bus terminal in midtown Manhattan, just "west of Ninth Avenue." The Port Authority Board emphasized that no terminal would be built in New Jersey.

At the Community Town Hall presentation on April 18th, PABT representatives stated that the Port Authority was "at the very beginning" of the process to build a new terminal, adding that it would likely defer to New York City land use procedures, specifically, its Uniform Land Use Review Procedure (ULURP), in selecting the site for a new terminal.

According to the Port Authority, the design concepts submitted will be "informed by a Trans-Hudson Commuting Capacity Study, and by input from commuters, residents and businesses in the vicinity of the bus terminal, as well as civic organizations and other stakeholders."

Following the Port Authority presentation, the Chair of Manhattan Community Board 4 presented a brief slideshow introduction to some of the residents, businesses, and institutions in the Hell's Kitchen South area where a new terminal might be built. The slideshow also showed photos of the devastation in Hell's Kitchen South wrought by the Port Authority's construction of the Lincoln Tunnel, the bus terminal, and the terminal access ramps.

At the public session which followed, the Port Authority team was informed — robustly at times — by input from the very residents, businesses, and civic organizations upon whose neighborhood a new bus terminal would profoundly, and irrevocably, impact.

### **THE COMMUNITY RESPONDS**

Over 250 members of the Hell's Kitchen community, joined by members of the larger CD4 District, attended the Town Hall meeting, filling the Metro Baptist Church to standing room only. At the public session following the Port Authority presentation, members of the community, residents, business owners, and workers, from 34th Street to 57th Street, spoke, often with passion, of their concerns about the proposed expansion. These speakers made it amply clear that the properties the Port Authority may consider acquiring for a new bus terminal are not just "real estate" but are the homes and businesses of "real people." They made comments about the current operation of the terminal and raised questions about the feasibility — and wisdom — of constructing a new terminal in the middle of a residential district in



midtown Manhattan, in the heart of a residential community, on land where their homes stood, homes in which some had lived for generations.

One speaker urged the Port Authority Board of Governors and the Competition designers to come to the area, to see first-hand a bustling community, to imagine it as their home, their neighborhood, their community — and then to contemplate its obliteration by the erection of a massive bus terminal.

The comments, queries, and concerns clustered around the following categories:

## **1. Displacement, Demolition, Destruction**

### ***Zoning Restrictions***

The first speaker pointed out that the area immediately west of Ninth Avenue under consideration for a new bus terminal is governed by the Special Hudson Yards District (SHYD) and that its Hell's Kitchen Subdistrict has specific restrictions against demolition. The speaker noted that MCB4, the New York City Department of City Planning, and our council member, who at that time was Speaker of the New York City Council, spent years in negotiations to achieve the special district and the restrictions against demolition. Dismantling this hard-won zoning — zoning carefully crafted to ensure a vibrant and balanced development of the far west side of Manhattan — might seriously derail the City's vital and ongoing efforts to encourage and integrate commercial and residential development in the area.

Another speaker pointed out that the area under consideration for a new bus terminal is now zoned residential as a result of the same City efforts — in contrast with the present location of the bus terminal on Eighth Avenue, which is zoned commercial.

### ***Displacement of Residents***

The Port Authority statement that it will try to "minimize" the use of private land for a new terminal, did not appear to reassure the community. Almost 300 apartments, many of which are affordable, rent-regulated homes occupied by long-term low and moderate income residents, lie west of Ninth Avenue, in the area threatened by a new terminal. Many of the apartments are occupied by families who have lived in the area for generations. The daughter of one of the speakers, the audience was informed, was the sixth-generation of her family to live in the neighborhood. Losing an apartment through condemnation would be more than losing a home: it would be losing a community which had sustained her family for generations.

A number of people who spoke were in the twenties and thirties and had lived in the neighborhood all their lives. Others had raised their children, some, their grandchildren, in the apartments they occupied. Many shopped, worked, and worshiped in the neighborhood.

No one spoke in favor of losing their home.

### *Loss of Businesses*

Many speakers brought up their daily trips to the reasonably-priced stores located in the affected area and noted that Starbucks and Jamba Juice in the current bus terminal were not businesses providing valuable services they could afford. A number of businesses on that stretch on Ninth Avenue provide affordable fresh food to many of the hundreds of seniors residing at Manhattan Plaza and in the larger Hell's Kitchen neighborhood.

### *Loss of Community Institutions*

Some of the institutions whose buildings would be demolished if private land were acquired for a new bus terminal provide services not just for the immediate neighborhood but for a wider community. One speaker reminded the attendees that the Farm Project on the roof of the Metro Baptist Church provides fresh vegetables to the food pantry in the basement of the church which serves over 800 people a month. The Farm Project had just been recognized by a national organization and awarded a \$5,000 grant for its work.

Another speaker referred to the head start program that welcomed her children when all the other programs were full or too expensive. The Pastor of Metro Baptist showed how the Church helped the Port Authority by taking in many young people who come to the city by bus for the first time and need guidance to stay on "the right path."

A catholic nun from the Dwelling Place — a transitional women's shelter on West 40th Street, founded in 1977 — spoke about her concern about the poor, the vulnerable getting pushed out "as so often happens" in the name of "progress." A woman who "graduated" from the shelter spoke about how the Dwelling Place turned her life around so that now she is healthy, has a permanent home and a steady job.

A speaker from the Damayan Migrant Workers Association, which serves Filipino migrant workers, explained how grateful she was that the Metro Baptist Church has been giving their non-profit organization space since 2000.

Speaking last, the pastor of Metro Baptist Church, in a moving speech about how the church provides services to the most vulnerable people of midtown including patrons of the Port Authority Bus Terminal, pointed out that the church sees people from the terminal at the beginning or the tail end of their dream, arriving in the city or leaving the city. The church helps the arrivals with food, clothing, and toiletries and assists the departing with money for a ticket home. The loss of the assistance Metro Baptist has provided over the years, and continues to provide, to our vulnerable citizens and visitors to the bus terminal — would be an irredeemable blow to the midtown community.

## **2. Traffic and Infrastructure**

### ***Lincoln Tunnel***

A number of speakers questioned the logic of building a new terminal without improving old infrastructure. The Lincoln Tunnel, which opened in 1937 — when you could still buy a Pierce Arrow — is now one of the country's busiest roadways, with over 120,000 cars passing through every day and 1,700 buses every morning. The width of each tunnel roadway is 21 feet and 6 inches, narrower than most of the streets in Hell's Kitchen. During rush hours today it is backed up with traffic. How will it then accommodate an estimated increase in car and bus traffic by 2040?

### ***More Rail, Less Traffic***

One speaker, to thunderous applause, pointed out that logical urban planning would move the bus terminal to the Meadowlands Sports Complex and then build a light rail into Manhattan.

### ***Midtown Congestion***

A resident questioned how a new terminal, ostensibly built to accommodate increased bus traffic, would make a dent in the already choked traffic conditions on Ninth Avenue during rush hours. Wouldn't a new terminal make the situation worse?

## **3. Current PABT Operations**

### ***Commuter vs. Community Experience***

A presenter from the PABT spoke of the retail improvements PABT had made to enhance the "customer experience," by adding a Starbucks and a Jamba Juice to the first level. A speaker pointed out that while those retailers may enhance the "commuter experience", chain store outlets were antithetical to the character of the neighborhood.

### ***A Bad Neighbor***

No one at the Town Hall expressed neighborly feeling towards the current PABT. "The Port Authority is a horrible neighbor," said a business owner. "The back end of Ninth Avenue is their dumping ground."

A resident who lives close to the PABT agreed it had been a bad neighbor for years, adding: "If you want to make people feel better about you, be better neighbors. Don't be the guy who leaves his car jacked up in the front yard."

## CONCLUSION

The response from nearly every member of the community at the Town Hall was clear: people live, work, and worship here; demolishing their homes and institutions would be a devastating blow to their lives and their neighborhood.

The position of MCB4 is equally clear: Hell's Kitchen South is an essential part of the larger Hell's Kitchen community. It must not be demolished. This Board believes it is crucial to preserve the homes, businesses and institutions in this area to maintain our neighborhood as well as our district character. We call on the Port Authority Board to reexamine the feasibility of building a new terminal in our residential district and encourage it to continue to improve its relationship with the community.

And in the spirit of the October 22, 2015 Port Authority Board resolution directing the Board and staff to "solicit substantial public and stakeholder input" we urge the Port Authority Board to provide to the competitors MCB4's letters about the proposals for a new terminal and to direct the competitors to meet early on with the community in order to gain insight on the deliverability of their design.

We look forward to working with you to ensure that the selected design takes the appropriate measures to help us achieve this goal.

Thank you,



Delores Rubin  
MCB4 Chair



Jean Daniel Noland, Chair  
Clinton Hell's Kitchen Land Use  
and Zoning Committee

Cc    Congressman Jerold Nadler  
      State Senator Brad Holyman  
      State Senator Adriano Espaillat  
      New York State Assembly Member Linda Rosenthal  
      New State Assembly Member Richard Gottfried  
      Manhattan Borough President Gale Brewer  
      New York City Council Member Corey Johnson  
      Pastor Tiffany Henkel, Metro Baptist Church  
      Joe Restuccia, Clinton Housing Development Company



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**DELORES RUBIN**  
Chair

**Jesse Bodine**  
District Manager

Hon. Jerrold Nadler, U.S. Congress Member  
201 Varick Street, Suite 669  
New York, New York 10014

Hon. Brad Hoylman, State Senator  
494 Eighth Avenue  
Suite 1700  
New York, NY 10001

Hon. Adriano Espaillat, State Senator  
5030 Broadway  
New York, NY 10034

Hon. Richard Gottfried, State Assembly  
Member  
242 W. 27th Street  
New York, NY 10001

Hon. Linda B. Rosenthal, State Assembly  
Member  
230 W. 72nd Street, 2nd Floor  
New York, New York 10023

Hon. Gale Brewer, Manhattan Borough  
President  
Municipal Building,  
1 Center Street, 19<sup>th</sup> Floor  
New York, New York 10007

Hon. Corey Johnson, City Council Member  
224 West 30th Street, Suite 1206  
New York, New York 10001

May 12, 2016

Re: PABT Community Town Hall  
Metro Baptist Church, West 40th Street  
April 18, 2016

Dear Congressman Jerold Nadler, State Senator Brad Hoylman, State Senator Adriano Espaillat,  
State Assembly Member Representative Linda Rosenthal, State Assembly Member Richard  
Gottfried, Manhattan Borough President Gale Brewer, City Council Member Corey Johnson:

Manhattan Community Board 4 (MCB4) would like to thank you for your sponsorship and participation at the Community Town Hall on the Port Authority Bus Terminal (PABT) at the Metro Baptist Church on West 40th Street on April 18, 2016. We appreciate you lending your names, your ears, and your voices to the issues raised by the Port Authority's Design + Deliverability Competition to select a "conceptual design" for a new bus terminal.

It is very clear from the Town Hall meeting that our community is deeply concerned about the Port Authority's proposals to build a new bus terminal west of Ninth Avenue. The community is strongly opposed to the loss of businesses and residences to make way for a new terminal. In light of the unified outcry from the over 250 residents, business owners, workers, and representatives of community institutions who attended the Community Town Hall, MCB4 urges all of our elected officials to work together to strategize on how to protect the Hell's Kitchen South neighborhood.

The MCB4 slide show presentation at the Town Hall focused primarily on the Hell's Kitchen South area and highlighted some of the people, businesses, and institutions of a vibrant, residential neighborhood. The primary alarm raised by the proposal to build a new bus terminal is that it would require the demolition of the heart of Hell's Kitchen South, potentially resulting in the loss of, among other invaluable assets:

- Over 280 apartments;
- Nearly 30 businesses and stores;
- Buildings dating back to 1879, an integral part of the neighborhood's historic fabric;
- A vital community church with a congregation of over 100 members;
- A food pantry that serves over 800 people each month; and,
- A Head Start program that serves 40 families.

This impact alone is severe, but MCB4 recognizes that the effect of a new Port Authority Bus Terminal would be felt district-wide. As stated on the Port Authority website, the PABT "is not only the nation's largest bus terminal, it's also the world's busiest." As a significant piece of the transportation infrastructure for the Northeast, the redesign of this facility must be viewed within a wider regional lens. The community has spoken with one voice. An equally unified voice from all of you, our City, State, and Federal elected officials is critical.

MCB4 urges our elected representatives to:

- Take a stand against the demolition of any property within the Hell's Kitchen Sub-districts D4 and D5 (West 40th Street to West 35th Street, between Ninth and Tenth Avenues) of the Hudson Yards Special District.

- Devise a coordinated strategy that reflects the interests of the community to deal with any Port Authority expansion.
- Work with the Port Authority to explore alternative sites including a New Jersey terminal.
- Convince the Port Authority that respondents from the Design + Deliverability Competition meet with MCB4 leadership.
- Require that an in-depth study be conducted of the potential health risks associated with the potential air pollution associated with idling buses within our district for extended periods of time.
- Advocate for our position at the Port Authority Board meetings (the next one is on May 26, 2016).

Once again, MCB4 appreciates the strong support from all of our elected officials. We want to work with you to put the convictions expressed in words at the Community Town Hall into actions that result in preserving a vibrant and vital New York City neighborhood.

Sincerely,



Delores Rubin  
MCB4 Chair



Jean Daniel Noland, Chair  
Clinton Hell's Kitchen Land Use  
and Zoning Committee

cc Pastor Tiffany Henkel, Metro Baptist Church  
Joe Restuccia, Clinton Housing Development Company

# Appendix F: Manhattan Community Board 4 Letter

Re: Port Authority Bus Terminal Replacement, Community Guidelines, April 2017



**Delores Rubin**  
 Chair

**Jesse Bodine**  
 District Manager

CITY OF NEW YORK  
**MANHATTAN COMMUNITY BOARD FOUR**  
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 www.nyc.gov/mcb4

April 14, 2017

Chairman John Degnan  
 The Port Authority of New York and New Jersey  
 4 World Trade Center  
 150 Greenwich Street – 22nd Floor  
 New York, NY 10006

**Community Guidelines  
 On Replacing the Port Authority Bus Terminal (PABT)**

Dear Chair Degnan:

In 2016, the Port Authority of New York and New Jersey revealed plans for the replacement of the Port Authority Bus Terminal (PABT) on Eighth Avenue. The plans, which included the possibility of using eminent domain to take private property in Hell's Kitchen South, had been disclosed neither to the public nor to Manhattan Community Board 4 (MCB4), nor to Manhattan District 4's (MCD4) elected representatives.

Manhattan Community Board 4 responded to the proposed plans with a series of public Clinton Land Use Committee and Transportation Planning Committee meetings as well as with two public community forums. Along with Manhattan Community District 4's (MCD4) elected representatives, MCB4 held a public town hall on April 18, 2016 to hear the local Hell's Kitchen community's reaction. A second town hall to survey the community's vision of the future of Hell's Kitchen South was held on December 6, 2016.

At its March 8, 2017, Clinton/Hell's Kitchen Land Use Committee meeting, the committee voted to synthesize the input from the MCB4 committees and public meetings and draft guideline on the proposal to replace the PABT. These guidelines were presented to the MCB4 Full Board on April 5, 2017. The Board recommended approval of the guidelines by a vote of 33 for, 0 against, 0 present not eligible.

**MCB4 RESPONSE TO REPLACING THE PABT**

The 67-year old Port Authority Bus Terminal faces, according to the Port Authority, "structural limitations that complicate its day-to-day operations." Moreover, the Port Authority estimates that by 2040, peak-hour passenger traffic will increase by 35% to



51% and peak-hour bus traffic by 25% to 39%. In order to meet this estimated increase in bus traffic, the Board of PANYNJ contends that the current PABT must be upgraded or replaced entirely.

On February 17, 2017, The Port Authority of New York and New Jersey Board passed a resolution to allocate \$70 million to the first phase of a comprehensive planning effort for the advancement and further definition of capital projects related to the development of a replacement for the Port Authority Bus Terminal on the West Side of Manhattan (Port Authority Bus terminal - Replacement Planning and Development - Planning authorization - Phase 1). The resolution included planning for support facilities, such as bus parking and staging facilities and planning for potential intermediate bus staging and storage facilities and other initiatives for the efficient operation of the interstate bus network.

The Port Authority did not consult with MCB4 while scoping and designing this study.

While Manhattan Community Board 4 recognizes the Port Authority’s contention that a terminal replacement can only be on the west side of Manhattan, it also recognizes that the days of obliterating a neighborhood’s homes and business, churches and community institutions to replace a new bus facility are over. Any replacement for the current PABT in MCD4 must not only consider the needs of commuters, but also take into account the health, safety, and quality of life of the people in whose neighborhood a bus terminal would be located. And a terminal must integrate into the existing and future transportation infrastructure of midtown Manhattan.

Therefore, MCB4 insists on the following guidelines for replacing the Port Authority Bus Terminal.

**1. FIRST DO NO HARM**

**1. Avoid Eminent Domain**

The southern end of historic Hell’s Kitchen ran from West 30th to West 42nd Streets, and from Ninth Avenue to Eleventh Avenue, comprising Hell’s Kitchen South. Parts of four blocks — on the northwest corner of Ninth Avenue and 40th Street; the north and south frontages of West 40th Streets between Ninth and Dyer Avenues; the east and west frontages of Ninth Avenue between West 39th and West 40th Streets; and a small mid-block portion on the southern side of West 39th Street between Ninth and Dyer Avenues are in shown in the Port Authority’s September 2015 “Midtown Bus Master Plan” for the site of a new or interim bus terminal and ramps. Properties would have to be condemned by the Port Authority for the new or interim bus terminal, resulting in the destruction of residences, businesses and community.

Over the past 110 years, the southern portion of Hell’s Kitchen that has been impacted the most by the largest transportation infrastructure projects in the City of New York. Projects have included:

- The construction of Penn Station and its adjacent rail yards (1906);
- The construction of the Lincoln Tunnel (1938);
- The West Side Improvement creating a rail cut between Tenth and Eleventh Avenues (1934);
- The extension of the Lincoln Tunnel Dyer Avenue approaches (1957 and the mid-1970s); and,
- The construction of the Port Authority Bus Terminal (1949-1950).

Each successive improvement required the loss of community institutions, the demolition of hundreds of apartments, and the displacement of hundreds of neighborhood families. The devastation and destruction of poor neighborhoods to build transportation infrastructure was not unique to New York City. It occurred in minority neighborhoods throughout the country.<sup>1</sup>

Through determined and sustained community activism since the 1970s, Hell’s Kitchen has fought back against the disfigurement of the area and Hell’s Kitchen has become a thriving, vibrant neighborhood — and a desirable one in which to live. Homes, businesses, houses of worship, and social service organizations are essential components of the Hell's Kitchen South neighborhood. Any plan to improve the current Port Authority Bus Terminal should assume the preservation of homes and businesses in the affected area. ***They must not be demolished.***

## **2. Comply With Existing Zoning & Prior Planning Studies**

This Hell’s Kitchen South core area is bounded by West 41st Street on the north, West 35th Street on the south, Tenth Avenue on the west, and Ninth Avenue on the east. While the Port Authority has preliminarily identified part of this area for the bus terminal expansion, MCB4 has pointed out that the area immediately west of Ninth Avenue under consideration for a new bus terminal is governed by the Special Hudson Yards District (SHYD) and that its Hell's Kitchen Subdistrict has specific restrictions against demolition.

MCB4, the New York City Department of City Planning, and our council member, who at that time was Speaker of the New York City Council, spent the years between 2001 and 2005 in negotiations to achieve the special district and the restrictions against demolition. Dismantling this hard-won zoning — zoning carefully crafted to ensure a vibrant and balanced development of the far west side of Manhattan — might seriously derail the City’s vital and ongoing efforts to encourage and integrate commercial and

<sup>1</sup> <http://www.racialequitytools.org/resourcefiles/sanchez-moving-to-equity-transportation-policies.pdf>

residential development in the area. It should be pointed out that the City zoned the area with an expectation of producing a significant portion of affordable housing. And the zoning called for the construction of a tour and charter bus layover facility by 2025 to replace current on-street bus parking.

MCB4 also points out that area immediately west of Ninth Avenue which was under consideration for a new bus terminal is zoned residential, as a result of the same City efforts — in contrast with the present location of the bus terminal on Eighth Avenue, which is zoned commercial.

**3. Use Only Port Authority Property**

Any bus facility must be sited on currently existing Port Authority property, comply with existing zoning and prior planning studies, and not degrade the neighborhood’s functional and visual assets.

**4. Follow NYC Land Use Procedures**

The Port Authority must defer to New York City land use procedures, specifically, its Uniform Land Use Review Procedure (ULURP), in selecting the site for a new terminal.

**II. IMPROVE AIR QUALITY**

MCD4 has the third worst air quality in New York City and is an United States Environmental Protection Agency non-attainment area. Since adding bus facilities would seem to violate the National Environmental Policy Act, the Clean Air Act, and New York State’s Environmental Quality Review Act, plans must be in place to have the air quality of MCD4 meet Federal environmental air quality standards before any bus facility is built.

**1. Eliminate Parking or Staging areas**

No new parking or staging areas whether intermediate or permanent should be located in MCD4, a predominantly residential area. This is particularly true for bus staging facilities, where hundreds of buses could be idling while waiting for their gates to become available.

**2. Install Filtration Systems**

The new bus terminal facility should be a completely enclosed, net zero carbon emission building equipped with filtration systems. We understand that in the future bus fleets may run on “clean energy”, but no one can predict when or can mandate the private carriers to switch their fleets. And in our experience to date, the Port Authority has been unable to curb idling on its parking lots.

**3. Reduce Idling, Mitigate Congestion**

To prevent the extensive idling of queuing buses, which worsen air quality in the district, there should be no access to the terminal on street level or on bus ramps. All bus accesses

to the terminal from the Lincoln tunnel should be located underground with proper ventilation equipped with air filtering. Traffic mitigation strategies should be considered, including underground walkways, wider sidewalks, and underground taxi stands.

### **III. INTEGRATE WITH REGIONAL AND NYC TRANSPORTATION NETWORK**

There has been intense focus on the replacement of the bus terminal on the west side of Manhattan in order to meet PANYNJ's goal of providing a 45% increase in capacity of bus commuter ridership by 2040.

The bus terminal, however, is only one of three components (along with the Lincoln Tunnel and the subway lines) of the system delivering bus commuters from New Jersey to their ultimate destination. (Each component of the system is operating at maximum capacity and will need upgrading to meet the 2040 goal.) Planning for a bus facility also must consider how future commuter demand will integrate with existing — and future — rail transportation infrastructure in MCD4, including the Moynihan Station and Amtrak's Gateway project.

Planning to meet the 2040 goal must also include these considerations:

#### **1. Tour/Charter Bus Garage**

Building a separate long distance bus terminal combined with a tour and charter bus garage would add 10% to systems capacity in 2040. This would reduce the on-street bus traffic and allow for a more compact commuter-only station.<sup>2</sup>

#### **2. Extend the 7-Line**

Extending the 7-line to New Jersey by building a transfer station in Secaucus with a PATH 7 train that seamlessly connects to the Hudson Yards Station and to the east side. Such a facility would add 25% to the systems capacity in 2040. This would be particularly attractive to bus commuters who travel to the east side and to the many who currently have a two-seat ride. This would significantly reduce pedestrian and taxi congestion in our district.<sup>3</sup>

#### **3. Rail Projects**

When completed, Gateway and New Jersey rail capacity improvements will absorb 6% of 2040 bus riders' demand.<sup>4</sup>

<sup>2</sup> <https://www.panynj.gov/bus-terminals/pdf/bus-board-3-19-15u-no-annotations.pdf>

<sup>3</sup> [https://www.panynj.gov/about/pdf/Trans-Hudson\\_Commuting\\_Capacity\\_Study-Summary\\_Report\\_9-21-16.pdf](https://www.panynj.gov/about/pdf/Trans-Hudson_Commuting_Capacity_Study-Summary_Report_9-21-16.pdf)

<sup>4</sup> [https://www.panynj.gov/about/pdf/Trans-Hudson\\_Commuting\\_Capacity\\_Study-Summary\\_Report\\_9-21-16.pdf](https://www.panynj.gov/about/pdf/Trans-Hudson_Commuting_Capacity_Study-Summary_Report_9-21-16.pdf)

## CONCLUSION

As noted earlier, the Port Authority of New York and New Jersey Board passed a resolution on February 17th to allocate \$70 million to a planning effort related to the development of a replacement for the Port Authority Bus Terminal.

MCB4 is disappointed that the Port Authority did not consult our community while scoping and designing this study. Since MCD4 will be the main theater of operations of present and future bus facilities, it would have proved sensible and prudent to consult the community while designing the study.

The Port Authority can, and needs, to do better in working with this community.

Because a bus terminal will be placed in an already congested midtown Manhattan where millions of people live, work, and visit daily, forward-thinking transportation planning is critical. And because of the limited space for expansion in MCD4, the increasing residential character of the neighborhood, and the need to address capacity increase in the entire transportation system, all options to reduce bus congestion in MCD4, to reduce its attendant pollution and traffic safety impacts, and to divert demand to other regional resources and modes must be considered.

We hope the general guidelines in this letter will contribute to the constructive spirit our community feels is essential for the successful future replacement of a Port Authority Bus Terminal.

Sincerely,



Delores Rubin  
Board Chair



Jean Daniel Noland  
Chair, Clinton/Hell's Kitchen  
Land Use Committee

cc  
Congressman Nadler  
Manhattan Borough President Gale Brewer  
State Senator Brad Hoylman  
State Representative Linda Rosenthal  
State Representative Richard Gottfried  
NYC Councilmember Corey Johnson  
Pastor Tiffany Triplett Henkel, Hell's Kitchen South Coalition



CITY OF NEW YORK  
**MANHATTAN COMMUNITY BOARD FOUR**

330 West 42<sup>nd</sup> Street, 26<sup>th</sup> floor New York, NY 10036  
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www.nyc.gov/mcb4

**Burt Lazarin**  
Chair

**Jesse Bodine**  
District Manager

July 31, 2018

Kevin J. O'Toole  
Chairman  
The Port Authority of New York and New Jersey  
4 World Trade Center  
150 Greenwich Street – 22nd Floor  
New York, NY 10006

Rick Cotton,  
Executive Director  
The Port Authority of New York and New Jersey  
4 World Trade Center  
150 Greenwich Street – 22nd Floor  
New York, NY 10006

re: Bus Terminal Replacement Project – Statement of Purpose and Needs

Dear Mr. O'Toole and Mr. Cotton,

Manhattan Community Board 4 (MCB4) is pleased with the progress made on the Bus Terminal Replacement Project ("Project"), particularly in the areas of transparency and community participation.

As we approach the release of the Statement of Purpose and Needs, which will set the stage for the scoping phase of the Project, we must re-emphasize the critical importance of three key needs for the Board, needs which have been described in conversations between the Port Authority of New York and New Jersey (PANYNJ) and MCB4 and relayed in previous MCB4 letters. Without incorporating these needs, the Project would not only be incomplete; it risks environmental challenges that could delay its implementation. At its July 25<sup>th</sup> Full Board meeting, MCB4 approved this letter with a vote of 29 in favor, 0 against, 0 abstaining and 0 present but not eligible to vote.

**These three key needs must be included in the statement of purpose and needs that is being drafted for the Project.**

### **1. Regional Bus Facility**

*The purpose of the Project must be to deliver a regional bus facility that satisfies the growth of the various buses currently operating in the terminal and in the surrounding streets.*

A number of interstate, commuters and tour and charter buses currently operate or park at the curb because the capacity in the current terminal or in parking lots controlled by the Port Authority has not kept up with the rapid expansion of the demand. As early as 2005, the Port Authority was working with the City to accommodate these vehicles in a dedicated facility. These buses should have been accommodated by the Port Authority all along.

Curbside drop-off, pick-up, and parking is incompatible with the residential nature of the local neighborhood and contributes significantly to traffic congestion, safety issues and the worsening of the air quality in the area.

### **2. Improved Air Quality**

*The Project must address the need to significantly improve the community's air quality.*

Community District 4 has the third worst air quality in the City of New York. For the community, this is a paramount health concern, especially considering PANYNJ's projection for increased bus traffic to Hell's Kitchen South in the coming decades.

Air pollution, such as fine particles (PM2.5), can cause health problems, particularly among the very young, seniors, and those with preexisting health conditions. According to New York City health reports, in Clinton and Chelsea levels of PM, the most harmful air pollutant, are 11.4 micrograms per cubic meter; Manhattan District 4 ranks third-highest in the city.

Motor vehicles contribute about 48% of emissions that lead to the formation of fine particulates. Buses idling at curb side, in parking lots, and in the terminal or on its ramps, and trucks and cars idling in queues waiting to access the Lincoln tunnel are major contributors to pollution. With thousands of new families settling in the area and 47 schools within a mile of the facility, *this public health issue must be addressed* with pollution-reduction strategies, including enclosing, ventilating, and filtering the air in all bus facilities and ramps.

### **3. Repaired Community Damage**

*The project must address the need to repair the damage inflicted to this community by previous Port Authority projects.*

Over the past 110 years, Hell's Kitchen was ravaged by the largest transportation infrastructure projects in the City of New York, including building Penn Station and its rail yards (1906); the construction of the Lincoln Tunnel (1938); the extension of the Lincoln Tunnel Dyer Avenue approaches (1957 and the mid-1970s); and, the construction of the Port Authority Bus Terminal and its ramps (1949-1950).

Each successive project required the demolition of scores of apartment buildings and the displacement of hundreds of neighborhood families. Also shattered were community institutions and organizations which held the neighborhood together. These projects tore the fabric of the community apart with road cuts and ramps and left vast areas of abandoned no man's land in the

heart of the community. The resulting transportation infrastructure of roadways, access ramps, bus lots, and tunnel entrances and egresses still deface and divide the neighborhood today.

Restoring small-scale commercial businesses on the streets and avenues, managing and calming traffic, creating residential development and open spaces, are essential — and smart — strategies to repair the devastation visited on a once thriving New York City neighborhood.

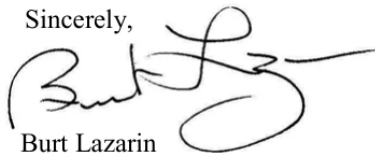
### **Fruitful Cooperation**

The Board is grateful for your attention to using only Port Authority properties to expand the new facilities, thus ensuring that key structures and services will be maintained in in our neighborhood.

In addition to multiple working meetings held with the community and the formal bi- state meetings, the Port Authority team attended two tours of the Hell's Kitchen South neighborhood to understand the context of the Project and the potential benefit working with the community and the Board offers. We believe these fruitful exchanges contribute to the future success of the Project.

We look forward to continued cooperation.

Sincerely,



Burt Lazarin  
Chair

Manhattan Community Board 4

cc: Hon. Jerrold Nadler, U.S. Congress  
Hon. Corey Johnson, Speaker, City Council  
Hon. Gale A. Brewer, Manhattan Borough President  
Hon. Brad Hoylman, New York State Senate  
Hon. Linda Rosenthal, New York State Assembly  
Hon. Richard Gottfried, New York State Assembly  
Manhattan Community Board 5  
NYC Dept. of Transportation  
NYC Dept. of City Planning



## **Appendix G: Manhattan Community Board 4 Letter**

**Re: Comments on Hudson Yards Rezoning**

[https://www1.nyc.gov/html/mancb4/downloads/pdf/agendas/2004\\_08/1\\_hy\\_ulurp\\_response\\_final.pdf](https://www1.nyc.gov/html/mancb4/downloads/pdf/agendas/2004_08/1_hy_ulurp_response_final.pdf)

## Appendix H: Hudson Yards Rezoning - Points of Agreement, 2005



THE COUNCIL  
OF  
THE CITY OF NEW YORK  
CITY HALL  
NEW YORK, N.Y. 10007

CHARLES E. MEARA  
CHIEF OF STAFF

Telephone  
212-788-7210

**TO:** Gifford Miller  
Melinda Katz  
Christine Quinn ✓

**FROM:** Charles E. Meara

**DATE:** January 10, 2005

**RE:** Hudson Yards "Points of Agreement" Memo

---

I just received the attached memo from Deputy Mayor Dan Doctoroff. Please let me know if you have any questions and/or comments.

Thanks.

CEM:kns

c: Larian Angelo  
Gail Benjamin  
Steve Sigmund  
Matthew Mullarkey



THE CITY OF NEW YORK  
OFFICE OF THE MAYOR  
NEW YORK, N. Y. 10007

DANIEL L. DOCTOROFF  
DEPUTY MAYOR FOR  
ECONOMIC DEVELOPMENT AND REBUILDING

January 10, 2005

Speaker Gifford Miller  
New York City Council  
City Hall  
New York, NY 10007

Re: Hudson Yards – City Council ULURP Actions

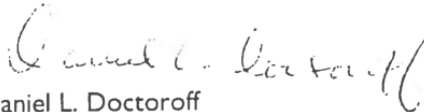
Dear Mr. Speaker:

Attached to this letter is a "Points of Agreement" reflecting recent discussions between the Administration and the City Council with respect to the consideration by the City Council of the Hudson Yards zoning and related ULURP actions.

As we have discussed, some of the items set forth in the Points of Agreement will require changes to the zoning resolution which may be made by the Council now, while other items may require additional follow-up action by the Administration, the City Council, the Planning Commission and other parties. Where follow-up action is needed, such follow-up is subject to review and consideration under applicable procedures, including land use and environmental review, and the receipt of applicable approvals. We are confident that we can continue to work together to achieve the goals stated in the Points of Agreement.

The cooperation and input that we have received from members of the City Council thus far has been extremely valuable. We look forward to working further with you, and the entire Council, as the project progresses.

Sincerely,

  
Daniel L. Doctoroff

## POINTS OF AGREEMENT\*

### I. FINANCING

#### a. General

The Administration agrees to the financing plan adjustments made separately by the Budget Director and the Council, described in a separate document.

#### b. District Improvement Fund/Bonus

##### i. Uses West of 11<sup>th</sup> Avenue

The Administration agrees that no funds generated by the District Improvement Bonus will be used to pay for any improvements to the sites housing the New York Sports and Convention Center, the Jacob K. Javits Convention Center, the full-block park located between 33<sup>rd</sup> and 34<sup>th</sup> Street, or the community porch on the 33<sup>rd</sup> Street right-of-way. The Administration agrees to provide further language to emphasize that the District Improvement Fund cannot be used in any way to connect to or benefit the Javits Center or the New York Sports and Convention Center. Limitations to the use of the District Improvement Fund are described in the modified zoning text.

##### ii. Uses for neighborhood parks

The Administration agrees that the District Improvement Fund may be used to pay for neighborhood parks.

##### iii. Future of the District Improvement Fund

The Administration agrees that funds generated by the District Improvement Bonus will be used only to pay debt service on debt issued by the Hudson Yards Infrastructure Corporation (HYIC). Any excess in any given year will flow directly to the City's general fund for uses in the district consistent with the zoning resolution. Once the HYIC debt is fully repaid, all payments into the District Improvement Fund will flow directly to the City's general fund for uses in the district consistent with the zoning resolution.

##### iv. Sequencing of bonuses

The Administration agrees to alter the sequence of the District Improvement Bonus and the Inclusionary Housing Bonus so that the two bonuses are available to developers on a *pari passu* basis, in two tiers. The change is described in detail in the modified zoning text.

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\* As we have discussed, some of the items set forth in the Points of Agreement will require changes to the zoning resolution which may be made by the Council now, while other items may require additional follow-up action by the Administration, the City Council, the Planning Commission and other parties. Where follow-up action is needed, such follow-up is subject to review and consideration under applicable procedures, including land use and environmental review, and the receipt of applicable consents. We are confident that we can continue to work together to achieve the goals stated in the Points of Agreement.

v. Changes in per square foot payment into District Improvement Fund

The Administration agrees to the process for changes in the payment level into the District Improvement Fund, as detailed in the modified zoning text.

2. GOVERNANCE

a. HYIC

The HYIC board consists of the Deputy Mayor for Operations, the Deputy Mayor for Economic Development & Rebuilding, the Budget Director, the Speaker of the City Council, and the City Comptroller. The HYIC's powers are limited to ensuring the appropriate capture of designated revenue sources and the use of these revenue sources for debt service on authorized debt and other commitments of the HYIC. The HYIC is subject to the requirements of the Open Meetings Law. The Speaker, as member of the HYIC board, will receive appropriate notice of meetings and other actions by HYIC. The HYIC will commit to making annual reports to the Speaker and the Council of the projects financed by the HYIC, the amount of financing issued by HYIC for each project, related debt service and the status of projects.

b. Development entity

The precise form of the entity that will manage the development of the Hudson Yards has not been determined. The Administration agrees that any development entity will include the same board members as the HYIC plus a representative of Community Board 4, the local Councilmember, the Manhattan Borough President, the Commissioner of the Department of Housing Preservation & Development, the Commissioner of the Department of Parks and Recreation, the Commissioner of the Department of Small Business Services, the Chair of the City Planning Commission, and the President of the Economic Development Corporation. The development entity will be subject to the requirements of the Open Meetings Law. The development entity will commit to making annual reports to the Mayor and the Council of the development entity's budget for the upcoming fiscal year, together with its annually prepared financial statements. There will also be formed a Hudson Yards Community Advisory Board, to include representatives of the affected communities.

3. AFFORDABLE HOUSING

a. Total number of units

The table below summarizes the expected units that will be generated by the zoning incentives and other components of the Administration's proposal for affordable housing in the Hudson Yards. These unit totals will change slightly subject to recalculation of the market-rate and affordable housing build out under lower density in the Hell's Kitchen midblock area, as described in 4(b).

	# OF NEW UNITS	# OF PRESERVED UNITS
CPC proposal	2,220 (16% of total)	383 (3% of total)
<b>Revised Administration proposal</b>		
80/20	2,031	
Expansion of 421(a) exclusion zone 80/20 and inclusionary housing combo		
Inclusionary housing	411	421
Tiering of inclusionary bonus		
Public sites		
Site M	150	
NYCHA	155	
Studio City	600	
<b>Total</b>	<b>3,347</b> (25% of total)	<b>421</b> (3% of total)

b. Harassment provisions

The Administration agrees to the harassment provisions provided separately, as part of a follow-up corrective action.

c. 421-a exclusion zone

The Administration would support Council action to expand the 421-a exclusion zone, in order to make the construction of affordable housing more likely. A proposed bill has been provided separately.

d. Permit City, State, and Federal programs in inclusionary program

The Administration agrees to allow developers to count affordable units created toward both the 80/20 requirement and the Inclusionary Housing Bonus. The Administration also agrees to allow developers to access any and all housing subsidy programs for the construction or rehabilitation of inclusionary housing. This will allow the Administration to increase the share of affordable units required under the inclusionary program and will result in both greater incentives for the production of affordable housing and permanent affordability for all affordable units in 80/20 buildings that make use of the inclusionary bonus.

e. Tiering of inclusionary bonus to higher income levels

The Administration agrees to allow developers to provide inclusionary housing units to higher income levels in exchange for providing more affordable units, as detailed in the modified zoning text.

f. Public sites

i. Site M

The Administration agrees to develop affordable housing on "Site M" located on the west side of 10<sup>th</sup> Avenue between 40<sup>th</sup> and 41<sup>st</sup> Streets. The Administration anticipates that this site will generate 150 affordable units, including 48 low-income units (up to 60% of

AMI) 51 moderate-income units (up to 135% of AMI), and 51 middle-income units (up to 165% of AMI). All units will be permanently affordable. HPD and the Hudson Yards development entity will lead the development of the site.

ii. NYCHA site

The Administration agrees, subject to HUD approval, to develop affordable housing on the “NYCHA Harborview Site” located at 56<sup>th</sup> Street just west of 11<sup>th</sup> Avenue. The Administration anticipates that this site will generate 155 affordable units, including 63 low-income units (up to 60% of AMI), 46 moderate income units (up to 135% AMI) and 46 middle income units (up to 165% of AMI). The new building will be no taller than the existing Harborview towers. The Administration and the Council will work together to select one of the following options for limiting the height of the tower: reducing the number of units or constructing a second building on additional space within Harborview to maintain the same unit total. All units will be permanently affordable. NYCHA and HPD will lead the development of the site.

iii. Studio City site

The Administration agrees to develop affordable housing on the “Studio City Site” located between 44<sup>th</sup> and 45<sup>th</sup> Streets, between 10<sup>th</sup> and 11<sup>th</sup> Avenues. The Administration anticipates that this site will generate 600 affordable units, including 120 low-income units (up to 60% of AMI), 240 moderate-income units (up to 135% of AMI), and 240 middle-income units (up to 165% of AMI). The Hudson Yards development entity will lead development of the site, working in close cooperation with HPD.

g. Citywide affordable housing fund

The Administration agrees to create an affordable housing fund of up to \$45 million – to be managed by HPD – using the proceeds received from the disposition of the Studio City site for affordable moderate- and middle-income housing in the Hudson Yards area and citywide. The fund also may be used to augment funding for construction and renovation at P.S. 51 on the Studio City site.

h. Income averaging

The Administration agrees to work with the Council and unions to find acceptable ways to allow income averaging whenever possible.

4. DENSITY

a. Commercial density

i. FAR at “four corners” at 34<sup>th</sup> Street at 10<sup>th</sup>/11<sup>th</sup> Avenues

The Administration agrees to establish a maximum FAR of 33 for each site, with an overall limitation of 7,363,600 square feet on the four corners by limiting the permitted distribution from the Eastern Rail Yards to 3,238,000. This represents a density reduction of 200,000 square feet.

ii. Limiting maximum permitted FAR on 11<sup>th</sup> Avenue

The administration agrees to limit the maximum FAR to 21.6 between 36<sup>th</sup> and 38<sup>th</sup> streets and to 20.0 between 38<sup>th</sup> and 41<sup>st</sup> streets. This results in a density reduction of more than one million square feet, as detailed in the table below:

SITE	MAXIMUM FAR	ZONING FLOOR AREA REDUCTION (SF)
1069A	20	332,640
711A	20	147,200
710A	20	277,656
709A	21.6	153,163
708A	21.6	139,416
<b>Total</b>		<b>1,050,075</b>

iii. Commercial overlay between 9<sup>th</sup> and 10<sup>th</sup> Avenues

The Administration agrees to restrict commercial uses in residential buildings to one floor. However, a stand-alone two-story commercial building would be permitted due to scope issues. The Administration also agrees to create language excluding conversion to retail where there are existing ground floor residential tenants, as part of a follow-up corrective action.

iv. Along 10<sup>th</sup> Avenue

The Administration agrees to alter the proposal so that developers on the west side of 10<sup>th</sup> Avenue can exceed 13 FAR (up to a maximum of 15 FAR) only with the provision of community facilities. This will result in a commercial density reduction of approximately 500,000 square feet.

v. Theater bonus

The Administration agrees to restrict the Theater Bonus to the south side of 42<sup>nd</sup> Street between 11<sup>th</sup> Avenue and Dyer Avenue.

vi. Site at NW Corner of 42<sup>nd</sup> Street and 8<sup>th</sup> Avenue

The Administration will upzone this site from an FAR of 14.4 to a higher FAR to be determined with the Council.

b. Residential density

The Administration agrees to modify the zoning of the Hell's Kitchen midblocks between 9<sup>th</sup> and 10<sup>th</sup> Avenues between 35<sup>th</sup> and 40<sup>th</sup> Streets to R-8A, which will reduce the maximum density from 7.5 FAR to 6.0 FAR.

5. OTHER PLANNING ISSUES

a. Neighborhood open space



i. Height bonus for open space

The Administration agrees to reduce the height bonus for provision of open space in the Hell's Kitchen midblocks from a maximum height of 200 feet to 180 feet. For sites affected by this change between 36<sup>th</sup> and 38<sup>th</sup> Streets, the Administration agrees to work with the Council to meet the resulting funding gap (if any).

ii. Port Authority sites

The Administration will establish a task force with the Council and the community to work toward creating open space on Port Authority sites in the Hell's Kitchen midblocks. This task force will undertake detailed site analysis to identify optimal locations for open space within the blocks bounded by 34<sup>th</sup> and 38<sup>th</sup> Streets. The task force will engage in discussions with the Port Authority, and participate in design and construction oversight. The task force will also consider management and governance options, including but not limited to park mapping, deed restrictions, or conveyance to a non-profit organization. In the event that negotiations with the Port Authority do not result in open space on their sites, the Administration agrees to work with the Council to acquire privately-owned sites for open space.

b. Subdistrict naming

The Administration agrees to rename the Tenth Avenue Corridor Subdistrict as part of the Hell's Kitchen Subdistrict.

c. Follow-up corrective actions

The Administration agrees that the local Councilmember and Community Board 4 will be co-applicants on all follow-up corrective actions, with any disagreements between the two being resolved by the local Councilmember.

d. Special permits

i. Parking requirements

The Administration agrees that parking garage construction in excess of the minimum will be subject to a special permit. This minimum provides a modest range to account for site-specific conditions. The Administration also agrees to the grandfathering of developments in the 42<sup>nd</sup> Street Perimeter Area with building permits prior to 12/31/04.

ii. Public access improvements

The Administration agrees to make this a special permit in the Hudson Yards area, but without generating a bonus.

e. Community facilities

The Studio City site will house an expanded elementary school to serve the area. The Administration has provided a separate letter detailing funding requirements for this school.

## 6. CONTRACTING AND EMPLOYMENT

### a. Dedicated oversight

The Department of Small Business Services (DSBS) will create a special, focused office ("the Office") to lead M/WBE contracting and minority employment initiatives in the Hudson Yards area. The key activities of the Office are described below in 6(b) and 6(c).

### b. M/WBE

#### i. M/WBE certification partnerships

To maximize the number and value of Hudson Yards contracting opportunities available to City certified M/WBEs, the Office will seek to establish reciprocal certification agreements with the other public entities contracting for goods and services in the Hudson Yards district, such as the MTA.

#### ii. Bid matching and information sharing for Hudson Yards opportunities

The Office will apply DSBS' database and bid matching/alert process to Hudson Yards contracting opportunities. E-mail alerts will be sent to certified M/WBEs to inform them of new Hudson Yards opportunities as they arise. The Office also will promote usage of DSBS' online, searchable database of M/WBEs by Hudson Yards contractors and businesses.

#### iii. Technical assistance and preparation for contracting opportunities

The Office will tailor and target DSBS' existing M/WBE technical assistance program for anticipated Hudson Yards contracting opportunities. This involves two major components. The first is identification of the types of goods and services contracting opportunities that are likely to arise in both the short- and long-term through Hudson Yards developers, businesses and tenants. The second component is the creation of a technical assistance curriculum to build M/WBE capacity to be competitive for such anticipated contracting opportunities.

#### iv. Private sector alliances linking M/WBEs to Hudson Yards opportunities

Building on DSBS' current private sector partnership strategies, the Office will seek to connect M/WBEs to diversity contracting programs of major private sector developers, businesses and tenants in the new Hudson Yards district. The Office will also work with DSBS' M/WBE Advisory Committee to develop such linkages.

#### v. Further actions

The Administration understands that the Council intends to release a disparity study in the near future. Once the disparity study is released, the Administration is prepared to consider programs specifically designed for growing M/WBE participation, as appropriate in light of the results of the disparity study.

The Administration has demonstrated its commitment to increasing the successful participation of M/WBEs in public and private sector contracting opportunities. So far, the Administration has dramatically simplified and shortened the certification process, increased the number of certified companies, and created certification partnerships with other public entities. The Administration also has created an on-line searchable database of M/WBEs, and modified small purchase procurements to insure their participation. In addition, the Administration has extended its initiatives beyond the public sector by linking its M/WBE program to private sector diversity contracting programs and forming a M/WBE Advisory Board of business and community leaders.

In partnership with the City Council, the Administration is committed to further growing M/WBE success by building upon these foundational efforts. The Administration is exploring a range of options to do that, such as a certification partnership with New York State, and additional private sector partnerships.

The Administration recognizes that other public entities have implemented race and/or gender based strategies, such as: adopting M/WBE goals or utilization plans for a municipality and/or its agencies; or requiring prime contractors to create M/WBE utilization plans or achieve M/WBE subcontracting goals. However, the Administration also recognizes that adoption of any of these options, or any other race or gender based program, would be premature prior to the release of the City Council's forthcoming disparity study.

Following the release of the City Council's forthcoming disparity study, the Administration is prepared to consider M/WBE program options such as these, or other program enhancements. We will evaluate program options in light of the results of the study, which covers the period of 1998-2002, as well as the achievements of the City's revitalized M/WBE program during the past two years. Our approach will be cognizant of the critical need to ensure that M/WBEs in construction and other industries have a full and fair opportunity to share in the success of the Hudson Yards project.

c. Workforce Participation

i. Pre-apprenticeship programs

The Administration and the Office will work with the Council towards an agreement with trade unions to establish and fund a pre-apprenticeship program that links economically disadvantaged New Yorkers from throughout the five boroughs to union careers in the construction trades. Specific eligibility criteria (e.g., language, math and literacy skills), training program curricula and program scale will be established through collaboration with the building trade unions, with scale based on demand for construction labor generated by Hudson Yards development.

ii. Job placement

The Office will coordinate large-scale hiring initiatives linking New York City job seekers to employment opportunities in the Hudson Yards district. These initiatives may be based at the Workforce1 Career Centers in each of the five boroughs, in collaboration with Community Based Organizations to assist with outreach to economically disadvantaged job seekers and/or communities. DSBS may eventually establish a Workforce1 Career Center affiliate in the Hudson Yards district.

**FOLLOW UP CORRECTIVE ACTIONS**

All ULURP Applications will be joint applications with DCP, local Councilmember, and Community Board 4

1. Harassment Text  
 Text amendment process for the agreed upon text would be commenced shortly after adoption and applied to the Special Hudson Yards District and P2 portion of the Special Garment Center District. Subsequently, the Administration and the Council will also work as coapplicants to make the text and central provisions of the the Clinton Special District, Special Hudson Yards District and P2 portion of the Special Garment Center District more consistent.
2. Conversion of existing ground floor residential to commercial in Hells Kitchen Midblocks  
 ULURP text amendment process to prevent the conversion of existing ground floor residential to commercial in the R8A portion of Hells Kitchen.
3. Studio City  
 Necessary ULURP actions to would be taken to facilitate the development of housing at 8.5 FAR including the 600 units of affordable housing on the site. Anticipated tasks to facilitate development include environmental review, disposition, site planning and programming, and zoning map and text changes.
4. NYCHA Harborview  
 Necessary actions would be taken to facilitate the development of housing including the 155 units of affordable housing. Anticipated tasks to facilitate development include environmental review, site planning and programming (RFP), and zoning map and text changes.
5. North West Corner of 42<sup>nd</sup> Street and 8<sup>th</sup> Avenue  
 Necessary ULURP actions to increase density on this site would be taken after agreement of the appropriate density at this location.
6. Hells Kitchen Parks  
 If agreement with the Port Authority to construct parks above the Lincoln Tunnel Expressway in conjunction with private development is unreachable, ULURP actions needed to create parks on privately held land would be undertaken.

## Appendix I: Western Rail Yards Rezoning - Points of Agreement, 2009



THE CITY OF NEW YORK  
OFFICE OF THE MAYOR  
NEW YORK, N.Y. 10007

December 10, 2009

Honorable Christine Quinn  
Speaker  
New York City Council  
City Hall  
New York, N.Y. 10007

Re: Western Rail Yard Rezoning Plan- City Council ULURP Actions

Dear Speaker Quinn:

Please find attached to this letter a "Points of Agreement" reflecting recent discussions among the City Council, the Administration and the Related Companies, representing the interest of RGWRY LLC, regarding the City Council's review of the Western Rail Yard Rezoning, a project which encompasses both the rezoning of the Western Rail Yard site itself as well as the provision of off-site affordable housing at two locations.

In addition to items which reflect modifications made by the City Council with respect to the ULURP actions and the associated restrictive declaration, a number of the items set forth in the "Points of Agreement" reflect commitments to future action by the Administration, while others reflect commitments to future action by the Related Companies. The Administration and the Related Companies are each providing you with this letter in acknowledgment of their respective commitments.

With respect to certain of the items described in the "Points of Agreement", implementation is subject to further review under applicable procedures, including land use and environmental review, and the receipt of additional approvals. In other cases, implementation is contingent upon the availability of funding and financing support or determinations by State or federal agencies. In all such cases, the Administration and the Related Companies, with respect to their respective commitments, will work diligently with your cooperation to achieve the goals stated in this "Points of Agreement".

We look forward to continuing to work with you and your colleagues as this project progresses towards the transfer of the Western Rail Yard site from the MTA to the Related Companies, and implementation of all the items in the "Points of Agreement" associated therewith.

Sincerely,

Handwritten signature of Robert C. Lieber.

Robert C. Lieber for the City of New York  
(with respect to Points of Agreement  
Sections: 1, 3 (a) – (f), 4 (b), 6 (c) & (d),  
8, and 10)

Handwritten signature of Jay Cross.

Jay Cross for RGWRY LLC  
(with respect to Points of Agreement  
Sections: 2, 3 (g) & (h), 4 (a) & (b), 5,  
(a) & (b), and 7)

## **POINTS OF AGREEMENT**

### **Western Rail Yard Rezoning December 10, 2009**

#### **I. ANTI-DEMOLITION COMMITMENTS**

- (a) Anti-demolition Language: The Administration and the City Council recognize that with the construction of the Number 7 Line Subway underway and scheduled for completion by 2014, and completion of the Hudson Yards Park and Boulevard, scheduled for completion by 2014, the conditions will be in place for the substantial development forecasted in the 2004 Hudson Yards FGEIS and the 2005 West Chelsea FEIS to occur. The Administration and the City Council acknowledge the community's concerns that the growth forecasted for the Hudson Yards and adjacent areas, should it occur, could result in development pressures that may affect tenement housing that has historically provided an affordable housing resource for residents. To address these concerns, additional measures are warranted to facilitate the preservation of existing housing stock. For this purpose, the Administration agrees to support a zoning text amendment for Subareas D4 and 5 of the Special Hudson Yards District, Preservation Area P-2 of the Special Garment Center, and the Special West Chelsea District ( the " Zoning Text Amendment"), in the form annexed hereto as Exhibit I.
- (b) Referral of Zoning Text Amendment: The Department of City Planning ("DCP") commits to refer the Zoning Text Amendment for public review by no later than July 1, 2010. Council Member Quinn agrees to support the Zoning Text Amendment in the form annexed hereto as Exhibit I.

#### **2. AFFORDABLE HOUSING COMMITMENTS: WESTERN RAIL YARD ("WRY") AND EASTERN RAIL YARD ("ERY")**

- (a) Related commits to build a minimum of 265 permanently affordable rental units ("Affordable Units") on the WRY and an additional minimum of 166 Affordable Units on either the WRY or ERY, in either rental or condominium buildings, for a total of 431 Affordable Units combined, contingent upon:
- (i) Availability of a tax abatement program comparable to existing tax abatement programs for either rental units or condominiums, including 20 year abatement for condominium with 20% Affordable Units;
  - (ii) Availability of tax-exempt bonds to fully finance the construction of the 80/20 rentals that Related chooses to develop to fulfill its commitment; and,
  - (iii) At the expiration of the initial real estate tax program, WRY & ERY Affordable Units will convert to permanent affordability to households at an average income of up to 90% AMI, not to exceed 125% AMI, provided that there are incentives, programs, exemptions, credits or abatements available

that will reduce the real estate taxes for the 80/20 buildings to a level consistent with real estate taxes paid prior to any phase out of the real estate tax abatement in the initial 421-a program for the building. No restrictions shall apply to the market rate units as rentals or as a conversion to condominiums after the initial 421-a real estate tax exemption period.

- (b) With respect to the distribution of Affordable Units within any 80/20 rental component of a building, Related commits to the following:
  - (i) A maximum of 50% Affordable Units on any floor; and,
  - (ii) At least one Affordable Unit on 80% of the floors included within the 80/20 rental components (assuming there are enough Affordable Units planned for at least one per floor, otherwise one per floor for as many floors as there are Affordable Units).

### **3. AFFORDABLE HOUSING OFF-SITE COMMITMENTS**

- (a) The Department of Housing Preservation and Development (“HPD”) commits to issuing Requests for Proposals (“RFPs”) for the development of affordable housing on the City-owned sites at West 54<sup>th</sup> Street and 9<sup>th</sup> Avenue, which is under the leasehold control of the Metropolitan Transportation Authority (“MTA”), and West 48<sup>th</sup> Street and 10<sup>th</sup> Avenue, currently occupied by the Department of Environmental Protection (“DEP”) in connection with the construction of Water Tunnel No. 3. The City reiterates its commitment to propose, and Council Member Quinn reiterates her commitment to support, the provision in the City capital budget of the sum of \$40 million to construct or otherwise create new affordable housing units off-site.

HPD’s RFPs will contain the following requirements:

- (i) A height cap restriction that the local Council Member and Community Board 4 (“CB4”) understand will result in the creation of an estimated 267 units. Without the height cap restrictions, these sites would generate 312 units. The height on the DEP site will not exceed 77 feet. The height on the MTA site will not exceed 85 feet on 9<sup>th</sup> Avenue, and 99 feet on the midblock;
  - (ii) An AMI mix of 165% or under;
  - (iii) 50% two or more bedroom units; and,
  - (iv) Permanent affordability.
- (b) HPD will share the program overview with CB4 before releasing the RFPs for the off-site housing developments.
  - (c) The Administration agrees that the MTA and DEP sites will not generate an Inclusionary Zoning bonus under NYC Zoning Resolution Section 23-90, and

acknowledges that they cannot serve as the Cure for Anti-Harassment under NYC Zoning Resolution Section 96-110.

- (d) The Administration, in the attached letter from Deputy Mayor Edward Skyler dated December 10, 2009 and annexed hereto as Exhibit 2, commits to make a best effort to vacate the Department of Sanitation (“DSNY”) facilities located at 136-140 West 20<sup>th</sup> Street with a goal of completing the relocation by December 31, 2011. If DSNY is relocated from its West 20<sup>th</sup> Street facilities, HPD commits to develop the site for affordable housing at a range of incomes up to 165% AMI. In the event that DSNY is not relocated, the local Council Member and CB4 acknowledge that HPD will not be expected to make up for those units anywhere else.
- (e) SRO Preservation: HPD will work with the local Council Member and CB4 to preserve up to 150 units of privately owned SRO housing. The Council Member and CB4 acknowledge the difficulties inherent in and lengthy timeframe needed to accomplish these private acquisitions. To the extent that such acquisition(s) can be negotiated, HPD will use its programs to acquire and rehabilitate these SRO units.
- (f) HPD commits to providing CB4 with quarterly updates on the affordable housing developments that were committed as a part of the Hudson Yards and West Chelsea rezonings.
- (g) Related commits that it will seek two extensions of federal rental subsidy to its existing Mark Up to Market Project Based Section 8 HUD Contracts (or a comparable successor program) for a period of no less than 40 years from City Council approval of the WRY rezoning, for its properties known as Terrific Tenements (at 525 West 47<sup>th</sup> Street and 425 West 48<sup>th</sup> Street) and the French Apartments (at 330 West 30<sup>th</sup> Street). Related will apply for the initial extension no later than March 31, 2010. The current maximum extension is a 20 year period, and if granted, will expire in 2030. Related will then seek additional extensions totaling an additional 20 year period. Related will diligently pursue all necessary approvals to seek such extensions, provided:
  - (i) All necessary Department of Housing and Urban Development (“HUD”) and investor approvals are obtained; and,
  - (ii) The relevant financing and tax programs, including applicable real estate tax abatement programs, currently available for Section 8 housing are made available to effectuate the extensions. Related will commit to pursue extending Section 8 benefits at these properties and will diligently pursue all necessary approvals. The period of each extension will be the maximum period allowed under the program.
- (h) Related Off-site 80/20s: Related commits to guaranteeing that all existing affordable rental units in the Westport (at 500 West 56<sup>th</sup> Street) and the Tate (at 535 West 23<sup>rd</sup> Street) in Community District 4 will remain permanently affordable to



households at an average income of up to 90% AMI, not to exceed 125% AMI, provided that there are incentives, programs, exemptions, credits or abatements available that will reduce the real estate taxes for the 80/20 buildings to a level consistent with real estate taxes paid prior to any phase out of the real estate tax abatement in the initial 421-a program. No restrictions shall apply to the market rate units as rentals or as a conversion to condominiums after the initial 421-a period. This commitment is contingent on obtaining lender and investor approvals, which Related will diligently pursue.

- (i) A summary chart of the affordable housing commitments is annexed hereto as Exhibit 3.

**4. WRY SCHOOL COMMITMENTS**

- (a) Community Notification: Related agrees that copies of an amended Letter of Intent with the School Construction Authority (“SCA”) regarding school site selection, modified to reflect the commitments in paragraph (b) will be provided to CB4, the local school district, the Manhattan Borough President, and the local Council Member.
- (b) School Site Selection: Related commits that it will offer SCA approximately 120,000 square feet of space at Site 6 for a public school and that Site 6 will be one of the first three buildings to be built. The SCA commits that it will initiate the site selection process for the public school at Site 6 no later than July 1, 2010. Related shall only be required to offer Site 6 to the SCA and no alternate sites. In the event that the SCA rejects Site 6, for whatever reason, Related’s obligation to provide space for the public school under Section 3.04 of the Restrictive Declaration (“Declaration”) is terminated.

**5. COMMUNITY AND CULTURAL SPACE COMMITMENTS**

- (a) Related agrees to make available a minimum of 16,000 gross square feet of space for local cultural institutions or other local arts not-for-profits.
- (b) The cultural space will be provided in at least two facilities.
- (c) Related commits to constructing the core and shell of the cultural spaces, including the distribution of base building systems to the cultural spaces, in accordance with Section 2.04(d) of the Declaration, as modified by the City Council.

**6. OPEN SPACE COMMITMENTS**

- (a) Related agrees to replace the member appointed by the President of the Hudson Yards Development Corporation to serve on the Open Space Advisory Board established under Section 2.02(e) of the Declaration with a member appointed by the Manhattan Borough Commissioner of the Department of Parks and Recreation (“Parks Dept”).

(b) Related agrees to change the timing of the open space payments required under Section 3.04(b)(i) of the Declaration to two payments of \$1 million each, with the 1st payment triggered by the TCO for the 2nd residential building, provided that the 2nd residential building results in a total of 500 or more units, and the 2nd payment triggered by the TCO for the 4th residential building. In the event that the 1st and 2nd residential buildings produce less than 500 total units, then the 1st payment will be triggered by the TCO for the 3rd residential building and the 2nd payment will be triggered by the TCO for the 5th residential building.

(c) Greening and Neighborhood Opens Space Development:

(i) **Street Tree Planting:** The Administration agrees to work with the City Council to review and modify, as necessary, the Parks Dept's street tree planting program to ensure that the Hudson Yards area of CB4 has an appropriate allocation of street trees. In addition, the Administration will work with Con Edison on a master plan for the appropriate location of street trees and infrastructure vaults. The Parks Dept will seek to plant trees at all viable street tree locations.

(ii) **Port Authority Sites:** The Administration will continue working with the City Council, the community and the Port Authority of NY & NJ ("Port Authority") toward creating open space on Port Authority sites within the blocks bounded by West 34<sup>th</sup> and West 41<sup>st</sup> Streets, between 9<sup>th</sup> and 10<sup>th</sup> Avenues.

(iii) The Administration agrees to establish an Open Space Task Force to review and advise on the creation of open space within the blocks described above. The Task Force will be comprised of representatives from the Department of Transportation ("DOT"), the Parks Dept, and the Hudson Yards Community Advisory Committee. The Administration will invite the Port Authority to participate on the Task Force.

a. The Administration, in coordination with the Port Authority, agrees to use the Greenstreets Program to green the "canoe" traffic island on the north side of West 36<sup>th</sup> Street, between 9<sup>th</sup> Avenue and the Lincoln Tunnel Expressway, subject to and in accordance with the following:

i. The Administration will allocate new funding to the Greenstreets Program for this greening;

ii. The Parks Dept, DOT and the Port Authority will work together to establish a plan to address greening, sidewalk and safety requirements;

iii. The nature and extent of the greening will depend upon subsurface conditions, including utilities, and infrastructure issues

at or adjacent to the canoe traffic island, which will be examined as part of the planning process;

- iv. DOT will relocate the NYPD vehicles currently parked on this island; and,
- v. The Administration will use all reasonable efforts to expedite the implementation of these plans.

- (iv) Sidewalk ADA Compliance: The Administration agrees to work with the Port Authority to improve sidewalks along Dyer Avenue, between West 34<sup>th</sup> and West 36<sup>th</sup> Streets in order to upgrade to ADA standards, subject to any public safety concerns identified by either the Administration or the Port Authority with respect to any particular location. The Administration will use all reasonable efforts to achieve these upgrades.

(d) DEP Open Space Funding:

- (i) Provided that the open space proposed for the site currently occupied by DEP at 10<sup>th</sup> Avenue, between West 48<sup>th</sup> Street and West 49<sup>th</sup> Street is not mapped as park land, upon completion of Water Tunnel No. 3 DEP will fund the design of the open space and will make a capital contribution to the construction of the open space.
- (ii) DEP will not be responsible for making any contributions to the maintenance or operation of the proposed open space. A maintenance and operations plan will be created as part of the design process.

The proposed open space is identified on the map annexed hereto as Exhibit 4 as that area occupying the northeast corner of the DEP site, bounded to the north by West 49<sup>th</sup> Street, to the east by 10<sup>th</sup> Avenue, to the south by the horizontal line demarking the "Fenced Area For DEP Operations" and to the west by the solid black line identified in the map legend as an "Easement Line" and running in a north to south direction.

At an appropriate time following completion of Water Tunnel No. 3, a metes and bounds survey will be conducted to establish the boundaries of the proposed open space consistent with the description of the open space boundaries contained in the map annexed hereto as Exhibit 4.

**7. DAY CARE COMMITMENTS**

Related agrees to provide the Administration for Children’s Services (“ACS”) with additional opportunities to exercise the option for 10,000 square feet of ground floor space suitable for use as a child care center. Under Section 3.04(c) of the Declaration, as modified by the City Council, ACS may trigger the requirement for Related to offer space following the issuance of a TCO or PCO for any new building on the WRY

containing residential rental units. In that event, Related shall offer space located either in a new building on the WRY or at a nearby off-site location, provided that Related shall have no obligation to offer space in new buildings on the WRY other than Sites 1, 2 and 4. In the event that ACS accepts a space at an off-site location, Related shall have no further obligations under Section 3.04 to offer space, whether on or off site.

**8. FIRE PROTECTION ASSESSMENT COMMITMENTS**

To address the potential need for new Fire Department (“FDNY”) facilities in the Hudson Yards district, if the City Council requests in 2014, the FDNY will commence a review of the fire protection needs of the district beginning January 1, 2015, and at the City Council’s request every five years thereafter, until such time as all projected development has been completed.

**9. ZR SECTION 93-06 AND RESTRICTIVE DECLARATION**

(a) Modification of ZR Section 93-06: Under Section 93-06 of the Zoning Resolution, as modified by the City Council, the execution and recordation of a Restrictive Declaration including the modifications described in (b)- (e) below shall be required for any development or enlargement on the WRY pursuant to the zoning amendments.

(b) City Council Approval of Modifications: Under Section 4.04 of the Declaration, as modified by the City Council, any future modifications to the provisions of the Declaration pertaining to Affordable Housing (Sec. 2.01); Public Access Areas (Sec. 2.02 (a)-(e) and (h); Arts and Cultural Space (Sec. 2.04); the Public School, Open Space, and Day Care Mitigations (Sec. 3.04 (a)-(c)), Modification and Amendment (Sec. 4.04(a)), and the Construction Consultation Process Committee and Liaison (Sec. 6.01), that would diminish or alter the obligations of Related, shall be subject to the approval of the City Council.

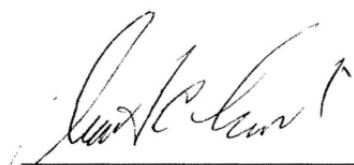
(c) Independent Monitor: Under Sections 3.07(a) and 6.01 of the Declaration, as modified by the City Council, the Independent Monitor shall prepare a quarterly report summary of activities for distribution to any Construction Consultation Process Committee established under Section 6.01 of the Declaration.

(d) Wind Analyses: Under Section 3.02(c) of the Declaration, as modified by the City Council, Related agrees to provide copies of all final Wind Conditions Reports to Manhattan Community Board 4, the local Council Member, the Manhattan Borough President, and any Construction Consultation Process Committee established pursuant to Section 6.01 of the Declaration.

(e) Construction Consultation Process Committee: Under Section 6.01 of the Declaration, as modified by the City Council, Related agrees that, upon request of the Construction Consultation Process Committee, Related’s designated liaison shall address, on a regular basis, the questions and concerns of the Committee about construction related issues beginning at the time of issuance of the first Foundation Permit for a New Building on the WRY.

**10. LANDMARKS**

The Landmarks Preservation Commission (“LPC”) will conduct a preliminary review of the historic districts proposed by CB4 in their letter dated November 20, 2009 and annexed hereto as Exhibit 5, by the end of Fiscal Year 2010. During that period the LPC will also complete an evaluation of the 11 sites proposed for landmark designation by CB 4 in their letter dated November 20, 2009 and annexed hereto as Exhibit 6, to determine whether they should be considered further for landmark status.



Robert C. Lieber for the City of New York  
(with respect to Points of Agreement  
Sections: 1, 3 (a) – (f), 4 (b), 6 (c) & (d),  
8, and 10)



Jay Cross for RGWRY LLC  
(with respect to Points of Agreement  
Sections: 2, 3 (g) & (h), 4 (a) & (b), 5,  
6 (a) & (b), and 7)

